

## 4.7 LAND USE and PLANNING

This section summarizes the discretionary land use approvals needed in order to facilitate the proposed project, including the proposed annexation, specific plan, and tentative tract map, as well as the possible effects associated with those approvals.

### 4.7.1 Setting

The Parklands Specific Plan is proposed within the City of Ventura and the City is acting as the lead agency, with discretionary approval over the Specific Plan, Tract Map and subsequent permits. As discussed in the project description, a portion of the site lies under the jurisdiction of the County of Ventura and would require annexation to the City. The plan area is designated in the General Plan as neighborhood low, specified at a density of 0-8 units per acre. The parcels under City jurisdiction are zoned R-1-7 Single Family Residential, while the parcels under County jurisdiction are zoned AE-40 Agriculture Exclusive -40 Acres. As indicated in Section 2.0 *Project Description*, the proposed project would require the following discretionary approvals.

#### Required Discretionary City Approvals

- *Annexation, Case No. A-327 for the following three parcels totaling 54.36 acres*
  - 089-0-012-014 (21.11 acres)
  - 089-0-012-016 (6.83 acres)
  - 089-0-012-018 (26.42 acres)
- *Specific Plan Approval, Case No. SP-6*
- *Zone Change for City designated parcels (R-1-7 to SP-6) and rezoning for County designated parcels (SP-6), Case No. Z-916*
- *General Plan Amendment AO-227 to amend Figures 3.5 and 4.3 of the General Plan to allow the segment of Wells Road between Telegraph Road and Carlos Street to be constructed as a collector in the short term, while retaining the future widening to arterials standards in the long term.*
- *Tentative Tract Map S-5632*
- *Design Review, Case No. ARB-2985*
- *Planned Development Permit, Case No. PD-861*

#### Discretionary Approvals Required from Other Agencies

- *Ventura County Local Agency Formation Commission - LAFCo approval of reorganization, including annexation to the City of Ventura for the following three parcels totaling 54.36 acres, with simultaneous detachment of the same area from the Ventura County Resource Conservation District and the Ventura County Fire Protection District*
  - 089-0-012-014 (21.11 acres)
  - 089-0-012-016 (6.83 acres)
  - 089-0-012-018 (26.42 acres)
- *Ventura County Watershed Protection District approval of modifications to Brown Barranca*
- *California Department of Fish and Game Streambed Alteration Agreement*
- *U.S. Army Corps of Engineers 404 permit*
- *Caltrans Encroachment Permit for any work in the SR 126 right-of-way*



**a. Regulatory Policy Consistency.** Pursuant to CEQA Guidelines Section 15125(d), an EIR shall discuss any inconsistencies with applicable general plans and regional plans. The proposed project includes development of 499 dwelling units, 25,000 square feet of commercial development, a 6,560 square foot community center, and 11.62 acres of greenspace. The project is regionally significant pursuant to CEQA Guidelines Section 15206. The EIR discusses whether the project is consistent with applicable policies of the Air Quality Management Plan in Section 4.2 *Air Quality*. The City of Ventura, Local Agency Formation Commission (LAFCo) and Southern California Association of Governments (SCAG) also have plans and policies that would be applicable to the proposed Parklands Specific Plan. These agencies are described below.

*City of Ventura.* The City of Ventura is the lead agency and will have discretionary approval over the majority of project components. As listed on the previous page, these approvals include approval of the specific plan and tract map with approval of permits for planned development and design review, annexation, rezoning and zone change, as well as General Plan Amendment.

The project would involve pre-zoning of the three parcels by the City of Ventura to SP-6 and a zone change for the remaining five parcels from R-1-7 to SP-6. The rezoning is conditional upon approval of the annexation and will become effective immediately upon annexation if the annexation is approved by LAFCo. The rezoning will provide for the SP-6 designation, which would implement the pre-zoning and convert the property from the County's existing AE-40 Agriculture Exclusive-40 Acres zoning designation. Secondly, the specific plan and a vesting tentative map would have to be approved by the City along with design review and planned development permits. Approval of the specific plan and map would be conditioned upon Ventura County Local Agency Formation Commission (LAFCo) approval of the annexation of the 54.36 acres now in the County. A General Plan amendment (AO-227) would also be required to amend Figures 3.5 and 4.3 of the General Plan to allow the segment of Wells Road between Telegraph Road and Carlos Street to be constructed as a collector in the short term, while retaining the future widening to arterials standards in the long term.

*Local Agency Formation Commission.* The Ventura County LAFCo is a responsible agency and would have discretionary authority to approve the annexation proposal. The State of California possesses the exclusive power to regulate boundary changes, which means that no local government has the right to change its own boundary without State approval. The Legislature has prescribed a "uniform process" for boundary changes for both cities and special districts that is now embodied in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code Section 56000 et seq.). This Act delegates the Legislature's boundary powers to local agency formation commissions (LAFCos).

The Ventura LAFCo is responsible for reviewing and approving proposed jurisdictional boundary changes in Ventura County, including the annexation and detachment of territory to and/or from cities and most special districts, incorporations of new cities, formations of new special districts, and consolidations, mergers, and dissolutions of existing districts. In addition, LAFCos must review and approve contractual service agreements, conduct service reviews, and determine spheres of influence for each city and district.



In addition to the Cortese-Knox-Hertzberg Act, the Ventura LAFCo has adopted local policies that it considers in its review of projects. The LAFCo also enforces the County's Guidelines for Orderly Development. A complete listing of policies that LAFCo considers in its review of proposed boundary changes can be found in the LAFCo website ([www.ventura.lafco.ca.gov](http://www.ventura.lafco.ca.gov)).

*Southern California Association of Governments (SCAG).* Pursuant to public resources code Section 21083(d), SCAG reviews EIRs of projects of regional significance for consistency with regional plans per the CEQA Guidelines Section 15125(d) and Section 15206(a)(1). SCAG is also the designated Regional Transportation Planning Agency and as such is responsible for both preparation of the Regional Transportation Plan (RTP) and Regional Transportation Improvement Program (RTIP) under California Government Code Section 65080 and 65082.

