

City of Oxnard

2020 General Plan Annual Progress

Report



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Table of Contents

Introduction	3
Overview of General Plan Background and Amendments	3
General Plan Amendments in 2020	4
Pending General Plan Amendments in 2020	4
A summary of recently completed and active Zoning Text Amendments, and Active Long Range Projects	6
Ordinance Amendments	6
Long Range Project of Interest	7
Summary of 2020 Active Development of Interest	9
A Review Of The City’s Progress In Meeting The Regional Housing Need Allocation (RHNA) Objectives	10
Conclusion	12
Exhibits	12
2020 City of Oxnard Housing Element Annual Report	12

Introduction

Government Code Section 65400 requires the City to annually prepare a report regarding the status of the City's 2030 General Plan (General Plan) and progress in its implementation (General Plan Progress Report) and provide the General Plan Progress Report to the Office of Planning and Research (OPR) and the Department of Housing and Community Development (HCD). The General Plan Progress Report provides for the annual review of the General Plan to assess the level of implementation and effectiveness of the General Plan as a guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds. This General Plan Progress Report summarizes the General Plan implementation progress for 2020. The General Plan Progress Report also provides information regarding the City's progress in meeting its share of regional housing needs.

Pursuant to State law, this report must be submitted to the City Council, the State Office of Planning and Research (OPR) and HCD by April 1st of each year. The Annual Progress Report includes the following elements:

1. Overview of General Plan background and status, including a summary of recently completed and active General Plan Amendments; and
2. A summary of recently completed and active Zoning Text Ordinance amendments, and Active Long Range Projects; and
3. A summary of 2020 Active Development Projects of Interest; and
4. A review of the City's progress in meeting the regional housing need allocation objectives

Overview of General Plan Background and Amendments

The General Plan is the City's official policy that sets out a vision to guide future development in the City. Local governments are required to keep their General Plans current and internally consistent, and City actions must be consistent with this plan. Although General Plans must be kept current, there is no specific requirement that a local government update its General Plan on a particular timeline, with the exception of the Housing Element, which is formerly required to be updated every eight years. As detailed below, the City is currently in the process of the Housing Element update which is to be completed in 2021. The Oxnard General Plan was adopted in October 2011. Specifically, Chapter 9 "Implementation" of the General Plan lays out the implementation goals and policies of the General Plan. As outlined in the table many of the goals and policies will remain ongoing until 2030. Additionally, specific to housing, Chapter G of the Housing Element outlines the goals, policies, and programs that will guide the City's efforts in meeting the RHNA and related current and future housing needs. Each Housing Element program and its implementation status are summarized in Exhibit 1 (HCD Table D).

City policy requires that all requests for General Plan Amendments be presented to the City Council as a discussion item at a public meeting prior to processing. City Council will be invited to make individual comments on various aspects of the proposal. The comments made by Council members should assist the applicant in determining whether to proceed with the submission of a formal application.

Following the Pre-Application process, the General Plan Amendment and related environmental documents are considered by the Planning Commission and they in turn make a recommendation to the City Council via a Resolution. The City Council takes final action at a public hearing via a Resolution.

General Plan Amendments in 2020

Rio Urbana Project (Planning and Zoning Permit No. 17-620-01), Located at 2714 East Vineyard Avenue: In 2018, the Rio School District filed an Annexation request for an 11 acre surplus school site that included approximately 15,000 square feet of office space, 167 condominium housing units and 20 affordable units required by the City's inclusionary ordinance. The application included a General Plan Amendment change the land use designation of the subject parcel from School to Commercial General, amend the neighborhoods map to place the subject parcel in the El Rio West Neighborhood, and modify City Council district boundaries of the City of Oxnard 2018 districting map as codified in Oxnard City Code Chapter 2, Article 1, Division 1, Appendix A. The Planning Commission recommended approval on November 21, 2019. On February 4, 2020, the City Council approved the requested Amendment. The Annexation process is now with Local Agency Formation Commission (LAFCO).

