City of Fillmore General Plan
Land Use Element

Table of Contents

I. Purpose and Authority LU-1

II. Relationship to Other Elements LU-2

III. Community Vision LU-3

IV. Goals and Policies LU-4

V. Implementation Measures LU-11

VI. Existing Conditions and Development Pattern LU-19
- A. City Overview LU-19
- B. Land Development Constraints LU-21
- C. Existing Land Uses and Vacant Land LU-25
- D. Special Areas of Concern Within the Existing Sphere of Influence LU-29

VII. Future Land Use, Expansion and Buildout LU-33
- A. Land Use Changes Within the Existing Sphere of Influence LU-33
- B. LAFCO and Sphere of Influence Expansion LU-33
- C. Expansion Areas: Sphere of Influence Amendments and Potential Land Uses ... LU-35

VIII. Land Use Plan and Land Use Categories LU-39
- A. Land Uses Plan LU-39
- B. Land Use Pattern LU-39
- C. Land Use Categories LU-41
- D. Development Standards LU-48
- E. Overlay Districts LU-49

List of Figures

- LU-1 Regional Location LU-20
- LU-2 Existing City Limits and Sphere of Influence LU-22
- LU-3 Environmental Constraints LU-23
- LU-4 Existing Vacant Parcels within the Sphere of Influence LU-27
- LU-5 Areas of Special Concern LU-30
- LU-6 Land Use Plan LU-40
- LU-7 Overlay Districts LU-51

List of Tables

- LU-1 Summary Matrix of Goals and Related Policies LU-17
- LU-2 Summary Matrix of Policies and Related Implementation Measures LU-18

LU-3 Existing Distribution of Land Uses in Fillmore LU-26
LU-4 Existing Buildout Potential on Vacant City Lands..... LU-28
LU-5 Areas Within Existing City/Sphere with Land Use Designation Changes.... LU-34
LU-6 Proposed Expansion Areas Outside the Existing Sphere of Influence..... LU-36
LU-7 Buildout Potential under the General Plan Update LU-37
LU-8 Proposed Distribution of Land Use Designations in Fillmore Sphere LU-41
LU-9 General Plan Land Use Category Summary LU-42
LU-10 Specific Plan Areas and Parameters LU-53

I. PURPOSE and AUTHORITY

California State Law, Government Code Section 65302(a), requires that a Land Use Element be prepared as part of a city's General Plan, as follows:

> *A land use element which designates 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.*

In response to this mandate, the Fillmore General Plan Land Use Element contains a written description of each allowed land use as well as a map indicating the location and extent of each type of land use. Population density and building intensity for each land use type is defined. Specific information issues that are of concern to Fillmore are included. Finally, policy statements and implementation measures that carry out identified goals are also presented.

The information in this element, including the proposed land use designations, land use distribution, and underlying goals and policies were achieved in part through the consensus of the General Plan Advisory Committee (GPAC), a non-elected citizen representative group. Members included representatives of various organizations, as well as private citizens and local business people.

II. RELATIONSHIP TO OTHER ELEMENTS

As a comprehensive strategy for the management of Fillmore's diverse physical, economic, and social resources, there is a high level of interrelationship among the topics and elements of the General Plan. The **Land Use Element** provides for the types, density/intensity, design, and distribution of development. The **Housing Element** provides for the manner in which existing housing will be conserved and new housing will be produced, in the context of the locations permitted for residential development by the Land Use Element. The **Circulation Element** identifies the types of systems that will efficiently facilitate the movement of people and goods through Fillmore to and from the existing and planned land uses. The **Conservation and Open Space Element** defines policies for resource protection and enhancement of designated sensitive areas, and policies for energy and sustainability efforts for existing and planned land uses. The **Safety Element** provides for the protection of people and structures from the adverse effects of natural and man-caused hazards. The **Noise Element** provides for protection from and mitigation of noise as it relates to sensitive land uses included in this Land Use Element. The **Public Facilities Element** addresses issues regarding the development, operation and maintenance of public facilities within the community.

The City's General Plan includes a series of goals and policies, which are contained at the outset of the General Plan document. Within each element, including the Land Use and Circulation elements, a series of implementation measures and actions are intended to carry out these goals and policies. Under General Plan law, the goals, policies and implementation measures within a General Plan must be internally consistent amongst the various elements.

III. COMMUNITY VISION

The City recently completed a community visioning process, during which the general community values and long-term vision for the City were established. This process was completed independently of the General Plan, and in fact there is no requirement under state guidelines to include a vision statement that guides subsequent goals and policies. However, the City established the following vision, which is expanded in the General Plan through goals and policies in Section VII of this Land Use Element.

The City's Statement of Vision follows:

> **"Foster a thriving small-town atmosphere in which civic pride, personal well-being, and a balanced economy are nurtured and protected."**

IV. GOALS and POLICIES

According to the State General Plan Guidelines, the General Plan is a "collection of development policies." These policies guide growth within the City limits and the City's Sphere of Influence. The development that is allowed by the Land Use Element is to be directed by the goals, objectives, and policies in this section of the Element, and implemented through the related implementation measures contained in the following section.

In this element, GOALS are statements that provide direction and state the desired end condition. POLICIES are specific statements that guide decision-making. They indicate a clear commitment by the City and generally serve as mandatory criteria.

Goals

Urban Form:

1. Maintain the City's small-town, rural character in order to enhance the physical, emotional and mental well-being of the City's residents.

2. Preserve Fillmore's unique physical and social character by requiring high quality urban design within development to promote architectural integrity and enhance the overall appearance of the community.

3. Ensure that proposed land uses are consistent with the desires of the community.

4. Encourage infill and mixed-use development as a priority within the existing City limits, where appropriate and feasible.

5. Apply the traditional style and character of the City's older commercial and residential areas to new development, where appropriate.

6. Create opportunities for quality residential, commercial, business park, and recreational development in such a manner as to ensure orderly development.

7. Prohibit urban expansion within the unmitigated floodway of the Santa Clara River, Sespe Creek and Pole Creek.

8. Encourage the development of new neighborhood schools.

The Environment:

9. Protect environmentally sensitive areas.

10. Protect the environmental and cultural resources of the City and surrounding area for the long-range health, safety and general welfare of all citizens.

11. Promote the preservation and wise use of the region's natural and agricultural resources.

12. Maintain an acceptable noise environment throughout the community through protection of noise-sensitive areas from the harmful effects of noise pollution.

13. Preserve the existing nighttime environment by limiting the illumination of areas surrounding development.

14. Minimize the risk of exposure to the public from natural and man-made hazards.

15. Promote energy and water conservation activities throughout the community.

Housing and Community Development:

16. Address the housing and community development needs of all of the City's economic and age groups, as well as the needs of its disabled.

17. Ensure that residential areas are developed and redeveloped to be healthful, safe, and attractive neighborhoods, served by adequate open space, recreational and community facilities.

18. Manage population growth so as to enhance the economic, social and physical environment of the City.

19. Foster civic pride by providing opportunities for volunteerism and citizen involvement to enhance community services, including education and recreation.

20. Provide adequate public services to serve present and future residents.

21. Provide park and recreation facilities that satisfy the diverse recreational needs of all segments of the population, and all age groups.

Economic Growth:

22. Encourage a balanced community with a variety of housing, economic activities, and employment investment opportunities.

23. Maintain a balanced and diversified economy, emphasizing the agriculture industry, locally-owned business and industry, and tourism, which broadens the economic base of the community.

24. Encourage the development of industrial areas that provide employment opportunities by attracting clean, business park style development.

25. Provide a variety of retail opportunities, including downtown and highway commercial development.

Circulation:

26. Provide for the efficient and safe movement of people, goods and services within and through the City.

27. Develop and maintain an interconnected network of roadways, bikeways, pedestrian paths, and rail lines to accommodate the travel, business and recreation needs of all residents.

28. Encourage urban development that incorporates elements of traditional town design, emphasizing alternative transportation modes, including walking, bicycling, and transit use.

29. Ensure that the City's commercial areas are convenient for pedestrian and vehicular access.

30. Pursue regional truck routes that provide alternate access around Fillmore.

Policies

Urban Form:

Citywide

LU-1 Provide land area to accommodate housing units that meet the diverse economic and social needs of the residents, locating development to:

- *Retain the scale and character of existing residential neighborhoods.*
- *Facilitate the upgrade of declining and mixed density residential neighborhoods.*
- *Provide for high-end housing, which is not currently provided for.*

LU-2 Provide incentives for development that will:

- *Provide distinctive architectural design and site planning.*
- *Incorporate streetscape and other public urban design amenities that contribute to a high quality image and benefit the community.*

LU-3 Allow for infill of vacant lots and reuse of underdeveloped property at the neighborhood's prevailing scale and character.

LU-4 Preserve the traditional style and the historic appearance and character of the City's older commercial and residential neighborhoods.

LU-5 Infill development shall be with design features that complement surrounding structures.

LU-6 Require that techniques be used to avoid "box-like" commercial structures, including, but not limited to: differentiation of facades and elevations, articulation of building details (roof, columns, beams, balconies, arcades, trellises, recessed windows, etc.).

LU-7 Encourage neighborhood designs whose appearance is not dominated by the automobile, where front porches, homes fronting parks and parkways are encouraged, and garage-dominated streets are discouraged.

LU-8 Require that non-residential development be designed to orient outward to pedestrian sidewalks and public streets.

Highway 126

LU-9 Develop signs, monuments or other physical features that announce the entrance to the City and/or the downtown.

LU-10 Prohibit the development of new commercial billboards in the portion of the Highway 126 corridor within City limits.

LU-11 Encourage new business and commercial development that reflects the traditional style and historic appearance of the City's older architecture.

Along the Railroad Corridor

LU-12 Permit the development of railroad-related uses and railroad-dependent uses in the railroad corridor.

LU-13 Encourage land uses on vacant and underdeveloped land adjacent to the railroad corridor that is compatible with the railroad as well as adjacent established conforming land uses.

LU-14 Require that new development be compatible with and sensitive to the railroad corridor.

LU-15 Maximize the use of any excess right-of-way land to enhance the corridor.

LU-16 Improve the visual appearance of the railroad right-of-way through the City.

LU-17 Encourage development along the railroad corridor that incorporates a bicycle and pedestrian trail.

The Environment:

Citywide

LU-18 Preserve viable agriculture and prime agricultural lands as a greenbelt and buffer outside the City's Sphere of Influence.

LU-19 The creation of incompatible land uses or land uses that are incompatible with sensitive environmental areas should be avoided.

LU-20 Wherever residential uses abut either industrially-designated lands and/or Highway 126, the potential conflicts between these land uses shall be mitigated through the establishment of landscaped buffers.

LU-21 Wherever urban uses are proposed adjacent to significant habitats, sensitive uses shall be mitigated through the establishment of fire retardant and native vegetative buffers, consistent with the requirements of appropriate state and federal regulatory agencies.

LU-22 Require that all commercial development provide buffers with adjacent residential uses or residentially zoned property, including but not limited to: decorative walls, landscaped setbacks, restricted vehicular access, proper siting and screening of trash and service areas and control of lighting and noise.

LU-23 Scenic views and vistas, tree-lined streets, open spaces, natural areas, ridgelines, viewsheds, and landforms should be preserved.

LU-24 Preserve important natural features, such as barrancas, tree rows, wetlands, ridgelines, and wildlife movement corridors.

Hillside Areas

LU-25 Assure that development in the city's hillside areas occurs in a manner that protects the hillside's natural and topographic character and identity, environmental sensitivities, aesthetic qualities and the public health, safety and welfare and adheres to development standards.

LU-26 Ensure that hillside development does not lead to soil erosion, mass grading, severe cutting or scarring and/or large removals of vegetation.

Housing and Community Development:

LU-27 Development and expansion shall pay for its fair share of the costs of its public service and infrastructure needs and shall pay the costs of needed utility services.

LU-28 Development shall be designed so that it can be efficiently and economically served by City services.

LU-29 Review all new development and annexation proposals to ensure that the City can provide sufficient water production, treatment, and storage capacity to meet acceptable standards.

LU-30 Review and update impact fees and/or development agreements to assess land development projects for the costs of public facilities, utilities, and infrastructure needed

to serve such projects, including but not limited to the following: fire, police, roads, sewers, flood control, recreation, schools and water.

LU-31 New infrastructure shall be sized to support the projected population growth of the community.

LU-32 Community parks should be developed to serve new and existing residential development.

LU-33 Accommodate recreational demand for uses such as playing fields, skating, teen centers, performing arts, basketball, tennis, swimming and various trail systems, including equestrian and bicycle trails.

LU-34 Encourage the continuation and enhancement of schools, school-related uses and school grounds within the city.

LU-35 Encourage Historic Preservation as a valuable tool to retain the City's heritage.

LU-36 Provide assistance through loan and grant programs from the redevelopment agency for private residential uses to enhance exterior of properties for community beautification, and bring properties up to health and safety standards.

Economic Growth:

Citywide

LU-37 Provide incentives for development that will contribute significant social and economic benefits to the community.

LU-38 Emphasize the attraction, retention, and promotion of businesses.

LU-39 Support regional agricultural businesses for uses such as farm tours, farmers markets, high scale fruit stands, and flower growers outlets.

LU-40 Promote businesses through a positive community image, fostered by a viable work force, quality housing, and educational opportunities.

LU-41 Promote festivals to attract visitors to the City.

LU-42 Encourage commercial and business development along Highway 126.

Central Business District

LU-43 Implement and encourage redevelopment programs that will stimulate the economic health of the Central Business District, by clustering specialty retail and service activities in this area.

LU-44 Encourage mixed uses within the Central Business District.

LU-45 Encourage the development of underutilized sites.

LU-46 Encourage tourist-related uses and community-oriented commercial activities such as festivals, cafes, vendors and sidewalk sales in the Central Business District.

Circulation:

LU-47 Use the railroad right-of-way as a multi-purpose corridor for transportation and recreation.

LU-48 Require the dedication and development of pedestrian/bicycle trail linkages throughout the City.

LU-49 Encourage and promote alternative modes of transportation.

LU-50 Represent the City through Caltrans and other transportation agencies to establish alternative regional truck routes to bypass Fillmore, which may include, but not be limited to, Highways 5 and 101.

V. IMPLEMENTATION MEASURES

This section of the Land Use Element indicates the actions and programs that shall be carried out by the City of Fillmore to implement the land use goals and policies. These implementation measures, together with the policies, establish and guide the City's annual budget process and day-to-day decision-making so there is continuing process toward attainment of the goals. The implementation measures presented below are categorized by the same topics as the goals and policies in the preceding section.

