

Screening Analysis of GP 09-0005 (Saticoy)

Denial of Further GPA Processing

According to the General Plan Amendment (GPA) Screening Guidelines that govern private GPA applications, there are six criteria your Board may use in denying further processing of a GPA request. Please see Exhibit 1 for a full list. These criteria have been reviewed in relation to the proposed project and summarized below:

Screening Criterion I.A.1 — This criterion does not apply because the Board has not denied a similar GPA Screening request during the past 24 months.

Screening Criterion I.A.2 — This criterion does not apply because the subject site is not located in an area where the Board has directed the preparation of a land use study scheduled for a public hearing within the next 18 months.

Screening Criterion I.A.3 — This criterion does not apply because the proposed amendment request is not located in an area where a newly adopted plan or similar land use policy document has been in effect for less than 12 months.

Screening Criterion I.A.4 — This criterion does not apply because the proposed amendment request would not create an “island” or spot land use designation inconsistent with the intent and policies of the General Plan and density or land uses of surrounding properties.

Screening Criterion I.A.5 — This criterion states that the processing of a General Plan amendment request should be denied when the request involves land which “according to the Guidelines for Orderly Development, should be annexed to a City.”

The subject parcels are located within the Sphere of Influence of the City of Ventura. Although ultimately they should be annexed to the City of Ventura under the Guidelines for Orderly Development, because they are not adjacent to a City boundary they are not currently eligible for annexation at this time. Therefore, this criterion does not apply to the proposed amendment request.

Screening Criterion I.A.6 — This criterion does not apply because the proposed project of the amendment request is outside the Ojai Valley Area of Interest.

Approval of Further GPA Processing

According to the GPA Screening Guidelines, there are three criteria the Board may use in approving further processing of a GPA request. Please see Exhibit 1 for a full list. These criteria have been reviewed in relation to the proposed project and summarized below:

Screening Criterion I.B.1 — The Screening request must have “a potential for conformity with all applicable goals and policies of the General Plan.”

The proposed GPA was reviewed for consistency with the goals and policies of the Countywide General Plan, and the following goals and policies apply to the subject request:

General Plan Goals and Policies related to the Guidelines for Orderly Development:

Goal 3.1.1-5	Ensure that Countywide growth and <i>development</i> is consistent with the <i>Guidelines for Orderly Development</i> .
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The *Guidelines for Orderly Development* (Exhibit 7), revised in December 1996, clarify the relationship between the cities and the County with respect to urban planning and facilitate the orderly development of Ventura County. They include the following policies that apply to development within city spheres of influence:

“The City is primarily responsible for local land use planning and providing municipal services.”

“Land uses allowed by the County without annexation should be equal to or more restrictive than land uses allowed by the City.”

Accordingly, land uses allowed under the County General Plan land use designation and zoning for a particular parcel within a city sphere of influence should be equivalent to or more restrictive than land uses allowed under the City General Plan land use designation and pre-zoning (zoning adopted in anticipation of future annexation) for that parcel. The County land use designation/zoning should allow the same or less density of residential use as the City or an equivalent or more restricted range of types of land uses on a parcel compared to the City land use designation/zoning for that same parcel.

The current City of Ventura General Plan designates the subject parcels as Neighborhood Medium use, which allows moderate density residential (9-20 du/ac) and some limited commercial uses. The City’s General Plan envisions Neighborhood Medium use as “predominantly residential with small scale commercial at key locations, primarily at intersections and adjacent to corridors.” The *Saticoy & Wells Development Code* has established three transect zones for the Saticoy & Wells Area, including the T3.3 (Neighborhood General), T4.10 (Urban General), and T5.4 (Urban Center) zones:

- The T3.3 zone is characterized by detached single-family housing on larger lots. Allowable uses in this zone include single family residential uses, day care and schools.
- The T4.10 zone includes a mix of single-family and multi-family residential development and neighborhood serving commercial uses. Allowable uses in this zone include those allowed in T3.3 plus some general retail uses, research and development, medical labs, printing and publishing, and studios.
- The T5.4 zone includes community-serving retail along with housing. Allowable uses in this zone include those uses allowed in T4.10 plus general retail and service uses such as gas stations, banks, offices, and recreational uses.

In accordance with the *Saticoy & Wells Community Plan*, the commercial use allowed under the T4.10 and T5.4 zones would only be appropriate at key intersections (e.g., Los Angeles Ave. and Nardo St.) and along corridors (e.g., Highway 118).

