



City of Oceanside

300 North Coast Highway,
Oceanside, California 92054

Staff Report

File #: 25-1042

Agenda Date: 10/7/2025

Agenda #: 4.

DATE: October 7, 2025

TO: Chairperson and Members of the Community Development Commission

FROM: Development Services Department

TITLE: CONFIRMATION OF CALIFORNIA ENVIRONMENTAL QUALITY ACT CATEGORICAL EXEMPTION AND CONSIDERATION OF A DEVELOPMENT PLAN (RD22-00004), VESTING TENTATIVE MAP (RT22-00001), AND DENSITY BONUS REQUEST (DB22-00008) TO ALLOW THE CONSTRUCTION OF A MIXED-USE PROJECT WITH 206 DWELLING UNITS, INCLUDING 31 OF THE UNITS (15 PERCENT) RESERVED FOR LOW- AND MODERATE-INCOME HOUSEHOLDS, AND FIVE LIVE-WORK UNITS WITH GROUND FLOOR COMMERCIAL SPACE, ON A 1.42-ACRE SITE LOCATED AT 810 MISSION AVENUE - 810 MISSION - APPLICANT: TOLL BROTHERS APARTMENT LIVING

RECOMMENDATION

Staff recommends that the Community Development Commission (CDC) adopt a resolution confirming issuance of a Categorical Exemption per California Environmental Quality Act (CEQA) Guidelines Article 19, Section 15332 (In-fill Development Projects) and approving a Development Plan (RD22-00004), Vesting Tentative Map (RT22-00001), and Density Bonus (DB22-00008) to allow the construction of a proposed mixed-use development project comprised of 206 dwelling units, including 31 units reserved for low- and moderate-income households, and five live-work units with ground floor commercial space on a 1.42-acre site at 810 Mission Avenue.

BACKGROUND AND ANALYSIS

Located at 810 Mission Avenue, the 1.42-acre project site consists of one parcel of record and encompasses the majority of a city block. The site is bounded by Mission Avenue, North Nevada Street, Pier View Way, and North Clementine Street, and is currently developed with the North County Transit District (NCTD) headquarters and associated parking facilities. The property has a General Plan designation of Downtown (D) and a corresponding zoning designation of (D) Downtown Subdistrict (D-2), which permits mixed-use development with approval of a "Mixed-Use Development Plan." Surrounding uses include a mix of commercial and office uses to the north, south, east, and west. The project site is located within 0.5 miles of the Oceanside Transit Center (Transit Overlay District), which functions as a major regional transit hub providing rail and bus connections to locations throughout Southern California. An aerial view of the project site (outlined in red) is depicted in Figure 1 below.

Figure 1 - Project Site

In conjunction with the Oceanside Transit Center (OTC) Redevelopment Project located at 235 South Tremont Street, NCTD intends to relocate its headquarters to OTC and redevelop the 810 Mission site into a mixed-use development. Redevelopment of the existing headquarters would occur after the new OTC headquarters building is constructed and fully operational.

PROJECT DESCRIPTION

The project application is comprised of three components including a Development Plan, Vesting Tentative Map, and Density Bonus as follows:

Development Plan (RD22-00004) represents a request for the following:

To allow the demolition of the existing site currently developed with the NCTD Headquarters office building and associated parking lot and construction of a mixed-use development plan consisting of a 7-story building, totaling 326,647 square feet of area, with 206 multi-family dwelling units. Five of the dwelling units would be live-work units with ground floor commercial space along the Mission Avenue and North Nevada Street frontages. The first floor of the building would consist of a residential lobby, leasing office, live/work commercial space, parking facilities, a trash room, and

storage rooms. A vehicle entrance on North Nevada Street would provide access to first floor and subterranean parking levels.

The second floor would include residential units, the upper level of live/work units, a gym, a bike storage room, and parking. Access to the second level parking garage would be provided from North Clementine Street. The third floor would include residential units and an outdoor amenity deck with seating areas, a lounge, and a swimming pool. Floors four through seven would be dedicated to residential dwelling units with a lounge and associated exterior amenity deck located on the seventh floor.

