



# **PLANNING COMMISSION AGENDA REPORT**

MEETING DATE: MAY 13, 2024

ITEM NUMBER: NB-1

**SUBJECT: REVIEW OF THE ONE YEAR (FY 2024-2025) AND FIVE YEAR (FY 2024-2025 TO FY 2028-2029) CAPITAL IMPROVEMENT PROGRAM FOR CONSISTENCY WITH THE COSTA MESA 2015-2035 GENERAL PLAN**

**FROM: PUBLIC WORKS DEPARTMENT/ENGINEERING**

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## **RECOMMENDATION:**

Staff recommends the Planning Commission adopt a Resolution to:

1. Find that the City's Capital Improvement Program is a fiscal planning and budgeting activity, which allows the City to plan for future specific capital improvement projects and does not commit the City to implement any specific project or project design, and, therefore, is not a "project" per California Environmental Quality Act (CEQA) Guidelines Section 15378; and
2. Approve a resolution finding that the One Year (FY 2024-2025) and Five Year (FY 2028-2029) Capital Improvement Program is consistent with the Costa Mesa 2015-2035 General Plan.

## **APPLICANT OR AUTHORIZED AGENT:**

The City of Costa Mesa Public Works Department

## **BACKGROUND:**

### ***State Law Requirements***

Government Code Section 65103(c) requires that the Planning Commission review the proposed Capital Improvement Program (CIP) portion of the City's annual budget and report on its conformity with the City's adopted General Plan.

Government Code Section 65401 requires analysis of major capital improvement (“public works”) projects recommended for planning, initiation, or construction during the ensuing fiscal year. All of the new projects added to the one-year (FY 2024-25) CIP fall into this category.

Government Code Section 65401 also requires an annual programmatic level review of all major public works projects, whereas Government Code Section 65402 contemplates a project-specific consideration of General Plan conformity of a proposed project's location, purpose and extent. The General Plan conformity analysis provided herein addresses both Government Code sections.

### **DESCRIPTION:**

Government Code Section 65103(c) requires Planning Commission review of the proposed Capital Improvement Program (CIP) portion of the City's annual budget for conformity with the adopted General Plan. The proposed CIP includes a number of projects to implement various policies, objectives, and programs in the 2015-2035 General Plan. The CIP includes projects related to facilities, parks, parkways and medians, streets, and transportation projects.

### **ANALYSIS:**

The City's CIP is an important fiscal planning tool for public infrastructure projects. The City's CIP includes a vision for short and long-range development, maintenance, improvement and building of new infrastructure assets to benefit residents, businesses, property owners and visitors. Although the City's CIP is updated annually, it also separately includes projects planned over the five-year timeframe and provides an overview of works in progress. The proposed CIP includes a number of projects that implement various policies, objectives, and programs identified in the 2015-2035 General Plan. The list of proposed projects generally fall into five categories: (1) Facilities, (2) Parks, (3) Parkways and Medians, (4) Streets, and (5) Transportation projects. The CIP projects planned for next fiscal year are listed in the attachment to this report – “FY 2024-2025 One-Year Summary of Capital Improvement Projects” (Attachment 2). CIP projects planned for the next five years (FY 2024-25 to FY 2028-29) are also listed in the attachment to this report – “Five-Year Capital Improvement Program” (Attachment 3).

The following paragraphs correlate the proposed project types with applicable General Plan goals, objectives, and policies:

- 1. Facilities:** Projects in this category include any public building or facility maintenance, improvements or reconstruction. Specific projects in this category include improvements to City Hall, the Corporation Yard, Senior Center, Bridge Shelter, Costa Mesa Country Club, police facilities and fire stations. Planned improvements to police and fire and other civic administration facilities implement

Safety Element Policies S-2.10 and S-2.12 to continue to maintain adequate police and fire facilities sufficient to protect the community. In addition, many of the proposed CIP projects include necessary maintenance of “community facilities” pursuant to General Plan Land Use Element Objective LU-5A, which states “ensure availability of adequate community facilities and provision of the highest level of public services possible, taking into consideration budgetary constraints and effects on the surrounding area.”

