



DATE: April 15, 2009

TO: Honorable Mayor and Members of the City Council

FROM: Development Services Department/Planning Division

SUBJECT: **CONSIDERATION OF THE DRAFT COAST HIGHWAY VISION AND STRATEGIC PLAN**

SYNOPSIS

Staff recommends that the City Council adopt the resolution establishing the Coast Highway Vision and Strategic Plan as an advisory planning document; direct staff to initiate implementation of the plan and authorize staff to utilize the Coast Highway Vision and Strategic Plan as an advisory planning resource to inform future legislative amendments affecting the planning area and the urban and building design guidelines and principles as a “planning tool” to provide guidance on development proposals.

BACKGROUND

Coast Highway, Oceanside’s iconic coastal corridor (also known as “U.S. Historic Route 101”, or “Hill Street”), traverses the City in a north-south direction a few blocks east of the beach and serves as a local roadway, as well as a pass-through arterial for Interstate 5 traffic. The roadway was officially commissioned as one of the original U.S. highways in the late 1920s. Through the 1920s, 30s and 40s, the car culture phenomenon encouraged the expansion of auto-related businesses along the then named Hill Street, lining its frontage with service stations, car dealerships, and auto supply stores, as well as hotels and restaurants that served travelers who were making their way through Oceanside. Today, Coast Highway is still lined by a significant number of car-oriented and drive-through uses, many of which retain a mid-20th century aesthetic and are in need of revitalization.

On July 10, 2007, recognizing the need to guide in a positive manner the future development growth along this corridor, the City Council assigned top priority to the Coast Highway master planning effort. A request for proposals (RFP) was issued on December 31, 2007, initiating the “Coast Highway Vision and Strategic Plan”. On April 16, 2008, Torti Gallas and Partners, Inc., was selected as the consulting firm to collaborate with the City’s project staff team and the community on this master planning project.

Research work commenced on May 1, 2008. Extensive multi-media public outreach was concurrently initiated involving the following: a dedicated web-site, newsletters, presentations to community groups and City Commissions/Committees, two week-long workshops, news articles in Oceanside Magazine, e-mail blasts to interested parties, phone and/or in-person interviews with community stakeholders, a developers forum, mailed notices, news releases, as well as ads and community news section updates in North County Times.

Stakeholder interviews took place on June 11, 12, and 16, 2008. A community design charrette for the North Coast Highway area segment was held from July 28 through August 1, 2008. A second design charrette with a focus on Mid and South Coast Highway was held from August 25 through August 29, 2008. On September 23, 2008, "The Coast Highway Revitalization Development Experts Forum" took place at the Civic Center and input on the draft vision plan was obtained from experts in the development field. Nine City Commissions and Committees reviewed and provided comments on the draft Coast Highway Vision and Strategic Plan document (Attachment 1) between January 20, 2009, and March 16, 2009.

On January 21, 2009, the City Council directed staff to remove the Oceanside Harbor and Mira Mar Mobile Home Community areas from the Coast Highway Vision and Strategic Plan.

Environmental Determination: The preparation and adoption of the Coast Highway Vision and Strategic Plan document is exempt from CEQA pursuant to Article 18 Statutory Exemptions, Section 15262 (Feasibility and Planning Studies) which states that a project involving only feasibility or planning studies for possible future actions, which the agency board or commission has not approved, adopted or funded, does not require the preparation of an Environmental Impact Report (EIR) or a Negative Declaration (ND). In addition, the preparation and adoption of the Coast Highway Vision and Strategic Plan is exempt from CEQA pursuant to California Code of Regulations Section 15061 (b) (3) which provides that CEQA only applies to projects which have the potential for causing a significant effect on the environment.

ANALYSIS

The draft Coast Highway Vision and Strategic Plan project area encompasses approximately 485 gross acres of land (source: SANDAG), and extends about three-miles from Harbor Drive in the north to the Buena Vista Lagoon in the south. It is divided into three Planning Areas: the North Coast Highway area around the San Luis Rey River and Oceanside Harbor stretching from Harbor Drive to Windward Street; the Mid-Coast Highway Area, between Seagaze Drive and Oceanside Boulevard; and the South Coast Highway area from Oceanside Boulevard to the Buena Vista Lagoon.