Pending General Plan Amendments in 2020

Teal Club Specific Plan Project (Planning and Zoning Permit No. 15-620-03), Located in area bounded by Doris Avenue on the north, Patterson Road on the west, Teal Club Road on the south, and Ventura Road on the east: This new Specific Plan includes a request for 990 residential units of varying density, single-family, townhomes, condominium, and apartment units; 24 acres, community park; 8 acres public/semi public use; 4 acres of mixed use, retail, commercial; 10 acres of Business/Research Park. 60,000 s.f. mixed use and retail. This project also includes the adoption of a Teal Club Specific Plan (TCSP) and Pre-Zoning that would allow for the annexation of a 174.6-acre collection of seven agricultural parcels (known locally as "Teal Club") to the City. Additional parcels south of Teal Club Road would also be annexed into the City, and include a mix of vacant land and residential development with ancillary vehicle storage and shop uses.

Dansk II Apartments Project (Planning and Zoning Permit No. 20-620-01), Located at 2300 Pleasant Valley Road: This residential project is a proposed revision to a previously approved senior apartments project that includes an General Plan Amendment to change the land use designation from Residential Low Medium (RLM) to Residential High (RH). The proposed residential project would result in a new, two-story, 46 unit apartment building on a 1.055-acre lot. The project also requires a Zone Change and Special Use Permit.

Portofino Place Project (Planning and Zoning Permit No. 20-620-02), Located on the Southeast and Southwest Corners of Fifth Street and Portofino Place: This residential project is a proposed new residential project that includes a General Plan Amendment to change the land use designation from Business Research Park (BRP) to Residential Medium (RM). The proposed 90-unit residential project is located on the two vacant lots (7.61-acre site) located along the south side of Fifth Street at the intersection of Portofino Place (south of Airport). The project also requires a Zone Change, Special Use Permit, and a Subdivision.

General Plan Housing Element Update (Planning and Zoning Permit No. 20-620-03): The Housing Element is a statutory element of the General Plan that requires that the City adequately plan to meet existing and projected housing needs of all economic segments of the community. Unlike other elements of the General Plan, the County must update the Housing Element on a mandated schedule, or “cycle,” to ensure that the County is making incremental progress toward its housing goals and policies.

In 2013, the Housing Element for the planning cycle covering 2014 to 2021 was adopted by the City and certified by HCD. The next planning cycle of Housing Element updates for cities and counties within the SCAG region will cover the planning period from 2021 to 2029. The first phase of this process is the development of the Regional Housing Needs Allocation (RHNA) Distribution Methodology. Once housing targets are established, the City is required to identify land available to accommodate the development of a specific number of lower-, moderate-, and above moderate-income dwelling units.

Planning staff has begun working on the Housing Element Update, including the required housing inventory required as a result of the RHNA allocation adopted by SCAG and distributed to local jurisdictions. The 2021 Housing Element must be reviewed by the Planning Commission and adopted by the City Council no later than October 2021.

Summary

During 2020, there was only one adopted to the General Plan Amendment. Prior to that, the last revision to the General Plan was on July 16, 2019. Table 1 presents a summary of all adopted General Plan amendments since the adoption of the 2030 General Plan. The General Plan as amended through 2020 complies with the General Plan Guidelines. The foregoing information is provided consistent with the requirements of Government Code Section 65400(a)(2)(C).

**Table 1
General Plan Amendments (As Of December 31, 2020)**

Adoption Date	City Case No.	General Plan Amendment Project Name	GPA Adopting Reso. No.
10/11/2011	10-620-01	Adoption of 2030 General Plan	14,118
6/12/2012	10-620-02	GPA for 2006-2014 Housing Element	14,236
7/9/2013	13-620-01	GPA/Amend Housing Element AAHOP	14,424
9/9/2014	14-620-01	Change of Land Use Designation from Industrial Business and Research Park to Commercial General	14,684
12/9/2014	14-620-02	Repeal Las Cortas Specific Plan	14,708
1/26/2016	15-620-02	Change of Land Use Designation from Industrial	14,890

		Light to Industrial Limited	
6/7/2016	16-620-01	Update Sustainability, Infrastructure, and Hazards Goals and Policies	14,925
12/13/2016	16-620-03	Creation of Urban Village Process	14,981
12/13/2016	16-620-02	Creation of new Community Development Goals to address the SB 244 provisions for the Nyeland Acres Community	14,983
12/13/2016	15-620-04	Adoption of 2013-2021 Housing Element	14,982
10/10/2017	17-620-02	Mid Cycle Housing Element Update	15,060
12/12/2017	17-620-03	Designation of Annexed School Property as SCH	15,074
1/30/2018	17-620-04	Costco Fuel Station	15,086
7/16/2019	18-620-01	Adoption of Downtown Code (replace the existing "Central Business District" land use designation with two new designations, "Downtown" and "Downtown Edge" and update references to these land use designations within the general plan.)	15,252
2/4/2020	17-620-01	Rio Urbana Housing Project (approved Subject to LAFCO)	15,299/15,315