2. **Parks:** Projects in this category include maintenance, improvements, or new construction at various City park facilities. Projects within this category implement Open Space and Recreation Element Goal OSR-1 relating to providing the community with high-quality open spaces and recreational opportunities through the development of recreation resources; park facilities related projects also implement Open Space Recreation Element Policy OSR-1.11 relating to performing regular maintenance of facilities to ensure proper working order of all recreation facilities and equipment; and improvements that protect natural habitat per Conservation Element Goal CON-1.
3. **Parkways and Medians:** Projects in this category include parkway and median landscape maintenance, curb and gutter installation, median repair or construction, and sidewalk repair or construction. Projects within this category implement Community Design Element Goal CD-1 to strengthen the image of the City as experienced from sidewalks and roadways as well as Objective CD-1A to contribute to City beautification by improving and enhancing the visual environment of Costa Mesa’s vehicular and pedestrian corridors.
4. **Streets:** Projects in this category include alley and street maintenance or repairs (e.g. slurry seal, pavement rehabilitation, etc.) and storm drain or water quality related construction and improvements. The projects within this category implement Safety Element Goal S-1 and more specifically Policy S-1.11, which calls for the improvement and maintenance of local storm drain main lines and infrastructure to reduce flood hazards. Other projects within this category implement Circulation Element Goals C-2 and C-6 to effectively manage and improve the roadway and highway system that includes policies to construct street improvements.
5. **Transportation:** Projects in this category include any transportation-related improvements or maintenance including active transportation projects, traffic signal maintenance and improvements, bicycle facility and pedestrian improvements, intersection improvements, and general traffic related improvements. Projects within this category implement Circulation Element Goals and objectives such as Goals C-1, C-2, and C-6 which encourage a comprehensive transportation system that accommodates all users while maintaining the efficiency of the system, as well as ongoing funding and

evaluation of the City's transportation network. These projects are also consistent with Growth Management Element Goals GM-1A and GM-2A, which encourage the City to provide and maintain a circulation system with acceptable levels of service and ensure coordination of land use and transportation planning policies. Goals C-7 through C-12 relate to enhancing and funding active transportation projects include policies related to improving and maintaining bicycle and pedestrian facilities consistent with the Active Transportation Plan (ATP).

### **GENERAL PLAN CONFORMANCE:**

The Costa Mesa 2015-2035 General Plan establishes the long-range planning and policy direction that guides change and preserves the qualities that define the community. This vision focuses on protecting and enhancing Costa Mesa's diverse residential neighborhoods, accommodating an array of businesses that serve both local needs and attract regional and international spending, and providing cultural, educational, social, and recreational amenities that contribute to the quality of life in the community. Over the long term, General Plan implementation will ensure that development decisions and improvements to public and private infrastructure are consistent with the goals, objectives, and policies contained in this Plan.

The following evaluation does not represent a comprehensive listing of each and every applicable goal and policy but rather references those that are most directly applicable.

- *The proposed improvements or reconstruction to buildings and facilities conform to Safety Element Policies S-2.10 and S-2.12 and Open Space, Recreation Element Policy OSR-2.4 and General Plan Land Use Element Objective LU-5A.* Proposed improvements to police and fire and other civic administration facilities are consistent with Safety Element Policies S-2.10 and S-2.12, Recreation Element Policy OSR-2.4 and Land Use Element Objective LU-5A as the improvements would allow the City to continue to maintain adequate police, fire, recreation and community facilities to serve the residents, businesses and visitors of Costa Mesa. For example, the City's combined one-year (FY 2024-25) and the five-year (FY 2024-25 to FY 2028-29) CIPs include fourteen (14) projects related to Fire and Police Department facility maintenance and upgrades.
- *The proposed improvements, maintenance and development of park facilities conform to Open Space and Recreation Element Policies OSR-1 and OSR-1.11 and Conservation Element Goal CON-1.* The proposed improvements to park facilities are consistent with Open Space and Recreation Element Policy OSR-1 because the projects would develop and provide the community with high-quality open spaces and recreational opportunities. The maintenance and improvements to park facilities would also ensure proper working order of all recreation facilities and equipment – consistent with Open Space and Recreation Element Policy OSR-1.11. Improvements proposed in Fairview Park Master Plan Implementation and Fairview

Park Mesa Restoration & Cultural Resource Preservation are specifically consistent with Conservation Element Goal CON-1 to “provide residents with a high-quality environment through the conservation of resources, including land, water, wildlife, and vegetation; and the protection of areas of unique natural beauty.”

