



MINUTES OF THE BOARD OF SUPERVISORS  
COUNTY OF LOS ANGELES, STATE OF CALIFORNIA

Larry J. Monteilh, Executive Officer  
Clerk of the Board of Supervisors  
383 Hall of Administration  
Los Angeles, California 90012

County Counsel  
Director of Planning

SP 86-173

At its meeting held April 21, 1987, the Board took the following action:

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The following matter was called up for consideration:

Decision on proposed Plan Amendment Case No. SP 86-173, to the Los Angeles County General Plan, relating to the Development Monitoring System.

Supervisor Edelman made the following statement:

"The Department of Regional Planning is to be commended for the excellent work that went into creating the proposed Development Monitoring System (DMS). When enacted, the DMS will better enable the County to sensibly plan for future growth.

"I am concerned, however, that the provision allowing the finding of overriding considerations weakens the control this proposal is intended to achieve."

Therefore, Supervisor Edelman made a motion that the Board amend the proposed plan amendment relating to the Development Monitoring System by adding the following sentence on Page D-37 as the last paragraph:

"In the event a Statement of Overriding Consideration is to be made on a project, the findings required by this subsection shall be approved or confirmed by a four-fifths vote of the Board of Supervisors."

(Continued on Page 2)

Said motion failed to carry for lack of a second.

After discussion Supervisor Schabarum made a motion, seconded by Supervisor Dana, that the Board adopt the attached resolution approving the Plan Amendment.

Supervisor Antonovich made the following statement:

"On March 31, 1987, this Board conducted a public hearing on Plan Amendment No. 86-173 dealing with the Development Monitoring System (DMS). After the testimony was received, the meeting was closed and the Board instructed the Director of Planning and County Counsel to respond to the major issues brought forth in the public testimony.

"On April 7, 1987, the Director of Planning and County Counsel submitted their response to the issues raised. They have suggested that additional language be added relating to the issue of 'overriding considerations' to require Board approval of every such finding. I agree."

Supervisor Antonovich then made a substitute motion, seconded by Supervisor Edelman, that the Board adopt the attached resolution approving Countywide Plan Amendment No. 86-173, with additional language in the Development Monitoring System Plan Amendment requiring the Board to be the final authority on making the findings for a Statement of Overriding Consideration. Said substitute motion was duly carried by the following vote: Ayes: Supervisors Schabarum, Edelman, Dana and Antonovich; Noes: None (Supervisor Hahn being absent).

MIN3:cl8.1

Attachment

Copies distributed:

Each Supervisor  
Assessor

Chief Administrative Officer  
Acting Director of Facilities Management  
Director of Public Works

A RESOLUTION OF THE BOARD OF SUPERVISORS  
OF THE COUNTY OF LOS ANGELES

RELATING TO  
PLAN AMENDMENT CASE NO. SP 86-173

WHEREAS, Article 6, Chapter 3 of Division 1 of Title 7 of the Government Code of the State of California (commencing with Section 65350) provides for the adoption of amendments to county general plans; and

WHEREAS, the Regional Planning Commission of the County of Los Angeles has conducted a public hearing in the matter of Plan Amendment Case No. SP 86-173 on March 5, 1987; and

WHEREAS, a Negative Declaration has been prepared for this case in compliance with the California Environmental Quality Act and has been reviewed and considered prior to its approval; and

WHEREAS, the Board of Supervisors of the County of Los Angeles has duly considered the recommendations of the Regional Planning Commission, public testimony, and the recommendations and testimony of the Department of Regional Planning staff; and

WHEREAS, the Board of Supervisors of the County of Los Angeles finds as follows that:

1. The plan amendment clarifies the Development Monitoring System (DMS) (initially the Development Qualification Procedure) by setting forth the applications and procedures for monitoring new urban growth in Urban Expansion Areas of the Los Angeles County General Plan;
2. The major purpose of DMS is to monitor growth in the major unincorporated areas of the County and to ensure the adequacy of services and facilities serving new urban development projects;
3. The DMS will determine the availability of school, fire, sewerage, library, water and road services and facilities on an individual and cumulative basis;
4. The DMS is to analyze the expansion cost to school, fire, sewerage and library providers and will work towards ensuring that the expansion costs of new development are paid for by that development;
5. The DMS shall be employed in the initial study phase of the environmental review procedure (prescribed by state law) and shall apply to pending and future urban development applications for changes of zone classification, general plan amendments, conditional use permits, other zoning permits, and subdivisions in Urban Expansion Areas depicted on the Development Policy Map of the General Plan;
6. The DMS is to ensure, from a planning perspective, that services can be expanded to meet future growth projections;

7. Service providers will be encouraged to use the DMS data in their planning and programming efforts;
8. The plan amendment also provides for monitoring growth in the four major unincorporated planning areas--Antelope Valley, Santa Clarita Valley, Malibu/Santa Monica Mountains, and East San Gabriel Valley--through an annual report;
9. If the annual report differs from the incremental annual projection by 20% for two consecutive years, the Department of Regional Planning will undertake a study to determine whether an adjustment in the population projection is warranted and if the General Plan should be amended;
10. The total number of completed housing units within each of the four planning areas, based upon the Department of Regional Planning's annual published Bulletin, shall not exceed that which is required in order to accommodate the population projected by the general plan for that planning area for the horizon year;
11. To ensure new development is located in close proximity to services and existing development, in no event is the development to be located beyond one (1) mile of an existing development or service;
12. New development is to be located within, generally, five (5) miles of commercial services and job opportunities;
13. The plan amendment also deletes the plan reference to the relationship of the proposed Palmdale International Airport to population growth in the Antelope Valley, since growth in economic sectors other than an international airport indicates that the projection of 218,000 people in the Antelope Valley will be reached by the year 2000.