Urban Form:

1. Adopt all land use designations and overlay districts, with accompanying standards, as included in this Land Use Element.

2. Review and update as necessary the Land Use Element to evaluate land use trends and ensure that a balance is maintained between employment and housing opportunities, and to ensure the availability of sufficient municipal revenues to maintain adequate levels of public services.

3. Adopt an ordinance to strengthen Fillmore's existing greenbelt agreement with Santa Paula.

4. Maintain the greenbelt ordinance with Ventura County for the Santa Clara River Valley between Fillmore and the Ventura/Los Angeles County line.

5. Amend the Sphere of Influence to include 217 acres along east of Pole Creek, known as the PanAmSat site, as depicted in this Land Use Element (Expansion Area 1).

6. Amend the Sphere of Influence to include 65 acres south of the existing sphere to be included in the Southeast Specific Plan, as shown in this Land Use Element.

7. Amend the Sphere of Influence to include 199 acres, known as the Johanson Site, north of State Route 126 and east of the existing Sphere of Influence limit line, as shown in this Land Use Element (Expansion Area 2).

8. Annex lands as development proposals are reviewed and approved by the City.

9. Require the dedication and development of trails to and along the Santa Clara River and Sespe Creek at the time of annexation of areas adjacent to these drainage corridors.

10. Establish an Urban Growth Boundary, beyond which no further expansion of the City's Sphere of Influence could occur.

12. The following Development Standards for the **Southeast Area** shall be implemented through a Specific Plan and subsequent development approvals:

- *No more than 1,000 homes may be constructed within the Specific Plan area.*
- *The area shall include a new elementary school* ***of not less than 10 acres****.*
- *The area shall include community parkland at least* ***20*** *acres in size.*
- *The area must incorporate pedestrian and bicycle trail facilities, consistent with the intent of the proposed Santa Paula Branch Line Trail.*
- *The area shall include a neighborhood-serving commercial component.*
- *The area must include flood protection, as determined by Ventura County Flood Control District* ***and Federal Emergency Management Agency (FEMA)****. Levees shall be designed to maintain as natural an appearance as possible.*
- *Development shall be designed and sited to maintain views and vistas and to protect natural habitat.*
- *Pole Creek shall be buffered from development* ***and shall be*** *consistent with the requirements of appropriate state and federal regulatory agencies.*
- *Require the use of architectural design themes that complement and do not dominate the setting.*
- *Use building materials, colors, and forms that contribute to a neighborhood character.*
- *Clustering of development shall be promoted to protect sensitive habitat* ***areas.***
- *Require a geotechnical/soils study to determine the potential for high groundwater and unstable soils.*
- *Require circulation system to tie in with the existing circulation system.*
- *Require new lighting that is part of any proposed development to be oriented away from sensitive uses and shielded to the extent possible to minimize glare and spill over.*
- *Require rear access to the existing mobile home park.*

13. The following Development Standards for the **Johanson** expansion areas shall be implemented for individual developments within the area:

- *Development shall be designed and sited to maintain the rural ranch estate character by including significant open spaces, views and natural habitat.*
- *Require the use of architectural design themes that complement and do not dominate the setting.*
- *Use building materials, colors, and forms that blend into the environment and contribute to a neighborhood character.*
- *Clustering of development shall be promoted, particularly to avoid development in steeply sloped areas.*
- *Oil seeps shall be contained and buffered.*
- *Require a geologic study for all development sites and roadways to address slope stability, faults and landslides.*
- *Locate building pads and develop the sites and roadways with minimized grading and reduced amounts of cut and fill slopes.*
- *Require the inclusion of drainage and flood control improvements designed to be natural in appearance.*
- *Require the use of fire retardant landscaping, adequate clearings, and fire retardant/fire proof building materials.*
- *Require circulation system to tie in with the existing circulation system.*

- *Avoid ridgeline development on prominent ridgelines.*
- *Require new lighting that is part of any proposed development to be oriented away from sensitive uses, and shielded to the extent possible to minimize glare and spill over.*

14. New development shall be consistent with the scale of the property in question; for example, small lots should have small buildings.

15. Require a fiscal impact analysis for all annexations contemplated.

16. Review and update impact fees and/or development agreements to assess land development projects for the costs of public facilities, utilities, and infrastructure needed to serve such projects, including but not limited to the following: fire, police, roads, sewers, flood control, recreation, schools, and water.

17. Establish maintenance assessment districts or other similar measures to recover the cost of services required by new land development projects.

18. Enter into land development agreements for major new projects to assure significant contributions toward meeting community needs.

19. Enhance the existing park in the downtown to serve as a community gathering and performing place.

20. Develop a street tree program to provide a master plan for street tree placement and replacement.

21. Establish a program to increase the number of buildings protected as historic structures.

22. Establish design standards for gateway areas and provide for design review and approval for new development and remodeling of existing buildings in these areas, including the western and eastern ends of SR 126, and SR 23.

23. Adopt a Hillside Development Ordinance, based on the principles outlined for the Hillside Overlay District.

24. Use the following design standards for review of proposed infill commercial and residential development:

    - *Architectural style should be compatible with the existing neighborhood style.*
    - *The size, scale, and bulk of new development should be comparable to existing neighboring buildings.*
    - *Avoid large expanses of building walls without architectural interest.*

25. Ensure that flood control projects are designed utilizing colors, materials, and other design features that allow the projects to blend into the surrounding environment.

26. Provide incentives for development on properties adjacent to the railroad corridor that will promote small businesses, retirement housing, high-density housing, visitor serving uses, and railroad-related uses.

The Environment:

27. Establish and enforce standards for property maintenance (debris and weed removal, storage of automobiles, storage of material, and removal of dilapidated buildings or structures).

28. Adopt attainable and enforceable land use, noise, and light standards that protect persons within the community from the effects of noise, light, and glare.

29. Review all development proposals adjacent to agriculture for impacts on agricultural land and crops.

30. Require all proposed development adjacent to agricultural uses to provide a buffer (setback, landscaping, erosion control measures recreational uses, street), or implement other methods that would effectively minimize impacts.

Housing and Community Development:

31. Adopt a new Growth Management Ordinance based on performance standards.

32. Analyze all new residential development for impacts from population growth on public services, infrastructure, and schools and environmentally sensitive areas.

Economic Growth:

33. Permit processes that fall under the jurisdiction of the City of Fillmore should be streamlined, while ensuring quality development.

34. City departments should coordinate their efforts to assist business and development.

35. Provide Redevelopment assistance to create buildings for new businesses.

36. The City should assist community organizations to identify, train, and place unemployed and under-employed residents within the City of Fillmore.

37. Coordinate with County and other State and Federal job training organizations to address the employment needs of new and existing businesses in Fillmore.

38. Determine what needs in the community are key factors in improving the economic base of the community, such as but not limited to housing, health care, water and wastewater facilities, public recreation, education, and public safety.

39. Develop a business retention and attraction program to minimize vacancies in commercial and industrial areas.

40. Locate or develop an appropriate space for festivals that provides a large vacant land area and sufficient area for parking and barriers to sound.

41. Fund an economic marketing strategy.

42. Promote Fillmore as a film making location by providing coordination between film studios, local businesses, and residents.

43. Promote Fillmore's railroad, historic downtown and agricultural attractions through intensive marketing.

44. Through public and private partnerships, develop attractions, including, but not limited to: a venue for farmers markets, arts and crafts fairs, artist showings, a citrus museum, farm tour, an antique airplane and car museum and a tourist trolley.

45. Encourage the formation of a partnership with the Fillmore Chamber of Commerce and the Heritage Valley Tourism Bureau.

46. Promote High School student apprentice programs with local businesses.

47. Provide incentives to assemble and attract larger commercial and industrial developments.

Circulation:

48. Continue to work with the Ventura County Transportation Commission to develop a bike/hike trail along the railroad right-of-way.

Public Services:

49. Implement a phased program to replace all substandard water mains, fire hydrants, and facilities related to the water conveyance system.

50. Upgrade water collection, storage, treatment, and conveyance systems in conjunction with development.

51. Establish and implement a long-term plan for recycling, with specific collection goals for each recyclable material category and a method to track quantities of materials. The goal should be a 50% waste stream diversion.

52. Assist the Fillmore Unified School District to develop cable television production program to be sponsored by the City in conjunction with the schools to produce and broadcast programs for students created by students.

53. Prepare a City video or slide show for use at schools, on City Hall tours, and as a promotional item.

54. Prepare an educational program for schools and city tours to promote a better understanding of City government.

55. Develop and promote a program to more effectively utilize volunteers.

56. Publish a newsletter to keep citizens informed of issues and events.

57. Establish an on-going business forum between city officials and city businesses to receive input on plans, policies, and budget items, possibly building collaborative agreements.

58. Continue to promote the Heritage Valley concept and promote tourist uses along the railroad.

Policy Framework Summary. Tables LU-1 and LU-2 summarize the relationship between the goals, policies and implementation measures included in this element. It should be noted that these tables are intended as guidelines to planning staff, and not a definitive determination of internal relationships between the policy framework. Other relationships may be determined as appropriate.

Table LU-1. Summary Matrix of Goals and Related Policies

Goals	Policies
Urban Form	
1	All
2	All
3	All
4	LU-1 through 5, 13, 15, 17, 20, 22, 43-47
5	LU-1, 4, 8
6	All
7	LU-19, 21, 24
8	LU-2, 27, 30, 34, 37, 40
Environment	
9	LU-4, 5, 10, 11, 16, 18-26
10	LU-4, 5, 10, 11, 16, 18-26
11	LU-4, 5, 10, 11, 16, 18-26
12	LU-3, 5, 13, 14, 19-22
13	LU-3, 5, 10, 16, 19-23
14	LU-13, 19, 20, 22, 25, 26
15	LU-17, 28, 29, 30, 31
Housing and Community Development	
16	LU-1, 27-36
17	LU-1 through 5, 7, 19-36
18	LU-1, 3, 27-31, 37
19	LU-33, 34, 40, 41, 43
20	LU-27 through 36, 48
21	LU-17, 27, 28, 30, 32, 33, 37, 47, 48, 49
Economic Growth	
22	LU-1, 2, 20, 22, 37-44, 46
23	LU-12, 13, 15, 18, 20, 37-44, 46
24	LU-6, 11, 12, 13, 19-22, 37, 38, 42
25	LU-6, 11, 19, 21, 22, 37, 38, 39, 42-46
Circulation	
26	LU-12, 14, 17, 47-50
27	LU-12, 14, 17, 47-50
28	LU-3, 5, 7, 8, 12, 14, 17, 47-50
29	LU-2, 8, 11, 17, 28, 42-50
30	LU-50

Table LU-2. Summary Matrix of Policies and Related Implementation Measures

Policies	Implementation Measures
Urban Form	
LU-1	All
LU-2	14, 18, 22, 24, 25, 35
LU-3	24, 39, 40
LU-4	21
LU-5	24, 25, 39, 40
LU-6	14, 22, 24, 25
LU-7	24, 25
LU-8	18, 19, 20, 24, 38
LU-9	22, 24
LU-10	22, 24
LU-11	21, 22
LU-12	26, 43, 48
LU-13	26, 43, 48, 58
LU-14	26, 43, 58
LU-15	26, 58
LU-16	26
LU-17	26, 48
Environment	
LU-18	3, 4, 10, 29, 30
LU-19	29, 30
LU-20	3, 4,29, 30
LU-21	29, 30
LU-22	28, 29, 30
LU-23	20
LU-24	20
LU-25	23, 32
LU-26	23, 30
Housing and Community Development	
LU-27	16, 17, 18
LU-28	16, 17
LU-29	8, 15, 16, 17
LU-30	2, 15, 16, 17, 32
LU-31	16, 17, 18, 31, 32
LU-32	18, 19
LU-33	16, 18, 19, 40, 44
LU-34	16, 46
LU-35	21
LU-36	35
Economic Growth	
LU-37	2, 33-41, 43, 44
LU-38	34, 35, 36, 39, 40, 41, 42, 47
LU-39	40, 41, 43, 44
LU-40	2, 6, 37, 38, 39, 46
LU-41	40, 41, 44
LU-42	22
LU-43	33, 34, 35
LU-44	18
LU-45	18, 39
LU-46	40-45, 57
Circulation	
LU-47	26, 48
LU-48	18, 19, 48
LU-49	9, 18, 19, 20, 48
LU-50	1, 2

VI. EXISTING CONDITIONS and DEVELOPMENT PATTERN

A. City Overview

Location. The City of Fillmore is located at the confluence of the Santa Clara River and Sespe Creek, a major tributary draining the mountains to the north. The City is within Ventura County, on the floor of the Santa Clara Valley about 25 miles east of the Pacific Ocean (Figure LU-1). The narrow valley runs east-west and is framed by the Oat Mountain northeast of Fillmore and the distant peaks of Ventura County's backcountry to the north and Oak Ridge Mountains to the south. The valley floor is about 3-4 miles wide where Fillmore is located. The City's elevation of 467 feet stands in sharp contrast to the nearby mountains, which rise to over 5,000 feet above sea level.

