11.8 Transportation Analysis

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Stantec

Memo

To:	City of Oceanside	From:	Maria Morris and Daryl Zerfass Stantec
Project/File:	2042217900	Date:	March 26, 2024

Reference: Oceanside Transit Center Specific Plan CEQA Transportation Analysis

Stantec Consulting Services Inc. (Stantec) has performed a transportation analysis for the proposed Oceanside Transit Center (OTC) Specific Plan (Project) in support of the Project's Environmental Impact Report (EIR) in accordance with the California Environmental Quality Act (CEQA). The purpose of this study is to identify potential transportation impacts on the transportation system that may result due to the implementation of the Project.

Project Description

The Project encompasses redevelopment of the approximately 10.06-acre OTC property owned by the North County Transit District (NCTD) and consists of transit improvements and a mixed-used transit-oriented development (TOD) in the area generally bounded by South Tremont Street to the east, Seagaze Drive to the north, railroad tracks to the west, and Missouri Avenue to the south. The Project would allow up to 547 multifamily units, a 170-room hotel, 64,085 square feet for a NCTD headquarters building, 29,196 square feet of commercial retail/food and beverage uses, and associated structure parking. In addition, transit improvements would include an intermodal transportation center, 12 commuter bus stalls and bus layover space, enhanced transit waiting areas, bike parking and bike share stations, on-demand rideshare locations, and wayfinding assistance. **Figure 1** illustrates the Project's location.

A General Plan Amendment is required to establish the appropriate land use designation of Specific Plan across the planning area.

Transportation Setting

Existing Roadway System

The existing roadway network in the vicinity of the Project site can generally be characterized as a small urban grid. Intersections are typically closely spaced with many two-lane roadways and some key four-lane roadways, as well as one-way roadways. For the purpose of this analysis, roadways such as Tremont Street and Coast Highway are referred to as oriented in the north-south direction, and roadways such as Mission Avenue and Seagaze Drive are referred to as oriented in the east-west direction.

Regional

Interstate 5 (I-5) is a part of the interstate highway system that runs north-south through California, Oregon, and Washington, providing regional connectivity to the Project site. I-5 has four mixed-flow travel lanes in each direction in the Project vicinity, for a total of eight lanes. I-5 has interchanges at State Route 76 (SR-

76)/San Luis Rey Mission Expressway, Mission Avenue, and Oceanside Boulevard, all of which can provide regional access to the Project site.

Arterials

The City of Oceanside utilizes roadway classifications by which streets and highways are categorized according to the type of function they are intended to provide. Classifications used by the City are Expressway, Prime Arterial, Major Arterial, Secondary Collector, Collector Street, and Local Street. The following describes the streets surrounding the Project site:

Cleveland Street is a north-south undivided two-lane street that bisects the Project. The roadway extends from north of Neptune Way and terminates as a public street at Seagaze Drive where it becomes a bus station within the OTC. The public roadway resumes south of the OTC parking lot to just south of Oceanside Boulevard. It generally serves commercial and residential uses and is not classified in the City's Circulation Element, with the exception of a short segment between Misson Avenue and Seagaze Drive where it is classified as a Collector Street. North of the Project, the roadway is designated as a Class III bike route with shared-lane arrow (sharrow) markings, has on-street parking, and has continuous sidewalks on both sides of the street. South of the Project site, there are no designated bike facilities, there is on-street parking, and sidewalks are present with various gaps in coverage on both sides of the street.

Seagaze Drive is an east-west two-lane undivided street that runs along the north side of the Project. A short segment of Seagaze Drive is a Collector Street between Cleveland Street and Clementine Street. Elsewhere, Seagaze Drive is local street. It is a two-way street between the railroad tracks and Coast Highway, a one-way street with two eastbound lanes between Coast Highway and Clementine Street (with Mission Avenue providing one-way travel in the westbound direction one block north of Seagaze Drive), and a two-way street between Clementine Street and Horne Street. It generally serves commercial uses and only the short segment discussed above is classified in the City's Circulation Element. The roadway is marked with sharrows between Cleveland Street and Coast Highway, has an eastbound Class II bike lane between Coast Highway and Clementine Street, has on-street parking except for west of Cleveland Street, and has continuous sidewalks on both sides of the street.

Tremont Street is a north-south two-lane undivided local street that runs along the east side of the Project. The roadway extends from Neptune Way to Mission Avenue and again from Seagaze Drive to south of Oceanside Boulevard. Tremont Street generally serves residential uses and some commercial uses and is not classified in the City's Circulation Element. Tremont Street is designated as a Class III bike route from Topeka Street to Oceanside Boulevard, has on-street parking, and has continuous sidewalks on both sides of the street.

Topeka Street is an east-west two-lane undivided local street that intersects with Tremont Street. The roadway extends from the OTC to Horne Street. It generally serves residential uses and is not classified in the City's Circulation Element. The roadway has on-street parking and has continuous sidewalks on both sides of the street.

Michigan Avenue is an east-west two-lane undivided local street that bisects the Project. The roadway extends from the existing OTC parking lot to Horne Street. Michigan Avenue generally serves residential uses and is not classified in the City's Circulation Element. The roadway has no bike facilities, has on-street parking, and has continuous sidewalks on both sides of the street.

Missouri Avenue is an east-west two-lane undivided local street that runs along the south side of the Project. The roadway extends from the existing OTC parking lot to Weitzel Street, where it continues east and terminates near the I-5 Freeway. Missouri Avenue generally serves residential uses and is not classified in the City's Circulation Element. The roadway has no bike facilities, has on-street parking, and has continuous sidewalks on both sides of the street.

Bicycle Facilities

Existing bicycle facilities in the area consist of Class I paths, Class II bike lanes, and Class III bike routes. In the General Plan and the Bicycle Master Plan, bicycle facilities are grouped into the following four classes:

- Class I Bike Paths are hard-surface routes within an exclusive right-of-way physically separated from vehicular roadways and intended specifically for non-motorized use.
- Class II Bike Lanes are marked bicycle lanes within roadways, generally adjacent to the curb lane, and delineated by appropriate striping and signage.
- Class III Bike Routes are marked by a series of signs designating a preferred route between destinations such as residential neighborhoods and shopping areas. These routes share the right-of-way with on-road motorized vehicles and are often designated with sharrows.
- Class IV Separated Bikeway/Cycle Track are separated bikeways for the exclusive use of bicycles and include a separation between the bikeway and the through vehicular traffic.

On the north side of the Project, Cleveland Street is designated as a Class III bike route from the OTC to its northerly terminus. The Class II bike lanes on Seagaze Drive connect to the Class III bike route on Cleveland Street. Tremont Street on the east side of the Project is designated as a Class III bike route from Topeka Street to Oceanside Boulevard.

A Class I Bike Path (part of the Coastal Rail Trail) runs parallel to the west side of the railway line, commencing at the OTC station and providing a continuous trail from the OTC to Oceanside Boulevard. The San Luis Rey River Trail generally runs along the San Luis Rey River east to Santa Fe Avenue. It can be accessed from Neptune Way just west of Cleveland Street approximately 0.50 miles from the Project site.

