

3.12 Public Services

This section provides an assessment of potential impacts related to public services that could result from project implementation. Public services addressed in this section include fire protection, police protection, schools, and libraries.

3.12.1 Environmental Setting

Local

Fire Protection

The Oceanside Fire Department (Fire Department) provides fire and emergency services to the City of Oceanside. The Fire Department has eight stations that serve over 175,000 residents over 41 square miles. As of fiscal year 2016-2017, the Fire Department has a total of 126 personnel, with the Fire Operations Division being the largest (Fire Department 2016a, 2016b). All truck and engine companies are staffed with a minimum of one company officer, one engineer, and one firefighter/paramedic. The Fire Operations Division also manages emergency medical service (EMS) response, transport, and management. Specialized units such as Wildland, Rescue, and Urban Search & Rescue units also fall under the Fire Operations Division (Fire Department 2016b).

The Fire Department received a total of 20,452 calls for service in 2015. Those calls consisted of 881 fire responses, 15,751 EMS responses, 1,834 vehicle accidents, 892 service calls, 118 hazardous conditions, 116 prevention/investigation calls, and 860 other (Fire Department 2016a). As established by the City's General Plan, the City has the following standards for Fire Department facilities: strive to maintain a 5-minute response time from fire stations to all developed areas within the City, maintain staffing levels adequate to achieve a locally desirable Insurance Service Office rating, and strive to maintain a maximum response time for paramedic units of 8 minutes in urban areas and 15 minutes in rural areas (City of Oceanside 2002). Every truck, engine, and wildland (brush) company is staffed with at least one paramedic and one EMT-I, and every ambulance is staffed with two firefighter/paramedics (Fire Department 2016b). Mutual aid agreements provide assistance from jurisdictions throughout the state when an incident is beyond the capabilities within the city.

Oceanside fire stations closest to the project area include Fire Station 1 located at 714 Pier View Way, which is directly adjacent to the project area, and Fire Station 2 located at 1740 South Ditmar Street, which is approximately 0.15 miles east of the project area (Fire Department 2016a). **Table 3.12-1** provides additional details about each of these Fire Department stations. As shown within Table 3.12-1, the Fire Department is currently not meeting its 5-minute response time target from fire stations to developed areas within the City, but does meet the 8-minute response time target for paramedic units. According to discussions with the Fire Department, the primary reason the Fire Department is not meeting targeted response times is because of high incident volume for Fire Stations 1 and 2. This high incident volume creates delays for second unit responses coming from other City of Oceanside fire stations.

**TABLE 3.12-1
 FIRE STATIONS SERVING PROJECT AREA**

Station	Equipment	Calls per Day	Existing Average Response Time
Station 1, 714 Pier View Way, Oceanside	1 fire engine, 1 paramedic unit	9.5	5 minutes 28 seconds
Station 2, 1740 South Ditmar Street, Oceanside	1 fire engine	6	6 minutes 10 seconds

SOURCE: Ramirez 2017

Adding an additional emergency unit (i.e., vehicle) in the downtown area would improve response times. However, the type of emergency unit required for this area is an aerial apparatus (ladder truck). A ladder truck has been identified by the City as a need to more adequately and quickly serve the downtown area. Because the current development regulations would allow for mid-rise buildings, this identified need would exist with or without the proposed project. The current station locations and configurations do not accommodate a ladder truck, which is necessary to serve mid-rise buildings within the downtown area. While this area is most directly served by Station 1 and Station 2, when a ladder truck is necessary, it responds from either Fire Station 7 (3350 Mission Avenue), Fire Station 6 (894 N. Santa Fe Avenue) or from within the City of Carlsbad or Camp Pendleton. Neither Station 1 nor Station 2 can be practically modified to accommodate a ladder truck. Due to the lack of a ladder truck within the downtown area, response times and aerial access will continue to be delayed as development of taller buildings and population growth increases within the downtown area.

