

## CHAPTER THREE | AGENCY PROFILES

### A. CITY OF OCEANSIDE

#### 1.0 OVERVIEW

The City of Oceanside is a charter-law municipality incorporated in July 1888. Oceanside's incorporation was the third in San Diego County's history. It was also a direct extension of the growth and commerce established in the late 1790s with the construction of the Mission San Luis Rey and amplified with the arrival of the railroads by the early 1880s. Camp Pendleton's nearby establishment as a permanent U.S. Marine Corps base in the early 1940s further influenced growth in

Oceanside Pier

Intersection of South Mission and Ammunition Roads

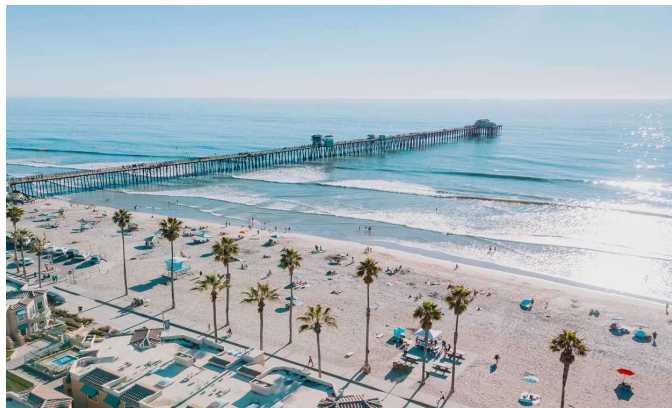


Photo Credit: visitoceanside.org

Oceanside and continues to serve as a prominent social and economic anchor. Oceanside's jurisdictional boundary spans 42 square miles with an elevation range between (30) to 895 feet above sea level with the latter recorded along Indian Trail Way in the South Morro Hills neighborhood.<sup>1</sup>

Oceanside's governance is provided through a council-manager format with an at-large-elected mayor and four district-elected council members. The average tenure on the City Council among current members is approximately seven years with the longest tenure belonging to Mayor Esther Sanchez at 22 years with more than two decades of public service. In 2020, the City Council adopted term limits, which prescribe no

#### **Leadership Changes...**

City of Oceanside operates under the Council-Manager format with an at-will City Manager responsible for directing day-to-day activities. Three City Managers have served Oceanside during the five-year report period.

person can serve more than three terms - whether as Councilmember or Mayor. Oceanside has established 15 standing committees to help inform decision-making. Three City Managers have served Oceanside during the five-year report period with

<sup>1</sup> Three-fourths of Oceanside's jurisdictional boundary is under private ownership. Slightly more than one-fourth of all private lands - tallying 3,701 parcels and 5,303 acres - remain undeveloped without any assessed structures or improvements.

the present incumbent – Jonathan Borrego – appointed at the end of the five-year report period in 2022. Budgeted staffing has modestly increased by 3.7% from 966 to 1,002 full-time equivalent positions. Nearly one-half – or 45.2% – of all Oceanside’s budgeted positions are allocated to public safety and divided between 129.4 with fire and 334.0 with police.

Oceanside is a full-service municipality and provides most public services directly with limited overlap from outside special districts. Key service functions directly provided by Oceanside and detailed in this report involve water, wastewater, integrated fire protection and emergency medical, parks and recreation, and community development. Other pertinent services directly provided by Oceanside include police protection, solid waste, streets, library, and storm drainage, which are expected to be reviewed in more detail as part of future reports. Oceanside also

**Full Service Municipality...**

Oceanside is one of only a few full-service municipalities in San Diego County and directly provides the following services detailed in this report: water; wastewater; fire protection + emergency medical; parks + recreation; and community development. Budgeted staffing has increased from 966 to 1,002 – a difference of 3.7% – with nearly one-half of the total tied to public safety.

Oceanside also operates the dependent Oceanside Small Craft Harbor District. A few independent special districts separately overlap Oceanside’s jurisdictional boundary and provide specialized regional services and include the North County Transit District, Tri-City Healthcare District, and Mission Resource Conservation District.

Oceanside’s actual General Fund expenses at the end of the five-year report period tallies \$205.827 million. This ending total represents an overall increase of 26.8% during the reporting period and translates to an average day expenditure of \$0.564 million to carry out most day-to-day City activities. The annual per capita General Fund expense has similarly changed during the period from \$947 to

**Measure X Effect ...**

Oceanside voters approved Measure X and its ½ cent sales tax in 2018 with an effective date of April 2019. Since going into effect, Measure X has reversed a prior actual General Fund deficits and has generated a positive actual annual per capita revenue-to-expense difference of \$63 or 6%.

\$1,179, which reflects a change of 25.5%. Actual General Fund revenues at the end of the period tally \$213.628 million and reflect an overall change of 38.0% with property, sales, and transient taxes generating close to \$0.60 for every \$1.00 collected by Oceanside. The total spendable General Fund balance at the end of the period totals \$112.6 million and is equivalent to covering 7.5 months of recent actual expenses.

LAFCO independently estimates the full-time resident population within Oceanside’s jurisdictional boundary is 174,615 at the end of the five-year report period. This estimate makes Oceanside the third-largest populated municipality in San Diego County. It is also projected the estimate of full-time residents in Oceanside represents an overall increase of 8,061 since the 2010 census - or 671.8 annually and 1.4 daily - with a resulting annual growth rate of 0.4%, which falls moderately - or (one-third) - below the corresponding countywide rate of 0.6%. The estimated population is directly supported by 68,147 housing units, which has increased since 2010 with 3,905 new units, or 325 per year.

**Positive Housing Gains...**

Oceanside experienced an average gain of 522 new residents each year over the five-year report period. Oceanside also experienced an average annual gain of 325 new housing units. These amounts show a positive net relationship with Oceanside adding one home for every 1.6 new residents, which marks an improvement over the historical ratio of one unit for every 2.6 residents.

With respect to other housing factors, the median household income among Oceanside residents is \$97,238 based on the current five-year period average, which finishes above the countywide average of \$88,240. Oceanside residents are currently spending 27.7% of their household income on rent or mortgage payments. LAFCO estimates the adjusted housing cost with basic utilities equals 32.7%. The average home value in Oceanside has separately increased by 59.2% over the reporting period from \$522,082 to \$831,328.<sup>2</sup> This separately generates a home price-to-income ratio of 8.6.

**33% of Income Goes to Housing ...**

LAFCO estimates the adjusted housing cost for Oceanside residents to include both rent or mortgage as well as basic utilities equals one-third of household income at the end of the period.

## 2.0 BACKGROUND

### 2.1 Community Development

The City of Oceanside’s present-day development dates to the 1700s with the Payomkawichum - or Luiseños - establishing permanent villages along the Santa Margarita and San Luis Rey Rivers in conjunction with Spain’s construction of the Mission San Luis Rey de Francia in 1769. These villages generally continued uninterrupted into the next century when rule of California transitioned from Spain to Mexico and Governor Alvarado granted “Rancho Margarita y Las Flores” to Pio Pico and his brother, Andreas, in 1841. The rancho changed hands several times over the

<sup>2</sup> The average home values in Oceanside during the five-year report period is based on Zillow analytics ([www.zillow.com](http://www.zillow.com)).

next several decades with allowances made to increasing numbers of migrants from the east to settle and begin making basic improvements to the land and establishing various crops and livestock activities. In 1883, the area established rail connectivity with San Diego and its harbor with subsequent track extensions splitting and heading either east towards Escondido, northeast towards San Bernardino, and north towards Los Angeles.

Once rail came to the area in the early 1880s, homesteaders - like Andrew Jackson Meyers - arrived and began building year-round homes and local-serving storefronts immediately south of Rancho Margarita y. Las Flores. Going to the "ocean side" became a regional moniker for rancho families living inland and quickly formalized into the newfound title of "Oceanside." John Chauncey Hayes emerged as a prominent figure in Oceanside's



transition towards cityhood through his land holding company and began acquiring and reselling lots between \$50 and \$100 with loans provided by his own bank.<sup>3</sup> The framework for current-day downtown was established soon afterward with early businesses in Oceanside settling along Hill Street (Coast Highway) and the construction of an initial pier out to the Pacific Ocean completed by 1888.

## 2.2 Incorporation Proceedings

Interest in incorporating Oceanside paralleled Andrew Jackson Meyers' recording of the first survey map with the County of San Diego in 1883. At the time of the recording, it was estimated Oceanside's permanent population was approaching 300. The incorporation of National City in 1887 and the announcement by Escondido to do the same presumably provided momentum for community leaders to petition the Board of Supervisors and a vote on cityhood was held in May 1888. The vote to incorporate Oceanside passed 74 to 53 with the effective date set as July 3, 1888. A five-member board of trustees was also voted to serve as the inaugural City Council and consisted of C.W Maxson, John Schuyler, J.V. Hicks, F.S Trumbower, and Daniel Horne.

<sup>3</sup> The adjusted price of lots sold in 1885 for \$50 to \$100 translates to \$1,500 to \$3,000 in 2022.

## 2.3 Notable Post-Incorporation Activities + Events

A summary of notable activities or events following Oceanside’s incorporation involving the community or City government follows.

1880s	<p>Oceanside establishes an all-volunteer fire company in 1888. The first dedicated fire station is built in 1929 at the corner of Third and Nevada Streets.</p>
1900s	<p>In late 1888, Oceanside enters into a lease agreement with Myers Waterworks to provide water service through horse-drawn cart deliveries from the San Luis Rey River. Several municipal wells are also established starting in 1900 and continued to provide supplies to Oceanside.</p> <p>The United States’ census count in 1890 estimates 427 residents in Oceanside.</p> <p>Oceanside High School (formerly Oceanside-Carlsbad) is established in early 1906 near the current campus on Mission Drive.</p> <p>Oceanside transitions law enforcement from an elected Marshall’s Office to a municipal police department starting in 1906.</p> <p>The United States’ census count in 1920 estimates 1,161 residents in Oceanside.</p> <p>The Metropolitan Water District of Southern California is formed in 1928 to develop an aqueduct to convey supplies from the Colorado River. Oceanside later annexes into “MET” in 1944.</p> <p>Several local hospitals begin operating in Oceanside starting with the Cottage Hospital on Second Street (Mission Ave) in 1930. The Oceanside Hospital on Freeman Street follows in 1933 and is later relocated in 1938 to Fourth (Civic Center Drive) and Summit.</p>
1930s	<p>Oceanside’s first formal City Hall is designed by Irving J. Gill and built in 1934 on Pier View Way. City Hall is later reconstituted into a new Civic Center in 1989 to anchor the redevelopment of Oceanside’s downtown.</p>

The Oceanside-Carlsbad Junior College was established in September 1934 as part of the Oceanside High campus with an inaugural enrollment of 120 students. With the aid of a voter-approved bond, a new stand-alone campus was opened in September 1964 as Mira Mesa College with a corresponding enrolment amount of 1,800.

The first paid fire protection personnel are hired in 1939 and the company transitions to a municipal fire department.

1940s

The United States' census count in 1940 estimates 4,651 residents in Oceanside.

The United States purchases Rancho Santa Margarita y Las Flores for \$4.2 million in 1942 and proceeds to convert the approximate 1250,000-acre site into Marine Corps Camp Pendleton.

Oceanside becomes a charter member agency of the San Diego County Water Authority in 1944 and is eligible to receive wholesale supplies via MET.

State Highway 101 is rerouted away from Hill Street (Coast Highway) in 1953.

Tri-City Healthcare District is formed in 1957.

The United States census in 1960 estimates 24,971 residents in Oceanside.

1960s

Oceanside Small Craft Harbor District is formed in 1960.

North County Transit District (NCTD) is formed in 1975 with operations commencing a year later. NCTD gradually assumes bus services for Oceanside along with other North County cities (Carlsbad, Vista, San Marcos, and Escondido). In 2008, the "Sprinter" is established and provides light-rail commuter services between Oceanside to Escondido.

1980s

The United States' census count in 1980 estimates 76,698 residents in Oceanside.

The United States' census count in 2000 estimates 161,029 residents in Oceanside.

2010s

Oceanside transitions to a charter-law municipality in July 2010 following voters' approval of Proposition K. The transition exempts Oceanside from prevailing wage requirements for public work projects unless otherwise applicable under state law.

Oceanside's City Council in June 2016 authorizes the initiation of an update to the General Plan (1986). Work continues.

Voters approve Measure X in November 2018 to increase Oceanside's sales tax by ½ cents to 8.25% for seven years beginning April 2019. Revenue is largely dedicated to enhancing public safety and roads and managed by an oversight committee.

### 3.0 BOUNDARIES + RELATED CONSIDERATIONS

#### 3.1 Jurisdictional Boundary

The City of Oceanside's existing boundary totals 42.2 square miles and spans 26,991 acres. This equals 1.0% of all of San Diego County. Slightly more than one-half of Oceanside is fixed and either adjacent to the Pacific Ocean or the Cities of Carlsbad and Vista. The remainder of the Oceanside perimeter lies adjacent to unincorporated lands with one-half of this amount adjoining the United States Marine Corps Camp Pendleton. This leaves one-quarter of Oceanside's perimeter open to future expansion assuming Camp Pendleton remains under federal control. The elevation ranges between (30) to 895 feet above sea level with the latter point recorded along Indian Trail Way in the South Morro Hills neighborhood.

##### **On the Podium (Bronze)...**

Oceanside's jurisdictional boundary is 42 square miles in total size and makes it the third largest-sized municipality in San Diego County. The jurisdictional boundary is whole and does not include any unincorporated "islands."

With regard to historical changes, it is estimated Oceanside's jurisdictional boundary has nearly quintupled in size since incorporation in 1888. A total of twelve annexations have been approved and recorded by LAFCO since its own creation by the Legislature in 1963 and collectively account for 11.3% of the presently City limits. The largest annexation approved by LAFCO occurred in 1966 and involved the addition of 978 acres involving the South Morro Hill area. The last approved annexation occurred in 1988 involving 876 acres as part of the "North Oceanside Reorganization."

The total assessed value (land and structure) within Oceanside has increased during the five-year report period by 31.6% from \$20.909 to \$27.516 billion. The period-ending amount translates to a per-acre value ratio of \$1.019 million as well as a per capita value of \$0.158 million based on the estimated full-time population of 174,615. Oceanside’s share of the 1.0% property tax collected within the jurisdictional boundary is approximately 19.0% - or 0.19 cents for every \$1.00 - and generated \$49.0 million in 2021-2022.

**Increasing Values...**

Assessed property values in the City of Oceanside have increased by 32% during the five-report period. Oceanside’s share of the 1% property tax (AB8) is 19% and generated \$49.0 million in 2022.

Oceanside’s jurisdictional boundary is currently divided into 62,771 parcels spanning 23,048 acres.<sup>4</sup> More than four-fifths - 84.6% - of the parcel acreage is under private ownership with close to three-fourths of this portion already developed or improved to date, albeit not necessarily at the highest density as allowed under zoning. The remaining private acreage in Oceanside is undeveloped and consists of 3,741 vacant parcels that collectively total 5,303 acres.

**Infill Opportunities...**

73% of all privately owned acreage in Oceanside has been developed to date - though not necessarily at the highest density. The remaining 27% of the private acreage in Oceanside remains undeveloped and totals 5,303 acres.

Oceanside’s jurisdictional boundary is shown on Map A-1. A summary of key boundary characteristics underlying the jurisdictional boundary follows in Table A-3.1.

City of Oceanside Jurisdictional Boundary Characteristics Table A - 3.1a   Source: San Diego LAFCO	
Total Jurisdictional Size	26,991 acres
Total Jurisdictional Parcels and Acreage	62,771 parcels totaling 23,048 acres
... Publicly Owned Parcels and Acreage	688 parcels totaling 7,487 acres
... Privately Owned Parcels and Acreage	62,083 parcels totaling 19,505 acres
<b>... Undeveloped Privately-Owned Parcels and Acreage</b>	<b>3,741 parcels totaling 5,303 acres</b>
Total Number of Registered Voters	102,066
Total Assessed Value (Land and Structures)	\$27.5 billion

<sup>4</sup> The remaining 3,943 jurisdictional acres within Oceanside consists of public rights-of-way and waterways.



## 3.2 Sphere of Influence

Oceanside's sphere of influence was established by San Diego LAFCO in February 1978 with a larger-than-agency designation to accommodate additional expansion to the east. Seven subsequent proposals were approved by LAFCO that have annexed nearly all of the unincorporated territory included in the initial sphere. The remaining unincorporated territory within the sphere involves one contiguous area that is 19.5 acres in size and located along the intersection of Sunset Drive and Busch Drive. LAFCO most recently reviewed and updated the sphere with no changes in August 2016. There are also no assigned special study areas. The current sphere is shown below in Map No. A-1 [on the proceeding page](#).

### Minimal Difference Between Sphere and Jurisdiction...

LAFCO established Oceanside's sphere of influence in February 1978. The sphere was last updated in August 2018 and is nearly coterminous with the jurisdictional boundary except for 19 unincorporated parcels totaling 19.5 acres.

## 3.3 Relationship to General Plan

Oceanside's General Plan was last updated in 1986 and covers all lands within the current sphere of influence set by the Commission. Consistent with State statute, the General Plan serves as Oceanside's core policy document in meeting the City's long-term vision for the future. Twelve elements comprise the General Plan with several adopted in the 1970's and carry-forwarded into the General Plan update while others were adopted afterwards. All twelve elements and their adoption year plus any subsequent amendments are outlined below.

### 1986 Gameplan...

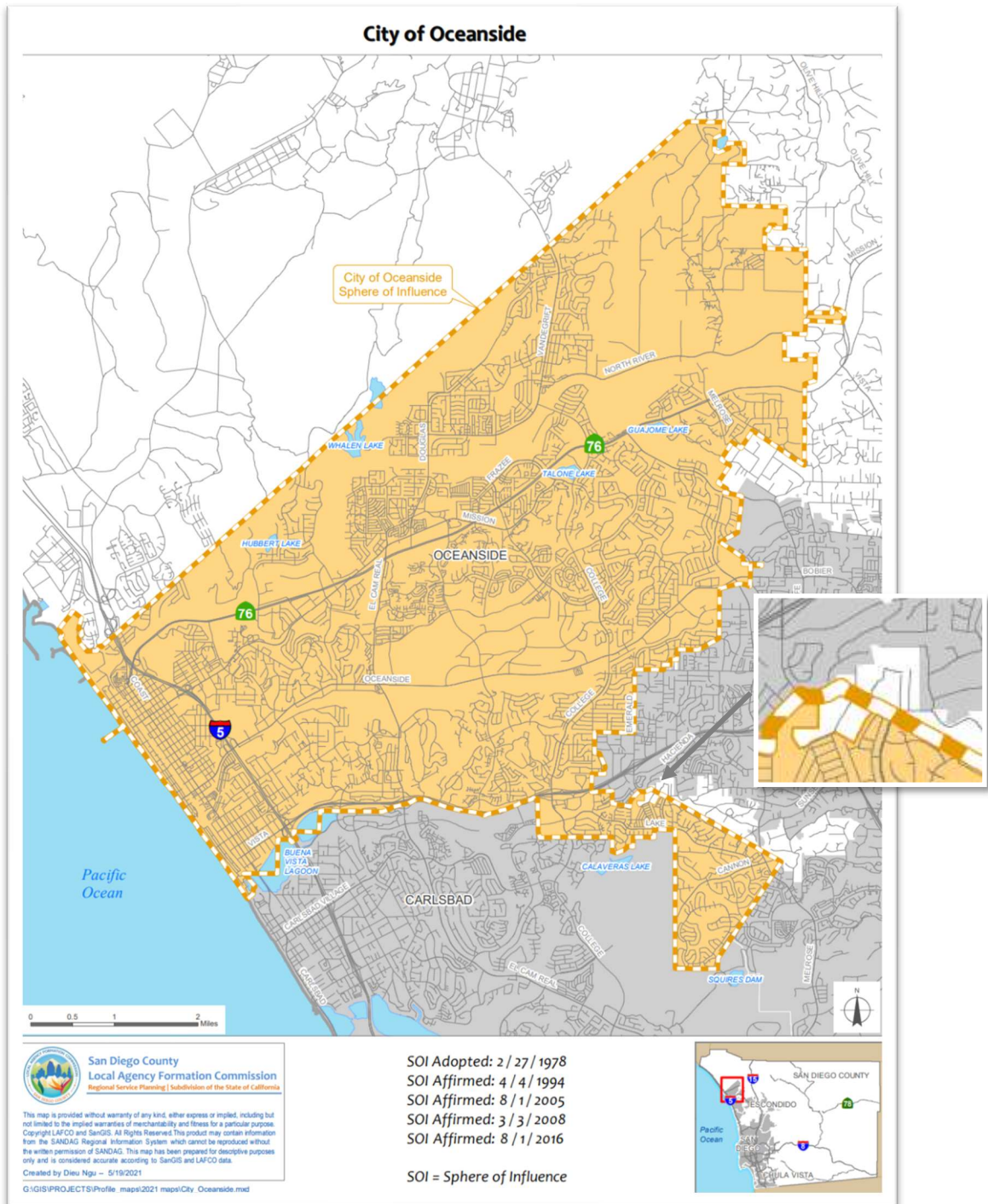
Oceanside's General Plan was last comprehensively updated in Oceanside 1986. The Land Use Element includes all lands within Oceanside's assigned sphere of influence except for the 19.5 unincorporated acres added by LAFCO.

- Land Use - Adopted in 1986 (five amendments)
- Recreational Trails - Adopted in 1996
- Housing - Adopted 2021
- Environmental Resource Management - Adopted in 1975
- Community Facilities - Adopted in 1990
- Public Safety - Adopted in 1975
- Noise - Adopted in 1974
- Hazardous Waste Management - Adopted in 1990
- Military Reservation - Adopted in 1981
- Circulation - Adopted in 2012
- Economic Development - Adopted 2019

- Energy Climate – Adopted May 2019

A comprehensive update to the Oceanside General Plan was initiated in 2020 with community outreach involving virtual sessions due to COVID-19. Oceanside’s current timeline contemplates the project being completed by the end of 2024.