Bike lockers are available at OTC. The existing bicycle facilities near the project site are generally consistent with the current Bicycle Master Plan.

Transit System

The Project is located at the OTC, which provides a number of varied types of transit service The following describes the transit services available at the OTC:

North County Transit District (NCTD): NCTD provides over 10 million passenger trips per year primarily in North San Diego County. Services include the BREEZE bus, SPRINTER hybrid rail, COASTER commuter trains, FLEX demand response, and LIFT ADA paratransit service. In addition, NCTD shares the use of its tracks with Amtrak, Metrolink, BNSF, and Pacific Sun Railroad.

Oceanside Transit Center: Oceanside is a major transportation hub and the OTC provides access to rail, light rail, and bus transit. The OTC is generally accessed from Cleveland Street and Michigan Avenue on the east side of the railroad tracks and from the west side of the tracks via Myers Street parking lot.

BREEZE: The BREEZE bus system travels throughout North San Diego County with 30 BREEZE routes, more than 1,600 bus stops, and nine transit centers.

COASTER: The COASTER commuter train runs north-south through San Diego County with eight stations between Oceanside and Downtown San Diego and the length of route is approximately 41 miles. The COASTER service runs daily and fares are purchased for the number of zones a passenger will be travelling in. Monday through Friday the COASTER runs between 5:00 AM to 10:30 PM. On Friday's only, service is extended to 1:00 AM. On the weekends, service runs from 7:30 AM to 1:00 AM.

SPRINTER Hybrid Rail: The SPRINTER hybrid rail spans 22 miles connecting the cities of Oceanside, Vista, San Marcos, and Escondido. The rail line runs east-west serving 15 stations along State Route 78 corridor. According to NCTD, the SPRINTER runs every 30 minutes in each direction Monday through Friday, from approximately 4:00 AM to 9:00 PM. On the weekends and holidays, the trains operate every 30 minutes from 10:00 AM to 6:00 PM and hourly before 10:00 AM and after 6:00 PM.

FLEX: FLEX is a demand-response bus transit service that serves areas from Oceanside to Camp Pendleton and Escondido to Ramona. There are two different service models, deviated fixed-route and point-deviated fixed-route. FLEX has more than 150 bus stops and 2 transit centers.

LIFT: LIFT is an ADA paratransit service that services any location in NCTD's service area that is within 0.75 miles of a fixed bus route or SPRINTER station. The service is provided to anyone certified eligible by ADA regulations.

Amtrak Pacific Surfliner: Amtrak's Pacific Surfliner connects from downtown San Diego to San Louis Obispo, with additional services serving Los Angeles to downtown San Diego. The headways are sporadic through the day and do not have consistent headways.

Metrolink: Metrolink is a commuter rail system connecting Los Angeles, Ventura, San Bernardino, Orange County, Riverside, and Oceanside. Passengers can access Metrolink at the Oceanside Transit Center. Two Metrolink railway lines are accessible from OTC: the Inland Empire-Orange County Line (IE-OC) and the Orange County Line.

Greyhound: Greyhound is an intercity bus common carrier. At the OTC, passengers can travel direct from Oceanside to Los Angeles, San Diego, or Las Vegas.

Pedestrians

The OTC experiences high levels of pedestrian activity as it is one of the busiest transit centers in the San Diego region according to SANDAG and it is also located on a mixed-use corridor near downtown Oceanside. There are continuous sidewalks present at the Project site on Seagaze Drive, Cleveland Street, Tremont Street, Topeka Street, Michigan Avenue, and Missouri Avenue. On Seagaze Drive there is currently a mix of standard style crosswalks, continental style crosswalks, and special paving used to denote crosswalks. There is also a network of on-site pedestrian paths to facilitate movements within the OTC. Passengers can access the OTC platforms from both sides of the railroad tracks through a pedestrian

tunnel (underpass) that connects the area east of the railroad tracks and the area west of the railroad tracks. The pedestrian tunnel also provides accessibility and connectivity to the Coastal Rail Trail without having to cross the railroad tracks at-grade.

Regulatory Setting

State

California Department of Transportation: Caltrans is responsible for planning, designing, constructing, operating, and maintaining all state-owned roadways in San Diego County. The nearest state facility providing regional access to and from the Project site is Interstate 5 (I-5). SR 76 and SR 78 connect with I-5 near the Project site and provide access to inland portions of San Diego County.

Senate Bill 743, California Environmental Quality Act Guidelines Update: In September 2013, SB 743 was signed into law. The legislature found that with the adoption of the Sustainable Communities and Climate Protection Act of 2008 (SB 375), the state had signaled its commitment to encourage land use and transportation planning decisions and investments that reduce vehicle miles traveled and thereby contribute to the reduction of GHG emissions, as required by the California Global Warming Solutions Act of 2006 (AB 32). SB 743 started a process that changed transportation impact analysis as part of CEQA compliance. Changes include the elimination of auto delay, LOS, and similar measures of vehicular capacity or traffic congestion as the basis for determining significant impacts in many parts of California (if not statewide). The new criteria "shall promote the reduction of GHG emissions, the development of multimodal transportation networks, and a diversity of land uses" (PRC Section 21099(b)(1)). In December 2018, the California Natural Resources Agency certified and adopted the CEQA Guidelines update package, including the Guidelines section implementing SB 743 (Section 15064.3). OPR developed a Technical Advisory on Evaluating Transportation Impacts in CEQA (December 2018), which contains OPR's technical recommendations regarding assessment of VMT, thresholds of significance, and mitigation measures. The provisions of CEQA Guidelines Section 15064.3 apply prospectively as described in Section 15007. Beginning on July 1, 2020, the provisions of this section applied statewide.

Regional

SANDAG's San Diego Forward: The Regional Plan: The San Diego Association of Governments (SANDAG) is the transportation planning, coordinating, and financing agency for the San Diego County. Every four years, SANDAG prepares and updates a Regional Plan in collaboration with the 18 cities and County of San Diego, along with regional, state, and federal partners. SANDAG's Regional Plan combines the Regional Comprehensive Plan (RCP) and the Regional Transportation Plan and its Sustainable Communities Strategy (SCS). The current 2021 Regional Plan was adopted by the SANDAG Board of Directors on December 10, 2021. The Regional Plan is a long-range blueprint to guide transportation investments and land-use decisions through 2050 while meeting the requirements of California's landmark 2008 SB 375, which calls on each of the state's 18 metropolitan areas to develop a SCS to accommodate future population growth and reduce GHG emissions from cars and light trucks.

SANDAG Smart Growth Opportunity Areas: The Regional Plan calls for better coordination between land use and transportation. SANDAG's Concept Map is a key tool used to implement the Plan, as it identifies locations within the region that can support smart growth and transportation investments. Eight "smart

growth opportunity areas" (SGOAs) as locations prime for compact, walkable, mixed-use development near transit. The SGOA encompasses a half-mile radius surrounding an existing transit station.

