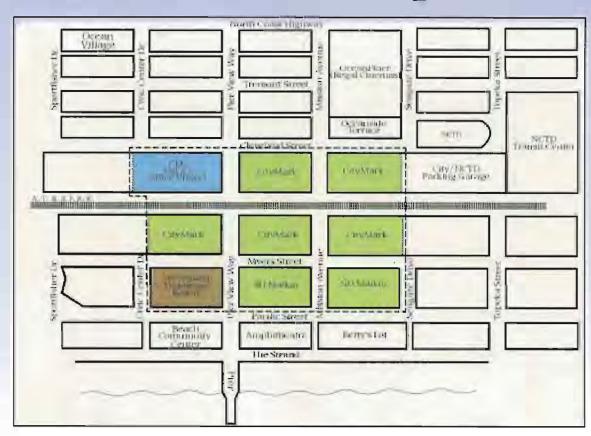
Oceanside Economic & Community Development

Nine-Block Pier Area Masterplan



As Approved by the Community Development Commission April 5, 2000

City of Oceanside

NINE-BLOCK PIER AREA MASTER PLAN

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I. INTRODUCTION

PURPOSE OF THE MASTER PLAN

This Master Plan has been prepared to implement the land use policies approved by the Coastal Commission as part of LCP-1-91, that encourages the development of visitor-serving commercial facilities and tourist and visitor oriented accommodations with the Strand Study Area. The Land Use Plan further requires that a minimum amount of visitor-serving commercial facilities and visitor oriented accommodations be constructed within the nine-block area bounded by The Strand, Cleveland Street, Seagaze Drive and Civic Center Drive. This nine-block area is described in this Master Plan as the MPA.

The primary function of the Master Plan is to implement the LCP requirement for the visitor-serving commercial area adjacent to the Oceanside Municipal Pier in regards to land use mix and intensity of development.

The Master Plan is designed to assure a high quality of development on the site, consistent with the objectives of the community, the Redevelopment Plan and the Local Coastal Program. In addition, the Master Plan will establish development standards and clear criteria for evaluating proposed developments within the MPA.

The Master Plan consists of standards and guidelines and serves to implement existing City regulations (e.g. Zoning Ordinance, Local Coastal Program) and Community Development Commission land use regulations and development criteria. The Master Plan regulations implement and clarify other regulations particularly where such other regulations are general or leave alternatives open. In cases, where a topic is not addressed specifically by the Master Plan, other City regulations apply.

The basis for the Master Plan is the Local Coastal Program's (LCP) Land Use Plan (LUP) policies for recreation and visitor serving facilities. The LCP's Land Use Plan policies provide that the nine-block area be planned to insure a minimum intensity of visitor serving commercial facilities. The specific relevant policies requiring the preparation of this Master Plan were approved by the California Coastal Commission in October 1992 and are presented in later sections of this document.

All proposed development projects will be required to submit a Development Plan and Regular Coastal Permit application, in conformance with the "D" Downtown District Zoning Ordinance, and if the site is subdivided, an appropriate subdivision map. A Development Plan, Regular Coastal Permit and /or subdivision map will be evaluated by City staff against the standards and

guidelines in the Master Plan, as well as all other applicable regulations. The plan is required to be reviewed and approved by the Community Development Commission at a public hearing before construction can commence.

The Master Plan provides for two different development scenarios of the MPA. One scenario contemplates the entire area within Subdistrict 12 being designed and developed under redevelopment agreement(s) with the Community Development Commission. The second scenario contemplates Subdistricts 1 and 12 being developed incrementally. In either event, both development scenarios will be required to be developed in conformance with the Master Plan.

