

GOALS



CITY OF FILLMORE

GOALS

1. Protect the environmental resources of the City and surrounding area for the long-range health, safety and general welfare of all citizens.
2. Ensure that residential areas are developed and redeveloped to be healthful, safe, and attractive neighborhoods, served by adequate open space and appropriate community facilities.
3. Ensure that the City's commercial areas are convenient for pedestrian and vehicular access and concentrated into districts which support a variety of retail opportunities, including downtown and highway commercial development.
4. Encourage the development of industrial areas which provide employment opportunities by attracting clean, business park style development which broadens the economic base of the community.
5. Encourage a balanced community with a variety of housing styles, economic activities, and employment and investment opportunities.
6. Encourage housing for all social and economic segments of the community.
7. Manage population growth so as to enhance the economic, social and physical environment of the City.
8. Create opportunities for estate-type residential development in outlying portions of the Planning Area in such a manner as to have orderly development and preserve agricultural resources.
9. Create opportunities for hillside residential development in a safe and attractive fashion which preserves the natural beauty of the hillsides.
10. Incorporate design features in new development that promote architectural integrity and enhance the overall appearance of the community.
11. Provide for the efficient and safe movement of people, goods and services within and through the City.
12. Promote the development of a variety of circulation networks to accommodate the travel, business and recreation needs of all residents.

13. Preserve Fillmore's unique physical and social character at both the neighborhood and community levels.
14. Promote energy and water conservation activities throughout the community.
15. Maintain a sense of natural openness around the urban environment in order to enhance the physical, emotional and mental well-being of the City residents.
16. Provide for the preservation and wise utilization of the region's natural resources.
17. Maintain an acceptable noise environment throughout the community through protection of noise-sensitive areas from the harmful effects of noise pollution.
18. Minimize the risk of exposure by the public to natural and man-made hazards.
19. Provide adequate public services to serve present and future residents.
20. Provide park and recreation facilities that satisfy the diverse recreational needs of all segments of the population.

GENERAL PLAN
1988-2010



INTRODUCTION

This General Plan is the product of an involved process which included professional research and public input from the City Council-appointed General Plan Advisory Committee and the General Plan Steering Committee. The document was originally written by Craig Ewing. Willdan Associates was retained by the City of Fillmore to assure the document's internal consistency, compliance with State of California General Plan Guidelines, and to rearrange the document into its present format.

The time horizon for the General Plan is the year 2010. The Planning Area encompasses the current City Limits, Sphere of Influence and immediate environs. The Planning Area is generally defined to the west and south by the Sespe Creek and Santa Clara River floodways, to the east by the State fish hatchery, and to the north and northeast by hillside slopes of 30 percent and greater gradient. The population projection selected for the time horizon of this Plan is 17,450 persons. This projection reflects a slower growth rate than historically experienced by the City; however, it is generally consistent with the most recently adopted regional population projections included in the Ventura County Air Quality Management Program. It is recommended that the General Plan be reviewed by the City at five-year intervals and this population projection be adjusted to reflect development in the City during the previous five-year period.

This General Plan has been formatted to include Goals and Policies in the front of the document followed by seven General Plan Elements:

- I. Land Use Element
- II. Circulation Element
- III. Housing Element
- IV. Conservation and Open Space Element
- V. Noise Element
- VI. Safety Element
- VII. Public Facilities Element

AB3180, adding section 21081.6 to the Public Resources Code, requires public agencies to adopt a reporting and monitoring program for adopted or required changes to mitigate or avoid significant environmental effects. The

intent of the program is to ensure compliance with mitigation measures during project implementation. Upon adoption of the draft General Plan, a mitigation monitoring program will be prepared to monitor the implementation and effectiveness of required mitigation measures. This monitoring program will be adopted in a separate action.

City of Fillmore General Plan Land Use Element

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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

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| 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 |
| <i>Circulation</i> | |
| 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 |
|---|--------------------------------|
| <i>Urban Form</i> | |
| 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 |
| <i>Environment</i> | |
| 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 |
| <i>Housing and Community Development</i> | |
| 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 |
| <i>Economic Growth</i> | |
| 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 |
| <i>Circulation</i> | |
| 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.

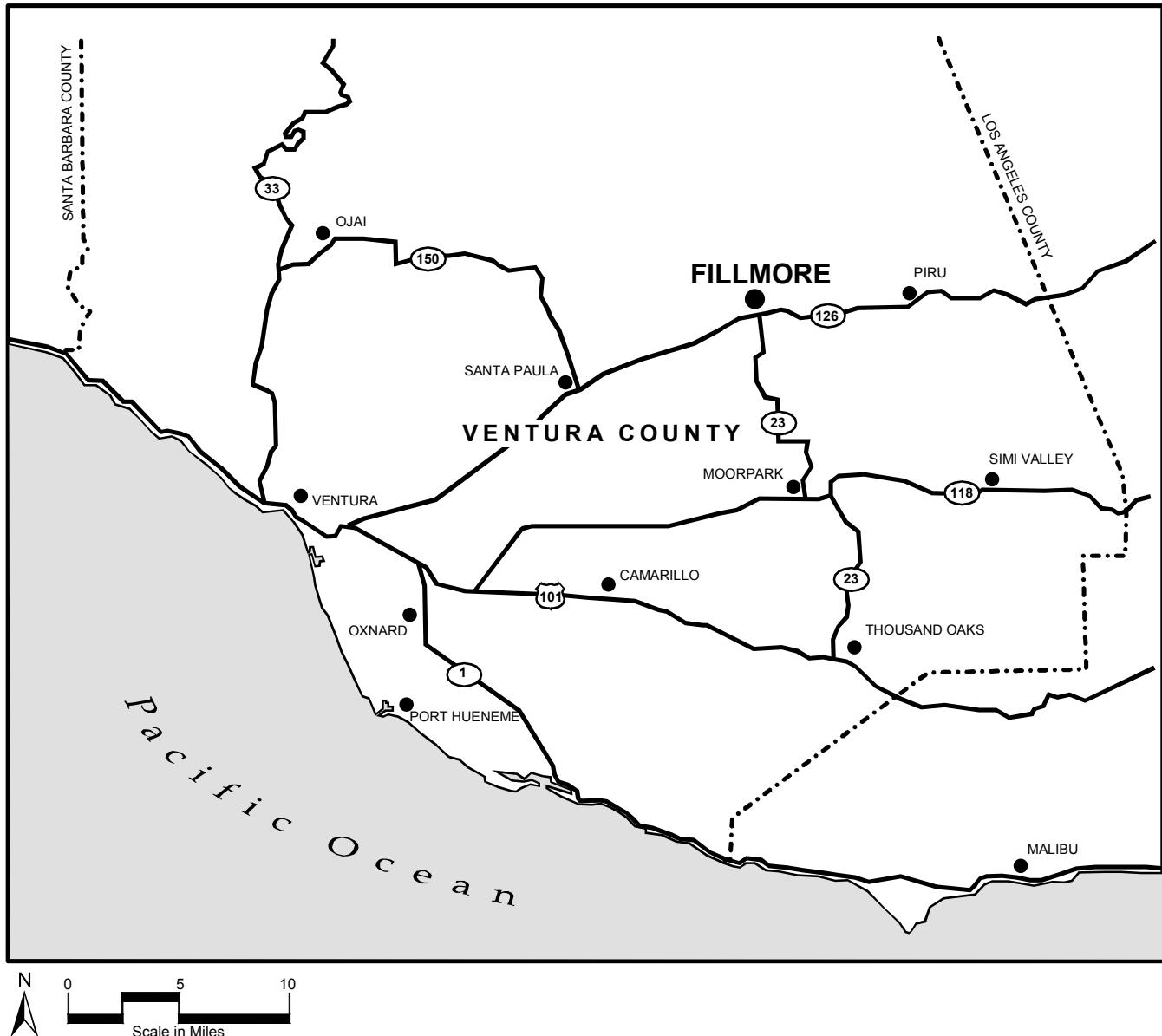
Physical Character. Fillmore has developed physically in a traditional style, with a grid-pattern street system, prominent buildings of architectural interest, an identifiable downtown, and tightly-knit surrounding residential neighborhoods. The community maintains a small town image, mediterranean climate, 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
City of Fillmore

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

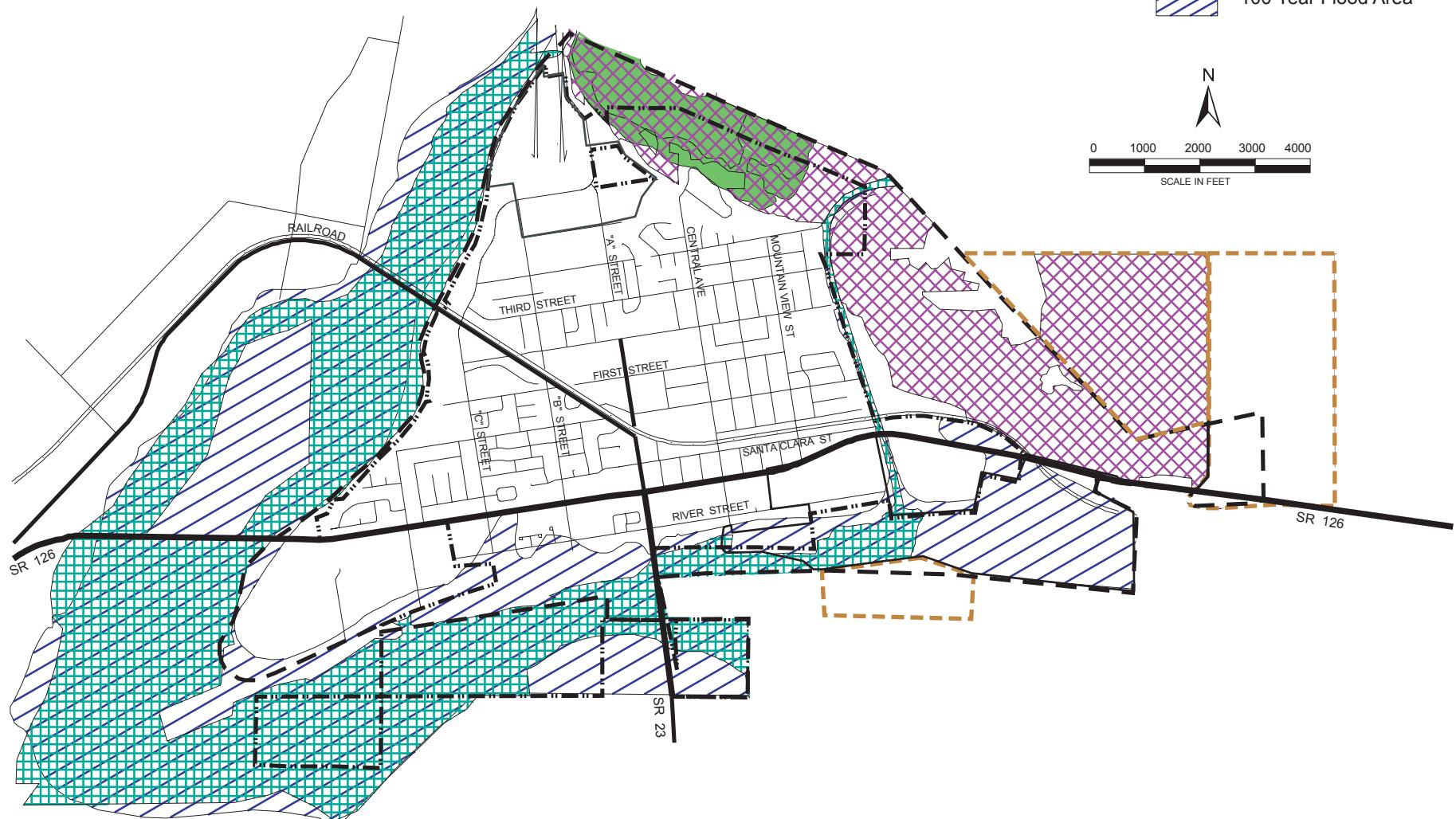
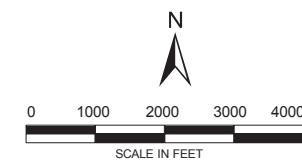


Existing City Limit and Sphere of Influence

Figure LU-2
City of Fillmore

LEGEND

- City Limits
- Sphere of Influence
- Expansion Areas
- Potential Riparian Habitat
- Potential VCSS Habitat
- Slope Greater Than 30%
- 100 Year Flood Area



Environmental Constraints

Figure LU-3
City of Fillmore

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.

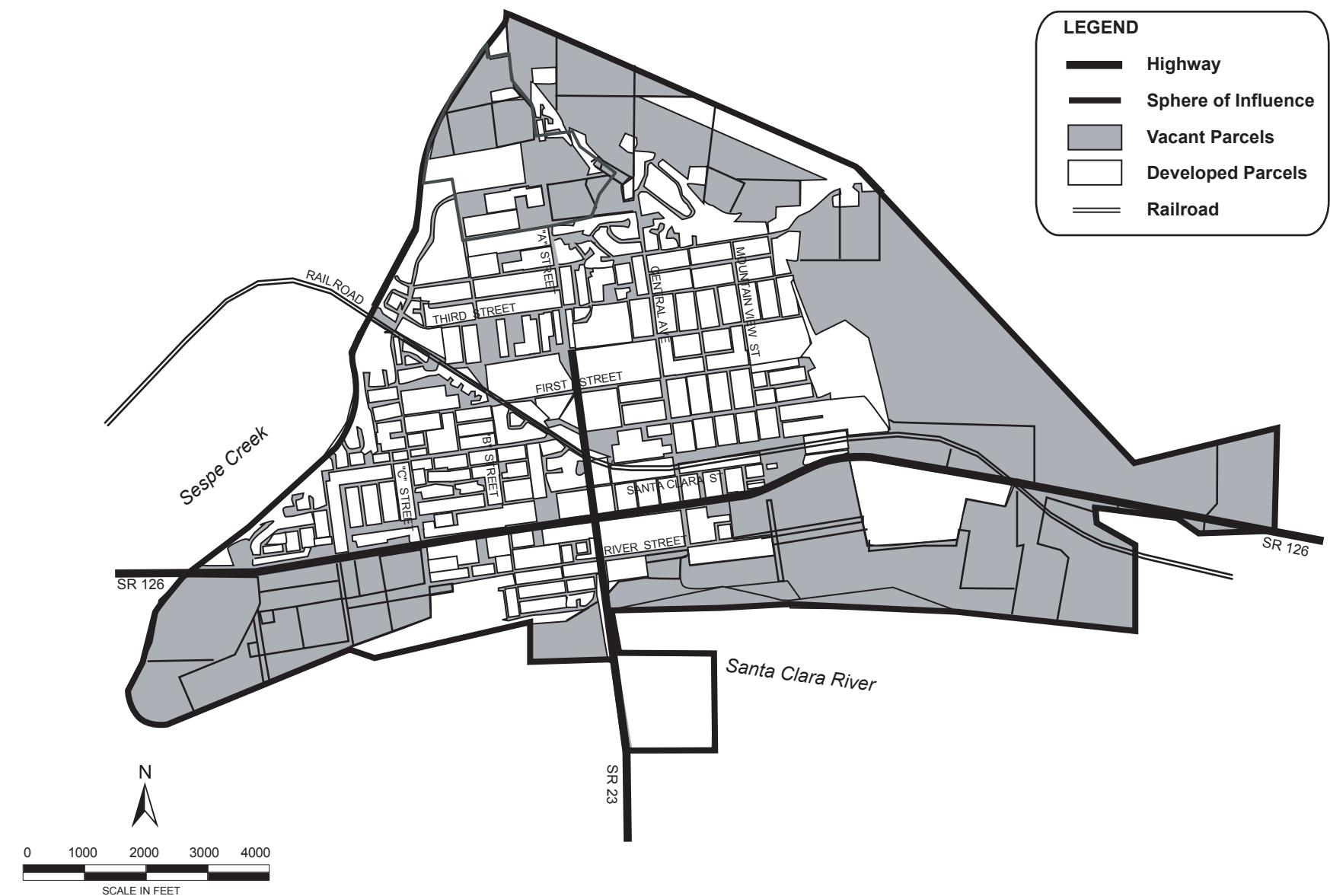
Table LU-3. Existing Distribution of Land Use Designations in Fillmore Sphere of Influence (2003)

| 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% |
| <i>Subtotal Residential</i> | <i>972.6</i> | <i>55.6%</i> | <i>792.4</i> | <i>1,765.0</i> | <i>62.7%</i> |
| 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
City of Fillmore

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 | | | | | | |
| 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 | | | | | | |
| 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 | | | | | | |
| 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).

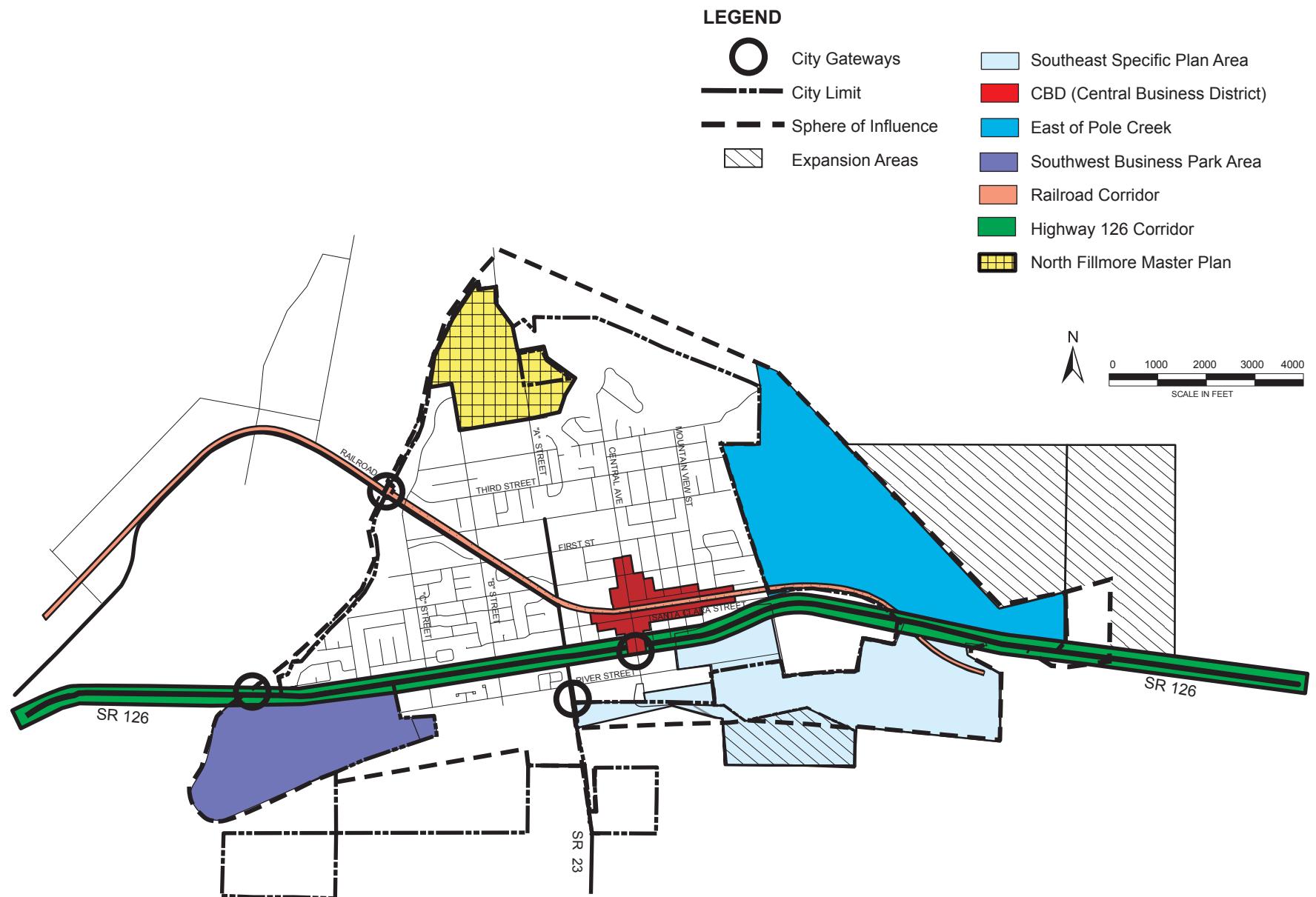
The City's reported January 2002 population was 14,096, an increase of 2,104 since 1990, when the population was 11,992. From 1990 to 2000, the City added 260 dwelling units, an average of 26 per year (Department of Finance, 2001). If that rate continues, it would take about 25 years (till 2025) to build 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
City of Fillmore

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: <ul style="list-style-type: none"> - 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 builds out.*

5. *The City should be able to provide services to the new area. Issue areas that will be considered include adequate water supply, adequate sewer treatment plant capacity, as well as adequate police and fire services.*
6. *A social and economic interdependence should exist between the new area and the existing City.*
7. *The proposed new territory should not contain Prime Agricultural land or be designated as Open Space. Urban uses are to be guided away from Prime Agricultural lands, unless it will not promote orderly and efficient development.*
8. *The proposed new area must be part of the City's General Plan and must be included in all elements.*

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) <i>For continuation of existing uses</i> |
| Johanson Property (Area 2)** | 199 | Agriculture Open Space | Residential Rural Estate (RRE) <i>Would allow residential development of up to 1 unit per 6 acres, subject to hillside restrictions. About 35 dwelling units</i> |
| Southeast Area Specific Plan Extension (Area 3) | 62 | Open Space | Specific Plan (SP) <i>Extension of Southeast Area Specific Plan</i> |
| 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.

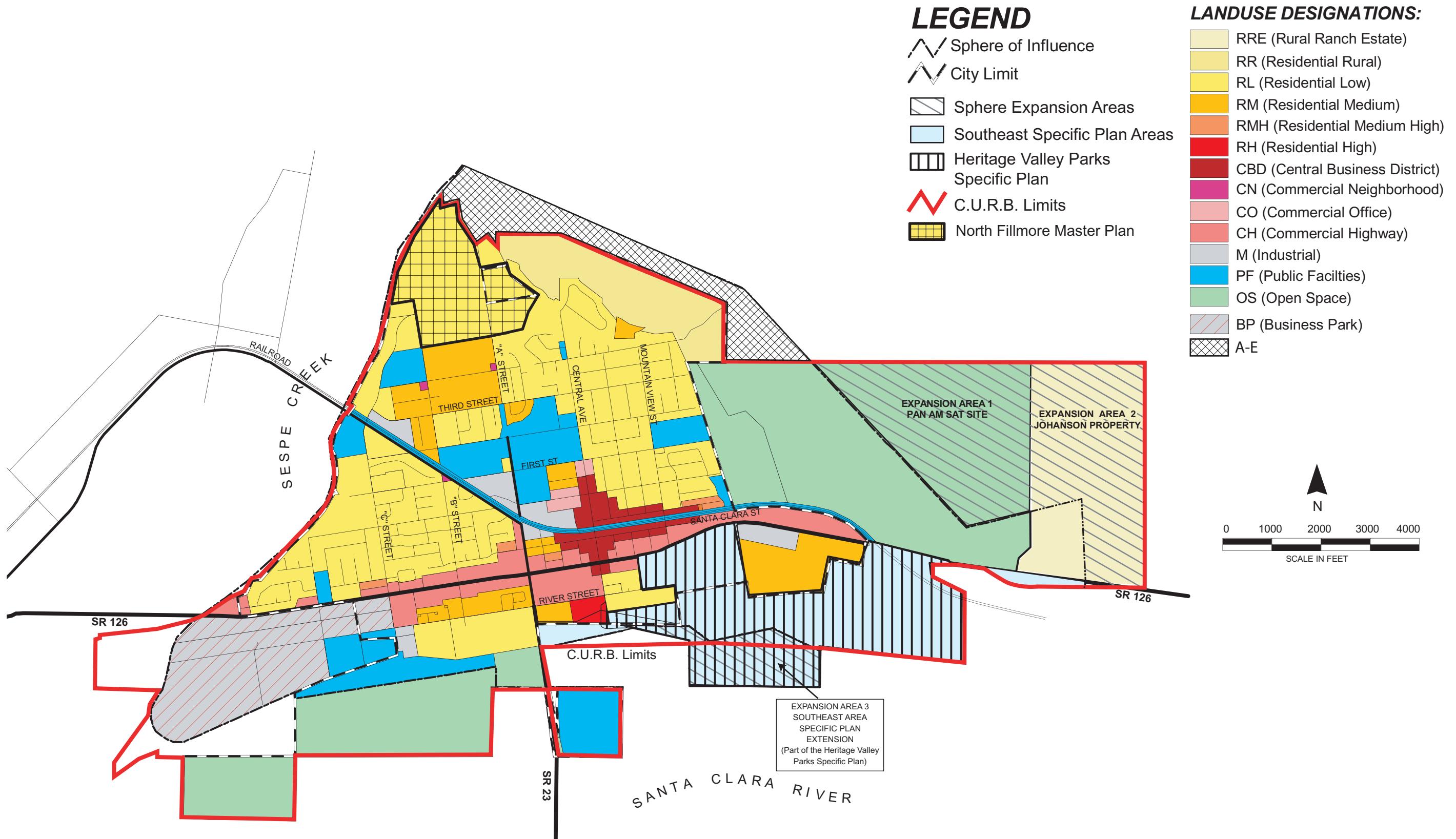
A. Land Use Plan

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.



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. <i>Maximum FAR: 0.50</i> |
| 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. <i>Maximum FAR: 2.00</i> |
| Commercial Office (CO) | Professional offices, banks, medical clinics. <i>Maximum FAR: 0.50</i> |
| 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. <i>Maximum FAR: 0.35</i> |
| 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. <i>Maximum FAR: 0.35</i> |
| Business Park (BP) | Includes a variety of commercial and industrial uses, primarily concentrating on light industrial campus-type development and compatible highway commercial uses. <i>Maximum FAR: 0.25</i> |
| 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.

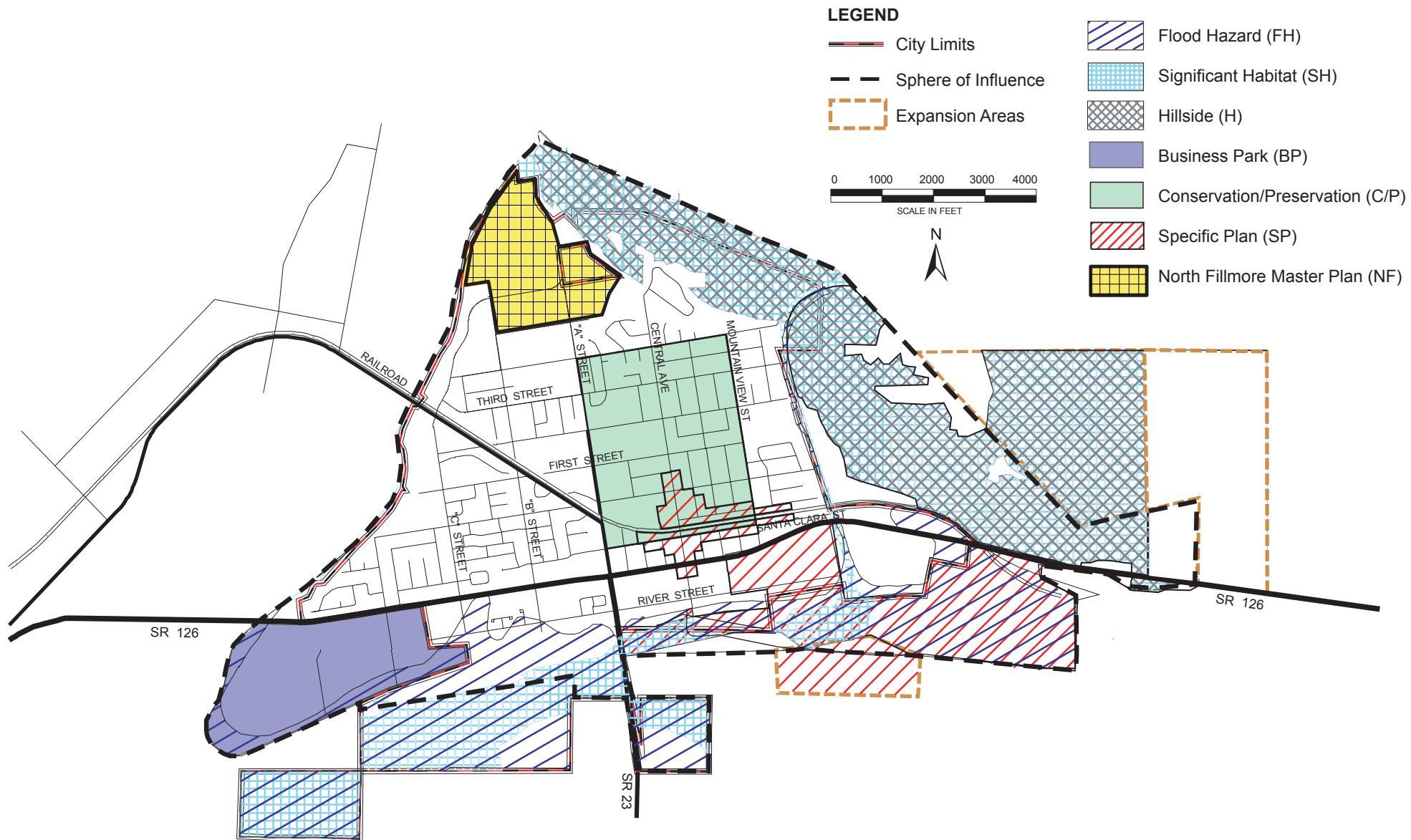
Hillside (H). This designation applies to development in areas with an average slope greater than 15%, as shown on Figure LU-7. The intent of this designation is to regulate development intensity in such areas, to minimize health and safety risks to people and property, and to minimize environmental 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 | <ul style="list-style-type: none"> • Per Grading Ordinance | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Per Grading Ordinance • Major topographic features to be retained; • Development must conform to natural features | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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
City of Fillmore

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 | <ul style="list-style-type: none">Regulates development within the Central Business District | 45.7 acres |
| Southeast Area | Required for any development other than continued agricultural use | <ul style="list-style-type: none">No more than 1,000 homesMust include Elementary SchoolMust include 20 acres of community parklandMust include a neighborhood commercial componentMust include flood control leveeMust 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.

**Final Adopted
Document**



**HOUSING ELEMENT
UPDATE**

Planning Horizon: 2014 to 2021

**City of Fillmore
Planning Department
250 Central Avenue
Fillmore, CA 93015**

HOUSING ELEMENT TEXT

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January 28, 2014

City Council Resolution No. 14-3407

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ES.0 Executive Summary

ES.1 Introduction

Housing is and will continue to be one of the basic needs that must be accomplished within the City of Fillmore. The purpose of the Housing Element is to ensure that adequate provisions are made for meeting the housing needs of all economic segments of the community. Fillmore's Housing Element was last updated on May 13, 2003, for a planning horizon covering the period of 1998 to 2005 (3rd Statutory Cycle). Four years later, the City embarked on a new update for the 4th Statutory Cycle spanning the period of 2006 to 2013, but suspended the process in early 2010. Consequently, the City missed the statutory deadline for updating its Housing Element for the 4th Cycle. As a result, this Housing Element update covers the planning period of 2014-2021 but also addresses unaccommodated needs from prior cycles.

ES.2 Progress Report

Included in the updated Housing Element is an evaluation of the effectiveness of the goals, objectives, policies, and actions of the 2003 Housing Element. There were many factors that affected the City's ability to meet the goals and objectives it established in 2003, including limited staff and funding resources. Below is an abbreviated listing of programs from the 1998-2005 planning period that have continued relevance. These programs have been included in the current 2014-2021 Housing Element with relevant modifications reflecting current conditions (e.g., eliminating reference to the Redevelopment Agency as a result of AB 1x 26, replacing "Community Development Department" with "Planning Department," etc.). In summary, of the 38 programs that comprise the 2014-2021 Housing Plan, 33 consist of programs continued from the prior Housing Element.

Table ES.1. Programs Continued from the Previous Housing Element Planning Period

| Housing Programs (See Section 5.2 for Complete Descriptions) | 2014-2021 Modifications |
|---|------------------------------------|
| Program 1.1.1 - Biennial Evaluation Program | B |
| Program 1.1.2 - Rezoning of Industrial Properties Program | C |
| Program 1.2.1 - Housing Rehabilitation Program | D |
| Program 1.2.2 - Education Regarding Rehabilitation Programs | B |
| Program 1.2.3 - Housing Condition Survey | B |
| Program 1.2.4 - Rental Rehabilitation Program | B, D |
| Program 1.2.5 - Code Enforcement Program | A |
| Program 1.2.6 - Housing Replacement Program | D |
| Program 1.2.7 - Overcrowded Households Program | D |
| Program 1.2.8 - Purchase of Foreclosure & Distressed Homes | B,D |
| Program 1.2.9 - Demolition Assistance Program | D |
| Program 1.3.1 - Implement a Citywide Energy Action Plan | B |
| Program 1.3.2 - Streamline the Permit Process | A |
| Program 2.1.1 - Affordable Housing Inventory; Available Projects | D |
| Program 2.1.2 - Partnership Program | D |
| Program 2.1.3 - 1 st Time Homebuyer Program | D |
| Program 2.2.1 - Support Non-Profit Housing Sponsors | B,D |
| Program 2.3.1 - Maintain a Streamlined Application Process | A |
| Program 2.3.2 - Priority for Affordable Housing Projects | A |
| Program 2.3.3 - Density Bonus Ordinance Update | B |

| Housing Programs <i>(See Section 5.2 for Complete Descriptions)</i> | 2014-2021 Modifications |
|--|--|
| Program 2.3.4 - Second Dwelling Unit Ordinance Update | B |
| Program 2.3.5 - Farm worker Housing Ordinance Update | B |
| Program 2.3.6 - Residential Development Standards | C |
| Program 2.3.7 - Condominium Conversion Policy | B |
| Program 2.4.1 - Community Information | B |
| Program 2.4.2 - Marketing Materials | B |
| Program 2.4.3 - Meet With Potential Developers | A |
| Program 2.4.4 - Housing for Existing Lower-Income Residents | D |
| Program 2.5.1 - Incentives for Mixed Use Projects Downtown | B,C,D |
| Program 3.1.1 - Cooperative Association | B,D |
| Program 3.2.1 - Housing Opportunities for Special Needs Groups | B,D |
| Program 3.2.2 - Coordination with Agencies Serving the Homeless | B,D |
| Program 3.2.3- Emergency Shelters & Special Needs Housing | B |
| 2014-2021 Modifications | A – No Programmatic Change B – Updated Implementation Schedule and Revised Program Scope. C – Updated Site Selection and Production Figures. D - Updated Numeric Goals. |
| Universal Changes | <ul style="list-style-type: none"> • Removed Reference to Redevelopment Agency Throughout. • Qualified Source and Availability of Funding. |

ES.3 Housing Needs

Statutory Parameters

The Housing Element consists of an identification and analysis of existing and projected housing needs along with a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. The analytical and policy-program development process focuses on housing needs attributable to four basic topics: (i) Target Income Groups - extremely low, very low, low and moderate income households; (ii) Special Population Segments - elderly, disabled, female headed households, homeless and farmworkers; (iii) Existing Housing Conditions - affordability, overcrowding and substandard conditions; and (iv) Future Growth Accommodation - adequate sites, suitably zoned, to accommodate an assigned share of future regional growth.

Existing Needs

Target income groups comprise 69% of all households in Fillmore. Comparatively speaking, Fillmore ranks fourth among 11 jurisdictions within the County relative to having the highest concentration of low and moderate income households. Similarly, Fillmore is ranked high (3rd overall) in terms of needs possessed by special population segments. These population segments are recognized under Housing Element law as having a more difficult time finding decent and affordable housing due to special circumstances particular to these groups. In Fillmore, disabled persons and female headed households comprise the largest share of special needs. Overall, persons paying in excess of 30% of their income for housing represent the single biggest housing challenge for current Fillmore residents. This need, along with overcrowding and substandard living conditions, is more pronounced for renters than with owners.

Table ES.2. Summary of Existing Housing Needs

| Target Income Groups | Definition of Terms | % of Fillmore Population |
|------------------------------------|--------------------------------|--------------------------|
| Extremely Low Income | 30% of Adjusted Median Income | 17% |
| Very Low Income | 50% of Adjusted Median Income | 15% |
| Lower Income | 80% of Adjusted Median Income | 18% |
| Moderate Income | 120% of Adjusted Median Income | 19% |
| Special Population Segments | | |
| Elderly | 65+ Years of Age | 10% |
| Disabled | Physical & Developmental | 22% |
| Farmworkers | Agricultural Employees | 6% |
| Homeless | No Permanent Residence | 0% |
| Female Headed Hslds. | Household Without Male Parent | 12% |
| Components of Need | | |
| Overpaying for Housing | 30-35% of Income | 53% |
| Dwelling Overcrowding | >1 Person/Habitable Room | 11% |
| Substandard Conditions | Lack of Essential Facilities | 6% |

Source: U.S. Department of Housing and Urban Development, 2013; American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012; U.S. 2000 Census, American Fact Finder, 2013.

Note: The count of disabled persons is not available from the U.S. 2010 Census; the percentage shown is from 2000.

Future Needs

The Regional Housing Needs Assessment (RHNA) process is prescribed by State law and apportions future Statewide growth (and associated target income housing needs) to local jurisdictions for each Housing Element cycle. The City's last updated Housing Element was approved by HCD contingent upon increasing the density of Medium-High residentially designated properties from 15 to 20 units per acre. This density modification was not subsequently implemented, and as a consequence, unaccommodated needs of target income groups from the 3rd Cycle must be added to the subsequent cycle. The same holds true for unaccommodated needs from the 4th Cycle insofar as a compliant Housing Element was not adopted within the statutory timeframe. This cumulative obligation means that the City must not only address the 5th Cycle allocation of RHNA but also the unaccommodated needs from the 3rd and 4th Cycles.

Table ES.3. Summary of Future Housing Needs

| Housing Element Planning Cycles | Target Income Groups | | | | | |
|--|----------------------|------|-----|-----|-------|-------|
| | E.L. | V.L. | Low | Mod | Other | Total |
| RHNA Goals for the 3rd Cycle | 75 | 75 | 98 | 134 | 427 | 809 |
| Units Constructed (1998 to 2001) | 24 | 25 | 60 | 229 | 15 | 353 |
| Units Constructed (2002 to 2005) | 0 | 0 | 18 | 36 | 126 | 180 |
| Net Available Sites | 43 | 44 | 57 | 91 | 303 | 539 |
| Adjusted Net Total | 7 | 7 | 0 | 0 | 0 | 14 |

| Housing Element Planning Cycles | Target Income Groups | | | | | |
|--|----------------------|------|-----|-----|-------|-------|
| | E.L. | V.L. | Low | Mod | Other | Total |
| RHNA Goals for the 4th Cycle | 102 | 101 | 170 | 202 | 410 | 985 |
| Unaccommodated Need from 3 rd Cycle | 7 | 7 | 0 | 0 | 0 | 14 |
| Units Constructed (2006 to 2009) | 14 | 14 | 29 | 96 | 12 | 165 |
| Units Constructed (2009 to Oct. 2013) | 7 | 7 | 15 | 26 | 3 | 58 |
| Net Available Sites | 180 | 180 | (1) | 919 | 356 | 1,634 |
| Adjusted Net Total | 0 | 0 | 0 | 0 | 0 | 0 |
| RHNA Goals for the 5th Cycle | 80 | 80 | 112 | 128 | 294 | 694 |
| Unaccommodated Need from 4 th Cycle | 0 | 0 | 0 | 0 | 0 | 0 |
| Specific Plan Projects | 11 | 10 | 0 | 606 | 354 | 981 |
| Net Available Sites | 91 | 91 | 17 | 193 | 119 | 511 |
| Adjusted Net Total | 0 | 0 | 52 | 0 | 0 | 52 |

Notes:

1. Totals may not add up precisely due to rounding within each of the individual line items.
2. See Section 3.6 for a complete analysis.

ES.4 Housing Resources and Constraints

Adequate Sites Analysis

The inventory of available sites to accommodate RHNA covers three separate planning periods from 1998 through 2021. For the 3rd Cycle covering the period of 1998-2005, the data set consists of all vacant parcels as of 2002 (regardless of size) used in connection in the adopted Housing Element; for the 4th Cycle covering the period of 2006-2013, the data set consists of vacant parcels only with a size of one or more acres; for the 5th Cycle covering the period of 2014-2021, the data set includes both large and small vacant parcels as of July 2013. These data sets have been separately evaluated for development potential, density suitability and unit affordability. The result of the Adequate Sites Analysis appears in Table ES.3. In summary, there is a residual shortfall of 173 dwellings based on available sites under current zoning.

Constraints Analysis

Chapter 4 contains data and analysis pertaining to the resources and constraints affecting the maintenance, improvement, and development of housing in Fillmore. The analysis focuses on four major topics: (i) availability of sites for residential development (discussed under Adequate Sites Analysis above); (ii) potential and actual governmental constraints on housing (e.g. land use controls, fees, etc.); (iii) potential and actual non-governmental constraints on housing (e.g. land prices, construction costs, and the availability of financing); and (iv) opportunities for energy conservation with respect to new development. The results evidence the following major issues:

- **Land Use Regulations.** Various aspects of the City's existing Zoning Ordinance potentially impair the production of housing for target income groups and special population segments. Of particular concern are regulations dealing with density bonuses, second dwellings and special needs housing (i.e., disabled, farmworkers and homeless). Removal of these constraints are

addressed by the inclusion of Programs 2.3.3, 2.3.4, 2.3.5, 3.2.1, 3.2.3, and 3.2.4 as described in Section 5.4.

- **Financial and Staff Capacity.** Like many jurisdictions in California, Fillmore has been handicapped by the prolonged downturn in the economy coupled with the loss of redevelopment that served as the principal local source of financing affordable housing initiatives. Rather than eliminate worthy programs, the Housing Plan contained in Chapter 5.0 is guided by the assignment of priorities in the allocation of available staff and monetary resources.

ES.5 Housing Plan

The intent of the Housing Element is to ensure that the housing needs of all economic segments of the community will be met through the year 2021. The housing goals and policies included in the Fillmore Housing Element, as well as the actions (Programs) that the City will undertake to meet its housing needs, are detailed in Section 5.4. In addition to continuing programs from the prior Housing Element (Table ES.1), five new programs are proposed.

3.2.4 Reasonable Accommodations for Persons with Disabilities. In furtherance of SB 520 adopted in 2001, the City shall amend the Zoning Ordinance to institute an abbreviated ministerial procedure (in place of a variance requirement), with minimal or no processing fee, expressly designed to accommodate reasonable exceptions in zoning and land use regulations for housing for persons with disabilities (including individuals with developmental disabilities). In addition: (i) the Zoning Ordinance shall be amended to clarify the definition disabled in compliance with SB 812; and (ii) information on the rights of the disabled shall be disseminated in conjunction with Program 3.1.1.

4.1.1 Policy Consistency. The City shall amend the General Plan as necessary to: (i) achieve internal policy consistency with the Land Use Element in regard to Programs 1.1.2 and 2.3.6; and (ii) maintain consistency throughout the Housing Element planning cycle as may be needed to implement the balance of the Housing Plan.

4.1.2 MS-4 Permit Implementation. The City shall actively enforce the requirements of NPDES Permit No. CAS004002, Order No. 09-0057, that implements pollution reduction and control measures for surface water discharge through Low Impact Development (“LID”) and Best Management Practices (“BMPs”). The implementation program shall entail two components: (i) development and imposition of standard conditions of approval on all discretionary land use permits; and (ii) updating locally-adopted CEQA Guidelines to in-corporate review standards, impact thresholds and mitigation measures.

4.1.3 Program Targeting. In all new affordable housing projects, the City shall require that priority occupancy preference be given to lower-income households and special needs population segments that currently reside in Fillmore but who are presently overpaying, living in overcrowded conditions or residing in substandard housing. This requirement shall apply to all inclusionary units required by operation of California Health and Safety Code Section 33413(b), Density Bonus affordable units created under Government Code Section 65915, and all other government-assisted development (including projects receiving tax credit financing) over which the City has discretionary land use authority.

4.1.4 RHNA Process. The City will monitor and actively participate in the regional housing needs assessment process to promote equitable treatment and fair allocation of future growth proportionate to the

community's existing size and percentage of target income households in furtherance of California Government Code Sections 65584(d)(1) and 65584(d)(4)). The City will seek alliances with other Ventura County communities which are similarly impacted and seek relief through all available means including, but not limited to, the League of California Cities.

Table ES.4. Quantified Objectives 2014-2021

| Program | Extremely Low | Very Low | Low | Moderate | Above Moderate | Total |
|------------------|---------------|------------|------------|------------|----------------|------------|
| New Construction | 80 | 80 | 112 | 128 | 294 | 694 (RHNA) |
| Rehabilitation | 6 | 10 | 10 | 10 | 35 | 71 |
| Conservation | 6 | 10 | 20 | 5 | 25 | 66 |
| Total | 92 | 100 | 142 | 143 | 354 | 831 |

1.0 Introduction

1.1 Regional Location

Fillmore is located in the Santa Clara Valley approximately 25 miles east of the Pacific Ocean, at the confluence of the Santa Clara River and Sespe Creek. The narrow valley runs east-west and lies between Santa Paula Ridge to the north and Oak Ridge to the south. The valley floor is about 2 to 3 miles wide in the Fillmore area. The City has an average elevation of 467 feet above mean sea level, while surrounding mountains rise above 4,000 feet. San Cayetano Mountain has the highest local peak at 4,181 feet.

The City of Fillmore is located in the east-central portion of Ventura County. The City of Santa Paula is located 9 miles to the west, with the City of San Buenaventura, also known as Ventura, still further west at the Pacific Ocean. To the south of Fillmore lie the cities of Moorpark (11 miles), Camarillo (20 miles), Thousand Oaks (22 miles), and Simi Valley (22 miles). The unincorporated town of Piru lies about eight miles east of Fillmore. East of Fillmore (24 miles) is Castaic Junction in Los Angeles County and the City of Santa Clarita. Interstate 5 (I-5) runs south from Castaic to metropolitan Los Angeles and north to the San Joaquin Valley. North of the City is the open country of the Los Padres National Forest, including the Sespe Wildlife Preserve. Fillmore's location within the southern California region and the City limits are shown in Figure HE-1.

Fillmore is physically separated from these 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. 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.

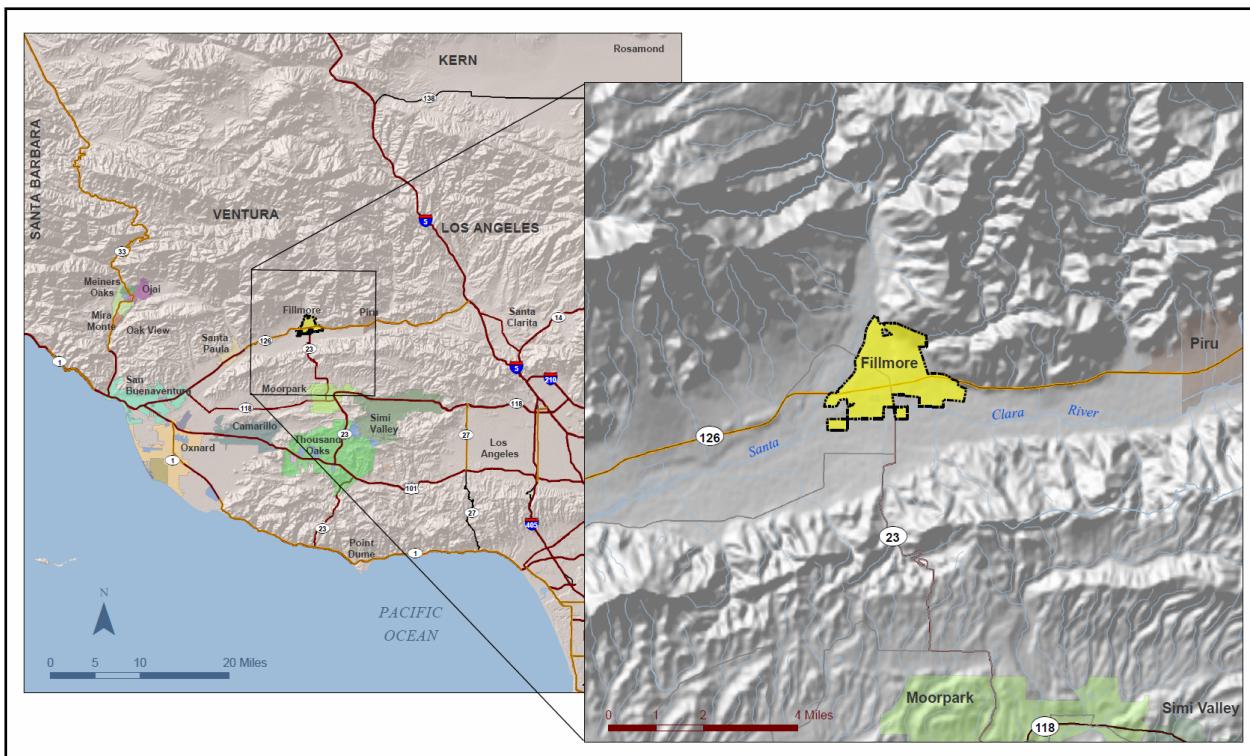
Fillmore is geographically isolated from these larger cities by the Oak Ridge mountain range. Only one road (Grimes Canyon / Highway 23) provides a connection to points south.

