ITEM NO. 23

STAFF REPORT *CITY OF OCEANSIDE*

DATE: August 10, 2022

TO: Honorable Mayor and City Councilmembers

FROM: Development Services Department

SUBJECT: **GENERAL PLAN UPDATE (GPU PHASE 2) PROJECT ALTERNATIVES AND STAFF- RECOMMENDED PREFERRED PLAN**

SYNOPSIS

Staff seeks City Council affirmation on proposed project alternatives for the second phase of the City's comprehensive General Plan Update (GPU Phase 2). Staff recommends Alternative B as the preferred plan and seeks City Council concurrence with this recommendation.

BACKGROUND

In May 2019, the City Council adopted the first phase of a comprehensive General Plan Update (GPU), which introduced an Economic Development Element (EDE), Energy and Climate Action Element (ECAE), and Climate Action Plan (CAP). Together, the EDE, ECAE, and CAP promulgate goals, policies, and actions that promote infill and redevelopment as the most sustainable approach to accommodating anticipated housing and employment growth in Oceanside. Commonly referred to as "smart growth," this approach is expected to facilitate the revitalization of the City's existing urbanized areas while preserving open space and reducing the City's carbon footprint.

In February 2020, the City initiated the second phase of the General Plan Update (GUP Phase 2). This final phase of the GPU effort involves updating all existing General Plan elements – many of which have not been updated for over 30 years – along with the preparation of focused long-range planning documents for South Morro Hills and the City's major east-west commercial corridors (Mission Avenue, Oceanside Boulevard, and Vista Way/Highway 78). The South Morro Hills Community Plan proposes to promote a viable balance between farming, agritourism, and housing in this corner of the City. The Smart and Sustainable Corridor Plan (SSCP) aims to facilitate infill and redevelopment, complete streets improvements, and synergies between housing and non-residential uses.

On March 28, 2022, the Planning Commission reviewed and provided comment on proposed GPU project alternatives. As has been the case with all public meetings on the GPU over the past year, the discussion was dominated by concerns about the future of South Morro Hills, with many community members expressing opposition to allowances for clustered housing and additional residential density as outlined in the Draft South

Morro Hills Policy Framework (available on the GPU project webpage, onwardoceanside.com). In light of this opposition, the Planning Commission deferred direction on the GPU alternatives and asked staff to return with responses to lingering questions about transfer of development rights (TDR), state density bonus law, infrastructure costs, wildfire risk, right-to-farm protocols, water supply, farmland conservation easements, and other concerns related to South Morro Hills.

Given the degree to which controversy over the future of South Morro Hills has directed attention away from other pertinent issues associated with the GPU and protracted the GPU timeline, staff subsequently decided to separate the South Morro Hills Community Plan from the GPU and allow the former to proceed at its own pace. In accordance with this decision, the GPU project alternatives were revised to reflect no change to current allowances for housing and agritourism in South Morro Hills. Despite separating South Morro Hills planning efforts from the broader General Plan Update, staff is committed to addressing the agricultural preservation issues raised by the community while continuing efforts to develop a plan for South Morro Hills that balances preservation with anticipated future residential growth in the area.

PROJECT DESCRIPTION

Informed by relevant City policies, research, community input, and state guidance, the fundamental goal of GPU Phase 2 is to accommodate anticipated housing and non-residential growth in ways that promote quality of life, public health and safety, economic diversity, environmental quality, social equity, and state and regional priorities. There are different pathways to reaching this goal, all of which present their own opportunities, challenges, and tradeoffs. To ensure the selection of a feasible and defensible pathway, the scope of GPU Phase 2 includes the preparation of project alternatives that provide for additional analysis and community engagement. Moreover, these project alternatives address requirements of the California Environmental Quality Act (CEQA), which establish that environmental impact reports (EIRs) must consider a reasonable range of project alternatives that "would avoid or substantially lessen any of the proposed project's significant effects."

The project alternatives for GPU Phase 2 reflect different levels and distributions of future housing and employment growth in Oceanside through the 2050 planning horizon. Assumptions about future housing are based on the number of housing units the City has historically been assigned through the Regional Housing Needs Assessment (RHNA). The most recent RHNA requires that the City demonstrate capacity for roughly 5,400 new dwelling units through the 2021-2028 planning period. Assumptions about non-residential growth are based on a market assessment prepared by Keyser Marston Associates. This market assessment is available on the GPU project webpage.

The proposed GPU project alternatives are outlined in the Alternatives Report appended to this staff report as Attachment 2. The Alternatives Report provides an overview of the GPU and its components, summarizes the Community Vision and Guiding Principles (accepted by the City Council in November 2021), describes baseline conditions and assumptions (including growth projections), notes similarities and differences between

the two proposed project alternatives, and considers potential traffic and infrastructure impacts associated with these alternatives. The Alternatives Report also includes recommendations for right-of-way improvements that support active transportation, access to transit, and traffic safety.

Table 5-1 of the Alternatives Report, below, summarizes key considerations associated with each of the proposed project alternatives for GPU Phase 2.

Table 5-1: Comparison of Alternatives

	ALTERNATIVE A	ALTERNATIVE B
Overall	Alternative A focuses on housing growth, ensuring that Oceanside remains a relatively affordable enclave in San Diego County, while improving the jobs-housing balance and intensifying industrial uses.	Alternative B focuses on increasing employment uses in Oceanside and encouraging a shift to higher density and lower impact industrial uses. Some low-impact industrial uses are introduced into commercial zones. Residential growth is projected, but less than Alternative A and at lower densities.
Mixed-Use Zones	Mixed-use zones concentrated existing transit hubs along Mission, Coast Highway and Oceanside Boulevard. Two mixed-use designations are proposed with one focusing on higher density housing with an average of 68 du/ acre and slightly more commercial uses with a non-residential FAR of 0.25 compared to 0.20 in the lower density zones.	Mixed-use zones concentrated existing transit hubs along Mission, Coast Highway and Oceanside Boulevard. Two mixed-use designations are proposed with one focusing on slightly higher density housing with an average of 45 du/ acre. Both mixed-use designations in Alternative B assume a non-residential FAR of 0.25.
Single-family neighborhoods	More growth is assumed in single-family neighborhoods with more property owners and developers taking advantage of State housing legislation SB9 to add units.	Single-family neighborhoods see fewer SB 9 housing units.
Industrial Zones	The majority of industrial zones remain, and some densification of industrial uses is predicted.	A greater focus is placed on intensification and diversification of industrial uses, with more high-tech, employment dense uses moving into existing industrial zones.
Commercial Zones	Commercial zones remain largely unchanged with some intensification and redevelopment projected.	Commercial zones introduce some low-impact industrial uses, and some intensification and redevelopment is projected.
South Morro Hills	Status quo residential development (1 unit per 2.5 acre zoning) with some Tier 1 agritourism uses.	Status quo residential development (1 unit per 2.5 acre zoning) with some Tier 1 agritourism uses.

As noted in Table 5-1, the key differences between the two alternatives mainly center on the following distinctions:

- amount of anticipated housing growth;
- proposed density of future mixed-use development;
- potential impacts to existing single-family neighborhoods resulting from SB9[1]; and,
- projected intensity and diversification of existing industrial land to more job-intensive industrial uses.

ANALYSIS

Both of the proposed project alternatives assume that the bulk of the City's future housing and non-residential growth will be concentrated within the City's major commercial corridors – i.e., Coast Highway, Mission Avenue, Oceanside Boulevard, and Vista Way. While this common assumption stems in part from the "smart growth" policy direction established by GPU Phase 1 and the Smart & Sustainable Corridors Plan (a draft of which was released for public review on March 21, 2022), it also reflects the fact that there remains very little vacant land available for development in Oceanside. Consequently, accommodating additional housing and employment growth will require more efficient land use within the City's existing built environment, particularly in commercial districts where properties are typically developed substantially below the level of intensity permitted under current land use policies and zoning standards.

Both of the proposed project alternatives show some concentration of housing growth in the Oceanside Boulevard corridor. This corridor is uniquely positioned to accommodate additional growth, as it is served by the Sprinter rail line and connecting bus routes, features six of the City's eight Smart Growth Opportunity Areas, provides access to both SR 76 and SR 78, includes the City's major employment hubs, and will someday provide for the westernmost segment of the regional Inland Rail Trail. The topography within this corridor also provides for separation between existing single-family neighborhoods and commercial and industrial areas, which should help to minimize impacts associated with infill and redevelopment. Additionally, the revitalization of this corridor presents an opportunity to enhance the ecological, scenic, and recreational values of Loma Alta Creek. For these reasons, staff believes the revitalization of the Oceanside Boulevard Corridor should be prioritized as a key area to accommodate future housing growth with multiple mass-transit opportunities.

Both alternatives also assume the implementation of "complete streets" improvements within the four corridors, as depicted in the Alternatives Report.

Figures 5-1 and 5-2 of the Alternatives Report, below, illustrate how the two alternatives differ with respect to the extent and distribution of future housing and non-residential growth.

[1] Signed into law on September 16, 2021, Senate Bill 9 requires that all local jurisdictions in California allow through a ministerial review process 1) one additional residential unit on parcels zoned for single-family homes and 2) the subdivision of existing single-family properties to accommodate as many as four housing units, subject to minimum setback requirements and other provisions. For more information on SB 9, please see the text of the legislation.

Figure 5-1: New Residential Development (units)

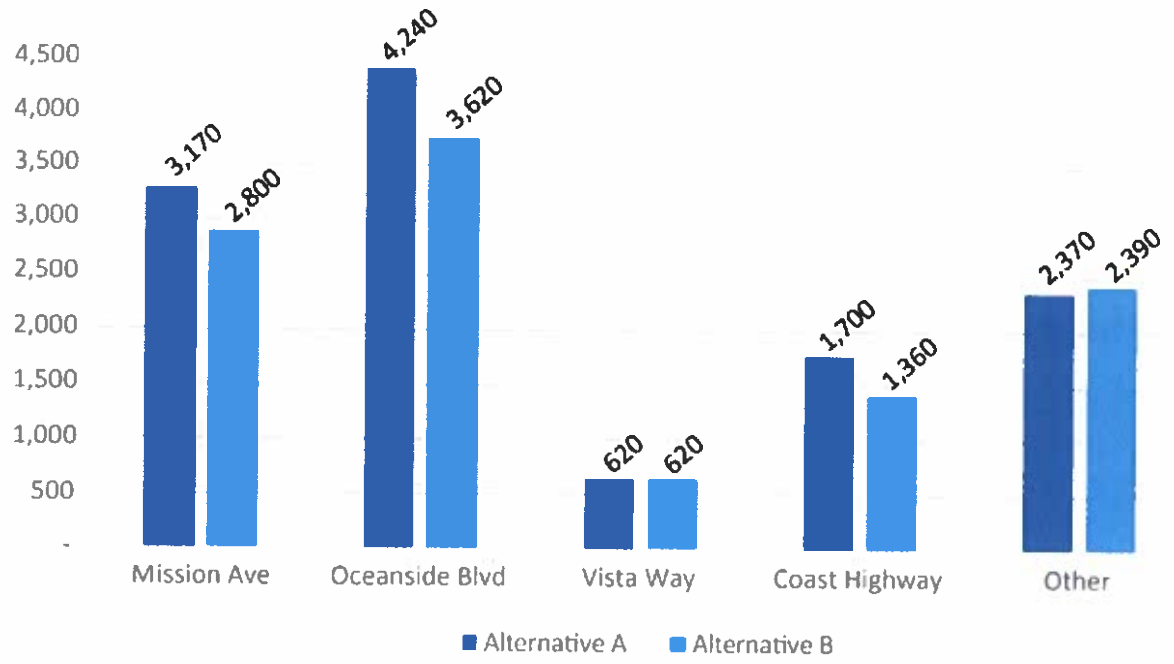
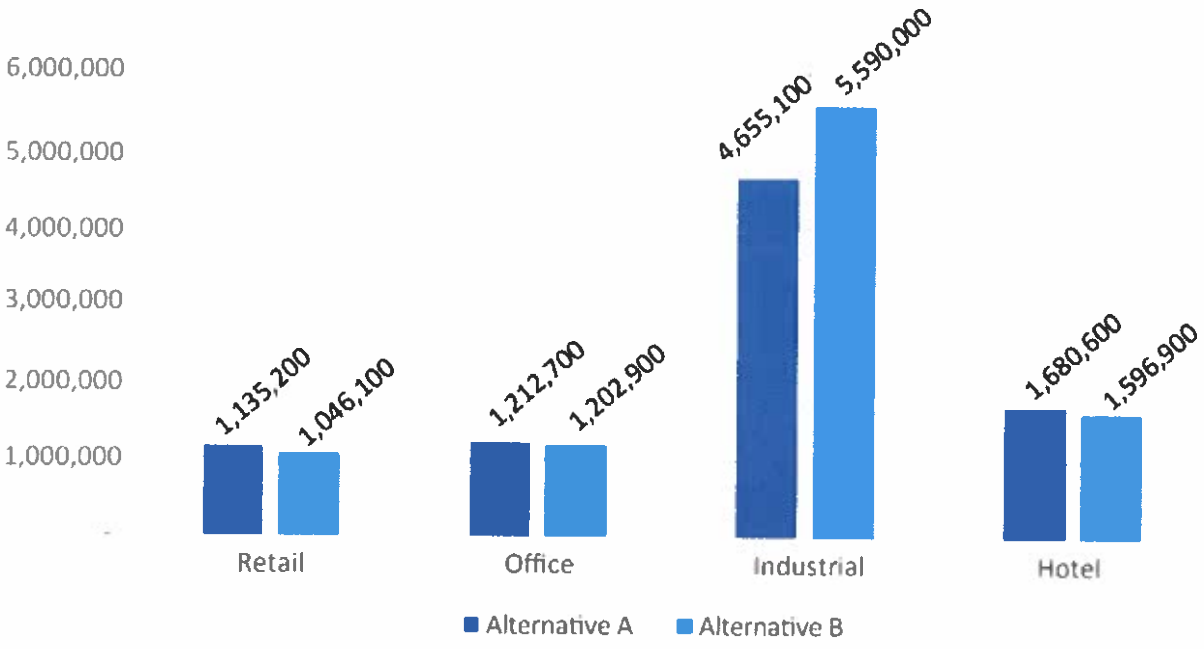


Figure 5-2: New Non-residential Development (sf)



The differences illustrated above result from both different policy approaches as well as different assumptions about future market conditions. Relative to Alternative B, Alternative A reflects a higher residential density allowance and a lower minimum commercial floor area ratio for mixed-use development. Alternative A is also predicated on more conversion of industrial sites to mixed use, though both alternatives generally reserve industrial zoning for industrial activity. Alternative B assumes that some low-intensity, low-impact industrial uses will be accommodated in commercial zoning districts, while Alternative A assumes that commercial zoning districts will be dedicated exclusively to commercial and mixed-use development. Relative to Alternative A, Alternative B assumes a higher percentage of industrial sites will be "recycled" to accommodate more efficient industrial uses with higher employment densities.

For further description and analysis of the proposed project alternatives, see the May 23, 2022 Planning Commission staff report, appended as Attachment 1.

Staff recommends Alternative B as the preferred plan for GPU Phase 2. The housing growth projection associated with Alternative B better aligns with the City's recent RHNA allocations and the housing sites inventory of the updated Housing Element. Furthermore, Alternative B results in a higher jobs-to-housing ratio and reserves more industrial property for industrial use. While both alternatives promote smart growth and expanded mobility options, Alternative B better leverages transit service and multimodal connectivity within the Oceanside Boulevard Corridor.

FISCAL IMPACT

Does not apply.

ENVIRONMENTAL DETERMINATION

The project alternatives are a component of GPU Phase 2, for which an EIR will be prepared in accordance with CEQA.

COMMISSION OR COMMITTEE REVIEW

On May 23, 2022, the Planning Commission reviewed and heard public testimony on the proposed GPU Phase 2 project alternatives. The Planning Commission expressed unanimous support for Alternative B, the staff-recommended preferred plan.

Public testimony on the project alternatives included support for buffers between industrial and agricultural operations and sensitive receptors, farmland conservation, additional park space, energy and water-efficient development, and variation in the intensity and profile of new development as a means of creating a stronger sense of place within the City's commercial corridors. Concerns were expressed about the potential widening of North River Road east of Vandergrift to accommodate additional traffic lanes, which some community members believe would be growth-inducing and contrary to the rural character of South Morro Hills.

CITY ATTORNEY'S ANALYSIS

Does not apply.

RECOMMENDATION

Staff seeks City Council affirmation on project alternatives for the second phase of the City's comprehensive General Plan Update (GPU Phase 2). Staff recommends Alternative B as the preferred plan and seeks City Council concurrence with this recommendation.

PREPARED BY:

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SUBMITTED BY:

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REVIEWED BY:

Darlene Nicandro, Interim Development Services Director
Sergio Madera, City Planner

ATTACHMENTS:

1. Planning Commission Staff Report on GPU Phase Project Alternatives (5/23/22)
2. Alternatives Report
3. Buildout Summary

ATTACHMENT 1

PLANNING COMMISSION STAFF REPORT

DATE: May 23, 2022

TO: Chairperson and Members of the Planning Commission

FROM: Development Services Department/Planning Division

SUBJECT: **DISCUSSION OF PROPOSED PROJECT ALTERNATIVES AND A STAFF-RECOMMENDED PREFERRED PLAN FOR THE SECOND PHASE OF THE CITY'S COMPREHENSIVE GENERAL PLAN UPDATE – GPU PHASE 2 – APPLICANT: CITY OF OCEANSIDE**

RECOMMENDATION

Staff recommends that the Planning Commission:

1) Provide the City Council a recommendation on the staff-recommended preferred plan for the second phase of the City's General Plan Update (GPU Phase 2).

BACKGROUND

On May 8, 2019, the City Council adopted the first phase of a comprehensive General Plan Update that introduced an Economic Development Element (EDE), Energy and Climate Action Element (ECAE), and Climate Action Plan (CAP). Together, the EDE, ECAE, and CAP encourage a sustainable approach to accommodating future growth, with a focus on infill and redevelopment, expanded mobility options, open space and farmland preservation, and renewable energy sourcing.

On June 19, 2019, the City Council accepted grant funding from the California Department of Transportation in support of the Smart and Sustainable Corridors Plan (SSCP), which will establish incentives for infill and redevelopment within the City's major east-west commercial corridors. It is anticipated that the bulk of the City's housing and employment growth over the next several decades will occur within these corridors and other urbanized areas.

On February 24, 2020, the City initiated GPU Phase 2 with kick-off events involving staff from all City departments. The project team conveyed its intention to create a General Plan that guides decision-making in all realms of local government, including

public safety, development review, capital improvements programming, public works operations and maintenance, property management, economic development, educational and recreational programs, and community engagement.

Since the inception of the project, several project milestones have been reached, including the following:

- Initial community outreach solicited extensive community input through a project webpage, email blasts, community workshops, surveys, meetings with interest groups and subject matter experts, and ad hoc communication with community members. Community input has been documented and made available on the project webpage, onwardoceanside.com.

- The project team has prepared and posted for public review a series of technical studies addressing local market conditions, community resources, environmental resources, the City's mobility network, and existing conditions within the City's major commercial corridors. The findings of these studies have informed development of the proposed project alternatives for GPU Phase 2.

- A Draft Housing Element for the Sixth Housing Element Cycle has been prepared and approved by the City Council. The project team has since responded to comment on the draft document provided by the California Department of Housing and Community Development (HCD), prepared technical revisions, and submitted the revised document to HCD for Compliance Review. Once HCD has completed their Compliance Review, the revised Housing Element will be brought forward for City Council review and final approval.

- A policy framework for the South Morro Hills Community Plan (SMHCP), outlining several guiding principles for managing change in this neighborhood planning area, has been shared with the Planning Commission and City Council, with both bodies affirming the policy direction outlined in the framework while suggesting further clarification on some of the concepts (e.g., clustered housing and density transfers) introduced in the document. A well-attended community workshop on design considerations for agriculture, clustered housing, and agritourism was held on March 16, 2022.

- A Community Vision composed of organizing themes and guiding principles was presented to the Planning Commission and City Council in the fall of 2021. The Community Vision is posted on the project webpage.

On March 28, 2022, the Planning Commission considered and heard public testimony on three GPU project alternatives. These alternatives were largely distinguished by their respective assumptions about the future of the South Morro Hills area, with two of the alternatives assuming additional housing and "Tier 2" agritourism uses in this area as outlined in the Draft South Morro Hills Policy

Framework. As has been the case with all public meetings on the GPU over the past year, concerns about the future of South Morro Hills dominated the discussion and overshadowed other important issues associated with the GPU. The Planning Commission had many questions related to South Morro Hills that require staff to conduct additional research and analysis, including questions about infrastructure needs, right-to-farm ordinances, and the transfer of development rights. Consequently, the Planning Commission did not make a formal recommendation on the GPU project alternatives.

Subsequent to the March 28th Planning Commission meeting, staff determined that the South Morro Hills Community Plan should be separated from the General Plan Update process and allowed to proceed at its own pace. This decision has necessitated reassessment of housing and employment growth projections and revision of the GPU project alternatives.

PROJECTION DESCRIPTION

In keeping with best practices for long-range planning and the requirements of the California Environmental Quality Act (CEQA), the project team has prepared two project alternatives for GPU Phase 2. Both of these alternatives align with the Community Vision, show capacity to accommodate the City's fair share of regional housing growth, provide for job growth, support complete streets improvements and expansion of mobility options, and encourage environmental stewardship.

Consistent with the Smart and Sustainable Corridors Plan, a key component of the General Plan Update, both of the proposed alternatives assume that the bulk of the City's future housing and employment growth will occur through infill and redevelopment within the City's major commercial corridors: i.e., Mission Avenue, Oceanside Blvd, Vista Way, and Coast Highway. (The Alternatives Report provides detailed information on projected new housing units and additional non-residential floor area anticipated through the planning horizon of 2050.) Both of the proposed alternatives assume that as many as 1,500 additional accessory dwelling units (ADUs) will be built over the next three decades. The alternatives make different assumptions about the number of additional single-family homes (SFDs) that will be facilitated by recent state legislation (Senate Bill 9) that allows two SFDs on an existing lot and the subdivision of existing lots to accommodate as many as four SFDs.

Both of the proposed alternatives assume no change to current agricultural zoning standards in South Morro Hills, which allow for one dwelling unit per 2.5 acres, "Tier 1" agritourism uses, and the opportunity to pursue Planned Development (PD) Plans that establish new land use and development standards for properties comprising at least four acres (e.g., North River Farms).

The key differences between the two alternatives lie primarily in their assumptions regarding overall housing and employment growth over the next three decades. Alternative A assumes more demand for housing, while Alternative B assumes more

industrial development. These differences are further detailed in the following section of this staff report.

ANALYSIS

Consideration of different project alternatives is meant to clarify project objectives, evaluate different ways to achieve these objectives, identify potential environmental impacts associated with each alternative, and provide for additional community input. Comparative analysis of project alternatives reveals key tradeoffs – i.e. what is both gained and lost under each alternative – thereby encouraging community members and decision-makers to determine what they most value, and, in turn, what they want to prioritize. With this in mind, the project team has prepared alternatives that generally accord with the values and priorities expressed in the Community Vision, reviewed by the Planning Commission and accepted by the City Council last fall.

Appended to this staff report is a revised Alternatives Report that summarizes the two proposed project alternatives, notes key distinctions between them, and recommends Alternative B as the preferred plan for GPU Phase 2.

For several reasons, including those previously noted, the proposed alternatives bear a number of similarities. Given the City's commitment to accommodating future housing and employment growth primarily through efficient land use in already urbanized areas, both of the alternatives assume that new housing in these areas (primarily in a mixed-use configuration) will achieve densities around 40 dwelling units per acre. In light of the ongoing decline in demand for brick-and-mortar retail space, both of the alternatives assume limited growth in the retail sector. With the ongoing transformation of the coastal zone and the prospect of agritourism contributing to Oceanside's appeal as a visitor destination, both of the alternatives assume that the City's hospitality sector will continue to grow. With new housing expected to occur mostly in commercial zoning districts, none of the alternatives assume significant changes to existing residential land use and development standards. Finally, both of the alternatives assume significant job growth over the next three decades, with healthcare, hospitality, active lifestyle products and services, biological sciences, clean technology, experiential retail, etc. expanding the City's employment base.

Alternative A: Housing/Retail/Hospitality

Alternative A assumes the need to accommodate nearly 20K additional housing units through 2050. This assumption accounts for the City's RHNA allocations over the past two Housing Element cycles (2013-2020, 2021-2028)[1], which together have required the City to demonstrate capacity for roughly 11,700 new

[1] The Regional Housing Needs Assessment (RHNA) involves the distribution of a "fair share" of new housing units to each local jurisdiction within an area served by a metropolitan planning organization (MPO). The MPO for the San Diego region is the San Diego Association of Governments (SANDAG). For more information on the RHNA process, please see the 6th Housing Element Cycle Regional Housing Needs Assessment Plan.

housing units. The 2050 planning horizon for the updated General Plan will span three and a half Housing Element cycles (including the current cycle), over which the City will likely be allocated approximately 18K new housing units for which adequate capacity must be demonstrated. While actual housing growth in Oceanside over recent Housing Element cycles has not approached the City's RHNA allocations, it is conceivable that state legislation and funding will accelerate housing growth in Oceanside.

Relative to Alternative B, Alternative A assumes that new housing will achieve a slightly higher average residential density (38 du/acre compared to 32 du/acre). This higher average density under Alternative A would be facilitated by a higher density allowance and a lower minimum FAR for the commercial component of mixed-use projects.

