



The County of San Diego

Planning Commission Hearing Report

Date:	January 25, 2019	Case/File No.:	PDS2017-POD-17-001; PDS2018-REZ-18-005
Place:	County Conference Center 5520 Overland Avenue San Diego, CA 92123	Project:	Ramona Village Form Based Code Update
Time:	9:00 a.m.	Location:	District 2
Agenda Item:	1	General Plan:	Various
Appeal Status:	Not Applicable; Board of Supervisors is the final decision- maker	Zoning:	Various
Applicant/Owner:	County of San Diego	Community:	Ramona
Environmental:	15164 Findings for EIR Addendum	APNs:	Various

A. EXECUTIVE SUMMARY

1. Requested Actions

This is a request for the Planning Commission to evaluate an update to the Ramona Village Form Based Code (RVFBC), and make recommendations to the Board of Supervisors (Board). The RVFBC was adopted by the Board on July 30, 2014 (2) to facilitate more predictable results in the built environment by focusing on a building's physical form first and its land use second. The Board also directed staff to provide regular updates to make any necessary corrections to inconsistencies discovered during implementation of the RVFBC and to consider the inclusion of a private property, referred to as the Hagey Property, within the RVFBC boundary, as part of a future update.

Today's update to the RVFBC consists of three components: a) applying residential zoning density to parcels located off Main Street that have General Commercial, Office Professional and Public/Semi-Public General Plan designations; b) expanding the RVFBC boundary to include additional private property; and c) correcting inconsistencies in the RVFBC, including typographical errors, incorrect references and missing information, and revising certain policies in the document for clarity such as tree preservation, commercial signage, stormwater, lighting and residential parking.

If the required findings can be made, Planning & Development Services (PDS) recommends that the Planning Commission take the following actions:

- a. Find that it has reviewed and considered the information contained in the Final Program Environmental Impact Report (EIR), dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, the Draft Addendum, and the Environmental Review Update Checklist Form, dated January 11, 2019, on file with PDS as Environmental Review Number PDS2017-POD-17-001, PDS2018-REZ-18-005, prior to making its recommendation on the RVFBC Update.
- b. Recommend that the Board of Supervisors adopt the attached Staff Recommendation Form of Ordinance:

AN ORDINANCE CHANGING THE ZONING CLASSIFICATION OF CERTAIN PROPERTY WITHIN THE COUNTY OF SAN DIEGO RELATED TO THE RAMONA VILLAGE FORM BASED CODE UPDATE AND REZONE (POD 17-001; REZ 18-005) (Attachment C)

2. Required Findings to Support Requested Actions

- a. Is the proposed Project consistent with the vision, goals, and polices of the General Plan and the Ramona Community Plan?
- b. Is the proposed Project consistent with the County's Zoning Ordinance?
- c. Does the proposed Project comply with the California Environmental Quality Act (CEQA)?

B. PROPOSAL

1. Background

The boundaries of the Ramona Village Form Based Code (RVFBC) extends from Etcheverry Road to the west, 3rd Avenue to the east, the Santa Maria Creek to the north, and Raymond Avenue and E Street to the south. The area encompassing 690 acres is centered along State Route (SR) 67 (Main Street), which serves as the main commercial corridor within the Ramona Community Planning Area. Properties along Main Street consist of a variety of commercial uses that mainly serve residential and agricultural areas within the surrounding community. Civic uses (e.g., library, post office) are also located along this corridor.

In 2005, the Board of Supervisors (Board) appointed the Ramona Village Design Committee (RVDC), to determine a regulatory framework to improve the town core of Ramona. Through a series of community design workshops, the RVDC concluded that a new form based code should be developed as the regulatory tool to help revitalize the Ramona Village Center because form based codes foster more predictable results in the built environment. In comparison traditional land use based codes establish density without focusing on building design or form. For example, a density of 15 dwelling units per acre (land use) can result in many different building types ranging from single-family homes to multi-level attached buildings. In addition to density, form based codes specify the preferred building type, form and character for town cores such as the more traditional 'main street' in Ramona.