Map No. A-1



### 3.4 College and School District Boundaries

Oceanside’s jurisdictional boundary and sphere of influence lies within five college and school districts: Mira Mesa College; Oceanside Unified; Bonsall Unified; Carlsbad Unified; and Vista Unified. A summary of key characteristics for each of these districts follows in Table A - 3.4a and - among other features - shows all districts experiencing declines in student enrollment over the reporting period.<sup>5</sup>

City of Oceanside Public School District Information Table A - 3.4a   Source: Oceanside, Bonsall, Carlsbad, and Vista School Districts					
	Mira Costa	Oceanside Unified	Bonsall Unified	Carlsbad Unified	Vista Unified
District Type	College	School	School	School	School
% within Oceanside	15.3%	100%	8.6%	2.4%	24.0%
Superintendent	Sunita Cookie	Julie Vitale	Joe Clevenger	Ben Churchill	Matthew Doyle
Grades	13 <sup>th</sup> - 14 <sup>th</sup>	K-12 <sup>th</sup> Grade	K-12 <sup>th</sup> Grade	K-12 <sup>th</sup> Grade	K-12 <sup>th</sup> Grade
Campuses	4	23	5	14	29
Enrollment in FY18	17,377	20,459	2,930	11,326	24,708
Enrollment in FY22	13,648	18,671	2,209	11,027	22,092
... Change	(21.5%)	(8.7%)	(24.6%)	(2.6%)	(10.6%)
Budget FY18	\$277,524,554	\$257,732,728	\$26,138,641	\$109,459,742	\$247,554,059
Budget FY22	\$298,703,242	\$245,542,519	\$28,168,786	\$139,918,561	\$298,824,608
... Change	7.6%	(4.7%)	7.8%	27.8%	20.7%

## 4.0 DEMOGRAPHICS

### 4.1 Population and Housing

The City of Oceanside’s total full-time resident population within its jurisdictional boundary is independently estimated by LAFCO at 174,615 at the end of the five-year report period. This amount represents 4.4% of the countywide population total. It is also estimated the full-time population in Oceanside has risen overall by approximately 4.8% from 166,554 in 2010 and the associated census reset. This translates to an

#### Adding 1.4 Persons Daily...

It is estimated there are 174,615 fulltime residents in Oceanside at the end of the reporting period with the average day addition of 1.4 new residents over the preceding 60 months. It is projected the fulltime population will increase consistent with recent trends and reach 178,165 by 2027.

annual increase of 522 or 0.4%, which is one-fifth lower than the corresponding countywide growth rate of 0.6% over the same period. The current estimate produces

<sup>5</sup> Budget data for Bonsall Unified School District is only available for Fiscal Years 2019-2022.

a population density of 6.5 residents for every acre and underlies the overall dense suburban character of the jurisdictional boundary. It is projected the current growth rate will continue into the near term and result in the full-time population reaching 178,165 by 2027. Table A - 4.1a summarizes past, present, and future estimates.

City of Oceanside Resident Population					Annual Change
Factor	2010 Estimate	2018 Estimate	2022 Estimate	2027 Estimate	
City of Oceanside	166,554	172,004	174,615	178,165	0.4%
San Diego County	3,095,305	3,244,893	3,315,082	3,414,325	0.6%

LAFCO separately estimates there are 68,147 residential housing units within Oceanside at the end of the five-year report period. This amount represents an overall increase of 3,905 - or 6.1% - since 2010 for an annual change of 325. This produces a ratio of adding one new housing unit for every 1.61 new residents. This most recent ratio - notably - marks a significant improvement relative to the preceding five-year ratio of one housing unit for every 2.98 residents. Other notable housing characteristics during the reporting period follow and are shown in Table A-4.1b.

**Improving Housing Stock...**

Oceanside has averaged 325 new housing units each year during the review period. In comparison to population growth, this results in Oceanside adding one new home for every 1.6 new residents, which marks an 85% improvement over the five-year ratio average of one unit for every 3.0 residents.

- More than one-half - or 55.4% - of housing units in Oceanside are owner-occupied. The remainder of the housing units are divided between 38.1% being renter-occupied and 6.5% being vacant.
- The five-year average household size in Oceanside has been 2.98. The ending average household size is 2.56.
- The five-year average mean housing cost (mortgage or rent) in Oceanside is \$2,248. This represents a 24.5% increase over the prior five-year average.
- Oceanside households are spending 27.7% of their income on rent or mortgage payments. Adjusting for ancillary expenses - e.g., utilities and the like - it is projected households' real housing costs equal 36.3% (renters) and 44.8%

(homeowners) of their monthly income.<sup>6</sup>

City of Oceanside Housing Characteristics Table A-4.1b   Source: Esri and San Diego LAFCO		
Factor	City of Oceanside	San Diego County
2010 Housing Units	64,242	1,164,781
2022 Housing Units	68,147	1,238,794
... % Change	6.1%	6.4%
Household Size (5-year avg 2012-16)	2.95	2.87
Household Size (5-year avg 2017-21)	2.98	2.81
... % Change	1.0%	(2.1%)
Monthly Housing Cost (5-year avg 2012-16)	\$1,805.10	\$1,578.00
Monthly Housing Cost (5-year avg 2017-21)	\$2,247.92	\$1,971.00
... % Change	24.5%	24.9%
2010 Vacancy Rate	8.0%	6.7%
2022 Vacancy Rate	6.5%	5.9%
... % Change	(19.3%)	(11.9%)

## 4.2 Age Distribution

The median age of residents in Oceanside is 38.6 based on the current five-year period average. This amount reflects an increase of 1.8% from 37.9 over the preceding five-year period. The current median age in Oceanside also remains slightly higher than the countywide average of 36.3. Residents in the prime working age group defined as ages 25 to 64 - and the prime tax-generating income group - make up more than one-half of the total Oceanside population at 53.0%.

### Slightly Older...

Residents in Oceanside tend to be slightly older with a median age of 38.6 relative to the countywide average of 36.3. The median age in Oceanside has also increased over the period by 2%.

City of Oceanside Age Distribution Table A-4.2a   Source: Esri and San Diego LAFCO		
Factor	City of Oceanside	San Diego County
Median Age (5-year average 2012-2016)	37.9	35.3
Median Age (5-year average 2017-2021)	38.6	36.3
... % Change	1.8%	2.8%
Prime Working Age, 25-64 (5-year average 2012-2016)	53.1%	53.7%
Prime Working Age, 25-64 (5-year average 2017-2021)	53.0%	54.1%
... % Change	(0.2%)	0.7%

<sup>6</sup> Monthly ancillary housing expenses for homeowners are calculated by LAFCO based on applying 2% against the median home prices within the jurisdictional boundary. The calculation decreases to 1% for renters.

### 4.3 Income Characteristics

The median household income in Oceanside is \$97,238 based on the current five-year period average. This amount shows households are receiving significantly more pay over the report period with the median income experiencing an overall increase of approximately 42.4% from the preceding period average of \$68,307; a difference that is more than double the corresponding change in inflation measured for the San Diego region over the same period.<sup>7</sup> Similarly, the current median household income in Oceanside is above the current countywide median of \$88,240 at 10.2%. Other material measurements show the poverty rate decreased by two-fifths from 13.5% to 9.3% and ending closer to the countywide sum of 11%.

**Sizeable Boost in Income...**

Oceanside residents' average median household income - while increasing during the report period - finished at \$97,238 and above the countywide average of \$88,240.

City of Oceanside Income Characteristics Table A-4.3a   Source: Esri and San Diego LAFCO		
Factor	City of Oceanside	San Diego County
Median Household Income (5-year average 2012-2016)	\$68,307	\$66,529
Median Household Income (5-year average 2017-2021)	\$97,238	\$88,240
... % Change	42.4%	32.6%
Resident Poverty Rate (5-year average 2012-2016)	13.5%	14.0%
Resident Poverty Rate (5-year average 2017-2021)	9.3%	10.7%
... % Change	(31.3%)	(23.6%)

### 4.4 Other Socioeconomic Indicators

Unemployment levels within Oceanside remain comparatively low at 5.6% based on the current five-year period average. This amount is one-sixth - or (15.2%) - below the countywide rate of 6.6%. Unemployment levels - nonetheless - have increased by one-third - 33.4% - from the previous five-year average of 4.2%. Slightly more than one out of every five residents in Oceanside currently collect retirement income and reflects an overall rise of 17.4% over the prior five-year average. Education levels as measured by four-year college graduates have modestly increased during the

**Blue Collar Workforce...**

Approximately one-third of adults in Oceanside hold four-year college degrees at the end of the report period. This ratio paired with the relatively high median home income suggests a predominantly blue-collar workforce.

<sup>7</sup> The inflation rate for the San Diego region via the consumer price index is 17.7% between June 2018 and July 2022.

report period but remain somewhat low at 37.4% given the relatively high median income levels. The non-English speaking percentage of the population has sizably decreased during this period from 11.6% to 11.1%; an overall difference of (4.3%).

City of Oceanside Other Socioeconomic Indicators Table A-4.4a   Source: Esri and San Diego LAFCO		
Factor	City of Oceanside	San Diego County
Unemployment Rate (5-year average 2012-2016)	4.2%	7.8%
Unemployment Rate (5-year average 2017-2021)	5.6%	6.6%
... % Change	33.4%	(15.4%)
Collecting Retirement (5-year average 2012-2016)	21.8%	17.7%
Collecting Retirement (5-year average 2017-2021)	25.2%	21.2%
... % Change	17.4%	19.8%
Non-English First Language (5-year average 2012-2016)	11.6%	15.0%
Non-English First Language (5-year average 2017-2021)	11.1%	13.1%
... % Change	(4.3%)	(12.6%)
Adults with Four-Year Degrees (5-year average 2012-2016)	31.5%	36.5%
Adults with Four-Year Degrees (5-year average 2017-2021)	37.4%	40.3%
... % Change	18.6%	10.4%

## 4.5 Unhoused Needs and Capacities

The City of Oceanside participates in annual point-in-time counts for unhoused or homeless administered by the region’s Continuum of Care “CoC” provider - or San Diego Regional Task Force on the Homeless. The count is performed by volunteers during the last week

### Increasing Homeless Population...

At the end of the reporting period, there was one counted homeless person in Oceanside for every 340 housed residents - up from 355 housed residents 60 months prior.

of January in all 18 cities as well as several unincorporated communities in San Diego County. Counts performed during the five-year review period show the average number of homeless in Oceanside has been 471. The total number of homeless at the end of the period totals 514 and reflects the overall rising trend. The most recent count also shows 61.9% - or 318 - of the total being unsheltered and residing in cars, public places, or the street. The remaining 196 homeless counted at the end of the period are sheltered and reside in an emergency shelter, homeless shelter, or transitional housing provided by various governmental and non-profit agencies.<sup>8</sup> (See Table A - 4.5a.)

<sup>8</sup> Due to the COVID-19 pandemic the County of San Diego’s regional Continuum of Care “CoC” provider applied for and was granted an exception from conducting the 2021 annual Point-in-Time Count for the regions unsheltered homeless by the Department of Housing and Urban Development (HUD).

City of Oceanside Point-in-Time Homeless Counts								
Table A - 4.5a   Source: Regional Taskforce on Homeless in San Diego County + SD LAFCO								
Category	2018	2019	2020	2021	2022	Average	Trend	
Sheltered	157	202	154	145	196	171.8	24.8%	
Unsheltered	326	290	242	n/a	318	294.0	(2.5%)	
<b>Total</b>	<b>483</b>	<b>492</b>	<b>396</b>	<b>n/a</b>	<b>514</b>	<b>471.3</b>	<b>6.4%</b>	

Oceanside presently partners with nearly two dozen local non-profit organizations that provide one or more homeless support services within City limits. Key services include providing emergency shelter and ancillary drug, mental health, and/or family crisis counseling.<sup>9</sup> The number of beds (emergency, transitional, safe-haven shelters, etc.) in Oceanside at the end of the reporting period totals 378.

**More Need than Capacity...**

At the end of the report period, there is a shortage of (136) beds to accommodate all counted homeless in Oceanside.

#### 4.6 Environmental Justice

[State law directs LAFCO to address several factors anytime the Commission considers jurisdictional changes, including environmental justice. This factor was added to statute beginning January 1, 2008 and defined to mean “the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.” LAFCO adopted a policy in 2022 to formally guide its consideration of environmental justice and this includes proactively incorporating the topic - and specifically pollution burdens and their associated economic impacts - in the Commission’s municipal service review program.](#)

[Consideration of environmental justice factors within the City of Oceanside draw on staff analyzing data available from the California Environmental Protection Agency through its online assessment tool \(CalEnviroScreen 4.0\). Two percentile rankings for Oceanside are generated within this analysis and based on developing a weighted calculation involving the multiple census tracts covering Oceanside as well as overlapping adjacent areas - including inhabited portions within](#)

**Pollution Burdens + At-Risk Factors...**

LAFCO’s consideration of environmental justice factors draws from the California EPA and provides percentile rankings relative to all of California as it relates to (a) pollution burdens and (b) at-risk population characteristics.

<sup>9</sup> State law requires all municipalities allow for the operation of emergency shelters.



~~the Cities of Carlsbad and Vista. These involve (a) pollution burdens (exposures and environmental effects) and (b) at risk population characteristics (sensitive populations and socioeconomic factors) and are summarized below. Consideration of environmental justice draws on staff analyzing data available from the California Environmental Protection Agency through its online assessment tool (CalEnviroScreen 4.0). Two composite percentile rankings for territory within the City of Oceanside and overlapping adjacent areas – including inhabited portions within the Cities of Carlsbad and Vista – are generated based on a weighted calculation involving all underlying census tracts. This involves pollution burdens (exposures and environmental effects) and at-risk population characteristics (sensitive populations and socioeconomic factors) relative to all census tracts in California. Key results are summarized below and detailed in Table A – 4.6a.~~

- Oceanside’s composite **pollution burdens** ranking falls in the 41<sup>st</sup> percentile relative to the rest of California. It separately falls above the 38<sup>th</sup> percentile ranking for all of San Diego County. Three of Oceanside’s pollution burden measurements exceed the 50<sup>th</sup> percentile and are considered relatively high. These involve exposures to (a) traffic impacts and (b) drinking water containments as well as (c) effects from impaired water bodies. None of the pollution burdens exceed the 66<sup>th</sup> percentile and its significance threshold.<sup>10</sup>

The following distinctions appear noteworthy with respect to comparing Oceanside’s percentile rankings to all of San Diego County.

- Exposures to pesticide uses in Oceanside is comparatively high with a percentile ranking more than two times above the percentile for San Diego County. Exposure to drinking water contaminants is similarly approaching a doubling of the percentile for all of San Diego County.
- Exposures to toxic releases in Oceanside is comparatively low with a percentile ranking more than two times below the percentile for San Diego County.

<sup>10</sup> The effects on impaired water bodies scored somewhat high at the 62 percentile and ties to a clean-up order is by the State Regional Water Quality Control Board. The order is part of a regional order assigned to the “Carlsbad Watershed Management Area.” The Loma Alta Creek is one of six hydrologic areas in the affected watershed. The Loma Alta Creek drains through a slough into the Pacific Ocean. According to the clean-up order, portions of the Loma Alta Creek have been subject to human modifications; namely, the construction of concrete-lined channels. These alterations, among others, have contributed to the degradation and fragmentation of riparian habitat corridors and a reduction in the value of critical ecosystem services previously offered by the natural channel and wetlands.

- Oceanside’s composite **at-risk population** ranking falls in the 32<sup>nd</sup> percentile relative to the rest of California. It separately falls below the 37<sup>th</sup> percentile ranking for all of San Diego County. One at-risk measurement exceeds the 50<sup>th</sup> percentile and is considered relatively high and involves (a) unemployment. This means a proportionally high number of people in Oceanside over 16 years old are out of work that are otherwise able to work and accordingly more susceptible to stress and its associated illnesses.<sup>11</sup> None of the at-risk categories exceed the 66<sup>th</sup> percentile and its significance threshold.

No distinctions appear noteworthy with respect to comparing Oceanside’s percentile rankings to all of San Diego County.

A complete detailing of all population burdens and at-risk population rankings for Oceanside and San Diego County follows.

City of Oceanside: Pollution Burdens and Susceptible Population		
Table A - 4.6a   Source: California Environmental Protection Agency and SD LAFCO		
Factor	City of Oceanside	San Diego County
No. of Census Tracts	32	627
<b>Pollution Burden</b>		
... Average Percentile Relative to California	41.0	37.8
Exposures   Air Quality - Ozone	35.0	42.2
Exposures   Air Quality - Fine Particulate Matter:	40.4	43.1
Exposures   Air Quality - Diesel Particulate Matter:	45.2	49.5
Exposures   Pesticide Uses:	29.0	11.8
Exposures   Toxic Releases:	14.8	32.1
Exposures   Traffic Impacts:	53.7	48.4
Exposures   Drinking Water Contaminants:	56.9	33.2
Exposures   Lead Risk in Housing:	30.7	38.7
Effects   Cleanup Sites:	31.6	24.2
Effects   Groundwater Threats:	35.4	36.8
Effects   Hazardous Waste:	44.9	44.9
Effects   Impaired Water Bodies:	62.1	55.5
Effects   Solid Waste Sites and Facilities:	30.4	27.4
<b>Sensitive Population</b>		
... Average Percentile Relative to California	31.9	36.8
Sensitive Population   Asthma:	22.3	34.6
Sensitive Population   Low Birth Weight:	35.2	44.5
Sensitive Population   Cardiovascular Disease:	33.0	28.8
Socioeconomic Factor   Education:	46.5	41.3
Socioeconomic Factor   Linguistic Isolation:	29.7	37.8
Socioeconomic Factor   Poverty:	47.3	45.5
Socioeconomic Factor   Unemployment:	52.2	50.0
Socioeconomic Factor   Housing Burden:	49.7	49.0

<sup>11</sup> Measurement excludes students, active duty, retirees, and people not looking for work.

Additional considerations of environmental justice factors can be found by analyzing elements from the City of Oceanside’s Climate Action Plan (CAP). This document serves as Oceanside’s roadmap to reducing greenhouse gas (GHG) emissions as required under the California Environmental Quality Act (CEQA) with the societal understanding the negative effects therein - at least historically - disproportionately harm socially or economically disadvantaged communities.

Oceanside adopted its first CAP in May 2019, and in doing so established its’ most public-facing policy document to address the effects of climate change and advance environmental justice. Oceanside’s CAP includes more than twenty emission reduction strategies to streamline environmental reviews for growth and development projects, specifically in relation to reducing GHG emissions through 2050 as set by the State with an emphasis limiting carbon output - or CO<sub>2</sub>.<sup>12 13</sup> These elements include:

- Energy and Buildings
- Water and Wastewater
- Solid Waste
- Transportation and Land Use
- Agriculture and Forestry

Oceanside’s CAP uses 2013 as its baseline inventory year with a community wide source contribution estimate of 984,012 metric tons of carbon emissions with 2.5% - or 24,828 metric tons - attributed to City activities. This amount translates to a per capita production amount of 5.8 metric tons based on an estimated population of 170,361 in 2013. Oceanside’s estimated per capita carbon footprint - notably - is the lowest among the five “north county” cities in San Diego as detailed below.

<sup>12</sup> State sets the following GHG emission reduction standards for California: a) reduce to 40 percent below 1990 levels by 2030 and b) reduce to 80 percent below 1990 levels by 2050. The State translates these reduction goals by requiring local jurisdictions to meet per capita GHG emissions of no more than 6 metric tons by 2030 and 2 metric tons by 2050.

<sup>13</sup> CEQA Section 15183.5 (1) states that a plan for the reduction of greenhouse gas emissions should do all of the following. (A) Quantify greenhouse gas emissions, both existing and projected over a specified time period, resulting from activities within a defined geographic area. (B) Establish a level, based on substantial evidence, below which the contribution to greenhouse gas emissions from activities covered by the plan would not be cumulatively considerable. (C) Identify and analyze the greenhouse gas emissions resulting from specific actions or categories of actions anticipated within the geographic area. (D) Specify measures or a group of measures, including performance standards, that substantial evidence demonstrates, if implemented on a project-by-project basis, would collectively achieve the specified emissions level. (E) Establish a mechanism to monitor the plan’s progress toward achieving the level and to require amendment if the plan is not achieving specified levels. (F) Be adopted in a public process following environmental review.

**City of Oceanside + Other North County Cities:  
Estimated Carbon Footprint Baseline Years**  
Table A - 4.6b | Source: Cal Poly Climate Action Mapping Tool (Version 1.0) and SD LAFCO

Municipality	Current Baseline Year	Total Community Emissions - Annual*	Per Capita Emissions - Annual *
City of Oceanside	2013	948,012 metric tons	5.8 metric tons
City of Vista	2012	603,000 metric tons	6.1 metric tons
City of Escondido	2012	943,000 metric tons	6.2 metric tons
City of San Marcos	2012	599,000 metric tons	6.3 metric tons
City of Carlsbad	2012	977,000 metric tons	8.5 metric tons

\* Measures atmospheric impact of GHGs - including carbon dioxide, methane, and nitrous oxide.

Future reports should revisit and expand on Oceanside’s policy efforts to reduce GHG emissions and related efforts to address and promote environmental justice.

## 5.0 ORGANIZATION

### 5.1 Governance

The City of Oceanside operates as a charter-law municipality and draws on its own locally adopted charter or “home rule.” Oceanside established its charter status under Proposition K in 2010, which was placed on the ballot by the City Council with 53.8% percent of voters casting ballots in favor of the transition. The main feature of the Oceanside Charter involves exempting City contracts from requiring either labor agreements or prevailing wages unless legally required.

Governance is provided through a council-manager system with the Council establishing policies and the City Manager empowered with administrative discretion to carry out the policies. Decision-making authority under this system is equally distributed among Oceanside’s five-member City Council with the four councilmembers now elected by electoral district.<sup>14</sup> Regular meetings are typically held on the first and third Wednesday of each month. Council meetings are shown live on a local public broadcast channel (Channel 19) and available for subsequent viewing by visiting the Oceanside YouTube channel. Table A - 5.1a details current City Council members and their respective backgrounds.

**Bimonthly Meetings...**

The City of Oceanside’s Council regularly meets on two Wednesdays of each month at 5:00 p.m. in the Council Chambers located at 300 N. Coast Highway in Oceanside.

<sup>14</sup> In 2018, the City of Oceanside transitioned to a district-based voting system to elect its City Council members, replacing the previous at-large election system.

City of Oceanside Current City Council Roster Table A-5.1a   Source: City of Oceanside			
Member	Position	Years on Council	Background
Esther Sanchez	Mayor	22.5	Attorney (retired)
Ryan Keim	Deputy Mayor	3.5	Law Enforcement
Eric Joyce	Council member	1	Educator
Rick Robinson	Council member	1	Fire Protection (retired)
Peter Weiss	Council member	4.5	City Manager (retired)
Average Experience on the Council: 6.5 Years			

Other elected Oceanside officials are the City Clerk and City Treasurer.