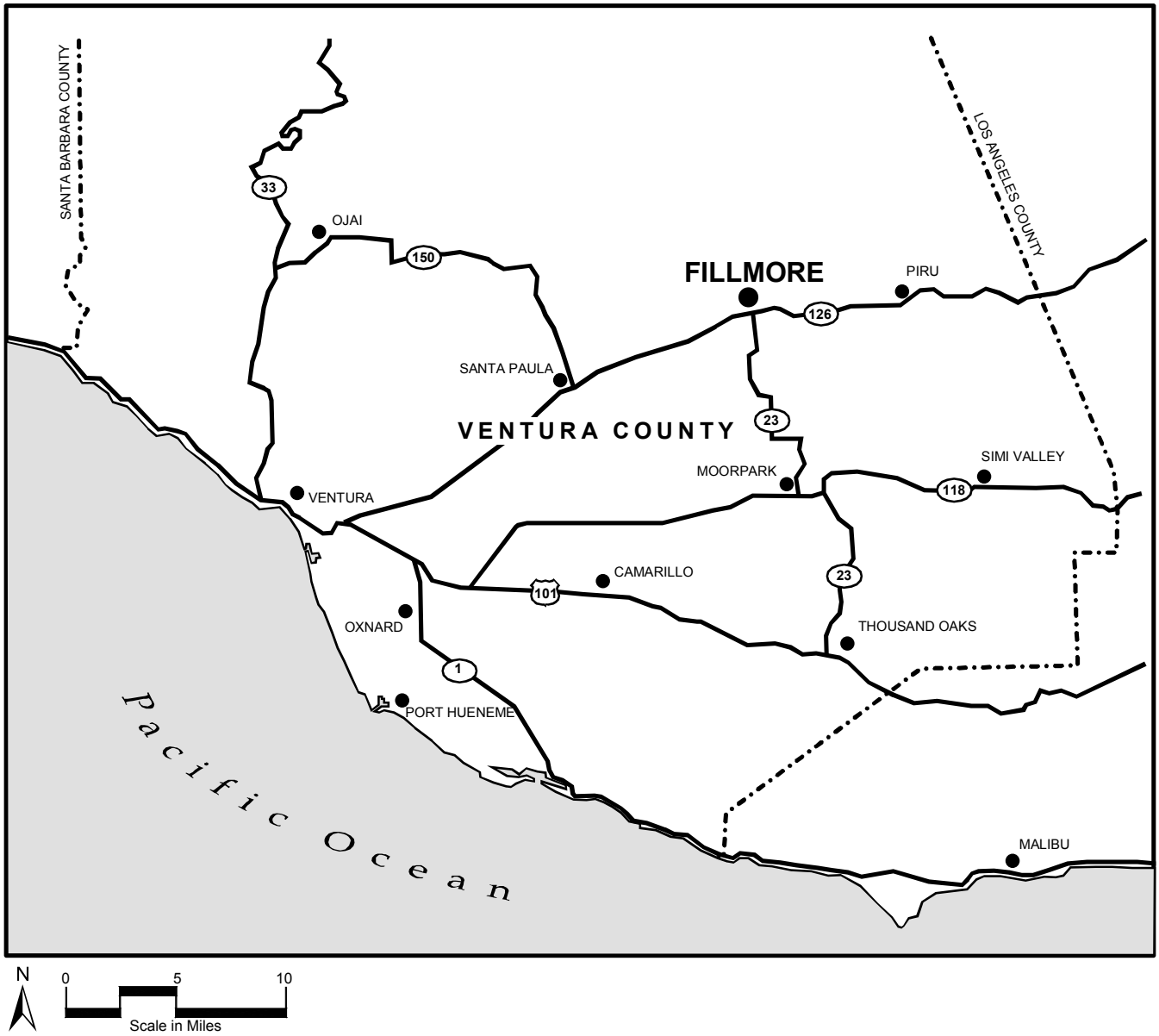
Physical Character. Fillmore has developed physically in a traditional style, with a grid-pattern street system, prominent buildings of architectural interest, an identifiable downtown, and tightly-knit surrounding residential neighborhoods. The community maintains a small town image, mediterranean climate, and reasonably-priced housing, all of which make it a desirable place to live. Fillmore is a relatively compact town, and exhibits a relatively dense development pattern compared to more sprawling suburban cities.

Fillmore is one of the oldest cities in the county. A large percentage of the buildings in town are more than 50 years old. There are a large number of county-designated historic structures in town. The City's historic character is important not only to its physical charm, but to its long-term economic growth and desire to attract tourism.

The City is physically separated from neighboring communities by agricultural fields and open space, a typical characteristic of towns in the Santa Clara River Valley, but an otherwise rare quality within southern California. This agricultural separation is formally recognized through the City's greenbelt agreements with the City of Santa Paula (to the west) and Ventura County (to the east). Santa Paula is located about 9 miles to the west, while the unincorporated community of Piru is eight miles east. The communities in the valley are linked by State Route 126 and rail line owned by the Ventura County Transportation Commission. The primary cities on either end of the valley are Santa Clarita, about 25 miles to the east, and Ventura, about the same distance to the west. Irrigated agriculture is the signature characteristic of the valley, and citrus and avocado orchards are found throughout the valley on its highly fertile alluvial soils. Citrus is the major crop grown near Fillmore.

City Limits, Sphere of Influence and Area of Interest. Fillmore is one of ten incorporated cities within Ventura County.

As part of the County's Guidelines for Orderly Development, the Ventura Local Agency Formation Commission (LAFCO) has established an Area of Interest for each city. These are very large areas, generally extending far from existing city limit boundaries. Ventura County is responsible for land use decisions within the portions of an Area of Interest outside the City Limit.



Regional Location

Figure LU-1

Within each city's Area of Interest, LAFCO designates a Sphere of Influence, an area considered most logical for future urban development. The City's Sphere of Influence designates the probable ultimate boundaries of the City. However, the City does not have direct jurisdiction over the portion of the Sphere of Influence outside the City limits. Nevertheless, the City is responsible for local land use planning and in some cases, providing municipal services. If the City intends to allow urban development within its Sphere of Influence, it must first annex these areas. Annexation may only occur with LAFCO approval.

The City's present Sphere of Influence encompasses about 2,815 acres (4.4 square miles), which includes the entire City itself (except as noted below) as well as hillside areas to the east of Pole Creek. In general, the existing Sphere of Influence boundary generally follows the City Limit on its western and southern edges. The existing City Limit of Fillmore includes 1,749 acres (2.7 square miles), which includes 201 acres of undevelopable open space in the Santa Clara River. This area is currently within the City, but not within the City's Sphere of Influence. The City of Fillmore has full land use jurisdiction over the area within its corporate boundaries. Figure LU-2 shows the extent of the current City Limit and the Sphere of Influence.

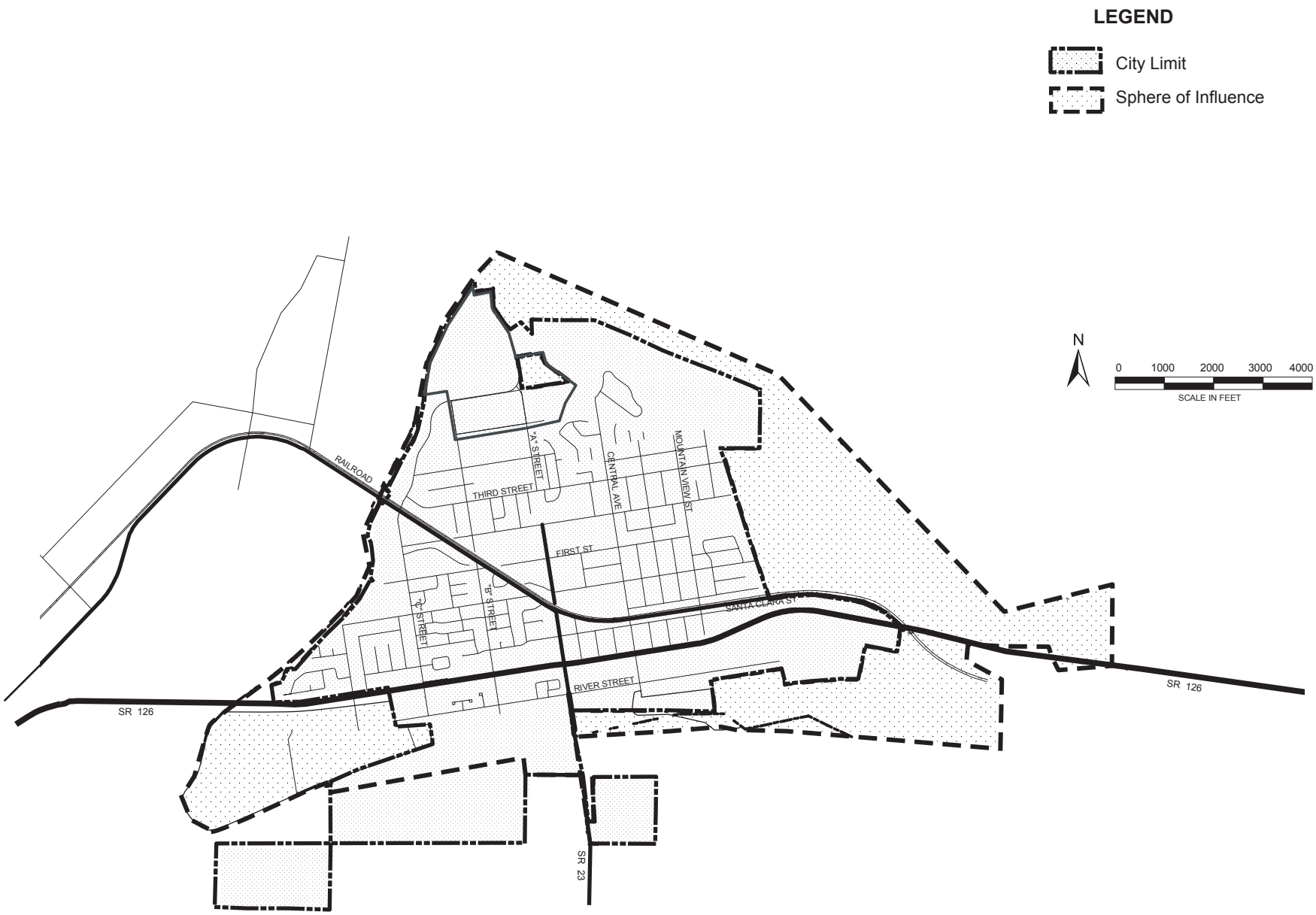
B. Land Development Constraints

In Fillmore, several physical factors constrain land development. These include areas within the floodplain of nearby creeks, and areas subject to geologic hazards. Potential land development constraints are described below.

Flood Hazard Areas. A levee has been constructed along Sespe Creek to protect the western portion of the City from flooding. Consequently, the Santa Clara River presents the primary flood hazard facing the community. Many of the properties south of River Street are within the 100-year flood plain (see Figure LU-3). The recent Santa Clara River Management Plan suggested flood protection measures, including the location of levees, which would protect land in the southern part of the City. Portions of this levee have already been constructed. (Please refer to the Safety Element of the General Plan to see the location of flood hazards affecting the City.)

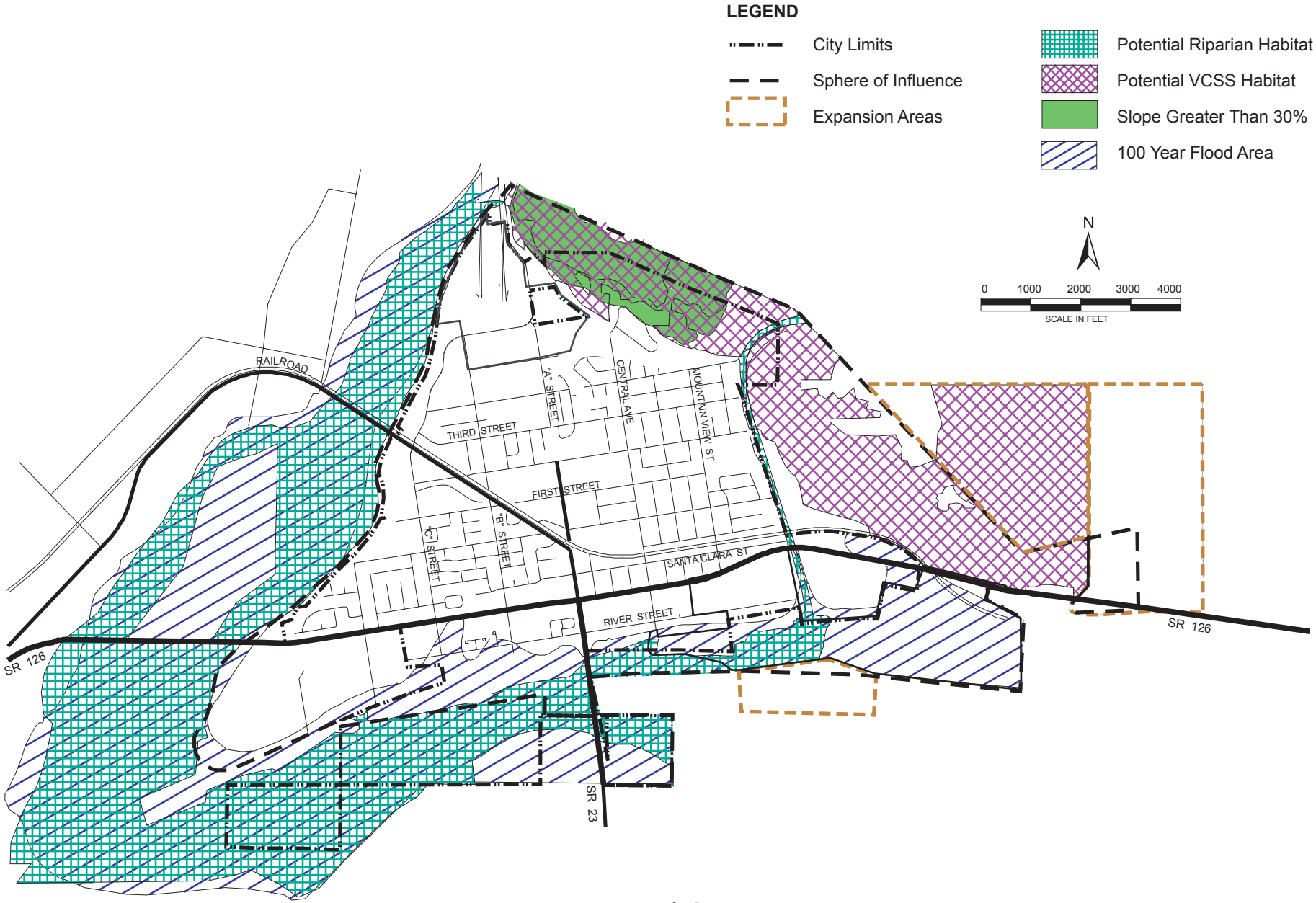
Steep Slopes. While much of Fillmore is relatively flat, it is bounded by abruptly sloping hillsides to the north and east. Much of this rugged terrain exceeds 30% slope, and in such areas development would require extensive grading or slope stabilization. The General Plan Safety Element and Figure LU-3 show areas of steep slopes near the City, including those areas that exceed a 30% slope.

Earthquake Fault Zones. The San Cayetano Fault has been designated by state geologists as an active fault. Development in this area is severely limited under state law. The remainder of the fault's trace through the City is not within a state-designated zone, but has nevertheless been identified by the county as a primary fault. Development near such faults is subject to more stringent standards. The General Plan Safety Element shows the approximate trace of the San Cayetano Fault, which generally follows the base of the hills along the City's eastern boundary. (It should be noted that the major 1994 earthquake that did considerable damage to Fillmore



Existing City Limit and Sphere of Influence

Figure LU-2



Environmental Contraints

Figure LU-3

was centered on a separate fault system, with an epicenter to the southeast in the San Fernando Valley.)

