



City of Oceanside

300 North Coast Highway,
Oceanside, California 92054

Staff Report

File #: 25-1044

Agenda Date: 10/7/2025

Agenda #: 3.

DATE: October 7, 2025

TO: Honorable Mayor and City Councilmembers and Chairperson and Members of the
Community Development Commission

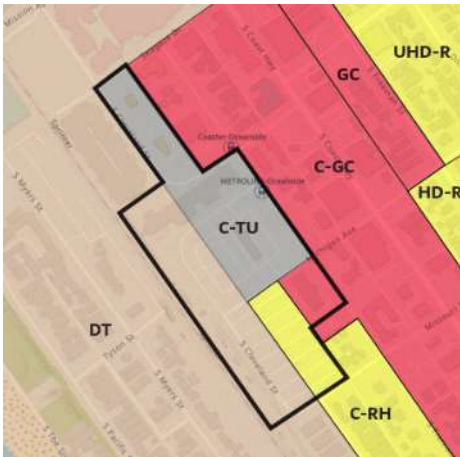
FROM: Development Services Department

TITLE: CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT AND ASSOCIATED MITIGATION MONITORING AND REPORTING PROGRAM AND CONSIDERATION OF A GENERAL PLAN AMENDMENT (GPA22-00002), ZONE AMENDMENT (RZA22-00001), LOCAL COASTAL PROGRAM AMENDMENT (LCPA22-00004), VESTING TENTATIVE MAP (T22-00006), DEVELOPMENT PLAN (D22-00016), AND REGULAR COASTAL PERMIT (RC22-00011) FOR THE OCEANSIDE TRANSIT CENTER SPECIFIC PLAN TO ALLOW THE REDEVELOPMENT OF THE OCEANSIDE TRANSIT CENTER INTO A MIXED-USE PROJECT CONSISTING OF AN INTEGRATED INTERMODAL TRANSIT FACILITY, MULTI-FAMILY RESIDENTIAL UNITS, RETAIL, OFFICE, AND HOTEL USES ON A 10.15-ACRE SITE AT 235 SOUTH TREMONT STREET - OCEANSIDE TRANSIT CENTER REDEVELOPMENT PROJECT - APPLICANT: TOLL BROTHERS APARTMENT LIVING

RECOMMENDATION

Staff recommends that the City Council and Community Development Commission (CDC): 1) adopt a resolution certifying an Environmental Impact Report (SCH No. 2023010231) for the Oceanside Transit Center Redevelopment and associated Mitigation Monitoring and Reporting Program; 2) adopt a resolution approving a General Plan Amendment (GPA22-00002) to change land use designations from Downtown (DT), Coastal Transportation and Utility (C-TU), Coastal Residential High Density (C-RH), and Coastal General Commercial (C-GC) to Specific Plan; 3) introduce an ordinance for Zone Amendment (RZA22-00001) to change existing zoning designations from Downtown District: Public Transportation and Railroad (D-14) and High Density Residential (D-5), Public Utility and Transportation (PUT), Office Professional, Coastal (OP), and Medium Density Residential, Coastal (R-3) to Specific Plan and consideration of the OTC Specific Plan; adopt a resolution approving Local Coastal Program Amendment (LCPA22-00004); 4) adopt a resolution approving Vesting Tentative Map (T22-00006), Development Plan (D22-00016), and Regular Coastal Permit (RC22-00011) for approval of the Oceanside Transit Center Specific Plan and redevelopment of the Oceanside Transit Center into a mixed-use development project consisting of an integrated intermodal transit facility, multi-family residential units, office, and hotel uses on a 10.15-acre site at 235 South Tremont Street.

BACKGROUND AND ANALYSIS



The project site is located at the existing Oceanside Transit Center (OTC) at 235 South Tremont Street. Bordered by Seagaze Drive, South Tremont Street, and Missouri Avenue, the 10.15-acre site is owned and operated by the North County Transit District (NCTD) as an intermodal transit center with both bus and train facilities. OTC serves as a regional hub for NCTD's Coaster and Sprinter rail lines, Breeze bus service, as well as Metrolink and Amtrak interregional rail service and Greyhound bus service. The existing transit facility is comprised of a bus transfer center, train platforms, NCTD offices, and two (2) public parking lots with 560 spaces that primarily serve weekday commuters and weekend beach-goers. The existing parking structure to the northwest at Cleveland Street and Seagaze Drive is owned by the City and is excluded from the boundaries of the OTC project site.

The property is located entirely within the City's Coastal Zone with a portion of the site located within the boundaries of the Downtown District. As depicted in Figure 1, multiple coastal land use designations encompass the property, including Downtown (DT), Coastal Transportation and Utility (C-TU), Coastal Residential High Density (C-RH), and Coastal General Commercial (C-GC). Corresponding zoning consists of Downtown District: Public Transportation and Railroad (D-14) and High Density Residential (D-5). The remainder of the site is zoned Public Utility and Transportation (PUT), Office Professional, Coastal (OP), and Medium Density Residential, Coastal (R-3). Surrounding land uses consist of a variety of single- and multi-family residential and commercial uses.



In 2016, the NCTD Board of Directors adopted a policy that would pursue development of some of its real estate holdings, including the OTC, with a goal of reducing automobile reliance, increasing

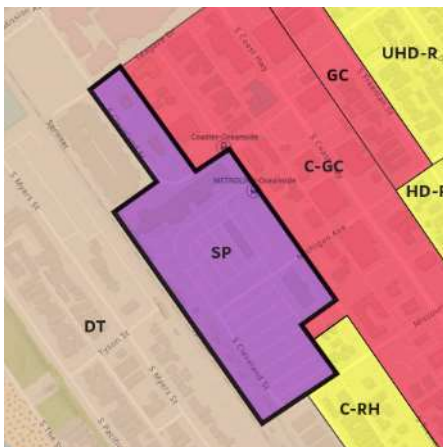
transit ridership, and creating jobs and affordable housing. The NCTD Board selected Toll Brothers Apartment Living through a competitive proposal process to develop and implement the vision for OTC as an important regional transit hub. The revitalized OTC is envisioned as a vibrant, mixed-use hub with a modernized and efficient transit center, including bus and train connections and improved bicycle and pedestrian circulation.

Additionally, the NCTD headquarters would be relocated from its current location at 810 Mission Avenue to a new office building at OTC. Included as a separate item on this agenda, the Mission Avenue site would also be redeveloped as a mixed-use development with 206 multi-family dwelling units and five live-work units to create additional mixed-income housing opportunities. Fifteen percent (82 units) of the total number of OTC rental units (547 units) would be reserved as affordable for low- and moderate-income households.