WHEREAS, based upon the findings above and based upon the record before us for Sub-Plan Amendment Case No. 86-173, the Board of Supervisors of Los Angeles County concludes as follows:

- A. That no unmitigable land use conflicts would result from adoption of the plan amendment proposal found in the attached Exhibit "A";
- B. That the approval of the recommended proposal will not result in a significant impact on the physical environment;
- C. That the recommended proposal is consistent with the goals, policies and programs of the County of Los Angeles General Plan, including its community and areawide elements;
- D. That the internal consistency of the Los Angeles County General Plan is not affected by approval of this plan amendment; and

- E. That approval of the plan amendment is in the public interest and is in conformity with good planning practice;

THEREFORE, BE IT RESOLVED, that the Board of Supervisors of Los Angeles County:

1. Approves the Negative Declaration and determines that the proposal will not have a significant effect on the environment;
2. Adopts the text changes to the Los Angeles County General Plan as described in the attached Exhibit "A"; and
3. Finds that adoption of the plan amendment does not affect the internal consistency of the Los Angeles County General Plan, including its community and areawide elements.

I hereby certify that the foregoing resolution was adopted by a majority of the voting members of the Board of Supervisors of the County of Los Angeles on APR 21 1987.



Larry J. Monteilh, Executive Officer  
Board of Supervisors

By Charolotte R. Brasfield  
(Deputy)

APPROVED AS TO FORM

DeWitt W. Clinton  
County Counsel

By

(Deputy)

PLAN AMENDMENT NO. SP 86-173

A Plan Amendment To The  
Los Angeles County General Plan  
Dealing With Development Monitoring

County of Los Angeles  
Department of Regional Planning .  
320 West Temple Street  
Los Angeles, California 90012

October 27, 1986

1. Amend Page I-21, General Policy 22.

22. ENSURE THAT NEW DEVELOPMENT IN URBAN EXPANSION AREAS WILL OCCUR IN A MANNER CONSISTENT WITH STATED PLAN POLICIES AND WILL PAY FOR THE MARGINAL PUBLIC EXPANSION COSTS (ECONOMIC, SOCIAL-AND-ENVIRONMENTAL) THAT IT GENERATES\*

2. Amend Page I-48, second paragraph.

In the most general terms, ~~urban-densities-are-appropriate-wherever-the-users-are-willing-to-pay-for-the~~ marginal public costs (economic, social-and environmental)-of-development;--That-is, urban development is appropriate wherever the marginal-capital-and operating expansion costs for of capital improvements for urban services are paid for by the development, where critical regional resources are protected or the general public is recompensed in some manner for its full or partial loss, where hazards to life or property are avoided or adequately mitigated, and where other criteria of the Development Monitoring System are satisfied. ~~so-on.~~ The possible creation of a system to adjust the urban/non-urban boundary as these costs are internalized (paid for by the development itself) is proposed described in the Implementation Chapter of the Plan.

3. Amend Page I-53, first paragraph.

While land in urban expansion areas is generally viewed as the most suitable land available for new urbanization, the designation of this land as available for new urbanization does not automatically constitute an entitlement. In keeping with the aforementioned intent and criteria, new development within urban expansion areas should occur in a logical, orderly manner. The Implementation Chapter ~~proposes-the-creation-of~~ sets forth a review procedure based on clearly articulated criteria which will work towards ensuring that the ~~marginal public~~ expansion costs of new development ~~{economic,-social-and-environmental}~~ are paid for by that development.

4. Add on Page I-64, in alphabetical order, a definition of "Expansion Cost."

#### EXPANSION COST

The capital cost of constructing the smallest facility acceptable to the service provider. The expansion costs for schools, fire, sewerage, and libraries are included in the Development Monitoring System (See Plan Action Program 2 in Chapter VIII).

5. Delete on Page I-65, the definition of "Marginal Public Cost."
6. Amend Pages VIII-19 to VIII-21, Plan Action Program, 2 to read as follows:

2. URBANIZATION CRITERIA

INSTITUTE A DEVELOPMENT QUALIFICATION-PROCEDURE MONITORING SYSTEM (DMS) TO ENSURE THAT NEW DEVELOPMENT WITHIN URBAN EXPANSION AREAS WILL OCCUR IN A MANNER CONSISTENT WITH STATED PLAN POLICIES, HAS ADEQUATE INFRASTRUCTURE CAPACITY, AND WILL PAY FOR THE MARGINAL-PUBLIC EXPANSION COSTS (ECONOMIC, SOCIAL-AND-ENVIRONMENTAL) THAT IT GENERATES.

The intent of this recommendation Development Monitoring System is to-ensure-that-new development-within-urban-expansion-areas-does not-generate-costs-that-ultimately-must-be-borne by-taxpayers-outside-of-the-specific-proposed development.--Such-a-procedure-is-recommended to implement the mandate of the electorate, which overwhelmingly voted in favor of a State constitutional amendment limiting property taxes (Proposition 13). The message was clear -- in the future,

public costs are to be controlled and, if possible, reduced. Moreover, this recommendation the DMS is intended to avoid the adverse economic, social and environmental impacts of premature (unnecessary) development.

The criteria to be developed may include such factors as:

- . Costs of providing urban services such as police, fire, sewage disposal, schools, etc.;
- . Avoidance or mitigation of hazards to acceptable levels;
- . Compatibility with preservation of significant natural resources;
- . Proximity to local commercial goods and services;
- . Proximity to job opportunities;
- . Impact on publicly held or privately dedicated open space, and

Existence-of-unique-circumstances-which-make  
urbanization-undesirable.

