3.4 Public Services and Facilities

This section of the EIR discusses the proposed Project relative to public services and facilities, comprised of fire protection, law enforcement, schools, parks and recreation, and libraries. The analysis in this section is largely based upon the City General Plan (including the recently-adopted Housing Element Update); the Downtown Encinitas/ North 101 Corridor Specific Plan (N101SP) and associated Final Supplemental EIR (SEIR); and information provided by the appropriate local agencies that serve the Project area including a detailed analysis of the City's emergency response capabilities (Appendix G, Emergency Response Technical Memo).

3.4.1 Existing Conditions

3.4.1.1 Existing Public Services and Facilities

The maximum residential buildout projection under the N101SP is estimated at 1,761 dwelling units; however, as mixed-use zoning is present along the Project corridor, certain assumptions were made as to what types and amounts of development could occur (i.e., commercial versus residential uses) in order to estimate the potential residential buildout. Implementation of the N101SP would generate an increase in population and demands on available public services and facilities in the Project corridor.

Fire Protection and Emergency Services

The Project corridor is within the jurisdiction of the City Fire Department (Fire and Marine Safety) which provides the following services: Fire Administration; Fire Prevention; Fire Operations, Suppression, and Emergency Medical Services (EMS); Marine Safety; Emergency Preparedness; and Community Education.[1] The Department has 69 full time employees and six divisions including: Fire Operations and Support Services; Fire Administration; Loss Prevention and Planning (Fire Prevention); Disaster Preparedness; Marine Safety Services; and Junior Lifeguard Program. Services are provided from six fire stations within the 26-square mile service area.

The six fire stations that currently serve the City are located in various areas to enable efficient 24-hour emergency services coverage throughout the community. The stations house the Department's personnel, fire engines, and other emergency apparatus in support of specialized responses. As the City continues to grow in population, the demand for such services continues to increase.

From 2011-2015, call volumes increased by 28.3% compared to years 2000-2010; however, the City's population increased by only 2.6% during the same period. The Department responded to 5,698 calls involving fire and medical emergencies in 2015, including structural fires, vegetation fires, vehicle fires, and medical aid. In 2015, the Department's average response time throughout the City was approximately 4 minutes and 36 seconds[2]. Based upon the effectiveness of the Department's response capabilities, the Insurance Services Organization (ISO) has given the City's Fire Department a Public Protection Classification (PPC) of 2/2x. The ISO reviews fire suppression capabilities of communities and identifies a classification for insurance companies to use in assessing the potential risks of local fire protection. The City's split classification of 2/2X reflects different scores assigned to various areas of the City. The first

[1] http://www.ci.encinitas.ca.us/index.aspx?page=46. Accessed: October 21, 2016.
[2] http://www.cityofencinitas.org/modules/showdocument.aspx?documentid=1451. Accessed October 30, 2015.

number applies to properties located within five road miles of a fire station and 1,000 feet of a hydrant (most of Encinitas). The second number applies to properties located within five miles of a fire station, but greater than 1,000 feet from a fire hydrant (Olivenhain).

Due to the length of the Project corridor, several fire stations may provide service to areas in and around the corridor in the event of an emergency. The closest is Fire Station 3 located at 801 Orpheus Avenue in Leucadia, approximately 0.53 mile to the east of the corridor.[3] If additional services are required in the event of an emergency, services may be provided from other fire stations operated by the City or other jurisdictions, as needed.

Police Protection

The San Diego County Sheriff's Department operates its Encinitas Station located at 175 North El Camino Real, approximately two miles to the east of the Project corridor, which serves nearly 60 square miles including the cities of Del Mar, Encinitas, and Solana Beach, and the unincorporated communities of Rancho Santa Fe, Del Dios, Camp Pendleton, and San Onofre. The Department's Law Enforcement Bureau deploys approximately 300 patrol cars and employs 1,300 personnel, of which 900 are sworn deputies.[4] The Bureau provides general and specialized law enforcement operations which include patrol, traffic, general and specialized investigations; crime prevention, crime lab, crime analysis, and criminal intelligence; narcotics enforcement; emergency services; and licensing and communications. The Department handles over 300,000 "9-1-1" calls on an annual basis, with another 400,000 calls being non-emergency.[5] In the first half of 2015, the average adjusted response time for the Department's personnel serving the Project area was 10.9 minutes for Priority 1 calls.[6]

Schools

The Project corridor is within the Encinitas Union School District (EUSD) which serves the City and the La Costa area of Carlsbad in North San Diego County through its 10 elementary schools; approximately 5,400 students are served by the EUSD.[7] Students in kindergarten through grade 6 within the Project area attend Paul-Ecke-Central Elementary School located at 185 Union Street (just east of the Project corridor). Middle school students (grades 7 through 9) within the Project area attend Diegueno Middle School located at 2150 Village Park Way. High school students (grades 10 through 12) within the Project area attend San Dieguito Academy in the City of Encinitas or La Costa Canyon High School in the City of Carlsbad.

