

Oceanside Resort Community Project – Mixed-Use Development Plan

Introduction

Zephyr Oceanside LLC proposes to construct the Oceanside Resort Community Project (project) at the former Oceanside swap meet site located at 3480 Mission Avenue, Oceanside, CA 92054. The project site is currently zoned as Community Commercial under the City of Oceanside (City) 1992 Zoning Ordinance, with a Community Commercial General Plan Land Use Designation. Mixed-use development is allowed under the current Community Commercial zoning, subject to approval of a Mixed-Use Development Plan and Conditional Use Permit. Proposed commercial uses would be located within the central/southwestern portion of the site, and would include a 300-key resort hotel; approximately 100,000 square feet (SF) of retail and restaurants; approximately 20,000 SF of office space; and a variety of recreational uses and amenities. Multi-family residential uses are proposed to include approximately 700 units located within the northern and eastern portions of the project site. Approximately 20 acres of the site would be preserved as open space.

In accordance with Article 11, *Commercial Districts*, Section 1120, and Article 30, *Site Regulations (Citywide)*, Section 3042, *Mixed-use Plans*, of the Zoning Ordinance, any mixed-use development with commercial and residential land uses combined on one site requires the submittal of a “Mixed-Use Development Plan” and Conditional Use Permit. Base District Regulations and Property Development Regulations for Residential Districts and Commercial Districts serve as the guideline for a mixed-use development. Any deviations from the development regulations are evaluated based upon the merits of the development plan. The Zoning Ordinance states that a Mixed-Use Development Plan can be used to provide flexibility in land use regulations and site development standards “where flexibility will enhance the potential for superior urban design in comparison with development under the regulations as they exist if no development plan were approved.” The specific purposes of the Mixed-Use Development Plan are to:

- A. Establish a procedure for the development of parcels as a mixed-use development.
- B. Ensure orderly and thorough planning and review procedures that will result in quality urban design.
- C. Encourage variety and avoid monotony in developments by allowing greater freedom in selecting the means to provide access, light, open space, and amenities.
- D. Provide a mechanism whereby the City may authorize desirable developments consistent with the General Plan without inviting speculative rezoning applications, which, if granted, often could deprive other owners of development opportunities without resulting in construction of the proposed facilities.
- E. Encourage the preservation of serviceable existing structures of historic value or artistic merit by providing the opportunity to use them imaginatively for purposes other than that for which they were originally intended.
- F. Encourage the assembly of properties that might otherwise be developed in unrelated increments to the detriment of surrounding neighborhoods.

This document serves as the Mixed-Use Development Plan for the proposed Oceanside Resort Community Project. The proposed mixed-use development project creates an opportunity for flexibility in that it mixes the uses of resort/commercial with office and multi-family residential uses. Consistency of the proposed project with the applicable development regulations, as well as specific development standards to be implemented under the Mixed-Use Plan, are detailed in the section below.

Mixed-Use Plan

Mixed-use development is an important component of traditional neighborhood development scenarios as well as successful smart-growth communities. Mixed-use development combines two or more different types of land uses in close proximity, where the functions are physically and functionally integrated and provide opportunities for enhanced design, pedestrian connections, and community interaction. This type of development allows for convenient access between residences, commercial services, employment opportunities, and other uses. Compatibility issues are addressed through focused development standards and coordinated site layout and building design.

The proposed Mixed-Use Development Plan will be an integrated plan, where uses would be sited to share parking, traffic circulation, recreational and open space areas, etc. The proposed project site would be developed in two distinct but integrated areas – the resort community component, comprised of resort, commercial, office, and recreational uses; and the residential component. Approximately 20 acres of the site would be preserved in open space, including a 4-acre stepping stone wildlife corridor located along the eastern property boundary. The Mixed-Use Plan for each of these areas is described below.