The City’s plans include relocating and rebuilding Station 1 (714 Pier View Way) to accommodate a ladder truck within the downtown area. However, it is unlikely that a ladder truck will be accommodated within the downtown area for the next several years. Until a ladder truck is provided in the downtown area, response times will likely be less than ideal within the areas served by Station 1 and Station 2 (Weiss 2017).

Police Protection

The Oceanside Police Department (Police Department) comprises 211 sworn officers and 89 professional staff members who serve a population of more than 175,000 residents and handle approximately 75,000 calls for service each year (Police Department 2016a). The Police Department consists of a Patrol Division, Traffic Unit, Harbor Police, School Safety Enhancement Team, Neighborhood Policing Team, Resource Team, Administrative/Front Desk Operations, and Senior Volunteer Patrol Program members. The Patrol Division is the largest division in the Police Department and consists of 113 officers and 13 field evidence technicians. Patrol officers are responsible for handling radio calls, taking crime reports, handling traffic enforcement, making arrests, resolving disputes, and preventing crime, while field evidence technicians process crime scenes, collect evidence, and take crime reports (Police Department 2016b).

As established in the City’s General Plan, the Police Department has a policy to strive to provide a maximum response time of 5 minutes for all Priority I (life-threatening) and Priority II (immediate response) emergency service calls (City of Oceanside 2002). Since January 2016, the City has received 1,245 Priority I calls, and the citywide average response time, which includes time from the initial pick up of the emergency phone call to the first police unit on scene, was 6 minutes (Stauffer 2016). Therefore, the Police Department is currently not meeting its 5-minute response time target. According to discussions with the Police Department, the response time is not being met due to lack of staffing: No new police stations are planned at this time (Stauffer 2016). The nearest Police Department station to the project area is located at 3855 Mission Avenue, approximately 3.6 miles east of the project area.

Schools

The Oceanside Unified School District (OUSD) provides education services to the City of Oceanside. Based on OUSD enrollment of nearly 20,000 students, it is classified as a large-scale district. The OUSD covers approximately 66 square miles, and it is bordered on the west by the Pacific Ocean, to the south by Vista Way, to the east by College Boulevard, and to the north by Camp Pendleton. As of the 2015-2016 school year, the district operates 23 schools including 16 elementary schools, 4 middle schools, 2 comprehensive high schools, and 1 alternative high school (OUSD 2016). Of these 23 schools, the project area is located within the service boundaries of four schools, including South Oceanside Elementary, Laurel Elementary, Lincoln Middle School, and Oceanside High School (Table 3.12-2).

**TABLE 3.12-2
 OUSD SCHOOLS SERVING PROJECT AREA**

School	Location	Grade	Enrollment	School Capacity	Excess Capacity
South Oceanside Elementary	1806 South Home Street, Oceanside	K-5	739	818	79
Laurel Elementary	1410 Laurel Street, Oceanside	K-5	442	759	317
Lincoln Middle School	2000 California Street, Oceanside	6-8	832	1035	203
Oceanside High School	1 Pirates Cove Way, Oceanside	9-12	2,170	2,862	692

SOURCE: OUSD 2017

Libraries

The Oceanside Public Library System provides library services to the City of Oceanside through three permanent locations and two “traveling” libraries. The three permanent libraries are the Civic Center Library, the Mission Branch Library, and the READS Literacy Center. The locations of the two traveling libraries, the Bookmobile and Adelante Bookmobile, vary depending on date and time (City of Oceanside 2016a). The locations of the libraries and distance from the proposed project area are provided in Table 3.12-3 below.

