3.10 Land Use Planning

This section evaluates the potential land use planning impacts that would result from the proposed PWIMP.

3.10.1 Introduction

This evaluation of land use planning was based on information from the City of Oxnard's 2030 General Plan and the City's May 2017 *CEQA Guidelines*.

Key Terms and concepts include the following:

- **Density (Net and Gross).** Density is calculated by taking the number dwelling units in an area and dividing it by the acreage in the area. Gross density is calculated using the total acreage for the area. Net density is calculated by dividing units by the net acreage, generally, exclusive of roadways
- Floor Area Ratio (FAR). The ratio of gross floor area of structures on a particular parcel to the area of the parcel on which the structures are located.
- Gross Acreage. This term refers to the total area of a site.
- *Gross Floor Area.* The floor area actually occupied or used by a tenant or other user, including hallways, lobbies, utilities, and other common areas.
- Lot Coverage. This term refers to the amount of a lot that is allowed to be covered by the footprint of structures on that lot.
- *Net Acreage.* Net acreage is calculated by taking the gross acreage of a site and subtracting portions of the site dedicated to public improvements, such as streets.
- Planned Development (PD). Land use zoning which allows the adoption of a set of development standards that are specific to a particular project. PUD zones usually do not contain detailed development standards; those are established during the process of considering proposals and adopted upon project approval. Also known as a Planned Residential Group (PRD) or Planned Unit Development (PUD).
- Zoning. Zoning is the principal land use tool for implementing the general plan; it
 translates general plan land use recommendations and standards directly into
 enforceable regulations. A zoning ordinance divides a community into districts and
 specifies the land uses allowed and the development standards that apply for each
 district. Standards generally include minimum lot size, density, building height, lot
 coverage, and setbacks.

3.10.2 Regulatory Context

Land use planning is not subject to federal and state regulations, so this discussion only focuses on the local context. A brief overview of these regulations follows.

Zoning. The City of Oxnard Zoning Ordinance and Coastal Zoning Ordinance set forth the zoning regulations for the incorporated areas of the Planning Area. These ordinances regulate building height, land uses, setbacks, provisions of open space, density, and other factors related to development on individual properties. Under California State law, cities and counties have latitude in establishing zoning standards and procedures. The Oxnard Zoning Ordinance provides for a total of 39 districts.

General Plan 2030 and Zoning Consistency. In California, regulations contained within the zoning ordinance are required by law to be consistent with the policies established in the general plan (Government Code §658960). Consistency is achieved when each land use category has one or more corresponding zoning districts. While the 2030 General Plan provides general descriptions of permitted land uses and development intensities, the zoning ordinance must provide the specific regulations upon which property can be developed.

Other City, County, and Regional Plans and Policies. Intergovernmental relationships influence and affect the City of Oxnard. A brief summary of the impact of these agencies and their respective policies are described below.

- Ventura County Local Agency Formation Commission. Formed under provisions of State law, the Ventura County Local Agency Formation Commission (LAFCO) is charged with managing the implementation of State requirements and policies relating to boundary changes within the County. Boundary alterations include spheres of influence, incorporations, annexations, and reorganizations. As with all LAFCO's within the state, the organizations goals and objectives include: encouragement of the orderly formation and expansion of local government agencies; preservation of agricultural land resources; and discouragement of urban sprawl.
- Ventura County Council of Governments (VCOG). The Ventura County Council of Governments (VCOG) is a voluntary joint powers authority established to promote regional cooperation within the County. VCOG's goal is to facilitate cooperation on issues of mutual concern within the County or sub-region of the County. Services provided by the organization include: oversight of the Countywide Integrated Waste Management Plan (CIWMP); review of transportation and planning related regional governance models and documents; coordination with agencies and organization outside of Ventura County; provision of a forum for informal information exchange; and county-wide emergency management coordination.
- Southern California Association of Governments (SCAG). The Southern California Association of Governments (SCAG) serves as the designated Metropolitan Planning Organization (MPO) for the six-county area including Los Angeles, Orange, San Bernardino, Riverside, Ventura, and Imperial Counties. Mandated at the Federal level, SCAG is responsible for researching and preparing region-wide plans for transportation, growth management, hazardous waste management, and air quality.
- Oxnard Harbor District. As in independent special district, the Oxnard Harbor District operates the commercial activities of the Port of Hueneme. Created in 1937, the Harbor District is managed by a five-member Board of Harbor Commissioners elected at-large by the residents of the Harbor District. The boundary of the Harbor District includes the cities of Oxnard and Port Hueneme. The Harbor District is empowered

to acquire, construct, own, operate, control, and develop any project or activity necessary to accomplish its mission and goals for operation of the harbor. With the exception of the Port of Hueneme, land use decisions remain the responsibility of the jurisdiction within which the property is located. However, activities occurring in the Port of Hueneme can dramatically impact surrounding land uses. As such, cooperation between the City of Oxnard and the Harbor District is necessary to ensure all impacts are considered.