On July 30, 2014 (2), the Board adopted the RVFBC and directed staff to bring forward updates to provide any necessary corrections to inconsistencies, including typographical errors, incorrect references and missing information, and clarifications as needed. The Board also directed staff to consider the inclusion of an area, referred to as the Hagey Property, within the RVFBC boundary, as part of a periodic update.

The RVFBC consists of six zoning districts that are summarized below. Edits are proposed within all six zoning districts. Projects in the RVFBC are required to prepare a Site Plan and are reviewed by the Ramona Design Review Board (RDRB), for consistency with these districts prior to approval. A current description of each zoning district can be found below. The existing zoning map can be seen on Figure 1.

Zoning District	Description
Ramona – Village 5 Center District (RM-V5)	Substantially built land that establishes a Main Street sense of place. Shallow setbacks, lot coverage, and multi-story buildings create a very formal spatial definition.
Ramona – Village 4 General District (RM-V4)	Partially developed land that is generally residential in character, but allows a level of shared uses. Moderate setbacks and lot coverage by new buildings create an increased sense of formal spatial definition.
Ramona – Village 3 Edge District (RM-V3)	Lightly developed land that is rural residential, equestrian, and agricultural in character, where deep setbacks and limited lot coverage creates only a minimal level of spatial definition of outdoor spaces.
Ramona – Village 2 Rural District (RM-V2)	Mostly underdeveloped or agricultural lands with little spatial definition to outdoor spaces, if any.
Ramona – Village 1 Natural District (RM-V1)	Land subject to the Santa Maria Creek Greenway Master Plan and is intended to approximate an open, undeveloped condition to be reserved as Natural Space.
Ramona – Civic District (RM-CD)	Open spaces and public buildings dedicated to arts, culture, education, recreation, local government, and/or municipal parking uses that serve as necessary components of any community.

Table 1 - RVFBC Zoning Descriptions



Figure 1 - Ramona Village Form Based Code Zoning Map

2. Methodology

Since the adoption of the original RVFBC, Planning & Development Services (PDS) staff developed a list of corrections and clarifications identified while implementing the RVFBC and raised by customers and other County departments. Staff also received input from the Ramona Village Design Committee (RVDC), Ramona Design Review Board (RDRB), and Ramona Community Planning Group (RCPG) through a public outreach process. In addition, staff researched best practices in implementing form based codes in other jurisdictions to inform the update process. A review of the update was conducted to ensure consistency with applicable County General and Community Plan goals, policies, and ordinances.

3. Project Description

The proposed update to the RVFBC consists of three components: a) application of residential zoning density, b) RVFBC boundary expansion, and c) corrections and clarifications.

a. Application of Residential Zoning Density

During the creation of the RVFBC, residential zoning density (14.5 dwelling units per acre) was applied to properties along Main Street; however density was not established for all areas within the boundary. Today's requested actions will apply residential zoning density to properties off Main Street, consistent with the recommendation of the RCPG. A density of 7.26-dwelling units per acre is proposed for 162-properties totaling approximately 50-acres (see Figure 2). Further discussion can be found in the Analysis & Discussion section of this report.

