

CALIFORNIA COASTAL COMMISSION
SAN DIEGO AREA
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RECORD PACKET COPY



Wed 15c

**FROM: DEBORAH LEE, SOUTH COAST DEPUTY DIRECTOR
SHERILYN SARB, DISTRICT MANAGER, SAN DIEGO AREA OFFICE
BILL PONDER, COASTAL PROGRAM ANALYST, SAN DIEGO AREA
OFFICE**

**SUBJECT: STAFF RECOMMENDATION ON CITY OF OCEANSIDE MAJOR LCP
AMENDMENT 1-04 (PACIFIC STREET BRIDGE) (For Public Hearing and
Possible Commission Action at the Meeting of April 14-17, 2004)**

SYNOPSIS

SUMMARY OF AMENDMENT REQUEST

The proposed amendment will replace two existing polices in the existing Oceanside Small Craft Harbor Precise Plan with new language addressing the replacement of the existing at-grade Pacific Street crossing of the San Luis Rey River with a bridge designed to safely pass floodwaters of a 100-year storm and provide a permanent second access to the Oceanside Harbor. The amendment was submitted and filed as complete on March 2, 2004.

SUMMARY OF STAFF RECOMMENDATION

Staff is recommending approval of the land use plan amendment, as submitted. The appropriate resolutions and motions begin on page 2. The findings for approval of the Land Use Plan Amendment as submitted begin on page 3.

BACKGROUND

The City's certified LCP consists of a Land Use Plan (LUP) and Implementing Ordinances. A portion of the LUP is the Oceanside Small Craft Harbor Precise Plan, which identifies both land and water uses and implementation measures for the harbor area. The implementing ordinance for the harbor area is the "H" zone which specifies that allowable uses and implementation shall be as specified in the Precise Plan. The harbor area is administered by the City Council sitting as the Harbor District Board of Directors. This amendment to the LCP proposes to change only the LUP portion of the LCP; no change to the implementing ordinance is required or proposed.

ADDITIONAL INFORMATION

Further information on the Pacific Street Bridge LCP Amendment #1-04 may be obtained from Bill Ponder, Coastal Planner, at (619) 767-2370.

A. LCP HISTORY

The City of Oceanside's Local Coastal Program (LCP) was certified by the Commission in July of 1985 and the City assumed permit authority and began issuing coastal development permits in March of 1986. This is the third amendment to the Harbor Precise Plan. In January of 1988, the City amended the Small Craft Harbor Precise Plan, by redesignating Parcel "F" from "dry boat storage and boat launching" to "visitor-serving uses and open space". In October 14, 1999, the Commission approved LCPA #1-99 to amend the plan by requiring that parking for a marine research facility be located off-site so as not to displace parking for beachgoers, that on-site boat trailer parking be minimized to provide the maximum amount of area for general beach parking; that recreational vehicle camping at Harbor Beach be provided protection and that Best Management Practices be implemented to preserve and protect water quality.

B. STANDARD OF REVIEW

The standard of review for land use plans, or their amendments, is found in Section 30512 of the Coastal Act. This section requires the Commission to certify an LUP or LUP amendment if it finds that it meets the requirements of Chapter 3 of the Coastal Act. Specifically, it states:

Section 30512

(c) The Commission shall certify a land use plan, or any amendments thereto, if it finds that a land use plan meets the requirements of, and is in conformity with, the policies of Chapter 3 (commencing with Section 30200). Except as provided in paragraph (1) of subdivision (a), a decision to certify shall require a majority vote of the appointed membership of the Commission.

C. PUBLIC PARTICIPATION

The City has held Planning Commission and City Council meetings with regard to the subject amendment request. All of those local hearings were duly noticed to the public. Notice of the subject amendment has been distributed to all known interested parties.

PART II. LOCAL COASTAL PROGRAM SUBMITTAL - RESOLUTIONS

Following a public hearing, staff recommends the Commission adopt the following resolutions and findings. The appropriate motion to introduce the resolution and a staff recommendation are provided just prior to each resolution.

