

# AGENDA NO. 6

**PLANNING COMMISSION**



**STAFF REPORT**

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DATE: May 22, 2017

TO: Chairperson and Members of the Planning Commission

FROM: Development Services Department/Planning Division

SUBJECT: **CONSIDERATION OF APPROVAL OF A GENERAL PLAN CONFORMITY DETERMINATION FOR FISCAL YEAR 2017-18 CAPITAL IMPROVEMENT PROJECTS**

## **RECOMMENDATION**

Staff recommends that the Planning Commission approve the proposed Capital Improvement Program for FY 2017-18 for the City of Oceanside as consistent with the General Plan and adopt Planning Commission Resolution No. 2017-P11 as attached.

## **BACKGROUND**

In meeting the needs of a community, municipalities establish a program of construction of public works projects. This program is referred to as a "Capital Improvement Program" (CIP). Gov't Code 65401 requires the Planning Commission to review and report as to the conformity of the CIP with the General Plan. The CIP is distinct from a city's operating budget, which provides direct services in contrast to infrastructure improvements. The City of Oceanside's CIP program consists of these project types and subdivided by funding program:

### **Roads**

- TransNet – The half-cent regional sales tax supporting Transportation
- Thoroughfare – Projects funded by Development Impact Fees to complete the Circulation Element of the General Plan. Includes new infrastructure only
- Streets – Maintenance work funded by Gas Tax
- Traffic Signals – Traffic signals funded by Development Impact Fees
- Bicycles – Grant-funded programs to promote bicycling

### **Drainage**

- Storm drain projects funded by Drainage Impact Fees

### **Parks**

- Parks – Park improvements funded by Park Impact Fees

## **Other City Facilities**

- Municipal Buildings – Buildings and facilities funded by Public Facilities Fees
- Harbor Improvements – Harbor improvements funded boat slip rentals fees
- Miscellaneous – City General Fund or special fund projects not classified in the above program categories. Examples include utility undergrounding projects.
- Grants – Projects with outside-agency grants such as Airport improvements or mosquito abatement projects.
- Water Program – Water utilities infrastructure funded by water rates/buy-in fees
- Sewer Program – Sewer utilities funded by sewer rate payments and buy-in fees
- Solid Waste – AB 1826 Compliance program for food waste

The draft CIP budget (<http://www.ci.oceanside.ca.us/gov/dev/eng/cip/default.asp>) contains details of funding and individual projects organized by program. Funding for only the first year (July 1, 2017 through June 30, 2018) is appropriated with the City's budget adoption.

To ensure continued conformance with the General Plan, the City's own infrastructure spending should be consistent with its guidelines. For this reason, staff requests that the Planning Commission consider the proposed list of CIP projects for FY 2017-18 and issue a finding that the program is in conformance with the General Plan.

## **ANALYSIS**

### **KEY PLANNING ISSUE**

1. Is the FY 2017-18 Capital Improvement Program consistent with the City's General Plan?

### **GENERAL ISSUES**

All projects within the Coastal Zone will be or have been submitted for a Coastal Development Permit, whether through the Planning Commission, the City Council in their capacity as the Harbor Board of Directors, or the State Coastal Commission, depending upon which agency has jurisdiction.

All projects will be reviewed prior to construction by the Planning Department for the appropriate findings required by the California Environmental Quality Act (CEQA).

The construction of all projects will be in compliance with all applicable City ordinances. This includes requirements for shielded outdoor lighting, the Noise Ordinance, the Grading Ordinance, and construction Best Management Practices, and storm water quality requirements.

The Arts Commission has selected The Cultural Planning Group to develop a Master Plan for the Arts. The plan will identify initiatives on which the community should focus its art resources, update existing Art in Public Places policy, and integrate the plan with relevant City planning documents. The total cost of this project is \$46,000. The FY 2017-18 Capital Improvement Program budget includes an appropriation of \$25,000 for this project that will be combined with the \$25,000 carried forward from FY 2016-17 to complete the Master Plan.

The Parks & Recreation Commission will review park projects on June 13. The Utilities Commission reviewed and approved water and sewer projects on March 21. The Harbor and Beaches Advisory Committee will review harbor-related projects on June 19.

