

5.10 LAND USE/PLANNING

5.10.1 INTRODUCTION

This section describes existing land use conditions within the East Gateway Project Area, along with applicable local, county, and regional plans and policies that regulate or guide the uses of land in the project area. Potential land use impacts are examined with respect to whether the project would physically divide an existing community, conflict with applicable land use plans and policies, or conflict with any habitat conservation or natural community conservation plans.

5.10.2 EXISTING CONDITIONS

The City of Santa Paula is a relatively compact community. Most buildings are 1-2 stories tall, with a small number of 3-story structures. Many old oak trees are preserved in the existing urban area. The Santa Paula Municipal Code (SPMC) includes regulations protecting native oak trees, sycamores, and other trees of historic or cultural significance. Total land area within the existing city limits is approximately 4.5 square miles. The City's SOI consists of 460 acres, with the 94.5-acres proposed for annexation comprising 21 percent of the total SOI land area.

Located along SR 126 on the northeast edge of the city, the East Gateway Project Area is recognized in the Santa Paula General Plan as one of the main entrances or "gateways" to Santa Paula. Consequently, it is important in promoting visitors and general business access to Santa Paula. The East Gateway Project Area consists of two islands of unincorporated territory located north and south of SR 126 and west of S. Hallock Drive and the proposed East Gateway Specific Plan Area, located east of S. Hallock Drive and including land on the north and south of SR 126 at the eastern edge of the City of Santa Paula. Existing land uses in the East Gateway Project Area include residential, commercial, light industrial development, vacant land, and mostly fallow farmland, as shown on **Figure 5.10-1 Aerial View of Local Land Use Pattern..** As shown in **Figure 5.10-1**, key physical characteristics within the project area include the existing streets, rail and highway network, the existing parcel pattern, and natural features such as Haun Creek, which borders the project area on the east; Santa Paula Creek, which is located in the western of the project area; and the Santa Clara River, which is located south of the project area.

SR 126 provides regional access to the project area and the City of Santa Paula. On-site circulation is provided by a series of improved roadways. To the south of SR 126, these include South Hallock Drive, Lemonwood Drive, Dove Court, Quail Court, and East Hallock Drive. North of SR 126, access is provided by Hallock Drive and Telegraph Road with internal access provided by Whipple Road, Bridge Court,

Ferris Drive, Dike Street and Texas Lane. The existing on-site roadway system was previously shown in **Figure 3.0-1, Existing Roadways**.

The East Gateway Project Area consists of privately owned property, public right of way for streets and the Santa Paula Branch Line Rail Line, and publicly owned land that contains Santa Paula Creek. A total of (103) Ventura County Assessor's Parcels are contained within the project site as identified in **Table 3.0-1, Existing Assessors Parcels**.

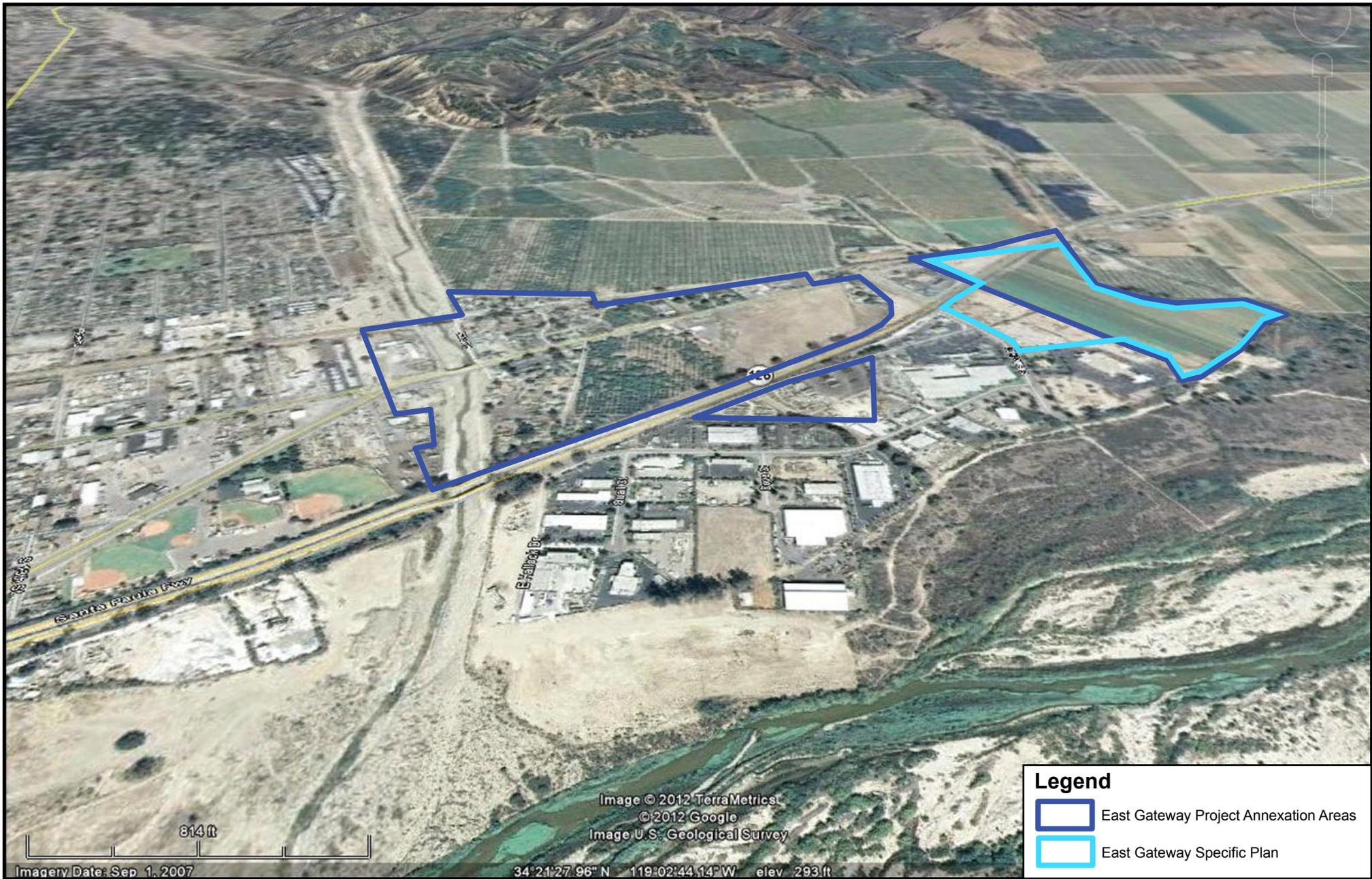
5.10.3 REGULATORY SETTING

City of Santa Paula

General Plan

The current Santa Paula General Plan was adopted in 1998. The Santa Paula General Plan is the fundamental statement of the City's policies to guide long-term growth within its planning area and it is the decision-making framework to guide best uses of the City's physical and economic resources. It is intended as a 'blueprint' to guide decisions concerning:

- Choices about the use of land;
- Conservation and development of new housing;
- Provision of supporting infrastructure and public and human services;
- Protection of environmental resources;
- Protection of people and property from natural and man-made hazards;
- Allocation of fiscal resources;
- Population growth; and
- Expansion of City boundaries.



SOURCE: Google Earth - 2012

FIGURE 5.10-1

A key component of any General Plan is the Land Use Element. The Government Code¹ requires that the Land Use Element contain the following:

“..... the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The land use element shall include a statement of the standard of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to those areas.”

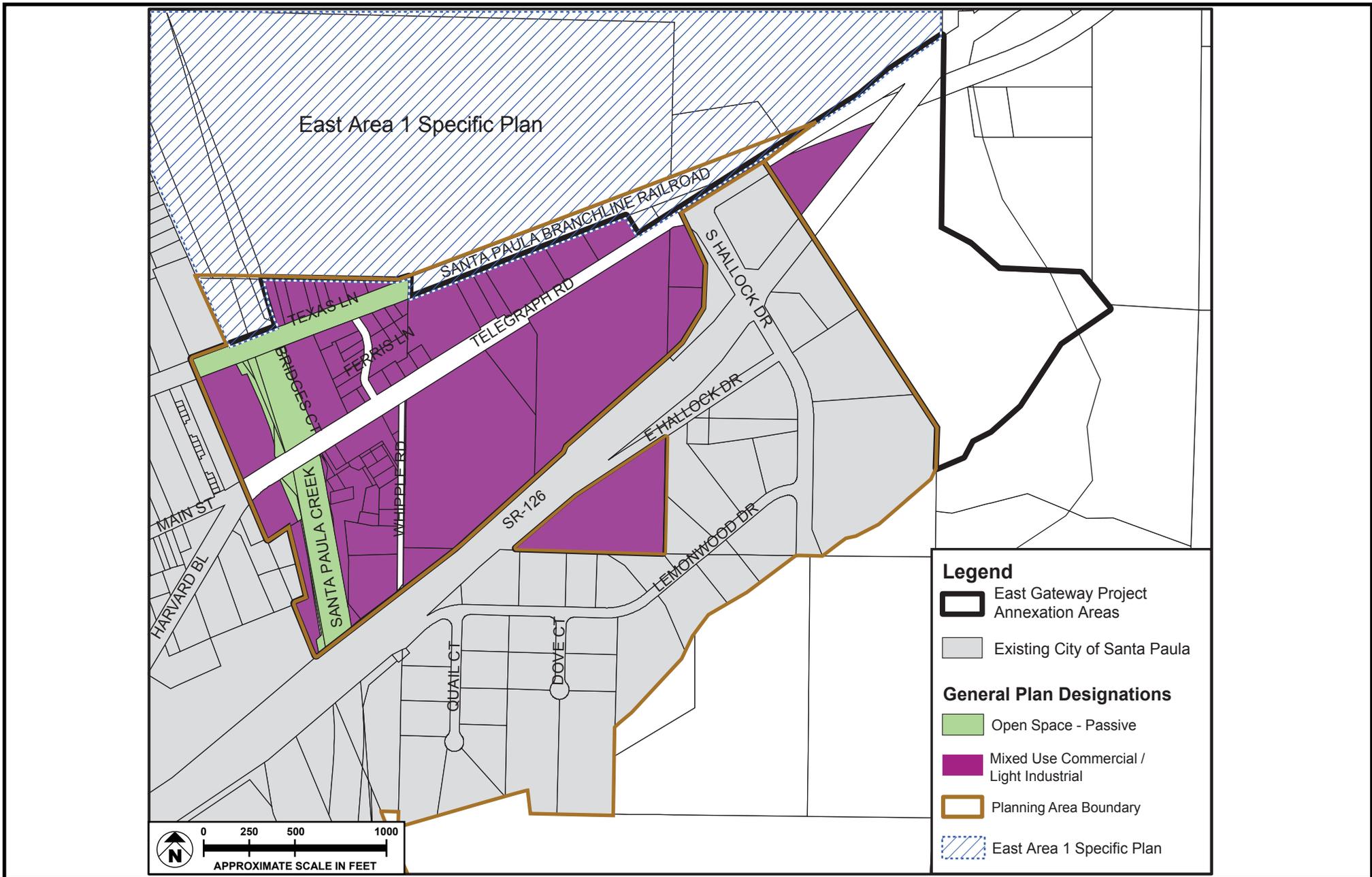
The Santa Paula General Plan Land Use Element complies with these legislative standards, with a major goal of preserving the urban form of a small town that is beautiful, functions well, and attracts both tourists and industry.

