



AGENDA NO. 1

STAFF REPORT

OCEANSIDE HISTORIC PRESERVATION ADVISORY COMMISSION

DATE: June 9, 2015

TO: Chairman and Members of OHPAC

FROM: Development Services Department/Planning Division

SUBJECT: **CONSIDERATION OF A GENERAL PLAN AMENDMENT (GPA13-00002), ZONE AMENDMENT (ZA13-00002), TENTATIVE MAP (T13-00001), DEVELOPMENT PLAN (D13-00006), AND HISTORIC PERMIT (H13-00004) TO CHANGE THE GENERAL PLAN AND ZONING DESIGNATIONS OF A 35.59-ACRE VACANT SITE TO ALLOW FOR THE DEVELOPMENT OF AS MANY AS 420 HOMES AT DENSITIES RANGING FROM SIX TO 29 DWELLING UNITS PER ACRE. THE PROJECT SITE IS LOCATED ON THE NORTH SIDE OF MISSION AVENUE ALONG ACADEMY ROAD, WITHIN THE SAN LUIS REY NEIGHBORHOOD PLANNING AREA AND THE MISSION SAN LUIS REY HISTORIC AREA. – VILLA STORIA – APPLICANT: INTEGRAL COMMUNITIES**

RECOMMENDATION

Staff recommends that the Historic Preservation Advisory Commission:

- 1) Recommend approval of General Plan Amendment (GPA13-00002), Zone Amendment (ZA13-00002), Tentative Map (T13-00001), Development Plan (D13-00006), and Historic Permit (H13-00004), by adopting Oceanside Historic Preservation Advisory Committee Resolution No. 2015-H01.

BACKGROUND

On April 9, 2013, the City of Oceanside received an application for a General Plan Amendment, Zone Amendment, Tentative Map, Development Plan, and Historic Permit to change the General Plan and zoning designations of a 35.59-acre vacant site at Mission Avenue and Academy Road to allow as many as 568 homes at densities ranging from six to 21 dwelling units per acre. The proposal included a Planned Development (PD) Plan delineating four planning areas (each with a different density allowance) and outlining site conditions, planning principles, land use and development standards, design guidelines, a conceptual infrastructure plan, and a conceptual

phasing plan. Over the course of several application submittals, the proposal evolved into a more detailed plan that ultimately included specific site design, housing product, open space amenities, and roadway improvements. With these refinements, the proposed maximum unit count decreased from 568 to 420 units.

On May 14, 2014, the City Council conducted a preliminary screening workshop to evaluate the proposed General Plan and zone changes and provide direction to staff regarding further processing of the application. Upon reaching consensus that the project site is suitable for residential development, councilmembers directed staff to continue working with the applicant to ensure high-quality architecture, attractive edge treatments, and open space amenities providing ample opportunity for social interaction and outdoor recreation. The City Council also advised staff to explore the feasibility of a commercial component to the project.

Over the course of the past two years, the applicant has conducted multiple meetings with stakeholders, including residents of San Luis Rey Mobile Estates and River Ranch and representatives of Mission San Luis Rey and the San Luis Rey Band of Mission Indians. Staff has attended several of these meetings, to answer questions and gather input from interested parties. Staff has also fielded considerable written correspondence, mostly from residents of San Luis Rey Mobile Estates. Throughout the public outreach process, stakeholders have expressed concern about the proposed project's potential impacts on traffic, mobile home transport, emergency vehicle access, drainage, cultural resources, the visual quality of the surrounding area, and greenhouse gas emissions. Stakeholders have also expressed concern about the current condition and use of Chapter Road, a private access easement that lines the project site's northern boundary to the west of Academy Road. The above-noted concerns are discussed in subsequent sections of this staff report.

Mission San Luis Rey Historic Area

Founded on June 13, 1798, Mission San Luis Rey is the largest of the 21 California Missions. Located at the northern terminus of Rancho del Oro Road at Mission Avenue, the Mission San Luis Rey property comprises 56 acres and includes the historic church, a seminary and theology school, a cemetery, meeting and retreat facilities, a museum, a K-8 Montessori school, and the offices of the San Luis Rey Parish. Masses are conducted daily in the historic church, which is also utilized regularly for weddings and baptisms. Special events conducted on the Mission property include Dia de los Muertos, the Saint Francis Festival, Christmas in July, and the San Luis Rey Mission Indian Inter-Tribal Pow Wow.

Mission San Luis Rey was recognized as a Registered National Historic Landmark in 1970.

In 1982, the City Council established regulatory authority for the preservation and enhancement of significant historic resources by adopting Historic Preservation Ordinance No. 82-41. In 1983, the area within roughly a half-mile radius of Mission San Luis Rey was designated as "Historic Preservation Area No. 1 – Mission San Luis Rey."

This 675-acre area is subject to the Mission San Luis Rey Historic Area Development Program and Design Guidelines (Mission SLR Historic Plan). In addition to the Mission property, the Historic Area includes commercial centers, mobile home parks, single family and condominium communities, Heritage Park, and a substantial amount of vacant land.

Project Site

Comprising 35.59 acres of vacant land on the north side of Mission Avenue, the project site is roughly bisected by Academy Road, which connects Mission Avenue to the San Luis Rey Mobile Home Park and several properties that front upon a private access easement commonly known as Chapter Road. The project site includes seven parcels to the west and one parcel to the east of Academy Road. Bearing a land use designation of Private Institutional (PI) and a zoning designation of Public/Semi-Public (PS), western portions of the project site abut the Old Mission Montessori School to the west and a collection of residentially zoned properties to the north. Bearing a land use designation of Single-Family Detached Residential (SFD-R) and a zoning designation of Residential Single-Family (RS), eastern portions of the project site abut State Route 76 to the south and the River Ranch single-family neighborhood to the north and east.

The western reach of Frazee Road now terminates at the northeast corner of the project site. While there is improved roadway linking Frazee Road to Academy Road, the final 400-foot segment of Frazee Road is currently fenced off at both ends. The City's Circulation Element shows Frazee Road connecting to Mission Avenue through the project site.

Situated less than 800 feet eastward of the historic Mission San Luis Rey, the project site lies within the Mission San Luis Rey Historic Area (MSLRHA). Portions of the site lying westward of Academy Road fall within the Historic Core of the MSLRHA. The project is thus subject to the Mission SLR Historic Plan.

The project site features rolling topography, with a disparity of roughly 32 feet between the highest and lowest grade elevations. Lower portions of the project site lie below the base flood elevation, as indicated on hydrological map exhibits prepared by the Federal Emergency Management Agency (FEMA).

As indicated in the biological resources technical report prepared for the proposed project, the project site accommodates four vegetation communities: developed habitat, disturbed habitat, mulefat scrub, and ornamental. Mulefat scrub, a type of riparian habitat, constitutes the only native vegetation on the premises, comprising 0.08 acres within the southeast quadrant of the site. The site does not lie with the City's Wildlife Corridor Planning Zone (WCPZ), as delineated in the Oceanside Subarea Habitat Conservation Plan. Consequently, the project is not subject to the 50 percent open space preservation requirement applicable to new development within the WCPZ.

As it extends along the frontage of the project site, the north side of Mission Avenue features one westbound travel lane, a paved shoulder, and curb and gutter. There is currently no sidewalk or parkway along the project frontage, which contributes to a gap in pedestrian facilities that extends from Mission San Luis Rey to Old Grove Marketplace. Overhead utility lines run along the property frontage on Mission Avenue. Per the City's Subdivision Ordinance, these utility lines must be buried in conjunction with the development of the project site.

There is no physical evidence or documentation indicating that the project site has ever been developed. However, it is likely the site has been used as a repository for tailings from construction projects in the vicinity.

For many years, the project site was under the ownership of the Catholic Diocese of San Diego. While the Diocese once intended to establish a parochial high school on the site, the property was sold to a private interest (Gabrytch Family Trust) in 2009. The applicant has entered into a contingency agreement with the current owner and would acquire the property should the proposed project be approved.

Mission San Luis Rey and the Mission San Luis Rey Parish have historically made use of the project site for surplus parking during well-attended masses and major events such as Christmas in July and Dia de los Muertos. Recognizing that this parking may not be available in the future, the Mission and Parish are currently exploring ways to accommodate additional parking on their own properties.

PROJECT DESCRIPTION

The applicant proposes to construct as many as 420 dwelling units on the project site, at densities ranging from six to 29 dwelling units per acre. This new housing would be served by a private street network, guest parking, common open space and recreational amenities, perimeter walls and fencing, and stormwater management facilities that would include two bio-retention basins. The proposed project would implement a variety of off-site improvements, including the widening of Mission Avenue and Academy Road, the extension of Frazee Road to Academy Road, the improvement of the private access easement common known as Chapter Road, and the extension of sidewalk on Mission Avenue from the project site's eastern boundary to Old Grove Market Way (identified as Pedestrian Priority Project #19 in the City's Pedestrian Master Plan).

With the exception of the income-restricted housing implemented to satisfy the project's inclusionary housing requirements (approximately 40 rental units), all of the housing on the project site would be for-sale product.