The City of Fillmore is party to two greenbelt agreements with the City of Santa Paula and Ventura County, setting forth mutual regulatory control over urban form, the protection of farmland and open space land, the future extension of urban services/facilities, and annexations. The Santa Paula and Fillmore Greenbelt Agreement covers approximately 34,200 acres west of the City of Fillmore. This greenbelt agreement is within Ventura County's jurisdiction in-between the two Cities' Sphere of Influence. In October 2000, the City adopted a greenbelt agreement by ordinance with Ventura County to preserve agricultural lands and reduce sprawl east of the City. The Fillmore/Piru Greenbelt Agreement comprises about 72,000 acres from the City's General Plan Study Area east to the Los Angeles County line.

The greenbelt agreements operate as community separators or buffers, and the participating jurisdictions have agreed not to extend municipal services into greenbelts, or to annex greenbelt land. However, on February 26, 2008, the City of Santa Paula approved the East Area One project, which extends into the greenbelt zone between the City of Fillmore and the City of Santa Paula. Prior to the approval of this project, both cities made an agreement by resolution to not extend development into the greenbelt area. Given the approval of this project, the City of Fillmore has approached the City of Santa Paula to solidify this agreement via an adopted ordinance.

On January 17, 2002, the City Council adopted an ordinance creating a City Urban Restriction Boundary (CURB). The purpose of this ordinance is to establish an urban boundary around the City preserving agricultural areas outside of the City by directing growth inside the City limits.

Figure HE-1. Project Regional & Vicinity Map



1.2 Background and Purpose of the Housing Element

General Plans are a physical statement of a community's vision and consist of policies governing land use, circulation, housing, conservation, open space, noise and safety (each consisting of a separate "Element" to the overall Plan). The Housing Element consists of an identification and analysis of existing and projected housing needs along with a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing. Unlike the other six mandatory General Plan Elements, the Housing Element is unique insofar as State law requires that it must be updated at designated intervals in accordance with specific statutory parameters.

Fillmore's Housing Element was last updated on May 13, 2003, covering a planning period from 1998-2005 (3rd Cycle). Following adoption of the 1998-2005 Housing Element, the City embarked on a new update for the 4th Cycle spanning the period from January 1, 2006, through June 30, 2014. The process began in 2007 and entailed preparation and circulation of two working drafts for HCD review and public comment. Following its receipt of the second draft Housing Element dated August 26, 2009, the City Council elected to suspend the process. Consequently, this current Housing Element spans a period covering both the 4th and 5th planning cycles and builds upon work completed through August 2009.

Under Housing Element law, needs analysis and program development is geared toward: (i) four target income groups - extremely low, very low, lower and moderate; (ii) five special population segments – elderly, disabled, female headed households, farmworkers and homeless; and (iii) three indicators of need – overpaying for housing, dwelling unit overcrowding, and substandard living conditions. In addition, the City is required to accommodate an equitable share of regional housing needs (commonly referred to as “RHNA”) that reflects anticipated future growth throughout the State during each planning cycle. These obligations are cumulative in the event that assigned needs are not otherwise accommodated during previous cycles. For Fillmore, this entails “carryover” from both the 3rd and 4th Cycles.

1.3 Citizen Participation

Governing statutes require that local housing elements be prepared with the participation of all economic segments of the community. In furtherance of this obligation, the Housing Element update process for Fillmore has entailed extensive outreach as summarized in Table 1.A. Spanish translators were provided at orientation workshops and housing advocacy groups were provided advance notice of key meeting dates. As a result, the City received numerous comments throughout the update process spanning a period from October 2008 through September 2013. The City maintained a tracking system to adequately address the comments and concerns made by the public and provided a response to comments received during the update (Appendix E).

Table 1.A. Civic Engagement

| Event | Dates | Noticing | Distribution List (Table 1.B.) | Purpose |
|---------------------------|---|--|-----------------------------------|---|
| Community Outreach | | | | |
| Document Circulation | 1 st Draft - 10/29/08 to 12/29/08 3 rd Draft – 10/21/13 to 1-28-14 | Direct Mailing to Interested Parties | 1 | Solicitation of Comments on Draft Housing Element |
| Stakeholder Meetings | 10/28/09, 11/10/09, 12/16/09 , 1/6/10 & 1/20/10 | Meetings With City Staff as Requested | 3 | Address Comments of Housing Advocacy & Citizen Groups |
| Agency Consultations | 3 rd Draft - 10-10-13 to 1/10/14 | Direct Mailing Pursuant to CGS 65352 et.seq. | 1, 2 | 45-90 Day Agency Review and Consultation Period |
| Public Meetings | | | | |
| Planning Commission | 10/21/09 | 72-Hour Posted Notice | | Presentation of 2 nd Draft HE & Receipt of Public Comments |
| City Council | 2/23/10 | | | |

| Event | Dates | Noticing | Distribution List (Table 1.B.) | Purpose |
|--------------------------|--|--|-----------------------------------|--|
| Public Meetings | | | | |
| Workshops #1 and #2 | 11/18/08 & 1/28/09 (Note: Spanish Translator was Provided for Both Workshops) | 10-Day Published Notice + Direct Mailing to Interested Parties | 1 | Housing Element Orientation, Presentation of 1 st Draft HE & Receipt of Public Comments |
| Workshop #3 | 8/28/13 | 72-Hour Posted Notice (Workshop #3) + Direct Mailed Notice to Interested Parties (Workshop #4) | 1 | Housing Element Orientation, Status Report & Issue Identification for 3 rd Draft HE |
| Workshop #4 | 9/10/13 | | | |
| Workshop #5 | 9/25/13 | 10-Day Published Notice + Direct Mailing to Interested Parties | 1 | Adequate Sites Analysis, Housing Program Refinement & Draft HE Submittal Schedule |
| Adoption Hearings | | | | |
| Planning Commission | 1/15/14 | 10-Day Published Notice + Direct Mailing to Interested Parties | 1 | Formulate Recommendation for City Council Consideration |
| City Council | 1/28/14 | | | Adoption of Updated Housing Element for the 5 th Cycle |

Table 1.B. Public Outreach

| | Interested Parties | Government Code Section 65352 et.seq. | |
|------|---|---------------------------------------|--|
| 1 | California Rural Legal Assistance | | Utility Companies |
| 1, 3 | Fillmore House Farm Workers Committee | 1, 2 | Southern California Gas (The Gas Company) |
| 1, 3 | Ventura County Homeless and Housing Coalition | 1, 2 | Southern California Edison |
| 1, 3 | Cabrillo Economic Development Corporation | | SB 18 Consultation |
| 1 | Areawide Housing Authority of Ventura County | 1, 2 | Santa Ynez Band of Mission Indians |
| 1 | David Roegner | 1, 2 | Coastal Band of the Chumash Indian |
| 1 | Vance Johnson | 1, 2 | Barbareno/Ventureno Band of Mission Indians |
| 1 | Gayle Washburn | 1, 2 | Native American Heritage Commission |
| | Government Code Section 65352 et.seq. | | Special Districts Operating within the City |
| | County of Ventura | 1, 2 | United Water Conservation District |
| 1, 2 | Planning Department | 1, 2 | Watershed Protection District |
| 1, 2 | LAFCO | 1, 2 | Ventura County Resource Conservation District |
| 1, 2 | Flood Control | 1, 2 | Ventura County Regional Sanitation District |
| | Each School District Operating within the City | 1, 2 | Fillmore-Piru Memorial Dist. |
| 1, 2 | Fillmore Unified School District | | Miscellaneous |
| | Association of Governments | 1, 2 | Cal Trans |
| 1, 2 | Southern California Association of Governments | 1 | Planning Commission |
| 1, 2 | Ventura County Association of Governments | 1 | City Council |
| | | | Government Code Section 65353(b) |
| | | 1 | Property Owners Potentially Affected by Programs 1.1.2 or 2.3.6 (Adoption Hearings Only) |
| 1 | Notice of Meeting/Document Availability | | |
| 2 | Housing Plan Summary | | |
| 3 | Stakeholder Meetings | | |

1.4 Definition of Terms

Several terms are used throughout the Housing Element that has particular meanings under California Law. The following presents definitions of key terms to facilitate understanding of the Housing Element. Words appearing in *italics* in a definition are defined elsewhere in this section.

| | |
|---------------------------------|--|
| Affordable Housing | Affordability is a function of household income and housing costs, with adjustments for family size and bedroom count. The limits placed on housing costs are prescribed by State law and vary according to income category and housing unit type as more fully discussed in Section 3.5.2 herein. |
| Affordable Housing Funds | Affordable Housing Funds refers to a variety of local, state and federal sources (other than City General Funds) that may be available to assist in the development, improvement and preservation of housing that is affordable to target income households. |
| Area Median Income | The annual median income for the County of Ventura, adjusted for family size, amended from time to time pursuant to Section 8 of the United States Housing Act of 1937, and published in Title 25, Section 6932, of the California Code of Regulations. |
| Disabled Person | Persons with a disability consisting of: (i) a physical or mental impairment that limits one or more of a person's major life activities; or (ii) a record of having or being perceived as having, a physical or mental impairment. It does not include current illegal use of, or addiction to, a controlled substance (as defined by Section 102 of the Federal Controlled Substance Act. 21 U.S.C. Sec. 802). |
| Emergency Shelters | Housing with minimal supportive services for homeless persons that is limited to occupancy of six (6) months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay. |
| Existing (Housing) Need | Needs of the existing population attributable to: (i) persons paying more than they can afford, overcrowded conditions and substandard housing; (iii) replacement and rehabilitation due to deterioration or removal; (iv) accommodation of persons with special housing needs; and (v) preservation of assisted units at risk of conversion. |
| Family | One or more persons, related or unrelated, occupying a premises and living as a single non-profit housekeeping unit, as distinguished from a group occupying a boarding or lodging house, hotel, club, or similar dwelling for group use. A family shall not include a fraternal, religious, social, or business group. A family shall be deemed to include domestic help employed by the family. |
| Farm Employee Housing | Housing occupied by employees of a farm with a maximum of thirty-six (36) beds in a group quarters or twelve (12) units or spaces. |

| | |
|---------------------------------|--|
| Future (Housing) Need | New construction (or alternative measures allowed by law) needed to accommodate the City's assigned share of regional housing needs (commonly referred to as "Regional Housing Needs Assessment" or "RHNA"). Housing law does not require that new dwellings actually be constructed; rather, the City must simply evidence the capacity to accommodate such construction (or alternative measures). |
| Goal | A statement describing the desired condition that should exist in the housing environment. A goal is typically not stated in quantitative terms, in contrast to an <i>objective</i> . |
| HCD | California Department of Housing and Community Development |
| HUD | United States Department of Housing and Urban Development |
| Household | All the persons who occupy a single dwelling unit, such as a detached house, townhouse, or apartment. A household may consist of one person, unrelated individuals, or a <i>family</i> . |
| Housing Costs | The sum of all of the costs associated with the rental, purchase and maintenance of a dwelling unit as defined in Title 25, Section 6920 of the California Code of Regulations. For renter-occupied dwellings, housing costs mean the total of monthly payments encompassing rent, fees or service charges assessed by the lessor which are required of all tenants (other than security deposits), a reasonable allowance for utilities, and possessory interest, taxes, or other fees or charges assessed for use of the land and facilities by a public or private entity other than the lessor. For owner-occupied dwellings, housing costs mean the total of monthly payments encompassing principal and interest on a mortgage loan, including any loan insurance fees, property taxes and assessments, fire and casualty insurance, property maintenance and repairs, homeowner association fees, and a reasonable allowance for utilities. |
| Objective | The numerical target for some measurable outcome to be achieved by the end of the Housing Element planning period. Objectives must be stated for the rehabilitation, conservation, and development of housing. |
| Policy | A broad statement, consistent with a <i>goal</i> that guides and shapes actions in order to achieve an <i>objective</i> under that goal. |
| Special Needs Housing | Single room occupancy units, congregate care facilities and similar types of special living arrangements for persons and families who possess extraordinary housing needs by reason of economic, social, mental or physical disability. |
| Target Income Households | Under Housing Element law, needs analysis and program development is geared toward four target income groups: extremely low, very low, lower and moderate. These terms are benchmarked against the area-wide median income for Ventura County, determined annually by HCD for each of the State's 58 counties. The upper limit of extremely low income is pegged at 30% of the area-wide median, very low income is pegged at 50%, lower income is pegged at 80% and moderate income is pegged at 120%. |

| | |
|-----------------------------|---|
| Transitional Housing | Buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months. |
|-----------------------------|---|

1.5 Consistency with Other General Plan Elements

The centerpiece of the Housing Element is the Housing Plan which outlines policies and programs to be implemented over an eight-year planning horizon covering the period of October 1, 2013 through September 30, 2021. The Housing Plan for Fillmore (detailed in Section 5.0) encompasses a total of 38 programs. Of these, 33 programs are a continuation from the current adopted 1998-2005 Housing Element and five programs are newly proposed. With the exception of Program 4.1.1, each of the new proposed programs entail regulatory and policy changes that merely implement State law or otherwise compliment the implementation of other programs. In addition, two other programs have substantial changes that differ from the 1998-2005 Housing Element; specifically, Programs 1.1.2 and 2.3.6 that designate sites to be rezoned or densified in order to accommodate the City's assigned share of regional housing needs and affirmatively further the production of housing that is affordable to target income groups.

General Plan law requires that all component elements, whether mandatory or optional, must be consistent with one another. As noted above, 33 programs are a continuation from the 1998-2005 Housing Element and were previously assessed for policy consistency as part of a comprehensive update to the Fillmore General Plan in 2003. No further policy consistency analysis for these particular programs are necessary. Of the remainder, Programs 1.1.2 and 2.3.6 entail density and land use changes that potentially conflict with the current adopted General Plan. To remedy these conflicts, Program 4.1.1 expressly requires amendment of the Land Use Element to align policies of the Housing Element with the balance of the General Plan. Should any other policy inconsistencies arise during the Housing Element planning period, Program 4.1.1 requires that corresponding adjustments be made in the General Plan so as to ensure that all component activities of the Housing Plan can be fully implemented.

1.6 Format of the Housing Element

The Fillmore Housing Element is organized into two volumes: Volume 1 consisting of the Housing Element Text and Volume 2 consisting of the Technical Appendices. Each Volume is contained within a stand-alone document for ease of use. The first Volume consists of four chapters in addition to this introductory chapter:

- Chapter 2.0 Progress Report includes a discussion of the appropriateness and effectiveness of the previously prepared Housing Element (adopted by the City Council in 2003), and the City's progress in implementing the goals and policies of the previous Housing Element.
- Chapter 3.0 Needs Assessment provides a detailed analysis of housing needs, resources, and constraints in the City of Fillmore. Included in this analysis is an inventory of population, households, and housing characteristics, including an evaluation of housing affordability current for the 2014-2021 planning period.

- Chapter 4.0 Housing Resources and Constraints sets forth an analysis of housing opportunities and constraints. The discussion of housing opportunities focuses on an evaluation of the availability of land for the development of new housing within Fillmore. The discussion of housing constraints addresses those factors that serve as barriers to the construction of affordable housing. These include both governmental and market constraints to the production of housing.
- Chapter 5.0 Housing Plan presents housing goals, policies, and action programs to address the housing needs of existing and future residents of the City. While goal and policy statements are general in nature, the housing programs are specific actions necessary to achieve the goals and policy statements adopted in principle. The City's quantified objectives for construction, rehabilitation, and preservation are summarized at the beginning of the Chapter.

The second Volume consists of five Technical Appendices:

- Appendix A..... Land Inventory Data Sets
- Appendix B..... Development Potential by Zone District
- Appendix C..... Affordable Housing Analysis
- Appendix D..... Cumulative RHNA Requirements
- Appendix E..... Civic Engagement – Public Comments and Responses

2.0 Progress Report

2.1 Introduction

Section 65588 (a) of the Government Code requires that each local government shall review its housing element as frequently as appropriate to evaluate all of the following:

- The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goal.
- The effectiveness of the housing element in attainment of the community's housing goals and objectives.
- The progress of the city, county, or city and county in implementation of the housing element.

The City's existing Housing Element was adopted in May 2003, and covers the period from 1998-2005. It is the purpose of this Chapter to evaluate the effectiveness of Fillmore's current adopted Housing Element, the progress in implementing the adopted programs, and the appropriateness of continuing the existing Housing Element goals, objectives, policies, and programs into the future.

2.2 Appropriateness and Effectiveness of the Existing Housing Element's Goals, Objectives, Policies, and Its Implementation

This section evaluates the effectiveness of the goals, objectives, policies, and actions of the 2003 Housing Element. There were many factors that affected the City's ability to meet the goals and objectives it established in 2003, including limited staff and funding resources. However, the City worked to implement as many of the programs as possible.

The success or failure of all the action programs is due in large part to the time City staff is able to devote to the implementation and upkeep of each program. The City has limited staff, and therefore limited available resources to devote to each project. Therefore, many of the programs that were unable to be implemented due to staff availability have been discontinued. This will leave staff more time to devote to the programs that the City believes will create the most meaningful impact on housing issues in this housing element period.

The following provides a review of each action program defined in the 2003 Housing Element. The review summarizes the outcome of each program. If an outcome was less than successful, a summary of the reasons has been provided.

Biennial Evaluation. The Planning Department was to conduct a biennial update of the inventory of available vacant or underdeveloped residential sites that could be developed to meet the projected housing needs. This inventory would be used in discussions with potential developers.

Outcome. Vacant land inventories were conducted in August 2009 and July 2013 to update the inventory of available vacant residential sites which could be developed to meet housing needs.

Recommendation. Continue the program.

Second Unit/Accessory Units. The Planning Department was to actively encourage the use of second units in single-family residential areas where such second units would neither adversely affect nor alter the character of the surrounding single-family neighborhood. The goal was to develop 10 secondary units between 1998 and 2005.

Outcome. There have been five second dwelling units that have been approved, permitted and constructed since 1998. Two additional applications were submitted but withdrawn when it was determined that the applicant was not going to occupy either the main dwelling or the proposed second unit. One other application has recently been submitted and is pending review and approval. According to the City of Fillmore's second dwelling unit/granny flat standards, the applicant for a second unit must also serve as the occupant for either the main dwelling unit or the proposed second unit.

Recommendation. The City will update the Zoning Ordinance to be in compliance with state law (AB 1866) with regard to the future development of second units within the City. Continue the program.

Medium-High Density Residential. The City was to increase the maximum density within the Medium-High residential zone and General Plan designation from 15 dwelling units per acre (du/ac) to 20 du/ac; ensuring that there is a sufficient supply of housing units for all economic segments of the community.

Outcome. The density increase for the maximum number of dwelling units per acre within the Medium-High density residential zone was not implemented during the planning period and there are no remaining large lot vacant parcels (1+ acres in size) with either the R-M or R-MH zoning designations..

Recommendation. Continue the program but target Commercial Housing (CH) parcels (instead of the R-M or R-MH zone) to receive a density increase from 15 to 20 dwelling units per acre.

Monitor At-Risk Projects. The Planning Department was to determine the status of financial incentives for assisted housing projects to determine whether income restrictions on such projects are at risk of being lifted, thereby terminating the affordability of the project. Where assisted housing projects are at risk, strategies were to be developed to preserve their affordability. This was to occur one year prior to the housing element update.

Outcome. According to the California Housing Partnership Corporation (California non-profit organization dedicated to the preservation, expansion, and supply of affordable housing), as of July 2013, there are no federally assisted housing projects in Fillmore. Additionally, no locally or state assisted housing projects in Fillmore are at risk.

Recommendation. Discontinue the program.

Housing Rehabilitation Program. The Planning Department and the former Redevelopment Agency (RDA) were to assist applicants in accessing home rehabilitation loans for low and moderate-income housing, and self-help housing projects.

Outcome. The Planning Department and former RDA assisted 12 applicants in accessing rehabilitation and improvement loans since 1998; and approximately \$330,000 was distributed throughout five of the City's Rehabilitation Programs.

Recommendation. Continue the program.

Community Education Regarding the Availability of Rehabilitation Programs. The Planning Department was to provide information to very low and low-income households and other special needs groups regarding the availability of rehabilitation programs through neighborhood and community organizations and through the media.

Outcome. The City of Fillmore created and mailed a brochure of available rehabilitation programs in June 2003. In 2007, a webpage was made on the City's website for the City's Housing Programs, including the Housing Rehabilitation Program, with a link to the application. The brochure of available rehabilitation programs was last updated in 2003.

Recommendation. Continue the program.

Housing Condition Survey. The City Building Official was to maintain a current housing condition survey of all housing units within the City. This survey should include the number of units in need of rehabilitation or replacement. The survey should begin at the start of the planning period and be continually updated, with a comprehensive update one year prior to the next Housing Element Update.

Outcome. The housing condition survey was assigned to City staff and an implementation schedule was created. The City has identified underdeveloped and dilapidated units on specific parcels which may be eligible for rehabilitation programs in the current planning period.

Recommendation. Continue the program.

Rental Rehabilitation Program. The Planning Department and the former RDA were to provide financial assistance to owners of rental property to rehabilitate substandard units to enable such units to remain affordable following rehabilitation. The goal was to provide financial assistance to owners of five rental properties to rehabilitate substandard units.

Outcome. The City did not receive any applications requesting rental property rehabilitation assistance. Therefore, no financial aid was offered due to lack of applications.

Recommendation. Incorporate community education concerning the availability of this program, and continue the program with modified goals.

Code Enforcement. The City Building Official was to provide ongoing inspection services to review code violations on a survey and complaint basis. It was the goal of this program to eliminate code violations within Fillmore.

Outcome. On average, the City has initiated and closed 61 code enforcement case per year since 1998. The City performs code enforcement on an on-going basis and will continue to do so in the upcoming planning period.

Recommendation. Continue the program.

Housing Replacement Program. The former RDA and Planning Department were to continue the housing replacement program whereby large rehabilitation loan requests are automatically reviewed by the City to determine if replacement, rather than repair would be more cost effective. The goal was to replace 15 dwelling units that would have otherwise undergone costly rehabilitation.

Outcome. Nine dwelling units have been demolished with City assistance at an average cost of \$10,000 per unit. All of these units were removed during the 4th Housing Element cycle (2006-2013). During this time frame, the City facilitated the construction of 100 affordable (deed-restricted) dwellings.

Table 2.A. Affordable Deed-Restricted Housing Construction from 2006-2013

| Deed Restricted Affordable Units | Construction During the 4 th Housing Element Cycle | | | |
|----------------------------------|---|-----------|-----------|------------|
| | V. Low | Low | Mod | Total |
| Park View Senior Apartments | 25 | 25 | | 50 |
| Glenn Stern Apartments | | 1 | 7 | 8 |
| Sarahang Apartments | 1 | | 7 | 8 |
| Dash Gill Subdivision | | 1 | | 1 |
| CEDC Central Station | 14 | 15 | | 29 |
| River Oaks II | 2 | 2 | | 4 |
| Total | 42 | 44 | 14 | 100 |

Recommendation. Continue the program.

Condominium Conversion Policy. The Planning Department was to prepare and adopt condominium conversion standards as set forth in the 1993 Housing Element that would meet the goals of retaining affordable rental units and protection and maintenance of the City's rental market.

Outcome. Ordinance 03-775 was adopted January 24, 2004.

Recommendation. Strengthen and continue program.

Energy Conservation Program. The City Building Official, in association with Southern California Edison and the Southern California Gas Company was to implement an energy conservation program that would minimize the costs of space heating and cooling in new and existing dwelling units.

Outcome. The 2007 California Building Code was updated to address cost-effective building energy efficiency standards. This updated building code was adopted by the City, and will apply to both residential and non-residential buildings. The California Building Code has been revised to address cool roof coatings, and has updated the standards for efficient lighting, duct and pipe insulation, thermal energy storage, ice storage air conditioners, and the use of evaporative cooled condensing units.

Recommendation. Implement program.

Affordable Housing Inventory; Pursue Available Projects. The former RDA was to explore and inventory the variety of potential financial assistance programs from both the public and private sectors to provide more affordable housing units. The Housing Coordinator was to provide assistance to the City in preparation of applications for potential financial assistance programs. Additionally, the Housing Coordinator, on an annual basis, was to specify which programs will be applied for by the City. All available local, state, federal, and private affordable housing programs for new housing and for the conversion and/or rehabilitation of existing housing was to be pursued. The City Housing Coordinator was to apply for the following grants for potential financial assistance:

- One project to assist in the provision of housing accessible for disabled residents (either new housing or retrofit of existing low-income housing)
- Two grants to assist in the provision of housing for farmworkers
- Two grants to assist the rehabilitation of existing low-income housing
- One grant to assist the provision of housing for seniors

Outcome. The City did not apply for the above-listed grants due to staffing limitations.

Recommendation. Continue the program.

Partnership Program. The Planning Department and former RDA were to meet regularly with non-profit, private, and other public entities to examine opportunities for cooperative efforts to expand the City's supply of affordable housing for special needs groups. These special needs groups include farmworkers, elderly, single-parent households, disabled, large families, and the homeless. The goal was to familiarize non-profit, private, and other public entities involved in the production of affordable housing for special needs groups within the City of Fillmore, and thereby facilitate interest on the part of these entities in developing affordable housing for special needs groups in Fillmore.

Outcome. The City invited proposals from various housing builders for a particular project which needed to satisfy its RHNA requirement. The project was ultimately awarded to the Cabrillo Economic Development Corporation (29 units). The project was approved by the City Council in 2007 and has since been constructed. The City also conducted public workshops with the public during the planning process of the North Fillmore Specific Plan, which was approved in July of 2006 and subsequently modified with the passing of Measure I. Furthermore, the City Planning staff meets with prospective affordable housing builders at the office counter regularly when they inquire about the City's planning process and requirements.

Recommendation. Continue the program.

Support Non-Profit Housing Sponsors. The Planning Department and the former RDA were to support non-profit corporations in their efforts to make housing more affordable to very low, low, and moderate-income households. The effort was to include supporting grant applications, identifying available sites for housing development, and City involvement in the development of such sites.

Outcome. The City worked with Cabrillo Economic Development Corporation to create a 29-unit farmworker housing apartment/condominium project. The project was approved by the City Council in 2007. The City also facilitated the development of the Park View Apartments (50 units for very low and low-income seniors) which completed construction in March 2007.

Recommendation. Continue the program.

Maintain a Streamlined Application Process. The Planning Department, City Engineer, and Building Official were to continue efforts to streamline and improve the development review process, as well as eliminate any unnecessary delays and restrictions in the processing of development applications. This program's goal was to minimize the costs of residential development within Fillmore attributable to the time it takes to review development applications and plans.

Outcome. The City has streamlined the plan check process by reducing the number of plan check reviewers from five to three, thereby reducing the amount of time required for the review. The City has also implemented a plan tracking number system.

Recommendation. Continue the program.

Density Bonus Ordinance. The Planning Department was to monitor statutory requirements for municipal density bonus requirements to ensure that City density bonus provisions comply with state requirements.

Outcome. The City currently implements a Density Bonus Ordinance; however, the ordinance is not up to date with current state provisions. The ordinance will be revised in accordance with state regulations and implemented during the upcoming planning period.

Recommendation. Continue the program.

Density Bonus Provision. The Planning Department and the former RDA were to grant density bonuses for the provision of affordable housing units as required by state law.

Outcome. The City has granted three density bonuses since 1998. The first bonus was granted in June of 2002 (Resolution No. 02-2574) to the Park View Apartments, which is a built project consisting of 50 units for very low and low income seniors. The second density bonus was granted in January 2003 to the Rachel Apartments for a mixed use project consisting of retail space and 21 units. The third density bonus was granted to KB Homes in June of 2003 for a residential project consisting of 110 units. Neither of the latter two projects has been built.

Recommendation. Continue the program.

Priority Building Inspections for Affordable Housing Projects. The Building Official was to give priority to very low and low-income housing projects for the building inspections that are carried out during various stages of the construction process.

Outcome. Priority inspections were given to the Saratoga Apartments and Maggie Apartments during the 3rd Housing Element cycle, as well as each of the affordable projects listed in Table 2.A. that were constructed during the 4th Housing Element cycle.

Recommendation. Continue the program.

Review and Revise the Congregate Care Housing Approval Process and Requirements. The Planning Department was to review and revise the congregate care housing approval process and requirements to ensure that they are appropriate for use toward the approval of farmworker housing.

Outcome. The City has adopted Ordinance 03-774 in March of 2004 which contains specific requirements for farmworker congregate housing. Further revisions to the Zoning Ordinance are now required in order to implement the provisions of Health & Safety Code 17000 (Sections 17021.5 and 17021.6 of the Employee Housing Act), permitting farmworker housing serving six or fewer persons by right in all residential zones and treating “agricultural housing complexes” meeting the state criteria of 36 beds or 12 units/spaces (maximum) as an allowed agricultural use not requiring a conditional use permit or other zoning clearance.

Recommendation. Update the Ordinance by July 2015.

Community Information. The Planning Department and the former RDA were to undertake a program to work with HCD to prepare and provide information to the community about annual incomes for typical occupations and the equivalent buying power of these incomes in today's housing market, including the annual income ranges of very low, low, and moderate-incomes, and of the typical occupations that fall into these categories. Additionally, the information was to include examples of different types of affordable housing projects and how they can fit into a community. The implementation of this program was to promote community understanding of affordable housing and very low, low, and moderate-income categories, thereby reducing potential community resistance to affordable housing development.

Outcome. The Community Information Program has not yet been implemented.

Recommendation. Continue the program.

Marketing Materials. The Planning Department was to prepare marketing materials to be provided to the building industry, outlining opportunities for the development of new above moderate-income single-family housing within Fillmore. The goal of this program was to promote the development of needed above moderate-income housing to meet quantified objectives for new housing to meet the needs of that income group.

Outcome. Marketing materials outlining these opportunities have not yet been prepared.

Recommendation. Continue the program.

Meet With Potential Developers. The Planning Department and the City Manager were to actively seek out and conduct an annual meeting with potential developers of downtown infill sites, as well as potential developers of above moderate-income housing as a means of generating interest on their part to undertake residential projects within the City.

Outcome. The City has been conducting meetings with potential developers of downtown infill sites and above moderate-income housing. This includes developers of the Green Apartments, Stern Apartments, Maggie Apartments, Park View Apartments, Shah Condominiums, CEDC condominiums and apartments, and the 501 Santa Clara, Reider, River Oaks, and Saticoy Lemon projects.

Recommendation. Continue the program.

Housing for Existing Very Low- and Low-Income Residents. The Planning Department and the former RDA were to utilize CDBG funds for infrastructure improvements and available federal, state, and local housing development programs to undertake development of housing projects for Fillmore's existing very low, and low-income households who are living in dwellings that are in need of replacement. The goal of this program was to provide housing assistance to 150 very low or low-income Fillmore residents.

Outcome. The City used former RDA funds to support the construction of 50 low-income senior apartments for the Park View Apartments project; and 29 additional units in the Cabrillo Central Station project.

Recommendation. Continue the program.

Review the Potential for an Inclusionary Housing Policy. The Planning Department was to assess the potential for implementation of an inclusionary housing policy. The goal of an inclusionary housing policy would be to increase the supply of affordable housing for very low to moderate-income families. This policy would encourage developers to construct a certain percentage of new dwelling units as affordable housing.

Outcome. An evaluation was completed on February 22, 2005. The City Council voted to not implement an inclusionary housing policy because the City Council believes the current statutory requirement to provide affordable housing in connection with all new housing development within the City's designated redevelopment project areas a more effective means to achieve affordable housing as opposed to allowing a developer to pay in-lieu fees, which may not assure that the City's affordable housing goals will be attained.

Recommendation. Program completed.

Additional Development Incentives for Mixed Use Projects within the Downtown Area. The Planning Department and the former RDA were to use voluntary incentives to encourage the production of affordable housing as part of mixed use projects. Within the downtown area, incentives for the production of mixed use affordable housing were to be provided in addition to City density bonus incentives.

Outcome. Presently, the Downtown Specific Plan offers the following incentives for mixed-use projects: 100 percent lot coverage; zero setbacks; parking in-lieu fee program; three story buildings at corner properties and mid-block; a maximum density up to 50 du/acre; and one required parking space per dwelling unit. Additional planned measures include the establishment of a new Affordable Housing Opportunity overlay zone to facilitate RHNA goals.

Recommendation. Continue the program.

Increase the Allowable Density of Housing within the Downtown Area. The Planning Department, Planning Commission, and City Council were to consider amending the Downtown Specific Plan to allow an increase in residential density to a maximum of 50 units per acre over 4.7 acres, with a maximum of 201 units within the Downtown Specific Plan area. The goal of this increase was to provide sufficient land inventory to meet the quantified objectives for the development of housing to meet the needs of very low-income households.

Outcome. The Specific Plan was amended on November 13, 2001 to increase the residential density from 15 units per acre up to 50 units per acre. The following projects approved in the Downtown Specific Plan area are either approved, under construction, or already built and occupied:

- Green Apartments (6 units) approved but not yet built.
- Shah Condominiums (18 units), approved but not yet built.
- CEDC Central Station (29 units), built and occupied.
- Saratoga Apartments (8 units), built and occupied.
- Maggie Apartments (8 units), built and occupied.
- Park View Apartments (50 units), built and occupied.

Recommendation. Program completed.

Cooperative Association. The Planning Department and the former RDA were to continue to refer cases and questions to the Ventura County Fair Housing Institute and/or the Housing Rights Center for enforcement of prohibitions on discrimination in lending practices and in the sale or rental of housing. Additionally, the City was to create a brochure in English and Spanish, explaining how complaints can be filed. The brochure was to be made available at City Hall in the Planning Department, and throughout the community in places such as bus stops, public libraries, community centers, local social centers, and other public locations.

Outcome. The City has provided Community Development Block Grant (CDBG) funding to the Housing Rights Center for the completion of housing brochures (in both English and Spanish) which are made available at City Hall. The brochures address a variety of housing issues and how citizens can deal with these issues in the City.

Recommendation. Continue the program.

Housing Opportunities for Special Needs Groups. The Planning Department was to provide housing opportunities to meet the special housing needs of farmworkers, elderly, disabled, large families, and the homeless by giving priority funding to development projects that include a component for special needs groups in addition to other lower income households.

Outcome. The City prioritized funding for the Park View Apartments project (50 low-income units for seniors) and the Cabrillo Economic Development Corporations project (29 unit farmworker housing project).

Recommendation. Continue the program.

Coordination with Agencies Serving the Homeless. The Planning Department was to cooperate with public (Ventura County Housing Authority) and private assistance agencies to develop housing (including transitional housing), family counseling, and employment programs for the homeless. The goal of this program was to develop housing self-sufficiency for those who are currently homeless by working with appropriate agencies to implement housing and employment programs.

Outcome. In 2007, the City provided CDBG funding to County of Ventura Human Services Agency to help fund a public service called "Rain Project Transitional Living Center", which provides transportation services to the homeless. Homeless people are transported to multiple locations

countywide to places such as career centers, vocational training facilities, job interviews, and medical facilities.

Recommendation. Continue the program.

Remove Constraints on the Production of Housing for Disabled Residents. The Planning Department was to analyze and determine whether its development policies and ordinances create any constraints on the development, maintenance, and improvement of housing intended for persons with disabilities, consistent with Senate Bill 520, which was enacted January 1, 2002. The analysis was to include an evaluation of existing land use controls, permit and processing procedures, and building codes. If any constraints were found in these areas, the City was to initiate actions to address these constraints, including the removal of the constraints or provision of reasonable accommodation for housing intended for persons with disabilities.

Outcome. Due to limited staff resources, the City has not yet completed this activity. In addition, new measures are now proposed to implement the provisions of SB 2 and SB 812 adopted during the past Housing Element cycle.

Recommendation. Continue the program.

3.0 Needs Assessment

3.1 Introduction

3.1.1 Statutory Requirement

Section 65583(a) of the California Government Code requires the Housing Element to include an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs. The assessment and inventory must include the following:

- An analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing needs for all income levels. These existing and projected needs shall include the locality's share of the regional housing need.
- An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition.
- An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.
- An analysis of potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures. The analysis shall also demonstrate local efforts to remove governmental constraints that hinder the locality from meeting its share of the regional housing need.
- An analysis of potential and actual non-governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including the availability of financing, the price of land, and the cost of construction.
- An analysis of any special housing needs, such as those of the handicapped, elderly, large families, farm workers, families with female heads of households, and families and persons in need of emergency shelter.
- An analysis of opportunities for energy conservation with respect to residential development.
- An analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to termination of funding contracts, mortgage prepayment, or expiration of restrictions on use.

3.1.2 Demographic Imbalance

Target income groups comprise 69% of all households in Fillmore. Comparatively speaking, Fillmore ranks fourth among 11 jurisdictions within the County relative to having the highest concentration of low and moderate income households. Similarly, Fillmore is ranked third highest in terms of needs possessed by special population segments. These population segments are recognized under Housing Element law as having a more difficult time finding decent and affordable housing due to special circumstances particular to these groups.

3.1.3 Housing Affordability

The City has very favorable statistics with regard to the cost of ownership and rental housing compared to the County at large (Figure HE-3), yet there is a high percentage of existing residents who are paying more than what they can afford for the homes they live in. This anomaly is attributed to the disproportionate percentage of target income groups that make up the resident population compare to other jurisdictions. In short, Fillmore has a very affordable supply of housing but its demographics distort its availability.

Figure HE-2. Existing Needs Demographics

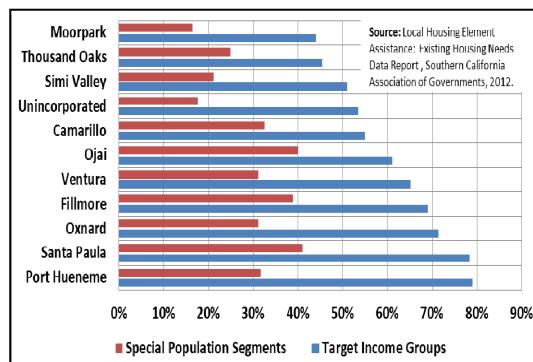
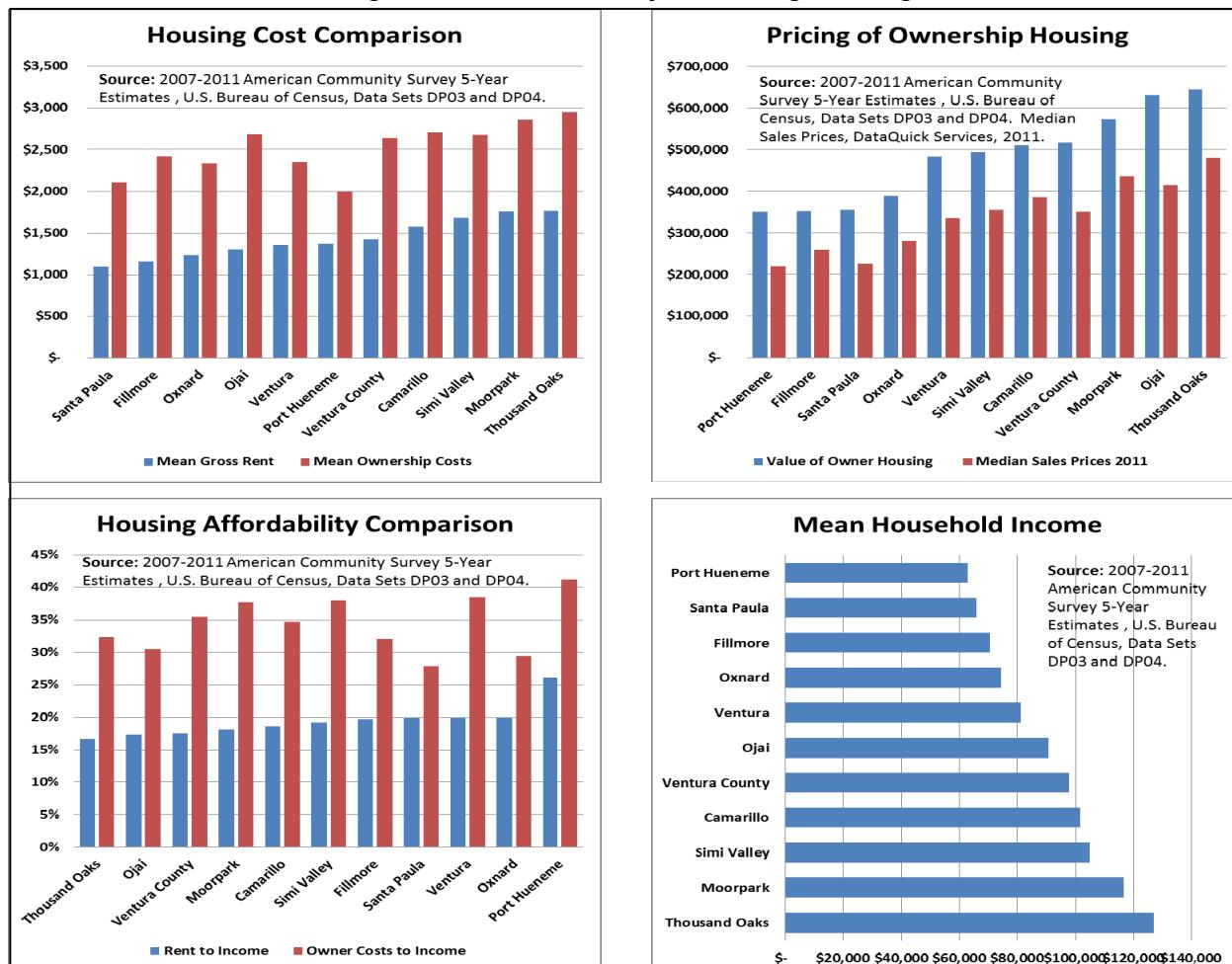


Figure HE-3. Affordability of Existing Housing



3.1.4 Equitable Apportionment

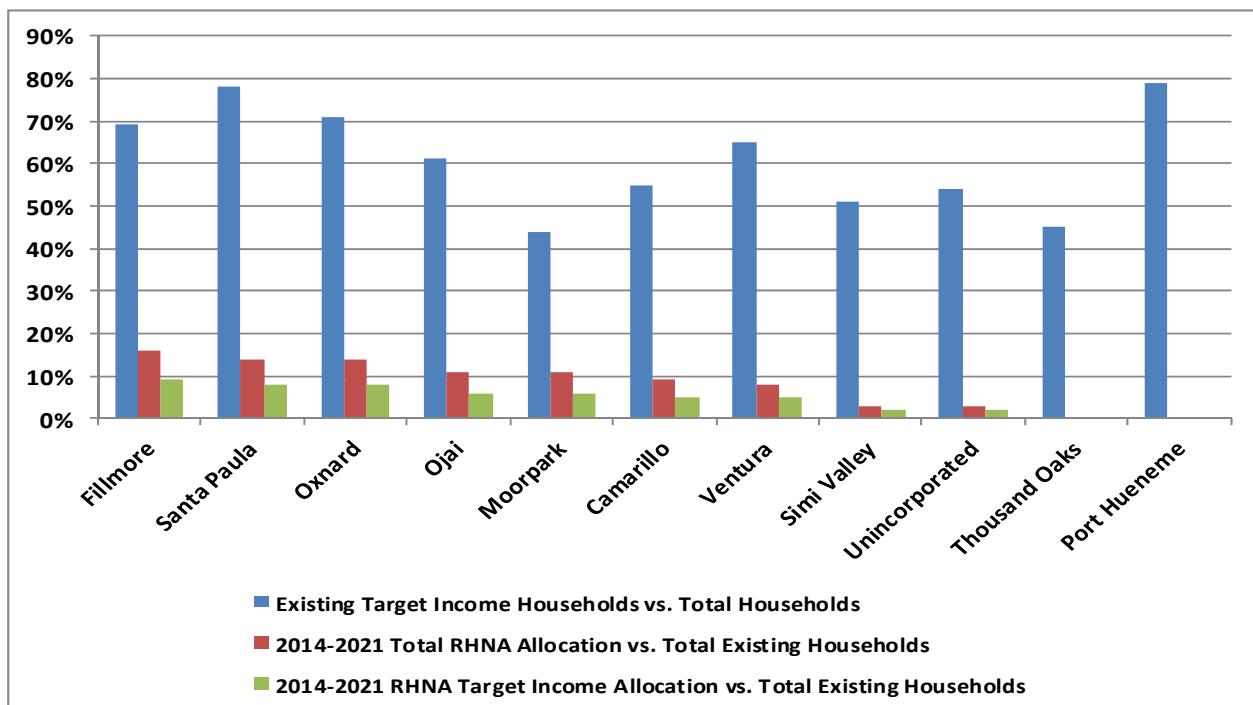
State housing law requires that in allocating future housing needs by income level, the local Council of Governments avoid further “impaction,” which is the concentration of target income households in excess of what a community already accommodates compared to other communities within the region (California Government Code Section 65584(d)(4)). As depicted in Table 3.A. and Figure HE-4, Fillmore is disproportionately burdened in the allocation of RHNAs for the 2014-2021 planning cycle.

Table 3.A. Distribution of RHNAs Allocations

| | Existing Target Income Households vs. Total Households | 2014-2021 Total RHNAs Allocation vs. Total Existing Households | 2014-2021 RHNAs Target Income Allocation vs. Total Existing Households |
|----------------|--|--|--|
| Fillmore | 69% | 16% | 9% |
| Santa Paula | 78% | 14% | 8% |
| Oxnard | 71% | 14% | 8% |
| Ojai | 61% | 11% | 6% |
| Moorpark | 44% | 11% | 6% |
| Camarillo | 55% | 9% | 5% |
| Ventura | 65% | 8% | 5% |
| Simi Valley | 51% | 3% | 2% |
| Unincorporated | 54% | 3% | 2% |
| Thousand Oaks | 45% | 0% | 0% |
| Port Hueneme | 79% | 0% | 0% |

Source: RHNAs Allocations, Southern California Association of Governments, October 4, 2012 (5th Cycle).

Figure HE-4. Distribution of 2014-2021 RHNAs Allocations



Source: RHNAs Allocations, Southern California Association of Governments, October 4, 2012 (5th Cycle).

3.2 Employment and Population Characteristics

3.2.1 Total Population

Between the beginning and end of the 3rd (1998-2005) and 4th (2006-2013) Housing Element cycles, the population of Fillmore increased from 13,339 to 15,175, translating to an average annual increase of 0.865%. During the same period, the growth in households was even less at 0.786% per year. Together, these numbers translate to larger household sizes, growing from 3.528 persons per household in 1998 to 3.598 persons in 2013. Another notable trend has been the rate of increase between the two past Housing Element cycles. In this regard, the growth rate in both population and households has slowed dramatically during the 4th Cycle compared to the prior planning period. At the same time, the rate of growth in the size of households has more than doubled. This is generally reflective of the recessionary economy and housing slump that the nation (California in particular) has experienced over the past few years as less housing has been built and more people are living together.

Table 3.B. City of Fillmore Population, 1998 - 2013

| Year | Population | | | Households | | | Persons Per Household | | |
|------|--------------|----------|-------|--------------|----------|-------|-----------------------|----------|-------|
| | Actual Total | Increase | | Actual Total | Increase | | Actual Total | Increase | |
| | | No. | % | | No. | % | | No. | % |
| 1998 | 13,339 | | | 3709 | | | 3.528 | | |
| 2006 | 14,550 | 1,211 | 9.08% | 4,050 | 341 | 9.19% | 3.543 | 0.015 | 0.43% |
| 2013 | 15,175 | 625 | 4.30% | 4,171 | 121 | 3.00% | 3.598 | 0.055 | 1.55% |

Source: California Department of Finance, E-5 Population and Housing Estimates, for Cities, Counties, and the State, 1998-2013

3.2.2 Population Projections

Forecasts adopted by the Southern California Association of Governments (SCAG) indicates that the rate of population and household growth in Fillmore during the 2014-2021 Housing Element cycle will increase dramatically from that experienced during the previous two periods. SCAG's forecasts an increase of approximately 1,808 persons and 583 households between the period of 2014 and 2021 which is nearly the same as the total growth experienced in the previous two planning periods combined.

Table 3.C. City of Fillmore Projected Population, 2008-2020

| Year | Population | Households |
|---------------------------------|------------|------------|
| 2008 | 14,900 | 4,100 |
| 2020 | 18,000 | 5,100 |
| Average Annual Rate of Increase | 1.59% | 1.84% |

Source: Adopted Growth Forecast, Southern California Association of Governments 2012.

3.2.3 Age Distribution

Understanding age distribution in the community is important because it affects the housing market. A declining number of young children can result in a change in the types of housing units being sought.

Childless adults tend to have a higher combined income and prefer certain amenities, increasing the demand for condominiums or units in planned unit developments. An elderly population creates a demand for units with common recreation facilities and easy access to commercial, medical, and transportation facilities. Inflationary pressures within the housing market can create disadvantages for the elderly on fixed incomes.

It is typical that a small younger community, such as Fillmore experience a particular demographic cycle. As the community matures, its school age children grow up and begin forming their own households. Often, mature communities that emphasized single family housing during their earlier growth phase do not have a sufficient supply of housing that is affordable to these emerging households. Thus, a generation of new adults is sometimes forced to move away from their community in order to seek starter (often rental) housing.

In addition, many small communities find that the types of housing that were well suited to young families are not particularly well suited to seniors and empty nesters (non-senior adults whose children have grown and started their own households). Thus, seniors and empty nesters often look to sell their homes, and move into housing that is smaller and better suited to their needs. Sometimes suitable housing for such older adults is not available in the community they made their homes in, and they are forced to move to other areas. Typically, a new generation of young families moves into the community. School age population increases, and the community once again has many young families in residence.