**b. Relationship Between Local Regulatory Plans.** The City's General Plan and Zoning Ordinance are the broadest planning tools applicable to the plan area. However, these planning tools are superseded by plans designed specifically to cover smaller geographic areas that include the plan area. The proposed Parklands Specific Plan is the primary guidance document for development within the plan area. The proposed Parklands Specific Plan would set the land use policies and standards to guide future development within the plan area. It presents solutions to planning issues and is used to facilitate agency and public review of potential environmental impacts of Parklands. When development projects affecting all or a part of the Parklands plan area are reviewed by the City, the planning staff will use the Parklands Specific Plan as the means and measure of reviewing the project. Individual projects would be evaluated for conformance with its development standards, which will specifically supersede relevant portions of the City's zoning ordinance. It is noted that the Parklands plan area is within the Wells-Saticoy Community plan area; however, policies and standards in the Parklands Specific Plan will take precedence over more general policies and plans applied throughout the Wells-Saticoy Community plan area. Moreover, the Wells-Saticoy Community Plan is still under development and is thus not currently applicable. In situations where policies or standards relating to a particular subject have not been provided in the Parklands Specific Plan, the existing policies and standards of the 2005 General Plan and zoning ordinance would apply.

#### **4.7.2 Impact Analysis**

**a. Methodology and Significance Thresholds.** Pursuant to the initial study analysis, a significant impact would occur if the project were inconsistent with the General Plan, Zoning Ordinance, or an adopted specific/community plan.

**b. Project Impacts and Mitigation Measures.**

**Impact LU-1** The proposed Parklands Specific Plan implements policies and actions of the 2005 General Plan and provides development standards specific to the plan area that will supersede portions of the zoning ordinance. The Parklands Specific Plan would become the primary guidance document and would not conflict with other regulatory planning documents. This is a Class III, *less than significant impact* with respect to policy consistency.



The 2005 General Plan designates the plan area as “Residential Low” (0-8 dwelling units/acre). The plan area encompasses approximately 67 acres; therefore, the Residential Low designation would allow a maximum of 538 dwelling units. The project involves the development of up to 499 dwelling units, 25,000 square feet of commercial and a 6,560 square foot community center. The applicant is proposing a specific plan that would rezone the plan area to SP-6 with T-3.1 (Neighborhood Edge), T3.2 (Neighborhood General) and T4.6 (Urban General Corridor) designations, consistent with the intent of the original zoning for residential development. The proposed specific plan is consistent with the intent of the 2005 General Plan to maximize development in areas of the City where infill is possible, prioritizing infill development. Although a portion of the plan area would need to be annexed into the City, the unincorporated areas of the project constitute an “island” surrounded by City jurisdiction. Provided that the requested zone change is approved, the specific plan would be consistent with City zoning, and the development code contained in the proposed Parklands Specific Plan would supersede current Zoning Code requirements.

The plan area is included within the boundaries of the Wells Saticoy Community Plan work efforts. This community plan is currently in draft form and the Specific Plan has been undertaken concurrently but has been designed consistent with the draft Wells Saticoy Community Plan. However, it should be noted that at this time, the Community Plan is a draft document that currently has no legal weight. If the Parklands Specific Plan is adopted in advance of the community plan, the final Community Plan will need to consider and be consistent with the Specific Plan.

The proposed Parklands Specific Plan is consistent with the vision of the 2005 General Plan as it would create an urban infill neighborhood with a variety of housing types, walkable streets interconnected with the existing neighborhoods, enhancement and preservation of Brown Barranca. In addition, the project would create a mixed-use area east of Brown Barranca adjacent Wells Road at Telegraph Road incorporating commercial and live work uses within the Wells Corridor.

The plan area is considered under “Sphere of Influence/Other Infill/Neighborhood Centers” in the predicted development intensity & pattern table in the 2005 General Plan (Table 3-2 in the “Our Well Planned Community” chapter). A total of 1,050 residences are predicted for the Wells/Saticoy area. Current pending applications for the Saticoy Wells Area include 908 residential units (Saticoy Wells Housing Buildout, September 2005). Thus, the 499 units accommodated under the proposed specific plan would bring the total to 1,407 units. Therefore, with the proposed project, planned and pending development within the Saticoy Wells area exceeds the number of predicted residences by 357 residential units. However, the predictions of future development in the 2005 General Plan are not development caps, either citywide or for specific areas of the City. Rather, they were merely estimates of future development used for analytical purposes. Furthermore, development predictions of the 2005 General Plan included 8,300 residential units through 2025, and the addition of 499 residential units would not exceed the total development projections for the City through 2025.

The Parklands Specific Plan is a planning and regulatory tool enforceable under Government Code Section No. 65450. Generally specific plans are legally enforceable to implement a City’s or County’s general plan through the development of policies, programs, and regulations that



provide an intermediate level of detail between the general plan and individual development projects. The authority to prepare and adopt specific plans and the requirements for their contents are set forth in the California Government Code, Section 65450 through 65457. The standards contained in the Parklands Specific Plan are enforceable to the same extent as the standards contained in the Zoning Ordinance or City Form Based Codes. The Parklands Specific Plan implements the City's 2005 General Plan Vision by implementing the following Vision Policies.

*Our Prosperous Community.* The Goal of Chapter 2 of the General Plan is to create a favorable economic and social climate that attracts substantive businesses to Ventura, and provides housing for the full range of workforce households at all income levels. The 2005 General Plan policies and actions that are pertinent to the Parklands Specific Plan include:

- Policy 2B: Make the local economic climate more supportive of business investment.*
- Action 2.6: Encourage intensification and diversification of uses and properties in districts, corridors, and neighborhood centers through the assembly and responsible use of vacant and underutilized parcels.*
- Action 2.8: Carry out City Housing Element programs to provide housing to all segments of the local workforce.*

*Consistency:* The Parklands Specific Plan directs changes to an underutilized site that is currently in agricultural flower production and is incompatible with the adjacent and surrounding residential neighborhoods due to the use of herbicides and pesticides for flower production. The Parklands Specific Plan would facilitate growth as envisioned under the 2005 General Plan Scenario 1 by promoting infill type development within the City through annexation of the three contiguous County parcels totaling 54.36 acres that are surrounded by the City jurisdiction on all four sides. The Parklands Specific Plan brings a wide range of housing choices, a mixed-use neighborhood, retail and services, recreational and potential civic uses to an area planned for intensification in the 2005 General Plan along the Wells Road Corridor. This type of development was prioritized over expansion into the Sphere of Influence areas lying outside of the overall City boundary. The proposed specific plan is consistent with the vision for Our Prosperous Community.

