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INTRODUCTION TO THE PUBLIC FACILITIES/ GROWTH MANAGEMENT ELEMENT

The City of Dana Point is part of a large and fast-growing region. Population growth and the provision of public facilities must be viewed in this regional context. However, assuring adequate levels of public service and maintaining a desirable quality of life through regulation of growth are options available to the City within certain jurisdictional, fiscal, and legal limits. The Public Facilities/Growth Management Element establishes a plan for ensuring that future growth is coordinated with the provision of public services and facilities so that desirable level of service standards and community qualities important to the citizens are maintained. This element addresses growth management issues on a local and regional level. The goals, policies, and plan contained in this element stem from considerable background research, which is summarized in the Public Facilities/Growth Management Technical Report.

PURPOSE OF THE PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT

The Public Facilities/Growth Management Element has two interrelated purposes: to plan for adequate public services and facilities, and to coordinate new development with the provision of public facilities. While many public facilities issues will be addressed independently from growth management issues, a significant portion of the Element deals with the overlap between the two subjects.

The Public Facilities/Growth Management Element is an optional Element of the General Plan. However, once adopted this Element carries the same force and effect as a required Element and must be internally consistent with other Elements of the General Plan.

SCOPE AND CONTENT OF THE ELEMENT

This Element consists of two main parts: Goals and Policies, and the Plan. The introduction describes the purpose, scope, content, and related plans and programs. The Goals and Policies Section sets forth policies to guide the provision of public services and to coordinate new development with the provision of these services. The final section focuses upon the geographic (locational) aspects of, and standards for, future public facilities and growth management planning.

The public facilities component of this Element addresses both infrastructure and public services. Infrastructure includes sewer, water, and storm drain systems, as well as utilities, such as electrical, gas, and communication systems. Public services include police, fire, public schools, emergency medical, civic, and cultural facilities and services.

The growth management component of the Element addresses local as well as regional growth management issues, including State laws and County initiatives affecting growth management in the City.

The Element includes summary descriptions of existing public facilities and services and growth management programs affecting the City. More detailed information about existing services, facilities, and programs is provided in the Public Facilities/Growth Management Element Technical Report.

RELATED PLANS AND PROGRAMS

There are several independent agencies involved in the planning and operation of public facilities in the City. In addition, there are various County, regional and State plans and laws affecting growth management in the City.

The City's sewer collection and treatment and water distribution systems are operated by six independent districts. While several of the districts have short-term expansion plans, none of them have formal master plans; the districts improve and expand existing systems on demand.

The City contracts with the County of Orange for police, fire, library, and regional flood control services. The financing of the expansion of these services is provided for in the Facilities Implementation Plan (FIP) component of the Orange County Growth Management Plan. The FIPs, updated annually, analyze existing service adequacy and present plans for future facilities. Service level standards for many of these services are provided for in the Orange County General Plan and separate master plans, and are reflected in the FIPs.

With respect to growth management, there are regional plans, County plans, State legislation, and a County initiative that affect growth management in Dana Point. All of these have a direct bearing on public facilities/growth management planning in the City.

In August, 1988, the County of Orange adopted a Growth Management Plan Element which presents a conceptual framework for coordinating traffic facilities and public facilities and services with new development. The Growth Management Plan Element also spawned several plans and programs, including the Development Monitoring Program, which evaluates the extent of new development and compliance with phasing requirements, and the Facilities Implementation Plans, which evaluate public facility needs and propose financing mechanisms. The Orange County Growth Management Plan Element and related plans are important to the City because these plans affect the contract services provided to the City by the County.

The Southern California Association of Governments (SCAG) has approved a Growth Management Plan for the entire SCAG region. While SCAG has no authority to implement the Growth Management Plan, some of the plan's principal goals, such as improved jobs/housing balance, are being implemented through the Air Quality Management Plan (AQMP), which the South Coast Air Quality Management District does have the authority to implement. Regulation XV, which requires employers of more than 100 persons to prepare trip reduction plans, is one of the mandated components of the AQMP.

State Assembly Bill 471, which implements the congestion management provisions of Proposition 111 (approved by the California voters in June, 1990), requires all jurisdictions to participate in preparing a Congestion Management Plan (CMP)

to reduce traffic congestion. The City of Dana Point must cooperate with Orange County in preparing such a CMP.

The most comprehensive legislation affecting growth management in Dana Point is Measure M, approved by the County voters in November, 1990. The measure requires each jurisdiction in the County to adopt a Growth Management Plan with specific contents and guidelines. Because its requirements are so comprehensive, Measure M is perhaps the most important piece of legislation currently affecting growth management in Dana Point.

The existence of numerous local agency, County, regional, and State plans points up the importance of coordinated inter-jurisdictional planning, one of the key emphases of this Element.

PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT GOALS AND POLICIES

The goals and policies of this Element focus upon ensuring that the City is provided with adequate public services and facilities and creates a Growth Management Plan that ensures coordination between new development and public services and facilities. The goals stem from issues raised during the background research and public meetings.

This section is organized according to eight distinct goals. The first six goals deal primarily with the provision of public services and facilities on a local level. The last two goals deal with growth management and the regional issues related to public facilities and services.

Each set of goals and policies is preceded by a summary of conditions and issues which have led to their formulation. More detailed information about these conditions and issues is provided in the Technical Report.

WATER AND SEWER SERVICE

The City of Dana Point is served by four water districts: the Capistrano Beach County, Capistrano Valley, Moulton Niguel, and South Coast Water Sanitary Districts. The vast majority of the water distribution lines in these districts are under thirty years old and reported to be in good-to-excellent condition.

Four sanitary districts serve the City, including the Capistrano Beach and Dana Point Districts, and the Moulton Niguel and South Coast Water Districts. The condition of the sewer lines in these districts is generally very good, with the exception of lines in the Capistrano Beach Sanitary District, many of which need to be repaired or replaced.

The water and sanitary districts serving the City each have their own board of directors and make policy decisions independently from the other districts. This leads to varying levels of service between the districts.

The South Coast and Moulton Niguel Water Districts have developed wastewater reclamation facilities which allow for the re-use of

wastewater for landscaping purposes in certain areas of Dana Point. However, the Dana Point and Capistrano Beach Sanitary Districts lack such systems. The South East Regional Reclamation Authority, or SERRA, which provides sewage treatment for these two districts, is currently investigating the possibility of developing a reclamation system that would serve these districts.