Oceanside utilizes 15 standing committees to help inform decision-making on topics of elevated interest to the City Council. The Planning Commission is the most active of the standing committees having held 149 meetings during the reporting period. The next two most active standing committees involve Library and Housing with each group holding more than 50 meetings during the reporting period. Another five committees - Utilities, Arts, Harbor and Beaches, Manufactured Homes, and Public Safety - have held at least 30 times. The remaining committees have held less than 30 meetings over the period. Summarizes of all 15 committees follow.

**Most Active Committees...**

Oceanside’s Planning Commission has been the most active standing committee by holding an average of 29 meetings annually during the five-year report period. The next two most active committees - Library and Housing - both met an average of 10 to 11 times each year.

- The Arts Commission makes advisory recommendations to the City Council on the development and promotion of performing and fine arts as well as ancillary cultural enhancement opportunities. It includes nine regular voting members and two alternate members. This Committee has held 35 meetings during the review period for an annual average of 7.0 meetings a year.
- The Citizen Investment Oversight Committee makes advisory recommendations to the City Treasurer on investments and related policies. It includes seven members with six appointed by the Council and the seventh being the Treasurer. This Committee has held a total of 18 meetings during the review period for an annual average of 3.6 meetings a year.

- The Downtown Advisory Committee makes advisory recommendations to the Community Development Commission to facilitate best development practices specific to the downtown area and related topics. The composition includes nine members. This Committee has held a total of 25 meetings during the review period for an annual average of 5.0 meetings a year.
- The Economic Development Commission makes advisory recommendations to the City Council on economic growth opportunities with a focus on jobs. The composition includes 11 members. This Committee has held a total of 11 meetings during the review period for an annual average of 2.2 meetings a year.
- The Harbor and Beaches Advisory Committee makes advisory recommendations to the City Council and Harbor Board of Directors on commercial and public uses within and along the harbor. The composition includes nine regular voting members. This Committee has held a total of 35 meetings during the review period for an annual average of 7.0 meetings a year.
- The Historic Preservation Advisory Commission makes advisory recommendations to the City Council on identifying, protecting, and enhancing historical areas and sites. The composition includes seven regular voting members. This Committee has held a total of 23 meetings during the review period for an annual average of 4.6 meetings a year.
- The Housing Commission makes advisory recommendations to the City Council on policies in support of low-income housing and related resources for the homeless. The composition includes nine regular voting members. The Commission has held a total of 51 meetings during the review period for an annual average of 10.2 meetings a year.
- The Library Board of Trustees is delegated policy-making powers to set rules and regulations involving library services. The composition includes five members. The Trustees have held a total of 57 meetings during the review period for an annual average of 11.4 meetings a year.
- The Manufactured Home Fair Practices Commission approves potential rent increases for mobile home park spaces. The composition includes five regular voting members and two alternates. The Commission has held a total of 35 meetings during the review period for an annual average of 7.0 meetings a year.

- The Measure X Citizens Oversight Committee reviews expenses transacted with monies collected as part of Oceanside’s voter-approved half-cent sales tax program. The composition includes seven regular members plus the City Manager serving as a non-voting member. The Committee has held a total of 11 meetings during the review period for an annual average of 2.2 meetings a year.
- The Parks and Recreation Commission makes advisory recommendations to the City Council involving the acquisition, development, operation, and maintenance of recreation and leisure resources. The composition involves nine regular voting members and two alternate members. The Commission has held a total of 31 meetings during the review period for an annual average of 6.2 meetings a year.
- The Planning Commission is delegated powers to approve and/or disapprove discretionary development projects ranging from conditional use permits to zoning changes and related environmental compliance. Commission actions are appealable to the City Council. The composition involves seven regular voting members. The Commission has held a total of 149 meetings during the review period for an annual average of 29.0 meetings a year.
- The Police and Fire Commission makes advisory recommendations to the City Council on police and fire services and related resources. The composition involves nine regular voting members. The Commission has held a total of 31 meetings during the review period for an annual average of 6.2 meetings a year.
- The Rehabilitation Loan Review Committee makes advisory recommendations to the Community Development Commission on housing rehabilitation loan applications. The composition involves three regular voting members. The Committee has held a total of 6 meetings during the review period.
- The Utilities Commission makes advisory recommendations to the City Council on water, wastewater, solid waste, recycling, and service watershed protection activities. The composition involves seven regular voting members and two alternate members. The Commission has held a total of 36 meetings during the review period.

## 5.2 Administration

The City of Oceanside appoints an at-will City Manager to oversee all municipal activities and make individual department hires. The current City Manager - Jonathan Borrego - was appointed in March 2022 and previously served as the Development Services Director. Two other City Managers have served Oceanside during the five-year review period (Michelle Lawrence and Deanna Lorson). A full-time City Attorney is also appointed by the City Council, with the incumbent - John P. Mullen - having served through the reporting period.



Oceanside’s organizational chart divides the City government into 10 departments (human resources, public works, parks and recreation, police, fire, development services, housing and neighborhood, library, financial services, and water utilities). All non-elected department heads report directly to the City Manager. The total number of budgeted positions at the end of the report period is 1,002 full-time equivalent employees with an overall change of 3.7% during the corresponding 60-month period.

City of Oceanside Budgeted Staffing Levels <small>Table A -5.2a   Source: City of Oceanside</small>							
Category	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	Average	Trend
Budget Staffing	966.0	967.0	984.0	985.0	1,002.0	980.8	3.7%
Per 1,000 Residents	0.96	0.97	0.98	0.95	1.0	0.97	4.2%

\* Figures represent full-time equivalent (FTE) based on 2,080 hours/year.



## 6.0 MUNICIPAL SERVICE FUNCTIONS

The City of Oceanside directly provides a full range of municipal services within its jurisdictional boundary with limited dependency on outside special districts. This report and succeeding analysis focus on five specific service functions underlying Oceanside's growth and development that are of particular interest to LAFCO. These five targeted service functions

### Targeted Service Functions...

This regional MSR focuses on five specific service functions underlying Oceanside's growth: (a) potable water; (b) wastewater; (c) integrated fire protection, emergency medical, and ambulance; (d) parks and recreation; and (e) community development.

involve (a) potable water; (b) wastewater; (c) integrated fire protection, emergency medical, and ambulance; (d) parks and recreation; and (e) community development. Other municipal services provided by Oceanside – and specifically recycled water, solid waste, roads, library, and storm control – are cursorily addressed as an appendix with the expectation of expanding the analysis in future reports. A notable omission involves police protection, which is expected to be evaluated separately by LAFCO as part of a future countywide study.

A summary analysis of the five targeted service functions with respect to resources and capacities, actual demands, and performance measurements follows.

### 6.1 Potable Water Service

Oceanside's potable water service function represents the City's largest business (enterprise) activity and involves retail class only. Oceanside established its potable water function following incorporation in 1888 by first entering into a lease agreement with Myers Waterworks, which utilized a horse-drawn cart to deliver supplies from the San Luis Rey River. Oceanside assumed the function directly by the early 1900s by building its own

### Potable Water Accounts for 7% of Oceanside's Total Staffing...

Oceanside's potable water service involves retail class only and extends throughout most of the jurisdictional boundary with limited exceptions in area of North River and Wilshire Roads. Budgeted staffing at the end of the reporting period equals 95.0 fulltime equivalent positions.

distribution system paired with establishing the first in a series of municipal wells within the Mission Basin portion of the San Luis Rey River Watershed. Oceanside later established access to imported supplies in 1944 by annexing into the San Diego County Water Authority as one of the nine original members.<sup>15</sup> The potable water

<sup>15</sup> Annexation secured Oceanside's access to wholesale supplies imported from the Colorado River and later the Sacramento Bay Delta. As further detailed, imported wholesale water (treated and untreated) currently represents close to 90% of Oceanside's potable supplies. The remainder comes from local groundwater.

function is operated as a dedicated division within Oceanside's Water Utilities Department. Budgeted staffing totals 95 full-time equivalent employees at the end of the report period. This amount reflects an overall addition of 15 full-time positions over the preceding 60 months. Overall, budgeted staffing dedicated to water service equals 6.9% of the Oceanside total in 2022.

Prominent characteristics underlying Oceanside's potable water system follow.

- The potable water system at the end of the five-year reporting period spans 662 miles of distribution mains and lines and covers 28 connected pressure zones.
- The distribution system has expanded by 71 miles - or 12.0% - during the reporting period.
- Topography in the distribution system ranges from 10 to 720 feet above sea level and is managed through nine public pump stations and twelve public storage reservoirs.
- The water service area generally aligns with the incorporated boundary with the notable exception of excluding portions of the South Morro Hills neighborhood. Oceanside reports it does not have any active out-of-agency service customers.
- The total number of active connections at the end of the reporting period is 44,458 and represents an overall increase of 0.9% during the preceding 60 months. The total number of equivalent metered units - which converts each meter to an equivalent dedicated use, household, etc. - is 58,289.

An expanded description of the potable water service function's capacities, demands, and performances follows.

Resources + Current Capacities

Oceanside’s potable water function and its retail class activities operate as an enterprise and intended to be self-sufficient without relying on the City General Fund. Actual operating revenues generated during the five-year report period have averaged \$74.111 million annually with more than nine-tenths - or 94.2% - drawn from monthly service charges in the form of usage and availability fees.<sup>16</sup> (The estimated average single-family household monthly water bill is presently \$100.24.<sup>17</sup>) Actual annual operating expenses during the reporting period have averaged \$63.038 million with one-half - or 51.1% - tied to purchasing wholesale water supplies from the County Water Authority. Oceanside’s potable water function has generated an overall annual operating margin of 14.9% over the five years covering this reporting period.

**Net Revenue Generation of \$190 Per Home...**

Oceanside’s potable water function operates as an enterprise and has generated an average annual operating margin of 15% during the five-year report period. The total per household net revenue generation at the end of the report period is \$190.

A breakdown of key funding considerations underlying the potable water function is shown below in Table A - 6.1a.

City of Oceanside Potable Water Service Function Five Year Report Period: FY18 to FY22 Table A - 6.1a   Source: City of Oceanside + SD LAFCO	
Categories	All Functions and Classes
Actual Operating Revenues	
... Average Annual	\$74.111 million
... Overall Trend	9.7%
Actual Operating Expenses	
... Average Annual	\$63.038 million
... Overall Trend	6.7%
Average Annual Operating Net	\$11.074 million
... Average Operating Margin	14.94%
Per Equivalent Metered Unit (EMU) Revenue in FY22	\$189.98

<sup>16</sup> Usage is billed based on unit totals in 748-gallon intervals and tiered for residential accounts to apply a higher rate once customers exceed a baseline threshold during the month. (The monthly baseline threshold triggering higher usage rates for multi-family units is 5,236 gallons or 175 gallons daily and 9,924 gallons or 330 daily gallons for single-family units.) Fixed availability fees covers infrastructure access to Oceanside’s distribution system along with related pass-throughs from the Authority and Metropolitan Water District.

<sup>17</sup> Average monthly household demand within Oceanside is estimated at 348 gallons. This amount is based on an estimated per capita demand of 118 gallons generated during the abbreviated review period and multiplied by 2.95.

In concert with funding resources, Oceanside’s portable water function and its capacities are dependent on physical infrastructure - namely supply, treatment, and distribution as well as the ancillary storage facilities - and are summarized as follows.

- Approximately 90% of Oceanside’s potable water supplies retailed during the reporting period have been imported through the City’s membership agreement with the County Water Authority and access therein to the Colorado River (via the Colorado Aqueduct) and Sacramento Bay Delta (via the State Water Project).<sup>18</sup> Oceanside has direct access to wholesale supplies from the County Water through five active transmission connections. Three of these connections provide treated water directly to Oceanside’s distribution system with a combined daily receiving capacity of 82.9 million gallons or 254.4 acre-foot. The other two connections provide untreated water directly to Oceanside’s Robert Weese Water Filtration Plant (Weese WFP) with a combined daily receiving capacity of 67.9 million gallons or 208.4 acre-feet.<sup>19</sup> Oceanside’s remaining 10% of potable supplies retailed during the reporting period are local and drawn from subterranean flows within the San Rey Luis River. Eight active wells currently access the groundwater for subsequent treatment at Oceanside’s Mission Basin Groundwater Purification Facility (Mission Basin GPF). The eight wells combined daily capacity is 14.4 million gallons or 44.2 acre-foot.

City of Oceanside Available Potable Water Supplies Table A - 6.1b   Source: Oceanside and SD LAFCO		
Direct Source	Maximum Day Source Capacity	Maximum Annual Source Capacity
a) County Water Authority - Treated ... Colorado River, Bay Delta, Desal	82.9 million gallons or 254.4 acre-foot	30.3 billion gallons or 92,856 acre-foot
b) County Water Authority - Untreated ... Colorado River, Bay-Delta	67.9 million gallons or 208.4 acre-foot	24.8 billion gallons or 76,066 acre-foot
c) Mission Basin Groundwater ... San Luis Rey River	14.4 million gallons or 44.2 acre-foot	5.3 billion gallons or 16,133 acre-foot
<b>TOTAL</b>	<b>165.2 million gallons or 507.0 acre-foot</b>	<b>60.4 billion gallons or 185,055 acre-foot</b>

<sup>18</sup> Oceanside’s membership agreement allows the City to purchase for subsequent retailing an unrestricted amount of wholesale water based on availability through the County Water Authority’s own wholesale relationships with the Metropolitan Water District of Southern California and Imperial Irrigation District. These relationships provide member agencies access to the Colorado River (via the Colorado Aqueduct) and Sacramento Bay Delta (via the State Water Project). The County Water Authority has also expanded its wholesale portfolio recently to include desalinated seawater from the Pacific Ocean. This source, however, is not available to Oceanside given its northern location.

<sup>19</sup> One of the two untreated connections can be adjusted to deliver treated supplies direct to Oceanside’s distribution system.

- Oceanside’s own potable water treatment capacities are sourced to two separate facilities – Weese WFP and Mission Bay GPF. Weese WFP processes all untreated water purchased from the County Water Authority. This facility was constructed in 1983 with a current rated maximum day capacity of 25.0 million gallons or 76.7 acre-feet. Mission Basin GPF processes all groundwater drawn from the San Luis River Watershed. This facility was constructed in 1992 with a current rated maximum day capacity of 6.3 million gallons or 19.3 acre-feet. Overall, the combined capacities at Weese and Mission Basin plus treated water readily available from the County Water Authority provides a maximum day total of 350.4 acre-feet and represents 69.1% of Oceanside’s available source supply.
- Treated potable water directly enters Oceanside’s distribution system and gravity flows through most of the 28 pressure zones with aid from nine booster stations. Pressure in the distribution system is directly maintained by 12 above-ground reservoirs with service dates ranging from 1956 (Fire Mountain) to 1995 (Wire Mountain). The combined storage capacity is 50.5 million gallons or 155.0 acre-feet and represents 44.2% of Oceanside’s available treated supply.

## Actual Demands

Oceanside’s average annual demand for potable water service during the five-year report period has been 7.061 billion gallons or 21,230 acre-feet. These annual amounts translate to daily averages of 19.4 million gallons and 59.4 acre-feet, respectively. The daily demands are further refined into an average per capita amount of 112 gallons which translates into a household consumption rate of 330 gallons.<sup>20</sup> The average

peak-day demand – i.e., the highest single-day demand during the year – over the first four years tallied 113.7 feet and represents a peaking factor of 1.9. (The peak-day demand for the fifth year is not available.)

### Average Household Demand in Oceanside is 330 Gallons...

Oceanside’s average annual potable water demand during the report period has been 21,230 acre-feet. The average per resident usage over the 60 months has been 112 gallons and translates to an average household usage of 330 gallons.

<sup>20</sup> Household estimate based on a per unit average of 2.95 residents.

With respect to overall trends, Oceanside has experienced a total change of (3.9%) in potable water demands during the reporting period. The estimated per capita demand also similarly decreased - albeit at a lower rate compared to overall usage - from 118 to 112 gallons and marks a (5.3%) difference. Overall system demands and trends generated during the reporting period are shown below in Table A - 6.1c.

**Demands Decreasing...**

Overall water demands in Oceanside have decreased by (3.9%) during the report period with a similar change in per capital uses at (5.3%).

City of Oceanside   Potable Water Demands							
Table A - 6.1c   Source: Oceanside and SD LAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Annual Total							
... acre-feet	22,796	20,331	21,355	21,940	21,910	21,666	(3.9%)
Average Day Total							
... acre-feet	62.46	63.1	58.4	60.1	60.0	59.4	(3.9%)
Average Day Per Capita							
... gallons	118	105	110	113	112	112	(5.3%)
Peak Day Total							
... acre-feet	115.2	116.8	111.9	110.9	n/a	113.7*	(3.7%)
Peak Day Factor							
... ratio	1.844	2.10	1.92	1.85	n/a	1.93*	0.03%

\*Denotes a four-year period average (2018-2021)

Performance Measurements

Oceanside’s potable water system is operating with sufficient and excess capacities in supply, treatment, and storage to accommodate current demands based on usage generated during the five-year report period (2018-2022). These capacities are similarly expected to accommodate anticipated demands over the next five-year period with variables - including resiliency during different hydrological periods - having been appropriately evaluated and currently being employed by Oceanside in its Urban Water Management Plan, which was updated during the report period in June 2021.

**Room to Grow: Eight-Fold Capacity Available...**

Oceanside has sufficient potable water infrastructure and related capacities to meet current and near-term demands under normal conditions. This statement is highlighted by average demands equaling no more than 12% of the City’s accessible supplies under recent conditions.

The following statements summarize and quantify existing and projected relationships between Oceanside’s potable water capacities and demands now and going forward

through 2027. This includes referencing California's Waterworks Standards (Title 22) and its requirements, among other benchmarks, that all public community water systems have sufficient source, treatment, and storage capacities to meet peak day demand system-wide. LAFCO's focus - notably - is premised on assessing demands-to-capacities under normal conditions. It also addresses water quality and rates.

#### With Respect to Supplies:

- The average potable water demand generated during the reporting period for the entire distribution system (annual and daily) equals 11.7% of Oceanside's maximum available potable supply based on current infrastructure capacities. This measurement adjusts to 16.9% when comparing demand to available treated potable water supply.
- The average peak-day potable water demand estimated during the reporting period - albeit abbreviated to cover only the first four years - for the entire distribution system equals 22.4% of Oceanside's maximum available potable supply based on current infrastructure capacities. This measurement adjusts to 32.4% when comparing demand to available treated potable water supply.

#### With Respect to Potable Treatment:

- The average day potable water demand generated during the reporting period for the entire distribution system represents 61.8% of Oceanside's available combined capacities at its two treatment facilities (Weese and MBGPF). This measurement decreases to 16.9% when accounting for treated supplies available from the County Water Authority.
- The average peak-day potable water demand estimated during the reporting period - albeit abbreviated to cover only the first four years - for the entire distribution system represents 118.4% of Oceanside's available combined capacities at its two treatment facilities (Weese and MBGPF). This measurement decreases to 32.4% when accounting for treated supplies available from the County Water Authority.

### With Respect to Potable Storage:

- The average peak-day potable water demand estimated during the reporting period - albeit abbreviated to cover only the first four years - for the entire distribution system equals 73.4% of Oceanside's existing online storage capacity.
- Online storage capacity can accommodate up to 2.6 days of average day demands generated over the reporting period without recharge.

### With Respect to Water Quality:

- A review of records maintained by the State Water Quality Control Board shows there have been no violations or enforcement orders issued for drinking water standards to Oceanside during the reporting period.
- Oceanside's most recent water quality report covers 2021. No excessive primary or secondary contaminants were reported.

### With Respect to Potable Water Rates:

- Oceanside ratepayers are billed two sets of monthly charges for potable water: (a) fixed availability fees and (b) variable usage fees with the former including pass-throughs from the County Water Authority and Metropolitan Water District. Rates have increased for most customers (single-family) by 6.4% during the report period.
- Oceanside's average monthly potable water service charge for most customers (single-family) at the end of the reporting period is \$100.

### With Respect to Contingencies:

- Oceanside maintains nine interconnections that can be used to share supplies during short-term emergencies or planned shutdowns. Three of these connections are with Rainbow Municipal Water District (MWD), two are with Carlsbad MWD, three are with Vista Irrigation District, and one is with U.S. Marines Camp Pendleton.



### With Respect to Accommodating New Growth:

- Based on the current demand-to-capacity relationship established during the reporting period, and irrespective of growth policies, Oceanside has available water infrastructure to accommodate up to 277,481 *additional households* or equivalent dwelling units (*emphasis added*). This translates to a water-system buildout population estimate of 0.819 million.<sup>21</sup>

## 6.2 Wastewater Services

Oceanside's wastewater service function's origins date to the early 1900s with the construction of gravity drains to collect and discharge raw sewage and other runoff into nearby water bodies most frequently involving the Loma Alta Slough. The collection system expanded in conjunction with both development and increasing regulatory requirements leading to the construction of Oceanside's first facility - La Salina Wastewater

### **Wastewater Accounts for 5% of Oceanside's Total Staffing...**

Oceanside's wastewater service function is fully self-contained and involves three classes - collection, treatment, and discharge - and covers most of the jurisdictional boundary except rural and agricultural uses to the northeast. Budgeted staffing dedicated to wastewater activities at the end of the reporting period equals 74 full-time equivalent positions.

Treatment Plant (WTP) - in 1949 to provide primary treatment of wastewater collected within the City's downtown and coastal neighborhoods. A second facility - San Luis Rey WTP - was constructed in 1972 to serve Oceanside's central and neighborhoods east of Interstate 5. The wastewater function and its three classes - collection, treatment, and discharge - operate as a dedicated division within Oceanside's Water-Utilities Department. Budgeted staffing totals 73.7 full-time equivalent employees at the end of the report period. This staffing amount reflects a reduction of one full-time position over the preceding 60 months. Overall, budgeted staffing for wastewater equals 5.3% of the Oceanside total at the end of the period.

Prominent characteristics underlying Oceanside's wastewater system follow.

- LAFCO estimates the resident service population for Oceanside at the end of the reporting period at 171,063. This amount is divided between the La Salina WTP and San Luis Rey WTP service areas at 42,763 and 128,300, respectively.

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<sup>21</sup> Buildout water system assumes a per capita daily demand of 112 gallons with 2.95 persons per home.