Local

Oceanside General Plan: The Oceanside General Plan is the primary source of long-range planning goals, policy direction, and regulatory document, which is used to guide growth within the City. The current General Plan was updated in 2002. In 2019, the City Council adopted Phase 1 of a General Plan Update, which included updates to three elements (Economic Development Element, Energy and Climate Action Element, and Climate Action Plan). Phase 2 updates the remaining elements, which the City is currently preparing (Land Use, Circulation, Housing, Conservation and Open Space, Community Facilities, Safety and Noise Elements). In Spring/Summer of 2020, the City began Onward Oceanside. Onward Oceanside consists of the preparation of three plans: The aforementioned General Plan Update, Smart and Sustainable Corridors Plan, and the South Morro Hills Community Plan.

The Oceanside General Plan Circulation Element was last updated in September 2012 and provides the goals, policies, principles, and standards for the transportation system in the City (See attached **Figure 2**). As noted above, the Circulation Element is currently in the process of being updated. The transportation system includes all systems and modes consisting of roadways, pedestrian and bicycle facilities, public rail transit, public bus transit, and airport. At the time of this analysis, the updated General Plan is anticipated to go forward for City Council adoption in Spring of 2024. The current adopted Circulation Element provides goals and policies pertaining to transportation that emphasize the importance of a multimodal transportation system. Common themes are to reduce dependencies on automobiles, provide connectivity to regional transportation systems, maintain the City's character while also improving roadways that are safe and serves all users, create a safe and secure bikeable and walkable environment, and continue partnership with NCTD to encourage transit usage. It is anticipated that the updated Circulation Element would include similar goals and policies as the currently adopted Circulation Element.

Coast Highway Vision and Strategic Plan: The Coast Highway Vision and Strategic Plan (CHVSP), adopted by the City of Oceanside in 2009, encompasses the three-mile stretch of Coast Highway from Harbor Drive to the Buena Vista Lagoon. The intent of the CHVSP is to "create a transportation blueprint for the Coast Highway corridor providing travel options and parking solutions, as well as strategies to address cut-through traffic issues for the community." The vision study identifies land west of the railway tracks as surface parking and envisions the existing OTC parking lot east of the railway tracks developed into infill mixed-use development. Future street extensions are also shown on the OTC Illustrative Plan included in the CHVSP: a continuation of Cleveland Street bisecting the Project and a connection between Michigan Avenue from Tremont Street to the proposed alignment of Cleveland Street.

Oceanside Bicycle Master Plan: The City's Bicycle Master Plan was originally adopted in 2008 but received an update in 2017, which included changes to the planned bicycle facilities in the vicinity of the Project. A Class I Bike Path extending north of OTC to S-76 was noted in the General Plan, however, that extension is no longer a planned facility per the current Bicycle Master Plan.

Pedestrian Master Plan: The City's Pedestrian Master Plan was created in 2009 and guides the implementation of pedestrian projects in the City. Different areas within the City are required to have different levels of pedestrian improvements. Pedestrian facilities are categorized into seven types: District Sidewalks, Corridor Sidewalks, Neighborhood Sidewalks, Ancillary Pedestrian Facilities, Paths, and Trails.

Near the Project site is a mix of District Sidewalks, which are sidewalks along roads that support heavy pedestrian levels in mixed-use concentrated urban areas, and Connector Sidewalks, which are sidewalks along roads that support moderate density business and shopping districts with moderate pedestrian levels.

Traffic Impact Analysis Guidelines: In 2020 the City adopted the updated Traffic Impact Analysis Guidelines for Vehicles Miles Traveled (VMT) and Level of Service Assessment (Transportation Guidelines). The City's Guidelines address the CEQA requirement for VMT analysis and include provisions for local traffic studies based on level of service (LOS) separate from the CEQA process.

Plans and Consistency Analysis

The Project land use designations would include DT Downtown (DT), Coastal Transportation and Utility (C-TU), Coastal Residential High Density (C-RH), and Coastal General Commercial (C-GC). A General Plan Amendment is required to establish the appropriate land use designation of Specific Plan across the planning area. The Amendment would also revise the Downtown Redevelopment District (DRD) to remove a portion of the Project site which currently lies within the DRD boundaries. The Project does not propose any changes to the Circulation Element roadways and would not conflict with any current goals and policies. Per General Plan policy, a level of service (LOS) analysis is being prepared for the Project and is documented separately. The VMT analysis and the local traffic study have been prepared per the City's Guidelines.

The existing bicycle facilities around the Project site are consistent with the designations shown in the current Bicycle Master Plan with the exception of a Class III bike route shown within the Project site along Cleveland Street between Seagaze Drive and Topeka Street, and along Topeka Street between Seagaze Drive between Cleveland Street and Tremont Street. Instead, a Class III bike route is currently provided via Seagaze Drive to Tremont S. With implementation of the Project, Cleveland Street between Seagaze Drive and Topeka Street, and Topeka Street between Cleveland Street and Tremont Street, are each converted to two-lane public streets with traffic calming elements, which is appropriate for use as a Class III bike route. As such, the Project will be implementing bicycle facilities consistent with the current Bicycle Master Plan.

The Project would facilitate bicycle circulation by providing low-speed streets with traffic calming elements and would not conflict with the Bicycle Master Plan. The Project would also construct a robust pedestrian network to facilitate pedestrian movement in and around the Project site and would not conflict with any plans or programs related to the City's pedestrian facilities.

The Project is consistent with the SANDAG Regional Plan as it is located if one of SANDAG's Smart Growth Opportunity Areas.

Vehicles Miles Travel (VMT) Analysis

Approach and Methodology

In OPR's Technical Advisory on Evaluating Transportation Impacts in CEQA (December 2018), recommendations are provided on how local agencies can identify and address VMT impacts. The OPR Technical Advisory states that local agencies have the discretion to develop and adopt their own impact thresholds or rely on thresholds recommended by other agencies. The City of Oceanside has adopted their own specific VMT guidelines that are presented in the City's Transportation Guidelines. The City's

Transportation Guidelines utilize the Institute of Transportation Engineers (ITE) San Diego Regional Guidelines (May 2019) to establish impact thresholds and methodology for VMT Analysis.

VMT refers to the distance a vehicle travels from an origin to a destination. More specifically, VMT measures the number of car trips generated by a project and the distances the cars will travel to and from the project site. Per the City's Guidelines, the VMT methodology used for analysis includes all vehicle-based person trips grouped and summed to the home location of individuals on each trip. It includes home-based and non-home-based trips. The VMT for each home is then summed for all homes in a particular census tract and divided by the population of that census tract to arrive at resident VMT per capita. VMT per employee includes all vehicle-based person trips grouped and summed to the work location of individuals on the trip. This includes all trips, not just work-related trips. The VMT for each work location is then summed for all work locations in a particular census tract and divided by the number of employees of that census tract to arrive at employee VMT per employee.

The City's Transportation Guidelines state that a VMT analysis for CEQA purposes is required for projects that are consistent with the adopted General Plan if the Project exceeds 1,000 average daily trips (ADT). If a project is inconsistent with the adopted General Plan, a VMT analysis is required if the project exceeds 500 ADT. These thresholds are based on the recommendations of the San Diego ITE Section. These thresholds are based on the understanding that SANDAG trip generation rates differ from ITE trip generation rates, which OPR's recommendations are based on. The Project's estimated trip generation is summarized in **Table 1** on the following page.