Although-the-proposed-recommendation-is-pertinent-to  
urban-expansion-areas-throughout-the-unincorporated  
areas-of-Los-Angeles-County, it-is-of-special-value-to  
the-Antelope-Valley.---Due-to-the-anticipated-development  
of-a-regional-airport-at-Palmdale, handling-up-to-12  
million-passengers-annually, along-with-related  
industrial-and-commercial-activity, the-projected  
population-has-been-estimated-at-around-218,000.  
However, if-a-local-airport-(of-less-than-100,000  
annual-passengers)-were-to-be-the-case, the  
corresponding-population-projection-would-be  
considerably-less, or-about-141,000.

Accordingly, until-such-time-as-the-new-Palmdale-Airport  
is-completed, It is essential that decision-makers  
carefully evaluate new development proposals within the  
Antelope-Valley's urban expansion areas to avoid pre-  
mature investments in major new public services systems  
and minimize related costs to taxpayers. In particular,  
development areas-designated-as-urban-expansion,  
presently-outside-of-water-and-sewer-service-areas,  
should be carefully evaluated with regard to the  
marginal public expansion costs they it may generate.

~~The proposed-recommendation-will~~ DMS is designed to  
be of major assistance in ensuring that such factors  
are considered prior to making land use decisions. \*

The monitoring system will provide basic information  
to the Regional Planning Commission and the Board of  
Supervisors on infrastructure availability and expansion  
costs. The infrastructure analysis under the DMS will  
determine the availability of water, sewerage, schools,  
libraries, roads and fire, as well as the expansion  
costs for schools, fire, sewerage, and libraries. The  
analysis will include commercial, industrial, and  
residential uses and will assess existing capacity,  
future capacity expansion, current demand, and service  
provider generation factors to determine project demand  
and cumulative demand. Park needs and costs are  
determined by the Quimby Act.

A major purpose of DMS is to ensure, from a planning  
perspective, that services can be expanded to meet  
future growth projections; in other words that no

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\* A description of the major components of the proposed  
Development Qualification-Procedure Monitoring System  
may be found in Technical Supplement "D-II."

physical or fiscal limitations exist. Service providers will be encouraged to use the DMS data in their planning and programming efforts.

Other issues associated with new development, such as mitigation of hazards, access factors, and compatibility with natural resources, will be evaluated by the County's DMS procedure. The DMS analysis will be incorporated into the environmental review procedures, pursuant to the California Environmental Quality Act.

To assist residents and developers, a summary of standards, thresholds, and generation factors for infrastructure needs and environmental factors shall be prepared. Such a summary will serve as a reference document and enable the public to have access to more detailed information. The summary will be reviewed and updated on an annual basis.

In addition to the Development Monitoring System, an annual report on growth will be prepared to determine if, in the four major unincorporated planning areas (Antelope Valley, Santa Clarita Valley, Malibu/Santa Monica Mountains, and East San Gabriel Valley), growth is in substantial harmony with the Plan's projection. If the annual growth (based upon estimated completed

housing units) differs from the incremental annual projection by 20% (too low or too high) for two consecutive years, the Department of Regional Planning will undertake a study. The purpose of the study will be to review the assumptions of the original projections to determine if the shift represents a long-term trend or a short-term aberration and to determine whether an adjustment in population policy is warranted. If revision in the population projection is warranted, the General Plan should be amended.

The total number of completed housing units within each of the four planning areas, based upon the Department of Regional Planning's annual published Bulletin, shall not exceed that which is required in order to accommodate the population projected by the general plan for that planning area for the year 2000. The Department will also maintain a cumulative tabulation of commercial and industrial acreage to ensure that such acreage does not exceed that which is required in order to accommodate the growth projected by the General Plan for the year 2000.

The determination of completed housing units will utilize the County's established system of estimating population between the decennial census. Under this system information on the issuance of building permits (from the cities in the County and from the County's Department of Public Works) is carefully tabulated together with comparable data on housing demolitions. The various power companies provide data on idle meters, which gives an indication of unoccupied dwelling units. All of these estimates use the latest census as the base year. Population estimates are based on occupied dwelling units and average persons per household (based upon trend analysis). For many years, the County of Los Angeles has published these estimates of housing and population in an annual or semi-annual Bulletin which is well established as a source.

To ensure new development is located in close proximity to services and existing development, new development should be located adjacent to existing development or services or to an approved project; however, in no event is the development to be located beyond one (1) mile of an existing development or service.

7. Amend the legend of the General Development Policy Map:

4. URBAN EXPANSION

Areas where suitable non-urban land may be converted to urban uses as demand warrants. They were defined by use of the following criteria: areas committed for urban development and planned for urban use in the near future, including areas shown on city and areawide/community plans; areas with existing or programmed services, or in close proximity to existing urban areas and service systems; and unincorporated land suitable for urban use (i.e. without major hazards or significant natural resources). This designation, however, does not automatically constitute an entitlement. New development should occur in a logical, orderly manner and should pay for the ~~marginal-public~~ expansion costs ~~(economic, social and environmental)~~ that it generates.