MOTION: *I move that the Commission certify the Land Use Plan Amendment for the City of Oceanside #1-04 as submitted.*

STAFF RECOMMENDATION TO CERTIFY:

Staff recommends a YES vote. Passage of this motion will result in certification of the land use plan amendment as submitted and adoption of the following resolution and findings. The motion to certify as submitted passes only upon an affirmative vote of a majority of the appointed Commissioners.

RESOLUTION TO CERTIFY LAND USE PLAN AMENDMENT AS SUBMITTED:

The Commission hereby certifies the Land Use Plan Amendment for the Oceanside LCP Amendment #1-04 as submitted and adopts the findings set forth below on grounds that the land use plan will meet the requirements of and be in conformity with the policies of Chapter 3 of the Coastal Act. Certification of the land use plan complies with the California Environmental Quality Act because either 1) feasible mitigation measures and/or alternatives have been incorporated to substantially lessen any significant adverse effects of the plan on the environment, or 2) there are no further feasible alternatives and mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the land use plan.

PART III. FINDINGS FOR APPROVAL OF THE OCEANSIDE #1-04 LAND USE PLAN AMENDMENT, AS SUBMITTED**A. AMENDMENT DESCRIPTION**

The City of Oceanside has submitted an LCP amendment which revises the certified LCP Program to address a bridge crossing of the San Luis Rey River. The proposed amendment is to delete reference to the existing at-grade Pacific Street crossing of the San Luis Rey River and replace it with a bridge designed to safely pass floodwaters of a 100-year storm and provide a permanent second access to the Oceanside Harbor. The existing at-grade road has been washed out several times due to flood events. If the existing at-grade crossing is allowed to remain, it is anticipated that it will again be washed-out in the future as a result of a storm. The bridge would accommodate one traffic lane in each direction and would have a bike lane on both sides as well as sidewalks. The existing at-grade crossing would be removed and restored to natural beach and river channel.

The following language is proposed for insertion into Sections 3.3.4 and 3.4.3 of the Oceanside Small Craft Harbor Precise Plan:

The City of Oceanside will replace the existing at-grade Pacific Street Crossing of the San Luis Rey River with a bridge designed to safely pass floodwaters of a 100-year storm and provide a permanent second access to the Oceanside Harbor. The bridge will be approximately 650 feet in length by 50 feet in width, within a right-of-way of 60 feet and is designed to accommodate one traffic lane in each direction and a combination shoulder and bike lane on both sides of the road, as

well as sidewalks on both sides. The bridge will incorporate a slight “s-curve” design as it crosses the river and would intersect Harbor Drive South approximately 528 feet east of the existing intersection.

The project also consists of transition road improvements on both ends of the bridge to meet existing roads. West of the bridge, along the north side of the North Coast Village Condominiums, the existing Pacific Street alignment would be maintained for access to the condominiums and pedestrian access to the beach. At its north end, the bridge would be approximately 10 feet above the existing Harbor Drive South so that the floodwaters of a 100-year storm could be conveyed below the bottom of the box girders of the bridge. The existing Harbor Drive South would be reconstructed so that it rises to meet the bridge elevation. The reconstruction would extend from approximately 490 feet east of the bridge to approximately 595 feet west of the bridge. Sidewalks will be installed on both sides of the reconstructed portion of Harbor Drive South, including along the entire south side of the street.

The following policy language shall be deleted from the Oceanside Small Craft Harbor Precise Plan.

3.3.4 Circulation (Short Range Plan)

~~The Pacific Street crossing of the San Luis Rey River and its intersection with Harbor Drive would be improved to accommodate a free right turn pocket from Pacific Street to Harbor Drive and a left turn lane from Harbor to Pacific toward the river. Appropriate striping and paving should be provided on Pacific Street. Consideration should be given to the analysis of an “interim” raising of the road bed with a multiple culvert installation, to meet flow needs until COE improvements are finalized, eliminating frequent rebuild.~~