PROJECT DESCRIPTION

The proposed project would encompass redevelopment of the approximate 10.15-acre OTC into a mixed-use, transit-oriented development featuring a modern intermodal transit facility for travelers by bus and train. To facilitate the project, the applicant is requesting approval of a Specific Plan to serve as the regulating zoning document for the property. The Specific Plan includes land use regulations, development standards, and design guidelines.

The project application is comprised of six components including a General Plan Amendment, Zone Amendment, Local Coastal Plan Amendment, Vesting Tentative Map, Development Plan, and Regular Coastal Permit as follows:



General Plan Amendment (GPA22-00002) represents a request to change land use designations from Downtown (DT), Coastal Transportation and Utility (C-TU), Coastal Residential High Density (C-RH), and Coastal General Commercial (C-GC) to Specific Plan. The re-designation to Specific Plan would also remove the project site from the Downtown District.



Zone Amendment (RZA22-00001) represents a request to change existing zoning designations from Downtown District: Public Transportation and Railroad (D-14) and High Density Residential (D-5), Public Utility and Transportation (PUT), Office Professional, Coastal (OP), and Medium Density Residential, Coastal (R-3) to the Specific Plan designation and consideration of the OTC Specific Plan to serve as the property's regulating document.

Local Coastal Program Amendment (LCPA22-00004) represents a request to amend the Land Use Plan of the Local Coastal Program in accordance with the California Coastal Act, concurrent with the GPA and ZA and establish the OTC Specific Plan as part of the implementing document of the Local Coastal Program.

Vesting Tentative Map (T22-00006) represents a request to subdivide the project site into eight parcels to align with the proposed Development Plan.

Development Plan (D22-00016) represents a request for the construction of a mixed-use development project consistent with land use regulations, development standards, and design guidelines of the proposed OTC Specific Plan and in compliance with applicable City ordinances. The Development Plan includes the proposed site layout, site improvements, architectural plans, and additional details related to aesthetics, building orientation, circulation, and landscaping.

Regular Coastal Permit (RC22-00011): A request for a Regular Coastal Permit in conjunction with a discretionary project in the Coastal Zone as required by the City's Coastal Permit Handbook.

At the June 23, 2025 Planning Commission meeting, the Commission adopted Resolution No. 2025-15 recommending City Council approval (Approved 4-1-1; Commissioner Redgate - no, Commissioner Gonzales -abstain; Commissioner Dodds - absent) of a resolution certifying an Environmental Impact Report and approving a General Plan Amendment, Zone Amendment, Local Coastal Program Amendment, Vesting Tentative Map, Development Plan, and a Regular Coastal Permit for the OTC Specific Plan and redevelopment of the OTC into a mixed-use development.

See Planning Commission staff report provided as Attachment 5.

OTC Specific Plan

In accordance with Government Code Section 65450 et seq., a Specific Plan is a regulatory tool used for implementing policies of a jurisdiction's adopted general plan and individual development proposals in a defined area. A Specific Plan customizes the development goals and objectives, as well as land use regulations consistent with the jurisdictions' vision for the property as provided in the general plan or local coastal program.

Purpose: The purpose of the OTC Specific Plan is to provide for the coordinated development of a new, high quality mixed-use project and intermodal transit facility within the identified boundaries. The OTC Specific Plan (see Attachment 5b) includes a description of the proposed project, and sets forth the land use program, development standards, design guidelines, and primary infrastructure components that will guide development of the project across multiple phases.



Objectives: The proposed OTC Specific Plan includes several objectives, including supporting public transit through transit-oriented development (TOD), promoting economic development in the coastal

zone, increasing the availability of housing supply and affordable housing opportunities, improving connectivity with surrounding neighborhoods, and improving the character of the surrounding community.

Key Components: The proposed development is divided into seven blocks with a focus on the following features:

- **NCTD Headquarters:** The project would include the construction of a four-story, 59,156-square foot office building for the new NCTD headquarters on Block 7. Located adjacent to the train platform, the building would feature cascading roof decks and terraces at every level. A 1,692 square-foot Amtrak Customer Service Center would be located on the ground floor.
- **Residential apartments:** Development on Blocks 3 and 4 would consist of the construction of two, five-story buildings with a combined total of 547 residential apartment units. The building on Block 3 would include 250 units and 16,930 square feet of commercial space for retail, food, and beverage sales. The building on Block 4 would include 297 units. Both buildings would have interior courtyards with common outdoor space and recreational amenities. A combined total of 790 parking spaces for residents would be located above and below grade of the buildings.
- **Affordable housing:** The project would reserve 15 percent (approximately 82 units) of the 547 new units as deed-restricted affordable units. Ten percent (55 units) would be reserved for low-income households and five percent (27 units) would be reserved as moderate-income households.

Table 1: Block 3 Residential Units

Unit Type	Area Range (SF)	Ave. Area (SF)	Units	Affordable Units		
				Low	Moderate	Total
Studio	534 - 697	611	69 (27.6%)	7 (10.1%)	3 (4.3%)	10 (14.5%)
1BR/1BA	709 - 816	761	124 (49.6%)	13 (10.5%)	6 (4.8%)	19 (15.3%)
2BR/2BA	1,159 - 1,285	1,183	49 (19.6%)	5 (10.2%)	2 (4.1%)	7 (14.3%)
3BR/2BA	1,270 - 1,283	1,275	8 (3.2%)	1 (12.5%)	1 (12.5%)	2 (25.0%)
Total			250 (100%)	26 (10.4%)	12 (4.8%)	38 (15.2%)

Table 2: Block 4 Residential Units

Unit Type	Area Range (SF)	Ave. Area (SF)	Units	Affordable Units		
				Low	Moderate	Total
Studio	548 - 679	576	56 (18.8%)	6 (10.7%)	3 (5.4%)	9 (16.1%)
1BR/1BA	673 - 1,018	716	155 (52.2%)	15 (9.7%)	7 (4.5%)	22 (14.2%)
2BR/2BA	1,085 - 1,393	1,122	76 (25.6%)	8 (10.5%)	4 (5.3%)	12 (15.8%)
3BR/2BA	1,233 - 1,944	1,557	10 (3.4%)	1 (10.0%)	1 (10.0%)	2 (20.0%)
Total		822	297 (100%)	30 (10.1%)	15 (5.1%)	45 (15.2%)

- Intermodal transportation & support center:** The project would include a series of transit facility improvements to improve on-site bus circulation and promote intermodal connectivity. An NCTD customer service building would be centrally located in the Transit Plaza to provide proximity to both rail and bus boarding. Twelve commuter bus bays and a relocated bus transfer station would be located at the southern end of the site to better facilitate the transfer between bus and rail service.
- Transit Plaza:** A central Transit Plaza would function as the activity hub of the project designed to accommodate a variety of modestly scaled community activities and events, such as seasonal events, passive art installations, and street musician performances. The plaza would incorporate a green space with canopy trees, shade structures, public art, and interspersed seating to accommodate commuters and other plaza users.
- Boutique Hotel:** Development on Block 1 would include the construction of a 173,463 square-foot boutique hotel with 170 rooms, associated amenities, and 12,806 square feet of space for retail and food and beverage sales.
- Retail, food and beverage services:** The project would include a total of 29,196 square feet of commercial space reserved for retail and food and beverage uses dispersed between Blocks 1 and 3.
- Circulation Improvements:** The project would incorporate a variety of circulation improvements across the site to enhance the experience for bus and rail commuters. Relocation of the bus terminals would improve the connection time for rail commuters.