8. Delete Technical Supplement D-II and substitute in its place the DMS.

TECHNICAL SUPPLEMENT D-II  
DEVELOPMENT MONITORING SYSTEM

STATEMENT OF PURPOSE

The Development Monitoring System (DMS) is established in response to Plan Action Program 2 of Chapter VIII. As implemented, DMS shall apply to all pending and future urban development applications for changes of zone classifications, general plan amendments, conditional use permits, other zoning permits, and subdivisions in urban expansion areas depicted in the Development Policy Map of the General Plan. DMS shall be employed in the initial study phase of the environmental review procedure prescribed by state law.

Before approving any development application in an urban expansion area, the planning agency shall determine that the development conforms to the following stated General Plan policies:

- Avoids premature conversion of undeveloped land to urban uses;
- Promotes a distribution of population consistent with service system capacity, resource availability, environmental limitations, and accessibility;
- Directs urban development and revitalization efforts to protect natural and man-made amenities and to avoid severe hazard areas, such as flood prone areas,

active fault zones, steep hillsides, landslide areas, and fire hazard areas;

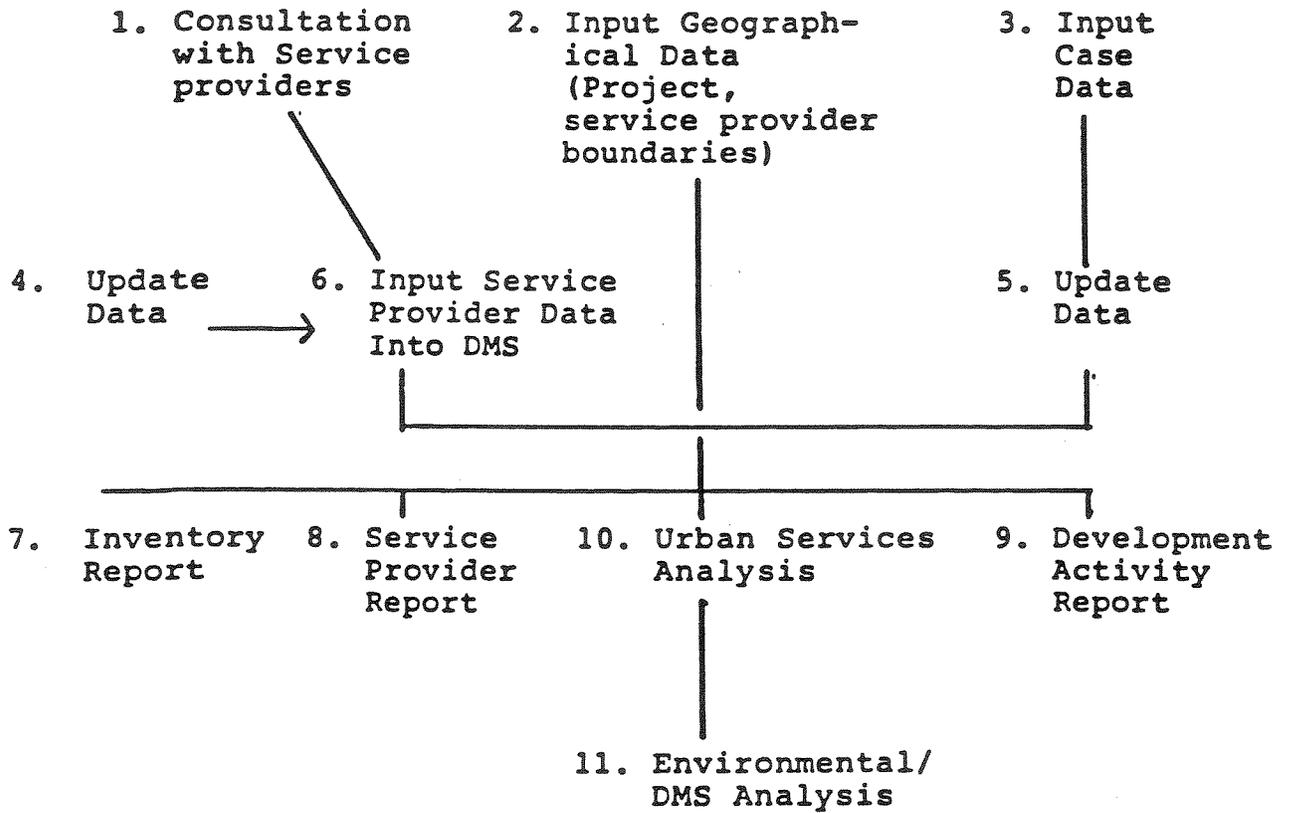
- Encourages the efficient use of land through a more concentrated pattern of urban development, including the focusing of new urban growth into areas of suitable land;
- Ensures that new development in urban expansion areas will occur in a manner consistent with stated plan policies and will pay for the expansion costs that it generates; and,
- Focuses intensive urban uses in an inter-dependent system of activity centers located to effectively provide services throughout the urban area, including adequate transportation facilities.

#### PROCEDURES

The DMS involves basically two procedures: data gathering and management and evaluation of urban development applications (case processing). Each procedure is described below.

FLOW CHART 1

DATA GATHERING AND MANAGEMENT



Data Gathering (See Flow Chart 1)

1.\* The Department of Regional Planning (DRP) contacts the water purveyor, sewer district, school district, fire department, and library department, within a given planning area. These service providers are requested to provide maps of service boundaries and information on existing usage, system capacity, generation factors, expansion plans, and (where appropriate), the capital cost of constructing the smallest economically feasible facility for expansion. Highway intersections operating at an unacceptable level of service are identified by the public works department.

2. DRP enters the boundaries of the various service providers into the computer mapping system. When this information is combined with computer mapping of cases on file (No. 3), a data base for cumulative impact analysis is established for each service provider.

