

## **4.12 PUBLIC SERVICES**

This section describes the existing setting of the project site, identifies associated regulatory requirements, evaluates potential impacts, and identifies mitigation measures related to implementation of the proposed Mission/Academy Planned Development (PD) Plan (proposed project) on public services including fire, police, schools, libraries, and parks in the City of Oceanside.

### **4.12.1 Relevant Plans, Policies, and Ordinances**

#### **City of Oceanside General Plan**

The State of California requires that each city draft and adopt a comprehensive General Plan that provides long-term plans, policies, goals, and objectives for development within the City. The General Plan serves as the primary planning source for all other plans adopted by the City. The General Plan is comprised of multiple elements to address specific areas of development; the directly relevant elements to public services are the Community Facilities Element and Environmental Resource Management Element.

The Community Facilities Element provides long-term policies for public services and utilities within the City, including parks, fire department, police department, libraries, water systems, municipal facilities, and schools. This element outlines adequate service ratios, maintenance policies, and future planning policies.

The Environmental Resource Management Element provides guidance to conserving and preserving natural resources and open space as the City develops. As related to recreation, this element encourages the preservation of open space for public health and welfare. Open space is generally defined as land areas absent of man-made structures.

#### **City of Oceanside Municipal Code**

The City's Municipal Code provides various chapters that define requirements for impact fees as a condition of approval of development projects. Chapter 32B of the Municipal Code outlines general impact fee procedures and states that impacts fees are used to fund capital improvement projects that include, but are not limited to sewer and water connection, public facilities, park fees, stormwater fees, and circulation network (streets, bridges, signalization) fees. Chapter 32C of the Municipal Code defines the public facility fee requirements. As set by this chapter, prior to the issuance of a building permit, the applicant for any new construction is required to pay fees to finance any and all public facilities that would benefit the new construction. Public facilities are defined as those specified within the General Plan; public facilities relevant to this section of the EIR include parks and recreation, libraries, fire

department, police department, and public education. Chapter 32D of the Municipal Code set provisions for dedication of park land and payment of park land impact fees. This chapter outlines procedures specifically for residential development projects that contain 51 or more dwelling units for dedication of land, payment of fees, or a combination of both as determined adequate by the City. Chapter 32E of the Municipal Code sets forth provisions to ensure that adequate educational facilities are developed concurrent with new development. Unlike the previous chapters, Chapter 32E is intended for legislative actions that increase intensity of residential land uses. Final responsibility lies with City Council in adopting a resolution that finds one of the following: (1) no impact would occur to the affected school district, (2) the beneficiaries of the increase in land uses have agreed through a signed and certified binding agreement with the affected school district to ensure an acceptable method of providing educational facilities will occur to meet the new need, (3) the affected school district has certified that fees have been collected and adequately mitigate impacts, or (4) that there exists specific overriding fiscal, economic, social, or environmental factors that City Council judges would benefit the City by approving the increase in land use intensity (City of Oceanside 2014a).

### **Parks and Recreation Division Strategic Plan**

The City of Oceanside Parks and Recreation Division drafts and adopts Strategic Plans (most recent for years 2012-2014) to build on the previous adopted plans and guide the future of park development. The City uses this plan to ensure that growth demands are met and that adequate, quality park services are provided to residents.

## **4.12.2 Existing Conditions**

### **Fire Protection**

The City of Oceanside Fire Department (OFD) provides fire protection services to the City of Oceanside. The OFD's mission is "the preservation of life, property and the environment...by providing highly trained emergency service personnel using the most modern equipment; specialized prevention and training officers; and a dedicated administrative staff" (OFD 2014b). OFD employs 124 personnel and support staff in the following positions:

- Fire Chief
- Division Chiefs
- Battalion Chiefs
- Captains
- Engineers

- Firefighter/Paramedic
- Fire Marshal
- Assistant Fire Marshal
- Fire Safety Specialists/Investigators
- Fire Plans Examiner
- Assistant Training Officers
- Courier
- Administrative Support Staff

OFD owns and operates eight fire stations throughout their service area. The nearest fire stations to the proposed project site are Station 5 located at 4841 North River Road, Oceanside, CA 92057 approximately 1.2 miles to the northeast and Station 7 located at 3350 Mission Avenue, Oceanside, CA 92057 approximately 1.7 miles to the west/southwest. At these eight fire stations, the following apparatus:

- 6 Fire Engines
- 1 Quint Ladder Truck
- 1 Tiller Truck
- 4 Ambulances
- 2 Brush engines
- 1 Rescue/Light and Air Unit
- 1 Water Tender
- 1 Battalion Chief Command Vehicle
- 1 Command & Interoperability Trailer
- 1 Incident Support Trailer
- 1 Mass Casualty Response Vehicle
- 1 Confined Space Trailer
- 1 Courier Truck

Per the City of Oceanside General Plan Community Facilities Element, OFD shall aim to provide a five minute response time to all developed areas within the City (City of Oceanside 2002). According the most recent available OFD monthly activity report (February 2014), average

response time for fire emergencies was 6 minutes 27 seconds and average response time for emergency medical services was 5 minutes 52 seconds (OFD 2014a).