Agricultural Issues. In general, most of the area within the existing City limits is not cultivated. However, the City is surrounded by agricultural development, and most of the soils within the Santa Clara River Valley are highly suitable for cultivation. Areas south of State Route 126 within the current Sphere of Influence, but outside of the City Limit, are currently in agricultural production. Prime soils are common throughout the areas under agricultural production, particularly in the lower-lying areas featuring rich alluvial deposits. Some agricultural parcels are currently under Williamson Act contract, which precludes their development until such time as the contracts expire. Contracts are for a ten-year period and are automatically renewed each year unless a notice of non-renewal is filed with the managing governmental agency. In that case, the land use restrictions remain in effect until the remaining nine years of the contract have elapsed.

Greenbelts. The City of Fillmore is party to greenbelt agreements with the City of Santa Paula and Ventura County. In Ventura County, greenbelts are agreements, adopted by resolution or ordinance, between public agencies with land use control. They represent a form of mutual regulatory control between two or more jurisdictions concerning urban form, the protection of farmland and open space land, the future extension of urban services/facilities and annexations. These greenbelts are intended to operate as "community separators" or "buffers" and participating cities agree not to extend municipal services into the greenbelts or annex greenbelt lands.

The Santa Paula and Fillmore Greenbelt Agreement was established in 1980 and reaffirmed in the 1990s. This agreement covers approximately 34,200 acres west of the City limits. The eastern boundary lies at Sespe Creek adjacent to Fillmore and the western boundary runs along Santa Paula Creek, around the Santa Paula's eastern Sphere of Influence line to an extension of 12th Street. The southern boundary is the South Mountain ridgeline. The northern boundary is shared with the Los Padres National Forest boundary. None of the area within the current or proposed Sphere of Influence lies within the established greenbelt.

In October 2000, the City adopted a greenbelt ordinance with Ventura County to protect lands east of Fillmore. The Fillmore/Piru Greenbelt comprises about 72,000 acres, bounded:

- *On the west by the eastern boundaries of the Fillmore/Santa Paula Greenbelt and the City of Fillmore's General Plan Study Area;*
- *On the north by the Los Padres National Forest boundary;*
- *On the east by the Ventura/Los Angeles County boundary; and*
- *On the south by the ridgeline of Oak Ridge and the Santa Susana Mountains.*

The intent is to make the greenbelt boundary consistent and coterminous with the City of Fillmore's ultimate Sphere of Influence as described in this General Plan update, where applicable. Land use within the greenbelts is governed by Ventura County's General Plan, with such land designated as Agriculture and Open Space. Land uses within greenbelt areas must be consistent with this designation.

Save Open Space and Agricultural Resources (SOAR) Ordinance. The County SOAR Ordinance was established through voter initiative in November 1998. This ordinance prohibits redesignation of lands with Agricultural, Open Space, or Rural designations under the County General Plan until December 31, 2020 without direct voter approval. The County's SOAR Ordinance does not apply to areas within the designated Sphere of Influence of any of the cities within Ventura County, including Fillmore. If any such area were ultimately added to the City's Sphere of Influence or annexed, SOAR would no longer apply.

City Urban Restriction Boundary (CURB) Ordinance. The City Council adopted an ordinance establishing a City Urban Restriction Boundary (CURB) ordinance. The purpose of this ordinance is to establish for the City of Fillmore a City Urban Restriction Boundary (CURB) line which will accommodate a reasonable amount of future growth for the City of Fillmore, but limit additional urbanization outside of the CURB without a vote of the citizens of Fillmore. This will achieve the following objectives:

1. *Encourage efficient growth patterns and protect the City of Fillmore's quality of life by concentrating future development directly adjacent to developed areas consistent with the availability of infrastructure and services;*
2. *Promote on lands outside the CURB ongoing agricultural and other natural resource and open space uses as defined in Government Code section 65560(b), such as preservation of natural resources, public and private outdoor recreation, uses that foster public health and safety, and productive investment for farming enterprises;*
3. *Manage the City's growth in a manner that fosters and protects the small town charm of Fillmore while encouraging appropriate economic development in accordance with the City's unique local conditions;*
4. *Allow the City to continue to meet its reasonable housing needs for all economic segments of the population, especially low and moderate income households, by directing the development of urban uses into areas where services and infrastructure are more efficiently available;*
5. *Provide housing in areas conveniently located to the City's commercial district in order to encourage residents to shop locally;*
6. *Promote stability in long term planning for the City by establishing a cornerstone policy within the General Plan designating the geographic limits of long term urban development and allowing sufficient flexibility within those limits to respond to the City's changing needs over time; and*
7. *Allow flexibility for development within the city limits outside the CURB limits at any time subject to approval by the voters of the City of Fillmore, while ensuring developments, such as those recently proposed with the objective of changing the character of Fillmore, will be subject to a vote of the citizenry of Fillmore.*

Biological Issues. The hillsides north and east of the City contain Venturan Coastal Sage Scrub habitat, while the areas on the margins of the Santa Clara River and Sespe Creek include riparian habitat (Figure LU-3). Both habitat types support a variety of plant and animal life, including several state and federally-listed species. Development within these areas would be subject to policies described in the City's General Plan Conservation Element.

C. Existing Land Uses and Vacant Land

Existing Land Uses. Most of the City's area is currently designated for residential use. There are about 973 acres of residentially-designated land in the City, or about 56% of the City's

total area. Commercial uses comprise about 197 acres, or about 11% of the City. Industrial uses include about 141 acres, about 99 of which are currently concentrated in the underdeveloped North Fillmore Industrial Area. In all, industrially-designated land comprises about 8% of the City. About 214 acres encompass public facilities, such as schools (51 acres), parks (15 acres), rail corridors and the wastewater treatment plant. The existing distribution of land uses in the City reflects over 100 years of building, some of which was developed before the advent of zoning controls. Table LU-3 summarizes existing land use designations in the City and its Sphere of Influence as of 2003.

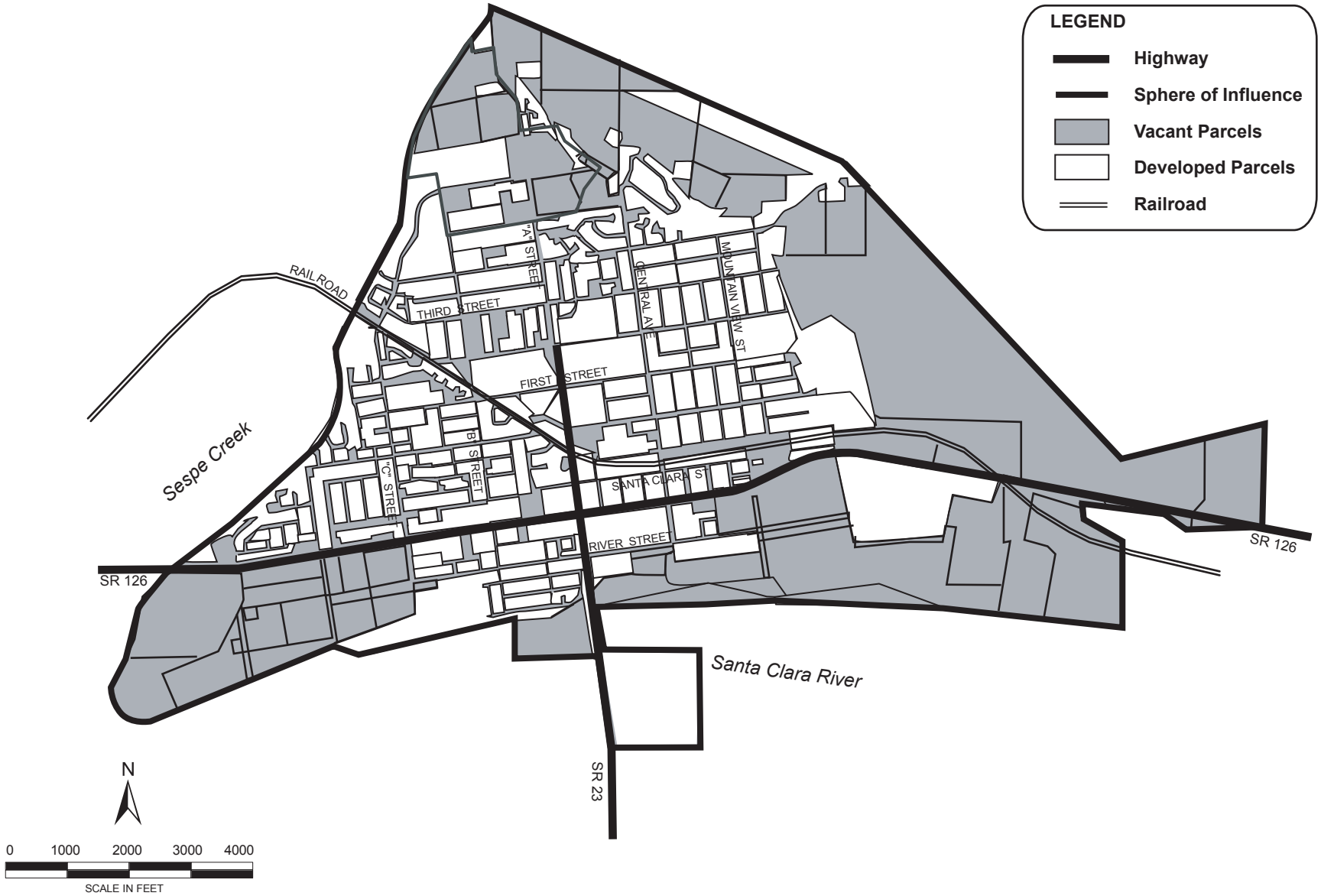
Buildout Potential Under the Existing General Plan. At present, most of the land within the City Limits has been developed, with the exception of the land identified as having development constraints. The amount of existing vacant land within the City is estimated to be 286 acres. Of this total, about 180 acres are for residential purposes. About 70 acres of residentially designated land in east Fillmore, between SR 126 and River Street, have development potential. However, development potential here is limited somewhat by flood hazard due to the lack of a levee along the Santa Clara River in this location. The other large vacant residentially-designated area includes about 94 acres of Rural Residential land located along the hillside generally above Foothill Drive. The development potential of this area is limited by steep terrain. The remaining vacant land consists of scattered parcels of multi-family uses, including about 3 acres of potential development in the Central Business District (CBD).

Non-residential vacant land encompasses about 106 acres. The North Fillmore Industrial Park (now called the North Fillmore Master Plan area) includes the largest single area of vacant industrial land relatively free of physical development constraints (about 49 acres). It is estimated that this land could support up to about 640,000 square feet of industrial floor area. There are about 57 vacant commercial acres in the City, about 13 of which are in the Central Business District (CBD). It is estimated that these areas could support about 1.3 million square feet of commercial floor space. Table LU-4 indicates the amount of vacant land in the City in each land use category and the resulting buildout potential on developable acreage.

Table LU-3. Existing Distribution of Land Use Designations in Fillmore Sphere of Influence (2003)

Land Use	City *acres*	% of City	Sphere *acres*	Total *acres*	% of Total
Residential					
Single Family (RR and RL)	*771.6*	*44.1%*	*782.7*	*1,554.3*	*55.2%*
Multi Family (RM, RMH and RH)	*201.0*	*11.5%*	*9.7*	*210.7*	*7.5%*
Subtotal Residential	972.6	55.6%	792.4	1,765.0	62.7%
Commercial	197.0	11.3%	53.1	250.1	8.9%
Industrial	141.4	8.0%	196.8	338.2	12.0%
Public Facilities *	214.4	12.3%	24.0	238.4	8.5%
Open Space **	223.7	12.8%	-	223.7	7.9%
TOTAL	**1,749.1**	**100%**	**1,066.3**	**2,815.4**	**100%**

Source: Rincon Consultants and City of Fillmore, derived from GIS maps developed by Rincon Consultants, 2001.
** Includes schools (51 acres), parks (15 acres), the wastewater treatment plant, and rail corridors.*
*** Includes 200.9 acres of undevelopable riverbed currently in the City limits but outside the Sphere of Influence. Without this area, the effective size of the City is 1,548.2 acres.*



Existing Vacant Parcels within the Sphere of Influence

Figure LU-4

Non-residential vacant land encompasses about 106 acres. The largest single area of vacant industrial land relatively free of physical development constraints (about 49 acres) is located in North Fillmore. It is estimated that this land could support up to about 640,000 square feet of industrial floor area. There are about 57 vacant commercial acres in the City, about 13 of which are in the Central Business District (CBD). It is estimated that these areas could support about 1.3 million square feet of commercial floor space. Table LU-4 indicates the amount of vacant land in the City in each land use category and the resulting buildout potential on developable acreage.

Table LU-4 Existing Buildout Potential on Vacant City Lands

Land Use Category	In City		In Sphere (outside City)		Total (City and Sphere)	
	Acreage	***Buildout Potential***	***Acreage***	***Buildout Potential***	***Acreage***	***Buildout Potential***
Residential		*(dwellings)*		*(dwellings)*		*(dwellings)*
RR (Residential Rural)	94.0	*23 **	142.7	*0 **	236.7	*23*
RL (Residential Low)	69.7	*342*	276.7	*44 **	345.4	*386*
RM (Residential Medium)	13.3	*116*	-	-	13.3	*116*
RMH (Residential Medium High)	0.1	*1*	-	-	0.1	*1*
RH (Residential High)	0.0	*0*	-	-	0.0	*0*
CBD (Central Business District)	2.9	*148*	-	-	2.9	*148*
TOTAL	**179.9**	**630**	**419.4**	**44**	**599.4**	**674**
Commercial		*(sq.feet)*		*(sq.feet)*		*(sq.feet)*
CBD (Central Business District)	13.1	*571,000*	-	-	13.1	*571,000*
CN (Commercial Neighborhood)	-	-	-	-	-	-
CO (Commercial Office)	1.1	*23,000*	-	-	1.1	*23,000*
CH (Commercial Highway)	42.7	*705,000*	30.6	*505,000*	73.3	*1,210,000*
TOTAL	**56.9**	**1,299,000**	**30.6**	**505,000**	**87.5**	**1,804,000**
Industrial		*(sq.feet)*		*(sq.feet)*		*(sq.feet)*
M-1 (Light Industrial)	-	-	10.7	- *	10.7	-
M-2 (Heavy Industrial)	49.0	*640,000*	186.1	- *	235.1	*640,000*
TOTAL	**49.0**	**640,000**	**196.8**	**- ***	**245.8**	**640,000**

** Land development is limited due to environmental constraints*

Sources: Vacant land inventory performed by City of Fillmore, January 2002. Potential dwelling units are based on net density from City of Fillmore, 2001.