- The wastewater system spans 595 miles of collection lines at the end of the reporting period. The collection system has not expanded during the period.
- Close to four-fifths of the collection system - 460 miles - operates on gravity. The remainder of the collection system - 135 miles - involves force mains and is assisted by 33 public lift stations.
- Oceanside's collection system receives untreated flows from Rainbow MWD by contract as well as raw flows from portions of the City of Vista associated with its Sunridge and Peacock neighborhoods.
- Oceanside's total number of active connections to the wastewater system within its two service areas (La Salina and San Luis Rey) is 42,619 at the end of the reporting period. The estimated equivalent dwelling unit total is 55,879.<sup>22</sup>
- Over nine-tenths of Oceanside's active connections are classified as residential (single-family and multi-family). The total change in active connections during the reporting period is 0.7%.
- The collection system spans most of Oceanside except agricultural and rural residential uses in the northeastern section of the City. The exact number of active septic systems on file with the County Department of Environmental Health and Quality (DEHQ) (permitted or unpermitted) is unknown. However, DEHQ oversees the layout review, installation, and repairs of septic systems which presently represent a total of thirty-one<sup>23</sup>.
- LAFCO estimates the average single-family residential customer in Oceanside at the end of the reporting period is billed \$47 monthly for wastewater services.

An expanded description of Oceanside's wastewater service function in terms of capacities, demands, and key performance measurements follows.

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<sup>22</sup> Estimate premised on one connection equaling 0.7627 equivalent dwelling unit consistent with the potable water system.

<sup>23</sup> DEHQ does not maintain a record for Oceanside's active septic systems but rather, they track septic system installations and repairs from 2002 to present-day,

Resources + Current Capacities

Oceanside’s wastewater service function and its three class activities - collection, treatment, and discharge - operate as an enterprise and intended to be self-sufficient without relying on the City General Fund. Actual operating revenues generated during the five-year report period have averaged \$49.923 million annually with more than nine-tenths - or 92.8% - attributed to monthly service charges in the form of usage, availability, and capital improvement fees.<sup>24</sup> (The estimated average single-family household monthly wastewater bill is presently \$47.) Actual operating expenses have averaged \$34.355 million annually with the largest component - 45.2% - tied to operations and maintenance. Oceanside’s wastewater function has generated an overall annual operating margin of 31.2% during the reporting period with Oceanside’s expectation to leverage the excess monies to help fund an estimated \$330.0 million in planned capital improvements between 2024 and 2029. A breakdown of key funding considerations underlying the wastewater function is shown in Table A - 6.2a.

**Net Revenue Generation of \$279 Per Home...**

Oceanside’s wastewater service function operates as an enterprise and has generated an average annual operating margin of 31% during the five-year report period. The total per household (equivalent dwelling unit) net revenue generation at the end of the reporting period is \$279.

City of Oceanside  
Wastewater Function

Five Year Report Period: FY18 to FY22

Table A - 6.2a | Source: City of Oceanside + SD LAFCO

Categories	All Functions and Classes
Actual Operating Revenues	
... Average Annual	\$49.923 million
... Overall Trend	8.3%
Actual Operating Expenses	
... Average Annual	\$34.355 million
... Overall Trend	31.3%
Average Annual Operating Net	\$15.568 million
... Average Operating Margin	31.18%
Per Equivalent Dwelling Unit (EMD) Revenue in FY22	\$278.60

<sup>24</sup> Oceanside’s wastewater rates are billed monthly and divided between three distinct fees. The first fee involves a flat availability charge currently in the amount of \$19.56 for each dwelling unit or its equivalent assignment for non-residential uses (commercial, etc.). The second fee involves a fixed capital improvement charge in the current amount of \$7.28 per connection. The third fee involves a variable usage charge based on 75% of the average potable water usage over the last two winter periods with most users (residential) paying \$19.79 for every 748 gallons. The collective effect of these three fees at the end of the report period is a total monthly charge of \$47.

In concert with available funding resources, Oceanside’s wastewater function and related capacities are largely dependent on physical infrastructure and headlined by treatment and discharge facilities and their permitted allowances. Summarizes follow and are further illustrated in Table A - 6.2b.

- The San Luis Rey WTP serves most wastewater customers in Oceanside via its central and eastern neighborhoods and receives flows from Rainbow MWD and portions of the City of Vista.<sup>25</sup> The treatment processes include preliminary, primary, and activated sludge secondary treatment. The permitted average monthly flow is currently 13.5 million gallons with 1.5 million gallons contractually allocated to Rainbow MWD.<sup>26</sup> San Luis Rey WTP can separately accommodate on a temporary basis peak-hourly flows up to 39.2 million gallons by sending flows into an emergency pond.
- The La Salina WTP serves the coastal and downtown neighborhoods in Oceanside.<sup>27</sup> It treats wastewater to the secondary level by conventional biological treatment followed by clarification. The permitted average monthly flow is currently 5.5 million gallons. The La Salina WTP does not have emergency ponds.

City of Oceanside Wastewater Treatment Capacities Table A - 6.2b (Source: Oceanside and SD LAFCO)		
Facility	Collection Zone	Daily Permitted Capacity
San Luis Rey WTP	Central + East Oceanside Rainbow MWD City of Vista	13.5 million gallons *
La Salina WTP	Downtown + Coastal Oceanside	5.5 million gallons
<b>TOTAL</b>		<b>19.0 million gallons</b>

\* San Luis Rey WTP can also expand to accommodate instantaneous peak-day flows of up to 39.2 million gallons through the use of an emergency pond.

\* Both San Luis Rey WTP and La Salina WTP operate under the same permit - No. CA0107433 - issued by the California Regional Water Quality Control Board - San Diego Region. The permit is expiring on March 21, 2025.

<sup>25</sup> Physical location is 3950 North River Road, Oceanside (92058).

<sup>26</sup> The State permit (NPDES No. CA0107433) covering the San Luis Rey WTP provides an average monthly flow allowance of 13.5 mgd. The San Diego Regional Water Quality Control Board authorizes San Luis Rey WTP with an additional allocation to reach the 15.4 mgd level.

<sup>27</sup> Physical location is 1330 South Trait Street, Oceanside (92054).

An illustration showing the approximate collection zones between Oceanside’s San Luis Rey and La Salina WTPs is provided on the following page in Map No. A-2.

- San Luis Rey and La Salina WTPs both discharge secondary treated effluent to the Pacific Ocean through common connectivity to the Oceanside Ocean Outfall. (Fallbrook Public Utility District and Marine Corps Base - Camp Pendleton also contract with Oceanside to utilize this outfall through agreements with the City.) The “OOO” is a 36-inch steel pipe that extends approximately two miles offshore at a depth of 100 feet below sea level. The overall permitted average monthly flow rate for the OOO by the State Water Quality Control Board is 22.6 million gallons daily. Of this permitted average daily flow amount, 16.5 million gallons is retained by Oceanside to discharge secondary treated wastewater generated from the San Luis Rey and La Salina WTPs as well as waste brine (concentrated salt solution) generated from the Mission Basin GPF. Oceanside contracts the remaining permitted flow - 6.2 million gallons daily - to Fallbrook and Camp Pendelton. (See Table A - 6.2c.)

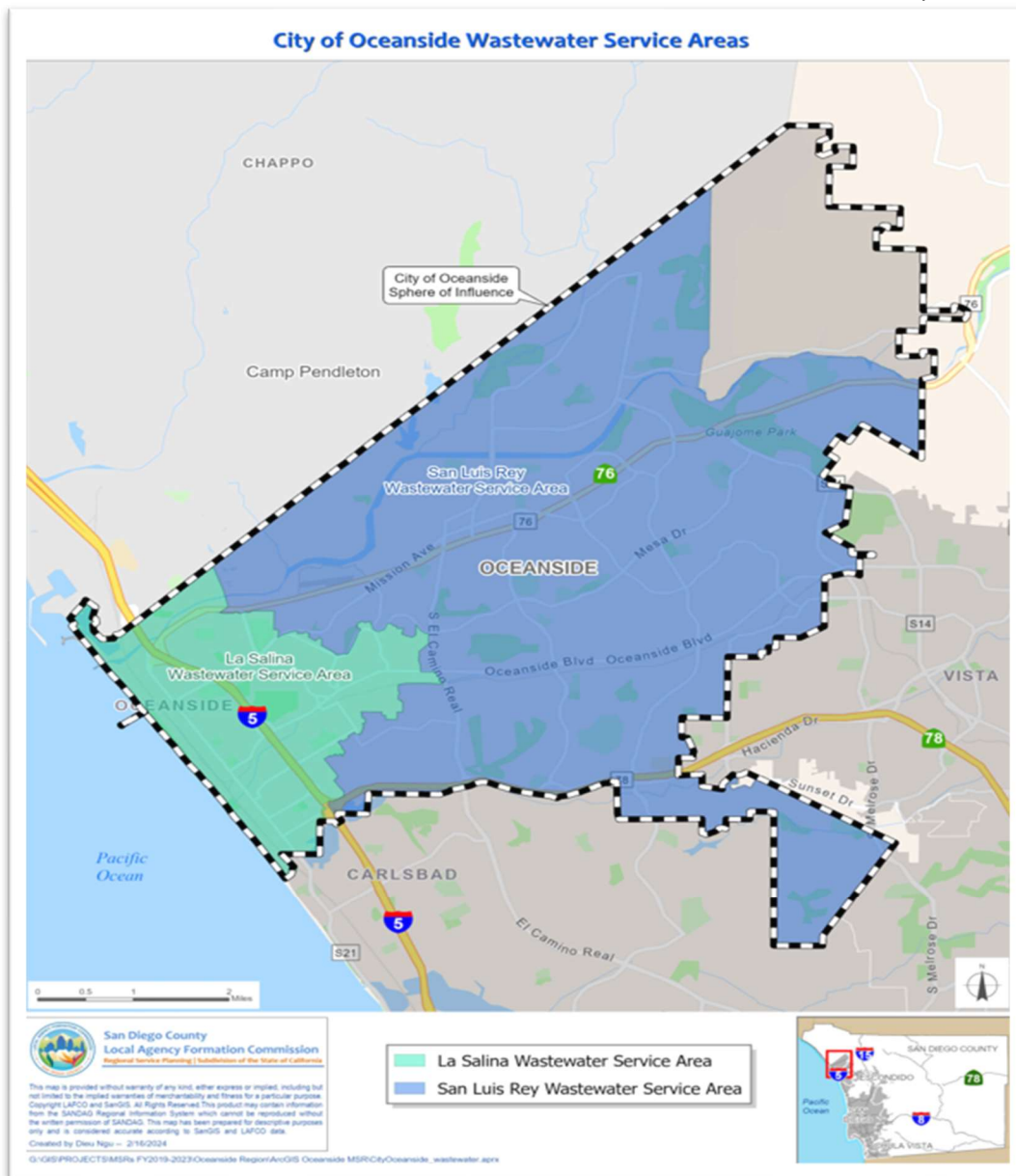
City of Oceanside Wastewater Discharge Capacities Table A 6.2c   Source: Oceanside and SD LAFCO)		
Facility	Discharge Point	Daily Permitted Capacity
Oceanside Ocean Outfall	Pacific Ocean	22.6 million gallons * ... 16.445 million gallons to Oceanside ... 6.155 million gallons to Fallbrook + Pendelton

Actual Demands

With respect to the San Luis Rey service area, the average annual wastewater demands generated during the five years has been approximately 2.9 billion gallons. This macro-overview of Oceanside’s largest service area represents a daily average flow of 7.850 million gallons. Average daily demands have changed by 3.5% during the period. It is estimated the portion of average wastewater flow generated from Rainbow MWD and the City of Vista accounts for 11.5% of the total demand and is divided between 9.5% and 2.0%, respectively

**Overall Demands in the San Luis Rey Service Area on the Rise...**  
 Oceanside’s average daily wastewater flow generated during the reporting period within the San Luis Rey service area has been 7.9 million gallons. The average day flows have increased by 3.5% from the 60-month marker.

Map No. A-2



Supplementary micro measurements of recent wastewater demands for the San Luis Rey service area are summarized below and further reflected in Table A - 6.2d

- Average daily dry-weather wastewater flows over the five years have been 7.790 million gallons. This flow is typically recorded between May and October and assists in measuring household demands entering the collection system. Daily dry-weather flows tallied 7.940 million gallons at the term of the period and reflect a net change of 2.6% from the 60-month marker.

- Average daily wet-weather wastewater flows over the five years have been 7.930 million gallons. This flow is typically recorded between November and April and assists in measuring the amount of inflow and infiltration entering the collection system. Daily wet-weather flows tallied 7.980 million gallons at the term of the period and reflect a net change of 4.3% from the 60-month marker.
- Average daily peak-day wastewater flows over the five years have been 11.9 million gallons. This latter amount produces a peak factor relative to average day demands of 1.5.

City of Oceanside: San Luis Rey Service Area  
 Recent Wastewater Demands  
 Table A- 6.2d | Source: City of Oceanside + SDLAFCO

Year	Average Daily Flows	Average Dry-Weather Flows	Average Wet-Weather Flows	Recorded Peak-Day Flows
2018	7.67	7.69	7.65	13.62
2019	7.83	7.58	8.12	13.45
2020	7.89	7.79	8.0	14.23
2021	7.93	7.98	7.89	9.49
2022	7.94	7.89	7.98	8.91
Average	7.85	7.79	7.93	11.94
Trend	3.5%	2.6%	4.3%	(34.6%)

Notes: all in millions of gallons per day (MGD)

With respect to the La Salina service area, the average annual wastewater demands generated during the five years has been approximately 0.928 billion gallons. This macro-overview of system demands for the smaller of the two service areas represents a daily average flow of 2.542 million gallons. Average daily demands have decreased by (7.3%) during the period.

**Overall Demands in the La Salina Service Area on the Decline...**

Oceanside’s average daily wastewater flow generated during the report period within the La Salina service area has been 2.542 million gallons. The average day flows have decreased by (7.3%) from the 60-month marker.

Supplementary micro measurements of recent wastewater demands for the La Salina service area are summarized below and further reflected in Table A - 6.2e.

- Average daily dry-weather wastewater flows over the five years have been 2.552 million gallons. This flow typically is recorded between May and October and assists in measuring household demands entering the collection system. Daily dry-weather flows tallied 2.540 million gallons at the term of the period and reflect a net change of (9.0%) from the 60-month marker.

- Average daily wet-weather wastewater flows over the five years have been 2.478 million gallons. This flow typically records between November and April and assists in measuring inflow and infiltration entering the collection system. Daily wet-weather flows tallied 2.330 million gallons at the term of the period and reflect a net change of (13.1%) from the 60-month marker.
- Average daily peak-day wastewater flows over the five years have been 4.44 million gallons. This latter amount produces a peak factor relative to average day demands of 1.7.

City of Oceanside: <u>La Salina Service Area</u> Recent Wastewater Demands Table A - 6.2e   Source: City of Oceanside + SDLAFCO				
Year	Average Average Daily Flows	Average Dry-Weather Flows	Average Wet-Weather Flows	Recorded Peak-Day Flows
2018	2.74	2.79	2.68	4.32
2019	2.66	2.66	2.76	5.65
2020	2.41	2.41	2.35	5.67
2021	2.36	2.36	2.27	3.23
2022	2.54	2.54	2.33	3.35
Average Trend	2.542 (7.3%)	2.552 (9.0%)	2.478 (13.1%)	4.44 (22.5%)

Notes: all in millions of gallons per day (MGD)

## Performance Measurements

Oceanside is currently operating with sufficient and excess wastewater capacities within both of its wastewater service areas in accommodating demands generated during the five-year report period under *normal conditions* (emphasis) This statement is substantiated by average day flows over the 60 months equaling 58.1% and 46.2% of the permitted treatment capacities at Oceanside’s San Luis Rey and La Salina WTPs, respectively. The combined average day flows treated at both facilities similarly equals only 63.2% of its retained discharge capacity to the Pacific Ocean via the OOO. Notwithstanding these conclusions, more information on peak-day flows is needed to complete the analysis.

### Room to Grow: Excess Capacity of Two-Fold Available...

Oceanside’s two treatment facilities are both operating with excess capacity of no less than 42% of their permitted allowance under normal conditions based on average flow demands generated during the five-year report period. Similarly, the combined treated flows under normal conditions equals less than one-third of Oceanside’s allocated discharge capacity.

With respect to other performance measurements, the following items are noted.



- A review of the records maintained by the State Water Quality Control Board shows there have been seven violations by Oceanside during the five-year report period involving the mishandling and/or spilling of wastewater with six involving the La Salina WTP system. The largest incident involved the unauthorized release of 0.988 million gallons due to a pump failure off Haymar Road causing spillage into Buena Vista Creek. The last violation during the reporting period occurred on April 10, 2020.
- Capital improvements are guided by a Sewer System Management Plan, which was adopted by the City Council and most recently updated in April 2021.
- Oceanside currently cleans approximately 1,750,000 feet of pipe each year. This amount represents about 72% of the current collection system and means the entire collection system is on pace to be cleaned every two-and-a-half years.
- Based on the current demand-to-capacity relationship established during the reporting period, Oceanside has available wastewater infrastructure to accommodate up to 34,223 *additional* households or equivalent dwelling units (*emphasis added*) within its two service areas. This translates to a total wastewater system buildout population estimate of 0.276 million.<sup>28</sup>

### 6.3 Integrated Fire Protection, Emergency Medical, + Ambulance Services

Oceanside established formal fire protection service in 1929 and in doing so replacing an all-volunteer company that emerged following the City's incorporation in 1888. By the late 1930s, Oceanside had opened its first dedicated fire station at the corner of Nevada Street and Pier View Way as well as hired its first full-time firefighters. This one station singularly served Oceanside until a second station was opened in 1953 followed by a third in 1963. (A total of five additional fire stations were added by Oceanside with the eastward expansion with the last - eighth - opening in 2012.) Oceanside proceeded to establish and integrate ambulance and emergency medical functions in 1971 all under its Fire Department with the latter evolving to paramedic services by the end of the same decade.

#### **Fire Protection et al. Accounts for 14% of Oceanside's Total Staffing...**

Oceanside's integrated fire protection, emergency medical, and ambulance functions are categorized by LAFCO as structural, paramedic - advanced life support (ALS), and direct, respectively. Budgeted staffing at the end of the reporting period covering these integrated functions equals 136.0 full-time equivalent positions.

<sup>28</sup> Buildout of wastewater system assumes a per capita daily demand of 59.9 gallons with 2.95 persons per home.

LAFCO categorizes Oceanside’s fire protection function as structural with three ancillary subclasses: prevention; hazardous materials; and lifeguard. Ambulance and emergency medical functions are separately categorized by LAFCO as direct and paramedic-advanced life support, respectively. A description of the integrated function’s - and its classes - capacities, demands, and performances follow.

Resources + Current Capacities

Oceanside’s integrated fire protection, emergency medical, and ambulance functions’ resources are predominately supported by the City General Fund and marked by covering 98.0% of actual expenses during the five-year report period. (This includes all-purpose monies collected by Measure X.<sup>29</sup>) The remainder of the funding resources are tied to service charges (ambulance), donations, and grant monies. Close to four-fifths - or 78.3% - of all actual expenses during the reporting period have covered labor costs and marked by funding 129.4 full-time equivalent employees in 2021-2022. The integrated functions account overall for 18.8% of all City General Fund monies expended by Oceanside over the preceding 60-month period. See Table A - 6.3a for additional details.

**Resource Equivalency Need on the General Fund is \$206 Per Capita...**

Oceanside’s General Fund monies have covered 98% of the integrated fire protection, emergency medical, and ambulance functions’ actual expenses during the five-year report period. The total per capita General Fund expense at the end of the report period totals \$206.

City of Oceanside Integrated Fire Protection, Emergency Medical + Ambulance Functions Five Year Report Period: FY18 to FY22 Table A - 6.3a   Source: City of Oceanside + SD LAFCO	
Categories	All Functions and Classes
Actual Total Expenses	
... Average Annual	\$34.184 million
... Overall Trend	21.8%
Actual General Fund Expenses	
... Average Annual	\$33.485 million
... Overall Trend	14.6%
Average Annual Actuals Covered by General Fund	98.0%
Average Annual Portion of General Fund	18.4%
Per Capita - General Fund Expenses in FY22	\$206.17

<sup>29</sup> Measure X is a voter-approved ½ cent sales tax with revenues used to enhance public safety, improve road conditions, bolster public infrastructure, and aid in homelessness. All Measure X expenditures are reviewed by a Citizen Oversight Committee. Measure X is presently set to sunset in April 2026.

In concert with available funding, Oceanside’s integrated fire protection, emergency medical, and ambulance functions are primarily dependent on human resources through its own staffing arrangements and marked by a memorandum of understanding - or MOU - with the Oceanside Firefighters’ Association. The current MOU specifies an average 56-hour work week - otherwise known as a traditional “Kelly” schedule - for all fire suppression personnel. This means suppression personnel (firefighters) work a 24-hour shift followed by 24 hours, alternating for 8 days and followed by either 4 or 6 consecutive full days off resulting in an average of 8 working days in a 24-day work cycle. The entry annual pay for a first-year firefighter/paramedic at Oceanside under the MOU is \$81,804.

Overall budgeted staffing at the end of the reporting period tallies 136.0 full-time equivalent employees and represents a change of 17 positions - or 14.3% - over the prior 60 months. Staffing is divided between public safety and non-public safety with the former consisting of both dual-role (cross-trained firefighters-paramedics) and single-role (emergency medical technicians) personnel. Total public safety personnel budgeted at the end of the reporting period equals 127.0 with the remaining amount - 9.0 positions - involving non-public safety. Additional details are in Table A - 6.3b.

City of Oceanside Budgeted Staffing - Fire, Emergency Medical + Ambulance Table 6.3b   Source: City of Oceanside				
Category	FY 2018	FY 2022	Average	Trend
Public Safety: Dual Role (Firefighters + Paramedics)	111	112	111.5	0.9%
Public Safety Single Role (Emergency Medical Techs)	0	15	7	100%
Non-Public Safety	8	9	8.5	12.5%
<b>Total</b>	<b>119</b>	<b>136</b>	<b>127</b>	<b>14.3%</b>
<b>Per 1,000 Residents *</b>	<b>.68</b>	<b>.80</b>	<b>.73</b>	<b>17.6%</b>

Oceanside’s current Fire Chief - David Parsons - has served in the position since the end of the reporting period in 2022 and oversees three divisions: administration; operations; and community risk reduction. Operations serve as the largest division and allocated 94% of all budgeted personnel through the end of the period. Actual services are delivered out of eight fire stations in concert with contract dispatch and data services from North County Dispatch JPA. (Administration operates out of City Hall.) Oceanside’s adopted minimum staffing standard for fire engines and trucks is three. The minimum staffing standard for ambulances is two. Current station details follow and are shown in Map No. A-3.