Automobile circulation would be designed to efficiently direct vehicles to parking facilities and pick up and drop off zones. An urban streetscape would enhance pedestrian movement throughout the site.

- **Mobility Hub:** OTC is identified as one of eight prototype sites within the San Diego region that is ideal for implementing mobility hub features identified by SANDAG's Regional Mobility Hub strategy. Mobility hubs are transportation centers located in smart growth areas served by high frequency transit service. The project would support near and long-term mobility hub features including enhanced waiting areas, passenger loading areas, bikeshare, on-demand ride share, and wayfinding.
- **Parking Facilities:** The project would include a total of 1,768 parking stalls for public and private use. Parking would be provided throughout the site in above and below grade parking structures. Replacement parking for the two existing public surface parking lots (560 spaces) would be located on Block 2 in a new above and below grade parking structure with a total of 801 spaces. A total of 611 spaces would be reserved for public use with the remaining spaces reserved for office parking. Additionally, secured bike parking would be provided throughout the transit center.

Development Program: Development would total approximately 850,000 square feet on seven (7) separate parcels designated as Blocks 1-7 in the Specific Plan.

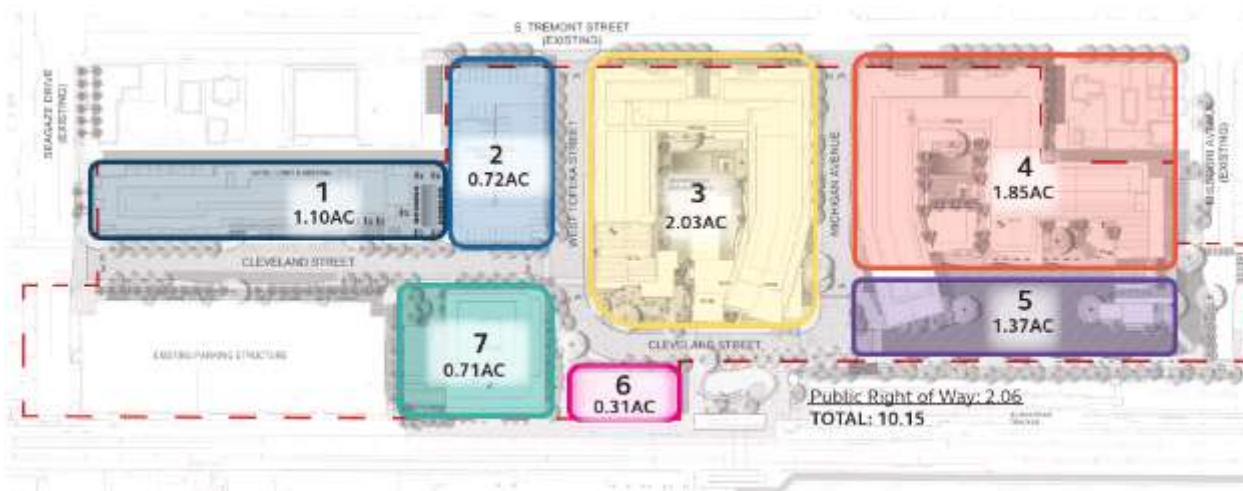


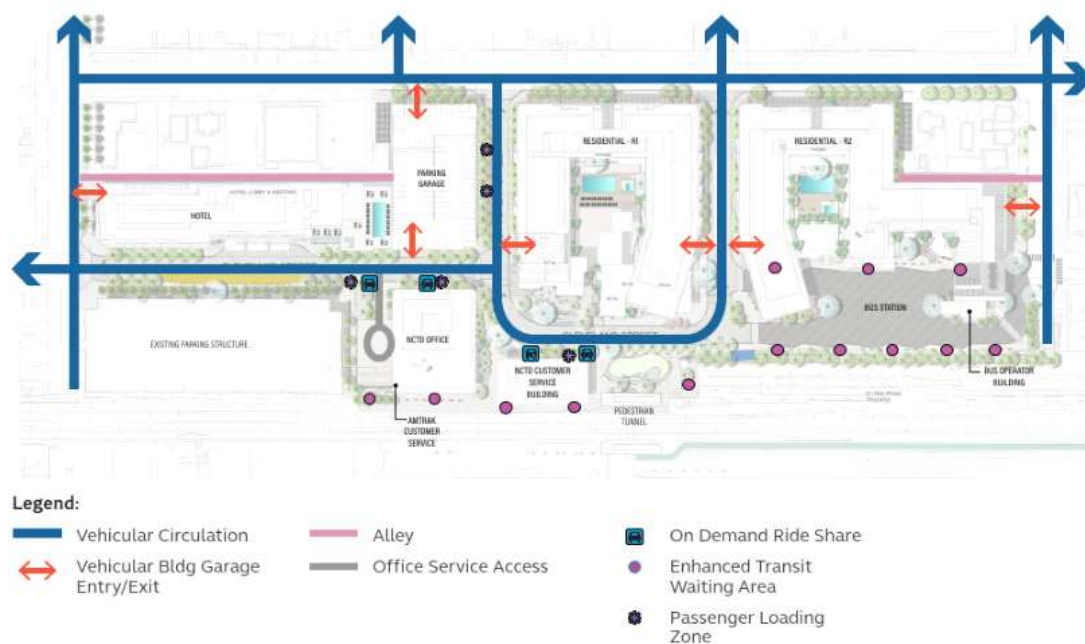
Table 3 – Development Program		
Block	Use	Features
1	Boutique Hotel 173,463 SF	▪ 170 rooms with amenities
		▪ 12,806 sf of retail / food and beverage
		▪ Height: Six stories with max height of 81'-0"
		▪ Parking: 177 spaces above & below grade
2	Parking Structure	▪ Above & below grade parking structure with 10 levels
		▪ 1,924 sf community room
		▪ Parking: 801 spaces (611 for public and 190 for off-street)
		▪ Height: Seven stories with a max height of 90'-0"
3	Mixed-use Residential Building 280,520 SF	▪ 250 residential apartments (37 affordable units)
		▪ 16,390 sf pf retail / food and beverage
		▪ Height: Five stories with max height of 68'-0"
		▪ Parking: 381 spaces above & below grade
4	Residential Building 324,185 SF	▪ 297 residential apartments (45 affordable units)
		▪ Height: Five stories with max height of 68'-0"
		▪ Parking: 409 spaces above & below grade
5	Bus Station	▪ Twelve (12) commuter bus bays
		▪ 1,033 sf bus operating building
		▪ Public restrooms
6	NCTD Customer Service Building 3,124 SF	▪ NCTD customer service building
		▪ Public Restrooms
7	NCTD Office Building 59,156 SF	▪ Headquarters for NCTD
		▪ 1,692 sf Amtrak Customer Service Center
		▪ Height: Four stories with a max height of 60'-0"