3.4.3 Circulation (Long Range Plan)

~~Upgrading the Pacific Street crossing of the San Luis Rey River based upon recommendations of the currently ongoing Corps of Engineers study of the River. Their current proposal is to provide an upgraded causeway at the river mouth which would be reliable except in the event of an extreme storm flow. At such time other access improvements are made in the Harbor and study areas (i.e., Riverside Drive extended under the railroad and Eight Street connected to Hill Street), the Pacific Street crossing could be limited to pedestrian, bicycle, emergency vehicle, and peak period vehicular exit use.~~

The project is located in the certified Harbor zoning Sub-district and Sub-district 10 (south side of River) which is designated for open space and recreational uses within the floodplain of the San Luis Rey River. Permitted uses include utilities, commercial recreation and entertainment, eating and drinking establishments, horticulture and commercial parking. The site is also within the LCP certified San Luis Rey River Specific Plan area.

Although there is no change in traffic capacity, the amendment proposes a change in land use and intensity, the allowable use of property and the proposed bridge is not in the same location as the existing Arizona crossing of the river. As such, an LCP amendment is necessary. Chapter 3 policies of the Coastal Act are the standard of review for LUP amendments. A companion coastal development permit application is on the Commission's April 2004 agenda (CDP #6-03-117).

B. CONFORMANCE WITH SECTION 30001.5 OF THE COASTAL ACT

The Commission finds, pursuant to Section 30512.2b of the Coastal Act, that portions of the Land Use Plan as set forth in the preceding resolutions, are not in conformance with the policies and requirements of Chapter 3 of the Coastal Act to the extent necessary to achieve the basic state goals specified in Section 30001.5 of the Coastal Act which states:

The legislature further finds and declares that the basic goals of the state for the Coastal Zone are to:

- a) Protect, maintain and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and manmade resources.
- b) Assure orderly, balanced utilization and conservation of coastal zone resources taking into account the social and economic needs of the people of the state.
- c) Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resource conservation principles and constitutionally protected rights or private property owners.
- (d) Assure priority for coastal-dependent and coastal-related development over other development on the coast.
- (e) Encourage state and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the coastal zone.

The Commission therefore finds, for the specific reasons detailed below, that the land use plan conforms with Chapter 3 of the Coastal Act and the goals of the state for the coastal zone.

C. CONFORMITY WITH CHAPTER 3

The following Coastal Act policies apply to the proposed amendment:

Section 30252.

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other

areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.

Section 30254.

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

The Oceanside Small Craft Harbor Precise Plan, which is a sub-element of the City's Local Coastal Program, covers the area north of the San Luis Rey River and specifies "actions and physical improvements which are necessary and feasible in upgrading both the appearance and utility of the Harbor." The Precise Plan is comprised of short and long range plans. The amendment would affect policies in each one. The change to the short-range plan is proposed in Section 3.3; the change to the long-range plan is proposed in Section 3.4. Circulation improvements for the short-range plan are addressed in Section 3.3.4 and are oriented primarily toward correcting existing flow problems, clarifying circulation patterns, resolving circulation/parking conflicts, and providing improved directional and information signage. Section 3.4.3 anticipated that the Pacific Street crossing would be upgraded, but did not contemplate a permanent bridge at this location due to funding constraints at the time the Precise Plan was written.

The amendment identifies the existing Arizona crossing of the river (a segment of Pacific Street) would be replaced by a bridge. Although not in the same location, the proposed bridge is just upcoast of the existing street. The existing street is 36 feet wide; the proposed bridge is 60 feet in width and adds bike and pedestrian lanes.

The above-cited Coastal Act sections require that public facilities provide adequate circulation to and along the coast. The project has recently received funding and is going forward to provide secondary access to the City's Harbor District and provide improved circulation to the harbor and the coast. There is no change in traffic capacity. While the amendment would improve circulation and access in the harbor area, the amendment would allow a project that does have impacts to coastal resources. A companion coastal development permit application is on the Commission's April 2004 agenda (CDP #6-03-117). The proposed bridge project will be reviewed for its consistency with Chapter 3 policies of the Coastal Act and the certified LCP, as applicable. Based on the above, the

Commission finds the LUP amendment is consistent with the above Chapter 3 policies of the Coastal Act.