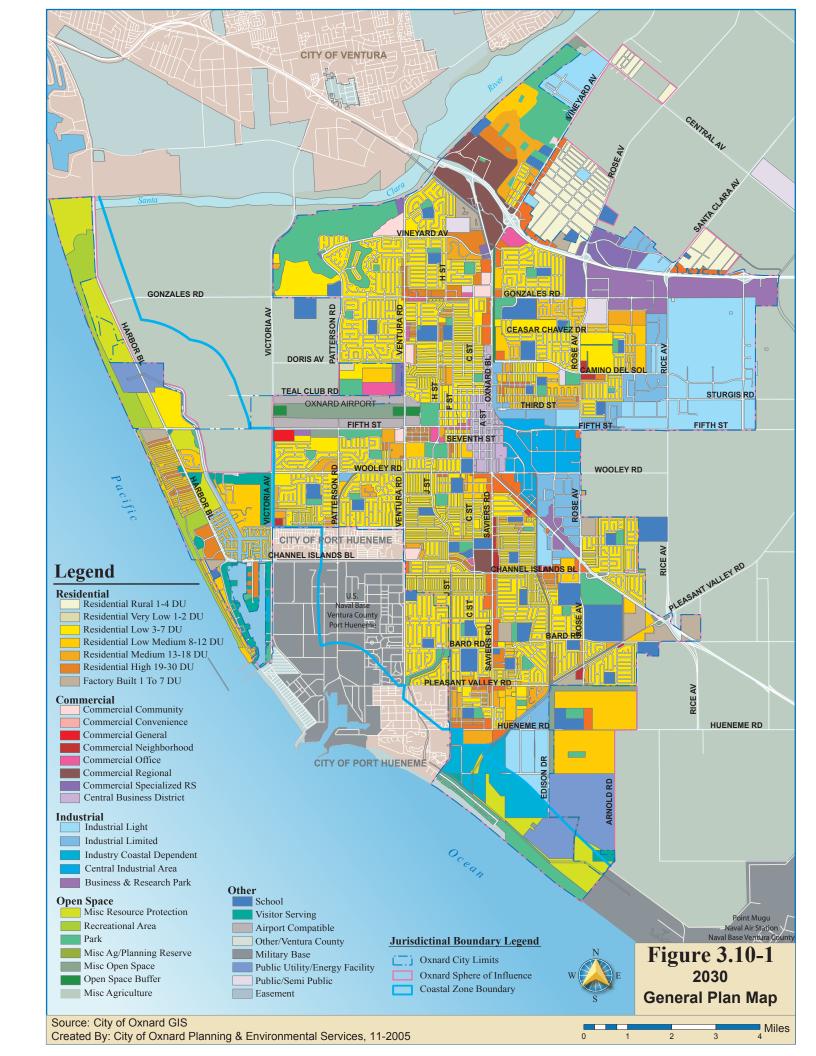
- California Coastal Commission. The mission of the California Coastal Commission is to protect, conserve, restore, and enhance California's coastal assets to ensure environmental sustainability and stewardship for future generations. The Coastal Commission, in partnership with coastal cities and counties, plans and regulates the use of land within the designated coastal zone. Issues of concern to the commission include: shoreline public access; recreation; habitat protection; landform alteration; development; and other land altering activities.
- Adjacent Jurisdictions. The land use intentions of neighboring jurisdictions influence and impact the overall pattern of land use within the City of Oxnard. Neighboring jurisdictions include the City of Ventura to the northwest, the City of Camarillo to the northeast, the City of Port Hueneme to the southwest, and the County of Ventura. As previously mentioned, mechanisms exist for the regional coordination of land use and other activities impacting the health and welfare of the community.