In accordance with Article 17 of the Zoning Ordinance, the applicant proposes a Planned Development (PD) Plan that would establish site-specific development standards, design guidelines, and housing typologies. The PD Plan would create six planning areas, each of which would accommodate a different housing product.

The proposed project requires amendment of the existing General Plan and zoning designations of the project site, as well as several entitlements.

General Plan Amendment (GPA13-00002) represents a request to change the existing General Plan land use designations to allow for medium and high-density residential uses.

At present, those portions of the project site east of Academy Road (14.15 acres) bear a General Plan designation of Single Family Detached Residential (SFD-R), which allows for single-family development at densities between 3.6 and 5.9 dwelling units per acre. The applicant proposes to re-designate the eastern portions of the project site as Medium Density – A – Residential (MDA-R) and High Density Residential (HD-R), with the MDA-R component in the northeast quadrant (9.93 acres) and the HD-R component in the southeast quadrant (4.22 acres). The MDA-R designation allows for densities between 6.0 and 9.9 dwelling units per acre. The HD-R designation allows for densities between 21.0 and 28.9 dwelling units per acre.

Those portions of the project site lying west of Academy Road now bear a General Plan designation of Private Institutional (PI), which, per Policy 2.42 of the Land Use Element, allows for “private uses and facilities that by their nature are situated in a campus or park-like setting.” Such uses would include religious institutions, private schools, cemeteries, private recreation facilities, and hospitals. The applicant proposes to re-designate the western portions of the project site as Medium Density – B – Residential (MDB-R) and Medium Density – C – Residential (MDC-R), with the MDB-R component in the northwest quadrant (7.57 acres) and the MDC-R component in the southwest quadrant (10.32 acres). The MDB-R designation allows for residential use at densities between 10.0 and 15.0 dwelling units per acre. The MDC-R designation allows for residential use at densities between 15.1 and 20.9 dwelling units per acre.

Zone Amendment (ZA13-00002) represents a request to change the existing zoning designations of the project site to Planned Development (PD), which would establish the proposed Villa Storia Planned Development (PD) Plan as the operative zoning for the project site. In accordance with Article 17 of the Zoning Ordinance, the PD Plan allows for residential densities and housing types that conform to the proposed General Plan designations (i.e., MDA-R, MDB-R, MDC-R, and HD-R). The western portions of the project site now bear a zoning designation of Residential Single Family – Historic Overlay (RS-H), while the eastern portions bear a zoning designation of Public/Semi-Public – Historic Overlay. The existing zoning designations are consistent with the existing General Plan designations.

The following table outlines the existing and proposed General Plan land use and zoning designations for the project site, by planning area.

TABLE 1: General Plan and Zoning Designations

Planning Area	Acreage	General Plan/Land Use		Zoning	
		Existing	Proposed	Existing	Proposed
1	9.93	Single-Family Detached Residential (SFD-R)	Medium Density A Residential (MDA-R)	Single Family Residential (RS)	Planned Development (Villa Stora PDP)
2	4.14	Single-Family Detached Residential (SFD-R)	High Density Residential (HD-R)	Single Family Residential (RS)	Planned Development (Villa Stora PDP)
3	7.57	Private Institutional (PI)	Medium Density B Residential (MDB-R)	Public/Semi-Public	Planned Development (Villa Stora PDP)
4	10.32	Private Institutional (PI)	Medium Density C Residential (MDC-R)	Public/Semi-Public	Planned Development (Villa Stora PDP)

While the proposed PD zoning designation for the entire project site denotes a site-specific PD Plan that allows for deviation from development standards for standard residential zoning districts, the housing types and densities proposed within each planning area are consistent with the standard zoning designations associated with the MDA-R, HD-R, MDB-R, and MDC-R General Plan designations (i.e., RM-A, RH, RM-B, and RM-C).

Tentative Map (T13-00001) represents a request to subdivide the project site into 74 lots for residential development and 16 lots for private streets, common open space, and other amenities. The proposed subdivision would be configured as follows:

TABLE 2: Tentative Map Configuration

Planning Area	Acreage	Lots	GP Designation	Housing Type(s)	Other Improvements
1	9.93	1-59 & A-G	MDA-R	Single Family Detached Homes (2 Story)	9,000 SF Park Bio-Filtration Basin Landscape Buffers
2	4.14	60-61 & H	HD-R	Townhomes & Stacked Flats (3 Story)	Bio-Filtration Basin Park TBD
3	7.57	62-64 & I, J, Q, & R	MDB-R	Detached Single-Family Clusters (2 Story)	Recreation Center Road Easement
4	10.32	65-74 & K-P	MDC-R	Duplexes & Townhomes (2 Story)	15,000 SF Park Pedestrian Paseo Community Park

The tentative map shows 59 single-family lots in Planning Area 1, three lots containing clusters of detached single-family homes (83 total units) in Planning Area 3, and 10 lots containing two different types of for-sale attached housing (149 total units) in Planning Area 4. Housing product is not shown within Planning Area 2, which the applicant proposes to subdivide into two comparably sized lots: the lot abutting Academy Road would contain market-rate attached housing; the lot to the east would contain income-restricted housing meant to satisfy the City's inclusionary housing requirement (i.e., 10 percent of total units reserved as affordable to lower-income households). Lot 2 is expected to contain roughly 100 total units. Future proposals for development in Planning Area 2 will require separate discretionary review and entitlement.

It is anticipated that most if not all of these residential lots/subdivisions would ultimately be sold to merchant builders. Any significant changes to lot configuration or housing product subsequently proposed by merchant builders would require amendment of the Tentative Map, Development Plan, and Historic Permit.

The tentative map shows improvements to Mission Avenue, Academy Road, and Frazee Road, as well as the alignment of new private streets within the subdivision. Vehicle circulation, common area parking, and pedestrian facilities are discussed in a subsequent section of this staff report.

Development Plan (D13-00002) represents a request to construct as many as 420 homes with associated improvements that include private streets, landscaping, recreation areas, walls and fencing, and stormwater management facilities. The proposed project includes a Planned Development (PD) Plan, which would establish the zoning for the project site. In accordance with Article 17 of the Zoning Ordinance (Planned Development District), the re-designation of property as a Planned Development District and the establishment of a PD Plan require approval of a Development Plan. The Planned Development District is intended to provide flexibility in land use and development standards while at the same time ensuring orderly and thorough planning and review procedures. Land uses and development within Planned Development Districts must be consistent with the General Plan.

Planning Areas

The following section summarizes the characteristic features of each of the four planning areas, describing the housing types and common area facilities that each planning area would accommodate.

PLANNING AREA 1

Located in the northeast quadrant of the project site, Planning Area 1 would be devoted to single family detached housing. With an average lot area of just under 4,800 square feet, the 59 single family properties in Planning Area 1 would accommodate two-story homes with floor plans ranging from 2,360 to 2,750 square feet. Lot configuration and the orientation of homes in Planning Area 1 would reflect conventional single family design, in that all lots would maintain street frontage with private yards and private

driveways. The homes would maintain minimum front yard setbacks of 20 feet for habitable space and 12 feet for side-entry garages, with five-foot minimum interior side yard setbacks and 15-foot minimum rear yard setbacks. Homes on corner lots would maintain a minimum street side yard setback of 10 feet. Building height would average 28 feet.

Consistent with the City's parking standards for single-family housing located outside of the Coastal Zone, units exceeding 2,500 square feet of floor area would include three-car garages. Three-car garage space would be configured as a street-facing two-car garage and a separate side entry one-car garage.

Properties in Planning Area 1 would be rimmed by side and rear yard fencing. With a maximum height of six feet, property line fencing would be composed of tongue-and-groove vinyl panels supported by 5" x 5" vinyl posts at eight feet on center. The vinyl panels and posts would have a rustic, wood-grain finish. Similar fencing would separate properties in Planning Areas 3 and 4.

Planning Area 1 would be accessible from both Academy Road and the proposed extension of Frazee Road. Internal streets would exhibit a curvilinear grid pattern, with all streets open at both ends (i.e., no cul-de-sacs).

Common open space in Planning Area 1 would include a 19,776-square-foot stormwater bio-retention and filtration facility, a 9,496-square-foot active-use park, and a 2,265-square-foot landscape buffer area. The park and the landscape buffer area would be part of a ring of open space surrounding a roundabout intersection at the midpoint of Academy Road.

PLANNING AREA 2

Located in the southeast quadrant of the project site, Planning Area 2 would provide for three-story townhomes and stacked flats at densities between 21 and 29 dwelling units per acre. While the current proposal does not show development in Planning Area 2, the PD Plan reserves this area for both market-rate and income-restricted attached housing. The market-rate component would be a for-sale product, while the income-restricted component would be a rental product restricted by a long-term affordability covenant and managed by a qualified affordable housing provider under contract with the City's Housing Division.

Planning Area 2 would accommodate one of two stormwater bio-retention and filtration facilities on the project site. Located at the southwest corner of Planning Area 2, near the intersection of Academy Road and Mission Avenue, this 0.62-acre facility would serve as an open space buffer between Mission Avenue and future development.