The subject Vision and Strategic Plan is intended to serve as a blueprint for the revitalization and enhancement of the Coast Highway corridor. It is an advisory document that can be used to guide future development in the area (via urban and building design guidelines) and to inform future legislative planning efforts such as General Plan, Local Coastal Plan and Zoning Ordinance changes pertinent to the project area. The primary components of the document are; the Vision and Illustrative Plan, the Implementation Strategy; and the Design Guidelines. It should be noted that the Illustrative Plan is conceptual in nature and that its purpose is to depict the primary ideas and key development patterns and not to specifically plan or regulate every single site detail. The plan is meant to illustrate a revitalized Coast Highway: a great, prosperous, urban space with a memorable sequence of authentic and vibrant community places and tourist destinations where a mix of uses that celebrate and reflect the City's ocean-side location, culture, diversity and community spirit converge.

Through a master design vision, a series of implementation strategies and a set of design guidelines, the Vision and Strategic Plan are intended to foster high-quality design and stimulate economic investment by defining the framework and goals for future development. The Coast Highway Vision and Strategic Plan's draft objectives are to:

- Reflect the Oceanside Identity ("Brand") of economic and cultural diversity, coastal character, civic-minded tourism, artistic and artful and environmentally conscious community;
- Promote environmentally and economically sustainable smart growth - transit, pedestrian, bicycle, multigenerational-friendly infill development;
- Enable corridor development by optimizing urban connectivity, capitalizing on transportation/ mobility options and rationalizing parking;
- Maintain adequate regulatory flexibility to accommodate the community's emerging needs and safeguard the future prosperity of the reinvented district from economic market fluctuations; and
- Promote high quality urban and architectural design, sustainable development, synergistic land uses and enhancement of environmental resources through incentives.

The draft Coast Highway plan re-envisioned the historic highway and its surroundings, based on Livable Communities and Smart Growth principles and transforms it into a pedestrian-friendly and transit-oriented place that attracts and serves both visitors and residents. The plan accomplishes this by introducing a series of activity areas, or 'Nodes,' along Coast Highway (Las Ramblas North "O" node, Transit Center node, Sprinter Station node and South "O" Village node) that are connected by generously landscaped 'Avenue' segments. The Nodes are proposed to be urbane and town-like, with wide sidewalks and bulb outs at corners, mixed-use buildings adjacent to the sidewalk, and uses that are pedestrian rather than auto-oriented. Each of the four Nodes is proposed to have a unique identity, whether as an entertainment, culture, and hospitality gateway in North Oceanside, a transit-oriented mixed-use center at both the Sprinter Station and the Oceanside Transit Center, or a neighborhood-serving retail

street in South Oceanside. Unlike the Node areas, the design of the Avenue segments is less urbane and incorporates a center median, wide front yards, larger multifamily residential uses, and may accommodate auto-oriented uses that have historically been hosted along Coast Highway.

In addition to the Nodes and Avenue areas, the draft Vision Plan includes a new District, the “Arts, Technology, and Environment District” along Cleveland Street between Wisconsin Ave and Oceanside Boulevard, and preserves an existing residential neighborhood, “Seaside”, located between Seagate Drive and Oceanside Boulevard east of Coast Highway. The Arts, Technology, and Environment District emphasize the City’s identity as an eclectic and creative community and affirm the City’s commitment to fostering innovative and arts-related businesses. The Seaside neighborhood is proposed to be preserved in recognition of this area’s contribution to Oceanside’s unique identity as a beach community.

FISCAL IMPACT

In March 2008, the Economic Development Commission (EDC) in collaboration with Economic Development Department staff prepared an Economic Sustainability Study which included a “Dashboard of Economic Variables”. The following checklist addresses how the Coast Highway Vision and Strategic Plan may affect these variables.