Population and Growth Management. The issue of population growth and how to accommodate that growth is a key issue in planning for the future of the City. It affects all other issues in one way or another, especially social and economic concerns. The City is required by state law to make adequate provision for the existing and projected housing needs for all economic segments of the community (Government Code §65580(d)). This Land Use Element addresses the question of where growth should occur and how it should be regulated.

The City adopted a Growth Management Ordinance in 1980, which expired in December 1999. There is currently no longer a Growth Management Ordinance in effect. However, population growth in recent years has been very slow, and has typically been less than the previous Growth Management Ordinance would have allowed (198 persons per year, or about 56 dwelling units annually). In 2000, for example, the City's population grew by a reported 53 persons (Department of Finance, 2001). Population growth has been well within the long-term projections put forward by the Southern California Association of Governments (SCAG).

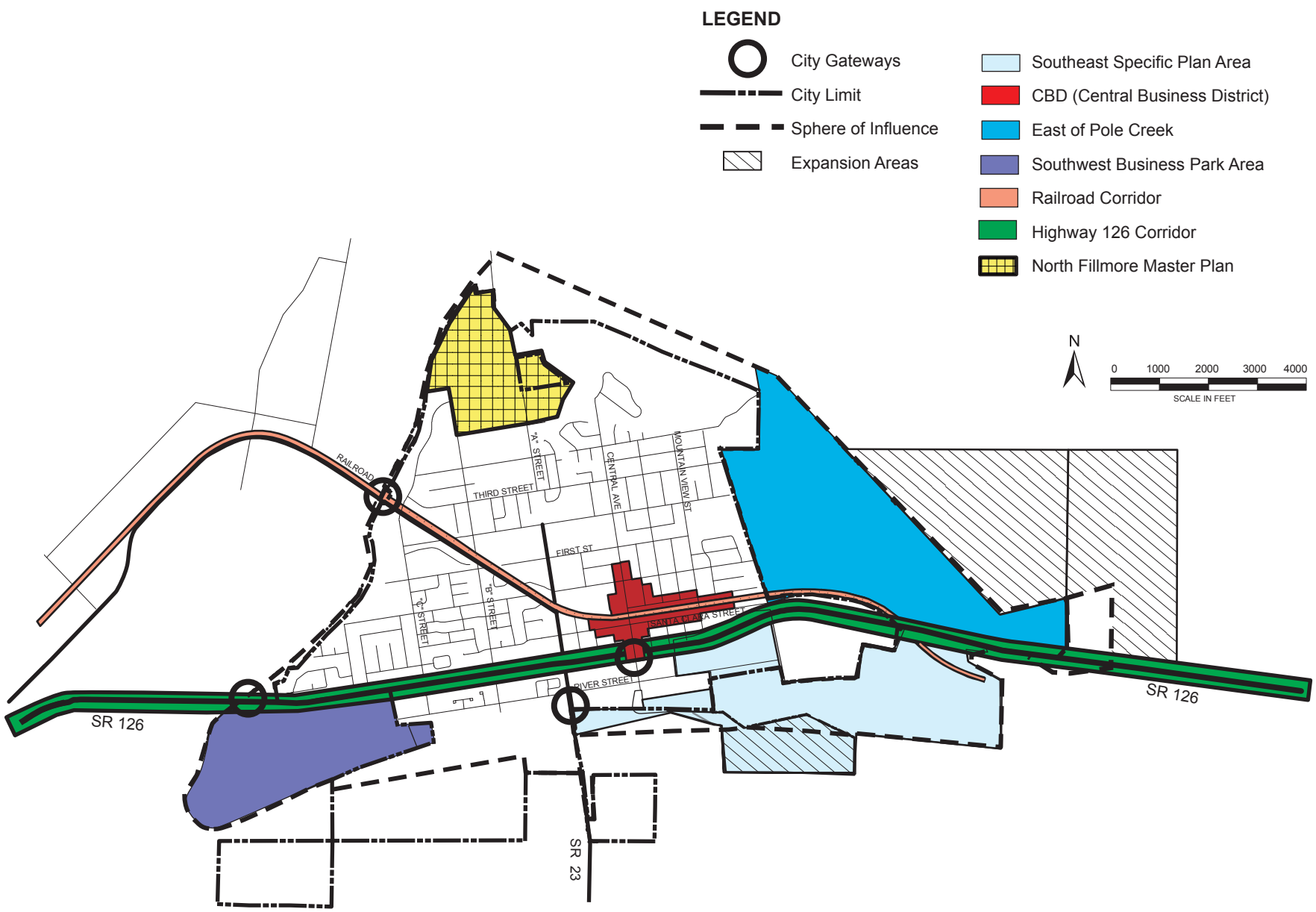
The City's reported January 2002 population was 14,096, an increase of 2,104 since 1990, when the population was 11,992. From 1990 to 2000, the City added 260 dwelling units, an average of 26 per year (Department of Finance, 2001). If that rate continues, it would take about 25 years (till 2025) to build out the current inventory of vacant residential area (under existing General Plan designations), which would accommodate about 630 dwelling units (Table LU-4).

It should be noted that the 1989 Fillmore General Plan identified the potential for a likely buildout population of 19,653, but that depending on various development factors, buildout could have ranged from 14,980 to 24,325. In practice, the development potential of much of the unincorporated area within the Sphere of Influence shown in the 1989 General Plan has been much more limited than anticipated because of topographic, environmental or flooding constraints. Based on the remaining residential buildout potential under the existing General Plan of 630 dwellings in the City, actual buildout population would be about 15,986, if new development supported 3 persons per dwelling unit. This is similar to the low end of the range identified in the 1989 General Plan.

D. Special Areas of Concern Within the Existing Sphere of Influence

This section of the Land Use Element addresses several areas within the existing Sphere of Influence that have distinct planning issues, constraints, and opportunities. These areas were identified through a series of public workshops, and some are addressed in the 1989 General Plan Land Use Element. This section also identifies areas where extensive land use changes are contemplated. Figure LU-5 shows the location of these areas within the City.

Central Business District. The Central Business District (CBD) has, in the past, served as the major retail and service oriented business area in the City. With the advent of commercial development along State Route 126, neighborhood and community retail activities have been diverted away from the CBD. Today, the CBD provides goods and services for tourists as well as the local population. The CBD capitalizes on its generally lower rents to cater to commercial uses not dependent on the proximity to Highway 126. It continues to be the commercial center for specialty retail uses, commercial service type businesses, and offices.



Areas of Special Concern

Figure LU-5

Development in this area is guided by the Downtown Specific Plan. Under the revised Land Use Element, this area would not experience any land use designation changes, but mixed uses would be encouraged under the Downtown Specific Plan.

State Route 126. Highway 126 functions as the heart of regionally-oriented commercial development in the City. Community level shopping centers and highway-oriented uses are concentrated along this corridor. West of the existing City Limits, additional land fronting the highway would be redesignated from industrial to a mix of commercial and light industrial uses, as part of the revised Land Use Element.

North Fillmore Master Plan Area. Under the 1989 General Plan, the large tract of land at the northwestern portion of the City was intended as the primary location for future industrial development in the City. It was then called the North Fillmore Industrial Park. However, its distance from major transportation corridors, including Highway 126, has made this area generally unattractive to prospective industrial developers. At the same time, there are existing industrial uses in this area that are important to the local economy. Under the revised Land Use Element, this area would transition to a more residential orientation.

Southwest Business Park Area. This 204-acre area is generally bounded by Highway 126 to the north, C Street to the east, and the flood lines of the Santa Clara River and Sespe Creek to the south and west. It includes about 35 acres already in the City; the remaining 169 acres are within the existing Sphere of Influence. The area is currently in agricultural production.

Under the 1989 General Plan, this area was the City's Industrial Reserve, intended for large-scale industrial development. Under the revised Land Use Element, this area is envisioned as a Business Park, which could include a variety of campus-like commercial and light industrial uses, intended to establish the area as a focus of future employment in the city, as well as to enhance the highway commercial corridor along Highway 126. This area would include a 20-acre park.

Southeast Specific Plan Area. Under the 1989 General Plan, much of the southeastern portion of the existing Sphere of Influence was designated for low-density residential development. However, this area, with the exception of the fish hatchery, remains in agricultural production. Some of this land is currently constrained by its location in the 100-year flood plain of the Santa Clara River.

Under the revised Land Use Element, development of this area (generally bounded by State Route 126 to the north, existing development in the City to the west, the Santa Clara River to the south, and the CURB line to the east) will be guided by a specific plan or plans. The Specific Plan area would include about 67 acres currently in the City and 172 acres outside the City but within the Sphere of Influence. The Specific Plan area would include an additional 62 acres south of the existing Sphere along the Santa Clara River. In all, the specific plan area encompasses about 301 acres.

The key features of this area would include: a maximum of 1,000 single-family homes, a 10-acre elementary school, a neighborhood-serving commercial component, and 20+/- acres of community parkland. The area would include a Class I bike path linking the eastern edge of the city with the core of Fillmore. Specific Plans within the area will also require adequate flood protection, and the construction of a levee in this area (see Figure LU-6).

East of Pole Creek. Under the previous general plan, the area east of Pole Creek and north of Highway 126 was designated for Residential Rural development along the hillside, and industrial uses in the more level areas closer to the creek. Under the revised plan, the area north of the general alignment of Third Street would retain its existing residential designation. Immediately west of the PanAmSat site, a 55-acre area adjacent to Pole Creek would be redesignated for a future regional park site, with a campground that could accommodate RVs. Open space east of that area would be to preserve communication facilities.

The Railroad Corridor. The rail line that bisects Fillmore originally traversed the length of the Santa Clara River Valley. The railroad was used for passenger service, shipment of produce and distribution of inbound freight. In 1978, storm damage severed the rail line and service was abandoned on the line east of Piru. Since that time, the Newhall Land and Farming Company has removed the tracks between that point and the mainline connection in the City of Santa Clarita.

In 1995, the Ventura County Transportation Commission (VCTC) purchased the Santa Paula Branch Line and associated holdings of Southern Pacific Transportation Company. Today, there is limited freight activity on the line from Montalvo to Santa Paula. In addition, a tourist train operating out of the City of Fillmore uses the segment between Rancho Camulos and Santa Paula. VCTC has completed a Master Plan for the Santa Paula Branch Line that calls for the restoration of the rail connection to Santa Clarita and initiation of commuter rail service between Ventura and Santa Clarita. In the interim, VCTC is investigating the use of local commuter rail service from Piru to Ventura. Finally, VCTC has begun a recreational trail along the line. Fillmore has developed much of the portion of this corridor that traverses the community. In general, the railroad corridor is 100 feet wide, with 50 feet on each side of the centerline of the track. This corridor would be designated as a Public Facility, with the intention of reserving it for future multi-modal transportation use.

City Entrances/Gateways. To promote visitor and general business access to Fillmore, the City's entrances need to be defined and enhanced. The important local gateways are the eastern and western entrances along Highway 126, and the southern entrance from Highway 23. The entrance to the downtown area along Central Avenue is another important gateway, currently marked by a prominent sign arching over the street. In addition, a landmark neon sign directing highway travelers to the downtown area is located on Highway 126 at Central Avenue.

VII. FUTURE LAND USE, EXPANSION and BUILDOUT

This section analyzes potential development under the revised Land Use Element. Buildout under the revised Land Use Element would be the result of three factors:

- *Development of vacant lands within the City or Sphere of Influence;*
- *Redesignation of some lands within the City or Sphere of Influence to accommodate development different than what is anticipated in the previous general plan; and*
- *Development of lands within an expanded Sphere of Influence*

This portion of the Land Use Element briefly summarizes the nature of land use changes within the existing Sphere of Influence, and the areas where the City would expand its Sphere for future annexation. Vacant lands within the City were discussed in Section III of this document.

A. Land Uses Changes Within the Existing Sphere of Influence

In general, most of the City would retain its existing land use designations. However, the terminology used would be changed so that the land use designations and zoning would be the same as one another. This is intended to avoid potential confusion, and would not affect the development potential of most land in the City's planning area.

There would be several areas, particularly undeveloped areas, where somewhat more substantial land use designation changes are contemplated. These areas were described in detail in Section III of this element, but are listed below for clarity (Table LU-5):

- *North Fillmore Master Plan Area (formerly known as North Fillmore Industrial Park)*
- *Southeast Specific Plan Area (including Heritage Valley Parks Specific Plan Area)*
- *Southwest Business Park Area*
- *East of Pole Creek*

Table LU-6 summarizes the nature of land uses changes within each area. Figure LU-6 shows the proposed Land Use Plan for the City based on these changes.

B. LAFCO and Sphere of Influence Expansion

The Ventura County Guidelines for Orderly Development (originally drafted by LAFCO, Ventura County and the 10 incorporated cities) allow the City to consider expansion into its Area of Interest when developing long-range plans. The Area of Interest is the City's planning area. The Sphere of Influence that is established by the Ventura Local Agency Formation Commission (LAFCO) designates the probable ultimate urban boundaries for the City for the foreseeable future. If the City intends to expand its corporate boundaries into this area, it must first process annexation applications through LAFCO.

Table LU-5. Areas Within Existing Sphere of Influence with Land Use Designation Changes

Area	Previous Designations	Proposed Designations	Notes
North Fillmore Master Plan Area	Industrial: 99 acres	Residential Master Plan: 99 acres	Would transition to low-density residential development, away from existing industrial designations. Future industrial development would be focused in the southwestern portion of the City.
Southeast Specific Plan Area (including Heritage Valley Parks Specific Plan Area)	Low-Density Res: 291 acres Med-Density Res: 10 acres	Specific Plan: 301 acres	Entire area to be developed under a Specific Plan or Plans, with the following development parameters to be allowed within the entire 301-acre area, which includes expansion areas shown in Table 2-6: - Maximum 1,000 dwelling units - Minimum 20 acres of community parkland - Minimum 10-acre elementary school - Flood control levee - Bike paths - Provide adequate buffer for fish hatchery
Southwest Business Park Area	Industrial: 153 acres Comm. Highway: 51 acres	Business Park: 204 acres (accommodates a combination of commercial and industrial development, plus a 20-acre park)	Designate area generally south of Highway 126 and west of C Street as Business Park, which could include a variety of campus-like commercial and light industrial uses, intended to establish the area as a focus of future employment in the city, as well as to enhance the highway commercial corridor along Highway 126. Area would include a 20-acre park.
East of Pole Creek (south of Third Street)	Rural Residential: 286 acres Industrial: 55 acres	Rural Ranch Estate: 37 acres Open Space: 304 acres	Generally changes current residential and industrial land use designations to open space. Would redesignate area near Pole Creek to Open Space for the purpose of a regional park. Open Space east of that area would be to preserve communication facilities. Some rural scale housing to be retained in the Johanson property.