The City Council held a public workshop on the entire City budget including the CIP budget on April 26.

## **TRANSNET**

TransNet funds the City's contracted street maintenance programs such as asphalt overlay work, slurry seals on residential streets, and replacement of broken sidewalks. As such, the program is essential for maintaining the City's existing street network. TransNet also funds the following specific projects:

### **Coast Highway Corridor Study**

This project consists of EIR-level transportation and land use studies to change Coast Highway to a single lane of vehicle travel in each direction. The alternatives analysis includes two intermediate alternatives with single-lane travel extending southward first only to Oceanside Boulevard and secondly only to Morse Street. The EIR also includes a "no-build" alternative with Coast Highway remaining as four lanes. The studies examine the advantages and disadvantages of the single-vehicle lane and having additional street width available for alternative uses such as on-street parking, bicycle travel, and pedestrian-friendly environment. The EIR document will also consider traffic displaced onto parallel streets.

The Circulation Element identifies Coast Highway as a four-lane secondary collector on the basis of current traffic demand. The Coast Highway Corridor Study fulfills specific Policy #2.5: "The City will strive to incorporate complete streets throughout the Oceanside transportation network which are designed to serve all users of streets..." The traffic study for the Coast Highway Corridor promotes the action items in the "Planwide Initiatives Table" in the Coast Highway Vision and Strategic Plan approved by the Planning Commission on February 23, in 2009. These studies work towards the goals of complete streets and street circulation capacity, and provide clarity on General Plan issues.

A public workshop for the Coast Highway Corridor Study was held on March 29, 2017. The EIR document is anticipated to be available for public comments in July or August. After the public comment period and preparing written responses to the comments, staff will take the EIR to the Planning Commission for a recommendation on one of four alternatives.

### **Douglas Drive and North Coast Highway Bridges**

The Douglas Drive Bridge has 86% funding from the Federal Highway Bridge Rehabilitation and Replacement program as a retrofit project. The North Coast Highway Bridge is 100% funded by the same program as a complete replacement. The City will use TransNet funds for matching funds. The City is completing a seismic strategy report for Douglas Drive, which determine whether bridge is entirely replaced or strengthening in-place. The City also expects to complete a NEPA (Federal version of CEQA) determination for the Coast Highway Bridge next year.

### **Traffic Management Center**

The Traffic Management Center (TMC) is operational inside the Civic Center South building. The TMC allows adaptive control of traffic signals, which can respond in real-time to changing traffic loads and patterns. Thirty-eight intersections can be remotely monitored with video cameras and their signal timing adjusted for the traffic conditions shown on the cameras. The funding for the year is for additional cameras and fiberoptic cabling between the signals and the TMC.

Long range policy directive #3 of Circulation Element specifically cites the Traffic Management Center as an enabling technology for adaptive demand-based traffic signals to reduce the need for widening arterial roads that have right-of-way constraints, such as College Boulevard.

### **Pavement Overlay Program**

For the next fiscal year, the City's contract street overlay program maintains \$5.5 million in annual TransNet funding. Streets included in the upcoming year's program include are Plaza Drive between College and Thunder, Douglas Drive between North River Road and Point Degada Street, North River Road between Stallion Drive and Sleeping Indian Road, Thunder Drive between Plaza Drive and Lake Boulevard, North Santa Fe Road between Darwin Drive and Oceanside Boulevard, Via Esmarca between Vista Way and Fire Mountain Drive, Rancho del Oro between Cameo Drive and Oceanside Boulevard, College Boulevard just north of SR-76, College Boulevard between Plaza Drive and Lake Boulevard, Esplanade Street between College and Lake Boulevard, La Paloma Lane, Mira Monte Drive, Avenida Descanso, Lancer Street, Westridge Drive, Zaby Street, Hidden Valley Road, Campesino Place, Beverly Glen Drive.

The City specifies an asphalt mix with 15% rubber content from recycled car tires that is funded with a \$200,000 grant from CalRecycle. The City also encourages contractors to use recycled road base material produced by Moody's at El Corazon.