As noted above, not only does a community's demographic makeup change over time, so does its housing needs. If it is important to the community to retain its youth and elderly populations, it is important that a variety of housing types and styles of residential development be provided, including rental and starter housing, as well as housing for young growing families, empty nesters, and the elderly. Between 2000 and 2010, U.S. Census data indicates a gradual aging of the City's population as the percentage of persons below 45 years of age has declined from 72% to 68%, while persons above this threshold increased from 28% to 32%. Overall, the median age has risen by two years. This trend coincides with the downturn in housing construction that occurred during this period as fewer new families arrived in the community. As the housing market improves, it is expected that this trend will moderate and the demographics will return to a distribution comparable those recorded in 2000.

Table 3.D. City of Fillmore and Ventura County Age Distribution 2000 & 2010

| Age | 2000 | | 2010 | |
|--------------------------|---------------|---------------|---------------|-------------|
| | Population | Percent | Population | Percent |
| Under 5 years | 1,142 | 8.4% | 1,269 | 8.5% |
| 5-19 years | 3,695 | 27.1% | 3,784 | 25.2% |
| 20-24 years | 1,040 | 7.6% | 1,036 | 6.9% |
| 25-44 years | 3,956 | 29.0% | 4,141 | 27.6% |
| 45-64 years | 2,394 | 17.5% | 3,221 | 21.5% |
| 65 years and over | 1,416 | 10.4% | 1,551 | 10.3% |
| Total | 13,643 | 100.0% | 15,002 | 100% |
| Median Age | 29.8 | | 31.9 | |

Source: U.S. Department of Commerce, Bureau of the Census, 2000 and 2010 Census Reports.

3.2.4 Ethnicity

Table 3.E provides the 2000 and 2010 breakdowns of the racial and ethnic distribution of the City of Fillmore by percentage of the population. Between 2000 and 2010, U.S. Census data indicates a demographic shift in the City's population as the percentage of Caucasians declined from 31% to 23%, while the Hispanic population increased from 67% to 75%. Over this same time frame, the County's Hispanic population increased from 33% to 40% while Caucasians declined from 57% to 49%. In summary, the change in ethnic make-up in Fillmore parallel those of the County at large; however, the percentage that Hispanics comprise of Fillmore's population is nearly twice as large as that of the County as a whole.

Table 3.E. City of Fillmore Ethnicity 2000 & 2010

| Ethnicity | 2000 | | 2010 | |
|--------------------------|------------|---------|------------|---------|
| | Population | Percent | Population | Percent |
| White | 4,178 | 30.6% | 3,400 | 22.7% |
| Hispanic | 9,090 | 66.6% | 11,212 | 74.7% |
| Black (African American) | 26 | 0.2% | 44 | 0.3% |
| Native American | 69 | 0.5% | 42 | 0.3% |
| Asian, Pacific Islander | 108 | 0.8% | 133 | 0.9% |
| Other Race | 24 | 0.2% | 29 | 0.2% |
| Two or More Races | 148 | 1.1% | 142 | 0.9% |
| Total | 13,643 | 100.0% | 13,643 | 100.0% |

Source: U.S. Department of Commerce, Bureau of the Census, 2000 and 2010 Census Reports. Southern California Association of Governments, 2013.

3.2.5 Employment Characteristics

According to the SCAG, there were approximately 3,200 employment opportunities in the City of Fillmore in 2008. Near the end of the 5th Housing Element cycle, SCAG forecasts 3,500 jobs, and by 2035 SCAG forecasts 3,900 employment opportunities. These statistical projections translate to a steady decline in a local jobs/household ratio.¹ This means that businesses within the community are dependent upon bringing in workers from other communities. In summary, the statistics specific to Fillmore suggests a growing imbalance between employment and population, contrary to regional transportation goals that promote sustainable communities. This affirms the need for proactive measures in future Housing Element cycles to ensure that RHNA allocations are appropriately distributed throughout the region.

¹ Communities having a lower jobs/housing balance are referred to as being "housing rich", indicating that there are more workers than jobs in the community. This means that workers within the community are dependent upon jobs in other communities. Communities having a higher jobs/housing balance are referred to as being "Jobs rich", indicating that there are more jobs than workers in the community. This means that businesses within the community are dependent upon bringing in workers from other communities.

Table 3.F. City of Fillmore Employment Projections

| Year | Employment Projections | Household Projections | Jobs/Household Ratio |
|------|------------------------|-----------------------|----------------------|
| 2008 | 3,200 | 4,100 | 0.78 |
| 2020 | 3,500 | 5,100 | 0.68 |
| 2035 | 3,900 | 5,900 | 0.66 |

Source: 2012-2035 Regional Transportation Plan/Sustainable Communities Strategy Growth Forecast, Southern California Association of Governments, April 4, 2012.

3.3 Household Characteristics

3.3.1 Average Household Size

As noted earlier in Section 3.2.1, total population between the beginning and end of the 3rd (1998-2005) and 4th (2006-2013) Housing Element cycles increased by approximately 14%. During the same period, the growth in households increased by smaller percentage, resulting in rise in the number of persons per household from 3.528 persons in 1998 to 3.598 persons in 2013. This is generally reflective of the recessionary economy and housing slump that the nation (California in particular) has experienced over the past few years as less housing has been built and more people are living together. It is expected that this trend will moderate downward as the economy improves and housing starts turn upward.

3.3.2 Income

Under Housing Element law, needs analysis and program development is geared toward four target income groups: extremely low, very low, lower and moderate. These terms are benchmarked against the area-wide median income for Ventura County, determined annually by HCD for each of the State's 58 counties. Table 3.G. displays the income limits current as of 2013. As shown in Tables 3.H. and 3.I., the City accommodates a greater percentage of low and moderate-income households than do other communities in the County. Overall, the City ranks 4th among other County jurisdictions in regard to having the highest concentration of target income groups. Most notably, households earning less than 80% of the areawide median income represent 50% of all households in Fillmore.

Table 3.G. City of Fillmore 2013 Household Income Definitions

| | Upper Limits of Household Income | | | | |
|----------------------------|----------------------------------|----------|----------|-----------|-----------|
| | 0 | 1 | 2 | 3 | 4 |
| No. of Bedrooms | 0 | 1 | 2 | 3 | 4 |
| Household Size | 1 | 2 | 3 | 4 | 5 |
| Area Median Income (AIM) | \$61,167 | \$70,000 | \$78,667 | \$87,333 | \$94,333 |
| Target Households | | | | | |
| Extremely Low (30% of AIM) | \$18,350 | \$21,000 | \$23,600 | \$26,200 | \$28,300 |
| Very Low (50% of AIM) | \$30,583 | \$35,000 | \$39,333 | \$43,667 | \$47,167 |
| Lower (80% of AIM) | \$48,933 | \$56,000 | \$62,933 | \$69,867 | \$75,467 |
| Moderate (120% of AIM) | \$73,400 | \$84,000 | \$94,400 | \$104,800 | \$113,200 |

Source: U.S. Department of Housing and Urban Development, 2013.

Table 3.H. County and City Income Distributions

| | 2000 | | 2010 | | 2013 Target Income Groups | |
|-----------------------|--------------------|-------------------|--------------------|-------------------|---------------------------|--------------------|
| | Median Hsld Income | Per Capita Income | Median Hsld Income | Per Capita Income | All Target Incomes | Lower Incomes Only |
| Fillmore | \$45,510 | \$15,010 | \$57,621 | \$19,004 | 69% | 50% |
| Ventura County | \$59,666 | \$24,600 | \$75,544 | \$31,146 | 59% | 40% |

Source: U.S. 2000 Census, California Department of Finance, 2013. American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012; U.S. 2000 Census, American Fact Finder, 2013.

Table 3.I. Comparative Income Distributions

| | Target Income Groups | | | | |
|-----------------------|----------------------|----------|--------|----------|--------|
| | Ext. Low | Very Low | Lower | Moderate | Total |
| Port Hueneme | 15.18% | 16.82% | 25.12% | 21.92% | 79.04% |
| Santa Paula | 22.46% | 15.73% | 24.17% | 16.00% | 78.36% |
| Oxnard | 15.91% | 15.52% | 21.02% | 18.97% | 71.42% |
| Fillmore | 17.31% | 14.89% | 17.90% | 18.95% | 69.05% |
| Ventura | 14.90% | 12.74% | 18.01% | 19.48% | 65.13% |
| Ojai | 13.75% | 13.94% | 18.13% | 15.21% | 61.03% |
| Camarillo | 10.35% | 10.64% | 14.88% | 19.07% | 54.94% |
| Unincorporated | 10.94% | 10.29% | 15.20% | 17.14% | 53.57% |
| Simi Valley | 8.88% | 7.41% | 13.81% | 20.90% | 51.00% |
| Thousand Oaks | 9.01% | 7.65% | 12.47% | 16.33% | 45.46% |
| Moorpark | 6.81% | 7.92% | 11.01% | 18.28% | 44.02% |

Source: American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012.

3.3.3 Housing Tenure

During the 4th Housing Element cycle (2006-2013), the percentage of renter occupied dwellings decreased while owner-occupancy increased. Today, the distribution between occupancy types is roughly one-third renters and two-thirds owners. This is explained, in part, by the mix of housing types that were constructed during this period: 122 (64%) dwellings consisted of single family and mobile homes, while 68 (36%) consisted of multiple family units. This distribution is quite similar to the County at large where owner-occupants represent 68% of total households compared to 32% for renters. Not surprisingly, occupancy is influenced by income and capacity to pay for housing. Those households with higher incomes are more likely to own their own homes while those with lower incomes are more likely to be renters.

Table 3.J. Housing Tenure

| Number and Percent of Fillmore Households | | | | | | | | | | | | |
|---|------------------------------|------------|--------------------------------|--------------|--------------------------------|--------------|--------------------------------|--------------|------------------------------|------------|--------------|--------------|
| | <30% of County Median Income | | 30-50% of County Median Income | | 50-80% of County Median Income | | 80-95% of County Median Income | | >95% of County Median Income | | Total | |
| | No. | %. | No. | %. | No. | %. | No. | %. | No. | %. | No. | %. |
| 2006 | | | | | | | | | | | | |
| Renters | 445 | 31.2% | 365 | 25.6% | 290 | 20.4% | 145 | 10.2% | 179 | 12.6% | 1,424 | 38.5% |
| Owners | 220 | 9.7% | 275 | 12.1% | 465 | 20.4% | 310 | 13.6% | 1005 | 44.2% | 2,275 | 61.5% |
| Total | 665 | 18% | 640 | 17.3% | 755 | 20.4% | 455 | 12.3% | 1,184 | 32% | 3,699 | |
| 2010 | | | | | | | | | | | | |
| Renters | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 1,482 | 35.5% |
| Owners | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 2,674 | 64.5% |
| Total | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 4,156 | |

Source: RHNA, Southern California Association of Governments, 2006. U.S. 2010 Census, American Fact Finder, 2013.

3.3.4 Overcrowding

The Census defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded. These conditions are influenced by the number of large families that reside in the community (defined as households with five or more persons). According to the 2010 census, Fillmore had 900 households consisting of five or more persons, representing 21% of all households in the City. This percentage ranked 3rd highest among all other Ventura County jurisdictions. While the distribution of small and large households between owners and renters is very similar, average household size and the incidence of overcrowding is much larger for renters. Based on a detailed cross-tabulation of incomes and household sizes conducted in 2006, the incidence of overcrowding is: (i) more prominent among renter-occupied dwellings than with owners; and (ii) linked to income – households with lower incomes tend to have a greater incidence of overcrowding than those with higher incomes.

Table 3.K. Household Sizes and Overcrowding

| Distribution of Household Sizes | | | | | |
|---------------------------------|-----------------------------|----------------------------|----------------------------------|---------------------------|----------------------------------|
| | No. of Occupants | | Occupants Per Room | | Average Household Size (Persons) |
| | Small Hslds. < 5 Persons | Large Hslds. 5+ Persons | Not Overcrowded <1.01 Persons | Overcrowded 1+ Persons | |
| Number | | | | | |
| Renters | 1,102 | 291 | 1,149 | 244 | 3.72 |
| Owners | 2,292 | 609 | 2,664 | 237 | 3.49 |
| Percentage | | | | | |
| Renters | 79% | 21% | 82% | 18% | |
| Owners | 79% | 21% | 92% | 8% | |

| Number and Percent of Occupied Dwellings That Are Overcrowded by Income and Tenure | | | | | | | | | | | | |
|--|------------------------------|--------------|--------------------------------|--------------|--------------------------------|--------------|--------------------------------|--------------|------------------------------|--------------|--------------|--------------|
| | <30% of County Median Income | | 30-50% of County Median Income | | 50-80% of County Median Income | | 80-95% of County Median Income | | >95% of County Median Income | | Total | |
| | No. | %. | No. | %. | No. | %. | No. | %. | No. | %. | No. | %. |
| 2006 | | | | | | | | | | | | |
| Renters | 140 | 24.6% | 210 | 36.8% | 140 | 24.6% | 60 | 10.5% | 20 | 3.5% | 570 | |
| Owners | 20 | 4.4% | 85 | 18.7% | 160 | 35.2% | 100 | 22% | 90 | 19.8% | 455 | |
| Total | 160 | 15.6% | 295 | 28.8% | 300 | 29.3% | 160 | 15.6% | 110 | 10.7% | 1,025 | 27.7% |
| 2010 | | | | | | | | | | | | |
| Renters | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 244 | 17.5% |
| Owners | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 237 | 8.5% |
| Total | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 4,156 | 11% |

Source: American Community Survey 2007-2011 5-Year Average. Southern California Association of Governments, 2006 and 2012. U.S. 2010 Census, American Fact Finder, 2013.

3.3.5 Special Housing Needs

As shown in Table 3.I., target income groups comprise 69% of all households in Fillmore. Comparatively speaking, Fillmore ranks fourth among 11 jurisdictions within the County relative to the highest concentration of low and moderate income households. Similarly, Fillmore is ranked high (3rd overall) in terms of needs possessed by special population segments (Table 3.L.; 50.5%). These population segments are recognized under Housing Element law as having a more difficult time finding decent and affordable housing due to special circumstances particular to these groups. In Fillmore, the elderly and disabled comprise the largest share of special needs.

Table 3.L. Special Needs Population Distribution

| | Special Population Segments | | | | | |
|---|-----------------------------|------------|----------------------------------|------------|----------------------------------|------------|
| | Elderly | Disabled | Female HH | Fmwrkers | Homeless | Total |
| Santa Paula | 10.57% | 16.44% | 16.76% | 13.96% | 0.00% | 57.73% |
| Ojai | 19.21% | 19.28% | 10.83% | 1.62% | 0.00% | 50.94% |
| Fillmore | 10.34% | 22.32% | 11.74% | 6.19% | 0.00% | 50.59% |
| Oxnard | 8.30% | 12.86% | 16.69% | 9.92% | 0.11% | 47.88% |
| Port Hueneme | 10.98% | 16.49% | 15.99% | 4.09% | 0.05% | 47.60% |
| Ventura | 13.31% | 15.83% | 13.16% | 1.91% | 0.07% | 44.28% |
| Camarillo | 17.18% | 14.16% | 11.74% | 0.95% | 0.22% | 44.25% |
| Thousand Oaks | 14.65% | 9.94% | 11.32% | 0.36% | 0.03% | 36.30% |
| Simi Valley | 10.61% | 10.20% | 13.01% | 0.41% | 0.00% | 34.23% |
| Unincorporated | 12.49% | n.a. | 10.78% | 5.08% | 0.00% | 28.35% |
| Moorpark | 7.13% | 7.84% | 7.76% | 1.45% | 0.00% | 24.18% |
| Elderly Population Segment (Fillmore Only) | | | | | | |
| Total Elderly Population | | | Female Elderly Population | | Elderly Headed Households | |
| | | No. | Percent | No. | Percent | No. |
| Renters | | | | | | 253 |
| Owners | | | | | | 517 |
| Total | | 1,551 | 10.34% | 867 | 56% | |

Sources: American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012. U.S. 2010 Census, American Fact Finder, 2013.

The Elderly and Households Headed by the Elderly. Elderly residents are defined as 65 years of age or older. As of 2010, 10.34 percent of Fillmore's residents were age 65 or older. The percentage of older residents in Fillmore is just slightly higher than that of Ventura County at large (10.2 percent). The primary considerations in evaluating sites for elderly housing include: proximity to shopping, social services, public transportation, and health care; compatibility with adjacent land uses; and affordability. Using these criteria, the most likely sites for elderly housing in Fillmore would be in and around the downtown area. The City of Fillmore has three age-restricted residential sites for seniors: (i) Park View Apartments, 50 units; (ii) El Dorado Mobile Home Park, 302 spaces (presently, 293 rented at this time); and (iii) Fillmore Senior Apartments, 70 units.

Disabled Persons. Persons with a disability consist of those individuals with: (i) a physical or mental impairment that limits one (1) or more of a person's major life activities; or (ii) a record of having or being perceived as having, a physical or mental impairment. It does not include current illegal use of, or addiction to, a controlled substance (as defined by Section 102 of the Federal Controlled Substance Act. 21 U.S.C. Sec. 802).

- In general, housing needs specific to persons with a physical disability include close proximity to transit, retail and commercial services, and their workplace. Other needs may involve modifications to the housing unit itself: ramps, lowered sinks, grip bars, and wider doorways. Curb cuts, ramps, and elevators in multi-story buildings assist persons with walkers, crutches, and wheelchairs in gaining access to their living units, common areas, and the street. In comparison to other Ventura County jurisdictions, Fillmore has the highest concentration of disabled persons at 22% of its total population
- Chapter 507, Statutes of 2010 (SB 812) amended State housing element law to include persons with developmental disabilities as a subgroup of those classified as disabled. According to the Tri-Counties Regional Center ("TCRC") which provides services to the developmentally disabled, there are approximately 10,143 such persons that reside within the Counties of Ventura, Santa Barbara and San Luis Obispo. Apportioned on the basis of total population, this translates to a developmentally disabled population of 100 persons within Fillmore. As affirmed by TCRC in its 2008 Five-Year Housing Business Plan, the housing needs of these particular subgroup do not depart from that possessed by other disabled persons; in particular, the lack of affordable housing. In light of this need, TCRC proposes the establishment of a Housing Non-Profit Organization ("NPO") expressly dedicated to providing housing for the developmentally disabled. TCRC further notes that this need is exacerbated by problems of stigma and discrimination, reinforcing the importance of equal opportunity and fair housing programs.

Female Heads of Household. The number of single-parent families, especially those headed by a female, has increased in recent decades. These families often have special housing needs, including a strong demand for affordable housing because of the income limitations of single-earner households. For females, the disparity in jobs and incomes make the challenge of raising families (and securing affordable housing) all the more difficult. In addition, the proximity to day care facilities and supportive services are important considerations. Of the 4,294 households within the City of Fillmore, the 2010 U.S. Census reports that 12% were headed by females. This demographic is comparable to the County at large where 13% of all households were reported as being headed by females.

Farm Workers. According to a 2000 report from the Bureau of Primary Health Care, 35,181 persons (7,758 permanent, 12,697 migrant, and 14,726 seasonal) are employed in the industries of field agriculture, nursery/greenhouses, and food processing in Ventura County. The report estimates that approximately 942

farmworkers live within the City of Fillmore. More recent 2010 U.S. Census data suggests a lower count (i.e., 388 persons employed in agriculture forestry, fishing and hunting, and mining). In either case, a Ventura County Farmworker Study completed in 2002 indicates that the principal needs specific to this population segment consist of: (i) overcrowding (41% of respondents); and (ii) housing affordability (30% of respondents).

Persons and Families in Need of Emergency Shelter. Several government agencies and social service providers were contacted to gather information regarding the number of homeless persons residing in Fillmore including: (i) the Ventura County Human Services Agency office located in Santa Paula; (ii) the Ventura County Housing and Homeless Coalition; and (iii) the Salvation Army. According to The Ventura County Housing and Homeless Coalition 2011 Homeless Count, 10 homeless individuals, all of whom are adults, consider Fillmore their place of residence compared to a total of 1,872 homeless individuals living in Ventura County at large. This low incidence of homelessness is affirmed in the 2010 U.S. Census which reported no homeless for Fillmore compared to 463 persons overall for the County.

Assisted Housing At Risk. According to the California Housing Partnership Corporation, as of July 2013, there are no federally assisted housing projects in Fillmore. Additionally, there are no locally or state assisted housing projects in Fillmore at risk.

3.4 Housing Characteristics

3.4.1 Residential Land Uses

The City of Fillmore General Plan Land Use Element designates eight land use categories which allow residential uses. These categories address a range of housing types and allowed densities.

- **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 also allows agricultural activity, including limited equestrian facilities. Additional land uses, including churches, schools, parks, and day care centers are allowed provided they are deemed compatible with surrounding development.
- **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 one 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 are allowed provided they are deemed compatible with surrounding development.
- **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 dwelling units per acre. Manufactured homes on permanent foundations are also permitted. Other land uses that serve the needs of a low-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area. Limited agricultural pursuits could also be allowed under this designation.

- **Residential Medium Density (RM).** This designation provides for medium density neighborhoods with single-family detached homes, two-family attached or detached homes such as condominiums or townhouses, multi-family residential dwellings, and mobile home parks at a density up to 11 dwelling units per acre. Manufactured homes on permanent foundation are also permitted. Other land uses that serve the needs of a medium-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area.
- **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 such as condominiums or townhouses, and multi-family residential dwellings at a density up to 15 dwelling units per acre. Other land uses that serve the needs of a medium-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area.
- **Residential High Density (RH).** This designation allows for high-density neighborhoods with attached multi-family residential dwellings at a density of up to 30 dwelling units per acre. Other land uses that serve the needs of a high-density neighborhood such as churches, schools, parks, or day care centers may be permitted, if it is determined that they are compatible with the surrounding area.
- **Central Business District (CBD).** Although primarily a commercial designation for the historic downtown area, it can allow residential development in a mixed-use setting, at a maximum density of up to 50 dwelling units per acre.
- **Commercial Highway Zone (CH).** This designation is primarily for professional office, retail, service and tourist-oriented businesses; it can allow residential development in a mixed-use setting.

3.4.2 Housing Inventory

As shown in Table 3.M., the State of California Department of Finance identifies 4,425 dwelling units existing within the City of Fillmore as of January 2013. Approximately 73% of these units are detached single family homes. This reflects the community's small town character and agricultural heritage, compared to 65% single family homes Countywide.

Table 3.M. Composition of the Housing Stock, 2013

| Housing Type | City of Fillmore | | Ventura County | |
|-------------------------|------------------|------------|----------------|------------|
| | No of Units | Percentage | No. of Units | Percentage |
| Single Family, Detached | 3,218 | 73% | 183,151 | 65% |
| Multi-Family | 821 | 18% | 89,087 | 31% |
| Mobile Home | 386 | 9% | 11,337 | 4% |
| Total | 4,425 | 100% | 283,575 | 100.0% |

Source: City/County Population and Housing Estimates (E-5), California Department of Finance, January 1, 2013.

3.4.3 Housing Conditions

The 2010 Census identified substandard housing conditions in units that were lacking complete kitchen, telephone and/or plumbing facilities, as detailed in Table 3.M. If the lack of a fixed telephone were removed as a criterion (given technological advancements and prevalence of cellular communications), the percent of deficient housing within Fillmore would amount to 1.7% compared to 2.1% Countywide.

Table 3.N Housing Conditions

| | Total Housing Units | Lacking Kitchen | Lacking Plumbing | Lacking Telephone | Total Deficient Units |
|-------------------------|---------------------|-----------------|------------------|-------------------|-----------------------|
| City of Fillmore | | | | | |
| Number | 4,369 | 61 | 12 | 211 | 284 |
| Percent | | 1.4% | 0.23% | 4.8% | 6.5% |
| Ventura County | | | | | |
| Number | 271,565 | 4,139 | 1,532 | 5,939 | 11,610 |
| Percent | | 1.5% | 0.56% | 2.2% | 4.3% |

Source: 2005-2009 American Community Survey, SCAG, August 7, 2013.

Generally, housing in the City is in good condition with a few deteriorated or dilapidated dwelling units. The housing condition problems that do exist in Fillmore are generally concentrated in a 45-acre area west of the downtown area. Based on past housing condition surveys and a windshield survey undertaken in early 2001, it is estimated that there are about 180 deteriorated and 20 dilapidated dwelling units within the City.

3.4.4 Housing Cost and Rents

As shown in Table 3.O. and displayed in Figure HE-5, Fillmore (along with Port Hueneme and Santa Paula) has the lowest priced rental and ownership housing of any community in Ventura County. Less favorable is the percentage of income that Fillmore residents pay for the housing they live in (Table 3.P.). This anomaly is attributed to the disproportionate percentage of target income groups that make up the resident population compare to other jurisdictions (Table 3.Q.). In short, Fillmore has a very affordable supply of housing but its demographics distort its availability.

Figure HE-5. Housing Cost Distributions

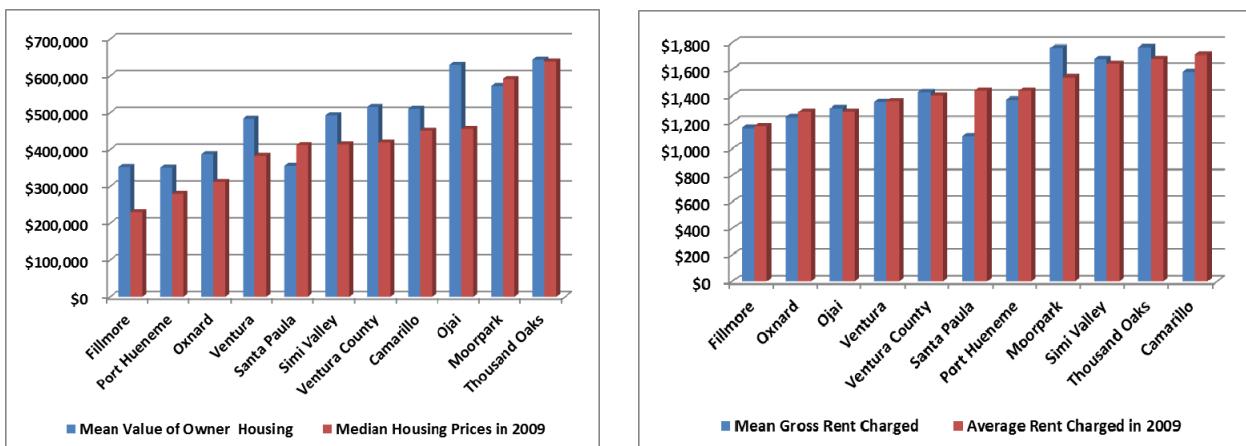


Table 3.O. Housing Costs

| Jurisdiction | Mean Value of Owner Housing | Median Housing Prices in 2009 | Jurisdiction | Mean Gross Rent Charged | Average Rent Charged in 2009 |
|----------------|-----------------------------|-------------------------------|----------------|-------------------------|------------------------------|
| Port Hueneme | \$ 351,000 | \$280,000 | Santa Paula | \$ 1,094 | \$1,440 |
| Fillmore | \$ 352,700 | \$230,000 | Fillmore | \$ 1,158 | \$1,170 |
| Santa Paula | \$ 355,700 | \$412,000 | Oxnard | \$ 1,238 | \$1,280 |
| Oxnard | \$ 387,500 | \$312,000 | Ojai | \$ 1,306 | \$1,280 |
| Ventura | \$ 483,500 | \$383,000 | Ventura | \$ 1,354 | \$1,360 |
| Simi Valley | \$ 493,000 | \$414,000 | Port Hueneme | \$ 1,371 | \$1,440 |
| Camarillo | \$ 510,700 | \$451,000 | Ventura County | \$ 1,428 | \$1,400 |
| Ventura County | \$ 515,900 | \$419,000 | Camarillo | \$ 1,580 | \$1,710 |
| Moorpark | \$ 572,500 | \$591,000 | Simi Valley | \$ 1,679 | \$1,640 |
| Ojai | \$ 630,000 | \$456,000 | Moorpark | \$ 1,762 | \$1,540 |
| Thousand Oaks | \$ 644,000 | \$639,000 | Thousand Oaks | \$ 1,766 | \$1,678 |

Source:

1. Mean Housing Values and Mean Gross Rents: 2007-2011 American Community Survey 5-Year Estimates, U.S. Bureau of Census, Data Sets DP03 and DP04.
2. Median Housing Prices and Average Gross Rents in 2009: 2010 Consolidated Plan Extension (Tables 35 and 36), County of Ventura, July 2013.

Table 3.P. Housing Affordability

| Jurisdiction | Mean Owner Housing Costs to Income | Jurisdiction | Mean Rental Housing Costs to Income |
|----------------|------------------------------------|----------------|-------------------------------------|
| Santa Paula | 28% | Thousand Oaks | 17% |
| Oxnard | 29% | Ojai | 17% |
| Ojai | 31% | Ventura County | 17% |
| Fillmore | 32% | Moorpark | 18% |
| Thousand Oaks | 32% | Camarillo | 19% |
| Camarillo | 35% | Simi Valley | 19% |
| Ventura County | 36% | Fillmore | 20% |
| Moorpark | 38% | Santa Paula | 20% |
| Simi Valley | 38% | Ventura | 20% |
| Ventura | 39% | Oxnard | 20% |
| Port Hueneme | 41% | Port Hueneme | 26% |

Source: 2007-2011 American Community Survey 5-Year Estimates, U.S. Bureau of Census, DP03 and DP04.

Table 3.Q. Income to Cost Comparison

| Jurisdiction | Mean Household Income | | Jurisdiction | Percent of Households Overpaying |
|----------------|-----------------------|--|----------------|----------------------------------|
| Thousand Oaks | \$ 126,857 | | Oxnard | 53% |
| Moorpark | \$ 116,614 | | Fillmore | 53% |
| Simi Valley | \$ 104,991 | | Santa Paula | 50% |
| Camarillo | \$ 101,704 | | Port Hueneme | 49% |
| Ventura County | \$ 97,940 | | Moorpark | 48% |
| Ojai | \$ 90,702 | | Simi Valley | 47% |
| Ventura | \$ 81,254 | | Unincorporated | 45% |
| Oxnard | \$ 74,230 | | Ventura | 44% |
| Fillmore | \$ 70,457 | | Ojai | 43% |
| Santa Paula | \$ 65,797 | | Camarillo | 42% |
| Port Hueneme | \$ 62,883 | | Thousand Oaks | 42% |

Source: 2007-2011 American Community Survey 5-Year Estimates, U.S. Bureau of Census, DP03 and DP04.

3.5 Existing Housing Needs

3.5.1 Income Groupings

State law requires that housing needs be determined in such a way as to ensure that the shelter requirements of all income groups be identified, not just those households with income high enough to compete effectively in the private marketplace. Housing need is distributed into five income categories related to the County median household income: extremely low, very low, low, moderate, and above moderate income. The dollar thresholds that define these terms change from year to year. Table 3.R. provides a numeric context to these terms as of the beginning of the 2014-2021 Housing Element planning period. As shown in Table 3.S., Fillmore is ranked 4th among 11 Ventura County jurisdictions relative to the percentage which target income households comprise of each community's total population.

Table 3.R. Income Groupings and Thresholds as of 2013

| Household Size | Area Median Income ("AMI") | Target Income Groups | | | |
|-------------------|---------------------------------|-----------------------|------------------------|-------------------|-------------------------|
| | | Ex. Low 30% of AMI | Very Low 50% of AMI | Low 80% of AMI | Moderate 120% of AMI |
| 1 | \$ 61,167 | \$ 18,350 | \$ 30,583 | \$ 48,933 | \$ 73,400 |
| 2 | \$ 70,000 | \$ 21,000 | \$ 35,000 | \$ 56,000 | \$ 84,000 |
| 3 | \$ 78,667 | \$ 23,600 | \$ 39,333 | \$ 62,933 | \$ 94,400 |
| 4 | \$ 87,333 | \$ 26,200 | \$ 43,667 | \$ 69,867 | \$ 104,800 |
| 5 | \$ 94,333 | \$ 28,300 | \$ 47,167 | \$ 75,467 | \$ 113,200 |
| | Conditions Specific to Fillmore | | | | |
| | Total | Ex. Low 30% of AMI | Very Low 50% of AMI | Low 80% of AMI | Moderate 120% of AMI |
| No. of Households | 2,860 | 717 | 617 | 741 | 785 |
| Distribution | 69% | 17% | 15% | 18% | 19% |

Source: U.S. Department of Housing and Urban Development, 2013.

Note: Income limits appearing in this table are specific to Ventura County.

Table 3.S. Countywide Comparison of Target Income Groups

| | Ext. Low | Very Low | Lower | Moderate | Total |
|----------------|----------|----------|--------|----------|--------|
| Port Hueneme | 15.18% | 16.82% | 25.12% | 21.92% | 79.04% |
| Santa Paula | 22.46% | 15.73% | 24.17% | 16.00% | 78.36% |
| Oxnard | 15.91% | 15.52% | 21.02% | 18.97% | 71.42% |
| Fillmore | 17.31% | 14.89% | 17.90% | 18.95% | 69.05% |
| Ventura | 14.90% | 12.74% | 18.01% | 19.48% | 65.13% |
| Ojai | 13.75% | 13.94% | 18.13% | 15.21% | 61.03% |
| Camarillo | 10.35% | 10.64% | 14.88% | 19.07% | 54.94% |
| Unincorporated | 10.94% | 10.29% | 15.20% | 17.14% | 53.57% |
| Simi Valley | 8.88% | 7.41% | 13.81% | 20.90% | 51.00% |
| Thousand Oaks | 9.01% | 7.65% | 12.47% | 16.33% | 45.46% |
| Moorpark | 6.81% | 7.92% | 11.01% | 18.28% | 44.02% |

Source: American Community Survey 2005-09 5-Year Average, Southern California Association of Governments, 2012.

3.5.2 Housing Affordability

Affordability is a function of household income and housing costs, with adjustments for family size and bedroom count. Housing costs include mortgage, rent, taxes, insurance, maintenance and utilities. The limits placed on housing costs are prescribed by State law and vary according to income category and housing unit type. Operative terms and definitions appear in Table 3.T. along with current affordability limits. Even though Fillmore has a favorable supply of low cost housing compared to other Ventura County jurisdictions (Table 3.U.), the U.S. Census reports that 53% of all households are paying more than they can reasonably afford for housing (Table 3.V.). The incidence of overpaying is more pronounced among: (i) renters (62%) than it is for owner-occupants (48%); and (ii) households with lower-incomes. The disconnect between incomes and affordability is attributed to the disproportionate percentage of target income groups that make up the resident population compare to other jurisdictions. In short, Fillmore has a very affordable supply of housing but its demographics (skewed toward lower-income households) distort its availability.

Table 3.T. Housing Affordability Criteria

| | Housing Affordability Criteria | | |
|---------------|--------------------------------|--------------------|--------------------|
| | Income Limits | Ownership Housing | Rental Housing |
| Extremely Low | 30% of AMI | 30% of 30% of AMI | 30% of 30% of AMI |
| Very Low | 50% of AMI | 30% of 50% of AMI | 30% of 50% of AMI |
| Lower | 80% of AMI | 30% of 70% of AMI | 30% of 60% of AMI |
| Moderate | 120% of AMI | 35% of 110% of AMI | 30% of 110% of AMI |

Source: State of California, Health and Safety Code, and Title 25, Section 6932 of the California Code of Administrative Regulations.

Note: "AMI" is abbreviated for Area Median Income.

Table 3.U. Upper Limits of Affordable Housing

| | | 2013 Maximum Affordable Purchase Prices | | | | | |
|--|------------|---|-----------|-----------|-----------------|-----------|-----------|
| | | Extremely Low Income | | | Very Low Income | | |
| Bedrooms | Hsld. Size | 2 | 3 | 4 | 2 | 3 | 4 |
| | | 3 | 4 | 5 | 3 | 4 | 5 |
| | | \$31,453 | \$17,032 | \$15,594 | \$107,734 | \$101,717 | \$107,067 |
| | | Lower Income | | | Moderate Income | | |
| Bedrooms | Hsld. Size | 2 | 3 | 4 | 2 | 3 | 4 |
| | | 3 | 4 | 5 | 3 | 4 | 5 |
| | | \$184,015 | \$186,402 | \$198,540 | \$406,502 | \$433,400 | \$465,335 |
| 2013 Maximum Affordable Monthly Rental Rates | | | | | | | |
| | | Extremely Low Income | | | Very Low Income | | |
| Bedrooms | Hsld. Size | 2 | 3 | 4 | 2 | 3 | 4 |
| | | 3 | 4 | 5 | 3 | 4 | 5 |
| | | \$525 | \$590 | \$655 | \$875 | \$983 | \$1,092 |
| | | Lower Income | | | Moderate Income | | |
| Bedrooms | Hsld. Size | 2 | 3 | 4 | 2 | 3 | 4 |
| | | 3 | 4 | 5 | 3 | 4 | 5 |
| | | \$1,050 | \$1,180 | \$1,310 | \$1,925 | \$2,163 | \$2,402 |

Source: Appendix C.

Table 3.V. Households Overpaying for Housing

| | <30% of County Median Income | | 30-50% of County Median Income | | 50-80% of County Median Income | | >80% of County Median Income | | Total | |
|--------------|------------------------------|-----|--------------------------------|-----|--------------------------------|-----|------------------------------|-----|-------|-----|
| | No. | % | No. | % | No. | % | No. | % | No. | % |
| 2006 | | | | | | | | | | |
| Renters | 180 | | 135 | | 45 | | 0 | | 360 | |
| Owners | 145 | | 95 | | 115 | | 139 | | 494 | |
| Total | 325 | 38% | 230 | 27% | 160 | 19% | 130 | 15% | 854 | |
| 2010 | | | | | | | | | | |
| Renters | n.a. | | n.a. | | n.a. | | n.a. | | 848 | 62% |
| Owners | n.a. | | n.a. | | n.a. | | n.a. | | 1,405 | 48% |
| Total | n.a. | | n.a. | | n.a. | | n.a. | | 2,253 | 53% |
| Total | 325 | | 230 | | 160 | | 139 | | | |

Source: RHNA, Southern California Association of Governments, 2006. U.S. 2010 Census, American Fact Finder, 2013.

3.6 Future Housing Needs

3.6.1 Statutory Summary

Section 65584 of the Government Code requires that the appropriate council of governments determine each locality's share of the region's existing and future housing needs. SCAG, which is the council of government for Imperial, Los Angeles, Orange, Riverside, San Bernardino, and Ventura Counties, adopted

a Regional Housing Needs Assessment on October 4, 2012. This document identifies future housing needs throughout the SCAG region. Future housing need is defined as the number of additional housing units that are needed to meet projected increases in the number of Fillmore households between October 1, 2013 and September 30, 2021. The objectives of the RHNA are as follows: (i) accommodate projected growth in the number of very low, low, moderate, and above moderate income households; (ii) compensate for housing demolitions and other inventory losses; and (iii) achieve a vacancy rate at the end of 2021 that allows the market to operate efficiently (4 to 6 percent).

3.6.2 RHNA Fundamentals

The Requirement. Housing Element law requires that communities identify sites capable of meeting their assigned share of RHNA. For the 5th Housing Element cycle, the City has been assigned 694 dwellings. The complete breakdown between target income groups appears in Table 3.Z. Housing law does *not* require that new housing units actually be constructed to meet RHNA; rather, jurisdictions must simply evidence that they have or can provide the **capacity** to accommodate their assigned share of the future regional growth. The process for determining such capacity and programs that may be required to address shortfalls (if any) is summarized below:

- **Land Inventory.** A parcel-specific inventory of vacant residentially zoned sites, vacant non-residentially zoned sites that allow residential uses, underutilized residentially zoned sites capable of being developed at a higher density or with greater intensity, and non-residentially zoned sites that can be recycled for residential use.
- **Development Suitability.** A realistic forecast of development potential for the identified land inventory based actual construction that has occurred in the past, and an analysis of development suitability for non-vacant sites taking into account existing site improvements, market conditions and governmental incentives.
- **Unit Affordability.** An affordability analysis of future residential potential based on market conditions, financial feasibility and the characteristics of past development. In the alternative, a default density of at least 20 units per acre may be assumed to produce housing that is affordable to lower income households.
- **Program Response.** If the land inventory, development suitability and/or unit affordability analysis evidences a shortfall in the capacity to accommodate RHNA, the Housing Element must include an adequate sites program that requires the unaccommodated need for lower-income households be met through “by right” zoning.

The Alternatives. Up to 25 percent of the RHNA requirement may be met through substantial rehabilitation, the conversion of ownership housing to affordable rentals, and/or the purchase of affordability covenants. The ability to use these alternatives, however, requires that a jurisdiction commit financial assistance by means of an enforceable agreement that assures affordable occupancy within two years of the agreement. Given Fillmore’s financial and staff constraints, the alternative sites remedy is not considered a viable option for the 2014-2021 Housing Element cycle.

3.6.3 Adequate Sites Analysis

Land Inventory. The inventory of available sites to accommodate RHNA covers three separate planning periods from 1998 through 2021. For the 3rd Cycle covering the period of 1998-2005, the data set consists of all vacant parcels as of 2002 (regardless of size) used in connection in the adopted Housing Element; for the 4th Cycle covering the period of 2006-2013, the data set consists of vacant parcels only with a size of one or more acres; for the 5th Cycle covering the period of 2014-2021, the data set includes both large and small vacant parcels as of July 2013. The data sets for the 4th and 5th Cycles each include a limited number of underutilized properties that are further discussed in Section 4.2.2. The overall inventory is contained in Appendix A and summarized in Table 3.W.

Table 3.W. Land Inventory

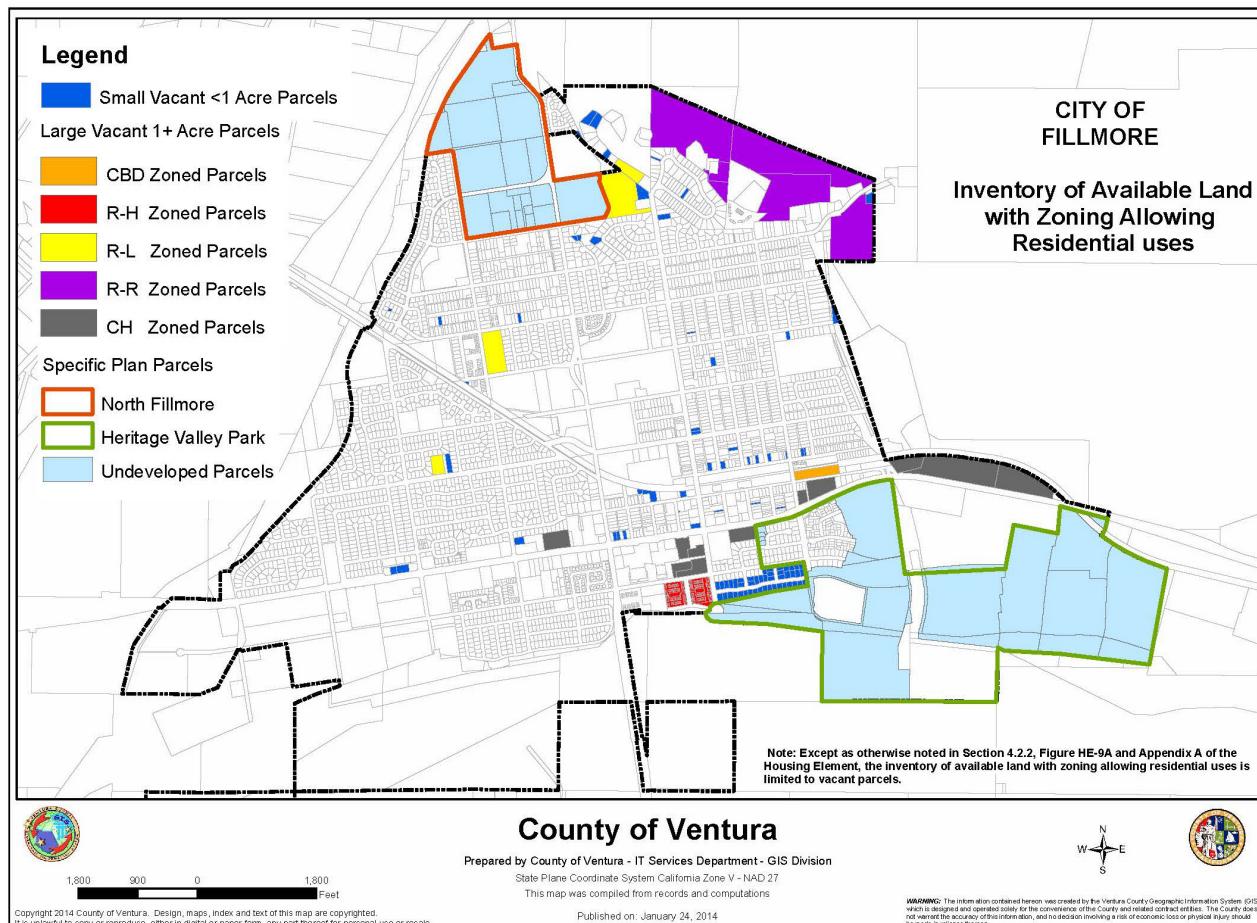
| 1998-2005 Vacant Acreage Allowing Residential Uses (As of 7-1-01) | Total Vacant Land Available (Acres) | Density Allowed (Dwellings/Acre) | Unit Potential (No. of Dwellings) |
|--|-------------------------------------|----------------------------------|-----------------------------------|
| Rural | 94 | 0.33 | 25 |
| Low Density | 69 | 7 | 386 |
| Medium-High Density | 16 | 15 | 192 |
| Central Business District | 3 | 50 | 116 |
| Total | 182 | | 719 |
| 2006-2013 Vacant Acreage Allowing Residential Uses (As of 8-1-2009) | Vacant Large Lots Only (Acres) | Density Allowed (Dwellings/Acre) | Unit Potential (No. of Dwellings) |
| Rural | 93 | 1 | 86 |
| Low Density | 18 | 7 | 118 |
| Medium-High Density | 0 | 15 | 0 |
| High Density | 11 | 35 | 289 |
| Heritage Valley Park Specific Plan | 273 | Specific Plan | 750 |
| North Fillmore Specific Plan | 98 | Specific Plan | 350 |
| Commercial Highway | 25 | 15 | 83 |
| Central Business District | 2 | 50 | 22 |
| Total (1) | 520 | | 1,698 |
| 2014-2021 Vacant Acreage Allowing Residential Uses (As of 8-1-2013) | Vacant Large Lots Only (Acres) | Density Allowed (Dwellings/Acre) | Unit Potential (No. of Dwellings) |
| Rural | 69 | 1 | 63 |
| Low Density | 15 | 7 | 97 |
| Medium-High Density | 0 | 0 | 0 |
| High Density (2) | 6 | 35 | 110 |
| Heritage Valley Park Specific Plan | 225 | Specific Plan | 631 |
| North Fillmore Specific Plan | 92 | Specific Plan | 350 |
| Commercial Highway | 30 | 15 | 100 |
| Central Business District | 2 | 50 | 22 |
| Total (1) | 439 | | 1,373 |

| 2014-2021 Vacant Acreage Allowing Residential Uses (As of 8-1-2013) | Vacant Small Lots Only (Acres) | Density Allowed (Dwellings/Acre) | Unit Potential (No. of Dwellings) |
|--|--------------------------------|----------------------------------|-----------------------------------|
| Rural | 3 | 1 | 2 |
| Low Density | 13 | 7 | 84 |
| Medium-High Density | 1 | 15 | 3 |
| High Density | 0 | 35 | 0 |
| Heritage Valley Park Specific Plan | n.a. | Specific Plan | n.a. |
| North Fillmore Specific Plan | n.a. | Specific Plan | n.a. |
| Commercial Highway | 2 | 15 | 6 |
| Central Business District | 2 | 50 | 24 |
| Total (1) | 20 | | 119 |

Notes:

1. Totals may not add up precisely due to rounding within each of the individual line items.
2. The High Density unit yield for the 2014-2021 data base is based on the specifics of a project that has been approved by the City rather than its theoretical capacity. See discussion at Section 4.2.2 regarding underutilized parcels that are included in the land inventory.

Figure HE-6. Available Residential Land



Development Suitability. The adopted Housing Element for the 3rd Cycle uses a factor of 80% in assessing the development potential of the vacant site inventory. This factor was accepted by HCD in its certification and remains unchanged in the current analysis. For the 4th and 5th Cycles, the estimated

development potential of identified sites is based on a detailed analysis of actual build-out density within each of the zone districts that allow residential uses. For the Commercial Highway and Central Business Districts, a further downward adjustment of 50% has been made to account for mixed use. The results are summarized in Table 3.X. and the detailed analysis is contained in Appendix B.

Table 3.X. Realistic Development Potential

| Land Use/Zoning Designation | Development Potential as a Percent of Maximum Allowed Density | | |
|---|---|-----------|--------------|
| | Gross Potential | Mixed Use | Net Capacity |
| Rural | 92% | | 92% |
| Low Density | 95% | | 95% |
| Medium-High Density | 80% | | 80% |
| High Density | 80% | | 80% |
| Heritage Valley Park Specific Plan (HVPSP) | Fixed | | Fixed |
| North Fillmore Specific Plan (NFSP) | Fixed | | Fixed |
| Development Potential as a Percent of Maximum Allowed Density | | | |
| Land Use/Zoning Designation | Gross Potential | Mixed Use | Net Capacity |
| | 44% | 50% | 22% |
| Commercial Highway | 42% | 50% | 21% |
| Central Business District | | | |

Source: Ventura County Assessor Public Information File, County of Ventura, and GIS Data Base, City of Fillmore, July 2013.