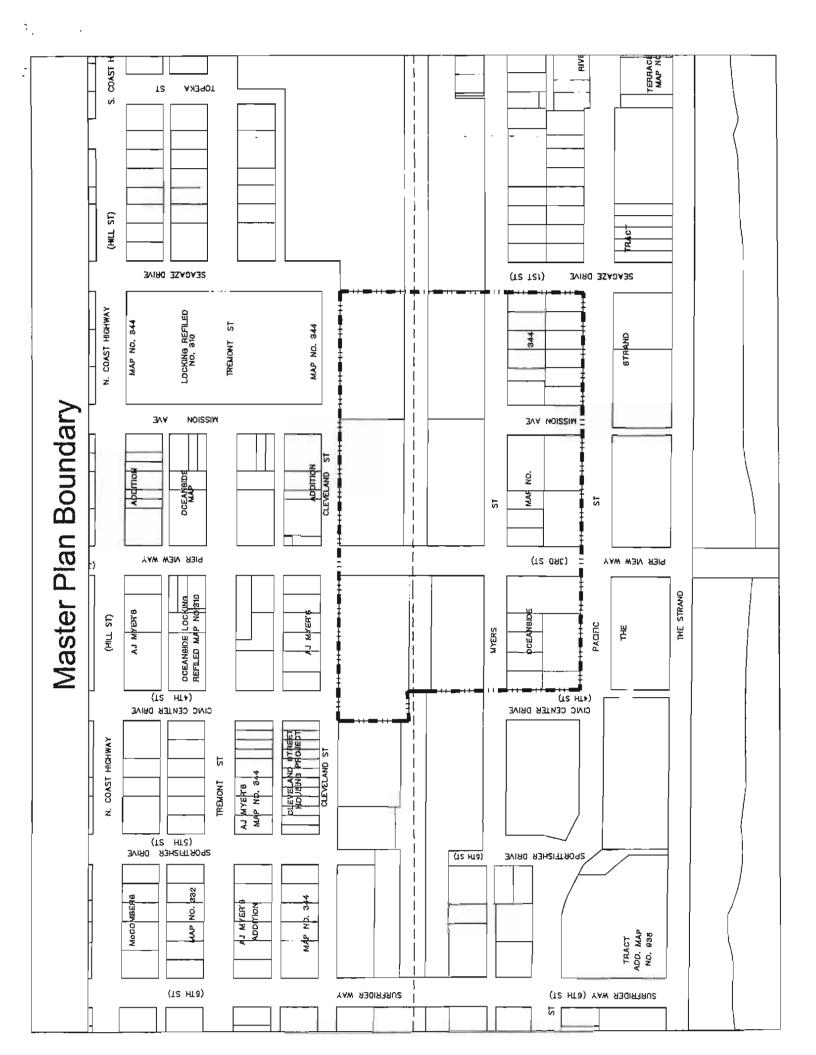
LOCATION

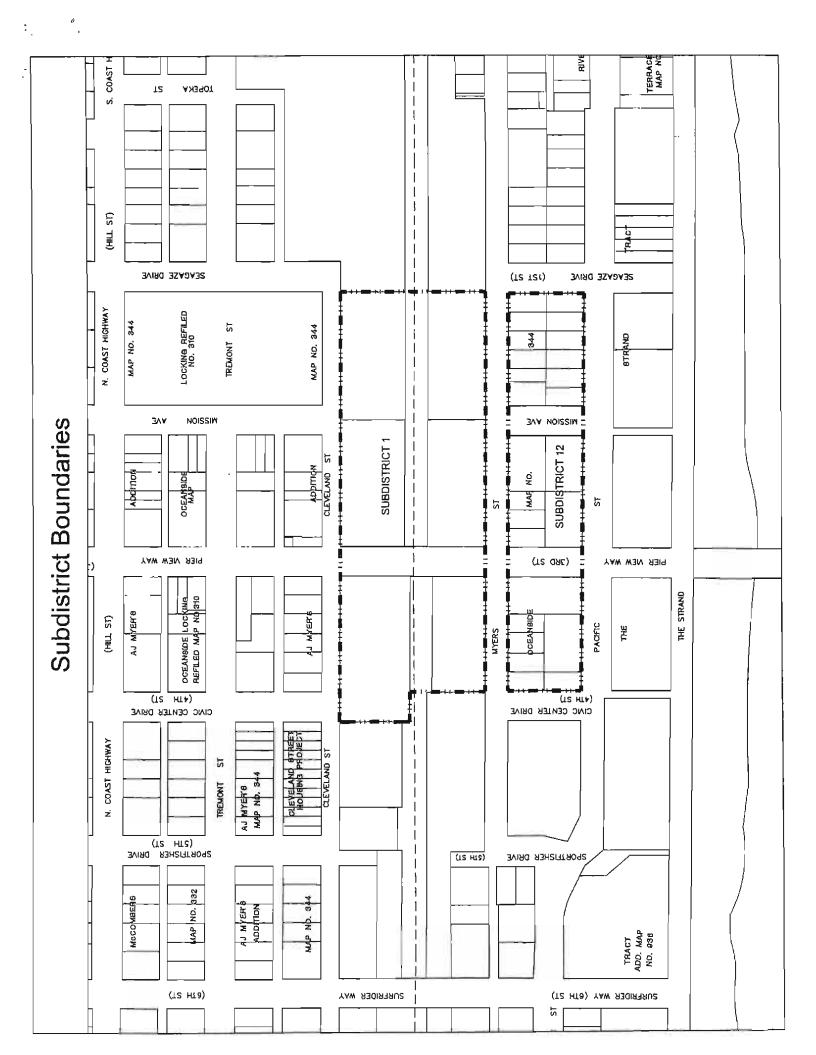
Oceanside is a unique 42-square mile southern California coastal community in north San Diego County. The City is situated 36-miles north of San Diego and 84-miles south of Los Angeles. The Master Plan Area (MPA) is in the northwestern portion of the City and is within the City's Downtown Redevelopment Project Area and the Coastal Zone boundaries of the Local Coastal Program.

The MPA is situated on nine contiguous blocks, approximately 12-acres in size, excluding public rights-of-way, bounded by Civic Center Drive to the north, Seagaze Drive to the south, Pacific Street to the west and Cleveland Street to the east (see attached map).

The nine-block area is situated within two Subdistricts, Subdistricts 1 and 12, of the Redevelopment Project Area. The three-block area, immediately east of the Oceanside Municipal Pier, is situated within Subdistrict 12, which is intended for tourist and visitor-serving commercial uses (see attached map). The objective of Subdistrict 12 is to provide a special tourist/visitor oriented Subdistrict that relates to the pier, ocean, beach, marina and freeway.

The remaining six-blocks are within Subdistrict 1 (see attached map). The objective of Subdistrict 1 is to provide commercial/retail and office uses offering a wide variety of goods and services to both the community at large and to tourist and visitors.





II. EXISTING CONDITIONS

REGIONAL CONTEXT