Economic Variable	Response
Would the proposed project increase Transient Occupancy Tax revenue?	Yes, the Coast Highway Vision Illustrative Plan includes 954 (min) hotel rooms (select service and full service)
Would the proposed project contribute toward increasing the City’s jobs-to housing ratio?	Yes, based on anticipated market demand the Coast Highway Vision Illustrative Plan could provide for an additional 260,000 sq. ft. of office and 61,300 sq. ft. of additional retail as part of mixed-use development.
Would the proposed project increase sales tax revenue and sales tax per capita?	Yes, see answer above. The project targets those land uses that make sense in the local and regional market context as part of a long-term strategy to build the City’s tax base. Even those land uses (such as residential) that have relatively little (or even negative) fiscal impact may produce higher value for the City over the long-term as they generate complementary land uses (notably retail and office).

Would the proposed project increase office space per capita?	Yes, see answer above.
Would the project benchmark commercial processing time and strive to improve annually?	The project's implementation strategy includes a series of incentive program recommendations including but not limited to expedite processing for development proposals that are consistent with the Coast Highway vision.
Would the project make downtown a "super" destination by building a destination hotel and complete development in the core areas?	Not applicable. The Coast Highway planning area does not include the downtown core; however development along Coast Highway would support and enhance a downtown "super" destination.

WATER UTILITIES

The hydraulic analysis for the wastewater system indicates that the increased flows from the new developments of the Coast Highway Vision and Strategic Plan have the potential to affect the capacity of the impacted collection system and the La Salina Wastewater Treatment Plant. Initial analysis projects this new development alone would cause the need for expansion within the next 20 years. If additional development occurs, including that in the Redevelopment Project Area or the Oceanside Boulevard Corridor, then these projected areas and associated flows will have to be included in the next update of the Integrated Water Utilities Master Plan for Wastewater to accurately project the hydraulic demand and cost for infrastructure necessary to meet these needs.

COMMISSION OR COMMITTEE REPORT

A synopsis of Commission and Committee Reports is included as an attachment to this report.

CITY ATTORNEY'S ANALYSIS

The City Attorney has reviewed and approved as to form the attached resolution. All future legislative actions to implement the vision and strategic plan will be analyzed by the City Attorney's office to ensure consistency with applicable legal requirements.

RECOMMENDATION

Staff recommends that the City Council adopt the resolution establishing the Coast Highway Vision and Strategic Plan as an advisory planning document; direct staff to initiate implementation of the plan and authorize staff to utilize the Coast Highway Vision and Strategic Plan as an advisory planning resource to inform future legislative amendments affecting the planning area and the urban and building design guidelines and principles as a “planning tool” to provide guidance on development proposals.

PREPARED BY:

SUBMITTED BY:



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George Buell, Development Services Director
Jerry Hittleman, City Planner



ATTACHMENTS:

1. Draft City Council Resolution
2. Commission or Committee Reports
3. Draft Coast Highway Vision & Strategic Plan (previously distributed and available for review at City Clerk’s Office, Planning Division, City Libraries and at <http://www.ci.oceanside.ca.us/chv/>)

RESOLUTION NO.

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
OCEANSIDE ADOPTING THE COAST HIGHWAY VISION
AND STRATEGIC PLAN**

(Applicant: City of Oceanside)

WHEREAS, Oceanside’s iconic coastal corridor, “Coast Highway” and immediately adjoining areas are in need of revitalization (Exhibit A); and

WHEREAS, on July 10, 2007, recognizing the need to guide in a positive manner future development growth along the corridor, the City Council assigned top priority to the Coast Highway master planning effort; and

WHEREAS, on December 31, 2007, a request for proposals (RFP) was issued initiating the “Coast Highway Vision and Strategic Plan” effort; and

WHEREAS, on April 16, 2008 Torti Gallas and Partners, Inc., was selected as the consultant firm to collaborate with the City’s project staff team and the community on said master planning effort; and

WHEREAS, extensive research as well as community outreach including stakeholder interviews, two one-week long design charrette workshops and a developers’ forum were utilized to obtain public input and create a balanced and realistic draft vision and strategic plan document for the subject planning area; and