While the current proposal does not show vehicle access to Planning Area 2, access would be taken from Academy Road, at a point aligned with the intersection proposed on the opposite side of Academy Road (serving Planning Area 4).

Per the minimum open space requirements of the PD Plan, housing in Planning Area 2 would have to be served by useable open space amounting to at least 350 square feet per dwelling unit.

Future proposals for development of Planning Area 2 would require discretionary review and approval.

PLANNING AREA 3

Located in the northwest quadrant of the project site, Planning Area 3 would feature two and five-unit clusters of two-story detached single family homes. Within each cluster, homes would be served by a common driveway providing access to private two-car garages. Floor plans for this housing type would range from 1,730 to 2,200 square feet, with a maximum building height of 26.5 feet. Each five-unit cluster would be separated by a landscaped pedestrian paseo linking primary entrances to the street frontage. The two-unit clusters would generally be separated by a 10-foot landscape area. Street-adjacent units within each cluster would maintain a minimum front yard setback of 10 feet from the face of curb. (With the exception of some units within the two-unit clusters, all street-adjacent units would have street-facing entrances.) All units within each cluster would be separated from one another by a minimum of five feet. All units would have either a private front patio or a private rear yard.

Planning Area 3 would accommodate a 14,026-square-foot recreation center featuring a pool and spa, fire pit, open deck areas, barbeque facilities, shade structures, and bathrooms. The recreation center would be rimmed with landscape and enhanced tubular steel fencing. Use of the recreation center would be limited to residents and their guests.

PLANNING AREA 4

Located in the southwest quadrant of the project site, Planning Area 4 would provide for two different types of two-story attached housing: duplexes and rowhomes. The duplex product would be sited in the northern and eastern portions of the planning area, with the rowhome product sited closer to Mission Avenue and Academy Road. All units in PA4 would include private two-car garages.

With two parks connected by a community paseo, Planning Area 4 would accommodate much of the active-use open space on the project site. Comprising nearly an acre at the southwest corner of the planning area, one of these parks would maintain roughly 200 feet of frontage on Mission Avenue and be open to public use. The other park would make up roughly 10,500 square feet at the southwest corner of the roundabout intersection on Academy Road. The two parks would be linked by an eight-foot-wide, 470-foot-long community paseo extending through the midsection of the planning area.

Planning Area 4 would include a total of 63 duplex units with three floor plans ranging from 1,590 to 1,810 square feet. Maximum building height for the duplex product would be 30 feet. All duplexes would be served by two-car garages. At the western edge of

Planning Area 4, duplexes would be arranged in groups of four around a common driveway. The rest of the duplexes would be oriented along a looped roadway with three points of ingress/egress. All duplexes would have private rear patios or yards. Those rimming the community paseo would be buffered from pedestrian traffic by common area landscape and fenced patios. Duplexes would observe a minimum garage setback of five feet and be separated from one another by a minimum of 10 feet. Corner buildings would maintain at least a 10-foot setback from the face of curb.

The rowhome housing in Planning Area 4 would include 86 units with floor plans ranging from 1,460 to 1,630 square feet. Maximum building height for the rowhome product would be 27.5 feet. The rowhomes would be arranged in groups of two to five attached units, with four-unit groups being most common. Similar to the detached clusters in Planning Area 3, most of the rowhomes would rear upon common driveways and front upon landscaped pedestrian paseos that connect primary entrances to the street frontage. Other units would front upon Academy Road and the community paseo.

Common Features

The following section outlines the common features of the proposed project, including the grading and drainage plan, the private street network, guest parking resources, architecture, open space and common area landscape, utilities, edge conditions, and off-site improvements.

GRADING AND DRAINAGE PLAN

The project site generally slopes downward from west to east, with western portions of the site lying as much as 30 feet above areas to the east. The most pronounced slopes occur on either side of Academy Road, which is built on a manufactured berm that rises up from lower-lying eastern portions of the site.

As indicated on flood risk maps prepared by the Federal Emergency Management Agency (FEMA), much of the area to the east of Academy Road lies within an A-99 flood zone, indicating a risk of flooding from the San Luis Rey River during major storm events.

At its northern boundary, a portion of the project site drains toward the adjacent San Luis Rey Mobile Estates. During storm events, water and sediment from the project site flow into the mobile home park at the northern terminus of Academy Road. While this problem has been mitigated by the placement of sandbags, this is not a permanent solution.

The proposed grading plan calls for a balanced site with no net import or export of soil. Portions of the project site lying within the A-99 flood zone would be filled with soil removed from higher points to the west (including a knoll located at the western edge of Planning Area 2). The proposed fill would elevate these portions of the site out of the designated flood plain while maintaining the site's existing easterly and southerly

drainage patterns. Stormwater flow would be directed to two bio-retention and filtration basins: one at the northeast corner of the project site and the other near the convergence of Hwy 76, Mission Avenue, and Academy Road. New drainage inlets in Academy Road would capture and redirect stormwater away from San Luis Rey Mobile Estates.

PRIVATE STREET NETWORK

The proposed project would implement a network of new private streets that would be accessed from Academy Road and Frazee Road. These new streets would range in width from 24 to 36 feet, with the 36-foot streets providing for curbside parking.

A roundabout intersection would be implemented at the midpoint of Academy Road, providing vehicular and pedestrian access to both the western and eastern portions of the project site. Two additional "T" intersections would be implemented on west side of Academy Road, creating a looped street network through Planning Areas 3 and 4. Planning Area 2 would be served by a future private street aligning with the southernmost "T" intersection on Academy Road. In addition to its connection to Academy Road at the roundabout intersection, Planning Area 1 would open to Frazee Road at the northeast corner of the project site.

Included in the attached plan set, a pedestrian connectivity exhibit shows how residents and guests would navigate their way on foot through the project site and out to adjacent public streets. As illustrated on this exhibit, internal streets linking directly to either Academy Road or Frazee Road would include sidewalk on at least one side. In addition to sidewalk, pedestrians would be served by the community paseo that would extend diagonally through Planning Area 4. The proposed project would also implement new pedestrian amenities within the public right-of-way on Mission Avenue, Academy Road, and Frazee Road. These improvements are discussed in a subsequent section of this staff report.

ARCHITECTURE

All housing product on the project site would embody variations of Mission Revival/Spanish Colonial Revival architecture. This vernacular would also be displayed in the project entry features and outdoor site furnishings. Mission Revival/Spanish Colonial Revival architecture is reminiscent of the nearby Mission San Luis Rey and, more generally, the simple vernacular seen throughout the development of the California mission system in the 18th Century. Architecture is discussed in more detail in another section of this staff report.

GUEST PARKING

In keeping with the City's Zoning Ordinance, the PD Plan includes a minimum guest parking standard of one space for every five dwelling units (or 20 percent of the total number of dwelling units). As shown in the following table, the project would provide nearly one guest parking space for every dwelling unit in Planning Areas 1, 3, and 4.

TABLE 3: Guest Parking

Planning Area	Requirement	Provision
1	20% of 59 units = 12 spaces	98 spaces
2	TBD	TBD
3	20% of 83 units = 17 spaces	58 spaces
4	20% of 149 units = 30 spaces	93 spaces
Total	20% of 291 units = 59 spaces	289 spaces

The distribution of guest parking resources is illustrated in a guest parking exhibit included in the attached civil plan set. In Planning Area 1, guest parking would be provided by curbside stalls along the planning area's internal streets, similar to that found in most single family subdivisions. The 98 guest parking spaces counted in Planning Area 1 do not include guest parking available in the private driveways of the single family homes. Each of these driveways can accommodate a minimum of two vehicles. In Planning Area 3, most of the proposed 58 guest parking spaces would be curbside stalls, supplemented by a six-space parking bank at the planning area's northwest corner. The 93 guest parking spaces provided in Planning Area 4 would be a combination of curbside and banked stalls, 24 of which would be located within 150 feet of the park abutting the Mission Avenue frontage.

To ensure an efficient and effective parking system, the PD Plan calls for a parking management plan to be enforced by the homeowners association. Staff has crafted a condition of approval requiring that such a plan be implemented prior to the occupancy of any dwelling unit. The parking management plan would place limitations on the use of guest parking spaces and require that private garage space remain open for parking. The following is a list of strategies that could be included in a parking management plan:

- Signage and clearly demarcated parking stalls;
- Garage doors with glass windows to allow for inspections by property management;
- Guest parking permits;
- A 72-hour limit on guest parking (consistent with the California Vehicle Code); and
- CC&Rs that authorize property management to issue warnings and fines for parking violations, including the towing and impounding of vehicles.

To accommodate bicycle lanes and the transport of mobile homes into and out of San Luis Rey Mobile Estates, no curbside parking would be allowed on Academy Road. However, the extension of Frazee Road into the project site would allow for curbside parking, with a capacity for roughly 20 vehicles. While the curbside parking on Frazee Road would not count toward the ostensible guest parking supply on the project site, it would be available to residents and guests of the proposed development.

OPEN SPACE AND COMMON AREA LANDSCAPE

The proposed project includes an extensive open space network comprised of active-use recreation areas, common area landscape, private yards, and stormwater bio-retention and filtration facilities. In the three planning areas where development is currently proposed (PAs 1, 3, and 4), landscape would amount to approximately 19 percent of the total site area.