### **Police Protection**

The City of Oceanside Police Department (OPD) provides police protection services to the City of Oceanside with a mission “to work with the community to build trust and provide quality service that actively prevents crime, reduces the fear of crime and promotes safety” (Oceanside Police Department 2014b). OPD accomplishes its mission through employing 211 sworn officers and 89 supporting professional staff members that serves more than 175,000 residents of Oceanside (Oceanside Police Department 2014a). OPD has a goal of providing a maximum five minute response time to all priority emergency service calls (City of Oceanside 2002). In June 2014, the citywide average response time for Priority One calls, which includes time from the initial pick up of the emergency phone call to the first police unit on scene, was 5 minutes 39 seconds (Divis, personal communication, 2014).

OPD is located at 3855 Mission Avenue, Oceanside, CA 92054 approximately 0.8 mile west/southwest of the proposed project site. OPD also operates and maintains six resource centers designed to serve a community outreach points.

### **Schools**

The Oceanside Unified School District (OUSD) provides education services to the City of Oceanside and the District Office is located at 2111 Mission Avenue, Oceanside, CA 92508. As of the 2012-2013 academic year, OUSD operates and maintains 16 elementary schools, 4 middle schools, 2 high schools, and 1 alternative high school to approximately 20,281 students (OUSD 2014b). Of these 23 schools, the proposed project site is within the boundaries of Nichols Elementary located at 4250 Old Grove Road, Oceanside, CA 92057 approximately 0.3 miles to the north, Cesar Chavez Middle located at 202 Oleander Drive, Oceanside, CA 92057 approximately 0.8 miles to the northeast, Martin Luther King, Jr (King) Middle located at 1290 Ivey Ranch Road, Oceanside, CA 92057 approximately one mile to the south, and El Camino High located at 400 Rancho Del Oro Drive, Oceanside, CA 92507 approximately 0.8 miles to the south. The section of the proposed project site east of Academy Road is within the boundary of Cesar Chavez Middle, while the section west of Academy Road is within the boundary of King Middle. Table 4.12-1 lists the enrollment of each school.

**Table 4.12-1  
School Enrollment and Capacity**

School	Location	Enrollment	Capacity
Nichols Elementary	4250 Old Grove Road, Oceanside, CA 92057	753	883
Cesar Chavez Middle	202 Oleander Drive, Oceanside, CA 92057	736	896
Martin Luther King, Jr Middle	1290 Ivey Ranch Road, Oceanside, CA 92057	1,522	1,557
El Camino High	400 Rancho Del Oro Drive, Oceanside, CA 92507	3,147	2,628

**Source:** Department of Education 2014; Witherspoon, personal communication 2014.

### **Parks and Recreation**

The City of Oceanside has over 50 parks, recreation, and community facilities including the beach, San Luis Rey River Trail, Guajome Regional Park, and Buena Vista Lagoon. The City’s General Plan Environmental Resource Management Element states a required 5 acres of dedicated park land for every 1,000 residents (City of Oceanside 2002). The General Plan Recreational Trails Element provides plans, policies, and standards for pedestrian, bicycle, and equestrian trails throughout the City. In 2011, the City developed and adopted the 2012-2014 Parks and Recreation Division Strategic Plan designed to outline goals and meet growth demands for the City’s recreational facilities.

The nearest parks and recreational facilities to the proposed project site are Ivey Ranch Park (10 acres) across Mission Avenue, Heritage Park (4 acres) approximately 0.3 miles west. the San Luis Rey River Trail approximately 0.5 miles north, Libby Lake Park (18 acres) approximately 1.2 miles north/northeast, and Mance Buchanon Park (29 acres) approximately 1.1 miles to the northeast (City of Oceanside 2014a).

### **Libraries**

The Oceanside Public Library system provides library services to the City of Oceanside through two library locations, the READS Literacy Center, a traveling Bookmobile, and a traveling Adelante Bookmobile (City of Oceanside 2014c). The Civic Center Library is located at 330 N Coast Highway, Oceanside, CA 92054, approximately 4.5 miles southwest of the proposed project site. The Mission Branch Library is located at 3861-B Mission Avenue, Oceanside, CA 92058, approximately 1.0 miles southwest of the proposed project site. The City’s General Plan Community Facilities Element provides guidelines and standards for library services that require 0.55 square feet of library floor area per resident, a library within ten minute driving time or two miles of all residents, three staff members per 6,000 residents, and 3.0 items for every resident of Oceanside (City of Oceanside 2002).