The proposed GPA would change the allowable land uses on the parcel adjacent to Highway 118 to commercial uses (CPD zone). The County’s CPD zone allows commercial retail and business uses, such as banks, offices, medical services, retail uses (including liquor stores) and service establishments, but does not allow non-proprietor housing. Therefore, the range of uses allowed in this zone would be generally equal to or more restrictive than those uses allowed by the City at that location.

The four parcels southeast of Rosal Lane and not adjacent to Highway 118 would be changed to industrial uses (M1 zone) with the proposed GPA. The County’s M1 zone allows 25 types of manufacturing uses, repair and reconditioning services, warehousing, wholesale trade, recyclables collection and processing, large scale organics processing,

research and scientific laboratories, crematories, transportation service, batting cages and bicycle tracks, mineral resource development, and several of the commercial uses allowed under the CPD zone. Thus, the proposed industrial designation and M1 zoning allow for a more extensive range of land uses than the City's designation of Neighborhood Medium and are not equal to or more restrictive than the City general plan land use designation for that location.

Consequently, with the proposed GPA the County land use designation and resultant zoning would be inconsistent with *Guidelines for Orderly Development* and County of Ventura General Plan goal 3.1.1-5 and policy 3.1.2-11. In order to address this inconsistency, the applicants should be required to concurrently process a GPA with the City of Ventura to modify the City's land use designation to an industrial or similar less restrictive land use designation. If the applicants cannot successfully process a GPA for the site with the City of Ventura, the GPA should not be approved.

General Plan Goals and Policies Related to Water Supply:

Goals, Policies and Programs:

- Goal 4.3.1-1 Ensure the provision of water in quantities sufficient to satisfy current and projected demand.
- Policy 4.3.2-1 *Development* that requires potable water shall be provided a *permanent potable water supply* of adequate quantity and quality that complies with applicable County and State water regulations. ... When the proposed water supply is to be drawn exclusively from wells in areas where groundwater supplies have been determined by the Environmental Health Division or the Public Works Agency to be questionable or inadequate, the developer shall be required to demonstrate the availability of a permanent potable water supply for the life of the project.
- Policy 4.3.2-2. *Discretionary development* as defined in section 10912 of the Water Code shall comply with the water supply and demand assessment requirements of Part 2.10 of Division 6 of the Water Code.

Saticoy Area Plan:

- Goal 4.2.1-1 Ensure that water supply, storage and distribution facilities are available to serve future *development* in the Saticoy Community, and are sized so as not to facilitate future *development* outside of the Saticoy Community.
- Goal 4.2.1-4 Ensure that the water purveyor(s) for the Saticoy Community is (are) publicly accountable.
- Goal 4.2.1-5 Ensure that water is supplied by only one water purveyor to properties outside of the City of Ventura's water service area.
- Policy 4.2.2-1 The water system(s) for the Saticoy Community shall be sized to be no larger than necessary to serve the Community.
- Policy 4.2.2-3 *Discretionary development* shall be required to be served by a publicly accountable water supplier. In areas where no such water service is currently available, a water service master plan and funding program shall be prepared by the developer and approved by the County before any *discretionary development* is approved.

Parcels within the Saticoy Community are currently served water by either the City of Ventura or by on-site wells. In order to ensure an adequate water supply for any proposed development on the subject parcels, the applicants may either obtain extra-territorial water service from the City of Ventura or create a mutual water company to serve the subject parcels. The applicants have indicated that they do not wish to pursue the creation of a mutual water company and preparation of a water service master plan and funding program due to cost constraints. County staff would evaluate the feasibility of creating a

mutual water company and preparing a water service master plan and funding program in more detail as part of the GPA process subsequent to GPA screening.

Assuming the creating of a mutual water company is infeasible, the applicants' must obtain water service from the City of Ventura in order to develop the subject parcels further. The city's water policy does allow extra-territorial water provision for "low water consuming commercial or industrial use," provided the use meets the following conditions:

1. The use meets the zoning and land use requirements of the County of Ventura;
2. The use does not require a land division of five or more parcels regardless of whether the land division is accomplished by a subdivision map or parcel map;
3. The use does not conflict with the City's land use, open space, phasing, hillside, flood plain, or other related land use policies, and does not include irrigated agricultural cultivation; and
4. The use does not require extending the City's water distribution mains and does not require a water meter larger than three-fourths inch.