As previously noted, Planning Areas 1, 3, and 4 would accommodate a recreation center and three parks, two of which would be linked by a landscaped community paseo. Open space would surround the roundabout intersection on Academy Road and be a significant feature at the two intersections providing entry into the project site (i.e., Academy/Mission and Academy/Frazer).

The PD Plan requires a minimum of 350 square feet of usable open space per dwelling unit in conjunction with proposed developments – with at least 50 percent of that amount provided in common usable open space areas. The remaining 50 percent of open space may be provided in private yard or balcony areas. This standard is consistent with the residential open space standard articulated in the City's Zoning Ordinance. In Planning Areas 1, 3, and 4, the proposed project would provide roughly 770 square feet of usable open space per dwelling unit, roughly 105,000 square feet of which would constitute common area.

The Conceptual Landscape Plan (CLP) shows landscape integrated into the project infrastructure (streets, driveways, pedestrian facilities, utility easements). Trees, shrubbery, and groundcovers associated with the history of the area would be established throughout the project site. For example, groves of orange and olive trees reflecting the region's agricultural heritage would be sited along the Mission Avenue frontage. In keeping with sustainability principals outlined in the PD Plan, landscaping would be comprised primarily of native and highly drought tolerant species. Water use associated with the common area irrigation system would conform to all California water use regulations as well as the City's Maximum Allowed Water Allocation (MAWA).

Details regarding recreational amenities, the dimensions of open space elements, the plant palette, etc. are provided in both the PD Plan and the Description and Justification.

UTILITIES

The project site is served by existing potable water, wastewater, and stormwater drainage facilities. These facilities are of adequate capacity to serve the proposed project without upsizing. Available potable water pressure from an existing 24-inch main in Academy Road would provide sufficient service for both domestic and fire protection flow. For wastewater treatment, the project would connect to two existing gravity sewer lines that run through the project site: a 12" line that runs along the project's eastern boundary near Spring Canyon Way and a 10" line beneath Academy

Road. Stormwater flows would be channeled to existing storm drains located at the eastern boundary of the project site and within Frazee Road. Both the PD Plan and the Description and Justification include detailed descriptions of the proposed utility plan.

EDGE CONDITIONS

The proposed project would result in various edge conditions contingent upon topography, easements, housing type, and the street network. Edge conditions are illustrated on the PD Conceptual Landscape Plan.

The eastern boundary of Planning Area 1 would interface with the western boundary of the River Ranch neighborhood. This interface area would include private roadways and landscape areas that combine to provide more than 100 feet of lateral separation between proposed and existing residences. River Ranch would be further buffered from the new development by an existing perimeter wall and mature tree species adjacent to Spring Canyon Way. The homes proposed at the eastern edge of PA 1 would face eastward, with front elevations and front yards oriented toward River Ranch. There would be a five to eight-foot grade differential between the building pads of the homes in PA 1 and those of the existing River Ranch homes.

A private street, landscaped open space, and a perimeter wall would buffer the northern edge of PA 1 from existing homes in River Ranch. These elements would combine to create 90 to 100 feet of separation between residences. The conceptual landscape plan presented with the proposed development plan and tentative map also displays greater detail of the north and east boundaries envisioned for PA 1.

The northern boundary of Planning Area 3 would feature a perimeter wall and manufactured landscaped slopes adjacent to the private access easement known as Chapter Road. Building pads at the northern boundary of PA 3 would lie as much as nine feet below and as much as five feet above Chapter Road. The south side of Chapter Road would include sidewalk and landscaped parkway. This edge condition is depicted in a detail of Chapter Road included in the civil plan set.

The western boundaries of Planning Areas 3 and 4 would be rimmed by perimeter walls similar to those seen on the adjacent Mission and Parish properties. Manufactured landscaped slopes in the side and rear yards of detached cluster and duplex properties would place building pads four to six feet below the adjacent grade on the Parish site. The park at the southwest corner of the project site would maintain grade elevations comparable to those on the Parish grounds.

Edge conditions along Mission Avenue are described in the following discussion of off-site improvements.

OFF-SITE IMPROVEMENTS

The proposed project would implement or financially contribute to a number of off-site improvements. Some of these improvements are required by ordinance; others are necessary to mitigate specific impacts identified in the environmental review process;

and the rest are recommended by staff as beneficial to the proposed project and the surrounding area.

Many of these off-site improvements involve upgrades to Mission Avenue, Academy Road, and Frazee Road. As required by ordinance, Mission Avenue along the property frontage would be improved with sidewalk, curb and gutter, landscaped parkways, and new paving. These improvements would conform to the streetscape design guidelines of the Historic Plan. Overhead utilities along Mission Avenue would be placed underground. Academy Road would be improved with widened traffic lanes, Class 2 bike lanes, a center median, sidewalk, curb and gutter, and landscaped parkways. The intersection of Mission Avenue and Academy Road would be signalized. The intersection at the midpoint of Academy Road would be designed as a roundabout, with bulb-out corners, a circular center median, and pedestrian crossings with enhanced paving. The dimensions of the roundabout would accommodate the transport of mobile homes into and out of San Luis Rey Mobile Estates.

The project would also install a covered bus shelter for patrons of NCTD Breeze bus service. The bus shelter would be located in front of the park at the southwest corner of the project site. The bus shelter would be maintained by the homeowners association, in accordance with NCTD standards.

Other roadway improvements would include the extension of Frazee Road to Academy Road (as called for in the City's Circulation Element), the full implementation of Pedestrian Priority Project #19, and improvements to the private access easement commonly known as Chapter Road. These improvements would consist of the following:

- While Frazee Road already connects to Academy Road, the final 515 feet of this roadway is not fully improved and is presently closed to vehicular traffic. The applicant would improve this segment of Frazee Road to current standards and install a stop sign where the westbound lane intersects Academy Road. Consistent with existing conditions, no stop controls would be implemented for north-south vehicular travel into and out of the San Luis Rey Mobile Home Park. Linking Frazee Road to Academy Road would provide River Ranch and other residential neighborhoods to the east with another means of accessing the Mission Avenue corridor. This connection would also provide another means of emergency vehicle access to the project site.
- The City's Pedestrian Master Plan notes the absence of pedestrian facilities along a 1,500-foot stretch of Mission Avenue that runs along the southern edge of the project site and continues eastward under Highway 76 to Old Grove Marketplace. Pedestrian Priority Project #19 would close this gap in pedestrian facilities with the installation of five-foot sidewalk and the striping of a crosswalk across Academy Road. The applicant is required by ordinance to implement sidewalk where the project site abuts Mission Avenue. As recommended by staff and established as a condition of approval, the applicant has agreed to extend

these required sidewalk improvements an additional 575 feet eastward to Old Grove Market Way, thereby completing Pedestrian Priority Project #19.

- At the northern edge of the project site westward of Academy Road, a 30-foot unimproved road easement links Academy Road to several abutting properties. The proposed project is conditioned to improve this easement with sidewalk, landscaped parkway, curb and gutter, 28 feet of paved roadway (the minimum dimension required for emergency vehicle access), and drainage facilities that would direct stormwater sheet flow away from the San Luis Rey Mobile Home Park. Because all of these improvements cannot be accommodated within the existing 30-foot easement, implementation is contingent upon abutting property owners granting an additional six to eight feet of road easement across the frontage of their properties. This frontage is already encumbered by utility easements and thus cannot be improved with anything other than hardscape or landscape. If the abutting property owners have not effected this additional road easement within one year of the project's approval, the applicant will no longer be responsible for these improvements.

The City's Water Utilities Department has determined that the proposed project would contribute to sewage flows exceeding the design capacity of existing sewer facilities located near the intersection of Mission Avenue and El Camino Real. To mitigate the project's impact on these sewer facilities, the applicant will make a fair-share contribution to their future upsizing. This fair-share contribution is approximately \$170,000.

Historic Permit (H13-00004) represents a request to allow new construction with a designated historic district. Zoning Ordinance Section 21 outlines the specific purposes of the Historic Permit review process, which include promoting the conservation, preservation, protection, and enhancement of historic districts, encouraging development tailored to the character and significance of the surrounding historic district, stimulating the economic health and visual quality of the community, and stabilizing and enhancing the value of property. Historic Permit applications require review by the City's Historic Preservation Advisory Commission (OHPAC), which is tasked with evaluating all new construction within historic districts. In evaluating new construction, the OHPAC is to consider the visual relationship of proposed architectural design elements to the surrounding area, including scale, height, rhythm of spacing, pattern of windows and doorways, building siting and relationship to landscaping, roof pitch, architectural style, structural details, materials, colors, and textures.

In response to the City's expectations inherent in the Historic Permit review process, the Villa Storia PD Plan states that the proposed project's community design elements would take into account the historical context and significance of the area and evoke "a sense of Old World charm." Proposed entry monuments would incorporate key architectural elements found on the Mission site, creating a signature visual element and marquee entry point for the community. Archways and arcades placed at the intersection of Mission Avenue and Academy Road would reflect the Mission aesthetic

and thus be consistent with the Mission San Luis Rey Historic Area Development Program and Design Guidelines.