As shown in **Figure 2.0-4, City of Santa Paula Sphere of Influence and CURB Boundary**, all of the land proposed for annexation to the City of Santa Paula is located within the City’s Sphere of Influence (SOI) as adopted by the Ventura County LAFCo and within the boundary of the East Area 2 Planning Area, as defined in the General Plan. Approximately 0.9 acres of the parcel proposed for annexation located south of SR 126 within the proposed East Gateway Specific Plan area does not appear to be located within the CURB as shown on the City’s current General Plan Land Use Map. This is because the CURB is not currently shown in the approved location on the General Plan Land Use Map due to a mapping error, as discussed in further detail below. Land Use Element policies applicable to the East Gateway Project Area are summarized below.

Land Use Map and Land Use Categories

The City’s General Plan Land Use Element currently designates the majority of the area proposed for annexation as Mixed-Use Commercial/Light Industrial, with Santa Paula Creek and the Santa Paula Branch Rail Line designated as Passive Open Space, as previously shown in **Figure 5.10-2, Existing City General Plan Designations**. The Mixed-Use Commercial/Light Industrial applies to the eastern part of downtown Santa Paula, north and south of Main Street, and on both sides of SR 126, in the west and east edges of town. This land use category allows for heavy commercial uses and associated storage, warehousing and manufacturing. It is intended to acknowledge and encourage a work/sale use and to support the agricultural industry.

¹ Government Code § 65302(a).



SOURCE: Santa Paula General Plan Land Use Map, September 2010

FIGURE 5.10-2

More specific commercial and industrial land use categories are also established in the Land Use Element, with specific guidance as to location and intensity criteria that apply to the East Gateway Project Area, as follows:

Commercial. The Land Use Plan provides for three hierarchical categories of shopping centers: Central Business District, Community Shopping Center and Neighborhood Shopping Centers. The plan also establishes three categories of commercial land use: Commercial, Commercial Office, and Neighborhood Commercial. The General Plan Land Use Element notes the only site for a major new commercial center in the City identified in the General Plan is in East Area 2, as the other expansion areas only include land for neighborhood commercial uses.² Development intensity is limited to a floor area ratio (FAR) of 0.35, except in the Downtown Improvement Area, where the FAR ceiling is 1.0.

Industrial. Three industrial land use categories are established to encourage the continued viability of existing industrial development and to encourage new industry to locate in the city: Industrial Park, Light Industrial and Industrial. The Industrial Park category is intended to provide places where mixed production and administrative functions can be sited within a full-service campus setting, preferably at a scale of at least ten acres per development. Development intensities are limited to a FAR of 0.25. The south part of East Area 2 is specifically identified as an area that is appropriate for Industrial Park uses. *Light Industrial* areas are intended to provide for a wide range of industrial uses that are designed to mitigate objectionable characteristics. Development intensities are limited to a FAR of 0.30. East Area 2 is specifically identified as a location that is appropriate for Light Industrial uses. Businesses could range from light manufacturing to general manufacturing; commercial uses that support primary light manufacturing activities, and sites for mixtures of manufacturing and associated administrative offices. Parcels of one to 40 acres are preferred to encourage various scales of business, from small to large. The Industrial category is intended to provide for all types of industry, including custom industry, light manufacturing, general, and heavy manufacturing activities. East Area 2 is specifically identified as an area that is appropriate for Industrial land uses. Heavy industrial uses may be sited in these areas, subject to stringent design review standards and imposition of conditions to prevent or mitigate objectionable characteristics. Development intensities in Industrial areas are limited to a FAR of 0.35.

East Area 2 Planning Area

The East Area 2 Planning Area, which contains the East Gateway Project Area and additional land already within the city limits, is one of several expansion and planning areas identified in the General Plan as appropriate locations for eventual urbanization and development. In 2010, East Area 2, which was

² Santa Paula General Plan Land Use Element, p. 47.

originally identified as an expansion area in the General Plan, was changed to a Planning Area to facilitate the process for annexation of the unincorporated portions of East Area 2.

The East Area 2 Planning Area as defined in the Santa Paula General Plan includes 136 acres. The General Plan permits up to 544,500 square feet of Highway Commercial uses on 50 acres (FAR of .25), 718,740 square feet of Light Industrial/Research & Development uses on 55 acres (FAR of .30), and 337,590 square feet of Industrial uses on 31 acres (FAR of .25) within the East Area 2 Planning Area.

All of the land within the East Gateway Project Area, with the exception of the unincorporated land located south of SR 126 within the proposed East Gateway Specific Plan Area, is currently designated Mixed-Use Commercial/Light Industrial on the General Plan Land Use Plan Map. The General Plan Land Use Plan Map as adopted in 1998 did not apply specific land use designations to the expansion areas defined in the General Plan because the preparation and adoption of Specific Plans was required for these expansion areas. For that reason, the current General Plan Land Use Map does not identify a land use designation to the easternmost portion of the proposed East Gateway Specific Plan Area. Instead, the General Plan Land Use Map identifies the type and total amount of commercial land use allowed in the East Area 2 Planning Area. The General Plan Land Use Map currently allows development of 544,500 square feet of highway commercial uses and 718,740 square feet of Light Industrial and Research and Development uses in the East Area 2 Planning Area.

Measure I – Save Open-Space and Agricultural Resources

The Save Open-Space and Agricultural Resources Santa Paula City Urban Restriction Boundary Initiative (“SOAR”) amended the General Plan in 2000 (adding Section III to the Land Use Element of the General Plan) by, among other things, creating a City Urban Restriction Boundary (“CURB”). The CURB was established coterminous with and in the same location as the SOI established by the Ventura Local Agency Formation Commission on February 2, 2000. Property located within the CURB may be developed in accordance with the General Plan and SPMC; any proposed extension of urban services or urbanized use to property located outside of the CURB generally requires voter approval.³

The East Area 2 Planning Area is entirely located within the CURB as currently mapped on the General Plan Land Use Map. Note that approximately 0.9 acres of the parcel proposed for annexation located south of SR 126 within the proposed East Gateway Specific Plan area does not appear to be located within the CURB as shown on the City’s current General Plan Land Use Map. However, a review of the entire administrative record pertaining to CURB shows this omission is due to a mapping error: SOAR established the CURB as being coterminous with the Sphere of Influence for the City of Santa Paula

3 Santa Paula General Plan, Land Use Element at Section 3(b-c).

established by the Ventura Local Agency Formation Commission (LAFCo) on February 2, 2000. The February 2, 2000 LAFCo map shows that all of the Project area is included within the CURB and is properly depicted in the City's Figure LU-4a that identified the CURB. It is unclear why the General Plan Land Use Map is in error. However, it appears that the error may have occurred in 2002 when LAFCo transferred SOI data to the County's Geographical Information System ("GIS"). Since the City contracts with the County for GIS data and maps, the error could have been replicated in the Santa Paula General Plan. LAFCo subsequently corrected the error as to the SOI corrected in 2007. In an abundance of caution, the proposed Project includes an amendment to the General Plan Land Use Map to correct the location of the CURB to follow Haun Creek in accordance with SOAR.

Measure L6

Voters in 2006 amended the General Plan by approving Measure L6, which is contained in Section III. G. of the Land Use Element. That Measure, as explained by the City Attorney's Impartial Analysis, generally requires voter approval for existing developments, proposed developments, or "land use designations"⁴ under the following circumstances:

- (1) if the Land Use Element of the Santa Paula General Plan is amended to either (a) increase the residential or commercial density; or (b) to intensify land use; and
- (2) when a development or land use designation is on land that either (a) constitutes 81 or more contiguous acres; or (b) is contiguous to other land for which the City Council amended the Land Use Element as described above at any time during the preceding five (5) consecutive calendar years where the cumulative acreage of all the property comprises 81 or more acres.

To implement Measure L6, the City Council added Chapter 16.237 to the SPMC. That Chapter provides certain definitions for implementing Measure L6 including the following terms: "density," "development," and "intensification of use."⁵ SPMC § 16.237.040 identifies when Measure L6 applies to a particular development.

The East Gateway Project, as described and evaluated in this EIR, consists of two primary components. The first is the proposed East Gateway Specific Plan, proposed for approximately 36.5 acres of land located south of SR 126 and east of South Hallock Drive. This Specific Plan is being proposed by the two owners of the property within the proposed East Gateway Specific Plan area to facilitate a master planned development project on these 36.5 acres. The amount of commercial and light industrial uses that would be permitted by the proposed East Gateway Specific Plan is within the amount of these uses permitted by the current

4 City of Santa Paula, L6, p.1, Section 3(A); p.2, Section 3(B); p.2, subsection (A) under "Amendment Procedures."

5 See SPMC § 16.237.030.

General Plan. As described above, the General Plan Land Use Map currently allows development of 544,500 square feet of highway commercial uses and 718, 740 square feet of Light Industrial and Research and Development uses in the East Area 2 Planning Area. The proposed East Gateway Specific Plan would permit development of up to 310,000 square feet of retail commercial uses or 350,000 square feet of light industrial business park uses south of SR 126 and 10,000 square feet of retail commercial uses north of SR 126.