- **Station No. 1** is located in downtown Oceanside at 714 Pier View Way west of Interstate 5. It was built in 1929. Station No. 1 typically responds to the highest number of dispatched calls averaging 9.2 incidents daily. This average represents 19.3% of the daily total demand during the report period. Oceanside assigns five public safety personnel every 24 hours.<sup>30</sup>
- **Station No. 2** is located in southern Oceanside at 1740 South Ditmar Street west of Interstate 5. It was built in 1952. Station 2 typically responds to the second-fewest number of dispatched calls averaging 3.7 incidents daily. This amount represents 7.8% of the daily total demand during the report period. Oceanside assigns three public safety personnel every 24 hours.<sup>31</sup>
- **Station No. 3** is located in the El Corazon neighborhood in central Oceanside at 3101 Oceanside Boulevard east of Interstate 5. It was built in 1962 and rehabilitated in 2021 following a fire that damaged most of the interior living space. Station No. 3 typically responds to the third-most dispatched calls averaging 7.0 incidents daily. This amount represents 14.7% of the daily total demands during the reporting period. Oceanside assigns seven public safety personnel every 24 hours.<sup>32</sup>
- **Station No. 4** is located near Tri-City Medical Center in southern Oceanside at 3990 Lake Boulevard south of Highway 78. It was built in 1990. Station No. 4 typically responds to the second-most dispatched calls averaging 7.3 incidents daily. This amount represents 15.3% of the daily total demands during the period. Oceanside assigns five public safety personnel every 24 hours.<sup>33</sup>
- **Station No. 5** is located in the San Luis Rey neighborhood in north Oceanside at 4841 North River Road north of Highway 76. It was built in 1973. Station 5 responds to the fifth-most dispatched calls averaging 5.8 incidents daily. This amount represents 12.2% of the daily total demands during the period. Oceanside assigns three public safety personnel every 24 hours.<sup>34</sup>

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<sup>30</sup> Station No. 1 operates a Type 1 paramedic engine and a paramedic ambulance and is staffed with a captain, engineer, two firefighter-paramedics, and a single-role EMT.

<sup>31</sup> Station No. 2 operates a Type 1 paramedic engine and is staffed with a captain, engineer, and one firefighter-paramedic.

<sup>32</sup> Station No. 3 operates a Type 1 paramedic engine, a paramedic ambulance, and a basic life support EMT ambulance and is staffed with a captain, engineer, two firefighter-paramedics, and three single-role EMTs.

<sup>33</sup> Station No. 4 operates a Type 1 paramedic engine, a paramedic ambulance, and cross-staffs a Type 3 brush fire engine with a captain, engineer, two firefighter-paramedics, and a single-role EMT.

<sup>34</sup> Station No. 5 operates a Type 1 paramedic engine and is staffed with a captain, engineer, and one firefighter-paramedic.

- Station No. 6** is located near Guajome Park at 895 North Santa Fe south of Highway 76. It was built in 1996. Station No. 6 typically responds to the fewest number of dispatched calls averaging 3.6 incidents daily. This amount represents 7.7% of the daily total demands during the reporting period. Oceanside assigns five public safety personnel every 24 hours.<sup>35</sup>
- Station No. 7** is located near the Oceanside Municipal Airport at 3350 Mission Avenue in central Oceanside south of Highway 76. It was built in 2007. Station No. 7 responds to the fourth-most number of dispatched calls averaging 5.9 incidents daily. This amount represents 12.3% of the daily total demands during the period. Oceanside assigns 10 public safety personnel every 24 hours.<sup>36</sup>
- Station No. 8** is located near Mira Costa College at 1935 Avenida Del Oro in eastern Oceanside. The building is leased and used as Station No. 8 since 2012. Station No. 8 has the sixth-most number of dispatched calls averaging 5.1 incidents daily. This amount represents 10.8% of the daily total demands during the reporting period. Oceanside assigns three public safety personnel every 24 hours.<sup>37</sup>

Specific to the placement of ambulance resources, Oceanside operates four ALS ambulances and two BLS ambulances on a 24-hour basis. ALS ambulances are staffed with a firefighter/paramedic and a single-role EMT. Each BLS ambulances are staffed with two single-role EMTs. Ambulance services are delivered out of Stations 1, 3, 4, 6, and 7. Overall resource assignments are shown in Table A - 6.3b.

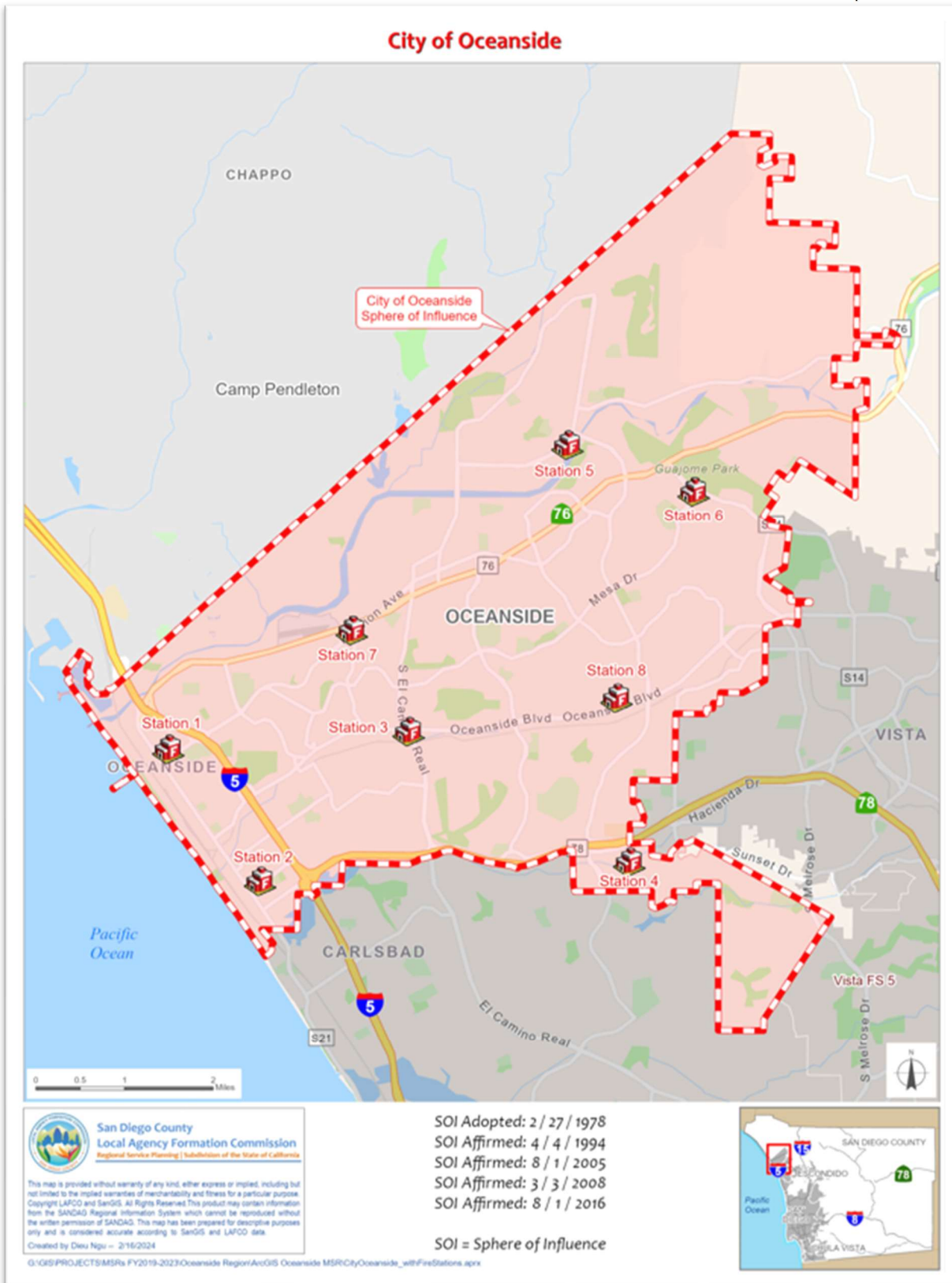
City of Oceanside: Fire Stations' Assignments as of FY2022 Table A - 6.3b   Source: Oceanside									
Station	No. 1	No. 2	No. 3	No. 4	No. 5	No. 6	No. 7	No. 8	Total
24 hr. Staffing	5	3	7	5	3	5	10	3	41
Fire Engines	1	1	1	1	1	1	1	1	8
Ambulances	1	0	2	1	0	1	1	0	6
Brush Engines	0	0	0	1	0	1	1	0	3
Truck Company	0	0	0	0	0	0	1	0	1
Command Vehicles	0	0	0	0	0	0	1	0	1
Other Vehicles	0	0	1	0	0	0	12	0	13

<sup>35</sup> Station No. 6 operates a Type 1 paramedic engine, a paramedic ambulance, and cross-staffs a Type 3 brush fire engine with a captain, engineer, two firefighter paramedics, and one single-role EMT.

<sup>36</sup> Station No. 7 operates a Shift Battalion Chief, a Type-1 paramedic engine, a Truck company, a basic life support EMT ambulance, and cross-staffs a Type 3 brush fire engine and is staffed with a battalion chief, 2 captains, 2 engineers, 3 firefighter-paramedics, and two single-role EMTs.

<sup>37</sup> Station No. 8 operates a Type 1 paramedic engine and is staffed with a captain, engineer, and one firefighter-paramedic.

Map No. A-3



Oceanside supplements its own fire protection, emergency medical, and ambulance resources by maintaining reciprocal automatic aid agreements with surrounding jurisdictions.<sup>38</sup> Most notably, Oceanside is a signatory to the San Diego North Zone Auto Aid Agreement along with Marine Corps Base Camp Pendleton, North County and Valley Center FPDs, and Cities of Vista, Carlsbad, Encinitas, Del Mar, Solana Beach, San Marcos, and Escondido. All agencies under the North Zone Auto Aid Agreement deploy resources based on which unit is closest or upon request, including processing time. Additional details on the volume of automatic aid agreement transactions are provided in the proceeding section on demands.

Oceanside's lifeguard service - which is subclass under the fire protection function - covers 3.7 miles of beach from Oceanside Harbor to South Oceanside. Actual services are administered from the lifeguard headquarters at the base of Oceanside Pier, which operates seven days a week throughout the year.

### Actual Demands

Overall service demands for Oceanside's integrated fire protection, emergency medical, and ambulance functions during the five-year report period are headlined by receiving an annual average of 18,509 dispatched calls - which equals 50.0 daily. Approximately 8% of all dispatched calls assigned to Oceanside were canceled and results in onsite arrivals averaging 17,035 annually or 46.7 daily. Overall, annual onsite incident demands increased during the 60 months with an overall change of 17.7%. The peak demand was recorded in 2022 with an average onsite response of 52.3 incidents daily.

#### **Demands are Rising...**

Oceanside's actual onsite demands during the reporting period have increased by 18% from 44 to 47 per day; this latter tally equals one onsite response every 30 minutes.

A breakdown of actual onsite arrivals shows Oceanside responded exclusively to 81.9% of all fire protection and emergency medical incidents during the reporting period within its jurisdictional boundary.<sup>39</sup> Table A - 6.3c summarizes annual calls and onsite arrivals - including agency responders - as well as trends during the period.

<sup>38</sup> Automatic aid is particularly valuable in responding to larger incidents where multiple fire units and/or specialized rescue and fire suppression equipment are needed, as well as handling calls that cross jurisdictional boundaries, where units from an adjoining jurisdiction are the closest, most appropriate resource. Measuring automatic aid response includes identifying the percentage of an agency's total call volume where an outside agency was dispatched and determining the type of service the outside agency provided.

<sup>39</sup> With data provided from several dispatch agencies, unable to differentiate between auto aid responses with one Escondido resource arriving at scene against those handled exclusively by auto aid resources.

City of Oceanside Fire Protection and EMS Demands Table A - 6.3c   Source: City of Oceanside + SDLAFCO							
Category	FY2018	FY2019	FY2020	FY2021	FY2022	Average	Trend
Total Dispatched Incidents	17,779	17,474	17,738	18,778	20,776	18,509	16.86%
Total Cancelled Calls	1,562	1,292	1,343	1,482	1,690	1,474	8.19%
Total Onsite Responses	16,217	16,182	16,395	17,296	19,086	17,035	17.69%
... Average Daily Responses	44.4	44.3	44.9	47.4	52.3	46.7	17.69%
... Responded by Oceanside	13,560	13,531	13,372	13,940	15,373	13,955	13.37%
... Responded by Oceanside + Others	1,790	1,779	2,042	2,352	2,551	2,103	42.51%
... Responded by Other Only	867	873	981	1,005	1,163	978	34.14%
... % Automatic Aid Received	21.05%	21.37%	23.31%	24.77%	25.72%	23.24%	22.19%
... % Automatic Aid Provided	17.84%	16.73%	16.55%	15.88%	16.46%	16.69%	-7.74%

As shown above, almost one-fifth of all onsite incidents within Oceanside during the reporting period necessitated auto-aid from one or more outside agencies. This dependency on auto-aid also increased during the 60 months by 22.19%. Comparatively, Oceanside provided an amount of auto-aid equal to 16.7% of all assigned incidents and represents a (7.74%) change over the span of the reporting period.

**Increasing Auto-Aid Benefits...**

Oceanside's auto-aid demands has benefited the City over the report period with nearly a 40% difference in the overall average between receiving auto-aid versus providing auto-aid.

With respect to the overall portion of demands necessitating transport to area hospitals, and as detailed in Table A - 6.3d, Oceanside averaged 9,411 ambulance trips per year during the reporting period. This amount produces a daily average of 25.8 ambulance trips with an overall change of just over one-seventh or - 14.9%. More than four-fifths - or 85.1% - of all ambulance transports were in Oceanside's jurisdictional boundary. The trend of ambulance demands in the jurisdictional boundary has relatedly increased by one-sixth or 16.9%.

**Calls Resulting in Ambulance Trips Also on the Rise...**

Actual onsite demands for ambulance transport in Oceanside have averaged 25.8 daily during the reporting period with an overall change of 14.9%.

City of Oceanside: Ambulance Transport Demands Only Table A - 6.3d   Source: City of Oceanside + SDLAFCO							
Category	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	Average	Trend
Total Dispatched Incidents	14,953	14,602	14,251	15,048	16,909	15,153	13.08%
Total Cancelled Calls	5,819	5,736	5,016	5,722	6,414	5,741	10.23%
Total Onsite Incidents	9,134	8,866	9,235	9,326	10,495	9,411	14.90%
... within Oceanside	7,643	7,445	7,936	8,103	8,936	8,013	16.92%
... outside Oceanside	1,491	1,421	1,299	1,223	1,562	1,399	4.76%



Oceanside’s lifeguards provide comprehensive services necessitating emergency response, code enforcement, and public education. Oceanside averaged just over 4 million beach visits annually over the five-year report period with an average annual demand of 1,953 rescues. Drownings have increased by 100% over the reporting period - with an average of 1 per year - although have all been unguarded, meaning that no lifeguard was present in the swimming area at the time of drowning. Enforcement actions - ranging from corrective action for minor infractions to arrest for more serious offenses - have decreased by 5.9%. (See Table A - 6.3e.)

City of Oceanside Lifeguard Service Demands Only Table A - 6.3e   Source: United States Lifesaving Association + SD LAFCO							
Category	FY2018	FY2019	FY2020	FY2021	FY2022	Average	Trend
Beach Attendance (est.)	4,744,673	4,346,048	4,184,423	3,671,203	3,078,624	4,004,994	-35.1%
Water Rescues	2,500	1,921	1,601	1,552	2,190	1,953	-12.4%
Preventative Actions	111,515	80,096	91,496	71,734	22,164	75,401	-80.1%
Medical Aids	4,229	3,315	3,431	1,909	1,886	2,954	-55.4%
Boat Rescues	20	19	16	10	39	21	95.0%
Drowning Fatalities	0	2	1	2	0	1	100%
- Unguarded	0	2	1	2	0	1	100%
- Guarded	0	0	0	0	0	0	0%
Enforcement	81,864	56,473	96,792	68,681	86,690	78,100	5.9%

### Performance Measurements

Oceanside’s capacities as measured by staffing and equipment appear sufficiently sized to readily accommodate existing demands within its jurisdictional boundary through the timeframe of this report. This sufficiency is quantified and highlighted with Oceanside having the resources to respond exclusively to more than four-fifths - or 81.9% - of all onsite incidents within its jurisdictional boundary during the five-year reporting period. This self-sufficiency has also shown resiliency given the ability to concurrently absorb an 18% increase in actual onsite demands over the reporting period from an average of 44 to 47 each day; the latter equaling attending one onsite response every 30 minutes.

**Sufficient + Resilient Capacities...**  
Key measurements generated over the five-year report period show Oceanside has established sufficient resources to meet current and near-term demands and is headlined by being able to exclusively respond to more than four-fifths of all onsite incidents.

Other key performance measurements drawn from the report period follow:

- Oceanside's most recent evaluation of structural fire protection capabilities from the Insurance Services Office (ISO) was completed in 2020 and resulted in a Class 2/2x designation, which represents the second-highest available rating.
- As noted in Table A - 6.3d, and consistent with earlier trends, demand for ambulance services increased by 16.9% during the report period. Oceanside has proactively aligned resources to accommodate the increasing demand for ambulance services by successfully sponsoring Measure X in 2018, which was approved by voters and applies a seven-year ½ cent sales tax beginning in 2019 with proceeds directly augmenting ambulance staffing by funding 15 new public safety EMTs. Oceanside has also drawn on Measure X monies to increase the number of ambulances daily from four to six beginning in 2019.<sup>40</sup>
- As noted in Table A - 6.3c, during the five-year measurement period, automatic aid received by Oceanside increased by 22.2% while automatic aid given by Oceanside decreased by (7.7%). Oceanside has begun to address the imbalance by availing its EMT ambulance to automatic aid beginning in 2023.

## 6.4 Parks and Recreation Services

The City of Oceanside's parks and recreation service function dates to the time of incorporation in 1888 with an initial focus on providing beach-related amenities beginning with clearing the shoreline from disregarded pier materials for general public benefit. This function has evolved to include a traditional parks network divided between neighborhood and community sites along with an increasing emphasis on providing open space and trails.

The function is divided by LAFCO into three overlapping classes - aquatics, parks and open space, and community recreation - and managed through Oceanside's Park and Recreation Department. (The Parks and Recreation Department was reorganized as a standalone City department beginning in 2021 and underlies the reason for the abbreviated report period applied to this

### **Parks and Recreation Accounts for 2% of Oceanside's Total Staffing...**

Oceanside's park and recreation function is divided into three overlapping classes for purposes of this report: (a) aquatics; (b) parks and open space; and (c) community recreation. Budgeted staffing at the end of the report period covering all three classes equals 21.2 fulltime equivalent positions.

<sup>40</sup> A component of this program included the evaluation of call triage and priority medical dispatch, wherein 9-1-1 calls were evaluated at the dispatch level based on medically approved screening criteria, and resources were then dispatched based on the level of call acuity. Widely recognized for improving efficiency in resource utilization, this medical priority dispatch system (MPDS) has since been adopted on a Zone-wide basis within the San Diego County North Zone Operational Area. MPDS has been in existence for some time within the City of San Diego and County-wide adoption of policies for implementing such practices is forthcoming.

function.) A description of the parks and recreation service function’s capacities, demands, and performances within these three classes follows.

Resources, Current Capacities + Demands

Resources for Oceanside’s parks and recreation function and its three overlapping classes are primarily supported by the City General Fund and marked by covering more than nine-tenths of actual expenses during the abbreviated two-year report period. (Information covering the first three years of the report period is not readily available due to the internal reorganization of the Parks and Recreation Department as a stand-alone department beginning in 2021.) The remainder of the funding resources are primarily tied to service charges, donations, and grant monies. The three classes overall account for 2.4% of all City General Fund monies expended by Oceanside over the preceding 24-month period. Close to three-fifths - or 56.4% - of actual expenses spanning all three classes have covered labor costs and marked by funding 21.2 full-time equivalent employees and another 152 extra-help personnel (lifeguards, camp counselors, etc.) at the end of the reporting period. (See Table A - 6.4a.)

**Resource Equivalency on the Oceanside General Fund is \$32 Per Capita...**

General Fund monies have covered 95% of the City of Oceanside’s park and recreation function expenses over the abbreviated report period (FY21 to FY22). The total per capita General Fund expense at the end of the report period totals \$32.

City of Oceanside Parks + Recreation Function + Associated Classes Abbreviated Report Period: FY21 to FY22 Table A - 6.4a   Source: City of Oceanside + SD LAFCO	
Categories	(a) Aquatics, (b) Parks and Open Space, and (c) Community Recreation
Actual Total Expenses	
... Average Annual	\$5.142 million
... Overall Trend	49.2%
Actual General Fund Expenses	
... Average Annual	\$4.864 million
... Overall Trend	37.7%
Average Annual Actuals Covered by General Fund	94.6%
Average Annual Portion of General Fund	2.40%
Per Capita - General Fund Expenses in FY22	\$32.27

Specific capacities and resources available within each of the function’s three classes follow along with summaries of recent demands.

Aquatics Class:

Oceanside began providing aquatic class activities in the 1950s with the opening of the first of three municipal swimming pools. The original facility - Brooks Swim Center - is located in north-western Oceanside and comprises a seven-lane outdoor heated pool that extends approximately 100 feet in length. A second facility - Marshall Swim Center - was added in the early 1960s in southwestern Oceanside. It comprises a six-lane outdoor heated pool that extends approximately 75 feet in length. The third facility - William Wagner Aquatic Center - was added in 2021 in central Oceanside. It includes multiple outdoor pools and is headlined by an approximate 164-foot pool (olympic size) used for school and regional competitions. All three aquatic facilities are accessible to the public via an entrance fee ranging from \$3 to \$5. Annual memberships are also available at \$350 (individual) to \$500 (family).