A summary of recently completed and active Zoning Text Amendments, and Active Long Range Projects

Ordinance Amendments

Accessory Dwelling Unit (ADU) Ordinance Amendment (Planning and Zoning Permit No. 20-580-03): On July 21, 2020, the Oxnard City Council adopted Amendments to the Zoning Ordinance, which regulate ADUs in the non-coastal zones. These revisions were adopted to facilitate the development of ADUs and meet new requirements in State law that went into effect on January 1, 2020.

Some of the mandatory changes required by State law included allowances for Junior ADUS, reduced parking requirements, reduced permitting timeline (60 days), removal of owner occupancy requirements, and a prohibition on short-term rentals in ADUs.

Short Term Rental (STR) Ordinance (Planning and Zoning Permit No. 19-580-04): In 2016, staff began the process of soliciting public input on Zoning Ordinance Amendments to establish permitting requirements and regulatory standards for STRs in the coastal and non-coastal zones. The purpose of the ordinance enacted a comprehensive set of operating requirements and performance standards for STRs to mitigate their effects on neighborhoods, such as separation requirements and limits on the number that can operate in certain neighborhoods. After collecting input from the public, City Council, and Planning Commission, the formal approval process began in 2019. On October 6, 2020, the final ordinance was approved by the Oxnard City Council, then accepted by the Coastal Commission on December 10, 2020. The ordinance went into effect on December 17, 2020.

Cannabis Ordinance Amendments (Planning and Zoning Permit Nos. 20-580-01, 20-580-02, and 20-580-04): In 2020, the City processed a series of Ordinance Amendments related to Cannabis operations within the City. On July 21, 2020, the Oxnard City Council approved Ordinance Amendments to incorporate commercial cannabis activities into the Industrial Zone use table and correct typographical errors in the zoning code; and Permits chapter of the Oxnard City Code (20-580-01 and 20-580-04). On June 2, 2020, the Oxnard City Council approved Amendments to Chapters 7 and 11 of the Oxnard City Code to establish fines for violation of Commercial Cannabis Businesses Regulations (20-580-02).

Wireless Facilities Ordinance Amendment (Planning and Zoning Permit No. 19-580-06): In 2020, the city continued the process of updating the Oxnard Zoning Code and Coastal Zoning Code in regards to permitting, processing and approving wireless communications applications in the City. Publish aesthetic requirements for the installation of wireless facilities in the City. A Master license Agreement with the wireless carriers is expected to be completed in 2021. The overall Wireless code updated is expected to be completed in 2022.

Long Range Project of Interest

Local Coastal Plan Update

The City of Oxnard's Local Coastal Plan (LCP) Update project is a collaborative planning and outreach process that will revise the City's existing LCP to bring it into conformance with Coastal Commission policy directives and approaches to address climate change adaptation strategies, such as those for sea level rise. The City staff has begun putting together a draft of the LCP document.

On December 8, 2020, staff presented a summary of the Local Coastal Program (LCP) Sea Level Rise (SLR) and Management adaptation strategies to the Housing and Economic Development Committee (HEDC). The presentation summarized the City's four Planning Areas and the draft long term adaptation strategies, that if acceptable will inform the policy creation and ultimately be folded into the LPC update as SLR Management adaptation policy. Implementation timelines and funding sources are yet to be identified. Additionally, the SLR Management adaptation policies included in the LCP update would also be coordinated with the Climate Action Plan (CAP) to address SLR vulnerabilities. The California Coastal Commission (CCC) SLR Guidance requires local governments to identify SLR adaptation strategies to

minimize impacts from SLR in new or updated LCPs. Adaptation strategies should be selected based upon the local conditions, the results of the scenario-based analysis, and Coastal Act requirements, taking into account the particular goals of the local community. The four adaptation strategies considered in the Adaptation Report are to address the coastal hazards are as follows:

1. Accommodation- involves methods to modify existing developments or design new developments. These can include elevating structures and other engineering retrofits.
2. Green Protect- involves “natural infrastructure” such as stable sand dunes and coastal wetlands. Wetlands and sand dunes absorb and deflect wave energy.
3. Hard Protect- involves the construction of seawalls, dikes, flood gates, groins, revetments, etc. Although a prevalent strategy can cause negative impacts to beaches, views, and public access.
4. Managed Retreat- assumes structures would be relocated or replaced and moved beyond the highest coastal hazard zone after development has been impacted by coastal hazards.