PART V. CONSISTENCY WITH THE CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Section 21080.5 of the California Environmental Quality Act (CEQA) exempts local government from the requirement of preparing an environmental impact report (EIR) in connection with its local coastal program. Instead, the CEQA responsibilities are assigned to the Coastal Commission and the Commission's LCP review and approval program has been found by the Resources Agency to be functionally equivalent to the EIR process. Thus, under CEQA Section 21080.5, the Commission is relieved of the responsibility to prepare an EIR for each LCP.

Nevertheless, the Commission is required in an LCP submittal or, as in this case, an LCP amendment submittal, to find that the LCP, or LCP, as amended, does conform with CEQA provisions. Based on the preceding, the Commission finds that the proposed amendment conforms to CEQA provisions. Therefore, the Commission finds that approval of the LCP amendment will not result in any significant unmitigated adverse environmental impacts.

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FEB 20 2004

RESOLUTION NO. 03-R662-3

RESOLUTION OF THE COMMUNITY DEVELOPMENT COMMISSION OF THE CITY OF OCEANSIDE TO AMEND THE LOCAL COASTAL PROGRAM AND OCEANSIDE SMALL CRAFT HARBOR PRECISE PLAN TO REFLECT A NEW PERMANENT BRIDGE AT PACIFIC STREET AND THE SAN LUIS REY RIVER AND TO REQUEST CALIFORNIA COASTAL COMMISSION CERTIFICATION OF SAID AMENDMENT

(City of Oceanside -Applicant)
(LCPA-200-03)

WHEREAS, the California Coastal Act (Public Resources Code §30000, et seq.) (the "Coastal Act") requires that the City adopt a Local Coastal Program (LCP) which meets the requirements of the Coastal Act at the local level and implements its provisions and policies;

WHEREAS, on January 25, 1985, the California Coastal Commission ("Commission") approved with suggested modifications, the City's Land Use Plan ("LUP") and, pursuant to Public Resources Code §30512.2, found the City's LUP to be consistent with the policies and requirements of Chapter 3 of the Coastal Act and to meet the basic state goals specified in Public Resources Code §30001.5;

WHEREAS, on November 5, 2003, the Community Development Commission conducted a duly noticed public hearing as prescribed by law to amend the Local Coastal Program (LCPA-200-03) as specified within Exhibit "A", and as attached hereto and incorporated herein by reference;

WHEREAS, an environmental impact report was prepared by the Resource Officer of the City of Oceanside for this project pursuant to the California Environmental Quality Act of 1970 and the State Guidelines thereto as amended to date and hereby approved by the City Council in conjunction with this application; and

WHEREAS, the Community Development Commission finds that the amendment to Local Coastal Program Amendment (LCPA-200-03) conforms with and is adequate to carry out the land use plan and Oceanside Small Craft Harbor Precise Plan of the Local Coastal Program.

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EXHIBIT NO. 1
APPLICATION NO.
Oceanside
LCPA No. 1-04
Resolution and Text Changes

1 NOW, THEREFORE, the Oceanside Community Development Commission of the City of
2 Oceanside DOES RESOLVE as follows:

3 1. Pursuant to Public Resources Code §30510(a), the Oceanside Community
4 Development Commission hereby certifies that the Local Coastal Program Amendment (LCPA-
5 200-03) is intended to be carried out in a manner fully in conformity with the Coastal Act.

6 2. Pursuant to the California Environmental Quality Act of 1970, and the State
7 Guidelines thereto amended to date, a Notice of Exemption has been issued for the project by the
8 Resource Officer for the City of Oceanside.

9 3. Pursuant to Coastal Commission Local Coastal Program Regulations §13551(b), this
10 amendment shall take effect upon Coastal Commission approval.

11 4. Notice is hereby given that the time within which judicial review must be sought on
12 the decision is governed by CCP Section 1094.6.