3. Once a specific development project is accepted as a complete filing, information on (1) the number of dwelling units or size of non-residential (commercial or industrial) uses, (2) type of units or uses, and (3) boundaries of the project is placed into the system. In order to provide an accurate analysis, information on projects filed since 1976 are placed into the system. Each project is classified as RECORDED

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\* These numbers are references to the flow chart.

(the project has been recorded with the County Recorder but not constructed), APPROVED (the project has been approved, but not recorded), and PENDING (the project has been submitted to the County but has not been approved).

4. On an annual basis, DRP contacts the various service providers to update information (See No. 1 for initial consultation). In areas experiencing rapid growth, the update may be more frequent.

5. On a periodic basis (at least monthly,) DRP updates the case file information so as to reflect the most current classification (recorded, approved, pending) and number of units for a case.

6. Information from the service provider and updated information are inputted into the DMS.

#### Data Management (See Flow Chart 1)

Information obtained from the service providers (No. 6) is merged with the case file information (No. 3) and the geographical information (No. 2) for both the service provider and the project boundaries.

7. An inventory report displaying information on existing and projected supply and demand for service within each service area is provided upon request.

8. A service provider report consisting of data on development activity within a service area is prepared for the annual update of service provider information and may also be

provided upon request. The report provides totals for each classification of development.

9. A development activity report consisting of data on each project within a service area, including its status and units, may also be provided upon request.

10. An Urban Services Analysis is utilized to compare case data on a cumulative basis with the capacity, expansion, and generation data provided by a service provider so as to determine the adequacy of infrastructure to serve a project. Expansion costs can be provided for schools, fire, sewerage, and libraries. The expansion cost is the capital cost of constructing the smallest facility acceptable to the service provider. For example, a school district would construct a full school site rather than 2 or 3 classrooms; a sanitation district would construct a plant in the most economical increments -- perhaps a 1 or 2 million gallons per day facility. The expansion cost for a specific project ( $P_c$ ) can be determined by:

- Determining the expansion cost ( $E_c$ ) as provided by the service provider.
- Determining the number of units ( $U_t$ ) which can be served by the new facility.

- Dividing the expansion cost ( $E_c$ ) by the number of units ( $U_t$ ) to determine the per unit cost.

$$\frac{E_c}{U_t}$$

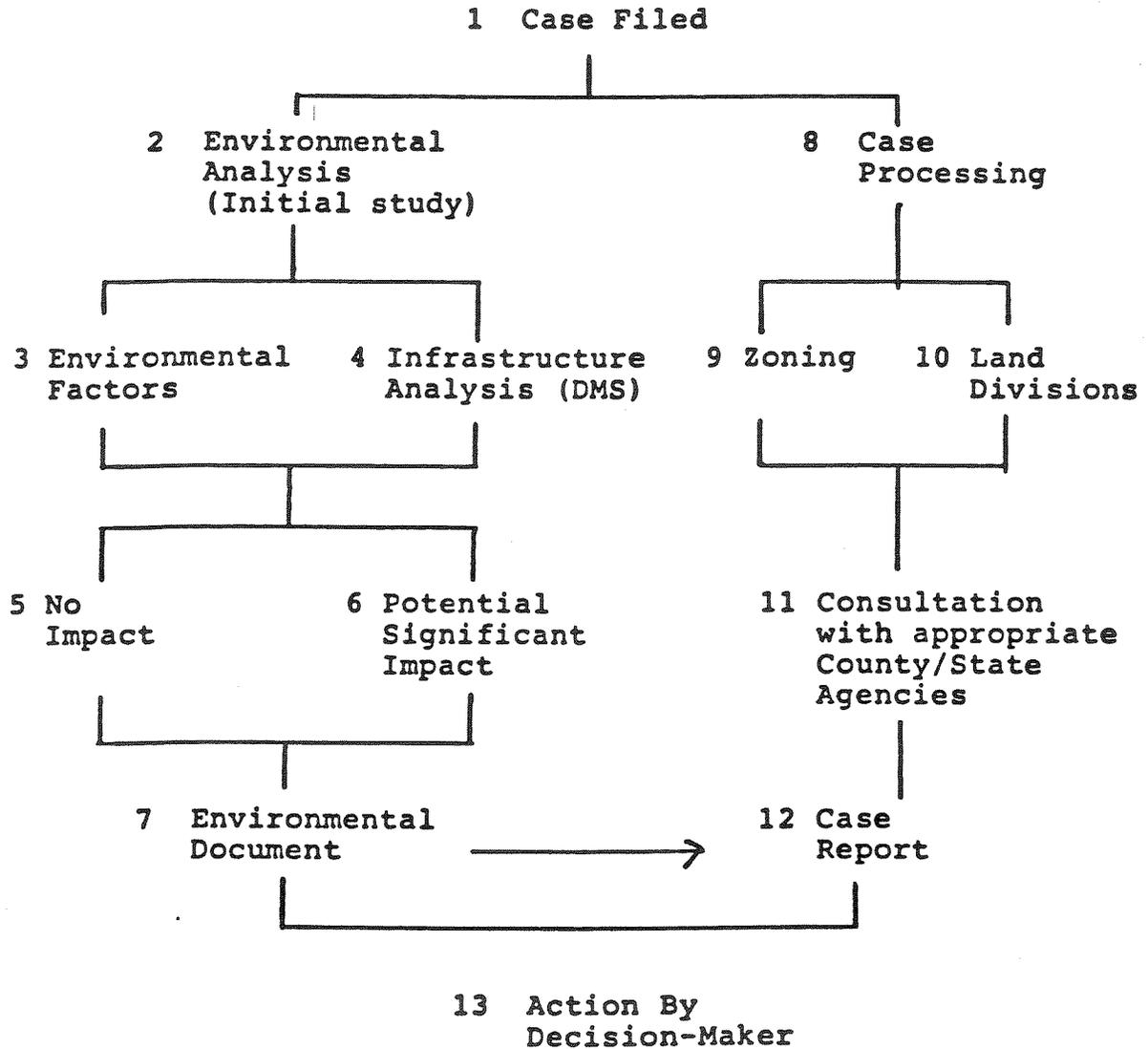
- Multiplying per unit cost by the number of units within the project ( $U_p$ ).