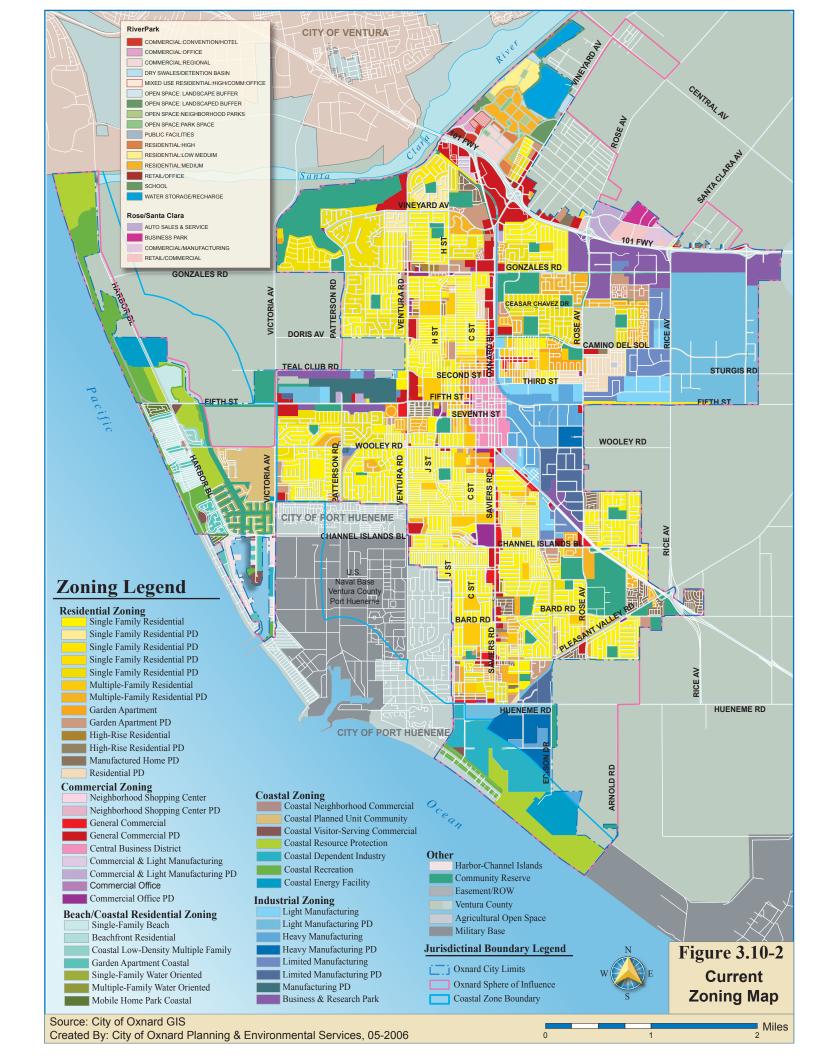
3.10.3 Environmental Setting

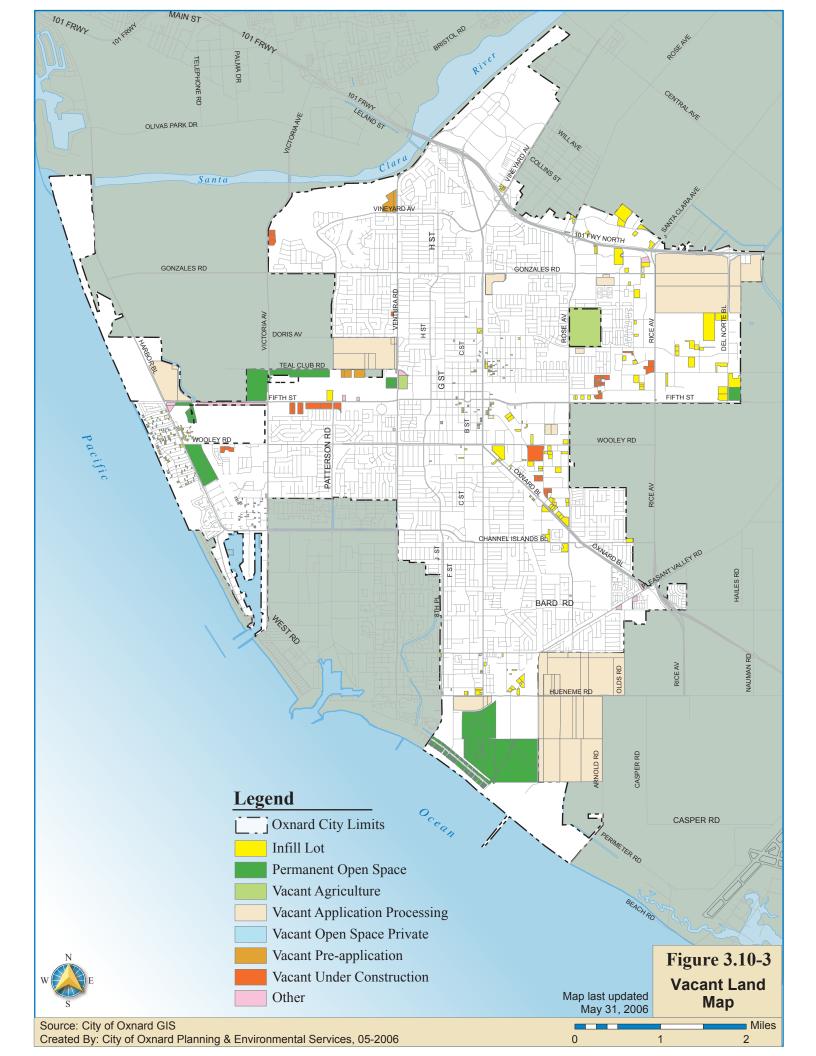
This section discusses the environmental setting for land use planning in the PWIMP planning area. Figure 3.10-1 provides and overview of the existing land uses within the PWIMP Planning Area, Figure 3.10-2 provides an overview of the current zoning in the PWIMP Planning Area, and Figure 3.10-3 provides an overview of the vacant lands within the PWIMP Planning Area.

Oxnard Historic Land Use. Oxnard's historic land use pattern reflects the City's central location in the Oxnard plain with surrounding agriculture, as Oxnard grew in all directions from the original small town. Land within the City limits is currently classified into one of five broad categories: residential, commercial, industrial, open space, and other. Each of these categories is further subdivided into uses correlated with specific standards. With the exception of several high-rise buildings in north Oxnard, one or two story residential and commercial buildings and several industrial areas characterize the City. Most of the City's higher intensity development lies adjacent to primary thoroughfares such as Highway 101, Gonzales Road, Rose Avenue, Rice Avenue, Oxnard Boulevard, Hueneme Road, Ventura Road, Victoria Avenue, Saviers Road, and in the Central Business District.

With the exception of several high-rise buildings in northern Oxnard, the City is characterized by low rise buildings (one or two stories), low density residential, and a large industrial base surrounded by agricultural and natural resources. Most of the City's higher intensity development lies adjacent to primary thoroughfares such as Oxnard Boulevard, Highway 101, Saviers Road, and Hueneme Road. The following descriptions characterize the existing development within the City based on the land use categories adopted in the 2030 General Plan.







- Residential. As the predominant urban land use, residential uses comprise over 15 percent of the acreage within the Planning Area. Sixty percent of the residential units fall into the Low-Density category. Limitations with available property for additional development will present planning challenges for the City if this ratio is to be maintained. Although higher density developments have been increasing in recent years, additional considerations must be given to increasing the residential density of future development proposals.