The proposed project would include a new 1,942-square foot community room in the southwest corner of the parking garage, at the ground level. The community room, to be managed by the City, would operate similarly to the community rooms within the Oceanside Public Library branches; the room would be open to the public on a reservation basis, and accommodate various events, meetings, workshops, and other community gatherings. The community room would have an approximate capacity of 100 people, would be available between the hours of 7 a.m. to 10 p.m., seven days a week, and be managed by the City. Visitors of the community room would have access to the public parking spaces within the garage, and pedestrian access would be provided along Cleveland Street and Topeka Street. The community room would complement the other proposed community amenity spaces on-site, such as the Station Plaza, and would contribute to the project objective of creating a destination that enriches the quality of life for on-site occupants and the community-at-large. Conditions of Approval Nos. 33 and 34 have been added to the City Council/CDC Resolution (Attachment 3) regarding construction, completion, and maintenance

obligations of the proposed community rooms.

Development Framework:

1. **Land Use Plan (Section 4.1):** As a regulatory document, the OTC Specific Plan would establish a land use framework and regulations for all districts within the planning area. Each district would include a list of permitted, conditionally permitted, and prohibited land uses. The proposed land use plan would establish the following districts:
 - Mixed-Use/Residential (MU)
 - Hotel/Hospitality (H)
 - Commercial/Office (CO)
 - Parking (PK)
 - Public-Station Plaza (P-TP)
 - Public-NCTD Bus Station (P-ST)
2. **Circulation Plan (Section 4.2):** In response to circulation studies prepared by NCTD, the circulation framework would focus on transit and pedestrian-oriented mobility improvements and enhancements to achieve better commuter connections, walkability, and improved safety and convenience of on-site circulation.



- **Street realignment:** Roadways within the project boundaries, including South Cleveland Street, would be reconfigured to improve vehicular circulation and minimize conflicts between pedestrians and vehicles. Personal vehicles would access parking facilities from South Tremont Street, Topeka Street, and Michigan Avenue for convenient access

without impeding bus operations.

- Transit operations & connections: The street realignment would also improve on-site bus circulation and promote intermodal connectivity through the relocation of the bus transfer center in closer proximity to rail service.
- Pedestrian & bicycle connectivity: The reconfiguration of South Cleveland Street and associated streetscape amenities would create an improved pedestrian connection throughout the site leading into downtown. Various mobility hub improvements would also accommodate transit users, pedestrians, and bicyclists.

3. Open Space Plan: The open space framework would encourage an outdoor lifestyle appropriate to a coastal environment, offering access to various public, communal, and private outdoor spaces and amenities.

- Conceptual landscape plan: The selected plant palette would emphasize native and drought tolerant species. Extensive streetscape with shade trees would line the primary roadways and pedestrian walkways. A variety of ornamental trees, shrubs, and plants would be located throughout the site and along the perimeter streets. Members of the public have raised concerns regarding the removal of two very mature Eucalyptus trees in the City's right-of-way along South Tremont Street. However, staff contends that keeping these trees near habitable structures, property, or people, are unadvisable as they have weak branch and root structure which tend to fall and cause severe damage. They are not native to California (or the continent) and are highly flammable. Further, it is highly likely that their roots would be damaged during construction of the subterranean parking, which would further degrade the health and safety of the tree. The trees would be replaced with trees from the landscape plan provided in Attachment 5c.
- Public outdoor space: The proposed Station Plaza would incorporate canopy trees, unique shade structures, and interspersed seating to accommodate transit center users. A variety of design features in public areas would include benches and lighting, decorative paving, special paving at crosswalks, wayfinding features, and wider sidewalks to enhance circulation.
- Private outdoor space: The project would include a variety of private outdoor spaces for the residential buildings, NCTD headquarters, and the proposed hotel, including courtyards, balconies, and roof decks.
- Public art: The Specific Plan would encourage opportunities to integrate public art pieces at activity nodes, such as the Transit Plaza, to serve as a special point of interest and attraction.

The proposed OTC Specific Plan includes Development and Design Principles that apply to all proposed construction within each of the three private and four public development parcels, which take precedence over conflicting provisions of the Zoning Ordinance, unless otherwise noted. Where the Specific Plan is silent, the provisions of the Zoning Ordinance shall apply.

Table 4: OTC Project Development Standards

Development Standard	Project as Proposed
Building Envelope	
Maximum Density	547 dwelling units within Specific Plan area
Floor Area Ratio	4.0 maximum
Height	90 feet maximum vertical distance measured from the average level of the highest and lowest point of that portion of the building-site covered by the building to the highest point of the structural roof excluding Vertical Roof Projections: parapets, elevator overruns, stair enclosures, and mechanical screening
Building Encroachments	• Stoops, Porches, Access Ramps & Stairs: 6 feet maximum encroachment into the Public R.O.W • Balconies & Architectural Overhangs: 6 feet maximum encroachment into the Public R.O.W. • Block 4 may allow for encroachments of occupiable building area into the designated NCTD bus station site, provided the encroachment is in accordance with an approved development plan, and the encroachment promotes architectural interest and does not exceed an area coverage of 10,000 square feet. • Maximum Allowable Vertical Roof Projections: 5 feet for parapets, 16 feet elevator overruns, 12 feet stair enclosures, and 20 feet mechanical screening.
Open Space	
Open Space per Unit	150 square feet per dwelling unit
Common Open Space	10-foot minimum dimension provided at ground and/or upper-level deck