*Our Well Planned Community.* Chapter 3 of the General Plan calls for a well-planned approach to managing growth that facilitates new jobs, homes, stores and services without (a) traffic gridlock, (b) "cookie cutter" tract houses, and (c) housing prices that make San Buenaventura unaffordable to working families. Pertinent 2005 General Plan policies and actions include:

- Policy 3A: Sustain and complement cherished community characteristics and values.*

*Consistency:* The Parklands Specific Plan furthers General Plan Policy 3A by requiring that Parklands be designed and built as an attractive mixed use, primarily residential neighborhood of varied housing types compatible with surrounding residential and commercial neighborhoods.



- Action 3.2: Enhance the appearance of districts, corridors, and gateways (including views from highways e.g. SR 126) through controls on building placement, design elements, and unobtrusive directional signage.*
- Action 3.6: Expand and maintain the City's urban forest and thoroughfare landscaping, using native species in accordance with the City's Park, Irrigation and Landscape Guidelines.*
- Policy 3B: Integrate uses in building forms that increase choice and encourage community vitality.*

*Consistency:* As set out in Policy 3B, Parklands provides a variety of housing types that will accommodate and attract a wide range of household types and income levels producing a diverse and well-rounded resident population. Such a group of homeowners is vital to the service needs in the City. Parklands' assortment of building types provides opportunities for live/work, commercial, neighborhood-serving retail, and home occupation. Furthermore, Parklands' transect-based distribution of uses and Traditional Neighborhood Design (TND) of individual blocks, interconnected streets, inviting public realm, and variety of building types encourages community vitality by providing a place for its residents to walk, bicycle, play, and interact in the public realm.

- Action 3.9: Adopt new development code provisions that designate areas within districts and corridors for mixed-use development that combines businesses with housing, and focuses on the redesign of single-use shopping centers and retail parcels into walkable, well connected blocks, with a mix of building types, uses, and public and private frontages.*

*Consistency:* The Parklands Neighborhood Center at the intersection of Wells Road and Telegraph Road is the embodiment of Action 3.9, wherein it accommodates a mix of 173 Courtyard and Live/Work units and up to 25,000 square feet of convenience retail. The buildings of the Neighborhood Center enhance the pedestrian character of the public realm and ensure that its buildings fit into the surrounding neighborhood by varying their size and massing, while providing visually and functionally appealing residential, commercial, and retail frontages. The Neighborhood Center is connected to the neighborhoods on the westerly side of Brown Barranca by a pedestrian and bicycle bridge. The Neighborhood Center is also directly across Telegraph Road from the recently completed senior center, encouraging seniors to utilize retail and commercial amenities without having to drive. Likewise, pedestrians, cyclists, and roller-bladers using the Linear Park trail can stop in the Neighborhood Center, relax, and enjoy a snack, refreshment, and conversation.

- Policy 3C: Maximize use of land in the City before considering expansion.*
- Action 3.14: Utilize infill development to the extent possible to fulfill the Housing Element.*
- Action 3.15: Adopt new Form Based Code provisions that ensure compliance with Housing Element objectives.*



*Consistency:* The plan area is an infill site, surrounded on all sides by residential development, strip commercial and existing urban transportation corridors along Telegraph and Wells Roads and SR 126. The proposed residential density is in compliance with its underlying General Plan land use designation of Neighborhood Low (up to 8 du/acre). As detailed in the Development Standards of Parkland's Regulating Plan, the site plan would complement and continue the existing characteristics of the community. Attached housing would be located at the major intersection of Telegraph and Wells Road and along segments of those arterials. The proposed design of the area between Telegraph Road and Blackburn Road/ SR 126 reflects the 2005 General Plan's policy of locating neighborhoods near existing or planned transportation, circulation and services. The proposed plan is consistent with the vision for Our Well Planned Community.

*Our Accessible Community:* Chapter 4 of the General Plan is the City Circulation Element. The opening paragraph, which summarizes the transportation philosophy of the City, states: "Our Goal is to provide residents with more transportation choices by strengthening and balancing bicycle, pedestrian and transit connections within the City and the surrounding region." The following policies and actions of the 2005 General Plan are addressed in the specific plan:

*Policy 4A: Ensure that the transportation system is safe and easily accessible to all travelers.*

*Action 4.6: Require new development to be designed with interconnected transportation modes and routes to complete a grid network connecting with all parts of the City.*

*Action 4.10: Modify traffic signal timing to ensure safety and minimize delay for all users.*

*Action 4.12: Design roadway improvements and facility modifications to minimize conflict between pedestrians, bicycles and automobiles.*

*Policy 4B: Help reduce dependence on the automobile.*

*Action 4.17: Promote the development and use of recreational trails as transportation routes to connect housing with civic services, schools, retail, entertainment and employment.*

*Action 4.21: Require new development to provide pedestrian and bicycle access and facilities as appropriate, including connected paths along the shoreline and watercourses.*

*Consistency:* The Parklands Specific Plan accommodates the diverse needs of all transportation modes - pedestrians, bicyclists, and motor vehicles - while creating peaceful and livable spaces. The plan includes a General Plan Amendment (AO-227) to reclassify the segment of Wells Road between Telegraph Road and Carlos Street to be constructed as a collector in the short term, while retaining the future widening to arterials standards in the long term. The additional right of way that is not devoted to automobiles will accommodate bike lanes, parallel parking and a



central median. Similar treatment will occur on Telegraph Road adjacent the plan area; however, a 24-foot wide parkway accommodating a meandering bicycle and pedestrian path will also be developed along the north side of Telegraph Road west of Wells Road. The standards of this specific plan and future surrounding development produce a higher quality of life, fewer and shorter motor vehicle trips with greater personal safety and serenity. In particular, the plan provides:

- *Individual blocks, interconnected streets and inviting open spaces that encourage pedestrian activity while providing multiple, traffic-diffusing routes.*
- *Sidewalks on all streets, paseos, rosewalks, and greenways enabling on average a five minute walking time between residences and commercial, recreation and civic facilities.*
- *Pedestrian and bike paths along Brown Barranca from Telegraph to Wells Road plus interior walkways with connection to off-site neighborhoods.*
- *A circulation design that enables a connection between Parklands and Saticoy Avenue and nearby existing and future neighborhoods, e.g. Hansen Trust property.*
- *Connection of Wells Road to the Parklands interior via a full service bridge at Carlos Street and a pedestrian bridge over Brown Barranca.*
- *Connection of Blackburn Avenue to Telegraph Road via the internal street network.*
- *Narrow streets designed specifically to slow traffic.*
- *Class I and Class II Bikepaths as key components of interior and off-site connectors.*

*Policy 4C: Increase transit efficiency and options.*

*Action 4.28: Require all new development to provide for citywide improvements to transit stops that have sufficient quality and amenities, including shelters and benches to encourage ridership.*

*Consistency:* The specific plan implements Action 4.28 because of it includes amenities and is located immediately adjacent to South Coast Area Transit (SCAT) Routes 10 and 11. Taking advantage of this proximity, Parklands introduces a new SCAT bus stop and turnout on the south side of Telegraph Road (for eastbound buses). Parklands' "Traditional Neighborhood Design" is aimed at decreasing vehicle miles traveled (VMT) by providing streets and bike racks that encourage people to walk or bicycle to the bus stop. Plan area streets would be designed to be memorable places with ample landscaping, which make walking and cycling a more enjoyable experience.

*Policy 4D: Protect views along scenic routes.*

*Action 4.36: Require development along the following roadways – including noise mitigation, landscaping, and advertising – to respect and preserve views of the community in its natural context: Telegraph Road (east of Victoria Avenue) and Wells Road (between Telegraph Road and Highway 126).*

*Consistency:* Parklands has been designed to foster views from the primary roads in accordance with Action 4.36. In that regard, Parklands completely avoids the use of sound walls along its Wells Road and Telegraph Road frontages, instead, lining the frontages with a variety of buildings and open spaces. Parklands' buildings have appealing frontages (porches, stoops,



storefronts), which provide direct entry to the dwelling units from the sidewalk, and are designed in a variety of styles (Mediterranean, Craftsman, and Beach Bungalow). The design animates the sidewalk, provides “eyes on the street,” and presents street frontages more in character with Ventura’s traditional neighborhoods and districts (Midtown, the East and West Neighborhoods, and Downtown). In addition, the specific plan presents pedestrian-scaled block faces to Wells and Telegraph Roads, thereby increasing pedestrian and vehicular access to Parklands’ neighborhoods as well as providing passing pedestrians, bicyclists, and motorists with glimpses into its tree-lined streets and inviting open spaces. The specific plan has been laid out to enable views of and access to Brown Barranca and its Linear Park. The specific plan is consistent with the vision for Our Accessible Community.

*Our Sustainable Infrastructure.* Chapter 5 of the General Plan relates to infrastructure and basic policies for conservation. Policies and actions pertinent to the specific plan include:

*Policy 5A: Street, recreation and residential design contributing to conservation by encouraging walking and biking, and reducing car trips and trip distances.*

*Action 5.1: Require low flow fixtures, leak repair, and drought tolerant landscaping (native species, if possible), plus emerging new water reclamation techniques.*

*Policy 5B: Improve services in ways that respect and even benefit the environment.*

*Action 5.5: Locate new development in or close to developed areas with adequate public services, where it will not have significant adverse effects, either individually or cumulatively, on coastal resources.*

*Consistency:* Domestic water service is supplied by the City via existing distribution lines in Telegraph Road, Linden Drive, and Blackburn Road. Water and wastewater lines will be located in public rights-of-way. Final facility sizing and precise location of water improvements will be designed in consultation with the City Engineer. Compared to previous row crop uses, Parklands will actually reduce water use and demand.

*Action 5.6: Require project proponents to conduct sewer collection system analyses to determine if downstream facilities are adequate to handle the proposed development.*

*Consistency:* Parklands contracted with Downstream Services, Inc. to perform a Sewer Capacity Flow Monitoring Study using the City’s standard method of analysis. The results of the study determined that no impacts would occur as a result of the development of the specific plan.

*Action 5.15: Establish assessment districts or other financing mechanisms to address storm drain system deficiencies in areas where new development is anticipated and deficiencies exist.*

*Consistency:* The Parklands Specific Plan would fund storm water facilities on- and off-site in accordance with the Wells-Saticoy CIDs and its own system needs. Also in keeping with Action



5.15, the specific plan would have a self-contained Maintenance Assessment District managed by the City. These facilities would be built in the initial improvements phase so that they would be in place during project construction and prior to the first residential occupancy.

*Action 5.16: Require new developments to incorporate stormwater treatment practices that allow percolation to the underlying aquifer and minimize offsite surface runoff utilizing methods such as pervious paving material for parking and other paved areas to facilitate rainwater percolation and retention/detention basins that limit runoff to pre-development levels.*

*Action 5.17: Require stormwater treatment measures within new development to reduce the amount of urban pollutant runoff in the Ventura and Santa Clara Rivers and other watercourses.*

*Consistency:* In accordance with Actions 5.16 and 5.17, the specific plan would use storm water management practices that respect the existing hydrology of the site by filtering out pollutants and minimizing the need for larger storm drain pipes by collecting and treating rainwater and directing overflow to low points in parkway planting strips, medians, and passive greens. Cleansed water and overflows are then released into Brown Barranca, greatly reducing the amount of urban pollutant runoff that ends up in the Santa Clara River. The proposed plan is consistent with the vision for Our Sustainable Infrastructure.

*Our Active Community:* Chapter 6 of the General Plan - the Recreational Element of the City - provides for the addition and enhancement of Ventura's parks and open spaces to provide enriching recreation options for the entire community.