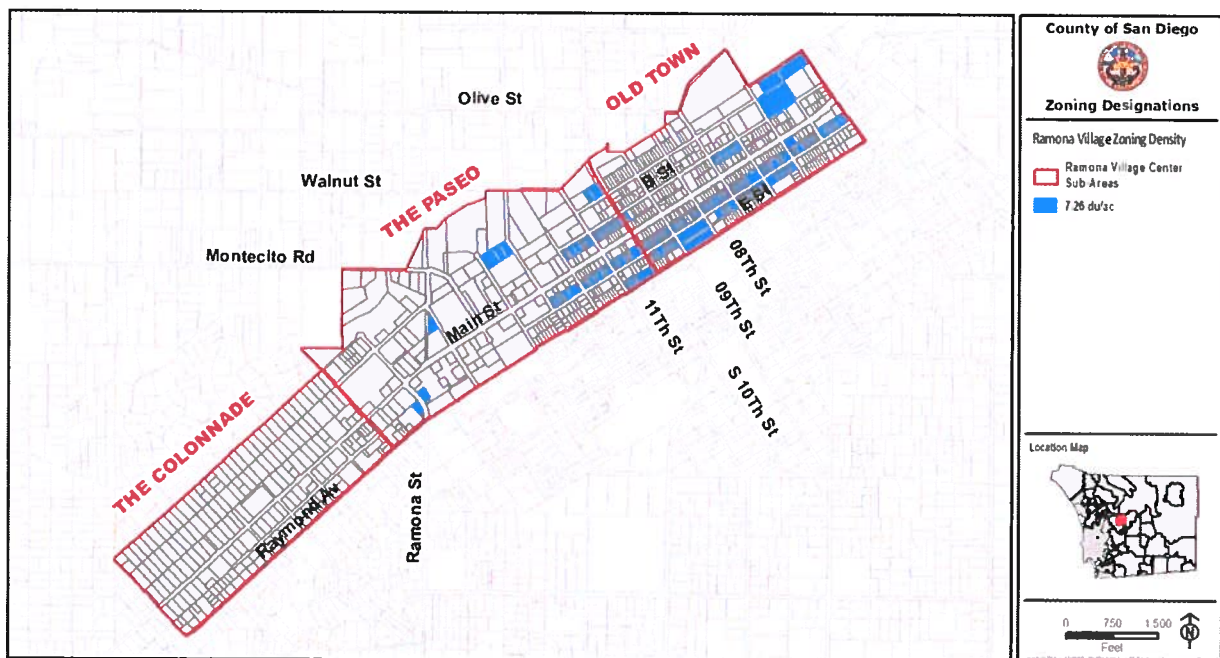


Figure 2 - Proposed Residential Zoning Density

b. Ramona Village Form Based Code Boundary Expansion

The Hagey Property is a six parcel, 20-acre site located on the east side of Ramona Street, south of the RVFBC boundary. The properties are now zoned Single Family Residential and Residential Urban. Today's requested actions propose adding two of the six parcels into the RVFBC, consistent with the recommendation of the RCPG. The inclusion of the two parcels would allow for mixed use residential and commercial development on the site. Further discussion can be found in the Analysis & Discussion section of this report (See Attachment A – Hagey Property Analysis). The location of the Hagey Property and staff's recommended boundary expansion is shown on Figure 3.