$$P_c = \frac{E_c}{U_t} \times U_p$$

11. The Urban Service Analysis is included in the environmental/DMS analysis which is considered by the decision-maker.

FLOW CHART 2

CASE PROCESSING



Case Processing (See Flow Chart 2)

1. A case requesting a discretionary approval is submitted to DRP. Information submitted as part of the case file is referred to the Impact Analysis Section for environmental review, to the case processing section for preparation of a case report, and to data input sections (including DMS) to establish computer files.

2. The environmental analysis consists of completing an Initial Study. The analysis is based on case file information and DRP information (maps prepared by Environmental Systems Research Institute, Quinton/Redgate, DMS, etc.).

3. The Initial Study assesses environmental factors, including those associated with DMS -- geotechnical hazard, flood hazard, and biological resources (including potential impact on open space).

4. The Initial Study also assesses the DMS infrastructure needs for water, sewerage, schools, libraries, roads, and fire service. The infrastructure analysis and environmental analysis are completed concurrently. The infrastructure analysis is accomplished through the Urban Services Analysis. (See No. 9 of Flow Chart 1).

5. If the Initial Study indicates that a project is not within a threshold area and that infrastructure needs can be met, a determination of no significant impact will be made.

6. If the Initial Study indicates that a project is within a threshold area and/or that infrastructure services are

not adequate, a determination will be made that there is a potential significant impact. As allowed by CEQA, an applicant will be permitted to mitigate any potential significant impact. Such mitigation may include redesign, reduction of units, payment of fees, etc., as described in the DMS and in Part II of this Manual.

7. The appropriate environmental document is prepared. If there is a potential significant impact, an Environmental Impact Report is required. If there is no significant impact, a Negative Declaration is prepared.

8. Case file information and the developer's application is submitted to the section which will process the case in order to prepare the necessary case reports. Cases are categorized as zoning cases or land division cases. When a project involves both a zone request and a land division, one section will be assigned the lead role.

9. Zoning cases involve requests to change the zone of a property and/or to allow a special use or condition (conditional use permits, variances).

10. Land division cases involve requests to divide land into 2 or more parcels.

11. All cases are reviewed by other county or state agencies in order to obtain input and special expertise. The case review is in addition to any review requested by the environmental analysis (CEQA).

Land divisions involve technical issues as well as design factors; their review is detailed in the subdivision ordinance (County Code, Chapter 21). Land divisions are reviewed by the subdivision or parcel map committee (County Code, Section 21.12); members include the Department of Public Works (flood, geology, water, roads, soils), Department of Health Services, Fire Department, and Parks Department. The Committee is chaired by DRP. The purpose of the Committee is to review the design and establish conditions for approval so that the health and safety of all residents is assured.

Zoning cases are coordinated with the Department of Public Works, Department of Health Services, and Fire Department.

Nothing identified above prevents input from departments or agencies not identified. If a special or unique problem is identified, a department/agency with the necessary expertise is contacted.

12. The case processing section prepares a report on the project. The report discusses general plan issues, zoning and/or design issues, and environmental/infrastructure issues.

13. The decision maker (Regional Planning Commission or Hearing Officer depending on the case) considers the environmental document and the case report prior to making a decision. Input is also received from the public at a hearing.

If the proposed development meets the criteria set forth in Sections A (infrastructure), B (access), and C (environment), it shall be found in compliance with the DMS. In applying the criteria set forth in the infrastructure, access, and environment sections, the planning agency shall utilize the standards, thresholds, and generation factors set forth in the DMS Summary Reference Manual.

If the proposed development does not meet the specified criteria, the mitigation measures recited in each section shall be considered and applied prior to any approval. If the application of the mitigation measures brings the proposed development into conformance with the policies set forth in the DMS, then the planning agency may approve the proposed development, making appropriate findings. If the application of mitigation measures is not sufficient, or if the mitigation measures or alternatives are not feasible, then the planning agency shall deny the proposed development or provide a statement of overriding considerations.

The planning agency shall make findings supported by substantial evidence (1) that the proposed development conforms to established criteria and methodology for the three factors; and (2) that the development is consistent with policies set forth in the DMS.

DMS CRITERIA AND METHODOLOGYA. INFRASTRUCTURE1. Factors and Criteria.

Analysis of the infrastructure factors associated with a development project located within an urban expansion area shall be identified as the Urban Services Analysis. The factors and criteria to be applied shall be based upon current usage, future capacity, service boundaries, cost data (where appropriate), and cumulative data on subdivisions.

a. Data Base From Service Providers

The data described below, obtained from service providers and included in the Summary Reference Manual, shall be utilized by the planning agency to determine the feasibility of serving a proposed development at acceptable service levels based upon the cumulative impacts of past, present, and probable future developments.