*Policy 6A: Expand the park and trail network to link shoreline (in this case, Barranca banks), hillside, and watershed areas.*

*Action 6.1: Develop new destination and adjacent neighborhood parks, pocket parks, and community gardens appropriate to citizen needs.*

*Action 6.2: Require higher density development to provide pocket parks, tot lots, seating plazas, bicycle racks and rest points and other serene green spaces.*

*Action 6.3: Development plans include trails, as appropriate.*

*Consistency:* The specific plan includes development of 11.62 acres of greenspace including pocket parks, neighborhood parks, the Brown Barranca linear park as well as other types (see Table 2-5 in Section 2.0, *Project Description*). Further, the specific plan focuses on and enhances Brown Barranca as its key natural recreation and transport amenity. Overall, the specific plan would result in 17% of the plan area developed as greenspace.

*Action 6.9: Require dedication of land identified as part of the City's Linear Park System in conjunction with new development.*



*Consistency:* The specific plan meets Action 6.9 by preserving and dedicating to the City a Linear Park along both sides of Brown Barranca. The Linear Park is an extension of the existing Linear Park on the north side of Telegraph Road. The specific plan is consistent with the vision for Our Active Community.

*Our Involved Community.* Chapter 10 of the General Plan encourages civic engagement and community collaboration in order to build consensus about City advance planning.

*Policy 10A:* Work collaboratively to increase citizen participation in public issues.

*Action 10.1:* Conduct focused outreach efforts to encourage all members of the community – including youth, seniors, special needs groups, and non-English speakers - to participate in civic discourse and planning processes.

*Action 10.2:* Induce public participation by seeking out citizens in their own neighborhoods and gathering places such as schools, houses of worship, and public spaces, making such involvement more convenient and likely to be implemented.

*Consistency:* In accordance with the 2005 General Plan, civic engagement and community collaboration have been proactively pursued in a series of public meetings in the Wells Road Neighborhood. The preparers of the specific plan received neighbor input on local community issues and made plan revisions based thereon. A variety of community outreach tools were utilized to maximize local neighborhood involvement, including but not limited to the following:

- Community workshops and design charrettes.
- Local mailing address and door-to-door notice and invitations to participate to obtain as much community input as possible.

The proposed specific plan is consistent with the vision for Our Involved Community.

**Mitigation Measures.** The proposed specific plan implements the policies and actions of the 2005 General Plan, and provided that the General Plan Amendment is approved for reclassification of the Wells Road segment between Telegraph Road and Carlos Street to de-emphasize from arterial to collector, no mitigation is required.

**Significance After Mitigation.** The impact with respect to consistency with City of Ventura land use policies would be less than significant without mitigation.

**Impact LU-2** The proposed Parklands Specific Plan would require a boundary reorganization with annexation of three parcels from the County to the City. Provided that the boundary reorganization/annexation is approved subsequent approvals could move forward. This is a Class III, less than significant impact with respect to land use policy conflicts.



The Ventura County LAFCo would need to approve annexation of three parcels totaling 54.36 acres to the City of Ventura, with simultaneous detachment of the same area from the Ventura County Resource Conservation District and the Ventura County Fire Protection District, prior to any plan area construction. Applicable LAFCo policies pertaining to the needed reorganization are discussed below.

Conformance with Local Plans and Policies. Unless exceptional circumstances are shown, LAFCo will not approve a proposal unless it is consistent with the applicable general plan and any applicable specific plan. In this case, the proposed specific plan implements policies and actions of the City of Ventura 2005 General Plan. The specific plan is consistent with the applicable policies and actions of the 2005 General Plan.

Guidelines for Orderly Development. LAFCo encourages proposals that involve urban development or that result in urban development to include annexation to a city wherever possible. The proposed specific plan would incorporate an isolated pocket of County designated land to the City with provision of utilities and services by the City. The Parklands Specific Plan is consistent with the Guidelines for Orderly Development.

Greenbelts. LAFCo will not approve a proposal for a city that is in conflict with any Greenbelt Agreement unless exceptional circumstances are shown to exist. The proposed project does not involve development of a greenbelt. Moreover, the plan area is already designated as residential low in the City of Ventura 2005 General Plan, indicating planned development. The project poses no conflicts with greenbelt agreements.

Agricultural and Open Space Preservation. LAFCo will approve a proposal for a change of organization that is likely to result in the conversion of Prime agricultural land or open space land only if it finds that the proposal will lead to planned, orderly, and efficient development. For a development to be deemed planned, orderly, and efficient, all of the following criteria must be met: (1) the territory involved is contiguous with lands developed with an urban use or that have received approvals for urban development; (2) the territory is likely to be developed within 5 years and has been pre-zoned for non-agricultural use; (3) insufficient non-Prime agricultural land or vacant land exists within the existing boundaries of the agency that is planned and developable for the same general type of use; (4) the territory is not subject to voter approval for the extension of services or changing of land use designations; and (5) the proposal will have no significant adverse effects on the integrity of other Prime agricultural or open space lands.

The 2005 General Plan FEIR identified the plan area as Prime Farmland, as defined by the U.S. Soil Conservation Service Important Farmlands Inventory system, and identified the conversion of Prime Farmland into non-agricultural use as a significant impact. Under Scenario 1 - Intensification/Reuse Only in Section 4.2 of the 2005 General Plan EIR, the plan area was included as one of a number of properties already designated for non-agricultural use under the previous Comprehensive Plan. During adoption of the 2005 Ventura General Plan, the City Council considered the conversion of agricultural lands within the City's sphere of influence and determined that public benefits of the General Plan outweigh certain unavoidable adverse environmental effects, including the conversion of agricultural land. A Statement of Overriding Consideration was adopted. Therefore, the project would not have any significant impact to



agricultural lands beyond that identified in a prior impact assessment and documented in the certified 2005 General Plan FEIR.