WHEREAS, the draft Coast Highway Vision and Strategic Plan is intended to serve as an advisory planning document that will be used to inform future legislative amendments and provide guidance on development proposals through urban and building design principles and guidelines and thus enable revitalization within the planning area and implementation of the Coast Highway vision; and

WHEREAS, on January 21, 2009, the City Council directed staff to exclude the Oceanside Harbor and Mira Mar Mobile Home Community areas from the draft “Coast Highway Vision and Strategic Plan” and

1 WHEREAS, between January 20, 2009, and March 16, 2009, nine public meetings
2 were held and the draft Coast Highway Vision and Strategic Plan was presented to City
3 Committees and Commissions to solicit additional input; and

4 WHEREAS, on April 15, 2009, the City Council held a duly noticed public hearing,
5 heard presentations and considered written evidence and oral testimony by all interested parties
6 on the draft Coast Highway Vision and Strategic Plan;

7 WHEREAS, based on such evidence and testimony, including but not limited to the report
8 of the Development Services Department, the City Council finds as follows:

9 1. The adoption of the Coast Highway Vision and Strategic Plan is in the interest of
10 Oceanside's orderly development and important to the preservation of the health, safety, and
11 general welfare of the City's citizens. The Coast Highway Vision and Strategic Plan is based
12 on a set of Livable Communities and Smart Growth principles that have produced vibrant and
13 economically successful communities worldwide and a multi-pronged implementation strategy
14 of plan-wide initiatives, as well as specific actions for short and long-term physical
15 enhancements. Together the underlying principles and implementation strategy work to
16 preserve existing residential areas, enhance existing commercial areas, weave arts technology
17 and the environment into the fabric of the community, promoted a preservation ethic, and
18 leverage transportation and natural amenities that Oceanside possesses.

19 2. The adoption of the Coast Highway Vision and Strategic Plan will not result in
20 significant environmental effects because the document does not entitle any of the projects or
21 improvements identified in the Plan. The Coast Highway Vision and Strategic Plan will inform
22 future legislative amendments and provides guidance to the City decision makers, City staff
23 and community stakeholders through conceptual plans, principles and guidelines that can be
24 taken into consideration and incorporated into future proposals to enable revitalization of the
25 planning area and implement the Coast Highway vision.

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1 NOW, THEREFORE, the City Council of the City of Oceanside does resolve as follows:

2 1. The preparation and adoption of the Coast Highway Vision and Strategic Plan
3 document is exempt from CEQA pursuant to Article 18 Statutory Exemptions, Section 15262
4 (Feasibility and Planning Studies), which states that a project involving only feasibility or
5 planning studies for possible future actions, which the agency, board, or commission has not
6 approved, adopted or funded, does not require the preparation of an Environmental Impact
7 Report (EIR) or a Negative Declaration (ND). In addition, the preparation and adoption of the
8 Coast Highway Vision and Strategic Plan is exempt from CEQA pursuant to California Code
9 Regulations Section 15061 (b) (3) which provides that CEQA only applies to projects which
10 have the potential for causing a significant effect on the environment. Based upon a review of
11 the record the City Council finds that there is no potential that the adoption of the Coast
12 Highway Vision and Strategic Plan will cause a significant environmental impact.

13 2. The Coast Highway Vision and Strategic Plan document is hereby approved in its
14 entirety, subject to the planning area boundary and text modifications directed by the City
15 Council on January 21, 2009 and text modifications recommended by the Arts Commission,
16 Oceanside Historic Preservation Advisory Commission, Transportation Commission and
17 Bicycle Committee (Exhibit B).

18 BE IT FURTHER RESOLVED that the City Council directs as follows:

19 3. The Coast Highway Vision and Strategic Plan shall serve as: a) an advisory
20 document and shall be used as a resource to inform future legislative amendments affecting the
21 subject planning area; and b) a “planning tool” to provide guidance on development proposals
22 through urban and building design principles and guidelines.

23 4. The projects stemming from the design concepts identified in the Coast Highway
24 Vision and Strategic Plan have not been approved. Any future site-specific development
25 proposals shall be subject to further review and approval through the planning entitlement
26 process, including environmental review.