Unit Affordability. The adopted Housing Element for the 3rd Cycle apportions affordability by land use designation according to a combination of anecdotal data and project information. This methodology was accepted by HCD in its certification, but has been modified to account for the failed implementation of Program 1.1.3. (increasing the base density of the R-MH zone from 15 to 20 units per acre). For the 4th and 5th Cycles, the methodology for computing affordability employs a blended approach as described below. The results are summarized in Table 3.Y. and the detailed data and modeling is contained in Appendix C.

- **Deed Restricted Units.** Five projects and a total of 71 deed-restricted dwellings were constructed and occupied during the 4th Cycle. Each of these dwellings, according to household income, have been applied against the RHNA goal allocation based on the covenants imposed.
- **Specific Plan Projects.** A total of 119 single family dwelling units under the Heritage Valley Park Specific Plan were constructed and occupied during the 4th Cycle. Affordability of these units were distributed according to actual construction/sales (“turnkey”) data available from the Ventura County Assessor for 67 of these dwellings (more than one-half of all dwellings developed during this time frame; Appendix C, Table C-7). The distribution of affordability among target households is determined through elaborate modeling that establishes housing cost limits for each year of the 4th Housing Element cycle, adjusted for number of bedrooms and household sizes (Appendix C, Tables C-1 through C-7).

- **Miscellaneous Single Family Homes.** A total of six single family dwelling, unrelated to a specific project, were constructed and occupied during the planning period. Lacking sales data or affordability covenants, all of these dwellings were assigned to persons and households other than low or moderate income.
- **Available Sites:** The inventory of available sites as of August 2009 evidences a development potential of 1,698 dwellings (Appendix A, Tables A-1 and A-2). This inventory is expressly limited to large parcels of at least one acre in size and the calculation of development potential is based on the intensity of actual development that has been recorded for each corresponding zone district (Appendix B). The gross potential of 1,698 dwellings is then reduced by the actual number of dwellings constructed since August 2009, resulting in a net potential of 1,634 units (Appendix D, Table D-2). The distribution of affordability appears in Table 3.Y and Appendix D, Table D-5, of the updated Housing Element and is computed as follows:
 - (i) The affordability of low density residential properties is derived from actual construction/sales (“turnkey”) data for the planning period available from the Ventura County Assessor for corresponding zone districts (R-R and R-L; 1 to 7 du/ac; Appendix C, Table C-7). The distribution of affordability among target households is determined through elaborate modeling that establishes housing cost thresholds for each year of the 3rd, 4th and 5th Housing Element cycles, adjusted for number of bedrooms, household sizes and annual income limits (Appendix C, Tables C-1 through C-6).
 - (ii) The development potential of properties designated as Commercial Highway (CH) is derived from rental data obtained at the beginning and end of the planning period for the R-MH zone district which allows a comparable residential density (11-15 du/ac; Appendix C, Table C-14). The data base does not provide rental information for CH-zoned properties; hence, the default to R-MH zoned properties).
 - (iii) The development potential of High Density Residential (RH; 35 du/ac) and Commercial Business District (CBD; 50 du/ac) assumes 100% affordability to lower-income households by operation of California Government Code Section 65583.2(c)(3).
 - (iv) The “net capacity” (i.e., development potential based on the intensity of developed properties) within the CH and CBD Zones is further reduced by a factor of 50% to account for shared uses that are allowed within these particular zone districts.
- **Unaccommodated Need.** The revised methodology evidences that there was an adequate inventory of suitably zoned sites in the 4th Housing Element cycle (in combination with actual construction), to fully accommodate the City’s assigned share of RHNA. This includes a residual carryover of 14 very low income units that were not fully accommodated in the 3rd

Cycle as a result of Program 1.1.3 not having been implemented. In the 5th Cycle, Program 1.1.3 has been replaced by Program 2.3.6 insofar as there are no remaining vacant large lot Residential Medium-High Density (R-MH) parcels within the City.

Table 3.Y. Distribution of Development Potential and Housing Affordability

| 3rd Housing Element Cycle | | | | | | | | |
|------------------------------|---|-----------------|----------------|----------------|-------|-----|-----------|-----|
| | 1998-2005 Available Vacant Residential Acreage (As of 7-1-01) | | | | | | Total | |
| | Dvlpmnt. Potential | Mixed Use | Net Capacity | Target Incomes | | | | |
| Percentage Allocation | | | | E. Low | V.Low | Low | Mod Other | |
| Rural | 80% | | 80% | | | | 100% | |
| Low Density | 80% | | 80% | | | 10% | 20% 70% | |
| Medium-High Density | 80% | | 80% | | | 10% | 20% 70% | |
| Central Business District | 80% | | 80% | | 75% | 15% | 10% 0% | |
| | Acres Available | Density Allowed | Unit Potential | Target Incomes | | | Total | |
| Numeric Allocation | | | | E. Low | V.Low | Low | Mod Other | |
| Rural | 94 | 0.33 | 25 | | 0 | 0 | 0 25 | 25 |
| Low Density | 69 | 7 | 386 | | 0 | 39 | 77 270 | 386 |
| Medium-High Density | 16 | 15 | 192 | | 0 | 19 | 38 134 | 192 |
| Central Business District | 3 | 50 | 116 | | 87 | 17 | 12 0 | 116 |
| Total | 182 | | 719 | | 87 | 75 | 127 429 | 719 |

| 4th Housing Element Cycle | | | | | | | |
|-------------------------------|---|-----------------|-----------------|----------------|-------|------|-----------|
| LARGE PARCELS (>1 ACRE) | 2006-2013 Available Vacant Residential Acreage (As of 8-1-2009) | | | | | | Total |
| | Acres Available | Density Allowed | Gross Potential | Target Incomes | | | |
| For Sale Affordability | | | | E. Low | V.Low | Low | Mod Other |
| R-R (1 du/ac) | 93 | 1 | 93 | 0% | 0% | 0% | 100% 0% |
| R-L (1-7 du/ac) | 18 | 7 | 125 | 0% | 0% | 0% | 100% 0% |
| R-M (7.1-11 du/ac) | - | 11 | - | 0% | 7% | 7% | 87% 0% |
| R-MH (11.1-15 du/ac) | - | 15 | - | n.a. | n.a. | n.a. | n.a. n.a. |
| R-H (15.1-35 du/ac) | 11 | 35 | 380 | 100% | 0% | 0% | 0% 0% |
| Heritage Valley Parks SP | 273 | Fixed | 750 | 0% | 0% | 0% | 91% 9% |
| North Fillmore SP | 98 | Fixed | 350 | 0% | 6% | 0% | 9% 85% |
| Commercial Highway | 25 | 15 | 373 | n.a. | n.a. | n.a. | n.a. n.a. |
| Central Business District | 2 | 50 | 105 | 63% | 38% | 0% | 0% 0% |
| Total | 520 | | 2,177 | | | | |
| Rental Affordability | | | | | | | |
| R-R (1 du/ac) | 93 | 1 | 93 | n.a. | n.a. | n.a. | n.a. n.a. |
| R-L (1-7 du/ac) | 18 | 7 | 125 | 0% | 0% | 65% | 35% 0% |
| R-M (7.1-11 du/ac) | - | 11 | - | 0% | 7% | 50% | 43% 0% |
| R-MH (11.1-15 du/ac) | - | 15 | - | 0% | 50% | 17% | 33% 0% |
| R-H (15.1-35 du/ac) | 11 | 35 | 380 | 100% | 0% | 0% | 0% 0% |
| Heritage Valley Parks SP | 273 | Fixed | 750 | n.a. | n.a. | n.a. | n.a. n.a. |
| North Fillmore SP | 98 | Fixed | 350 | n.a. | n.a. | n.a. | n.a. n.a. |
| Commercial Highway | 25 | 15 | 373 | 0% | 50% | 17% | 33% 0% |
| Central Business District | 2 | 50 | 105 | 100% | 0% | 0% | 0% 0% |
| Total | 520 | | 2,177 | | | | |

| LARGE PARCELS (>1 ACRE) | 2006-2013 Available Vacant Residential Acreage (As of 8-1-2009) | | | | | | | |
|---------------------------|---|------------------|-----------------|----------------|-------|-----|-----|-------|
| | Acres Available | Density Allowed | Gross Potential | Target Incomes | | | | |
| | | | | E. Low | V.Low | Low | Mod | Other |
| Unit Allocation | | | | | | | | |
| | Develop. Intensity | Mixed Use Adjust | Net Capacity | Target Incomes | | | | |
| R-R (1 du/ac) | 92% | | 92% | 0 | 0 | 0 | 86 | 0 |
| R-L (1-7 du/ac) | 95% | | 95% | 0 | 0 | 0 | 118 | 0 |
| R-M (7.1-11 du/ac) | 80% | | 80% | 0 | 0 | 0 | 0 | 0 |
| R-MH (11.1-15 du/ac) | 76% | | 76% | 0 | 0 | 0 | 0 | 0 |
| R-H (15.1-35 du/ac) | 76% | | 76% | 289 | 0 | 0 | 0 | 289 |
| Heritage Valley Parks SP | Fixed | Fixed | Fixed | 0 | 0 | 0 | 683 | 67 |
| North Fillmore SP | Fixed | Fixed | Fixed | 0 | 21 | 0 | 32 | 298 |
| Commercial Highway | 44% | 50% | 22% | - | 41 | 14 | 28 | 0 |
| Central Business District | 42% | 50% | 21% | 22 | 0 | 0 | 0 | 22 |
| Total | | | | 311 | 62 | 14 | 946 | 365 |
| | | | | | | | | 1,698 |

| LARGE PARCELS (>1 ACRE) | 2014-2021 Available Vacant Residential Acreage (As of 8-1-2013) | | | | | | | |
|-----------------------------------|---|------------------|-----------------|----------------|-------|-----|------|-------|
| | Acres Available | Density Allowed | Gross Potential | Target Incomes | | | | |
| | | | | E. Low | V.Low | Low | Mod | Other |
| Affordability Distribution | | | | | | | | |
| R-R (1 du/ac) | 69 | 1 | 69 | 0% | 0% | 0% | 100% | 0% |
| R-L (1-7 du/ac) | 15 | 7 | 102 | 0% | 0% | 0% | 100% | 0% |
| R-M (7.1-11 du/ac) | - | 11 | - | 0% | 7% | 7% | 87% | 0% |
| R-MH (11.1-15 du/ac) | - | 15 | - | 0% | 50% | 17% | 33% | 0% |
| R-H (15.1-35 du/ac) | 6 | 35 | 210 | 100% | 0% | 0% | 0% | 100% |
| Heritage Valley Parks SP | 225 | Fixed | 631 | 0% | 0% | 0% | 91% | 9% |
| North Fillmore SP | 92 | Fixed | 350 | 0% | 6% | 0% | 9% | 85% |
| Commercial Highway | 30 | 15 | 451 | 0% | 50% | 17% | 33% | 0% |
| Central Business District | 2 | 50 | 105 | 100% | 0% | 0% | 0% | 100% |
| Total | 439 | | 1,919 | | | | | |
| Unit Allocation | | | | | | | | |
| | Develop. Intensity | Mixed Use Adjust | Net Capacity | Target Incomes | | | | |
| R-R (1 du/ac) | 92% | | 92% | 0 | 0 | 0 | 63 | 0 |
| R-L (1-7 du/ac) | 95% | | 95% | 0 | 0 | 0 | 97 | 0 |
| R-M (7.1-11 du/ac) | 80% | | 80% | 0 | 0 | 0 | 0 | 0 |
| R-MH (11.1-15 du/ac) | 76% | | 76% | 0 | 0 | 0 | 0 | 0 |
| R-H (15.1-35 du/ac) | 76% | | 76% | 110 | 0 | 0 | 0 | 110 |
| Heritage Valley Parks SP | Fixed | Fixed | Fixed | 0 | 0 | 0 | 574 | 57 |
| North Fillmore SP | Fixed | Fixed | Fixed | 0 | 21 | 0 | 32 | 298 |
| Commercial Highway | 44% | 50% | 22% | - | 50 | 17 | 33 | - |
| Central Business District | 42% | 50% | 21% | 22 | 0 | 0 | 0 | 22 |
| Total | | | | 132 | 71 | 17 | 799 | 354 |
| | | | | | | | | 1,373 |

Source: Appendix B and C.

Notes:

- Development Potential and Affordability Distributions for the 3rd Cycle correspond to the calculations approved by HCD in its certification of the 1998-2005 Housing Element, with downward adjustment of the R-MH zone to account for the failed implementation of Program 1.1.3.
- Within the High Density Zone (35 du/ac) and Central Business District Zone (50 du/ac) for the 4th and 5th Cycles, all dwellings are deemed affordable for lower-income households based on the provisions of California Government Code Section 65583.2(c)(3)(B)(ii).
- The distribution of affordability within the Heritage Valley Park Specific Plan area is based on actual "turnkey" sales data for units constructed and occupied during the 4th Housing Element Cycle (Appendix C, Table C-7).
- The distribution of affordability within the North Fillmore Specific Plan area accounts for an inclusionary requirement of 15% that is imposed by operation of redevelopment law; the remaining development potential is assigned exclusively to households **above** moderate income.
- The distribution of affordability within the Commercial Highway Zone for the 4th and 5th Cycles is based on actual rental data for the R-MH Zone which allows residential development at the same density (i.e., 15 du/ac; Appendix C).

Program Response. The cumulative analysis of RHNA requirements is summarized in Table 3.Z. and the detailed data and calculations are contained in Appendix D. In summary, the analysis shows that Fillmore's total assigned share of regional needs (including carryover from the 3rd Cycle) cannot be fully accommodated within the inventory of land under **current** zoning without further program action. The shortfall amounts to 52 units for low income households. As shown at the bottom of Table 3.Z and depicted in Figure HE-6, the s can be fully offset by increasing the base density within the Commercial Highway (CH) zone district from 15 to 20 units per acre Based on the provisions of California Government Code Sections 65583.1(a) and 65583.2(a), the potential shortfall of 52 dwellings can be fully accommodated through the implementation of Program 2.3.6 (Section 5.2) without invoking the requirements of "by right" (re)zoning.

Table 3.Z.1. Cumulative RHNA Analysis

| Housing Element Planning Cycles | Target Income Groups | | | | | |
|--|----------------------|------------|------------|------------|------------|------------|
| | E.L. | V.L. | Low | Mod | Other | Total |
| RHNA Goals for the 3rd Cycle | 75 | 75 | 98 | 134 | 427 | 809 |
| Units Constructed (1998 to 2001) | 24 | 25 | 60 | 229 | 15 | 353 |
| Units Constructed (2002 to 2005) | 1 | 3 | 8 | 53 | 118 | 180 |
| Available Sites | 43 | 44 | 57 | 91 | 303 | 539 |
| Adjusted Net | 7 | 7 | 0 | 0 | 0 | 14 |
| RHNA Goals for the 4th Cycle | 102 | 101 | 170 | 202 | 410 | 985 |
| Unaccommodated Need from 3 rd Cycle | 7 | 7 | 0 | 0 | 0 | 14 |
| Units Constructed (2006 to 2009) | 14 | 14 | 29 | 96 | 12 | 165 |
| Units Constructed (2009 to Oct. 2013) | 7 | 7 | 15 | 26 | 3 | 58 |
| Net Available Sites | 180 | 180 | (1) | 919 | 356 | 1,634 |
| Adjusted Net Total | 0 | 0 | 0 | 0 | 0 | 0 |
| RHNA Goals for the 5th Cycle | 80 | 80 | 112 | 128 | 294 | 694 |
| Unaccommodated Need from 4 th Cycle | 0 | 0 | 0 | 0 | 0 | 0 |
| Specific Plan Projects | 11 | 10 | 0 | 606 | 354 | 981 |
| Net Available Sites | 91 | 91 | 17 | 193 | 119 | 511 |
| Adjusted Net Total | 0 | 0 | 52 | 0 | 0 | 52 |
| Program 2.3.6 (Per Table 3.Z.2) | | | | | | |
| Net Change Resulting from Densification | 133 | (50) | (17) | (33) | 0 | 33 |
| Final Net Adjusted RHNA Requirement | 0 | 0 | 0 | 0 | 0 | 0 |

Source: Appendix D.

Table 3.Z.2. Densification of CH Zone

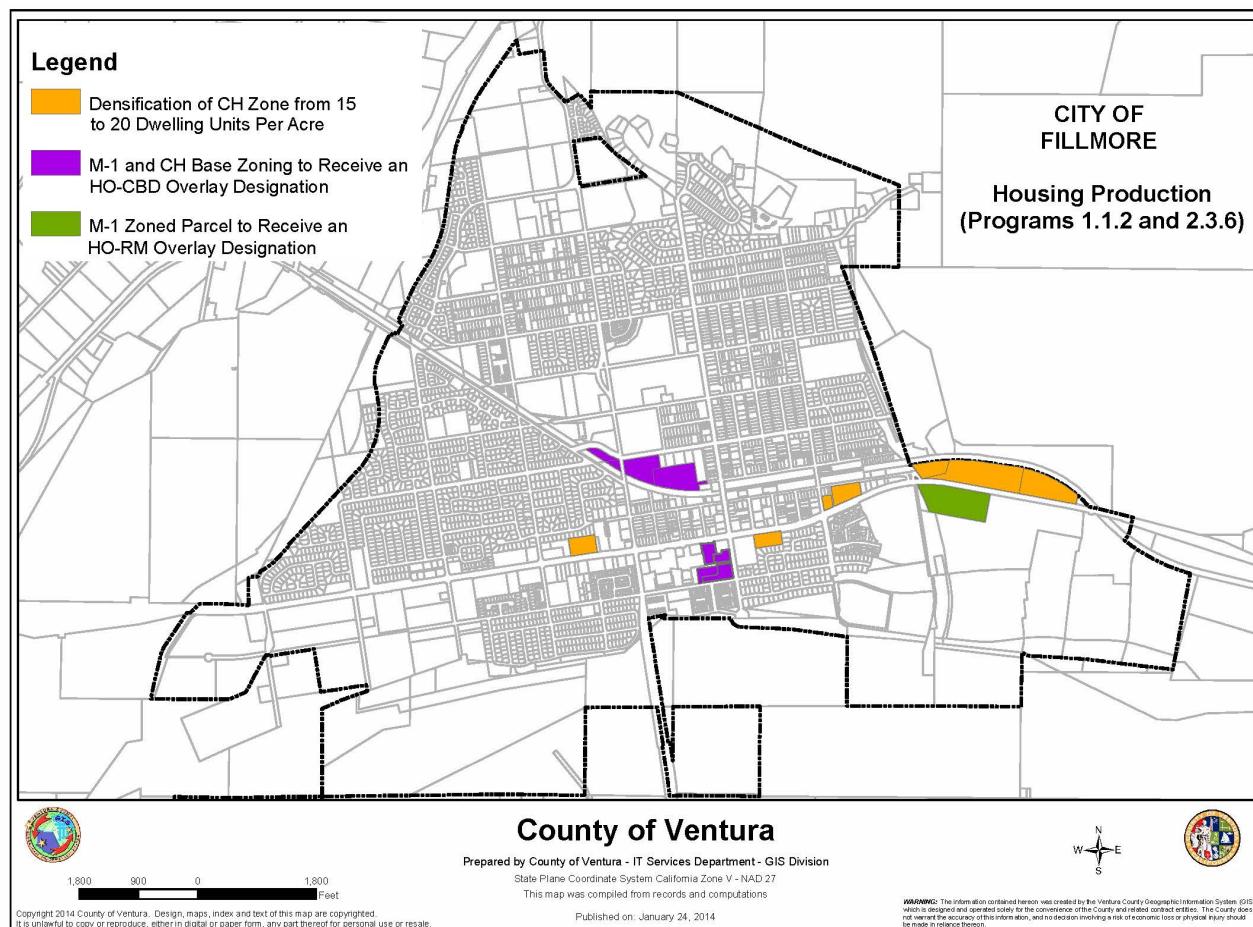
| | Net Change Resulting from CH Zone Densification | | | | | | | | |
|--------------------------------|---|-----------------|--------------------|----------------|-------|------|------|-------|-------|
| | Acres Available | Density Allowed | Net D.U. Potential | Target Incomes | | | | | |
| Affordability Distribution (%) | | | | Ext. Low | V.Low | Low | Mod | Other | Total |
| Without Density Increase | 30 | 15 | 100 | 0% | 50% | 17% | 33% | 0% | 100% |
| With Density Increase | 30 | 20 | 133 | 100% | 0% | 0% | 0% | 0% | 100% |
| Affordability Distribution (#) | | | | | | | | | |
| Without Density Increase | 30 | 15 | 100 | - | 50 | 17 | 33 | - | 100 |
| With Density Increase | 30 | 20 | 133 | 133 | 0 | 0 | 0 | 0 | 133 |
| Net Change | | | | 133 | (50) | (17) | (33) | 0 | 33 |

Source: Appendix B and C.

Notes:

1. The candidate sites subject to an increase in density from 15 to 20 du/ace consist of the following vacant CH-Zoned Ventura County Assessor Parcels: 053011108, 530120120, 530120140, 053012010, 053012013, 053013103, 041025008, 053011104, 052015326, 041025014 and 041025013. (See Appendix A).
2. Development Potential and Affordability Distribution "Without Density Increase" corresponds to the distributions appearing in Table 3.Y. for the Commercial Highway (CH) Zone.
3. Affordability Distribution "With Density Increase" assumes that all dwellings are affordable for lower-income households based on the provisions of California Government Code Section 65583.2(c)(3)(B)(iii).

Figure HE-7. Housing Production Programs



4.0 Housing Resources and Constraints

4.1 Introduction

Chapter 4 contains data and analysis pertaining to the resources and constraints affecting the maintenance, improvement, and development of housing in Fillmore. The analysis focuses on four major topics:

- Availability of sites for residential development (vacant land study / developable acres).
- Potential and actual governmental constraints on housing (e.g. land use controls, fees, etc.).
- Potential and actual non-governmental constraints on housing (e.g. land prices, construction costs, and the availability of financing).
- Opportunities for energy conservation with respect to new development.

4.2 Availability of Sites for Residential Development

4.2.1 Physical / Environmental Constraints

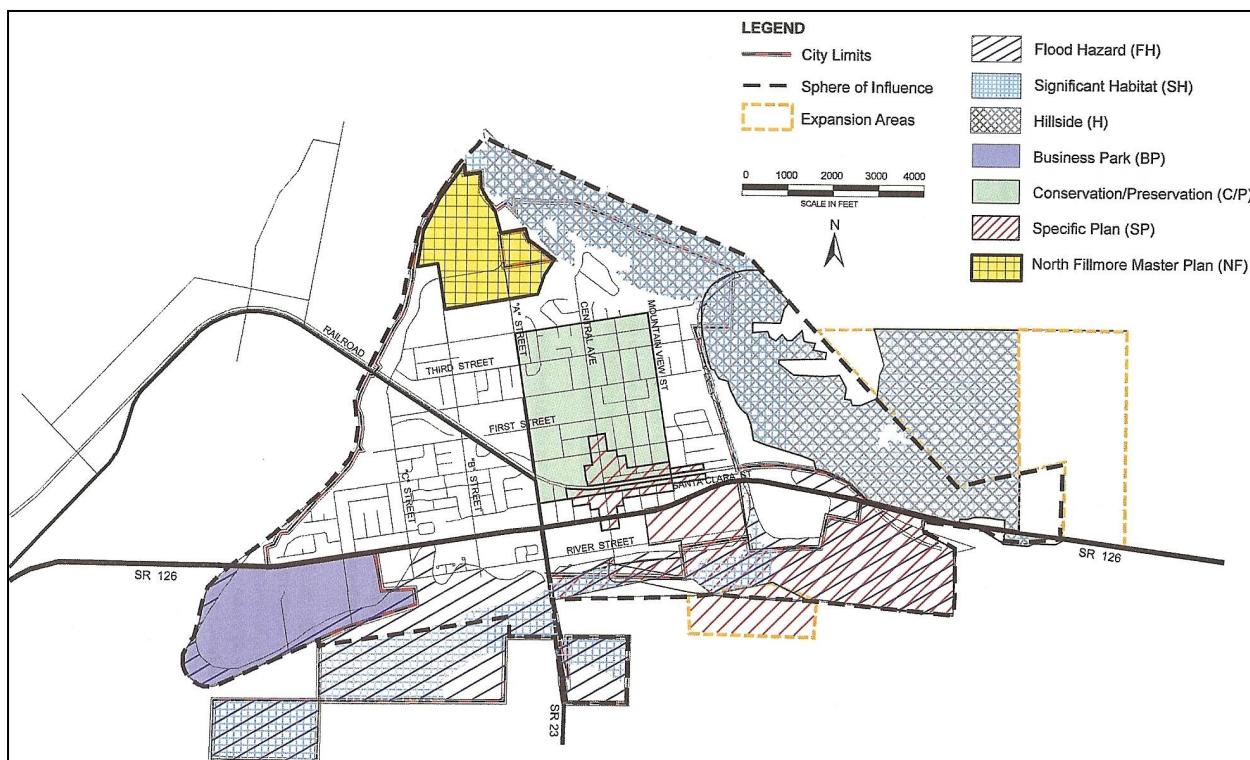
Physical/environmental constraints that potentially serve as constraints to new residential development are discussed below and consist of two basic categories: (i) internal constraints affecting land within Fillmore's existing municipal limits; and (ii) external constraints that affect outward expansion beyond the City's boundaries. In summary, none of these factors are likely to diminish the development potential of sites identified in Figures HE-5 or HE-6 (and itemized in Appendix A). This conclusion is based on a combination of considerations including: (i) all of the available sites are located within the City and not affected by external constraints; (ii) the internal constraints can be mitigated through regulatory measures (i.e., building code standards and procurement of flood insurance) and the City's environmental review process for individual projects; and (iii) habitat and hillside constraints principally affect low density Rural Residential areas that have greater siting flexibility to accommodate physical impediments.

Internal Constraints.

- **Areas Subject to Flooding.** A levee has been constructed along Sespe Creek to protect the western portion of the City from flooding. The Santa Clara River presents the primary flood hazard facing the community. Therefore, the City has recently constructed a levee along this river to protect many of the properties of the City south of River Street and adjacent to Pole Creek that are within the 100-year flood plain. However, FEMA is in the process of revising the flood zone maps and the City anticipates that FEMA will designate new areas in the flood zone, particularly areas south of Old Telegraph Road between A Street and the Sespe Creek and some dwellings next to Pole Creek. Areas in the southeast portion of the City, south of State Route 126, are also expected to be added to the flood zone. Once finalized, new construction within the designated flood zone will be required to comply with the building code to protect the occupants of those buildings.

- Significant Habitat.** Principal habitats found within and adjacent to Fillmore consist of annual grassland, Ventura coastal sage scrub, and riparian. Biologically, the most important of these habitats are the riparian and Ventura coastal sage scrub habitats. The native and naturalized riparian communities are generally restricted to Sespe Creek, Santa Clara River, and Pole Creek drainages, while native coastal sage scrub vegetation are typically found on undeveloped hillside areas that surround the City. Wildlife uses of the Santa Clara River, Sespe Creek, and Ventura coastal sage scrub include both common wildlife species and potential special status species.
- Areas of Steep Slopes.** While much of Fillmore is relatively flat, the City is bounded by steep sloping hillsides to the north and east. Much of this rugged terrain has slopes exceeding 30 percent, and would require expensive grading and slope stabilization. The General Plan Safety Element shows these areas of steep slopes, including those areas that exceed 30 percent slopes. The majority of these properties are within the Rural Residential zone. Given a base density of one dwelling per acre, there is flexibility to site dwellings to accommodate constraints.
- Fault Zones.** The San Cayetano Fault runs east of the City, and has been designated by the State Geologist as an active fault, since it has experienced displacement in recent geologic time. This fault has not been designated as a special study zone under the Alquist-Priolo Act; however, Ventura County has designated the fault as a Primary Fault Hazard Zone subject to recommended development standards (i.e., geologic mitigation to meet Uniform Building Code seismic requirements).

Figure HE-8. Physical and Environmental Constraints



Source: Fillmore General Plan EIR (Land Use Element, Figure LU-7), Fillmore Planning Department.

External Constraints.

- **Agricultural and Open Space Issues.** In general, most of the area within the existing City limits is not in agricultural production. However, Fillmore is surrounded by agriculture. Areas outside the City that are south of State Route 126, within the current Sphere of Influence, are currently in agricultural production. In addition, many of the parcels in the Goodenough Road area are under agricultural production. Prime agricultural soils are common in 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.
- **Greenbelts.** The City of Fillmore is party to greenbelt agreements with the City of Santa Paula and Ventura County. In Ventura County greenbelt agreements are adopted by resolution or ordinance between public agencies. The agreements 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 to annex greenbelt lands.
 - The Santa Paula and Fillmore Greenbelt Agreement was established in 1980, and was reaffirmed in the 1990s. This agreement covers approximately 34,200 acres west of the City. The eastern boundary lies at Sespe Creek adjacent to Fillmore, and the western boundary runs along Santa Paula Creek, around the City of Santa Paula's eastern Sphere of Influence boundary 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. The current Sphere of Influence is outside of established greenbelt areas.
 - In October 2000 the City adopted a greenbelt ordinance with Ventura County to protect lands east of the City. The Fillmore / Piru Greenbelt comprises about 72,000 acres and is bounded by: (i) the Fillmore / Santa Paula Greenbelt and the City's General Plan Study Area on the west; (ii) the Los Padres National Forest on the north; (iii) the Los Angeles County line on the east; and (iv) the primary ridgeline of Oak Ridge and the Santa Susana Mountains to the south. The intent of this agreement is to make the greenbelt boundary coterminous with the City of Fillmore's Sphere of Influence and planning area. Land Use within the greenbelts is governed by Ventura County's General Plan, with such land designated as Agricultural 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.
- **Urban Growth Boundary Line.** Fillmore has adopted an urban growth boundary line called City Urban Restrictive Boundary (CURB). CURB sets a physical limit on the expansion of urban development and separates such development from conservation areas. The urban growth boundary line is based on specific criterion that allows flexibility for development within the city limits outside of 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. The City of Fillmore will 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.

4.2.2 Suitability of Sites

The inventory of available sites to accommodate RHNA covers three separate planning periods from 1998 through 2021. For the 3rd Cycle covering the period of 1998-2005, the data set consists of all vacant parcels as of 2002 (regardless of size) used in connection in the adopted Housing Element; for the 4th Cycle covering the period of 2006-2013, the data set consists of vacant parcels only with a size of one or more acres; for the 5th Cycle covering the period of 2014-2021, the data set includes both large and small vacant parcels as of July 2013. The overall inventory is summarized in Table 3.W. Two issues that particularly affect development suitability are parcel size and current use.

Small Parcels.

The City is rapidly approaching built out; nearly half of the properties identified as vacant or underdeveloped are less than one acre in size. The City recognizes its dependence on existing small properties to fulfill a portion of the regional housing needs. The size of a development site has a direct effect on the number and affordability of units that can potentially be built. For the 3rd Housing Element cycle (1998-2005), HCD certified the document without requiring further assessment of small lot properties. In the 4th Cycle (2006-2013), only parcels of one acre or greater are considered in the suitability analysis, while in the 5th Housing Element cycle (2014-2021), the development potential assigned to each lot of less than one acre is assigned exclusively to households **above** moderate income. Two notable exceptions in the 5th Cycle inventory is the inclusion of a 0.87 acre parcel and a 0.63 acre parcel, each with CH zoning and owned in common with immediately adjacent vacant large lot parcels. These parameters and resulting analysis are reflected in the inventory contained in Appendix A.

Underutilized Parcels.

The inventory of parcels for the 3rd Housing Element cycle (1998-2005) and accepted by HCD's certification does not differentiate between vacant and underutilized properties. For the 4th Cycle (2006-2013), the inventory includes ten parcels with existing uses and of these: (i) eight are existing non-conforming uses included within Specific Plan areas that are specifically designated for residential reuse; (ii) one is being cultivated for agricultural use but is not sustainable due to size (6.06 acres) and residential encroachment; and (iii) one consists of open industrial storage for which the owner has already filed application of residential reuse. In regard to the land inventory for the 5th Housing Element cycle: (i) all of the small lots of less than one acre are classified as being vacant by the Ventura County Assessor; (ii) four lots totaling less than 15 acres are currently cultivated for agricultural use but not sustainable and are not under a Williamson Act contract; and (iii) one lot is used for rail storage but is owned by the City's successor redevelopment agency and specifically designated for CBD/residential use under Fillmore's Downtown Specific Plan. These notations are included in the land inventory (Appendix A), while supporting photos and commentary appear in Figure HE-9B.

Figure HE-9A
Underutilized Parcels Included in the Land Inventory for
the 5th Cycle

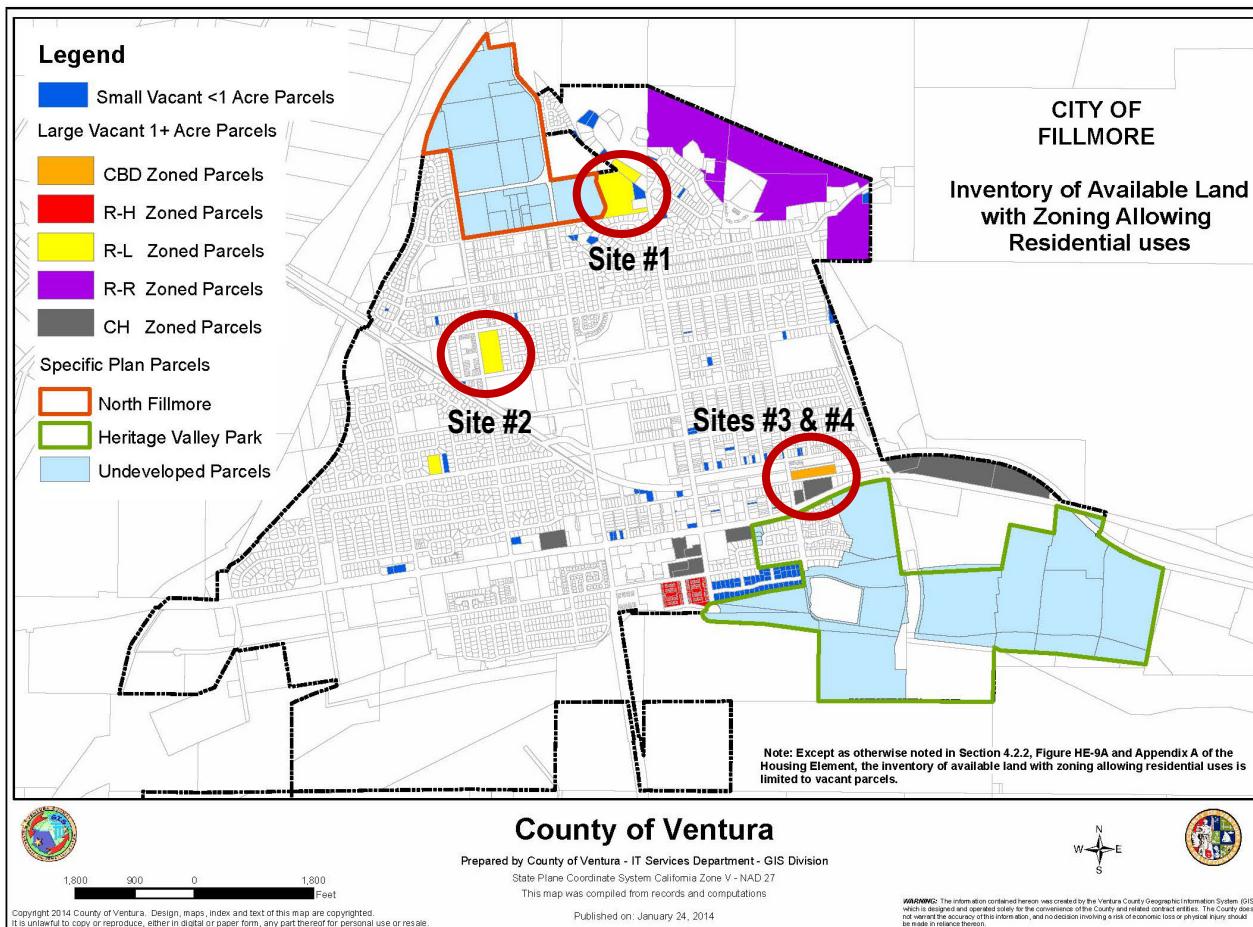
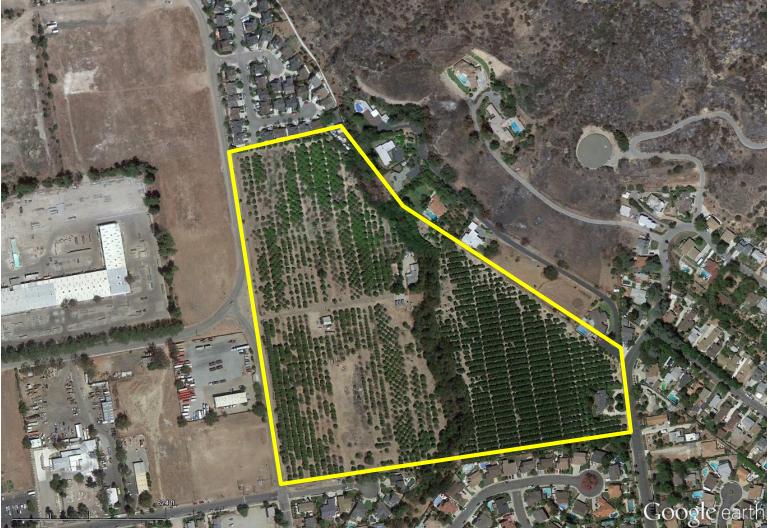
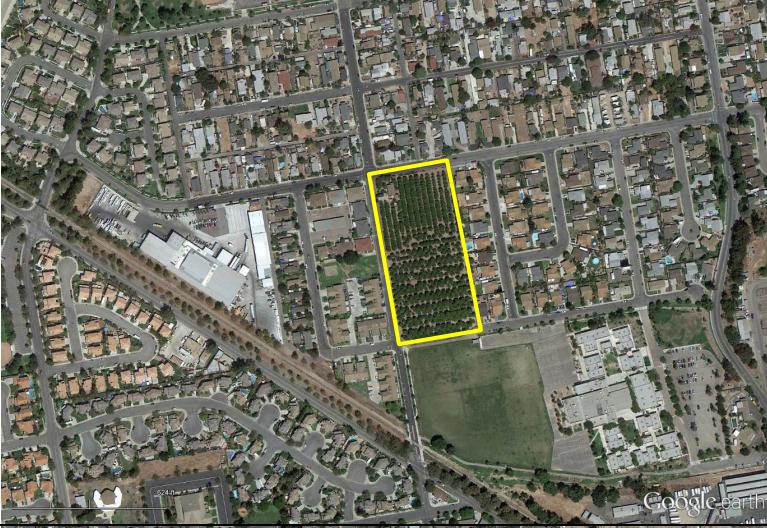


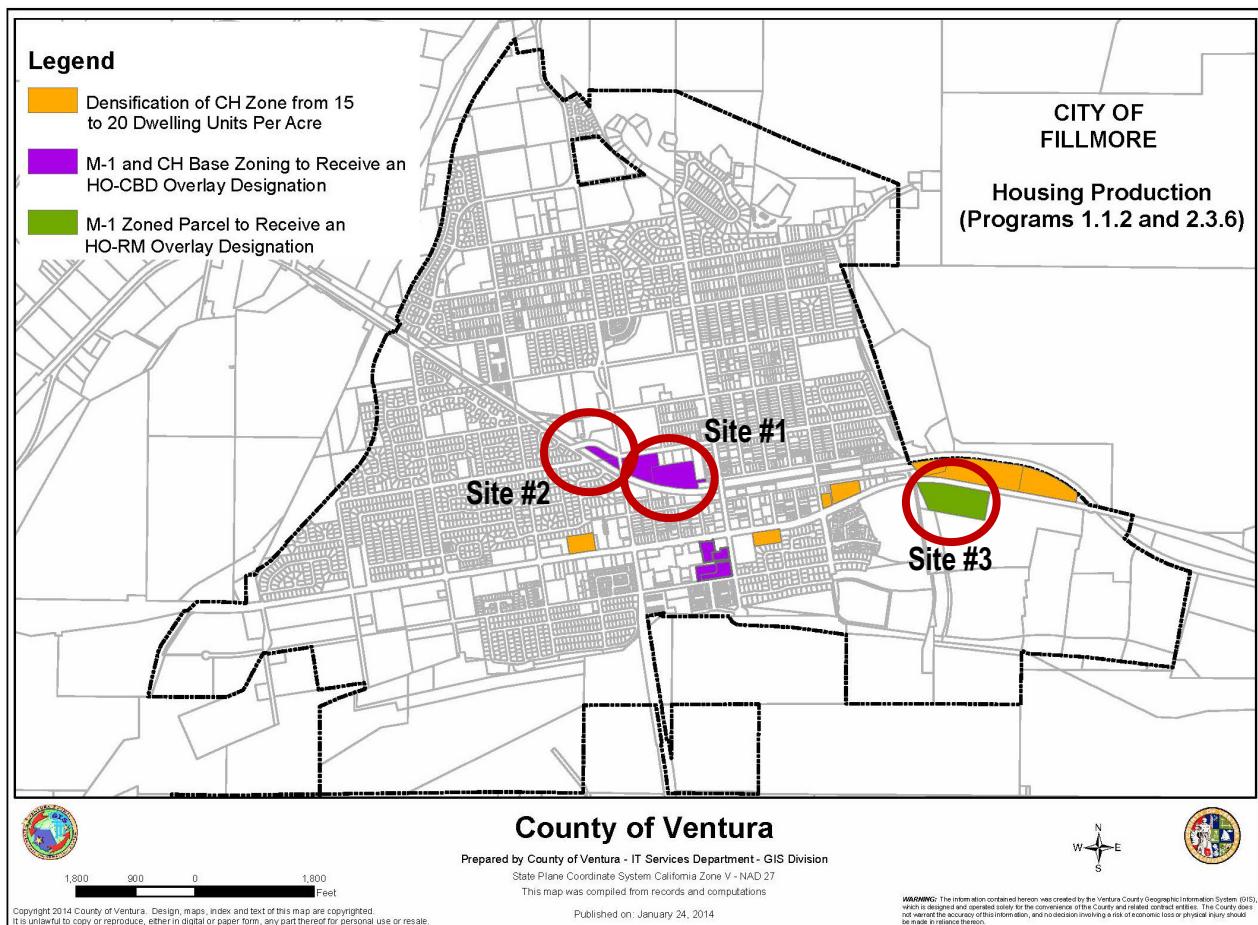
Figure HE-9B.
Characteristics of Underutilized Parcels Included in the Land Inventory for the 5th Cycle

| | | |
|--|--|---|
| Site #1 APN 0500060006 |  | Size: 7.35 Acres Current Use: Agriculture Current Zoning: R-R (Rural Residential) Improvement Value: 5% Comments: Surrounded by urban uses; Not sustainable due to size and urban encroachment. |
| Site #2 APN 052005512 |  | Size: 4.38 Acres Current Use: Agriculture Current Zoning: R-R (Rural Residential) Improvement Value: 36% Comments: Surrounded by urban uses; Not sustainable due to size and urban encroachment. |
| Site #3 APN 053011104 & 053011108 |  | Size: 3.00 Acres Current Use: Agriculture Current Zoning: CH (Commercial Highway) Improvement Value: 5% Comments: Two separate parcels under common ownership; Surrounded by urban uses; Not currently cultivated; Owner has expressed interest in residential development. |



Note: Improvement Value is computed as the percentage that the dollar amount assigned by the Ventura County Assessor for existing physical property improvements represents of total assessed value (including land).

Figure HE-10A.
Developed Parcels Proposed for Reuse/Redevelopment in Conjunction with Program 1.1.2



Developed Parcels. Beyond the accommodation of RHNA needs, Program 1.1.2 of the Housing Plan (Section 5.4) identifies: (i) four developed industrial parcels for application of an HO-CBD overlay, allowing 50 dwellings per acre in addition to other uses permitted by the underlying M-1 zone designation; and (ii) one developed industrial parcel for application of an HO-RM overlay allowing 11 dwellings per acre. Each of the five identified parcels consist of uses that are no longer viable and the owners have all expressed interest in pursuing redevelopment and/or adaptive reuse of the sites. These conditions are noted in Appendix A and further described in Figure HE-10B.

Figure HE-10B.
**Characteristics of Developed Parcels Proposed for Reuse/Redevelopment in Conjunction with
Program 1.1.2**

| | |
|---|---|
| <p>Site #1 APN 053006057 & 053006053</p>  | <p>Size: 8.45 Acres</p> <p>Current Use: Agricultural Product Packaging</p> <p>Current Zoning: M-1 (Manufacturing)</p> <p>Improvement Value: 95%</p> <p>Comments: Two parcels under common ownership; Located within a predominately residential area; On fringe of the existing Central Business District; Obvious visual signs of disrepair, dysfunction and underutilization; Owner is seeking reuse options for the property.</p>  |
|---|---|

| | | |
|--|---|--|
| <p>Site #2 APN 0520132020 & 0520092040</p> |   | <p>Size: 1.21 Acres</p> <p>Current Use: Agricultural Product Staging and Shipping</p> <p>Current Zoning: M-1 (Manufacturing)</p> <p>Improvement Value: 47%</p> <p>Comments: Two parcels under common ownership; Located within a predominately residential area; On fringe of the existing Central Business District; Obvious visual signs of disrepair, dysfunction and underutilization; Owner is seeking reuse options for the property.</p> |
| <p>Site #3 APN 041033002</p> |  | <p>Size: 9.56 Acres</p> <p>Current Use: Open Storage</p> <p>Current Zoning: M-1 (Manufacturing)</p> <p>Improvement Value: 38%</p> |

| | | |
|--|---|--|
| Site #3 APN 041033002 |  Google earth | Comments: Adjacent to an incompatible (residential) use; Site consists predominately of open storage on unimproved surfaces; Owner has expressed interest in residential reuse and has filed a preliminary application for such development. |
|--|---|--|

Note: Improvement Value is computed as the percentage that the dollar amount assigned by the Ventura County Assessor for existing physical property improvements represents of total assessed value (including land).

4.3 Land Use Controls

The City of Fillmore exercises a number of land use controls that directly affect the development of housing. Some of these programs place certain restrictions on housing development, while others encourage housing production. It is the purpose of this section to evaluate the extent to which these standards may facilitate or hinder the development of housing for all economic segments of the community.

4.3.1 Density Bonus

The current Zoning Ordinance provides for the granting of a density bonus or other incentives when an applicant agrees to construct at least one of the following: (i) twenty percent of the total units of a housing development for persons and families of lower income, as defined in state law (Health and Safety Code Section 50079.5); (ii) ten percent of the total units of a housing development for very low-income households, as defined in state law (Health and Safety Code Section 50105); and (iii) fifty percent of the total dwelling units of a housing development for qualifying senior citizen residents, as defined in state law (Civil Code Section 51.2). These provisions have since been modified by State law (SB 1818) and Program 2.3.3. has been added to the Housing Plan to bring the City's Zoning Ordinance current.

4.3.2 Development Regulations

The Zoning Ordinance establishes development standards for each residential zone, as detailed in Table 4.A. Table 4.B. shows parking requirements for residential units as established by the Zoning Ordinance. There are five basic residential zones in the City of Fillmore, and are as follows:

- RPD (Residential Planned Development) Rural (1.0)
- RPD Low (7.0)
- RPD Medium (11.0)

- RPD Medium/High (15.0)
- RPD High (35)

(Each Zone within the City corresponds directly to the land use density outlined in the General Plan; except for the Residential High land use category. Currently, the General Plan allows a maximum density of 30 du/acre, while the Zoning Ordinance allows up to 35 du/acre. The City has acknowledged this inconsistency and will amend the General Plan to reflect the 35 du/acre density as indicated in the Zoning Ordinance and Program 4.1.1. For purposes of this analysis, the 35 du/acre density is provided.)

Table 4.A. Zoning Development Standards

| Land Use Activity | Rural | Low | Medium | Medium/High | High |
|---|---|-------|--------|-------------|--------|
| Maximum Units Net/Acre | 1.0 (a) | 7.0 | 11.0 | 15.0 | 35.0 |
| Lot Area (sq. ft.) | 1.0 ac (e) | 6,000 | 6,000 | 14,000 (b) | 14,000 |
| Lot Area per Dwelling Unit | 1.0 ac (e) | 6,000 | 4,000 | 2,900 | 1,250 |
| Lot Width (ft.) | 50 (d) | 50 | 25 | 100 (e) | 100 |
| Front Setback Main Structure (ft.) | 20 (d) | 18 | 18 | 15 | 15 |
| Front Setback Street Facing Garage (ft.) | 25 (d) | 20 | 20 | 20 | 20 |
| Land Use Activity | Rural | Low | Medium | Medium/High | High |
| Rear Setback (ft.) | 20 (d) | 20 | 20 | 20 | 20 |
| Side Setback (each) (c) | 10 (d) | 10 | 10 | 10 | 10 |
| Side Setback (street side) | 20 (d) | 10 | 10 | 10 | 10 |
| Structural Parcel Coverage (max.) | ---- (d) | 40% | 40% | 60% | 60% |
| Distance Between Main Structures (ft.) | ---- (d) | ---- | ---- | ---- | ---- |
| Distance Between Accessory Structures (ft.) | 6 | 6 | 6 | 6 | 6 |
| Common Useable Open Space (sq. ft.) (e) | 0 | 0 | 200 | 200 | 200 |
| Private Outdoor Living Space (sq. ft.) (e) | 0 | 0 | 450 | 250 | 200 |
| Main Bldg. / Structure height (max.) | 35 feet or 2 story whichever is less | | | | |
| Accessory Bldg. / Structure Height (max.) | 17 feet or 1 story whichever is less | | | | |
| Antennae | Refer to Subsection 6.04.1805(2) Property Development Standards | | | | |
| Fences, Wall, and Hedges | Refer to Subsection 6.04.1805(7) Property Development Standards | | | | |

Source: City of Fillmore Zoning Ordinance, Residential Zones, 6.04.04.