School Capacity. LAFCo will not favor a change of organization where any affected school district certifies that there is no sufficient existing school capacity to serve the territory involved. As discussed in the Initial Study (Appendix A), although many schools are at or near capacity, the school district is working toward resolving overcrowding through construction of a new middle school in the vicinity of the plan area, as well as exploring potential new school sites and expansion of facilities at existing sites. Mitigation of adverse effects on capacity at schools is accomplished through payment of School Mitigation Fees at issuance of building permits pursuant to State Law. Section 65995(h) of the California Government Code (Senate Bill 50, chaptered August 27, 1998), the payment of statutory fees "...is deemed to be full and complete mitigation of the impacts of any legislative or adjudicative act, or both, involving, but not limited to, the planning, use, or development of real property, or any change in governmental organization or reorganization." Therefore, mitigation is not required and the impact is considered less than significant.

Annexation of Unincorporated Island Areas. Any approval of a proposal for a change of organization for an area of 40 acres or more will be conditioned to provide that the proceedings will not be completed until and unless a subsequent proposal is filed with LAFCo initiating proceedings for the change of organization of all unincorporated island areas that meet the provisions of Government Code Section 56375.3. This policy means that LAFCo will not approve annexations of 40 acres or more unless the City has filed an application to annex all of the island areas in the City, which include eight separate islands in the Montalvo area totaling about 55 acres. Because the plan area encompasses more than 40 acres, the City would presumably need to file an application to annex the eight islands in Montalvo before the LAFCo will consider annexation of the plan area.

Mitigation Measures. No mitigation is required, though the City would presumably need to apply for annexation of eight island areas in Montalvo before annexation of the plan area would be considered by the LAFCo. The boundary reorganization and General Plan Amendment are consistent with the LAFCo Guidelines for Orderly Development and with the City's vision under the 2005 General Plan.

Significance After Mitigation. The impact would be less than significant without mitigation.

**Impact LU-3 The proposed Parklands Specific Plan was evaluated for consistency with applicable SCAG policies and could be considered consistent. Existing mitigation measures as summarized in Table ES-1 would reduce environmental impacts to a level that is less than significant. The proposed Specific Plan has a Class III, less than significant impact due to policy consistency.**

The proposed Parklands Specific Plan would allow for development of up to 499 dwelling units, 25,000 square feet of commercial space, a 6,560 square foot community center, 11.62 acres of greenspace including parks and a barranca preserve, and associated infrastructure. Southern



California Association of Governments (SCAG) considers the project regionally significant and provided a list of policies to consider for consistency. The following analysis discusses consistency with these policies.

*Growth Forecasts.* SCAG policies relative to growth management include the following policies.

- 3.01 *The population, housing and jobs forecasts, which are adopted by SCAG's Regional Council and that reflect local plans and policies shall be used by SCAG in all phases of implementation and review.*
- 3.02 *The timing, financing, and location of public facilities, utility systems, and transportation systems shall be used by SCAG to implement the region's growth policies.*

According to SCAG's 2008 Regional Transportation Plan (RTP) population forecasts (adopted May 8, 2008), the projected 2010 population for the City of Ventura is 112,044. For the purposes of this analysis, it is presumed that the construction of 499 residential units would be completed in 2010. Based on the current average household size in the City (2.6 persons/ household), this number of units would generate 1,297 new residents. When added to the current population of 108,261 (California Department of Finance, 2008), this would bring the overall population to 109,558. This is well within the projected citywide population of 112,044 for 2010. Therefore, development of the 499 residences would not in itself generate population exceeding regional forecasts. The specific plan could also generate some employment based on allowable retail of up to 25,000 square feet. This amount of general commercial retail development would generate about 92 employees (based on an average of 271 square feet of other retail/service per employee- Table 12A, SCAG Employee Density Study, 2001).

*Growth Management Policies Related to the RCPG Goal to Improve the Regional Standard of Living.* The following policies are intended to develop urban forms that enable individuals to spend less income on housing cost, that minimize public and private development costs, and that enable firms to be more competitive, strengthen the regional strategic goal to stimulate the regional economy.

- 3.04 *Encourage local jurisdictions' efforts to achieve a balance between the types of jobs they seek to attract and housing prices.*
- 3.05 *Encourage patterns of urban development and land use which reduce costs on infrastructure construction and make better use of existing facilities.*
- 3.06 *Support public education efforts regarding the costs of various alternative types of growth and development.*
- 3.09 *Support local jurisdictions' efforts to minimize the cost of infrastructure and public service delivery, and efforts to seek new sources of funding for development and the provision of services.*



- 3.10 *Support local jurisdictions' actions to minimize red tape and expedite the permitting process to maintain economic vitality and competitiveness.*

The proposed specific plan provides that some live/work units may be developed; however, the work space within the live/work units would count towards the 25,000 square feet of commercial space. Therefore, the live/work units would not result in additional employment opportunities; however, the diversity of employment generated by the proposed specific plan would be increased as artists or other independent professionals would be more likely to utilize the live/work units rather than the general retail or service commercial types of positions that would also be generated by the specific plan. The specific plan offers a variety of housing types and ranges in prices with 12 very low income units and 32 moderate income units in addition to market rate condominiums and single family residences.

The proposed specific plan would be constructed in an area that is surrounded by existing residential and commercial development and bounded on the south by SR 126. The plan area is situated in the eastern portion of the City and infrastructure extensions need only be brought into the plan area from adjacent development on Telegraph Road and Wells Road. Plan area improvements would benefit the overall community with street improvements on Wells Road and Telegraph Road in addition to development of 11.62 acres of greenspace. The specific plan has been designed to implement the vision of the 2005 General Plan by intensifying development in an area where services are already available. Moreover, the specific plan would streamline the future development process by dictating a plan for cohesive yet flexible residential and commercial development pursuant to the development code that was created for the specific plan. The Parklands Specific Plan appears consistent with these SCAG Growth Management Policies to Improve the Regional Standard of Living.

*Growth Management Policies Related to the RCPG Goal to Improve the Regional Quality of Life.* The growth management goals to attain mobility and clean air goals and to develop urban forms that enhance quality of life, that accommodate a diversity of life styles, that preserve open space and natural resources, and that area aesthetically pleasing and preserve the character of communities enhance the regional strategic goal of maintaining the regional quality of life.