The following policies are directed toward maintaining the quality of water and wastewater service in the City.

GOAL 1: Encourage adequate water and sewer service.

Policy 1.1: Work closely with local-serving water and sewer districts in determining future area needs and expanding sewer service to the Headlands area, when necessary. (Coastal Act/30250, 30255, 30254)

Policy 1.2: Encourage the use of drought resistant landscaping to reduce overall water use.

Policy 1.3: Support public education programs for water conservation.

Policy 1.4: Support the appropriate regional agencies in developing and utilizing reclaimed water facilities.

Policy 1.5: Consider requiring new development to pay for the cost of extending reclaimed water lines in the City.

Policy 1.6: Support the efforts of water and sewer agencies to encourage recycling of wastes and proper disposal of household wastes and waste oil.

Policy 1.7: Evaluate the varying levels of service provided by the water and sewer districts serving the City and support increased coordination among these districts in order to provide consistent service levels.

Policy 1.8: Encourage and support water and sewer districts in the effective management of their revenue resources to ensure equitable service throughout the City.

STORM DRAINAGE

The City's storm drain system consists of regional and local facilities. The regional facilities, including the San Juan and Salt Creek storm channels, are owned and maintained by the Orange County Flood Control District. The local storm drains, once owned and maintained by the County, became the responsibility of the City upon its incorporation. Currently, the City contracts with the Orange County Environmental Management Agency to maintain the local storm drains.

While the Salt Creek channel through Dana Point has undergone all necessary improvements to convey a 100-year flood, the San Juan Creek Channel has not. The Orange County Flood Control District is in the process of planning and executing additional improvements to the San Juan Channel so that it will be able to convey a 100-year flood.

Local storm drains throughout the City were constructed on a piecemeal basis as new development was approved. Information about the type and age of these facilities has not been assembled, and the condition of these facilities is generally not known. One of the City's main public facilities tasks is to assess the condition of these facilities and develop a capital improvements program for the system.

A 1989 Orange County report evaluated flooding problems in the Capistrano Beach area. The report recommends specific improvements, such as new curbs and improved storm drains, to address the flooding problem; however, these improvements have not yet been made. According to Orange County Flood Control District staff, the flooding problems in this area require additional study.

The following policies are incorporated into this Element to ensure that local facilities are maintained and replaced as needed.

GOAL 2: Maintain and improve portions of the storm drainage system for which the City is responsible and encourage adequate maintenance of other portions of that system.

Policy 2.1: Identify local storm drainage deficiencies and develop a capital improvements program for the correction and replacement of aging or inadequate drainage system components. (Coastal Act/30233, 30235, 30236, 30253)

Policy 2.2: Work with the Orange County Flood Control District in ensuring the adequacy of regional storm drainage facilities. (Coastal Act/30235, 30236, 30253)

SOLID WASTE CONTROL

As landfills rapidly reach their capacities and new landfill sites become increasingly difficult to establish, the need to reduce the solid waste generation rate has become crucial. Assembly Bill (AB) 939 requires that local jurisdictions reduce their solid waste streams by 25% by the year 1995 and 50% by the year 2000. In addition, the bill requires all cities to prepare a Source Reduction and Recycling (SRR) Element to implement the mandated waste reduction goals. The City of Dana Point is currently collaborating with the Cities of San Clemente and San Juan Capistrano in preparing the SRR Element.

The City contracts with Solag Disposal, Inc. for trash pick-up and disposal. The City has also contracted with Solag to conduct a pilot residential recycling program. Initiated in September, 1990, this program will be evaluated and possibly extended after the first six months.

By State law, the County of Orange must prepare an Integrated Waste Management Plan by 1994 which will be designed to coordinate implementation of the SRR Elements prepared by individual cities in the County. Therefore, it is important that the City work with the County in preparing its SRR Element.

The following policies are designed to ensure that the City has adequate solid waste disposal services and will endeavor to reduce its solid waste stream.

GOAL 3: Provide necessary control of solid waste.

Policy 3.1: Continue to work with the cities of San Clemente and San Juan Capistrano in the development of an SRR Element which will include a recycling plan.

Policy 3.2: Identify and evaluate alternatives to reduce solid waste in accordance with AB 939.

Policy 3.3: Support litter clean up efforts on public and private properties.

Policy 3.4: Work closely with the County of Orange in developing strategies and programs to manage solid and hazardous wastes.

Policy 3.5: Support recycling by requiring areas for recycling bins.

LAW ENFORCEMENT, FIRE, AND EMERGENCY MEDICAL SERVICES

Part of the City's quality of life is dependent upon the ability of residents and business owners to receive adequate protection during emergencies such as fires or accidents. The City contracts with the County of Orange for law enforcement, fire protection, and paramedic services. Currently, levels of service for these services meet the standards established by the Orange County Sheriff's and Fire Departments. According to the Orange County Facilities Implementation Plans for the areas including Dana Point, levels of service for the Sheriff's Department are affected by traffic congestion. Therefore, it is important that traffic and law enforcement service and facility planning be coordinated.

In order to provide more direct contact between the Sheriff's Department and the community, the City has set up a special community service unit in Dana Point City Hall, staffed by two deputies.

Currently there are approximately 20 neighborhood watch groups in the City, ranging in size from small cul-de-sacs to several blocks. Interest in forming neighborhood watch groups in the Doheny Park Road area has been difficult to generate.

While there are adequate emergency medical facilities in the City, there is a shortage of primary care physicians. The following goals and policies focus upon maintaining adequate levels of emergency services in the City and enhancing these services where the opportunities and needs exist.

GOAL 4: Maintain desirable levels of police, fire, and emergency medical services in the City.

Policy 4.1: Periodically evaluate services and service criteria to ensure the City has adequate police, fire, and emergency medical services. (Coastal Act/30254)

Policy 4.2: Review the space needs for the local sheriff community

service unit and provide adequate space.

Policy 4.3: Increase community participation in the neighborhood watch groups and other public safety service programs.

Policy 4.4: Assure adequate sites for primary care (internists, family practitioners, and obstetricians-gynecologists) facilities in the community.