The MPA is located within the North San Diego County area approximately 36 miles north of the City of San Diego. The closest urbanized area north of Oceanside is San Clemente, which lies approximately 16 miles away and is separated from Oceanside by Camp Joseph H. Pendelton Marine Corps Base. The base covers approximately 125,000 acres and is located directly to the north and provides a buffer between the City of Oceanside and Orange County. Eighteen miles to the east lies the City of Escondido, accessible to Oceanside by State Route 78 which intersects Interstate 5 at Oceanside's southern city limits.

The MPA is approximately one-half mile west of Interstate 5. The MPA may be accessed from Interstate 5 at Mission Avenue interchange. The MPA may also be accessed from the interchange of Interstate 5 and State Route 76 Expressway (SR-76), and Coast Highway. The segments of Mission Avenue and Coast Highway between Interstate 5 and MPA are designated as major arterials in the Oceanside Master Transportation Plan.

EXISTING LAND USES

The MPA consists of nine underdeveloped blocks. Five of the blocks are vacant, three blocks are wholly or partially improved as parking lots, and the remaining block is improved with four residential structures, one which is currently used as an office.

ADJACENT LAND USES

North of the MPA is the 250-unit San Miguel condominiums, which extends north from Civic Center Drive, west and north to Windward Avenue. West of the MPA are a variety of public recreation facilities, which include a community center, the Oceanside Pier and an open-air amphitheater. South of the MPA is a mix of single and multi-family residential uses and a timeshare beachfront resort. To the east is a mix of tourist, retail, and entertainment uses including the 16 screen Oceanplace Entertainment Center and related visitor serving commercial uses.