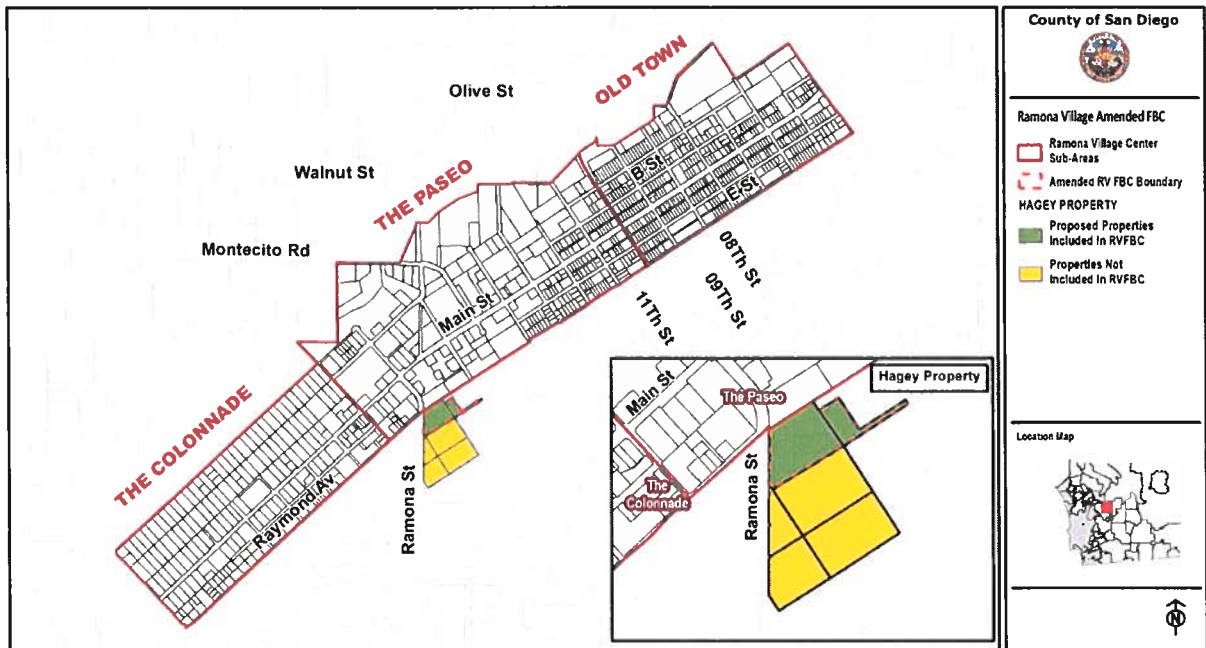


Figure 3 - Hagey Property Map

c. Corrections and Clarifications

Today's actions also include correcting inconsistencies in the RVFBC, including typographical errors, incorrect references and missing information, and revisions to provide clarification on certain policies in the document. The proposed revisions are summarized below.

- **Tree Preservation:** Updates to the existing requirements in the RVFBC sub-areas to protect and preserve mature eucalyptus trees located on Main Street.
- **Commercial Signage:** Modifications to signage regulations to account for new types of signage which were not identified in the RVBC document, and creates new size requirements by zoning district.
- **Stormwater:** Corrections to inconsistencies in stormwater regulations to better align with County Best Management Practices (BMPs), and to allow for greater flexibility on smaller parcels.
- **Lighting:** Modifications to lighting regulation to have all new lighting face down, to minimize light pollution.

- Review Process: Minor edits to correct and improve the general administration and review process, while promoting the streamlining of projects.
- Residential Parking: Modifications to the residential parking standards to increase the number of required parking spaces for residential units.

These revisions are consistent with the recommendations of the RCPG with the exception of residential parking which is further discussed in the Analysis and Discussion section of this report. The RCPG's recommendation to establish a minimum commercial threshold for all mixed use developments is not recommended to be included in the update and is also discussed in the Analysis & Discussion section of this report.

C. ANALYSIS & DISCUSSION

Analysis was conducted on each of the three components in the RVFBC update. Any potential issues are captured in that analysis and are discussed below.

1. Items Included in the Update

a. Application of Residential Density

The RCPG recommended applying a residential zoning density of 7.26-dwelling units per acre for properties located off Main Street and designated as General Commercial, Office Professional and Public/Semi-Public in the General Plan (see Figure 2). These properties are currently exclusively commercial uses. The addition of residential density will allow properties to build up to 7.26 dwelling units per acre, based on their lot size. With the application of the zoning density to the 162 parcels, every property within the RVFBC boundary will have residential density. The intent is to increase opportunities for mixed-use and residential development, which implements the original intent of the RVFBC. Individual private development projects will be required to follow the standard review process for design and potential environmental impacts (e.g. traffic and stormwater).

The application of zoning density to properties with Commercial, Office Professional, and Public/Semi-Public General Plan Land Use designations is consistent with the General Plan, Zoning Ordinance, and Ramona Community Plan because General Plan Policy LU-9.12, Achieving Planned Densities in Villages, indicates "in villages, encourage future residential development to achieve planned densities through multi-family, mixed use, and small-lot single family projects that are compatible with the community character". The application of residential density implements this policy by encouraging potential multi-family and mixed-use opportunities within the village core where residential density is not currently applied. No General Plan land use designation changes are necessary and none are included as part of this update. Staff supports the recommendation by the RCPG.

b. Ramona Village Form Based Code Boundary Expansion

In response to the Board direction, staff reviewed the 20-acre Hagey property, which consists of six parcels and developed options to present to the community for input. Staff prepared and

shared with the community three illustrations of what the Hagey property could conceptually look like, if developed, to the RVFBC standards. The three illustrations showed potential configurations and locations for the placement of a retail store and multi-family dwellings (See Attachment A – Hagey Property Analysis). After public outreach, which consisted of 17 community meetings, the RCPG recommended on March 1, 2018 to include the two northern parcels, totaling 5.26-acres, in the RVFBC boundary, zoned as RM-V4 - General.