Although the applicants believe they can meet these conditions and obtain City water service for industrial and commercial land uses, condition number 3 could only be met if the City amends its General Plan land use designation from Neighborhood Medium to other land use designation(s) that allow industrial land uses. This can be achieved if the applicants' obtain an amendment to the City General Plan (see discussion of Guidelines for Orderly Development above).

The City has also indicated that it would be willing to reconsider its existing policy on providing extra-territorial water for residential uses, provided such policy changes occur in the context of an update to the County's *Saticoy Area Plan* and are consistent with the City's recently adopted *Saticoy & Wells Community Plan* (see Exhibit 4).

It should be further noted that any extension of water service from the City requires the approval of the Local Agency Formation Commission (LAFCO), which would occur after the GPA is approved, but prior to development.

General Plan Goals and Policies Related to Housing:

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| Goal 3.3.1-5 | Housing Opportunities Goals: Increase housing opportunities for households of all income levels, with special emphasis on <i>lower-income</i> households, the elderly, mentally ill, single heads of household, large families, farmworkers, handicapped and homeless. |
| Goal 3.3.1-6 | Housing Diversity Goals: Promote a diversity of housing types, <i>tenure</i> , and price |
| Policy 3.3.2-4(1) | Housing Opportunities and Diversity Policies: As Area Plans are developed or updated, the County shall attempt to accomplish the following to encourage greater housing opportunities: <ul style="list-style-type: none">• Increase density, where appropriate, to reduce the cost of land per unit.• Ensure a mix of residential densities (i.e., single family attached and multi-family as well as single-family detached).• Redesignate, where appropriate, any commercial, industrial or public land which has been determined to be surplus for the community needs, to a residential land use designation in order to increase the land available for housing.• <u>Discourage the conversion of existing residentially developed or designated areas to other land uses.</u> |

- Ensure that there is enough residential land to meet planned employment opportunities and that there is a balanced amount of commercial, industrial and residential land use designations.
- Develop a Master Environmental Assessment or Environmental Impact Report for the area encompassed by the Area Plan which could reduce processing time associated with subsequent environmental documents for residential projects.

(emphasis added)

Goal 3.3.1-8 **Area Plans and Other County Policies Goal:** ... ensure that Area Plans are consistent with the *goals*, objectives and *policies* of the Population and Housing Section of the County General Plan.

Policy 3.3.2-6 **Area Plans and Other County Policies:**

- (1) As Area Plans are developed or updated, they shall be consistent with the *goals* and *policies* of the Population and Housing Section of the County General Plan.
- (2) The *goals*, objectives, and *policies* of the Area Plans and other adopted County plans and *policies* shall be considered at the time of permit application for housing *development*, especially with regard to the following:
 - Consistency with adopted regional population forecasts.
 - Balance of residential *development* with employment opportunities.
 - *Preservation* and *conservation* of natural resources and agricultural lands.
 - Recognition of environmental hazards and constraints.
 - *Preservation* and promotion of community character.
 - Availability of existing and planned infrastructure and urban services.

(emphasis added)

The proposed GPA would increase the number of jobs available in the unincorporated Saticoy area, which in turn would increase the demand for housing to serve new households in all income categories. According to the Southern California Association of Governments (SCAG), the “balanced” ratio between jobs and housing is between 1.24 and 1.52 job/dwelling unit. As noted in the Saticoy Area Plan, the ratio of jobs to dwelling units is over 6.0, meaning the housing supply in unincorporated Saticoy Community is not adequate to accommodate the number of existing and future employees and their families within the immediate area of the Saticoy Area Plan.

The applicants assert that the eastern half of the City of Ventura has adequate housing, but not enough jobs. However, it should be noted that SCAG growth forecasts predict an imbalance (1.61-1.65) between jobs and housing in the City Ventura over the next 25 years, and the City has also expressed a concern over the increasing imbalance between jobs and affordable housing (*2009 Draft City of Buena Ventura Housing Element Technical Report*). The subject GPA would incrementally add to the city-wide imbalance of jobs and affordable housing.