With respect to non-residential development, Alternative A assumes more retail and less industrial than Alternative B. This is due in part to allowances for mixed-use on some industrial sites under Alternative A (e.g., the 30-acre property that now accommodates the City Operations Center).

Alternative B: Housing/Industrial/Office

Alternative B assumes the need to accommodate just over 17K additional housing units through 2050. This comparatively lower housing figure is based more on actual housing growth trends in Oceanside than on the City's future RHNA allocations. This figure also reflects a lower residential density allowance and a higher minimum FAR for the commercial component of mixed-use projects.

While both alternatives assume that some industrial land within the Oceanside Blvd corridor will accommodate mixed-use development in the future, particularly in areas within walking distance of Sprinter stations, Alternative B preserves more industrial land for industrial uses.

Table 1, below, summarizes the two proposed GPU project alternatives and notes key considerations for each of them.

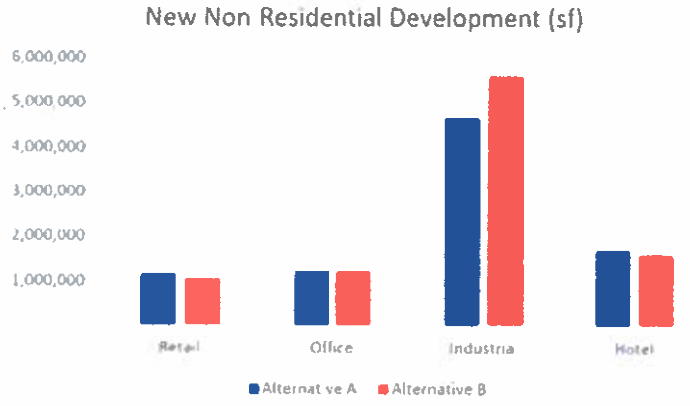
TABLE 1: Proposed Project Alternatives

Alternative	Assumptions	Considerations
Alternative A Housing/Retail/Hospitality	Residential and non-residential growth focused in major commercial corridors, with some concentration in the Oceanside Blvd corridor; no change to current housing and agritourism allowances in South Morro Hills; more retail and hospitality uses; as many as 1,500 additional accessory dwelling units (ADUs); up to 3,000 "SB9" units in single-family neighborhoods	More intensive transit-oriented development near Sprinter stations and major intersections; lower minimum commercial FAR for mixed-use development; more new housing in existing single-family neighborhoods; more conversion of industrial land to mixed-use; lower jobs/housing ratio; more employment in retail and hospitality sectors; no low-intensity, low-impact industrial use in commercial zoning districts

TABLE 1: Proposed Project Alternatives (Continued)

Alternative	Assumptions	Considerations
Alternative B Housing/Industrial/Office	Residential and non-residential growth focused in major commercial corridors, with some concentration in the Oceanside Blvd corridor; no change to current housing and agritourism allowances in South Morro Hills; more industrial and office uses; as many as 1,500 additional accessory dwelling units (ADUs); up to 1,500 "SB9" units in single-family neighborhoods	Less intensive transit-oriented development near Sprinter stations and major intersections; higher minimum commercial FAR for mixed-use development; less new housing in existing single-family neighborhoods; less conversion of industrial land to mixed-use; higher jobs/housing ratio; more employment in the industrial sector; some low-intensity, low-impact industrial use in commercial zoning districts

The two bar graph charts below depict the different assumptions each alternative makes regarding future housing and non-residential growth, with anticipated housing growth assigned to each of the four major commercial corridors.



Both alternatives assume a relatively broad distribution of new non-residential development, with some concentration of industrial development in the Oceanside Blvd corridor. Much of the anticipated growth in the industrial sector is expected to occur through more efficient use of currently underutilized industrial sites, an allowance for low-intensity, low-impact industrial uses in commercial zoning districts, and more restrictive industrial land use standards that largely reserve industrial zoning districts for industrial uses.

The "Other" category in the housing chart refers to property outside of the planning areas of the Smart & Sustainable Corridors Plan and the Coast Highway Incentive District. The 85-acre Lawrence Canyon property – east of Interstate 5, south of Hwy 76, and north of Mission Avenue – is included in this category.

Community Input

As noted above, the project team has conducted extensive community outreach in support of GPU Phase 2. While many residents have expressed concerns about growth and change, there is general consensus that growth should be channeled into the City's major commercial corridors, as a means of revitalizing these corridors, expanding housing opportunities, maintaining existing open space, and preserving the functionality and visual character of existing residential areas. Community members want to see adequate buffers and appropriate transitions between single-family neighborhoods and areas accommodating more intense land use and higher-profile development. They also want to see enhanced pedestrian and bicycle facilities, traffic-calming features, and landscape improvements.

It is staff's position that these priorities can be accommodated under both of the proposed project alternatives. The Remarkable Community Element will include urban design principles that address the potential massing and shadowing impacts of new development, while promoting buffering elements in transitional areas (e.g., landscape, paving treatments, traffic-calming, signage). The Smart & Sustainable Corridors Plan (SSCP), an initial draft of which has recently been released for public review, will implement these principles through updated development standards and public realm design guidelines. The SSCP will also provide street cross-section exhibits and other graphics that demonstrate how the corridors can accommodate new and expanded active transportation facilities, tree canopy, and other public realm improvements that contribute to a vibrant public realm. The Active Transportation Plan and Trails Master Plan will identify opportunities to expand and improve the safety and connectivity of the City's pedestrian and bicycle networks, linking pedestrians and bicyclists to job centers, commercial services, and recreational venues.

Preferred Plan

Staff recommends Alternative B as the preferred plan for GPU Phase 2. This alternative balances housing and non-residential growth, reserves industrial sites for industrial uses, provides for low-intensity, low-impact industrial uses in

commercial zoning districts, ensures a robust commercial component in mixed-use development, and, with emphasis on infill and redevelopment, preserves open space and sensitive habitat. Relative to Alternative A, Alternative B provides for a higher jobs-to-housing ratio.

Like Alternative A, Alternative B directs a significant percentage of future housing and non-residential growth into the Oceanside Blvd corridor, leveraging Sprinter rail service, Smart Growth Opportunity Areas, major employment centers, the future Inland Rail Trail, and the centrality of this corridor to facilitate efficient land use, active transportation, transit use, and enhanced visual quality. Extending through the heart of the City, Oceanside Blvd provides access to the City's major north-south roadways, which in turn provide access to SR 76 and SR 78. Oceanside Blvd is also a major gateway to the City's coastal zone and the City of Vista. This level of connectivity supports commerce, active transportation, transit linkages, and emergency access and egress. Revitalization of this corridor also presents an opportunity to restore the ecological, recreational, and aesthetic values of Loma Alta Creek.

Moreover, the sloping topography of the Oceanside Blvd corridor provides for separation between non-residential and mixed-use districts and residential areas primarily located on the hillsides and mesas that adjoin the corridor. This separation serves to alleviate potential land use incompatibilities while reducing traffic and noise impacts on residential areas.

The project team seeks Planning Commission concurrence with its recommendation to pursue Alternative B as the preferred plan for GPU Phase 2.

NEXT STEPS AND SCHEDULE

Informed by Planning Commission, City Council, and community input, the project team will formalize a preferred plan for GPU Phase 2. The preferred plan will guide the preparation of the SMHCP, the refinement of the Smart and Sustainable Corridors Plan, and the updating of the General Plan. Within the next two months, the project team will complete outlines of all six of the updated General Plan elements[2]. Environmental review of the project will commence this summer, and a Draft Environmental Impact Report will be completed and made available for public review before the end of the year.

A recently-updated project timeline is posted to the project webpage.

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[2] The updated General Plan will include the following elements: Efficient and Compatible Land Use Element; Multimodal Mobility Element; Vital and Sustainable Resources Element; Healthy and Livable Community Element; Safe and Resilient Environment Element; and Remarkable Community Element.

PUBLIC NOTIFICATION

Email notice was sent to the project interested parties list. A press release was distributed to media outlets. Announcements were posted to the City's webpage and social media accounts.

RECOMMENDATION

1) Provide the City Council a recommendation on the staff-recommended preferred plan for the second phase of the City's General Plan Update (GPU Phase 2).

PREPARED BY:

Russ Cunningham
Principal Planner

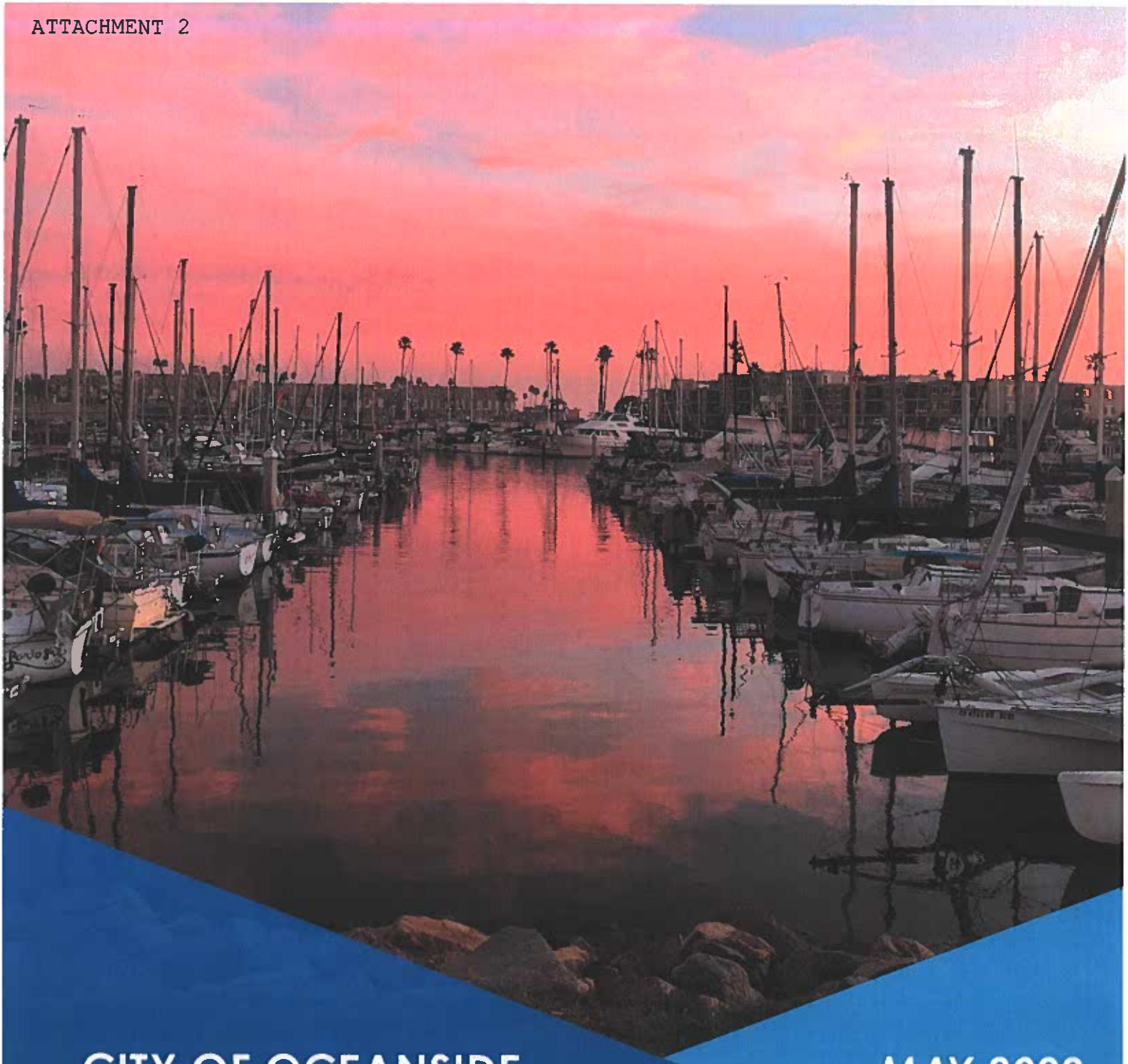
SUBMITTED BY:

Sergio Madera
City Planner

Attachments:

1) Alternatives Report (Revised)
2) Buildout Summary

ATTACHMENT 2



CITY OF OCEANSIDE

MAY 2022

ALTERNATIVES REPORT

ONWARD OCEANSIDE

Prepared for

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Urban and Regional Planners

In association with

Chen Ryan Associates
Dudek

Table 5-1 updated 5/18/22

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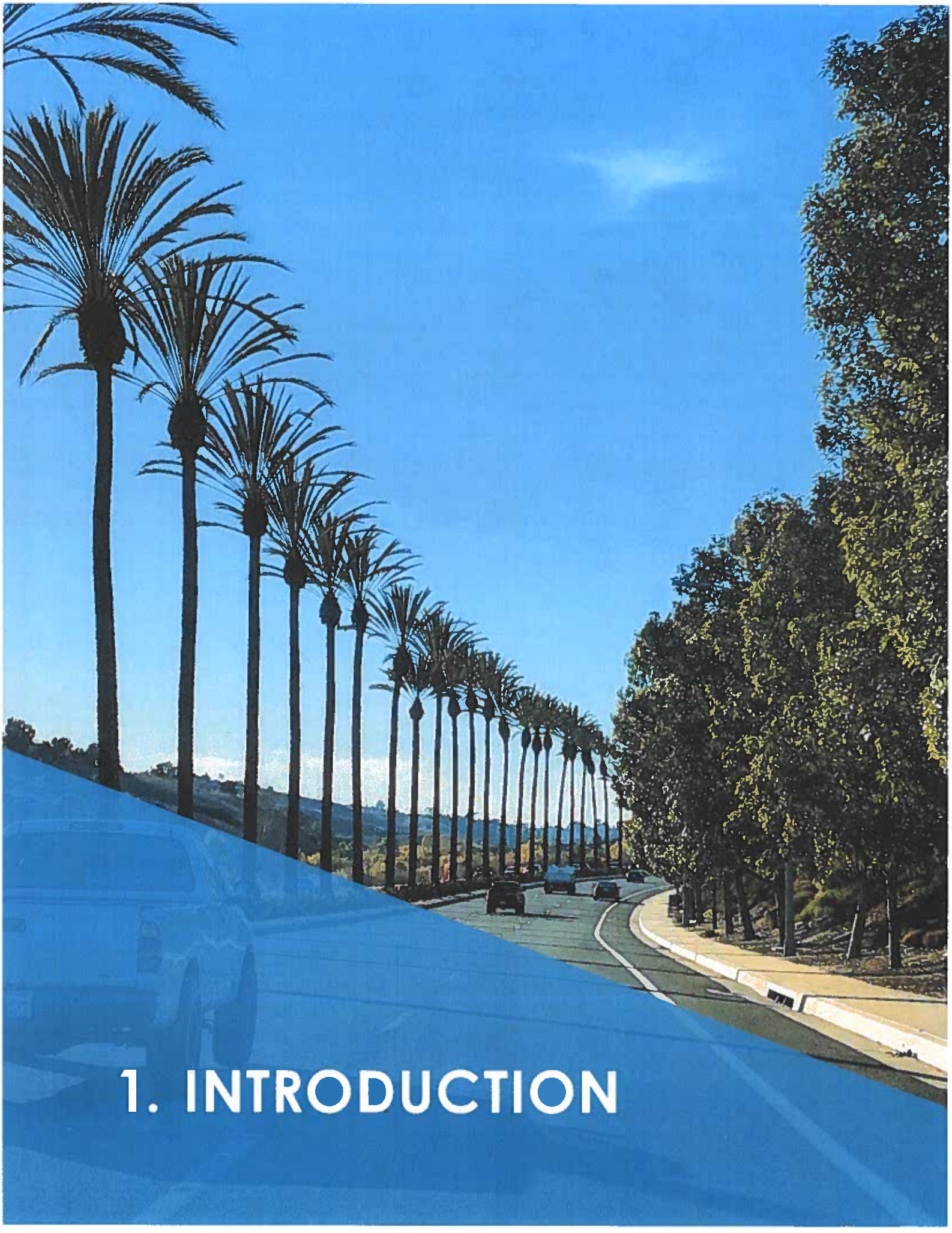
FIGURES

TABLES



1. INTRODUCTION

1.1 Onward Oceanside

The City of Oceanside is preparing a comprehensive update of its General Plan, which will establish the City's overall approach to growth and change within its boundaries over the next three decades. The City's current General Plan is a collection of separately prepared and updated elements, some of which date to the mid-1970s. For the first time in its history, the City is concurrently updating all of the elements of its General Plan, thereby ensuring internal consistency and a unified vision of the City's future. This comprehensive update will identify and address current and future opportunities and challenges, current state law, regional priorities, and best practices and approaches in urban planning, economic development, climate action, and other key topics that have emerged in recent years.

The City of Oceanside has chosen to take a phased approach to the General Plan Update process. In 2019, the City Council adopted the Economic Development Element (EDE), Energy and Climate Action Element (ECAE), and Climate Action Plan (CAP) as part of Phase 1 of the General Plan update. These new components of the City's General Plan provide important policy direction for Phase 2 of this project, which includes the updating of all of the City's remaining General Plan elements – Land Use, Circulation, Housing, Conservation and Open Space, Community Facilities, Safety, and Noise. Most of these elements address state-mandated topics (i.e., land use, circulation, housing, conservation and open space, safety, and noise). The Community Facilities Element, prepared in 1990, is an optional element that speaks to the City's commitment to provide high-quality public facilities and services to the Oceanside community. As indicated in the table below, the updated General Plan elements will be entitled to reflect fundamental community values and priorities, as outlined in the Community Vision reviewed and accepted by the City Council in the fall of 2021.

Current Element (Last Update)	Updated Element
Land Use (1986)	Efficient & Compatible Land Use
Circulation (2012)	Integrated Mobility
Housing (2013)	Housing
Environmental Resource Management (1975)	Vital & Sustainable Resources
Community Facilities (1990)	Healthy & Livable Community
Safety (1975)	Safe & Resilient Environment
Noise (1975)	Healthy & Livable Community
	Remarkable Community[1]

[1]A new component of the General Plan, the Remarkable Community Element will address visual quality, urban design, historic and cultural resources, branding, and other features that make Oceanside a unique and special community.

Extensive community engagement has informed the development of the Community Vision – an aspirational view of the City's future based on community values and priorities. The Guiding Principles outlined in the Community Vision begin to inform how the General Plan will be structured. These Guiding Principles are included in brief in Chapter Two of this report and can be found in full on the project website.

Smart and Sustainable Corridors Specific Plan

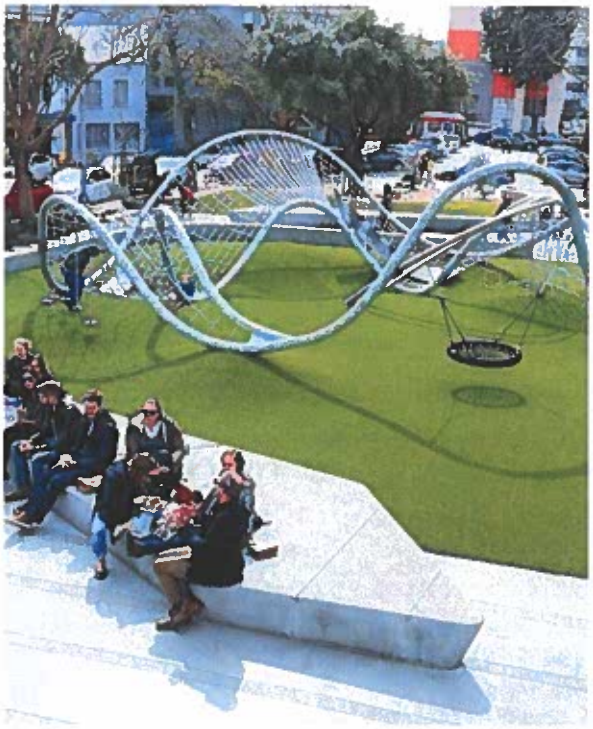
As part of the General Plan Update, the City is preparing an additional plan focused on development in the corridors, supported by a separate background report and analysis, the Smart and Sustainable Corridors Specific Plan (SSCSP). The SSCSP will establish policies, standards, and guidelines meant to facilitate infill and redevelopment within the City's major east-west commercial corridors - i.e., Mission Avenue/Highway 76, Oceanside Boulevard, and Vista Way/Highway 78. The SSCSP will be informed by the Coast Highway Incentive District, adopted by the City Council in August 2019. The Incentive District provides for additional residential density and building height in exchange for various public benefits along certain segments of Coast Highway, while allowing standalone residential use in other segments of this commercial corridor. As an interim effort, a Smart and Sustainable Corridors Plan was released in March 2022 to solicit additional input from decision-makers and the community. This plan will provide the basis for, and will be absorbed into, the Specific Plan.

South Morro Hills Community Plan

On a separate but parallel track to the General Plan Update, the City is also pursuing the South Morro Hills Community Plan (SMHCP). The SMHCP will include policies and guidelines that seek to preserve farmland and enhance the viability of farming in the South Morro Hills Neighborhood Planning Area. The SMHCP will emphasize agritourism and clustered housing as key strategies for maintaining the agricultural heritage of South Morro Hills. A Draft Framework for the SMHCP was prepared and released for community and decision-maker input in spring of 2021.

1.2 Purpose of the Report

The Alternatives Report represents a key step in the General Plan Update process and provides an opportunity for the community to consider how Oceanside will function and look like in the future, where growth will occur, and what areas will be conserved. Reflecting different ways to achieve the fundamental goals of the General Plan Update, the alternatives present variations in the location and density of future housing, commercial and industrial uses, and improvements to the public realm, aligned with the Community Vision and Guiding Principles. Planning level analysis of transportation and water / wastewater system impacts are also provided in this report.



Feedback from community members and decision-makers on these Alternatives will lead to the formulation of a Preferred Plan, which will serve as the foundation of the new General Plan. The Preferred Plan will likely align closely with one of the Alternative scenarios presented in this report although it may borrow aspects from another scenario or incorporate new ideas generated during public discussions.

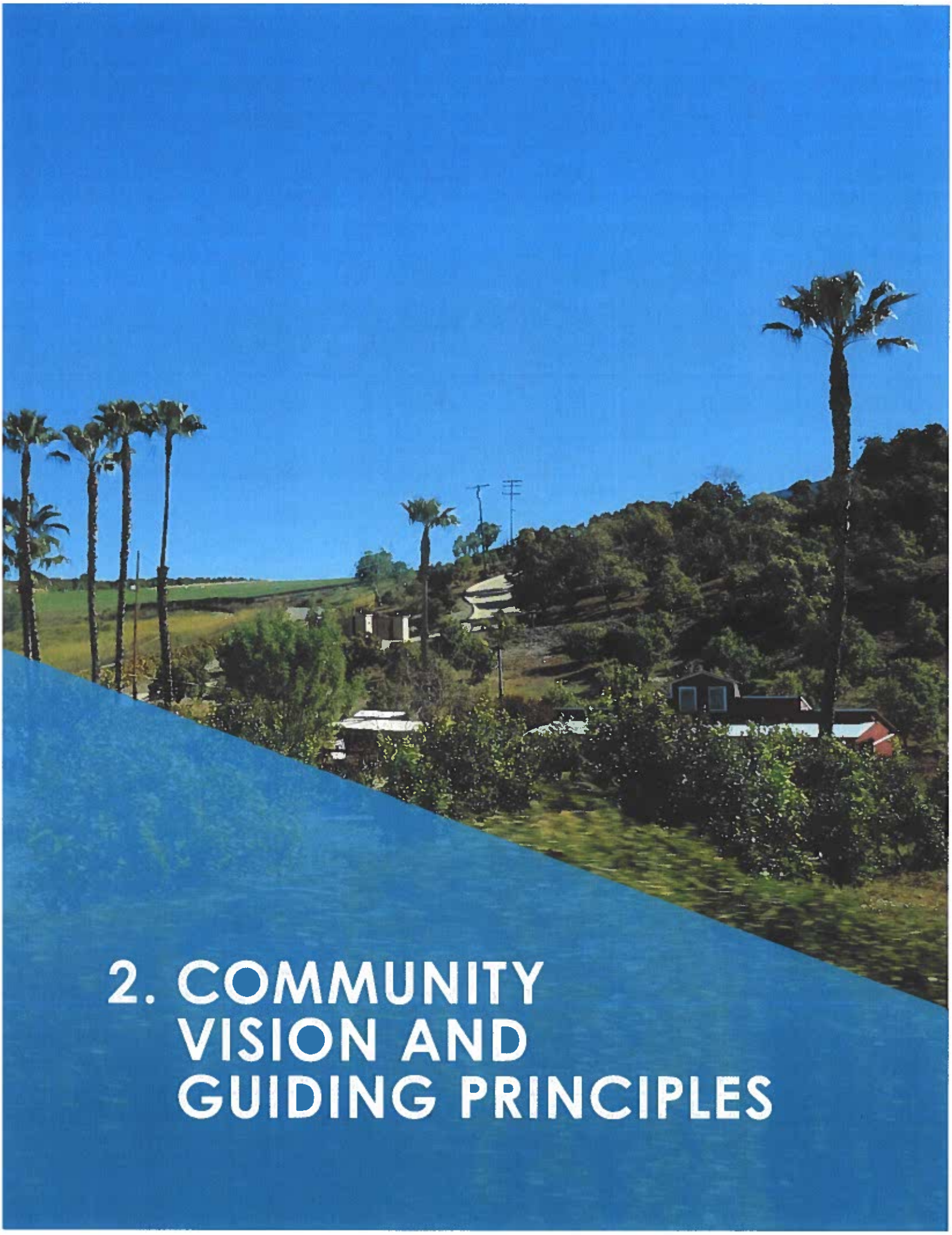
While the Alternatives vary in the extent and distribution of development, they all focus on central concepts, highlighted during the visioning phase of the update process:

- Future growth will be focused within the major corridors—Coast Highway west of Interstate-5, and the major east- west commercial corridors—around Sprinter stations, and in Downtown.
- Streetscape improvements along corridors—consistent street trees, widened sidewalks, bike lanes where feasible, easier pedestrian crossings, transit improvements, and better connections to neighborhoods—and other public realm improvements will enhance Oceanside's sense of place, and provide safe and comfortable spaces for residents to shop, gather, enjoy the outdoors, and build community.
- Oceanside will preserve and enhance the ecological, scenic, and recreational values of its coastline, riparian areas, hillsides, and open spaces, ensuring that these are available to Oceansiders of all ages and abilities for generations to come.
- The Oceanside community will foster social and economic diversity and provide convenient access to City resources to all residents. New and rehabilitated housing developments will serve all income levels, including low and very low-income households, ensuring that all Oceansiders have a safe and affordable place to call home.