The LAFCO policies that are required to be considered before the City plans to increase its Sphere of Influence or plans for the annexation of adjacent land are:

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. Also, 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 build~~s~~ 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.*

In January 2001, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (AB 2838) was enacted at the state level, which amended the definition LAFCo's purpose. To the long-standing goals of discouraging urban sprawl and encouraging the orderly formation of local agencies, it adds "preserving open space and prime agricultural lands" and "efficiently providing government services." It retains the direction that this is to be achieved "based on local conditions and circumstances."

Specifically, Section 56300 over the Government Code is amended to:

- State that goals to discourage urban sprawl, preserve open space and agriculture and provide efficient governmental services may sometimes compete with the need for orderly development.
- State providing housing is an important factor in promoting orderly development
- Add a preference to accommodate growth within or through the expansion of local agencies that can "best accommodate" services and housing for all incomes in "the most efficient manner feasible."
- Promote multi-purpose governments, especially in urban areas, but recognizes the critical role of limited purpose agencies, especially in rural communities.
- Add a preference that service responsibility be allocated to government agencies that can "best provide government services."

In addition, new Section 56668.5 states that LAFCOs may, but are not required to, consider regional growth goals and policies established by a collaboration of elected officials. This new legislation, while broadly amending LAFCo's purpose, does not replace Ventura LAFCo policies, which still apply as stated above. Ventura LAFCo will likely review its policies in the future to address this recent legislation.

C. Expansion Areas: Sphere of Influence Amendments and Potential Land Uses

This Land Use Element envisions an amendment to the existing Sphere of Influence to include three expansion areas totaling 478 acres, with a variety of land uses (Figure LU-6 and Table LU-6). These expansion areas, known as PanAmSat Site (Area 1) and Johanson Property (Area 2) are intended for eventual annexation, and Area 3 as part of Southeast Specific Plan Area. Area 1 is intended to consolidate the long-term jurisdiction of a property that would otherwise

remain partially within an unincorporated area upon buildout. Proposed land uses and buildout limits were developed by the City and consultant team with input from the General Plan Advisory Committee, Planning Commission and City Council in a series of workshops from 1998 to 2001.

The following is a description of the expansion areas:

Area 1: PanAmSat Site. This 217-acre area is an eastward extension of the existing Sphere of Influence, east of Pole Creek and north of Highway 126. Currently, the PanAmSat property is about evenly divided between area in the Sphere of Influence and outside the Sphere (about 248 acres are within the existing Sphere, while 217 acres are outside). The City currently provides urban services (such as water service) to this area. This change would streamline long-term jurisdictional control within the City. Previously, full buildout under the existing General Plan would have left half of the property within the County. The site is currently undeveloped, apart from various communications facilities, including satellite and cellular phone equipment. This land use pattern would not change. The area would be designated as Open Space to provide recreational trails that connect to the City, access to views plateaus, and access to Fillmore's landmark letter "F".

Area 2: Johanson Property. This area would expand the existing Sphere of Influence by 199 acres, just east of the PanAmSat site. Because of the peculiarities of property boundaries, one property in this area would include about 37 additional acres already in the City's Sphere of Influence. In all, the area would include 236 acres. This predominantly rugged area would be developed with Rural Ranch Estate (RRE) residential uses, accommodating about 35 homes.

Area 3: Southeast Specific Plan. This area would amend the existing Sphere of Influence to include 62 acres, which would be included in the Heritage Valley Parks Specific Plan.

Table LU-6 illustrates the land uses types, amounts, and buildout planned for the expansion scenario.

Table LU-6. Proposed Expansion Areas Outside the Existing Sphere of Influence

Area	Acreage	Current Development	Proposed Land Use Designations
PanAmSat Site (Area 1)*	217	Open Space, Communications and Agriculture	Open Space (OS) *For continuation of existing uses*
Johanson Property (Area 2)**	199	Agriculture Open Space	Residential Rural Estate (RRE) *Would allow residential development of up to 1 unit per 6 acres, subject to hillside restrictions. About 35 dwelling units*
Southeast Area Specific Plan Extension (Area 3)	62	Open Space	Specific Plan (SP) Extension of Southeast Area Specific Plan
TOTAL	**478**	**-**	**OS (217 acres)** **RRE (199 acres)** **SP (62 acres)**

** PanAmSat Site includes 465 acres, of which 217 of which would be within the new expansion area.*
***This area includes 236 acres, 199 of which would be within the new expansion area.*

D. Development Potential and Population Growth

The Land Use Plan identifies areas where development could occur on existing City lands as well as future annexations. Table LU-8 illustrates the maximum new development potential for both existing City lands and the expansion areas, and summarizes the potential development upon full buildout of the General Plan. The type and amount of development that actually occurs will depend on market forces and an aggressive marketing plan by the City. The City realizes that total industrial, commercial, and residential build-out may not occur within the 2020 horizon of the General Plan. However, the City is legally obligated to plan for and anticipate General Plan Buildout.

Table LU-7. Buildout Potential under the General Plan Update

Land Use	Existing Development in City	Potential Development				Total Upon Buildout (Existing plus Potential)
		Potential Growth within City Limits, including approved projects	***Potential Growth within Sphere of Influence***	***Potential Growth within Expansion Areas***	***Subtotal of Potential Development***	
Residential	3,898 DU	*1,877 DU*	*550 DU*	*285 DU*	***2,712 DU***	**6,610 DU**
Commercial	3,120,000 SF	*2,048,000 SF*	*698,000 SF*	-	***2,746,000 SF***	**5,866,000 SF**
Industrial	1,207,000 SF	*285,000 SF*	*1,681,000 SF*	-	***1,966,000 SF***	**3,173,000 SF**
Parks and Recreation	15 acres	-	*80 acres*	-	***80 acres***	**95 acres**
Open Space *	224 acres	-	*302 acres*	*217 acres*	***520 acres***	**743 acres**
Public Schools	5 schools	*1 school*	*1 school*	-	***2 schools***	**7 schools**

Existing residential is from Department of Finance, January 2002. Existing Commercial and Industrial estimates are extrapolated from land use data developed by the City of Fillmore using FARs shown in the Land Use Element. Existing Parks and Open Space are from the City of Fillmore. Existing public schools include those outside the City that serve the City's population. Potential growth within City Limits is based on a vacant land inventory conducted by the City of Fillmore in January 2001. Potential growth within sphere is from June 2001 vacant land inventory, modified by proposed land use designation changes. Currently approved projects include 370 dwelling units, 197,000 SF of commercial uses, and one elementary school. The approved projects include the Greystone project (144 units), Griffin (136 units), Griffin TTR 5335 (39 units), Rosewood (44 units), and various miscellaneous projects (7 units).

** Includes only designated Open Space. Does not include undevelopable land within the Heritage Valley Parks Specific Plan south of the proposed levee along the Santa Clara River (about 190 acres, 62 of which are in the expanded Sphere of Influence).*

In the future, the City's goal is to maintain a population per household ratio of 3.25, consistent with historic population per household sizes. Based on this reasonable projections (new lower density residential units sustaining an average household size of 3.00), the City would have a population of about 22,693 at full buildout under the General Plan. Note that growth in Fillmore since 1990 has been 1.01 percent per year, and that the buildout population is within approved SCAG/VCOG population forecasts, and consistent with the Regional Housing Needs Assessment. This is considerably slower than the growth that occurred during the 1980s, which was about 2.2% annually. To put these figures in historical context, the City has grown at an average annual rate of 2.7% since 1920, when the population was 1,597.

As shown in Table LU-8, non-residential growth potential could include up to about 2.7 million square feet of commercial floor space (an 84% increase from the 3.1 million existing square feet), and about 1.9 million square feet of industrial uses (a 162% increase from the 1.2 million existing square feet). Most of this new development would be concentrated in the southwestern portion of the City, generally west of C Street, south of Highway 126. This area would be designated as Business Park (BP), which could accommodate either industrial or commercial uses, designed in such a way to be internally compatible as well as will adjacent land uses. About 40% of new commercial development could be accommodated in infill parcels, particularly in the Central Business District.

VIII. LAND USE PLAN and LAND USE CATEGORIES

The purpose of the Land Use Plan Map and the Land Use Categories is to provide designations to guide the general distribution, location, and extent of the various types of land uses in the City. The categories also describe density and intensity criteria for physical development.

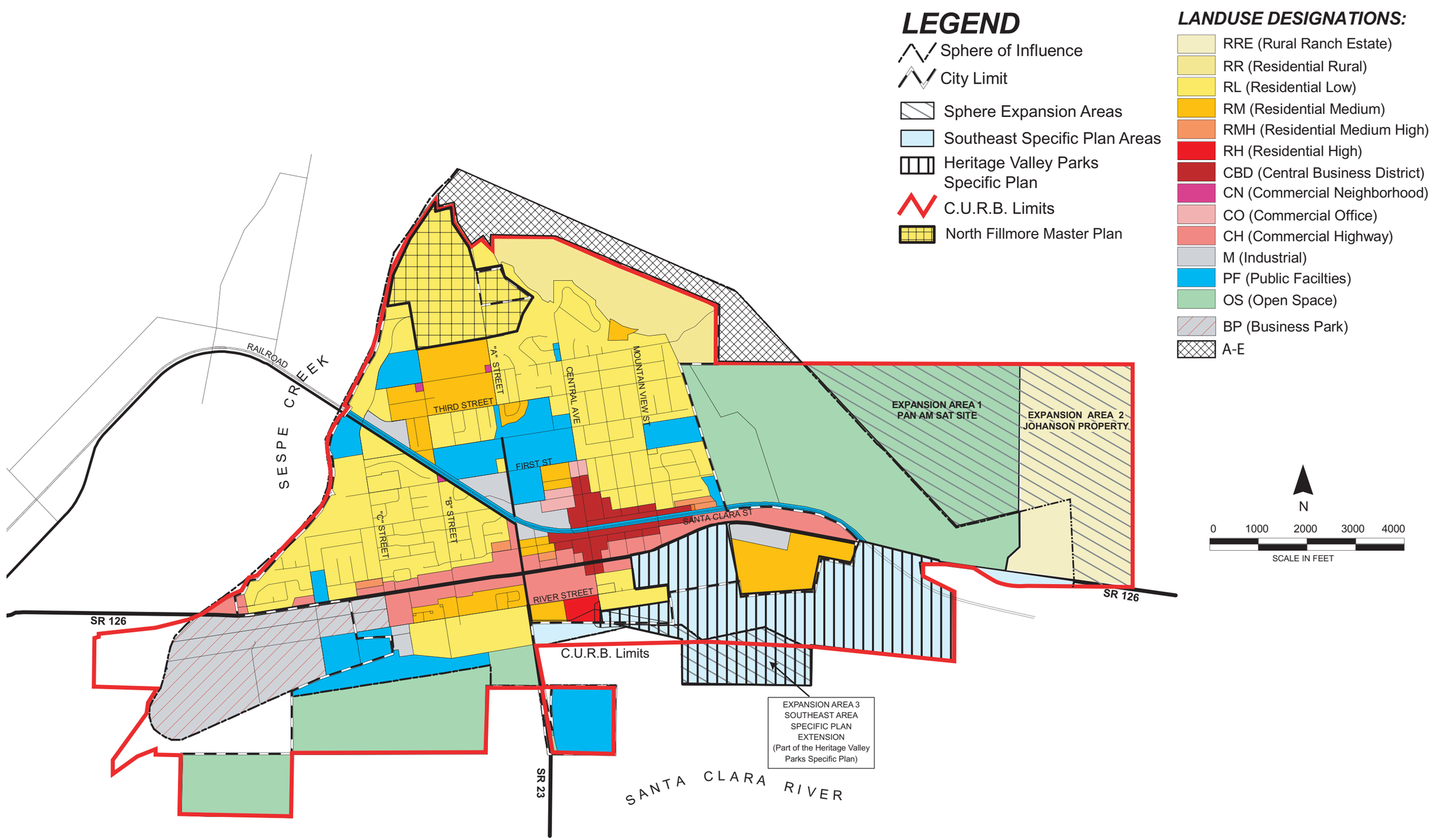
A. Land Use Plan

The Land Use Plan Map, shown in Figure LU-6, illustrates the location of each land use category. In any case where uncertainty exists regarding the location of boundaries of any land use category, circulation alignment, or other symbol or line found on the Land Use Plan Map, the following procedures will be used to resolve such uncertainty:

- *Boundaries shown as approximately following lot lines shall be construed as following such lot lines.*
- *Where a land use category applied to a parcel is not mapped to include an adjacent street or alley, the category shall be considered to extend to the centerline of the right-of-way.*
- *Boundaries shown or approximately following the limits of any municipal corporation shall be construed as following such limits.*
- *Boundaries shown as following or approximately following railroad lines shall be construed to lie midway between the main tracks of such railroad lines.*
- *Boundaries shown as following or approximately following the centerlines of creeks, rivers, or other continuously flowing water courses shall be construed as following the channel centerline of such water courses taken at mean low water and, in the event of a natural change in the location of such water courses, the zone boundary shall be construed as moving with the channel centerline.*
- *Boundaries shown as separated from, and parallel or approximately parallel to, any of the features listed above shall be construed to be parallel to such features and at such distances as are shown on the map.*

B. Land Use Pattern

Table LU-8 illustrates the future distribution of land uses in the City, based on the Land Use Plan shown in Figure LU-6. The proposed expanded sphere of influence would include 1,066 acres. When combined with the 1,749 acres already in the City, the City's planning area would include a total of 4,371 acres. About 51% of this area would be designated for residential uses. The Southeast Area Specific Plan, which would be largely residential, would encompass another 14% of the City's planning area. Commercial land uses would comprise 6% of the planning area, while industrial uses would be about 5% of the area. Designated Open Space would encompass about 17% of the planning area of the City. However, a substantial portion of land designated for other purposes would also remain in open space, because of development constraints including topography and flood hazard. The remaining land would be set aside for public facilities.



Land Use Plan Figure LU-6

Small but important opportunities for new residential development would be concentrated in the Johanson site. Residential infill on existing city land would account for about 40% of new housing built in the City. About half of the infill residential development would occur in the former North Fillmore Industrial Park area. Industrial development would be concentrated in the southwestern portion of the City, as would about 60% of future commercial development. The remainder of potential commercial development would be concentrated in the Central Business District.