Policy 4.5: Coordinate with the Orange County Sheriff's and Fire Departments for the continued provision of adequate law enforcement and fire protection.

Policy 4.6: Coordinate sheriff facility and traffic facility planning where necessary to maintain adequate levels of law enforcement service.

COMMUNITY, CIVIC, EDUCATIONAL AND CULTURAL FACILITIES

The City's community, educational and cultural facilities are important vehicles for political, social, and cultural enrichment in the community.

The Capistrano Unified School District (CUSD) administers public schools for Dana Point. Although two of the District's elementary schools are located within the City, most of the schools attended by Dana Point students are located outside the City. The District has experienced rapid growth in recent years, with the result that enrollment at most of the schools attended by Dana Point students exceed their original design capacity. While temporary classrooms are used to house the extra students, new permanent facilities are needed. Because State funding sources are scarce and give priority to schools with year-round calendars, the District is considering converting to year-round operations in order to obtain State funds for new facilities.

The County of Orange library system provides library services to Dana Point through the Dana-Niguel Branch Library and two other libraries in the Cities of San Clemente and San Juan Capistrano. Based upon the ratio of library size to population, service levels at these libraries meet County of Orange standards. Based upon level of service criteria and planned facilities, these levels of service will continue to be maintained

through the year 2010.

Temporarily located in 10,000 square feet of office space on Golden Lantern, the Dana Point City Hall currently houses financial management and community development services. Other City services, such as police, fire, engineering, public works, maintenance, and parks and recreation, are provided under contract or by special district. The current City Hall is staffed to capacity and lacks adequate storage, exhibition, and public meeting space. For these reasons, and because the City will likely expand the services it provides directly to the public in the future, it will be necessary to relocate to a larger site or increase its current leased space.

Within the City of Dana Point, several civic organizations exist. The community is served by the Dana Point Arts Council, a non-profit organization which sponsors art shows and drama; the Dana Point Historical Society, a non-profit organization which promotes awareness of the City's past; and, the Orange County Marine Institute, which operates educational and cultural programs related to ocean biology and maritime history. In addition, the Dana Point City Council has appointed a five-member Cultural Commission which is charged with promoting cultural enrichment in the City. However, the lack of space (public auditoriums, exhibition space, meeting rooms) limits the cultural activities which can take place in the City.

The goals and policies which follow attempt to ensure the provision of adequate community, civic, cultural, and educational facilities in the City.

GOAL 5: Encourage adequate community facilities including libraries, schools, civic and cultural facilities.

Policy 5.1: Cooperate with the Orange County Public Library to periodically assess library service needs for the community.

Policy 5.2: Assess the City's needs for a governmental/civic center and identify suitable sites.

Policy 5.3: Develop a capital improvements plan to include service standards and a mitigation fee program for new development.

Policy 5.4: Consider the need for multipurpose meeting rooms

and space for community events.

Policy 5.5: Consider the need for a local historical museum (Coastal Act/30213).

Policy 5.6: Assess the cultural facilities needs for the City, including the need to expand existing facilities.

Policy 5.7: Encourage well-planned neighborhood and community park facilities that are within convenient distance to all residential areas.

Policy 5.8: Coordinate the approval of new development with the capacity of the Capistrano Unified School District.

Policy 5.9: Ensure to the extent feasible that adequate sites are available for public facilities, churches, schools, museum(s), government offices, a civic/cultural center or other facilities that may serve the public interest.

Policy 5.10: Develop a program for public art.

Policy 5.11: Consider creating various funding mechanisms, such as developer impact fees, to contribute toward the cost of new civic facilities.

Policy 5.12: Coordinate the provision of community facilities with the development of new parks and recreational facilities.

PUBLIC UTILITIES

The San Diego Gas and Electric Company and Southern California Gas Company provide electrical and natural gas service to the City of Dana Point. No deficiency exists in the existing electric and natural gas systems in the City, and both companies state that they will be able to expand to accommodate any future growth in the City.

The City relies principally upon conventional energy resources to meet its needs. However, active solar heating is relatively cost effective and is currently underutilized in the City.

Pacific Bell provides the City with telecommunications service, including telephone service and fiber optics. Pacific Bell representatives state that they are able to expand their telephone and fiber optic facilities on demand. Although the company began undergrounding telephone lines in the City during the mid-1960s, many of the lines are still above ground.

With the exception of one of the City's mobile home parks, all areas of the City have access to cable service, provided by Dimension Cable. The City is under a 15-year contract with Dimension Cable to operate this service in the City. The contract, approved prior to incorporation, does not provide many services which the City desires, such as coverage of City Council meetings, cable equipment for public schools, and Public Education Government (PEG) access.

The following goals and policies are intended to maintain, improve, and expand utility systems in the City.

GOAL 6. Maintain, improve, and expand utilities including natural gas, electricity, and communications.

Policy 6.1: Where feasible, provide underground utility lines in all neighborhoods and continue to underground utility lines in future developments.

Policy 6.2: Promote enhanced access to governmental proceedings and information through cable television.

Policy 6.3: Encourage the use of solar energy to supplement conventional heating systems.

GROWTH MANAGEMENT

The City of Dana Point has few remaining large, undeveloped parcels of land. As a result, there are relatively few opportunities for major new development within its boundaries. However, as part of a fast-growing region, the City is strongly impacted by surrounding development. In addition, the City receives many of its public services through independent agencies, including Orange County. Most importantly, the City is subject to several major County, regional and State growth management plans and laws. For these reasons, the City's Growth Management Plan must have a strong regional focus.

A brief review of the local and regional issues that provide the basis for the growth management goals and policies is provided.

Local Growth Management Issues

As indicated, there are relatively few opportunities for major new development in the City. Roughly 7.5% of the City's land, or 300, acres, is vacant. Major vacant lands include the Dana Point Headlands, vacant land in the Monarch Beach area, and a long strip of vacant land adjacent to the east side of San Juan Creek between Pacific Coast Highway and Stonehill Drive.

Although the potential for new development in the City is somewhat limited, the City's public services and facilities, including its transportation facilities and open space resources, will be impacted. As a result, the City will have general service standards for all public facilities and develop periodic monitoring programs to ensure adherence to service levels.