- Commercial. Commercial uses comprise 1,398.2 acres, or 3.1 percent of the land use
 within the Planning Area. Commercial development includes regional and community
 retail, neighborhood uses, and administrative offices. This land is dispersed throughout
 the City and ranges from small, single parcel retail stores, to large retail and office
 developments. Several regional retail centers within the City provide a variety of
 opportunities for City residents and visitors. Brief profiles of the most significant areas
 are provided.
- **Downtown Oxnard:** Also referred to as the Central Business District (CBD), is bounded by 2nd Street on the north, the Ventura County railroad and Factory Lane on the eat, Wooley Road on the south, and C and D Streets on the west. This area contains a variety of commercial and retail uses including a new theater complex, restaurants, farmer's market, and other various opportunities.
- Heritage Square: Occupying the block bound by 7th, "A", 8th, and "C" Streets, this complex of relocated historic buildings contains professional offices, visitor serving uses, a community theatre, restaurant, and facilities for weddings, meetings, and other special events.
- **Centerpoint Mall:** This center is approximately two miles south of Downtown Oxnard at the intersection of Saviers Road and Channel Islands Boulevard.
- Oxnard Factory Outlet/Oxnard Home and Lifestyle Center: South of Highway 101 between Rice and Rose Avenues, this discount center features a variety of restaurants, housewares, home furnishings, luggage, and electronics retailers. This facility is currently being renovated as "The Palms."
- Plaza del Norte Marketplace/Oxnard Auto Center: North of Highway 101 between Rice and Rose Avenues, this shopping area includes Costco, Marshall's, Wickes Furniture, Sports Chalet, Frye's Electronics, a variety of restaurants, and additional retail stores and the Oxnard Auto Center.
- The Esplanade: This "Power Center" is located approximately 2.5 miles north of Downtown Oxnard off Highway 101 at Vineyard and Oxnard Boulevards. Its major tenants include Cost Plus, Borders Books, Staples, Home Depot, and Nordstrom Rack.
- Shopping at the Rose: Located on Highway 101 at Rose Avenue in Oxnard, this center includes retail businesses such as Sam's Club, Wal-Mart, CompUSA, and Vons.
- Channel Islands Harbor. In addition to these existing regional centers, there are two significant areas already planned for development within the City. These areas include