As shown in **Table 1**, the proposed Project would generate approximately 6,300 ADT. Based on the current General Plan, a General Plan Amendment is required to establish the appropriate land use designation of Specific Plan across the planning area.

VMT Threshold of Significance

The City of Oceanside VMT thresholds are summarized in **Table 2.** The Project consist of a mix of uses; therefore, each land use is evaluated separately.

VMT Screening

Prior to conducting a VMT analysis, screening criteria is used to readily determine if the Project would not cause a significant impact on VMT. According to the City Transportation Guidelines, SB 743 eliminates the need for some projects to be analyzed for CEQA purposes when those projects support VMT reduction. As such, these projects are considered screened out for VMT analysis. To be screened out means that projects do not need to be analyzed for CEQA purposes since they already support VMT reduction. The City Guidelines include a list of project types that are presumed to be considered VMT-reducing projects (Table 2 from the City Guidelines is attached to this memorandum for reference). The project types included in the list are either locally serving or are based on substantial evidence provided by the OPR Technical Advisory Committee supporting SB 743 implementation that those project type's support VMT reduction. A project must meet at least one of the screening criteria to be screened out.

Reference: Oceanside Transit Center Specific Plan CEQA Transportation Analysis

Table 1 Trip Generation Summary – Oceanside Transit Center Specific Plan Site

Land Use	Amount	Trip Rate	ADT	AM Peak Hour						PM Peak Hour					
				Peak %	Vol.	In %	Out %	Vol. In	Vol. Out	Peak %	Vol.	In %	Out %	Vol. In	Vol. Out
Proposed Project															
Multi-family Residential	547 DU	6	3,282	8%	263	20%	80%	53	210	9%	295	70%	30%	207	88
Retail, Food & Beverage	29.196 TSF	120	3,504	4%	140	60%	40%	84	56	10%	350	50%	50%	175	175
NCTD Headquarters (Net[1])	58.085 TSF[1]	12	697	14%	98	91%	9%	89	9	12%	84	12%	88%	10	74
Hotel	170 Room	4	680	9%	61	39%	61%	24	37	8%	54	55%	45%	30	24
Gross Trips		--	8,163	--	562	--	--	250	312	--	783	--	--	422	361
Internal Capture Trips		--	514	--	29	--	--	13	16	--	49	--	--	27	22
Internal Capture %		--	6.3%	--	5.2%	--	--	5.2%	5.2%	--	6.3%	--	--	6.3%	6.3%
Walking External Trips		--	1,004	--	49	--	--	22	27	--	90	--	--	49	41
Walking External %		--	12.3%	--	8.8%	--	--	8.8%	8.8%	--	11.5%	--	--	11.5%	11.5%
Transit External		--	384	--	43	--	--	19	24	--	41	--	--	22	19
Transit External %		--	4.7%	--	7.7%	--	--	7.7%	7.7%	--	5.3%	--	--	5.3%	5.3%
Total External Vehicle Trips		--	**6,261**	--	**441**	--	--	**196**	**245**	--	**603**	--	--	**324**	**279**
Total Trip Reduction %		--	23%	--	22%	--	--	22%	21%	--	23%	--	--	23%	23%

[1]NCTD Headquarters total proposed building size of 64,085 SF minus approximately 6,000 SF existing NCTD office building on-site (existing building to be removed and operations moved to new building)

Notes:
DU – Dwelling Unit
TSF – Thousand Square Feet
Room – Occupied Rooms
Existing intermodal transportation center uses on-site (e.g., NCTD and Amtrack customer service offices, ticketing, restrooms, etc.) to remain on-site (relocated).
Internal capture trips, walk trips, and transit trips estimated using SANDAG Mixed Use Trip Generation Model v 4.0.
Trip Rate Sources:
(Not So) Brief Guide of Vehicular Traffic Generation Rates for the San Diego Region, SANDAG (2002)
Multi-family Residential – SANDAG land use category "Apartment"
Retail, Food & Beverage – SANDAG land use category "Neighborhood Shopping Center"
Driveway Counts
NCTD Headquarters – Rates based on driveway counts (Tues/Wed average) of existing NCTD headquarters at 810 Mission Ave
ITE Trip Generation Manual, Institute of Transportation Engineers (2021)
Hotel – ITE Category 312 Business Hotel

Table 2 City of Oceanside VMT Threshold Summary

Project Type	Metric	Significance Threshold
Residential	Resident VMT / Capita	15% below regional average
Commercial	Employee VMT / Employee	15% below regional average
Industrial	Employee VMT / Employee	15% below regional average
Retail[1]	Net increase in the regional VMT	Net increase in regional VMT
Mixed-Use	Evaluate each land use separately	Based on proposed land use
Redevelopment[2]	Based on the proposed land use	Based on the proposed land use

[1] Locally serving retail is presumed to decrease VMT however retail projects over 50,000 square feet are considered regionally serving.

[2] A redevelopment project that reduces VMT is presumed to have less than a significant impact and is screened out. The removal of affordable housing will require VMT analysis.

Source: City of Oceanside Traffic Impact Analysis Guidelines Vehicle Miles Traveled (VMT) and Level of Service Assessment (2020)

Based on the City's Guidelines (Table 2 from the City Guidelines is attached to this memorandum for reference), the Project would be screened out as the Project meets five of the project types listed as further described below.

The Project consists of a mix of residential, retail, office, hotel, and transit improvements. The Project would meet the following project types as listed in the City's Guidelines:

- Projects located in a Transit Priority Areas (TPA) or Smart Growth Opportunity Area as identified in the most recent SANDAG San Diego Forward Regional Plan and consistent with the General Plan at the time of project application. Projects located in a TPA must be able to access the transit station within a 0.5-mile walking distance or 6-minute walk continuously without discontinuity of sidewalk or obstructions to the route.
- Projects located in a low-VMT generating area identified on the most recent SANDAG SB 743 VMT Screening map.
- Locally serving retail uses less than 50,000 square feet, including: gas stations, banks, restaurants, grocery stores, and shopping centers
- Transit projects
- Locally serving hotel (e.g., non-destination hotels, non-regionally serving)

Figure 3 illustrates the SGOA Map and the Project site. The SGOA were identified through a regional comprehensive plan development process, where members from each jurisdiction and public feedback was solicited and included in the Smart Growth Concept Map. According to SANDAG, the Concept Map is a key tool used to implement the San Diego Forward: The Regional Plan, as it identifies locations within the region that can support smart growth and transportation investments. Eight SGOAs are identified as

locations prime for compact, walkable, mixed-use development near transit and encompass a 0.5-mile radius surrounding an existing transit station.

The Project is located in SGOA OC-2 (South Coast Highway Sprinter Station). The Project's consistency with the pending General Plan update is yet to be determined, but if it is deemed consistent the Project will satisfy both the State's and the City's criteria for a presumption of a less-than-significant impact.