Private Open Space	6-foot minimum dimension provided as patio or balcony 26% of the 206 dwelling units will not meet the requirement for a minimum 48 square-foot private outdoor living space Total of 13,997 sf
Landscaping	Minimum 10% landscape area provided at ground level and/or upper-level deck Permissible landscape may include areas devoted to planter areas, common patio areas, pools, and other recreational facilities
Parking and Loading	
Parking Ratios:	Project would include a total of 1,768 parking stalls for public and private use. See Table 3 - Development Program.
Commuter Parking:	560 replacement parking stalls for the current Oceanside Transit Center surface parking area shall be provided within the Specific Plan area
Parking Location:	Required parking for uses on a given parcel may be provided on another parcel within the Specific Plan Area
Parking Reduction:	A reduction in parking may be approved by the City Planner for shared parking and inclusionary dwelling units, subject to the findings of a parking study
Loading Requirements:	Hotel: 1 loading space per building primarily devoted to hotel use Commercial & Government Office: 1 loading space per building primarily devoted to office Commercial - Retail / F&B: none required; street loading permissible Residential: none required; white curb loading permissible Size: 10 feet x 20 feet with 10 feet vertical clearance
EV Parking:	40% of required parking spaces shall be dedicated to EV parking / 25% of required EV spaces shall provide a charger
Bicycle Parking:	Bicycle parking shall be provided in the amount of 5% of the total parking requirement; required parking shall be for commercial use (non-public use)

4. Design Guidelines:

- Architectural character: The Specific Plan describes the architectural design of the project as being influenced by traditional Mediterranean and Spanish styles and the modern architectural legacy of Irving Gill through the use of clean lines and white stucco. The design concept is derived from the site's unique coastal setting, reflecting the character and feel of Oceanside and its beachfront neighborhoods.
- Enhanced public realm: The public realm is highlighted by enhanced streetscapes and the integration of accessible outdoor gathering space. Public spaces incorporate amenities that support pedestrian comfort and help enrich and activate these spaces, including canopy trees, site furnishings, and special paving.

Figure 8 - Rendering of Public Space



- Compatible scale: The layout and design incorporate proper transitions in scale to nearby residential development, including articulated building facades that break down the building mass. Such features as porches, balconies, and shading devices further reduce scale and mass and communicate a residential character.
- View corridors: The site layout maintains view corridors by establishing a block pattern that would protect public views of the ocean along east-west oriented streets.

A rendering of the proposed project is depicted in Figure 9 below.



5. Infrastructure: The Specific Plan details a variety of infrastructure improvements necessary to facilitate future redevelopment of the project site. These improvements would include water, sewer, storm drain improvements, and dry utilities.

6. Plan Implementation: The Specific Plan is envisioned to be constructed in two phases with the development schedule structured to ensure that operations of the transit center are not interrupted during construction.

- Phase 1: During the initial phase of development, all existing uses on Blocks 2 through 7 would be demolished. New construction would encompass the NCTD Headquarters on Block 7; the public parking structure on Block 2; the residential apartment buildings and related amenities on Blocks 3 and 4; and the new intermodal Transit Center, Station Plaza, bus circulation, and commuter bus bays on Blocks 5 and 6. NCTD's current administrative offices at 311 Tremont Street and the existing bus terminal on Block 1 would remain open and operating during Phase 1.
- Phase 2: With completion of the transit improvements during Phase 1, the existing bus terminal and NCTD office located at 311 Tremont Street would be demolished. The second phase of development would include construction of the hotel on Lot 1 and various roadway improvements, including connecting South Cleveland Street through the site.

1. Planning Considerations

Bus Transfer Center Relocation: Several public comments have been received regarding the proposed southward relocation of the bus transfer center and potential impacts on the neighborhood immediately south of the site, including the potential for increased bus traffic on Missouri Avenue. Requests were made to keep the bus station at its current location or to ensure bus traffic was re-routed to the north while utilizing Seagaze Avenue. NCTD's decision to relocate the bus transfer station was a result of extensive analysis. In 2008, NCTD completed a "Site Feasibility and Transit Oriented Development Concept Study" that concluded that the transit center did not provide for the ideal site configuration and recommended a clear line of site between rail and bus areas.

In 2019, a "Final Project Study Report" was prepared by NCTD to consider options to relocate the existing bus transfer station in line with industry standards. The study concluded the distance from the current bus transit station to the rail platforms require an approximate 6 to 10-minute walk to connect between rail and bus modes. Anecdotal feedback from transit riders, including those that are mobility impaired, indicated the current configuration has resulted in missed train connections because of the long distance and lack of a line of sight between modes. Patrons who are mobility impaired and/or traveling with young children may be at an even greater disadvantage for connecting between modes.

The primary purpose of the proposed bus transfer center relocation is to shorten the distance between the bus transit station and the rail platforms to help reduce walking times and improve visibility, so patrons can make their connections without having to increase their normal or comfortable walking speed or engage in running. The EIR for the project fully analyzed potential impacts of the relocated bus transfer on the adjacent neighborhood and concluded impacts associated with transportation, noise, and air quality would be less than significant.

Bus Circulation: Public comments were received regarding potential impacts of bus ingress/egress on surrounding residents resulting from the relocation of the bus transfer facility, particularly on Michigan Avenue and Missouri Avenue. Requests were made to limit bus circulation to the existing routes utilized by NCTD. In response to these concerns, NCTD prepared a memorandum regarding BREEZE bus circulation at the Oceanside Transit Center (see Attachment 5g).

The City does not have direct oversight of NCTD's bus operations. As provided in the memorandum, NCTD's bus route decisions are responsive to the daily operational conditions, in which NCTD operates and takes into account considerations such as ridership, local traffic patterns, temporary obstructions, permanent improvements that impact circulation, and the safety of users within active transportation routes such as walking or biking. Routes are continually evaluated and adjusted to ensure riders can depend upon service that delivers them to their connection points.

NCTD prepared an OTC Supplemental Circulation Analysis to the BREEZE Speed and Reliability Study as a snapshot in time of viable options for bus circulation in and out of the transit center based upon today's roadway conditions. NCTD's operational needs are subject to change as the adjacent environment and other factors impact routing and operational decisions. Future bus routes shall be

determined at the discretion of NCTD based on its operational needs in order to provide safe, efficient, and effective transit services.

For the reason's described above, the Specific Plan does not regulate bus routes. However, potential transportation impacts, including bus circulation, were fully analyzed in the EIR and found to be less than significant with recommended mitigation. Furthermore, City staff coordinated with NCTD regarding the Coast Highway Improvement Project to ensure future planned roundabouts may accommodate bus travel, including the intersection of Coast Highway and Michigan Avenue. The circulation exhibit provided in the OTC Specific Plan identifies all planned points of vehicle access. With the relocation of the bus transfer station, bus access may occur on Michigan Avenue, Cleveland Avenue, Topeka Street, and Missouri Avenue in addition to existing routes on Seagaze Drive.