The rezoning of the two parcels to RM-V4 is consistent with existing Village Residential General Plan land use designations. By including the two parcels and extending the RVFBC boundary, this could encourage potential commercial and or mixed-use development, where exclusively residential uses are permitted through existing zoning designations. The proposed boundary changes also aligns with Ramona Community Plan Policy LU 2.3.1, which encourages widening commercial designations in this area, rather than extending them further along on Main Street. This property is similar to RVFBC zoning to the north, and provides a buffer to existing residential development to the south. Figure 3 includes the amended RVFBC boundary map with the two parcels from the Hagey Property. Staff and the property owner supports the recommendation by the RCPG.

c. Residential Parking

The RVFBC consists of five zoning districts that allow residential development, designated as Ramona Village Districts 1 through 5 (RM-V1, RM-V2, RM-V3, RM-V4, RM-V5). Both RM-V5 and RM-V4 allow for multi-family and mixed use developments. RM-V3, RM-V2, and the RM-V1 allow a mix of commercial and single family residential uses. Currently, the RVFBC requires a minimum of one space for each dwelling unit in RM-V5, and 1.5 spaces for each dwelling unit in the RM-V4 General zoning district. Generally form based codes are used in town centers with traditional main streets consisting of substantially built small lots and are designed to allow for less parking than traditional zoning to continue the existing pattern of development.

The community is concerned that increased parking demand from new developments will impact existing off-street parking. The RCPG recommended increasing the RVFBC residential parking requirements to provide two spaces for every dwelling unit in the RM-V5, and RM-V4 districts, with an exception to provide one space for studios and second dwellings (accessory dwelling units). The community also recommended adding a requirement to provide a minimum of 0.5 spaces per dwelling unit for multi-family guest parking. The community expressed concerns that when the RVFBC was implemented, an inconsistency was identified which required fewer spaces per unit per than desired.

As a reference, parking standards in the County Zoning Ordinance were updated February 6, 2013 (2), and requires a minimum of two spaces for every single family dwelling. For multi-family dwellings a minimum of 1.5 spaces for dwellings up to two bedrooms, and two spaces it requires for dwellings with three bedrooms or more. The County Zoning Ordinance also requires 0.2 parking spaces per unit for multi-family guest parking.

Since adoption of the RVFCB, three residential projects, on lots more than two acres in size, have been approved and are either built or under construction. Due to the size and configuration of the project sites, the projects provided more than the minimum parking required. A majority of the lots within the RVFCB are under 10,000 square feet. Form based codes are generally applied to smaller lots within villages to facilitate pedestrian friendly communities and address difficulties in designing for driveways and on-site vehicular circulation.

Staff supports increasing the RVFCB parking requirements for larger residential units of three or more bedrooms to align with existing multi-family Zoning Ordinance standards, and the RCPG recommended. For smaller residential unit types, staff's recommendation is to maintain the existing standards. Staff also recommends applying the County Zoning Ordinance guest parking requirements of 0.2 spaces per dwelling unit for multi-family guest parking. Both staff and RCPG recommend one parking space for studio units or accessory dwelling units. No changes are proposed to the RM-V3, RM-V2, and the RM-V1 zones, which are consistent with the countywide Zoning Ordinance. A summary of the parking standards and recommendations can be found in Table 2.

	RM-V5	RM-V4	RM-V3	RM-V2	RM-V1
Existing FBC	1, 2 & 3+ bedroom unit: 1 space	1, 2 & 3+ bedroom unit: 1.5 spaces	1, 2 & 3+ bedroom unit: 2 spaces		
CPG Recommendation	1, 2 & 3+ bedroom unit: 2 spaces	1, 2 & 3+ bedroom unit: 2 spaces	<i>No proposed changes</i>		
	Studio units <600 sf: 1 space	Studio units <600 sf: 1 space			
	Accessory dwelling unit: 1 space	Accessory dwelling unit: 1 space			
	Multi-family unit guest parking: 0.5 spaces	Multi-family unit guest parking: 0.5 spaces			
Staff Recommendation	3+ bedroom unit: 2 spaces	3+ bedroom unit: 2 spaces	<i>No proposed changes</i>		
	1 & 2 bedroom unit: 1 space	2 bedroom unit: 1.5 space			
	Studio unit <600 sf: 1 space	1 bedroom & Studio unit <600 sf: 1 space			
	Accessory dwelling unit: 1 space	Accessory dwelling unit: 1 space			
	Multi-family unit guest parking: 0.2 spaces	Multi-family unit guest parking: 0.2 spaces			