Resort, Commercial, and Recreational

The approximately 35 acre resort area is located in the central/southwestern portion of the project site, with access off Foussat Road. This component of the project would include a 300 key, California lifestyle resort, approximately 100,000 SF of shopping and dining facilities, approximately 20,000 SF of office space, community amenities, and recreational opportunities. A variety of recreational uses, including a wave lagoon, rock climbing walls, bike path/trails, fitness center, yoga pavilion, and spa, are proposed to be included. Approximately 968 parking spaces are proposed to accommodate the commercial uses.

The City's regulatory ordinances provide flexibility with respect to whether mixed-use development may be vertical or horizontal. For the proposed project, there are a number of advantages to a horizontal mixed-use development design. The project site is constrained by the 00-foot-wide easement corridor containing San Diego Gas & Electric (SDG&E) overhead transmission lines and other utilities, which traverses the eastern portion of the site. General Plan Policy 2.25 provides that locational requirements should be considered that ensure compatibility with surrounding land uses. Based on these considerations, the project proposes a horizontal mixed-use design in order to allow for the incorporation of project design elements such as pedestrian and bicycle access, visual elements, and adjacent land use considerations. Additionally, the project will integrate some vertical mixed-use by incorporating second floor office space over ground floor retail. The project incorporates the following into the Mixed-Use Development Plan:

- Efficient vehicle circulation that serves all uses and complements the on-site pedestrian and bicycle circulation system;

- Access to modes of transportation other than automobile, including electric bikes and mobility hubs;
- Easy access and connectivity to adjacent and proximate land uses;
- Attractive and highly visible street/monument signage and other identification elements;
- Architectural and site design that exemplifies the proposed “California lifestyle;”
- A network of trails and walkways that connects the varying on-site uses and off-site areas; and
- The creation of a true live, work play community.

Residential

The approximately 35-acre residential component of the project would be developed in the northern and eastern areas of the site, with connectivity between the two areas proposed for residential development and to the circulation proposed as part of the Oceanside Resort Community. Pursuant to the City’s Zoning Ordinance, Mixed-Use Plans, Section 3042, *Development Regulations*, the residential component of a mixed-use project can achieve densities up to 29 dwelling units per gross acre; additional density is granted for projects that exhibit superior design and meet quality characteristics established by General Plan policy. Up to 700 multi-family residential units are proposed, which would be below the maximum 29 dwelling unit per gross acre density allowed under the Zoning Ordinance (up to 1,015 dwelling units for the 35-acre residential portion of the site).

The residential components of the project would be connected to the on-site pedestrian and bicycle circulation system provided within the resort/commercial area of the site, providing access and connectivity to adjacent and proximate land uses as well as the San Luis Rey River Trail.

City of Oceanside Housing Element

The City of Oceanside 2013-2021 Housing Element (Housing Element) provides strategies that facilitate the development of a variety of housing types throughout the City to accommodate the City’s housing needs. The Housing Element recognizes that the City cannot rely on greenfield development to meet its future housing needs; infill development within sites with existing infrastructure represent the best potential for residential development. It is acknowledged that the City’s housing stock is expected to be augmented through infill and redevelopment both within and adjacent to the commercial corridors of Coast Highway, Mission Avenue (immediately south of the project site), Oceanside Boulevard, and Vista Way, where zoning allows for high-density housing in conjunction with mixed-use development (refer to Housing Element Appendix B – Land Inventory). Development of residential uses within commercial areas is noted to enhance the viability of retail and service sectors and promote greater synergy among commercial uses. Designation of the project site for mixed-use development would allow it to include a high-density residential component that would contribute to the City’s available housing stock.

Chapter V, *Housing Action Plan*, contains the goals and policies the City will implement to address housing-related issues during the 2013-2021 planning period covered by the current Housing Element. The proposed project has been assessed for consistency with these goals and policies, which are focused around maintaining a reasonable balance between rental and ownership housing opportunities, between senior and family housing, and encouraging a variety of individual choices of tenure, type, and location of housing throughout the community. Consistency with applicable policies is detailed below:

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

Policy 1.1: Promote a high quality urban environment with stable residential neighborhoods and healthy business districts.