**TABLE 3.12-3
 LIBRARIES LOCATED IN OR NEAR THE PROJECT AREA**

Library	Address	Distance from Project
Civic Center Library	330 N. Coast Highway, Oceanside	Along project area
READS Literacy Center	321 N. Nevada Street, Oceanside	0.14 miles east
Mission Branch Library	3861- B Mission Avenue, Oceanside	3.6 miles east

SOURCE: City of Oceanside 2016a

The City of Oceanside General Plan Community Facilities Element provides guidelines and standards for library services within the City. These guidelines require 0.55 square feet of library floor area per resident, a library within 2 miles of all residents, three library staff members per 6,000 residents, and 3.0 items per resident (City of Oceanside 2002). As of 2015, the city had a population of 175,691, resulting in a standard of 96,630 square feet of library space, 88 staff members, and 500,000 books. Currently, the City falls short of this standard, with 42,000 square feet of library space, 40 full time staff members, and 199,940 books (Cosby 2017). According to discussions with library staff, a library facility is proposed as part of the El Corazon Specific Plan, located approximately 2.5 miles east of the project area; however, no construction timeline is currently known (Cosby 2017). The El Corazon Specific Plan was analyzed in a separate CEQA document and approved by the City in 2009.

3.12.2 Regulatory Framework

State

California Department of Forestry and Fire Protection

The California Department of Forestry and Fire Protection (CAL FIRE) is responsible for fire protection within State Responsibility Areas (SRAs), including 31 million acres throughout California. In most cases, SRAs are protected directly by CAL FIRE. Depending on the scale and circumstances of the fire, CAL FIRE responds with firefighting resources to assist within the SRAs (CAL FIRE 2012).

School Facilities Act

In 1998, the state legislature adopted Senate Bill (SB) 50, school financing and reform legislation, which became operative with the passage of Proposition 1A by the state electorate on November 3, 1998. SB 50 substantially revamped the method of providing state money for school construction by establishing a system through which the state would provide 50 percent of the cost of new school facilities from school bond proceeds. School districts provide a 50 percent matching share from development fees and other local funding sources such as local school bonds. SB 50 specifically provides that it is the exclusive method for financing school facilities and provides the exclusive method for mitigating environmental effects related to the adequacy of school facilities. Compliance with SB 50 is considered to be full and complete mitigation for impacts to school facilities.

Local

City of Oceanside General Plan Community Facilities Element

The City of Oceanside General Plan Community Facilities element provides long-term policies for public services within the City, including fire protection, police protection, schools, and libraries. The element outlines adequate service ratios and future planning policies by which the City of Oceanside and the Fire Department and Police Department must abide (City of Oceanside 2002). The following policies are applicable to the proposed project:

Policy 3.1: The City of Oceanside shall strive to provide adequate Fire Department facilities through the achievement of the following facilities and service standards:

- A 5-minute response time from fire stations to all developed areas within the city of Oceanside
- Personnel staffing at a minimum of four people per company
- City maintained staffing levels adequate to achieve a locally desirable Insurance Service Office (ISO) rating; and
- A maximum response time for paramedic units of 8 minutes in urban areas and 15 minutes in rural areas

Policy 3.5: Close coordination shall be maintained between planned improvements to the Circulation System within the City of Oceanside and the location of future fire stations, in order to assure adequate levels of service and response times to all areas of the community along existing and future arterials, collectors, and local streets.

Policy 3.10: In order to minimize fire hazards, the Oceanside Fire Department shall be involved in the review of development applications. Consideration shall be given to adequate emergency access, driveway widths, turning radii, fire hydrant locations, and Needed Fire flow requirements.

Policy 4.3: The Oceanside Police Department shall strive to provide a maximum response time of 5 minutes for all Priority I and II emergency service calls.

3.12.3 Impacts and Mitigation Measures

Significance Criteria

Based on Appendix G of the CEQA Guidelines, the proposed project would result in a significant impact with respect to public services if it would result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or the need for new or physically altered government facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for public services. The following impact analysis is organized by each of the types of public service, as outlined below:

1. Fire and Police Protection

2. Schools
3. Libraries

An environmental analysis of parks and recreation is provided in Section 3.13 of this EIR.

Impact Analysis

Issue 1: Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered fire and police facilities or the need for new or physically altered fire and police facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives?