Table 2 - Residential Parking Comparison

2. Additional Item Not Included in the Update

The Ramona CPG recommended including the establishment of a commercial threshold for development as part of the update. The RVFBC requires ground level street facing commercial uses along certain frontages in the area. In the RM-V5 district, the highest intensity zone typically found closest to or along Main Street, no residential uses are permitted within the ground floor story on a lot abutting Main Street. In the RM-V4 district no residential uses are permitted in the front portion of the parcel, also identified as the first lot layer, and residential entrances are not allowed to front Main Street. Currently, a minimum percentage of allowed land uses is not specified in the RVFBC. The RCPG recommended requiring 50 percent of all new development be commercial for properties on all Main Street, and requiring 25 percent of all new development be commercial space for properties off Main Street zoned RM-V5, and RM-V4, to ensure that mixed-use areas do not become exclusively residential uses.

The RVFBC boundary consists of 690 acres, of which 194 acres have a General Commercial or Office Professional land use designation. Based on current zoning and land use designations, if the RVFBC was completely built out, it could accommodate an estimated 3.8 million to 6.7 million square feet of commercial space (Fashion Valley mall is 1.7 million square feet of commercial space). Many of the properties located off Main Street consist of small lots, under 10,000 square feet, where it may not be feasible to comply with the minimum commercial threshold while meeting on-site requirements for stormwater, landscaping, and parking.

Staff does not recommend increasing minimum commercial thresholds because there is more commercial capacity than is needed to accommodate market demand. Furthermore, creating additional commercial requirements could make certain projects infeasible and thereby reduce potential housing opportunities. Residential units are compatible with smaller lot sizes.

3. General & Community Plan Consistency

A detailed description of the conformance findings are provided below:

- a. General Plan Policy LU-9.12 – Achieving Planned Densities in Villages. The application of residential density implements this policy by encouraging potential multi-family and mixed use opportunities within the village core where residential density is not currently applied.
- b. Community Plan Policy LU 2.3.1 – Limit the commercial strip to its existing boundaries of Etcheverry and Second Streets on State Route 67/78. Encourage widening of existing commercial designations rather than extending them if more commercial acreage is needed in the future. The inclusion of the two Hagey parcels into the RVFBC implements this policy, expanding the RVFBC to include two new commercial parcels which are adjacent to the existing boundary.
- c. General Plan LU Policy 9.3 – Village and Community Core Guidelines and Regulations. The proposed text changes to the RVFBC provides mechanisms to support the development and implementation of village-specific regulations.

4. Zoning Ordinance Consistency

The proposed RVFBC update includes clean-up and clarifications to insure that the RVFBC is consistent, and supported by the County Zoning Ordinance. Staff reviewed the proposed zoning changes for consistency in accordance with the Compatibility Matrix in Zoning Ordinance Section 2050, and found the project to be consistent.

5. California Environmental Quality Act (CEQA) Compliance

The California Environmental Quality Act (CEQA) Guidelines Sections 15162 through 15164 set forth the criteria for determining the appropriate additional environmental documentation, if any, to be completed when there is a previously adopted Negative Declaration or a previously certified Environmental Impact Report (EIR) covering the project for which a subsequent discretionary action is required. The certified Program Environmental Impact Report (PEIR) dated August 3, 2011, (Log No. 02-ZA-001) on file with PDS as Environmental Review Number ER-14-00-002 evaluated potentially significant effects for the General Plan Update.