In addition, the subject parcels (excluding APN 090-0-142-11) are included in the County’s inventory of Land Suitable for Moderate-Income Dwelling Units (Figure 3.3.7-5 of the *Land Use Appendix* of the County General Plan), which is part of the County’s Housing Element.¹ The parcels constitute about 50 percent of the developable R2-zoned acreage remaining in the unincorporated area of the County and 10 percent of the potential moderate-income, *attached*-dwelling units countywide. However, the parcels represent *all*

¹ Moderate-income dwelling units are units affordable to households with income levels between 80 and 120 percent of countywide median household income

of the potential moderate-income attached-dwelling units in western Ventura County. Attached dwelling units are more affordable than detached dwelling units, and meet the needs of the lower end of the moderate-income household range.

General Plan goals 3.3.1-5 and -6 specify that the County should work to increase housing opportunities for lower-income households and promote a diversity of housing prices and types. Furthermore, General Plan policy 3.3.2-4(1) discourages the conversion of existing residentially designated areas to other land uses. In addition, both policies 3.3.2-4(1) and 3.3.3-6(2) promote a balance between residential development and employment opportunities. The proposed GPA conflicts with these goals and policies because it would change the allowable land use on the site from residential to industrial and commercial, and will exacerbate a jobs housing imbalance in the Saticoy Area Plan and City of Ventura as a whole. Therefore, it does not meet criterion I.B.1.

These inconsistencies could be avoided if, along with the proposed land use changes, the County's *Saticoy Area Plan* was also amended to increase the supply of affordable housing in other locations within the community. For example, the properties located on both sides of the railroad right-of-way or a portion of the subject site could be considered for re-designation as mixed-use, including commercial and higher-density residential uses. If the proposed GPA is processed concurrently a *Saticoy Area Plan* update that balances the increase in jobs caused by the GPA with an increase the supply of lower-and moderate-income dwelling units in the Saticoy area, the proposed GPA has the potential to meet criterion I.B.1.

It should be noted that County staff initially identified three of the subject parcels (APNs 090-0-152-11 090-0-142-11 090-0-143-13) as being suitable for rezoning to 20 dwelling units per acre to help accommodate a current shortfall in the County's land inventory for lower-income housing. Staff ultimately recommended to your Board on August 4, 2009 that these parcels not be considered for rezoning because of the City of Ventura's water policy would inhibit them from being developed as housing. However, the City Community Development Director has recently indicated the City's willingness to consider a change in its water policy in conjunction with an update of the County's *Saticoy Area Plan*. If the City does modify its current water policy, the subject parcels could again be considered, in whole or in part, for re-designation and rezoning to 20 dwelling units per acre.

Screening Criterion I.B.2 – Criterion I.B.2 states that “...*potential for compatibility with either existing or planned uses in the area*” will be used in approving the GPA Screening request.

The immediately surrounding properties include residential, industrial and agricultural use. In addition, the *Saticoy & Wells Community Plan* recently approved by the City of Ventura designates the subject site and surrounding neighborhood for future Transit Oriented Development. The City has indicated that it considers the area an appropriate location for mixed-use development in conjunction with transit oriented uses in the area. Furthermore, development conditions in permits for future use can be conditioned to promote compatibility between land uses. Based on this, industrial and commercial development allowed by an update to the Saticoy Area Plan, may be compatible with existing and planned uses in the area, and the proposed General Plan amendment as conditioned under criterion 1.B.1 meets criterion 1.B.2.

Screening Criterion I.B.3 - Criterion 1.B.3 states that “...*conformity with other Board of Supervisors adopted policies*” will be used in approving the processing of GPA Screening requests.

All applicable adopted policies of the Board of Supervisors are part of the General Plan and are discussed above.

CONCLUSION - Analysis of the General Plan Amendment Screening Guidelines and all General Plan documents referenced therein indicates that GP09-0005 as filed is not consistent with Criterion I.B.1. However, the GPA has the potential to be consistent and, therefore, could proceed to post-screening filing and processing if the following conditions are imposed:

- a) The applicants shall file and concurrently process a Zone Change (ZC) application with the County to ensure consistency with the County General Plan.
- b) The applicants shall concurrently process and obtain a GPA from the City of Ventura for industrial land use to ensure consistency with the Guidelines for Orderly Development and the City of Ventura's water policy.
- c) The applicants shall pay the cost of updating the *Saticoy Area Plan* to balance the increase in jobs caused by the proposed GPA with an increase in the supply of lower- and moderate-income dwelling units in the Saticoy area.