Regional Growth Management Issues

The State, regional, and Orange County plans and laws affecting the City are varied and complex. They include the Orange County Growth Management Plan, the SCAG Growth Management Plan, State Assembly Bill 471, and Measure M (Orange County). Of all of these, Measure M will have the most direct and significant impact upon the City's Growth Management Plan. Nevertheless, the other plans and legislation are important and must be addressed in the Plan as well.

Orange County Growth Management Plan: The Orange County Growth Management Plan Element establishes the conceptual framework for managing growth in Orange County. The Element includes provisions regarding jobs/housing balance, traffic levels of service standards, traffic improvement programs, and public facility plans. The most important parts of the County Plan for Dana Point are the Facilities Implementation Plans and the Development Monitoring Program.

The Facilities Implementation Plans (FIPs) analyze existing traffic and public facility levels of service and, based upon adopted standards, establish a financing plan for new facilities. Affected facilities include transportation, sheriff, library, fire, and storm drains. Because the

City contracts with Orange County for these services, these plans directly affect the City. The City should coordinate with the County in maintaining and evaluating levels of service for these facilities. The existing levels of service prescribed by the FIPs are discussed in the Plan portion of this element.

The purpose of the Development Monitoring Program (DMP) is to monitor new development, service delivery, and regional and State growth management legislation, and make recommendations for responding to new information and changing conditions. Because the recommendations of the DMP can affect service levels in Dana Point, the City will need to monitor and perhaps cooperate in the preparation of the DMP.

SCAG Growth Management Plan: The SCAG Growth Management Plan recommends ways to redirect the region's growth in order to minimize congestion and better protect the environment. While SCAG lacks the authority to mandate implementation of the Growth Management Plan, other agencies, such as the Air Quality Management District, are authorized to mandate implementation of the Air Quality Management Plan (AQMP), a program related to the Growth Management Plan which follows its major provisions.

The Air Quality Management Plan mandates a variety of measures to reduce traffic congestion and improve air quality, including the Regulation XV Commuter Program and the requirement for each jurisdiction to develop an Air Quality Element. These and other measures must be implemented gradually over several years. The City is subject to all AQMP requirements for local jurisdictions and must be prepared to implement them.

Assembly Bill (AB) 471: AB 471, as subsequently modified by Assembly Bill 1791, requires every urbanized city and county with a population of 50,000 or more to adopt a Congestion Management Plan (CMP). A city or county which does not comply with the CMP will lose gas tax revenues to which it would otherwise be entitled. Since the City of Dana Point has under 50,000 people, adoption of its own CMP is not required. However, the City is required to participate in the CMP developed by Orange County.

Among other things, the CMP must include traffic level of service standards, a trip reduction program, and a 7-year capital improvements program for traffic and transit. Many of the AB 471 requirements are the same or similar to the requirements of Measure M (discussed below). Thus, in addition to working with the County of Orange in

preparing a CMP, the City should identify ways in which the requirements of both measures can be satisfied simultaneously.

Measure M: Measure M, the Traffic Improvement and Growth Management Ordinance adopted by Orange County voters in November, 1990, requires each City and the County to adopt a Growth Management Plan according to specific requirements and guidelines. Although the broad framework for the required Plan has been established, specific guidelines have not. The specific guidelines are to be developed by the City-County Coordination Committee or successor agency by April 1, 1991, and individual jurisdictions will then have one year to prepare their plans for review.

In order to be certified, each Growth Management Plan must follow an established framework, which includes specifying traffic level of service standards, developing a seven year capital improvements program, adopting a transportation systems management Ordinance, developing a plan for inter-jurisdictional planning forums, adopting service standards for various public services, and other measures (see the Dana Point Public Facilities/Growth Management Plan for a list of all requirements). Due to its comprehensive nature this Plan must form the core of the City's strategy for managing growth.

The purpose of the following goal and accompanying policies is to ensure that the local and regional growth issues outlined above are comprehensively addressed.

GOAL 7: Develop a Growth Management Plan which ensures that growth and development are based upon the City's ability to provide an adequate circulation system and public facilities pursuant to the Countywide Growth Management Plan Component and the Traffic Improvement and Growth Management Ordinance (Measure M), and which preserves the City's quality of life and natural resources while protecting its fiscal well-being.

Policy 7.1: Adopt Orange County level of service standards for law enforcement, fire, library, and storm drains, and Capistrano Bay Park and Recreation District standards for parks and open space (see Table PF-1).

Policy 7.2: Within three years of the issuance of the first building permit for a development project or within five years of the first grading permit for said development project, whichever occurs first, the necessary improvements to transportation facilities to which the

project contributes measurable traffic must be constructed and completed to attain Level of Service (LOS) "C" at the intersections on primary arterials, secondary arterials and local streets, and LOS "D" at intersections on major arterials and State highways under the sole control of the City/County.

Policy 7.3: Develop a program to monitor new development to ensure compliance with adopted level of service standards.

Policy 7.4: Require that all development projects participate in comprehensive public facility financing plans on a pro-rata basis as a condition of development approval, except where an increased level of participation exceeding these requirements is established through negotiated legal mechanisms.

Policy 7.5: Require all new development to pay its share of the costs of mitigating its traffic impacts, including regional impacts. Work with other jurisdictions to determine minimally acceptable impact fee levels.

Policy 7.6: Require that all development be phased in accordance with a Comprehensive Phasing Program (CPP). The CPP shall include development phasing plans which establish phasing allocation commensurate with roadway and public facility capacities and an overall buildout development plan which can be supported by the implementation of the planned infrastructure.

Policy 7.7: Develop a Capital Improvement Program to meet and maintain adopted level of service standards for traffic and public services.

Policy 7.8: Promote traffic reduction strategies through TDM measures.