1.3 Report Organization

This report presents the Alternatives in five chapters:

1. **Introduction:** Report purpose and Onward Oceanside 2050 project background.
2. **Community Vision and Guiding Principles:** An aspirational view of the future of Oceanside, developed in collaboration with the community and supported by principles that outline priorities for Oceanside's future development.
3. **Approach and Baseline Assumptions:** Description of the process for development of the Alternatives, including results from the community outreach process, and presentation of existing baseline conditions and development assumptions.
4. **Alternatives:** Text, statistics, and maps of potential options for land use changes to describe the three development strategies contained within the Alternatives.
5. **Comparisons:** Major components of the Alternatives, including their development potential, traffic impacts infrastructure impacts, and fiscal impacts, are presented side-by-side for comparison.



2. COMMUNITY VISION AND GUIDING PRINCIPLES

The Community Vision and Guiding Principles represent an important milestone in the planning process, outlining the community's desires for the future of Oceanside and providing a framework for every stage of the planning process that follows their adoption. The Vision presents an aspirational view of the City in the future informed by community values. The Guiding Principles begin the process of outlining how the community's vision for the City can be translated into the structure of the General Plan, identifying the topics that the plan will address in the greatest detail. For more detail on the Vision and Guiding Principles, see the project website.

2.1 Community Vision

Oceanside will leverage its many assets to promote community quality of life, economic prosperity, environmental quality, and social equity. The City will grow and diversify the local economy, foster lively and safe public spaces, protect the natural environment, and provide high-quality community facilities and services, while promoting long-term environmental sustainability, climate adaptation, and community resiliency.

Housing and employment growth will be concentrated within already urbanized areas, with a particular focus on creating vibrant, walkable, visually appealing, and engaging mixed-use districts centered along Coast Highway and the major east-west commercial corridors, around Sprinter stations, and in the Downtown District. This focus on infill and redevelopment will allow for the preservation and enhancement of recreational open space, sensitive habitat, and existing single-family neighborhoods. Concurrently, strategic planning emphasizing agritourism, rural design standards, view preservation, and limited infrastructure improvements will help preserve the agricultural heritage and character of South Morro Hills, one of San Diego County's last remaining active agricultural areas west of Interstate 15.

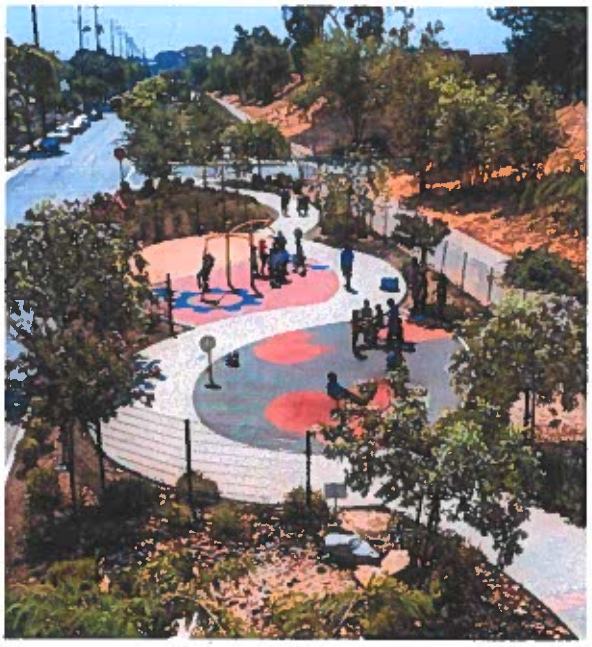
An inviting and well-maintained public realm will enhance Oceanside's sense of place and provide safe and comfortable spaces for residents to shop, gather, enjoy the outdoors, and build community.

Neighborhoods will transition seamlessly from low-density residential areas to higher-intensity mixed-use corridors, improving multimodal connectivity while preserving each neighborhood's unique character and significant historical and cultural resources. An enhanced network of bike and pedestrian trails, centered along the coastline, the San Luis River, and other waterways, will connect destinations, provide recreational opportunities, and improve traffic safety throughout the City. This "smart growth" approach will promote walkability, transit use, neighborhood access to everyday services and amenities, and urban design elements that promote a sense of place, social interaction, and natural surveillance of the public realm.

Oceanside will preserve and enhance the ecological, scenic, and recreational values of its coastline, riparian areas, hillsides, and open spaces, ensuring that these are available to Oceansiders of all ages and abilities for generations to come. Consistent with the City's adopted Energy and Climate Action Element and Climate Action Plan, the City will work diligently to reduce its carbon footprint, while building community resiliency to climate change. Climate mitigation and adaptation strategies include renewable energy procurement, reduced vehicles miles traveled (VMT), expanded tree canopy, "green infrastructure," and community preparedness and responsiveness to threats and hazards such wildfires, flooding, and earthquakes.

The Oceanside community will foster social and economic diversity and provide access to City resources to all residents. New and rehabilitated housing developments will serve all income levels, including low and very low-income households, ensuring that all Oceansiders have a safe and affordable place to call home. Oceanside will continue to embrace and celebrate its diversity through programs and community events, support of educational and cultural institutions, inclusive community outreach, and a commitment to environmental justice and social equity - this includes efforts to ensure that historically disadvantaged communities are not disproportionately impacted by pollution, noise, traffic, or other threats to public health, economic opportunity, and quality of life. Additionally, Oceanside has a rich history of Native American settlement dating back at least a thousand years, and the San Luis Rey Band of Mission Indians remains an important part of the Oceanside community.

In partnership with local groups and institutions, the City will assert its important role in charting the future of the San Diego region, working closely with neighboring jurisdictions to address shared concerns and seek mutual benefits, participating actively in regional planning efforts, and implementing complementary State priorities and regional policies at the local level.



2.2 Organizing Themes and Guiding Principles

REMARKABLE COMMUNITY

The Remarkable Community theme will incorporate urban design, urban forestry, scenic public view preservation, activation of public spaces, neighborhood design standards, and maintenance of historic resources. The following Guiding Principles provide further insight on this theme's purpose and intent.

1. Strengthen Oceanside's Sense of Place
2. Preserve and Enhance Neighborhood Character
3. Promote Pedestrian and Bicycle-Friendly Development

EFFICIENT AND COMPATIBLE LAND USE

This theme will leverage land use patterns and classifications, density and intensity standards, and policies on edge conditions (i.e., where different environments converge) and land use transitions to foster orderly, vibrant, and pleasant surroundings for all Oceansiders. The following Guiding Principles provide more insight on how the Efficient and Compatible Land Use Element will be structured.

4. Promote Efficient Use of Limited Land Resources
5. Facilitate a Range of Housing Opportunities
6. Ensure Adequate Land Resources for Employment-Oriented Uses

INTEGRATED MOBILITY

This element, formerly entitled "Multimodal Mobility", will focus on improvements to the City's physical infrastructure, such as creating connections to safe, efficient, cost-effective, and environmentally-friendly modes of transportation including pedestrian and bicycle facilities, ensuring access to adequate means of emergency ingress and egress in the event of natural disaster and/or other incidences posing a threat to public safety, and creating a visitor destination accessible by multiple rail services. The following Guiding Principle further defines the focus of this element.

7. Expand Mobility Options

VITAL AND SUSTAINABLE RESOURCES

This element will address habitat and wildlife conservation, agricultural preservation and viability, air quality, water quality and conservation, solid waste and recycling, and other topics addressed in the Energy and Climate Action Element and Climate Action Plan.

8. Preserve Natural Resources
9. Protect Air and Water Quality
10. Reduce Greenhouse Gas Emissions

SAFE AND RESILIENT ENVIRONMENT

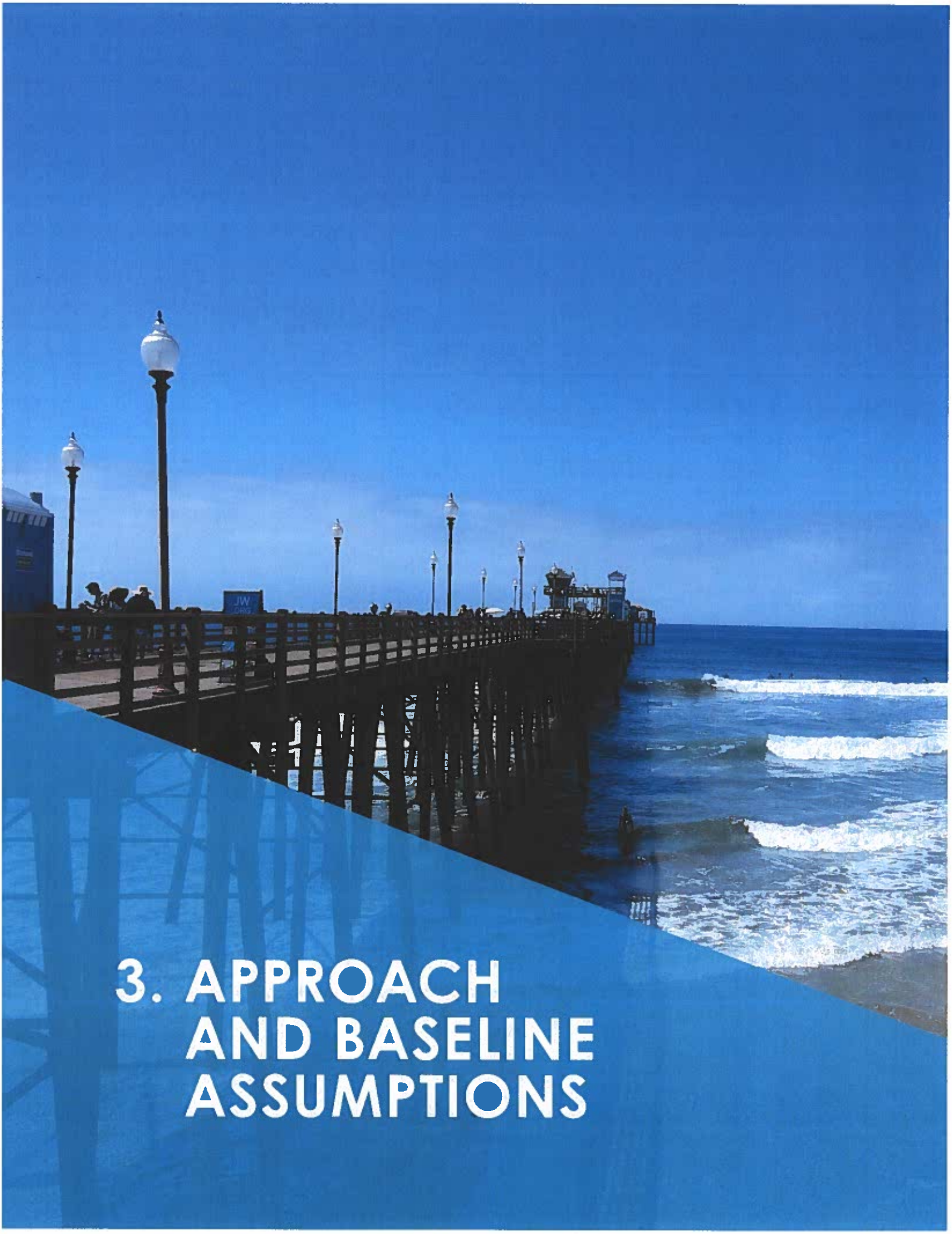
This element will prepare the City to face a range of hazards including fire, geologic and seismic hazards, coastal and inland flooding, extreme heat events, airport hazards, and community safety. While the Vital and Sustainable Resources Element will primarily focus on climate mitigation efforts, the Safe and Resilient Environment Element will largely consider how to effectively adapt to climate change, and will reflect the City's commitment to climate adaptation and resiliency. The following Guiding Principles outline this element's structure and focus.

11. Minimize Risks Associated with Natural and Human-Induced Hazards
12. Create Safe and Secure Public Spaces

HEALTHY, LIVABLE AND EQUITABLE COMMUNITY

The Healthy, Livable, and Equitable Community Element will focus on improvements to the City's public facilities including parks and recreation facilities, educational and community facilities and cultural venues, as well as the public services (e.g., public safety and emergency services, public works operations). This element will also cover food systems, public health, and community-building programs and events. The following Guiding Principles elaborate on the structure and contents of this element.

13. Create a Physical Environment Conducive to Healthy Living
14. Minimize Noise Impacts
15. Protect and Build Upon the City's Investments in Community Resources and Services
16. Promote Personal Growth, Social Interaction, and Inclusiveness
17. Create Spaces, Resources, and Activities that Support Community-Building
18. Leverage New Technology



3. APPROACH AND BASELINE ASSUMPTIONS

3.1 Regional Location and Planning Area

REGIONAL SETTING

Situated in the northwest corner of the San Diego metropolitan area, the City of Oceanside is San Diego County's third largest municipality, in terms of both land area and population. As shown in **Figure 3-1**, Interstate 5 connects Oceanside with other California coastal cities, and Highways 76 and 78 traverse the City in the east-west direction, extending to the Interstate 15 corridor. The historic Coast Highway parallels Interstate 5 and links the City to the neighboring City of Carlsbad. Oceanside includes the only pier and harbor in the North County coastal area, Guajome Regional Park, Mission San Luis Rey (the largest mission in California), the California Surf Museum, the Oceanside Museum of Art, El Corazon Park, and events such as Día de los Muertos, Harbor Days, Ironman 70.3 Oceanside, surfing competitions, youth soccer tournaments, and the weekly Farmers Market and Sunset Market. Oceanside is somewhat unique among southern California coastal cities in maintaining nearly 3,500 acres of farmland, consolidated in the City's northeast corner.

Bounded by the Pacific Ocean to the west, Marine Corps Base Camp Pendleton to the north, and unincorporated rural areas to the east, Oceanside's peripheral location within the San Diego region presents challenges to economic development and expansion of the tax base. At the same time, the City is an important gateway to the San Diego region as well as a major transit hub, with the Oceanside Transit Center providing for four rail services that connect the City to Orange County, Downtown San Diego, and other cities within the Highway 78 Corridor. The City's coastal assets, cultural venues, restaurant and micro-brewing scene, and linkages to other parts of southern California make it an increasingly popular visitor destination.

PLANNING AREA

The General Plan Planning Area (Planning Area), as shown in **Figure 3-2**, encompasses the area addressed by the General Plan Update. The Planning Area includes Oceanside and its Sphere of Influence (SOI) - an area currently outside of the City limits designated by the San Diego Local Agency Formation Commission (LAFCO), as the City's probable future boundary and service area. The City's SOI is relatively small and presents few opportunities for additional development. The Planning Area encompasses 27,012 acres (or approximately 42 square miles), including about 20 acres within the SOI located to the south of Highway 78. The City's population as of January 1, 2020 was estimated to be 177,335.

The Planning Area is surrounded by Marine Corps Base Camp Pendleton to the north, the unincorporated rural communities of Fallbrook and Bonsall to the northeast, the City of Vista to the southeast, and the City of Carlsbad to the south. The Planning Area's southwestern border includes three miles of Pacific Ocean coastline. The lower San Luis Rey River, Loma Alta Creek, and Buena Vista Creek flow in a westerly direction through the Planning Area and drain into the Pacific Ocean. These water bodies flow through alluvial areas bounded by hillsides and mesas, essentially dividing Oceanside into three distinct east-west corridors.

A portion of the Planning Area is within the State's Coastal Zone. Land uses in this area are governed by the Local Coastal Program (LCP), which is certified and monitored by the California Coastal Commission. The LCP effectively supplants the General Plan as the governing land use policy document for the City's Coastal Zone. The City's Coastal Zone lies primarily between the coastline and the inland side of Coast Highway, encompassing the Coast Highway corridor , with inland extensions along the City's east-west waterways as boundaries for the Sustainable Corridors Specific Plan.

Figure 3-1: Regional Setting

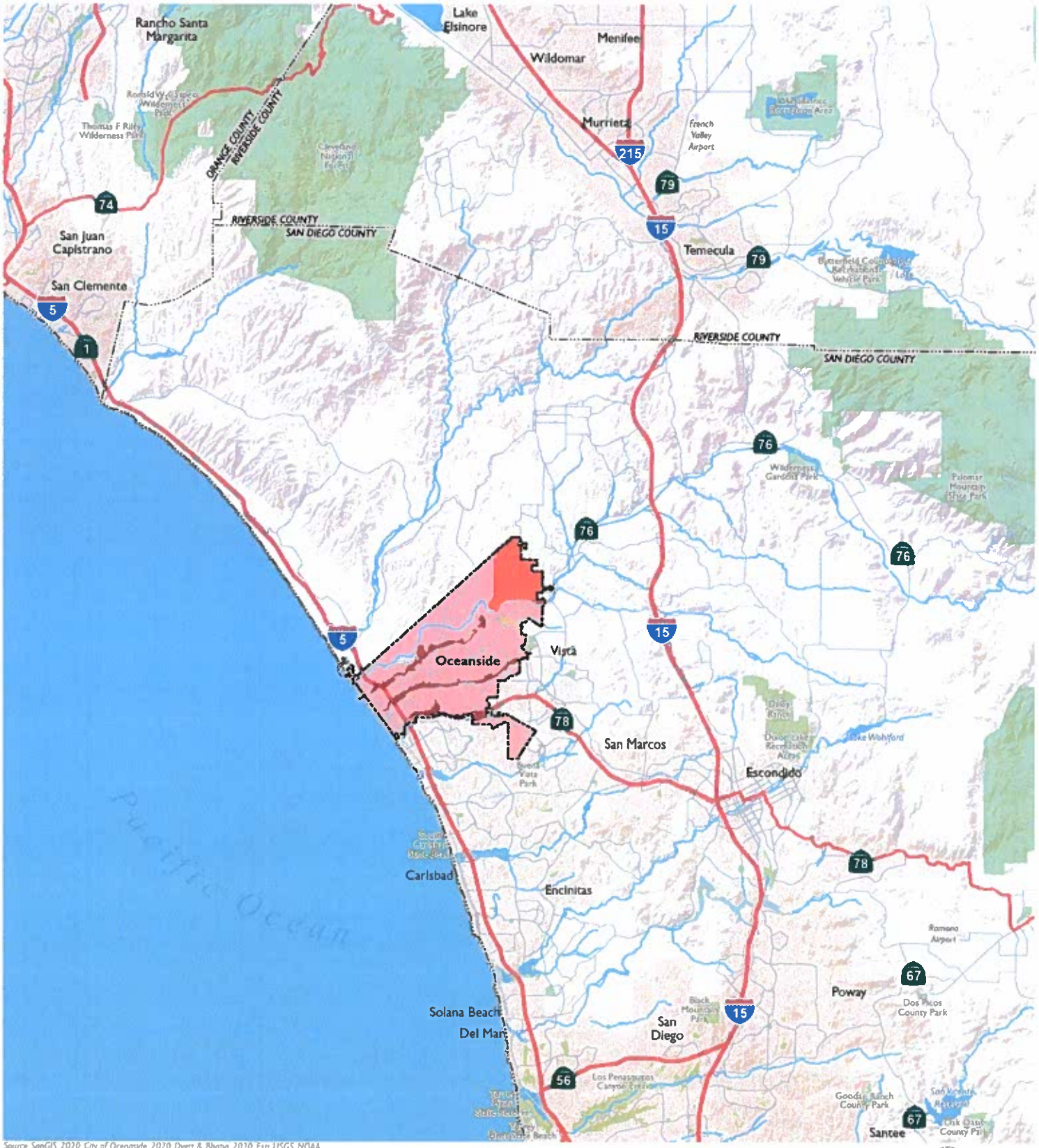
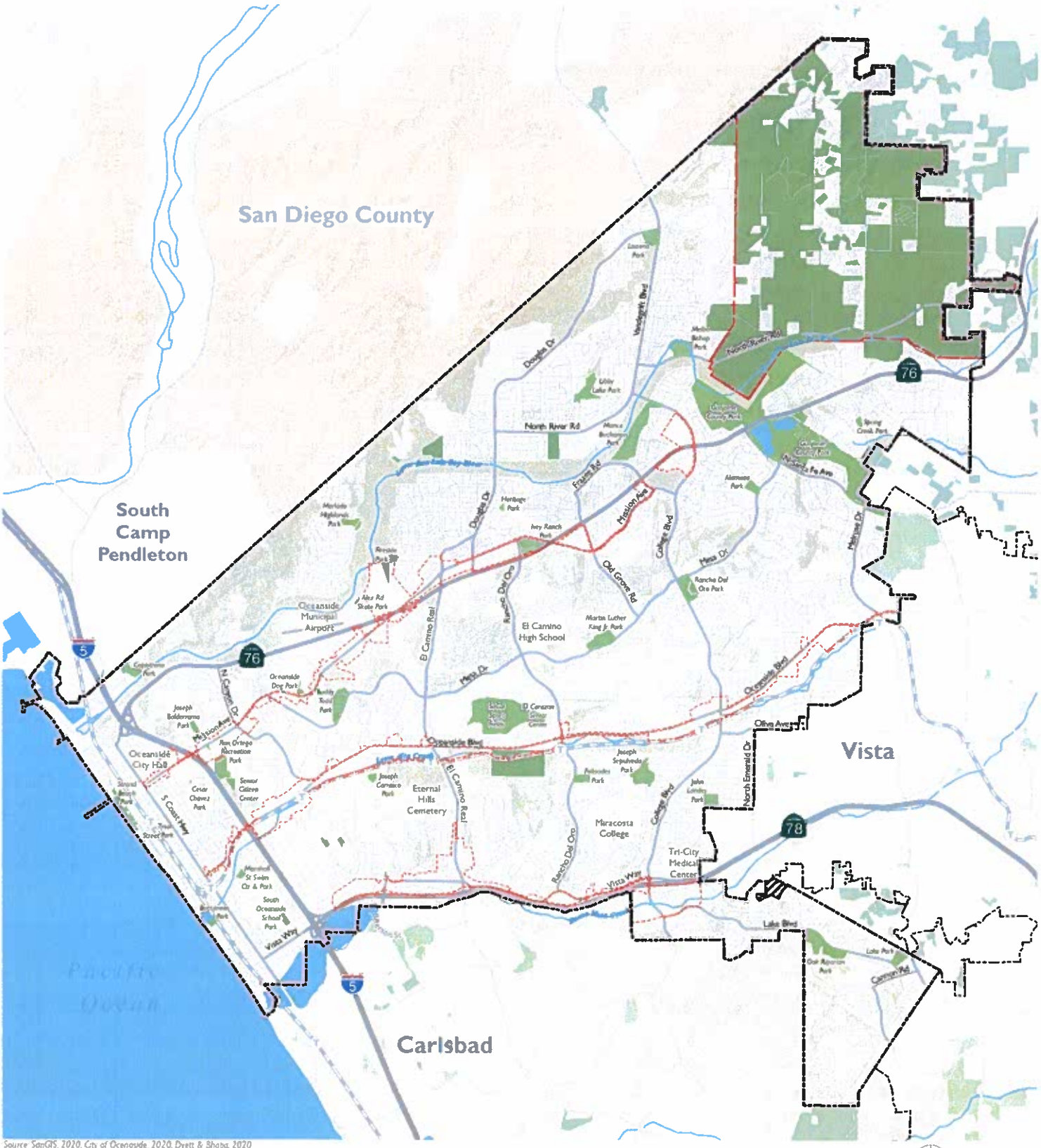


Figure 3-2: Planning Area



3.2 Existing Land Use Pattern

Examining Oceanside's existing land use and development patterns is an important step in the process of developing alternatives for the City's future growth. A detailed analysis of existing land use conditions can be found in Background Report #2: Land Use and Community Resources, Chapter Two. As shown in **Figure 3-3**, the area east of Interstate 5, the vast majority of Oceanside's area, exhibits a dispersed land use pattern dominated by relatively low density residential uses. Most of the residential development in the City is single-family, with some higher density multi-family and mixed-use developments occupying the area west of I-5, including the Coast Highway Incentive District and the Downtown area. For a coastal city, the Oceanside Planning Area is unique in its relatively large amount of contiguous agricultural land and light industrial land uses. A little over a fifth of Oceanside's land is comprised of parks and other forms of open space.