Notes:

- Subject to Section 6.04.26 (Hillside Development Standards).
- May be reduced to a 5,000 square foot minimum lot area with a 50 foot minimum lot width only if access to the parcel is provided by an alley.
- May be reduced to 5 feet with Fire Department approval, but shall be 10 feet if adjacent to a two-story structure.
- When 2 walls face each other and neither has a window opening, they shall be separated by at least 15 feet. If one or more of the walls has a window opening, they shall be separated by at least 20 feet plus 5 feet for each story of each structure in excess of one-story.
- Each ground floor dwelling unit shall be provided with 250/200 (Residential M./H & H) square feet of private outdoor living space while each upper story unit shall be provided with 200/150 (Residential-M/H & H) square feet of private outdoor living space.

Table 4.B. Residential Off-Street Parking Standards

| Residential Type | Off-Street Parking Standard |
|--|--|
| <i>Single family Residential</i> | |
| Single family detached | 2 spaces within a garage |
| Single family attached | 2 spaces within a garage; 1 uncovered guest space for every three dwellings |
| Mobile home parks | 2 spaces for each unit may be in tandem; 1 guest space for every 2 units |
| <i>Multi-family Residential</i> | |
| Efficiency and 1 bedroom | 1.5 covered; 1 uncovered guest space for every 3 units |
| 2 bedrooms | 2 covered; 1 uncovered guest space for every 3 units |
| 3 or more bedrooms | 2.5 covered; 1 uncovered guest space for every 3 units |
| Residential day care (7 or more children) | 1 space for every 7 children, in addition to those required for primary residence |
| Congregate facilities | 3 spaces for each 4 living units, plus 3 spaces for each 4 living units for guest and employee parking |
| Rooming houses and similar facilities with guest rooms | 1 space for each sleeping room (in dormitories each 100 sq. ft. is considered a sleeping room) |
| Second dwelling units | 2 spaces in a garage or carport for dwelling 800 sq. ft. and above |
| Residential uses in the CBD | 1 covered space per dwelling unit |

Source: City of Fillmore Zoning Ordinance, 6.04.3415

Fillmore's maximum lot coverage and setback standards do not constrain the maximum density allowable within the various residential zones. Even at the minimum permitted lot size, the City's lot coverage and setback standards would accommodate maximum allowable residential densities. Within the low density designation, existing standards permit a 2,400 square foot building footprint on the minimum size lot (6,000 sq. ft.). Development of two-story housing would permit dwellings larger than 2,400 square feet on the minimum allowable lot size, while maintaining the maximum allowable development density. Analyses undertaken to confirm this conclusion were also based on 1,200 square foot average unit size in Medium and Medium-High density areas, and a 1,000 square foot average unit size in high density areas. Actual city standards permit smaller dwelling units than those assumed for this analysis. Therefore, there is even more ability to achieve higher densities in multi-family housing.

Required on-site improvements for residential development are determined largely by the zoning of the property. Fillmore's requirements for on-site improvements as expressed in the Zoning Ordinance are typical of California communities, and are not considered to be unusually restrictive or as a constraint on the development of housing. In a typical subdivision, the City requires a minimum street right-of-way of 54 feet (36-foot wide street width, 10 feet of parkways, and ten feet of sidewalk, or five feet per side), which is less than is typically required in suburban communities throughout the state. Most developers decline to provide private streets because the cost implications are carried on to the residents of the development. Often, a developer will ask the City to accept the street. However, the City will only accept the streets provided they are built up to City specifications as described above. The City estimates that approximately 15 percent of the sales price of a home derives from the on/off site improvements of the project.

As shown in Table 4.A., all residential zones allow a maximum building height of 35 feet or two stories whichever is less. The City's older residential areas are predominantly single story homes on small lots. However, the City permits two story structures in those neighborhoods thus allowing owners the opportunity to increase the height to their homes. Moreover, the current residential construction market is

predominantly made up to two-story structures and the City's building height provisions support this trend. The City's parking standards help to ensure that housing projects provide adequate parking for their occupants, which is important to a bedroom community like the City of Fillmore. To maximize use of the land for large multi-family complexes, the City allows the builder to provide parking on the ground floor and living areas above it. Side yard setbacks have minimum requirements of 10 feet, but may be reduced to five feet with Fire Department approval. Furthermore, the City also allows the Director to grant parking reductions and height increments as minor variances for up to 25 percent of the requirement. This requirement can either be "waived" or considered as a minor modification to an already approved project where up to 10 percent of the requirement can be "waived".

Aside from the residential zones, the City also permits housing in the Central Business District (CBD), the Commercial Highway (CH) Zone, and the Commercial Office (CO) Zone. Multi-family and single family housing is allowed in the CBD and there are special provisions in this district alleviating parking requirements where only one covered parking space per unit is needed as opposed to two spaces as needed in the residential zones. Moreover, buildings in the CBD are allowed to be up to three stories in height and 100 percent building coverage is allowed. Mixed-use development is allowed within the CH Zone, and is typically developed at an approximate density of 15 du/acre; subject to the approval of a Development Permit. The CO Zone allows single family residential development with the approval of a Development Permit, which only requires administrative review and construction subject to the Residential Low building standards thereby reducing the cost of construction to the builder.

4.3.3 Building Codes

The State of California uses the most current edition of the Uniform Building Code for new construction, as does the City of Fillmore. Rather than acting as an impediment to new residential construction, building codes ensure the health and safety of building occupants and help preserve existing housing stock by requiring property owners to make improvements to their homes when the structure falls into disrepair to prevent un-inhabitable structures. The City of Fillmore does have additional requirements on building construction beyond what is required by the building code. These additional construction requirements pertain to drainage, pool construction, fire protection and seismic safety and were adopted due to special climatic, topographical, and geological factors, as explained below:

Geological: (1) The City is in a high potential activity seismic zone. After a large seismic event, the potential for multiple fires occurring simultaneously will likely tap available firefighting resources. There is a likelihood of broken natural-gas mains causing other fires, leakage of hazardous materials, the need for rescues from collapsed structures, and the rendering of first aid and other medical attention to large numbers of people. (2) The soil conditions in the City are extremely corrosive to copper water piping. The use of thin-walled copper pipe below grade does not support the preservation of property or the protection of the municipal water supply. (3) The City is located where the water table is very high and the soil is very expansive, necessitating special requirements for the construction of swimming pools.

Topographical: (1) The City has rural areas that are highly prone to fire hazards. Due to topography, access to structures in rural areas increases response times and delays fire suppression efforts. Structural fires in hillside areas will have a greater likelihood of starting a wildfire, and exposing additional structures to fire damage. Emergency personnel responding to these incidents may be unduly impeded and delayed in accomplishing an emergency response; resulting in an unnecessary risk to the protection of life, public safety, and property (particularly in those buildings or structures without the fire sprinklers). (2) The natural

grade of the City is low-sloping towards the south west. Development on such conditions creates difficult drainage situations affecting neighboring properties resulting in uncontrolled drainage disposal.

Climatic: (1) The City experiences periods of high temperatures accompanied by low humidity and high winds. These conditions create an environment in which the Fire Department commits large numbers of firefighting resources to the control and extinguishment of wildfires. These climatic conditions may result in the concurrent occurrence of one or more fires in the more populated areas of the City without adequate personnel to protect against and control such a situation. (2) The City experiences seasonal conditions where rainfall does not occur for several months, potentially creating drought conditions.

These contributing factors could increase the cost of development, but the long term benefit of protecting public health and property is outweighed by the short-term construction cost incurred by the builder. The builder would most likely pass the cost on to the buyer of the home, but may still have to offer a competitive price to attract buyers.

The City's inspectors conduct construction inspections for building occupancy and also respond to complaints concerning building violations. Due to a lack of human resources, construction plans are not reviewed by City staff. Plans are sent to a third party hired by the City who conducts the "plan checking" service. The usual review period by this third party is 10 business days. The applicant pays for the time spent reviewing the plans, which is a reasonable fee comparable to other cities in the county who have the same type of plan checking service.

The Housing Element includes a code enforcement program (Program 1.2.5) to link code violations and rehabilitation opportunities with the appropriate housing programs.

4.3.4 Minimum Size Requirements for Dwelling Units and Rooms

The City of Fillmore maintains minimum size requirements for dwelling units, as well as for rooms within residential dwellings. There are no local amendments added to the Uniform Building Code. Additionally, neighboring cities such as Santa Paula and Ojai adhere solely to the Uniform Building Code for their minimum size requirements for dwelling units and rooms. The minimum size for dwelling units is measured on the outside of walls, and excludes basements, garages, carports, exterior courtyards and porches. These are modest requirements and are substantially smaller than what is currently being produced in market rate housing. Minimum dwelling unit sizes are as follows:

- Single family detached homes: 1,200 sq. ft.
- Single family attached homes: 1,000 sq. ft.
- Dwelling units within a multi-family structure:
 - 1 bedroom 750 sq. ft.
 - 2 bedrooms 900 sq. ft.
 - 3 bedrooms 1,000 sq. ft.

Efficiency apartments (400 to 700 sq. ft.) are permitted in areas designated in the General plan for Medium, Medium-High, and High density residential development.

The City's minimum room size standards are as follows:

| Room | Minimum Room Size |
|---|-------------------|
| Bedroom | 100 sq. ft. |
| Full bath (tub, toilet, lavatory) | 50 sq. ft. |
| Three-quarter bath (Stall shower, toilet, and lavatory) | 35 sq. ft. |
| Half bath (toilet and lavatory) | 25 sq. ft. |

The requirement for minimum room size does not act as an impediment to the development of housing. In fact, these minimum standards are much lower than what the current construction market provides. These standards are intended to ensure the health and safety of the residents by providing housing that enhances their quality of life. Small dwellings promote overcrowding leading to poor living conditions and rapid wear and tear of the structure and its appurtenances. These provisions of the Zoning Ordinance help conserve housing in the City. Up to date, City staff does not have any trouble implementing these provisions on a housing project particularly a multi-family complex where builders seek to maximize the density of their project.

4.3.5 Mobile Home and Manufactured Housing Development Standards

The City of Fillmore permits manufactured dwellings to be used as single family residences outside of designated mobile home parks if the home is certified under the National Mobile Home Construction and Safety Act of 1974, and if it meets the following standards:

- The mobile home is installed on and secured to an approved permanent foundation in compliance with the Uniform Building Code and the Health and Safety Code (Section 18551).
- The mobile home has a minimum eave projection of 12 inches on all sides, including 18 inches on at least 2 opposite sides.
- All roofs have a minimum pitch of 1:4, and are constructed of non-reflective / non-metallic roofing materials.
- All exterior siding is non-reflective / non-metallic, and is installed from the ground to the roof.
- The mobile home has a minimum width across the narrowest point of 15 feet.

4.3.6 Second Dwelling Units

There were five second dwelling units built in the City of Fillmore since 1998, and the need for these units in the community still exists. With the growing number of seniors in the community, it is anticipated that families will be encouraged to build second units for their aging relatives or caregivers assisting them with affordable housing. The City allows second dwelling units in the Rural, Low, and Medium density residential zones, subject to the approval of a Conditional Use Permit and the following standards:

- No more than one additional dwelling unit may be placed on a single family parcel
- The additional dwelling is only permitted on a residential parcel with an existing owner-occupied single family detached dwelling unit. The additional dwelling unit may be attached to, or detached

from the existing main dwelling. No additional dwelling units are permitted on lots already having two or more dwelling units.

- The parcel on which the additional dwelling unit is proposed must meet all of the applicable standards of the zone in which it is located.
- The parcel on which the additional dwelling is proposed must have a minimum of 7,500 square feet, a minimum depth of 120 feet, a minimum width of 50 feet, and a minimum buildable pad size of 400 square feet exclusively for the additional unit.
- The size of the additional dwelling unit may be up to 30 percent of the size of the existing living area of the main dwelling for an attached unit and up to 1,200 square feet for a detached unit. The minimum permitted size for the additional unit is 800 square feet, regardless if the 30 percent standard is met.
- The additional dwelling must be located within the rear third of the parcel, and may be up to 35 feet or two stories in height.
- The additional dwelling is to be architecturally compatible with the main dwelling unit.
- The additional dwelling is to be provided with two off-street covered parking spaces in addition to the parking required for the main unit.
- The additional dwelling is required to be metered separately from the main unit for gas, electricity, and water/sewer services.

Some of these requirements are in conflict with state law (AB 1866). Additionally, some of the requirements present a potential constraint on the development of second units, such as:

- The requirement that the owner must live in the main residence;
- The minimum parcel size and location requirements;
- The requirement that additional dwelling units are to be provided two off-street covered parking spaces.
- The minimum size requirement for an additional unit being 800 square feet, regardless if the 30 percent standard is met.

A program to amend the City's Zoning Ordinance and eliminate any potential constraints toward the development of second units is included in the Housing Element (Program 2.3.4). This program will facilitate and encourage the development of more second dwelling units in the City while achieving compliance with state law.

4.3.7 Processing and Permit Procedures

Development review may affect housing costs. Because of holding costs, the longer it takes for a development proposal to be approved, the higher the development costs. In the City of Fillmore, an application for a residential project containing about 20 units typically requires a processing time (from filing of the initial application to Final Map approval) of 6 to 12 months. However, actual processing time for any residential project varies according to the scope of the project and number of units proposed for the project, as well as the time taken by the applicant to prepare the submittals including the Final Map, improvement

plans, and other project-related documents. While the City attempts to process development applications in a timely and efficient manner, some delays are outside the control of the City. Delays in processing can occur if environmental review, pursuant to California Environmental Quality Act (CEQA), requires an Environmental Impact Report (EIR) to be prepared. At times, approval from state or other agencies may also be required for certain types of projects. The following entitlements below are those required for residential development. Each type of permit application has decision making criteria, approval procedures, and fees as described below.

- Development Permit – A Development Permit is required for all new construction (single family and multi-family) except for alterations/repairs to an existing single family residence. Depending on the number of units in the project, this permit is reviewed and approved by the Planning Director (for 1-3 dwellings), Planning Commission (for four or more dwellings), or City Council (upon appeal). In general, projects are reviewed for compliance with City ordinances; site layout & design; compatibility with neighboring property/development; efficiency & safety of public access and parking; appropriate open space and use of water efficient landscaping; consistency with the General Plan; and consistency with adopted design guidelines and policies. City staff reviews the architectural elements of a proposed project as opposed to presenting the project to an architectural review body, which could create further delays in the development review process. The application fee for a minor Development Permit (e.g. request for a new detached garage) is \$350. The application fee for a regular Development Permit (e.g. request for a new apartment complex) is \$2,000.
 1. Findings. A Development Permit is approved if the proposed project is able to meet all of the following findings. On, average, the majority of housing projects do not have difficulty in meeting these findings:
 - a. The proposed development is permitted in the subject zoning district and complies with applicable provisions and any applicable design guidelines;
 - b. The development is consistent with the General Plan;
 - c. The proposed development would be harmonious and compatible with existing and future developments within the zoning district and general area, as well as with the land uses presently on the subject property;
 - d. The approval of the Development Permit for the proposed development complies with the requirements of the California Environmental Quality Act;
 - e. The proposed development would not have potential significant effects on the environment and natural resources that could not be properly mitigated and monitored;
 - f. The subject site is physically suitable for the type and density or intensity of the land use being proposed;
 - g. There are adequate public services such as water, sanitation, and public utilities to serve the proposed development and would not be detrimental to the health and safety of the public; and
 - h. The design, location, size, and operating characteristics of the proposed development would not be detrimental to the public's interest, health, safety, convenience, or welfare of the City.

2. Exceptions. In addition, the City's Development Permit process allows for modification of development standards, which can be used to facilitate the unique needs of supportive housing, farmworker housing, transitional housing, SRO's, and emergency shelters. The Development Permit process would thus function in a manner similar to that of a planned development, allowing the City to establish development standards and conditions of approval tailored to the needs of the facility.
 3. Proposed Modifications. To ensure that prerequisite findings are applied in an objective and fair manner, the following ordinance modifications are proposed as part of Program 2.1.1:
 - a. Approval, conditional approval or denial of a Development Permit (including appeals) shall be accompanied with findings, supported by substantial evidence, that: (i) the action is justified on the basis of objective criteria identified in written standards, policies, or conditions as they existed on the date the application was deemed complete; and (ii) the facts and evidence are not unreasonably exercised for the purpose of rendering infeasible the development of housing for any and all economic segments of the community as prohibited in Section 65913.2 of the California Government Code.
 - b. The authority to deny issuance of a Development Permit shall be expressly limited to situations wherein approval would have a detrimental effect upon the public interest, health, safety, convenience, or welfare, and there is no feasible method to satisfactorily mitigate or avoid the detrimental effect without rendering the development unaffordable or financially infeasible. "*Detrimental Effect*" shall mean a significant, quantifiable, direct, and unavoidable impact resulting from: (i) a conflict with adopted General Plan policy; (ii) non-conformance with adopted land use regulations or design standards; or (iii) significant unavoidable adverse environmental impacts.
- Parcel Map – A parcel map is required when a proposed project is requesting to subdivide the project area into four lots or fewer. Contents of the parcel map must comply with state law (the Subdivision Map Act) and with the minimum lot standards of the applicable zoning district. To help streamline the review process and avoid delays, the parcel map is reviewed and processed simultaneously with any other development permits the project may need. In general, a proposed parcel map is approved if the findings pertaining to a Development Permit are met and the map complies with state law and the City's Subdivision Ordinance. However, in some cases the project may only entail subdivision of land with no construction proposed. Consequently, the findings pertaining to actual development would not apply. The application fee for a parcel map is \$2,200. All proposed parcel maps are reviewed and approved by the Planning Commission.
 - Tentative Map – A tentative map is required when a proposed project is requesting to subdivide the project area into five or more lots. Contents of the tentative map must comply with the Subdivision Map Act and with the minimum lot standards of the applicable zoning district. As with the parcel map process, the tentative map is also reviewed and processed simultaneously with the other permits the project may need. Also, as with parcel maps, the City does not have adopted findings for tentative maps and provided that the findings for a Development Permit are met and the proposed map complies with state law requirements and the City's Subdivision Ordinance, the tentative map is usually approved. The application fee for a tentative map is \$2,550. All proposed

tentative maps are reviewed by the Planning Commission and recommended to the City Council for final approval.

Typically, processing and permitting procedures for residential development in the City of Fillmore are as follows:

4.3.7.1 Small Single Family Projects (One to three units)

If a development consists of one to three units, a Development Permit is required for the project and the City's Community Development Director can approve the project without Planning Commission or City Council review. This administrative review process may take between three to four months.

4.3.7.2 Other Single Family Projects (Four units or more)

If a proposed development consists of four units or more, a Development Permit is required for the project and the project is reviewed by City staff and presented to the Planning Commission for their review and approval. Depending on the scope of the project, City Council approval may be required. Generally this process may take between six months to a year. If the proposed development will create additional lots, a parcel map or tentative map is required and the process may take up to a year. The following additional steps must be taken as part of the review process:

- The environmental review must be completed in accordance with the California Environmental Quality Act. Fees are based on the type of environmental review (EIR, MND, ND etc.)
- Depending on the total number of lots created, the Planning Commission and/or City Council will need to review and approve the project.
- A Final Map is accepted by the City.

4.3.7.3 Small Multi-family Projects (Three Units or less)

If the development consists of three units or less and does not involve a zone change, subdivision, annexation, or the like, the project will require only a Development Permit and is reviewed and approved by the Community Development Director, which usually takes approximately three to four months.

4.3.7.4 Other Multi-family Projects (Four Units or More)

If the development consists of four units or more, the project will require a Development Permit and processing time is usually six months. In addition, the following steps must be taken:

- Environmental review must be completed in accordance with the California Environmental Quality Act.
- Planning Commission will need to review and approve the project, and depending on the scope of the project, City Council may have to review and approve the project.
- Once the Planning Commission or City Council approves the application, the applicant may seek building permits.

The development of multi-family housing is encouraged to provide a variety of housing types to individuals of all income levels. The City aims to minimize time and complications of the permit process to facilitate additional multi-family units in the City. Typically the processing and permitting procedures for multi-family developments in the City of Fillmore are as described above.

4.3.7.5 Dormitory-Style/Congregate Farmworker Housing

A review of farmworker housing facilities (both annual residences and migrant family facilities) operated by various agricultural county housing authorities indicates that family farmworker housing facilities in many of California's agricultural counties range in density between 6 and 10 dwelling units per acre, and consist of detached, duplex, and small attached structures. This type of housing could be developed in low, medium, medium-high, and high density zones in the City of Fillmore. Migrant family farmworker housing facilities in many of California's agricultural counties were found to have a density range of 10-14 dwelling units per acre, consisting of duplex, fourplex, and small attached structures, and could be developed in medium, medium-high, and high density zones. The projects that were reviewed were generally built pursuant to USDA Rural Development Program and Office of Migrant Services Farm Labor Centers, and were all operated by county housing authorities. Due to high land costs, the Cabrillo Economic Development Corporation (CEDC is the leading non-profit affordable housing producer in Ventura County) reported that densities of 18-24 dwelling units per acre will be necessary within Ventura County to produce housing affordable to farmworkers.

The City encourages the use of programs such as the USDA Rural Development Program and often seeks assistance from the Office of Migrant Services Farm Labor Centers to facilitate and provide farmworker housing within the Central Business District and the City's Low, Medium, Medium-High and High density residential land use designations. Although farmworker housing is allowed in almost all residential areas in the City, the provision of housing for farmworkers does not necessarily create an adverse impact on the availability of land that could accommodate new housing for very low-income, non-farmworker households.

In order to ensure that the specific needs of agricultural employees are properly addressed without compromising either the character of the neighborhood nor the quality of life of surrounding residents, the City allows dormitory style and congregate housing, including farmworker congregate housing in all residential zones with the exception of the R-R zone, and also allowed in the CBD with approval of a Conditional Use Permit. If the project involves new construction, then a Development Permit would also be required. City staff reviews the proposed plans and presents the project to the Planning Commission for a decision. Normally, the process takes about six months, but could take longer depending on the scope of the project and the type of environmental review required per CEQA. The CUP works as a tool to ensure that the unique housing needs of farmworkers are preserved and assists the City to impose project specific conditions and/or provisions to monitor the use of onsite amenities. For example, aside from allowing multiple kitchen facilities in a complex, the City requires that residents of the complex be provided with a common recreational and/or entertainment area in addition to sufficient common laundry facilities that are accessible to all residents. Furthermore, the City allows for barber shops and beauty salons on site as well as a drug store and/or medical facility for the exclusive use of farmworker residents. Over time facilities such as these in the complex can fall into disrepair compromising the health and safety of its users. A CUP helps to ensure that onsite facilities are preserved and properly maintained consistent with the provisions of the Employee Housing Act.

To preserve the availability of these complexes for other farmworkers and future ones, the City requires that the owner of the complex come into a written agreement with the City guaranteeing the use of these units exclusively for farmworkers and members of their household for a minimum of 30 years. The City also imposes criteria in defining a qualifying farmworker to prevent the use of these affordable facilities by non-farmworkers. Moreover, to monitor compliance with these provisions, the City requires that the property owner or the owner's assigned agent submit an annual verification report to the City. A CUP allows the City to impose conditions on the project ensuring that the use of these facilities are not misused and/or abused by non-qualifying residents, thereby ensuring the success of the project for all. Typically, processing and permitting procedures for dormitory style farmworker housing takes approximately 6-12 months in the City of Fillmore. Currently, the City has a privately owned and managed dormitory-style farmworker housing facility, which is built on a 2.5-acre parcel and consists of 35 rooms, one central kitchen, and contains 170 beds.

The City allows small group homes (6 people or under) as a use permitted by right in all residential zones. However, this provision does not extend to farmworker group homes. In order to demonstrate consistency with the provisions of Section 17021.5 of the Employee Housing Act, the City will revise Section 6.04.0410(1)(M) of the Zoning Ordinance to permit farmworker housing serving six or fewer persons by right in all residential zones and cross reference these provisions in Section 6.04.23 that discusses farmworker congregate housing (Program 2.3.5). Additionally, this Program will remove the processing distinction between existing developed properties and newly proposed construction. In place of a discretionary review process for new development that now applies to dormitory and congregate housing for farmworkers and other special population segments, Program 2.3.5 provides for the codification of objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4). Finally, in order to demonstrate consistency with the provisions of Section 17021.6 of the Employee Housing Act, the City will revise the Zoning Ordinance to allow, by right, agricultural housing complexes meeting the state criteria of 36 beds or 12 units/spaces, since state law does not differentiate between these types of housing complexes and "agriculture land uses". These provisions will be cross referenced in Section 6.04.23, in addition to amending the definition of "agriculture."

4.3.7.6 Housing for Persons with Disabilities

The City's Zoning Ordinance does not have any specific development standards for housing for disabled persons. Any new residential development must comply with all applicable provisions of the Zoning Ordinance such as setbacks, lot coverage, parking etc. and building code, including accommodating a certain percentage of the total number of dwelling units in the project for disabled residents. Fillmore requires development pursuant to the Uniform Building Code.

The City of Fillmore permits group homes for persons with disabilities in all residential zones. Provided the structure is already existing, group homes serving six or fewer disabled persons are permitted by right in all residential homes. As provided in Program 3.2.3, current zoning regulations governing supportive group housing (including disabled persons) will be modified to remove the distinction between new construction and existing developed property for by right uses and codify objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4) in place of discretionary permit requirements. Group homes of seven or more persons are permitted in all residential zones with approval of a Conditional Use Permit. Residential Care facilities are permitted by right in the Commercial

Office Zone and permitted in the Commercial Business District and the Commercial Highway Zone, subject to the approval of a Development Permit.

In order to protect group homes comprised of non-related persons (including disabled individuals), the City's definition of "family": (i) extends to unrelated members of a household who reside in together; and (ii) imposes no restriction on the number of persons who may comprise a single housekeeping unit. The City does not have any spacing criteria or concentration maximums for this type of housing nor other types of development requirements that act as a constraint to the future development of these units. Disabled persons living within a single-family home in a group home setting would be subject to the parking standards of a single-family home (two spaces in a garage) as opposed to the parking requirement for a congregate facility. The City facilitates the development of housing for persons with disabilities by being able to waive certain development standards for ADA retrofit projects. In addition, Program 3.2.4 has been added to provide special accommodations not presently allowed "by right." As a standard practice, the Planning Department often asks the developer of a tract home project to build at least one model as an ADA unit to show prospective buyers that construction options for persons with disabilities are available.

As with all residential projects, a minor variance can be obtained by the project applicant to waive up to 25 percent of the parking requirement. The minor variance is an administrative procedure that only requires approval from the Planning Director.

4.3.7.7 Emergency Shelters, Transitional Housing and Supportive Housing

Senate Bill 2, passed during the 2007-08 California Legislative Session and effective January 1, 2008, clarifies and strengthens housing element law regarding the accommodation of emergency shelters, transitional housing and supportive housing. Currently, the City of Fillmore permits the development of emergency shelters in all residential zones, subject to the approval of a Minor Conditional Use Permit (MCUP). In addition, emergency shelters are permitted in the Commercial Office Zone, subject to the approval of a Development Permit and only those standards applicable to any other use in that zone. The approval of such a facility is considered ministerial if the facility is less than 10,000 square feet. Transitional and supportive housing can be provided through Single Room Occupancies (SRO's) and is currently permitted by right in all motels, hotels, and churches.

To comply with Senate Bill 2, Program 3.2.3. requires that the City's Zoning Ordinance be amended to allow transitional housing and supportive housing "by right" as a permitted use in all residential zones and emergency shelters as a permitted "by right" use within all commercial zones subject to: (i) the same land use parameters that apply to residential or commercial development within the same zone except; and (ii) objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4). Emergency shelters, transitional housing and supportive housing would also be allowed in the Public Facilities (PF) Zone, subject to the approval of a MCUP. To clarify terminology and the relationship to congregate housing, the Zoning Ordinance amendment will include a definition of terms consistent with Senate Bill 2.

As discussed in Section 3.3.5, homelessness in Fillmore and associated needs are quite modest compared to the County at large. According to the most recent (2011) count of homelessness conducted by the Ventura County Homeless and Housing Coalition ("VCHHC"), Fillmore has the third fewest homeless of all County jurisdictions at 10 individuals. As shown in Table 4.C., there are 35 parcels with commercial zoning

that are vacant and presently available for development. Within the listed zone districts, average parcel sizes range from 5,818 to 63,286 square feet, with an overall average of 38,665 square feet. These numbers compare favorable to a listing of emergency facilities furnished by VCHHC. With a total commercial land inventory of 31 vacant acres and an overall average parcel size of 38,000 square feet, the City's capacity to accommodate emergency homeless facilities far exceeds the needs specific to Fillmore.

Table 4.C. Emergency Shelter Development Capacity

| Vacant Commercial Parcels in Fillmore (As of 8/1/2013) | | | | Available Homeless Shelters in the County (VCHHC Website) | | |
|---|----------------|-------------|------------------------------|--|--------------------|----------------------|
| Zone District | Vacant Parcels | Total Acres | Average Parcel Size (Sq.Ft.) | Name and Location of Emergency Shelter Facilities | Capacity (Persons) | Parcel Size (Sq.Ft.) |
| CBD | 14 | 1.87 | 5,818 | Our Place Shelter: 538 E. Thompson Blvd., Ventura | 10 | 5,900 |
| CH | 20 | 29.06 | 63,286 | Lighthouse Women's & Children's Mission – Emergency Shelter: 104 N. Hayes Avenue, Oxnard | 24 | 9,600 |
| CO | 1 | 0.14 | 6,098 | Ventura County Rescue Mission: 234 E. 6th Street, Oxnard | 60 | 20,000 |
| Total | 35 | 31.07 | 38,665 | Total | 94 | 380 Sq.Ft./Person |

Source: GIS Parcel Data, City of Fillmore, August 1, 2013.

4.4 Governmental Factors

4.4.1 Funding Availability

In the 3rd and 4th Housing Element cycles, local redevelopment was identified as the principal funding source to undertake affordable housing initiatives. With the demise of redevelopment in 2011 (AB 1x 26) and consequent loss of tax increment funds, the City is now dependent upon state and federal sources. Fillmore is an active participant in the federal Urban County program that distributes Community Development Block Grants (CDBG), HOME funds and Emergency Solutions Grants (ESG). HOME and ESG funds are awarded on a competitive-discretionary basis, while CDBG funds are distributed to participant jurisdictions according to Cooperation Agreements approved in 2012. These three-year Agreements provide general programmatic guidelines and include a distribution formula. The local formula mirrors HUD's formula and is based on a ratio of population, poverty and incidence of overcrowded housing as reflected in the 2000 Census.

In years past, the City has received (on average) an annual allocation of approximately \$100,000 in CDBG funds. However, funding in the current fiscal year (FY 2012-13) was drastically reduced for CDBG and HOME from the prior year by 21% and 48%, respectively. Another 8% to 10% reduction in funding is expected for FY 2013-14. Funding for ESG is anticipated to be reduced by 5%. This further constrains the ability of the City to fully implement the Housing Element. Given these dynamics, Program 2.1.1 commits the City to explore all other state and private sources to backfill the loss of local and federal funds; in particular, monies that are available through the Housing and Emergency Shelter Trust Fund Act of 2002

and associated programs administered by the California Department of Housing and Community Development including:

- Housing Rehabilitation Loan Fund
- Preservation Opportunity Fund
- Emergency Housing and Assistance Fund
- Joe Serna, Jr. FWHG Fund
- School Facilities Fee Assistance Fund
- California Housing Loan Insurance Fund
- Jobs Housing Improvement Account

4.4.2 Public Services and Facilities

The provision of public services (especially water, sewers, and flood control) does not constrain the production of new housing below the number projected by the current Regional Housing Needs Assessment. Currently state laws governing municipal funding limits the ability of cities to provide infrastructure from ongoing revenues. As a result, new development is generally required to pay its own way with regard to public facilities such as water, sewer, drainage, parks, and roadways. In accordance with AB 1600, the City enacted a development impact fee program to ensure that new development pays for impacts to City services and not for existing deficiencies caused by prior development. A reciprocal fee agreement with Ventura County will apply to any future development in the City's current Sphere of Influence. Development impact fees are identified in Table 4.C, and are collected prior to the issuance of the Building Permit. When compared with the fees of nearby jurisdictions, the City of Fillmore fees are significantly less. These fees are reasonable when compared with the costs that the City must expend for review, and with fees associated with other jurisdictions. Therefore, these fees are not placing a constraint on the production of housing.

The City of Fillmore, like many communities, determined that its public works systems cannot be overburdened by new development. A 20-year capital improvements program identifies and prioritizes such needs as water main replacement, flood control, water storage, the City's new water recycling facility, as well as parks, streets, and sidewalk replacement. The Capital Improvement Program provides a guide for allocating public funds in the areas where infrastructure is most needed. The status of each public works system is described in the Public Facilities Element of the General plan; however, the water supply, sewage disposal, and flood drainage systems have separate and unique limitations that relate to the construction of new housing.

Water service is provided by the City of Fillmore. Potable water is extracted from the Fillmore groundwater basin. The estimated safe yield of this basin is many times greater than the current water extraction. Groundwater from the Fillmore Basin is expected to be a long-term water source for the City. As development occurs, it will be necessary to bring new wells on line, construct distribution systems, and provide additional water storage capacity. The City's capital improvement program is designed to ensure adequate well and storage capacity, and to connect new wells and storage facilities to the system. New distribution lines are generally the responsibility of the developer.

As addressed in the Original and Supplemental Environmental Impact Reports for the current adopted Fillmore General Plan, sewer facilities and proposed capital improvements are adequate to serve the level

of growth projected for the planning period. The City's wastewater treatment plant is located at the south end of C Street on the north bank of the Santa Clara River. A new water recycling facility in the southwestern portion of the City is currently under construction. This facility is planned to be up and running by July 2009.

Within the City, generally drainage is directed to the Santa Clara River thru the existing storm drain systems. However, the City is currently improving the storm drain system to divert flow from the river. The existing lines do not adequately drain all of the drainage areas, resulting in flooding or pooling of water in certain locations. Generally, problem areas are located in the western half of the City, and involve general street flooding due to flat street gradients combined with inadequate drainage infrastructure. The areas within the 100-year flood plain were not considered as viable development areas when the development capacity of the remaining units in the City was considered.

4.4.3 Fees and Exactions

The fees and exactions required of a development to pay for public facilities associated with the residential development do not pose a potential constraint to housing production. Two types of fees, discussed below, are charged by the City of Fillmore: development impact fees and planning processing fees. Table 4.C identifies the applicability of impact fees and Table 4.D lists the fee amounts for each category. A comparison of Fillmore's typical residential planning fees in relation to nearby communities is shown in Table 4.E.

Table 4.D. Development Impact Fee Applicability for Residential Projects

| Dwelling Unit | Park | Public | Sewer | Storm Drain | Transportation | Water |
|---|----------------------------------|--------|-------|-------------|----------------|-------|
| New Unit | X | X | X | X | X | X |
| Second Unit / Granny Flat | X | X | X | X | X | X |
| Replacement Unit (no new connections) | O | O | O | O | O | O |
| Addition to Existing Unit | O | O | O | O | O | O |
| Remodel | O | O | O | O | O | O |
| Connect Existing Unit to Water and Sewer | O | O | O | O | O | O |
| Increase Size of Existing Meter | Pay difference in cost of meters | | | | | |
| Annex Existing Unit into City | X | X | X | X | X | X |
| Move Unit into or Within City (if not a replacement unit) | X | X | X | X | X | X |

Source: Notes: X = Fee required; O = No fee required.

Table 4.E. Residential Development Impact Fees (September 2013)

| Fee | Cost | Per |
|---|------------|---------------|
| 1. Public Facilities (Resolution 09-3217) | | |
| a. Residential Development Project | \$2,680.00 | Dwelling Unit |
| b. Residential Development Project (within Fire Substation Zone) | \$718.00 | Dwelling Unit |
| 2. Transportation Improvement Fee (Resolution 06-2965, 02-2599, 97-2208) | | |
| a. Single family | \$2,091.00 | Dwelling Unit |
| b. Multi-family | \$1,527.00 | Dwelling Unit |

| Fee | | |
|--|-------------|---------------|
| a. In-lieu fee (Land dedication of 0.11 ac/du) and | \$5,200.00 | Dwelling Unit |
| b. In-lieu fee (Improvements) | \$2,400.00 | Dwelling Unit |
| 4. Water Service Connection Fee (Resolution 02-2599 & 97-2210) | | |
| a. 5/8" meter | \$4,445.00 | Each |
| b. 3/4" meter | \$6,222.00 | Each |
| c. 1" meter | \$9,778.00 | Each |
| 5. Sewer Improvements Fee (Resolution 06-2987) | | |
| | \$12,377.00 | Dwelling Unit |
| 6. Storm Drain Improvements Fee (Resolution 02-2599 & 97-2184) | | |
| a. Rural Residential | \$0.05720 | lot s.f. |
| b. Single Family | \$0.53078 | lot s.f. |
| c. Multi-family | \$0.77688 | lot s.f. |
| 7. Ventura County Reciprocal Traffic Agreement (County Ordinance 4246 & City Agreement) | | |
| a. Single Family | \$766.00 | Dwelling Unit |
| b. Senior Housing | \$230.00 | Dwelling Unit |
| c. Other Housing | \$536.00 | Dwelling Unit |
| 8. Fillmore Unified School District (Development Impact Fees) | | |
| a. Single Family | \$3.20 | unit s.f. |
| b. Multiple Family | \$3.20 | unit s.f. |

Notes:

1. The Development Impact Fees are the current, adopted fees for Fillmore.
2. A Source Reduction Fee is currently collected at a rate of \$1.10 a month from each water meter in the city.

Table 4.F. Comparison of Planning Fees

| Fee Type | City of Fillmore | City of Santa Paula | City of Ojai | City of Oxnard |
|-------------------------------|---|--|--|-----------------------|
| Annexation | FAHR and \$1,000 Deposit (a) | FAHR and \$2,000 Deposit | \$8,100, minor; \$19,600, major | \$4,767.00 |
| General Plan Amendment | FAHR and \$2,750 Deposit | FAHR and \$2,500 Deposit | \$6,750 | \$10,167.15 |
| Conditional Use Permit | FAHR plus deposit: \$480, minor; \$3,200 major | FAHR and \$3,200 Deposit (major review) | \$972, minor (no construction); \$3,587, major | \$4,082.40 (b) |
| Zone Change | FAHR and \$4,725 Deposit | FAHR and \$5,000 Deposit | \$5,075 | \$3,091.20 |
| Specific Plan Review | FAHR and \$1,000 Deposit | FAHR, City costs (attorney & consultant) and \$8,000 Deposit | \$5,005 | \$6,075.30 |
| Variance | FAHR plus deposit: \$1,000, minor; \$2,860, major | FAHR and \$2,800 Deposit (major review) | \$406, minor; \$1,784, major | \$1,875.30 |

| Fee Type | City of Fillmore | City of Santa Paula | City of Ojai | City of Oxnard |
|-------------------------------------|--------------------------|---|--------------|----------------|
| Tentative Tract Map | FAHR and \$2,550 Deposit | FAHR and \$2,500 Deposit | \$4,432 | \$5,882.10 |
| Tentative Parcel Map | FAHR and \$2,200 Deposit | FAHR and \$2,500 Deposit | \$3,808 | \$5,882.10 |
| Initial Study /Negative Declaration | FAHR and \$2,500 Deposit | FAHR and \$6,000 Deposit, plus 25% Administrative Fee | \$3,570 | \$2,718.45 (c) |

Source: Fillmore, Fee Schedule from July 1, 2012 (City Council Resolution 12-3357 ; Santa Paula, Fee Schedule from 4/17/2007; Ojai, 2004 Master Fee Schedule; Oxnard, <http://developmentservices.cityofoxnard.org/Uploads/Planning/Handouts-Planning-Permit-Fee-Schedule.pdf>).

Notes:

- a. FAHR = Fully allocated hourly rate. City of Fillmore sets them as Employee Total Cost (per budget) / Hours = FAHR. City of Santa Paula sets them as follows, Effective January 1, 2007 Secretary 42/hr, Assistant Planner 62/hr, Associate Planner 71/hr, Deputy Planning Director 96/hr, Planning Director 103/hr.
- b. For Residential Uses. Fee varies for other uses.
- c. Will increase as requirements for other CEQA documents are confirmed.

In addition to the fees presented in Table 4.E, the City of Fillmore charges engineering services fees for review of parcel and tract maps as follows:

- | | |
|---------------------------------------|--------------------------------------|
| • Tentative Parcel Map (1-4 parcels) | \$2,600 deposit against actual costs |
| • Tentative Parcel Map (5-20 parcels) | \$6,900 deposit against actual costs |
| • Tentative Tract Map (5-10 parcels) | \$3,450 deposit against actual costs |
| • Tentative Tract Map (11-70 parcels) | \$6,900 deposit against actual costs |

Fillmore, Santa Paula, and Ojai are small residential communities. In the following table, it can be seen that Fillmore's planning fees are generally comparable to other small cities in its vicinity. A much larger city, Oxnard, has higher planning fees, as shown. More significantly, the abundance of affordable housing in Fillmore as discussed in Section 3.4.4 evidences that fees and exactions do not pose a constraint on new residential development. Table 4.G. below presents a summary of fees for a typical residential project.

Table 4.G. Typical Project Costs

| | Single Family | Multiple Family | |
|---|---------------|-----------------|----------|
| | | Total | Per Unit |
| Project Characteristics | | | |
| No. of Dwellings | 1 | 22 | |
| Dwelling Size | 2,118 | 906 | |
| Lot Size | 6,678 | 15,690 | |
| Development Fees & Exactions | | | |
| Public Facilities | \$1,699 | \$37,378 | \$1,699 |
| Transportation Improvement | \$2,091 | \$33,594 | \$1,527 |
| Park and Recreation | \$7,600 | \$167,200 | \$7,600 |
| Water Service Connection | \$4,445 | \$176,000 | \$8,000 |
| Sewer Improvements | \$12,377 | \$272,294 | \$12,377 |

| | Single Family | Multiple Family | |
|-----------------------------------|-----------------|------------------|-----------------|
| | | Total | Per Unit |
| Storm Drain Improvements | \$368 | \$12,189 | \$554 |
| Ventura County Reciprocal Traffic | \$766 | \$11,792 | \$536 |
| Fillmore Unified School District | \$6,778 | \$63,782 | \$2,899 |
| Processing Fees | | | |
| Development Permit | \$2,000 | \$2,000 | \$91 |
| Tentative Parcel Map | \$4,800 | | |
| Tentative Tract Map | | \$9,450 | \$430 |
| Total | \$42,924 | \$785,679 | \$35,713 |

Source: Tables 4.E and 4.F.

Note: Project Characteristics reflect actual development intensities as reported in Appendix B.

4.5 Non-Governmental Factors

4.5.1 Land Costs

The price of land is a significant factor in the total cost of housing. Developed land costs typically account for about one-quarter of the total cost of a home. Data supplied by DataQuick supports this finding and further indicates that land costs in Fillmore are reflective of the region at large. More significantly, changes to economic and credit conditions have dramatically impacted job growth, employment, and vacancy rates that have affected job/housing ratios and influenced both rental and for sale housing costs. In addition, changes in credit markets have made purchasing or developing new housing much more difficult, even where justified demand may exist. With this backdrop, the Housing Element's policies and programs offer a stable set of approaches that are relevant under a variety of economic conditions.

4.5.2 Construction Costs

Construction costs, like land, affect the ability of consumers to pay for housing. Construction cost increases occur due to the cost of materials, labor, and government imposed building standards (e.g. energy conservation requirements). According to the most recent information (available from DataQuick, current construction costs for a single family home, including materials and labor, are roughly \$214 per square foot. This is typical for Southern California and does not present a significant constraint to the production of housing with Fillmore. As noted above, the development community is currently producing market rate for-sale housing that is affordable to moderate-income households and rental housing that is affordable to low-income households.

4.5.3 Availability of Financing

The availability of capital to finance new residential development is a significant factor that can impact both the cost and the supply of housing. There are two types of capital involved in the housing market: (1) capital used by developers for initial site preparation and construction, and (2) capital for financing the purchase of units by homeowners and investors.

In general, financing for new residential development in Fillmore at the present time (2013) is available at reasonable interest rates. However, the recent high foreclosure rates on home loans have caused lenders to be more cautious. Although interest rates are low, lenders are now scrutinizing applications much more

closely than in the past. Additionally, lenders are also exercising caution when approving loans for construction due to the market slow-down on new home sales.

Local Banks. There are four local banks in Fillmore. As a result, there are a variety of single family and multiple family home loans available through community banks in the Fillmore area. Interest rates are currently competitive, and are similar to those available in other communities throughout Southern California. Interest rates for single family and multiple family construction loans are variable. VA, FHA, and conventional loans are available. The local banks do not currently have any programs specifically oriented toward the construction of affordable housing, other than those that are sponsored by governmental agencies, such as the Community Reinvestment Act.

Farmers Home Administration (FmHA) 502 Housing. FmHA, established by Congress in 1946, coordinates a nationwide rural development program and provides financing for housing in rural areas. The self-help program provides no-money-down, low interest long-term loans through FmHA. In return, the families must work 30 hours a week on their home or until all the homes in a group, usually 8 to 10, are complete. The existing dwelling or proposed building site must be in a rural area with a population of 25,000 or less. The City of Fillmore does qualify for this program, since the population is approximately 15,247, well under the 25,000 limit.

The typical borrower of an FmHA loan is eligible to receive Interest Credit Assistance. This assistance can reduce the borrower's monthly payments to an effective interest rate of 1 percent. The subsidy attempts to reduce the total housing costs (i.e., loan payment, taxes, insurance) to equal 20 percent of the borrower's adjusted income. The Interest Credit Assistance is reviewed annually and a borrower is eligible to receive the subsidized payments until the household income exceeds the moderate income level.

Potential building sites must be less than 1 acre in size on scattered sites and less than 0.25 acres in size in a subdivision. Exceptions can be made if the Zoning Ordinance requires a larger lot. The construction or purchase of a new home cannot exceed the following square foot standards:

- 864 sq. ft. (one occupant)
- 1,008 sq. ft. (two occupants)
- 1,104 sq. ft. (three occupants)
- 1,248 sq. ft. (four occupants)

These maximum building size requirements for dwelling units are larger than the minimums required by the City, and therefore do not pose a constraint to development.

All building contractors must be approved by FmHA. Only new mobile homes qualify for the FH-502 program and the dealer must be approved by FmHA.

4.5.4 Affordable Housing Financing

Funding for affordable housing currently requires financing for a first mortgage, second mortgage, and equity. An overview of each funding source is presented in the following paragraphs.

First Mortgage. Because of their low rents, affordable housing projects are financially capable of generating enough money to make monthly payments on only a relatively small first mortgage, often as low as 20 to 25 percent of the total project cost. For the first mortgage lender, subordinated debt increases a project's loan to value and debt coverage ratios to acceptable levels, reducing risk and increasing the likelihood of obtaining private debt financing. The amount of the first mortgage that can be supported is a function of the net operating income of the project. Tax-exempt bond proceeds are sometimes used for permanent financing of low-income housing projects.

Second Mortgage (Gap Financing). A second mortgage is frequently necessary to partially fill the gap between total project costs and the amount that can be supported by the first mortgage. A below-market second mortgage provided by state or local governments or philanthropic organizations, could be structured with a low interest rate, no interest deferred payments, or as a due-on-sale loan.

The maker of the second mortgage often prefers subordinated debt rather than a project grant even though the former entails added risk. The mortgage usually contains restrictions to ensure that the property serves low-income families; otherwise it becomes due and payable. Local funds are often used to provide "soft seconds", or mortgages whose principal and interest payments may be deferred until cash flow is available or the project is refinanced or sold.

Equity. Equity, which is the money or capital invested in the project, reduces the amount needed to be financed with a first and/or second mortgage. Although equity financing can be derived from several sources, affordable housing partnerships depend greatly on the syndication of low-income housing tax credits. Ownership of these projects is usually structured as limited partnerships; corporate or individual owners are the limited partners who rely on the tax credits for market returns.

First Time Homebuyer Program. The First Time Homebuyer Program is administered through the City's former Redevelopment Agency. The program is intended to provide financial assistance to lower income households in buying their first home. The amount of the loan is dependent on the applicant's income. The loan recipient only needs to provide three percent of the price as a down payment plus closing costs, which are approximately three percent of the purchase price. Funds from this program are available on a first come first serve basis. Since 1998, 49 applicants received funding totaling approximately \$1,250,000.