**TABLE PF-1
CITY OF DANA POINT
TRAFFIC AND PUBLIC FACILITY PERFORMANCE CRITERIA**

FACILITY	ADOPTED CRITERIA
Fire	First fire engine to reach emergency scene within 5 minutes and paramedics to reach the scene within 10 minutes for 80 percent of City.
Law Enforcement	Deputy at the scene of an emergency call within 5 minutes, 50 percent of the time, and to all emergencies within 8 minutes. Response to non-emergency calls to be 15 minutes or less, 75 percent of the time.
Library	.2 square feet of library space per capita.
Parks ¹	4 acres of park space per 1,000 residents with 1.5 acres of the ratio permitted to be provided by school playgrounds.
Storm Drains	Provide 100-year flood protection for residences and non-floodproof structures.
Traffic	<p>ADT LINK VOLUMES:</p> <p>LOS C -Primary arterials, secondary arterials, and local streets</p> <p>LOS D -Major arterials and State highways</p> <p>PEAK HOUR INTERSECTION VOLUMES:</p> <p>LOS C -Primary arterials, secondary arterials, and local streets</p> <p>LOS D -Major arterials and State highways</p> <p>LOS E - CMP-designated roadways only²</p>

¹See Conservation/Open Space Element

²Congestion Management Plan

Policy 7.9: Require development of large properties to include a master plan and an environmental analysis of the proposed development. (Coastal Act/30250)

Policy 7.10: Ensure that growth management policies are consistent with the policies of the General Plan.

Policy 7.11: Require development of large properties to prepare a comprehensive development plan and environmental analysis to evaluate the impacts of the proposed project. (Coastal Act/30250)

INTER-JURISDICTIONAL COORDINATION AND COOPERATION ON GROWTH MANAGEMENT ISSUES

Due to the number of agencies involved in growth management-- including the State of California, SCAG, the South Coast Air Quality Management District, the County of Orange, and local jurisdictions the City must coordinate its growth management efforts closely with these other agencies.

There are several key areas discussed below in which inter-jurisdictional coordination and cooperation are important.

Facility Implementation Plans: The Orange County Facility Implementation Plans (FIPs) are essentially conceptual planning and financing plans for sheriff, fire, storm drain, library, and transportation services in the County. These plans address the planning and financing of many of the City's contract services. The City will evaluate the service standards contained in the FIPs in order to make sure they meet the City's needs. Furthermore, in the FIPs, the County of Orange suggests that local jurisdictions may need to assist with financing facilities for which funding is uncertain (such as sheriff and library services). Therefore, the City will consider working with the County to evaluate its potential participation in funding mechanisms (i.e., the Fee Program for sheriff and library services).

Development Monitoring Program: The Development Monitoring Program (also part of the County Growth Management Plan) is both a monitoring and policy advisory document. The program's main purposes are to monitor the County's various phasing plans and facility levels of service, examine State and regional growth management plans and legislation, and offer recommendations for responding to new information and changing conditions. The County is considering asking local jurisdictions to assist in the development monitoring process. Because the facilities and services evaluated by the Development Monitoring Program directly impact the City, the City will consider working with the County on future development monitoring.

City-County Coordination Committee: The City-County Coordination Committee is an interjurisdictional committee recently formed to address countywide growth issues. The Committee has a governing board consisting of three members of the Orange County Board of Supervisors as well as three City Council members from Orange County cities, including Dana Point.

The Committee has the potential to serve many functions. One of these functions will be to develop the guidelines for the required Measure M Growth Management Plan. According to the County Administrative Office personnel who staff the committee, its purposes and functions are still being defined. The City should continue its involvement with the City-County Coordination Committee as that committee becomes a more important vehicle for inter-jurisdictional cooperation and agent of countywide growth management policy.

Neighboring Cities: Development in neighboring cities, such as Laguna Niguel, San Juan Capistrano, and San Clemente, has a direct impact upon traffic levels of service in the City. Therefore, the amount and location of new development in these jurisdictions is of major importance to the City. The City will consider developing agreements with these jurisdictions for

mutual review of future plans and development projects.

The goal and policies below are designed to ensure that the City coordinate to the greatest extent possible with other local and regional agencies in managing growth.

GOAL 8: Promote inter-jurisdictional coordination and cooperation on growth management issues.

Policy 8.1: Work with the City-County Coordination Committee to formulate a coordinated strategy for dealing with regional plan requirements, such as requirements of the AQMP (including jobs/housing balance), AB 471, Measure M, and to discuss multi-jurisdictional impacts and appropriate mitigation measures.

Policy 8.2: Work with adjacent jurisdictions to develop agreements for mutual review and conditioning of new development projects.

Policy 8.3: Consider working with the County of Orange and other public service and facility providers to develop mechanisms to require new development to pay for a pro-rata share of the cost of expanding services and facilities.

Policy 8.4: Explore cooperative efforts with the County of Orange in the Development Monitoring Program, including monitoring of facility implementation, service delivery, growth levels, and regional and State growth management legislation.

Policy 8.5: Participate as required under existing agreements in the Coastal Area Road Improvements (CARITS) Fee Program.

Policy 8.6: Cooperate with the County of Orange in preparing a Congestion Management Plan pursuant to the requirements of AB 471 in order to receive the City's share of State gas tax revenues.

Policy 8.7: Assess and reconcile differences between the AB

471 and Measure M requirements for compliance purposes.

RELATED GOALS AND POLICIES

Certain policies contained in the Public Facilities/Growth Management Element relate to coastal resources planning and management and are part of the City's Local Coastal Program (LCP). Table PF-2 identifies the required components or issue areas of the LCP included in this Element.

**TABLE PF-2
PUBLIC FACILITIES/GROWTH MANAGEMENT ELEMENT
LOCAL COASTAL PROGRAM REFERENCE MATRIX**

Required Component/Issue Area (Coastal Act Section)	
*	Shoreline Access (30210-212.5)
*	Visitor Serving and Recreational Facilities (30213)
*	Water-Oriented Recreation (30220-224)
*	Water and Marine Resources (30230-232)
*	Diking, Filling and Dredging (30233)
*	Commercial Fishing and Recreational Boating (30234)
*	Shoreline Structures/Flood Control (30235-236)
*	Environmentally Sensitive Habitat (30240)
* Indicates that the Coastal Act issue areas described in this table are included in the Public Facilities/Growth Management Element.	