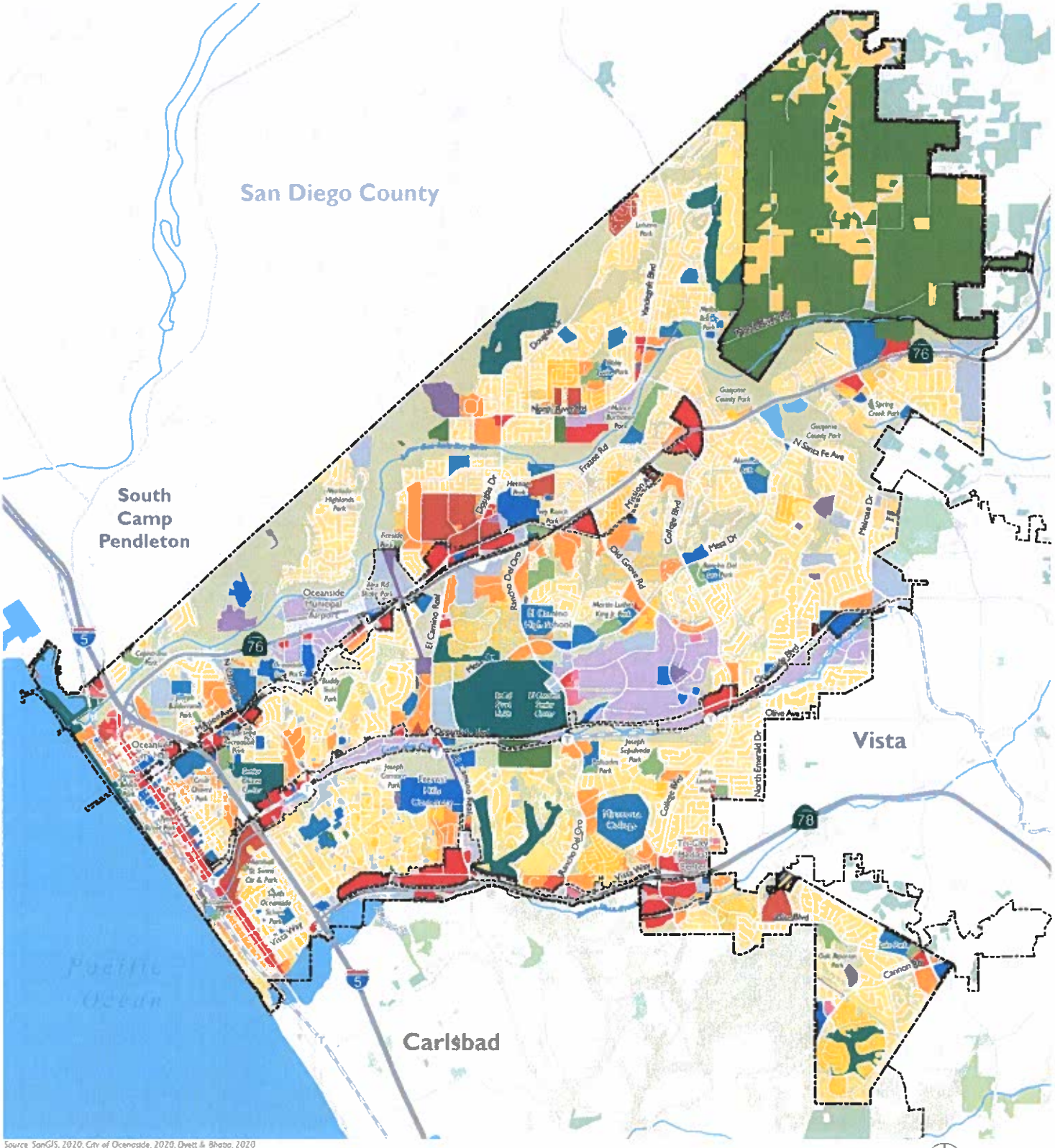
Commercial uses occupy just three percent of the Planning Area and are mostly located along major corridors. Many commercial centers are auto-oriented, located along major corridors with large parking lots and regional customer bases. Office uses, which make up around six percent of commercial uses, are primarily located along Highway 76, El Camino Real, Mission Avenue, and Downtown. Medical office space is concentrated in the Hwy 78 corridor, with scattered medical office uses in Rancho del Oro and the Mission Avenue corridor.

The dispersed pattern of housing, commercial, and employment uses contribute to making Oceanside a mostly suburban, auto-oriented city in which a car is necessary to access most destinations and shopping centers. The exception to this pattern is in Downtown where blocks and land uses are denser and there is access to transit at the Oceanside Transit Center. Oceanside is served by three transit lines – the North County Transit District (NCTD) Sprinter Line, which follows Oceanside Boulevard and provides access to destinations in Vista, San Marcos, terminating in Escondido, the NCTD Coaster Line, which extends south along the coast to San Diego, and the Metrolink Inland Empire-Orange County Line, which runs north to Los Angeles, Orange, San Bernadino and Riverside Counties.

After four decades of rapid and expansive growth, the City is now largely "built out" in the conventional sense, with little vacant land available for development of any kind. Of the existing vacant land, much is already slated for development or constrained by limitations such as steep slopes or conservation easements. As Oceanside looks ahead to an era of infill rather than outward growth, it will be critical that the General Plan update considers land use alternatives that balance several goals, including housing development, economic vitality, open space and agricultural preservation, and meeting other community needs. In the interest of leveraging infill development and promoting activity nodes that can serve as focal points for surrounding neighborhoods, there is an opportunity to create designated mixed-use zones to provide more guidance to developers about mixed-use along key corridors while retaining the existing flexibility.

Despite a limited amount of vacant land, Oceanside would benefit from maintaining or expanding existing industrial uses. The City will thus need to consider changes to land use standards to accommodate additional industrial uses. This may include more flexible commercial land use standards that provide for low-intensity and low-impact industrial uses in commercial zoning districts, as well as more restrictions on commercial and institutional uses in industrial zoning districts. The City can also consider ways to promote more efficient utilization of industrial land (e.g., high-employment uses, smaller parking footprints, multi-story buildings).

Figure 3-3: Existing Land Use Pattern



Source: SanGIS, 2020; City of Oceanside, 2020; Dyett & Bhatia, 2020

- Rural Residential
- Single Family Detached
- Single Family Attached
- Multi-Family Residential
- Mobile Home Park
- Mixed Use
- Hospitality
- Commercial
- Office
- Light Industrial
- General Industrial
- Health Care Facility
- Public/Community Facility
- School/Educational Facility
- Marina
- Recreational
- Park
- Open Space
- Agriculture
- Airport
- Utility
- Vacant
- Transit Stop
- Rail
- City of Oceanside
- South Morro Hills Community Plan Area
- SSCSP Planning Area
- Sphere of Influence
- Neighbor City
- Water
- River/Creek

0 ½ 1 2

Miles

Map Date: 2/8/2021

3.3 Environmental and Agricultural Opportunities and Constraints

Background Report #4: Environmental Conditions goes into detail on a wide range of environmental conditions and constraints in Oceanside, summarized here. **Figure 3-4** shows the location of major constraints present in Oceanside. Constraints include the following:

AGRICULTURAL USE

Oceanside is one of the only coastal cities in southern California with a significant amount of contiguous agricultural land. Located mainly in the South Morro Hills area, this agricultural land is important to the community and the City's character and can provide unique opportunities for agritourism uses, diversifying the City's visitor-serving economy. Because of increasing challenges to agricultural production (water and labor costs, regulation, foreign competition), coupled with the high value of housing and the scenic setting of South Morro Hills, much of the agricultural land is at risk of being converted to single-family housing at the currently allowed zoning density of one unit per two and a half acres. Additionally, as seen with the recent North River Farms project, property owners and developers can propose additional housing and other land uses through Planned Development Plans and other mechanisms. Other than a few properties under Williamson Act contracts, farmland in South Morro Hills is generally not protected by conservation easements or other formal mechanisms.

WILDFIRE

Wildfire is a growing concern throughout California, and Oceanside is no exception. As climate change brings longer, hotter summers and more severe droughts, wildfires are becoming more extensive and severe. The risk of wildfire is greatest on the City's edges and other areas where vegetation is densest: at the Camp Pendleton boundary, within urban canyons throughout the City, and along the San Luis Rey River. The 2017 Lilac Fire was a reminder that wildfires sparked in eastern portions of the SR 76

corridor have the potential to extend into the built environment in Oceanside.

The length of the typical fire season has increased by nearly 20 percent over the past 35 years, and the global area now impacted by long fire seasons has doubled. Climate change, primarily caused by the burning of fossil fuels, is increasing the frequency and severity of wildfires not only in California but also all over the world. Oceanside and the surrounding region have been experiencing an increase in wildfire events due to climate change. The terrain, vegetation, Santa Ana wind patterns, temperature increases, and decreased moisture due to longer periods of drought have contributed to the increase in wildfire activities.

SEA LEVEL RISE AND FLOODING

Substantial portions of the Planning Area, including the immediate coastal boundary and areas within historic floodplains, can be affected by flooding, particularly during the winter rainy season. Specifically, the Planning Area is exposed to two general types of flooding: Riverine and Coastal. Riverine flooding is usually the result of heavy or prolonged rainfall occurring in main creeks and rivers in the city, especially the largest, San Luis Rey River. While **Figure 3-4** shows large flood-prone areas along the Mission Avenue corridor, it should be noted that FEMA flood maps have not been updated to reflect improvements made to reduce the risk of flooding in this area. Although rainfall is the main contributing factor to flooding, other factors, including soil moisture conditions before the storm, extent of urban development and impervious surfaces, and initial level of the upstream reservoirs may increase flooding conditions downstream (City of Oceanside, 2013). Coastal flooding is usually the result of a large storm and high tides. Floodwaters are driven ashore by high winds, an event known as storm surge.

Damage from coastal flooding is often severe since it involves high velocity wave action and high tides. Structures located within flood hazard areas are particularly vulnerable to flooding. In 2019, the City prepared a Coastal Hazard Vulnerability Assessment (VA), which considers risks to both public and private assets occasioned by sea level rise and other climate-induced coastal phenomena. The VA identifies hazard zones where assets are subject to inundation and wave uprush and illustrates how these risks are exacerbated by rising sea levels. In 2020, the City initiated a sand nourishment and retention study that evaluates different approaches to restoring and maintaining the City's beaches, which can help to buffer coastal assets from the effects of sea level rise and increasingly intense coastal storms. This study is ongoing.

BIOLOGICAL RESOURCES

While the city is dominated by developed, disturbed, and agricultural operations, sensitive habitats and species are supported, particularly in proximity to wetland and riparian areas along the San Luis Rey River, its tributaries, and scattered canyons throughout the City. The General Plan Update provides an opportunity to address City goals pertaining to the conservation and enhancement of vegetation and wildlife habitats.

The Planning Area supports 60 sensitive plant and wildlife species and critical habitat for seven of these. General Plan Update policies can help to address the need to evaluate the potential for impact to sensitive plants and wildlife species to ensure that there is not a cumulative loss of these species or adverse effects on critical habitat within the city.

Over ten years ago, the City drafted a habitat conservation plan (Subarea Plan) consistent with the North County Multiple Species Conservation Program. The Subarea Plan was never adopted, and in 2021, the City Council directed staff to address habitat conservation in the updated General Plan by promulgating the purpose and intent of the Subarea Plan in the Vital and Sustainable Resources Element (VSR). Habitat conservation goals and policies established in the VSR will be implemented through the Zoning Ordinance and other local regulatory documents.

GEOLOGIC FAULTS AND SEISMICITY

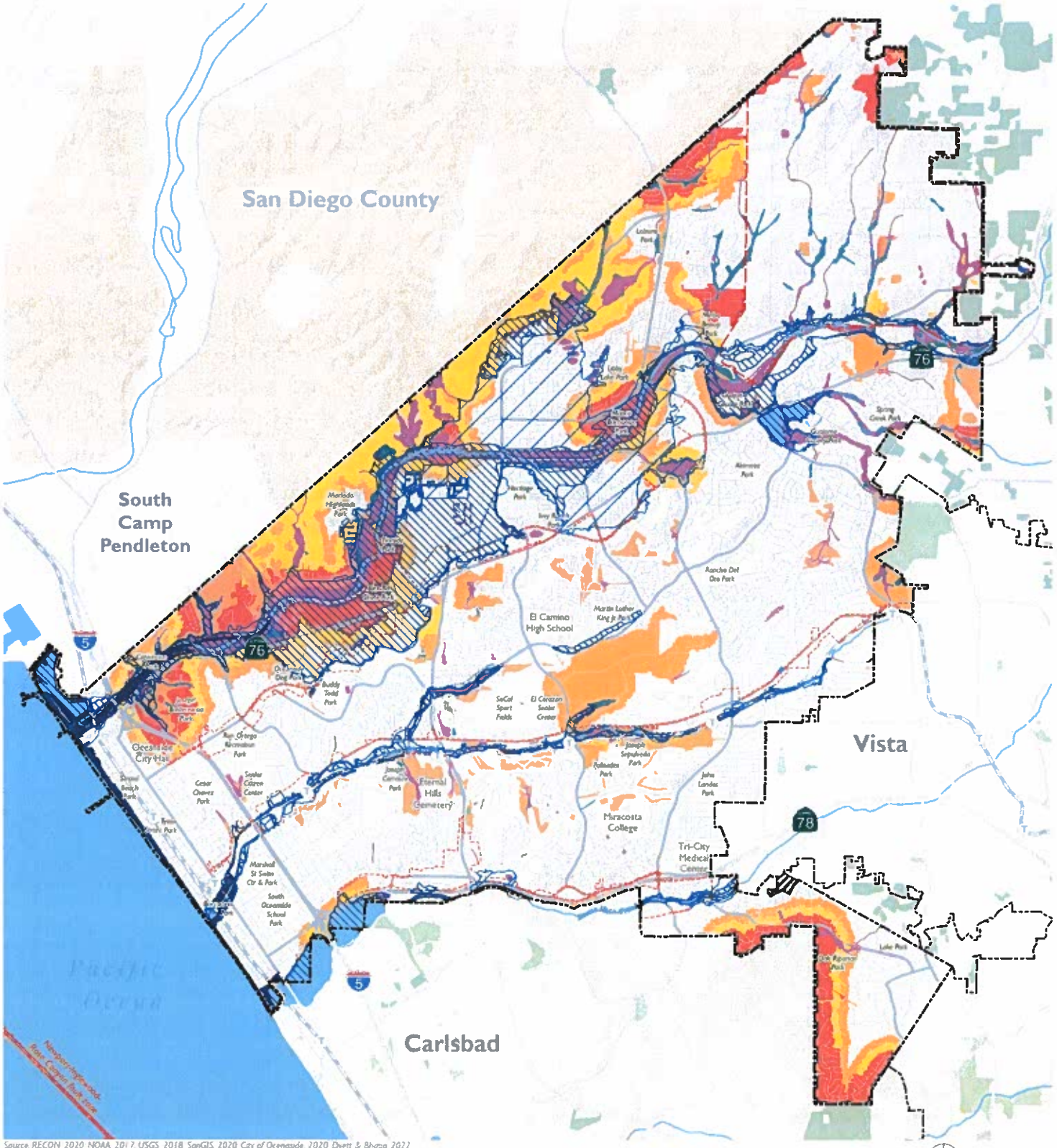
While the Planning Area does not contain any active faults, the area is considered seismically active and susceptible to earthquakes resulting from fault movement. Major risks from earthquakes in Oceanside include ground shaking and liquefaction. Ground shaking is the biggest source of damage from seismic events and the strength of the effect depends on the distance to the origin and the intensity of the event. The nearest faults are the Elsinore Fault to the east and the Rose Canyon Fault to the south, which traverses the Pacific Ocean in a north-northeasterly direction. Liquefaction, caused by severe vibratory motion like that of an earthquake, occurs when soils temporarily behave like fluids, losing strength and stability. Regional liquefaction hazard mapping indicates that the Planning Area includes areas of liquefaction potential, concentrated mainly along the San Luis Rey River and Loma Alta, and Buena Vista Creeks.

CULTURAL RESOURCES

The Planning Area has a long history of human occupation dating back approximately 10,000 years. The city is within the territory of the Luiseño Band and according to the South Coastal Information Center (SCIC) records, there are hundreds of historic and pre-historic sites and artifacts within the Planning Area. The General Plan Update should reemphasize citywide goals for the identification of cultural resources, especially in close proximity to known sites. Individual policies can be developed to assist in ensuring consistency with existing regulations. The General Plan update provides an opportunity to develop policies focused on creating open space and other means of preserving known cultural resource areas, along with educational and historical context.

Photo credit: OceansideHistoricalSociety.org

Figure 3-4: Environmental Constraints



Source: RECON, 2020; NOAA, 2017; USGS, 2018; SanGIS, 2020; City of Oceanside, 2020; Dyett & Bhatia, 2022

- Fault
- Sea Level Rise (10')
- National Wetlands Inventory (NWI)

FEMA Floodplains

- 100-year
- 500-year

Fire Hazard Severity Zones

- Moderate
- High
- Very High

Vegetation Community

- Coastal Sage Scrub
- Riparian Habitats

- City of Oceanside
- South Morro Hills Community Plan Area
- SSCSP Planning Area
- Sphere of Influence
- Neighbor City
- Transit Stop
- Rail

- Park
- Agriculture
- Open Space Park or Preserve
- Military Training
- Water
- River/Creek

0 ½ 1 Miles

Map Date: 3/4/2022

3.4 Growth Projections

The planning team developed projections for growth in the City for both residential and commercial/industrial uses through 2050 to better understand the range of possibilities for future development in Oceanside. Based on historical data, industry trends and current conditions, a high estimate and a low estimate were developed for key land uses, including residential, industrial, and commercial uses. A full summary of the methodology and results of the projections can be found in Background Report #1: Baseline Economic and Market Analysis, available on the project website. The results of the report are summarized below.

RESIDENTIAL GROWTH PROJECTIONS

The basis for residential growth projections is the City's fair share of regional housing as determined by the Regional Housing Needs Allocation (RHNA). For the 2021-2028 Housing Element Cycle, the City has been assigned roughly 5,400 dwelling units for which it must show adequate capacity in the form of vacant and underutilized properties with land use and zoning designations that allow for housing of different types and densities. This figure is essentially projected forward through the planning horizon for the General Plan Update (2050). The range of growth projected ranges from 700 units to 1,100 units per year, resulting in a projected demand of 21,000 units on the low end to 33,000 units on the high end. Given the City's 66,078 existing housing units as of 2020, this would equate to a total of approximately 87,000 - 99,000 units citywide by 2050. While the majority of the City's current housing stock is single family (66 percent), the market analysis shows that there is a greater need for multi-family and mixed-use development. The population in the over 60 age group is expected to experience greater growth in the near and intermediate term than any other age group in Oceanside, and development of smaller, more affordable units that are accessible by transit and close to amenities like recreation and shopping could help accommodate Oceanside's aging population.

NON-RESIDENTIAL GROWTH PROJECTIONS

Employment-Oriented Uses

For the purposes of this report, employment-oriented uses encompass office, industrial and flex/research & development (R&D). Projections for these uses were based on an average annual growth rate for each sector which was determined through a review of industry literature and data, with respect to historical patterns, current employment profile, and growth forecasts for each industry. In order to account for a probable ongoing decrease in demand as a result of accelerated telecommuting, a reduction factor of between five percent and 15 percent was applied to the assumed number of square feet (SF) per employee for each land use.

Projections estimate demand for office space for the period 2020 to 2050 ranging from a low of 900,000 SF to a high of 1.6 million SF in addition to the existing 1.4 million SF. During this same time period, demand for industrial space is projected to range from 4.6 million SF to 8.5 million, in addition to the existing 9.3 million SF. Lastly, Flex/R&D space demand is likely to range between 1.1 million SF to 2.2 million SF from 2020 to 2050 on top of the existing 1 million SF.

While vacant and underutilized land in the City is limited, there are opportunities for existing employment uses to densify, such as by redeveloping existing buildings to be taller or by constructing parking structures to replace surface parking and using land for new buildings, as is becoming commonplace in other R&D areas in the county, such as University City. The market demand analysis suggests that City should continue to attract innovative businesses related to Manufacturing; Health Care Services; CleanTech; Life Science and Biotechnology; ICT; and Sports and Active Lifestyle Products and Services as stated in the City's EDE. In addition, the City should attract new tenants that are synergistic with existing industrial/R&D tenants.

Retail

Projections of retail demand through 2050 were developed by considering the projected increase in population and expanded employment base, as well as the anticipated reduction in demand for in-person retail space due to the rise of online shopping, the potential increased capture of shoppers from outside the city and increasing. The projections suggest that Oceanside will have demand for 645,000-1,163,000 square feet of additional retail space by 2050 on top of the existing 3.1M. Some areas that are currently retail centers in the City may benefit from redevelopment into mixed-use areas or may benefit from increasing walkability and experiential retail services such as restaurants, bars, exercise studios, movie theaters, or other forms of entertainment.

Hotel

Oceanside's coastal location, unique coastal resources, excellent year-round weather, scenic quality, and cultural venues make it an increasingly popular visitor destination. Projections of hotel room demand are based on the range of growth forecast for the tourism, corporate, and meeting market segments and reflect historical hotel performance and planned hotel developments. The projections anticipate a demand of 3,300 to 4,000 new hotel rooms by 2050. There is a significant opportunity for hotel development downtown, as well as some opportunity for low-density visitor accommodations such as a bed and breakfast in the South Morro Hills area.

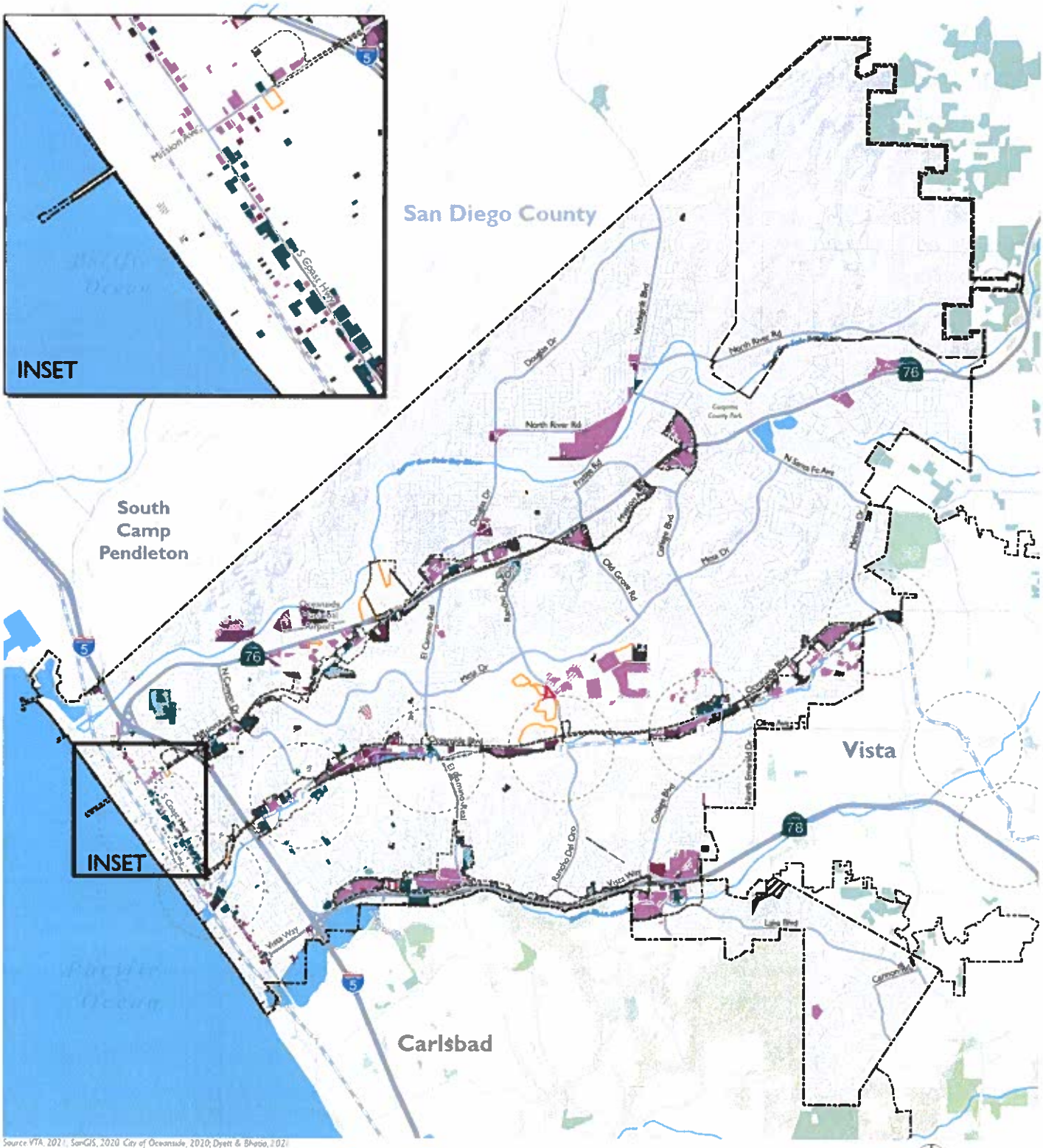
3.5 Opportunity Sites

As the City of Oceanside considers how and where future housing and employment growth can be accommodated over the next 20+ years, it is important to identify properties that present an opportunity for new development or redevelopment. "Opportunity sites" are those that have the greatest potential for change in land use types or intensities over the planning period. Given that most property is privately-owned, and development of private property is contingent upon the initiative of property owners, it is not possible to precisely determine which sites will undergo changes in land use type or intensity. However, analysis of site conditions, existing land use and development intensities, market forces, lease agreements, and other considerations can provide a strong indication of where such changes are likely to occur.

The opportunity sites in Oceanside were identified and refined through both data-driven analysis of city-wide development potential and site-specific knowledge of existing conditions and potential. Opportunity sites were initially identified by mapping vacant and underutilized land within the Planning Area and filtering out sites with environmental constraints such as relationship to floodplains and sensitive habitat. A detailed discussion of the analysis is included in Background Report #2: Land Use and Community Resources, available on the project website.