Railroad tracks formerly owned by the Atchison, Topeka & Santa Fe Railroad, but now owned by the North County Transit District, traverse the MPA running north-south with a future eastern line to Escondido. Other land uses near the site include the Civic Center, located east of Coast Highway between Pier View Way and Civic Center Drive. The Oceanside Transit Center is located at Tremont Street and Topeka.

SITE CONDITIONS

The MPA is approximately 11.9 acres in size, bounded by Civic Center Drive to the north, Seagaze Drive to the south, Pacific Street to the west and Cleveland Street to the east. Vehicular access is provided by Mission Avenue, Seagaze Drive and Pierview Way, which run east-west and Cleveland, Myers and Pacific Streets which run north-south.

Topographically, the site is characterized by flat, graded terrain. Elevations on the property range from a maximum of approximately 43-feet above mean sea level (MSL) at the northeastern property margin to a low of approximately 38 feet MSL at the southwest corner of the property. East of the MPA, the area topography gradually rises at approximately 2.3% grade to an elevation of 100 feet above MSL at Interstate 5.

EXISTING INFRASTRUCTURE

The MPA is currently being served by water, sewer and both overhead and underground electrical lines. Water is provided to the site by the City of Oceanside via a 16-inch water line. The site is served by a 6 and 10-inch sewer line. Sewage from the site is treated at the La Salina Wastewater Treatment Plant.

San Diego Gas & Electric (SDG&E) provides electricity to the site via overhead and underground lines along the surrounding street system. Gas is provided by an SDG&E gas transmission main located adjacent to the North County Transit District.

The existing vehicular and pedestrian circulation system provides access to the MPA. Mission Avenue is considered a secondary arterial from Pacific Street to Coast Highway and a major arterial from Coast Highway east to Rancho Del Oro Drive/Craven Road. Pacific Street is considered to be a local collector road as is Myers Street from Seagaze Drive to Civic Center Drive.

The Oceanside Transit Center is located north of the railroad tracks about 0.1 mile south of the MPA. The transit center is a multi-modal facility providing bus service (local and national), commuter rail service to Los Angeles (Metro Link) and San Diego (Coaster), as well as AMTRAK national passenger rail service.

III. MARKET RECOMMENDATIONS DURING PAST 20 YEARS

In May of 1979, The Natelson Company, Inc. prepared a comprehensive market study of recreation, residential and commercial development opportunities in the downtown beach area. This study recommended that a hotel be located upon the bluff overlooking the Strand and municipal pier. Access for the hotel would be from Pierview Way and Pacific streets. This study projected a demand for 400 to 500 rooms to be constructed in two phases. The study further projected a retail demand of 81,800 square feet by the year 2000. The study noted that seventy per cent of this retail demand would be in the Eating and Drinking category for such outlets as lunch and dinner houses, coffee shops and cocktail lounges.

In December of 1981, Keyser Marston Associates Inc, an economic consulting firm, prepared a report in which the objective was to analyze the market potential for residential, retail and office development in the Downtown Redevelopment Project Area and recommend a development strategy for the Project Area. A recommendation of the study was to develop tourist-serving commercial uses, including a small amount of high quality specialty retail space, restaurants and a hotel, to be centered along a widened Mission Avenue linking to the waterfront, and adjacent to the pier. Further, the study recommended that the area adjacent to the pier should be developed for recreation-serving retail uses including a hotel.

Laventhal and Horwath, Certified Public Accountants, prepared a marketing study in 1985 which examined the potential for developing lodging facilities in Oceanside and considered the pier area site as having potential for hotel development. The report cited visibility as positive attributes in support of such uses. Other factors suggesting hotel and/or motels as logical uses are ocean views and parcels of sufficient size.