Goals and policies contained in the other elements of the City's General Plan are also important in addressing public facility and growth management issues. The provision of acceptable levels of service for law enforcement, fire protection, and paramedic services relate directly to the Public Safety Element. The provision of adequate storm drainage also relates to the Public Safety Element. The maintenance and establishment of new funding mechanisms for City services is an issue in the Economic Development Element that relates directly to this Element. The Land Use Element provides the land use designations for the location of the City's public facilities. And finally, the Land Use and Circulation Elements contain many

policies which directly relate to growth management. Table PF-3 identifies the policies within this Element and how they relate to the other elements within the General Plan.

**TABLE PF-3
PUBLIC FACILITIES/GROWTH MANAGEMENT RELATED
GOALS AND POLICIES BY ELEMENT**

Public Facilities/Growth Management Issue Area	Related Goals and Policies by Element								
	Land Use	Urban Design	Housing	Circulation	Noise	Public Safety	Conservation/ Open Space	Public Facilities and Growth Management	Economic Development
Water and Sewer Service	1.3, 2.1, 3.1		4.3				1.2-1.4		3.1-3.4
Adequate Storm Drainage	1.3, 2.1, 3.1		4.3			2.3-2.7	1.1		3.1-3.4
Solid Waste Control			4.3			3.1-3.11			3.1-3.4
Law Enforcement, Fire and Emergency Medical Services	1.3, 3.1		4.3	5.10		4.1-4.5, 5.1-5.10			3.1-3.4
Community, Civic, Educational, and Cultural Facilities	1.5, 3.1, 3.5	1.7, 2.4, 4.1, 4.4	4.3, 4.6		2.1-2.2, 2.4-2.5				3.1-3.4
Public Utilities	1.3, 2.1		4.3, 4.4, 4.7	4.3, 4.4, 4.7					
Growth Management	1.3, 1.4, 3.6, 5.5, 5.7, 5.11, 7.5, 8.12	3.4, 3.5, 6.4, 6.6, 9.1, 9.2	1.1-1.4, 1.7, 1.14	1.4-1.6, 1.11, 3.1-3.6, 4.2, 4.4, 4.6			6.1-6.8		1.1-1.4
Interjurisdictional Coordination and Cooperation			1.7	1.3, 2.1-2.4, 3.3, 3.5, 5.9, 8.1, 9.1-9.2, 10.1		4.4			

PUBLIC FACILITIES/GROWTH MANAGEMENT PLAN

The Public Facilities/Growth Management Plan has two parts: the Growth Management Plan, and the Public Facilities Plan. The Growth Management Plan describes the City's integrated approach to growth management and depicts land areas in the City most likely to be subject to the Plan. The Public Facilities Plan describes the location and existing level of service standards for the City's public services.

While these plans are described separately, they are strongly interrelated. For example, the Growth Management Plan calls for coordinating with the County of Orange in future public services planning and adopting level of service standards for public services.

THE GROWTH MANAGEMENT PLAN

In terms of new development, there are certain areas of the City that will be the most strongly affected by the City's Growth Management Plan. These include primarily large areas of vacant and underutilized land. Figure PF-1 shows the location of these lands.

The City's Growth Management Plan includes all of the components required by Measure M, the Traffic Improvement and Growth Management Ordinance, as well as additional components tailored to the City's unique needs and goals. In terms of the Measure M requirements, this Element establishes a basic policy framework for managing growth, as well as specific level of service standards for public facilities. Additional implementation programs independent of this Element will be required in order to implement the Growth Management Plan.

The City's Growth Management Plan includes the following main components. The first six of these components are intended to comply with Measure M requirements:

Traffic Level of Service Goals: Policy 7.2 of this Element requires that development make necessary improvements to the

circulation system to maintain acceptable LOS levels at intersections under City control. Roadway expansions will be planned as part of the Capital Improvement Program and phased according to the Comprehensive Phasing Program. The LOS goals will be enforced through conditions of approval and monitored annually through the Performance Monitoring Program.

Public Facility Standards: Pursuant to Policy 7.1, the City will adopt performance criteria for law enforcement, fire, library, storm drain, and parks/open space facilities (see Table PF-1). Future facilities will be determined as part of the Capital Improvements Program. Impact fees will be levied on a pro rata basis, and the balancing of new facilities with development will be monitored under the Performance Monitoring Program.

Development Phasing: The purpose of development phasing is to ensure that adequate infrastructure (roadways, utilities) are added as development proceeds so that the provision of these facilities is in balance with demand. In Dana Point, the primary emphasis of the development phasing will be upon roadways, although the larger undeveloped tracts in the City will also require new water, sewer, and storm drain service. While the Comprehensive Phasing Program will provide plans for new facilities, the Performance Monitoring Program will provide annual evaluation of compliance with phasing plans in order for development to continue.

Performance Monitoring: The Performance Monitoring Program will establish a system for annual evaluation of compliance with development phasing allocations. Under this program, roadway and other public facility improvements or fundings must actually be provided in order for new development to continue.

Capital Improvement Plans: The purpose of the Capital Improvement Plans is to estimate future development over a seven year period and determine the necessary infrastructure and associated costs required for this new development. The Capital Improvement Plans will be closely linked with the Comprehensive Phasing Plans.

Interjurisdictional Cooperation: The City will become involved in interjurisdictional coordination for various purposes, including:

Figure PF-1

- Working with interjurisdictional forums (such as the City-County Coordinating Committee) to make sure that the City's fees are consistent with minimally acceptable impact fees for application within the larger Growth Management Area;
- Participating in interjurisdictional forums at the Growth Management Area (GMA) level to discuss developments with multi-jurisdictional impacts and appropriate mitigation measures;
- Working with these forums to develop strategies for bringing about greater jobs/housing balance at the subregional level; and
- Cooperating with the County of Orange in implementing the Facility Implementation Plans and possibly collaborating in the Development Monitoring Program.

Comprehensive Development Plans for Large Projects: The City will require that any new large developments (such as any development proposed for the Dana Point Headlands) prepare a comprehensive development plan and environmental impact analysis. A Specific Plan is an example of a Comprehensive Development Plan for large projects. This will allow the city to anticipate the impacts of large projects prior to development of any portion of the projects, and permit more time to plan for public services and facilities needed to support the projects.

Coordination of Adjacent Jurisdictions: Apart from coordination with subregional interjurisdictional forums (such as the City-County Coordinating Committee), the City will separately work with its immediate neighbors to develop mutual agreements for review and possible conditioning of development projects.