13 PASSED AND ADOPTED by the Oceanside Community Development Commission this
14 5th day of November, 2003, by the following vote:

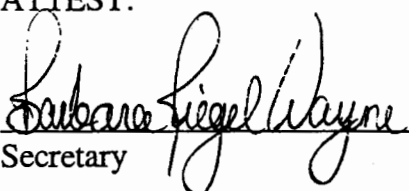
15 AYES: JOHNSON, SANCHEZ, FELLER, CHAVEZ, WOOD


16 NAYS: None

17 ABSENT: None

18 ABSTAIN: None

19 
20 _____
Chairman

21 ATTEST:
22 
23 _____
24 Secretary

25 APPROVED AS TO FORM:
26 
27 _____
28 General Counsel

PACIFIC STREET BRIDGE LOCAL COASTAL PLAN/SMALL CRAFT HARBOR PRECISE PLAN AMENDMENT

The following language shall be inserted into Sections 3.3.4 and 3.4.3 of the Oceanside Small Craft Harbor Precise Plan (July 1979):

The City of Oceanside will replace the existing at-grade Pacific Street Crossing of the San Luis Rey River with a bridge designed to safely pass floodwaters of a 100-year storm and provide a permanent second access to the Oceanside Harbor. The bridge will be approximately 650 feet in length by 50 feet in width, within a right-of-way of 60 feet and is designed to accommodate one traffic lane in each direction and a combination shoulder and bike lane on both sides of the road, as well as sidewalks on both sides. The bridge will incorporate a slight "s-curve" design as it crosses the river and would intersect Harbor Drive South approximately 528 feet east of the existing intersection.

The project also consists of transition road improvements on both ends of the bridge to meet existing roads. West of the bridge, along the north side of the North Coast Village Condominiums, the existing Pacific Street alignment would be maintained for access to the condominiums and pedestrian access to the beach. At its north end the bridge would be approximately 10 feet above the existing Harbor Drive South so that the flood waters of a 100-year storm could be conveyed below the bottom of the box girders of the bridge. The existing Harbor Drive South would be reconstructed so that it rises to meet the bridge elevation. The reconstruction would extend from approximately 490 feet east of the bridge to approximately 595 feet west of the bridge. Sidewalks will be installed on both sides of the reconstructed portion of Harbor Drive South, including along the entire south side of the street.

The design of the bridge and roadway approaches will be enhanced with decorative treatment and landscaping. The bridge project will also include drainage improvements from the bridge and reconstructed streets that would be directed to urban runoff filtration devices and vegetated swales or "french drains" where feasible.

PACIFIC STREET BRIDGE LOCAL COASTAL PLAN AMENDMENT #1-04 TAKEN
FROM CERTIFIED SMALL CRAFT HARBOR PRECISE PLAN


The following policy language shall be deleted from the Oceanside Small Craft Harbor Precise Plan.