City of Oceanside Parks + Recreation Function: <u>Aquatic Class</u> Table A - 6.4b   Source: City of Oceanside						
Site	Location	Pools	Lanes	Restrooms	Lockers	Built
Brooks Swim Center	130 Brooks Street	1	7	Yes	No	1950s
Marshall Swim Center	1404 Marshall Street	1	6	Yes	No	1960s
Wagner Aquatic Center	3306 Senior Center Drive	2	30	Yes	Yes	2020s

With respect to actual service demands, and as reflected in Table A - 6.4c, the average number of swim classes annually offered by Oceanside during the five-year report period has been 299. This amount generates a per capita ratio of 1.7 rentals for every 1,000 residents.<sup>41</sup> The average annual class offering adjusts upward to 375 - or 2.1 classes for every 1,000 residents - less pandemic-associated closures in FY2020 and FY2021. Annual class offerings overall have increased during the report period by three-fifths from 287 in FY2018 to 488 in FY2022 and largely attributed to the opening of the Wagner Aquatic Center. The total annual class participation nearly doubled during the reporting period and in doing so outpaced the expanded class offerings with the average number of participants increasing for every class from 5.4 to 6.2.

<sup>41</sup> LAFCO estimates the five-year average population within the City of Oceanside at 172,962.

City of Oceanside: Parks + Recreation Function: Aquatics Class Demands						
Table A - 6.4c   Source: City of Oceanside + SDLAFCO						
Category	2018	2019	2020	2021	2022	Average Trend
Swim Class Offerings	287	349	170	199	488	299 70.0%
Swim Class Participants	1,542	1,710	917	1,278	3,029	1,695 96.4%
...Average Participants Per Class	5.4	4.9	5.4	6.4	6.2	5.7 15.5%

Parks and Open Space Class:

Oceanside began providing general park and open space class activities immediately upon incorporation in 1888 with the ongoing maintenance and improvement of the municipal beaches forming its shoreline against the Pacific Ocean. Oceanside expanded this class in the late 1920s with the development of the City’s first of eventually 16 community parks, Parnassus Circle - which was later renamed Buddy Todd Park. The other community parks were subsequently developed over the next 100 years with the most recent addition involving the first of several planned phases of El Corazon Park beginning in 2022. Oceanside also maintains 16 neighborhood parks that have been largely developed incrementally as part of individual subdivision approvals starting in the 1970s. In all, and as shown in Table A - 6.4d, Oceanside maintains 12 beaches and 32 parks ( community and neighborhood) that collectively total 425.7acres at the end of the reporting period with 78.0 acres - or 18.3% - added during the 60 months.

City of Oceanside Parks + Recreation Function: Parks + Open Space Class.(General Uses)							
Table A - 6.4d   Source: City of Oceanside + SDLAFCO							
Beach Site	Acres	Free Parking	Paid Parking	VB Courts	BBQ Grills	Restrooms	
Harbor Beach	20.9	Yes	Yes	Yes	Yes	Yes	
San Luis Rey Beach	2.0	Yes	Yes	No	No	No	
Tyson Street Beach	2.5	No	Yes	No	No	Yes	
Buccaneer Beach	0.5	Yes	No	No	No	Yes	
Wisconsin Street Beach	0.1	Yes	Yes	No	No	Yes	
Oceanside Blvd Beach	0.1	Yes	No	No	No	No	
Breakwater Beach	5.8	No	Yes	Yes	Yes	Yes	
Pier View South	2.2	No	Yes	No	Yes	Yes	
Pier View North	4.1	No	Yes	Yes	No	Yes	
The Rock Beach	0.2	Yes	No	No	No	No	
Cassidy Street Beach	0.1	Yes	No	No	No	No	
S Cassidy Street Beach	0.1	Yes	No	No	No	No	
Buddy Todd Park	19.0	Community	Yes	No	Yes	Yes	
Capistrano Park	14.0	Community	Yes	Yes	Yes	Yes	
El Corazon Park	78.0	Community	No	No	Yes	Yes	
Joe Sepulveda Park	19.0	Community	Yes	Yes	No	No	

John Landes Park	10.9	Community	Yes	Yes	Yes	Yes
Libby Lake Park	27.6	Community	No	No	No	No
Luiseno Park	10.0	Community	No	No	Yes	Yes
Buchanan Park	29.0	Community	No	No	Yes	Yes
Marshall Park	4.0	Community	No	No	Yes	Yes
MLK Jr. Park	15.0	Community	No	Yes	Yes	Yes
Oak Riparian Park	26.7	Community	No	Yes	Yes	Yes
Jim Wood Park	16.5	Community	No	No	Yes	Yes
Ron Ortega Park	15.3	Community	No	Yes	No	Yes
Joe Balderrama Park	3.9	Community	Yes	No	Yes	Yes
Melba Bishop Park	17.6	Community	Yes	Yes	Yes	Yes
Linear Park	12.0	Community	n/a	n/a	n/a	n/a
Alamosa Park	7.0	Neighborhood	No	No	Yes	Yes
Buccaneer Park	6.4	Neighborhood	Yes	No	Yes	Yes
Cesar Chavez Park	0.1	Neighborhood	Yes	No	No	No
Fireside Park	4.0	Neighborhood	Yes	Yes	Yes	Yes
Heritage Park	4.0	Neighborhood	No	No	No	Yes
Ivey Ranch Park	11.1	Neighborhood	No	No	No	No
Carrasco Park	3.4	Neighborhood	No	No	Yes	No
Lake Park	10.0	Neighborhood	No	Yes	No	Yes
Lion's Club Park	0.5	Neighborhood	No	No	Yes	No
Marlando Park	6.0	Neighborhood	No	No	Yes	No
Palisades Park	6.4	Neighborhood	No	Yes	Yes	No
Oceanside Park	4.0	Neighborhood	No	Yes	Yes	No
Spring Creek Park	3.0	Neighborhood	No	No	Yes	No
Strand Beach Park	0.6	Neighborhood	No	No	No	No
Tyson Street Park	1.6	Neighborhood	No	No	Yes	Yes
Women's Club Park	0.5	Neighborhood	No	No	No	No
<b>Acreage Totals:</b>	<b>425.7</b>					

In addition to the 44 general-use parks and open space resources summarized above, Oceanside also offers specialty sports parks dedicated to golf, skateboarding, and biking. Oceanside’s two municipal golf courses - Oceanside (1972) and Goat Hill (1952) - are both 18-holes and collectively add another 219.5 acres of publicly accessible park/recreation acres - albeit through user fees. Oceanside’s lone dedicated skatepark - Prince Memorial - was opened in 2013 and is approximately 0.5 acres in size. Oceanside also operates five other skateboard facilities - Landes, Libby, Lake, MLK, and Melba Bishop - that have been added to existing park sites between 2003 and 2008. Oceanside’s San Luis Rey River Trail separately provides bicyclists 18 miles (round-trip) of paved trails along the San Luis Rey River and is free of any stop signs or signals.

With respect to actual service demands, and as reflected in Table A - 6.4e, the average annual rentals for Oceanside’s baseball/softball fields (diamonds) - which historically generate the most rentals among the City’s parks and open space class - during the five-year report period has been 36. This amount generates a per capita ratio of 0.21

rentals for every 1,000 residents. The average annual diamond rental total adjusts upward to 49 - or 0.29 rentals for every 1,000 residents - less pandemic-associated closures in FY2020 and FY2021. Overall, diamond rentals for Oceanside have decreased during the report period by two-fifths from 58 in FY2018 to 34 in FY2022. Conversely, rental demands for both multi-use fields (soccer, etc.) and tennis courts have increased during the report period with the former becoming the largest rental source within Oceanside’s parks and open-space class during the final year in FY2022.

City of Oceanside: Parks + Recreation Function: Parks + Open Space Class Demands							
Table A - 6.4e   Source: City of Oceanside + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Diamond Field Rentals	58	56	27	6	34	36.2	(41.4%)
Multi-Use Field Rentals	38	49	28	6	45	33.2	18.4%
Tennis - Pickleball Court Rentals	9	12	18	2	19	12.0	111.1%
Roller Hockey Rink Rentals	25	16	4	1	15	12.2	(40.0%)

- \* Oceanside notes that decreases in rentals do not necessarily mean decreases in actual uses given a single rental can cover one field’s usage for the entire day (e.g., youth leagues, etc.). Nonetheless, and assuming this potentiality has existed throughout the reporting period, LAFCO believes rental volume remains a constructive measurement in quantifying demand.

Community Recreation Class:

Oceanside’s community recreation class activities began in the late 1910s with the original construction of the Oceanside Pier Amphitheater to accommodate civic and performance arts ranging from outdoor ceremonies to local theatre and movies. Oceanside expanded the class activities beginning in the 1950s to include the first of four community centers with the opening of the City’s first multi-use gymnasium - now the Junior Seau Community Center - next to the Pier Amphitheater. Oceanside’s other three community centers - Landes, Balderrama, and Melba - subsequently opened between 1963 and 1974 with the latter providing the City’s second multi-use gymnasium. Oceanside also established the first of two senior-oriented facilities in the early 1990s with the opening of the Country Club Senior Center. A second senior center - El Corazon - opened in 2009. Residents 65 years of age or older can receive transportation to and from the senior centers through the *Go Oceanside* program. A full listing of community recreation class facilities follows in Table A - 6.4f.

City of Oceanside  
 Parks + Recreation Function: Community Recreation Class  
 Table A - 6.4f | Source: City of Oceanside

Site	Type	Acres	Primary Use	Restrooms	Built
Pier Amphitheater	Performance Arts	1.0	Amphitheater	Yes	1910s
Junior Seau Center	Community Center	1.0	Gymnasium	Yes	1950s
Landes *	Community Center	10.9	After School Program	Yes	1960s
Balderrama *	Community Center	3.9	Community Auditorium	Yes	1970s
Melba *	Community Center	17.6	Gymnasium	Yes	1970s
Country Club	Senior Center	3.0	Daily Lunch	Yes	1990s
El Corazon *	Senior Center	78.0	Wellness	Yes	2009

\* Acre amounts include adjacent parklands

Specific demands associated with the community recreation class have not been developed at the time of the draft report’s publication.

Performance Measurements

The City of Oceanside’s park and recreation function and its three service classes continue to evolve and expand - albeit not necessarily uniformly - in line with community needs. The aquatics and parks and open space classes experienced substantive capacity expansions during the five-year report period via the completion of two planned capital improvements further cementing the El Corazon complex in mid-city Oceanside as a local and regional recreational hub. The William Wagner Aquatics Center opened in 2021 after a three-year construction effort and effectively two-folded Oceanside’s previous aquatic class capacity by doubling the number of public swimming pools and lanes available to the community. The community responded affirmatively with swim class offerings and swim class participants increasing during the reporting period by 70 and 96%, respectively. Separately, the first of several planned phases of the El Corazon Community Park came online in 2022. It involves 78.0 acres and singularly has expanded Oceanside’s previous park and open space class capacity by 18%. No capacity expansions involving the third and final class - community recreation - were added during the reporting period although existing programs at the two senior centers continue to adjust resources with needs. Examples include starting and expanding a senior nutrition program and establishing senior art (“zine”) classes through the General Fund over the reporting period.

With regards to other material performance measurements:



- Oceanside's 425.7.6 acres of parkland acreage at the end of the reporting period translates to 2.4 acres for every 1,000 residents. This ratio is more than one-fifth - or the equivalent of 110.3 acres - below the minimum municipality standard in State law of 3.0 acres of parkland for every 1,000 residents.
- The Oceanside General Plan establishes a policy directing the City to "strive" to achieve 5.0 acres of parkland acreage for every 1,000 residents (Community Facilities Element, Parks and Recreation Policy No. 1.3). Oceanside's parkland acreage of 425.7 at the end of the reporting period falls more than one-half - or the equivalent of 447.4 acres - below the City's adopted policy goal.
- Oceanside maintains memorandums of understanding with local schools (public and private) to make available to the public an additional 115 acres of parkland acreage via nearly two dozen sites in the City. These agreements - pertinently - bridge the existing gap under the Quimby Act and raise Oceanside's parkland ratio to 3.0 acres for every 1,000 residents. These agreements separately close the gap by one-fifth under the Oceanside General Plan from 447.5 to 332.4 acres.

## 6.5 Community Development

The City of Oceanside's community development service function is most closely tied to implementing the City General Plan and blueprint role therein to concurrently shape the physical footprint as well as quality of life within the jurisdictional boundary. This function spans two Oceanside departments - Development Services and Housing and Neighborhood - and is collectively divided by LAFCO into five distinct classes: planning; building; code enforcement; engineering; and housing assistance. A

description of the community development service function's capacities, demands, and performances within these five classes follows.

### **Community Development Equals 10% of Oceanside's Total Staffing...**

Oceanside's community development function is divided into five broad classes for purposes of this report: (a) planning; (b) building; (c) code enforcement; (d) engineering; and (e) housing assistance. Budgeted staffing at the end of the report period covering all five classes equals 98.5 fulltime equivalent positions.

Resources, Current Capacities, + Demands

Oceanside’s community development function and its five distinct class activities draw on multiple funding sources to offset demands on the City General Fund. Four of the classes - planning, building, code enforcement, and engineering - operate within the Development Services Department and are primarily funded by a combination of service charges, license and permit fees, fines and penalties, and intergovernmental monies. These revenue sources have funded nearly three-fourths of actual expenses within these four classes over the five-year report period with the remainder covered by the City General Fund. These four classes overall account for 4.8% of all City General Fund monies expended by Oceanside over the preceding 60-month period. Separately, close to four-fifths of funding for the fifth class involving housing assistance is covered by federal community development block grants monies with the remainder supported by the City General Fund; an amount equaling 2.8% of all City General Fund expenses during the 60 months. (See Table A - 6.5a.)

**Resource Equivalency on the Oceanside General Fund is \$70 Per Capita...**

Oceanside’s community development service function and its five classes collectively account for 8.0% of City General Fund expenditures during the five-year report period. The total per capita General Fund expense for community development function at the end of the report period totals \$70.

City of Oceanside Community Development Function Five Year Report Period: FY18 to FY22 Table A - 6.5a   Source: City of Oceanside + SD LAFCO		
Categories	Planning, Building, Code Enforcement + Engineering	Housing Assistance
Actual Total Expenses		
... Average Annual	\$31.628 million	\$31.555 million
... Overall Trend	(3.5%)	21.8%
Actual General Fund Expenses		
... Average Annual	\$8.825 million	\$5.057 million
... Overall Trend	39.1%	(76.0%)
Average Actuals Covered by General Fund	27.9%	16.1%
Average Annual Portion of General Fund	4.8%	2.8%
Per Capita - General Fund Expenses in FY22	\$61.61	\$8.80

Specific capacities and resources available within each of the community development function’s five classes follow along with summaries of recent demands.

Planning Class:

Oceanside’s planning class activities are organized as a stand-alone division under the Development Services Department. Principal activities involve preparing advanced planning documents, processing current development proposals, coordinating interagency reviews, and performing environmental analyses.<sup>42</sup> Notable deliverables associated with the planning class include processing development applications, preparing five-year updates to the housing element, and staffing the Planning Commission. Most development applications require approval at notice hearings either by the Planning Commission and/or the City Council. Budgeted staffing dedicated to planning class activities totaled 13.2 full-time equivalent employees at the end of the report period. This amount reflects an overall budgeted staffing change of 10.9% over the preceding 60-month period.

Concerning actual service demands, and as reflected in Table A - 6.5b, the average annual number of planning applications received by Oceanside during the five-year report period has been 182.8. The overall change in the annual number of applications received during the 60 months has been (4.8%). The largest portion of application filing involves entitlements and represents more than two-thirds of the average annual total. The average annual number of planning applications acted on - irrespective of outcome - has been 64 during the reporting period; the collective result is a 3.0 to 1 ratio of submittals to completions (actions).

**Submittals Outpacing Completions...**

The annual number of application submittals during the reporting period has outpaced available resources in the planning class by three to one

City of Oceanside: Community Development Function: <u>Planning Demands</u> Table A - 6.5b   Source: City of Oceanside + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
<b>Planning Applications Received</b>	<b>188</b>	<b>210</b>	<b>163</b>	<b>174</b>	<b>179</b>	<b>182.8</b>	<b>(4.8%)</b>
... General Plan Amendment	-	1	2	1	1	1.0	100.0%
... Zoning Change	1	2	2	-	3	1.6	200.0%
... Subdivision Map	5	6	5	6	7	5.8	40.0%
... Parcel Map	11	10	4	-	5	6.0	(54.5%)
... Other	108	124	93	106	105	107.2	(2.8%)
Approvals (action)	76	78	73	52	41	64.0	(46.1%)
Denials (action)	-	-	1	-	1	0.4	100.0%
Application to Action Ratio	2.47 to 1	2.69 to 1	2.20 to 1	3.35 to 1	4.26 to 1	2.99 to 1	72.5%

<sup>42</sup> This includes interpreting and implementing the Oceanside General Plan, which was last comprehensively updated in 2002 and includes three optional elements: community facilities; hazardous waste management; and military reservation.

**Building Class:**

Oceanside’s building class activities are organized as a stand-alone division under the Development Services Department. Principal activities involve performing building plan reviews, processing permit applications, and conducting onsite inspections for residential and commercial buildings during all stages of construction, repair, and/or renovation.<sup>43</sup> Notable deliverables are headlined by issuing building permits (major, minor, and miscellaneous) to authorize applicants with the legal authority to complete construction work. Budgeted staffing dedicated to building class activities totals 19.13 full-time equivalent employees at the end of the reporting period. This amount reflects an overall budgeted staffing change of 1.6% over the preceding 60-month period.

Concerning actual service demands, and as reflected in Table A - 6.5c, the average annual number of building permits issued by Oceanside during the five-year report period has been 4,395. This amount reflects an overall increase during the preceding 60 months of 97.0%. The average annual number of building permits issued is further distinguished between minor and major with the former issued over the counter and the latter requiring inter-agency reviews. Minor permits commonly involve repairs, non-structural alterations, and electrical and account for 8.2% of the average annual issuances during the reporting period. Major permits commonly involve new construction, structural alterations, and demolitions and account for the remaining 85.6% of the average annual issuances.

**Jump in Building Permit Volume...**  
 Oceanside has experienced a significant increase in total building permit volume during the reporting period with issuances almost doubling from the equivalent of 9 per day in 2018 to 18 per day in 2022. The aggregate value of building permits has also increased by more than one-third from \$328.6 million to \$445.7 million in 2022.

City of Oceanside: Community Development Function: <u>Building Demands</u> Table A - 6.5c   Source: City of Oceanside + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Building Permits Issued	3,307	3,204	3,591	5,360	6,514	4,395.2	97.0%
... Valuation *	\$328.572	\$236.368	\$169.501	\$296.045	\$445.665	\$295.230	35.6%
... Major Permits	315	434	314	358	372	358.6	18.1%
... Minor Permits	2,744	2,511	2,936	4,689	5,939	3,763.8	116.4%
... Miscellaneous Permits	248	259	341	313	203	272.8	(18.1%)

\* Amount in Millions

<sup>43</sup> This includes interpreting Title 24 of the California Code of Regulations, which concurrently serves as the adopted code standards for Oceanside and covers all construction regulations - including building, housing, plumbing, and electrical.

Code Enforcement Class:

Oceanside’s code enforcement class activities are organized as a stand-alone division under the Development Services Department. Principal activities involve addressing blight and nuisance issues affecting private property uses and structures as well as other quality-of-life matters within Oceanside - including vehicle abatement, noise pollution, and homeless encampment.<sup>44</sup> Notable deliverables are headlined by investigating citizen complaints and issuing violation notices and fines. Budgeted staffing dedicated for code enforcement class activities totals 15.1 full-time equivalent employees at the end of the reporting period.

Concerning actual service demands, and as shown in Table A - 6.5d, the average annual number of code enforcement cases opened by Oceanside during the five-year report period has been 5,425 - or 14.9 daily - with a spike occurring in 2020 at 6,410. Overall, the annual number of code enforcement cases opened has declined over the preceding 60 months by (11.1%). Conversely, the average annual number of code enforcement cases closed - irrespective of the year initiated - has been 5,360.<sup>45</sup> Oceanside finished the reporting period with a nearly matching average annual ratio of case openings to case closures at 1.01 to 1.0.

**Keeping Up with Demands...**

Oceanside finished the reporting period with a nearly matching average annual ratio of code enforcement case openings to case closures at 1.01 to 1.

City of Oceanside: Community Development Function: <u>Code Enforcement Demands</u> Table A - 6.5d   Source: City of Oceanside + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Cases Opened	5,344	5,609	6,410	5,008	4,753	5,424.8	(11.1%)
Cases Closed	5,320	5,753	6,078	4,938	4,709	5,359.6	(11.5%)
Openings to Closures Ratio	1.00 to 1	0.97 to 1	1.06 to 1	1.01 to 1	1.01 to 1	1.01 to 1	1.0%

Engineering Class:

Oceanside’s engineering class activities are organized as a stand-alone division under the Development Services Department. Principal engineering activities involve inspecting public and private construction projects, administering civil engineering and land surveying contracts, and providing capital design and construction services to other City divisions and departments. This relatedly includes engineering class staff interpreting and implementing Oceanside’s Engineers’ Design and Processing Manual, which was adopted in 1991 and outlines City guidelines and requirements

<sup>44</sup> This relatedly includes interpreting and implementing potential violations under the Zoning Ordinance.

<sup>45</sup> Additional information is needed to distinguish between cases closed through voluntary compliance versus enforcement.

ranging from subdivision maps to public improvements . Notable deliverables involve processing and approving capital improvement, landscaping, grading, and private improvement plans. Budgeted staffing dedicated to engineering class activities totals 25.3 full-time equivalent employees at the end of the reporting period. This amount reflects an overall budgeted staffing change of 6.2% over the 60-month period.

Concerning actual service demands, and as shown below in Table A - 6.5e, the average annual number of landscaping plans received by Oceanside for processing during the five-year report period has been 28.8 - or close to one every two weeks. The overall change in the annual number of submitted plans over the preceding 60 months has been 105.0%. The average annual number of landscape plan actions (approvals or denials) by Oceanside - irrespective of the year initiated - has been 14.2 - or close to one every four weeks. Separately, the average annual number of grading permits received by Oceanside has been 42 - or nearly one every week - with an overall trend of 15.8%. The average annual number of actions taken on grading permits - irrespective of the year initiated - has been 25, which is close to one every two weeks. Oceanside finished the reporting period with more than a double average in the annual ratio of the number of new submittals versus actions for landscape plans and grading permits at 2.2 to 1 and 2.3 to 1, respectively.