Table LU-8. Proposed Land Use Distribution (acres)*

Land Use Category	*Proposed*			*Expansion Areas*				TOTAL
	City	*Sphere*	*Subtotal*	*PanAmSat (Area 1)*	*Johanson (Area 2)*	*Southeast Area Extension (Area3)*	*Subtotal*	
A-E (Ag. Exclusive)	0.0	121.5	*121.5*					
RRE (Rural Ranch Est.)	0.0	0.0	*0.0*		199.2		*199.2*	**199.2**
RR (Residential Rural)	117.3	31.3	*148.6*				*0.0*	**270.1**
RL (Residential Low)	583.2	16.3	*599.5*				*0.0*	**599.5**
RM (Residential Medium)	268.3	9.7	*278.0*				*0.0*	**278.0**
RMH (Res. Med. High)	8.5	0.0	*8.5*				*0.0*	**8.5**
RH (Residential High)	0.2	0.0	*0.2*				*0.0*	**0.2**
CBD (Central Bus. Dist.)	45.7	0.0	*45.7*				*0.0*	**45.7**
CN (Comm. Neigh.)	1.4	0.0	*1.4*				*0.0*	**1.4**
CO (Comm. Office)	9.1	0.0	*9.1*				*0.0*	**9.1**
CH (Comm. Highway)	129.4	3.4	*132.8*				*0.0*	**132.8**
M (Industrial)	41.3	0.0	*41.3*				*0.0*	**41.3**
BP (Business Park)	15.7	188.3	*204.0*				*0.0*	**204.0**
PF (Public Facilities)	214.4	24.0	*238.4*				*0.0*	**238.4**
OS (Open Space)	223.7	303.5	*527.2*	216.8			*216.8*	**744.0**
CN/M (Mixed)	22.6	0.0	*22.6*				*0.0*	**22.6**
SP (Specific Plan)	67.0	172.0	*239.0*			62.0	*62.0*	**301.0**
TOTAL	**1,747.8**	**870.0**	***2617.8***	**216.8**	**199.2**	***62.0***	***478.0***	**3,095.8**

* *Based on Fillmore Land Use Inventory and GIS database, 2002. Shows land use designations, and does not account for areas that are environmentally constrained from future development.*

C. Land Use Categories

The following descriptions of the Land Use Categories are identified as illustrated on the Land Use Map; combined, these form the foundation of the Land Use Element. In cases where interpretation is necessary, the Community Development Director, or Acting Community Development Director, will make an interpretation. This interpretation is subject to appeal to the Planning Commission and City Council. Table LU-9 summarizes each land use category, its

location within the City, and the associated development density or intensity. A detailed description of each land use category follows.

The City's zoning categories use the same designations as those described below. While the Land Use Element provides a broad description of what would be allowed in such areas, the zoning ordinance implements these categories, providing further detail regarding restrictions and allowed uses.

Table LU-9. General Plan Land Use Category Summary

Category	Principal Use Development Intensity/Density
Agricultural Exclusive (A-E)	Single family residential and accessory uses. Agricultural uses allowed. Maximum 1 dwelling unit per 20 acres.
Rural Ranch Estate (RRE)	Single family residential and accessory uses. Agricultural uses allowed. Maximum 1 dwelling unit per 6 acres. Minimum land area per unit is 0.5 acre, when units are clustered.
Residential Rural (RR)	Single family residential and accessory uses. Agricultural uses allowed. Maximum 1 dwelling unit per acre. Minimum land area per unit is 0.5 acre, when units are clustered.
Residential Low Density (RL)	Single family residential and accessory uses. Up to 7 units/acre allowed.
Residential Medium Density (RM)	Single family and multi-family residential with accessory uses. Up to 11 units/gross acre allowed.
Residential Medium High Density (RMH)	Multi-family residential with accessory uses. Up to 15 units/acre allowed.
Residential High Density (RH)	Multi-family residential with accessory uses. Up to 30 units/acre.
Commercial Neighborhood (CN)	Convenience shopping and personal services. *Maximum FAR: 0.50*
Central Business District (CBD)	Retail and services that serve the city as a whole, with tourist-oriented businesses, restaurants, entertainment and offices. Second story residential allowed and first floor residential behind retail allowed, up to 50 units per acre. *Maximum FAR: 2.00*
Commercial Office (CO)	Professional offices, banks, medical clinics. *Maximum FAR: 0.50*
Commercial Highway (CH)	Regionally oriented retail and service development, and highway-oriented commercial uses. Auto sales, restaurants, service stations, and supermarkets would be allowed uses. *Maximum FAR: 0.35*
Industrial (M)	General industrial, custom manufacturing, assembling, and materials processing and storage. Also includes administrative headquarters, research and development facilities, business parks, other commerce and light manufacturing. *Maximum FAR: 0.35*
Business Park (BP)	Includes a variety of commercial and industrial uses, primarily concentrating on light industrial campus-type development and compatible highway commercial uses. *Maximum FAR: 0.25*
Public Facilities (PF)	Hospitals, community centers, government offices, schools, cemeteries, public service facilities, and parks
Open Space (OS)	Communications facilities, equestrian center, mineral extraction, habitat and resource conservation, with some agriculture. No minimum parcel size.
Overlay Districts	
Hillside (H)	Puts development limitations in steeply sloping areas, requiring engineered soil studies.

Category	Principal Use Development Intensity/Density
North Fillmore Master Plan (NF)	Requires Planning Commission review and Master Plan with design standards for residential development, also relating to providing a transition to neighboring uses,
Specific Plan (SP)	Development subject to Specific Plan requirements, to be prepared in accordance with state law.
Conservation/Preservation (C/P)	Requires new development to reflect, preserve, or restore historic structures.
Flood Hazard (FH)	Development subject to Ventura County Flood Control District requirements.
Significant Habitat (SH)	Puts development limitations in significant habitat areas, requiring biological studies.

Residential Land Use Designations

There are six residential land use categories under the General Plan, which address a range of housing types and allowed densities.

Agricultural Exclusive (A-E). The Agricultural Exclusive designation provides for single-family detached housing in a low intensity, rural setting. The purpose of this designation is to assign a basic land use intensity of 1 dwelling unit per 20 acres within rural areas where such development may be appropriate. The designation would also allow agricultural activity, including limited equestrian facilities.

Rural Ranch Estate (RRE). The Rural Ranch Estate designation provides for single-family detached housing in a low intensity, rural setting. The purpose of this designation is to assign a basic land use intensity of 1 dwelling unit per 6 acres within rural areas where such development may be appropriate. This designation would also allow agricultural activity, including limited equestrian facilities. Additional land uses, including churches, schools, parks and day care centers, would be allowed provided they are deemed compatible with surrounding development.

Clustered development may be used to avoid high constraint areas. To provide an example of how this could be accomplished, assume a property owner has a 42-acre parcel. Under the basic permitted land use intensity, up to 7 homes could be built. However, assume that 20 acres are on slopes exceeding 30% and therefore constrained. The 7 units could be clustered on the remaining 22 acres, provided that none of the clustered parcels would be less than 0.5 acres in size.

Clustering may also be used on land that does not have development constraints, at the discretion of the property owner.

Maximum Land Use Intensity: 1 dwelling unit per 6 acres, or 1 dwelling unit per existing buildable lot, if smaller than 6 acres. If development is clustered, the minimum lot size within the clustered area is 0.5 acres.

Residential Rural (RR). The Residential Rural designation provides for single-family detached housing in a low intensity, rural setting. The purpose of this designation is to assign a basic land use intensity of 1 dwelling unit per acre within rural areas where such development may be appropriate. This designation would also allow agricultural activity, including limited equestrian facilities. Additional land uses, including

churches, schools, parks and day care centers, would be allowed provided they are deemed compatible with surrounding development.

Clustered development may be used to avoid high constraint areas. To provide an example of how this could be accomplished, assume a property owner has a 12-acre parcel. Under the basic permitted land use intensity, up to 12 homes could be built. However, assume that 4 acres are on slopes exceeding 30% and therefore constrained. The 12 units could be clustered on the remaining 8 acres, provided that none of the clustered parcels would be less than 0.5 acres in size.

Clustering may also be used on land that does not have development constraints, at the discretion of the property owner.

Maximum Land Use Intensity: 1 dwelling unit per acre, or 1 dwelling unit per existing buildable lot, if smaller than 1 acre. If development is clustered, the minimum lot size within the clustered area is 0.5 acres.

Residential Low Density (RL). This designation provides for low-density neighborhoods with detached single-family dwellings with private yards at a density of up to 7 units per acre. Manufactured homes on permanent foundations would be permitted. Other land uses that serve the needs of a low-density neighborhood (churches, schools, parks, or day care centers) may be permitted when it is determined that they are compatible with the surrounding area. Limited agricultural pursuits could also be allowed under this designation.

Maximum Land Use Intensity: 7 dwelling units per acre.

Residential Medium Density (RM). The RM designation provides for medium density neighborhoods with single-family detached homes, two-family attached or detached homes (condominiums or townhouses, for example), multi-family residential dwellings, and mobile home parks at a density range of up to 11 units per acre. Manufactured homes on permanent foundations would also be permitted. Other land uses that serve the needs of a low-density neighborhood (churches, schools, parks, or day care centers) may be permitted when it is determined that they are compatible with the surrounding area

Maximum Land Use Intensity: 11 dwelling units per acre.

Residential Medium-High Density (RMH). The purpose of this designation is to provide for medium-high density neighborhoods with two-family attached and detached homes (condominiums or townhouses, for example) and multi-family residential dwellings at a density range of up to 15 units per acre. Other land uses that serve the needs of a low density neighborhood (churches, schools, parks, or day care centers) may be permitted when it is determined that they are compatible with the surrounding area

Maximum Land Use Intensity: 15 dwelling units per acre.

Residential High Density (RH). This designation allows for high-density neighborhoods with attached multi-family residential dwellings at a density up to 30 units per acre. Other land uses that serve the needs of a high density neighborhood (churches, schools, parks, or day care centers) may be permitted when it is determined that they are compatible with the surrounding area

Maximum Land Use Intensity: 30 dwelling units per acre.

Central Business District (CBD). Although primarily a commercial designation for the historic downtown area, it can allow residential development in a mixed-use setting. Please refer to the full description of this land use category under "Commercial Land Use Designations."

Maximum Land Use Intensity: 50 dwelling units per acre.

Commercial Land Use Designations

There are four commercial designations under the General Plan, which typically accommodate commercial development, but can under some circumstances allow residential or industrial uses. The plan provides for four commercial categories that serve progressively wider needs: *Commercial Neighborhood*, *Central Business District*, *Commercial Office*, and *Commercial Highway*.

Commercial Neighborhood (CN). This designation provides areas that offer convenience goods and services to local residents without disrupting the residential character of an area. Commercial and office development are appropriate primary uses. These areas are intended to be small in size (typically 5 acres or less) and not geared to provide a multitude of more specialized goods or services serving a community-wide or regional market. Residential uses may be allowed above first floor commercial or office uses.

Typical Uses. The types of goods sold in the neighborhood commercial developments are those that are important to daily family life. The following land uses may be included: markets, convenience grocery stores, drug stores, restaurants, video rental stores, laundromats, bakeries, shoe repair shops, small business offices, and residential development above the first floor, not to exceed 15 units per acre.

Maximum Floor-Area Ratio (FAR): 0.50

Central Business District (CBD). This designation provides for a retail business center with a special emphasis on tourism within the historic downtown area, distinguishing it from all other commercial areas in the City. In this area, commercial establishments are intended not only to serve City residents, but also visitors to the area. A high priority for this area is the establishment and support of street level retail commercial uses to promote a lively pedestrian-oriented district. The CBD designation is implemented by the Downtown Specific Plan, which identifies specific land uses, development standards, design guidelines, and other recommendations.

Typical Uses: Offices, retail uses, hotels and motels, restaurants, theaters, museums, specialty services, mixed commercial/residential development

Maximum Floor-Area Ratio (FAR): 2.00

Commercial Office (CO). This designation provides for administrative and professional offices, financial and limited retail activities serving the general community. High-density residential uses are allowed on the second story of office or commercial development.

Typical Uses: Offices, including but not limited to medical, financial and real estate offices; commercial offices.

Maximum Floor-Area Ratio (FAR): 0.50

Commercial Highway (CH). This designation provides for commercial development, typically oriented to major transportation corridors, including Highway 126. The CH designation also accommodates service and tourist-oriented businesses and offices.

Typical Uses: Service and tourist-oriented businesses, including hotels, motels, service stations, restaurants, truck stops, and rest stops. Also accommodates regional retail outlets and supermarkets.

Maximum Floor-Area Ratio (FAR): 0.35

Industrial Land Use Designations

The Industrial land use category has been developed to encourage the continued viability of existing industrial development while providing encouragement for new industry to locate in the City. In addition, a Business Park (BP) category is proposed to accommodate campus-like light industrial development, particularly along the Highway 126 corridor. Descriptions of these categories follow below.

Industrial (M). The purpose of this designation is to provide land areas that will adequately serve the industrial, light industrial, business park, and office needs of the local and regional economy.

To the extent possible, development in such areas is intended to be compatible with adjacent residential uses. Activities that produce substantial noise, safety, air quality, or visual impacts are not encouraged under this designation. Business parks are encouraged, incorporating design standards that include extensive landscaping and architecture compatible with neighboring non-industrial land uses. Development and performance standards are required to mitigate objectionable characteristics of light industrial development.

Light manufacturing activities are also allowed, provided they would not result in excessive dust, glare, heat, noise, odors, traffic or other safety impacts. This designation would allow limited retail sales, provided they would not exceed 25% of the floor area of the principally permitted industrial use.

In areas determined to be appropriate by the City, and where environmental conditions allow, the Industrial designation may include land uses that are not compatible with residential development, by virtue of their potential to result in substantial dust, glare, heat, noise, odors, traffic or other safety impacts. In such areas, industrial uses that involve the storage, manufacture, or transport of hazardous materials may be appropriate under this designation.

Typical Uses: Light industrial uses, including research and development, or other industrial uses that produce minimal noise or air quality impacts, such as medical technology, printing, publishing, and light fabrication; limited warehousing, offices, business parks. Where appropriate, this designation could also include heavy industrial uses, including assembly of large appliances, high volume freight distribution, chemical manufacturing, concrete and petroleum processing.