Redevelopment Agency. Prior the State's decision to terminate redevelopment in 2011 with the passage and Court affirmation of AB 1x 26, the former Fillmore Redevelopment Agency (RDA) had anticipated spending \$3,500,000 through 2014 from expected set-aside funds. This would occur in four different programs: (i) the Housing Rehabilitation Program would rehabilitate 12 units and would spend \$300,000; (ii) the First Time Home Buyers Program would assist in financing 12 loans and would spend \$1,200,000; (iii) the Vacant and Deteriorated Property Acquisition program (Demolition Program) would assist in 10 projects and would spend \$500,000; and (iv) the New Construction Development Agreement would assist in the construction of 30 units and spend \$1,500,000. As a result of AB 1x 26, funding through the City's former RDA is no longer certain and all Housing Element programs previously dependent on RDA funding is wholly uncertain.

4.6 Opportunities for Energy and Water Conservation

Utilities and related energy expenditures are a major component of a households total shelter costs. Within the City, 97.7 percent of all households have some form of space heating, 99.8 percent have complete plumbing facilities, 99.9 percent have electrical connections, and approximately 60 percent of homes have cooling systems, according to 2000 Census data. As an integral part of providing housing, these utilities can represent a claim in household income ranging from 15 to 40 percent of total housing costs. Thus, efforts to reduce energy and water consumption can significantly benefit Fillmore households.

The most effective home conservation measures are those that reduce the biggest user of energy: space heating and cooling. Most utility companies agree that actions to reduce air infiltration are the most cost-effective ways of minimizing space-heating/cooling requirements. Weather stripping, caulking, duct wrapping, and attic and wall insulation are all ways to reduce such energy consumption. In addition, furnaces equipped with setback thermostats and electronic ignition can further reduce costs. This is now required in all new residential construction by the Uniform Building Code.

Water heating is another major energy user. Insulation blankets for water heaters, pipe insulation, and water saving showerheads are simple; add on measures that can lower both energy bills and water consumption. More elaborate measures incorporate solar water heating systems.

New housing construction is a great opportunity to ensure efficient energy use. Homes that are sited to maximize solar and wind orientation can significantly reduce long-term energy needs. Further, such homes can be equipped with energy saving appliances which also lower energy and water consumption. A balance must be achieved between the short-term costs of building energy efficient homes and the long term benefits they provide. There are many design, construction, and landscaping techniques available to help reduce energy and water consumption. Some add little or no cost to the housing unit, but have not been adopted by developers and contractors. Examples include avoiding east and west facing lots, reducing north facing window areas, using drought tolerant landscaping, and employing paving materials that generate less heat.

Water conservation is a significant issue for both individual households and the City. Lower water consumption reduces monthly bills, and extends the capacities of municipal water wells and the local sewage treatment plant. More conservative landscape watering schedules and less wasteful watering systems make significant contributions to lower water demand. Inside the home, low-flow showerheads, low-flow toilets, and efficient clothing and dishwashing appliances are useful in stemming the need for water. However, by changing personal habits regarding water use (e.g., shorter showers, not pre-rinsing dishes, etc.), reductions in water use can be achieved at little or no cost.

Presently, Southern California Gas and Southern California Edison offer conservation programs for homeowners, renters, and landlords. Both companies participate in the state's Residential Conservation Service, and provide free energy audits to all households. Both companies offer cash rebates and low-interest financing to help offset the cost of many conservation measures. In 1990, the City Council adopted an ordinance requiring low-flow fixtures in all new development, and as a retrofit in certain remodels. The Housing Element will continue Program 1.3.1 in addition to Program 1.3.2, setting forth specific goals and efforts to be implemented on behalf of the City and cooperating agencies to promote energy conservation activities and sustainable development practices in the community.

5.0 Housing Plan

5.1 Introduction

The intent of the Housing Element is to ensure that the housing needs of all economic segments of the community will be met through the year 2021. The housing goals and policies included in the Fillmore Housing Element, as well as the actions that the City will undertake to meet its housing needs, are discussed in this Chapter. A summary of the actions, including identification of funding sources, responsible entities, and time frames for implementation, is also presented. In evaluating the prior Housing Element, the City analyzed the programs it undertook, and evaluated why implementation of some programs were more successful than others. Accordingly, the City has included in this element the actions it believes can successfully be implemented and that reflect the best use of the City's limited resources. As used throughout this Housing Plan, the term "affordable housing" has the same context and meaning as defined in Sections 1.4 and 3.5.2 herein.

5.2 Prioritization

The lack of financial and staff resources are constraints that potentially impair the City's ability to implement the programs contained in this Housing Element. Given these constraints, each of the programs listed in Section 5.4 has been assigned a priority to guide the allocation of available resources. Those programs with an assigned priority of "1" are critically important to satisfying statutory requirements. Those programs with an assigned priority of "2" address the needs specific to target income households and special population segments identified in this Housing Element. Those programs with an assigned priority of "3" represent activities that are supportive, but not critical, to implementing the programs with a higher priority ranking. These rankings will guide program implementation and the commitment of required resources over the duration of the planning period for the 5th Housing Element cycle from October 1, 2013 through September 31, 2021.

5.3 Quantified Objectives

The City of Fillmore has designed a number of implementing programs that will focus City resources on meeting its projected housing needs. The City recognizes that there are a number of factors impacting the provision of affordable housing. Accordingly, the City of Fillmore has identified its quantified objectives for new construction, rehabilitation, and conservation. Rehabilitation of existing units will be achieved through the City's efforts to link property owners with available financial assistance programs. The City has established its quantified objectives on the basis of Southern California Association of Governments (SCAG) regional housing needs projections for the City of Fillmore for the period of 2014-2021.

Table 5.A. Quantified Objectives: 2014-2021

| Program | Extremely Low | Very Low | Low | Moderate | Above Moderate | Total |
|-------------------------|----------------------|-----------------|------------|-----------------|-----------------------|--------------|
| New Construction | 80 | 80 | 112 | 128 | 294 | 694 (RHNA) |
| Rehabilitation | 6 | 10 | 10 | 10 | 35 | 71 |
| Conservation | 6 | 10 | 20 | 5 | 25 | 66 |
| Total | 92 | 100 | 142 | 143 | 354 | 831 |

5.4 Goals, Policies and Programs

Goal 1

Provide a diversity of housing opportunities to enhance the City's living environment and to satisfy the shelter needs of Fillmore residents.

Policy 1.1

Provide adequate residential sites for the production of new for-sale and rental residential units of existing and future residents.

Implementing Programs

- 1.1.1 Biennial Evaluation Program.** The City staff shall conduct a biennial update of the inventory of available vacant or underdeveloped residential sites that could be developed to meet the projected housing needs. This inventory shall be used in discussions with potential developers.

Responsible Agency: Planning Department.

Implementation Schedule: January 2015, every 2 years thereafter.

Non-Quantified Objective: Maintenance of an inventory of available sites for use in discussions with potential developers.

Funding Source: General Fund.

Assigned Priority: 3.

- 1.1.2 Housing Overlay Zone.** The City shall establish a special Housing Opportunity ("HO") Overlay Zone for the expressed purpose of: (i) incentivizing the redevelopment of underutilized properties; (ii) encouraging mixed use development within the downtown core; and (iii) broadening the supply of housing for all economic segments of the community. The HO Overlay Zone shall permit residential development irrespective of the underlying zone district of the property that receives an overlay designation subject to the standards set forth below.

- (a) Sub-Designations.** The HO Overlay Zone shall consist of two sub-designations as follows:

(i) Central Business District "CBD" which shall permit uses allowed within the CBD Zone District in addition to the underlying zone district of the property that receives an HO-CBD sub-designation including, but not limited to, residential development up to a maximum of 50 dwelling units per acre.

(ii) Residential Medium "RM" which shall permit uses allowed within the RM Zone District in addition to the underlying zone district of the property that receives an HO-RM sub-designation including, but not limited to, residential development up to a maximum of 11 dwelling units per acre.

- (b) Development Standards.** The permit process, design standards, environmental review procedures, and associated land use regulations that apply to property receiving an HO designation shall be the same as those prescribed for underlying zone district, or in the

alternative, the CBD Zone District or RM Zone District, as the case may be depending upon project scope.

- (c) **Designated Properties.** The HO Overlay Zone shall apply to all property identified on the Zoning Map with the HO suffix. For purposes the planning period of 2014-2021, the HO shall be applied as shown in Table 5.B. and Figure HE-7.

Table 5.B. Housing Opportunity Overlay Zone

| Assessor Parcel Nos. | Current Underlying Zone | Inclusionary Housing Applicability | Estimated Residential Unit Potential | | | | | |
|---|--|--|--------------------------------------|------|-----|-----|------|-------|
| | | | E.L. | V.L. | Low | Mod | High | Total |
| 053-006-057, 053-006-053, 052-013-202, 052-009-204 | M-1 (Manufacturing /Industrial) | Yes | 110 | 0 | 0 | 0 | 0 | 110 |
| 053-012-010, 053-012-011, 053-012-012, 053-012-013 | CH (Commercial Highway) | Yes | 52 | 0 | 0 | 0 | 0 | 52 |
| 041-033-002 | M-1 (Manufacturing / Industrial) | Yes | 0 | 3 | 21 | 18 | 0 | 42 |
| Total | | | 162 | 3 | 21 | 18 | 0 | 204 |

Notes:

1. The tabulation and distribution of dwellings among Target Income Groups corresponds to the methodology summarized in Table 3.Y. and the modeling parameters contained in Appendix C.
2. Inclusionary Housing Applicability pertains to parcels located within the Fillmore Redevelopment Project that are subject to the provisions of Program 2.1.1 (a).
3. See Figure HE-7 for a graphic depiction of parcels to receive an HO designation.

- (d) **Sunset Provisions.** The permitted residential uses allowed within the HO Overlay Zone shall lapse at such time as the Residential Unit Potential (Table 5.B.) reaches the Total Estimated Residential Unit Potential. Once the Residential Unit Potential has been reached, no further residential development shall be allowed under the HO Overlay Zone except or unless expressly authorized by the City Council.

Responsible Agency: Planning Department.

Implementation Schedule: Establishment of a new HO Overlay Zone, designation of identified sites and amendment of the General Plan to achieve internal consistency shall be completed by July 2015.

Quantified Objective: Apply the new HO Overlay Zone to the sites identified in Table 5.B. to accommodate 162 units for residential development.

Non-Quantified Objective: Increase downtown vitality and expand the supply of housing affordable to all economic segments of the community.

Funding Source: General Fund.

Assigned Priority: 3.

Policy 1.2

Ensure the supply of safe, decent, and sound housing for all residents.

Implementing Programs

- 1.2.1 Housing Rehabilitation Program.** City staff shall assist applicants in accessing home rehabilitation loans for low and moderate-income housing, and self-help housing projects.
- Responsible Agency:** Planning Department.
- Implementation Schedule:** Ongoing.
- Quantified Objective:** Adequate assistance to meet the quantified objectives contained in Table 5.A.
- Funding Source:** Available Local (Non-General Fund [e.g., former RDA Housing Setaside]), State and Federal Housing Assistance Programs (“Affordable Housing Funds”).
- Assigned Priority:** 2.
- 1.2.2 Community Education Regarding the Availability of Rehabilitation Program.** City staff shall provide educational information to very low and low-income households and other special needs groups regarding the availability of rehabilitation programs through neighborhood and community organizations and through the media.
- Responsible Agency:** Planning Department.
- Implementation Schedule:** Update the brochure prepared in the former housing element period by July 2015.
- Non-Quantified Objective:** Through public education, the public’s ability to use programs will be enhanced and other specific quantified objectives will be easier to achieve.
- Funding Source:** Affordable Housing Funds.
- Assigned Priority:** 3.
- 1.2.3 Housing Condition Survey.** City staff shall maintain a current housing condition survey of all housing units within the City. This survey shall include the number of units in need of rehabilitation or replacement. The survey shall be continually updated, with a comprehensive update one year prior to the next housing element update.
- Responsible Agency:** Building Official.
- Implementation Schedule:** Ongoing, with a comprehensive update one year prior to the next housing element update.
- Non-Quantified Objective:** Maintenance of current information on housing conditions within the City to assist in targeting rehabilitation programs.
- Funding Source:** General Fund.
- Assigned Priority:** 3.
- 1.2.4 Rental Rehabilitation Program.** City staff shall identify a minimum of five rental properties in poor condition and in need of rehabilitation, and contact the respective property owner(s) to increase awareness about the availability of the City’s rental rehabilitation program. Subject to availability, City staff shall provide financial assistance to owners of rental property to enable such units to remain affordable following rehabilitation. Additionally, City staff shall provide brochures, in both English and Spanish, to citizens regarding the availability of this rehabilitation program through neighborhood and community organizations and through the media.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing, brochures to be completed by July 2015.

Quantified Objective: Provide financial assistance to owners of five rental properties to rehabilitate substandard units.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 1.2.5 Code Enforcement Program.** City staff shall provide ongoing inspection services to review code violations on a survey and complaint basis. Working together, the Planning and Building Departments shall endeavor to link code enforcement activities to housing rehabilitation programs.

Responsible Agency: Building Official.

Implementation Schedule: Ongoing.

Non-Quantified Objective: Eliminate code violations within Fillmore.

Funding Source: General Fund and Affordable Housing Funds.

Assigned Priority: 3.

- 1.2.6 Housing Replacement Program.** Continue the housing replacement program whereby large rehabilitation loan requests (home rehabilitation or rental rehabilitation) are automatically reviewed by the City to determine if replacement, rather than repair would be more cost effective.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Replace 15 dwelling units that would have otherwise undergone costly rehabilitation.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 1.2.7 Overcrowded Households Program.** In order to accommodate for overcrowded households, the City shall pursue and actively support the development of at least 25 dwellings within multi-family housing projects that are either three or four bedroom affordable units to low, very low, and/or extremely low-income households.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing. However, the market will dictate when applications for residential development are submitted.

Quantified Objective: Provide at least 25 dwellings within multi-family housing projects that are either three or four bedroom units.

Non-Quantified Objective: Facilitate the development of housing for large families, farmworkers, and overcrowded households.

Funding Source: General Fund.

Assigned Priority: 2.

- 1.2.8 Purchase of Foreclosure & Distressed Homes Program.** The City shall implement a program to buy residential properties that are facing foreclosure where the owner purchased it with assistance from the former RDA under the First Time Homebuyer Program. Subject to funding availability, the City will purchase and rehabilitate the foreclosed units and restrict them as affordable units. The units shall then be sold to individuals who qualify for under the First Time Homebuyer Program.

Responsible Agency: Planning Department

Implementation Schedule: The Program details are still being solidified and are anticipated to be complete by July 2015. The program will be ongoing throughout the planning period.

Quantified Objective: Purchase, rehabilitate and resell a minimum of four dwelling units.

Non-Quantified Objective: Eliminate blighted areas caused by foreclosures and increase the affordable housing stock.

Funding Source: Affordable Housing Funds.

Assigned Priority: 3.

- 1.2.9 Demolition Assistance Program.** The City shall formalize and expand the Demolition Program (formerly operated and funded by the RDA). Subject to funding and staffing availability, the City shall provide financial assistance on a first come first served basis to property owners to demolish residential structures that are deemed uninhabitable by the Building & Safety Department and/or unable to meet current building codes if they were rehabilitated instead. To qualify, the applicant's income must not exceed the moderate-income threshold.

Responsible Agency: Building & Safety Department.

Implementation Schedule: The program will be ongoing throughout the planning period.

Quantified Objective: Demolish a minimum of four dwelling units.

Non-Quantified Objective: Eliminate uninhabitable dwellings and increase the availability of land for new units to be constructed.

Funding Source: Affordable Housing Funds.

Assigned Priority: 3.

Policy 1.3

Provide incentives for energy conservation measures in new housing.

Implementing Programs

- 1.3.1 Implement a Citywide Energy Action Plan.** These are actions taken on behalf of the City and may include: training City staff to be LEED certified, providing education handouts and technical assistance to homeowners and residents how "going green" can ultimately save money and promote energy efficiency at the same time. The City may also develop energy conservation standards for street widths, landscaping, and parking lot configurations to reduce heat loss and/or provide shade within these areas.

Responsible Agency: Planning Department.

Implementation Schedule: This program will be implemented with the adoption of the housing element and will be ongoing throughout the planning period. The City will provide brochures on conservation and non-renewable energy resources to encourage green building techniques, energy efficient appliances, solar panels, and sustainable energy products within the City by January 2015.

Non-Quantified Objective: Provide training and education, and promote strategies that will assist the public to minimize energy and conserve natural resources.

Funding Source: General Fund.

Assigned Priority: 2.

- 1.3.2 Streamline the Permit Process.** Expedite the permit process for "green" buildings.

Responsible Agency: Planning Department.

Implementation Schedule: Devise and implement policies and incentives by July 2015.

Non-Quantified Objective: Provide an additional incentive to developers and residents who wish to build "green."

Funding Source: General Fund.

Assigned Priority: 2.

Goal 2

Provide housing that is affordable to all economic segments of the community.

Policy 2.1

Actively pursue and support the use of available County, State, and Federal housing assistance programs.

Implementing Programs

2.1.1 Affordable Housing Production. The City shall research, inventory and actively pursue financial assistance programs from both the public and private sectors to increase the stock of affordable housing units. In addition, the City shall prepare and adopt an Affordable Housing Ordinance that incorporates the following:

- (a) **Inclusionary Requirements.** All new housing construction within the Fillmore Redevelopment Project area shall provide deed-restricted affordable housing in accordance with applicable and legally enforceable requirements of California Redevelopment Law.
- (b) **Development Standards.** All deed-restricted affordable units resulting from redevelopment inclusionary requirements, density bonus provisions, or any project assisted in whole or part with public funds shall comply with the following standards:
 - (i) The affordable units shall be comparable in number of bedrooms, exterior appearance and overall quality of construction to non-restricted units.
 - (ii) The affordable units shall be dispersed throughout the development project or, subject to City approval, may be clustered when this furthers affordable housing opportunities.
- (c) **Affordable Housing Agreement.** An Affordable Housing Agreement, incorporating the provisions below, shall be made a condition of land use permit approval for all affordable housing projects and shall be recorded as a restriction on the affected parcels.
 - (i) Occupancy preferences shall be given target income households (with priority to extremely low income persons and families) and special population segments who currently reside in the City but: (i) their housing costs exceed those deemed affordable; or (ii) living in overcrowded or substandard conditions.

- (ii) Property maintenance standards shall ensure that the project is maintained, repaired and operated in a first-quality condition, free of debris, waste and graffiti.
 - (iii) Project management standards shall ensure that the property is managed and operated in accordance with a management plan prepared by project developer and approved by the City.
- (d) **Permit Processing.** To ensure that prerequisite findings are applied in an objective and fair manner, the Zoning Ordinance shall be amended to clarify the requirements and approval parameters of Development Permits for all residential projects as follows:
- (i) Approval, conditional approval or denial of a Development Permit (including appeals) shall be accompanied with findings, supported by substantial evidence, that: (i) the action is justified on the basis of objective criteria identified in written standards, policies, or conditions as they existed on the date the application was deemed complete; and (ii) the facts and evidence are not unreasonably exercised for the purpose of rendering infeasible the development of housing for any and all economic segments of the community as prohibited in Section 65913.2 of the California Government Code.
 - (ii) The authority to deny issuance of a Development Permit shall be expressly limited to situations wherein approval would have a detrimental effect upon the public interest, health, safety, convenience, or welfare, and there is no feasible method to satisfactorily mitigate or avoid the detrimental effect without rendering the development unaffordable or financially infeasible. *"Detimental Effect"* shall mean a significant, quantifiable, direct, and unavoidable impact resulting from: (i) a conflict with adopted General Plan policy; (ii) non-conformance with adopted land use regulations or design standards; or (iii) significant unavoidable adverse environmental impacts.

Responsible Agency: Planning Department.

Implementation Schedule: Preparation and adoption of an Affordable Housing Ordinance shall be completed by July 2015. The availability of Affordable Housing Funds shall be assessed in conjunction with General Plan reporting requirements of California Government Code Section 65400. Funding opportunities and associated applications shall be pursued in the period between the annual General Plan reports (but not later than 45 days prior to the due date of the annual General Plan report) and outcomes shall be included in subsequent annual reports.

Quantified Objective: The Planning Department will research, identify and pursue available Affordable Housing Funds.

Non-Quantified Objective: Increase the supply of affordable housing units within the City of Fillmore and provide appropriate development standards.

Funding Source: General Fund and Affordable Housing Funds.

Assigned Priority: 3.

- 2.1.2 Partnership Program.** City staff shall meet regularly with non-profit, private, and other public entities to facilitate the development of affordable housing for special needs groups including: farmworkers, elderly, single-parent households, disabled, large families, and the homeless. Other programs outlined in the Housing Element (1.1.2, 2.3.5, and 2.3.6) provide adequate sites and guidance to accommodate future development of housing for special needs groups.

Responsible Agency: Planning Department.

Implementation Schedule: The Planning Department will meet twice a year with non-profit, private, and other public entities regarding cooperative efforts for additional affordable housing in the City. Subsequent action will include follow up meetings and/or workshops to examine cooperative efforts and development feasibility during the planning period.

Quantified Objective: Develop ten affordable housing units for any of the special needs groups identified.

Non-Quantified Objective: Familiarize non-profit, private, and other public entities involved in the production of affordable housing for special needs groups within the City of Fillmore to facilitate interest on the part of these entities in developing affordable housing for special needs groups in Fillmore.

Funding Source: Private Sources and Affordable Housing Funds.

Assigned Priority: 2.

- 2.1.3 First Time Homebuyer Program.** Subject to availability of funding, the First Time Homebuyer Program provides financial assistance to lower income households in buying their first home (operated and funded by the former RDA). The amount of the loan is dependent on the applicant's income. The loan recipient only needs to provide 3 percent of the price as a down payment plus closing costs, which are approximately 3 percent of the purchase price. Funds from the program are available on a first come first serve basis.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Grant funding to a minimum of ten applicants.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

Policy 2.2

Assist and cooperate with non-profit, private, and other public entities to examine opportunities to develop affordable housing.

Implementing Programs

- 2.2.1 Support Non-Profit Housing Sponsors.** City shall support non-profit corporations and housing agencies in their efforts to make housing more affordable to extremely low, very low, low, and moderate-income households. The effort shall include notification for the availability of funds, supporting grant applications, identifying available sites for housing development, and City involvement in the development of such sites.

Responsible Agency: Planning Department.

Implementation Schedule: The notification for availability of funds will be distributed by July 2015. The program will be ongoing.

Non-Quantified Objective: By supporting these entities in their efforts, increase the production of affordable housing to meet other objectives of the housing element.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

Policy 2.3

Maintain standards that eliminate unnecessary delays and/or place constraints on housing development.

Implementing Programs

- 2.3.1 Maintain a Streamlined Application Process.** City staff shall continue efforts to streamline and improve the development review process, as well as eliminate any unnecessary delays and restrictions in the processing of development applications.

Responsible Agency: Planning Department, Public Works Department, and Building Official.

Implementation Schedule: Ongoing, review to be conducted annually.

Non-Quantified Objective: Minimize the costs of residential development within Fillmore attributable to the entitlement process.

Funding Source: General Fund.

Assigned Priority: 2.

- 2.3.2 Priority Building Inspections for Affordable Housing Projects.** City staff shall give priority to very low and low-income housing projects for building inspections that are carried out during various stages of the construction process.

Responsible Agency: Building Official.

Implementation Schedule: Ongoing.

Non-Quantified Objective: Minimize the cost of providing affordable housing by reducing time waiting for inspections to be completed.

Funding Source: Building Permit Fees.

Assigned Priority: 3.

- 2.3.3 Density Bonus Ordinance Update.** The City shall grant density bonuses for the provision of affordable housing units as required by state law. In addition, the City shall update the Zoning Ordinance to bring density bonus provisions into conformance with Government Code 65915 (SB1818).

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing as requests are made. An update to the City's Zoning Ordinance is anticipated to be complete by July 2015.

Non-Quantified Objective: Facilitate the provision of new housing for all economic segments of the community.

Funding Source: General Fund.

Assigned Priority: 1.

- 2.3.4 Second Dwelling Unit Ordinance Update.** To be consistent with Government Code 65852.2 (AB 1866), and subject to the provisions of Program 2.1.1 (d), the City shall allow Second Dwelling Units with the approval of a Development Permit by the Planning Director. In addition, the Zoning Ordinance shall be amended to as follows:

- Property owner's main residence - Property owners would have the option to reside in either the main residence or second dwelling as opposed to being restricted to the main residence only.
- Parcel size - The minimum parcel size requirement would be eliminated.

- Location and siting - Second units could be located in the front or in the rear of the main residence as opposed to restricting them to the rear of the main residence.
- Minimum Unit Size - The minimum unit size would be reduced from 800 sq. ft. to 400 sq. ft. to be consistent with efficiency unit standards.
- Covered Parking - The requirement of two onsite covered parking spaces would be reduced to one on-site parking space, which could be uncovered.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Quantified Objective: Approve at least five second dwelling units through September 30, 2021.

Non-Quantified Objective: Achieve compliance with state law and remove any potential constraints to the maintenance, improvement, and development of affordable housing.

Funding Source: General Fund.

Assigned Priority: 1.

2.3.5 Farmworker Housing Ordinance Update. To be consistent with Health & Safety Code 17000 (Sections 17021.5 and 17021.6 of the Employee Housing Act), Section 6.04.0410(1)(M) of the Zoning Ordinance shall be amended to permit farmworker housing serving six or fewer persons by right in all residential zones and cross reference these provisions in Section 6.04.23 that discusses farmworker congregate housing. Furthermore, the Zoning Ordinance shall also be amended to: (i) allow agriculture land uses, so that “agricultural housing complexes” meeting the state criteria of 36 beds or 12 units/spaces (maximum) are not considered different from “agriculture land uses” and therefore not subject to a conditional use permit or other zoning clearance; (ii) acknowledge that farmworker housing serving six or fewer persons is considered a residential use of property subject only to those restrictions that apply to other residential dwellings of the same type in the same zone; (iii) remove the distinction between new construction and existing developed property for by right uses and codify objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4) in place of discretionary permit requirements. These provisions shall be cross referenced in Section 6.04.23 of the Zoning Ordinance, in addition to amending the definition of “agriculture”.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Quantified Objective: The City will strive to build at least ten affordable units as described in Program 2.1.2. Any number of those units could potentially be developed for farmworkers.

Non-Quantified Objective: Remove any potential constraints to the maintenance, improvement, and development of farmworker housing.

Funding Source: General Fund.

Assigned Priority: 1.

2.3.6 Densification of CH Zone District. In conjunction with Program 1.1.2, the City shall amend its Zoning Ordinance and make complimentary changes to the General Plan by allowing residential uses up to 20 du/ac for vacant undeveloped parcels within the Commercial Highway Zone (APNs 053011108, 0530120120, 0530120140, 053012010, 053012013, 053013103, 041025008, 053011104, 052015326, 041025014 and 041025013) as depicted in Figure HE-7.

Responsible Agency: Planning Department.

Implementation Schedule: Within three years after the adoption of this Housing Element.

Quantified Objective: Amendment of the Zoning Ordinance and General Plan to increase residential densities within the CH Zone.

Non-Quantified Objective: Provide a sufficient supply of adequately zoned properties to fully accommodate the City's assigned share of regional housing needs.

Funding Source: General Fund.

Assigned Priority: 1.

- 2.3.7 Condominium Conversion Policy.** The City shall update the existing Condo Conversion Ordinance 03-775 to comply with current state law. In addition, the City anticipates including standard conditions of approval on all future condo conversion projects, except for the conversion of mobile-home parks, so a percentage of the units converted would be restricted as affordable units.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Non-Quantified Objective: Increase the affordable housing stock of the City.

Funding Source: General Fund.

Assigned Priority: 1.

Policy 2.4

Facilitate the development of new housing for all economic segments of the community, including extremely low, very low, low, moderate, and above moderate-income households.

Implementing Programs

- 2.4.1 Community Information.** City staff shall prepare and disseminate information to the community about annual incomes for typical occupations and the equivalent buying power of these incomes in today's housing market, including the annual income ranges of very low, low, and moderate incomes; as well as examples of typical occupations that fall into these categories. Additional information will include examples of different types of affordable housing projects and how they can fit into the community. An informational brochure, in both English and Spanish, shall be provided at City Hall and on the City's website for all interested parties to view.

Responsible Agency: Planning Department.

Implementation Schedule: Brochures will be completed and posted to the City's website by January 2015.

Non-Quantified Objective: Promote community understanding of affordable housing and different income groups that reside within the community, thereby reducing potential community resistance to affordable housing development.

Funding Source: General Fund.

Assigned Priority: 3.

- 2.4.2 Marketing Materials.** City staff shall prepare marketing materials to be provided to the building industry, outlining opportunities for the development of new above moderate-income single family housing within Fillmore.

Responsible Agency: Planning Department.

Implementation Schedule: Complete marketing materials by July 2015, and update thereafter.

Non-Quantified Objective: Promote development of above moderate-income housing to meet the needs of this income group within the City.

Funding Source: General Fund.

Assigned Priority: 3.

- 2.4.3 Meet With Potential Developers.** The City staff shall actively seek out and conduct an annual meeting with potential developers of downtown infill sites, as well as potential developers of above moderate-income housing as a means of generating interest on their part to undertake residential projects within Fillmore.

Responsible Agency: Planning Department and City Manager.

Implementation Schedule: Continue annual meetings.

Non-Quantified Objective: To create interest on the part of potential developers of downtown infill sites and of above moderate-income housing as a means of facilitating achievement of quantified objectives for the development of housing for these income groups.

Funding Source: General Fund.

Assigned Priority: 3.

- 2.4.4 Housing for Existing Very Low and Low-Income Residents.** Subject to availability, the City shall utilize Affordable Housing Funds for infrastructure improvements essential for the development of housing projects affordable to existing extremely low, very low and low-income households who are living in dwellings that are in need of replacement.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Provide housing assistance to 150 very low or low-income Fillmore residents.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

Policy 2.5

Proactively encourage the development of affordable housing within the downtown area.

Implementing Programs

- 2.5.1 Additional Development Incentives for Mixed Use Projects within the Downtown Area.** City staff shall actively market existing voluntary incentives (e.g., 3-story construction, 50 units per acre and 100% lot coverage allowed by current ordinance) to proactively encourage the production of housing as part of mixed-use projects within the downtown area. In addition, the following supplemental incentives will be offered to facilitate the production of residential dwellings in furtherance of Program 1.1.2: (i) the Zoning Ordinance shall be amended to allow for conjunctive use parking, thereby reducing overall on-site requirements; (ii) reduction, deferral or forgiveness of development fees subject to the availability of Affordable Housing Funds; and (iii) use of a development agreement (subject to the provisions of California Government Code Section 65864 et. seq.) to provide a vesting of entitlements with the potential for site-specific subsidies.

Responsible Agency: Planning Department.

Implementation Schedule: Ongoing.

Quantified Objective: Achievement of the objectives detailed in Table 5.A.

Funding Source: General Fund and Affordable Housing Funds.
Assigned Priority: 2.

Goal 3

Provide equal housing opportunities for all residents of Fillmore.

Policy 3.1

Encourage and support the enforcement of laws and regulations prohibiting discrimination in lending practices and in the sale or rental of housing.

Implementing Programs

3.1.1 Cooperative Association: City staff shall continue to refer cases and questions to the Ventura County Fair Housing Institute and/or the Housing Rights Center for enforcement of prohibitions on discrimination in lending practices and in the sale or rental of housing. In addition, the City will provide brochures, in both English and Spanish, to increase awareness and educate the community of such programs. Brochures will be made available at the public counter and in various public locations throughout the community.

Responsible Agency: Planning Department.

Implementation Schedule: The City will continue to refer cases to the Housing Rights Center throughout the planning period. Brochures are anticipated to be completed by July 2015.

Non-Quantified Objective: City assistance to eliminate housing discrimination within the community.

Funding Source: General Fund.

Assigned Priority: 1.

Policy 3.2

Assure the provision of housing opportunities for those residents of the City who have special housing needs, including farm workers, the elderly, disabled, large families, and the homeless.

Implementing Programs

3.2.1 Housing Opportunities for Special Needs Groups. The City will create housing opportunities to meet the special housing needs of farmworkers, elderly, disabled (including individuals with developmental disabilities), large families, and the homeless by giving priority funding that can be used for land acquisition, permit processing, and/or construction of projects that include a component for special needs groups in addition to other lower income households. The City shall prioritize Affordable Housing Funds annually to implement this program based on a prioritized need of the community ensuring that a variety of adequate housing types for all residents with special needs are made available. Prospective developers will be invited to meet with the City to discuss development feasibility on the sites made available through Programs 1.1.1 and 1.1.2. Once an application is filed in accordance with this program, the City shall act to expedite the entitlement to minimize unnecessary delay.

Responsible Agency: Planning Department.

Implementation Schedule: The City will contact potential developers by July 2015. The program will be ongoing.

Quantified Objective: Approve and/or construct at least ten affordable units for any of the special needs groups identified above.

Non-Quantified Objective: Maximize opportunities to address the housing needs of special needs groups within the City.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 3.2.2 Coordination with Agencies Serving the Homeless.** The City shall cooperate with public (Ventura County Housing Authority) and private assistance agencies to develop housing (including emergency shelters, transitional and supportive housing), family counseling, and employment programs for the homeless.

Responsible Agency: Planning Department.

Implementation Schedule: The City will pursue appropriate agencies by July 2015. The program will be ongoing

Non-Quantified Objective: Develop housing self-sufficiency for those who are currently homeless by working with appropriate agencies to implement housing and employment programs.

Funding Source: Affordable Housing Funds.

Assigned Priority: 2.

- 3.2.3 Emergency Shelters, Transitional, & Supportive Housing Ordinance.** The City shall amend the Zoning Ordinance to comply with Government Code 65583 (SB 2) as follows: (i) incorporate definitions of emergency shelters, transitional housing and supportive housing consistent with the California Health and Safety Code; (ii) acknowledge that transitional housing and supportive housing are considered a residential use of property subject only to those restrictions that apply to other residential dwellings of the same type in the same zone; (iii) clarify the distinction between group homes and residential care facilities and their relationship to emergency shelters, transitional housing and supportive housing; (iv) permit licensed group homes and residential care facilities serving six or fewer persons in all zone districts that allow residential dwellings, subject only to those restrictions that apply to single family dwellings in the same zone; (v) allow transitional and supportive housing as a permitted use in all zone districts allowing residential dwellings; (vi) allow emergency shelters as a “by right” permitted use in all commercial zones without need for discretionary permit approval; (vii) all emergency shelters, transitional housing and supportive housing in the Public Facilities (PF) Zone, subject to the approval of a Minor Conditional Use Permit; and (viii) remove the distinction between new construction and existing developed property for by right uses and codify objective management and development standards consistent with the provisions of Government Code Section 65583(a)(4) in place of discretionary permit requirements.

Responsible Agency: Planning Department, Area Housing Authority of Ventura County, private assistance agencies.

Implementation Schedule: Amend the Zoning Ordinance by January 2015.

Non-Quantified Objective: Update the zoning provisions for emergency shelters, transitional housing, and supportive housing to remove any potential constraints to the development of housing for special needs groups. The development of self-sufficient housing for those who are currently homeless could ultimately end homelessness in the City through working with appropriate agencies to implement housing and employment programs.

Funding Source: General Fund and Affordable Housing Funds.
Assigned Priority: 1.

- 3.2.4 Reasonable Accommodations for Persons with Disabilities.** In furtherance of SB 520 adopted in 2001, the City shall amend the Zoning Ordinance to institute an abbreviated ministerial procedure (in place of a variance requirement), with minimal or no processing fee, expressly designed to accommodate reasonable exceptions in zoning and land-use for housing for persons with disabilities (including individuals with developmental disabilities). In addition: (i) the Zoning Ordinance shall be amended to clarify the definition disabled in compliance with SB 812; and (ii) information on the rights of the disabled shall be disseminated in conjunction with Program 3.1.1.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Non-Quantified Objective: Amendment of the Zoning Ordinance.

Funding Source: General Fund.

Priority: 1

Goal 4

Take Complimentary Actions Necessary to Support Implementation of the Housing Element

Policy 4.1

Adjust General Plan policies and Zoning Ordinance regulations to achieve internal consistency

- 4.1.1 Policy Consistency.** The City shall amend the General Plan as necessary to: (i) achieve internal policy consistency with the Land Use Element in regard to Programs 1.1.2 and 2.3.6; and (ii) maintain consistency throughout the Housing Element planning cycle as may be needed to implement the balance of the Housing Plan.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the General Plan by July 2015 in regard to Programs 1.1.2 and 2.3.6. Conduct annual consistency reviews in conjunction with general plan reporting requirements of California Government Code Section 65400; report findings to HCD and the Governor's Office of Planning and Research; take required action as may be necessary.

Non-Quantified Objective: Alignment of General Plan Land Use Element policies with Housing Element Policies.

Funding Source: General Fund.

Priority: 1

- 4.1.2 MS-4 Permit Implementation.** The City shall actively enforce the requirements of NPDES Permit No. CAS004002, Order No. 09-0057, that implements pollution reduction and control measures for surface water discharge through Low Impact Development ("LID") and Best Management Practices ("BMPs"). The implementation program shall entail two components: (i) development and imposition of standard conditions of approval on all discretionary land use permits; and (ii) updating locally-adopted CEQA Guidelines to incorporate review standards, impact thresholds and mitigation measures.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance and Local CEQA Guidelines by July 2015.

Non-Quantified Objective: Adoption of standard conditions and updated CEQA Guidelines.

Funding Source: General Fund.

Priority: 1.

4.1.3 Program Targeting. In all new affordable housing projects, the City shall require that priority occupancy preference be given to lower-income households and special needs population segments that currently reside in Fillmore but who are presently overpaying, living in overcrowded conditions or reside in substandard housing. This requirement shall apply to all inclusionary units required by operation of California Health and Safety Code Section 33413(b), Density Bonus affordable units created under Government Code Section 65915, and all other government-assisted development (including projects receiving tax credit financing) over which the City has discretionary land use authority.

Responsible Agency: Planning Department.

Implementation Schedule: Amend the Zoning Ordinance by July 2015.

Non-Quantified Objective: Adopt and apply occupancy preferences for affordable housing.

Funding Source: General Fund.

Priority: 1.

Policy 4.2

Proactively promote a balanced and sustainable community.

4.2.1 RHNA Process. The City shall monitor and actively participate in the regional housing needs assessment process to promote equitable treatment and fair allocation of future growth proportionate to the community's existing size and percentage of target income households in furtherance of California Government Code Sections 65584(d)(1) and 65584(d)(4)). The City shall seek alliances with other Ventura County communities which are similarly impacted and seek relief through all available means including, but not limited to, the League of California Cities.

Responsible Agency: City Manager.

Implementation Schedule: Ongoing.

Non-Quantified Objective: Equitable apportionment of RHNA goals for the 6th Housing Element cycle.

Funding Source: General Fund.

Priority: 3.

V.
NOISE

ELEMENT



V. NOISE ELEMENT

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1.0 INTRODUCTION

When sounds become unwanted irritants, they become noise. As an environmental pollutant, noise is a waste product of our high technology, fast-paced way of life. Noise is also recognized as a potential hazard, not only detracting from the quality of life but having the potential to cause psychological and physical harm. However, noise is a subjective experience - sound which is desirable to one listener may be considered as noise to another.

1.1 Sources of Noise

While motorized vehicles are the most prevalent noise source, industrial operations, construction work, sirens, radios and other generators can transform a quiet scene into a chaos of unwanted sounds. Home, office and factory interiors may provide refuge, but they also are hosts to noise-producing machines, appliances and communication devices. Among the noisier interior places, the kitchen is filled with so many devices that, combined with hard-surfaced walls, cabinets and floors, it can become an unhealthy noise environment.

Among exterior noise sources, transportation vehicles dominate. Automobiles, trucks and buses create a constant stream of sounds, varying by time of day and by a variety of site conditions. Transportation noise is made up of three source components: the engine (primarily the cooling fan), exhaust gases and tires. Also affecting the noise level are vehicle speed and acceleration, and road grade and surface condition. Other contributors to transportation-generated noise are trains and airplanes; however, these are not substantial sources of noise within the City.

1.2 Effects of Noise (Figure V-1)

Sound levels are determined by the noise generating characteristics and distribution of noise sources within a given regional or local area. The effects of ambient sound levels on offsite receptors depend largely on the characteristics of the receptors and the intensity, frequency, duration, and spatial and temporal distribution of the noise source. The direct effect of noise on people range from annoyance to inconvenience to hearing damage. Environmental noise guidelines (Figure V-1) specify levels of sound consistent with the protection of the public health and welfare, including the prevention of annoyance or discomfort caused by noise. These State-established guidelines indicate that the highest recommended

FIGURE V-1



LAND USE NOISE SENSITIVITY

General Plan

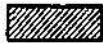
| LAND USE CATEGORY | COMMUNITY NOISE EXPOSURE L_{dn} OR CNEL, dB | | | | | | INTERPRETATION |
|---|--|------------|------------|--------|------|----|----------------|
| | 55 | 60 | 65 | 70 | 75 | 80 | |
| RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES | | | ██████████ | ██████ | | | |
| RESIDENTIAL - MULTI. FAMILY | | | ██████████ | ██████ | ████ | | |
| TRANSIENT LODGING - MOTELS, HOTELS | | | ██████████ | ██████ | ████ | | |
| SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES | | | ██████████ | ██████ | ████ | | |
| AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES | | ██████████ | ██████ | ████ | | | |
| SPORTS ARENA, OUTDOOR SPECTATOR SPORTS | | ██████████ | ██████ | ████ | | | |
| PLAYGROUNDS, NEIGHBORHOOD PARKS | | | ██████ | ████ | ████ | | |
| GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES | | | ██████ | ████ | ████ | | |
| OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL | | | | ██████ | ████ | | |
| INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE | | | | ██████ | ████ | | |

INTERPRETATION



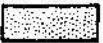
NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.



CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.



NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.



CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L_{dn} . Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L_{dn} .

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL or L_{dn} . This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

exterior noise level for single-family and multi-family residential land uses is 60 and 65 dB(A), respectively; the highest recommended noise level for most commercial land uses is 70 dB(A); and the highest recommended noise level for institutional uses, such as schools, parks, hospitals, etc., is 70 dB(A) Ldn.

1.3 Noise Measurement

Loudness, duration, frequency and tone describe the characteristics of noise and help identify whether a noise source is likely to be harmful. Common noises range from a distracting whisper to a thunderous locomotive train. To begin to accurately measure the range of sounds, a loudness scale has been developed called the decibel (dB) scale.

Beginning with 0 dB, representing the weakest sound detectable by the human ear, the scale increases in logarithmic fashion to approximately 150 dB (equivalent to a jet carrier deck operation). At a logarithmic scale, the measured loudness increases geometrically; thus, an increase from 30 dB to 60 dB is not a doubling but an eight-fold increase in relative loudness.

The decibel scale has been modified to adjust for the sensitivity of the human ear with regard to tone. We tend to be more sensitive to high-pitch sounds than to low-pitch, and the scale is thus weighted to account for this bias. This adjustment is called the A-weighted decibel scale, and is notated as dB(A). The dB(A) scale is the commonly accepted scale for measuring noise sources.

To develop an indicator of sound levels occurring over a 24-hour day, it is necessary to average the sound occurring throughout the day. This averaging procedure yields a single-number index called the day-night noise level, or Ldn. The Ldn is based on the equivalent sound level (Leq), which is a constant sound level that is equivalent to the same amount of acoustic energy as the actual time-varying sound over the same time period. Appropriately weighted Leqs are combined for a 24-hour period to result in the day-night average level, or Ldn. The procedure includes a weighting of noise that occurs at night to account for the increased sensitivity people have to noise after dark.

Using the weighted decibel scale and the day-night noise level, quantitative estimates of noise exposure in the City can be determined. These estimates are shown graphically as noise contours. Contour lines show areas having higher noise levels and are typically

located around major roads, airports and certain industrial activities. Miscellaneous sources, such as a fire station siren or backyard rock and roll band, are not included in the contour areas. It should be remembered that the noise contours are general indicators of noise exposure and not precise levels. Estimating and smoothing limit the exactness of the contour map; precise estimates require a more detailed site analysis.

The State Office of Noise Control has issued guidelines for the preparation of a local Noise Element which detail a local jurisdiction's responsibility for identifying a) noise sources, b) an inventory of noise-sensitive areas and c) measures addressing existing and foreseeable noise problems. This Element is prepared in accordance with these guidelines.

2.0 NOISE AND LAND USE COMPATIBILITIES (Figure V-2)

The relationship between noise and the General Plan is most commonly expressed in terms of compatibility of land uses. When noise-sensitive uses are kept distant from noise sources, the result is a higher quality living environment.

Within the City, land uses considered sensitive to noise include residential areas, schools, hospitals, etc. The schools and hospitals are identified in Figure V-2. The ways noise sensitive land uses can be adversely affected by noise include (a) increasing vehicular traffic on adjacent roadways; and (b) locating high noise generating land uses directly adjacent to noise sensitive uses. Where a land use is denoted as "normally acceptable" in Figure V-1 for the given Ldn noise environment, the highest noise level in that range should be considered the maximum desirable for conventional construction which does not incorporate any special acoustical treatment. Not all activities occur indoors, however, and so another consideration affecting land use compatibility is the anticipated amount of time which will normally be spent outside the structure.