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

Future development under the General Plan is based upon sustainable and smart growth principles endorsed by the San Diego Association of Governments (SANDAG), which promote higher density development in key areas near public transit. North County Transit District (NCTD) bus service in Oceanside includes high-frequency headways between the Oceanside and Vista Transit Centers along the Mission Avenue commercial corridor within which the project site is located. SANDAG's Smart Growth Concept Map for the North County Subregion identifies Mission Avenue as a Rapid Transit corridor in the 2050 Transit Network from San Diego Forward: The Regional Plan. The project would provide high-quality residential uses that would be compatible with adjacent uses. Connectivity to alternate modes of transportation would be provided for both the residential and commercial components of the project.

Goal 2: Encourage the development of a variety of housing opportunities, with special emphasis on providing:

- **A broad range of housing types, with varied levels of amenities and number of bedrooms.**
- **Sufficient rental stock for all segments of the community, including families with children.**
- **Housing that meets the special needs of the elderly and persons with disabilities.**
- **Housing that meets the needs of large families.**

Policy 2.2: Encourage both the private and public sectors to produce or assist in the production of housing with particular emphasis on housing affordable and accessible to lower income households, persons with disabilities, elderly, large families, female-headed households, and homeless persons.

The proposed multi-family residential units would include a variety of sizes to accommodate a range of housing needs. The project will contribute significantly to the needs of low-income families through the payment of Affordable Housing in-Lieu Fees.

Policy 2.4: Encourage developers to employ innovative solutions to meet housing needs, including adaptive reuse of existing non-residential buildings.

While no non-residential buildings are currently provided on site, the project is proposing mixed-use development within an area zoned as Community Commercial in order to provide an innovation solution to the City's housing needs. Residential uses would be integrated into the site, where adjacent employment, shopping, and recreational uses would be available to residents. Moreover, the project will implement alternative transportation opportunities through the development of mobility hubs throughout the site.

Goal 3: Protect, encourage, and provide housing opportunities for persons of low and moderate income.

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.

As noted above, the project will contribute significantly to the needs of low-income families through the payment of Affordable Housing in-Lieu Fees. The proposed mixed-use development would offer access to employment opportunities and recreational facilities for the residential uses. The project would provide connectivity to public transit and other alternate modes of transportation, including the San Luis Rey River Trail.

Mixed-Use Development Standards

Development regulations applicable to the proposed Mixed-Use Development Plan are provided in the following sections. These regulations are complemented by the Site Plan and Landscape Plans prepared for the project, which present the site, building, and landscape design elements applicable to the project.

The development standards presented in Table 1, *Mixed-Use Plan Development Standards*, are based on the development regulations established in the 1992 Zoning Ordinance; specific sections of the Zoning Ordinance are referenced as applicable for applicable development standards. These regulations are intended to allow for flexibility with specific development proposals while providing reliable base standards and criteria to ensure appropriate mixed-use development. The standards support flexibility in site design and promote a mixed-use community development pattern and scale that is compatible with adjacent areas.

The following standards are based on the Base District Regulations and Property Development Regulations for Commercial Districts (Article 11 of the 1992 Zoning Ordinance), as well as applicable standards for Residential Districts (Article 10 of the 1992 Zoning Ordinance). Where this Mixed-Use Development Plan does not address a particular development standard, the applicable standards of the 1992 Zoning Ordinance for the underlying Community Commercial zoning of the project site shall apply. Section 3042 of the 1992 Zoning Ordinance states that the development standards of an existing overlay district may be modified by the Mixed-Use Plan if demonstrated to promote superior design; deviations from the development regulations shall be evaluated based upon the merits of the development plan. If there is discrepancy between the provisions of the Zoning Ordinance and the regulations set forth in this Mixed-Use Development Plan, the Mixed-Use Development Plan shall prevail.