Maximum Floor-Area Ratio (FAR): 0.35

Business Park (BP). The purpose of this designation is to provide land areas that will adequately serve City's changing requirements to encourage economic development in the southwestern portion of the community. Development should enhance this gateway location of the City along Highway 126, typically with campus-like designs, subject to specific architectural guidelines for the area. It would include a variety of uses, but primarily commercial/industrial business parks, light industrial uses, and highway commercial development. Development must be designed to include landscaping features and setbacks to ensure compatibility with neighboring land uses. Development in this area should be responsive to non-residential market conditions, encouraging uses that would expand the City's skilled employment base, while minimizing environmental impacts, particularly related to noise, air quality, and aesthetics.

Typical Uses: Business parks, light industrial uses, commercial offices, highway commercial uses, where deemed appropriate, particularly along Highway 126.

Maximum Floor-Area Ratio (FAR): 0.25

Public Facility and Open Space Designations

The Open Space designation is used on land where the conservation of resources is the primary concern. The Public Facility designation is applied to parks, golf courses and other recreational areas. In addition, the Public Facility designation is established for other public lands, typically where utilities, civic or institutional functions are found.

Public Facilities (PF). This designation includes a range of public facilities, including schools, water and wastewater treatment plants, and government buildings. Fire

stations, police stations, libraries, hospitals, and churches would qualify as public facilities. Parks and public golf courses could also be built under this designation. Bikeways and multi-purpose trails would be other examples of recreational public facilities. Cemeteries would also be appropriately designated as public facilities.

Open Space (OS). This designation applies to areas subject to flood hazards, significant groundwater recharge areas, areas adjacent to creekbeds, areas of surface and sub-surface mineral extraction, levees, and publicly-owned landscaped areas. The purpose of this designation is to protect public health and safety, and to preserve or manage environmental resources. Flood control activities, resource protection, and habitat enhancement are appropriate under this designation. Aquatic agriculture, general farming activities, limited communications facilities, and limited resource extraction would also be permitted, if determined to be compatible with the surrounding area. This is an appropriate designation for steep hillsides and significant habitat areas. Bicycle paths and multi-purpose trails may be appropriate in these areas.

D. Development Standards

The following standards of development are applicable to the residential, commercial and industrial land use categories described in the previous section.

Residential Standards

1. **Clustering.** Both within a single designation and among two or more designations, the clustered mixing of residential unit types is encouraged. The following principles shall apply to areas where clustered development is contemplated:

   Activities to Avoid:

   - Disturbing areas within floodways, wetlands, and other sensitive biological habitat areas;
   - Developing on steep slopes, hilltops, and ridges where development will be highly visible; and
   - Excessive grading of hillsides

2. **Maximum Density.** The maximum allowable density shall not be interpreted as the preferred density. Requirements for parking, setbacks, open space will help determine the actual density. Lower densities within a classification are permitted.

3. **Water and Sewer.** Adequate water supply and sewage capacity must be available prior to development.

4. **Environmental Impacts.** All potential environmental impacts must be addressed by the lead agency, and the costs of mitigation shall be borne by the developer and/or land owner, as appropriate.

Commercial and Industrial Standards

1. **Compatibility.** All commercial or industrial development must be compatible with adjacent land uses based on the following criteria:
    a. Local roadway carrying capacity;
    b. Noise;
    c. Lighting, including spillover lighting onto adjacent properties, ambient light levels within a neighborhood, and general visibility;
    d. Visual quality, including design character; landscaping; building mass and bulk; building materials; color and texture; and setbacks;
    e. Signs; and
    f. Accessibility

2. **Water and Sewer.** Adequate water supply and sewage capacity must be available prior to development.

3. **Environmental Impacts.** All potential environmental impacts must be addressed by the lead agency, and the costs of mitigation shall be borne by the developer or landowner.

E. Overlay Districts

Six Overlay Districts requiring special preliminary studies or development standards apply to development in portions of the planning area. Their location is shown on Figure LU-7. Because the development standards shown below are general in nature, specific ordinances should be developed to further define the requirements within each Overlay District. Except as specified for each overlay district, the development standards of the underlying land use category would apply.

Hillside (H). This designation applies to development in areas with an average slope greater than 15%, as shown on Figure LU-7. The intent of this designation is to regulate development intensity in such areas, to minimize health and safety risks to people and property, and to minimize environmental impacts within such areas.

The following general standards apply within the Hillside overlay district:

1. Development, grading activities, and required supporting technical studies shall be based on the following table, and should be coordinated within the framework of the City's Hillside Ordinance:

Average Slope	Maximum Dwelling Units	Grading Restrictions	Required Technical Studies
Less than 15% (areas without H overlay)	Per land use designation	• Per Grading Ordinance	• Per development and environmental review
15-30% (H overlay area)	1.0 per acre, unless required technical studies conclude more could be supported. Clustering encouraged	• Per Grading Ordinance • Major topographic features to be retained; • Development must conform to natural features	• Per development and environmental review • Viewshed analysis • Geotechnical report
More than 30% (H overlay area)	1.0 per parcel; unless required technical studies conclude more could be supported. Clustering encouraged.	• No grading, unless safety hazards, environmental degradation, and aesthetic impacts can be avoided • Major topographic features to be retained; • Development must conform to natural features	• Per development and environmental review • Viewshed analysis • Geotechnical report

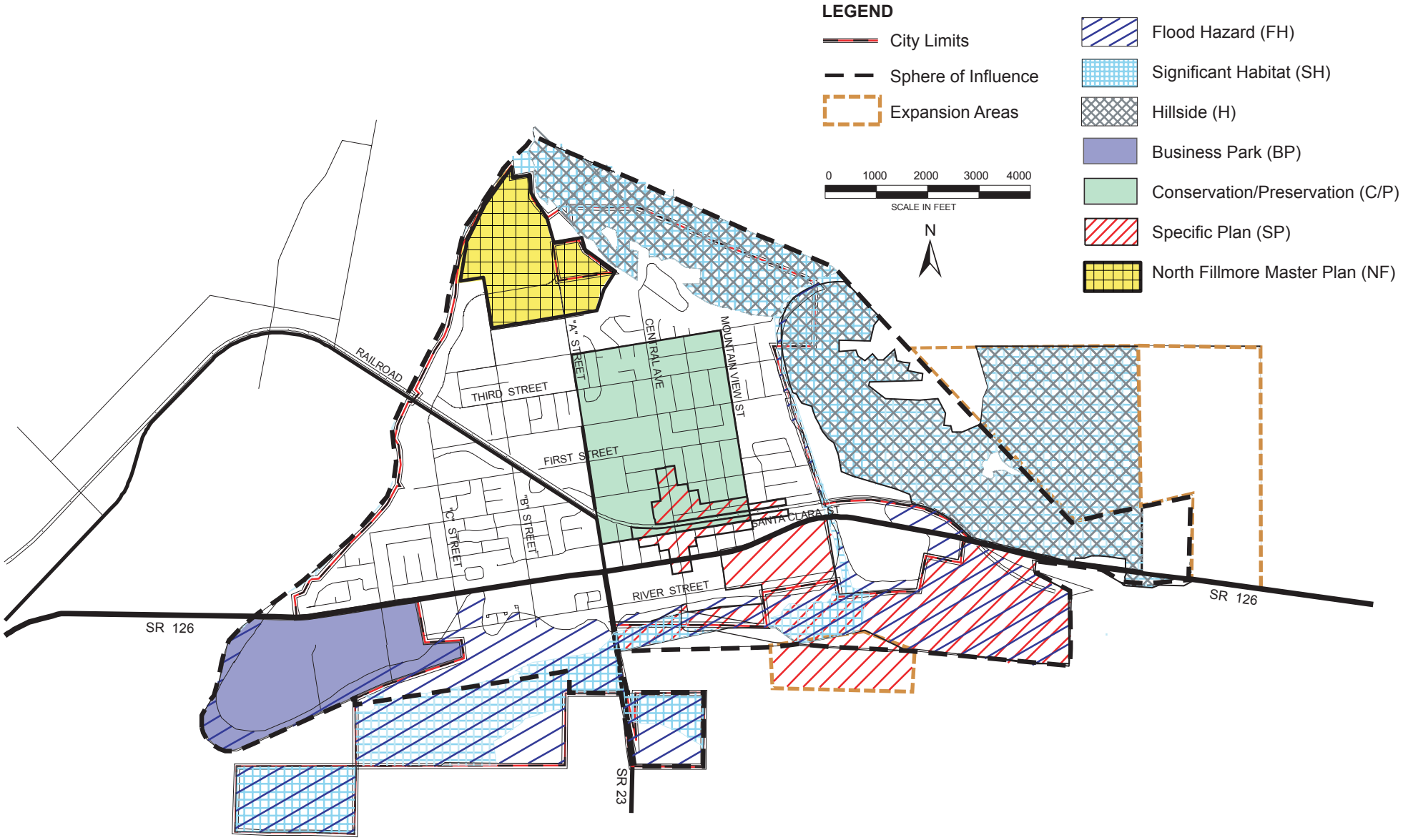
2. Roadway rights-of-way and drainage requirements should respect the natural contours of the hillside, rather than fundamentally altering the hillside. Location and minimum width standards to maintain safety and reduce environmental impacts shall be determined by City Engineering and the City Fire Department in consultation with the Community Development Department.

3. A viewshed analysis shall be performed for development in Hillside overlay areas. This analysis shall include sufficient documentation to illustrate how proposed development would blend into surrounding natural setting. Buildings should be located to preserve existing public views to the extent possible. Ideally, photosimulations would be used, showing the general distribution and intensity of development, the probable colors used, and the context of development in its immediate area. Views of proposed development should be illustrated from prominent public viewing locations. The analysis shall be incorporated into environmental review for the project.

4. A geologic, topographic and engineering soils report shall be provided by the developer with the tentative tract map, or development proposal. The recommendations of this report shall be implemented, including those that may limit development intensity to less than specified in the above table.

5. Grading shall minimize cut and fill and scarring of hillsides, consistent with the Grading Ordinance and as specified by the City Engineer. Grading shall retain major topographic features, avoid ridgelines, and avoid impacts to sensitive biological habitat. The use of prominent retaining walls and other features that cause visual impacts should be avoided.

6. Buildings should be in scale with the natural surroundings. Building heights should be limited so as not to dominate the immediate surroundings, and structures should be stepped down the hillside, rather than prominently jutting out over natural slopes. Building materials should reflect the natural setting, with colors that are based on earthtones, and materials that minimize glare. Textured stucco, natural brick, and coarse block are appropriate. Roof materials shall be made of fire-retardant material.



Overlay Districts

Figure LU-7

7. Landscaping shall be native and fire resistant species. A fuel modification zone of at least 100 feet shall be provided between structures and natural open space areas. Within this area, larger trees and shrubs must be pruned, and fire-resistant groundcover must be used.

8. Residential clustering shall be encouraged, such that development is concentrated on more level areas, while steeper slopes are preserved in a natural state. (Please refer to the Residential Rural Ranch land use category for an example of clustering.)

The engineering and economic practicality of extending urban services to any hillside area must be demonstrated to the City by the developer.

North Fillmore Master Plan (NF). This overlay district is intended for potential residential development in the North Fillmore area. Under the North Fillmore Master Plan, residential development would include densities from 5 units up to 20 units per acre, but the overall area would include no more than 894 dwelling units.

Business Park (BP). The business park overlay is planned for business parks, light industrial uses, commercial offices, and highway commercial uses. The purpose of this designation is to provide land areas that will adequately serve City's changing requirements to encourage economic development in the southwestern portion of the community (as depicted on Figure LU-7). Development should enhance this gateway location of the City along Highway 126, typically with campus-like designs, subject to specific architectural guidelines for the area. It would include a variety of uses, but primarily commercial/industrial business parks, light industrial uses, and highway commercial development.

Conservation /Preservation (C/P). The Conservation/Preservation overlay district is intended to preserve historic resources within the planning area. As shown on Figure LU-7, this district applies to the downtown core of the City, which contains the majority of the City's historic resources, and gives the City much of its character. In general, this area is bounded by A Street, Fourth Street, Mountain View Street, and Santa Clara Street. New development within this overlay district must be compatible in scale and character with the existing older development. New development must also promote the conservation and reuse of existing structures, many of which have historical value. The Conservation and Open Space Element of the General Plan provides expanded discussion on the City's historic resources.

Specific Plan (SP). Specific Plans are adopted by ordinance, and replace underlying zoning within areas in which they are enacted. Two areas within the City include a Specific Plan designation. The Downtown Specific Plan regulates development in the Central Business District, and has already been completed (Figure LU-7). A Specific Plan (or plans) will be required for the Southeast Area as shown on Figures LU-6 and LU-7. Specific Plans must address all aspects of development, including land uses, circulation, infrastructure, design standards, and phasing, for the entire area in question, and forms a detailed development blueprint that furthers the goals of the General Plan. Specific Plans must be written in accordance with Government Code 65450, and relevant implementing guidelines, including

Specific Plans in the Golden State (OPR, 1989). The maximum development parameters of the City's specific plan areas are shown in Table LU-10 below:

Table LU-10. Specific Plan Areas and Parameters

Specific Plan Area	Is Specific Plan Required?	Development Parameters	Size of Area
Downtown	Yes; completed	• Regulates development within the Central Business District	45.7 acres
Southeast Area	Required for any development other than continued agricultural use	• No more than 1,000 homes • Must include Elementary School • Must include 20 acres of community parkland • Must include a neighborhood commercial component • Must include flood control levee • Must include bike paths	301 acres

Flood Hazard (FH). The Flood Hazard overlay applies to all lands within the 100-year flood plain, as defined by FEMA's National Flood Insurance Program maps. These areas are shown on Figure LU-7. It is intended to prevent development from adversely affecting drainage, and to protect lives and property from flood hazards. Any development proposed within the 100-year flood plain shall be subject to review by the Federal Emergency Management Agency (FEMA) and the City Engineer. All costs associated with project design improvements and mitigation measures necessary to reduce or eliminate flood hazard shall be borne by the project applicant.

Significant Habitat (SH). This overlay district applies to highly sensitive biological habitats, including riparian areas supporting threatened or endangered plant or animal species. Any development proposal for property within or adjacent to a designated Significant Habitat (Figure LU-7) shall include an analysis by a qualified biologist (subject to City approval) to assess the impacts of the proposal on the affected habitats or species, with recommended mitigation measures.

Whenever urban uses are proposed adjacent to such areas, a buffer of not less than 100 feet of native and fire resistant vegetation shall be established, based on biological studies of sensitive habitat in the area. All costs associated with project design and mitigation measures necessary to maintain significant habitats shall be borne by the project applicant.