3.0 EXISTING NOISE CONDITIONS (Figures V-3, V-4, V-5)

The existing noise environment in the City is largely determined by three primary noise sources which include vehicular traffic on local roadways, activity associated with local industrial development, and general human activity associated with local residential and commercial land uses. Secondary noise sources in the City include railroad activity associated with the local rail line and occasional overflights of aircraft. These secondary sources are not investigated in this document because the railroad only makes one run through the City a day and future



NOISE-SENSITIVE LAND USES

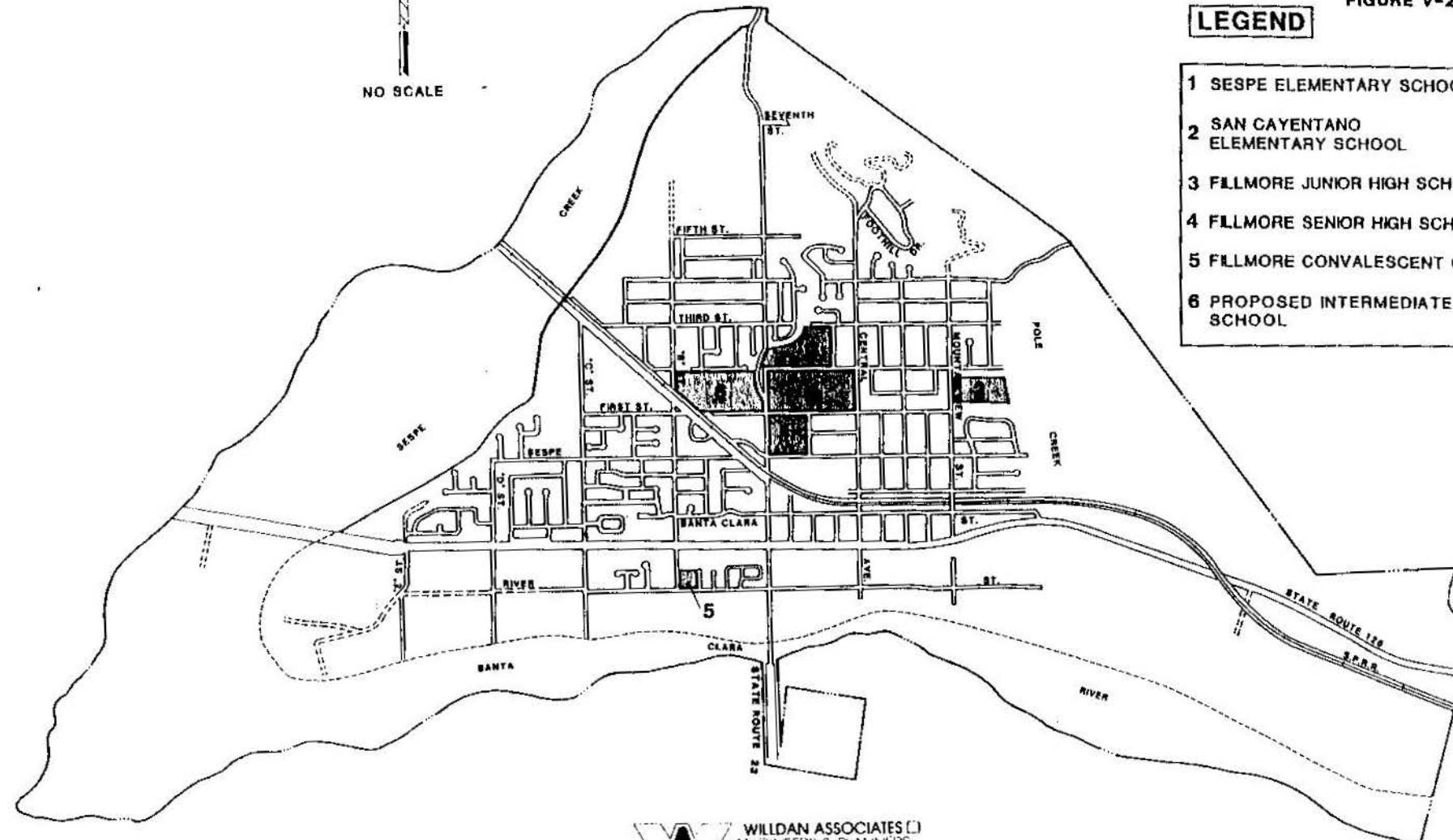
General Plan

FIGURE V-2

LEGEND

- 1 SESPE ELEMENTARY SCHOOL**
 - 2 SAN CAYENTANO ELEMENTARY SCHOOL**
 - 3 FILLMORE JUNIOR HIGH SCHOOL**
 - 4 FILLMORE SENIOR HIGH SCHOOL**
 - 5 FILLMORE CONVALESCENT CENTER**
 - 6 PROPOSED INTERMEDIATE SCHOOL**

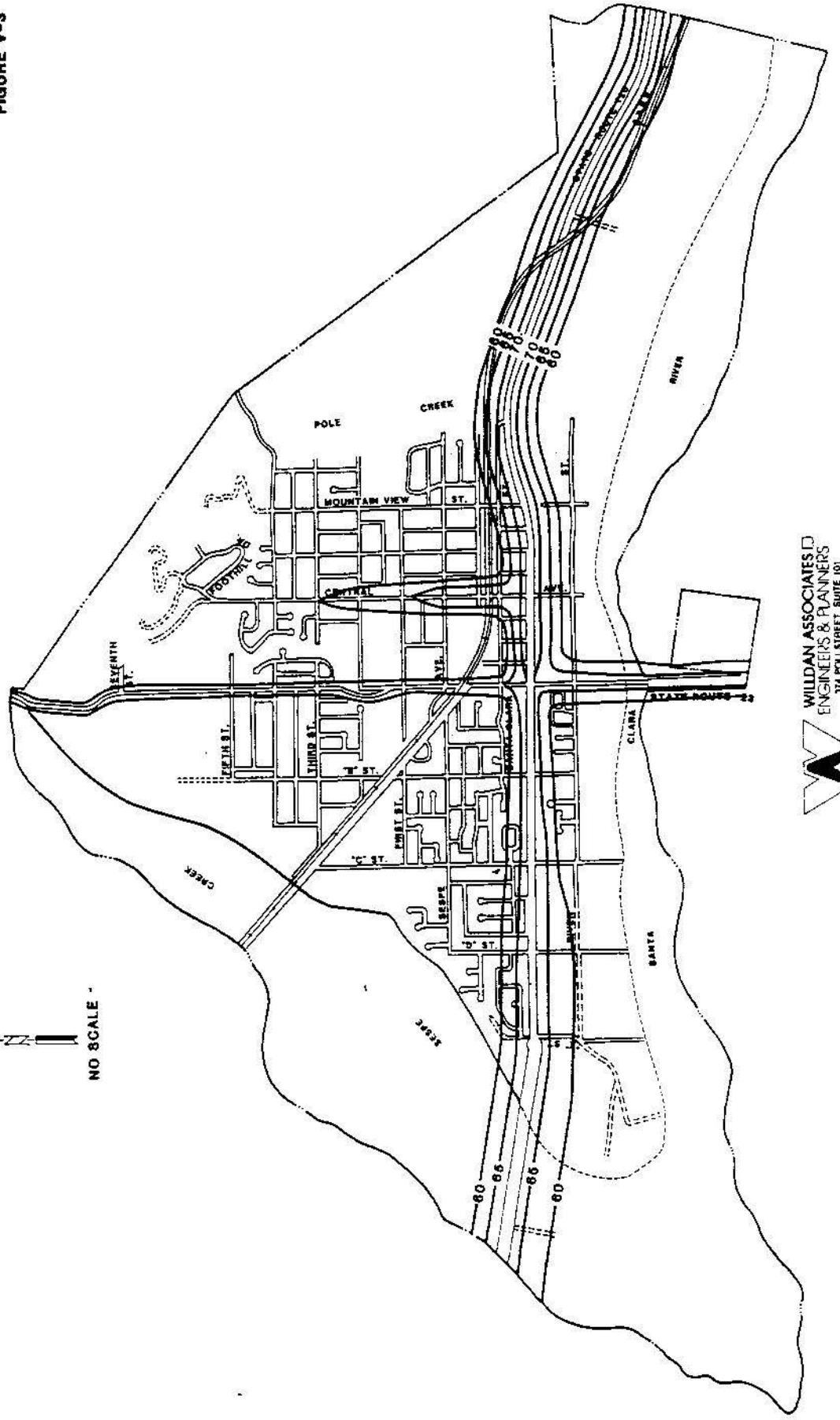
NO SCALE



WILLDAN ASSOCIATES
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FIGURE V-3



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DAY-NIGHT NOISE
LEVELS, 1985

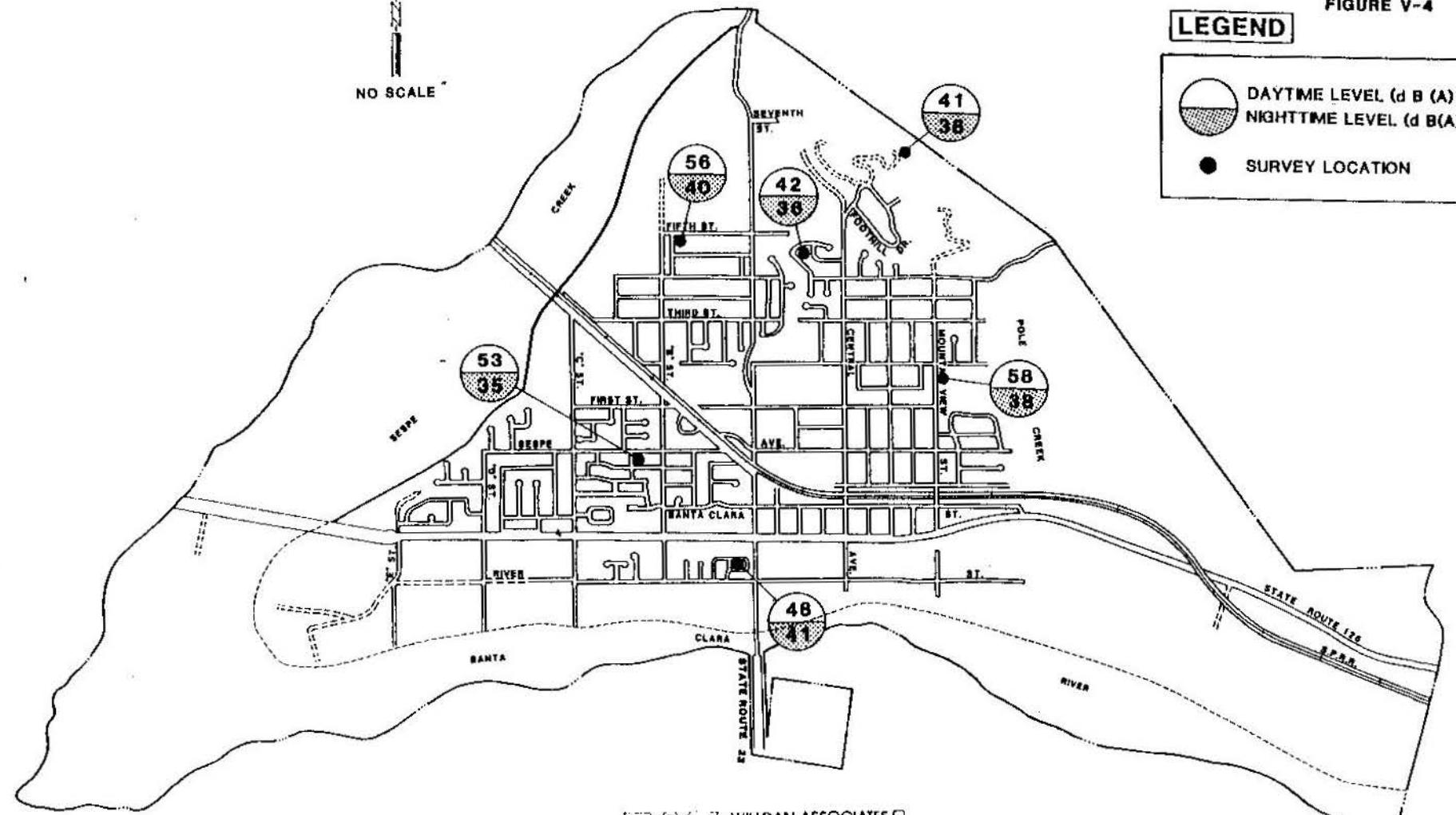
General Plan

FIGURE V-4

LEGEND

- DAYTIME LEVEL (d B (A) leq)
- NIGHTTIME LEVEL (d B(A) leq)
- SURVEY LOCATION

NO SCALE



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CITY OF FILLMORE
CALIFORNIA

INDUSTRIAL AREA
NOISE, 1985

General Plan

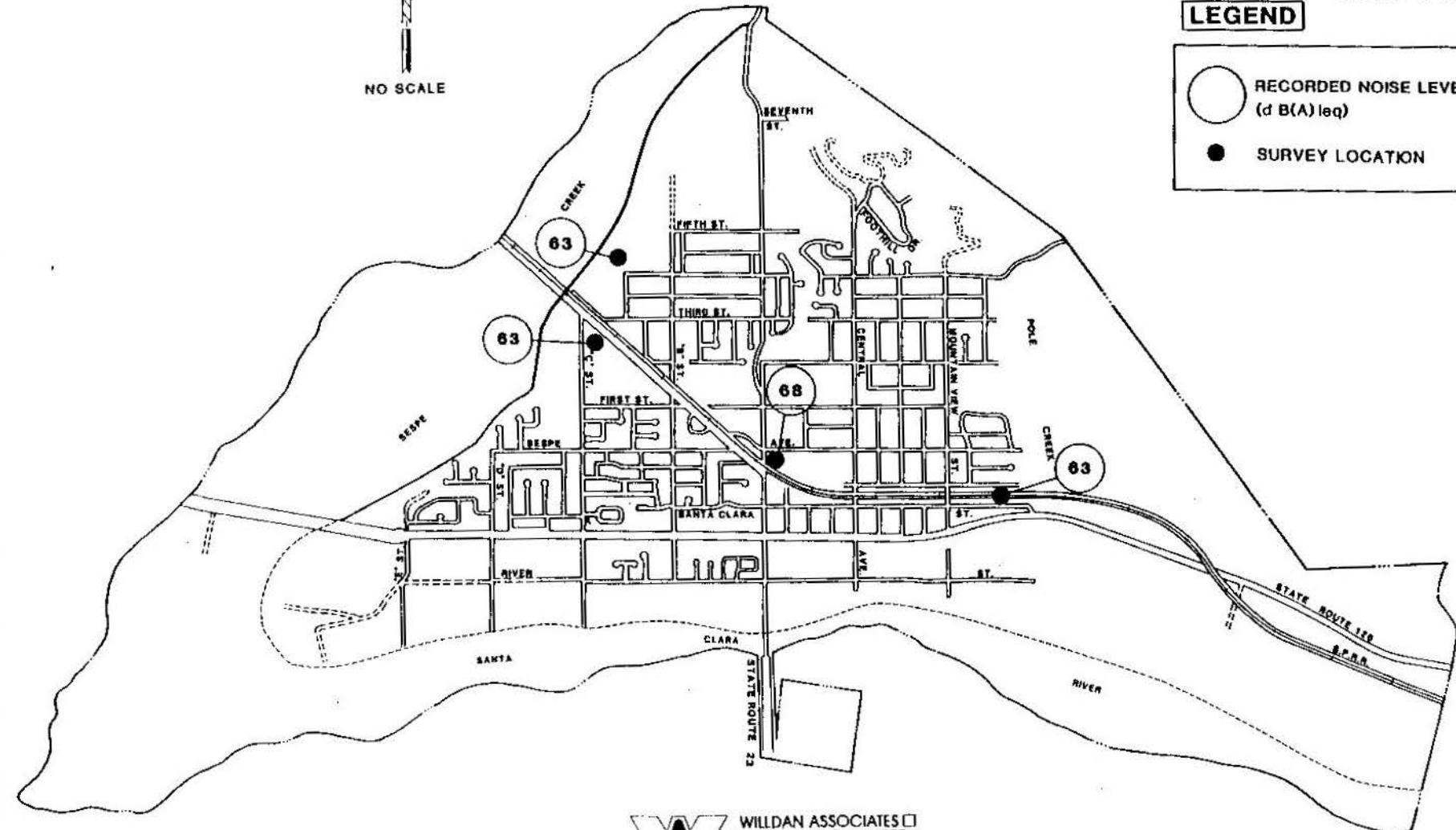
FIGURE V-5

LEGEND

(○) RECORDED NOISE LEVEL
(dB(A) eq)

(●) SURVEY LOCATION

NO SCALE



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increases in activity is not anticipated. Existing noise levels are graphically depicted for major traffic corridors, (Figure V-3), and industrial areas (Figure V-5). Figure V-4 depicts 1985 day and night noise levels (Leqs) throughout the City.

3.1 Traffic Corridors (Figure V-3)

3.1.1 Primary Noise Corridors

As mentioned previously, noise levels in the City are primarily generated by vehicular traffic, notably from State Highway 126, "A" Street and Central Avenue. The main entrance into the City, and a prominent truck route between U.S. Highway 101 and Interstate 5, Highway 126 accommodates average daily traffic flows of 16,000 vehicles. Approximately 2,200 trucks (14 percent of daily volume) are included in this flow.

As shown on the traffic-generated noise map (Figure V-3), Highway 126 traffic produces exterior noise levels in excess of 70 dB(A) within 35 feet of the roadside, east of Central Avenue. Given an uninterrupted line of site and a noise reduction of 4.5 dB(A) per doubling of distance (typical of traffic-generated noise) the 65 and 60 dB(A) noise contours would extend approximately 150 and 500 feet from the roadway edge, respectively. Lower traffic levels west of Central Avenue generate lower noise levels, exceeding 65 and 60 dB(A) within 125 and 400 feet of the roadway edge, respectively. As estimates of noise levels, these contours would vary depending on local site conditions.

Existing development along the Highway includes residential uses which are incompatible with high noise levels. Homes built on Ventura Street prior to its designation as a State highway are located within the 70 to 74 dB(A) contour. The Land Use Map identifies land uses along the Highway for Commercial uses to encourage conversion of these areas to more noise-tolerant uses.

3.1.2 Secondary Noise Corridors

Secondary noise corridors include "A" Street and Central Avenue. Residential uses along these corridors are exposed to noise levels exceeding 60 dB(A), although many homes have noise attenuation barriers (especially walls) which effectively lower first-floor noise levels below 60 dB(A). Residences which do not have such barriers are located in the following areas:

- o on Central Avenue between First and Fourth Streets
- o on "A" Street between Highway 126 and Old Telegraph Road Third and Fifth Streets, and
- o on the north side of State Highway 126 between "D" and "C" Streets "A" and Palm Streets, and Saratoga and Mountain View Streets.

3.2 Industrial Parks (Figure V-5)

Existing noise levels at local industrial sites (Figure V-5) are at or below 68 dB(A) as required by the Fillmore Zoning Ordinance performance standards for industry. Residential areas have noise levels consistent with those typical of rural areas and small towns. With the exception of the highway and major street corridors, Fillmore residents enjoy a relatively quiet noise environment.

4.0 EXPECTED NOISE CONDITIONS

In planning for the City's future noise environment, estimates of noise levels must be based on full build-out under the City's General Plan, including consequential traffic volumes. In general, the expected noise environment will be contingent upon three factors:

- o expected changes (increases) in the number of noise sources, specifically traffic volumes;
- o application of noise-control measures to reduce noise at the source; and
- o noise mitigation measures applied to decrease exterior and interior noise levels.

4.1 Noise Corridors (Figure V-6)

4.1.1 Primary Noise Corridors

Noise exposure contours were developed for full buildout under the City's General Plan, based on an updated version of the Federal Highway Noise Prediction Model (STAMINA 2.0, FHWA, 1982). The noise contours were based on the traffic volumes assumed in the Circulation Element. Posted speed limits were assumed to remain unchanged.

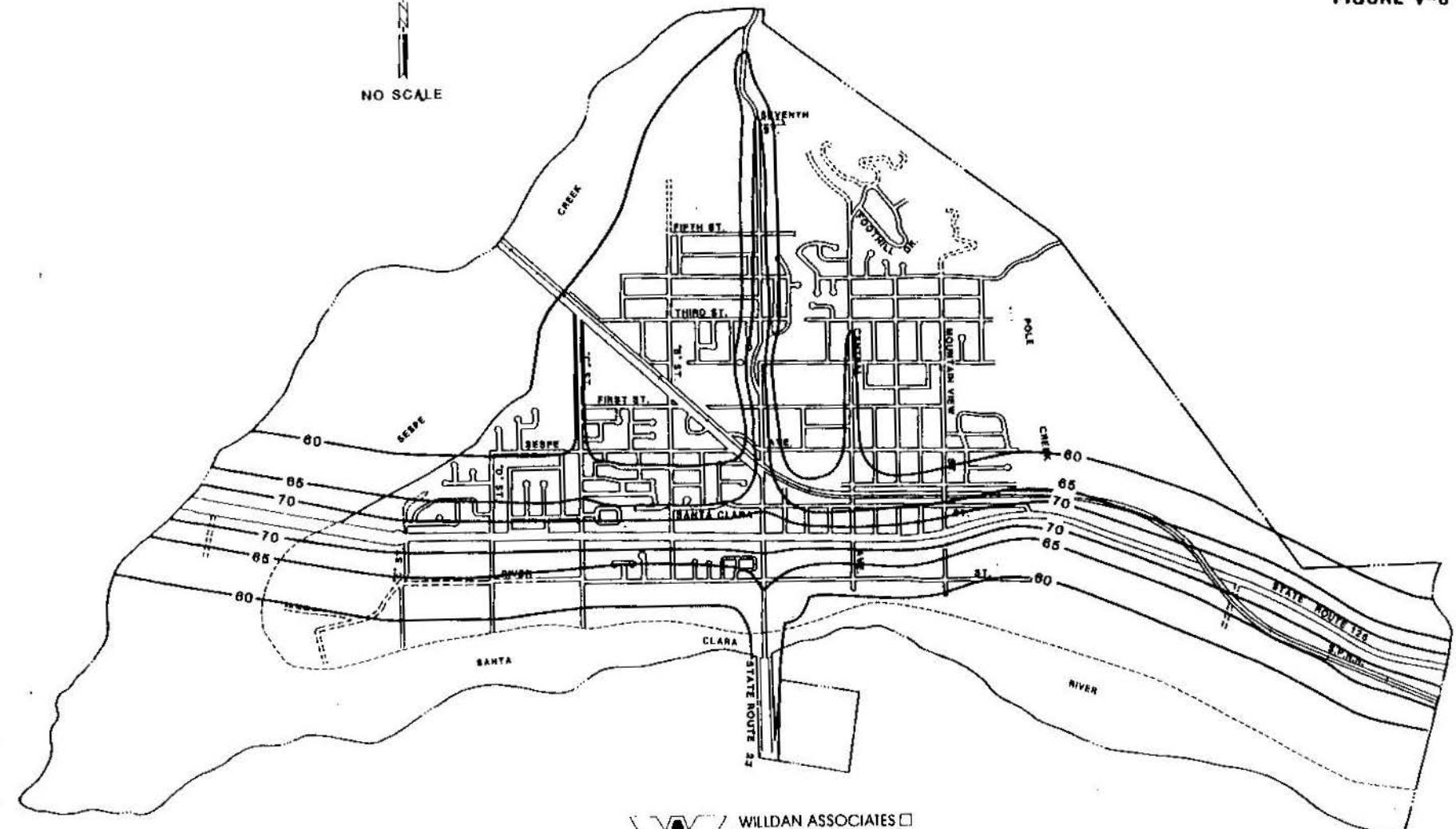
The 2010 Noise Contour Map (Figure V-6) indicates the locations of noise level contours resulting from projected traffic volumes. Those road segments experiencing the largest percentage increases in traffic are expected to produce the greatest noise level increases. State Highway 126 and "A" Street north of the State Highway are expected to have the greatest noise level increases.



NOISE CONTOURS FOR
MAJOR TRAFFIC
CORRIDORS, 2010

General Plan

FIGURE V-6



SOURCE: McCLELLAND CONSULTANTS (1988)


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The increase in existing noise levels along "A" Street north of Highway 126 is expected to be up to 6 dB(A), with much of the increase in noise levels due to the proposed industrial expansion in the northwest corner of the city. Access to this industrial area is limited to truck traffic that is projected to use "A" Street and to a minor extent, "C" Street, with subsequent significant increases in traffic noise along both routes. The expected increase in traffic noise along "A" Street would not cause noise levels at the school sites located adjacent to "A" Street to exceed the 70 dB(A) compatibility limit, because the buildings are all located away from the street.

Regional and local travel along Highway 126 is expected to increase noise along the highway by up to 3 dB(A) over existing levels, which would be just perceptible to existing residents living in the area. Noise levels would substantially exceed the 60 dB(A) Ldn guideline for existing residences located adjacent to the highway. Those residences that are currently shielded by noise barriers are not expected to experience noise levels exceeding 65 dB(A) Ldn, but unshielded residences would experience noise levels in excess of both interior and exterior standards.

However, complete build-out of the Plan includes the conversion of the north frontage of the State Highway east of "A" Street to noise-tolerant highway commercial uses, eliminating unprotected sensitive residential uses from the highway corridor.

Other future noise impacts within the City involve noise related to construction activity, specifically, transportation of construction equipment. Short-term in nature, these impacts would result along primary transportation corridors.

Reduction of noise at the source can be accomplished through the implementation of a local noise control ordinance. For vehicle-generated noise, the City's power to set noise standards is pre-empted by the Environmental Protection Agency (EPA) which has set standards for new vehicles that will incrementally decrease noise emissions from individual vehicles; however, these reductions will be compromised by increased traffic volumes.

4.1.2 Secondary Noise Corridors

It is expected that traffic-generated noise levels adjacent to other roadways in the City would increase as well. However, because other roadways would not

support the same high traffic volumes as would Highway 126, "A" Street, and Central Avenue, noise guidelines at locations adjacent to other City roadways would not be exceeded.

4.2 Industrial Plants

Review of the proposed land use map in the Land Use Element indicates that there is a potential for the creation of noise generating land uses adjacent to noise sensitive land uses. As shown in the northwestern and southwestern portions of the City, industrial uses which are considered relatively high noise generators are proposed to be located directly adjacent to single-family and multi-family residential land uses. This situation creates a land use incompatibility problem as industrial uses would be a cause of nuisance noise near residential land uses. As a result, the potential for significant impact could be created.

5.0 NOISE CONTROL MEASURES

Control of noise is considered a local government responsibility due to the close relationship between noise and land use. Several potential control measures, however, are not available to local jurisdictions. State and Federal governments pre-empt cities and counties with regard to vehicle, rail and aviation noise standards. Thus, local agencies are prevented from directly addressing the most prevalent noise generators.

Zoning provides some protection by keeping factories out of residential areas; however, as shown by the contours in Figure V-3, land uses such as freeways or major roads are not separated from sensitive areas by zoning. Combined with effective programs, the contour map itself can be an effective tool for developing policy for reducing noise-related land use conflicts. Noise contour areas can operate as overlays, defining areas that should be limited to uses which are compatible with noisier environments.

Cities must use other measures to control noise pollution. Zoning, mentioned earlier, has the potential for controlling noise. The existing Fillmore Zoning Ordinance requires all industrial buildings to be constructed and occupied in such a way as to limit exterior noise levels to 68 dB(A). Specific proposals may have conditions imposed which restrict times of operations which tend to limit nighttime noise levels. Finally, many jurisdictions adopt noise ordinances which set maximum noise levels allowed for activities such as construction, commercial loading/unloading, powered motor vehicles and residential air conditioners.

Another approach to noise control is found in project-design review. Orienting structures away from noise or setting them back from noise sources are site-specific measures that can reduce interior noise pollution. Separating noise-sensitive uses and the noise source with other structures can help attenuate noise as can natural topography, such as low mounds or hills. Building construction techniques commonly used to reduce interior noise include:

- o increasing wall mass or thickness,
- o using wall cavity partitions,
- o enlarging the airspace around the noise sensitive uses,
- o adding acoustical blankets,
- o increasing window glass thickness,
- o using double-glazed window.

Outside the structure, noise barriers can effectively reduce noise if properly designed and constructed. Barriers such as walls, berms or embankments can reduce noise 5 to 10 dB(A) depending on their placement relative to the noise source and how well they prevent the passage of noise. Finally, it should be noted that landscaping with trees and shrubs is not an effective noise barrier.

6.0 REFERENCES

Westland Geological Services, Inc. 1986. Draft Initial Study: City of Fillmore General Plan.

McClelland Consultants (November 1988). Final Environmental Impact Report - City of Fillmore General Plan Update, 1988-2010. (Ventura, California).

VI.
**SAFETY
ELEMENT**



VI. SAFETY ELEMENT

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1.0 INTRODUCTION

The purpose of the Safety Element is to provide information on hazards and hazard preparedness in the City. Rather than a complete hazards management program, this Element should be viewed as a guide to local conditions which may be hazardous. This Element also contains policies that address the likelihood of loss of property or life in existing and proposed developments.

Before the City can plan how to deal with potential disasters, the hazards which can lead to these disasters must be identified and priorities for action must be assigned. Hazards analysis is a process for determining the emergency management needs of the community. One aspect involves knowledge of the kinds of hazards to which the City is subject. There are hazardous events which occur frequently but do little damage and therefore create little more than routine emergency needs. There are also events which occur infrequently (or may not have occurred but could occur), yet would have catastrophic effects and require extraordinary emergency management responses. This Element provides an estimate of emergency management needs by collecting available historical and quantitative data about local hazards.

Another aspect of the hazards analysis is knowledge of the community. This involves an inventory of areas in the community susceptible to damage from the occurrence of an event at a given intensity or location. This knowledge includes the number of people, age and location of buildings, and communication, transportation or other systems exposed to damage, interruption or collapse. When knowledge of hazards is combined with their potential impacts on the community, the result is a measure of the vulnerability of the community. Adequate information about the hazards will enable a community to assign priorities for its emergency management needs.

The Safety Element brings together information from several sources to describe the vulnerability of the community to known and suspected hazards. In many cases, this information is incomplete, and additional studies can and should be undertaken. Nevertheless, the present level of data should not be considered an obstacle to preparing a hazards management plan. Just the knowledge that the City is subject to a hazard will provide direction for its emergency management program. The Element is a balance between the need to develop a systematic multi-hazards management plan and the limitations in resources and methodologies available for preparing such a plan.

2.0 SEISMIC SETTINGS AND EARTHQUAKE HAZARDS (Figure VI-1)

The City is located within the Transverse Range of east-west trending valleys, mountain ranges and earthquake faults. The City is also located 33 miles southwest of the San Andreas Fault. Significant earthquakes in the City which may occur in the foreseeable future and which should be considered in the design of structures are of two types: (a) major events generated by movement on a very large but relatively distant fault, and (b) medium-sized events generated by movement on a closer fault.

The most likely event of the first category is the Richter magnitude 8.0 - 8.5 earthquake expected on the San Andreas Fault within the next 30 years. Locally, the effect would be strong shaking with maximum ground accelerations within a range of 0.30 to 0.40g, where "g" is the decimal fraction of the acceleration of gravity. The shaking could last for one minute. (By comparison, the duration of the 1971 San Fernando earthquake was 12-15 seconds.)

More intense, but shorter-duration shaking can be expected from one of the active faults closer to the City. The San Cayetano Fault traverses the northern edge of the Santa Clara Valley and passes through the City near Fourth Street and Pole Creek. The Oak Ridge Fault is located along the southern edge of the Santa Clara Valley and is one mile from the City at its nearest point. The maximum credible expected earthquake magnitude at either local fault is 7.5 - 8.0 on the Richter scale.

It is important to note that these are maximum values anticipated for the most extreme credible earthquake. Their probability of occurrence is not known. Nevertheless, future development should be directed away from the western portion of the San Cayetano Fault. Projects proposed within 100 feet of the San Cayetano Fault line should identify the potential for earthquake hazard as part of the soils engineering investigation or environmental impact report.

Seismic hazards affecting the City can be separated into two major categories: ground surface displacement due to fault movement, and ground shaking due to earthquakes on nearby or regional faults.

2.1 Surface Displacement

Ground surface displacement occurs along the trace of a fault during moderate to strong earthquakes and usually manifests itself in a relatively narrow, but intensely disturbed zone. The effects of surface displacement along a fault in a populated area can be disastrous, in that structures, roadways, pipelines, utilities,

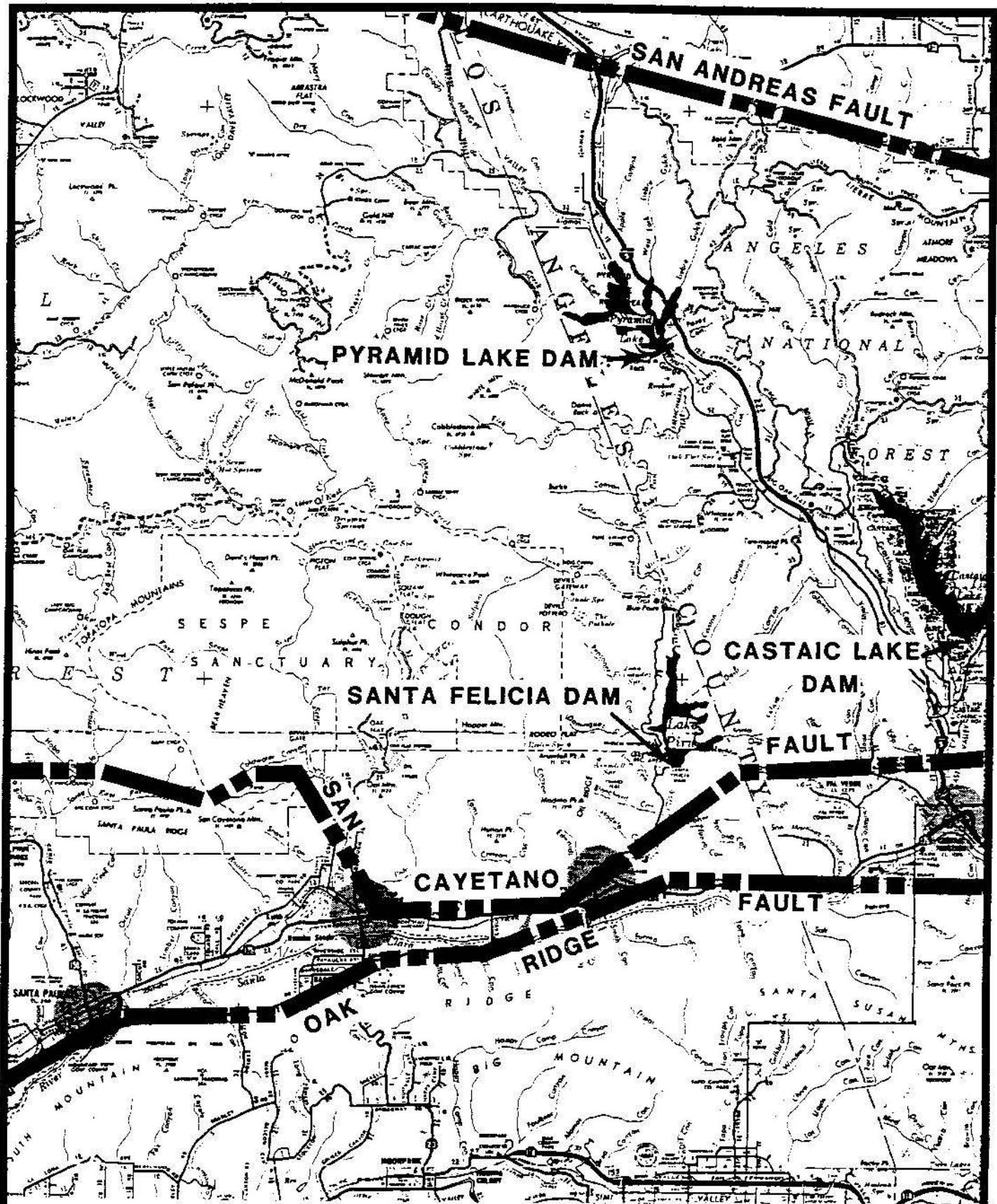
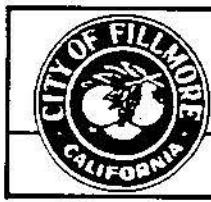


FIGURE VI-1



ACTIVE FAULTS IN FILLMORE REGION

General Plan

railroad tracks and storage tanks are either severed or so badly damaged that they are no longer functional. Designing improvements to resist surface displacement along a fault is not economically feasible.

The City of Fillmore may be subject to the risk of surface displacement. The San Cayateno Fault traverses the northwestern portion of the City (See Figure VI-1). It has been classified by the Division of Mines and Geology as an active fault. Because it does not meet all criteria for the Alquist-Priolo Act, the portion of the fault which passes through the City and proceeds easterly is not considered active enough to warrant special zoning under the act. The portion of the fault west of the City limits, however, was recently assigned a Special Studies Zone.

The San Cayetano Fault is a northerly dipping thrust fault which comprises a segment of a complex system of reverse and thrust faults including the Red Mountain, Sulphur Mountain, San Cayetano and Holser Faults. This system of faults runs 65-70 miles from off-shore of Carpinteria westward to Castaic and represents an important structural element in the regional geological framework.

In classifying the San Cayetano Fault as active, the State Geologist has determined that enough evidence exists to indicate that the latest movement along this fault occurred less than 11,000 years ago (Holocene epoch). Under State law, an active fault is one which has demonstrated movement within the past 11,000 years, and an inactive fault is one which can be shown by direct evidence (radiometric dating or geologic relationships) to have not moved in the past 11,000 years. A potentially active fault is a fault which has demonstrated movement during the Quaternary Period (the past 3,000,000 years), but for which evidence is lacking to determine whether it is active or inactive.

Under the Alquist-Priolo Special Studies Zones Act, a Special Studies Zone is assigned, by the State Geologist, to all active faults on a priority basis. The zone extends a minimum of 1/8 mile (660 feet) on either side of the fault. Any structure for human habitation, which is proposed within the Special Studies Zone, must be shown to be at least 50 feet from any trace of this fault. The level of expertise necessary to determine that the structure is appropriately sited usually involves engaging a registered geologist to perform a sub-surface study with trenches or borings. At a minimum, all new development proposed within the hazard management zone established under the Alquist-Priolo Act should comply with State Requirements.

While the eastern portion of the San Cayetano Fault is not subject to the Alquist-Priolo Act, Ventura County has identified a fault hazard zone for Fillmore in its Seismic Safety Element and recommends special development standards. These standards comply with State requirements pursuant to the Alquist-Priolo Act.

2.2 Ground Shaking

The City of Fillmore will be subject to strong to severe ground shaking from significant earthquakes generated on nearby or regional faults. Table VI-1 summarizes the known faults in the region and tabulates their earthquake-generating capabilities. It illustrates several important facts. First, the moderate-size earthquakes postulated on the San Cayetano and Oak Ridge Faults will produce very high levels of ground shaking within Fillmore because the faults are very close. The earthquake expected on the San Andreas Fault will be one of the "great earthquakes" to occur in Southern California and is significant because of its high probability of occurrence. However, the ground accelerations in Fillmore from the event will be relatively low due to its distance from the fault (33 miles). Strong shaking from the San Andreas Fault will last approximately 60 seconds, while the strong shaking from the San Cayetano or Oak Ridge earthquakes may only last up to 20-25 seconds.

Significant earthquakes can and will occur on other faults. However, available evidence indicates that their effect in Fillmore will be significantly less than the effects from the faults listed on Table VI-1.

In evaluating seismic hazards, the primary concern should be the identification of buildings and systems likely to suffer significant damage during a strong earthquake. In Fillmore these include older commercial and residential structures, critical-use structures to be used for emergency response activities, and the City's utility networks. The Central Avenue Business District is composed of unreinforced brick buildings, most of which were constructed prior to the enactment of stringent building codes. The City's eastern and north-western areas contain many old wood-frame houses which are not anchored to their foundations. Water, wastewater, natural gas, power and telephone systems are all subject to potential damage from ground shaking. The earthquake which struck Coalinga, California in 1982 provides an example of the damage the City would likely suffer in the event of a major local earthquake: loss of the downtown commercial

Table VI-1. Known Faults in Fillmore Region

| <u>Active Faults</u> | <u>Distance from Fillmore (Miles)</u> | <u>Expected Magnitudes (Richter)</u> | <u>Maximum Reportable Ground Acceleration Gravity</u> | <u>Approximate Prob- ability of Occurrences (100- Year Period)</u> |
|-----------------------------------|---|--|---|--|
| San Cayetano | 0 | 6 1/2 - 7 | 0.50 - 0.70 | High |
| Oak Ridge | 1.5 | 6 - 7 | 0.40 - 0.60 | High |
| San Gabriel | 16 | 6 1/2 - 7 | 0.15 - 0.20 | Intermediate |
| San Andreas | 27 | 8 - 8 1/2 | 0.15 - 0.20 | Imminent |
| <u>Potentially Active Faults:</u> | | | | |
| San Ynez | 12 | 6 - 7 | 0.10 - 0.20 | Low |
| Pine Mountain | 13 | 6 - 7 | 0.10 - 0.20 | Very Low |
| Malibu Coast | 24 | 6 - 7 | 0.10 - 0.15 | Low |

1/ Source: Westland Geological Services, Inc., 1986.

district; disruption in older residential neighborhoods, including collapsed porches, toppled fireplaces and upset building foundations; and temporary loss of public utility services.

Critical-use structures are specific buildings necessary for the successful implementation of emergency-response activities. The City's Fire Station and City Hall, the San Cayetano Elementary School, the Ventura County Fire Station and local medical offices must be available to provide effective emergency response. All of these buildings have been built according to modern building codes and are designed to withstand substantial ground shaking.

3.0 OTHER GROUND FAILURE HAZARDS (Figure VI-2)

See Figure VI-2 for areas of potential ground instability.

3.1 Shrink-Swell Potential

The presence of expansive clays in soil causes it to shrink when dry and swell when wet. A moderate shrink-swell potential exists within most of the City, in surrounding hillsides and in the areas along the Santa Clara River. Proper design and construction of floor slabs and footings will mitigate this problem. Site-specific soil investigations which identify a high shrink-swell potential will require additional building foundations improvements.

3.2 Liquefaction

Liquefaction is a soil condition brought about by a shock, typically from a major earthquake. When a high water table is found among certain soil properties, the shock produces a "quicksand" condition and causes a loss of support for building foundations. Fillmore's ground water levels have historically exceeded fifty feet or more below ground surface levels and indicates a low to non-existent liquefaction potential.

3.3 Erosion

Wind, running water and other geological agents all act to wear away the surface of land. The erodibility of an area is dependent on several factors including climate, soil characteristics, slope and type of development. Erosion is not presently a significant problem for the City as urban development is generally confined to areas of slight erosion hazard. However, the hillsides surrounding the City have a moderate to severe hazard primarily due to steep slope conditions.



AREAS OF POTENTIAL SOIL INSTABILITY

General Plan

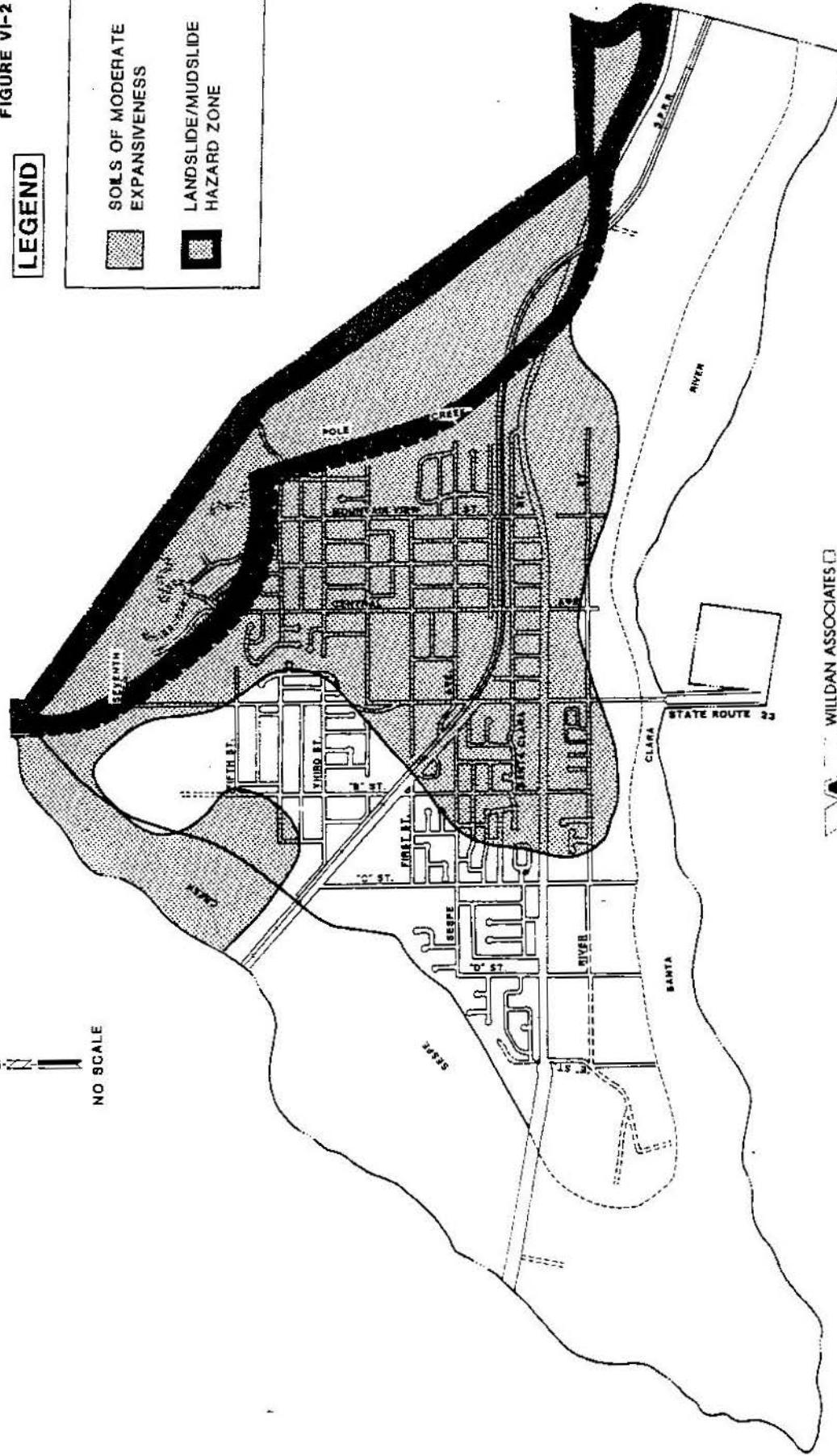
FIGURE VI-2

LEGEND

SOLS OF MODERATE EXPANSIVENESS

LANDSLIDE/MUDSLIDE
HAZARD ZONE

NO SCALE



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To avoid the possibility of erosion and to reduce the impacts of erosion on surrounding lands, development proposals in hillsides and other areas of moderate to severe erosion hazard must include adequate erosion control measures.

4.0 FLOOD HAZARDS

4.1 100-Year Flood Plain (Figure VI-3)

Construction of the Sespe Creek levee in 1983 dramatically altered the City's flood hazard potential by removing approximately one half of the existing City from the 100-year flood plain. Sespe Creek has inundated the City in 1920, 1938, 1969 and 1978, causing extensive property damage and some loss of life. The Creek drains a large area of wilderness to the north of the City, and approaches the City through a narrow gorge. The levee has reduced the probability of flooding from this waterway to less than one percent, such that the hazard involved is not a significant consideration in planning of potentially affected areas.

The Santa Clara River 100-year flood plain extends into portions of the City proposed for urban development (see Figure VI-3). However, the construction of three up-river dams makes flooding into the City highly improbable. Projects proposed in the existing flood plain must, nevertheless, employ measures to mitigate the potential for flood by excluding intensive development from the flood plain.

4.2 Levee Failure (Figure VI-4)

As mentioned above, the Sespe Creek Levee has reduced the probability of flooding from Sespe Creek to less than one percent. While flooding from this waterway is not a significant consideration in the planning of potentially affected areas, levee failure warrants consideration in this Element. Figure VI-4 illustrates those areas subject to inundation as a result of levee failure.

4.3 Dam Failure (Figure VI-4)

Three dams are located on the Santa Clara River above the City: Pyramid Lake Dam, Castaic Dam and the Santa Felicia Dam (Piru). Created to provide irrigation water to local farms, these dams also regulate stormwater runoff into the Santa Clara River.

Dam failure along the Santa Clara River would inundate approximately 80 percent to 85 percent of the City.

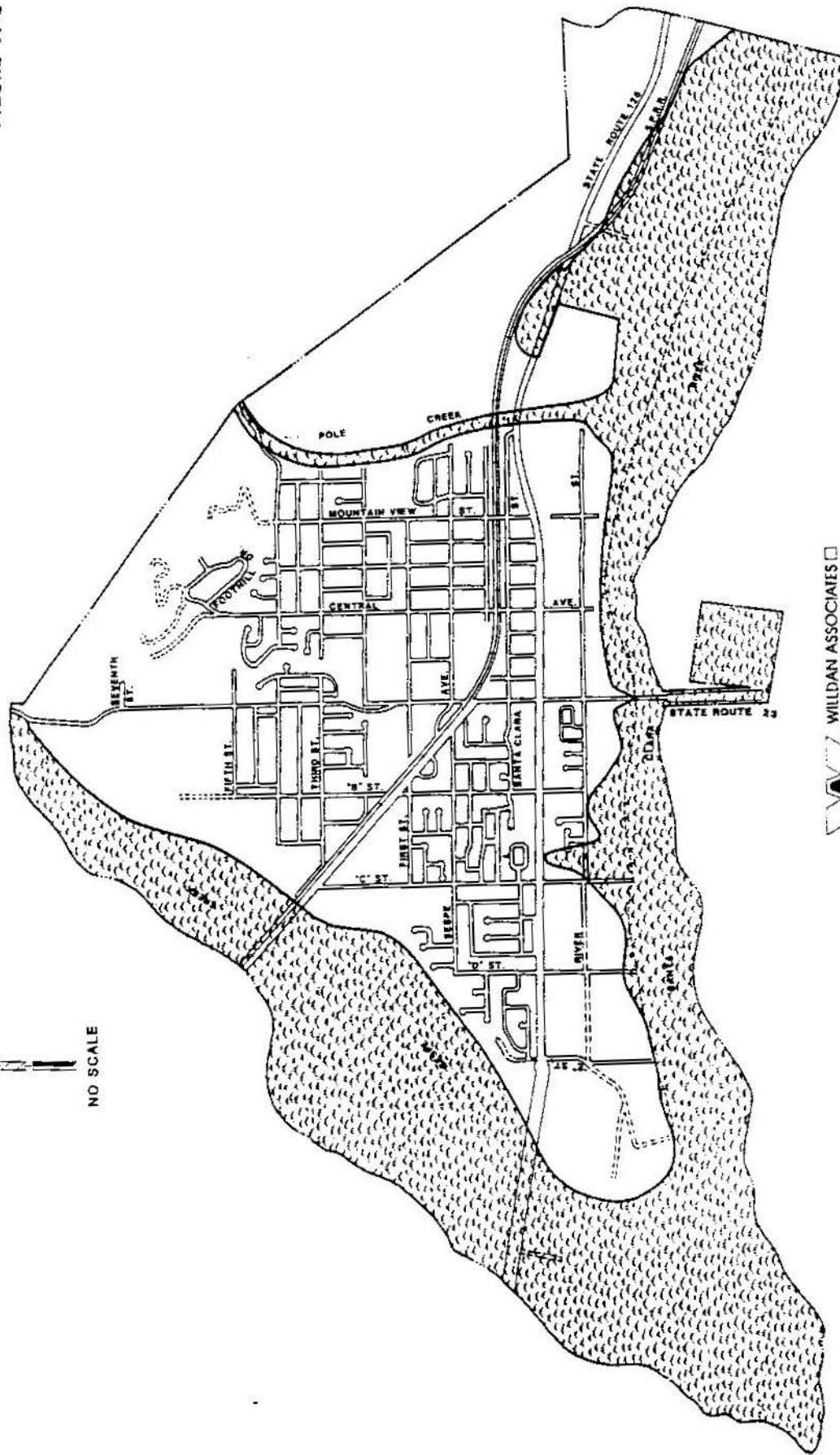


10-YEAR FLOOD
PLAIN

General Plan

FIGURE VI-3

FIGURE VI-3



NO SCALE

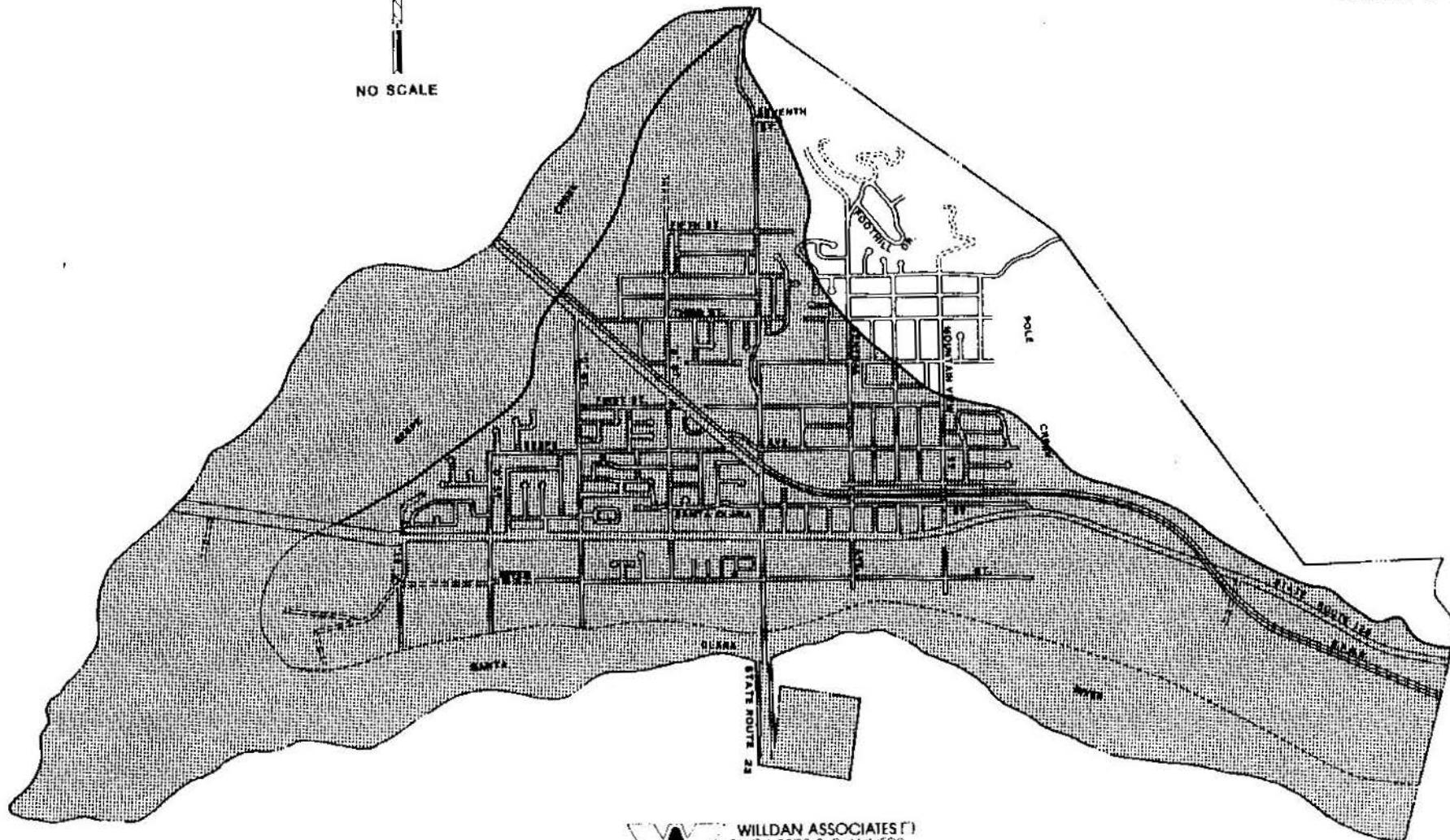
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AREAS OF INUNDATION
AS A RESULT OF LEVEE
AND DAM FAILURE

General Plan

FIGURE VI-4



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SOURCE: McCLELLAND CONSULTANTS (1988)

About ninety minutes of warning time would be available before the flood waters arrive from either Castaic or Pyramid Dams and about fifteen minutes before the flood waters from Santa Felicia (Piru) Dam inundates the City.