In addition, the Project is located in a low-VMT generating area. **Figure 4** and **Figure 5** illustrates the most recent SANDAG SB 743 VMT Screening map and the Project location. As shown, the Project is located in census tracts 182 and 184. For the residential component of the Project, both census tracts demonstrate VMT per capita that is less than 85% of the regional mean under existing (2016) baseline conditions. The mapping shows census tract 182 has an average VMT per resident of 13.5 (71.4% of the regional mean) and census tract 184 has an average VMT per resident of 14.2 (74.8% of the regional mean). The regional mean is 18.9 VMT per resident. Therefore, since both census tracts are better than 15% below the regional mean, the Project would similarly have a VMT rate that is below 15% of the regional mean for residential uses.

For the employment portion of the Project, the Project is located in census tracts that are less than 85% of the regional mean under existing (2016) baseline conditions. The mapping shows census tract 182 has a VMT per employee of 15.0 (79.3% of the regional mean) and census tract 184 has a VMT per employee of 14.4 (76.0% of the regional mean). The regional mean is 18.9 VMT per employee. Therefore, since both census tracts are better than 15% below the regional mean, the Project would similarly have a VMT rate that is below 15% of the regional mean for employment uses.

Since the Project is located in low-VMT generating areas for residential uses and employment uses, the Project would meet the intent of the screening criteria and would have a less than significant impact on VMT.

The retail component of the Project would be comprised of locally serving retail uses that are less than 50,000 square feet. The retail is intended to serve the residents, commuters, and the Project's hotel visitors and would consist of small retail, services, food, and beverage. Therefore, the retail component of the Project would meet the intent of the screening criteria and would have a less than significant impact on VMT.

The hotel component of the Project would not be considered a destination resort hotel. The Project would construct a boutique hotel, which is typically smaller in size and have fewer on-site amenities than a destination resort hotel (i.e., would not have multiple pools, indoor/outdoor activities, golf course, multiple large banquet halls, etc.). Therefore, the hotel component of the Project would meet the intent of the screening criteria and would have a less than significant impact on VMT.

The transit component of the Project would incorporate a series of transit improvements intended to enhance the user experience and increase transit use, emphasizing improved intermodal connectivity. These improvements include a modern intermodal transportation center, safe and efficient bus circulation, and twelve commuter bus stalls and bus layover space; moreover, transit facilities and improvements would be located to better facilitate the transfer between bus and train services. Additionally, the Project supports near- and long-term implementation of various mobility hub features as identified by SANDAG's Regional Mobility Hub strategy, such as enhanced transit waiting areas, bike parking and bike share, on-demand

rideshare, and wayfinding. Therefore, the transit component of the Project would meet the intent of the screening criteria and would have a less than significant impact on VMT.

The Project and its mixed-use components are consistent with multiple screening criteria as demonstrated above. The Project would be screened out from additional VMT analysis as the Project would meet five project types listed in the City's Guidelines and is presumed to have a less than significant impact on VMT.

Site Access and Design Features Analysis

Vehicle Access

Access to the Project would be made via Seagaze Drive, Cleveland Street, Tremont Street, Topeka Street, Michigan Avenue, and Missouri Avenue.

Cleveland Street within the Project site would be reconfigured from its existing two-lane one-way bus-only configuration to a two-lane two-way configuration. Cleveland Street would be shared by bus, auto, and bicycles. Topeka Street would be reconfigured from its existing configuration (two-lane one-way bus driveway) to a two-lane two-way configuration, and shared by bus, auto, and bicycles. Michigan Avenue would remain a two-lane two-roadway and would be shared by bus, auto, and bicycles. Missouri Avenue would provide direct access to the relocated bus terminal. In comparison to existing conditions, additional pedestrian routes would be provided (discussed later in this section). The following describes access to the various components of the Project.

Vehicle Access to OTC and Amenities (transit services, retail, and dining): Commuters and visitors accessing the transit services, retail and dining, would park at the existing City-owned parking structure or the Project's parking structure at the northeast corner of Cleveland Street and Topeka Street, with entrances on Cleveland Street and on Tremont Street. There would also be curb space on Cleveland Street where transit users can load and unload from their vehicles.

Vehicle Access to Residential: The Project would construct two residential buildings with parking structures. The first building is located between Topeka Street and Michigan Avenue. The second building is located between Michigan Avenue and Missouri Avenue. Residents parking in the northerly building would access the parking garage driveways on Topeka Street and on Michigan Avenue. Residents accessing the southerly building would access the parking garage driveways on Michigan Avenue and on Missouri Avenue.

Vehicle Access to NCTD Office: The NCTD office would be located on the west side of the Project. Employees and visitors to the NCTD office would park in the structure on the northeast corner of Cleveland Street and Topeka Street, directly across from the office building. The parking structure driveways are located on Cleveland Street and on Tremont Street.

Vehicle Access to Hotel: The hotel would be located on the north portion of the Project site. Vehicles would access the hotel via a driveway on Seagaze Drive. There would also be flexible curb space on Cleveland Street where guests can load and unload.

Bus Circulation

Entering the site: Buses would generally access the OTC through the primary gateway at Seagaze Drive and Cleveland Street. The buses would turn onto Cleveland Street and travel south to the relocated bus terminal at the southerly end of the Project site.

Exiting the site: Buses would exit the bus terminal two ways. The first is to exit the bus terminal onto Michigan Street where the buses would turn right towards Tremont Street. Another exit route would be on Missouri Avenue, towards Tremont Street.

Bicycle Circulation

Bicycles would access the Project via Cleveland Street, Topeka Street, Michigan Avenue, and Missouri Avenue. Bicycle circulation is also proposed along the off-site public surface parking lots across the railroad trac, accessible from the project site via the existing subterranean pedestrian tunnel under the railroad right of way. Bike parking is proposed throughout the Project site. The Project would also provide bike share, electric bike, and scootershare stations.

Pedestrian Circulation

Pedestrians can access the Project from Seagaze Drive, Tremont Street, Michigan Avenue, and Missouri Avenue and utilize a robust on-site pedestrian network. In addition, the OTC is accessible from west of the railroad tracks at the Myers Street and Tyson Street intersection. The Project would provide crosswalks along the Project's access points and on-site intersections. A mid-block raised crosswalk would also be provided on Cleveland Street near the Station Plaza where heavy pedestrian traffic is anticipated.

The project accounts for the circulation and accessibility for all modes of travel to each of the Project's components. The Project provides circulation for all users as demonstrated above. All site improvements that intersect with the public right-of-way would be constructed in accordance with the City's design standards. Therefore, the Project would not increase hazards due to geometric design features or incompatible uses.

Emergency Access Analysis

The Project has multiple access points as discussed in the Site Access section above. On-site streets and driveways would be designed per City requirements and reviewed by the Oceanside Fire Department. Access to the Project site can also be made from each street bounding the Project site.

A standard practice during construction is to implement a traffic control plan as needed to maintain access on public streets through the area. This traffic control plan is typically a condition of approval for a project. Final site plans for the project would be subject to review by the Oceanside Fire Department, prior to project development, and subject to approval by the City Traffic Engineer and City Engineer to ensure that the Project site maintains adequate emergency access. Therefore, the Project would not impact emergency access.