The architectural design guidelines of the PD Plan call for housing that reflects the traditional building styles of southern California. The PD Plan allows for the following architectural styles:

- Mission Revival
- Spanish Colonial Revival
- Monterrey
- Irving Gill (abstract Mission style)

The PD Plan describes and provides illustrative examples of each of these styles. As seen in the attached conceptual architectural drawings, most of these styles are embodied by the proposed housing for Planning Areas 1, 3, and 4.

Mission Revival/Spanish Colonial Revival architecture is evidenced by thickset structural elements (*e.g.*, walls, columns, beams), shallow-pitched roofs, arcades and arched wall openings, vertically-oriented windows, smooth stucco wall surfaces, heavy wooden doors, iron railings and decorative elements, exposed wooden rafter tails, and ceramic tile accents. In general, buildings in this style have a solid, robust appearance, reflecting construction materials and methods employed more than 200 years ago. Articulation is achieved through recessed entries and landings, variable roof orientation (*e.g.*, gables intersecting with shed and hipped roof elements), columnar projections, tower elements, and porticos. These design elements are generally present in the proposed housing product.

The Historic Plan calls for the preservation of existing views of the Mission from major streets and highways and other important vantage points. Visual simulations provided in the Environmental Impact Report (EIR) show that the proposed project would not compromise existing views of the Mission.

The landscape design guidelines of the Historic Plan establish a preferred plant palette, minimum landscape ratios, and planting themes for certain streets and locales within the Historic Area. The proposed project generally conforms to these guidelines.

ANALYSIS

The project site and the proposed project are subject to policies, principles, guidelines, and standards enumerated in the Land Use Element and Housing Element of the General Plan, the Zoning Ordinance, the Mission San Luis Rey Historic Area Development Program and Design Guidelines, and the California Environmental Quality Act (CEQA). This section of the staff report examines the extent to which the proposed project aligns with the applicable provisions of these governing documents.

General Plan (Land Use Element)

The Land Use Element of the City's General Plan provides direction related to how future development will occur and addresses the relationship between development, community enhancement, and natural resource management. Staff finds the proposed project to be consistent with the goals and objectives of the Land Use Element of the City's General Plan, as follows:

Community Enhancement

Goal: The consistent, significant, long term preservation and improvement of the environment, values, aesthetics, character, and image of Oceanside as a safe, attractive, desirable, and well-balanced community.

As previously noted, the applicant requests amendment of existing General Plan land use designations to allow medium and high density residential uses. Such requests deserve close scrutiny, as they may conflict with existing land use patterns and the City's broader, long-term land use goals. In this case, staff finds that the requested land use changes are appropriate, given existing land use patterns, market conditions, and important public benefits associated with the proposed project.

In terms of existing land use patterns, the site abuts residential uses to the north and east and lies in close proximity to other housing developments immediately south of Highway 76. While Mission Avenue is one of the City's main commercial corridors, the roadway is lined with a substantial amount of residential use. With an overall residential density of 13.1 dwelling units per acre, the proposed project is comparable in density to many other housing developments in the corridor, including the adjacent San Luis Rey Mobile Estates and nearby attached housing on the south side of Highway 76 (e.g., Villas of Mission Point, Mission Gate Condominiums). Portions of the project site that abut the River Ranch neighborhood would either be of comparable density (roughly six du/acre) or substantially separated and buffered by utility easements, landscape, and fencing. Thus, the proposed project would not interrupt existing land use patterns or create incompatibilities between adjacent land uses.

A market assessment prepared by the London Group indicates that existing commercial uses in the Mission Avenue corridor would benefit from additional households that would increase demand for retail, food service, and professional office uses in the vicinity. As evidenced by current vacancy rates in Mission Douglas Plaza and other nearby commercial centers, as well as the fact that many storefronts are now occupied by churches and other non-commercial uses, there continues to be weak demand for commercial space within the Historic Area.

The Private Institutional (PI) land use designation of western portions of the project site allows for a variety of institutional and commercial land uses for which there does not appear to be much demand at present. While the PI land use designation allows for such uses as churches, private schools, hospitals, government offices, visitor

accommodations, and entertainment venues, there is little evidence that such uses are viable in the current market. It is reasonable to assume that the PI designation was established to allow for the expansion of uses directly associated with Mission SLR and the San Luis Rey Parish, but now that the property is no longer owned by these entities, there is little prospect of a parochial high school or other attendant land use on this portion of the project site. As for lodging uses, which are an integral part of the City's economic development strategy, correspondence from hoteliers in the region indicates that the project site is not well-suited for such uses, as the Historic Area does not draw enough overnight visitors and the site is not close enough to the beach, El Corazon, or other tourist-oriented areas within the City.

If implemented, the proposed project would provide a wide range of public benefits related to affordable housing, pedestrian facilities, recreational amenities, water conservation, vehicular safety and access, and historic preservation.

- The project would meet inclusionary housing requirements through the provision of **on-site income-restricted units**. On Lot 60 within Planning Area 2, the project would construct roughly 40 units affordable to lower-income households. These units would be managed by an affordable housing entity under contract with the City's Housing Division.
- In addition to frontage improvements along Mission Avenue required by the City's Subdivision Ordinance, the project would implement **Pedestrian Priority Project #19**, closing a substantial gap in pedestrian facilities on Mission Avenue and linking the project site and several existing neighborhoods to the nearby Old Grove Marketplace.
- The project would install a new **bus shelter** at the southwest corner of the project site, adjacent to the public use park. The bus shelter would embody Mission Revival/Spanish Colonial Revival design.
- The **park** to be implemented at the southwest corner of the project site would be maintained by the Villa Storia HOA but open to the general public. Comprising nearly an acre, this park would include an equipped playground, an open lawn play area, a formal garden area with walking trails, and a citrus grove. More than 30 common area parking stalls would be located within 300 feet of the park.
- Contingent upon recordation of new easements and a maintenance agreement, the project would improve to City engineering standards the private access easement known as **Chapter Road**, providing pavement for two-way vehicle traffic, sidewalk and parkway on the south side of the easement, and drainage facilities to divert stormwater flows away from San Luis Rey Mobile Estates.
- The project would install **gateway signage** consistent with the Historic Plan adjacent to the westbound lanes of Mission Avenue immediately east of the Highway 76 overpass. This signage would announce entry into the Historic Area.

- The project would subsidize the City's recently approved **recycled water system** in an amount equivalent to the project's estimated annual water usage. This subsidy (approximately \$600,000) would cover roughly ___% of the cost of the first phase of this system, which would provide recycled water to El Corazon and the Center City Golf Course.
- As a "creative measure" intended to address traffic impacts, the project would fund the development of **plans for future improvement of the intersection of Highway 76 and College Blvd.** These plans would assist the City in budgeting for these essential roadway improvements.

In light of the proposed project's consistency with existing land use patterns, its responsiveness to current housing demand, and its associated public benefits, staff is supportive of the requisite amendments of the project site's existing General Plan land use designations.

1.11 BALANCED LAND USE

Policy B: The City shall analyze proposed land uses for assurance that the land use will contribute to the proper balance of land uses in the community or provide a significant benefit to the community.

The proposed project would improve the synergy between commercial and residential land uses within the Mission Avenue corridor, implementing a range of housing types consistent with existing residential uses in the vicinity while expanding the customer base for nearby businesses.

Policy C: The City shall continuously monitor the impact and intensity of land use and land use distribution to ensure that the City's circulation system is not overburdened beyond design capacity.

A traffic study vetted by the City's traffic engineering staff indicates that traffic generated by the proposed project would not have significant impacts on the City's circulation system. As summarized in this staff report and detailed on attached plans, the project would implement a variety of roadway improvements to increase the capacity and efficient of the street network in proximity to the project site, including the extension of Frazee Road to Academy Road and installation of traffic signals at Academy Rd./Mission Ave. and Mission Gate Rd./Mission Ave. The project would also pay standard traffic fees and make fair-share contributions to the funding of specific transportation improvements, including expansion of the intersection at Rancho del Oro Road and Highway 76.

1.12 LAND USE COMPATIBILITY

Policy B: The use of land shall not create negative visual impacts to surrounding land uses.

With high-quality architecture, abundant landscape, enhanced hardscape, context-appropriate outdoor lighting and site furnishings, the proposed project is attractively designed and thus would not distract from nor negatively impact surrounding land uses. The site design would result in well-organized development of appropriate scale and intensity that would be adequately separated from adjacent land uses and substantially framed and softened by landscape and perimeter walls and fencing.

Policy C: The use of land shall not subject people to potential sources of objectionable noise, light, odors, and other emissions or to exposure to toxic, radioactive or other dangerous materials.

The proposed project would not subject surrounding properties to objectionable noise, light, odors, or other emissions. Outdoor activities associated with active-use recreational areas would be substantially buffered by open space, landscaping, and perimeter walls and fencing. As demonstrated by the noise study associated with the EIR for the proposed project, noise generated by the project would not exceed the thresholds established by the City's Noise Ordinance.