Annexation of the remaining area included in the East Gateway Project is proposed at this time to comply with a Ventura LAFCo condition of approval on the East Area 1 annexation. No individual development projects are proposed in the remaining annexation area at this time. The portion of these areas located south of Telegraph Road would be pre-zoned Commercial/Light Industrial, consistent with the current Mixed Use Commercial/Light Industrial General Plan Land Use designation for these areas. The area located north of Telegraph Road is also currently designated Mixed Use Commercial/Light Industrial. Since this small area is already fully developed with single-family residential homes, a General Plan Amendment is proposed to change the land use designation for this area to Single Family Residential.

It is apparent that the East Gateway project constitutes a “development” for purposes of Measure L6 (see SPMC § 16.237.030(E)). However, while the overall East Gateway project encompasses 94.5 acres, only 36.5 acres of the project area – the East Gateway Specific Plan area – would arguably intensify use as defined by Measure L6. The balance of the Project area either implements existing Santa Paula General Plan land use designations for the property or redesignates the area from uses identified in the Ventura County General Plan to substantially similar uses in the Santa Paula General Plan. There is no proposal for new residential development in the East Gateway project. Additionally, the commercial development proposed for the East Gateway Specific Plan portion of the Project does not exceed the anticipated land use set forth in the Santa Paula General Plan. Consequently, the Project does not require voter approval pursuant to Measure L6.

Santa Paula-Fillmore Greenbelt

This Greenbelt was originally established by a joint resolution of the City Councils of Santa Paula and Fillmore in 1980. The City Councils of Santa Paula and Fillmore, and the Ventura County Board of Supervisors approved an amendment to the Greenbelt in 1999 to remove the portion of the East Area 2 Planning Area located in the Greenbelt and adding other land to the Greenbelt to compensate for this adjustment. In 2009, the City Councils of Santa Paula and Fillmore adopted the Greenbelt by ordinance and the County of Ventura Board of Supervisors adopted the Greenbelt by ordinance in 2010. The boundary of the Greenbelt is currently defined as the eastern boundary of the Santa Paula City CURB. As the CURB follows Haun Creek and the proposed East Gateway Project would only include the annexation

of areas located west of Haun Creek, the project as proposed is consistent with the Santa Paula-Fillmore Greenbelt.

City Boundaries and Sphere of Influence

As stated in Section III.A of the Santa Paula General Plan, the City will consider annexation proposals in relation to eight key policies intended to achieve compliance with LAFCo policies for municipal reorganizations:

1. Sphere amendments or annexations should involve lands that are contiguous to the current City boundary, except for specific exceptions. The changes should not create a “leap-frog” of City lands out into County territory. In addition, the changes should not create an “island” of County land that is substantially surrounded by City lands.
2. Development of existing vacant land within the City is encouraged before any proposal is approved for expansion.
3. The change should promote an orderly and efficient land use pattern.
4. The City should consider the future service needs of the new area as it builds out.
5. The City should be able to provide services to the new area. Issue areas that will be considered include adequate water supply, adequate sewer treatment plant capacity, as well as adequate police and fire services.
6. A social and economic interdependence should exist between the new area and the existing City.
7. The proposed new territory should not contain Prime Agricultural land or be designated as Open Space. Urban uses are to be guided away from Prime Agricultural lands, unless it will not promote orderly and efficient development.
8. The proposed new area must be part of the City’s general Plan and must be included in all elements.

Ventura County

General Plan

The Ventura County General Plan⁶ governs land use throughout the unincorporated territory of Ventura County. Existing County Land Use Element⁷ designations and zone district classifications for the project

6 Ventura County, General Plan, as amended through June 2011.

7 Ibid, Land Use Element.

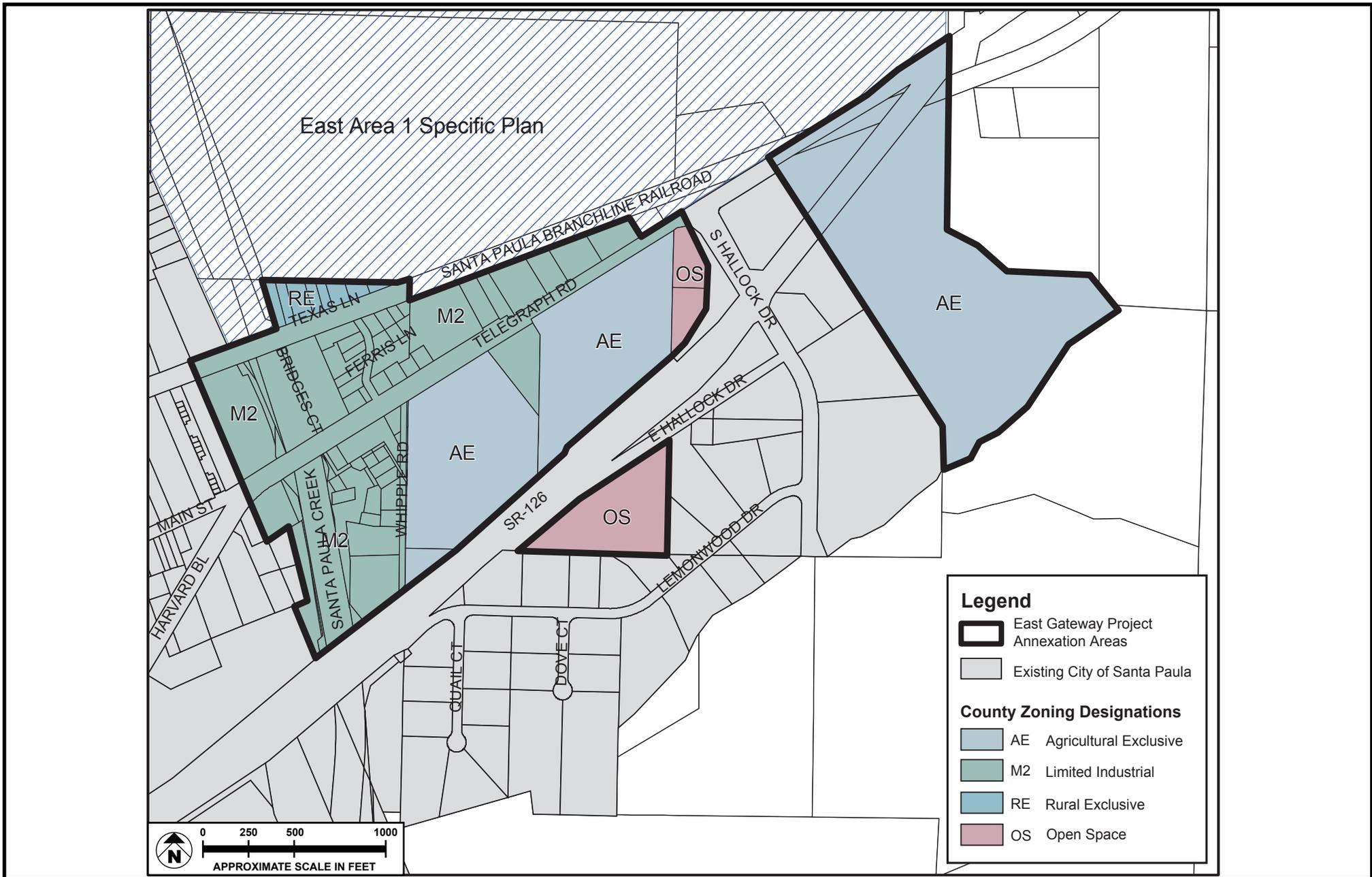
site were previously depicted in **Figure 5.10-3, Existing County General Plan Designations**, and **Figure 5.10-4, Existing County Zoning Designations**, and are described below.

- **Urban Reserve.** This is an overlay designation applied to all unincorporated land within a City's adopted Sphere of Influence. These areas also have more specific land use designations (Existing Community, Rural, Agriculture and Open Space) to ensure that more intensive development does not occur until the land is annexed.
- **Agricultural.** This land use category is generally applied to irrigated land that is suitable for crop production and/or livestock management, and primarily to lands that are designated as Prime Farmland, Farmland of Statewide Importance, or Unique Farmland, on the State of California's Important Farmland Inventory. A minimum parcel size of 40 acres is considered appropriate in agricultural areas. The Agriculture-Exclusive ("AE") zone district corresponds to this land use classification and prescribes permitted land uses and standards for land development, including a specification for minimum 40-acre size parcels.
- **Open Space.** This designation is generally applied to land or water areas that are devoted to an open space use as defined in State planning law. Open space uses typically include areas to be preserved for natural resources such as plants and animal habitat, land reserved for production of resources such as forests, rangeland, commercial fisheries and mineral deposits, parks, recreational areas containing outstanding scenic, historic and cultural resources as well as land providing access thereto, and urban buffer areas. A minimum parcel size of 10 acres is considered appropriate in open space areas, and parcels of at least 20 acres are preferred for open space adjacent to agricultural land. The Open Space ("OS") zone district corresponds to this land use category, and prescribes permitted land uses and standards for land development.
- **Existing Community.** This category identifies existing urban residential, commercial, or industrial enclaves outside of Urban-designated areas. An Existing Community may include uses, densities, building intensities, and zoning designations which are normally limited to Urban- designated areas but do not qualify as urban centers. This designation has been established to recognize existing land uses in unincorporated areas which have been developed with urban building intensities and urban land uses; to contain these enclaves within specific areas so as to prevent further expansion; and to limit the building intensity and land use to previously established levels. Within the project site, the Rural Exclusive ("RE") zone district applies to the row of residential parcels along the northern side of Texas Lane, while the Limited Industrial ("M2") zone district applies to all the other land designated as Existing Community.