- The proposed maintenance and construction projects related to the parkways and medians conform to Community Design Element Policies CD-1 and CD-1A. The proposed parkway and median projects would enhance the image of the City as experienced from sidewalks and roadways, as well as contribute to City beautification by improving the visual environment of Costa Mesa’s vehicular and pedestrian corridors, both of which are consistent with General Plan Policies CD-1 and CD-1A from the Community Design Element. Examples of specific projects included in this category include, but are not limited to, streetscape and landscape improvements on various major corridors in the City such as the Parkways & Medians Improvement Program and the Citywide Street Improvements.
- The proposed street and storm drain improvements, repair and maintenance conform to Safety Element Policy S-1 and S-1.11 and Circulation Element Goal C-2. The programs for street and storm drain projects would minimize injury risk, loss of life, property damage and environmental degradation consistent with Safety Element Policy S-1. The storm drain improvements would also strengthen and maintain the infrastructure in a manner that decreases flood hazards as stated in Safety Element Policy S-1.11. In addition, the street repair projects would allow the City to develop while maintaining an effective and efficient vehicular circulation network, as stated in Circulation Element Goal C-2. Examples of Storm drain projects in the City’s CIP includes, but are not limited to, projects for the Placentia Avenue Stormwater Quality Trash Full-Capture System (1-Year CIP) and the Westside Storm Drain Improvements (5-Year CIP). Street improvement projects in the CIP include, but are not limited to: Harbor Boulevard, 17th Street, and Gisler Avenue Rehabilitation and the Citywide Alley Improvements.
- The transportation-related projects conform to Circulation Element Goal C-1, C-2, C-6, and C-7 through C-12. The transportation-related projects would implement the “complete streets” policies on the City’s roadways including to plan, develop and implement a comprehensive transportation system that serves all users and modes of travel such as bicycling, walking and driving. As such the proposed transportation-related projects would be consistent with Circulation Element Goals C-1, C-2, and C-7. In addition, pursuant to Circulation Element Goals C-6 and C-12, the City continues to monitor and evaluate opportunities to secure funding to enhance the circulation system and implement the Bicycle and Pedestrian Master Plan. Examples of transportation related projects included in the City’s CIP include, but are not limited to, Adams Avenue Bicycle Facility Project from Fairview Road to Harbor Boulevard (1-Year CIP)

and the Costa Mesa Intelligent Transportation Systems (ITS) Improvements (5-Year CIP).

### **ENVIRONMENTAL DETERMINATION:**

The CIP is a fiscal planning and budgeting activity, which allows the City to plan for future specific capital improvement projects. It does not commit the City to implementing any specific project or project design. Therefore, the determination of General Plan conformity for the CIP is not a “project” and is not subject to the California Environmental Quality Act (CEQA) per CEQA Guidelines Section 15378. Notwithstanding, specific CIP projects are evaluated for CEQA compliance prior to project approval and implementation. Most are categorically exempt under CEQA Guidelines Sections 15304 (Minor Land Alterations) and 15301 (Existing Facilities) however, certain major projects may require preparation of a project-specific environmental analysis, which is undertaken at the project design phase.

### **ALTERNATIVES:**

The Planning Commission may comment on the projects identified in the one-year (FY 2024-25) and the five-year (FY 2024-25 to FY 2028-29) CIPs as to their conformance with the General Plan.

### **LEGAL REVIEW:**

The draft Resolution and this report have been approved as to form by the City Attorney’s Office.

### **CONCLUSION:**

The proposed projects in the one-year (FY 2024-25) and the five-year (FY 2024-25 to FY 2028-29) CIPs are compliant with the City of Costa Mesa’s 2015-2035 General Plan. As indicated above, each of these projects further the goals, objectives, and policies of the General Plan. As such, staff recommends that the Planning Commission find the proposed one-year (FY 2024-25) and the five-year (FY 2024-25 to FY 2028-29) CIPs summarized above and listed in detail in Attachments 2 and 3, are in conformance with the 2015-2035 General Plan pursuant to Government Code Sections 65401 and 65402.