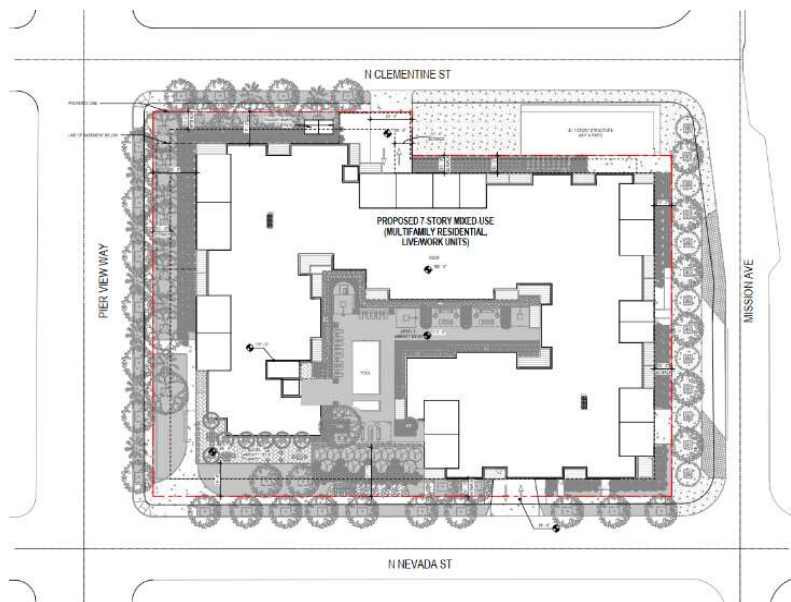
As shown in Table 1, residential dwellings would consist of 53 studios, 99 one-bedroom units, 40 two-bedroom units, nine three-bedroom units, and five live-work units dispersed across seven floors of the building. Of these units, 10% (21 units) would be designated as affordable at the low-income level, and 5% (10 units) would be designated at the moderate-income level.

Table 1: Residential Units

Unit Type	Area Range (SF)	Ave. Area (SF)	Units	Affordable Units		
				Low	Moderate	Total
Studio	599 - 675	635	53 (25.7%)	6 (11.3%)	2 (3.8%)	8 (15.1%)
1BR/1BA	666 - 778	743	99 (48.1%)	10 (10.1%)	5 (5.1%)	15 (15.2%)
2BR/2BA	904 - 1,222	1,103	40 (19.4%)	4 (10%)	2 (5.0%)	6 (15.0%)
3BR/2BA	1,242 - 1,384	1,326	9 (4.4%)	1 (11.1%)	1 (11.1%)	2 (22.2%)
Live-Work	1,223 - 1,647	1,454	5 (2.4%)	0 (0%)	0 (0%)	0 (0%)
Total		822	206 (100%)	21 (10.2%)	10 (4.9%)	31 (15%)

Two of the five live/work units would consist of two levels with the commercial portion located on the ground floor and an upper level for residential use. The affordable housing units would be evenly distributed throughout the building with the same unit sizes and bedroom counts as the market rate units. A site plan is provided in Figure 2 below.

Figure 2 - Site Plan



Building Design: As described in the attached project narrative, the building was designed to introduce a multi-story, urban housing format to reinforce the area's pedestrian orientation while activating adjacent streets at the pedestrian level. The architectural design of the building is

described as a blend of historic and contemporary design meant to embrace Oceanside's coastal setting. Features include pitched roof accents, arches marking entries and passageways, exterior balconies, and canopies to enrich the building's appearance and create transitions between indoor and outdoor space. Exterior materials consist of a mix of stucco, composite siding, and brick veneer in various light colors.

A perspective of the Mission Avenue frontage is depicted in Figure 3 below.

Figure 3 - Mission Street Frontage



Parking: Three levels of parking would be integrated into the building design with a total of 255 parking spaces. One and one-half (1.5) of the levels would be subterranean with the remaining parking located above grade on floors one and two. All parking would be accessed from North Nevada Street and North Clementine Street. The proposed parking ratios would be applied in accordance with Density Bonus Law. In addition, bicycle racks and secured bicycle lockers would be provided onsite. Detailed parking calculations are provided in Table 2 “Development Standards.”