Failure of these dams during a catastrophic event, such as a severe earthquake, is considered a very unlikely event. Due to the method of construction of these dams, they have performed well in earthquakes, and failure is not expected to occur. However, for purposes of emergency preparedness, areas expected to be inundated, should failure occur, is shown in Figure VI-4. Although the failure of these dams is considered to have an extremely low probability, future development along the Santa Clara River must include measures to ensure safe and efficient evacuation of the residents.

5.0 FIRE HAZARDS

The City is adjacent to a mountainous watershed area which experiences periods of severe fire hazard during extreme climatic conditions of high temperatures, low humidity and high wind velocities. Future development is projected to increase the City's exposure to fire hazards. Hillside development will be located among highly flammable brush which ignites readily, burns with intense heat and spreads fire rapidly. Large, destructive fires have burned through local mountains and near the City on a regular basis. Development within the City which has used combustible roofing materials presents a hazard and firefighting problem during severe fire weather due to flying brands from wildland or structure fires.

Reduction of the fire hazard risk is possible based on sound construction practices, sufficient fire flows and water storage capacity, brush and weed clearance and the provision of adequate access. Presently, the City requires all new construction to meet the standards specified in the current edition of the Uniform Building Code and other related codes.

Water mains and fire hydrants are important resources for fighting structure fires and suppressing brush fires. Water availability, or "fire flow" is the combination of water quantity and pressure, measured in gallons per minute (GPM). Fire flow requirements are based on the types of land use and conditions of land intended to be served. For example, single family development may require a fire flow of 1,250 GPM, while industrial development may have a required fire

flow of 5,000 GPM. Development of hillsides surrounding the City will place special demands on the City's water supply. Adequate fire flow for these areas will require additional pumping, storage and distribution improvements to the City's existing water supply system.

Brush and dense undergrowth are a primary fire hazard in the vicinity of Fillmore. Vegetative clearance within and around the City is necessary to reduce structural exposure to flames and radiant heat, and to give residents and firefighters a reasonable chance to protect structures. Property owners are presently required to maintain a firebreak around structures by removing all flammable vegetation or other combustible growth from the structures to the property line or out to a minimum distance of 50 feet, whichever is closer. Exceptions to this requirement may include single specimens of trees, ornamental shrubbery, or cultivated ground cover such as green grass, ivy, succulents or similar plants used as ground cover, provided that they do not form a means of readily transmitting fire from the native growth to any structure. Additional modifications may be required when it is found that, because of extraordinary hazardous conditions, a firebreak of only 50 feet is not sufficient to provide reasonable fire safety.

To provide adequate access, public or private road networks must provide safe and ready access for emergency equipment and evacuation of citizens during disasters.

6.0 TOXIC MATERIALS RELEASE

Among the hazards to which we are subject, the release of toxic materials is the newest and potentially the most dangerous. The City is located on State Highway 126 which has been designated by Caltrans for the transportation of toxic wastes and hazardous materials. The City has limited authority to regulate the thru-hauling of toxic substances as the State has pre-empted local jurisdictions.

The City should consider implementing programs to regulate commercial and industrial toxic materials users, beginning with its existing Ordinance on the discharge of toxic substances into the wastewater treatment plant. Of equal significance to the health and well being of residents are the toxic substances used in the home. An education program should be implemented which advises residents of the dangers associated with mishandling pesticides, flammable liquids, caustic materials and other potentially harmful substances.

7.0 REFERENCES

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VII.
PUBLIC FACILITIES
ELEMENT



VII. PUBLIC FACILITIES ELEMENT

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1.0 INTRODUCTION

The Public Facilities Element describes public services provided by the City and the Fillmore Unified School District to its residents. The primary services include supplying water and wastewater treatment, providing police and fire protection, constructing and/or maintaining storm drainage systems and fulfilling community recreational and educational needs. In addition, numerous administrative duties and regular maintenance of streets and sidewalks are demanded of the City.

The Public Facilities Element describes the condition of the physical components (e.g., water wells, fire trucks, parks, etc.) of public services and forecasts the impacts of projected growth on these services.

2.0 WATER UTILITY

2.1 Supply

Water service is provided by the Fillmore Water District which is supplied by three wells, identified as Well Numbers 3, 4 and 5. (Nos. 1 and 2 were abandoned in 1984.) Well No. 3, near Mountain View Street and Highway 126 has been declared "inactive" by the State Department of Health due to high nitrate levels. The City is dependent on only two wells to supply potable water to its residents. Together they produce approximately 2.05 million gallons per day (mgd).

| <u>Well</u> | <u>Year Built</u> | <u>Pump Capacity</u> | <u>Yield</u> | <u>Status</u> |
|-------------|-------------------|----------------------|--------------|---------------|
| 1 | 1918 | - | - | abandoned |
| 2 | 1936 | - | - | abandoned |
| 3 | 1948 | 2.9 mgd | 1.6 mgd | inactive |
| 4 | 1963 | 2.7 mgd | 2.0 mgd | active |
| 5 | 1978 | 3.6 mgd | 2.5 mgd | active |

In 1987, the City consumed an average 2.0 million gallons per day (mgd). During peak periods (typically July and August) consumption exceeded 4.5 mgd because of additional demands for landscape watering.

In order to provide an acceptable level of service to present and future residents, the City needs to develop additional sources of supply. Currently the City is planning to construct Well No. 6 in FY 1988-89. When Well No. 6 becomes operational, the amount of available water will increase.

2.2 Storage

Two tanks at the northern end of the City provide both water storage and pressure for the City's gravity-fed distribution system. One tank (Reservoir No. 1) was built in 1918, has a one million gallon capacity and will need to be rebuilt. The tank is constructed of concrete and is partially buried. A second tank, constructed of steel, has a 2.0 million gallon capacity and was erected in 1965. Actual usable storage capacity of both reservoirs is 2.5 million gallons.

In 1987, daily demand averaged 2.0 million gallons and peak daily demand approximately 4.0 million gallons. 1987 storage requirements are 4.8 million gallons based on existing operational, emergency and fire flow needs of the City. With a usable storage capacity of 2.0 million gallons, the City is ill-prepared for a major fire or well shut-down.

The City is planning to construct an additional reservoir (Reservoir No. 3) and transmission in FY 1988-89. At that time, the City's useable storage capacity will increase to 5.5 million gallons. In addition, the City has targeted FY 1991-92 for reconstruction of Reservoir No. 1.

2.3 Distribution

In 1987, the City furnished water to approximately 2,710 customer hook-ups through thirty-five miles of pipe. Sections of this network vary in age from nearly new to seventy years old. Installed at the time development projects were built, the pipes, connectors and valves make up a complex, inter-dependent system.

Like many older communities, the City faces the problem of old and defective mains. Aged pipes and valves result in leakage and potential contamination. To conserve the City's supply, a regularly scheduled leak detection and repair program has been instituted. All of the City's water lines were surveyed in 1986 for leaks. From this inventory, the severity of the leakage problem (and its potential for conserving water) is better understood.

Some sections of the system are subject to water contamination through cross-connections. When high water demand caused by fire fighting or a broken hydrant causes a drop in water pressure, "negative pressure" can occur in the system. This can draw contaminated water into the system. Newer plumbing codes required anti-siphon valves in specific locations

to eliminate cross-connections. Older systems, however, were built to early codes and do not incorporate these devices. In 1982, the City rejoined the Ventura County cross-connection control program in order to identify potential contamination problems.

2.4 Expected Improvements

This section includes a recommendation plan to address the aforementioned water utility deficiencies and expansion requirements for water supply, storage and distribution.

2.4.1. Supply

Projected average water demand for a population of 17,450 in 2010 is 3.4 mgd with a peak demand of 6.8 mgd. Groundwater from the Fillmore Basin, due to its abundance and good quality, is expected to be the long-term source of water to the City and Planning Area.

The City's two existing wells currently meet peak day water demand; however, to meet future water requirements, stand-by well(s) will be required to supply better quality groundwater than the existing standby Well No. 3. Well No. 6 is expected to be constructed in FY 1988-89.

2.4.2 Storage

Approximately 4.8 million gallons of storage is necessary to meet current minimum operational, emergency and fire flow requirements. Current useable storage capacity is 2.5 million gallons. The location of an additional water reservoir will be contingent upon current delivery system deficiencies and potential development areas in the City and Planning Area. Reservoir No. 3 is expected to have a capacity of 3.0 mg and be constructed FY 1988-89.

2.4.3 Distribution

Within the existing distribution network occur water delivery deficiencies, most notably reduced water pressure. Certain of these deficiencies will need to be addressed to enable the system to provide adequate water service to existing and projected developments within the Planning Area. This may include replacement of existing distribution lines with larger diameter pipes with greater carrying capacities.

2.5 Funding Mechanisms

The most common means of financing utility operations include user charges, taxes, connection fees, accumulated reserves and other miscellaneous charges. The City is currently developing a Development Impact Fee which will proportionately assess new development for its fair share of the costs to expand the City's water system.

User Charges. These are charges applied to a utility's customers for use of service provided by the utility. Charges are collected through an established set of rates and rate schedules. User charges are usually composed of a fixed monthly basic charge and a variable consumption charge. User charges are normally applied, as close as is practicable, to the use of service and may provide all or a portion of a utility's cost of providing service.

Taxes. Ad valorem (property) taxes are collected by many water and sewer utilities to fund all or a portion of operating and capital costs. Taxes are collected from users in proportion to the net assessed value of property. Net assessed value of property may bear little relationship to the cost of providing water service to a user's property. However, taxes may be used directly to fund capital projects wherein a user's property value may be increased by the improvements. Few utilities rely entirely on tax funds to cover utility operating and capital costs. The trend is presently to fund utility operations through larger proportions of user charges. The City of Fillmore does not currently fund its water utility through any property tax sources.

Connection Fees. Connection fees, line extension fees and contributions in aid of construction are sources of funds which can be provided by new customers requesting service. Design of appropriate fees and contributions may reflect the cost of providing facilities or it may reflect a policy of encouraging or discouraging service area development and expansion. A connection fee should reimburse the utility for a new customer's purchase of existing capacity in a utility's water supply transmission and distribution facilities.

In contrast, a line extension fee can be applied to new customers, subdivisions or developments which require an extension from existing lines to provide new service. Line extension fees may also involve charges where a request for service from existing lines involves an increase in capacity that the existing

lines cannot provide. In this case, the cost of a larger transmission or distribution line can be borne by the customer or developer requesting service through additional line extension charges.

Contributions in aid of construction can be requested from customers or developers causing a large plant investment to be made on-premise or off-premise for their specific benefit.

Capital Reserve Funds. Funds for capital improvements can be accumulated from user charges or other income sources and retained in a reserve fund in advance of construction. This method is commonly called pay-as-you-go financing. Capital reserve funding eliminates interest costs incurred for financing and earns interest on funds deposited. However, benefits may be reduced by project cost escalation, particularly in times of high inflation. When interest rates are high, some utilities have been able to invest capital reserve funds and borrow money for capital improvements at a lower rate of interest.

Miscellaneous Charges. These may be charged for services provided to customers (reconnects and disconnects, special service requests, inspections) or for additional costs of providing service to customers (pumping charges). Miscellaneous charges are normally not a major source of revenues for utilities, although electricity charges for pumping water can be significant.

Standby Charges. Standby, or availability, charges may be levied on a property, or acreage basis and collected with taxes to guarantee repayment of facilities costs incurred by a utility system. These may provide a useful source of funds for debt service payments and other fixed costs in service areas where the population may be transient. (Kennedy/Jenks/Chilton, June 1987)

Development Impact Fees. The City is currently evaluating the use of a Development Impact Fee to assess new development its fair share of the costs to upgrade or construct new water treatment and distribution facilities. The costs of the water improvements attributable to existing deficiencies would be paid for out of the General Fund and other funding sources.

3.0 WASTEWATER UTILITY

3.1 Collection

The main sewer truck lines which lead to the treatment facility are currently not affected by any

over-capacity problems; however, due largely to their age, these lines do require constant maintenance. Although existing sewer lines appear to have available capacity to accommodate the anticipated level of sewage generation associated with development allowed under the proposed General Plan the lines would likely require additional maintenance.

3.2 Treatment

The City's wastewater treatment plant is located at the south end of "C" Street, on the north bank of the Santa Clara River and is managed by the Ventura Regional Sanitary District. Originally built in 1955 with a capacity of 0.750 million gallons per day (mgd), the plant was substantially destroyed in a major flood in 1969.

Rebuilt the following year, it has since been expanded (in 1977-78) to 1.33 million gallons per day. The plant provides secondary treatment utilizing a primary and secondary clarifier, a digester and a biofilter. Sludge is dried in sand drying beds and is disposed of as solid waste. Secondary effluent flows into a series of percolation ponds. In prolonged wet (rainy) periods the effluent is discharged into the Santa Clara River.

Compared to other systems, the City's facility is a low-energy user and is simple to operate, maintain and monitor. Because the system percolates treated water through the ground, it requires more land than other processes. However, by avoiding regular discharges into the Santa Clara River, the system is also allowed a lower level of wastewater treatment (i.e., costly de-chlorinization is not required).

3.3 Expected Improvements

The present system is estimated to adequately serve the municipal and industrial needs of a population of between 13,000 and 14,000 persons. Based on population projections identified elsewhere in the Plan, the City will achieve this population range by between 1990 and 1993. Therefore, to provide adequate treatment capacity through the year 2010, the present facility must be expanded.

3.3.1 Collection

Buildout of the Plan could impact wastewater transmission lines which convey effluent from the City to the treatment plant. No studies have been recently conducted to assess the exact nature of existing and

projected collection system deficiencies and needs for future improvement. The City has recently hired a consultant to prepare such a study and results of the study should be available late in 1989.

3.3.2 Treatment

As proposed, there will be an additional development of approximately 345,300 additional square feet of commercial space and 2,000 additional residential dwelling units by 2010 compared to 1983 and 1988 figures respectively. The amount of occupied industrial space in the City by the year 2010 is contingent upon City programs to attract and expand industrial uses in the City. This analysis assumes an increase in industrial space proportionate to land availability and existing industrial development densities to 1,950,000 square feet. (Actual amount of industrial space would be contingent on the types of industrial uses that develop in the Planning Area.) The City of Los Angeles EIR Manual for Private Projects, indicates that commercial and industrial land uses are expected to generate a daily average of approximately 100 gallons of sewage per 1,000 square feet of building area, while single-family and multi-family residential land uses are expected to generate approximately 200 gallons of sewage per dwelling unit per day. Based on these levels of development and sewage generation rates, realization of the General Plan will require an expansion of the existing treatment facility beyond its existing capacity of 1.33 mgd to 1.4 mgd.

3.4 Funding Mechanisms

The same kinds of financing mechanisms covered in Section 2.5 for water utilities may apply for financing wastewater utilities.

4.0 DRAINAGE

4.1 Existing Conditions (Figure VII-1)

The Fillmore drainage area consists of 2,200 acres including approximately 600 acres of hillside land north and east of the City. The area is bordered on the west and south by Sespe Creek and Santa Clara River. The northern and eastern boundaries are set by the ridgelines of the foothill of the Topatopa Mountains. The topography of the drainage area is characterized by steep slopes in the foothills (generally above 30 percent) and nearly flat land (less than 5 percent slope) in the City.

The Santa Clara River is the terminus for virtually all storm runoff from the City. The riverbed is wide and shallow and curves slightly toward the City from the east to the "A" Street bridge, then away to the southwest to the confluence with Sespe Creek. The major influence of the river on the drainage area is to limit the slope available to the drainage system, thereby increasing the need for storm water channelization improvements. This is a more serious issue west of "A" Street where general land slope is already slight.

Sespe Creek is the largest tributary of the Santa Clara River and has an average slope of about 90 feet per mile. Storm water runoff from the City can only enter the creek through enclosed drainage conduits through the levee (installed with flap gates). Due to the sand and gravel operations in the creekbed, sedimentation is a problem.

The Pole Creek watershed bisects the drainage area along the eastern edge of the City. While the tributary area of the creek is relatively large, the watercourse is channelized through the area to approximately 1,000 feet south of Highway 126. The main influence of Pole Creek is to protect the City from drainage runoff from foothills to the east by channelling storm water and snowmelt away from the City.

Within the City, drainage is channelled to the Santa Clara River by three storm drain systems. These pipelines do not adequately drain all of the drainage area, resulting in flooding or pooling of water in certain locations. The 1984 Fillmore Master Plan of Drainage (accepted by the City Council, February 28, 1984) identified twenty-two problem areas based on complaint records and citizen surveys. More than two-thirds of these problems are located in the western half of the City and describe general street flooding due to flat street gradients and inadequate drainage infrastructures. See Table VII-1 and Figure VII-1.

4.2 Expected Improvements

The City's drainage programs for the next twenty years should be directed at solving existing problems and accommodating future development. Of special concern are development sites which have the potential to increase flooding in existing urbanized areas. Projects submitted for in-fill development must address sub-regional drainage conditions as part of the site plan. Examples of areas which will impact neighboring lands include the North Fillmore (Sespe) Industrial Area, the residential land south of Shiells Park and the hillside areas north of the City.

CITY OF FILLMORE

Table VII-1. Drainage Problem Areas 1/
1984

| Key | Location | Problem Description |
|-----|-------------------------------------|--|
| 1 | 3rd St. at "A" St. | Intersection flooding |
| 2 | 3rd St. at Central Ave. | Intersection flooding |
| 3 | "A" St. north of 3rd St. | General street flooding |
| 4 | Debris basins | Benefit/structural integrity uncertain |
| 5 | 4th St. at Mtn. View St. | Intersection flooding |
| 6 | Telegraph Rd. North of Shiells Park | No drainage outlet |
| 7 | "C" St. to levee north | Low, flat area with swale to levee flap of 1st St. gate outlet causes general local flooding |
| 8 | 4th St. west of Central Ave. | Flood flow crosses south of 4th, into Tighe Lane |
| 9 | Wileman St. at Glen Way | Street flooding |
| 10 | 3rd St. at Telegraph Rd. | Street/railway flooding |
| 11 | Village Square | General street flooding |
| 12 | Los Serenos area | General street flooding from orchard runoff |
| 13 | Los Serenos Dr. at Hwy. 126 | General street flooding north of Hwy. 126, no defined watercourse south of Highway 126 |
| 14 | "B" St. drain outlet | Outlet does not drain properly into River |
| 15 | "D" St. at River St. | General, unconfined, overland flooding |

Table VII-1. Drainage Problem Areas (cont.)
1984

| Key | Location | Problem Description |
|-----|---|--|
| 16 | South of Hwy. 126 at "C" St. | General, unconfined, overland flooding, also trapped at sewer treatment plant |
| 17 | Sewer plant | Outlet to river incomplete and blocked by brush and trees |
| 18 | Sespe Place and Railroad at Telegraph Rd. | Flow trapped where railroad crosses Sespe Place and Telegraph Rd., flows to Hume Dr. |
| 19 | South of Hwy. 126 at "B" St. | Properties must drain away from Hwy. 126 |
| 20 | Main St., Central Ave. to Mtn. View | General poor drainage due to blockage by Mtn. View St. railroad |
| 21 | South of Hwy. 126 at Mt. View | General, unconfined, overland flooding Mtn. View St. |
| 22 | Hwy. 126, west of "C" St. | General poor drainage due to flat street gradient |

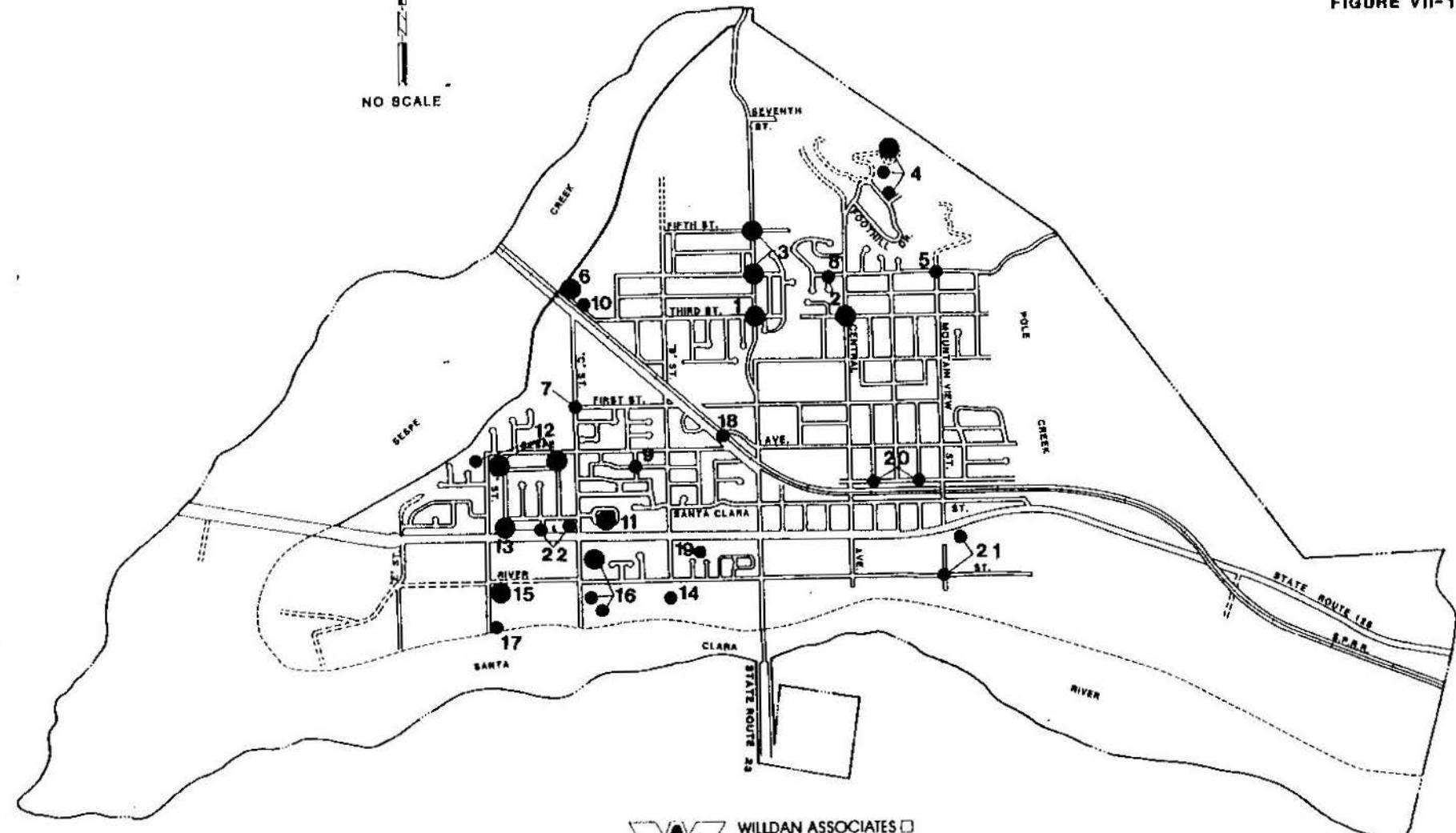
1/ Source: Fillmore Master Plan of Drainage, 1984.



DRAINAGE PROBLEM AREAS
General Plan

FIGURE VII-1

NO SCALE



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The 1984 Master Plan for Drainage proposed dividing the drainage area into drainage basins. In conjunction with these basins are recommended improvements that provide for adequate drainage of runoff generated by a typical 10-year storm. These improvements include the construction of new drains from Central Avenue and Fourth Street to "A" and River Streets, and from "C" Street and Old Telegraph Road to the wastewater treatment plant. Also currently under consideration is a Fourth Street drainage system which will collect storm water in the North Fillmore Industrial Area and channel it through the levee into the Sespe Creek.

4.3 Financing Mechanisms

A limited number of alternatives are available for financing public drainage facilities. They include private financing, assessment districts, Federal grants and Development Impact Fees. The most common form occurs when a new development project is built. Typically, the developer is responsible for installing storm drainage improvements as part of the project. This ensures that the improvements are paid for by the project's occupants. The improvements themselves must be designed to integrate into local drainage characteristics and existing facilities.

Development Impact Fees can be assessed against new development whether it is development in vacant areas of the City or as infill-development. The developer would pay his/her fair share of the costs of the drainage improvements. Improvements that would benefit existing developments could be paid for with an assessment district or other City funds.

When a built-out area needs improvements, or when the timing of several adjacent projects is unknown, the assessment district may be used. Special assessment districts can be established under provisions of the California Street and Highway Code, the 1911 and 1915 Improvement Acts or the Mello-Roos Community Facilities Act. Creation of a district allows the apportionment of costs to the properties within the district in accordance with the benefits derived. Formation also requires the approval of property owners within the proposed district.

Certain Federal and State grants may also be available through the Department of Housing and Community Development and the Economic Development Administration. However, most of these programs are undergoing reduction or elimination as the Federal government reduces its role in promoting community development. The City must continually monitor Federal and State actions and take advantage of any current or future financing programs as they become available.

Another local financing mechanism is the special fee. Presently in Ventura County, the Cities of Oxnard and Ojai and the Flood Control District levy special fees for storm drain improvements. Oxnard's and Ojai's fee schedules are intended to fund City-wide drainage improvements as defined in their respective Master Plans of Drainage. The Ventura County Flood Control District requires all cities within the District to collect fees for new projects. The money collected is then used to fund drain systems within or nearby each city or as a contribution to Federally-fund projects.

5.0 SCHOOLS

5.1 Existing Conditions

The Fillmore Unified School District (FUSD) encompasses the entire City of Fillmore and surrounding county lands. The District currently operates three public elementary schools, one junior high school and one senior high school. Currently, all five of these schools are operating at or above their rated capacities and current projections indicate a continued increase in enrollment.

The District recently purchased an additional 16.4 acre site west of the high school which will be developed as a middle school. The existing middle school will be converted to high school facilities. Schools located in Fillmore and operated by the District, their rated capacities and current enrollments are provided in Table VII-2.

5.2 Expected Needs

To accommodate the near term increase in students at these schools, the District is utilizing portable classroom facilities. Six portable classrooms are used at Piru Elementary School where children are bused to alleviate the overcrowding at Sespe Elementary. Presently an addition is being constructed at Piru Elementary School. The addition includes a library and five classrooms, is expected to increase the capacity of the school and thereby accommodate the current enrollment (Kernen, personal communication, 1987). Following the completion of the additional permanent classrooms, the portable classrooms will be moved from Piru Elementary to other schools in the FUSD.

The additional construction of approximately 2,000 residential dwelling units by 2010 is proposed in this Plan. In order to assess potential future school enrollments within the FUSD, student generation rates have been calculated for single family residential

CITY OF FILLMORE

Table VII-2. Fillmore Unified School District - Enrollment and Capacity 1/
Fall of 1987

| School | Existing Capacity | Current Enrollment |
|----------------------------------|-------------------|--------------------|
| Piru Elementary School (K-6) | 276 | 400 |
| San Cayetano School (K-3) | 700 | 782 |
| Sespe Elementary School (K, 4-6) | 804 | 751 |
| Fillmore Junior High (7-8) | 530 | 524 |
| Fillmore High School (9-12) | 881 | 834 |

1/ Source: McClelland Consultants, General Plan Update EIR (November 1988).

dwelling units and multiple family units. These generation rates are provided below.

Single Family Residential - K-8 = .60 students/unit
9-12 = .30 students/unit
K-12 = .90 students/unit

Multiple Family Residential - K-8 = .30 students/unit
9-12 = .18 students/unit
K-12 = .48 students/unit

Applying these student generation rates to the number of housing units proposed, the projected student generation will be:

| | |
|--------------------------------|----------------|
| Elementary/Junior High Schools | 1,518 students |
| Senior High Students (9-12) | 583 students |
| TOTAL | 1,741 students |

It is not possible to accurately assess impacts on individual schools; this will require more detailed assessment of specific project impacts as individual projects are proposed for construction and operation. However, the general impact of Plan buildout on local schools by school level can be provided and is identified below:

| School Level | Existing Capacity | 1987-88 Enrollment | Projected (2010) Enrollment | Projected Shortfall | |
|--------------|-------------------|--------------------|-----------------------------|---------------------|------|
| K-8 | 2,310 | 2,457 | 3,615 | 1,305 | 1841 |
| 9-12 | 881 | 834 | 1,417 | 536 | |

Based on the data above, major impacts would be felt by the FUSD. Some additional students may be accommodated through adjustment of school boundaries, addition of portable classrooms, and potentially year-round school sessions. However, the number of students that would be added to the local school system as a result of this Plan would likely exceed the increases in capacity these measures could provide.

The FUSD indicates that an additional school would likely be required as a result of this Plan as well as other capital improvements at existing school sites. The District indicates that potential school sites are being considered for an additional elementary school, but no property has been acquired at the time of this writing. The District will need an approximate 10-acre site for the elementary school.

6.0 POLICE PROTECTION

6.1 Existing Conditions

Law enforcement service for the City of Fillmore is provided by the Santa Clara substation of the Ventura County Sheriff's Department which has a staff of twenty-five sworn deputies, two sergeants, two detectives, one lieutenant, one cadet, and one dispatcher. The department maintains nine marked patrol cars and three unmarked patrol cars. The substation staff and equipment serve the Santa Clara Valley, including the City of Fillmore. The City of Fillmore maintains a contract with the Sheriff's Department for which it pays for 8.3 sworn deputies, one sergeant, one lieutenant (half-time), and one dispatcher.

The City is patrolled on a 24-hour basis and response times in the City range from 2 to 3 minutes, depending on the type of call. Police patrols are evenly distributed throughout the City, irrespective of the predominant type of land use, but with consideration for varying intensities of daytime and evening activities. At a minimum, the department maintains 2 marked patrol units in the City at all times (Diaz, personal communication, 1988). The department responds to an average of 6,480 calls per year for service (CFS).

The facility that houses the police department was built in 1957 with some remodeling in 1960. Following the mutual aid agreement by the City police and County sheriff departments, the departments have added a trailer to house additional staff, locker and training room space. A recent architectural study of the police and City hall complex indicated that the police department currently needs a minimum 5,000 square foot building. The police department occupies approximately 1,600 square feet.

Based on a desired level of one patrol officer per 1,000 population and the City population of approximately 11,000 people in 1987, there is currently a need for approximately three additional patrol officers. However, due to the location of the Santa Clara Sheriff Substation in Fillmore, the substation staff is available to respond to calls in the City. In addition, the crime rate of the City is considered to be low (Diaz, personal communication, 1988). Based on the combination of the availability of the substation staff and the City's low crime rate, it is the opinion of Lieutenant Diaz of the Santa Clara Sheriff Substation that the addition of one deputy would fulfill Fillmore's current law enforcement needs.

6.2 Expected Needs

Buildout of the General Plan is expected to result in a population increase of approximately 6,400 people by the year 2010, which would bring the City population to 17,450. In addition, the amount of commercial and industrial space could increase by 345,300 and 1,950,000 square feet, respectively. As a consequence, the frequency of calls would also increase as additional stores and homes in the City would increase the potential for burglaries and prowler activity. Furthermore, the expected increase in commercial land uses would likely increase the potential for robbery-related crimes as well as increase the number of motor vehicle-related incidents such as moving traffic violations, accidents, and parking violations.

Lt. Diaz anticipates that a population of 17,450 residents will require the addition of three patrol positions (or one additional uniformed patrol position around-the-clock), one traffic deputy, two full detectives, two sergeants, a juvenile/DARE deputy and two cadets. In addition, the lieutenant anticipates the need for an additional 24-hour patrol vehicle and three support vehicles.

7.0 FIRE PROTECTION

7.1 Existing Conditions

Fire protection and emergency medical services within the City of Fillmore are provided by the City Fire Department. At the present time, the Fire Department maintains one station located on Main Street near Central Avenue, two Class I pumper, one brush truck, one patrol unit, one communications trailer, and one emergency medical technician vehicle. Both the brush truck and patrol units are equipped with water pumps. In addition to the above equipment, the Department maintains an all-volunteer fire fighting force of twenty personnel who are available for calls on a 24-hour a day basis. The chief is paid on a full-time basis and two assistants are paid on a part-time basis. Of the twenty personnel, twelve are certified medical technicians and all but two reside in the City. Response time to any location in the City is no more than five minutes with the lengthiest response times occurring at night.

The County of Ventura maintains Fire Station No. 47 on Old Telegraph Road near the intersection of Second Street. The Station accommodates a three man crew available on a 24-hour-a-day basis with ten reserve firefighters also available. The station houses one

squad engine, one brush truck, one patrol unit, and one reserve engine. The City of Fillmore has a Mutual Aid Agreement with the County. Under the agreement, the crew and equipment at Fire Station No. 47 are available to respond to fires in the City if requested by the Fillmore Fire Department (Hart, personal communication, 1988).

7.2 Expected Needs

The development of additional residences, and commercial and industrial space will necessitate expansion of the Fire Department in terms of the number of personnel and the level of fire-fighting equipment.

Discussions with Chief Askren indicate the need to expand the volunteer staff to twenty-five and add one paid firefighter and one fire truck. Using a desired ratio of 1.5 firefighters to 1,000 population, the Department would need a minimum of twenty-six personnel by 2010, as well as an additional Class I pumper, one brush truck and an additional squad vehicle. Furthermore, the Department will need a new firestation to house the additional personnel and equipment.

Development in the hillside portions of the City requires specific types of dispatching equipment and personnel to the area in a timely fashion due to the steep roadways. Fire Department vehicles must traverse and an adequate supply of water at sufficient pressure to fight fires in these locations. In the City of Fillmore, the hillside areas proposed for development are not presently served by water storage or water delivery systems, and consequently, the Fire Department's ability to provide this area with adequate levels of fire protection would be hampered unless water utility infrastructure is expanded to these areas.

To provide desired levels of fire protection service to the hillside area, the following equipment and structures are required: an attack pumper which is designed to climb steep roadways; a water tanker truck which would provide the Department with additional water capacity; and a new station located on the hillside to house the new tanker truck.

8.0 PARKS AND RECREATION

The increasing attention being given to the elderly, to single-parent households and to other special needs groups has resulted in a new awareness of the importance of recreation to all segments of society. In addition to traditional organized sports (baseball, soccer, tennis,

etc.) and passive relaxation (picnicking, reading, "people watching"), recreation includes a variety of activities, child play and development, personal fitness (jogging, bicycling), festivals and public fairs, stage performances, and historical and environmental appreciation.

In large measure, the likelihood of local participation in these activities is determined by the parks and park facilities provided in the City. Although the present system of parks does not support all the City's recreational needs, improvements can be made. A diverse selection of parks combined with a creative and responsible recreation organization will directly contribute to an improved quality of life within the City.

8.1 Existing conditions (Figure VII-2)

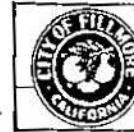
The City contains approximately 10.5 acres of parkland in ten parcels. Only four of the ten parcels landscaped and maintained by the City can be considered parks; the six other areas are small parkways. Most of the parks are old and require general maintenance and facilities upgrading. Figure VII-2 shows the location of the ten sites and Table VII-3 lists the four "major" City parks.

The largest park site, Shiells Park, at the corner of "C" Street and Old Telegraph Road, is under development by the City. It formerly accommodated one ball diamond and related facilities, restrooms, parking and a tot lot. Expansion of the park to 8.5 acres allows the construction of three ball diamonds and related facilities.

City Park is located downtown and has a gazebo, a World War I German cannon and several tables and benches. Located on Central Avenue and Santa Clara Street, it is owned by the Southern Pacific Railroad, leased to the Fillmore Chamber of Commerce and maintained by the City.

City Hall Park is a small park between City Hall and the Public Works garage. This park serves as a bus stop for Fillmore Area Transit Company (FATCO) and has one covered bench.

Chamber Park is located at the eastern entrance of the City on Highway 126. A large sign stating "Welcome to the City of Fillmore" is found in the park with two picnic tables nearby.



CITY PARKS

General Plan

FIGURE VII-2
REVISED PER GPA 91-1

NO SCALE

CREEK

SHIELLS PARK

SESPE AVENUE AT KING STREET

SESPE

FIFTH ST.

SEVENTH ST.

POOTRILL

CREEK

CENTRAL AVENUE AND STONE HEDGE DRIVE

THIRD STREET STAIRWAY

'A' STREET AND THIRD STREET

CITY HALL PARK

CHAMBER PARK

RIVER

SANTA CLARA

CLARA

LOS SERENOS DRIVE AND EL PASO STREET

STATE ROUTE 29

STATE ROUTE 126

RIVER

CITY PARK



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CITY OF FILLMORE

Table VII-3. Recreational Resources
1988

| CITY PARKS | | |
|----------------|--------------------|---|
| Park | Acres | Facilities |
| Shiells Park | 8.5 | Two ball diamonds, tot lot, parking lot |
| City Park | --- | Gazebo, several benches/tables |
| Chamber Park | --- | Two picnic tables |
| City Hall Park | --- | One covered bench |
| Subtotal | 10.5 approximately | |

| OTHER RESOURCES | | |
|---------------------------------------|---------|--|
| | | |
| Kenny Grove | 15.4 | Developed for passive and active use |
| School Recreational Facilities | 25.5 | Developed for active use |
| Railroad Right-of-Way (CBD) <u>1/</u> | 20.0 | Partially developed with City Park |
| R & R (former City dump) | 37.9 | Partially developed as a commercial horse stable |
| Sespe Creek/Santa Clara River | 1,100.0 | Passive recreation, hiking, horseback-, motorcycle-, dunebuggy-riding, fishing, swimming |
| Subtotal | 1,198.8 | |
| TOTAL ACRES | 1,209.3 | |

1/ Assumes City can immediately lease 20 acres from S.P.R.R.

While the six parkways provide some attractive open space and enhance the community's appearance, they offer little recreational value and are difficult and costly to maintain. Most of these areas are not of sufficient size or shape to convert to other uses (with the exception of the 100,000 square foot lot near "B" Street and Sespe Avenue). To make the best use of them, the installation of low-maintenance furniture may increase usage.

In addition to the developed park sites in the City, there are almost 1,200 acres of already developed, undeveloped or potentially immediately acquirable and developable active and passive parkland in and around the Fillmore Planning Area. These acreages are also shown in Table VII-3 as "Other Resources."

8.2 Expected Needs (Figure VII-3)

The City, in Ordinance 425, has adopted parkland standards of 1-2 acres of neighborhood parkland and 5-8 acres of community parkland per 1000 residents. These standards generally translate into an average of 8 acres of parkland per 1000 residents.

The City currently contains 10.5 acres of parkland which is an equivalent of less than one acre of parkland per 1000 persons, leaving a current deficiency of 82 acres of parkland in the City under the adopted standard. At build-out of the City with a population of over 17,000, the parkland deficiency will be 140 acres.

Within a City the size of Fillmore, 140 acres of parkland makes up about 9 percent of the City's incorporated land area. In this light, the City's parkland standard may be too high and perhaps a better standard would be 2 - 3 acres of parkland per 1,000 population, especially given the rural setting of the City, Kenny Grove one mile outside City limits, the Las Padre National Forest to the north, and Lake Piru to the east.

Taking into consideration the local recreational opportunities available to the residents of Fillmore and surrounding areas, a different approach to evaluating the parkland needs of the residents of Fillmore was taken. This approach included counting Kenny Grove, the school recreational facilities, the railroad right-of-way, the 38 acre R & R facility in the southern portion of the City, as well as the 10.5 acres of parkland within the City's parkland inventory. This new inventory revealed that the City has a total

of 109 acres of available and potentially immediately available parks and recreational facilities at its disposal. In addition to these developed or partially developed sites, there are about 1,100 acres of open space within the Sespe Creek and Santa Clara River that are within the City's Planning Area.

Given these resources, there is no existing parkland deficiency in the Fillmore area. However, the City will require an additional thirty acres of parkland (above and beyond the 109 acres) by the time its population reaches 17,450. These thirty acres should be readily acquired by the City through enforcement of Ordinance 425 and encouraging parkland dedication from developers rather than in lieu fees.

It is recommended that a park system should be developed for the City which allows for a variety of recreational opportunities for present and future residents. The City has several opportunities to expand its park system. The levee along Sespe Creek already provides joggers with a gravel path that could someday also be used for bicycles. Such a path could tie into Shiells Park and provide an attractive walkway and bikeway safe from automobiles. A second area offering recreational value is the north bank of the Santa Clara River.

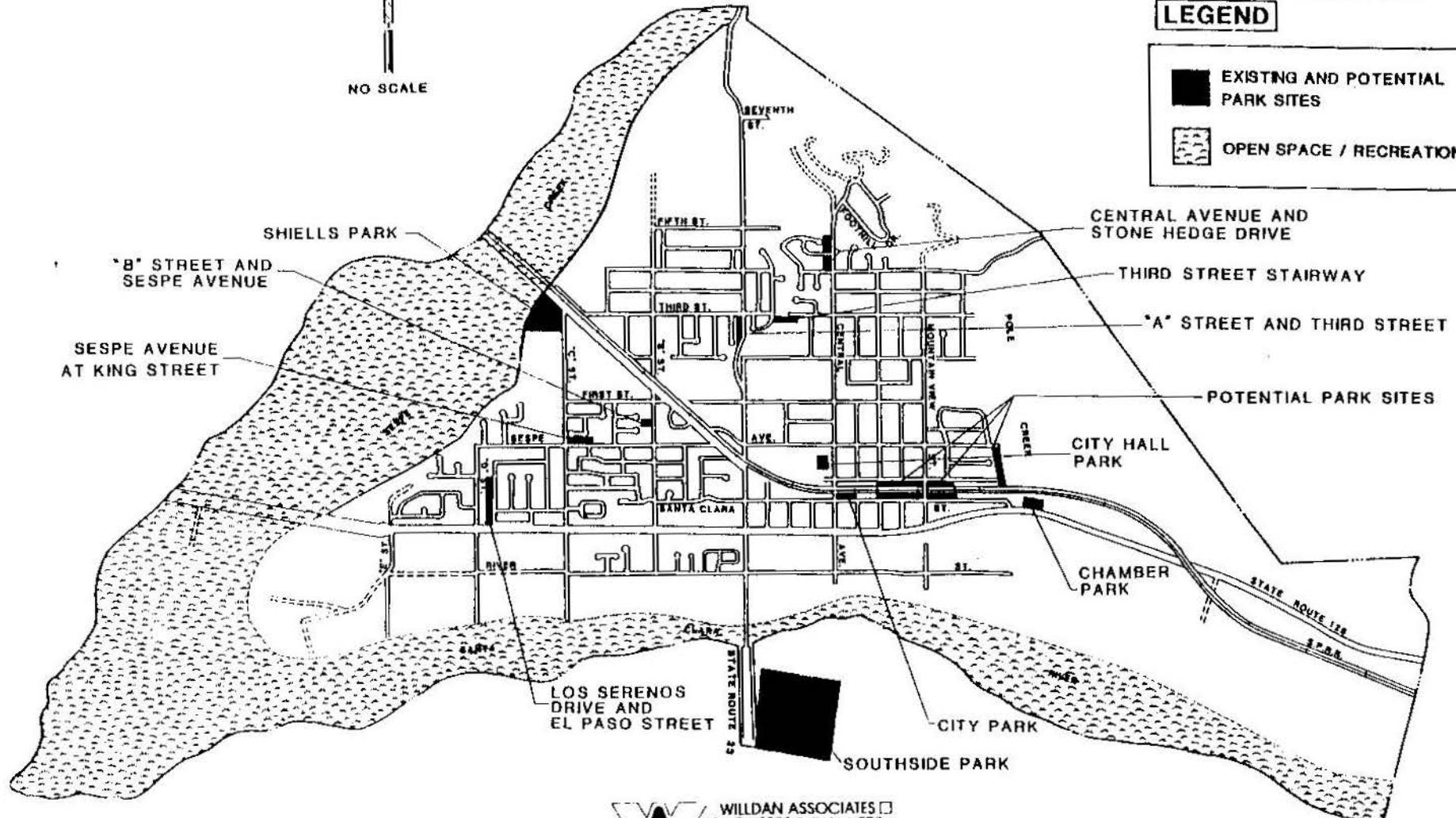
Stretching from the confluence of the River with Sespe Creek to the fish hatchery, the river bank could be left largely undisturbed to protect riparian growth while providing bridle trails, bicycle trails and nature study areas for low-intensity recreational activities. Preservation of the north bank also provides a buffer for urban development from flood waters and would not burden the City with expensive maintenance costs. Lastly, several sites within the City limits could be acquired for urban park development. In addition to the expansion of Shiells Park, other areas which may be considered include: a) Southern Pacific Railroad property between Main and Santa Clara Streets, b) Texaco Oil Company land along Pole Creek, between First and Sespe Streets, and c) Saticoy Lemon property south-west of City Hall. Figure VII-3 illustrates potential areas for City parks and recreation areas. Total acreage is approximately 50 acres.

 PROPOSED CITY PARKS
AND RECREATION
AREAS

General Plan
FIGURE VII-3

LEGEND

-  EXISTING AND POTENTIAL
PARK SITES
-  OPEN SPACE / RECREATION



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NOTE: PROPOSED PARK NAMES SHOWN ARE FOR REFERENCE ONLY

In addition to expanding the amount of land devoted to parks is the development of themes for parks. Landscaping, furniture, signage and lighting can be coordinated to create an appropriate atmosphere. As an example, City Park can be developed around a "Main Street" theme which complements the architecture of Central Avenue stores. Santa Clara River Park can be identified as a scenic or nature-oriented park while Shiells Park and Levee parkway could be developed around a sports theme. Other parks can have their own special themes including a designated name for each site.

For future residential projects, strips of parkway land are unacceptable in lieu of parkland contributions. However, since parkways can provide attractive landscaping, the City should work with developers to establish methods of funding parkway maintenance such as landscape maintenance districts when parkways are proposed. Authorized by the Landscaping and Lighting Act of 1972, maintenance districts have been successfully used in Fillmore and elsewhere to provide for a variety of local public improvements.

8.3 Financing Mechanisms

Like other public facilities, parks can be funded through public and private methods. State and Federal grant and loan programs provide full or partial funding for parklands acquisition and improvements. At the State level, the Departments of Parks and Recreation, Fish and Game, and Transportation each have funds available for local recreational facilities. The Federal government also provides grant money to reimburse local agencies for park acquisition or development. Local public funding may be found in the City's General Fund from users fees.

Private financing is typically derived from developer fees. A park and recreation assessment was established by the City in 1972, requiring new residential developments to contribute to the expansion and improvements of the City's Park system. The City should explore adopting a Quimby Ordinance requiring the dedication of land rather than payment of fees, in lieu thereof, for park purposes.

9.0 REFERENCES

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