1. Water Companies or Districts

The planning agency shall determine if a project will be provided with an acceptable level of water supply and shall base its determination upon the following Summary Reference Manual data:

a. The current water consumption (in acre-feet or gallons) within the service area boundaries:

b. The current capacity of the service provider to supply water (in acre-feet per year);

c. The deficit or surplus within the service provider's area, calculated by determining the difference between capacity and usage;

d. The anticipated usage of water by new development on a per unit basis;

e. The programmed schedule of the service provider to expand its capacity in the future.

2. Sanitation Districts.

The planning agency shall determine if a project will be provided with an acceptable level of sewage disposal and shall base its determination upon the following Summary Reference Manual data:

a. The current sewage discharge (in gallons per day) within the district's boundaries;

b. The current treatment capacity of the sanitation district (in gallons per day);

c. The deficit or surplus associated with the sanitation district, calculated by determining the difference between capacity and usage;

d. The average discharge of sewage on a per unit basis, applicable to new development;

e. The programmed schedule of the sanitation district to expand its capacity in the future;

f. The estimated expansion cost of future construction; and

g. The ultimate site capacity.

3. School Districts

The planning agency shall determine if a project will be provided with an acceptable level of educational facilities - elementary, junior high, and senior high schools - and shall base its determination upon the following Summary Reference Manual data:

a. The current number of students enrolled at each school level (elementary, junior high, and senior high) within the school district(s);

b. The current capacity at each school level within the school district(s);

c. The deficit or surplus associated with each school level within the district(s), calculated by determining the difference between capacity and the current number of students;

d. The average student generation factor of new development on a per unit basis;

e. The estimated expansion cost of future construction.

4. Fire Department

The planning agency shall determine if a project will be provided with an acceptable level of fire service and shall base its determination upon the following Summary Reference Manual data:

- a. The location of existing fire station sites and the criteria for maximum safe distances;
- b. The estimated expansion cost of future construction.

5. Library Department

The planning agency shall determine if a project will be provided with an acceptable level of library service and shall base its determination upon the following Summary Reference Manual data:

- a. The size of the library building and the number of books (volumes) it contains;
- b. The estimated expansion cost of future construction.

b. Data On Specific Development Proposals

Cumulative data from urban subdivisions, including commercial and industrial development, shall be prepared by the county and the boundaries for each service provider shall be mapped. Where appropriate, the specific location of service facilities shall be included. Information shall, at a minimum, include the name of the service provider and the number and type of development units.

Residential development units shall be categorized, where possible, as single units, multiple units, or mobilehomes. The number of units shall be further refined by using a three-part breakdown as follows:

1. Units in subdivisions which have a map that has been recorded but not constructed.

2. Units in subdivisions which have received tentative approval from the county but have not been recorded.

3. Units in subdivisions which have been filed with the county but which have not received any approvals.

After a development proposal is submitted to the county and accepted as a complete application, project data on the number and type of units and service providers shall be placed into the data base system.

2. Application of Factors and Criteria

Utilizing the above-described data, the planning agency shall determine for each development application if there is an acceptable level of service. It shall base its decision on a finding of whether or not there is existing or programmed capacity, based on an individual and cumulative (where appropriate) analysis, to serve the specific development proposal.

The planning agency shall apply the analysis to the development's impacts, both individually and cumulatively (where appropriate) with other developments, and decide if the development will have a significant impact on services. If the

project does not exceed current thresholds for acceptable levels of service as set forth in the Summary Reference Manual, the proposal shall be found in compliance with the Urban Services Analysis requirements.

If the proposed development exceeds current thresholds for acceptable levels of service, but will be phased with the programmed expansion of the service provider or will pay for the expansion cost, then the project shall be found in compliance with the Urban Services Analysis requirements.

If the development exceeds current thresholds for acceptable levels of service and will not be phased with the programmed expansion of the service provider, mitigation measures set forth below shall be considered and applied as a condition prior to any approval of the development.

### 3. Mitigation Measures

In the event mitigation measures are required, the following shall be evaluated:

- a. Phasing of the development so as to be timed with the programmed expansion of the service;
- b. Reducing the scale and/or modifying the development in order that the programmed expansion can be accomplished;
- c. Reducing the scale and/or modifying the development in order to make any service extension unnecessary;

d. Excluding the development from the service by implementing an alternative service or facility which will meet the needs of the project; or

e. Requiring the development applicant to finance the expansion costs of any service extension. This may be accomplished by using current county ordinances including but not limited to, assessment districts for services in urban expansion areas or improvement districts for required off-site improvements.

#### 4. Decision And Findings

If the application of mitigation measures allows for acceptable levels of service or results in minimal impacts only, the project shall be found in compliance with the Urban Services Analysis. If the application of mitigation measures is not feasible, the planning agency shall make appropriate findings as follows:

a. Deny the development if there are significant impacts on infrastructure.

b. Approve the development under this analysis, even if there are significant impacts on infrastructure, provided a statement of overriding considerations is made based upon the following finding: that the economic costs make infeasible the mitigation measures and, at the same time, (1) the social benefits to be gained by the proposal outweigh the impacts to the county; (2) the changes and/or alterations

to the development have been incorporated into the proposal or its approval which substantially lessen, but do not eliminate, the infrastructure impact; and (3) the approval of the proposal will be consistent with the remaining policies of the General Plan.

In the event a Statement of Overriding Considerations is to be made on a project, the findings required by this subsection shall be approved or confirmed by the Board of Supervisors.

## B. ACCESS

Analysis of the access factors associated with a development project in an urban expansion area shall also be included as part of the DMS. The analysis shall describe the proximity of local commercial goods and services, job opportunities (where applicable), and public transportation to the development project. The analysis shall consider the relationship of projects to existing land uses, future land uses designated in the General Plan, and the special needs of current or future community residents.