Landscaping and Open Space: The proposed project would incorporate a variety of landscape materials, including the planting of street trees along the sidewalk and various small trees, shrubs, and groundcover within landscape setbacks. Some community members have raised concerns regarding removal of the existing Ficus trees along Pier View Way. Ficus trees are known for their invasive root systems, which can damage sidewalks, streets, and underground utilities. The Ficus trees proposed to be removed are on NCTD property and not within the public right-of-way. Existing plantings along the public rights-of-way consist of mature pine trees along Nevada Street and palm trees along Mission Avenue, North Clementine Street, and Pier View Way. The proposed project includes the removal of existing palm trees in the rights-of-way long North Clementine and Pier View Way; existing palm trees along Mission Avenue would remain. At the street levels surrounding the property, a regular planting of trees would be provided to shade sidewalks, while generous landscape setbacks are provided by a rich mixture of small trees, shrubs, and groundcover to enhance the site, add privacy to ground floor residences and patios, and screen parking where needed. Common and private open space would be provided for residents, including an 8,457-square foot of outdoor common area and 13,997 square feet of private balconies.

Further details on the proposed project’s design are included in the August 20, 2025 Downtown Advisory Committee (DAC) Staff Memorandum (Attachment 4).

Vesting Tentative Map (RT22-00001) represents a request for the following:

To accommodate a vacation of a public alley intersecting the project site between North Clementine Street and Nevada Street.

Density Bonus (DB22-00008) per State Density Bonus Law (SDBL) represents a request for the following:

To allow a residential development that would reserve 31 units (15%) of the total 206 apartment units for low- and moderate-income households. Ten percent (10%; 21 units) would be reserved as low-income units and five percent (5%; 10 units) would be reserved as moderate-income units. At the time of application submittal (SB 330 and Entitlement applications - August 24, 2022) the City did not have a maximum density established for mixed-use projects in the Downtown District. Therefore,

the project is not subject to the 86-dwelling unit per acre density cap approved by the Community Development Commission on October 18, 2023. The project would have a realized density of 145 dwelling units per acre on the 1.42-acre site.

By reserving 15% of the overall unit count for affordable housing, the developer is entitled to all the benefits of SDBL, including incentives or concessions, unlimited waivers from development standards, and reduced parking ratios. The 31 affordable units would be proportional, with respect to size and bedroom count, to the market rate rentals and dispersed throughout the project.

State law entitles projects to certain incentives or concessions and provides for waivers from development standards that would physically preclude the project at the density proposed. The granting of waivers does not reduce the number of incentives allowed on a project, and the number of waivers that may be requested and granted is not limited. State Law prohibits the City from denying any requested incentives/concessions or waivers unless findings are made that the incentives/concessions or waivers would have a *“Specific Adverse Impact,”* which is defined as *“a significant, quantifiable, direct, and unavoidable impact, based on objective, identified written public health or safety standards, policies, or conditions as they existed on the date the application was deemed complete.”* State law further establishes that *“inconsistency with zoning ordinance or general plan land use designation shall not constitute a specific, adverse impact on public health or safety,”*.

State law also provides that “the receipt of a density bonus, incentive, concession, waiver, or reduction of development standards shall not constitute a valid basis on which to find a proposed housing development project is inconsistent, not in compliance, or not in conformity, with an applicable plan, program, policy, ordinance, standard, requirement, or other similar provision . . .” The project is entitled to one (1) incentive/concession and unlimited waivers. The applicant is not seeking an incentive/concession but is requesting six waivers as outlined below:

Waivers: In order to accommodate the proposed density and provide 206 residential units on the project site, the project cannot physically comply with all applicable development standards, according to the applicant. The applicant has requested waivers from the following development standards pursuant to SDBL:

1. Building Height
2. Exceptions to Height Limits
3. Site Landscaping
4. Usable Open Space
5. Private Outdoor Living Space
6. Maximum vehicular access width

The table below provides further details regarding development standards and the proposed waivers:

Development Standard	Current Zoning (D-2) Standard per Article 12 of Zoning Ordinance	Project as Proposed	Notes
Maximum Density	Density not applicable for project	145 DU/AC (206 units / 1.42 acres)	Complies with Code
Minimum Lot Area	5,000 sf	61,885 (1.42 acres)	Complies with Code
Minimum Lot Width	50'	220'-2" X 300'-3"	Complies with Code
Minimum Setbacks	Front: 10' Rear: 5' Side: 10'	Front: 10' Rear: 5' Side: 10'	Complies with Code
Maximum Height	65 feet, and up to 90 feet upon approval of a Conditional Use Permit per Article 12, Section 1232(N)1(d)	90'	Waiver request to allow proposed increase in height limit without a CUP
Exceptions to Height Limits	Specified roof structures may exceed base zoning code height limits by no more than 10 feet; exceptions subject to a Conditional Use Permit per Article 12, Section 1232(O) and Article 30, Section 3018(B)	Roof structures and appurtenances will not exceed the proposed 90 foot height limit	Waiver request would allow roof structures and appurtenances to exceed the 65-foot base height limit by more than 10 feet without a CUP, but would not exceed the proposed 90 foot height limit

Minimum Site Landscaping	25% minimum site landscaping; shall be provided on the lot surface, except for landscaping located directly above underground parking which is 50% or more below grade per Section 1232 and Section 1232(R) Equates to 15,713 sf	25% provided all-on-site landscaping, including landscape areas located on upper level courts and terraces Provides 15,713 sf of landscaping (if upper landscaping included)	Waiver would allow landscape on upper level courts and terraces to count toward the site landscaping requirement
Usable Open Space	Minimum 200 square feet per unit of total open space (totaling 41,200 square feet required for the proposed development) per Article 12, Section 1232(FF)	109 square feet per unit of total open space (totaling 22,454 square feet provided for the proposed development)	Waiver request would reduce the requirement for total open space
Private Outdoor Living Space	Minimum 48 square feet per unit per Article 12, Section 1232 corner side (non-residential) 9,888 sf	Up to 54 dwelling units (26% of the 206 dwelling units) will not meet the requirement for a minimum 48 square feet private outdoor living space	Waiver request would allow some of the dwelling units (26%) to not meet the minimum 48 square feet per unit requirement; these units would be mostly comprised of studio and live-work units
Required Façade Modulation	25% of front and side elevation horizontal and/or vertical must be set back at least 5 ft from setback line	25% of front and side elevations are set back for more than 5 feet horizontally from setback line	Complies with Code

Renewable Energy	Residential Projects with 25 or more units shall install and maintain renewable energy facilities that supply at least 50% of forecasted electricity demand; in the event that installing a renewable energy facility is not feasible, applicants can purchase an energy portfolio comprising at least 75% renewable, emissions-free energy.	Owner will purchase an energy portfolio comprised of at least 75% renewable, emission-free electricity	Complies with Code
Urban Forestry Program	Tree canopy: 12% Permeable surface area: 22%	Tree canopy: 14% Permeable surface area: 24%	Complies with Code
Off-street Parking	Studios 53*1.0 = 53 1-BR Units 99*1.0 = 99 2-BR Units 40*1.5 = 60 3-BR Units 9*1.5 = 13.5 Live-Work Units 5*1.0 = 5 TOTAL 230.5 (rounded up to 231)	255 spaces	Complies with Code
Garage Drive Aisle	24'	24'	Complies with Code
Parking Stall Offset	12" offset from walls or columns	12" offset from walls or columns	Complies with Code
Accessible Parking	Residential: 2% of dwelling units 206 $DU \times 0.02 = 5$ accessible parking spaces	5 spaces (4 spaces + 1 van accessible)	Complies with Code

Bicycle Parking	None required	1 bicycle parking space per 5 units (11 spaces)	Complies with Code
EV Parking	Reserved EV Spaces - 15% = 35 spaces Charger-Equipped Spaces - 50% of 35 spaces = 18 spaces	Reserved EV Spaces = 102 spaces Charger-Equipped Spaces = 18 spaces	Complies with Code

Key Planning Issues

1. General Plan Conformance

The General Plan Land Use Map designation for the subject property is Downtown (D). The proposed project is consistent with this land use designation and the policies of the City's General Plan as follows:

A. Land Use Element

Goal 1.12 Land Use Compatibility

Objective: To minimize conflicts with adjacent or related uses.