THE PUBLIC FACILITIES PLAN

The Public Facilities Plan consists of two parts: Infrastructure and Public Services. Infrastructure includes water, wastewater, storm drain, solid waste, gas, electrical, and telecommunications systems. Public services include law enforcement, fire protection, emergency medical, educational services and civic and cultural institutions.

Figure PF-2 depicts the areas of the City designated for community facilities on the City's Land Use Plan. Community facilities include schools, churches, child care, library facilities, government offices, utilities, cultural and recreational facilities. The Land Use Plan also allows community facilities in three commercial land use categories including the community commercial, neighborhood commercial, and visitor recreation commercial categories (See Land Use Element).

Infrastructure

Except for storm drains, virtually all of the City's infrastructure is operated and maintained by the County or an independent agency or special district. The policies of this Element emphasize coordination of services with these agencies and conservation of such resources as water and energy.

Figures PF-3 through PF-6 depict existing and planned infrastructure. Because the City is largely built-out, these facilities are already in place. The location of some of the infrastructure needed to serve future development on vacant land (such as the Headlands) has not yet been determined.

Most of the information contained in this section is based upon plans provided by the County, independent agencies, and districts.

Water Distribution: The City's water distribution system is described in the Master Environmental Assessment (MEA) and Technical Report. Four independent water districts, each with its own board of directors, serve the City. Figure PF-3 shows the location of the water districts and facilities in the City. While the existing water distribution systems throughout the City are in good condition, as these systems age coordination among these districts will be necessary in order to have consistent levels of service in the future. Water conservation is important in the City. The Public Facilities/Growth Management Element policies emphasize support for coordination between the water districts as well as for water conservation. As part of its Growth Management Plan, the City will also investigate the feasibility of involving water districts in a mitigation fee program.

Figure PF-2

Figure PF-3

Wastewater Collection, Treatment, and Reclamation: As described in the MEA and Technical Report, four sanitary districts serve the City of Dana Point. The boundaries of the districts and location of their existing and planned facilities are shown in Figure PF-4. With the exception of wastewater collection lines in the Capistrano Beach Sanitary District, the sewer collection lines in the City are in good condition. The Capistrano Beach Sanitary District is currently in the process of evaluating the condition of their lines and developing a plan for repairs and replacement.

Two joint powers agencies, the Aliso Water Management Agency (AWMA) and the South East Regional Reclamation Authority (SERRA), provide sewage treatment to the wastewater districts that serve Dana Point.

As shown in Figure PF-4 and described in the MEA, there are "pockets" of the City that currently are not part of a sanitary district. Most of these are public parks, but one area is the Dana Point Headlands. Currently this area is served by septic tanks. For the future, the City must determine the agency responsible for providing wastewater service to the Headlands.

While two of the City's four sanitary districts, South Coast and Moulton Niguel, are served by reclaimed water systems, the other two, Dana Point and Capistrano Beach, are not. However, SERRA is currently studying the feasibility of developing a wastewater reclamation system that will serve these districts.

The policies of this Element focus upon encouraging coordination between the various sanitary districts, evaluating varying levels of service between the districts, and supporting the expansion of reclaimed water facilities. As part of the Growth Management Plan, the City will also explore the feasibility of involving wastewater districts in a mitigation fee program.

Solid Waste: The City of Dana Point contracts with Solag Disposal to remove solid waste. The Prima Deschecha landfill, where the City's waste is shipped, is estimated to have a remaining life of over twenty years.

Figure PF-4

The State of California has mandated that each jurisdiction in California prepare a Source Reduction and Recycling (SRR) Element. In addition, each County must prepare an Integrated Waste Management Plan to coordinate the individual SRR Elements. To begin to reduce its solid waste stream and comply with State requirements, the City has initiated a pilot recycling program and is in the process of preparing a Source Reduction and Recycling Element.

The policies in this Element emphasize reducing the City's solid waste stream through recycling and coordinating with the County of Orange Integrated Waste Management Department in preparing the SRR Element.

Utilities: Utilities include gas and electric systems, telecommunications systems, and cable television. The main gas and electrical distribution lines in the City, owned by San Diego Gas and Electric and the Southern California Gas Company, respectively, are shown in Figure PF-5. There is no known deficiency in these systems. While the utility providers currently have no plans to expand facilities in the City, they have indicated that they can expand to meet the needs of future development, if necessary.

The City underutilizes solar energy, an economically viable renewable energy source for heating.

Pacific Bell provides the City with telephone and fiber optic service to the City. Telephone service is available to all residents, and while fiber optics is only available in certain areas of the City, the company indicates that they can expand to serve any area requesting service. The undergrounding of telephone lines is underway but not yet completed.

The City is currently under a 15-year contract with Dimension Cable for cable service. While cable service is provided to nearly all City residents and businesses, there are certain services not provided for in the contract which the City desires. These include Public Education Government (PEG) Access.

The City will promote greater PEG access and encourage the use of solar energy.

Figure PF-5

Storm Drains: The City's local and regional storm drain systems are depicted in Figure PF-6. The Orange County Flood Control District (OCFCD) manages the regional facilities. Conceptual master plans for regional drainage are provided in the Facilities Implementation Plans (FIPs) of the Growth Management Plan. The FIPs indicate that existing improvements in the San Juan Creek Channel are insufficient to convey a 100-year flood and that additional improvements are needed to sustain a 100-year flood. The OCFCD is in the process of planning and executing these improvements.

Little is known about the condition of the local storm drain facilities, which became the City's responsibility upon incorporation. While the County has a master plan for financing local facilities, a comprehensive plan for local storm drain facilities does not exist; nor has the County maintained records on the condition of local storm drains. In essence, local storm drains have been planned and built on an ad hoc basis. Subdivision plans containing information about the age and type of these storm drains must be obtained from the County, and the condition of the lines must be assessed.

The City shall adopt the County standard of providing 100-year flood protection for residents and non-floodproof structures and initiate a capital improvements plan for storm drain facilities which will include level of service standards.

Public Services

Several of the City's public services, such as law enforcement, fire/paramedic, and libraries, are provided under contract with the County of Orange. Public education is provided by the Capistrano Unified School District. Therefore, much of the City's future planning of these services involves coordination with other agencies.