SOURCE: County of Ventura Resource Management Agency, General Plan Land Use Map, 2010

FIGURE 5.10-3



SOURCE: County of Ventura Resource Management Agency, Zoning Map, 2010

FIGURE 5.10-4

Guidelines for Orderly Development

The County of Ventura identified Areas of Interest that cities can consider expanding into, and provided cities with “Guidelines for Orderly Development”⁸ (“Guidelines”) within those designated areas. The Guidelines are intended to:

- Clarify the relationship between the Cities and the County with respect to urban planning, and specifically to encourage development within cities that can provide a full range of municipal services.
- Facilitate a better understanding regarding development standards and fees.
- Identify the appropriate governmental agency responsible for making determinations on land use requests.

The Guidelines are comprised of a Jurisdictional Framework, General Policies, Policies Within Spheres of Influence, Policies Within Areas of Interest Where a City Exists, and Policies Within Areas of Interest Where No City Exists. The last two do not pertain to this project, which is located entirely within the City of Santa Paula’s Sphere of Influence. Guiding strategies for each of the applicable components are listed below.

Jurisdictional Framework

- Provide a framework for cooperative intergovernmental relations.
- Allow for urbanization in a manner that will accommodate the development goals of the individual communities while conserving the resources of the County.
- Promote efficient and effective delivery of community services for existing and future residents.
- Identify the planning and service responsibilities of local governments providing urban services in a manner that is understandable to the general public.

General Policies

- Urban development should occur, whenever and wherever practical, within incorporated cities which exist to provide a full range of municipal services and are responsible for urban land use planning.
- The Cities and County should strive to produce general plans, ordinances and policies which will fulfill these Guidelines.

8 Ventura County, Ventura County Guidelines for Orderly Development, December 1996.

Policies Within Spheres of Influence

- Applicants for land use entitlements for urban uses are encouraged to apply to the City to achieve their development goals and discouraged from applying to the County.
- The City is primarily responsible for local land use planning and providing municipal services.
- Before being developed for urban purposes or to receiving municipal services, land should be annexed to the City.
- Annexation to the City is preferable to the formation of new or expansion of existing County service areas.
- Land uses allowed by the County without annexation should be equal to or more restrictive than land uses allowed by the City.
- Development standards and capital improvement requirements imposed by the County for new or expanded development should not be less than those imposed by the City.

Ventura County LAFCo

The Ventura Local Agency Formation Commission (LAFCo) is responsible for establishing jurisdictional boundaries of public agencies in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §§ 56000, *et seq.*). One of LAFCo's duties is to encourage the orderly formation and expansion of local government agencies.

To facilitate thoughtful and efficient deliberations and decision-making, LAFCo developed a Handbook for its Commissioners⁹ that identify the following general standards considered favorable for approval of an annexation request:

- The proposal would eliminate islands, corridors or other distortion of existing boundaries.
- The affected territory is urban in character or urban development is imminent, requiring municipal or urban-type services.
- The affected territory can be provided all urban services by the city or district as shown by the city's or district's service plans and the proposal would enhance the efficient provision of urban services.

9 Ventura County Local Agency Formation Commission, Commissioners Handbook, updated through March 2012.

- The proposal is consistent with state law, adopted spheres of influence, applicable general and specific plans, and these policies.
- The proposal is for the annexation of city or district-owned property, used or to be used for public purposes.

Standards considered favorable with respect to boundary adjustments include:

- The proposal would create logical boundaries that coincide with existing and planned services and where possible, eliminate previously existing islands.
- The proposed boundaries follow natural and man-made features such as ridgelines, drainage areas, watercourses, and edges of right-of-way, provided they coincide with lines of assessment or ownership, or are described by metes and bounds legal descriptions which can be easily used for mapping lines of assessment or ownership.
- The proposed boundaries include adjacent urbanized areas which are receiving or which may require urban services such as public water and/or sewer services.

For annexation proposals involving agricultural and open space lands, the LAFCo Commissioners Handbook indicates that such proposals may be approved if they would lead to planned, orderly and efficient development, to be determined in accordance with these criteria:

- a) The territory involved is contiguous to either lands developed with an urban use or lands which have received all discretionary approvals for urban development;
- b) The territory is likely to be developed within 5 years and has been pre-zoned for nonagricultural or open space use. In the case of very large developments, annexation should be phased wherever possible;
- c) Insufficient non-prime agricultural or vacant land exists within the existing boundaries of the agency that is planned and developable for the same general type of use;
- d) The territory involved is not subject to voter approval for the extension of services or for changing general plan land use designations. Where such voter approval is required by local ordinance, such voter approval must be obtained prior to LAFCo action on any proposal unless exceptional circumstances are shown to exist; and
- e) The proposal will have no significant adverse effects on the physical and economic integrity of other prime agricultural or open space lands.

Southern California Association of Governments

In addition to locally adopted plans, ordinances, and regulations, a number of regional plans also influence land use planning in the City of Santa Paula. Regional planning agencies, such as SCAG, recognize that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as affordable housing, transportation, and air pollution have resulted in the adoption of regional plans that affect the City of Santa Paula and the County of Ventura.

SCAG has evolved as the largest council of governments in the United States, functioning as the Metropolitan Planning Organization (MPO) for six counties: Los Angeles, Orange, San Bernardino, Riverside, Ventura and Imperial, and including 184 cities. The region encompasses a population exceeding 15 million persons in an area of more than 38,000 square miles.

As the designated MPO, SCAG prepares plans for transportation, growth management, hazardous waste management, and air quality. Accordingly, SCAG prepared comprehensive regional plans to address these concerns.

SCAG Regional Comprehensive Plan and Guide

SCAG's Regional Comprehensive Plan and Guide (RCPG) serves as a policy document that sets broad goals for the southern California region and identifies strategies for agencies at all levels of government to use in guiding their decision-making with respect to significant issues and changes, including growth management. The RCPG contains policies on Strategy, the Economy, Growth Management, Mobility (transportation), Air Quality, Housing, Human Resources and Services, Finance, Open Space and Conservation, Water Resources, Water Quality, Energy, Hazardous Waste Management, Integrated Solid Waste Management and Plan Implementation.

SCAG Southern California Compass Growth Visioning Program

In an effort to maintain the region's prosperity, continue to expand its economy, house its residents affordably, and protect its environmental setting as a whole, SCAG brought together the goals and ideas of interdependent sub-regions, counties, cities, communities, and neighborhoods. This process is called Southern California Compass (Compass), and the result is a shared "Growth Vision" for Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties. SCAG began Compass in 2002, spearheaded by the Growth Visioning Subcommittee, which consists of civic leaders from throughout the region. Creating a shared regional vision is an effective way to begin addressing issues, such as congestion and housing availability, which may threaten the region's livability.

In the short term, SCAG's growth visioning process has found common ground in a preferred vision for growth and has incorporated it into immediate housing allocation and transportation planning decisions. In the long term, the growth vision provides a framework to assist local jurisdictions in managing growth cooperatively and will help coordinate regional land use and transportation planning. The result of this growth visioning effort is SCAG's *Growth Vision Report (GVR)*.

The GVR presents the comprehensive growth vision for the six-county SCAG region as well as the achievements of the Compass process. It details the evolution of the draft vision, from the study of emerging growth trends to the effects of different growth patterns on transportation systems, land consumption, and other factors. The GVR concludes with a series of implementation steps including tools for each guiding principle and overarching implementation strategies that will guide southern California toward its envisioned future.

The Growth Vision is driven by four key principles:

- Mobility – Getting where we want to go
- Livability – Creating positive communities
- Prosperity – Long term health for the region
- Sustainability – Promoting efficient use of natural resources

To achieve these principles on the ground, the Growth Vision encourages:

- Focusing growth in existing and emerging centers and along major transportation corridors
- Creating significant areas of mixed-use development and walkable communities
- Targeting growth around existing and planned transit stations
- Preserving existing open space and stable residential areas

A key strategy to achieve the Growth Vision is the "2 Percent Strategy", which calls for modest changes to existing land use and transportation planning policies to promote higher intensities of infill, mixed-use, transit-oriented, equitable and environmentally sensitive development within 2 percent of the entire land area in the region – the "2 Percent Strategy Opportunity Areas." There are no Compass Blueprint Strategy Opportunity areas targeted for Santa Paula.

5.10.4 THRESHOLDS OF SIGNIFICANCE

In order to assist in determining whether a project would have a significant effect on the environment, CEQA identifies criteria for conditions that may be deemed to constitute a substantial or potentially substantial adverse change in physical conditions. Specifically, Appendix G of the State CEQA Guidelines (Environmental Checklist Form) lists the following thresholds, under which a project may be deemed to have a significant impact on agricultural resources if it would:

- Physically divide an established community?
- Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?
- Conflict with any applicable habitat conservation plan or natural community conservation plan?

5.10.5 PROJECT IMPACTS

The environmental impact analysis presented below is based on determinations made in the Notice of Preparation (NOP) for issues that were determined to be potentially significant with mitigation incorporated, or for issues identified by reviewing agencies, organizations, or individuals commenting on the NOP that made a reasonable argument that the issue was potentially significant (see Responses to NOP, **Appendix 1.0**).

5.10.5.1 Physically divide an established community?

Impacts

None of the existing streets or parcel configurations would be changed by the project and access to properties along the boundary of the project site would not be affected. No new streets, flood control channels, utility lines or other major infrastructure are proposed that would involve any substantial physical alterations to the existing community structure that would physically divide the community of Santa Paula, within or outside of the project limits. The majority of the East Gateway Project Site consists of two islands of unincorporated land located west of South Hallock Drive and the easternmost parcel is adjacent to the existing city limits and within the City's Sphere of Influence. The proposed municipal boundary reorganization would eliminate existing islands of unincorporated territory to facilitate more efficient delivery of municipal services by the City of Santa Paula. Annexation of the eastern parcel would expand the city limits to coincide with the City's adopted Sphere of Influence, CURB, and the Santa Paula-Fillmore Greenbelt.