**Annual Submittals are Outpacing Completions by Two-Fold...**  
 The annual number of landscape plans and grading permits received by Oceanside during the reporting period have outpaced available resources in the engineering class by more than two-to-one (i.e., more than two new submittals are received for each filing completed).

City of Oceanside: Community Development Function: <u>Engineering Demands</u> Table A - 6.5e   Source: City of Oceanside + SDLAFCO						
Category	2018	2019	2020	2021	2022	Average Trend
Landscape Plans Received	20	20	30	33	41	28.8 105.0%
... Actions: Approvals or Denials	16	13	13	19	10	14.2 (37.5%)
Grading Permit Applications Received	38	37	54	37	44	42.0 15.8%
... Actions: Approvals or Denials	31	25	39	22	8	25.0 (74.2%)
Ratio of Filings to Actions						
... Landscape Plans	1.25 to 1	1.53 to 1	2.31 to 1	1.74 to 1	4.1 to 1	2.19 228.0%
... Grading Permits	1.23 to 1	1.48 to 1	1.39 to 1	1.68 to 1	5.5 to 1	2.27 347.2%
... Total	1.23 to 1	1.50 to 1	1.62 to 1	1.71 to 1	4.7 to 1	2.15 282.1%

Housing Assistance Class:

Oceanside’s housing assistance class activities are organized as a stand-alone division under the Housing and Neighborhood Services Department. Principal activities involve administering rental assistance programs, coordinating homeless services with

local non-profit providers, and overseeing a mobile home rent control ordinance.<sup>46</sup> Notable deliverables include processing rental assistance applications and issuing “Section 8” housing vouchers. (Related measurables include performing initial and annual housing inspections.) Budgeted staffing dedicated to housing assistance class activities totals 19 full-time equivalent employees at the end of the reporting period.<sup>47</sup> This amount reflects an overall budgeted staffing change of 5.5%.

Concerning actual service demands, and as shown below in Table A - 6.5f, the average annual number of rental assistance voucher (Section 8) participants administered by Oceanside during the five-year report period has been 1,396. The overall change in the annual number of voucher participants over the preceding 60 months has been (3.5%). A rolling waiting list is maintained by Oceanside with the current number of listees totaling 4,861 - which is more than three times greater than the number of actual participants. The corresponding average monthly rental subsidy cost has increased during the 60 months from \$1,010 to \$1,264, which reflects an overall change of 25.1% and above the corresponding change in inflation over the same period.<sup>48</sup> The overall average subsidy separately equals 60.5% of the corresponding median rent in Oceanside during the reporting period.

**High Demand for Housing Assistance Leading to Long Wait Times...**

Oceanside’s Section 8 housing voucher program finished the reporting period with 1,341 participants - an amount leaving more than 4,800 on a waiting list. The current wait time for most to transition from the waitlist to participant is nearly 10 years.

City of Oceanside: Community Development Function: <u>Housing Assistance Demands</u> Table A 6.5f   Source: City of Oceanside, ACS, + SDLAFCO						Average	Trend
Category	2018	2019	2020	2021	2022		
Section 8 Participants	1,390	1,398	1,414	1,435	1,341	1,396	(3.5%)
Monthly Average Subsidy	1,010	1,073	1,155	1,211	1,264	\$1,143	25.1%
... Median Monthly Rental	1,815	1,815	1,803	1,934	2,065	\$1,886	13.8%
... Subsidy as Percent of Median Rent	55.6	59.11	64.1	62.6	61.2	60.5%	10.1%
Section 8 Waiting List	n/a	n/a	n/a	n/a	n/a	n/a	n/a

<sup>46</sup> Oceanside’s Mobile Home Rent Control Ordinance was implemented in 1985 and limits annual rent increases to the lesser of 8% or 75% of the annual consumer price index. At the end of the reporting period, there are 17 mobile home parks in Oceanside subject to the ordinance with a combined total of 2,018 spaces.

<sup>47</sup> Oceanside has dedicated housing assistance staff including several staff offering some hours of assistance to the program.

<sup>48</sup> The inflation rate for the San Diego region via the consumer price index is 17.7% between June 2018 and July 2022.

## Performance Measurements

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An increasing emphasis on assessing community development performance pertinent to LAFCOs' legislative interest is the ability of land use authorities (i.e., counties and cities) to sync housing opportunities with household incomes. This emphasis is reflected in the State of California requiring all counties and cities to sufficiently plan to meet the housing needs of everyone in their respective communities as stand-alone elements of general plans. Towards this end, these agencies' housing elements must

identify adequate sites zoned and available within an eight-year housing cycle to meet their regional housing needs assessment (RHNA) at all prescribed income levels (very low, low, moderate, and above moderate relative to area median income or AMI). Additional statewide considerations follow.

- All housing elements must be internally consistent with the general plans and approved by the State's Department of Housing and Community Development or "HCD." Recent legislation tasks local agencies to submit annual reports to HCD on housing elements implementation beginning April 2018.
- Immediate repercussions for not receiving HCD approval include limitations on State funding programs as well as increased exposure to lawsuits and the potential therein for court orders that reduce and/or suspend local control over building and development activities.

Oceanside's Housing Element for the most recently completed RHNA cycle (April 2013 to April 2021) was certified by HCD in October 2013 and covers the first three and half years of the five-year reporting period. This fifth cycle assigned Oceanside an overall RHNA sum of 6,210 units with three-fifths - or 61.5% - categorized as very low-, low-, and moderate-income levels. At the end of the fifth cycle, Oceanside self-reported overall attainment of 40.6% of its RHNA assignment as

### Big Picture Focus on Housing...

Providing housing is a central legislative consideration prescribed to LAFCO in its task to facilitate all communities' social and economic welfare through orderly growth and development. Oceanside's ability to accommodate housing at all levels through the State's RHNA, accordingly, process serves as a key and cascading performance measurement in assessing the community development function and related classes.

### Mixed Results in Fifth Cycle...

Oceanside's housing element for the most recently completed fifth cycle (2013-2021) earned certification by HCD and in doing so outlined an otherwise reasonable path to accommodating its RHNA allocation of 6,210 new housing units via the City's Zoning Ordinance. Actual building - however - fell short with only 41% of the RHNA units being permitted by the end of the cycle.



measured by issuing building permits for 2,520 new housing units. Two-thirds - or 65.4% - of all Oceanside building permits during the fifth cycle are tied to accommodating above-moderate income housing with the balance spread among the three other income categories (i.e., very low, low, and moderate).

As shown in Tables A-6.5g and A-6.5h, Oceanside’s overall attainment levels fall short of the overall average generated among all land use jurisdictions in San Diego County, which collectively met 58.5% of RHNA assignments as measured by building permit issuances - albeit with 88.5% accommodating above-moderate income housing. However, and specific to the most critical need categories, Oceanside’s attainment rate for addressing very low and low housing units finished at 19.5% and above the 19.2% rate among all land use authorities in San Diego County.

**Regional Comparison Amplifies Mixed Results in Fifth Cycle...**

Oceanside’s overall RHNA attainment of 41% for the fifth cycle falls below the combined attainment of 59% for all land use authorities in San Diego County. However, and specific to the most critical categories, Oceanside’s very low and low attainment rate is 20% and above the combined 19% rate for San Diego County.

City of Oceanside: Community Development Function: <u>RHNA Results</u> Fifth Cycle: April 2013 to April 2021 Table A - 6.5g   Source: HCD + SDLAFCO					
Category	Very Low	Low	Moderate	Above Moderate	Total
RHNA Assignment	1,549	1,178	1,090	2,393	6,210
New Building Permitted	336	197	338	1,649	2,520
<b>Ending Attainment</b>	<b>21.7%</b>	<b>16.7%</b>	<b>31.0%</b>	<b>68.9%</b>	<b>40.6%</b>

San Diego County: Community Development Function: <u>Most Recent RHNA Results</u> Fifth Cycle: April 2013 to April 2021 Table A - 6.5h   Source: HCD + SDLAFCO					
Category	Very Low	Low	Moderate	Above Moderate	Total
RHNA Assignment	36,450	27,700	30,610	67,220	161,980
New Building Permitted	5,305	7,012	3,920	78,528	88,765
<b>Ending Attainment</b>	<b>14.6%</b>	<b>25.3%</b>	<b>12.8%</b>	<b>116.8%</b>	<b>58.5%</b>

\* San Diego County AMI in 2021: \$95,100  
 - Very Low: 50% or less of AMI (\$47,550 or lower)  
 - Low: 50% to 80% of AMI (\$47,550 to \$76,080)  
 - Moderate: 80% to 120% of AMI (\$76,080 to \$114,120)  
 - Above Moderate: 120% or more of AMI (\$114,120 or more)

Oceanside’s Housing Element for the current RHNA cycle (April 2021 to April 2029) was certified by HCD in November 2023 and captures the final year and a half covering the reporting period. This sixth cycle assigns Oceanside an overall RHNA sum of 5,443 units with three-fourths - or 74.1% - categorized as very low-, low-, and moderate-income levels. This latter grouping represents a 20.5% increase over the prior cycle.

With respect to progress with one-fourth of the sixth cycle complete, Oceanside self-reports an overall attainment of 20.7% of its RHNA assignment as measured by issuing building permits for 1,124 new housing units. Close to four-fifths - or 77.7% - of all Oceanside building permits issued during the sixth cycle at the close of the reporting period tie to accommodating above-moderate income housing with the balance spread among the three other income categories (i.e., very low, low, and moderate). Should the current progress hold over

**Mixed Results Continue Going Forward in Sixth Cycle...**  
 Progress through the end of the reporting period suggests Oceanside is on pace to finish the sixth cycle with permitting 83% of its RHNA allocation of 5,443 units. The projection, however, is top heavy with a surplus of above-moderate units being permitted while permitting only 3% of Oceanside’s very low and low unit assignments.

the balance of the cycle, Oceanside will accommodate 82.6% of its overall RHNA assignment - or 4,496 new housing units. However, this progression is top-heavy with excess attainment in meeting above-moderate needs while very low and low needs fall significantly short. The table below summarizes Oceanside and San Diego County’s RHNA assignments and implementation for the current cycle ending in April 2029.

City of Oceanside: Community Development Function: <u>Current RHNA Cycle</u> Sixth Cycle: April 2021 to April 2029 Table A - 6.5i   Source: HCD + SDLAFCO					
Category	Very Low	Low	Moderate	Above Moderate	Total
RHNA Assignment	1,268	718	883	2,574	5,443
New Building Permitted	23	33	209	859	1,124
<b>Current Attainment (1/4<sup>th</sup> of Cycle)</b>	<b>1.8%</b>	<b>4.6%</b>	<b>23.7%</b>	<b>33.4%</b>	<b>20.7%</b>
<b>Projected Attainment at Cycle End</b>	<b>7.2%</b>	<b>18.4%</b>	<b>94.8%</b>	<b>133.6%</b>	<b>82.8%</b>

## 7.0 FINANCES

### 7.1 Budget and Actuals

With respect to expenses, the City of Oceanside’s total adopted annual budgets covering all of its municipal activities and planned costs have averaged \$488.235 million during the five-year report period. The most recent budget amount falls 11.9% above the five-year average tally at \$546.794 million with the largest apportionment covering day-to-day expenses via the General Fund at \$188.184 million. Most of the remaining total budgeted expenses are apportioned among the Enterprise (water, wastewater, etc.) and Special Funds (transportation, community block grants, etc.) as detailed in Table A - 7.1a.

#### Budgeting Oceanside Costs...

Oceanside’s total adopted budget at the end of the five-year report period covering costs is \$546.7 million with the single largest apportionment dedicated to the General Fund. Overall, Oceanside’s total budgeted costs - i.e., the expected expense to run all City activities - have increased by 41% over the reporting period.

City of Oceanside Total Budgeted Expenses							
Table A - 7.1a   Source: City of Oceanside + SDLAFCO							
Fund Category	2018	2019	2020	2021	2022	Average	Trend
General	145.238	151.741	172.861	170.156	188.184	165.636	29.57
Special	41.736	40.314	46.445	50.429	62.638	48.312	50.08
Debt Service	12.438	12.630	12.393	7.989	8.174	10.725	(34.28)
Capital Project	4.698	5.275	19.666	19.343	21.130	14.022	349.77
Enterprise	121.528	121.997	252.540	205.690	185.115	177.374	52.32
Internal Services	61.908	65.865	71.836	76.318	78.171	70.820	26.27
Other	0.0	0.0	0.0	3.346	3.383	1.346	n/a
<b>* Total</b>	<b>\$387.546</b>	<b>\$397.822</b>	<b>\$575.740</b>	<b>\$533.271</b>	<b>\$546.794</b>	<b>\$488.235</b>	<b>41.09%</b>

\* Amounts in millions

Oceanside’s overall actual expenses during the five-year report period have averaged \$492.886 million and slightly above - specifically 1.0% - budgeted expectations. The most recent actual amount expended by Oceanside is 16.2% above the five-year average tally at \$570.791 million with the largest expense covering day-to-day operations in the General Fund at \$205.827 million. The overall average per capita expense during the report period is \$2,850 with starting and ending amounts of \$2,542 and \$3,268; an increase of 28.6%.

#### Oceanside’s Actual Costs...

Oceanside’s total actual costs incurred at the end of the five-year report period is \$492.9 million with an overall period variance rate relative to budgeted amounts of 1.0%. The average total actual per capita cost over the 60-month period is \$2,850.

A breakdown of all actual expenses booked by Oceanside during the reporting period follows in Table A - 7.1b.

City of Oceanside Total Actual Expenses Table A - 7.1b   Source: City of Oceanside + SDLAFCO							
Fund Category	2018	2019	2020	2021	2022	Average	Trend
General	162.309	156.028	183.681	168.133	205.827	175.196	26.8
Special	45.953	50.127	43.180	55.173	68.480	52.583	49.0
Debt Service	9.203	9.339	9.765	12.2313	12.266	10.561	33.3
Capital Project	9.140	12.038	17.204	33.1133	14.009	17.101	53.3
Enterprise	133.235	139.075	176.898	175.3223	189.505	162.807	42.2
Internal Services	60.696	66.789	68.752	69.121	80.703	69.212	33.0
Other	14.984	6.752	4.619	0.775	0.0	5.426	n/a
<b>* Total</b>	<b>\$435.521</b>	<b>\$440.148</b>	<b>\$504.100</b>	<b>\$513.868</b>	<b>\$570.791</b>	<b>\$492.886</b>	<b>31.1%</b>
Expenses Per Capita:	\$2,542	\$2,557	\$2,915	\$2,957	\$3,269	\$2,850	28.6%

\* Amounts in millions

With respect to revenues, Oceanside’s total adopted annual budgets covering all of its municipal activities and expected incomes have averaged \$479.651 million during the five-year report period. The most recent budget amount lies 14.2% above the five-year average tally at \$547.903 million. All-purpose revenues via the General Fund represent one-third of the total budgeted amount with 39.8% therein expected from property taxes. All budgeted revenues are detailed in Table A - 7.1c.

**Budgeting Oceanside Revenues...**

Oceanside’s total adopted budget at the end of the five-year report period covering all revenues is \$547.9 million with one-third sourced to all-purpose income via the General Fund. Overall, Oceanside’s total budgeted revenues - i.e., the expected income to support all City activities - have increased by 25% over the report period.

City of Oceanside Total Budgeted Revenues Table A - 7.1c   Source: City of Oceanside + SDLAFCO							
Fund Category	2018	2019	2020	2021	2022	Average	Trend
General	145.990	152.856	173.480	170.848	187.396	166.114	28.36
Special	59.820	46.144	46.038	53.981	66.643	54.525	11.41
Debt Service	12.806	12.723	12.476	7.378	7.538	10.584	(41.14)
Capital Project	6.490	8.549	21.544	14.234	23.501	14.864	262.11
Enterprise	148.315	155.727	161.164	161.861	179.387	161.291	20.95
Internal Services	64.103	65.487	71.054	73.261	79.383	70.658	23.84
Other	0.0	0.0	0.0	4.021	4.055	1.615	n/a
<b>* Total</b>	<b>\$437.522</b>	<b>\$441.487</b>	<b>\$485.756</b>	<b>\$485.585</b>	<b>\$547.903</b>	<b>\$479.651</b>	<b>25.23%</b>

\* Amounts in millions

Oceanside’s overall actual revenues during the five-year report period have averaged \$530.519 million and measurably above - and specifically by 10.4% - budgeted expectations. The most recent actual amount of revenue collected by Oceanside is 17.0% above the five-year average tally at \$620.623 million with the largest income source tied to the General Fund at \$213.628 million. The overall average per capita expense during the report period is \$3,067 with starting and ending amounts of \$2,626 and \$3,554; an increase of 35.4%.

**Oceanside’s Actual Revenues...**

Oceanside’s total actual revenues collected at the end of the five-year report period is \$620.6 million with an overall period variance rate relative to budgeted amounts of 10.6%. The average total actual per capita cost over the 60-month period is \$3,067.

A breakdown of all actual revenues collected follows in Table A - 7.1d.

City of Oceanside Total Actual Revenues Table 7.1d   Source: City of Oceanside + SDLAFCO							
Fund Category	2018	2019	2020	2021	2022	Average	Trend
General	154.769	165.906	186.139	192.069	213.628	182.502	38.0
Special	44.774	52.722	45.576	53.699	73.905	54.136	65.1
Debt Service	9.278	9.462	9.064	7.395	11.818	9.403	27.4
Capital Project	14.704	12.301	47.867	17.136	26.202	23.642	78.2
Enterprise	161.524	166.826	194.648	199.941	210.983	186.784	30.6
Internal Services	61.099	67.213	70.255	71.904	80.163	70.127	31.2
Other	3.682	3.285	4.916	3.809	3.924	3.926	6.6
<b>* Total</b>	<b>\$449.830</b>	<b>\$477.715</b>	<b>\$558.475</b>	<b>\$545.953</b>	<b>\$620.623</b>	<b>\$530.519</b>	<b>38.0</b>
Revenues Per Capita:	\$2,626	\$2,775	\$3,228	\$3,142	\$3,554	\$3,067	35.4%

\* Amounts in millions

## 7.2 General Fund Activities

A closer review of the City of Oceanside’s General Fund and its role to transact most public-facing municipal services shows actual annual expenses over the five-year report period are rising with an overall increase of 26.8%. The average annual actual expense has been \$175.196 million with the final year amount tallying \$205.827 million, which is 17.5% above the period mean and underlies the upward trajectory in costs.

**Sizing General Fund Costs...**

Actual annual General Fund expenses are increasing and marked by the annual per capita share rising by 25% from \$947 to \$1,179 over the five-year report period year.

In terms of uses, more than one-half of all actual General Fund expenses during the reporting period ties to funding public safety with fire and police collectively accounting for 51.8% of all outlays. The overall annual

actual General Fund expense on a per capita basis has separately increased during the report period from \$947 to \$1,179 - a change of 24.5%.

Actual annual revenues within the Oceanside General Fund are also increasing during the report period, and materially at a rate two-fifths higher than the corresponding rise in expenses. The average annual actual revenue has been \$182.502 million with the final year amount tallying \$213.628 million, which is 14.5% above the period mean and substantiates the upward trajectory in income. A key factor underlying this dynamic involves the implementation of Measure X's ½ cent sales tax beginning in earnest in 2019-2020. This sales tax has directly contributed to an 8.0% expansion in General Fund revenues over the last three years of the reporting period with an aggregate value of \$15.941 million. Aside from the more recent enhancement tied to Measure X, property tax monies remain by far Oceanside's most valuable revenue source and has accounted for \$0.38 for every \$1.00 in General Fund income received during the reporting period. Overall annual actual General Fund expense on a per capita basis has separately increased from \$903 to \$1,223 - a change of 35.4%.

**Sizing General Fund Revenues...**  
 Actual annual General Fund revenues are increasing and marked by the annual per capita share rising by 32% from \$903 to \$1,223 over the five-year report period year.

A summary of actual General Fund expenses and revenues during the reporting period follows in Table A - 7.2a.

City of Oceanside Actual General Fund Expenses and Revenues Table A - 7.2a   Source: City of Oceanside + SDLAFCO						
Category	2018	2019	2020	2021	2022	Average Trend
Expenses	\$162.309	\$156.028	\$183.681	\$168.133	\$205.827	\$175.196 26.8%
Revenues	\$154.769	\$165.906	\$186.139	\$192.069	\$213.628	\$182.500 38.0%
... Property Tax	...61.606	...64.970	...68.425	...72.749	...76.746	...68.899 ...24.6
... Sales/Use Tax	...22.672	...24.155	...23.815	...27.016	...30.755	...25.683 ...35.7
... Hotel Tax (TOT)	...7.944	...8.510	...7.360	...9.282	...14.842	...9.587 ...86.8
... Measure X	...0.0	...2.737	...13.236	...16.360	...18.230	...10.113 ...n/a
... Other	...62.613	...65.534	...73.303	...66.662	...73.055	...68.218 ...16.7
Per Capita Expense:	\$947	\$906	\$1,062	\$967	\$1,179	\$1,012 24.5%
Per Capita Revenue:	\$903	\$964	\$1,076	\$1,105	\$1,223	\$1,054 35.4%

\* Amounts in millions

With respect to available reserves, Oceanside’s General Fund at the end of the reporting period totals \$112.552 million in spendable monies. This final year amount is more than one-fourth above the five-year average tally of \$88.370 million and tracks with the overall increase in the fund balance of 69.2%. The unrestricted portion of the balance available to use for any purposes tallies \$96.821 million and is equivalent to covering 5.6 months of operating expenses. Oceanside Policy No. 200-08 specifies the City maintains a minimum amount of unrestricted reserves equal to 12% of its adopted General Fund operating expenditures. Oceanside achieved this policy threshold in all five years spanning the reporting period. A breakdown of the General Fund spendable balance follows in Table A - 7.2b.

**Covering Unanticipated Events...**

Oceanside’s spendable unrestricted reserves within its General Fund totals \$96.8 million at the end of the five-year report period and equal to five plus months of operating expenses. Oceanside separately maintained its reserve policy of maintaining unrestricted reserves equal to no less than 12% of General Fund operating expenditures.