For the current action, an Environmental Review Update Checklist Form has been prepared in accordance with CEQA Guidelines Section 15164(e) to explain the rationale for determining whether any additional environmental documentation is needed for the subject discretionary action. The RVFBC update has been reviewed by an Addendum, dated January 11, 2019, to a previously approved PEIR dated August 3, 2011, (Log No. 02-ZA-001) on file with PDS as Environmental Review Number ER-14-00-002 (Attachment F).

This project's potential impacts do not require revisions to the Program EIR due to no new significant effects or the substantial increase in the severity of previously identified effects. There is no new information of substantial importance which was not addressed under the Program EIR.

D. OUTREACH AND PUBLIC INPUT

Below is a summary of the public outreach efforts conducted throughout the RVFBC Update process.

1. Additional Community Planning Group Outreach

Staff conducted public outreach with the RVDC, RDRB, and the RCPG from June 26, 2017, to January 10, 2019 by attending and participating in 17 community meetings. Throughout the outreach process staff had discussions, received feedback, and provided information to thoroughly review all components of the project. The proposed changes were placed on RCPG agendas for subsequent action.

During these meetings community members had the opportunity to provide comments, raise questions and concerns regarding all components proposed in the project.

2. Public Notices

As part of this project staff noticed property owners and community groups by several options. Government Code section 65090 specifies that a notice shall be published in at least one

newspaper of general circulation within the jurisdiction of the local agency which is conducting the proceeding at least 10 days prior to the hearing. A notice of public hearing was published in the newspaper on January 11, 2019.

Section 65091 specifies that a notice of the hearing shall be mailed or delivered at least 10 days prior to the hearing to the owner of the subject real property. On January 11, 2019, a public hearing notification was mailed to affected property owners receiving the application of residential density. A second notice was mailed all property owners in, and within 300-feet of the RVFBC boundary. These notifications provided property changes if applicable in addition to information regarding the Planning Commission hearing.

3. Web Page

At the initiation of the RVFBC update, a web page was created to provide the most current, direct source of information on the project. The website has been shared with community groups, and residents early in the process and updated throughout the project. An e-mail was sent to the RCPG and RDRB on January 14, 2019 to review the draft plan and public hearing documents available on the project website. The project website is:

<https://www.sandiegocounty.gov/content/sdc/pds/advance/RamonaFormBasedCodeUpdate.html>.

4. Public and Agency Review

In accordance with California Environmental Quality Act (CEQA) Guidelines Sections 15162 through 15164, an EIR Addendum does not require public and public agency review. The Planning Commission documents, including the EIR Addendum was posted to the project website 10 days prior to the public hearing.

5. Tribal Consultation

Assembly Bill 52 (AB-52) which became effective on July 1, 2015, requires that tribal cultural resources (TCRs) be evaluated under CEQA. However, AB-52 consultation does not apply in this case because the environmental document is not a Negative Declaration, Mitigated Negative Declaration or Environmental Impact Report.

A records search of the Sacred Lands File by the Native American Heritage Commission for the potential area of effect was completed with negative results. Therefore, the project does not propose any changes that cause any new significant environmental effects to tribal cultural resources.

E. RECOMMENDATIONS

PDS recommends that the Planning Commission take the following actions:

1. Find that it has reviewed and considered the information contained in the Final Program Environmental Impact Report (EIR), dated August 3, 2011, on file with PDS as Environmental Review Number 02-ZA-001, the Draft Addendum thereto, and the Environmental Review Update Checklist Form, dated January 11, 2019, on file with PDS as Environmental Review Number PDS2017-POD-17-001; PDS2018-REZ-18-005, prior to making its recommendation on the Ramona Village Form Based Code Update.
2. Recommend that the Board of Supervisors adopt the attached Staff Recommendation Form of Ordinance:

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MARK WARDLAW, DIRECTOR

ATTACHMENTS:

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|--------------|---|
| Attachment A | Hagey Property Analysis |
| Attachment B | Proposed RVFBC Text Changes |
| Attachment C | Strikeout Underline Copy Ramona Village Form Based Code |
| Attachment D | Clean Copy Ramona Form Based Code |
| Attachment E | Environmental Addendum and Update Checklist |
| Attachment F | Ramona Community Planning Group Minutes |