The proposed project would not divide the existing community of Santa Paula or any smaller enclaves outside of the city limits.

There would be no impact.

Mitigation Measures

No mitigation is required.

Residual Impacts

There will be no impact.

5.10.5.2 Conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect?

Impacts

The proposed project would annex unincorporated territory into the City of Santa Paula. Consequently, the project would apply City General Plan Land Use Element designations and City zone district classifications to the affected properties, replacing the existing Ventura County land use and zoning designations. The proposed City land use designations and zone district classifications match the designations for this area shown on the City's General Plan Land Use Map, except for some minor amendments as follow:

- The existing Texas Lane residential neighborhood would be changed from Mixed-Use Commercial/Light Industrial to Single-Family Residential. The proposed zoning would be R-1 Single Family Residential. These land use policies and development regulations would help preserve this existing developed residential neighborhood.
- Two agricultural parcels located between Telegraph Road on the north and SR 126 on the south would retain the existing land use map designation of Mixed-Use Commercial/Light Industrial, but would be zoned as A-1 Agricultural, as no specific development projects are proposed for these parcels at this time to allow the continued agricultural use of these parcels until such time as development is proposed. Any future proposals to develop these parcels would be required to apply

for a zone change to a zone appropriate for the proposed land uses, and consistent with the General Plan land use designation.

- The triangular-shaped site east of S. Hallock Drive, between Telegraph Road/Railroad right-of-way and SR 126, would be re-designated from Mixed-Use Commercial/Light Industrial to Specific Plan, as this would be part of the proposed East Gateway Specific Plan area. The Specific Plan Area will be designated SP-4 East Gateway Specific Plan on the zoning map in accordance with the SPMC.
- The existing island of territory located south of SR 126 would be re-designated Industrial Park, consistent with the land use designation for the adjacent area to the south. Table LU-5 in the Land Use Element specifically identifies the south portion of East Area 2 as an appropriate location for the Industrial Park designation.

Implications of these minor amendments to the City's Land Use Element Map are addressed in the following assessment of the project's consistency with the Santa Paula General Plan.

Santa Paula General Plan-Growth Scenario for Year 2020

The proposed project is consistent with the long-term growth policies of the Santa Paula General Plan set forth in Section III.A. City Boundaries and Sphere of Influence, as discussed below:

1. The project site consists of land that is contiguous to the current City boundary
2. There is little remaining vacant land within the existing city limits, and none of that is situated such that it could contribute the successful development of the City's eastern gateway area where the project site is located. The proposed mixture of commercial and light industrial uses could not be accommodated elsewhere within the existing city limits, due to physical constraints such as inadequate site area, inconvenient vehicular access and likely incompatibilities with surrounding land uses.
3. The proposed annexation area, at the northeastern edge of the existing city limits, was identified for expansion of the City's urbanized area in the City's General Plan when it was adopted in 1998. This area was identified as a major gateway to the community and planned for major urban land development with a mixture of high quality commercial and light industrial land uses that optimize the economic value of that location in ways that benefit the entire community. Municipal services and urban infrastructure provided by the City of Santa Paula will be necessary to support the mixture and intensity of uses envisioned by the General Plan and annexation of the project is necessary to enable and facilitate the investment of the City's resources to the project site. With the approval of a

comprehensive Specific Plan to guide a mostly residential development of East Area 1, located immediately north of the project site, the proposed project will provide a complementary mixture of land uses that could employ future residents of that community and also provide a variety of products and services that would be conveniently accessible to that new community, as well as the existing City residents. The General Plan Land Use Element notes the only site for a major new commercial center in the City as the other expansion areas only include land for neighborhood commercial uses.¹⁰ As such, this project represents an orderly and efficient implementation of the city's ultimate land use pattern as it is envisioned in the General Plan.

4. Future service needs of the project area were fully considered, along with the costs of providing those services and the revenues that would be generated through implementation of the land use policies that would govern the development of the affected land. As required by the General Plan, a comprehensive fiscal impact analysis was prepared for this project and is provided as **Appendix 5.10**. This analysis found that the fully developed project site would generate a variety of taxes and fee revenues for the City that would more than fully offset the estimated costs of extending a full range of municipal services to this area.
5. As discussed in **Section 5.14**, the City determined that its water supplies will be sufficient to meet the needs of the project site when fully developed, without jeopardizing water supplies available to landowners and water consumers within the existing city limits, including future businesses and residents within the East Area 1 Specific Plan. As discussed in **Section 5.12**, the City's Police and Fire Departments will have adequate resources to respond to increased demand for services as the project site builds out, without adversely affecting levels of service to the rest of the city.
6. The proposed annexation area will be socially and environmentally interdependent with the existing urban area and with the future community within the approved East Area 1 Specific Plan. This interdependence will be achieved by providing suitable sites for large commercial centers meeting the needs of the community not presently available in the City of Santa Paula, and by facilitating development of retail and other commercial uses that complement the residential, public facility, and small amount of commercial uses in the approved East Area 1 community.
7. As discussed in **Section 5.2, Agricultural Resources**, the two undeveloped parcels located between Telegraph Road, S. Hallock Drive, SR 126 and Whipple Road and one parcel located north of Telegraph Road are currently identified as Important Farmland on the State Important Farmland Map for Ventura County. However, the eastern parcel located between Telegraph Road and SR 126 has not been actively farmed since 2006 and, for this reason, no longer meets the criteria for identification

10 City of Santa Paula. General Plan Land Use Element (as amended through September 2010), p. LU-47.

as Important Farmland.. The City is proposing agricultural zoning for the two parcels located between Telegraph Road and SR 126 to allow for these parcels to be used for agricultural purposes until development is proposed with uses permitted by the current General Plan Land Use designation of Mixed Use – Commercial/Light Industrial. The agricultural parcel within the proposed East Gateway Specific Plan area are still being farmed with irrigated row crops and are classified by the State as Important Farmland. Conversion of this parcel to the commercial and business park uses that would be permitted by the proposed East Gateway Specific Plan would be considered a significant and unavoidable impact on agricultural resources, as discussed in **Section 5.2**. From a land use perspective, however, it is considered to be appropriate and timely to include this parcel within the East Gateway Specific Plan area, since there is no other land of suitable size and location available within the City of Santa Paula and the City's Sphere of Influence to allow development of a large community shopping center. Near-term development of such uses is being planned through the East Gateway Specific Plan, and the economic feasibility of developing the East Gateway Specific Plan Area has been confirmed with a retail market demand study the City prepared (see **Appendix 5.10**).

8. Except for the three incorporated parcels within the proposed East Gateway Specific Plan area, the project site was identified in the Santa Paula General Plan as part of the East Area 2 expansion area, since the General Plan was adopted in 1998. In 2010, the project area was redesignated as the East Area 2 Planning Area. Property located within the proposed East Gateway Specific Plan was added to the City's SOI as part of LAFCo efforts to resolve boundary problems such as, in this case, splitting land ownerships.

The proposed project is consistent with the long-term growth policies of the Santa Paula General Plan set forth in Section III.B. Expansion and Planning Areas, as discussed below:

1. The project site is located within East Area 2, specifically identified in the Santa Paula General Plan¹¹ as a planning area intended for eventual expansion of the city's urbanized development limits.
2. A comprehensive Specific Plan has been prepared to guide the orderly and efficient development of the proposed annexation area east of Hallock Drive. The proposed East Gateway Specific Plan contains all of the elements required by the Government Code in a Specific Plan as noted in **Section 2.4.2**.¹²
3. A fiscal impact analysis (FIA) and market study were prepared, which confirm that the implementation of the proposed project would generate sufficient revenue to pay for the required municipal services,

11 City of Santa Paula, General Plan, Land Use Element, 2011, p. LU-24.

12 California Government Code Sections 65640, et seq.

and that there is sufficient demand for the potential amount of retail development in the annexation area at this time. Both reports analyzed a retail commercial scenario and a business park scenario, in accordance with the land use policies of the Santa Paula General Plan and the specific land use alternatives contemplated in the Specific Plan. The complete reports are provided in **Appendices 5.10-1** and **5.10-2**, respectively. Key findings of each are summarized below.

Fiscal Impact Analysis

This study analyzed one-time and annually recurring fiscal impacts, based on the existing land uses within the annexation area and based on ultimate development projections for the overall annexation area and the East Gateway Specific Plan by itself. The study found that the proposed project would result in a surplus of revenues versus costs to provide a full range of municipal services by the City of Santa Paula, for both one-time and annually recovering services. Specific findings for each scenario are summarized below.

A. East Gateway Annexation Area (Total Area)

Existing Development Upon Annexation. A net annual surplus of \$71,408 is projected for the City General Fund upon annexation of the existing development in the East Gateway Project annexation area. The annual recurring State gasoline tax for the East Gateway Project is projected at \$5,637. State gasoline tax is allocated to the project area on a per capita basis.

Retail Commercial Alternative. An annual recurring surplus of \$1,013,450 is projected to the City General Fund, after buildout of the Retail Commercial Alternative. Because there is no new residential development planned for the annexation area, the projected State gasoline tax remains at \$5,637 after buildout.

Business Park Alternative. Under the Business Park Alternative, a recurring annual surplus of \$510,679 is projected after buildout of the East Gateway Project annexation area. As with the other development alternative, no new residential development is planned for the Business Park Alternative. Therefore, the projected State gasoline tax remains at \$5,637 after buildout.

B. East Gateway Specific Plan Area

Existing Development Upon Annexation. A net annual surplus of \$6,950 is projected for the City General Fund upon annexation of the existing development in the East Gateway Specific Plan area alone. This surplus is based on annexation of the current unincorporated portion of the East Gateway Specific Plan and includes the portion of the East Gateway Specific Plan currently

within the city limits. There is no projected State gasoline tax for the East Gateway Specific Plan, because there are no housing units there.

Retail Commercial Alternative. An annual recurring surplus of \$755,686 is projected for the City General Fund, after full buildout of the East Gateway Specific Plan. Because there are no housing units in this area today and none are proposed as part of the specific plan, no State gasoline taxes are projected.