City of Oceanside General Fund: Spendable Fund Balance Table A - 7.2b   Source: City of Oceanside + SDLAFCO							
Designation	2018	2019	2020	2021	2022	Average	Trend
Restricted	9.994	10.538	11.148	18.614	15.731	13.202	57.4
Committed	22.304	20.414	20.425	21.917	23.815	21.775	6.8
Assigned	33.134	44.580	49.143	47.732	55.894	46.097	68.7
Unassigned	1.107	1.547	0.222	16.477	17.112	7.293	1445.5
<b>* Total</b>	<b>\$66.539</b>	<b>\$77.079</b>	<b>\$80.939</b>	<b>\$104.740</b>	<b>\$112.552</b>	<b>\$88.370</b>	<b>69.2%</b>
<b>* Unrestricted</b>	<b>\$56.545</b>	<b>\$66.541</b>	<b>\$69.790</b>	<b>\$86.126</b>	<b>\$96.821</b>	<b>\$75.165</b>	<b>71.2%</b>

\* Amounts in millions

### 7.3 Financial Statements

The City of Oceanside contracts with an outside accounting firm to prepare an annual report to review of its financial statements under established governmental accounting standards. This includes auditing Oceanside’s statements for verifying overall assets, liabilities, and net position. These audited statements provide quantitative measurements in assessing Oceanside’s short and long-term fiscal health based on an accrual accounting method, i.e., recording revenues and expenses ahead of actual payment. All outside audits prepared during the five-year report period have been performed by Lance, Soll & Lunghard, LLP (Sacramento).

Oceanside’s most recent financial statements for the five-year report period were issued for 2021-2022. These statements show Oceanside experienced a sizeable improvement over the prior fiscal year as the overall net position covering all activities and related associations - including the Oceanside Small Craft Harbor District - increased by 24.9% from \$909.6 million to \$1.136

Most Recent Year-Ending Financial Statements (2021-2022)	
Assets	\$1,642,567,965
Liabilities	\$391,978,651
Deferred Outflow/Inflow	\$551,366,436
<b>Net Position</b>	<b>\$1,136,279,166</b>
Adjusted Net Position (less retiree obligations)	\$1,270,702,825

billion. Adjusting to pre GASB 68 and GASB 75 reporting standards and the listing of agencies’ proportionate share of pension and other post-employment benefit liabilities, Oceanside overall net position increases to \$1.270 billion.<sup>49</sup> The accompanying letter to management did not identify any material weaknesses or related concerns. A detailing of year-end totals and trends during the report period follows with respect to assets, liabilities, and net position.

### Agency Assets

Oceanside’s audited overall assets at the end of the report period totals \$1.642 billion. This amount is 16.4% higher than the average ending amount of \$1.411 billion documented during each of the five report years and underlies the upward and improving track during the period. Assets classified as current with the expectation they could be liquidated within a year tally \$735.7 million - or 44.8% of the total - and largely tie to cash and investments. Assets classified as non-current and not readily liquid make up the remainder and total \$906.9 million and predominately involve capital assets tied to property, infrastructure, and equipment. Further, two-thirds of all Oceanside’s capital assets - and specifically \$564.550 million - belong to its enterprise functions and largely tie therein to the water and wastewater systems. Overall, Oceanside’s total audited assets have increased by \$383.9 million - or 30.5% - over the corresponding 60-month period. Specific year-end asset totals for Oceanside are shown below in Table A - 7.3a.

**Measuring Oceanside’s Assets...**  
 Oceanside’s assets have increased by 31% during the five-year report period from \$1.259 to \$1.643 billion. This change tracks with a per capita measurement and its 29% increase from \$7,300 to \$9,407.

<sup>49</sup> The adjustment to the net position is calculated by LAFCO and not part of the audited financial statements.



City of Oceanside Audited Assets						Average	Trend
Category	2018	2019	2020	2021	2022		
Current *	482.414	505.114	575.232	614.251	735.651	582.532	52.5%
Non-Current *	776.212	793.222	792.361	875.021	906.917	828.747	16.8%
<b>Total **</b>	<b>1,258.626</b>	<b>1,298.336</b>	<b>1,367.592</b>	<b>1,489.272</b>	<b>1,642.568</b>	<b>1,411.279</b>	<b>30.5%</b>
Per Capita	\$7,300	\$7,498	\$7,857	\$8,547	\$9,407	\$8,125	28.9%

\* Amounts in millions

\*\* Amounts in billions

### Agency Liabilities

Oceanside’s overall audited liabilities at the end of report period totals \$392.0 million. This amount is 6.4% lower than the average ending amount of \$419.0 million documented during the five-year period and underlies the downward and improving track during the period – a trend attributed to recent actuarial reports lessening pension liability.

#### Measuring Oceanside’s Liabilities...

Oceanside’s liabilities have decreased by (5%) during the five-year report period from \$419.0 to \$392.0 million. This change tracks with a per capita measurement and its (6%) decrease from \$2,381 to \$2,245.

Liabilities classified as current with the expectation they will become due within a year represent \$100.2 million – or 25.6% of the total – and largely ties to accounts payable. Liabilities classified as non-current and considered long-term obligations make up the bulk and largely divided between debt financing (loans) retiree obligations. Long-term debts incurred during the report period are footnoted<sup>50</sup>. Overall, Oceanside’s total audited liabilities have decreased by (\$18.6 million) – or (4.5%) – over the corresponding 60-month period. Specific year-end liability totals are shown below in Table A – 7.3b.

City of Oceanside Audited Liabilities						Average	Trend
Category	2018	2019	2020	2021	2022		
Current *	35,514	55,755	64,282	89,635	100,157	69,069	182.0%
Non-Current *	375,053	323,978	357,288	401,448	291,822	349,917	(22.2%)
<b>Total *</b>	<b>410,567</b>	<b>379,732</b>	<b>421,570</b>	<b>491,082</b>	<b>391,979</b>	<b>418,986</b>	<b>(4.5%)</b>
Per Capita	\$2,381	\$2,193	\$2,422	\$2,818	\$2,245	\$2,412	(5.73%)

\* Amounts in millions

<sup>50</sup> Oceanside’s long-term debt incurred during the report period is attributed to the City’s governmental and business-type activities bonds, which include the City’s pension obligation refunding bonds, lease revenue bonds as well as their water revenue bonds. This includes the City’s direct borrowing and placement bonds which are highlighted by the City’s loans obtained for the San Luis Wastewater Treatment Plan Interim Expansion as well as the loan for the City’s Pure Water and Upper/Lower Recycled Water Distribution System Project.

## Net Position

Oceanside’s overall audited net position at the end of the report period totals \$1.136 billion and represents the difference between the City’s total assets and total liabilities along with adjusting for deferred resources (i.e., pension outflows and inflows). The most recent year-end equity amount is 12.5% higher than the average year-end sum of \$0.953 billion during the five-year report period and quantifies the upward trajectory. Most of the net position - \$766.9 million or 67.5% - ties to capital asset holdings. The remainder is divided between restricted and unrestricted monies with the latter further discussed in the proceeding paragraph. Overall, Oceanside’s audited net position increased by \$0.111 billion - or 24.9% - over the corresponding 60-month period. Adjusting to exclude Oceanside’s proportional share of net pension and other-post employment benefits - which are relatively new reporting standards for financial statements under GASB 68 and 75 - the net position increases by another 8.7% to \$1.136 billion. Specific year-end net position totals for Oceanside are shown below in Table A - 7.3c.

### Truing Up Oceanside’s Assets and Liabilities...

Oceanside’s audited net position covering all City funds has increased over the five-year report period by 25% from \$909.6 million to \$1.136 billion. This change tracks with a per capita measurement and its 23% increase from \$5,275 to \$6,507.

City of Oceanside Audited Net Position							
Table A - 7.3c   Source: City of Oceanside ACFRs + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Capital Investments *	708.893	734.524	716.503	756.999	766.852	736,754	8.2%
Restricted *	144.649	169.120	282.658	131.248	123.025	170,140	(15.0%)
Unrestricted *	56.045	58.450	(3.937)	157.166	246.402	102,825	339.7%
<b>Total **</b>	<b>0.910</b>	<b>0.962</b>	<b>0.995</b>	<b>1.045</b>	<b>1.136</b>	<b>1.010</b>	<b>24.9%</b>
Per Capita	\$5,275	\$5,556	\$5,717	\$5,999	\$6,507	\$5,813	23.5%
Total Adjusted **	0.910	1.196	1.245	1.302	1.271	1.235	9.6%

“Total Adjusted” excludes GASB 68 and 75 reporting requirements

\* Amounts in millions

\*\* Amounts in billions

With respect to the unrestricted portion of the net position, it tallies \$246.4 million at the end of the report period represents the accrued spendable portion of the fund balance and is only subject to discretionary designations (commitments and assignments). The adjusted amount less pension and related retiree liabilities tallies \$380.8 million and represents a more accurate accounting of available fund balance monies. This adjusted amount equals 12.0 months of Oceanside’s total citywide operating expenses – less enterprise operations – based on year-end actuals.<sup>51</sup> This equivalent in unrestricted monies represents a one-month improvement compared to the ratio at the start of the reporting period.

#### **Measuring Unrestricted Monies’ Equivalency...**

Oceanside’s audited unrestricted fund balance less pension and related liabilities at the end of the report period is sufficient to cover one full year – 12.0 months – of total actual expenses.

## 7.4 Fiscal Indicators | Measuring Liquidity, Capital, Margin + Asset Management

LAFCO’s review of the audited financial statement issuances by the City of Oceanside covering the five-year report period shows the City experiencing mostly positive results and related trends within the four central fiscal measurement categories – liquidity, capital, margin, and asset management – utilized in this document. Summaries follow.

### Liquidity (Short-Term Outlook)

Oceanside’s average annual current ratio during the reporting period tallies 9-to-1 and shows the City having \$9 in available cash resources (current assets) for every \$1.00 in near-term accounts payable and related debts (current liabilities) over the 60 months. The final year ratio remains relatively robust at 7-to-1 but nonetheless reflects an overall period decline of (45.9%) that ties to a corresponding rise in booking unearned revenues. A separate liquidity measurement shows Oceanside’s average annual days’ cash ratio during the report period being 618 and sufficient to cover 88 weeks of baseline expenses. The final year amount tally of 691 underlies an overall period improvement of 21.3%. These two measurements collectively indicate healthy and otherwise strong cash flow as well as the ability to absorb unexpected costs and/or shortfalls in revenues over the short-term.

#### **The Burn Rate...**

Oceanside’s days’ cash ratio – or burn rate – at the end of the report period tallies 691 and can cover more than 98 weeks of baseline costs covering General and Enterprise Fund activities.

<sup>51</sup> Oceanside’s total expenses in 2021-2022 is \$345.7 million.

City of Oceanside Measuring Liquidity Table A - 7.4a   Source: City of Oceanside ACFRs + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Current Ratio	13.6 to 1	9.1 to 1	8.9 to 1	6.9 to 1	7.3 to 1	9.2 to 1	(45.9%)
Days' Cash	570	568	593	669	691	618	21.3%

The current ratio provides a macro measurement of near-term financial health by comparing current assets against current liabilities agency-wide on a dollar-to-dollar basis. Higher is better.

The days' cash provides a more micro measurement of near-term financial health by comparing available cash and equivalents against the average daily operating expenses within the general fund and enterprise funds less depreciation.

### Capital (Long-Term Outlook)

Oceanside’s average annual debt-to-net position during the reporting period equals 35.0% and means slightly more than one-third of the City’s overall monetary value or worth over the 60 months ties to long-term liabilities. The final year tally is 25.7% and underlies a lower and improving condition in which Oceanside is proportionally reducing its exposure to risks associated with holding long-term liabilities and the potential therein for changing conditions that increase costs (e.g., interest rates). A separate capital measurement shows Oceanside’s average annual debt ratio over the reporting period has been 29.9%. This measurement lowered and improved to 23.9% at the end of the reporting period and means more than three-fourths of Oceanside’s assets are free from debt financing. These two measurements collectively indicate Oceanside is well-positioned to maintain good cash flow into the near future given its existing low debt levels paired with the concurrent ability to use capital to assume new debt.

**Future Cash Flow Considerations...**  
Oceanside’s debt ratio at the end of the report period tallies 23.9% and means more than three-fourths of the City’s assets are free from debt financing.

City of Oceanside Measuring Capital Table A - 7.4b   Source: City of Oceanside ACFRs + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Debt to Net Assets Ratio	41.2%	33.7%	35.9%	38.4%	25.7%	35.0%	(37.7%)
Debt Ratio	32.6%	29.2%	30.8%	33.0%	23.9%	29.9%	(26.8%)

The debt-to-net position ratio measures long-term financial health by quantifying existing debt load as a percentage of the total net position. Lower is better.

The debt ratio measures long-term financial health by quantifying the percentage of assets that are subject to debt financing and the variables associated therein. Lower is better.

## Margin (Net Income)

Oceanside’s average annual general fund operating margin during the report period tallies 2.2% with positive percentages generated in three of the five years reviewed. This measurement focuses on financial transactions within the General Fund and its day-to-day function in matching all-purpose revenues with all-purpose services and their expenses - like administration, public safety, and parks and recreation. The overall positive operating margin generated during the report period paired with an improving trend shows operational efficiencies within Oceanside’s core functions. Expanding out, Oceanside’s average annual total margin - which measures all City financial transactions - has been 14.2% with positive percentages generated in all five years reviewed. This measurement also improved during the period and shows the operational efficiencies in fiscal decision-making extend beyond the General Funds.

### The Bottom Line...

Oceanside’s average annual total margin during the five-year report period has been 14% and benchmarked by low and high tallies of 9% and 21%, respectively, and considered exceptionally good.

City of Oceanside Measuring Margin Table A - 7.4c   Source: City of Oceanside ACFRs + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
GF Operating Margin	(5.2%)	(1.1%)	2.4%	11.8%	3.3%	2.2%	163.3%
Total Margin	15.6%	13.8%	8.6%	12.1%	20.8%	14.2%	33.6%

The general fund operating margin measures an agency’s profitability levels within its general fund and core function to deliver most public-facing municipal services. Higher is better.

The total margin measures an agency’s profitability levels relative to matching all revenues and all expenses. Higher is better.

## Asset Management

Oceanside’s average annual age of all capital assets during the reporting period totals 24.4. The fifth and final year totals 25.0 and underlies ongoing aging during the period of Oceanside’s capital assets, which are categorized either as general government (public safety, public works, community development, etc.) or enterprise (water, wastewater, etc.). A separate measurement via the accumulated

### Infrastructure Usage...

Oceanside’s accumulated depreciation ratio at the end of the report period shows its capital assets - at least on an accounting basis - have collectively exceeded their expected usefulness (lifespan) by 39%.

depreciation ratio shows the general remaining usefulness of Oceanside’s capital assets exceeds the expected lifespan with a period average ratio of 126.7%. The fifth and final year ratio totals 139.0% and signals cumulative and ongoing deferrals by Oceanside in purchasing and/or replacing capital assets.

City of Oceanside Measuring Asset Management Table A - 7.4d   Source: City of Oceanside ACFRs + SDLAFCO							
Category	2018	2019	2020	2021	2022	Average	Trend
Capital Assets’ Age (Accounting)	23.7	24.5	24.0	24.6	25.0	24.4	5.5%
Accumulated Depreciation Ratio	120.3%	123.6%	123.3%	127.4%	139.0%	126.7%	15.6%

The accounting age of capital assets provides a macro index of the average age of core and depreciating facilities, equipment, buildings, and related infrastructure and their current replacement schedule. Lower is better.

The accumulated depreciation ratio provides a more contextual measurement of the general remaining usefulness of core and depreciating facilities, equipment, buildings, and related infrastructure relative to their expected lifespan. Lower is better.

## 7.5 Employee Pension Obligations

The City of Oceanside provides a defined pension benefit to its employees through investment risk-pool contracts with the California Public Employees Retirement System (CalPERS). These pension contracts provide employees with specified post employment benefits based on the date of hire and placement in one of two broad category types: miscellaneous and public safety. Additional pension details based on actuarial valuations for Oceanside issued by CalPERS as part of its annual reporting process during the five-year report period follows with respect to enrollees, formulas, contributions, and funded status.

### Pension Enrollees and Funding Formulas

The annual valuations issued at the end of the five-year report period identifies 3,482 total participants in Oceanside’s pension program with CalPERS. This total represents an overall increase of 367 new enrollees during the 60-month period and divided between miscellaneous and public safety employee categories. The total is also divided between enrollee status and produces an active-to-retiree employee ratio of 0.59 to 1.0. Additional details on pension enrollee

#### **Pension Participants...**

Oceanside finished the five-year report period with 3,482 total enrollees within its pension program with CalPERS. Three-fourths of all enrollees are either retired or separated/transferred and no longer contributing to the pension program.

information during the report period is provided in Table A - 7.5a.

City of Oceanside Pension Enrollee Information						
Table A - 7.5a   Source: CalPERS and SD LAFCO						
Type	2018	2019	2020	2021	2022	Trend
Active	878	876	889	879	905	3.1%
Transferred or Separated	867	916	938	961	1,034	19.3%
Retired	1,370	1,414	1,466	1,507	1,543	12.6%
<b>Total Enrollees</b>	<b>3,115</b>	<b>3,208</b>	<b>3,293</b>	<b>3,347</b>	<b>3,482</b>	<b>11.8%</b>
<b>Active to Retiree Ratio</b>	<b>0.64 to 1</b>	<b>0.62 to 1</b>	<b>0.61 to 1</b>	<b>0.58 to 1</b>	<b>0.59 to 1</b>	<b>(7.8%)</b>

More than seven-tenths - or 71.3% - of all pension enrollees are categorized as miscellaneous and receive one of three defined pension payments based on their date of hire, which ranges in formula value from a high of 2.7% at 55 (prior to January 1, 2011) to a low of 2.0% at 62 (after January 1, 2013). Oceanside's remaining enrollees are categorized as public safety and receive one of two defined pension payments: 3.0% at 50 (prior to January 1, 2013) and 2.7% at 57 (after January 1, 2013).

### Annual Contributions

Oceanside's total annual pension contribution covering both its miscellaneous and public safety plans at the end of the report period tallies \$30.193 million. This contribution covers both miscellaneous and public safety categories and equals 37.3% of the covered payroll total for the corresponding fiscal year. The most recent contribution amount also reflects an overall increase in payments made by Oceanside to CalPERS of 31.7% over the preceding 48-month period in which information is readily available.

#### Real Time Pension Costs...

Oceanside's total employer pension contribution paid to CalPERS at the end of the five-year report period totals \$30.2 million and equals 37% of payroll.

City of Oceanside Employer Pension Contributions						
Table A - 7.5b   Source: CalPERS + SDLAFCO						
Category	2018	2019	2020	2021	2022	Average Trend
Total Contribution *	n/a	22.533	23.980	20.906	30.193	24.403 34.0%
Annual Payroll *	n/a	73.686	75.661	77.006	80.926	76.820 9.8%
<b>.. Percent of Payroll</b>	<b>n/a</b>	<b>30.6%</b>	<b>31.7%</b>	<b>27.1%</b>	<b>37.3%</b>	<b>31.7% 21.9%</b>

\* Amounts in millions

## Funding Status

Oceanside’s total and composite unfunded liability at the end of the report period tallies (\$300.570 million). This amount covers both miscellaneous and public safety categories reflects the accrued pension monies owned to all employees and not covered by the market value of existing assets and translates to a composite funded ratio of 74.3%. Overall, Oceanside’s funded ratio - i.e., the percentage of market assets compared to projected liabilities - has decreased by (0.7%) during the last four years of the report period based on available data published by CalPERS. The monetary value of the corresponding increase in Oceanside’s pension liabilities is \$44.845 million.

### More Funding Needed...

Oceanside’s total funded pension ratio at the end of the five-year report period is 74.3% and reflects an overall (0.7%) change over the preceding 48 months in which information is readily available from CalPERS.

City of Oceanside Pension Funding Status Table A - 7.5c   Source: CalPERS						
Category	2018	2019	2020	2021	2022	Trend
Market Value of Assets *	n/a	757.724	783,473	948.646	869.976	14.8%
Pension Liabilities **	n/a	1,013.449	1,053.165	1,113.725	1,170,446	15.5%
Unfunded Liability	n/a	(255.725)	(269.693)	(165.079)	(300.570)	(17.5%)
... Funded Status		74.8%	74.4%	85.2%	74.3%	(0.7%)

\* Amounts in millions

\*\* Amounts in billions

## 7.6 Other Post-Employment Benefit Obligations

The City of Oceanside independently administers its own healthcare plan made available to eligible retirees as a other post-employment benefit (OPEB). Oceanside’s OPEB plan provides healthcare insurance for all eligible retirees ~~=less members belonging to the Oceanside Firefighters Association (OFA)=~~ and their covered dependents through the City’s group health insurance plans, which cover both active and retired employees. ~~Non-OFA r~~Retirees under the age of 65 are eligible to join various plan options similar to active employees. Upon attaining age 65, Medicare-eligible ~~non-OFA~~retirees must join one of three plan options and assign their Medicare benefits to the plan chosen. The ability to participate in Oceanside’s group insurance health plans by self-paying the premium extends for a period equal to the number of years of service at retirement. ~~Non-OFA r~~Retirees with at least 15 years of service may



continue to self-pay for this coverage as long as Oceanside continues to offer this benefit. Benefit provisions are established through negotiations between Oceanside and the ~~non-OFA~~ employee associations and are renegotiated periodically.

Additional OPEB plan details follow.<sup>52</sup>

- Eligible non-OFA retirees and their covered dependents receiving benefits contribute 100% of their premium costs. While Oceanside does not directly contribute toward the cost of premiums for non-OFA retirees, the ability to obtain coverage at an active employee rate constitutes a significant economic benefit to the non-OFA retirees, call an “implicit subsidy.”
- Oceanside is currently funding its OPEB obligation on a pay-as-you-go basis, meaning only the cost associated with current retirees is paid for by the City. This also means Oceanside does not have OPEB assets.
- Oceanside’s OPEB plan has 94 total retirees enrolled at the end of the five-year report period. This amount represents a net increase of 27 - or 40.3% - since 2018. Oceanside also finished the period with 850 active employees and/or their beneficiaries currently receiving healthcare benefits.
- Oceanside’s pay-as-you go annual OPEB expense totals \$1.063 million at the end of the five-year report period. This amount represents a net increase of \$0.552 million - or 107.9% - since 2018.
- Oceanside’s accrued liability for OPEB totals \$9.706 million at the end of the five-year report period. This amount represents a net increase of \$3.917 million - or 67.7% - since 2018.

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<sup>52</sup> OPEB information is drawn from the City of Oceanside’s Annual Comprehensive Financial Reports, Fiscal Years 2018-2022.

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