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1 5. The Development Services Director is authorized and directed to prepare and
2 print the document entitled “Coast Highway Vision and Strategic Plan” as modified by City
3 Council action on April 15, 2009; and

4 6. Initiate Coast Highway Vision and Strategic Plan plan-wide (PW) and area
5 specific implementation action items by; a) initiating parking (PW-1) and traffic capacity and
6 infrastructure design (PW-2) studies subject to and upon granting of SANDAG Smart Growth
7 Initiative Program (SGIP) funding; b) preparing a draft Transferable Development Rights
8 (TDR) building height program for City Council consideration (PW-3); c) initiating plan and
9 text amendments to currently applicable regulatory land use documents (PW-4) to ensure their
10 consistency with the Coast Highway Vision and Strategic plan (e.g. NC-3, SN-1, ATE-4) and
11 establish new quality of life performance standards; d) preparing a draft Development
12 Incentives Policy (PW-5) to address entitlement vesting rights, “green tape”/expedited
13 processing and “zero or reduced fee” green design initiatives; e) facilitating development
14 proposals through the development Services Director’s office or the Economic and Community
15 Development Director’s office and promote/enable to the extent possible land assembly by
16 private entities and creative site-specific incentives for catalytic projects; f) forwarding the final
17 Coastal Commission “Climate Change” policies to City Council for consideration.

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1 7. Upon adoption utilize: a) the Coast Highway Vision and Strategic Plan as an
2 advisory planning resource to inform future legislative amendments affecting the planning area;
3 and b) the urban and building guidelines and principles as a “planning tool” to provide
4 guidance on development proposals.

5 PASSED AND ADOPTED by the City Council of the City of Oceanside, California,
6 this 15th day of April 2009, by the following vote:

7 AYES:

8 NAYS:

9 ABSENT:

10 ABSTAIN:

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MAYOR OF THE CITY OF OCEANSIDE

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14 ATTEST:

APPROVED AS TO FORM:

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CITY CLERK



CITY ATTORNEY

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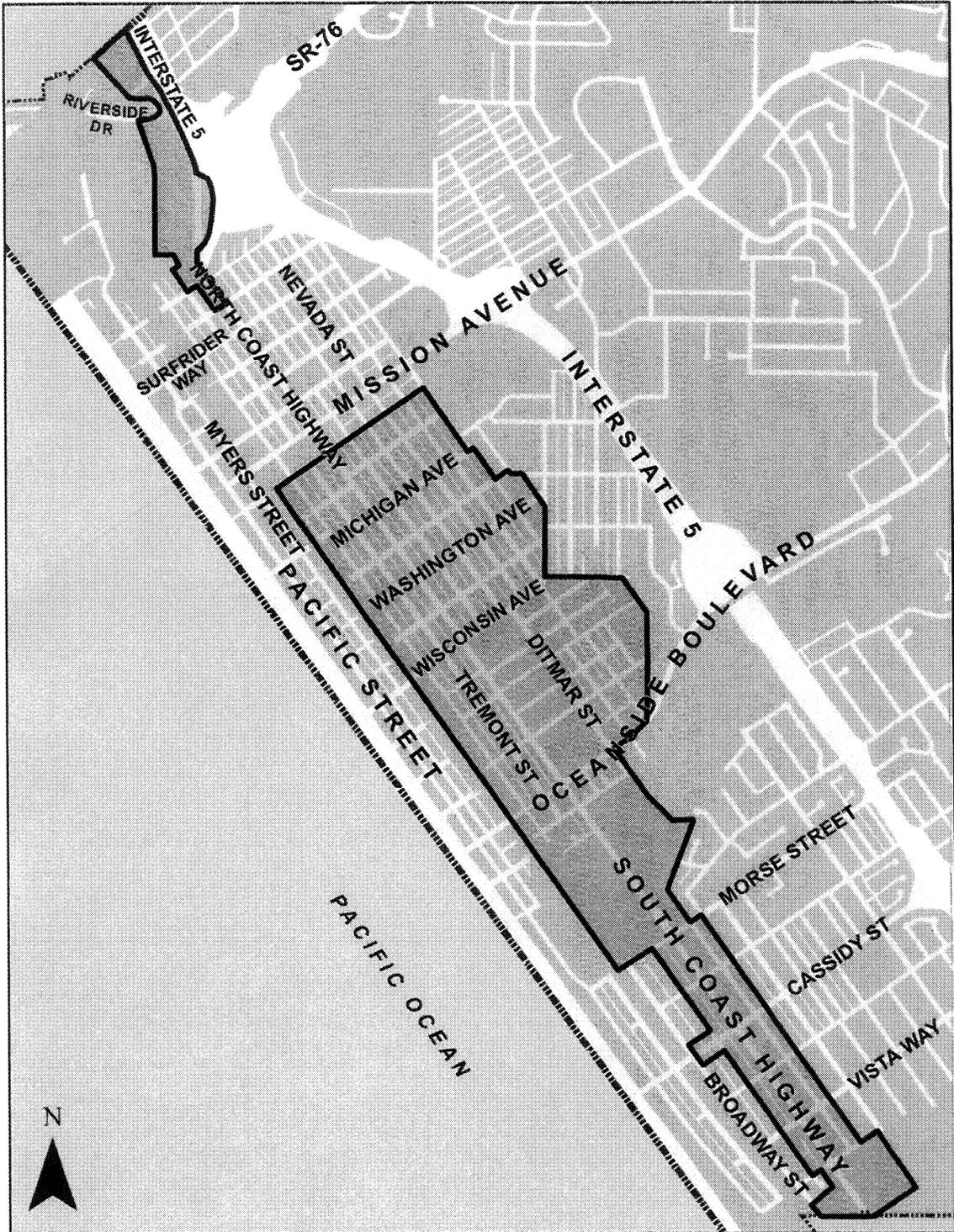
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EXHIBIT A