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

The project site is located in close proximity (one-third of a mile) to the NCTD Oceanside Transit Center and is within the Oceanside Transit Overlay District. The vertical mixed-use building is consistent with the pattern of redevelopment in the downtown area that would help accommodate the City's regional fair share of housing growth, support commercial establishments in the downtown area, enhance walkability, and support transit service. The project would introduce a contemporary architectural design consistent with the variety of architecture in the surrounding downtown area. Being a highly urbanized area, the project would also reinforce pedestrian orientation and help activate adjacent streets.

B. Housing Element (2021-2029)

The City's Regional Housing Needs Allocation (RHNA) obligation for the Sixth Housing Element Cycle (2021-2029) estimates that the City will experience demand for 5,443 new dwelling units, including 718 low-income units, over the next eight years. By contributing 206 rental dwelling units, including 31 units reserved for low- and moderate-income households, to the City's existing housing stock, the proposed project would help to meet the projected housing demand and provide an opportunity for housing within the core downtown area in proximity to a variety of transit options.

The project is also consistent with the following goals and policies of the Housing Element:

Goal 1: Produce opportunities for decent and affordable housing for all of Oceanside's citizens.

The proposed project would add 206 new dwelling units, including 31 units for low- and moderate-income households, to the City's housing inventory. The City's Density Bonus Ordinance ensures quality by requiring that units must be proportional to the overall project in terms of unit mix, and square footage. There would be no distinction between the design of market rate and affordable units. As depicted in Table 1 of the Staff Report, live-work units would have an average area of 1,454 square feet, studio units would have an average area of 635 square feet, one-bedroom units would have an average area of 743 square feet, two-bedroom units would have an average area of 1,103, and three-bedroom units would have an average area of 1,326 square feet. All affordable units would be at least 80 percent of the average square footage of market rate units.

Policy 1.6: Encourage higher-density housing development along transit corridors and smart growth focus areas in order to encourage preservation of natural resources and agricultural land; reduce energy consumption and emissions of greenhouse gasses and other air pollutants; reduce water pollution occasioned by stormwater runoff; and promote active transportation with its associated health benefits.

The proposed project would result in a high-density mixed-use development with an effective density of 145 dwelling units per acre. Located along the transit corridor of Mission Avenue and approximately one-half mile distance from the Oceanside Transit Center, the proposed project is located within SANDAG's Smart Growth Opportunity Areas that encourages the preservation of natural resources and agricultural land, limits environmental impacts, and promotes active transportation.

Policy 2.1 Designate land for a variety of residential densities sufficient to meet the housing needs for a variety of household sizes and income levels, with higher densities being focused in the vicinity of transit stops, smart growth focus areas, and in proximity to significant concentrations of employment opportunities.

The proposed project would result in the construction of 145 dwelling units/acre mixed use project with 206 units in a mix of live/work, studio, 1-bedroom, 2-bedroom, and 3-bedroom apartments with a variety of household sizes, including 31 low- and moderate-income deed restricted units within a Transit Overlay District and in proximity to significant concentrations of employment opportunities.

Policy 3.5 Encourage the development of housing for low and moderate-income households in areas with adequate access to employment opportunities, community facilities, and

public services.

The proposed project would include 31 units reserved for low- and moderate-income households in the Downtown, which provides adequate access to employment opportunities, community facilities such as the Civic Center and Library, and public transit services located at the Oceanside Transit Center.

Policy 3.7 Encourage the disbursement of lower and moderate-income housing opportunities throughout all areas of the City.

The proposed project would aid in the disbursement of lower and moderate-income housing opportunities in the City's downtown within a Smart Growth Opportunity Area. By including affordable units, the project would provide housing opportunities in an area of the City that would likely be unattainable for lower income households. Located within one-half mile of the Oceanside Transit Center, the project would be considered a Transit Oriented Development (TOD) with a mix of commercial and residential uses that would encourage an efficient pattern of development in the Downtown District and support alternative modes of travel.