The future phasing of law enforcement, fire, and library facilities for the County is provided for by the Facilities Implementation Plans (FIPs) of the Orange County Growth Management Plan. There are separate FIPs for each of the Growth Management Areas (GMAs) in the County. Dana Point falls within two of these GMAs, as shown in Figure PF-7.

Figure PF-6

Figure PF-7

As part of its Growth Management Plan, the City will adopt Orange County performance criteria for law enforcement, fire, libraries, and storm drains. These criteria are summarized in Table PF-1 in this Element.

Figure PF-8 depicts the location of various public services in the City.

Law Enforcement: The City of Dana Point receives law enforcement services under a contract with the Orange County Sheriff's Department. The station serving the City is located on Crown Valley Parkway in Laguna Niguel. Existing service levels in the City meet standards established by the Department.

While the Orange County General Plan establishes no specific response criteria for sheriff patrol services, according to the Facilities Implementation Plans for GMAs 2 and 5, in July, 1988, the Ad-Hoc Growth Management Plan Committee formulated the following response goal:

"... to be able to have a deputy at the scene of an emergency call for service in five minutes or less, 50 percent of the time and to all emergencies in eight minutes or less. Response to non-emergency calls should be in fifteen (15) minutes or less, 75 percent of the time."

The Facilities Implementation Plan indicates that adequate levels of service on roadways will increase the department's ability to meet these goals. Therefore, the Plan calls for coordination on future sheriff and traffic facilities.

The Orange County Growth Management Plan Element requires that the cost of new facilities be borne by new development. The Facilities Implementation Plan indicates that the station currently serving the City is temporary and will ultimately be replaced with a permanent facility. The location and timing of this replacement has not been determined. The need for any additional sheriff's facilities will depend upon the timing of future development, which is monitored by the County.

The policies of this Element call for monitoring levels of police service to the City, providing adequate space in City Hall for the community service unit in the City, and increasing public participation in neighborhood watch groups. Because existing

levels of police service are adequate, the City will adopt County

Figure PF-8

level of service standards as its own. The City will also consider participating with the County to develop a mitigation fee program for sheriff services.

Fire Service: The City of Dana Point receives fire protection under a contract with the Orange County Fire Department. Four fire stations, including two within the City's boundaries, respond to calls in the City. Figure PF-8 shows the location of the fire stations and service area boundaries within the City. Existing fire service levels in the City are adequate by the Department's standards.

The Orange County Public Services and Facilities Element contains the following criteria for fire station site selection:

"...for 80 percent of the service area, first fire engine to reach the emergency scene within 5 minutes and paramedic to reach the scene within 10 minutes."

The FIP indicates that fire service for the City currently meets these criteria.

The Facilities Implementation Plan indicates that some additional permanent fire stations are needed for GMA 5, but none of these affect Dana Point. Funding sources for new facilities come from development fees and agreements.

The policies of this Element call for ongoing coordination with the County of Orange to ensure the continued provision of adequate fire protection to the City. Because existing levels of fire service are adequate, the City will adopt the County level of service standards for fire as its own. The City will also consider working with the County to develop a fee program for fire facilities.

Libraries: The City receives library services through the Orange County Public Library (OCPL) system. Dana Point residents are served by the Dana Niguel Branch Library, located within the City (see Figure PF-8), as well as by two other libraries in the Cities of San Clemente and San Juan Capistrano. Based upon existing service standards, the Dana Point Branch Library is adequate to serve the City's residents.

According to the Orange County Public Services and Facilities Element, the service standard for public libraries is .2 square feet

of library space per capita. The Facilities Implementation Plan for GMA's 2 and 5 indicates that this standard is currently met and will be met in the year 2010 as well, assuming all planned facilities are built.

Additional OCPL criteria for locating libraries include the following:

- Locating libraries centrally within the communities to be served.
- Locating libraries within a three-mile radius of the communities they serve.
- Maximizing cost construction effectiveness by planning facilities to be either 10,000 square feet or 15,000 square feet in size.

Funding sources for Orange County public libraries include development agreements and the Development Fee Program for Fire Stations and Branch Libraries, developed in 1987.

Policies contained in this element emphasize cooperating with the OCPL to periodically assess library service to ensure that residents are adequately served. The City will consider working with the County to participate in a fee program for library facilities.

Educational Facilities: Public schools for students in Dana Point are operated by the Capistrano Unified School District. Figure PF-8 shows the location of District schools located within the City limits. Due to a rapid increase in the number of school-age children in the District, coupled with the shortage of State funds for new school construction, the District has been relying upon temporary facilities in order to accommodate additional students. Several new schools are planned for the District which will alleviate overcrowding at schools attended by Dana Point students. The type and location of these facilities are shown in Table PF-4. However, the facilities are still awaiting funding. The District is considering switching to a year-round calendar in order to receive priority for State funding.

The School District requires accurate population projections to arrive at long-range enrollment figures for school facility

planning purposes. For this reason, it is important that the City and the District coordinate approval of additional residential development with the timing of new schools.

The School District also contributes to the City's open space and recreation system. The Capistrano Beach Park and Recreation District has agreements with the Capistrano Unified School District for the joint use of school recreational facilities for parkland as described in the City's Conservation/ Open Space Element.

The policies of this element call for coordination by the City with the Capistrano Unified School District in the timing of new development and new schools, as well as for the provision of appropriately designated land for new public school facilities.

Civic and Cultural Facilities: The existing Dana Point City Hall, located in Golden Lantern as shown in Figure PF-8, lacks adequate space for community meetings, cultural events, and expanding staff. A new site which provides adequate space for civic and cultural activities must be found.

The policies of this Element focus upon assessing the City's civic center needs and ensuring the availability of adequate sites for such purposes. The City will develop a capital improvements plan for a new civic center to include service standards and a mitigation fee program for new development.

TABLE PF-4
FUTURE SCHOOLS PLANNED TO ALLEVIATE OVERCROWDING IN DANA POINT

GRADE LEVEL	LOCATION (COMMUNITY)
K-6	Laguna Niguel (Bear Brand/Beacon Hill)
K-6	Laguna Niguel (Hidden Hills)
9-12	Aliso Viejo

Source: Capistrano Unified School District, October 3, 1990.