Linda Congleton & Associates, a marketing firm, prepared a Strategic Marketing Plan for the Community Development Commission in September 1993. The marketing plan goals were: (1) to investigate the market feasibility of various real estate uses, and (2) recommend strategic implementation action steps based on the market assessment conducted. The marketing plan concluded that the potential demand for a hotel located in the pier area would justify a 250 – 300 room hotel on the waterfront. The plan also indicated that the pier and Strand area offered convenient sites for high quality, family oriented services aimed at enhancing and lengthing visits to the beach.

IV. LAND USE AND PLANNING

Redevelopment Plan

A Redevelopment Plan for the Project Area was prepared in 1975 and certain land uses amended in 1982. The Redevelopment Plan acts as the City of Oceanside's General Plan for the Redevelopment Project Area and provides a land use plan for the Redevelopment Area and a framework for a means to implement redevelopment policies and objectives for the entire 375-acre area. The Redevelopment Plan land use regulations designate the MPA as commercial retail. The allowed uses in commercial retail include, but are not limited to, "office, retail, financial, service, entertainment, and related auxiliary uses as permitted by the General Plan of the City, the City Municipal Code, and the City Zoning Ordinance."

In 1982, amendments to the Redevelopment Plan provided for residential and other alternate uses within the commercial retail area to the extent permitted by the Zoning Ordinance. Residential uses are permitted in Subdistrict 1, under specified conditions, but not in Subdistrict 12.

Local Coastal Program

The California Coastal Act of 1976 provides for the controlled development of the states coastal resources. The Coastal Act requires specified actions by various state agencies and involves the development control of cities and counties in the coastal zone.

The Coastal Act requires the preparation of a Local Coastal Program (LCP) for each local governmental jurisdiction in the coastal zone, to be implemented through the requirement of coastal development permits. Each LCP must contain a Land Use Plan (LUP) as well as the necessary implementing ordinances (e.g. Zoning Ordinance). The City of Oceanside LCP was certified by the California Coastal Commission in 1985 and the City has been implementing the plan with permit authority since that time.

Land Use Designation

The land use designation for Subdistrict 12 is "Coastal Dependent, Recreation, and Visitor Serving Commercial". This land use category encompasses specialized commercial uses, which are directly dependent, supportive or related to the coast or provide for recreation and visitor serving facilities.

Coastal dependent uses provide services or goods for coastal industries or recreationists and can include boat slips, supplies and services, diving commercial fishing, and sport fishing establishments. Recreation and visitor serving facilities provide accommodations, food and services, including hotels,

motels, campgrounds, restaurants, and commercial-recreation developments such as shopping, eating and amusement areas for tourists.

The land use designation for Subdistrict 1 is General Commercial. The purpose of the General Commercial zone is to classify and set standards for retail and service commercial uses which by their nature are of relatively high intensity that are necessary to provide a wide range of shopping facilities and goods, professional and administrative offices, and entertainment establishments; and are generally within close proximity to residential zoning or development and, therefore, require a physical treatment which will guarantee compatibility with and protection of surrounding properties and their values.

Policies

The following Land Use Plan (LUP) policies are contained in Oceanside's Local Coastal Program and are directly applicable to the nine-block Master Plan Area (MPA). These policies were added to the City's LCP as part of an amendment approved by the Coastal Commission in 1992 and accepted by the City.

General Policy #12: "The development of visitor serving commercial facilities shall be encouraged within the Strand Study Area, providing that the following criteria are met:

- a. Tourist and visitor oriented hotels are to be constructed in 2 phases with 120-250 units per phase.
- b. Visitor Serving Commercial facilities shall be provided at a minimum of 81,800 square feet.
- c. Development in Subdistrict 12, the three blocks adjacent to the Oceanside Pier bounded by Pacific Street, Myers Street, Seagaze Drive and Civic Center Drive shall be required to be master-planned to insure a minimum intensity of visitor serving commercial facilities to include at least:
 - 1. 92 hotel rooms, and
 - 2. 33,600 square feet of visitor serving commercial space.
- d. Development in a portion of Subdistrict 1, the six blocks adjacent to the AT&SF Railroad right-of-way bounded by Myers Street, Cleveland Street, Seagaze Drive and Civic Center Drive shall be reserved to provide for the remainder of the 120 – 250 hotel rooms and 81,800 square feet of visitor serving commercial facilities not provided for in Subdistrict 12."