Conclusion

The Project consists of transit improvements and a mixed-used TOD at the OTC. A General Plan Amendment is required to establish the appropriate land use designation of Specific Plan (SP) across the planning area. The Amendment would also revise the Downtown Redevelopment District (DRD) to remove a portion of the Project site which currently lies within the DRD boundaries.

The Project does not propose any roadway changes inconsistent with the Circulation Element and would not conflict with any current goals and policies. The Project will be implementing bicycle facilities consistent with the current Bicycle Master Plan and would facilitate bicycle circulation by providing low-speed streets with traffic calming elements and would not conflict with the Bicycle Master Plan. The Project would also construct a robust pedestrian network to facilitate pedestrian movement in and around the Project site and would not conflict with any plans or programs related to the City's pedestrian facilities. The Project is consistent with the SANDAG Regional Plan as it is located if one of SANDAG's Smart Growth Opportunity Areas.

A VMT analysis was conducted for the Project using the City's Transportation Guidelines. The Project is "screened out" from further VMT analysis and is presumed to have a less than significant impact based on the project types listed in Table 2 of the City's Transportation Guidelines. The Project is located in a Transit Priority TPA and SGOA, the Project is located in a low-VMT generating area, the retail component is locally serving, the Project includes transit improvements, and the Project's hotel is not a destination resort. Therefore, the Project has a less than significant impact on VMT. Since the Project would have a less than significant impact at the Project level, the OPR Technical Advisory states it is implied that the Project would also have a less than significant cumulative impact.

The Project facilitates the circulation and accessibility for all modes of travel to each of the Project's components and would not increase hazards due to geometric design features or incompatible uses. The Project has multiple access points and on-site streets and driveways would be designed per City requirements and reviewed by the Oceanside Fire Department and City Traffic Engineer. Therefore, the Project would not impact emergency access.

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Sincerely,

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Attachment: Figure 1 Project Location Map
Figure 2 Roadway Classifications from the 2030 Master Transportation Roadway Plan
Figure 3 SANDAG SGOA Location Map
Figure 4 SANDAG VMT Mapping Tool - Residents
Figure 5 SANDAG VMT Mapping Tool - Employees
Average Daily Traffic Volume Summary - Oceanside Transit Center Specific Plan
List of Project Types Eligible to be Screened Out from City Guidelines