The use of recycled and locally-sourced paving materials is consistent with the City's Zero Waste Strategic Resource Management Plan adopted on June 20, 2012.

### **Mainline Railroad Crossing Safety Improvements**

The City has completed the design for pedestrian and train signaling improvement at its five at-grade railroad crossings along the coastal rail corridor. The total project funding includes \$5.7 million in TransNet and \$1 million in a State Hazard Elimination Grant. The project is currently out to bid with construction beginning in September. Completion of the work allows Oceanside to apply for a "quiet zone" along the entire coastal corridor at the end of 2018.

### **Lot 23 Transit Parking Structure**

This is a mixed-use and public parking project for 357 public spaces with 52 condominiums with 81 resident-only spaces and 9,400 square feet of commercial use. The project is located on the lot between Cleveland Street and the railroad tracks on the north side of the Pier View Undercrossing. The City's funding commitment is \$3.5 million in TransNet and \$2 million in Redevelopment Bond Proceeds. Construction is underway towards completion in spring 2018.

## **THOROUGHFARE PROJECTS**

The previous CIP budget included funding for a Circulation Element update to better match Oceanside's actual road network. The Circulation Element update addresses deletion of the two Melrose Extension segments and deletion of the Rancho del Oro Interchange. The update study is recently completed, and funding is carried over to pay current invoices.

### **EIR for College Boulevard Widening Between Olive Drive and Old Grove Road**

The CIP budget includes funding for the EIR, which is underway for completion in FY 2017. The scope of the project is to widen College Boulevard from four to six lanes between Olive Drive and Avenida de la Plata.

The inability to widen College Boulevard between Olive Drive and Waring Road is discussed in the Overriding Considerations section of the existing Circulation Element. The roadway needs to be six lanes from a traffic demand standpoint, but there would be severe and unmitigable impacts to do so. After the College Boulevard EIR is completed, it may be necessary to process a General Plan amendment to resolve the difference between what the Circulation Element says College Boulevard needs to be and what the City can actually build.

### **College Boulevard Street Improvements between Vista Way and Thunder Drive**

The CIP budget includes funding for the design of improvements to College Boulevard between Vista Way and Thunder Drive. These improvements do not include general widening of College Boulevard; but an additional approach lane southbound College Boulevard at Waring Road, and continuing with three lanes to Vista Way.

## **TRAFFIC SIGNALS**

The CIP budget includes funds for upgrade the communication link with the City's Traffic Management Center and hardware upgrades to older traffic signals.

## **STREETS PROGRAM**

The CIP budget includes funds necessary for the Public Works Department's street maintenance crew to maintain the City's street system. This includes pothole repair work by City crews, maintenance of streetlights and traffic signals, and contract maintenance of parkway landscaping and tree trimming.

## **DRAINAGE**

Last year, the City consolidated five drainage fee areas into a single Citywide developer impact fee to support the build-out of its storm drain infrastructure. The fee consolidation allowed the City to build the most-needed storm drain systems rather than piecemealing smaller projects throughout Oceanside.

As a result, the CIP budget includes a project to double storm drain capacity in Cleveland Street from the Oceanside Transit Center to Surfrider Way and then west along Surfrider Way to a beach outfall. \$500,000 in drainage developer impact fees are budgeted to complete the design in 2018 for construction in 2019 to 2020. Cleveland Street in downtown is identified a priority project through a supplemental engineering model of the projects in the Drainage Master Plan.

The cost of controlling pollution through construction Best Management Practices (BMP) is built into the cost of the City's individual public works projects. Maintenance of permanent BMP's is included in City's operations budget.

## **PARKS**

The CIP budget includes funds to update the parks master plan. Last year, preliminary studies for the design of new building and play facilities at Buccaneer Park were complete with construction pending availability of replacement parking, wetlands creation and the coastal bike trail bridge over Loma Alta Creek.

The Parks capital projects program is entirely dependent on developer fee revenue.

Improvements to the municipal golf course are funded separately by the City's share of revenue from the golf course operations.