As seen in **Figure 3-5**, most opportunity sites are located along the three major east-west corridors. The planning team identified just over 1,000 opportunity sites in Oceanside, comprising over 1,500 acres. When slope and vegetation constrained areas are removed, about 1,450 acres of land remain as developable. Out of this developable land, there are 220 acres on sites that are currently vacant. The remaining sites have some level of existing development but have been identified by the project teams as likely to redevelop or densify.

Figure 3-5: Opportunity Sites, Slope and Vegetation Impacts



Development Projects
- Approved
- Under Construction

Opportunity Site
- Tier 1 (105 acres)
- Tier 2 (122 acres)
- Tier 3 (40 acres)
- Tier 4 (535 acres)
- Housing Element

Opportunity Site Slope Impact
- 25% or Greater Slope
- 15% to 25% Slope

- Transit Stop
- Rail
- Half-mile Buffer of Sprinter Stations
- City of Oceanside
- South Morro Hills Community Plan Area
- SSCSP Planning Area
- Sphere of Influence
- Neighbor City

- Water
- River/Creek

0 0.5 1 2
Miles
Map Date: 1/31/2022

Development Tier Criteria*
Tier 1 - Vacant land
Tier 2 - FAR less than 0.2 & AV Ratio less than 0.5
Tier 3 - FAR between 0.2 and 0.35 & AV Ratio between 0.5 and 0.7
Tier 4 - FAR up to 0.35 or AV Ratio up to 0.7, but not included in any other Tiers

*Excludes sites with planned development.

3.6 Planned Development

The development projections presented for each alternative include projects currently under review or in the process of being developed. As of publication, there are 79 projects in the development pipeline adding a total of 3,815 new housing units and 1,133 new hotel rooms. The majority of the 400,000 sf of commercial development is retail (85%) and the remainder is office. As shown in **Figure 3-6**, development projects are spread out throughout the city with higher density mixed-use and residential developments concentrated downtown and in the Coast Highway corridor.

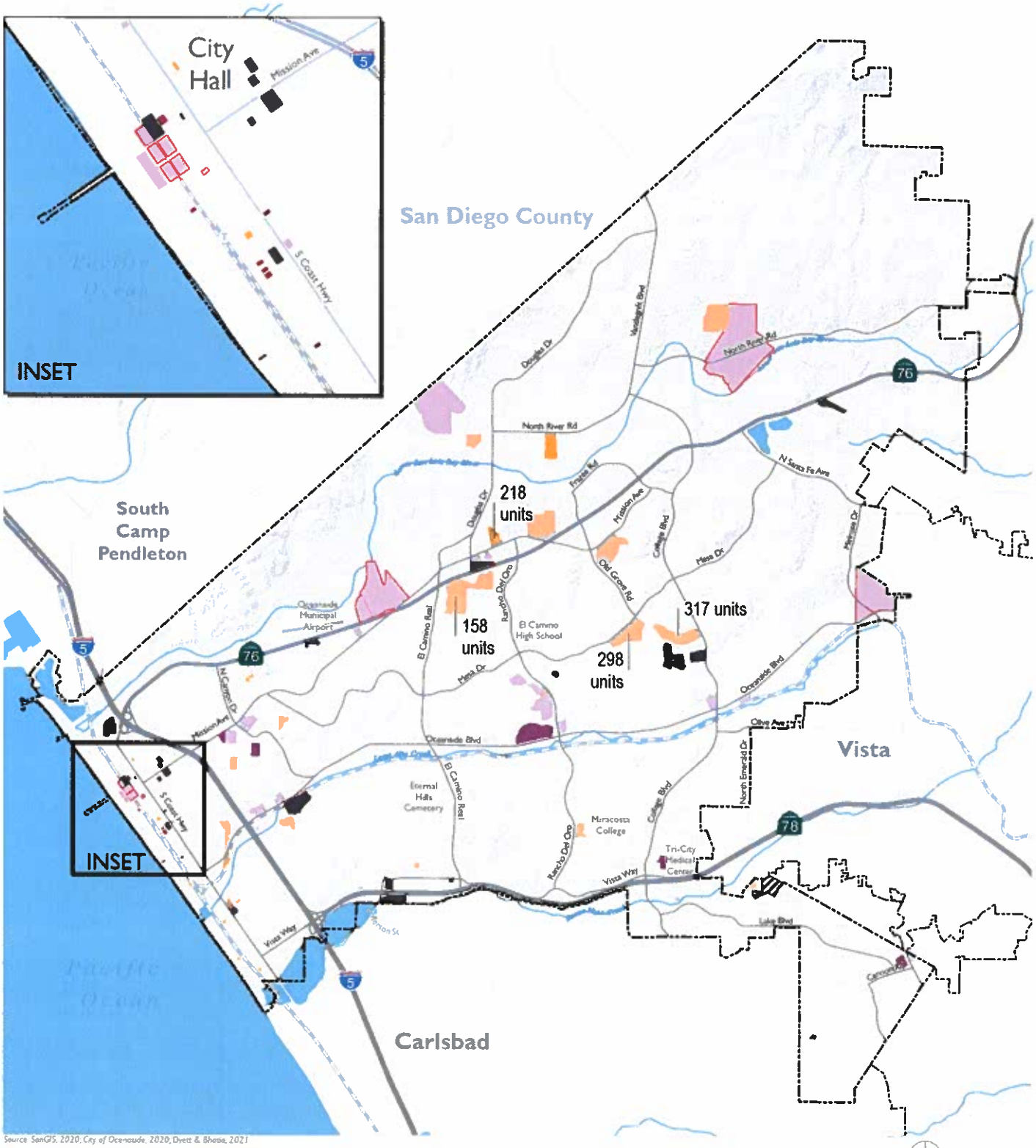
Table 3-1: Planned Development

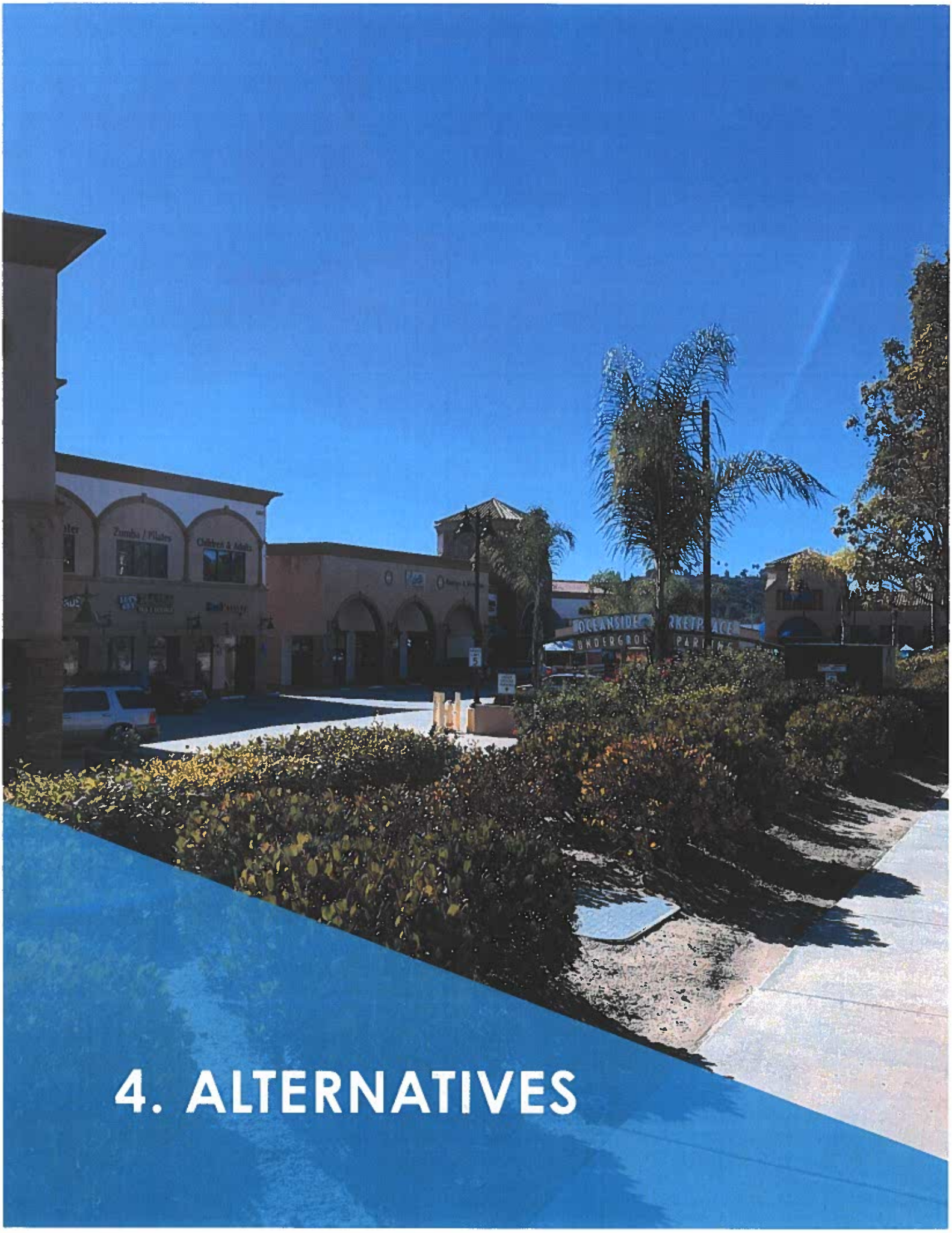
APNs	Project Name	Development Type	Building Area (square feet)	Units
15201203	1011 S. Tremont Condos	Residential	57,046	20
No APN	1219 Holly Street SRF	Residential		1
No APN	1221 and 1223 Holly Street	Residential		2
148-141-11-00	1401 Bush St.	Residential	4,990	1
No APN	146 S. MYERS CONDOMINIUMS	Residential		4
No APN	1500 Alvarado St.	Residential		4
15311201	1602 South Coast Highway	Mixed Use		54
15311518	1611 S. Tremont	Residential	3,224	4
153-114-11-00	1743 S. Tremont St (D21-00003)		11,040	4
149-021-20-00	2618 Lomita St (P20-00003)			3
No APN	405 S. Tremont Condos	Residential		8
No APN	406 S. Cleveland Remodel	Residential		1
No APN	410 N. Tremont Street Condos	Residential		3
No APN	4617 North River Road	Residential	-	0
No APN	506, 516 & 526 S Cleveland Condos	Residential		7
No APN	508 N. Tremont Condos	Residential		3
No APN	513 N Freeman 5 Unit Condos	Residential		4
No APN	516 S. Cleveland Street Condos	Residential		7
No APN	522 N. Tremont Street Condos	Residential		2
No APN	526 S. Cleveland Condos	Residential		7
14719308	716 Seagaze	Mixed Use	85,298	179
No APN	812 N Cleveland Condos	Residential		3
No APN	819 S. TREMONT CONDOS	Residential		3
No APN	831 & 833 S Pacific Street 4 Condos	Residential		-3

No APN	833 S Pacific 6 Condos	Residential		9
No APN	901 Pier View Way	Mixed-Use	40,945	12
No APN	920 South Cleveland Condos	Residential		2
No APN	Airport Rd. Development	Hotel	57,500	0
No APN	Alta Oceanside	Mixed-Use	5,615	309
1606803300	Arroyo Verde Shopping Center	Commercial	27,200	0
No APN	Barnwell Estates	Residential		7
No APN	Best Plaza	Commercial	52,760	0
No APN	Best Plaza - Jack in the Box	Commercial	2,760	0
No APN	Blakley Residence	Residential		1
No APN	Bree Property	Residential	12,009	27
1523201100	Breeze Luxury Apartments	Residential	-	34
No APN	Broadway 4-Plex	Residential		4
No APN	Tire Oceanside Discount	Commercial	7,680	0
No APN	Dubuque 2 Units	Residential		2
1510104000	Dunkin Donuts @ 1906 Oceanside Bvld	Commercial	2,012	
No APN	Dunstan Street Project	Residential		2
No APN	El Corazon Hotel	Hotel	-	0
No APN	Emerald Ridge	Residential	64,076	48
1523203700	Fairfield Inn & Suites	Hotel	10,000	0
14709210	Fire Station 1	Public Safety	19,997	
No APN	GF Properties Mixed Use Project (Includes Block 5, and Block 20)	Mixed-Use	17,549	64
No APN	Grandview Pointe	Residential	38,000	27
No APN	Hillcrest Villas	Residential	23,516	18
No APN	Ivy Ridge Estates	Residential	12,500	3
No APN	Lemon Street Apartments	Residential		3
14901028	Loma Alta 10	Residential	33,967	10
No APN	Maison Modern	Residential		10
No APN	Marriott Residence Inn	Hotel	95,823	0
160-217-37, -38	Marty's Village Inn (CUP21-00007)	Commercial		
No APN	Melrose Heights	Mixed-Use	20,000	301
16002054	Mission Flats	Mixed-Use	124,102	137
No APN	Myers 12 condos	Residential	19,400	12
1571008300, 1571008400, 1220813000	North River Farms	Mixed-Use	-	585
15127050, 15127052, 15127053, 15127056	Ocean Creek	Mixed Use	257,427	295

1602703100, 1602707700, 1602707900, 1602801400, 1602804800, 1602804900, 1602805000, 1602805100, 1602805300, 1602805300, 1602805400, 1602805500, 1602905800, 1602906000, 1602906300, 1602906300	Ocean Kamp	Mixed-Use	134,400	700
No APN	Oceanpointe	Residential	197,654	158
No APN	Oceanside Crackheads	Commercial	1,920	0
1602716000	Oceanside East Shopping Center	Commercial	23,700	0
14727302, 14727303, 14727304	One 11 Tremont	Mixed-Use	540	12
No APN	Pacific Gate @ 215 Oceanside Blvd	Residential		4
No APN	Philippe Jean Residence at 1536 Camino Corto	Residential		1
No APN	Plumeria Residence	Residential		1
162-600-13	Rancho Del Oro Shell (D20-00009)	Industrial	9,700	
16002055	Rancho Vista	Residential	51,069	29
122-220-04	Samoan Church (D20-00010)	Commercial	15,515	
No APN	SeaCliff Terrace	Mixed Use	80,853	52
No APN	Starbucks	Commercial	4,900	0
No APN	Starbucks	Commercial	1,038	0
16208251	Sudberry Development	Mixed Use	268,527	268
14710709,				
14710710,				
14710714	Sunsets Mixed Use, 990 Pier View Way	Mixed-Use	213,583	118
162-050-42	Super Star Car Wash (D21-00009)	Gen'l Industrial	3,858	
165-120-56,				
156-301-17,				
156-301-11	The Inn's at Buena Vista Creek	Hotel	333,015	0
No APN	The Villas	Residential	238,244	213
No APN	Vista Pacific	Residential	33,358	16

Figure 3-6: Pipeline Projects: Proposed Density and Floor Area Ratio (FAR)





4. ALTERNATIVES

4.1 Common Features

CONCENTRATE DEVELOPMENT ALONG CORRIDORS

The Alternatives focus on the development potential of opportunity sites, most of which are adjacent to the major east-west corridors. With easy access to mobility options and the capacity for higher density development, the corridors present an opportunity for the City to continue to expand and meet growing employment and residential demand while maintaining the character of existing single-family neighborhoods. However, it is important to note that recent state preemptions of local land use authority (e.g. Senate Bill 9 and various bills facilitating accessory dwelling unit production) facilitate additional housing growth in single-family neighborhoods – particularly in those neighborhoods with larger-than-average lot sizes.

MAJOR SHOPPING CENTERS

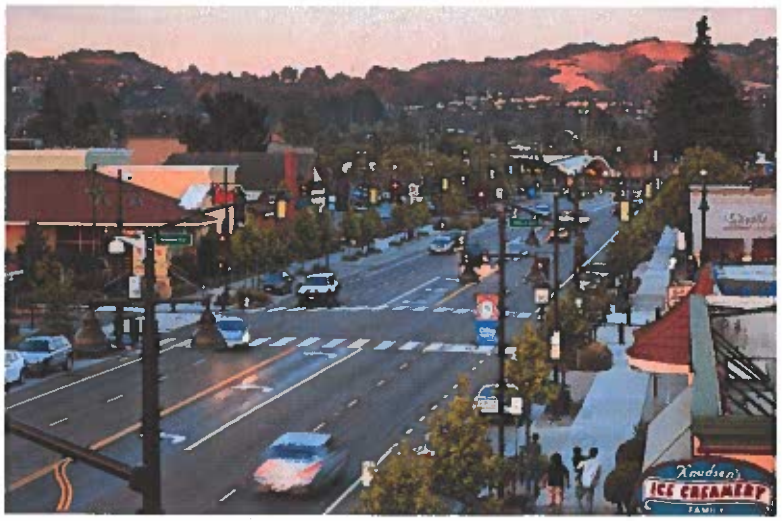
While the two Alternatives focus infill development along the corridors, including in underutilized commercial spaces, many of the existing retail centers provide necessary access to goods and services for the City. Each Alternative proposes retaining the shopping centers located at Highway 76 and College Boulevard, which include a Target, Walmart Supercenter and Vons grocery store among other retail and service destinations. Most of the shopping centers along Vista Way are also proposed to remain, including the shopping centers at Vista Way and College Boulevard, including a Home Depot, PetSmart and Walmart Supercenter, and the area west of El Camino Real and Vista Way which includes several grocery stores, a Target, and another Walmart Supercenter. While the shopping centers are proposed to remain, the parcels that they occupy may densify, adding new developments and uses in existing vacant land or parking facilities.

ADDITION OF MIXED-USE DEVELOPMENT

While Oceanside does have existing mixed-use developments, most are concentrated in the Downtown and Coast Highway Area. Each of the two Alternatives proposes allowing, and in some cases requiring, mixed-use developments at major nodes along the corridors. The majority of the proposed mixed- use development is concentrated around Sprinter stations along Oceanside Boulevard, taking advantage of the connections to transit, with other areas of mixed-use varying between the Alternatives.

MULTIMODAL MOBILITY IMPROVEMENTS

With the majority of new growth focused along the corridors, each of the two Alternatives also focuses multimodal mobility improvements along the corridors, improving safety and accessibility for transit riders, pedestrians and bicyclists. With the existing rail infrastructure, and the opportunity to explore the enhancement of non-infrastructure based transit such as new Bus Rapid Transit (BRT) routes and shuttle service, Oceanside has the potential to improve its mobility options and begin to move away from single-occupancy-vehicle use safely and equitably.



4.2 Alternatives

While both alternatives respond to community concerns such as increasing housing, focusing development in the corridors, and improving the jobs-housing balance in the city, there are some differences in how the two scenarios approach the future growth of Oceanside. The following summaries and figures provide an overview while Chapter 5 dives into comparisons between the alternatives.

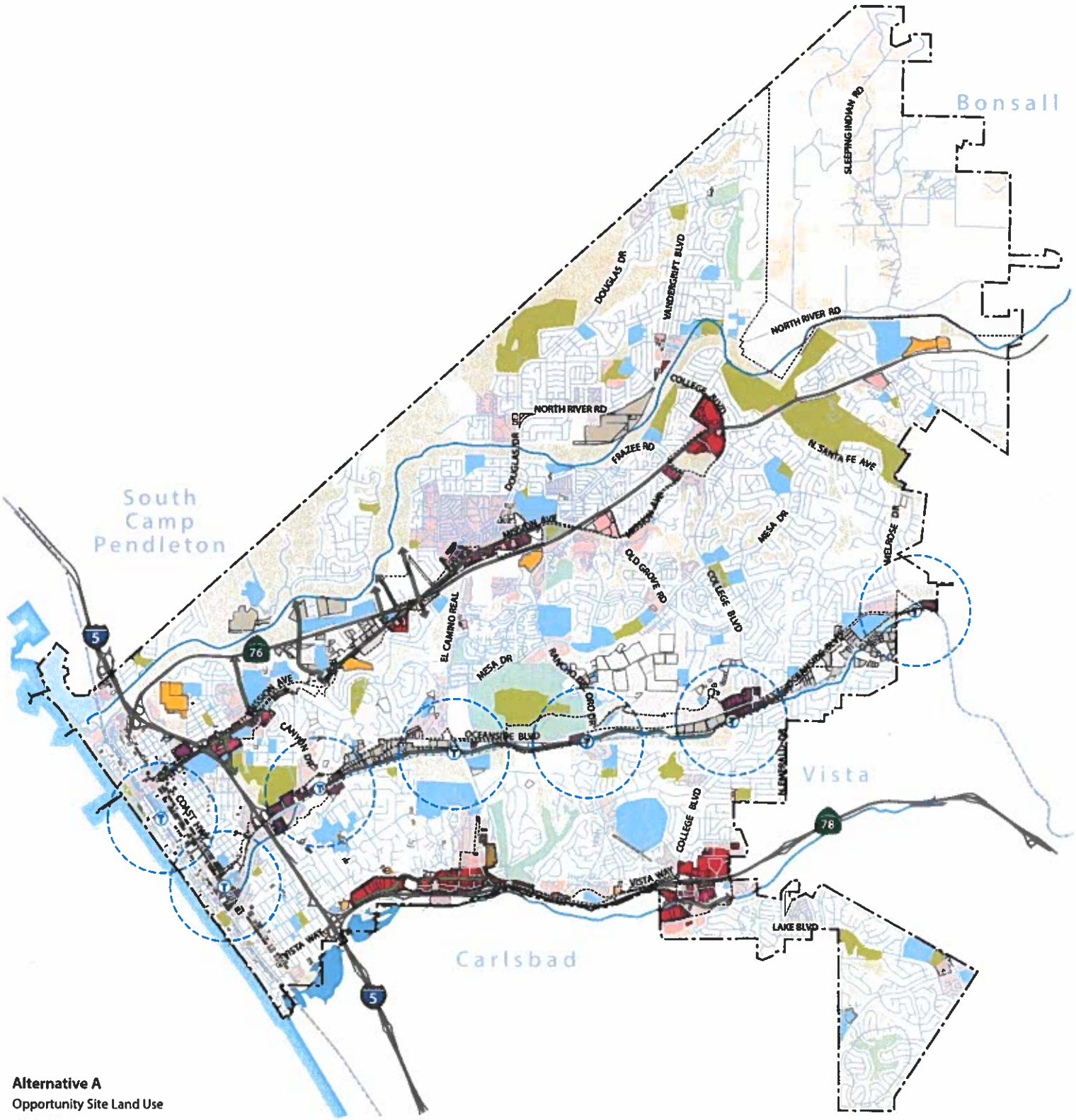
ALTERNATIVE A

Alternative A envisions mixed-use hubs of activity along each corridor, focused around major intersections and transit destinations. Current industrial zoning will remain largely unchanged with some densification projected, including industrial along Oceanside Boulevard. Alternative A assumes higher residential densities within transit mixed-use areas, resulting in a slightly higher citywide average density of 38 du/acre for new development. Alternative A projects in increase of approximately 21,000 jobs and 20,000 housing units, resulting in a population increase during the planning period of about 54,000 and a jobs to housing units ratio of 0.80 citywide.

ALTERNATIVE B

Alternative B imagines Oceanside Boulevard as a forward-thinking industrial corridor with mixed-use destination hubs adjacent to existing Sprinter stations. The Oceanside Boulevard and Mission Avenue corridors will accommodate over half of all new housing growth, and the Mission Avenue corridor will support a significant percentage of the projected commercial growth. Industrial zoning will allow for higher density development and will encourage the introduction of uses such as research and development that will have a lower impact on the surrounding area and a higher employment density. Residential densities are lower in Alternative B due to a lower density assumption in mixed-use zones. The citywide average for new residential development is projected to be 32 du/acre. Alternative B projects in increase of approximately 23,000 jobs and 17,000 housing units, resulting in a projected population increase during the planning period of about 46,000 and a jobs to housing units ratio of 0.84 citywide.