Complete Streets Improvements

Implementation of the Complete Streets improvements would result in the reconfiguration of Coast Highway from four travel lanes to two travel lanes and would create continuous bicycle lanes, provide street parking, and create roundabouts. The Complete Streets improvements are transportation improvements that would not induce population growth within the City. Demand for police and fire protection would not increase as a result of the implementation of the Complete Streets improvements.

While construction of the Complete Streets improvements would result in temporary interferences along Coast Highway, which could result in effects to emergency access and response times for both police and fire protection, these interferences would be temporary and limited would not require the provision of new or physically altered fire and police facilities. In addition, the transportation and traffic analysis contained in Section 3.14 includes consideration of emergency access provisions during construction of the project.

The Fire Department would continue to be part of the design process of the Complete Streets improvements, ensuring that the lane reduction and new roundabouts would accommodate large fire engines and response times for emergency services. The Fire Department has been working with the City as part of the project's steering committee and has provided input in the design to ensure U-turns and mid-block turning over medians would be possible. Using their input, Coast Highway's design allows for heavy vehicle radii for turning left and making U-turns. The roundabouts would be constructed to allow semi-trucks, waste-management trucks, and fire truck access. In addition, Coast Highway's center median would be constructed with low curbs to allow left turning access to fire trucks and police vehicles mid-block. Therefore, operation of the Complete Streets improvements would not have significant impacts with regard to fire and police performance objectives.

Incentive District

The Incentive District would allow for different types of residential, commercial, and mixed-use developments throughout the corridor, which could result in an increase in the city's population. The intent of the Incentive District is to provide a stimulus in the project area and to encourage the type of development that the City would prefer in the project area. Implementation of the

Incentive District could increase the rate and intensity of population growth and it could increase the potential for mid-rise development. However, the growth that could occur under the Incentive District could also occur under the City's current General Plan.

With all residential and non-residential development, the City of Oceanside requires developers to pay a public facilities fee to provide funding to accommodate the needs generated by future development within the city related to public facilities and services, including ensuring the adequacy of police and fire protection. Currently, the City has established a public facilities fee of \$2,621 per dwelling unit for residential development and \$902 per 1,000 square feet of building for all new non-residential units (City of Oceanside 2016b). This fee would be required of all residential and non-residential developments within the Incentive District boundaries (and within the City). If the Incentive District accelerates development within the project area and additional development occurs (as compared to conditions without the Incentive District incentives) additional public facilities fees would be collected. These public facilities fees would then provide for the development of additional public safety facilities to service the new development and population.

As noted in the existing conditions section, the Fire Department is currently not meeting its 5-minute response time target from fire stations to developed areas within the city, but does meet the 8-minute response time target for paramedic units. According to discussions with the Fire Department, the primary reason the Fire Department is not meeting targeted response times is because the current station locations and configurations do not accommodate a ladder truck, which is necessary to serve mid-rise buildings within the downtown area. The need for a ladder truck within and to serve the downtown area has been identified by the City as a need to more optimally serve higher rise development within the downtown area. Because the current development regulations would allow for mid-rise building, this identified need would exist with or without the proposed project.

The City's plans include relocating and rebuilding Station 1 (714 Pier View Way) to accommodate a ladder truck. However, it is unlikely that a ladder truck will be accommodated within the downtown area for the next several years. Until a ladder truck is provided in the downtown area, response times will likely be less than ideal within the areas served by Station 1 and Station 2 (Weiss 2017). This condition would occur with or without adoption of the Incentive District.

Because all future project applicants and private developers proposing residential and non-residential projects under the Incentive District would be required to pay the public facilities fee before the issuance of a building permit, and these fees would be used to provide for additional facilities to service the new population, this would include new station facilities able to accommodate a ladder truck. Under the Incentive District, the City can reasonably assume the development and construction of a number of mid-rise structures and related development, which would drive the need for additional public safety resources.