At present, considerable dust is generated by vehicle traffic across unpaved surfaces within the project site. These dust emissions frequently extend into the adjacent San Luis Rey Mobile Estates. The proposed project would fully mitigate these emissions.

1.16 HOUSING

Policy D: The City shall encourage the development of a variety of housing opportunities.

The proposed project would provide decent, safe, and sanitary housing for a wide range of income groups, while maintaining a reasonable balance between rental and ownership housing in the City. The new housing would help the City fulfill its obligation to accommodate anticipated regional housing demand, as estimated by the California Department of Finance and the California Department of Housing and Community Development.

On October 28, 2011, as required by state housing law, the Board of Directors of the San Diego Association of Governments (SANDAG) adopted the Regional Housing Needs Assessment (RHNA) for the Fifth Housing Element Cycle. The RHNA allocates to each SANDAG member jurisdiction what is often referred to as its "fair share" of projected regional housing growth for the 11-year period beginning January 1, 2010 and ending December 31, 2020.

The RHNA for the Fifth Housing Element Cycle allocates to the City of Oceanside a regional fair share of 6,210 housing units, 2,727 of which are expected to be affordable to low and very-low-income households. The City's recently updated Housing Element includes a housing sites inventory that demonstrates adequate land resources to accommodate its RHNA allocation in all four household income categories. While the inventory identifies only the eastern portion of the project site as having capacity to accommodate above-moderate income housing, the proposed project, facilitated by the requested General Plan land use and zoning amendments, would provide housing for three of the four RHNA-prescribed income categories (i.e., Above-Moderate, Moderate, and Low-Income) while fulfilling more than six percent of the City's total RHNA "fair share" allocation for the Fifth Housing Element Cycle.

Policy E: The City shall protect, encourage, and where feasible provide housing opportunities for persons of low and moderate income.

The City's Housing Division is entering into an agreement with the applicant that ensures that Lot 60 within Planning Area 2 is reserved for income-restricted housing in an amount equivalent to the project's inclusionary housing requirement (i.e., 10 percent of total units). This income-restricted housing is to be developed and maintained without any financial subsidy from the City.

1.21 COMMON OPEN SPACE

Policy A: Common open space must be accessible and usable by potential users of the common open space.

The proposed project would furnish roughly 360 square feet of common usable open space per dwelling unit. Much of this common usable open space would be concentrated around the center of the project site, in order to provide equal access to residents. An extensive sidewalk network would provide safe and convenient passage to and from this centralized open space. The park at the southwest corner of the project site would be accessible by a variety of means, including the community paseo.

1.22 LANDSCAPING

Policy C: Drought-tolerant materials, including native California plant species, shall be encouraged as a landscape type.

The proposed plant palette is comprised primarily of drought-tolerant, low-maintenance plant material, including native and historic species (e.g., coast live oak, California pepper).

1.23 ARCHITECTURE

Policy A: Architectural form, treatments, and materials shall serve to significantly improve on the visual image of the surrounding neighborhood.

Architecture is addressed in the forthcoming discussion of the proposed project's conformance to the architectural design guidelines of the Historic Plan.

Community Development

Goal: The continual long term enhancement of the community through the development and use of land which is appropriate and orderly with respect to type, location, timing, and intensity.

2.3 RESIDENTIAL DEVELOPMENT

Policy B: Residential projects that possess an excellence of design features shall be granted the ability to achieve densities above the base density. Project characteristics that exceed standards established by City policy and those establish be existing or approved developments in the surrounding area will be favorably considered in the review of acceptable density within the range.

All of the proposed housing would fall either below or within the allowable density range associated with each planning area's proposed land use designation. At a density of 5.9 du/acre, the single family product in Planning Area 1 would fall below the allowable density range for the Medium Density A (MD-A) land use designation. At a density of 14.4 du/acre, the duplex and rowhome products in Planning Area 4 would fall below the allowable density range for the Medium Density C (MD-C) land use designation. At a density of 11 du/acre, the detached single family cluster product in Planning Area 3 would fall within the allowable density range for the Medium Density B (MD-B) land use designation. (The proposed density for PA 3 would be 10 percent above the MD-B base density of 10.0 du/acre).

Only the proposed housing in PA 3 is subject to the General Plan criteria for projects exceeding base density. However, given that the subject application seeks amendment of existing land use and zoning designations, staff finds it appropriate to apply these criteria to all of the proposed housing product.

It is staff's position that all of the proposed housing possesses excellence of design features, therefore meriting "favorable consideration." Features that reflect excellence of design include the following:

- High-quality architectural design and finish materials, in keeping with the architectural design guidelines of the Historic Plan
- Guest parking that substantially exceeds the City's minimum guest parking requirements (i.e., one guest space per unit, where the minimum requirement is 20% of total units)
- A range of sustainability features, as specified in the PD Plan and including graywater reuse systems in PA 1
- Improvements to Academy Road that including a roundabout intersection with curb bulb-outs, bike lanes and 10' landscaped medians

- An extensive network of sidewalks and trails that provide pedestrian connectivity within and beyond the project site
- Superior recreational facilities that include a recreation center with a pool, three parks, and a community paseo
- Total landscape coverage in PAs 1, 3, and 4 of nearly 20 percent, with the addition of roughly 1,400 trees
- Decorative street lighting, both on-site and in the public right-of-way, establishing a new standard for street lighting in the Historic Area

These features are in addition to those public benefits previously identified as providing justification for the re-designation of the project site for medium and high-density residential use.

2.712 NON-MOTORIZED TRANSPORTATION

The proposed layout of pedestrian amenities vis-à-vis buildings, streets, drive aisles, parking areas, and open space would promote safe and convenient pedestrian access to all areas of the project site, including the recreation center and the three parks. The implementation of Pedestrian Priority Project #19 would significantly improve pedestrian and bicycle access to nearby commercial amenities (*i.e.*, Old Grove Marketplace).

Common open space areas within the development would include bicycle racks.

Zoning Ordinance

Article 17 of the City's Zoning Ordinance provides the means of reclassifying property as a Planned Development (PD) zoning district, outlining the specific purposes of the PD designation, prescribing basic application requirements, and establishing required findings for approval. PD plans must be consistent with the General Plan, enhance the potential for superior urban design in comparison with development under base district regulations, provide compensating benefits that justify deviations from base district regulations, and include adequate provisions for utilities, services, and emergency vehicle access so that public service demands will not exceed the capacity of existing and planned systems. It is staff's position that the proposed PD Plan and associated development meet the required findings for approval by assembling eight separate properties under an organized and efficient site plan that provides for a wide range of high-quality housing options, abundant open space, an extensive network of pedestrian facilities, and attractive edge conditions that enhance the visual quality of the Historic Area and protect the integrity of surrounding neighborhoods and institutional uses.

Article 10 of the City's Zoning Ordinance outlines the specific purposes of residential districts. These purposes include: ensuring adequate light, air, privacy, open space for all dwelling units; protecting residents from excessive noise, traffic congestion, and other adverse environmental effects; promoting development of housing affordable to low and moderate income households; and protecting adjoining residential districts from

excessive loss of sun, light, quiet, and privacy. Staff finds the proposed PD plan and associated development to be consistent with these purposes, for reasons established throughout this staff report.

Mission San Luis Rey Historic Area Development Program and Design Guidelines (Historic Plan)

Founded in 1798 and designated a National Historic Landmark, Mission San Luis Rey is arguably the most significant historic resource in Oceanside. The project site lies within the Mission San Luis Rey Historic Area and is thus subject to the associated Historic Plan. The Historic Plan seeks to enhance and maintain the area in proximity to Mission San Luis Rey by protecting historic resources, preserving key view corridors, ensuring quality development, providing for a viable mix of land uses, enhancing streetscapes, and improving pedestrian amenities. Staff finds the proposed project to be generally consistent with the goals and objectives of the Historic Plan, as it constitutes quality development that expands the market for existing commercial uses in the vicinity, substantially improves pedestrian amenities and other aspects of the public realm, and avoids significant impacts to historic resources and key view corridors.

The Historic Plan establishes a series of goals and objectives meant to direct both planning efforts and development within the Historic Area. These goals and objectives address the preservation of historic and cultural resources, the development of a viable mix of land uses, the enhancement of vehicular and pedestrian mobility, the preservation of important view corridors, the development of a unified open space and recreation system, and the provision of adequate visitor related facilities and activities. The design guidelines of the Historic Plan provide the means of evaluating the extent to which proposed land use and development accord with these goals and objectives.

The proposed project would visually enhance the Historic Area by implementing streetscape improvements and gateway treatments consistent with the design guidelines of the Historic Plan. The project would improve the Mission Avenue frontage of the project site with landscape, pedestrian facilities, walls and fencing, and signage that respect the cultural and architectural heritage of Mission SLR and contribute to a distinct and high quality identity for the Historic Area. The siting and architecture of the proposed housing would generally conform to the design guidelines of the Historic Plan, resulting in an orderly development pattern and a harmonious collection of architectural styles. The proposed homes would exhibit the horizontal orientation and structural weightiness characteristic of Mission Revival/Spanish Colonial Revival architecture, while featuring traditional exterior trim elements and wall finishes. All housing types would include shallow-pitched roof elements, with no roof element exceeding a 4:12 pitch. Roofing materials would include concrete barrel tile and shingle displaying a coarse texture and a matte finish. The proposed conceptual landscape plans feature plantings consistent with the Historic Plan's recommended plant palette, site furnishings that accord with the Plan's street furniture guidelines, walls with smooth, irregular stucco finishes, and enhanced fencing with traditional finials and arch elements.