The nearest colleges/universities to the Project corridor include California State University, San Marcos, and Palomar College, both in the City of San Marcos (approximately nine miles away); National

[3] http://www.ci.encinitas.ca.us/index.aspx?page=195. Accessed October 21, 2016.
[4] County of San Diego Sheriff's Department, Law Enforcement Bureau. https://www.sdsheriff.net/about_lesb.html. Accessed October 21, 2016.
[5] County of San Diego Sheriff's Department, Law Enforcement Bureau. https://www.sdsheriff.net/about_lesb.html. Accessed June 25, 2015.
[6] County of San Diego Sheriff's Department. Personal communication with Joe Tomaiko on June 25, 2015, and data provided by Crime Analysis Division.
[7] http://www.education.com/schoolfinder/us/california/district/encinitas-union-elementary-school-district/elementary/. Accessed October 21, 2016.

University in La Jolla (approximately 10 miles away); and the University of California, San Diego, in La Jolla (approximately 12 miles away).

Parks

The City's Parks and Recreation Department maintains 10 miles of streetscapes, 87 acres of open space, 143 acres of developed/undeveloped parks, 48 acres of beaches, and 40 miles of trails.[8] The closest active recreational parks to the Project corridor include Orpheus Park located at 482 Orpheus Avenue, Paul Ecke Sports Park located at 400 Saxony Road, and Cottonwood Creek Park located at 95 N. Vulcan Avenue. An existing passive community park, the Leucadia Roadside Park, is located on the west side of the corridor at its intersection with Leucadia Boulevard (refer to Figures 3.1-2 through 3.1-5, Onsite Photographs, and Figures 3.1-7 through 3.1-10, Key Views). This park supports a small grassy area and secured bicycle parking, and is used for passive recreational activities such as picnicking and public gathering as well as to occasionally support local community events.

Additionally, the Project corridor is approximately 0.15 mile east of the Pacific Ocean. The Ocean and beach areas (including Moonlight State Beach) along the coast provide opportunities for swimming, surfing, walking, running, sailing, and similar activities, as well as for passive recreational activities such as picnicking and public gathering.

As stated in the General Plan Recreation Element, the City's goal is to provide a minimum of 15 acres of local recreational area for each 1,000 population; devoted to neighborhood and other local recreational facilities, community parks, and passive open space in undeveloped preserves. Neighborhood parks should be within walking distance for all urban area residents.

Other Services and Facilities

Other existing public facilities available to support the population in the vicinity of the Project corridor include libraries, hospitals, and general City administration. The San Diego County Library - Encinitas Branch is located at 540 Cornish Drive, approximately 0.4 mile southeast of the corridor, and Cardiff-by-the-Sea public library is located at 2081 Newcastle Avenue, approximately 2.1 miles south of the corridor and also serves City residents.

3.4.1.2 Regulatory Framework

State Framework

Fire Protection

The California Fire and Building Codes address general and specialized fire safety requirements for buildings. Topics addressed in the code include, but are not limited to, Fire Department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions to protect and assist first responders, and industrial processes.

[8] http://www.ci.encinitas.ca.us/index.aspx?page=49. Accessed October 21, 2016.

Schools

Senate Bill (SB) 50 created various methods of generating revenue to pay for school construction and remodeling. These methods consist of State school bond funds, local school bonds, and developer fees. There are three levels of developer fees. Level I fees are set by law, but can be adjusted for inflation. Level II fees require that developers pay for the entire local share of construction costs, which is 50% of total construction costs, and may be imposed by a school district on a yearly basis, but only if certain conditions are met. Level III fees require developers to pay for 100% of construction costs, and are imposed if the State is no longer allocating bond funds.

Local Framework

City of Encinitas General Plan

The General Plan provides background information, goals, and policies aimed at the protection and maintenance of public services and emergency response within the City and surrounding areas. The relevant Public Safety Element goals and policies are listed in Section 3.3 of this EIR, as well as the following goals and policies from other General Plan Elements that are applicable to public services and utilities: Land Use Element (Policies 2.3 and 2.4); and Recreation Element (Goals 3-5 and Policies 1.5, 1.6, 1.8, 1.11, 2.5, 2.7, and 4.1).