RiverPark and Wagon Wheel.

- RiverPark: This mixed-use community is located immediately north of Highway 101 between Vineyard Avenue and the Santa Clara River. In addition to a variety of residential uses, it will include a significant retail and office component. The RiverPark specific plan calls for 244 acres of residential uses, 147 acres of commercial (2.5 million square feet), 44 acres of public facilities (including schools and community playfields), and 265 acres of open space (water storage facilities and passive parks). Commercial uses are expected to include retail and entertainment uses, office space, a hotel and convention center, and ground floor retail in residential buildings in selected locations.
- Wagon Wheel: Located south of Highway 101, just west of the Esplanade development, is an 80-acre redevelopment project, which is expected to combine commercial and residential uses into a mixed-use, transit-oriented development.

Industrial. Industrial lands constitute over eight percent of the total planning area. Within the industrial category, light industrial land uses, primarily located in the eastern part of the City between Rice Avenue and Del Norte Boulevard and in southern Oxnard south of Hueneme Road, are the predominate industrial type (almost 41 percent). Major industrial areas within the City include:

- Oxnard Pacific Commerce Center. Located south of Highway 101 (Ventura Freeway), between Rose Avenue and Del Norte Boulevard, the Pacific Commerce Center provides industrial and business and research park opportunities.
- Channel Island Business Center. The Channel Islands Business Center consists of 211 acres of industrial uses surrounding the Channel Islands Harbor.
- **Northeast Industrial Area.** The Northeast Industrial Area includes 1,389 acres of light industrial, limited industrial, and business and research park uses.
- Oxnard Town Center (Business and Research Park). The Oxnard Town Center is a
 multiple use master planned business and commercial development located near the
 interchange of Highway 101 (Ventura Freeway) and State Route 1 (Oxnard Boulevard).
- **Hueneme Road Industrial Area.** Located north and south of Hueneme Road between Edison Drive and the Pacific Ocean, the Hueneme Road Industrial Area includes 185 acres of heavy industrial uses, including the City's Wastewater Treatment Facility.
- Sakioka Farms/Powers. This project, located south of Highway 101 (Ventura Freeway), proposes light industrial, office, and retail uses on a 430-acre mixed used site.
- Ormond Beach. The Southern Subarea of the Ormond Beach Specific Plan areas consists of approximately 595 acres south of Hueneme Road. Approximately 420 acres of this area would be developed, primarily with light industrial (265 acres) and business/research park (62 acres) uses; the remaining developed areas would include detention/biofiltration areas and a greenbelt area.
- Power Generating Stations. There are currently two power-generating stations located

within Oxnard's coastal areas. One station is located within Mandalay Beach and the other, in Ormond Beach.

Open Space. There are approximately 26,800 acres of open space and recreational areas within the planning area, most under agricultural production (91 percent) and located outside the incorporated city limits. The abundance of open space creates a unique urban pattern as these resources delineate the City's boundaries. The western and southern edges are framed by the Pacific Ocean, the northwestern edge by the Santa Clara River, and the northeastern and eastern sides by the area associated with the Oxnard-Camarillo Greenbelt Agreement.