Coast Highway Vision and Strategic Plan

Planning Area

EXHIBIT B

Draft Coast Highway Vision and Strategic Plan

Modifications

1. Delete all text references and maps/exhibits related to the Las Ramblas North “O” Alternative 1: Hospitality/Entertainment Node and exclude the Mira Mar Mobile Home Community and Oceanside Harbor areas from the Coast Highway Vision and Strategic Plan area boundaries.
2. Add to the Coast Highway Vision and Strategic Plan objectives the following objective:

Promote a preservation ethic that encourages and supports the preservation of Oceanside’s historical heritage and resources to the extent possible.
3. Add to the Implementation Strategy plan-wide actions the following action:

PW-8: Implement currently applicable and future citywide policies in support of the arts including but not limited to the Arts in Public Places policy requiring public art as a visual art element on Capital Improvements projects (CIP).
4. Remove the text from page 44 of the Draft Coast Highway Vision and Strategic Plan document referring to the existence of a bike path along S. Tremont Street.
5. Modify the photo montage exhibit on page 1 and 31 to show the cyclist riding the bicycle rather than walking alongside the bicycle.
6. Replace the photos on page 37 and 84 with ones that depict cyclists employing safe riding practices.
7. Modify Implementation Strategy Arts, Technology & Environment action ATE-4 as follows:

ATE-4: Adopt and apply a land use and design overlay zone to direct new development.

COMMISSION OR COMMITTEE REPORT

Transportation Commission: On January 20, 2009, the Transportation Commission considered the Coast Highway Vision and Strategic Plan and expressed their general support for the effort. Specific comments were made about the value of an agreed-to vision for the future development and revitalization of Coast Highway.

One Commissioner stated that this plan would enhance public safety, encourage a paradigm shift from the current auto-centric use of Coast Highway and that it includes safe and efficient transportation options for cyclists, pedestrians and multi-modal users. It was also suggested that the transportation and mobility elements of the plan should be incorporated in the current revision of the Circulation Element. Commissioners commented that with respect to any alternatives for the reconfiguration of Coast Highway, detailed traffic studies should be done to fully understand the impact, if any, on traffic volume, time of travel and throughput of the corridor. Additional comments in support of “roundabout(s)” use and the parking demand management program were also provided. One Commissioner indicated that he did not clearly see the value of opening up Cleveland Street in and around the transit center and expressed his desire to ensure that there will be no decrease in available commuter parking with the redesign of the transit center. It was also stated that the Arts, Technology and Environment district needs to be further defined in terms of expected future uses and that further clarification on how the unbundling of parking could be applied is necessary.