Business Park Alternative. An annual recurring surplus of \$53,606 is projected for the City General Fund, after full buildout of the East Gateway Specific Plan. Because there are no housing units in this area today and none are proposed as part of the specific plan, no State gasoline taxes are projected.

Retail Market Study

A retail demand study was prepared to evaluate the market demand for retail development throughout the East Gateway Project annexation area. Based on the proposed General Plan land use designations and the land use standards of the proposed East Gateway Specific Plan, it was estimated that the project area could eventually be developed with up to 560,000 square feet (sf) of a variety of retail spaces. Forecasts of potential retail demand by retail category were developed for a trade area consisting of the cities of Santa Paula and Fillmore, and surrounding unincorporated territory. The study estimates total resident purchasing power within the trade area and applies this as a basis for forecasting potential timing of future retail development in the project area. Two sets of retail demand projections were developed: a baseline scenario which projects future demand based on population forecasts adopted by SCAG for the trade area, and a conservative scenario which assumes that the only population growth in the trade area through 2025 would occur within the East Area 1 Specific Plan. Findings for both scenarios determined that due to existing leakage of retail sales¹³ to other trade areas, there is currently a sufficient market demand and residential purchasing power to support approximately 424,900 sf of retail spaces. This represents about 75 percent of the total retail development potential in the proposed annexation area. With projected population growth through 2025, total retail demand that could be supported in Santa Paula is estimated at approximately 633,900 to 698,800 sf. The market study findings indicate that most of the demand for the potential retail development in the project area is not dependent upon future population growth. Rather, it would recapture a significant amount of the existing retail demand currently leaving the trade area.

13 Retail sales leakage occurs when consumers travel outside their immediate area to make purchases because there are insufficient local retail opportunities to meet this consumer demand.

This study also addresses the potential for the retail commercial development planned and projected in the East Gateway Project Area to have an economic impact on existing retail businesses in the City of Santa Paula, including the City's downtown. The market study determined that the demand for retail commercial services is sufficient to support the amount of retail commercial uses that would be permitted by the East Gateway Project without diverting sales from existing stores or restaurants in the trade area. The market study also found that small merchants in downtown Santa Paula already face competition from shopping centers in nearby communities that offer services and goods not available in Santa Paula. The type of retail commercial development proposed in the East Gateway Project would meet the existing demand for these types of goods and services and would not compete with the type of retail commercial services and goods available in downtown Santa Paula for this reason. No indirect land use impacts on existing retail commercial development in Santa Paula or the remainder of the trade area addressed in the study will, therefore, result from the East Gateway Project.

Santa Paula General Plan – Land Use Plan Map and Land Use Categories

As previously shown in **Figure 5.10-5, Proposed City General Plan and Designations**, a majority of the area proposed for annexation is currently designated Mixed-Use Commercial/Light Industrial. The area located east of Santa Paula Creek and north of the rail line on Texas Lane is currently developed with residential uses. The proposed General Plan Amendment would change the land use designation for this area from Mixed-Use Commercial/Light Industrial to Single Family Residential, consistent with the current use of this area. This would be consistent with the Land Use Element goals of promoting individual home ownership and preserving existing housing affordability. As such, this designation would not result in a conflict with the Santa Paula General Plan. The existing rail line would be designated Open Space – Passive, consistent with the designation applied to this rail line throughout the City. This would also maintain an existing buffer area for the adjacent single-family neighborhood along Texas Lane.

The proposed General Plan Amendment would also change the land use designation for the existing island of territory located south of SR 126 from Mixed-Use Commercial/Light Industrial to Industrial Park, consistent with the land use designation for the adjacent area to the south in the Lemonwood Industrial Park. Table LU-5 in the Land Use Element specifically identifies the south portion of East Area 2 as an appropriate location for the Industrial Park designation.

This proposed East Gateway Specific Plan Area includes five parcels and the adjacent portion of SR 126. Three of these parcels located immediately south of SR 126 and east of South Hallock Drive are currently within the City of Santa Paula. The other two parcels are located immediately to the east of the current city limits to the north and south of SR 126. The East Gateway Specific Plan is proposed to master plan

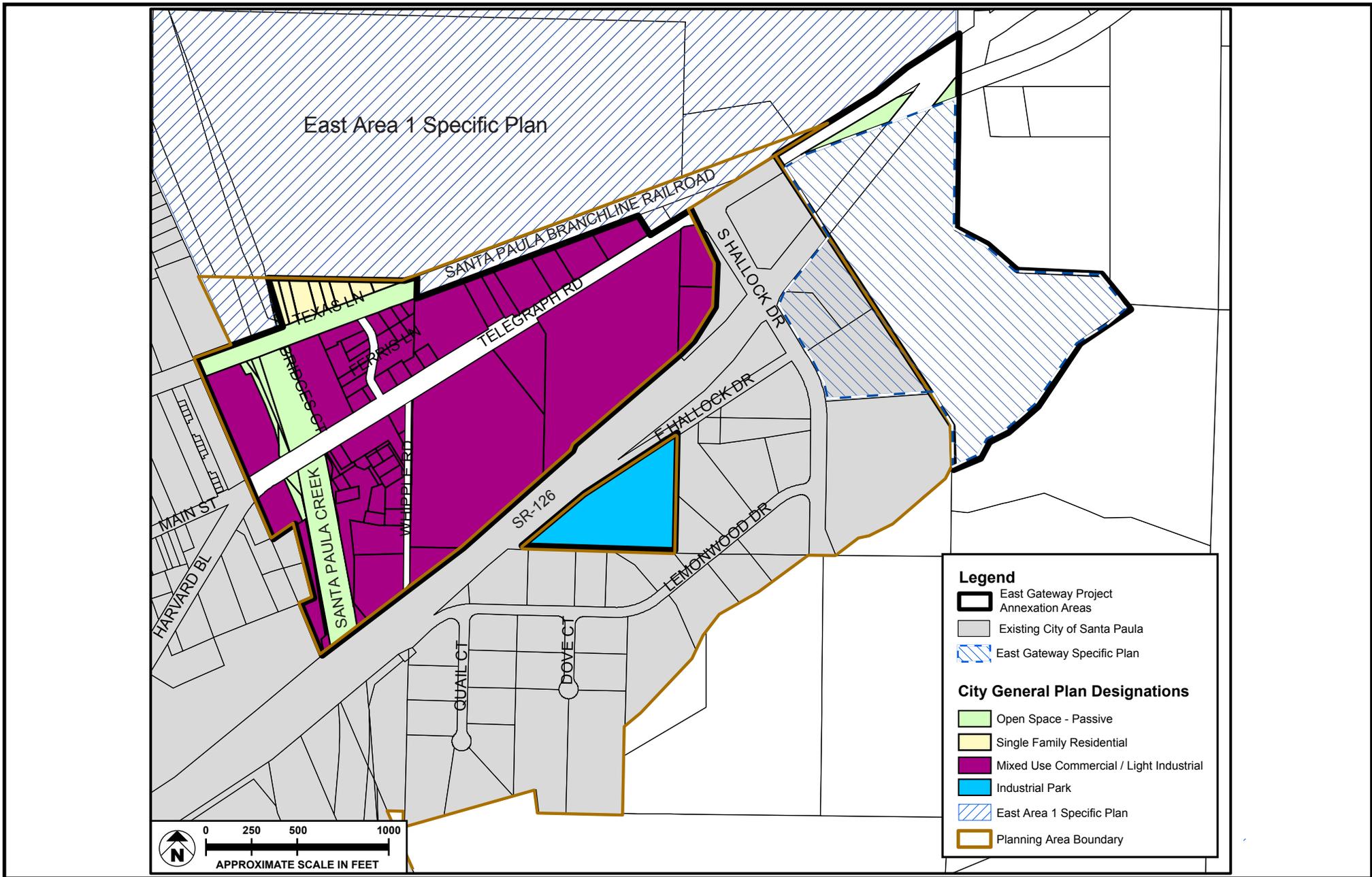


FIGURE 5.10-5

access and utility services to support development with the retail commercial and light industrial uses and intensities permitted by the City's Commercial and Light Industrial land use designations. This Specific Plan is also proposed to provide appropriate development standards and uniform design standards to ensure high quality development at the eastern entry to the City of Santa Paula on SR 126. The East Gateway Specific Plan area would be designated Specific Plan on the City's General Plan Land Use Plan.

The City's proposed zoning designations were previously shown on **Figure 5.10-6, Proposed City Zoning Designations**, and these are consistent with the proposed General Plan Land Use designations for the majority of the area proposed for annexation. The Santa Paula East Gateway Specific Plan Area would be zoned Specific Plan (SP) and designated as SP-4 East Gateway Specific Plan on the City's zoning map.

The area proposed for annexation located west of Hallock Drive, between SR 126 and the rail line to the north, would be designated Highway Commercial (C-H), with the exception of two parcels that would be zoned Agricultural (A-1), consistent with the existing Ventura County zoning designation of Agricultural – Urban Reserve for these parcels. The area designated Single Family Residential would be zoned Single Family Residential (R-1) and the area designated Industrial Park would be zoned Industrial (I) with an Industrial Park Overlay. The portion of Santa Paula Creek designated Open Space – Passive would also be zoned Open Space – Passive (OS). Parcels containing the existing rail line would be zoned Open Space – Parks & Recreation, consistent with the zoning applied to this rail line throughout the City of Santa Paula.

Plans for future development of specific parcels within the proposed annexation area, with the exception of the East Gateway Specific Plan Area, will be determined over time, as applications are submitted to the City. Future development will be subject to the proposed land use and zoning designations, which will ensure consistency with the Santa Paula General Plan land use policies for land use types and intensities.

Ventura County Guidelines for Orderly Development

Annexation of the unincorporated lands within the project site by the City of Santa Paula would be consistent with the general policies of the Ventura County Guidelines for Orderly Development, because it will facilitate urban development within the limits of the jurisdiction which is closest and most able to efficiently deliver a full range of municipal services needed to support such development. The project will establish land use policies that are consistent with and implement the provisions of the Santa Paula General Plan, including the City's policies that pertain specifically to annexations.