- 3.11 *Support provisions and incentives created by local jurisdictions to attract housing growth in job-rich subregions.*
- 3.12 *Encourage existing or proposed local jurisdictions' programs aimed at designing land uses which encourage the use of transit and thus reduce the need for roadway expansion, reduce the number of auto trips and vehicle miles traveled (VMT), and create opportunities for residents to walk and bike.*
- 3.13 *Encourage local jurisdictions' plans that maximize the use of exiting urbanized areas accessible to transit through infill and redevelopment.*
- 3.14 *Support local plans to increase density of future development located at strategic points along the regional commuter rail, transit systems, and activity centers.*



- 3.15 *Support local jurisdictions' strategies to establish mixed-use clusters and other transit-oriented developments around transit stations and along transit corridors.*
- 3.16 *Encourage developments in and around activity centers, transportation corridors, under utilized infrastructure systems, and areas needing recycling and redevelopment.*
- 3.17 *Support and encourage settlement patterns, which contain a range of urban densities.*
- 3.18 *Encourage planned development in locations least likely to cause adverse environmental impact.*
- 3.19 *Support policies and actions that preserve open space areas identified in local, state, and federal plans.*
- 3.20 *Support the protection of vital resources such as wetlands, groundwater recharge areas, woodlands, production lands, and land containing unique and endangered plants and animals.*
- 3.21 *Encourage the implementation of measures aimed at the preservation and protection of recorded and unrecorded cultural resources and archaeological sites.*
- 3.22 *Discourage development, or encourage the use of special design requirements, in areas with steep slopes, high fire, flood, and seismic hazards.*
- 3.23 *Encourage mitigation measures that reduce noise in certain locations, measures aimed at preservation of biological and ecological resources, measures that would reduce exposure to seismic hazards, minimize earthquake damage, and to develop emergency response and recovery plans.*

The policies for improving the regional quality of life generally relate to providing a balance of jobs and housing, facilitating alternative transportation modes, and avoiding development in environmentally sensitive areas. Please see above analyses regarding jobs/housing balance. The plan area is in an area that is well served by an existing road network. In addition, the specific plan provides for a mix of uses and facilitates alternative transportation modes by providing for sidewalks and walking and bike paths as well as access to transit service. Finally, as discussed throughout the EIR, the specific plan would generally avoid impacts to environmental resources. The plan area is relatively flat, is not planned as open space, is not subject to unusual geologic hazards, and lacks known cultural resources. Most of the plan area also lacks significant biological resources, while the specific plan involves enhancement of much of the riparian corridor that crosses through the plan area. For these reasons, the specific plan could be found to be consistent with applicable policies relating to improving the regional standard of living.



*Growth Management Policies Related to the RCPG Goal to Provide Social, Political, and Cultural Equity.* Goals to develop urban forms that avoid economic and social polarizations promotes the regional strategic goal of minimizing social and geographic disparities and of reaching equity among all segments of society.

- 3.24 *Encourage efforts of local jurisdictions in the implementation of programs that increase the supply and quality of housing and provide affordable housing as evaluated in the Regional Housing Needs Assessment.*
- 3.27 *Support local jurisdictions and other service providers in their efforts to develop sustainable communities and provide, equally to all members of society, accessible and effective services such as: public education, housing, health care, social services, recreational facilities, law enforcement, and fire protection.*

Policies for providing social, political, and cultural equity generally relate to the provision of housing and providing access to services for all members of society. The specific plan would facilitate the development of up to 499 residential units and would not adversely affect public services. Moreover, the plan would provide a variety of housing types including some very low income, moderate income, as well as market rate condominiums and single family homes. In addition, the plan would provide for both professional and service commercial employment opportunities within the corridor area. Consequently, the plan could be found to be consistent with applicable policies relating to providing social, political, and cultural equity.

*Air Quality Chapter.* Air Quality goals related to the proposed specific plan include the following.

- 5.07 *Determine specific programs and associated actions needed (e.g., indirect source rules, enhanced use of telecommunications, provision of community-based shuttle services, provision of demand management based programs, or vehicle-miles-traveled/emission fees) so that options to command and control regulation can be assessed.*
- 5.11 *Through the environmental document review process, ensure that plans at all level so government (regional, air basin, county, subregional, and local) consider air quality, land use, transportation, and economic relationships to ensure consistency and minimize conflicts.*

The air quality chapter policies relate to identification of programs and actions to reduce air pollutant emissions and ensuring that environmental documents consider air quality and related issues. As discussed in Section 4.2 *Air Quality*, the City's Air Quality Ordinance (Ordinance 93-37) requires developers of projects that generate emissions exceeding VCAPCD significance thresholds to pay air quality impact fees that are placed in an air quality mitigation fund that is used to offset project emissions through implementation of regional air quality programs. The EIR analyzes the project's air quality impacts as well as relating impacts in the areas of traffic and land use. The mixed use traditional neighborhood design, along with Class I and II bike lanes, walkable blocks, and varied greenspaces are intended to facilitate greater pedestrian and bicycle use in the plan area. Similar improvements westward towards Saticoy Avenue on Telegraph Road as part of the UC Hansen Trust project will continue the pattern and promote connectivity between these two developments through an existing neighborhood.



These design features in addition to a new bus stop and payment of fees to an Air Quality Mitigation Fund (AQ-2(b)) that can be used for programs such as, enhanced public transit service, vanpool programs/subsidies, rideshare assistance programs, clean fuel programs, improved pedestrian and bicycle facilities, and park-and-ride facilities. Thus, no inconsistency with applicable air quality policies is anticipated.

*Open Space and Conservation Chapter.* Goals related to the proposed specific plan include the following.