Based on Transportation Commission’s comments staff recommends that the Arts Technology & Environment District action item (ATE4) should be clarified and amended as follows:

- ATE-4: Adopt and apply a land use and design overlay zone to direct new development.

Harbor and Beaches Advisory Committee: On January 22, 2009, the Harbor and Beaches Advisory Committee was informed by staff that based on City Council’s action on January 21, 2009 - directing the removal of Mira Mar Mobile Home Community and Oceanside Harbor areas from the Vision Plan - no further action was necessary by the Committee. Committee members inquired of the reasons for the Harbor area’s removal from the plan and provided favorable comments on the quality of the plan and work product generated by the project team and charrette participants.

Arts Commission: On February 2, 2009, the Arts Commission considered the Draft Coast Highway Vision and Strategic Plan, endorsed the elements of the plan relative to their purview and offered its support to the effort. One member of the Commission expressed his support for City Council’s action to eliminate the Las Ramblas North “O” Alternative 1 and exclude the Harbor and Mira Mar Mobile Home Community from the Vision Plan. Furthermore, it was suggested that the City’s Policy requiring provision of an art element

Economic Development Commission: On March 3, 2009, the Economic Development Commission heard a presentation by City staff and Torti Gallas and Partners, Inc., on the master plan/urban design concept and implementation strategy and a second presentation on economic and market factors that contributed to specific project recommendations and design solutions. The Commissioners inquired on issues related to the plan's cost/funding sources, consideration of relocation provisions for mobile home park areas within the plan's boundaries, buildout/phasing and market segmentation. Comments in support of the plan and overall effort were provided by Commissioners and the Chairman.

Historic Preservation Advisory Commission: On March 3, 2009, the Oceanside Historic Preservation Advisory Commission (OHPAC) considered the Draft Coast Highway Vision and Strategic Plan. The Commissioners expressed their general support for the plan and specific design elements such as the roundabouts and discussed existing context/urban fabric considerations in relationship to redevelopment/revitalization efforts for Coast Highway. The Commission recommended that a specific objective be included as part of the vision statement that would reference employing a "preservation ethic" in the Coast Highway revitalization effort.

Based on the comments received during the OHPAC meeting, staff recommends that the following objective should be added to the existing draft list of Coast Highway Vision Plan objectives:

- Promote a preservation ethic that encourages and supports the preservation of Oceanside's historical heritage and resources to the extent possible.

Bicycle Committee: On March 16, 2009, the Bicycle Committee evaluated the Draft Coast Highway Vision and Strategic Plan, provided input and expressed their support for the master planning effort. More specifically, the Committee by unanimous vote approved a motion to support the overall vision and goals of the Coast Highway Vision and Strategic Plan and to that end Committee members: a) indicated their support for the Coast Highway street section design Alternative 2 and associated "road-diet", bike lanes and roundabouts and recommended the inclusion of bike lanes along Coast Highway as part of the first phase of street improvements; b) recommended the inclusion of Class 2 (on-street) bike lanes in lieu of a Class 1 (off-street) pedestrian/bike path as part of the Arts Bridge section redesign; c) recommended removal of the text on page 44 referencing the existence of a bike path along S. Tremont Street; d) applauded the suggestion to include a "Bicycle Level of Service" as part of future quality of life performance standards and recommended the establishment and implementation of bicycle policies; and e) recommended that if angled on-street parking is considered as part of the Coast Highway plan it should be back-in/ angled parking; and f) recommended that graphics/ photos on pages, 1, 31, 37 and 84 be updated or replaced with ones that depict safe bicycle riding conditions (e.g., cyclists wearing helmets, cyclists riding bicycles not walking on bicycle lanes).