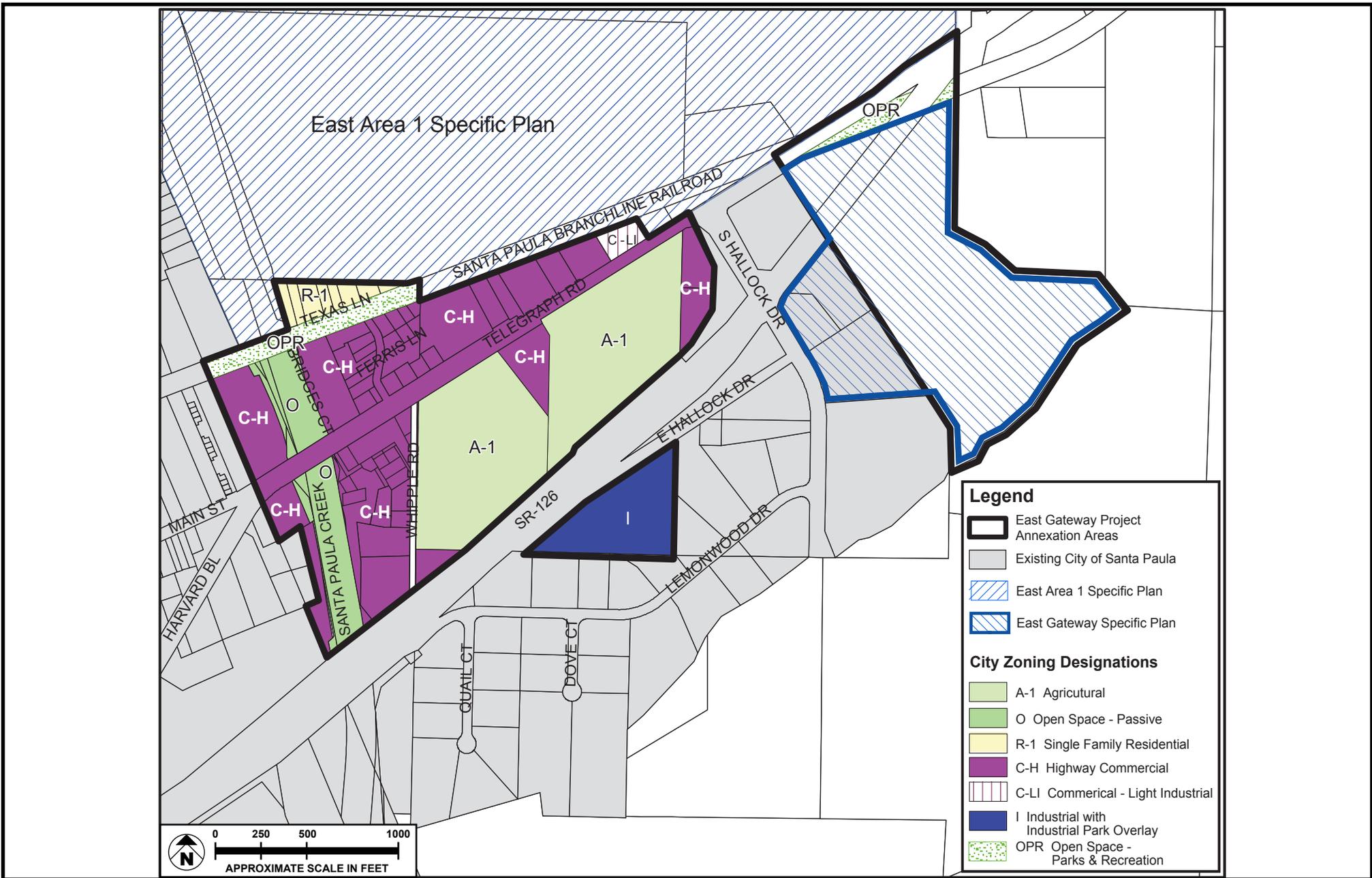


FIGURE 5.10-6

The proposed project would also be consistent with the Guidelines' policies for land use within Spheres of Influence, because these policies encourage and promote the application of local land use authority of cities to plan for and provide municipal services to urban development proposals, and to achieve this through annexation of lands within a city's adopted Sphere of Influence. The project site lies entirely within the City of Santa Paula SOI, is contiguous to existing city limits, and the proposed annexation would eliminate existing potential islands of unincorporated territory, while filling in gaps within the eastern edge of the City's planning area.

LAFCo Commissioners Handbook Standards

The proposed project is consistent with the Handbook policies that favor annexations to cities, as set forth in *Section 3.3.1 General Standards for Annexation to Cities and Districts*, because it would:

- Eliminate islands of unincorporated territory and fill in gaps within the City of Santa Paula's jurisdictional boundaries
- Facilitate urbanized development in the strategically important eastern gateway to the City of Santa Paula, consistent with the City's existing General Plan policies that envision this area for urban expansion to accommodate city growth through 2020. A retail market study prepared for this project has found that there is sufficient purchasing power within the trade area today to support approximately 75 percent of the potential retail space that could be developed in the proposed annexation area, and there will be more than sufficient demand to support all of the potential retail space through the year 2025. Buildout of the East Gateway Specific Plan area is imminent, likely in one or two main phases that respond to market and economic conditions, with concurrent infrastructure improvements and extension of public services to maintain desired levels of service.
- Extensions of municipal services are needed to support the range and intensities of land uses envisioned for this area by the City's General Plan, and the City of Santa Paula has the resources to provide such services in an efficient manner. A fiscal impact analysis conducted for this project determined that full buildout under a retail commercial or business park scenario, in accordance with the proposed land use policies, would generate annual surplus revenues that would exceed the City's costs in providing and maintaining water, sewer, storm drainage, police, fire protection and general governmental services.

The proposed project is consistent with Handbook policies set forth in *Section 3.3.2 General Boundary Criteria*, because it would:

- Create logical municipal service boundaries within the City's established Sphere of Influence, eliminate existing and future islands of unincorporated territory, and 'fill in' the city limits in the strategic eastern gateway to Santa Paula.
- The proposed boundaries would follow existing rights-of-way and land ownership lines and affect only land that is contiguous to existing city boundary lines.
- The affected land can be efficiently served by the City's municipal services, most critically, water and sewer infrastructure.

The proposed project is consistent with Handbook policies set forth in *Section 3.3.5 Agriculture and Open Space Preservation*, because:

- The proposed project would facilitate orderly, planned and efficient development of the affected area, which has been targeted for urban expansion by the City of Santa Paula, since its General Plan was originally adopted in 1998.
- The McGrath and Kimura parcels located between SR 126 and Telegraph Road, consist of fallow agricultural land and a remnant orchard area which have been zoned by the County for agricultural uses, but no longer meet the State Department of Conservation criteria for designation as Important Farmland. Annexation of these lands and eventually their conversion to urbanized land uses would not have a significant impact on agricultural resources, as discussed in **Section 5.2**.
- The agricultural land within the proposed East Gateway Specific Plan (EGSP) is adjacent to already urbanized land to the west, is near the planned new community known as East Area 1 that was fully entitled for future urban development within the City of Santa Paula, and is located in the key east gateway along SR 126 that is identified for urban expansion in the Santa Paula General Plan. A retail market demand study (see **Appendix 5.10**) determined that there is sufficient existing purchasing power and local demand to support development of a regional commercial center land use program within the EGSP today. Development of the EGSP within the next five years is thus considered timely.
- There is insufficient non-prime agricultural or vacant land within the City's existing boundaries that is planned and developable for the same general type of use. An inventory of vacant land conducted for the City's 2008-2014 Housing Element Update found only 67 acres of vacant, residentially zoned land and several small vacant commercial properties, throughout the current city limits. Those vacant sites are dispersed and could not provide sufficient site area to enable orderly, efficient and planned

development of the commercial and light industrial uses envisioned for the project area in the Santa Paula General Plan.

- Other undeveloped land is available within the City's Sphere of Influence does not have the locational characteristics required for a large community shopping center or business park, or are not large enough to accommodate these uses. A location on SR 126 with access to the highway is required for a large community shopping center. The other major expansion areas identified in the Santa Paula General Plan, Adams and Fagan Canyons, are located well north of SR 126 and have limited access. Because of the existing characteristics of these expansion areas, the Santa Paula General Plan limits development in Adams Canyon to single-family homes, a destination resort hotel, and a golf course, along with public facilities. Development permitted in Fagan Canyon by the General Plan includes single-family residences with supporting public facilities and a limited amount of neighborhood commercial uses. The West Area 2 Expansion Area is not located on SR 126 and is planned for light industrial uses.
- The affected territory is not subject to voter approval for the extension of services or for the proposed minor changes in existing City General Plan land use designations. As discussed above, the proposed East Gateway Project would only include the annexation of land located within the CURB. Measure L6 is not triggered by the proposed Project for the reasons discussed above.

Regional Compass Blueprint Growth Visioning Principles

In their response to the Notice of Preparation of a Draft EIR for this project, the Southern California Association of Governments (SCAG) requested an analysis of the project's consistency with the regional planning policies set forth in the Compass Blueprint Growth Visioning Principles. **Table 5.10-1, Regional Compass Blueprint Consistency Analysis**, presents the analysis of the regional planning policies set forth in the Compass Blueprint Growth Visioning Principles and addresses the four visioning principles and the strategies identified to implement each principle.