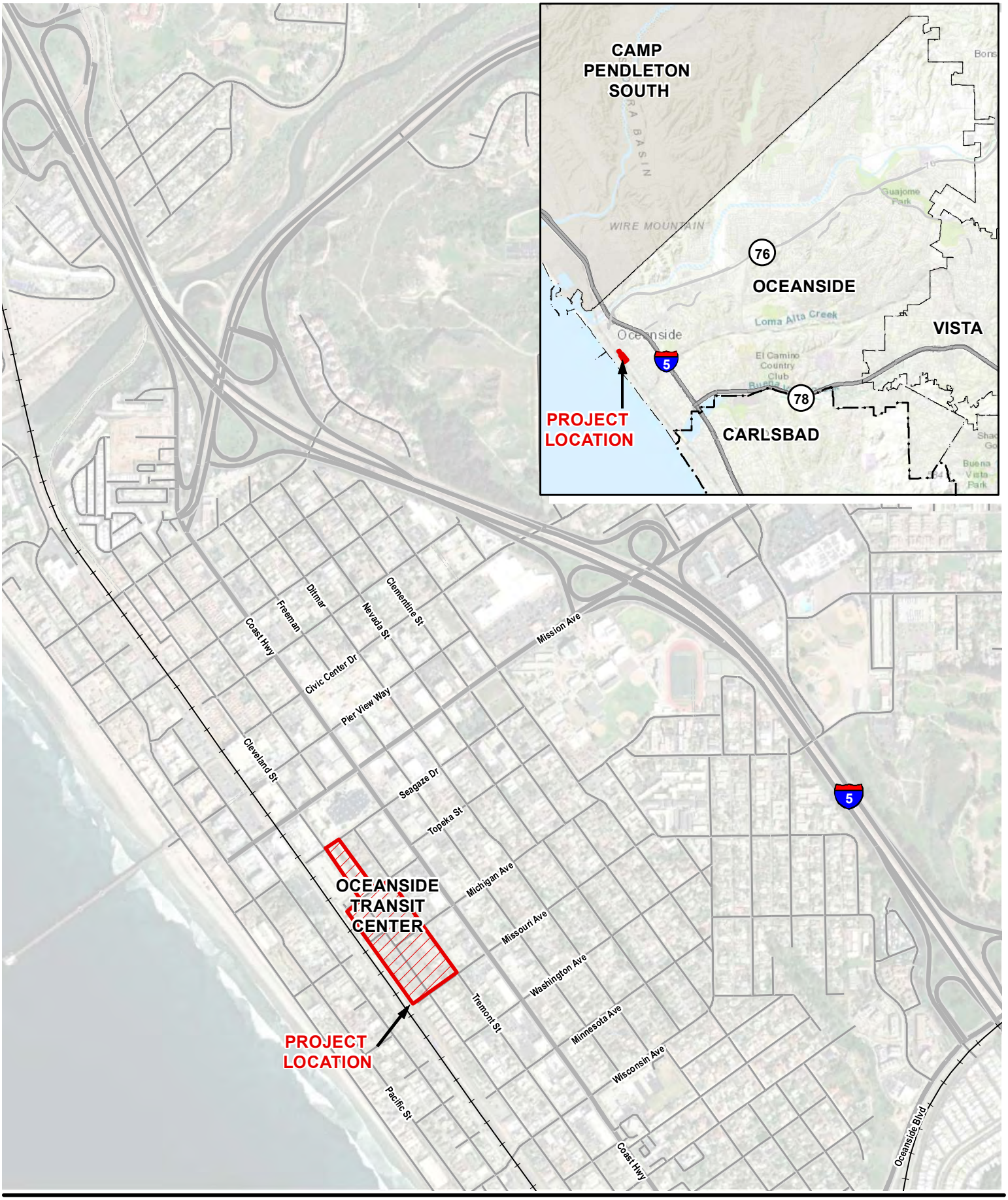

Figure 1

Project Location Map

Figure 2

Roadway Classifications from 2030 Master Transportation Roadway Plan

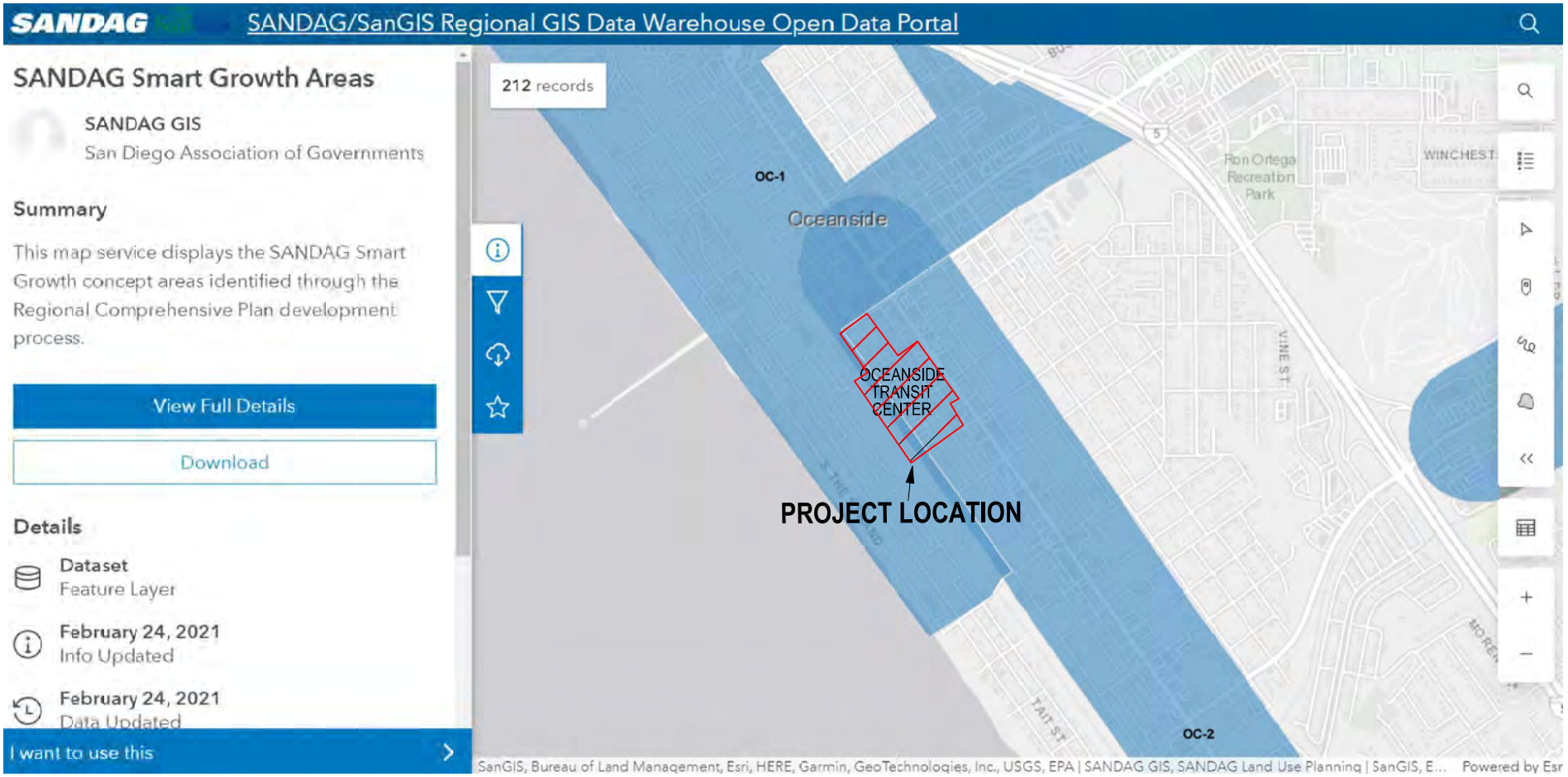

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Figure 3
SANDAG Smart Growth Opportunity Areas