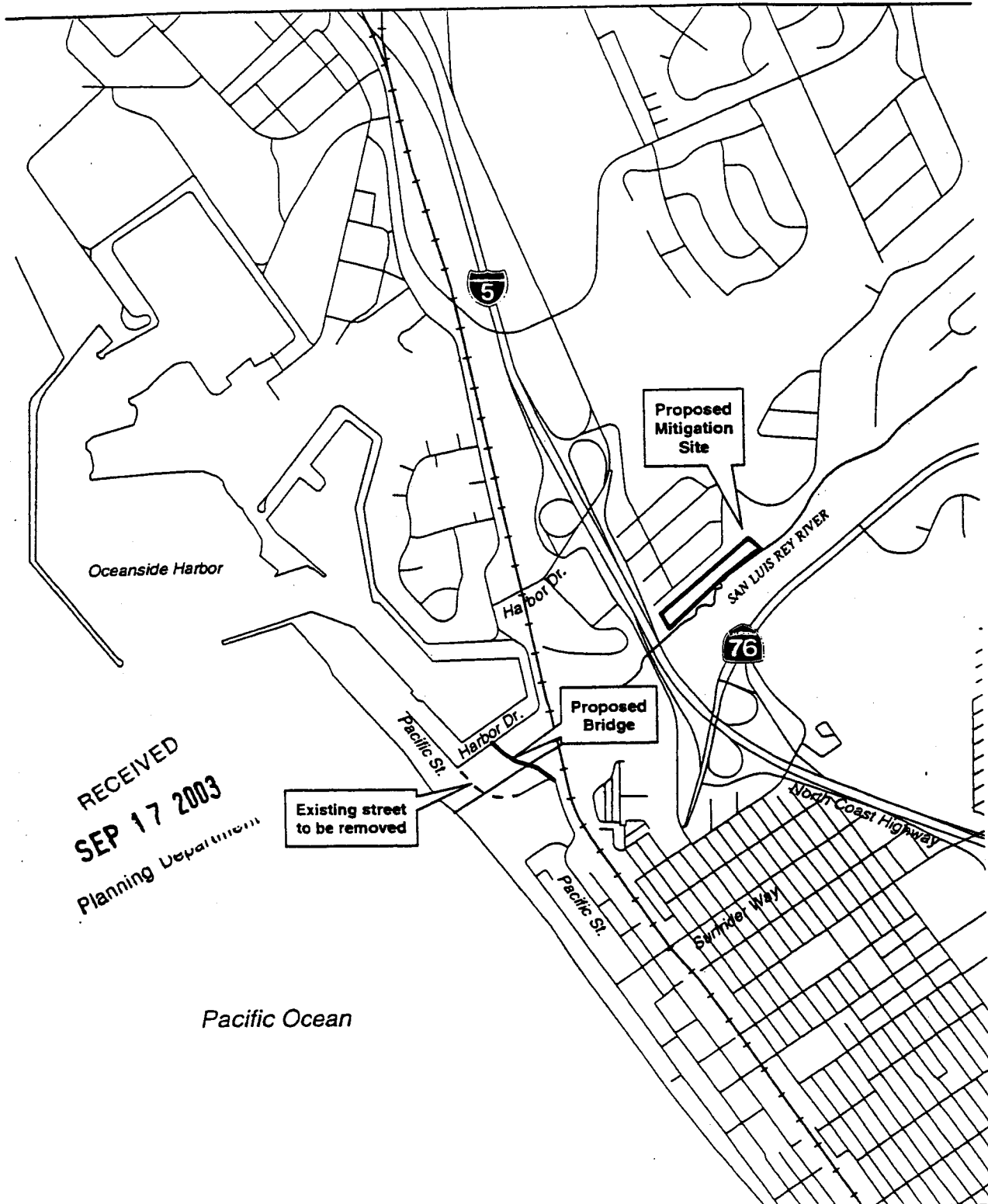
3.3.4 Circulation Improvements

The Pacific Street crossing of the San Luis Rey River and its intersection with Harbor Drive would be improved to accommodate a free right turn pocket from Pacific Street to Harbor Drive and a left turn lane from Harbor to Pacific toward the river. Appropriate striping and paving should be provided on Pacific Street. Consideration should be given to the analysis of an "interim" raising of the road bed with a multiple culvert installation, to meet flow needs until COE improvements are finalized, eliminating frequent rebuild.

3.4.3 Circulation

Upgrading the Pacific Street crossing of the San Luis Rey River based upon recommendations of the currently ongoing Corps of Engineers study of the River. Their current proposal is to provide an upgraded causeway at the river mouth which would be reliable except in the event of an extreme storm flow. At such time other access improvements are made in the Harbor and study areas (i.e., Riverside Drive extended under the railroad and Eight Street connected to Hill Street), the Pacific Street crossing could be limited to pedestrian, bicycle, emergency vehicle, and peak period vehicular exit use.

EXHIBIT NO. 2
APPLICATION NO.
Oceanside
LCPA No. 1-04
Deleted Language
 California Coastal Commission



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 Planning Department

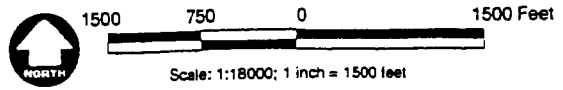
Existing street
 to be removed

Proposed
 Mitigation
 Site

Proposed
 Bridge

Pacific Ocean

Source: SanGIS, SANDAG.