### 4.12.3 Thresholds of Significance

The significance criteria used to evaluate the project impacts to public services are based on Appendix G of the CEQA Guidelines. According to Appendix G of the CEQA Guidelines, a significant impact related to public services would occur if the project would:

1. Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services:
  - i. Fire protection.
  - ii. Police protection.
  - iii. Schools.
  - iv. Parks.
  - v. Other public facilities.

### 4.12.4 Impacts Analysis

**A.** *Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services: fire protection, police protection, schools, parks, or other public facilities?*

**i.** *Fire Protection*

The proposed project would construct and establish residential development which would directly increase the service population of OFD and therefore increase demand for fire protection services. During the construction phase of the proposed project, traffic circulation would potentially be impacted due to delivery of construction materials to and from the proposed project site. Access to Academy Road would potentially be impeded during site improvements and construction of the new Mission Avenue/Academy Road intersection, the Academy Road corridor, and the future Academy Road / Frazee Road intersection. The potential for limited access on Academy Road would not only impact the construction workers of the proposed project, but the residents of San Luis Rey Homes and the Alano Club patrons. In order to provide for proper emergency access to the project site and surround development during construction, the proposed project would incorporate a construction traffic control plan, as provided in

mitigation measure MM-TRA-6 in Section 4.14, Traffic and Circulation, of this EIR. As outlined in mitigation measure MM-TRA-6, the construction traffic control plan would be required to demonstrate how construction would not impede traffic flow or hinder the ability for emergency services to access the area via Academy Road. This construction traffic control plan would be drafted to the approval of the City. Therefore, impacts to fire protection during construction would be less than significant.

The proposed project's operational phase would introduce a long-term permanent increase in population to the City of Oceanside. This increase in population would directly increase the demand for fire protection services and would potentially impact OFD's service ratios and response times. However, OFD is currently not meeting the five minute average response time as set forth by the City's General Plan. City of Oceanside Municipal Code Chapters 32B and 32C require that new development pay a fee apportioned to the City's public facilities. The proposed project would be required to pay such fees that would provide funds to OFD for expanding facilities to better serve the area. The development impact fee amount would be determined by the impact fee schedule and no building permit would be issued until the fees have been paid. The current Public Facility Impact Fee is \$2,702 per unit. Additionally, the connection of Frazee Road between Academy Road and Old Grove Road would provide greater emergency and fire protection access to the project site and immediate surroundings. With adherence to the municipal code, and payment of the impact fees, the proposed project would have less than significant impacts to fire protection during its operational phase.

**ii. Police Protection**

The proposed project would establish residential development which would directly increase the service population of OPD and therefore increase demand for police protection services. This increase in demand would potentially impacts OPD's maintenance of service ratios and response times standards. However, City of Oceanside Municipal Code Chapters 32B and 32C require that new development pay a fee apportioned to the city's public facilities. The proposed project would be required to pay such fees that would provide funds to OPD for expanding facilities to better serve the area. The development impact fee amount would be determined by the impact fee schedule and no building permit would be issued until the fees have been paid. The current Public Facility Impact Fee is \$2,702 per unit. With adherence to the municipal code, and payment of the impact fees, the proposed project would have less than significant impacts to police protection during its operational phase.

**iii. Schools**

The proposed project would directly increase the population through development of residential dwelling units in the City of Oceanside and therefore increase demand for school facilities.

OUSD plans for new students by utilizing student yield factors based on housing types. Table 4.12-2 outlines the potential student yield of the proposed project. As shown in Table 4.12-2, the proposed project would be expected to yield 66 elementary school students, 18 middle school students, and 35 high school students.

**Table 4.12-2  
Potential Student Yield for the Proposed Project**

	Units <sup>(1)</sup>	Student Yield Factor			Students Yielded by Proposed Project		
		Elementary School	Middle School	High School	Elementary School	Middle School	High School
SF	148	0.239	0.060	0.129	35	9	19
MF	272	0.113	0.034	0.057	31	9	16
<b>Project Total</b>	<b>420</b>				<b>66</b>	<b>18</b>	<b>35</b>

(1) The proposed PD Plan allows for the development of both single family and multi-family units within Planning Area 3 and Planning Area 4. In order to provide a conservative and balanced approach to student yield analysis, it was assumed that Planning Area 3 would be built out as single family units and Planning Area 4 would be built out as multi-family units.

Source: Witherspoon, personal communication 2014.