## **BICYCLE ROUTES**

Bicycle projects are dependent upon outside grants for funding. In past years, Oceanside has completed long stretches of the San Luis Rey River recreational trail and the Coastal Rail Trail with grant funds. Currently, Oceanside has a \$90,000 grant for promoting bicycle safety. This includes public service ads on NCTD buses and “sharrows” on road that have bike traffic, but no separate bike lanes.

The Guajome Regional Park bike trail extension and the addition to the Coastal Rail Trail are identified as “Top Priority Projects” in the City’s Bicycle Master Plan. The City will continue to pursue grant opportunities to extend and complete both trail systems.

As an example, the missing link in the Coastal Rail Trail is a pedestrian bridge over Loma Alta Creek and connecting the existing trails through Buccaneer Park. The CIP budget includes TransNet funding of \$205,000 in FY 2017-18 to begin preliminary studies for the bridge, which may serve to support further grant funding later.

## **MUNICIPAL BUILDINGS AND COMMUNITY FACILITIES**

This program constructs City facilities for delivery of services such as police, fire protection, library, fleet maintenance funded by developer impact fees. This includes replacement of fire trucks and a new regional emergency communications system (RCS). Facility maintenance services are funded by General Funds.

Other projects includes a new Fire Training Tower at 110 Jones Road, repair of the asphalt parking area at Jones Road, and an update of the City’s General Plan beginning with the Economic and Climate Action Plans.

## **WATER AND SEWER PROJECTS**

The Water portion of the CIP budget includes funds to expand the recycled water system by increasing the treatment capacity for recycled water at the San Luis Rey Water Reclamation facility to 3.0 Million Gallons per Day from its existing capacity of 0.5 Million Gallons per Day and the addition of recycled water pipelines to serve the El Corazon Business Park and surrounding area. In addition, the Department will be completing CEQA work related to the Indirect Potable Reuse Project which will allow for highly purified water to be introduced into the Mission Basin to ensure that the aquifer is sustainable for future use.

Additional water projects include seismic upgrades at the Henie Hills and Steiger reservoirs, replacement of 2 miles of undersized and aging water pipeline in the Downtown area, Phase I of the Automated Metering Infrastructure Project and chemical and electrical upgrades at the Weese Plant, which treats the majority of the water for use in the City.

The Sewer portion of the CIP budget includes funds for replacing 1.5 miles of sewer pipelines in the downtown area, upgrades to the San Luis Rey Water Reclamation Plant, continuance of the sewer pipeline rehabilitation project, continued design for the decommissioning and retrofitting of the aged La Salina Wastewater Treatment Plant, outfitting plant 2 at the San Luis Rey Water Reclamation Facility with mechanical and electrical equipment in preparation for the decommission of the La Salina Wastewater Treatment Plant and conducting a condition assessment of the Land Outfall.

Repair funds in the CIP budget meet the general Water and Sewer objective of the Community Facilities Element: "To provide an adequate water supply, storage and distribution system, and an adequate sanitary sewerage collection and treatment system to serve Oceanside's existing and future growth."

The City will continue to apply Policy 5.10 of the Community Facilities Element to new development: "New development in unserved areas shall be approved only with assurances that required supply, storage and distribution systems shall be provided."

## **SOLID WASTE**

\$450,000 is budgeted for the design of kitchen and food storage facilities at the El Corazon Community Center to conduct food rescue operations. The facility is one of many strategies being employed by the Solid Waste and Recycling group to meet AB 1826 requirements for eliminating and/or reducing food waste disposal to landfill.

## **HARBOR IMPROVEMENTS**

No new projects are shown pending a decision to remodel or rebuild the old restroom at Harbor Village.

## **MISCELLANEOUS IMPROVEMENTS**

These projects are identified:

- Reclamation and maintenance of the old silica mine pit at El Corazon
- Undergrounding overhead utilities on Fire Mountain Road at Eternal Hills Cemetery. (The City Council will consider formation of an underground utilities district at the next available meeting in August.)
- Undergrounding overhead utilities at Oceanside Boulevard and Crouch Street.
- Update of the El Corazon Specific Plan
- Funding to complete the design of the El Corazon Aquatics Center
- Funding for the Arts Commission's programs



**ENVIRONMENTAL REVIEW**

Environmental reviews will be conducted on individual CIP projects; and therefore, no environmental determination is required at this time for purposes of General Plan compliance.