Traffic Analysis: A Local Transportation Study (LTS) (see Attachment 5f) was prepared for the project in accordance with the City's Traffic Impact Analysis Guidelines for Vehicle Miles Travelled (VMT) and Level of Service (LOS) Assessments. As noted in the LTS, the project site is located in a mixed-use area with high quality transit service and would have a substantially lower net volume of vehicle trips than would occur in a lower density, less walkable, and low transit area. The LTS utilized the SANDAG mixed-use (MXD) trip generation calculator to estimate the net volume of vehicle trips to be generated by the project and concluded the walkable mixed-use nature of the site, combined with high-quality transit service, would result in approximately 23 percent fewer vehicle trips overall.

TABLE 5 - Trip Generation Comparison			
Proposed Project			
Trip Generation	ADT	AM Peak	PM Peak
Multi-family Residential	3,282	263	295
Retail, Food & Beverage	3,504	140	350
NCTD Headquarters	697	98	84
Hotel	680	61	54
Gross Trips	8,163	562	783
Total Trip Reduction*	23%		
Total Vehicle Trips	6,261	441	603
*Internal capture trips, walk trips, and transit trips estimated using SANDAG Mixed Use Trip Generation Model v 4.0			

As provided in LOS Tables ES-3 through ES-6 of the LTS, the proposed project is forecasted to exceed the City's specified thresholds for LOS at certain intersections and roadway segments. The LTS includes recommended modifications to roadway segments and intersections where the modifications would not alter or negatively impact the existing multi-modal infrastructure. For locations where roadway modifications to improve vehicular LOS are not appropriate, alternative multi-modal improvements or fair-share contributions have been identified. The identified improvements and fair-share contributions have been incorporated as conditions of approval for the project.

2. General Plan Conformance

Section 65450 et seq. of the California Government Code sets forth minimum requirements for a Specific Plan, including provisions for a land use plan, infrastructure plan, and development standards. The OTC Specific Plan was prepared in accordance with state law and is consistent with the General Plan and Local Coastal Program as follows:

A. Land Use Element

Section 1.32: Coastal Zone

Objective: To provide for the conservation of the City's coastal resources and fulfill the requirements of the California Coastal Act of 1976.

- Policy 1.32A: The City shall utilize the certified Local Coastal Plan (LCP) and supporting documentation for review of all proposed projects within the Coastal Zone. Specifically, the goals and policies of the LCP Land Use Plan shall be the guiding policy review document.

Section 1.1 Community Values

Objective: To ensure the enhancement of long-term community and neighborhood values through effective land use planning

- Policy 1.1A: Land uses shall be attractively planned and benefit the community.

The proposed Specific Plan would include development standards and design guidelines that would facilitate a unified and cohesive development that ensures visual compatibility with the character of the surrounding area.

- Policy 1.1B: Land uses shall not significantly distract from nor negatively impact surrounding conforming land uses.

The proposed project would introduce a mixed-use transit-oriented community with office, retail, hotel, transit, community facilities, and multi-family residential uses that are consistent with the surrounding existing commercial and residential uses. The project would improve connectivity and in particular build stronger linkages between the commercial downtown and residential neighborhoods to the south of the site by introducing a mix of uses while maintaining compatibility with surrounding uses.

- Policy 1.1C: The City shall analyze the long-term effects of all proposed development to assure both the present and future social, economic, and physical enhancement of the community.

The mixed-use development would physically enhance the site by promoting economic

development within the Coastal Zone, while enhancing livability and walkability by accommodating a compatible mixture of uses that extends the activity of the downtown core into the planning area.

Section 1.11 Balanced Land Use

Objective: To develop and use lands for the long- term provision of a balanced, self- sufficient, and efficient community.

- Policy 1.11A: The City shall establish and enforce a balanced distribution of land uses to organize the City in a hierarchy of activity centers and land use so as to foster a sense of neighborhood, community, and regional identity.

The OTC Specific Plan would introduce a mixed-use, transit-oriented, infill development inclusive of residential uses (both market-rate and affordable), a hotel, commercial/retail uses, private and public open space, parking, and a transit hub. The proposed project would improve connectivity and in particular build stronger linkages between downtown and the residential neighborhoods to the south of the site; support public transit through transit-oriented development that integrates updated transit facilities and other mobility improvements that would increase ridership and enhance the user experience; and deliver benefits to the public by increasing the available housing supply, including the provision of affordable units, while providing for amenities that create a destination and enrich the quality of life for on-site occupants and the community-at-large.

- Policy 1.11B: The City shall analyze proposed land uses for assurance that the land use will contribute to the proper balance of land uses within the community or provide a significant benefit to the community.

The proposed mixed-use development would be consistent with the surrounding commercial and residential uses and provide a significant benefit to the community by introducing a modern, intermodal transit hub with several public amenities including a transit plaza, public art, and a community room.

- Policy 1.11C: 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.

The proposed project would support public transit through transit-oriented development that integrates updated transit facilities and other mobility improvements that would increase ridership and enhance the user experience.

B. Housing Element (2021-2029)

By contributing 547 rental dwelling units, including fifteen percent (15%) reserved for affordable

housing, the proposed project would help to meet the City's projected housing demand and provide an opportunity for housing in proximity to a variety of transit options. The project is consistent with the following policies in the Housing Element:

- Policy 1.1: Promote a high-quality urban environment with stable residential neighborhoods and healthy business districts.
- Policy 1.6: Encourage higher-density housing development along transit corridors and smart growth focus areas in order to encourage preservation of natural resources and agricultural land; reduce energy consumption and emissions of greenhouse gasses and other air pollutants; reduce water pollution occasioned by stormwater runoff; and promote active transportation with its associated health benefits.
- Policy 2.1: Designate land for a variety of residential densities sufficient to meet the housing needs for a variety of household sizes and income levels, with higher densities being focused in the vicinity of transit stops, smart growth focus areas, and in proximity to significant concentrations of employment opportunities.
- Policy 3.5: Encourage the development of housing for low and moderate income households in areas with adequate access to employment opportunities, community facilities, and public services.
- Policy 3.7: Encourage the disbursement of lower and moderate income housing opportunities throughout all areas of the City.

C. Economic Development Element

The proposed project would contribute towards the City's economic development strategies by introducing a modern mixed-use transit center supported by residential, commercial, office, and hospitality uses that would increase ridership, enhance walkability, encourage alternative modes of transportation, and promote economic activity and tourism in the City's coastal zone. The project is consistent with the following policies of the Economic Development Element:

- Goal EDE-1B: The City will expand employment, housing, and public amenities by facilitating efficient, transit oriented development within already urbanized areas (i.e. smart growth).
- Policy EDE-1b-1: Encourage efficient, transit-oriented development, walkability, parking efficiency, pedestrian and bicycle facilities, and a strong sense of place within the City's Smart Growth Opportunity Areas (SGOAs), as identified on the Regional Smart Growth Concept Map.
- Policy EDE-1b-2: Encourage efficient use of land for employment and revenue generation.
- Goal EDE-3a: The City will identify and address the long-term fiscal impacts of any proposed re-designations of property.
- Policy EDE-3a-1: Require that proposals to change land use and zoning designations be

accompanied by robust fiscal impact assessment in order to ensure an informed decision-making process.