2. Downtown Zoning Ordinance Compliance

The proposed project is subject to the Downtown District land use and development standards within Article 12 of the Zoning Ordinance. In accordance with Article 12, Section 1231 (KK) of the Zoning Ordinance, mixed-use development projects shall set forth site specific development regulations with Section 1232 - Property Development Regulations for Residential and Nonresidential uses serving as a general guide for mixed-use development. Except where the applicant is seeking waivers consistent with Density Bonus Law and highlighted in Table 2, the project would comply with development standards for Downtown Subdistrict 2.

ENVIRONMENTAL REVIEW

Pursuant to the California Environmental Quality Act (CEQA), staff finds that the proposed project is Categorically Exempt pursuant to Article 19 Categorical Exemptions, CEQA Guidelines Section 15332 "In-fill Development Projects." The site is located in an urbanized area, and would not result in any significant environmental effects. See Attachment 5 for a CEQA Exemption report.

PUBLIC NOTIFICATION

Hearing Notice: The applicant posted a Notice of Project Application sign on the property and a legal notice was published in the newspaper and notices were sent to property owners within a 1500-foot radius and to tenants within a 100-foot radius of the subject property. Notices were also sent to

individuals and/or organizations requesting notification, the applicant and other interested parties.

Community Outreach: In accordance with the City's Enhanced Notification Policy (300-14), the applicant conducted extensive community outreach throughout the entitlement process. Outreach efforts included mail notifications, a project website (www.osidetransit.com [<http://www.osidetransit.com>](http://www.osidetransit.com)), door-to-door visits with neighboring businesses along Mission Avenue, and one-on-one or small group stakeholder meetings. Two community outreach meetings were held in the Civic Center Library Community Rooms on September 15, 2022 and April 26, 2023. The first meeting included an opportunity to learn more about the proposed redevelopment of the Mission Avenue site, meet the team, ask questions, and provide feedback. The second meeting focused on aesthetics. A presentation was given that highlighted the design elements and architectural concepts featured throughout the project. The project architect and landscape architect described the vision for the project as well as the approach and design process. See Attachment 6 for the Community Outreach Report.

The primary concerns raised by the public related to such issues as parking, landscaping, mobility elements to support active transportation, affordable housing, and sustainable design. The proposed project would provide 255 parking spaces, in excess of the required 231 spaces. The applicant plans to implement a modified unbundled parking program where each unit would receive one parking space. Additional parking spaces would be available for a fee. For landscaping, the project would include an integrated, water-wise, diverse mix of species. Short- and long-term bike parking and private bike storage and maintenance facilities would be provided beyond what is required. A Transportation Demand Management Plan would not be required for the project; however, the applicant would provide free PRONTO transit passes to residents upon move-in to encourage transit use. The proposed project would exceed Oceanside's Inclusionary Housing Ordinance by designating 15 percent of the units for affordable housing (the current requirement is 10 percent due to the project's SB 330 application which memorializes the requirement at the time the application was filed in 2022). In terms of sustainable design, the proposed project would exceed Cal Green requirements when feasible. The project would be 100 percent electric.

FISCAL IMPACT

The applicant has paid all development processing fees required for the consideration of this application.

COMMISSION OR COMMITTEE REPORT

At a Special Meeting of the Downtown Advisory Committee (DAC) conducted on August 20, 2025, the DAC unanimously recommended approval of the project (5-0 vote; Committee members Abril, Marshall, Sweeton - absent). See DAC Memo (Attachment 4).

CITY ATTORNEY'S ANALYSIS

The CDC is authorized to hold a public hearing in this matter. Consideration of the matter should be based on the testimony and evidence presented at the hearing. The supporting documents have been reviewed and approved as to form by the City Attorney.

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

ATTACHMENTS:

1. Staff Report
2. Community Development Commission Resolution
3. Reduced Plan Sets
4. Downtown Advisory Committee Memorandum, dated August 20, 2025
5. CEQA Exemption Memo
6. Community Outreach Report