Bounded on the south and west by the Pacific Ocean, beaches are plentiful and provide significant contributions to open space within the City. Developed beaches include the McGrath State Beach and Oxnard Beach, with undeveloped sites including Mandalay State Beach and Ormond Beach. Significant natural features within these beaches include dunes, wetlands, and animal habitats. The beaches along the City's coastline are recognized as Oxnard's primary natural resources providing unique recreational opportunities and scenic views. In addition to these coastal resources, the Santa Clara River and its floodplain form a strong natural boundary to the northern portion of the City.

The City of Oxnard, along with the Cities of Camarillo and Ventura and the County of Ventura, is party to the Oxnard-Camarillo and Oxnard-Ventura Greenbelt Agreements. These agreements contribute to the preservation of a large agricultural area extending outside the planning area (approximately 29,460 acres). These areas provide a buffer between Oxnard and Camarillo to the east and Oxnard and Ventura to the northwest.

Other. Approximately 15 percent of land within the City is specified as other uses, which do not fit into one of the previous land use classifications. Examples of uses in this description include public facilities, schools, and airport compatible land uses such as low intensity commercial and some limited manufacturing uses.

Public and quasi-public uses have a major presence throughout the Downtown area of the City. Facilities within this area include City Hall, City Hall Annex, Main Library, Ventura County Human Services Agency, Oxnard School District Education Service Center, Clincas del Camino Real, and the Oxnard Boys and Girls Club. Additional facilities, such as schools, fire stations, and parks are dispersed through the community providing more direct access to the neighborhoods they serve.

3.10.4 Impact Analyses

This section includes a discussion of the relevant significance criteria, the approach and methodology to the analyses, and any identified impacts and mitigation measures.

3.10.4.1 Significance Criteria

Significance thresholds below are based on Appendix G (Environmental Checklist Form) of the *CEQA Guidelines* and modified from the City's *May 2017 CEQA Guidelines*, which indicates that a potentially significant impact on cultural and tribal resources would occur if the PWIMP would:

• Conflict with an applicable land use plan, policy or regulation of the City or other agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating a significant environmental effect;

- Involve land uses that are not allowed under an applicable airport land use compatibility plan;
- Conflict with an applicable habitat conservation plan or natural community conservation plan; and/or
- Physically divide an established community.

3.10.4.2 Approach and Methodology

As described in Chapter 2, Project Description, the City's PWIMP is comprised of improvements to the City's Water Supply System, Recycled Water System, Wastewater System, and Stormwater System through build-out of the City's 2030 General Plan. However, the design details, final options, and the timing of construction phases are not precisely known, despite the best estimates provided in the schedules in Chapter 2. Further, it is not practical or prudent to try to provide project-level or detailed quantitative analysis at this time as many of the details are not known and the timing will likely change and/or the requirements for project-level analysis could change and be different in the future. As such, the environmental impact analysis for this section has been prepared at a programmatic level of detail and it addresses the full range of potential environmental effects associated with implementation of the PWIMP, but the analysis is more qualitative and general. Specifically, the analysis focuses on providing a discussion on potential significant impacts and provides broad mitigation measures that can and should be implemented at the project-level. This approach is consistent with the State CEQA Guidelines provisions for a Program EIR, as described in Section 15168, which suggests that the level of detail is dictated by "ripeness"; detailed analysis should be reserved for issues that are ripe for consideration.

3.10.4.3 Impacts and Mitigation Measures

Based on the significance criteria and approach and methodology described above, the potential impacts are discussed below.

Impact 3.10-1: Construction and operation of the PWIMP could conflict with an applicable land use plan, policy or regulation of the City or other agency with jurisdiction over the project adopted for the purpose of avoiding or mitigating a significant environmental effect. The potential temporary construction and long-term operational impacts are discussed below.

Temporary Construction and Long-Term Operational Impacts

In general, the construction and operation of the PWIMP and individual facilities would be consistent with existing and appropriate land use plans or regulations with the City and/or other jurisdictions. For instance, the rehabilitation of existing water, recycled water and stormwater pipelines and conveyance facilities would be located in existing roadways and rights-of-ways and would not conflict or change any existing land use or compatibility. Any impacts would be limited to the temporary construction period and temporary vehicle access to adjacent properties would be maintained during construction. These pipelines would be compatible with applicable land use policies because all construction would occur within or adjacent to existing road rights-of-way, and appropriate construction easements would be obtained by the City of Oxnard. Similarly, the rehabilitation of the existing blending stations, desalter and AWPF would be on existing lands with appropriate land use compatibility and thus would not conflict with existing land use plans or regulations. Further, the new IDP/ASR wells considered are consistent with

applicable Ventura County policies concerning agricultural lands and are not considered urban development by the City of Oxnard and are consistent with applicable City policies concerning permanent agricultural lands in the Oxnard Planning Area.