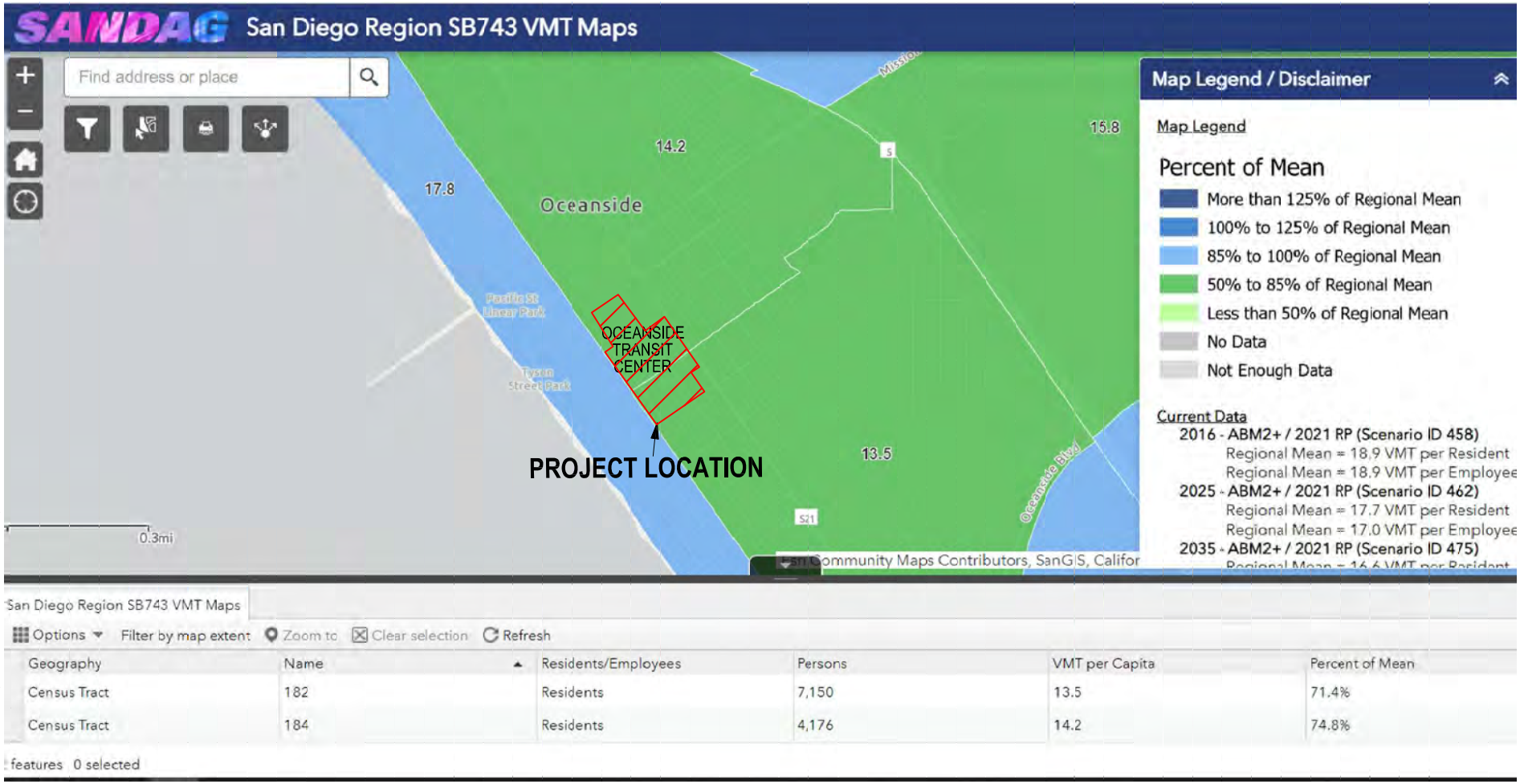

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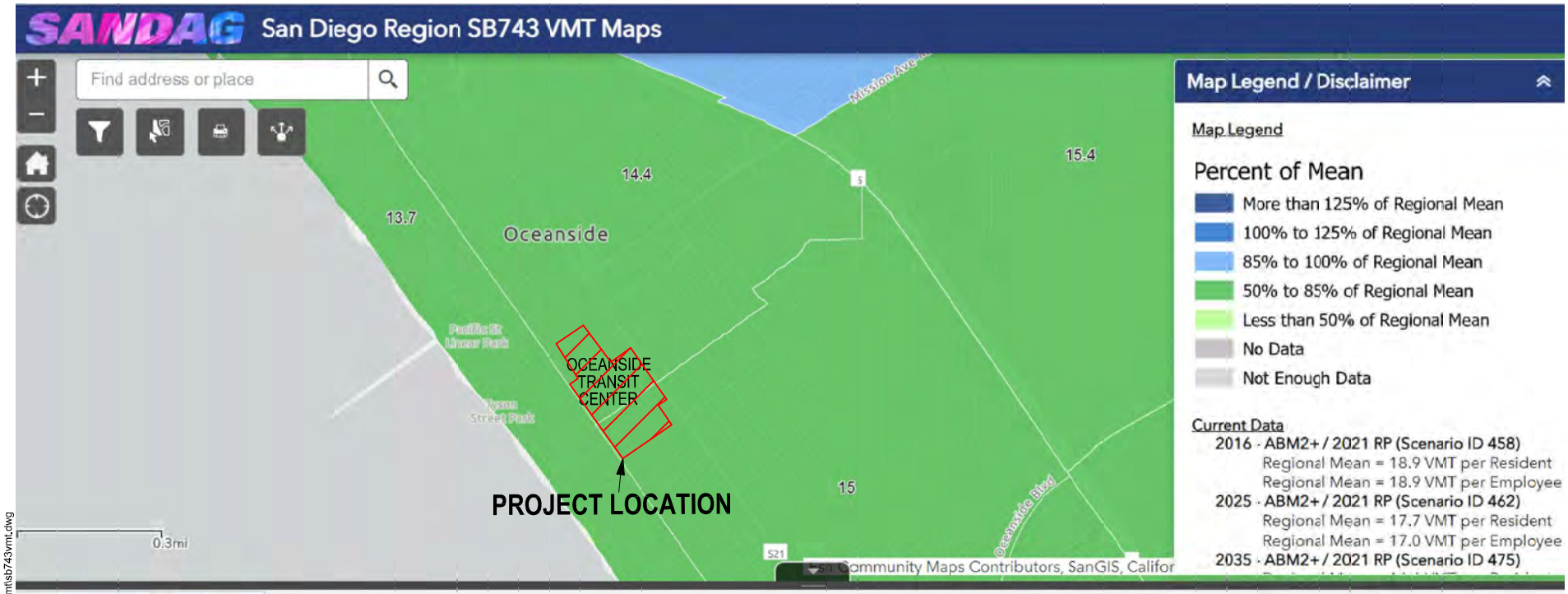
Figure 4

SANDAG San Diego Regional SB 743 VMT Map - Residents



San Diego Region SB743 VMT Maps

Options | Filter by map extent | Zoom to | Clear selection | Refresh

Geography	Name	Residents/Employees	Persons	VMT per Capita	Percent of Mean
Census Tract	182	Employees	1,762	15.0	79.3%
Census Tract	184	Employees	3,110	14.4	76.0%

features 0 selected

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Figure 5

SANDAG San Diego Regional SB 743 VMT Map - Employment

Average Daily Traffic Volume Summary – Oceanside Transit Center Specific Plan

Location	Existing Counts (2022)	Existing plus OTC Project	Long-Range Cumulative without OTC Project	Long-Range Cumulative with OTC Project
1. Clementine btwn Pier View & Mission	400	400	750	750
2. Nevada btwn Pier View & Mission	500	500	760	760
3. Mission btwn Horne & Clementine	11,300	12,500	11,700	12,900
4. Mission btwn Freeman & Coast Hwy	5,600	6,260	6,440	7,100
5. Seagaze btwn Freeman & Coast Hwy	3,600	4,260	4,330	4,990
6. Seagaze btwn Tremont & Cleveland	3,600	4,920	4,600	5,920
7. Coast Hwy btwn Topeka & Michigan	14,800	16,460	17,650	19,310
8. Tremont btwn Seagaze & Topeka	1,500	2,490	1,800	2,790
9. Tremont btwn Michigan & Missouri	1,000	2,080	1,200	2,280
10. Topeka btwn Tremont & Coast Hwy	1,000	1,480	1,210	1,690
11. Michigan btwn Tremont & Coast Hwy	1,900	3,190	2,310	3,600
12. Missouri btwn Tremont & Coast Hwy	900	1,350	1,100	1,550
13. Cleveland btwn Missouri Ave & Washington	200	200	200	200
14. Seagaze btwn Coast Hwy & Tremont	3,600	5,740	5,000	7,140

Table 2 – Screened Out Projects

Project Type
Projects located in a Transit Priority Areas (TPA) or Smart Growth Opportunity Area as identified in the most recent SANDAG San Diego Forward Regional Plan and is consistent with the General Plan at the time of project application. (1)(2)
Projects located in a low-VMT generating area identified on the most recent SANDAG SB 743 VMT Screening map
Locally serving K-12 schools
Day care centers
Local parks
Locally serving retail uses less than 50,000 square feet, including: gas stations, banks, restaurants, grocery stores, and shopping centers
Community institutions (Public libraries, fire stations, local government)
Locally serving hotels (e.g. non-destination hotels, non-regionally serving)
Student housing projects on or adjacent to college campuses
Local serving community colleges that are consistent with the assumptions noted in the most recent SANDAG Regional Transportation Plan/Sustainable Communities Strategy
Affordable housing projects (3)
Assisted living facilities
Senior housing (as defined by HUD)
Transit projects
Bike projects
Pedestrian projects
Safety improvement projects (e.g. RRFBs and high visibility crosswalks at uncontrolled locations, pedestrian count down timers, additionally projects identified through the Highway Safety Improvement Program)
Safe Routes to School
Projects generating less than 500 daily vehicle trips (if inconsistent with adopted General Plan)
Projects generating less than 1,000 daily vehicle trips (if consistent with adopted General Plan)

(1) Projects located in a TPA must be able to access the transit station within a ½ mile walking distance or 6 minute walk continuously without discontinuity of sidewalk or obstructions to the route. Qualifying transit stops means a site containing an existing rail transit station served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods (OPR, 2017). A high-quality transit corridor may also be considered if a corridor with fixed route bus service has service intervals no longer than 15 minutes during peak commute hours (OPR, 2017).
(2) Smart Growth Opportunity Area Map is provided in **Appendix B**. The most recent version available shall be used.
(3) If a project is a mix of affordable housing and market rate housing or unscreened use, only the affordable housing component would qualify as screened out. Additionally, any removal of affordable housing automatically requires CEQA VMT analysis.

8.0 Determining Project Study Requirements

Figure 8-1 helps guide development projects in determining the requirements from a local and state perspective in order to help determine study requirements. The screening flowchart indicates an overview of the circumstances where a detailed CEQA VMT analysis would or would not be required and when a project would require a Local Transportation Study or Local Transportation Assessment. The City maintains the discretion to require a project to conduct additional analysis if needed.