The Historic Plan does not indicate a preference for specific land uses on the project site, simply identifying the site as vacant and showing the western portion of the site lying within the Historic Core. While the Historic Plan generally emphasizes visitor-serving uses and facilities, it does not call for such uses and facilities on the project site. For the most part, the Historic Plan assumes that visitor-serving uses and facilities will be clustered in a “commercial village area” to the southwest of Mission San Luis Rey. With respect to land use, the overarching goal of the Historic Plan is to create a viable mix of uses within the Historic Area. The proposed housing achieves this goal by expanding the market for nearby commercial uses, highlighting the historic significance of Mission SLR, and significantly improving pedestrian safety and walkability with the Historic Area.

The Historic Plan calls for a safe, efficient, and visually appealing transportation experience for both motorists and pedestrians. With the extension of Frazee Road to Academy Road the signalization of two key intersections, and the expansion of lane capacity on Mission Avenue, the proposed project would substantially improve the overall efficiency and connectivity of the street network within the Historic Area. The installation of parkway and non-contiguous sidewalk on Mission Avenue and Academy Road would create a safe and attractive environment for pedestrians, while linking currently disconnected areas. With ample on-site parking resources, the project would avoid spillover parking impacts and discourage illegal parking.

A principal goal of the Historic Plan is the creation of a unified open space and recreation system within the Historic Area. The proposed park at the southwest corner of the project site, maintained by the HOA but open to the general public, would provide a new recreational amenity within the Historic Area, and this amenity would be linked to Mission SLR and other venues by new sidewalk on Mission Avenue.

The Historic Plan envisions additional signage, both within and outside of the Historic Area, to notify the public of the Mission and its events. The proposed project would implement gateway signage consistent with the Historic Plan’s signage guidelines along the westbound lanes of Mission Avenue immediately east of the Highway 76 underpass. The proposed project identification signage and monumentation at the intersection of Academy Road and Mission Avenue would further advertise the historic significance of the area.

Staff finds the proposed project to be consistent with all of the goals and objectives of the Historic Plan, as the project would preserve and enhance the historic significance of the area and contribute to a viable mix of land uses in proximity to Mission SLR.

CEQA Compliance

The Environmental Impact Report (EIR) for the proposed project identifies potentially significant impacts related to traffic, biological resources, cultural resources, geology/soils. The EIR outlines mitigation measures intended to eliminate or reduce these potential impacts to less-than-significant levels. In accordance with the

Environmental Quality Act (CEQA), a draft EIR was made available for public review between February 20, 2015 and April 6, 2015. Comments received during the public review period are currently being addressed as part of the preparation of the final EIR, which will be reviewed by the Planning Commission and City Council at subsequent public hearings.

The following is a summary of the identified potential impacts and the measures proposed to mitigate these impacts to less-than-significant levels:

The project would mitigate the taking of 0.08 acres of riparian habitat (mulefat scrub) with the purchase of habitat within a mitigation bank located in the San Luis Rey River north of Highway 76 and south of North River Road in the City of Oceanside. In accordance with the City's draft habitat conversation plan, the project will mitigate this taking at a 3:1 ratio, resulting in the purchase and preservation of 0.24 acres of riparian habitat. Because the mulefat scrub on project site is isolated, does not function as prime wildlife habitat, and is very small and lacking in species diversity and ecosystem functions, it functions more as a disturbed wetland. Consequently, avoidance of the mulefat scrub on site would not retain any significant habitat value.

While cultural resource surveys have not identified significant cultural resources on the project site, it is important to note that the project site is considered to be culturally significant to local tribal groups, including the San Luis Rey Band of Luiseno Mission Indians (SLR Band). Significant cultural resources could be unearthed during grading activities. In consultation with the SLR Band, mitigation measures have been crafted to ensure that proper protocols are followed in the event significant cultural resources are unearthed. These measures include a requirement that an archaeologist and Native American monitor be on the project site during all grading, trenching, and other ground-disturbing activities. Should intact artifacts be discovered, ground-disturbing activities shall be temporarily directed away from these artifacts to allow documentation and assessment of the resources.

Due to regional proximity to major known active fault zones such as the Lake Elsinore Fault, San Jacinto Fault, and Rose Canyon Fault, the project site lies in a seismically active region. With incorporation of the geotechnical recommendations provided in the project's geotechnical study and adherence to the California Building Code requiring specific performance standards to minimize adverse effects of earthquakes and other geologic hazards, impacts relating to faulting and seismicity would be less than significant. While evidence does not support the existence of landslides or unstable slopes on the proposed project site or the potential for non-seismic induced settlement or subsidence, recommendations in the geotechnical evaluation of the proposed project include measures for addressing such possibilities. Potential erosion impacts would be avoided by adherence to the erosion control standards established by the City's Grading Ordinance and through implementation of best management practices required by the storm water pollution prevention plan.

The EIR identifies the potential for residents of the proposed new housing to experience noise levels in excess of City standards. Mitigation measures have been established to ensure that noise levels within new dwelling units remain under 45 dBA CNEL. These measures include dual-paned windows, roof-ceiling assemblies with a sound transmission class value of at least 50, and the placement of common areas and yards along the street frontage to provide a sufficient setback for residences.

Traffic generated by the proposed project would contribute to deficient levels of service now extant at several intersections and roadway segments in proximity to the project site. Project-related traffic would contribute to a failing level-of-service at the intersection of Mission Avenue and Academy Road. This impact would be mitigated by the signalization of this intersection and the introduction of a dedicated left turn lane on the southbound segment of Academy Road. Project-related traffic would also contribute to significant cumulative impacts on the segment of Mission Avenue that extends across the frontage of the project site. To mitigate this cumulative impact, the project would widen Mission Avenue to four lanes along the frontage of the project site and pay a fair share contribution toward additional improvements to Mission Avenue between Rancho del Oro Road and Academy Road. Additionally, as authorized by the City's Circulation Element, several "creative measures" have been established to improve levels of service on facilities that would accommodate project-related traffic. These measures include the installation of a traffic signal with a Closed Circuit Television Camera (CCTV) camera at the intersection of Mission Avenue and Mission Gate Drive, fair share contributions toward the funding of various roadway improvements (including the widening of the intersection of Highway 76 and Rancho del Oro Road), the preparation of construction drawings and construction cost estimates for the future widening of the intersection of Highway 76 and College Boulevard, and the development of a signal optimization for Highway 76 between Fousat Road and North Santa Fe Avenue.

ENVIRONMENTAL DETERMINATION

Pursuant to the California Environmental Quality Act (CEQA), the City of Oceanside acting as Lead Agency prepared an Environmental Impact Report (EIR) for the proposed project. The EIR identifies potentially significant impacts related to biological resources, cultural resources, geology/soils, noise, and traffic and outlines mitigation measures designed to reduce these impacts to less-than-significant levels. On the basis of the entire record, staff finds that there is no substantial evidence that the project, with implementation of the mitigation measures proposed, will have a significant impact on the environment.

RECOMMENDATION

Staff recommends that the Historic Preservation Commission:

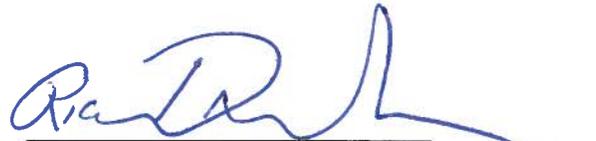
- 1) Recommend approval of General Plan Amendment (GPA13-00002), Zone Amendment (ZA13-00002), Tentative Map (T13-00001), Development Plan (D13-00006), and Historic Permit (H13-00004), by adopting Historic Preservation Advisory Commission Resolution No. 2015-H01.

PREPARED BY:



Russ Cunningham
Principal Planner

SUBMITTED BY:



Richard Greenbauer
Principal Planner

Attachments:

1. OHPAC Resolution No. 2015-H01
2. Plans/Maps (online)
3. Villa Storia Planned Development (PD) Plan (online)

OCEANSIDE HISTORIC PRESERVATION
ADVISORY COMMISSION
RESOLUTION NO. 2015-H01

A RESOLUTION OF THE OCEANSIDE HISTORIC PRESERVATION
ADVISORY COMMISSION OF THE CITY OF OCEANSIDE,
CALIFORNIA RECOMMENDING APPROVAL OF A GENERAL
PLAN AMENDMENT, ZONE AMENDMENT, TENTATIVE MAP,
DEVELOPMENT PLAN, AND HISTORIC PERMIT ON CERTAIN
REAL PROPERTY IN THE CITY OF OCEANSIDE

APPLICATION NO: GPA13-00002/ZA13-00002/TM13-00001/D13-00006 and H13-00004
APPLICANT: Integral Communities
LOCATION: North of the Intersection of Mission Avenue and Academy Road
(APNs 158-070-17-00, 158-070-21-00, 158-070-22-00, 158-070-24-
00, 158-070-38-00, 158-070-40-00, 158-070-41-00, and 158-101-33-
00)

THE OCEANSIDE HISTORIC PRESERVATION ADVISORY COMMISSION OF THE
CITY OF OCEANSIDE, CALIFORNIA DOES RESOLVE AS FOLLOWS:

WHEREAS, there was filed with this Commission a verified petition on the forms
prescribed by the Commission requesting a General Plan Amendment, Zone Amendment,
Tentative Map, Development Plan, and Historic Permit under the provisions of Historic
Preservation Ordinance (82-41) and Articles 17, 21, 30, 31, 40, 43, and 45 of the Zoning
Ordinance of the City of Oceanside to permit the following:

a change in existing General Plan land use and zoning designations to allow for the
development of as many as 420 new dwelling units at densities ranging from six to 29
dwelling units per acre;

on certain real property described in the project description.