New facilities such as the water and recycled water storage tanks, the brine line, new recycled and water pipelines, and/or the TMDL Basin could be located in areas where they could conflict with existing land use compatibility and would require easements or authorizations from various agencies, including, but not limited to the City, Ventura County, Ventura County Flood Control District, SCAG, Oxnard Harbor District, and/or the California Coastal Commission. However, with the following mitigation measures, any impacts from the construction and/or operation of the PWIMP would be considered to be less than significant.

Temporary Construction and Long-Term Operational Mitigation Measures

Mitigation Measure 3.10-1a: Land Use Compatibility Review. For each PWIMP project to be constructed and/or operated, the City shall review the land use compatibility on a project-level basis through a subsequent environmental document to ensure that the proposed individual project does not conflict with an existing land use compatibility or cause a significant environmental impact that cannot be reduced to a less than significant level(s). In addition, the City shall obtain all necessary easements for any and all temporary construction activities.

Mitigation Measure 3.10-1b: New Pipeline Locations. Any new PWIMP pipelines and/or conveyance facilities that cross any agricultural fields or private property shall be located in an area or buried at a depth that would not interfere with the use of the land, such as agricultural tilling, grading, planting, etc.

Mitigation Measure 3.10-1c-: Return to Existing Conditions. For all PWIMP pipeline or conveyance facility construction activities, soil shall be stockpiled and replaced once installed, unless soil contamination is expected. If soil contamination is detected, then mitigation measures in 3.8 Hazards and Hazardous Wastes. The construction area shall be returned to preconstruction conditions and grade.

Significance after Mitigation: Less than Significant.

Impact 3.10-2: Construction and operation of the PWIMP could involve land uses that are not allowed under an applicable airport land use compatibility plan. The potential temporary construction and long-term operational impacts are discussed below.

Temporary Construction and Long-term Operational Impacts

Some PWIMP Project components are situated within two-miles of the Oxnard Airport as well as near private agricultural airstrips on the outskirts of the City. However, these components mainly consist of water, wastewater, recycled water, and stormwater pipelines/conveyance facilities that once constructed would be situated below the ground surface, and therefore and would not pose a safety hazard with respect to airport operations. The proposed water and recycled water storage tanks would not be tall enough to interfere with any airport take-off or landing operations. Similarly, construction activities would not affect airport operations. The proposed TMDL storage pond is an open water storage facility that could attract birds and waterfowl, which could be dangerous to airport operations. However, the location would be located outside of the two-mile radius that could affect airport operations. In addition, the

TMDL Storage facility would not pose a significant increase in potential bird strikes than what currently exists due to other open water features in the area as the Santa Clara River, agricultural storage ponds, and the Pacific Ocean that can attract birds and waterfowl. As a result, construction and operation of the PWIMP would not involve land uses that are not allowed under an applicable airport land use compatibility plan and any impacts are considered less than significant.

Significance Determination: Less-than-Significant Impact.

Impact 3.10-3: Construction and operation of the PWIMP could conflict with an applicable habitat conservation plan or natural community conservation plan. The potential temporary construction and long-term operational impacts are discussed below.

Temporary Construction and Long-Term Operational Impacts

Neither an HCP nor an NCCP has been prepared for a jurisdiction that would apply to the PWIMP Planning Area. As such, no conflict between the policies and goals of the PWIMP and the policies of an adopted HCP or NCCP exist. Consequently, there is no impact.

Significance Determination: No Impact.

Impact 3.10-4: Construction and/or Operation of the PWIMP could physically divide an established community. The potential temporary construction and long-term operational impacts are discussed below.

Temporary Construction and Long-term Operational Impacts

None of the PWIMP project facilities would physically divide and established community and no impacts are anticipated.

Significance Determination: No Impact.

3.10.5 Cumulative Effects

Construction and operation of the PWIMP has the potential to have potentially significant impacts to land use planning. However, with the identified mitigation measures above, any impacts, including cumulative impacts would be reduced to less-than-significant levels.