Zoning

City Ordinance No. 88-22 (Zoning Ordinance) as amended (1992 Coastal Amendment), is the applicable document governing land use and development regulations and standards for the MPA. The nine-block MPA includes all of the Subdistrict 12 and a portion of Subdistrict 1 of the "D" Downtown District.

Subdistrict 12 is zoned for tourist and visitor-serving commercial uses. The objective of Subdistrict 12 is to provide a "special tourist/visitor oriented subdistrict that relates to the pier, ocean, beach, marina and freeway." Permitted uses within this zone with a Conditional Use Permit (CUP) include hotels, timeshares, commercial recreation and entertainment, retail sales and eating and drinking establishments.

The objective of Subdistrict 1 is "to provide commercial retail and office uses offering a wide variety of goods and services to both the community at large and to tourists and visitors. Residential uses are encouraged when and where appropriate."

The following table list the uses that are allowed in both Subdistricts 1 and 12. However, specific requirements for each use are outlined in "D" Downtown District regulations.

Subdistrict 1

Residential

Day Care-Limited Multi-Family Residential

Public Semi-Public

Clubs & Lodges
Cultural Institutions
Day Care-General
Government Offices
Park and Recreational Facilities
Public Safety Facilities
Utilities-Minor

Commercial

Artist Studio
Bank/Savings & Loans
Catering Services
Commercial Recreation and Entertainment
Eating & Drinking Establishments
Food & Beverage Sales
Office, Business & Professional
Personal Services
Personal Improvement Services
Retail Sales
Travel Services
Commercial Parking
Hotel, Motels & Timeshares

Subdistrict 12

Public & Semi-Public

Government and Public Safety Cultural Institutions Park and Recreational Facilities

Commercial

Commercial Recreation and Entertainment Eating & Drinking Establishments
Food & Beverage Sales
Office, Business & Professional
Personal Services
Retail Sales
Travel Services
Automotive Rentals
Bed & Breakfast
Hotels, Motels & Time Shares

V. MASTER PLAN OBJECTIVES

The planning policies, community concerns, and responses to site and market conditions have been synthesized into a series of overall objectives and policies for the Master Plan. These objectives and policies clarify the City's intent concerning development of the site and provide a clear and consistent foundation for the development standards and design guidelines of the Master Plan

LAND USE

Land use policies for this Master Plan are based on current Redevelopment Plan land use policies, as well as the Local Coastal Program land use policies, Zoning Ordinance land use regulations, previous market analysis, the relationship of potential land uses to each other and to land uses in the surrounding area.

The LCP requires adequate distribution of public facilities including granting of priority to commercial recreation uses in the form of visitor serving facilities. In addition, the Recreation and Visitor Serving Facilities section for the LUP provides that the development of visitor serving commercial facilities shall be encouraged and that the following criteria be met within the nine-block Master Plan Area (MPA):

- 1) Tourist and visitor oriented rooms to be constructed in two phases with between 120 250 units per phase for a total range of 240 to 500 rooms within the MPA
- Visitor Serving Commercial facilities shall be provided at a minimum of 81,800 square feet within the MPA.

Recreation and visitor serving commercial uses can be described as providing opportunities for recreation-oriented commercial activities conveniently located near recreational and scenic areas. The intention of visitor serving commercial areas is to provide special commercial uses directly dependent, supportive or related to the coast.

The planning policies, community concerns, and market conditions indicate that Subdistirct 12 possesses the site characteristics necessary to provide a viable visitor serving commercial retail environment that relates to the pier, ocean, beach, marina and freeway. These characteristics include but are not limited to 1) pier and panoramic white water views. 2) beach and pier access, and 3) direct freeway access via Mission Avenue.