- 9.01 *Provide adequate land resources to meet the outdoor recreation needs of the present and future residents in the region.*
- 9.02 *Increase the accessibility to open space lands for outdoor recreation.*
- 9.03 *Promote self sustaining regional recreation resources and facilities.*
- 9.04 *Maintain open space for adequate protection to lives and properties against natural and manmade hazards.*
- 9.05 *Minimize potentially hazardous developments in hillsides, canyons, areas susceptible to flooding, earthquakes, wildfire, and other known hazards, and areas with limited access for emergency equipments.*
- 9.08 *Develop well managed viable ecosystems or known habitats of rare, threatened and endangered species, including wetlands.*

Open space and conservation policies relate to the provision of adequate land for outdoor recreation, maintenance of open space to guard against natural disasters, and the development of well-managed ecosystems. The proposed specific plan would provide for 11.62 acres of greenspace, including parks and a preserve around the Brown Barranca. In addition, the project applicant would be required to pay recreation fees consistent with City ordinance for the project's contribution to the development of citywide parks. Moreover, the plan area is not subject to any natural hazards that cannot be avoided through implementation of proposed mitigation measures, while the specific plan calls for the preservation of most of the disturbed riparian corridor that crosses through the site as well as restoration of the corridor and revegetation with native plantings. As such, the project could be found to be consistent with applicable open space and conservation policies.

*Water Quality Chapter Recommendations and Polity Options.* Goals related to the proposed specific plan include the following.

- 11.02 *Encourage "watershed management" programs and strategies, recognizing the primary role of local governments in such efforts.*
- 11.07 *Encourage water reclamation throughout the region where it is cost-effective, feasible, and appropriate to reduce reliance on imported water and wastewater discharges. Current administrative impediments to increased use of wastewater should be addressed.*



Water quality policies are aimed at the development of watershed management programs and encouraging water reclamation where feasible. The proposed specific plan incorporates infiltration swales, biofilters, pervious pavements, and stormwater detention. The project is being designed to control runoff in a manner that will reduce post-project runoff to at or below existing undeveloped conditions. As feasible, plan development would utilize recycled water for landscape irrigation. As such, the project could be found to be consistent with applicable water quality policies.

*Regional Transportation Plan.* Applicable goals include the following.

- RTP G1 Maximize mobility and accessibility for all people and goods in the region.*
- RTP G2 Ensure travel safety and reliability for all people and goods in the region.*
- RTP G3 Preserve and ensure a sustainable regional transportation system.*
- RTP G4 Maximize the productivity of our transportation system.*
- RTP G5 Protect the environment, improve air quality and promote energy efficiency.*
- RTP G6 Encourage land use and growth patterns that complement our transportation investments.*

Transportation policies are aimed primarily at the efficient use of the transportation system and maximizing of mobility, accessibility, and reliability. As noted previously, the plan area is well-served by an established road network; therefore, plan implementation would facilitate efficient use of the existing system. In addition, the plan would provide facilities such as sidewalks, walking paths, and bike paths that facilitate alternative transportation modes. Therefore, the project could be found to be consistent with applicable transportation policies.

*Growth Visioning.* The fundamental goal of the Compass Growth Visioning effort is to make the SCAG region a better place to live, work and play for all residents regardless of race, ethnicity, or income class. The following “Regional Growth Principles” are proposed to provide a framework for local and regional decision making that improves the quality of life for all SCAG residents. Each principle is followed by a specific set of strategies intended to achieve this goal.

*Principle 1: Improve mobility for all residents.*

- GV P1.1 Encourage transportation investments and land use decisions that are mutually supportive.*
- GV P1.2 Locate new housing near existing jobs and new jobs near existing housing.*
- GV P1.3 Encourage transit-oriented development.*
- GV P1.4 Promote a variety of travel choices.*

*Principle 2: Foster livability in all communities.*

- GV P2.1 Promote infill development and redevelopment to revitalize existing communities.*
- GV P2.2 Promote developments which provide a mix of uses.*



- GV P2.3 *Promote “people scaled” walkable communities.*
- GV P2.4 *Promote the preservation of stable, single-family neighborhoods.*

Principle 3: Enable prosperity for all people.

- GV P3.1 *Provide, in each community, a variety of housing types.*
- GV P3.2 *Support educational opportunities that promote balanced growth.*
- GV P3.3 *Ensure environmental justice regardless of race, ethnicity or income class.*
- GV P3.4 *Support local and state fiscal policies that encourage balanced growth.*
- GV P3.5 *Encourage Civic engagement.*

Principle 4: Promote sustainability for future generations.

- GV P4.1 *Preserve rural, agricultural, recreational, and environmentally sensitive areas.*
- GV P4.2 *Focus development in urban centers and existing cities.*
- GV P4.3 *Develop strategies to accommodate growth that uses resources efficiently, eliminate pollution and significantly reduce waste.*
- GV P4.4 *Utilize “green” development practices.*

Compass Growth Visioning policies are aimed at a variety of topics, including fostering mobility, livability, prosperity, and sustainability. As described earlier, the Parklands Specific Plan has been designed to implement the goals and visions of the General Plan to promote a variety of New Urbanist Principles creating a dense residential noted located along exiting corridors of transportation , including existing bus routes, SR 126 and Telegraph Road. Parklands is intended to catalyze revitalization of the Wells Saticoy village neighborhood through development of a series of parks, bike lanes and pedestrian connections that provide linkages between existing and future development. The residential units provide a variety of housing types in different economic ranges and diversity of designs oriented to the streets and scaled for pedestrian comfort. The commercial units and potential for live/work development introduces the potential for support commercial such as coffee shops, delicatessen or similar uses with potential for offices or studios associated with professionals and artists.

**Mitigation Measures.** The proposed project includes mitigation that reduces impacts to a level that is less than significant for all issue areas. Table ES-1 in the Executive Summary contains all of the mitigation measures for the project as they pertain to aesthetics, air quality, cultural resources, biological resources, hazards and hazardous materials, hydrology and water quality, noise and traffic. There are no unavoidably significant impacts that result from the project. Therefore, the project could be found to be consistent with applicable growth visioning principles and strategies.

**Significance After Mitigation.** Environmental effects of the project such as aesthetic, air quality, biological, cultural, hydrological, hazards and hazardous materials, noise, and transportation would all be reduced to a level that is less than significant. Moreover, the proposed project appears to be consistent with applicable relevant policies of the 2005 General Plan, County Guidelines for Orderly Development and the SCAG growth, planning and transportation policies. The impacts with respect to policy consistency would remain less than significant without mitigation.