City of Encinitas Local Coastal Program

The California Coastal Act requires each coastal city to adopt a Local Coastal Program (LCP) to protect coastal resources and to manage coastal development. A LCP has two parts: a Land Use Plan (LUP) and an Implementation Plan (IP). The City's LUP is combined with the General Plan and Land Use Policy Map. Those portions of the General Plan that comprise the LUP are indicated by back-shaded text and span across most elements. The IP portion of the City's LCP is comprised of the various Municipal Code sections (Titles 24 and 30, Chapters 23.08 and 23.24), the various Specific Plans (Downtown Encinitas, N101SP, Encinitas Ranch), and the Zoning map. The LCP is a basic planning tool used by local governments to guide development in the Coastal Zone and determines the short- and long-term conservation and use of coastal resources. While each LCP reflects unique characteristics of individual local coastal communities, regional and State interests and concerns must also be addressed in conformity with Coastal Act goals and policies.

North 101 Corridor Specific Plan

The N101SP, adopted in May 1997 and amended in March 2005, was prepared in accordance with applicable goals, policies, and provisions of the City's General Plan, which calls for the preparation of a specific plan for the beach-side commercial corridor within the Leucadia community. The primary purpose of the N101SP is to address the unique aspects, problems, and opportunities of the North Highway 101 corridor, and to maintain its identity, community character and scale, while fostering revitalization of this commercial corridor. The community vision of the N101SP seeks to establish a streetscape enhancement program along the Project corridor.

Chapter 6.0 (Public Facilities and Infrastructure) of the N101SP provides a summary of public services applicable to the Specific Plan area. The N101SP identifies the goal of ensuring that adequate public services and facilities are provided based on the planned types and levels of land use.

3.4.2 Analysis of Project Effects and Determination as to Significance

Guidelines for the Determination of Significance

A project would be considered to have a significant impact if it would:

1. 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 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:
    a. Fire protection
    b. Police protection
    c. Schools
    d. Parks
    e. Other public facilities (e.g., libraries)
2. Have public services/facilities impacts that are individually limited, but cumulatively considerable.

Analysis

Issue 1a: Fire Protection

Issue 1b: Police Protection

The proposed Project would provide a number of multi-modal functions affecting emergency vehicle access and circulation within the Project corridor, such as road diet measures (i.e., striping to reduce the number/ width of vehicle lanes; added/enhanced bicycle lanes/facilities; and/or shared vehicle/bicycle lanes), and traffic calming measures (i.e., roundabouts; new signalized pedestrian crossings; reduced speed limits; and more efficient reverse-angle parking spaces with a “Park Assist” lane).

A limited number of studies have been performed by other public agencies to assess the potential effects of such road diet and traffic calming measures, and the incorporation of “healthy streets” initiatives in general, on emergency vehicle travel times for fire engines, police cars, and ambulances. The results of these studies are mixed. Some traffic calming measures have proven to be effective without significantly impacting emergency response, while others such as roundabouts have been shown to increase overall response times. The degree to which such measures reduce emergency response times is dependent upon the specific types of emergency vehicles; the maximum speeds at which such vehicles can safely maneuver and pass through the road diet and traffic calming areas; traffic congestion along the emergency route; and availability of alternative routes. The potential impacts of traffic calming measures on

emergency response times are also weighed against the benefits of such measures on reducing speeding and enhancing public safety and livability along the affected roadways.

Below is an assessment of how the proposed Project components may affect emergency response times within the corridor.

Travel Speed

Reduction in the posted speed limit along the entire Project corridor from 40 to 30 mph is proposed to create a safer environment and travel conditions for motorists, bicyclists and pedestrians. Although the reduced speed would cause a slower rate of travel within the corridor, in the event of an emergency any vehicles within the travel lanes are required to pull over to allow emergency vehicles to safely pass by. As such, the allowed rate of vehicle travel is not anticipated to adversely affect the circulation of emergency vehicles or interfere with emergency response times.