### 1. Factors and Criteria

The planning agency shall determine for each development application whether or not the project is within acceptable proximity to commercial development and job opportunities using the following factors and criteria:

#### a. Special Populations

Is the development project intended to serve or provide housing for a special population? A special population may include elderly, low income, or disabled persons. These groups have less ability to rely on extended automobile trips and have a need to be closer to necessary services and job opportunities.

#### b. Access and Transportation

Is the project located on a site served by a road network which has a major intersection operating at

an unacceptable level of service based upon a cumulative assessment of the traffic?

c. Jobs

Is the location of reasonable job opportunities for the future residents adequately identified?

d. Services

Is the location of goods and services reasonably accessible for the future residents?

e. Character of Surrounding Area

Is the project site located in an area with lower densities and/or served by a road system which is operating at acceptable levels?

2. Application of Factors and Criteria

Where applicable, a project shall be located within reasonable proximity to commercial development and job opportunities (generally within five (5) miles) and shall be served by an acceptable level of road service as set forth in the Summary Reference Manual. If it is determined that the project is not located in proximity to commercial and employment facilities, mitigation measures set forth below shall be considered and applied prior to any approval of the project.

### 3. Mitigation Measures

In the event mitigation measures are required, the following shall be evaluated:

- a. Provide commercial facilities within the development project;
- b. Provide shuttle or van pool service or other special transportation;
- c. Provide job opportunities within the development project;
- d. Reduce the scale and/or modify the project in order to meet acceptable levels of road service;
- e. Require the project applicant to finance the expansion costs of any necessary road improvements. This may be accomplished by a fee requirement or by establishing area assessments;
- f. Provide bikeways and/or pedestrian walks which provide a shorter distance to commercial development and/or job opportunities;
- g. Redesign the project in a manner which provides a shorter distance to commercial development and/or job opportunities.

### 4. Decision and Findings

If the project, including the application of any mitigation measures, allows for an acceptable proximity to commercial development and job opportunities and provides for an

acceptable level of road service, then the project may be found consistent with the access factors of the DMS. If the application of mitigation measures is not sufficient, or if the mitigation measures or alternatives are not feasible, then the planning agency shall deny the project or provide a statement of overriding considerations as set forth in Section A.4.

C. ENVIRONMENT

Analysis of the environmental factors associated with a development proposal shall be based on maps previously developed by the planning agency (including Environmental System Research Institute, Quinton/Redgate, etc.) and data set forth in the Summary Reference Manual.

1. Factors and Criteria

The planning agency shall determine for each development application whether or not it will have a significant environmental impact using the following criteria:

a. Geotechnical

Is the project located on land having an active or potentially active fault zone, landslide, or high soil instability?

b. Flood Hazard

Is the project located on land having a major drainage course, a flood prone area, high erosion potential, high rate of debris deposition, or high mudflow potential?

c. Fire

Is the project located on land having high fire hazard due to steep slope and flammable vegetative cover, inadequate access to insure the evacuation of future residents and rapid access of fire fighting equipment to the project site, or lack of water flows to meet fire flow requirements?

d. Natural Resource

Is the project located in an area designated as a significant ecological area in the Conservation and Open Space Element of the General Plan or is it characterized by significant hillsides, riparian habitat, or oak trees?

e. Open Space

Is the project shown as publicly held or privately dedicated open space in the Conservation and Open Space Element of the General Plan?

2. Application of Factors and Criteria

The planning agency shall apply the factors and criteria to the project's location and determine whether or not the project will have a significant impact on environmental resources, open space, or safety.

If the development does not have such impacts, the proposal shall be found consistent with the environmental factors of the DMS. If the development does have one or more significant environmental impacts, then mitigation measures set forth below shall be considered and applied prior to approval.

3. Mitigation Measures

In the event mitigation measures are required, the following shall be evaluated:

a. Geotechnical

Apply existing county regulations, including the hillside management ordinance, building code, and density transfer ordinance, and/or redesign the development so as to reduce or avoid potential impacts.

b. Flood Hazard

Apply existing county regulations, including floodway ordinance, building code, and density transfer ordinance; and/or redesign the development so as to avoid the threshold area.

c. Fire

Apply existing county regulations, including the fire code, water code, subdivision ordinance, and fire prevention manual regulations; and/or redesign the development or modify its scale so as to reduce potential impacts.

d. Natural Resources

Apply the significant ecological areas ordinance and redesign the development or modify its scale so as to reduce potential impacts.

e. Open Space

Redesign the development or modify its scale so as to reduce potential impacts.

#### 4. Decision and Findings

If the application of mitigation measures reduces environmental impacts to insignificant levels, the proposal may be found consistent with the environmental factors and criteria of the DMS. If the application of mitigation measures or alternatives are not sufficient, or if the mitigation measures are not feasible, then the planning agency shall deny the proposed development or provide a statement of overriding considerations as set forth in Section A.4.

#### DMS FINDINGS

After analyzing the infrastructure, access, and environmental criteria specified by this system, the County's planning agency shall make findings supported by substantial evidence that the proposed development conforms to the stated policies of this system as set forth in the Statement of Purpose.

#### CAPITAL IMPROVEMENT PLANNING

One of the principal purposes of the DMS, as set forth in the General Plan VIII-19, is to ensure that new development in Urban Expansion areas has adequate infrastructure capacity. To further this goal, it is the County's policy to encourage Service Providers to establish 5-year capital improvement plans and to assist Service Providers in developing such programs.