WHEREAS, the Oceanside Historic Preservation Advisory Commission, after giving the
required notice, did on the 9th day of June, 2015, conduct a duly advertised public hearing as
prescribed by law to consider said application.

WHEREAS, studies and investigations made by this Commission and in its behalf reveal
the following facts:

1 FINDINGS

2 For the General Plan Amendment (GPA13-00002)

3 To change the existing land use designations of the project site to allow for medium and high-
4 density residential land uses:

- 5 1. The re-designation of the project site from Private Institutional (PI) and Single Family
6 Detached Residential (SFD-R) to Medium Density A Residential (MDA-R), Medium
7 Density B Residential (MDB-R), Medium Density C Residential (MDC-R), and High
8 Density Residential (HD-R) will provide for a range of land uses consistent with housing
9 policies and the adopted Mission San Luis Rey Historic Area Development Program and
10 Design Guidelines. The proposed land uses will be sensitive to and compatible with
11 adjoining residential neighborhoods.

12 For the Zone Amendment (ZA13-00002)

13 To change the existing zoning designations of the project site to allow for medium and high-
14 density residential land uses:

- 15 1. The re-designation of the project site from Public/Semi-Public (PS) and Residential
16 Single Family (RS) to Medium Density Residential – A (RM-A), Medium Density
17 Residential – B (RM-B), Medium Density Residential – C (RM-C), and High Density
18 Residential (RH) is consistent with the General Plan Land Use Element, as the proposed
19 densities are allowed under the MDA-R, MDB-R, MDC-R, and HD-R land use
20 designations.

21 For the Tentative Map (TM13-00001):

- 22 1. The proposed Tentative Map is consistent with the General Plan of the City, in that
23 individual residential parcels provide building pad areas of sufficient size and dimensions
24 to accommodate aesthetically pleasing and efficient dwelling units.
25 2. The site is physically suitable for the type and proposed density of development, in that
26 the site comprises 35.59 acres of vacant land that is not significantly constrained by
27 topography, geological or hydrological hazards, protected habitat, easements or other
28 limiting features. The site is located within an urbanized area and surrounded by
29

1 residential and institutional land uses. The overall density of the project (13 dwelling
2 units per acre) accords with residential densities implemented on similar properties in the
3 vicinity.

4 3. The design of the subdivision or the proposed improvements will not cause substantial
5 environmental damage or substantially and avoidably injure fish or wildlife or their
6 habitat, in that a minimal taking of riparian habitat (0.08 acres) will be mitigated off-site
7 at a ratio of 3:1, consistent with the City's Draft MHCP Subarea Plan.

8 4. The design of the subdivision or the type of improvements meet City standards and will
9 not conflict with easements, acquired by the public at large, for access through or the use
10 of property within the proposed subdivision. Access easements on the property will be
11 improved and maintained in a manner consistent with City standards.

12 5. The subdivision complies with all other applicable ordinances, regulations and guidelines
13 of the City of Oceanside. The proposed tentative map exhibit accords with the form and
14 content requirements of the City's Subdivision Ordinance (Section 401).

15 For the Development Plan (D13-00006):

16 1. The site plan and physical design of the project as proposed is consistent with the
17 purposes of the Zoning Ordinance. The siting and architecture of the proposed housing
18 would avoid potential adverse visual impacts on adjacent properties with high-quality
19 architecture, adequate setbacks, abundant landscape, and context-appropriate walls and
20 fencing. Ample on-site parking resources would avoid spillover parking impacts.

21 2. The Development Plan as proposed conforms to the General Plan of the City, in that the
22 residential unit types (i.e., single family detached variable, multiple unit structures, multi
23 plex) are consistent with the associated General Plan land use designations.

24 3. The area covered by the Development Plan can be adequately, reasonably, and
25 conveniently served by existing and planned public services, utilities, and public
26 facilities. The project site is located within an urbanized area served by existing public
27 services, utilities, and public facilities. Environmental analysis has determined that the
28 project would have no significant impacts on these services and facilities.

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- 1 4. The project as proposed is compatible with existing and potential development on
2 adjoining properties or in the surrounding neighborhood. The project achieves an overall
3 density (13 dwelling units per acre) consistent with other residential development in the
4 immediate area. The project includes significant improvements to existing public streets
5 in the vicinity and provides a private street network with efficient linkages to these public
6 streets.
- 7 5. The PD Plan and the Development Plan are consistent with the adopted Land Use
8 Element of the General Plan and other applicable policies and are compatible with
9 surrounding development, in that the PD Plan and the Development Plan provide a variety
10 of housing opportunities within an organized and attractive neighborhood.
- 11 6. The PD Plan or Specific Plan and the Development Plan will enhance the potential for
12 superior urban design in comparison with development under the base district regulations
13 that would apply if they were not approved, in that the PD Plan and Development Plan
14 provide a consolidated site plan for eight separate properties that might otherwise be
15 developed in unrelated increments to the detriment of surrounding neighborhoods.
- 16 7. Deviations from the base district regulations that otherwise would apply are justified by
17 compensating benefits of the PD Plan and the Development Plan, including high-quality
18 pedestrian amenities, an extensive open space network, and integrated affordable housing.
- 19 8. The PD Plan or Specific Plan and the Development Plan includes adequate provisions for
20 utilities, services, and emergency vehicle access; and public service demands will not
21 exceed the capacity of existing and planned systems. As demonstrated in the
22 Environmental Impact Report, the project does not necessitate the expansion of existing
23 utilities or public services. Associated improvements to the public street network and an
24 adjacent private access easement will enhance emergency vehicle access to existing
25 neighborhoods.

25 For the Historic Permit (H13-00004):

- 26 1. The proposed project would not detrimentally alter, destroy, or adversely affect any
27 architectural or landscape feature within the Mission San Luis Rey Historic Area, in that:
28 the project site is vacant and contains no significant architectural or landscape features;
29

1 the project does not compromise existing views of Mission San Luis Rey; and the project
2 complies with applicable design guidelines of the Mission San Luis Rey Historic Area
3 Development Program and Design Guidelines.

4 NOW, THEREFORE, BE IT RESOLVED that the Oceanside Historic Preservation
5 Advisory Commission does hereby recommend approval of Tentative Map (TM13-00001),
6 Development Plan (D13-00006), and Historic Permit (H13-00004) subject to the following
7 conditions:

- 8 1. General Plan Amendment (GPA13-00002), Zone Amendment (ZA(13-00002), Tentative
9 Map (TM13-00001), Development Plan (D13-00006), and Historic Permit (H13-00004)
10 approve only the following: a change in existing General Plan land use and zoning
11 designations to allow for the development of as many as 420 new dwelling units at
12 densities ranging from six to 29 dwelling units per acre on a 35.59-acre site located north
13 of the intersection of Mission Avenue and Academy Road (APNs 158-070-17-00, 158-
14 070-21-00, 158-070-22-00, 158-070-24-00, 158-070-38-00, 158-070-40-00, 158-070-41-
15 00, and 158-101-33-00). Any substantial modification to the nature or scale of the
16 proposed use, or any substantial modification to the design or layout of the project site,
17 shall require revision of the Tentative Map, Development Plan, and Historic Permit.

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1 2. Additional conditions of approval shall be established prior to review by the Planning
2 Commission and City Council. Should these additional conditions of approval
3 substantially modify the project or raise questions about the project's conformance to
4 the Mission San Luis Rey Historic Area Development Program and Design Guidelines,
5 the project may be subject to subsequent review by the Oceanside Historic Preservation
6 Advisory Commission.

7 PASSED AND ADOPTED Resolution No. 2015-H01 on June 9, 2015 by the following
8 vote, to wit:

- 9 AYES:
- 10 NAYS:
- 11 ABSENT:
- 12 ABSTAIN:

13
14 _____
15 Andrew Guatelli, Chairman
16 Oceanside Historic Preservation
17 Advisory Commission

18 ATTEST:

19 _____
20 Richard T. Greenbauer, Secretary

21 I, RICHARD T. GREENBAUER, Secretary of the Oceanside Historic Preservation Advisory
22 Commission, hereby certify that this is a true and correct copy of Resolution No. 2015-H01.

23 Dated: June 9, 2015
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