**Table 5.10-1
Regional Compass Blueprint Consistency Analysis**

Principle 1: Improve mobility for all residents		
GV P1.1	Encourage transportation investments and land use decisions that are mutually supportive.	Not Applicable: The project does not require any major transportation investments as it is adequately served by existing streets and highways.
GV P1.2	Locate new housing near existing jobs and new jobs near existing housing.	Consistent. The proposed mixture of commercial and light industrial uses would provide job opportunities for nearby residents of Santa Paula's existing town area, and for future residents of East Area 1, located immediately north of the project site.
GV P1.3	Encourage transit-oriented development.	Consistent. There is no existing transit service to the project site and there are no plans to establish any major transit systems to serve the area. In the future, however, as this area is developed, opportunities to expand transit service to this area will be enhanced, as activities between the town area and this new commercial and industrial center create efficient linkages that might include an increased demand for regular transit service.
GV P1.4	Promote a variety of travel choices.	Not applicable. Since this project site is already directly accessible by the regional highway network and local streets, motor vehicle access will be the primary means of travel to/from the site. As noted above, opportunities for transit-based travel could increase over time, as linkages between the developed commercial and light industrial concentration in East Area 2 and the City of Santa Paula are strengthened.
Principle 2: Foster livability in all communities		
GV P2.1	Promote infill development and redevelopment to revitalize existing communities.	Consistent: This project would annex two islands of unincorporated land, which will promote future infill development in these areas.
GV P2.2	Promote developments that provide a mix of uses.	Consistent. Proposed General Plan land use designations and zoning standards, including the East Gateway Specific Plan, provide a regulatory framework that encourages a mixture of retail, commercial services and light industrial uses that respond to known consumer demand for additional retail shopping opportunities and expand the local job base.
GV P2.3	Promote "people scaled," pedestrian-friendly (walkable) communities.	Consistent. Key design principles of the East Gateway Specific Plan include organizing land use districts around a network of pedestrian oriented streets that form it into 4-6 blocks. Each district will be able to accommodate a range of uses that are accessible by autos, bicycles or on foot, which are supported by a common supply of parking integrated into the block structure. This enhances walkability by shortening distances between buildings and parking areas.
GV P2.4	Support the preservation of stable, single-family neighborhoods.	Consistent. Preservation of the existing single-family residential neighborhood along Texas Lane will be enhanced through designation of this area as Single Family Residential at the general plan policy level and R-1 at the zone district level, a change from the existing designation of Mixed-Use Commercial/Light Industrial.

Principle 3: Enable prosperity for all people		
GV P3.1	Provide, in each community, a variety of housing types in each community to meet the housing needs of all income levels.	Not Applicable: No new residential development is proposed as part of this project, which would implement the City's existing land use policies for the eastern gateway, i.e., to promote development of a mixture of commercial and light industrial uses.
GV P3.2	Support educational opportunities that promote balanced growth.	Not Applicable. There are no existing or planned educational facilities within in the project site, which is designated for commercial and light industrial development in the City's General Plan. The City's General Plan provides for educational facilities in other locations within the City. The approved East Area 1 Specific Plan, located immediately to the north of the East Gateway Project Area provides sites for elementary, secondary and post-secondary educational facilities.
GV P3.3	Ensure environmental justice regardless of race, ethnicity or income class.	Consistent. The proposed land use policies and development standards would prohibit development of heavy industrial uses or other types of land uses that involve substantial use of hazardous materials, emit air pollutants, discharge water pollutants, and would prohibit creation of unsightly, noisy, extremely bright or malodorous conditions. A passive open space/parks and recreation zone is proposed as a buffer along the railroad right-of-way that borders the existing single-family neighborhood along Texas Lane.
GV P3.4	Support local and state fiscal policies that encourage balanced growth.	Consistent. In accordance with the City's General Plan requirements, a fiscal impact analysis and retail market demand study were prepared for this project, which confirmed that the fully developed site would generate surplus local tax revenues and that there is more than sufficient consumer demand to support the level of retail development that could be built in East Area 2.
GV P3.5	Encourage civic engagement.	Consistent. This project is subject to numerous public review and public comment procedures established in state law and by the General Plan and Santa Paula Municipal Code. In addition to the required noticing and distribution of environmental documents for public review, the City held public information meetings for the owners of property proposed for annexation. This outreach process was an extension of the extensive public outreach process conducted for the East Area 1 Specific Plan project, which addressed implementation of the City's General Plan for the eastern edge of the City in East Area 1 and 2. This
Principle 4: Promote sustainability for future generations		
GV P4.1	Preserve rural, agricultural, recreational and environmentally sensitive areas.	Consistent: A-1 (Agricultural) Zoning is proposed for two inactive agricultural parcels fronting Telegraph Road and extending to Highway 126. Development proposals will not be considered for these parcels until such time as an application for rezoning is submitting to accompany a specific development proposal. Development of the proposed East Gateway Specific Plan area is anticipated within the next five years.

<p>GV P4.2</p>	<p>Focus development in urban centers and existing cities.</p>	<p>Consistent. Annexation of the project site to the City of Santa Paula would implement its adopted General Plan policies to complete the urbanization of the city's eastern edge, area, as part of the key strategy for accommodating growth and attracting visitors and businesses to this key gateway to the community.</p>
<p>GV P4.3</p>	<p>Develop strategies to accommodate growth that uses resources efficiently, eliminate pollution and significantly reduce waste.</p>	<p>Consistent. Annexation of the project site to the City of Santa Paula will enable orderly, planned and efficient urbanization of this important eastern gateway to the community, by facilitating delivery of essential municipal services that are readily available for extension to this area. This is an efficient use of the land resources. There is no significant pollution or waste disposal problems on site at the present time and implementation of the proposed land use policies and development standards would not allow projects that could create such environmental problems.</p>
<p>GV P4.4</p>	<p>Utilize "green" development techniques.</p>	<p>Consistent. The conceptual drainage plan for the EGSP is designed to provide sufficient capacity to satisfy treatment volume calculation guidelines established in the Ventura County Water Quality Manual, and will include a variety of treatment types such as bioswales, bioretention cells, infiltration trenches, permeable pavement and/or detention basins. Similar drainage and water quality control measures will be implemented throughout the annexation area, with specific measures to be designed in conjunction with subsequent applications for development approvals. All new buildings and landscapes will be designed to meet or exceed California Building Code standards for energy efficiency, water efficiency and conservation, material conservation and resource efficiency, bicycle parking, and indoor/outdoor air quality. Also in accordance with the CBC, at least 50% of all non-hazardous construction wastes will be salvaged for reuse and/or recycled and 100% of all land clearing wastes will be reused or recycled.</p>

Mitigation Measures

No mitigation is required.

Residual Impacts

Impacts would be less than significant.

5.10.5.3 Conflict with any applicable habitat conservation plan or natural community conservation plan?

Impacts

The project site is not within a habitat conservation plan or a natural community conservation plan; therefore, the project would not conflict with any such plans. There would be no impact.

Mitigation Measures

No mitigation is required.

Residual Impacts

There would be no impact.

5.10.6 CUMULATIVE ANALYSIS

Cumulative Impacts

As noted in **Table 4.0-1, Related Projects**, a number of specific development projects are planned within the City of Santa Paula that may be constructed within the timeframe as the East Gateway Specific Plan Project which is anticipated to develop within the next five years. The majority of these related projects are comprised of smaller infill projects within the City. Many of these projects will be similar in scale, nature, and use to existing and surrounding land uses. These related projects will also be developed in accordance with the City's zoning standards. A majority of other projects currently being planned or anticipated for future development are scattered throughout the existing Santa Paula area to the west of Santa Paula Creek, as previously shown on **Figure 4.0-1**. The proposed mixture of commercial and light industrial uses within the East Gateway Project Area would be compatible with the four small, light-industrial projects currently proposed between Santa Paula Creek and the western edge of the project site (see projects 19, 24, 30 and 31 previously shown on **Figure 4.0-1** and previously listed on **Table 4.0-1**). For these reasons, no cumulative land use impacts will result.

No specific development projects are proposed at this time within the remainder of the area proposed for annexation. New commercial or light industrial uses may be developed over time in these areas as allowed by the proposed zoning and existing General Plan Land Use designation for these areas. Over this longer timeframe, development may also occur within the Expansion Areas identified in the City's General Plan, including Adams Canyon, Fagan Canyon, and West Area 2. The Santa Paula General Plan considered the existing environmental characteristics of these expansion areas and, based on these characteristics, defines the type and allowed intensity of uses in these expansion areas. The Environmental Impact Report prepared for the General Plan evaluated the impact of development of these expansion areas. In addition, the General Plan requires the preparation of Specific Plans for these expansion areas to further plan these areas to minimize environmental impacts. Additional environmental review will also be required and will be conducted prior to the adoption of these Specific Plans. No significant cumulative land use impacts from future development in the East Gateway Project Area and these expansion areas will result as these areas will be developed in accordance with the City's General Plan, adopted in 1998.

On an overall basis, the project would contribute to the urbanized land use character of the Santa Paula planning area by facilitating extension of municipal services into East Area 2. The type and amount of development in the East Gateway Specific Plan area and the remainder of the area proposed for annexation would be consistent with the current Santa Paula General Plan. Annexation of the unincorporated portions of the East Gateway Project Area would facilitate development of these areas with a mixture of commercial and light industrial uses. This would complete the urban expansion of the eastern city limits as envisioned in the Santa Paula General Plan as adopted in 1998. Combined with the approved East Area 1 Specific Plan, the cumulative land use effect would be to establish a balanced mix of residential, commercial, light industrial and public uses mixed-use economic anchor in eastern Santa Paula that would help sustain the viability of the entire city. This is considered a positive cumulative land use impact.

Cumulative Mitigation Measures

No mitigation is required.

Residual Impacts

Impacts are less than significant.

5.10.7 REFERENCES

5.10.7.1 Planning Documents

Local and regional planning documents referenced in the preparation of this section include the following:

- City of Santa Paula, General Plan, adopted April 1998, updated through September 2010.
- Southern California Association of Governments, Compass Blueprint Growth Vision Report, June 2004.
- Ventura County Local Agency Formation Commission, Commissioners Handbook, updated through March 2012.
- Ventura County, General Plan Land Use Element, as amended through June 2011.
- Ventura County, Ventura County Guidelines for Orderly Development, December 1996.

5.10.7.2 Project Related Studies

The following technical reports were used in the preparation of this analysis and are provided in **Appendix 5.10**

- The Natelson Dale Group, Inc., Retail Market Analysis for Santa Paula East Area 2 Annexation, October 27, 2011.
- Stanley R. Hoffman Associates, Fiscal Impact Analysis – East Gateway Project – City of Santa Paula, November 4, 2011.