Figure 4-1: Alternative A Land Use



Alternative A

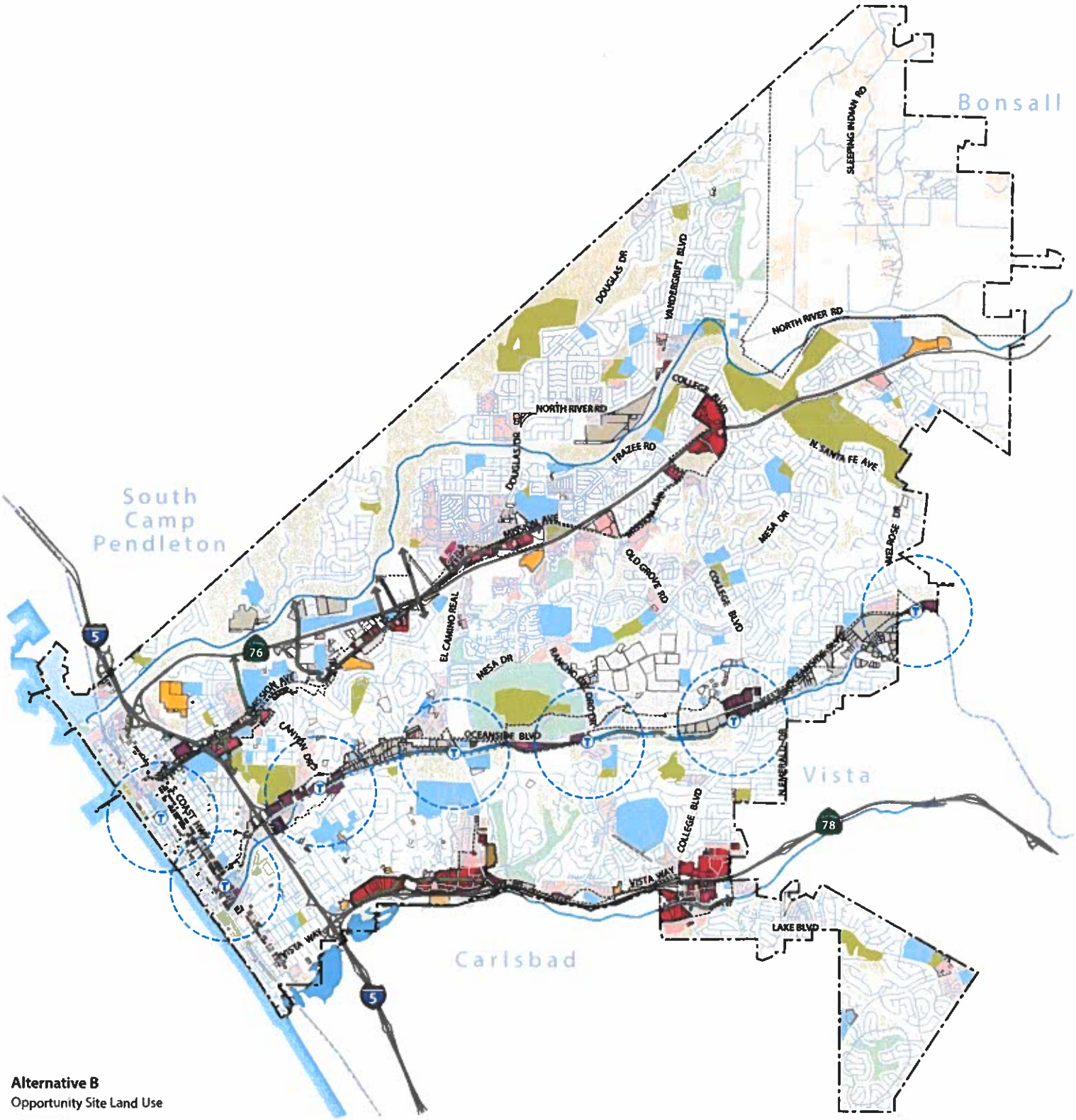
Opportunity Site Land Use

- Existing Land Use Retained
- Medium Density Residential A
- High Density Residential A
- Commercial A
- Medium Density Mixed Use A
- Transit Mixed Use A
- Industrial A
- City of Oceanside
- South Morro Hills Community Plan Area
- SSCSP Planning Area
- 1/2 Mile Radius around Sprinter Station
- Greenway
- Park
- Station
- Sprinter Rail
- Water
- River/Creek

0 1 2 4

MILES

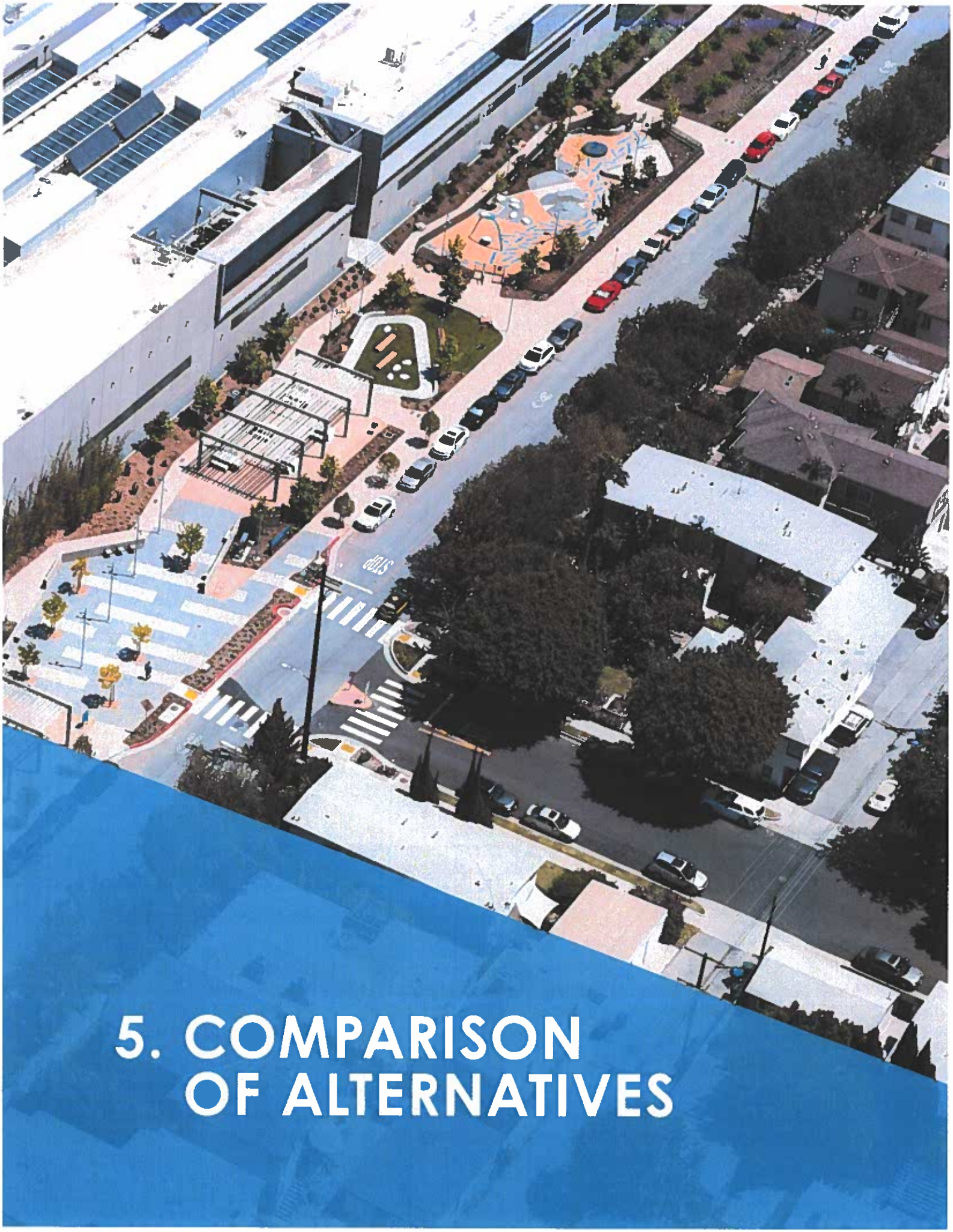
Figure 4-2: Alternative B Land Use



Alternative B
Opportunity Site Land Use

- Existing Land Use Retained
- Medium Density Residential B
- High Density Residential B
- Commercial B
- Medium Density Mixed Use B
- Transit Mixed Use B
- Industrial B
- City of Oceanside
- South Morro Hills Community Plan Area
- SSCSP Planning Area
- 1/2 Mile Radius around Sprinter Station
- Greenway
- Park
- Station
- Sprinter Rail
- Water
- River/Creek

0 1 2 4
MILES



5. COMPARISON OF ALTERNATIVES

5.1 Major Components

Table 5-1 presents a side-by-side overview of the major assumptions that differentiate each alternative, and how they approach residential and employment growth. This table provides a brief summary of these major components, while Chapter 5 provides a more in-depth discussion of the details and purpose behind these components.

Table 5-1: Comparison of Alternatives

	ALTERNATIVE A	ALTERNATIVE B
Overall	Alternative A focuses on housing growth, ensuring that Oceanside remains a relatively affordable enclave in San Diego County, while improving the jobs-housing balance and intensifying industrial uses.	Alternative B focuses on increasing employment uses in Oceanside and encouraging a shift to higher density and lower impact industrial uses. Some low-impact industrial uses are introduced into commercial zones. Residential growth is projected, but less than Alternative A and at lower densities.
Mixed-Use Zones	Mixed-use zones concentrated existing transit hubs along Mission, Coast Highway and Oceanside Boulevard. Two mixed-use designations are proposed with one focusing on higher density housing with an average of 68 du/acre and slightly more commercial uses with a non-residential FAR of 0.25 compared to 0.20 in the lower density zones.	Mixed-use zones concentrated existing transit hubs along Mission, Coast Highway and Oceanside Boulevard. Two mixed-use designations are proposed with one focusing on slightly higher density housing with an average of 45 du/acre. Both mixed-use designations in Alternative B assume a non-residential FAR of 0.25.
Single-family neighborhoods	More growth is assumed in single-family neighborhoods with more property owners and developers taking advantage of State housing legislation SB9 to add units.	Single-family neighborhoods see fewer SB 9 housing units.
Industrial Zones	The majority of industrial zones remain, and some densification of industrial uses is predicted.	A greater focus is placed on intensification and diversification of industrial uses, with more high-tech, employment dense uses moving into existing industrial zones.
Commercial Zones	Commercial zones remain largely unchanged with some intensification and redevelopment projected.	Commercial zones introduce some low-impact industrial uses, and some intensification and redevelopment is projected.
South Morro Hills	Status quo residential development (1 unit per 2.5 acre zoning) with some Tier 1 agritourism uses.	Status quo residential development (1 unit per 2.5 acre zoning) with some Tier 1 agritourism uses.

5.2 Development Potential

Tables 5-2, 5-3 and **5-4** provides a side-by-side comparison of the projected growth resulting from each alternative. Alternative A results in more residential growth and slightly less employment growth. Both Alternatives focus on high-density residential growth focused along major corridors, strengthening Oceanside's existing transit system by introducing new uses and new users close to existing stations.

As shown in **Table 5-2**, Alternative A projects higher residential growth than Alternative B. This difference is largely due to higher residential density assumptions in Alternative A in the Transit Mixed Use designation. Concentrating residential density – especially in mixed-use hubs centered around transit stations – will help the City reduce reliance on single-occupancy vehicles and improve the viability of existing transit routes that serve the city.

In both Alternatives, the City will explore ways to increase the amount of income-restricted housing for low-income Oceansiders by continuing to update its inclusionary housing requirements, leveraging streamlined approvals for income-restricted projects and continuing to work with developers to apply state density bonuses for affordable housing.. In addition to incentivizing income-restricted housing, increasing the overall amount of housing - both rental and ownership units - in the city will help moderate rising housing costs by increasing overall supply.

Table 5-2: Comparison of Projected Residential Development

RESIDENTIAL DEVELOPMENT (UNITS)	ALTERNATIVE A	ALTERNATIVE B
Pipeline	3,800	3,800
Housing Element Sites	6,500	5,500
South Morro Hills Additional Housing	900	900
Accessory Dwelling Units[1]	1,500	1,500
SB9 Additional Units[2]	3,000	1,500
Net Additional New	4,400	4,100
Total New	**20,100**	**17,300**

Notes:

1. *Assumes the current average of 50 ADU's per year continues through the planning horizon (see Housing Element p. V-42)*
2. *SB9 housing estimates based on analysis by the Terner Center (https://ternercenter.berkeley.edu/research-and-policy/duplexes-lot-split-sb-9/)*

As shown in **Table 5-3**, Alternative B provides more employment growth than Alternative A. This is partly due to a larger projected amount of industrial growth than in Alternative A. While both alternatives assume some intensification of industrial uses, Alternative B assumes that more of the industrial throughout the city will redevelop, providing greater employment density in areas that are currently underutilized. In addition to the jobs growth projected below, the City may see an increase in home based businesses beyond the approximately 2,000 that are currently licensed.

While the variations between the two Alternatives result in variations in the jobs-housing balance, those variations will have a minimal effect on the regional job market, and each will support the momentum that Oceanside currently has towards a more balanced ratio. Additionally, the concentration of growth into vibrant mixed-use corridors in both Alternatives is in alignment with the goals and opportunities identified in the City's Economic Development Element, including maintaining affordable housing options, facilitating efficient, transit-oriented development within already urbanized areas (Goal EDE-1b), and efficiently and profitably repurposing underutilized employment land (Goal EDE-2d).

Table 5-3: Comparison of Projected Non-Residential Development

NON-RESIDENTIAL DEVELOPMENT (SF)	ALTERNATIVE A	ALTERNATIVE B
Retail	1,135,000	1,046,000
Office	1,213,000	1,261,000
Industrial	4,655,000	5,590,000
Hotel (rooms)	2,600	2,500

Table 5-4: Comparison of Projected Employment

NON-RESIDENTIAL EMPLOYMENT (JOBS)	ALTERNATIVE A	ALTERNATIVE B
Retail	4,500	4,200
Office	4,000	4,200
Industrial	6,700	8,000
Hotel	3,400	3,200
Other (non-land use related jobs)[1]	2,800	3,000
Total	**21,400**	**22,600**

Notes:

1. *Projection based on the current percentage of jobs in non-land use fields including Construction, Transportation, Utilities, and Public Administration.*

Figure 5-1: New Residential Development (units)

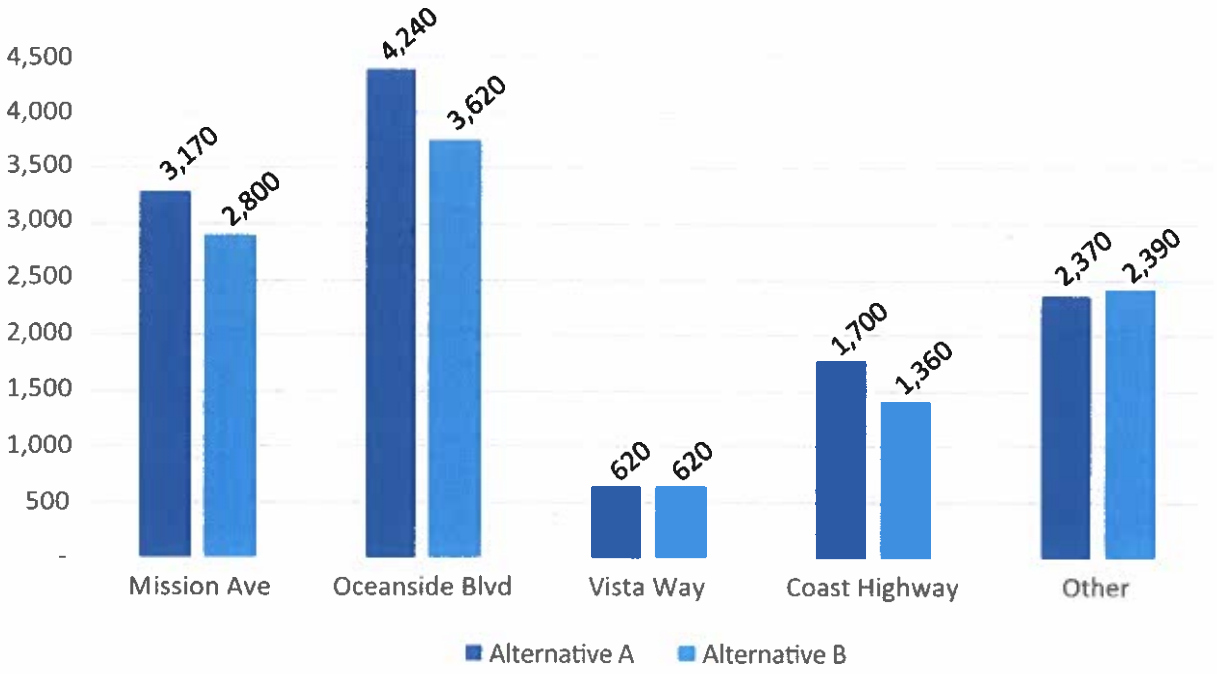
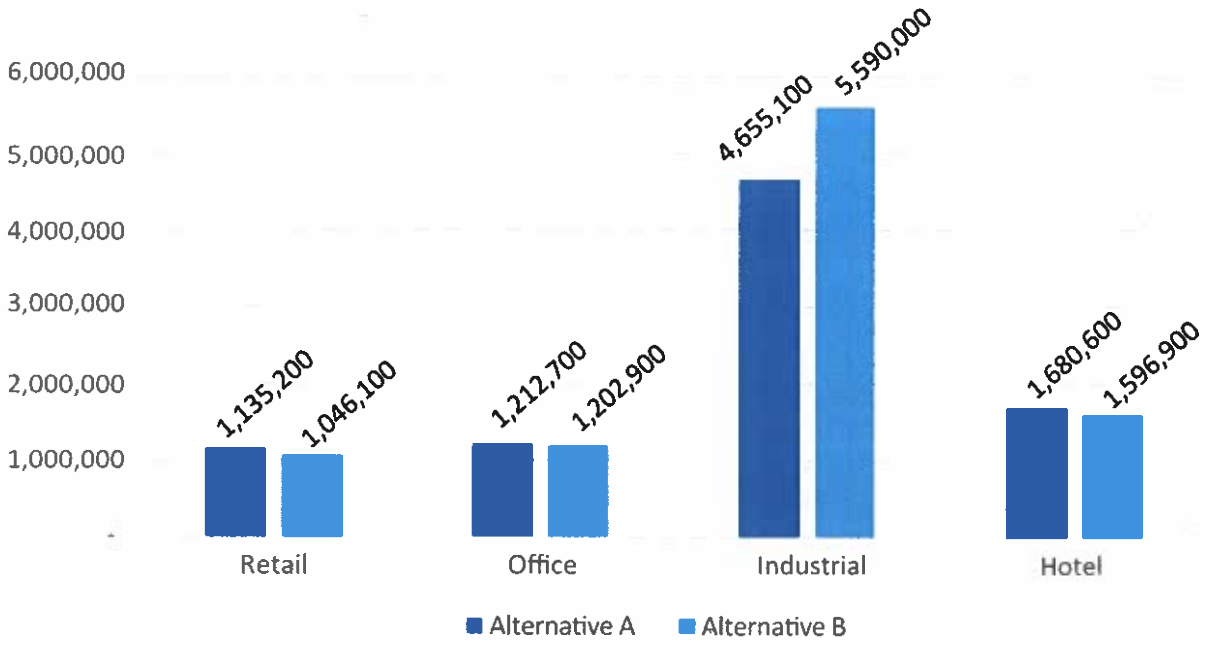


Figure 5-2: New Non-residential Development (sf)



5.3 Traffic Impacts

RECOMMENDED PEDESTRIAN NETWORK

A pedestrian route type classification system was developed to focus and prioritize investment in the City's pedestrian network and ensure that pedestrian improvements occur at the most appropriate locations. This system is used to categorize roadways and activity nodes based on existing or desired characteristics for the walking environment, adjacent uses, and destinations served. Three route type designations are proposed: Districts, Corridors, and Connectors, as shown in **Figure 5-3**. These typologies reflect the anticipated pedestrian activity levels based on the proposed land uses and roadways classifications.

District routes, at the top of the route hierarchy, feature the highest level of streetscape amenities. Standard Districts are meant to provide more than basic accommodations, as they are concentrated in locations targeted for highest pedestrian activity in the City, such as urban core areas and mixed-use areas. District enhancements may include the following street elements:

- Wider sidewalks
- Enhanced paving
- Pedestrian-scaled lighting
- Additional landscaped buffer, or street trees for greater separation from the roadway
- Street furniture
- Outdoor café
- Wayfinding

It is also critical to implement safety-improving enhancements at intersections as pedestrians are the most vulnerable when crossing streets. To provide pedestrians with higher priority and improved safety, treatments at intersections can range from physical to operational, such as decorative crosswalks, curb extensions, lead pedestrian intervals, no-turn on red restrictions. Portions of Coast Highway, Mission Avenue, Oceanside Boulevard, and Vandegrift Boulevard/North River Road, all of which were identified as high pedestrian collision

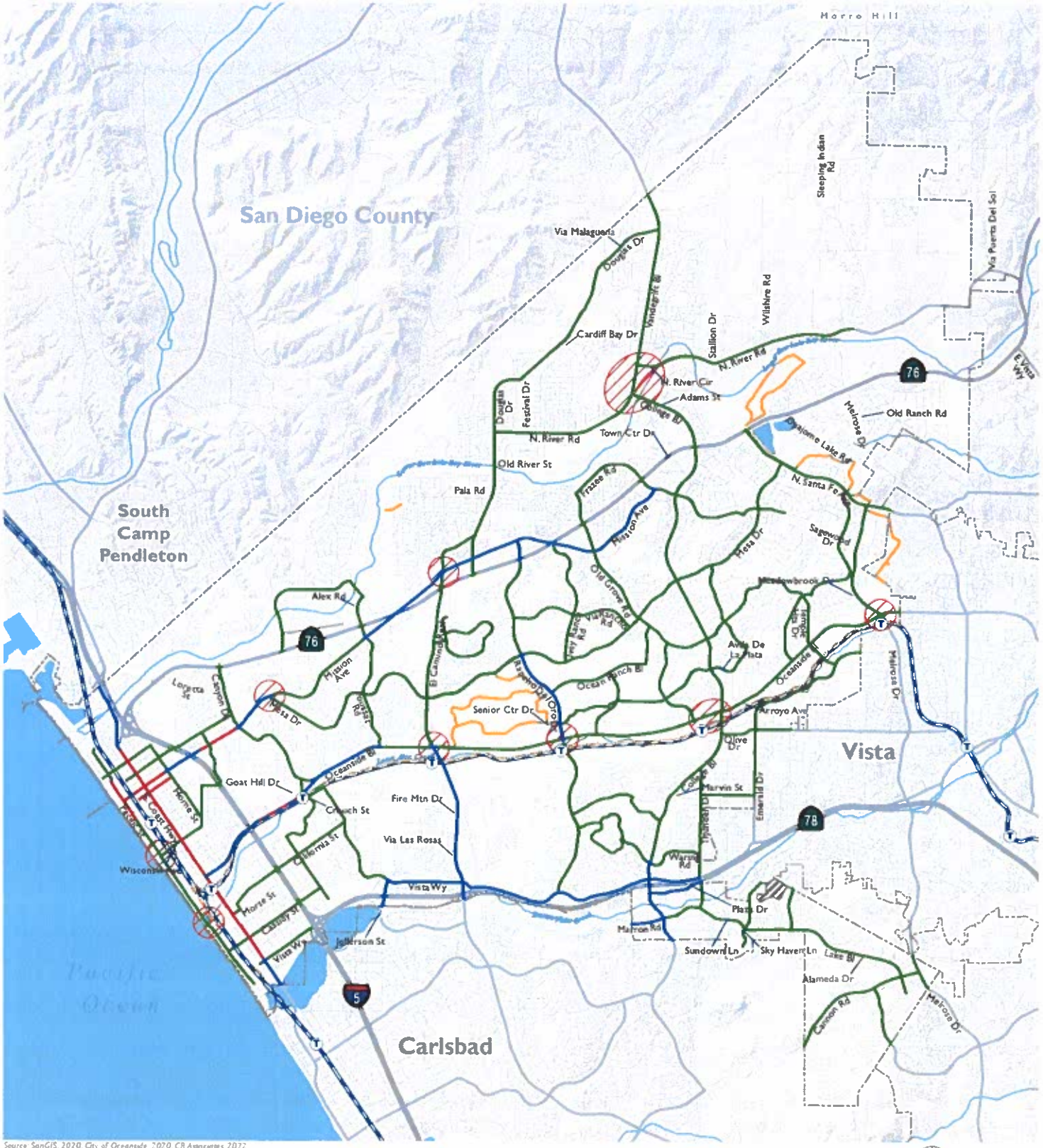
corridors in the existing conditions report, are recommended for District improvements, as are areas surrounding the City's Sprinter stations. Focusing improvements in these areas will provide the most collective benefit to pedestrian safety, comfort, and convenience citywide.

Corridors and Connector routes are also identified throughout the City along many of the mobility element roadways. These routes are not anticipated to draw the same high levels of pedestrian activity as Districts, though they are significant components of the network, as they provide access to and egress from many destinations. Thus, these routes are still critical for improving pedestrian access throughout the City.

Corridors are designated along roadways that support commercial businesses, shopping districts, schools, parks, etc. Moderate pedestrian activities are anticipated in these areas, necessitating enhanced features to support pedestrians. Corridor features may include wider sidewalks with landscape buffer or street trees, pedestrian countdown signal heads with lead pedestrian intervals at signalized intersection, and high visibility crosswalks with advance stop bars at marked crossing locations. Pedestrian scaled lighting may also be appropriate in some areas.

Connector routes are designated for roadways with low pedestrian activity and moderate to high levels of vehicular traffic. Connectors help bridge the gap between residential neighborhoods and destinations. This designation makes up the greatest portion of the pedestrian route type system. The Connector route type is intended to consist of standard sidewalks with accessible curb ramps and marked crosswalks with advance stop bars at signalized intersections.