The City has noted that the City's public facilities fees have not been updated in some time (other than consumer price index increases). The City could consider evaluating the need to update the

fees, which could allow for facilities to be built more quickly, including a fire station to house a ladder truck in closer proximity to the downtown area (Weiss 2017).

Although the City is not meeting its response time goals for the Police Department, the shortfall is due to staffing levels rather than a shortage of facilities. Staffing levels are largely an economic issue. If the City were to hire additional police personnel, existing facilities would be adequate to house these new personnel. Similarly, the Fire Department is currently evaluating response times (Ramirez 2017) and is determining the appropriate time to plan for new facility construction (including a downtown location for a ladder truck). The results of the Fire Department's evaluation will determine how the Department will meet the City's goals and service standards, including consideration for the project area and the growth that could occur over time as a result of the project.

With the development as contemplated in the Incentive District and downtown areas, it is expected that additional personnel will be required to serve the city's existing and growing population. The current Fire Department facilities can accommodate an increase in staffing but cannot accommodate the needed apparatus (a ladder truck) to most optimally serve emergencies within mid-rise buildings. However, development in the downtown and Incentive District area would continue to be served by the existing nearby Station 1 and Station 2. When emergencies necessitate a ladder truck, support can be provided from Fire Station 7 (3350 Mission Avenue), Fire Station 6 (894 N. Santa Fe Avenue), or from within the city of Carlsbad and/or Camp Pendleton, as is the current condition. The delay in arrival of a ladder truck from a station farther away would continue to create less than optimal response times, but is an acceptable response time and service condition.

While the City is planning on providing a location and structure/station for a ladder truck in greater proximity to the downtown area, the specific location, timing, and nature of this additional facility is not known at this time. While consideration of the environmental effects of these future safety facilities within the city would be speculative and is not within the scope of this CEQA document, the environmental effects of the future development of those facilities would be required to adhere to the requirements of CEQA when they are proposed in the future by the City of Oceanside.

Because the current city facilities can serve the anticipated new population that could result with implementation of the Incentive District and within the downtown area from the existing stations and structures within the city, there is not a need for construction of a specific facility directly related to adoption of the Incentive District. For this reason, the project would not result in environmental impacts associated with the construction of new public safety facilities.

Mitigation Measures: No mitigation measures are required.

Significance Determination: Less than significant

Issue 2: Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered school facilities or the need for new or physically altered school facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives?

Complete Streets Improvements

Implementation of the Complete Streets improvements would result in the reconfiguration of Coast Highway from four travel lanes to two travel lanes and would create continuous bicycle lanes, provide street parking, and create roundabouts. The Complete Streets improvements are transportation improvements and would not induce population growth within the city. Demand for school services would not increase as a result of implementation of the Complete Streets improvements. The Complete Streets improvements would not require new or altered school facilities. Therefore, no impacts related to school services would occur for the Complete Streets improvements.

Incentive District

The Incentive District would allow for different types of residential, commercial, and mixed-use developments throughout the corridor, which could result in an increase in the city's population. The intent of the Incentive District is to provide a stimulus in the project area and to encourage the type of development the City would prefer in the project area. Implementation of the Incentive District could increase the rate and intensity of population growth. However, the growth that could occur under the Incentive District could also occur under the City's current General Plan.

With all residential and non-residential development, the City of Oceanside requires developers to pay a school fee pursuant to SB 50 to provide funding to accommodate the needs generated by future development within the city. Currently, the City has established a school fee of \$3.20 per square foot of residential development and \$0.51 per square foot of all non-residential space (City of Oceanside 2016b). This fee would be required of all residential and non-residential developments within the Incentive District boundaries (and within the city). If the Incentive District accelerates development within the project area and additional development occurs (as compared to conditions without the Incentive District incentives) additional school fees would be collected. These public facilities fees would then provide for the development of additional school facilities to service the new development and population. However, the specific location, timing, and nature of these additional facilities are not known at this time. While consideration of the environmental effects of these future school facilities within the city would be speculative and is not within the scope of this CEQA document, the environmental effects of the future development of those facilities would be required to adhere to the requirements of CEQA when they are proposed in the future by the City of Oceanside.