Travel Lanes

The City Fire Department has been involved throughout the public outreach program and Project design process to ensure that adequate emergency access and circulation can continue to be maintained along the corridor with the proposed improvements. For example, a minimum 20-foot-wide paved travel width is provided in each direction to enable emergency vehicles to safely pass by any parked cars or moving vehicles that have pulled over, especially where the highway transitions from two lanes to one lane in which traffic can pull into the bike lane to allow emergency vehicles to pass.[9] Additionally, the project provides for two emergency access turnarounds within the center median at the north end of the corridor, in Segment C. The turnarounds are provided as mountable curb on the center median to allow emergency vehicles traveling northbound along the corridor in Segment C to access properties located on the west side of Highway 101. The first access turnaround is located between Jupiter Street and Avocado Street. The second access is located between Grandview Street and Bishop's Gate.

Roundabouts

Where roundabouts replace traffic signals, studies have shown average speeds are substantially reduced and generally causing traffic congestion. Based on such concerns raised by Fire Department personnel, the Project has been designed to incorporate mountable curbs in each of the proposed roundabouts allowing emergency vehicles to maneuver around other vehicles that may be stuck in standard travel lanes within the roundabouts. Upon approaching a roundabout, emergency vehicles have priority during a response. Additionally, the Sheriff's Department has indicated that such improvements would also meet the emergency circulation requirements for police vehicles, particularly as they are of lesser size and have smaller turning radii (i.e., for maneuvering through the roundabouts) than do fire trucks[10].

As discussed above, the results from a limited number of studies indicate some traffic calming measures have proven to be effective without significantly impacting emergency response, while others such as roundabouts have been shown to increase overall response times due to traffic congestion at these locations. A study comparing travel times through a roadway segment with no traffic calming devices and

[9] City Fire Department, Letter from Robert Scott, Fire Marshal. October 6th, 2009.
[10] County of San Diego Sheriff's Department. Personal communication with Joe Tomaiko on June 25, 2015.

the same segment with such measures identified the potential for a 1.3- to 10.7-second travel delay per roundabout[11]. Such delays may be reduced via proper design measures (e.g., mountable curbs), but not to a degree to completely offset the traffic congestion caused by the queueing of cars at roundabouts[12].

Potential impacts on emergency response times for a given set of traffic calming measures should be considered in light of the public safety benefits of such measures in reducing vehicle speed hazards and potential conflicts with cyclists and pedestrians.

Bike Lanes and Pedestrian Crossings

The Project would result in new dedicated bike lanes and enhanced pedestrian amenities to encourage safe alternative means of travel within the corridor, including two new signalized pedestrian crossings at North Court and Diana Street. These improvements would affect circulation along the Project corridor (i.e., stopping of vehicles to allow pedestrians to cross) resulting in further traffic congestion and slowing of emergency response times along the corridor.

Train Crossings

Under current and proposed conditions, emergency vehicles entering the Project corridor from the east would be required to cross the train tracks at Leucadia Boulevard. In the event an emergency vehicle encounters a train at these tracks, it would divert to either the north or south, based on the direction of the train, and access the corridor via an alternate intersection. Although an emergency event may occasionally occur at the same time that a train is crossing the tracks at this intersection, it is anticipated that such occurrences would be infrequent. Additionally, these conditions occur under present conditions and would not be a result of any improvements associated with the proposed Project. Therefore, this condition would remain the same under existing and proposed conditions, and would not directly delay or interfere emergency response times along the Project corridor.

Traffic Impact Analysis (TIA)

According to the TIA (Appendix H of this EIR), the proposed Project would result in significant unavoidable traffic impacts at two I-5 ramps and along a SB segment of North Highway 101 south of Leucadia Boulevard. These traffic impacts would exacerbate the significant unavoidable impacts to emergency response through the corridor resulting from the Project.

Conclusions

The City Fire Department has been involved throughout the public outreach program and the Project design to ensure appropriate road diet and traffic calming measures are incorporated to support the safe and efficient circulation of emergency vehicles along the corridor. The County Sheriff's Department has indicated that such measures accepted by the Fire Department would also be adequate to accommodate emergency police response, since police cars are much smaller than fire engines.

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[11] Portland Bureau of Fire, Rescue and Emergency Service and Bureau of Traffic Management, Portland Department of Transportation. *The Influence of Traffic Calming Devices of Fire Vehicle Travel Times*. January 1996.

[12] Burden Dan and Zykofsky, Paul. *Emergency Response – Traffic Calming and Traditional Neighborhood Streets*. http://nacto.org/docs/usdg/emergency_response_manual_burden.pdf.