Figure 5-3: Proposed Route Type



Source: SanGIS, 2020; City of Oceanside, 2020; CR Associates, 2022

- Transit Stop
- Rail
- City of Oceanside
- Sphere of Influence
- District Area

Route Typologies

- District
- Corridor
- Connector
- Multi-Use Path

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Miles
Map Date: 3/6/2022

Figure 5-4: Example District Typologies

Figure 5-5: Example Corridor Typologies

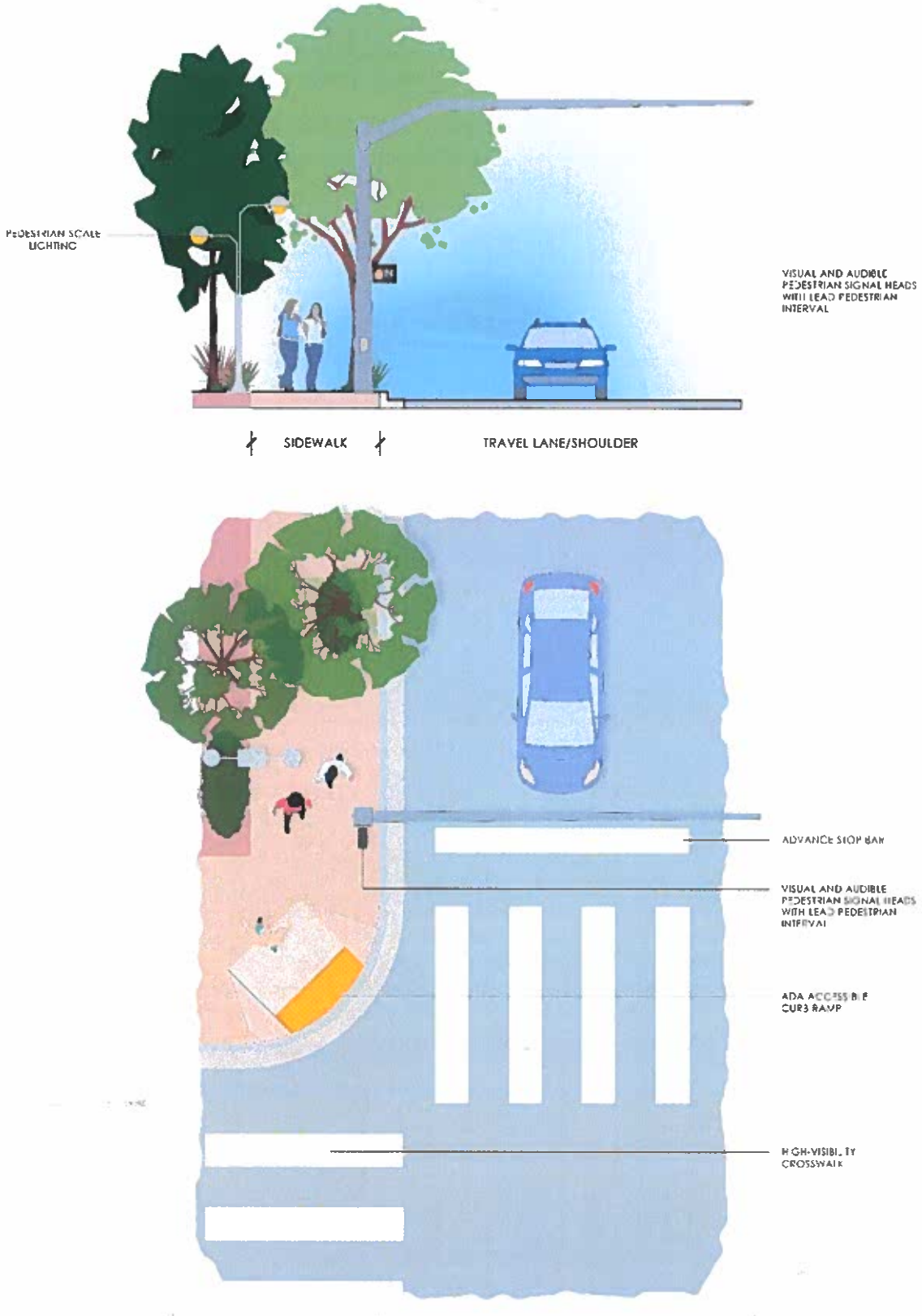
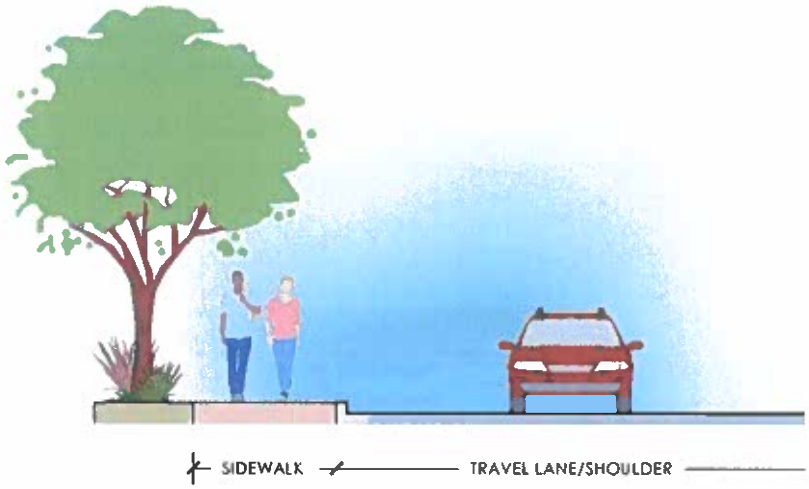
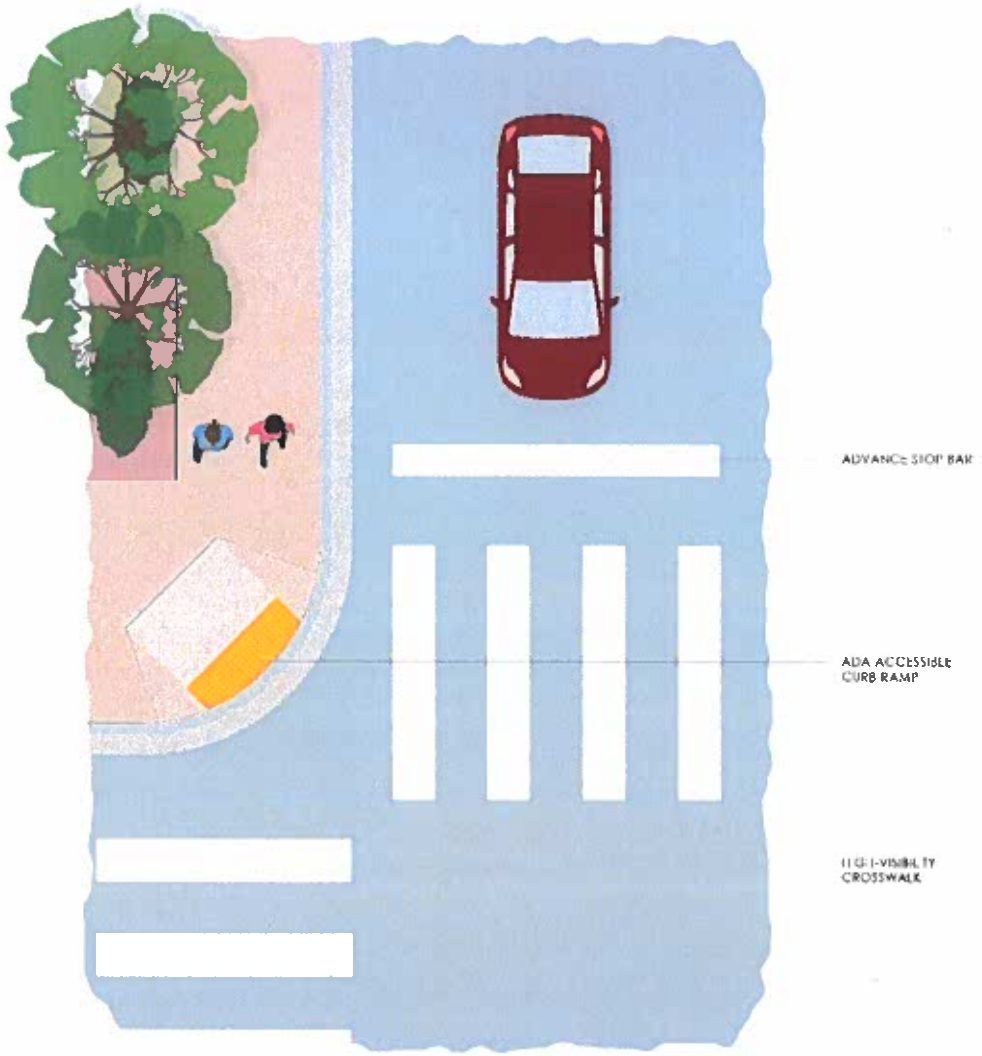


Figure 5-6: Example Connector Typologies





RECOMMENDED BICYCLE NETWORK

The bicycle network recommendations are based upon key findings from the existing conditions analysis and the public engagement activities conducted over the course of the planning process. The recommended bicycle facilities are intended to create a complete network of varying bicycle classifications that can serve commuter and recreational needs. The existing conditions analysis identified high stress cycling conditions along all major roadways throughout the City, despite the presence of bike lanes on many streets. Given the vehicular environment in much of the City, particularly east of Interstate 5, the bicycle network needs to provide greater separation from traffic to be more enticing for cycling.

Recommended bicycle alignments and classifications are shown in **Figure 5-7**, consisting of the Class I bike paths, Class II bicycle lanes, Class III bicycle routes, and Class IV cycle tracks.

Class I Bike Path provides a completely separated right-of-way designed for the exclusive use of bicycles and pedestrians with crossflows by motorists minimized. Bike paths can provide connections where roadways are non-existent or unable to support bicycle travel. The minimum paved width for a two-way bike path is considered to be eight-feet (ten-feet preferred), with a two-foot wide graded area adjacent to each side of the pavement.

Class II Bike Lane provides a striped lane designated for the exclusive or semi-exclusive use of bicycles with through travel by motor vehicles or pedestrians prohibited. Bike lanes are one-way facilities located on either side of a roadway. Pedestrian and motorist crossflows are permitted. Additional enhancements such as painted buffers and signage may be applied. The minimum bike lane width is considered to be five-feet when adjacent to on-street parking, or six-feet when posted speeds are greater than 40 miles per hour. Bike lanes can also have striped buffer areas a few feet in width to provide separation from vehicles.

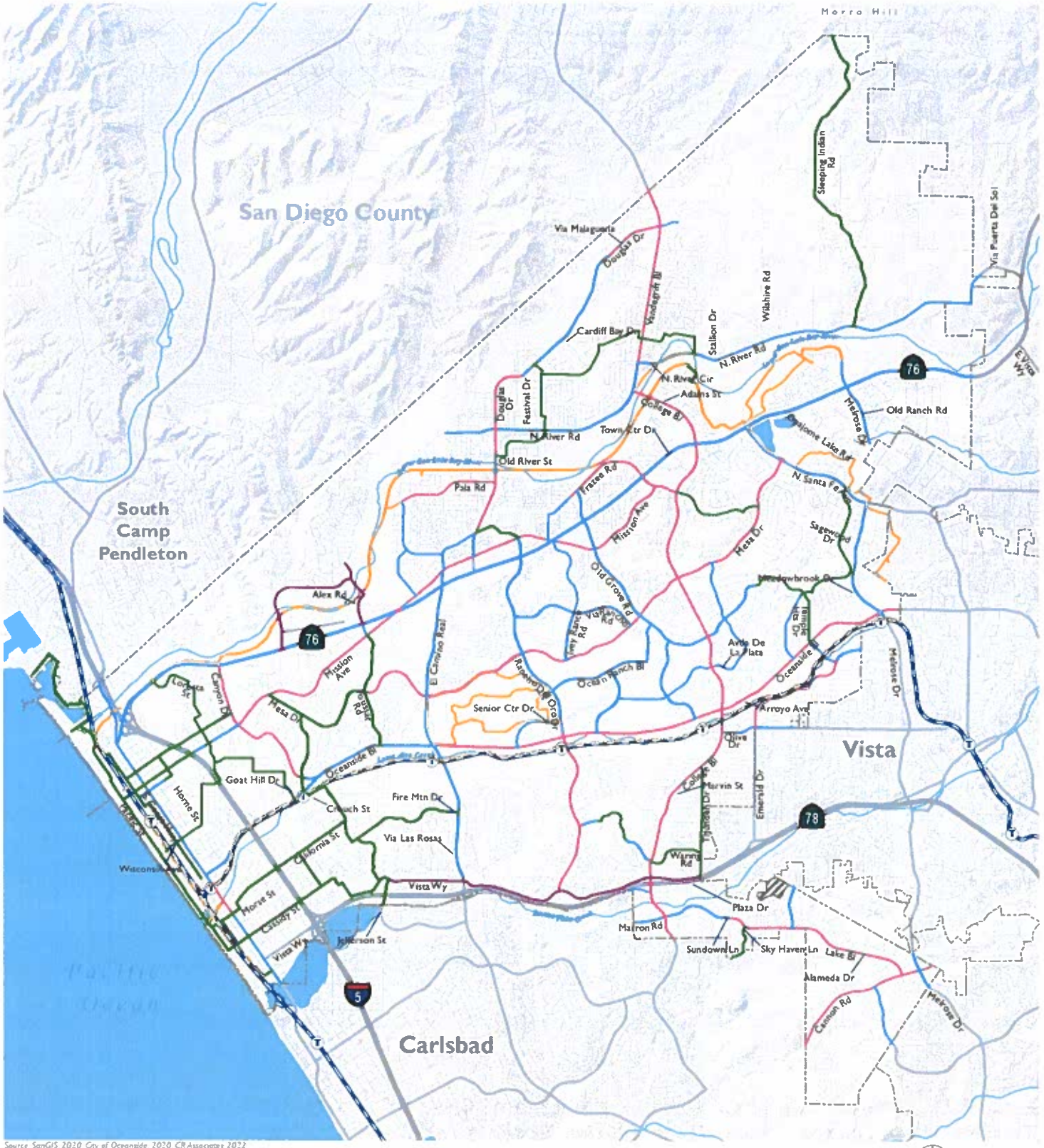
Class III Bike Route provides shared use of traffic lanes with cyclists and motor vehicles, identified by signage and/or street markings known as

"sharrows". Bike routes are best suited for low-speed, low-volume roadways as they do not provide a dedicated space for bicyclists. Bike routes help provide network continuity or designate preferred routes where other facilities may be infeasible. Traffic calming treatments are often implemented to manage vehicular travel speeds and volumes along bike routes and can include signs, pavement markings, and curb extensions, speed cushions, chokers/neckdowns, raised medians, narrowing lanes, raised crosswalks, and neighborhood traffic circles.

Class IV Cycle Track, also referred to as a separated or protected bikeway, provides a right-of-way designated exclusively for bicycle travel within the roadway and physically protected from vehicular traffic. Cycle tracks can provide for one-way or two-way travel. Types of separation include, but are not limited to, grade separation, flexible posts, or on-street parking.

The centerpiece components of this recommended network spine are the three regional Class I bike paths: the San Luis Rey River Bike Path, Coastal Rail Trail and Inland Rail Trail. While the San Luis Rey River Bike Path is complete, a few connectors or tributaries and bridge crossings are recommended to improve access to the path from adjoining developed areas where connections are poor. The Coastal

Figure 5-7: Recommended Bicycle Alignments and Classifications



Source: SanGIS, 2020; City of Oceanside, 2020; CR Associates 2022

- Transit Stop
- Rail
- City of Oceanside
- Sphere of Influence

Recommended Classifications

- Class I - Bike Path
- Class II - Bike Lane
- Class III - Bike Route
- Class IV - Cycle Track or Buffered Bike Lane
- Buffered Bike Lane

0 ½ 1 2

Miles

Map Date: 3/6/2022

Rail Trail is almost complete, except for short gaps in South Oceanside that are in the design process. The Inland Rail Trail (IRT), running parallel with the Sprinter line between Oceanside Boulevard and Escondido is a SANDAG regional bikeway project, with the segment in Oceanside yet to be designed. There are many constraints facing the IRT, including sensitive habitat and hydrological issues along the Sprinter rail line and limited right-of-way within the Oceanside Boulevard corridor. However, it may be possible to utilize parallel streets (e.g., Ord Way, Industry Street) to accommodate portions of the IRT, while reconfiguring segments of Oceanside Boulevard to separate and buffer the bike trail from traffic lanes.

To improve cyclists' safety and high bicycling stress conditions along the City's suburban corridors (many of which presently have Class II bike lanes), numerous corridors were identified for conversion of bike lanes to either cycle tracks or buffered bike lanes. The change in facility type will provide increased lateral separation from the adjoining vehicular travel lanes. Cycle tracks, where they would be feasible along these corridors, would provide an additional vertical separation element (either a raised curb or an intermittent bollard or flex post). In order for cycle tracks or buffered bike lanes to fit, some roadways may need to sacrifice or narrow travel lanes and median spaces. Such changes could have traffic calming benefits, rendering the corridors safer for all modes of transportation. Signal timing optimization and other strategies could help to maintain efficient vehicle through-put, with less stopping and starting. Cycle tracks are recommended in locations along Mission Avenue, Mesa Drive, Oceanside Boulevard, Canyon Drive, and other locations. Cycle tacks are also recommended along College Boulevard to leverage the current roadway widening project.

RECOMMENDED TRANSIT NETWORK

Improved transit facilities and services are essential for increasing transit ridership, reducing automobile dependency, and encouraging walking and bicycling in Oceanside. All of the project alternatives envision strong integration between land use and transit in order to support higher density, mixed-use developments providing housing, employment, and convenient access to essential goods and services. Effective planning encourages a live/work environment where people are within walking and biking distance of major transit stops and connections. As Oceanside continues to grow, maximizing transit access and options are essential for a functional and sustainable transportation system that moves people and goods efficiently.

Given the regional importance of transit, facilities are generally planned and developed by the region's metropolitan planning organization, the San Diego Association of Governments (SANDAG), and operated by the North County Transit District (NCTD). Planned transit improvements are shown in **Figure 5-8**. SANDAG's 2021 Regional Plan (RTP) calls for double-tracking, tunneling, and grade separation projects to be completed in the near term along the LOSSAN corridor to facilitate upgrades to the existing Coaster commuter rail and Metrolink and Amtrak intercity rail services. The planned improvements, which are scheduled between 2025 and 2050, will enable the Coaster to function as rapid regional rail with high frequencies all day. Double tracking projects along the Escondido Sub will allow for more headways for the Sprinter. By 2025, 20-minute frequencies are planned for the Sprinter, increasing to 10-minute frequencies by 2035. Current rail service in Oceanside is limited by single track segments along parts of the LOSSAN corridor and Escondido Sub. This issue has historically limited the Sprinter's frequencies to no better than every 30-minutes, despite not having to share its tracks with other rail operators. Increasing Sprinter service frequency will better support the transit-oriented developments near stations and encourage much needed mode shift.

Grade separations for the Sprinter are planned in six locations along the rail, including at El Camino Real and Melrose Drive within Oceanside. Currently,

the Sprinter maintains priority over vehicular traffic where at-grade crossings are located, so while the grade separations would not improve the speed of the service, they would facilitate planned increases in service frequency without disrupting vehicular operations. Sprinter express services between Oceanside and Escondido are planned for 2050, as well as an extension of the line from its current eastern terminus at Escondido Transit Center to Westfield North County.

The RTP also plans conversion of several Oceanside-serving NCTD bus routes to Rapid-like services by 2035. Rapid service may entail more distant (consolidated) stop spacing – allowing for faster, longer distance service, improved all-day frequencies, potential transit priority along portions of alignments, and other measures which may reduce dwell times. The present Breeze routes planned for these upgrades include Routes 101, 303, and 315, along with a new Rapid alignment (to be determined) between Oceanside and Escondido via Palomar Airport Road. The NCTD Strategic Multimodal Transit Implementation Plan (SMTIP) is also planning to implement a high frequency core bus network, that will feature eight Breeze routes providing service every 15 minutes all day on weekdays and every 30 minutes on weekends.

In addition to the planned transit infrastructure and services, a variety of operational treatments and lane configuration techniques intended to improve transit operations could be implemented in Oceanside. Active transit signal priority, queue jump lanes, and transit only lanes or shared transit/right-turn lanes are examples of tools that can be utilized to give transit priority at intersections. Specific locations for these improvements will be identified based on more in depth traffic modeling that will be conducted on the Preferred Plan to determine projected roadway volumes, transit ridership, and intersection operations.

The 2021 RTP is a transformative Plan that brings a bold new vision to our region, framed around the 5 Big Moves: Complete Corridors, Transit Leap, Mobility Hubs, Flexible Fleets, and Next OS. Mobility hubs are strategically-located areas with amenities that provide connectivity between transit and home, work, or other destinations, and increasing transit mode share by offering on-demand Flexible Fleet choices such as bikeshare, carshare, on-demand rideshare, neighborhood electric vehicles, micro-mobility, and micro-transit. Most of Oceanside west of El Camino Real is within SANDAG's mobility hub coverage area. Within this zone, a range of mobility options and rider services will be strategically sited to facilitate intermodal connections to regional transit and alternatives to driving for residents, workers and visitors to the area. Implementation of mobility hub infrastructure is scheduled to begin in 2025.

Figure 5-8: Planned Transit Improvements

Source: SanGIS, 2020, City of Oceanside, 2020, SANDAG, 2021, CR Associates 2022

- Transit Stop
- Rail
- City of Oceanside
- Sphere of Influence

Transit Recommendations

- Commuter Rail
- Light Rail
- Next Gen Rapid
- Special Project
- Recommended Flex Lanes
- Mobility Hub Service Area

0 ½ 1 2
Miles
Map Date: 3/6/2022

RECOMMENDED VEHICULAR NETWORK

Oceanside is served by several regionally significant facilities, including two freeways (I-5 and SR-78), a state highway (SR-76), and major arterials that connect Oceanside to other communities in North County. Maintaining vehicular operations is essential to the timely movement of goods and people, thereby playing a large role in the economy. To this end, the 2021 RTP calls for expansion of both the I-5 and the SR-78 by adding managed lanes to increase throughput and encourage carpooling.

Construction is underway on the Interstate 5 widening project (North Coast Corridor) which will convert two existing general-purpose lanes to managed lanes and add two additional managed lanes for a total of four managed lanes. The managed lanes will allow high occupancy vehicles and toll-paying single occupancy vehicles to use the lanes exclusively. A direct access ramp (DAR) is planned for Oceanside Boulevard which would provide direct access to and from the freeway's managed lanes from separate ramps. The anticipated completion of the North Coast Corridor is by 2050.

Similarly, four managed lanes are also planned along SR-78 by converting two existing general-purpose lanes to managed lanes and widening the freeway to accommodate two additional managed lanes. Heavy congestion is experienced at the SR-78 western terminus due to the lack of direct connection for the westbound-to-southbound and southbound-to-eastbound movements. Currently those movements are controlled by a traffic signal at the terminus point of Vista Way. HOV and non-HOV connectors are planned for the I-5/SR-78 interchange to mitigate this issue and alleviate congestion. The anticipated completion of the SR-78 managed lanes and connectors project is by 2035. In the near term (2025), Smart Intersection Systems (SIS) are planned to improve traffic operations by using sensors, connected vehicle technology, and mobility applications to facilitate communication among users. A new interchange at SR-78/Rancho Del Oro Road is included in the City's current Circulation Element and will likely be carried over in the updated document, entitled the Integrated Mobility Element.

State Route 76 is currently a four-lane expressway through Oceanside which runs roughly parallel with Mission Avenue, crossing over it twice. There are three existing grade separations along State Route 76, including the two crossings of Mission Avenue: to the east of Foussat Road and to the west of Old Grove Road, and another grade-separated crossing with El Camino Real. Despite State Route 76's limited access and select grade separations which enable it to move large volumes of vehicular traffic, there are still eight at-grade intersections along State Route 76 that have failing (LOS E or F) operations during the peak hours, including the intersections at Foussat Road and at College Boulevard, which are both LOS F during the AM and PM peaks. Grade separations at those locations could improve vehicular operations and traffic safety (there were 71 collisions between 2015 and 2019 at the College Boulevard intersection) along State Route 76 and presently signalized intersections. Grade separated intersections could also significantly improve pedestrian and bicycle connectivity within the San Luis Rey Valley.

In terms of surface streets in Oceanside, a guiding strategy for system planning calls for a Complete Streets network that efficiently moves people, and not just vehicles. This approach largely avoids extensive road widenings and limits roadway modifications to the existing rights-of-way, provides for traffic operational improvement at intersections, and, in some cases, removes on-street parking. Focused street improvements, transportation systems management techniques, and traffic-calming measures can increase mobility network capacity, reduce congestion, minimize speeding, and improve the experience for all road users. Planned roadway classifications are shown in **Figure 5-9**. Planned roadway modifications are identified in the table below.