**SUMMARY**

The Land Use Element of the General Plan has objectives and policies relating to the management and delivery of services and facilities for capital improvements. These policies have been used in formulating the findings of General Plan consistency for the FY 2017-18 Capital Improvement Program.

As such, staff recommends that the Planning Commission approve the consistency determination with the General Plan. The Planning Commission action should be:

- Move to approve the proposed Capital Improvement Program for FY 2017-2018 for the City of Oceanside as in conformance with the General Plan and adopt Planning Commission Resolution No. 2017-P11 as attached.

PREPARED BY:



Gary Kellison  
Senior Civil Engineer

SUBMITTED BY:



Jeff Hunt  
City Planner

JH/GK/fil

Attachments:

1. Planning Commission Resolution No. 2017-P11
2. FY 2017-18 CIP Budget (draft document)  
<http://www.ci.oceanside.ca.us/gov/dev/eng/cip/default.asp>

1 PLANNING COMMISSION  
2 RESOLUTION NO. 2017-P11

3 A RESOLUTION OF THE PLANNING COMMISSION OF THE  
4 CITY OF OCEANSIDE, CALIFORNIA APPROVING A  
5 GENERAL PLAN CONSISTENCY DETERMINATION ON  
6 CERTAIN PROJECTS BY THE CITY OF OCEANSIDE

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7 APPLICATION NO.: CIP FY 2017-2018  
8 APPLICANT: City of Oceanside  
9 LOCATION: Various

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10 THE PLANNING COMMISSION OF THE CITY OF OCEANSIDE, CALIFORNIA DOES  
11 RESOLVE AS FOLLOWS:

12 WHEREAS, the City of Oceanside has established a program of construction of public  
13 works projects hereinafter referred to as the Capital Improvement Program; and

14 WHEREAS, elements of the Capital Improvement Program include the transportation  
15 system, the storm drainage system, parks, the water supply and distribution system, the sewage and  
16 waste treatment system, and municipal buildings, improvements to the Oceanside Harbor;  
17 downtown infrastructure; and

18 WHEREAS, the Utilities Commission, the Parks & Recreation Commission, the Arts  
19 Commission, and the Harbor and Beaches Advisory Committee reviewed projects or will review  
20 projects within their respective areas; and

21 WHEREAS, the program of construction of public works projects was reviewed for its  
22 consistency in carrying out the objectives and policies of the general plan; and

23 WHEREAS, the Planning Commission, did on the 22<sup>nd</sup> day of May, 2017 conduct a duly  
24 noticed public meeting as prescribed by law to consider said application.

25 WHEREAS, pursuant to the California Environmental Quality Act of 1970, and State  
26 Guidelines Section 15061(b)3 thereto; environmental review shall be made for individual Capital  
27 Improvement Projects and this conformity determination is exempt from CEQA; and

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

1 FINDINGS:

- 2 1. The Capital Improvement Program utilizes development impact fees and other funding  
3 sources to accomplish the expansion and replacement infrastructure needs for new  
4 development and replacement of Citywide facilities.
- 5 2. The Capital Improvement Program for FY 2017-2018 is established to provide a consistent  
6 level of quality and affordable public services and facilities to effectively manage the  
7 service needs of the community.
- 8 3. The Capital Improvement Program for FY 2017-2018 is in conformance with the City of  
9 Oceanside General Plan.

10 PASSED AND ADOPTED Resolution No. 2017-P11 on May 22, 2017 by the following  
11 vote, to wit:

12 AYES:

13 NAYS:

14 ABSENT:

15 ABSTAIN:

16 \_\_\_\_\_  
17 John A. Scrivener, Chairperson  
18 Oceanside Planning Commission

19 ATTEST:

20 \_\_\_\_\_  
21 Jeff Hunt, Secretary

22 I, JEFF HUNT, Secretary of the Oceanside Planning Commission, hereby certify that this is a  
23 true and correct copy of Resolution No. 2017-P11.

24  
25 Dated: May 22, 2017  
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