GIS00102 Pacific Streetbasemap.mxd SP83/F6 (P. Moreno) 8/27/03

Pacifi

EXHIBIT NO. 3
APPLICATION NO.
Oceanside
LCPA No. 1-04
Location Map
California Coastal Commission

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Planning Department

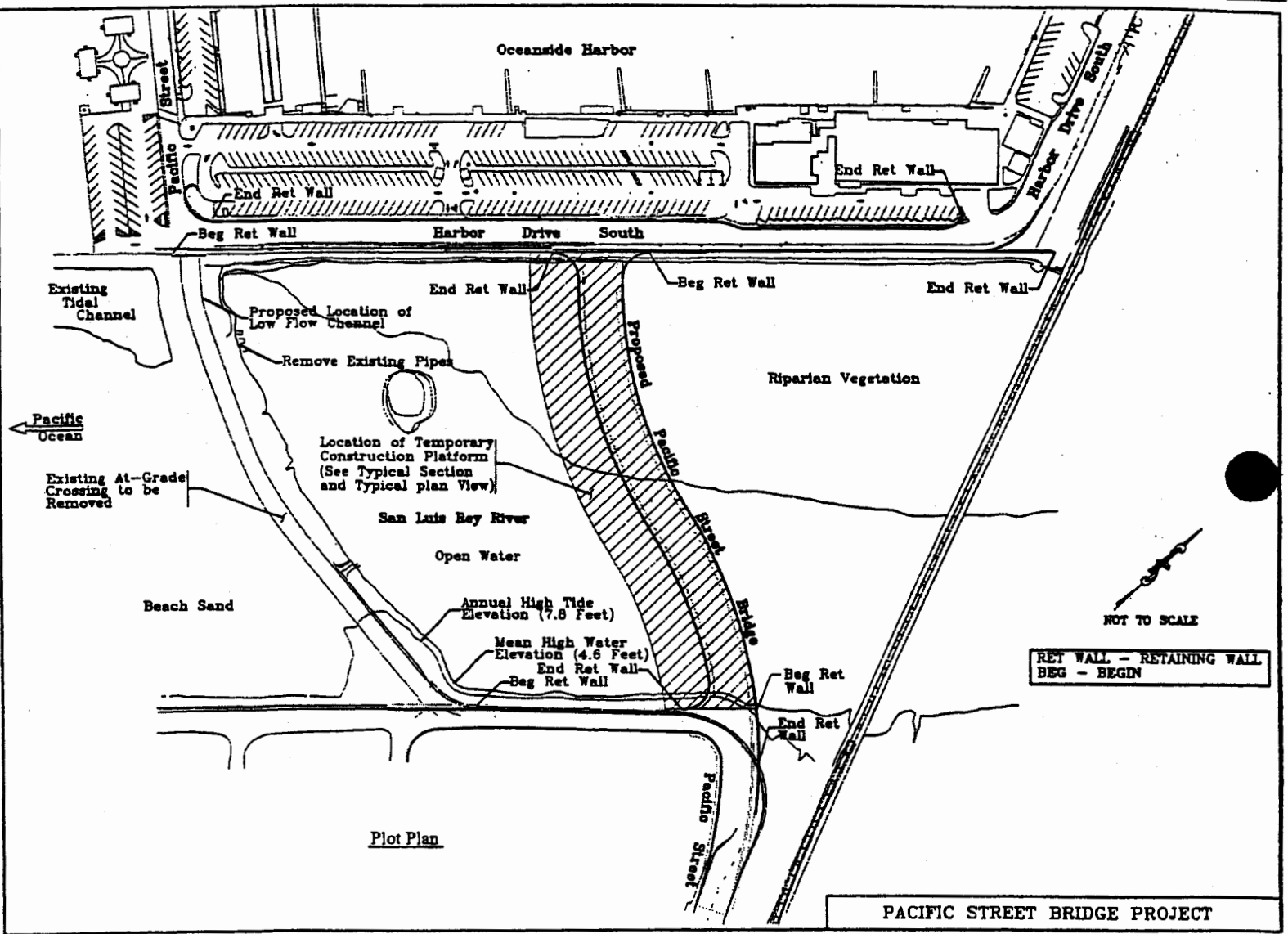


EXHIBIT NO. 4
APPLICATION NO.
Oceanside
LCPA No. 1-04
Bridge Plan