In consideration of adopted land use regulations and development standards, the development of the MPA shall also meet the following objectives:

- To develop a special tourist/visitor oriented environment, which provides Visitor Serving Commercial facilities that relate to the pier, ocean, beach, marina and freeway within the coastal area.
- To provide and maintain a wide range of public recreation areas, beach support facilities, and visitor-serving facilities, consistent with the Land Use Plan of the Local Coastal Program.
- To ensure the distribution of public facilities such as parking areas; provision and distribution of visitor facilities; and giving priority to commercial recreation uses throughout the coastal zone.
- To provide adequate access to and along the coast.
- To provide for either the comprehensive master planned development of Subdistrict 12 under redevelopment agreement(s) with the Community Development Commission or the incremental development of Subdistricts 1 and 12 by individual property owners, and provide the requisite uses set forth in the Land Use Plan policies of the Local Coastal Program.

DEVELOPMENT DESIGN STANDARDS AND GUIDELINES

The development standards and guidelines are intended to implement the overall policies and objectives as defined by the Master Plan. They are regulatory in nature and will govern all development within the MPA.

The development standards and guidelines are intended to convey the physical character of the overall development and specifically to demonstrate how they are to be implemented. The design guidelines will be used as the criteria for evaluating the compatibility of proposed development with the Master Plan in conjunction with Local Coastal Program, Zoning Ordinance and the Redevelopment Plan during the development review process.

General Development Standards

Whenever the regulations in this Master Plan implement more specifically the regulations of the Zoning Ordinance and Redevelopment Plan and other City regulations, the regulations contained herein shall govern the matter. Where an item is not specifically addressed by the regulations in the Master Plan, the Zoning Ordinance as well as other relevant City regulations will govern.

- All building construction within the Master Plan Area shall comply with all applicable building codes.
- Dedication and improvement of all rights-of-way shall meet with the approval of the City Engineer.
- The developer shall be responsible for all required public infrastructure improvements to be constructed as a condition of approval for each Development Plan and as required by the City Engineer.
- A construction phasing plan shall be prepared along with all improvement plans, final maps and precise grading plans and are subject to the approval of the City Engineer prior to site development.

Land Use Regulations

General Provisions

The following Tourist and Visitor Oriented Accommodations and Visitor Serving Commercial facilities shall be provided within the MPA.

- Tourist and visitor oriented accommodations shall include a minimum of 240 hotel rooms. Where the land area is sufficient to require such as its prorata share (as described below), the hotel rooms may be constructed in one phase with at least 240 rooms, two phases with at least 120 rooms each, and/or two or more phases each with its prorata share of rooms as described below.
- Visitor Serving Commercial facilities shall be provided at a minimum of 81,800 square feet within the MPA.
- A. A consolidated development of Subdistrict 12 under redevelopment agreement(s) with the Community Development Commission shall include the following criteria:
 - A minimum of 240 hotel rooms
 - A minimum of 81,800 square feet of Visitor Serving Commercial facilities.
- B. Incremental development of lots within the MPA may occur, however, each development phase must contain as a minimum its prorata share of hotel rooms or visitor serving commercial facilities as described below under the <u>Minimum Development Scenarios</u>.

C. When the 240 hotel rooms and 81,800 square feet of visitor serving commercial facilities have been implemented through scenario one or otherwise, the remaining area within the MPA not included within the area so used may be developed in accordance with the underlying land use and zoning regulations and the provisions of this Master Plan shall not apply.

Minimum Development Scenarios

The development of the MPA may occur under either one of two scenarios:

- Scenario one shall be when the entire three-block Pier area comprising Subdistrict 12 will be developed pursuant to redevelopment agreement(s) with the Community Development Commission under state law, including without limitation if the entire three-block area is acquired by the Community Development Commission for such purpose.
- Scenario two shall be under all conditions other than scenario one, when both the three-block Pier area and the remaining six-blocks of the MPA are developed incrementally, either privately in whole or part and/or pursuant in part to redevelopment agreement(s) with the Community Development Commission.
- Under either scenario one or scenario two, property within the MPA shall be constructed in development phases. A development phase is contiguous or non-contiguous property within the MPA which will be constructed and completed concurrently as evidenced by the following elements demonstrated by the developer to the City as of the time a building permit is issued by the City with respect to such properties. The boundaries of each development phase shall be delineated at the time a Development Plan is submitted therefor.