As noted in Table 4.12-1, El Camino High Schools is currently at over-capacity. However, Chapters 32B and 32E of the City of Oceanside Municipal Code provide guidelines for ensuring school facility adequacy as new development occurs and the requirement of new development impact fees towards public facilities. As of March 18, 2013, the developer fees for residential development for school facilities are \$3.20 per square foot of accessible area (OUSD 2014a). According to Chapter 32E of the City’s Municipal Code, because the project proposes a General Plan Amendment that would require an action by City Council increasing residential land use intensity, City Council would be required to find that the proposed project demonstrates one of the following: that OUSD has certified that the proposed project would no impact would occur to existing school facilities, that OUSD has certified a binding agreement with the project applicant that provision of educational facilities would occur in a timely manner with proposed development, that the proper fees have been collected to adequately mitigation any potential impacts to OUSD school facilities prior to project approval, or that (in the case that the City initiated legislative action or rezone) City Council finds that specific overriding fiscal, economic, and environmental factors that would benefit the residents of the City would justify the approval of the project without finding one of the three previous conditions. Therefore, impacts would be less than significant.

**iv. Parks**

As previously stated, the Environmental Resource Management Element of the General Plan establishes a standard of 5 acres of dedicated park land per 1,000 residents of the City of Oceanside. The proposed project would establish new residential development, directly

increasing the population of the City, and therefore would create an increase in the demand for dedicated park land. The proposed project would potentially impact the service standards of park land in the City. However, Chapters 32B and 32D of the City of Oceanside Municipal Code provide guidelines consistent with the General Plan that require an applicant of any new residential development of 51 or more dwelling unit to dedicate land as park space and/or pay a fee to ensure the service ratios of park space remain adequate.

The proposed PD Plan provides development guidelines for open space within the proposed project area, establishing an overall guide of 350 square feet of usable open space per dwelling unit. This designation specifies dimensions and allocations for private versus common open space. Development within Planning Area 1 would provide at least one common active recreation area, a minimum of 6,000 square feet in size, to meet a portion of the common usable open space requirement. Development within Planning Areas 3 would provide a primary recreation area of approximately 16,000 square feet and Planning Area 4 will include a one acre park as well as an active recreation area, a minimum of 6,000 square feet in size, to meet a portion of the common usable open space requirement. In addition to the private and common open space requirements, the proposed project would include a Community Park in Planning Area 4 that would be approximately one acre in size and neighborhood parks as part of the Academy Road Intersection near the center of the project site. Neighborhood parks and recreation areas are planned for all four corners of the Academy intersection. These spaces include a 9,000 square-foot neighborhood park at the northeast corner of the intersection within Planning Area 1 that would feature ornamental and canopy trees, open turf areas, seating areas, and walkways. A 4,000 square-foot open space lot is also planned at the southeast corner of the intersection within Planning Area 1. A 15,000 square-foot pool and recreation area within Planning Area 3 is planned at the northwest corner. A 4,000 square-foot community gathering space is also planned at the southwest corner of the intersection within Planning Area 4. Therefore, a total of 1.73 acres of provided parkland and common recreation areas. The location of the proposed Community Park would not conflict with the Community Facilities Element of the City's General Plan by being visible from the street, providing safe pedestrian and bicycle access, minimizing noise and light pollution, separating the Community Park from private residences via landscaping and walls, and allowing access from Mission Avenue.

Based on the estimated population of 1,197 people (as discussed in Section 4.11 Population and Housing of this EIR), the proposed project would be required to provide approximately 6 acres of parkland to meet City Standards. As such, the proposed project would be at a deficit of 4.27 acres of park. This deficit would be offset through provision of parkland dedication impact fees as determined by the current impact fee schedule and would be required as a condition of project approval. Therefore, impacts would be less than significant.

v. ***Other Public Facilities***

As discussed above, the proposed project would establish new residential dwelling units that would directly increase the population of the City of Oceanside and therefore would increase the demand for public facilities and services overall. Other such facilities include libraries. The Mission Branch Library would be within the two mile distance standard as set forth by the City's General Plan. Based upon the estimated population of 1,197 people, the proposed project would increase the demand by 658 square feet of library space, 3,591 items, and would add to the need for an additional library staff member. However, the City of Oceanside Municipal Code Chapter 32B and its related sections provide guidelines new development impact fees that fund expansion of public facilities in order to meet the increase of demand from new populations. With adherence to the municipal code and payment of the impact fees, impacts to public facilities would be less than significant.

#### **4.12.5 Mitigation Measures**

The proposed project would not result in any significant impacts; therefore, no mitigation measures are required.

#### **4.12.6 Level of Significance After Mitigation**

Impacts to public services would be less than significant and no mitigation is required.