**Table 1
MIXED-USE PLAN DEVELOPMENT STANDARDS**

Standard	Mixed-Use Development Plan
Minimum Lot Area – Commercial	10,000
Minimum Lot Area –Residential	5,000
Minimum Lot Width – Commercial	No minimum
Minimum Lot Width – Residential	50 ft
Maximum Site Coverage ¹	50%
Minimum Building Setbacks	15 ft from front- and side-facing bldgs
Maximum Building Height ²	50 ft
Maximum Vertical Wall Dimension	50 ft
Maximum Horizontal Wall Dimension	200 ft
Maximum Base FAR	1.0
Maximum FAR Bonus	0.5
Minimum Site Landscaping	15%
Maximum Permitted Fence and Wall Heights	See Section 3040
<i>Fence within front yard setback area abutting street</i>	3.5 ft
<i>Fence within other yard setback areas</i>	6 ft
<i>Retaining wall</i>	3.5/6ft – 3.5 feet in front yard/6 ft in other yard areas
<i>Wall abutting a residential district</i>	8 ft - solid, decorative masonry wall
<i>Outdoor storage/work area screening wall</i>	8 ft
Maximum dwelling units per gross acre	29
Vehicular Access	See Section 3114
Signs	See Article 33
Outdoor Facilities	See Section 3020
Views into Buildings Screening of Mechanical Equipment	See Section 3021
Refuse Storage Areas	See Section 3022
Underground Utilities	See section 3023
Performance Standards	See Section 3024
Nonconforming Structures	See Article 35

1 Site coverage to be based on the overall development site area, not individual dwelling unit lot areas.

2 Building height shall be measured from finished grade, exclusive of all architectural and structural features per Section 3018 of the Zoning ordinance “Exceptions to Height Limits.”

The Housing Element of the General Plan and Section 3042 of the Zoning Ordinance prescribe that residential unit types included in a Mixed-Use Plan shall not exceed 29 dwelling units per acre for the total area of parcels designated for mixed-use. Accordingly, up to 700 dwelling units would be provided within the 35-acre portion of the site designated for residential development. The specific site layout and product typology for the residential component of the project would be identified as part of the residential development plan. The development plan would conform to the applicable City development regulations for a Community Commercial zone, including standards related to building coverage, landscaping, parking, and setbacks described above. The project also would be designed in consideration of the existing development standards in place for the property, as documented in the Pavilion at Oceanside Environmental Impact Report (EIR) that was certified by the City in 2008 (State Clearinghouse No. 2006111033). The

buildings along the project's eastern boundary would be approximately 100 feet from existing single-family residential development.

Mixed-Use Parking

Off-street parking shall be incorporated into the development to serve the proposed mix of uses. Parking associated with the proposed development shall be provided per the standards listed in Table 2, *Mixed-Use Plan Parking Standards*.

**Table 2
MIXED-USE PLAN PARKING STANDARDS**

Proposed Use	Required Parking Spaces
Attached Residential	1.5/unit (including 1 covered ¹) for studios and one-bedroom units 2/unit (including 1 covered) for units with two bedrooms or more
Guest Parking	Minimum amount equal to 20% of the total dwelling units
Parking Space Dimensions	8.5-ft x 18 ft minimum
Garage Dimensions	20-ft wide x 19 ft deep (two-car garage) 10ft wide x 19 ft deep (one-car-garage)
Food and Beverage Sales	1 per 200 sq. ft.
Offices, Business and Professional	1 per 300 sq. ft.
Restaurants Full Service <i>With Live Entertainment</i>	1 per 50 sq. ft. of seating area 1 per 35 sq. ft. of seating area, plus 1 per 35 sq. ft. of dance floor
Retail Sales	1 per 250 sq. ft.
Other Commercial Recreation and Entertainment	As specified by City Planner
Hotels	1.2 per guest room; plus 1 per 50 sq. ft. of banquet seating area

1 Covered parking shall be provided within garages.

2 Residential two-car garages may include "staggered" or "split" space designs.

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