The following elements shall be required as a condition precedent to the issuance by the City of a building permit for each development phase:

- A common Development Plan approved for all properties within the applicable development phase, with such conditions as may be necessary to assure that:
 - a. All development standards (such as floor area ratio, height, parking and the like) applicable to such development phase, are complied with on a self-contained basis for the development phase itself if contiguous and within a single block, and for each non-contiguous portion thereof; and

- b. The development of adjacent and nearby properties not included within the applicable development phase can be designed and developed in an appropriately coordinated manner with the development phase.
- Inclusion within the development phase of at least the minimum prorata share of hotel rooms and visitor serving commercial square footage required to be developed thereon as provided below in this section.
- 3. Single, or legally enforceable joint, ownership and control of all properties within the applicable development phase sufficient to assure concurrent construction and completion with respect to all properties within the development phase.
- 4. When there are any uses within the applicable development phase other than hotel rooms and visitor serving commercial uses and their related parking, landscaping and similar ancillary development requirements, either:
 - a. Evidence that a certificate of occupancy has been issued by the City with respect to the minimum number of hotel rooms and square feet of visitor serving commercial uses (including their related parking, landscaping and similar ancillary development requirements) required to be developed within the applicable development phase, or
 - b. Legally binding financing, debt and/or equity, of all costs, shown by a project budget in a form reasonably acceptable to the City, necessary or appropriate to complete the construction of all improvements within or related to the applicable development phase, closed and funded sufficient to assure concurrent construction and completion with respect to all uses within the development phase; provided however, that if a building permit is issued under this paragraph (b.) for other than hotel rooms and visitor serving commercial uses and their related parking, landscaping and similar ancillary development requirements, it shall be a condition precedent to the issuance by the City of a certificate of occupancy for any such other use, that the City has first issued a certificate of occupancy with request to the minimum number of hotel rooms and square feet of visitor serving commercial uses (including their related parking, landscaping and similar ancillary development requirements)

required to be developed within the applicable development phase.

Under scenario one, the entire minimum number of hotel rooms (240) and square footage of visitor serving commercial uses (81,800) required to be developed within the MPA, shall be developed on the three Pier area blocks, and none of such minimum shall be required to be accommodated on the remaining six-blocks. Under scenario one, the construction of the entire minimum requirement shall occur in a single development phase.

Under scenario two, each development phase within the three-block Pier area shall contain: (1) a minimum number of hotel rooms determined by multiplying 92 hotel rooms by a fraction, the numerator of which is the number of square feet of land in the development phase and the denominator of which is the number of square feet within the three-blocks, and (2) a minimum number of square feet of visitor serving commercial uses determined by multiplying 33,600 square feet of visitor serving commercial uses by a fraction, the numerator of which is the number of square feet of land in the development phase and the denominator of which is the number of square feet within the three-blocks.

Also under scenario two, each development phase within the remaining six-blocks of the MPA shall contain; (1) a minimum number of hotel rooms determined by multiplying 148 hotel rooms (minus the number of hotel rooms with respect to which certificates of occupancy have been issued by the City, which exceed the minimum number of hotel rooms required for all previously completed development phases) by a fraction, the numerator of which is the number of square feet of land in the development phase and the denominator of which is the number of square feet within the six-blocks, and (2) a minimum number of square feet of visitor serving commercial uses determined by multiplying 48,200 square feet of visitor serving commercial uses (minus the number of square feet of visitor serving commercial uses with respect to which certificates of occupancy have been issued by the City, which exceed the minimum number of square feet of visitor serving commercial uses required for all previously completed development phases) by a fraction, the numerator of which is the number of square of land in the development phase and the denominator of which is the number of square feet within the six-blocks.

IMPLEMENTATION OF THE MASTER PLAN

A Development Plan and Regular Coastal Permit, as well as any other required discretionary application, shall be submitted to the City for review and approval for all development projects within the MPA.

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