A Fiscal Impact Analysis was prepared by RSG, Inc. for the proposed project (see Attachment 5i). As depicted in Table 9, the Fiscal Impact Analysis found:

- The total jobs generated by the proposed project is estimated to be 4,068 (3,503 temporary - during construction; 564 permanent- once built)*
- The total economic output generated by the proposed project is estimated to be \$597,560,562, of which \$637,197,812 will be from temporary impacts during construction of the Projects, and \$104,330,650 annually thereafter from ongoing business operations and new resident spending.*

Table 9: Summary of Proposed Economic Impacts

	Direct	Indirect	Induced	Total
Oceanside Transit Center				
Jobs	2,714	272	1,082	4,068
Economic Output (\$)	\$333,541,480	\$62,578,347	\$201,440,736	\$597,560,562
810 Mission				
Jobs	638	54	288	980
Economic Output (\$)	\$78,567,900	\$11,836,339	\$53,563,662	\$143,967,900
Total Jobs	3,352	325	1,370	5,048
Total Economic Output	\$412,109,380	\$74,414,685	\$255,004,397	\$741,528,462

Sources: IMPLAN, NCTD, RSG Fiscal Impact Analysis

D. Energy/Climate Action Element

Envisioned as a model transit-oriented development, the proposed project would achieve many of the City's climate action goals of reducing greenhouse gas emissions by creating a destination that reinforces transit use and encourages alternative modes of transportation for residents, employees, commuters, and tourists. The project is consistent with the following policies of the Energy/Climate Action Element:

- Goal ECAE-2a: The City will accommodate future population, employment, and housing growth within already urbanized areas.
- Policy ECAE-2a-1: In areas served by transit, promote land uses intensities that increase transit ridership and, in turn, the quality and frequency of transit services
- Policy ECAE-2a-5: Explore opportunities to implement "mobility hub" features within Smart Growth Opportunity Areas and other areas amenable to active transportation and shared mobility options.
- Policy ECAE-5a-7: Encourage new development to incorporate shade trees, to the extent practical and financially feasible.

E. Climate Action Plan

The adopted Climate Action Plan (CAP) includes reduction measures that the City develop Smart Growth Policies (Measure TL1) with a strategy to establish a smart growth development goal of locating the majority of new housing units and employment generating land uses developed between 2017 and 2030 within existing and potential Smart Growth Opportunity Areas (SGOAs). This would be accomplished through the development of the Smart and Sustainable Corridor Plan Specific Plan as part of the General Plan Update.

The adopted CAP includes Implementation Actions that includes aspirational targets for residential development in SGOAs. The target for 2027 is 890 units. The project would add 537 units in an identified SGOA. In conjunction with the recently approved Ocean Creek project, and its 295 units, Modera Melrose project, and its 323 units, and the Olive Park 100% affordable housing project, and its 199 units, the City would exceed the target for 2027 with a total combined unit count of 1,354 units within identified SGOAs.

F. Circulation Element

The proposed project would introduce a modern intermodal transit facility with pedestrian, bicycle, and road improvements to facilitate efficient flow of traffic and the safe and effective passage of pedestrians and cyclists. Transit improvements and mobility hub features would also enhance the user experience and promote an increase in transit usage. The OTC Specific Plan is consistent with the following policies of the Circulation Element:

- Objective: Support mixed use developments in transit focus areas and transit oriented developments.
- Policy 5.1: The City shall collaborate with NCTD to attain a balance of transportation opportunities. This shall include the establishment of criteria to implement transit improvements, corridor improvements, transit centers, and track improvements and maintenance.
- Policy 5.7: The City shall continue to work with NCTD to ensure that transit centers and major stops have adequate bicycle and pedestrian access, including secure bicycle storage. The City shall continue to work with NCTD to encourage more bus services that accommodate bicycles.
- Policy 5.8: The City shall work with NCTD, as applicable, to provide safe and adequate transit facilities that include covered shelters, proper lighting, safe crossings, and locations that are highly visible.
- Policy 5.10: The City shall work with NCTD to encourage additional passenger usage of rail service by providing safe and adequate commuter parking facilities with shuttle service, if appropriate, and enhanced landscaping.
- Policy 5.13: The City shall support policies in the Land Use chapter of the General Plan that

encourage the use of transit and mixed-use development.

3. Local Coastal Program (LCP) Conformance

The OTC Specific Plan requires an amendment to the Land Use Plan of the City's LCP which must be certified by the California Coastal Commission. The proposed amendment would change the land use from Downtown (DT), Coastal Transportation and Utility (C-TU), Coastal Residential High Density (C-RH), and Coastal General Commercial (C-GC) to Specific Plan, which would establish unique land use designations and regulations for all future land use within the project boundaries.

Staff finds that the proposed Specific Plan and development project would be consistent with the following policies of the Local Coastal Program and requirements of the Coastal Act:

Land Use Plan Consistency

A. II Recreation and Visitor Serving Facilities

Objective: The City shall provide and maintain a wide range of public recreation areas, beach support facilities, and visitor-serving facilities, commensurate with need.

- **Policy 10 (General):** The City shall continue to promote coastal tourism through the revitalization of the coastal area and upgrading of visitor amenities.

The proposed project would redevelop an existing underutilized transit center into a modern transit facility that would serve both residents and coastal visitors. A variety of amenities, including the transit plaza and wayfinding features, would create a destination and provide comfort and convenience for transit users visiting the coastal area.

- **Policy 17 (Parking):** The City shall require that all new residential development provides adequate on-site parking. In areas where beach parking demand is critical, parking requirements for new residential development shall be strictly enforced. Curb cuts for new development shall be held to a minimum to preserve existing on street parking.

The project would include two separate residential buildings with a total of 547 apartment units. Each building would include parking structures with a combined total of 790 parking spaces for the exclusive use of residents. A separate public parking structure would provide 611 public parking spaces available for commuters and beach visitors.

- **Policy 24 (Parking):** The City shall continue to work with the California Department of Transportation, North County Transit District and other affected agencies to improve alternatives to private automobile use, including public transit (bus or other means), bicycle and pedestrian travel, and multi-modal combinations (e.g. park-n-ride-, shuttle service).

As a transit-oriented development, the proposed project would encourage residents to utilize public transit. A variety of transit center features and amenities would also enhance walkability and promote alternative modes of transportation.

B. VI Visual Resources and Special Communities

Objective: The City shall protect, enhance, and maximize public enjoyment of Coastal Zone scenic resources; and the City shall, through its land use and public works decisions, seek to protect, enhance, and restore visual quality of the urban environment.