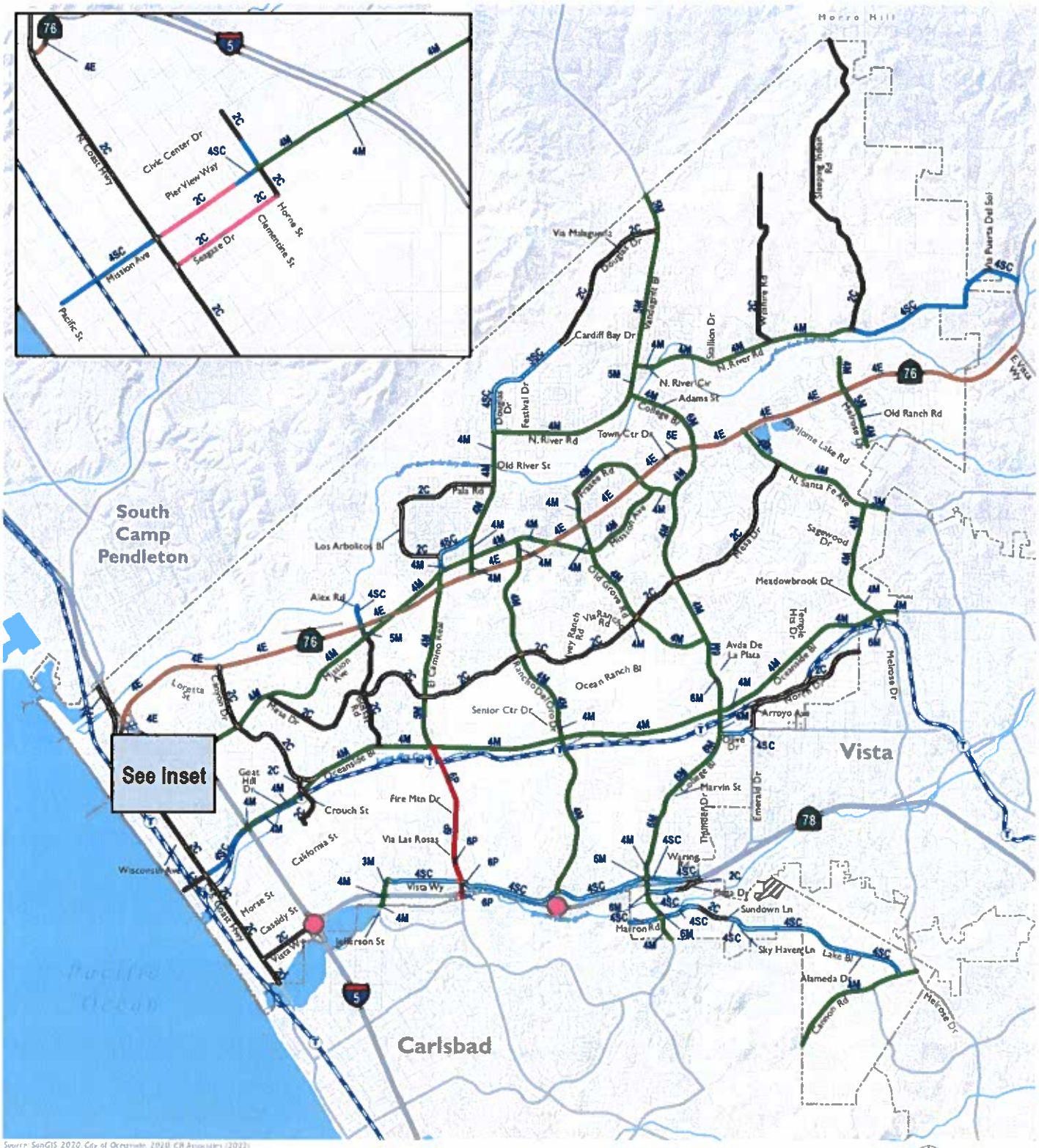
FACILITY	EXISTING (2021)		PLANNED (2050)	
	# LANES	CLASSIFICATION	#LANES	CLASSIFICATION
Canyon Drive: SR-76 to Mission Avenue	4	Secondary Collector	2 w/ TWLTL	Collector
Coast Highway: Northern Boundary to SR-76	2	Collector	2 w/ TWLTL*	Collector
Coast Highway: Morse Street to Vista Way	4	Secondary Collector	2 w/ TWLTL*	Collector
College Boulevard: Old Grove Rd to Waring Rd	4	Major	6	Major
Douglas Drive: Vandegrift Blvd to Via Malahuena	4	Secondary Collector	2 w/ TWLTL	Collector
Melrose Drive: N. Santa Fe Ave to Sagewood Drive	2	Collector	4	Major
Melrose Drive: Meadowbrook Drive to Oceanside Boulevard	2	Collector	4	Major
Mesa Drive: Foussat Road to Santa Fe Avenue	4	Secondary Collector	2 w/ TWLTL	Collector
North River Road: North River Circle to Sleeping Indian Road	2	Collector	4	Major
North River Road: Sleeping Indian Road to SR-76	2	Collector	4	Secondary Collector
Oceanside Boulevard: I-5 to El Camino Real	4	Secondary Collector	4	Major
Oceanside Boulevard: El Camino Real to College Boulevard	6	Prime	4	Major
Oceanside Boulevard: College Boulevard to Arroyo Drive	5	Major	4	Major

Notes:

TWLTL = Two-Way Left-Turn Lane.

*Roundabouts are planned along Coast Highway. Where space is constrained, implementation of the TWLTL or raised median will not be necessary.

Figure 5-9: Planned Roadway Improvements



5.4 Infrastructure Impacts

As part of the development of growth alternatives being presented to the City of Oceanside Planning Commission, Dudek conducted a high-level evaluation of the growth alternatives with respect to subsurface utility infrastructure to seek the potential for capacity impacts.

The focused subsurface infrastructure considered as part of the General Plan Update has included water, sewer, and stormwater infrastructure. For the purposes of conducting a high-level evaluation of the potential impacts to subsurface infrastructure, the following assumptions have been made:

- Water Infrastructure: The focused growth projected will have the primary impact on water infrastructure, as all new development, including residential and non-residential, will result in new or increased water demand.
- Sewer Infrastructure: Typically metered potable water usage can be divided into either interior or exterior usage. Exterior water usage represents landscape irrigation. Interior water usage, including showers, toilets and washing machines contributes to the sewer collection system. Therefore, for estimating sewer infrastructure needs, a return rate percentage based water demand and interior water usage is used to calculate the generation of wastewater to the sewer collection system.
- Therefore, the additional sewer flows as a result of growth will be proportionally less than that of water service demands.
- Stormwater Infrastructure: Based on stormwater regulations, the additional impervious surface area associated with any new development must be mitigated on-site as part of the approved development in order to limit peak stormwater runoff to its pre-existing conditions. Therefore, it is assumed that stormwater infrastructure, in terms of capacity impacts, will not be affected as a result of the proposed growth.

Based on the above assumptions, our evaluation has been focused on the estimated increased water demand associated with the proposed development.

The approach to quantifying the increased water demand and associated infrastructure impact potential follows the following process:

- Group the provided GIS parcels that will be recommended for changing land use into 14 individual parcel groups.
- Calculate the existing and proposed water use potential based on the 2015 Water Master Plan use factors.
- Calculate the increased demand in gallons per minute and percentage increase in peak water demand.
- Identify the existing and proposed fire flow demand within each parcel group, and relative increase.
- Review proposed infrastructure improvements planned within the region of each parcel group.
- Evaluate the potential for additional water infrastructure capacity to support the proposed growth by parcel group.

The following **Table 5-5** from the 2015 City of Oceanside Water Master Plan (Table 3.5 in the Plan) provides the demand forecast in gallons per day, per acre for different land use types.

The parcels identified under the alternatives for future change in density and/or land use were grouped geographically into 14 clusters (see **Figure 5-10**). The existing and proposed land use was used to generate water demand, in gallons per day, for each parcel area based on the average daily usage for each land use type in the WDF table. The existing and proposed demands for each group were aggregated to calculate an estimated percent

increase in water demand as a result of the future change in land use.

The percent increase in demand for each group of parcels ranges from 0 to 210%, with an average of 60% (see **Table 5-6**). The large range of values can be attributed to two main factors: 1) certain land use types did not change, and therefore the increase in demand did not change (e.g. Group 2); and 2) vacant/open space land use has a demand of zero in the existing condition, and therefore any development of these land uses types significantly increases demand for the overall group.

The Eq EDU column on the facing page is based on an assumed 400 gpd/Equivalent Dwelling Unit (EDU) factor for calculating the relative increase in water demand in terms of single-family residences.

The following **Figure 5-10** shows the location of each parcel group and its projected increase percentage in water demand.

Based on the results of the evaluation of increased daily water demand, groups 4, 5, 11 and 12 represent areas of the City where water demand would increase.

Group 4: Group 4, located along Mission Avenue west of El Camino, currently includes land use types of commercial, light industrial, and vacant/open

Table 5-5: Water Demand Factors, City of Oceanside Water Master Plan

Land Use	Land Use Category (1)	Sampled WDF Rang (gpd/ac)	Demand Forecast WDF (gdp/ac)
Low-Density Residential	EA-R, EB-R, SFD-R	850-1,250	1,500
Medium-/High-Density Residential	MDA-R, MDB-R, MDC-R, HD-R, UHD-R, HD-R, UHD-R	2,350-2,800	3,000
Commercial	CC, NC, GC, SC, PC, CI, PI	700-1,150	1,500
Industrial	GI, LI, RP-I	2,200	2,500

Table 5-6: Summary of Projected Water Demand Increases by Group

	Projected Demands					
Group	Existing Land Use (GPD)	Proposed Land Use (GPD)	Increase (GPD)	Percent Increase by Group	Percent of Total Increase	Eq EDU
1	111,367	124,226	12,859	12%	2%	32
2	35,901	35,901	-	0%	0%	-
3	72,758	95,457	22,699	31%	4%	57
4	34,057	105,679	71,622	210%	13%	179
5	61,326	126,471	65,145	106%	11%	163
6	7,859	12,502	4,644	59%	1%	12
7	6,276	9,912	3,636	58%	1%	9
8	51,031	101,083	50,052	98%	9%	125
9	193,618	255,833	62,215	32%	11%	156
10	62,116	84,703	22,588	36%	4%	56
11	130,164	204,127	73,963	57%	13%	185
12	73,924	149,068	75,143	102%	13%	188
13	87,161	147,169	60,009	69%	11%	150
14	189,909	236,259	46,350	24%	8%	116
Total	**1,117,467**	**1,688,391**	**570,925**			**1,427**

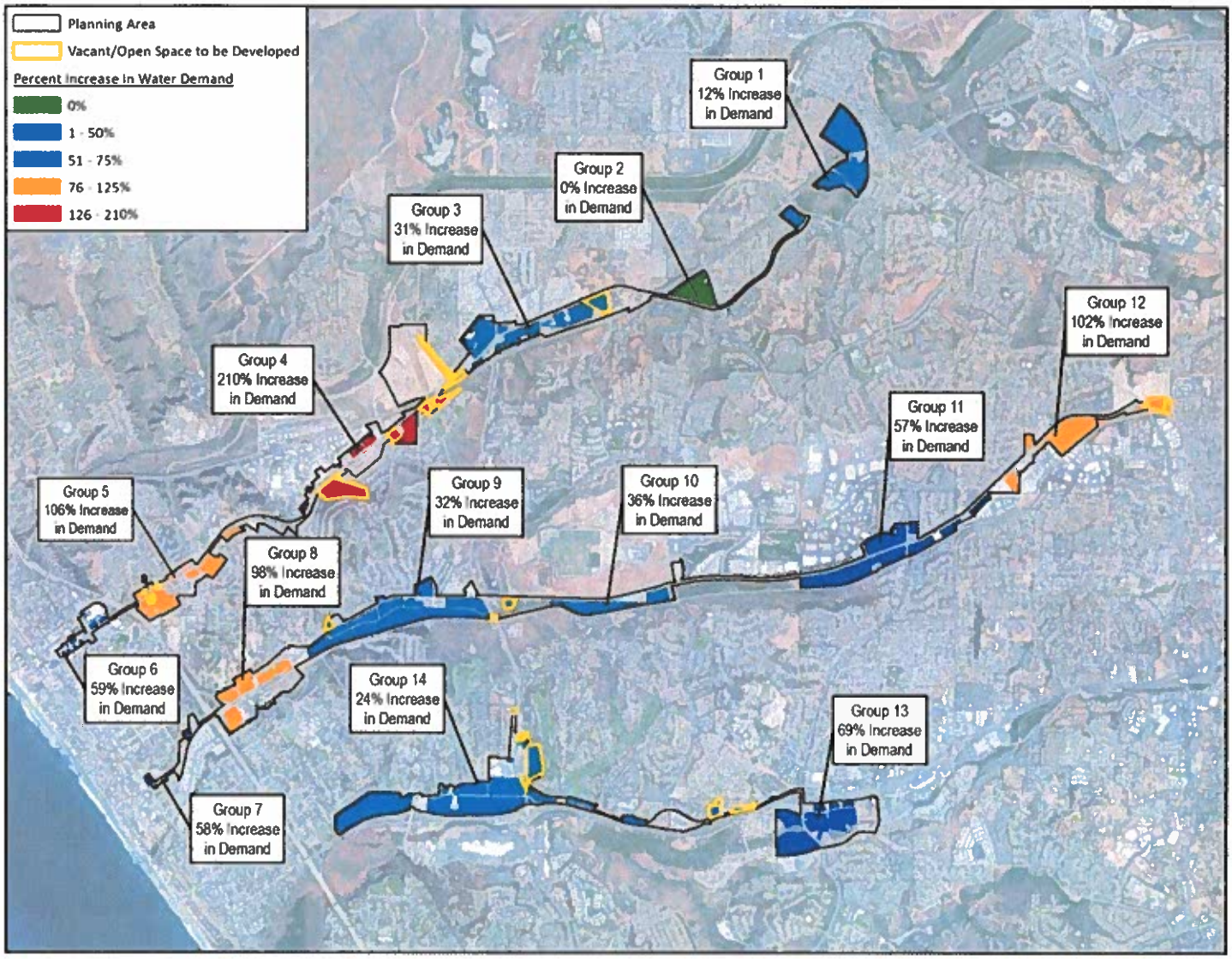
space. Under both alternatives, the commercial and industrial land uses stay the same, however, the vacant/open space parcels are converted to commercial and medium density residential resulting in the largest projected increase in water demand of all groupings. As vacant/open space areas are not typically considered as having water demands during build-out of the distribution system, these parcels in particular are recommended to be evaluated as part of the next City water and sewer master plan update.

The proposed developments on vacant/open space parcels in Group 4 are mostly adjacent to large diameter (24") water mains with the exception of large medium density residential development on the hillside near the intersection of Mission Ave and Carolyn Cir.

Other planned improvements in the vicinity of Group 4 include:

- Sewer system project WW0-1 (2020) associated with the outfall relocation is located near the intersection of Mission Ave and Highway 76.
- Water system project WC-7 (2050) at Mission Ave and Mesa Dr. Need to determine if this would have any impact on the developments east on Mission Ave.

Figure 5-10: Increase in Water Demand as a Result of Land Use Changes Under Alternative A



Group 5: Group 5, located along Mission Avenue just east of I-5, currently includes mostly commercial land use and a small amount of vacant/open space. Under both Alternatives, a high percentage of the commercial land use is converted to medium density mixed-use which has a 100% increase in projected water demand.

The proposed developments on vacant/open space parcels in Group 5 are mostly smaller parcels surrounded by development and within close proximity to larger diameter water mains.

Other planned improvements in the vicinity of Group 4 include:

- Water system project WC-7 (2050) at Mission Ave and Mesa Dr. Need to determine if this would have any impact on the developments west on Mission Ave.

Group 12: Group 12 located at the eastern end of Oceanside Boulevard approaching Melrose Avenue contains commercial land uses and vacant/open space are projected to be converted to medium density mixed-use. The conversion of open space to mixed-use represents the majority of the group's overall increase in demand. There are no City capacity improvement projects for water or sewer infrastructure identified in the vicinity of Group 12.

Group 11: Group 11, centered around Oceanside Boulevard at College Boulevard, contains commercial land uses projected to be converted to mixed-use. Although the overall score for the group was lower than some of the other groups, the relative

amount of development within the group puts it high on the list of increase in project demands. Because the land uses in Group 11 are already developed, the overall additional water demand associated with the change is land used is expected to be minimal and not necessitate upsizing of existing infrastructure.

FIRE FLOW CAPACITY

In addition to typical water demands for each developed parcel, the water infrastructure must be sized and have capacity to support the required fire flow to each parcel. The fire flow requirement is based on land use. The following table is from Table 6.1 of the latest City of Oceanside Water Master Plan and provides the flow and duration of fire flow required for each land use type.

For each parcel group, both the increase in water demand and the potential for increased infrastructure capacity to support changes in fire flow need to be considered. The following Groups have been identified as having a potential risk of substandard fire flow associated with changes in the land use.

Group 10: Group 10 located along Oceanside Blvd east of El Camino, includes approximately 18 acres of agricultural land that may not have been considered for fire flow and is proposed to be converted to commercial land use, requiring capacity for 4,000 gpm. This reach of Oceanside Blvd likely has a water transmission pipeline sufficient for supporting fire flow.

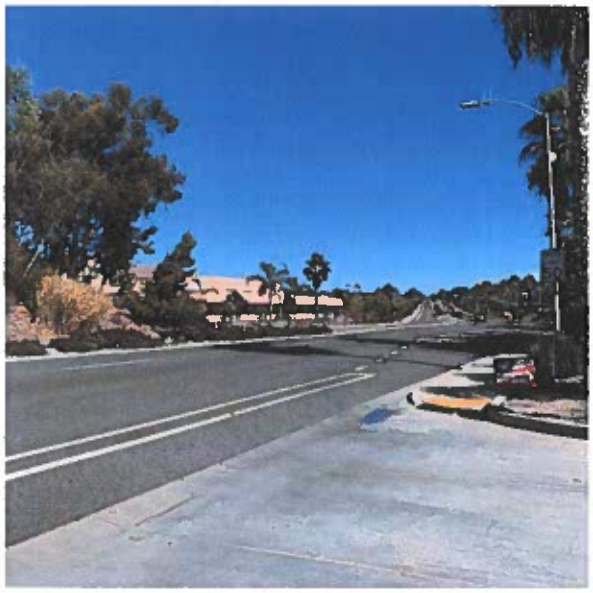
Table 5-7: Fire Fighting Capabilities, City of Oceanside Water Master Plan		
Single Family Residential	1,500	gpm for 2 hours
Multiple Family Residential	3,000	gpm for 2 hours
Commercial	4,000	gpm for 4 hours
Industrial	4,000	gpm for 4 hours
Institutional	4,000	gpm for 2 hours

Group 12: Group 12 is located along Oceanside Blvd near the City's eastern border. Several existing vacant parcels are proposed to be changed to mixed-use (commercial). The existing water transmission pipeline in Oceanside Blvd is 12" and likely sufficient to provide necessary fire flow.

Group 14: Group 14, north of HWY 78 at El Camino, contains approximately 15 acres of vacant parcels primarily adjacent to the El Camino Golf Club, planned for conversion to commercial land use. The existing water infrastructure within this area is likely sufficient to provide fire flow.

Group 3: Group 3, along Mission Avenue near the San Luis Ray Mission, includes a 7 acre vacant parcel projected for conversion to public use. The existing water infrastructure currently serving the SLR Mission likely has capacity to support the conversion of the vacant parcel in terms of providing fire flow.

Group 4: Group 4 along Mission Ave includes several vacant parcel conversions including the large 17 acre open space parcel to medium density residential. With a fire flow requirement of 1,500 gpm, the existing infrastructure is likely sized to accommodate this development.



CONCLUSION

The primary driving factor for the increased water demand associated with the proposed Alternatives is the conversion of vacant and open space parcels within the corridors. While the calculated demands for those parcels targeted for change can have group increases up to 210% as shown in **Table 5-6**, the actual increase in water demand when considering the volume in terms of equivalent dwelling units is still relatively small. The current estimate average day water demand for the City as a whole is approximately 28 million gallons per day. As shown in **Table 5-6**, considering full buildout of all the parcels proposed for updating land-use will result in an increase of 2.0% in water demand. Water conservation measures alone can potentially negate any future increase in demand associated with the proposed land use changes.

Therefore, based on this high-level review of the areas proposed for changes, Dudek does not foresee significant water infrastructure impacts associated with the proposed land use changes. We do recommend that the four (4) largest undeveloped parcels targeted for conversion be modeled as part of the City's water system hydraulic model to observe potential flow and pressure effects. The following table are the four parcels to evaluate:

All other parcels with proposed land use changes are not anticipated to require significant upgrades to the water distribution system.

With regard to the sewer collection system, the same evaluation of the above vacant and open space parcels and their conversion to development should be considered for the ability to connect to the sewer collection system. Following review of the latest City Sewer Master Plan, no capacity related projects were identified downstream of the subject parcels from this study. Therefore, while validation through modeling is recommended, particularly for current vacant and open space parcels, the capacity of the downstream sewer collection system is expected to have sufficient capacity to accommodate the increased sewer flow generation associated with the land use changes.

Table 5-8: Parcels to Evaluate Further

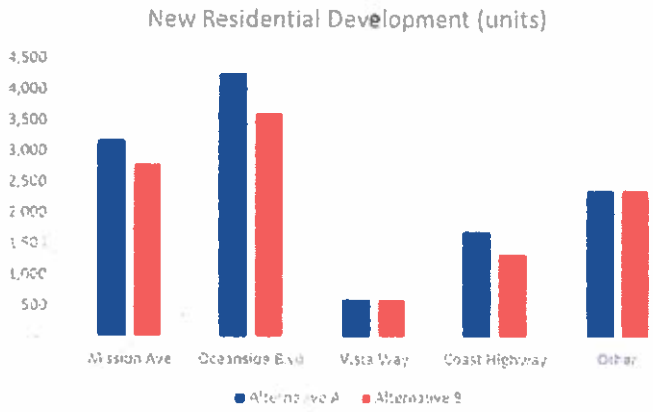
Group	Parcel APN	Area (acres)	Existing Land Use	Alternative A Land Use
4	1461402200	17	Open Space	Medium Density Residential
14	1651910500	11	Vacant	High Density Residential
3	1580670100	7	Vacant	Public and Semipublic
12	1610302300	5	Vacant	Mixed-use


ONWARD
OCEANSIDE

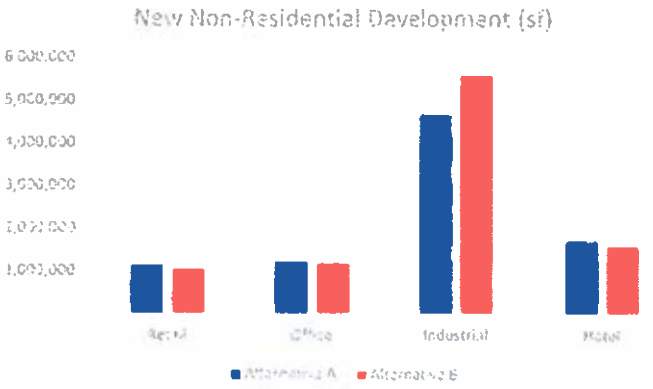
ATTACHMENT 3

Buildout Charts for GPU Project Alternatives A and B

Residential		
	Alternative A	Alternative B
Mission Av	3,174	2,795
Oceanside	4,241	3,619
Vista Way	616	616
Coast High	1,703	1,355
Other	2,369	2,390
Total	12,103	10,775



Non-Residential		
	Alternative A	Alternative B
Retail	1,135,200	1,046,100
Office	1,212,700	1,202,900
Industrial	4,655,100	5,590,000
Hotel	1,680,600	1,596,900



LAND USE

Opportunity Sites BUILDOUT SUMMARY - Alt A

	Residential (units)	Non-Residential (square feet) Total	Retail	Office	Industrial	Hotel	Hotel rooms
Existing Development on Opportunity Sites to Remain	2	5,142,657	3,326,036	350,471	1,352,913	109,759	140
New Development							
Pipeline	3,800	2,718,300	348,681	58,075	-	486,638	1,133
Housing Element Sites[1]	6,500	-	-	-	-	-	-
South Morro Hills	900		283,425			94,475	60
Accessory Dwelling Units[2]	1,500						
SB9 Additional Units[3]	3,000						
Net Additional New	4,400	7,413,664	503,086	1,154,644	4,655,108	1,099,456	1,370
Total New	20,100	10,132,000	1,135,200	1,212,700	4,655,100	1,680,600	2,600
Mission Avenue	26%	7%	32%	28%	0%	22%	
Oceanside Blvd	35%	14%	-10%	0%	26%	11%	
Vista Way	5%	8%	39%	22%	0%	35%	
Coast Highway	14%	0%	-11%	5%	-1%	3%	
Other	20%	72%	51%	27%	75%	28%	
Market Demand Analysis	21,000 - 33000 N/A	645,000 - 1,163,000		900,000 - 1,600,000 1,100,000 - 2,200,000 (Flex/R&D)	4,600,00 - 8,500,000	N/A	3,267 - 4,040

JOBS
Alternative A

	Retail	Office	Industrial	Hotel	Other	Total
Pipeline	1,400	200	-	1,000	400	3,000
Additional Ne	2,000	3,800	6,700	2,200	2,200	16,900
Total New	3,400	4,000	6,700	3,200	2,600	19,900

Population	Jobs to Employed Residents Ratio
53,700	0.65

Average Residential Densit	Jobs to Housing Units Ratio
38	0.79

Opportunity Sites BUILDOUT SUMMARY - Alt B

	Residential (units)	Non-Residential (square feet) Total	Retail	Office	Industrial	Hotel	Hotel rooms
Existing Development on Opportunity Sites to Remain	2	5,142,657	3,326,036	350,471	1,352,913	109,759	140
New Development							
Pipeline	3,800	2,718,300	348,681	58,075	-	486,638	1,133
Housing Element Sites[1]	5,500	-	-	-	-	-	-
South Morro Hills	900		283,425			94,475	60
Accessory Dwelling Units[2]	1,500						
SB9 Additional Units[3]	1,500						
Net Additional New	4,100	8,223,901	413,960	1,202,851	5,590,001	1,015,820	1,270
Total New	17,300	10,942,200	1,046,100	1,260,900	5,590,000	1,596,900	2,500
Mission Avenue	26%	10%	30%	28%	2%	22%	
Oceanside Blvd	34%	21%	14%	22%	23%	12%	
Vista Way	6%	10%	22%	21%	2%	35%	
Coast Highway	13%	0%	-14%	2%	-1%	3%	
Other	22%	59%	48%	27%	74%	27%	
New Development Market Demand Analysis	21,000 - 33000 N/A	645,000 - 1,163,000		900,000 - 1,600,000 1,100,000 - 2,200,000 (Flex/R&D)	4,600,00 - 8,500,000	N/A	3,267 - 4,040

JOBS
Alternative B

	Retail	Office	Industrial	Hotel	Other	Total
Pipeline	1,400	200	-	1,000	400	3,000
Additional Ne	2,800	4,000	8,000	2,200	2,600	19,600
Total New	4,200	4,200	8,000	3,200	3,000	22,600

Population	Jobs to Employed Residents Ratio
46,200	0.67

Average Residential Densit	Jobs to Housing Units Ratio
32	0.84

[2] See Housing Element for details

[4] Using Housing Element assumption of 50 units per year (p. V-42)

[3] Source: Terner Center analysis (https://ternercenter.berkeley.edu/research-and-policy/duplexes-lot-split-sb-9/)