The proposed Project does not involve new development that would otherwise increase population growth and potential demand for emergency services along the corridor. The proposed improvements are intended to provide a safer environment for motorists, cyclists, and pedestrians, thereby reducing the potential for hazards or conflicts and the emergency services necessary to respond to them. Nevertheless, there are no standard methodologies or adopted response time standards that can be reliably used for this Project. Further, the limited number of studies conducted by other public agencies clearly demonstrate that roundabouts impact emergency responses times. Therefore, the proposed Project would result in significant unavoidable impacts that would interfere with the City's ability to maintain acceptable service ratios, response times, and other performance objectives for fire and police protection and other emergency services.

Issue 1c: Schools

This issue is not applicable to the proposed Project.

Issue 1d: Parks

Proposed improvements to Leucadia Roadside Park may include a small seat wall with signage, enhanced landscaping, and paving enhancements. As such, this existing park would be enhanced with Project implementation and would continue to provide opportunities for passive recreation and public gatherings. Therefore, Project impacts with respect to maintaining acceptable performance objectives for parks would be less than significant.

Issue 1e: Other Public Facilities (such as libraries)

This issue is not applicable to the proposed Project.

3.4.3 Cumulative Impact Analysis

3.4.3.1 Cumulative Setting

The geographic scope for cumulative impacts to public services/facilities includes the projects identified on Figure 2-2, Local Vicinity Map, and listed in Table 2-9, Cumulative Projects List, of this EIR. The City's General Plan (and recently-adopted Housing Element Update) and Municipal Code provide guidance for the types of allowable development adjacent to the Project corridor, thereby influencing future land uses and community character at buildout. Refer also to Section 4.2.12 of this EIR for analyses of the Housing Element Update and associated increases in allowable residential densities along the Project corridor. All cumulative projects identified in Figure 2-2 and Table 2-9 of this EIR, and development of other future land uses adjacent to the corridor and in the surrounding area consistent with the Housing Element Update, would be subject to the payment of appropriate development impact fees and/or the construction of new or expanded public facilities on a project-by-project basis, and in accordance with applicable local, State, and federal agency requirements, to avoid, reduce, and mitigate substantial increases in demand (and significant impacts) on public services and facilities. Therefore, the baseline cumulative impacts on public services and facilities in the region is not considered significant.

Issue 2: Have public services/facilities impacts that are individually limited, but cumulatively considerable?

As evaluated in Section 3.4.2 above, the proposed Project would result in significant unavoidable direct impacts with respect to emergency services (fire protection, police protection). It is not anticipated that the cumulative projects identified in Figure 2-2 and Table 2-9 of this EIR, and development of other future land uses adjacent to the corridor and in the surrounding area consistent with the Housing Element Update, would overburden the respective emergency service providers such that they are unable to meet emergency response times, resulting in significant cumulative baseline conditions. Nevertheless, the Project would result in cumulatively considerable impacts to emergency services due to its significant unavoidable direct impacts, in that the Project would actually shift the current cumulative baseline conditions with respect to the provision of emergency services in the vicinity of the corridor from non-significant to significant.

3.4.4 Mitigation Measures

The proposed Project would result in significant unavoidable direct and cumulative impacts with respect to emergency services (fire protection, police protection). These impacts would be reduced somewhat if, for example, the number of proposed roundabouts throughout the Project corridor is decreased; however, the significant unavoidable impacts would still remain because there are several other Project elements that combined would result in the slowing of traffic flows along the corridor (i.e., reduction of the posted speed limit, decreased numbers/widths of travel lanes, addition of dedicated bike lanes, and two new signalized pedestrian crossings) which would in turn delay emergency response vehicles through the corridor. Even with future construction of a single new roundabout, emergency response times within the subject corridor would be increased. There are no other feasible Project design features, mitigation measures, or alternatives to reduce these impacts to less than significant. However, the significant impacts would be offset by Project enhancements in travel for vehicular, bicycle, and pedestrian travel modes.

3.4.5 Conclusions

The proposed Project would not involve new developments in the Project corridor resulting in substantial population growth, nor would it involve changes to existing General Plan and zoning designations allowing for an increase in density or intensity of uses along the corridor, thereby significantly increasing demands on public service providers. The Project would not result in the need to construct new, or physically alter or expand, public services/facilities. With the exception of emergency service response times (fire protection, police protection), the Project would not impede the effective operation of public services/facilities. The Project would result in significant unavoidable direct and cumulative impacts with respect to emergency services. There are no other feasible Project design features, mitigation measures, or alternatives to reduce these impacts to less than significant. However, the significant impacts would be offset by Project enhancements in travel for vehicular, bicycle, and pedestrian travel modes including reducing vehicle speed hazards, potential conflicts with cyclists and pedestrians, and safety hazards requiring emergency response.

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