- **Policy 4:** The City shall maintain existing view corridors through public rights-of-way.

The design of the project would orient buildings in a block pattern that would preserve existing public views along the east-west oriented public-rights-of-way, including Michigan Avenue, thereby preserving any existing coastal views.

- **Policy 8:** The City shall ensure that all new development is compatible in height, scale, color and form with the surrounding neighborhood.

The proposed scale of the development would be compatible with the surrounding downtown environment and designed to incorporate proper transitions in scale to nearby residential development, including articulated building facades that break down the overall building mass. Building materials, colors, and finishes were selected to reflect the coastal setting as detailed in the design guidelines of the OTC Specific Plan.

- **Policy 11:** The City shall encourage variety, creativity, and site-responsive design for all new development.

The OTC Specific Plan would facilitate a creative and cohesive mixed-use development that would transform an existing transit center into a modern intermodal transit facility and maximize the redevelopment potential of the site.

- **Policy 13:** New development shall utilize optimum landscaping to accent and enhance desirable site characteristics and architectural features.

The proposed project would feature a variety of landscaping and streetscape improvements to highlight architectural features and enhance public and private spaces throughout the entire transit center.

Implementation Plan

The amended text of the LUP would establish the Specific Plan as part of the implementing document of the Local Coastal Program. The Specific Plan would regulate all land use within the project boundaries consistent with objectives and policies of the Local Coastal Program.

4. Zoning Ordinance Compliance

The OTC Specific Plan would establish land use regulations and development standards within the project boundaries. Development standards and design guidelines are provided in Chapter 6 of the

Specific Plan and would take precedence over the City's Zoning Ordinance, unless otherwise noted. The proposed development plan for the transit center aligns with all development standards provided in the Specific Plan, including setbacks, height, open space, landscaping, and parking.

ENVIRONMENTAL REVIEW

In accordance with the California Environmental Quality Act (CEQA), an Environmental Impact Report (EIR) was prepared for the project due to potentially significant impacts to aesthetics, air quality, biological resources, energy, geology and soils, greenhouse gas emissions, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, population and housing, public services and recreation, transportation, tribal and cultural resources, and utilities and service systems.

As described in the Draft EIR (DEIR), implementation of mitigation measures would reduce impacts to a less-than-significant level for all identified environmental topic areas. The DEIR was made available for public review between September 4, 2024 and October 18, 2024. A total of 24 comments were received. All comments received on the DEIR during the public review period were evaluated and responded to in the Response to Comments (RTC) section of the Final EIR (FEIR).

In response to a comment received during the public review period, minor revisions were made to the text of the FEIR. The revisions do not constitute "significant new information" as set forth in CEQA Guidelines Section 15088.5 and recirculation of the EIR is not required.

The FEIR, including the responses to comments and Mitigation, Monitoring, and Reporting Program (MMRP), is provided in Attachment 5d.

PUBLIC NOTIFICATION

Community Outreach: In accordance with the City's Enhanced Notification Policy (300-14), the applicant conducted extensive community outreach throughout the entitlement process. Outreach efforts included mail notifications, a project website (www.osidetransit.com), eight in-person community meetings, and one on one community engagement. As a result of public outreach, a variety of project enhancements were incorporated into the project as documented in the outreach summary. A copy of the community outreach report (see Attachment 5e). An Addendum to the community outreach report is provided as Attachment 7.

Hearing Notice: Legal notice was published in the newspaper and notices were sent to property owners within 1,500 feet and occupants within 100 feet of the subject property, individuals/organizations requesting notification, the applicant, and interested parties. Public correspondence received is provided as Attachment 8.

FISCAL IMPACT

As described earlier in the staff report, the project is expected to realize a significant positive fiscal impact to the City.

COMMISSION OR COMMITTEE REPORT

At the Planning Commission's regular meeting conducted on June 23, 2025, the Planning Commission adopted Planning Commission Resolution No. 2025-15 recommending City Council approval (Approved 4-1-1; Commissioner Redgate - no, Commissioner Gonzales -abstain; Commissioner Dodds - absent) of a resolution certifying an Environmental Impact Report and approving a General Plan Amendment, Zone Amendment, Local Coastal Program Amendment, Vesting Tentative Map, Development Plan, and Regular Coastal Permit for the OTC Specific Plan and redevelopment of the OTC into a mixed-use development on a 10.15-acre site.

At a Special Meeting of the Downtown Advisory Committee (DAC) conducted on August 20, 2025, the DAC recommended unanimous approval (5-0 vote; Committee members Abril, Marshall, Sweeton - absent) of the Community Development Commission adopting a resolution certifying an Environmental Impact Report and approving a General Plan Amendment, Zone Amendment, Local Coastal Program Amendment, Vesting Tentative Map, Development Plan, and Regular Coastal Permit for approval of the Oceanside Transit Center Specific Plan and redevelopment of the Oceanside Transit Center into a mixed-use development on a 10.15-acre site. See DAC Memo (Attachment 6).

CITY ATTORNEY'S ANALYSIS

This project includes components within the authority of both the City Council and the Community Development Commission. The Council and CDC are authorized to hold a joint public hearing in this matter. Consideration of the item should be based on the testimony and evidence presented at the hearing. The supporting documents have been reviewed and approved as to form by the City Attorney.

Prepared by: Darlene Nicandro, Development Services Director
Submitted by: Jonathan Borrego, City Manager

ATTACHMENTS:

1. City Council/CDC Staff Report
2. City Council/CDC Resolution certifying the Final EIR and adopting MMRP (with Exhibit A: Findings and Exhibit B: MMRP)
3. City Council/CDC Resolution approving General Plan Amendment (GPA22-00002), Zone Amendment (RZA22-00001), Local Coastal Program Amendment (LCPA22-00004), Vesting Tentative Map (T22-00006), Development Plan (D22-00016), and Regular Coastal Permit (RC22-00011)
4. Zoning Ordinance (with Exhibit A: Legal Description and Exhibit B: Land Use Designations)
5. Planning Commission Staff Report, dated June 23, 2025
 - a. Planning Commission Resolution No. 2025-P15

- b. OTC Specific Plan (online)
 - c. Plans/Site Map (online)
 - d. FEIR (online)
 - e. Community Outreach Report (online)
 - f. Local Transportation Study (LTS)(online)
 - g. NCTD BREEZE Bus Circulation Memorandum
 - h. Application, Description and Justification, Legal Description (online)
 - i. Economic and Fiscal Impact Analysis
 - j. OTC TDM Plan
 - k. Public Correspondence
- 6. DAC Memorandum, dated August 20, 2025
 - 7. Addendum to Community Outreach Report
 - 8. Public Correspondence