Because all future project applicants and private developers proposing residential and non-residential projects under the Incentive District would be required to pay the school fee before the issuance of a building permit, and these fees would be used to provide for additional facilities to service the new population, it can be reasonably assumed that the City of Oceanside will continue

to keep pace with the population growth within the city such that demand and performance objectives of these facilities would continue to be met.

As shown within Table 3.12-2, the schools serving the project area currently have excess capacity. The city's population is expected to grow with or without the proposed project, although the project could accelerate or incentivize growth in the area of the Incentive District. As the city's population grows, the City's departments will continue to evaluate this growth and the provision of additional school services. Given the growth would be incremental and not instantaneous, it is reasonable that the City would be able to respond to these increases in school demand over time. The City currently forecasts growth using a variety of sources, including the General Plan, the regional SANDAG projections, and the City's own demand projections. While individual projects could be encouraged in the Incentive District that might not be encouraged under existing conditions, the Incentive District would not significantly intensify the type of development or growth that would be expected to occur. In addition, as each individual development project is proposed, the City would have the opportunity to review and consider their effect to school services. Within these parameters and safeguards, the Incentive District is not expected to significantly affect the city's demand on school services. Therefore, new or physically altered school facilities would not be required to maintain performance objectives due to the Incentive District, and impacts would be less than significant.

Mitigation Measures: No mitigation measures are required.

Significance Determination: Less than significant

Issue 3: Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered library facilities or the need for new or physically altered library facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios or other performance objectives?

Complete Streets Improvements

Implementation of the Complete Streets improvements would result in the reconfiguration of Coast Highway from four travel lanes to two travel lanes and would create continuous bicycle lanes, provide street parking, and create roundabouts. The Complete Streets improvements are transportation improvements and would not induce population growth within the city. Demand for other public facilities, such as libraries, would not increase as a result of implementation of the Complete Streets improvements. The Complete Streets improvements would not require new or altered library facilities. Therefore, no impacts would occur related to other public facilities for the Complete Streets improvements.

Incentive District

The Incentive District would allow for different types of residential, commercial, and mixed-use developments throughout the corridor, which could result in an increase in the city's population. The intent of the Incentive District is to provide a stimulus in the project area and to encourage

the type of development the City would prefer in the project area. Implementation of the Incentive District could increase the rate and intensity of population growth. However, the growth that could occur under the Incentive District could also occur under the City's existing General Plan.

With all residential and non-residential development, the City of Oceanside requires developers to pay a public facilities fee to provide funding to accommodate the needs generated by future development within the city related to public facilities and services, including ensuring the adequacy of libraries. Currently, the City has established a public facilities fee of \$2,621 per dwelling unit for residential development, and \$902 per 1,000 square feet of building for all new non-residential units (City of Oceanside 2016b). This fee would be required of all residential and non-residential developments within the Incentive District boundaries (and within the city). According to discussions with library staff, a library facility is proposed as part of the El Corazon Specific Plan, analyzed in a separate CEQA document.

While the city is not operating within the established library standards, the Civic Center Library is located within the project area, and a library facility is planned approximately 2.5 miles east of the project area. The Incentive District project area would be well served by the existing and proposed library facilities in terms of location, space, and staffing needs, but not in adequate amount of materials within the library facilities (Cosby 2017). The provision of additional materials within the library facilities is largely an economic issue. If the City continues to add additional books and other materials within the existing and planned library facilities, these improvements would not require the expansion of these facilities as the existing and planned library facilities have sufficient space to allow for the increase in resources. For these reasons, the additional growth associated with the Incentive District would not result in the need to construct new facilities and no environmental impacts related to library services would result with implementation of the Incentive District.

Mitigation Measures: No mitigation measures are required.

Significance Determination: Less than significant