For all four Planning Areas, HEDC directed staff to explore a Hybrid adaptation approach to SLR to allow a flexible pathway for balancing economic, environmental, and safety goals over time. For purposes of implementing the California Coastal Act, no single category or even a specific strategy should be considered the “best” option as a rule. Different types of strategies will be appropriate in different locations and for different hazard management and resource protection goals. CCC policies are written in the long term (year 2100) communicating that they are seeking SLR adaptation policies which demonstrate a City’s long term assurance and commitment to Coastal Act policies; however, the effectiveness of different adaptation strategies will vary across both spatial and temporal scales. In many cases, a Hybrid adaptation approach that uses strategies from multiple categories will be necessary, and the suite of strategies chosen may need to change over time. Progress on the update to the LCP is expected to continue through 2021, with completion estimated for 2023.

City of Oxnard Climate Action and Adaptation (CAAP) Plan Update

In March 2020, the City entered into a contract with Environmental Science Associates (ESA), Inc. for the preparation of the City’s CAAP. The CAAP is necessary to help Oxnard meet California’s goals for reducing emissions of greenhouse gases (GHG) emissions as legally mandated, and adapt to the anticipated effects of climate change. The CAAP is a plan for reducing the GHGs that contribute to global climate change, and for adapting to the anticipated effects of climate change.

The CAAP will have two primary objectives:

1. To reduce GHG emissions through the implementation of reduction measures to meet or exceed reduction targets mandated by the State of California; and
2. To enhance the community’s resilience to a changing climate by addressing the vulnerabilities and risks that are expected to occur as a result of those impacts.

In 2020 City staff and the consultant collected data to inform the CAAP preparation. The City is now embarking on the community engagement portion of the work effort, including solicitation of input from targeted interest groups. This engagement and outreach will continue throughout the preparation of the CAAP. The CAAP is anticipated to culminate with adoption by the City Council in late 2021 or early 2022.

The starting point for addressing climate change mitigation, which is a key component of the CAAP, is an understanding of the sources of the current GHG inventories in the City. These sources include the GHG emissions that the City has direct control over (Municipal GHG Inventory) and those that result from community activities (Community GHG Inventory), which are directly and indirectly impacted by local government programs, implementation of State mandates, planning, and development decisions.

The next step in developing the CAAP is to analyze the potential of local measures to reduce GHG emissions and assess the overall potential of the City to reduce emissions in line with the State's 2030 target and to make substantial progress towards meeting the State's longer-term 2050 goal. Over the next several weeks, the CAAP consulting team will be evaluating the possible GHG reduction strategies. The process going forward will involve a community survey, community engagement and conversations with key stakeholders seeking input on a range of methods to reduce GHGs.

Over the next four months community engagement will kick off through a community wide survey, meetings and workshops with targeted groups with interest and connection to the environment, social and community activism, education and health care, utility agencies, and business and agriculture ("focus groups"). The CAAP survey will be promoted through social media, the CAAP website, through free media spots, and through targeted outreach. The survey will be available in both English and Spanish. Additionally, two community meetings will be conducted with the general public with the goal of engaging all segments of the community. Input from disadvantaged communities will be a focus of these outreach activities, to ensure that measures taken to reduce emissions are equitable in terms of their costs and benefits to these communities. Distribution of a community-wide survey, and multiple public workshops, and focus group meetings will occur throughout the Spring and early Summer. Spanish interpretation will be provided and community meetings will be recorded and will be posted to the Climate Action Plan website - see: <https://www.oxnard.org/climate-action-plan/>. The CAAP monitoring plan will identify implementation milestones (e.g., Oxnard City Code Ordinance Amendments adopted) and identify performance metrics that can be used to track progress towards GHG reduction goals.

Summary of 2020 Active Development of Interest

In addition to the continued progress of the larger developments in the City, such as the Wagon Wheel and RiverPark developments, and many smaller developments, there was a significant increase in the amount of proposed and approved development in the Downtown and Sakioka Farms areas in 2020. Also, throughout the City there was a significant increase in the demand for Accessory Dwelling Units. As each of these are identified in the General Plan, a brief summary of the progress made in each area in 2020 has been provided below.

Downtown Projects

On July 30, 2019, the City Council adopted Ordinance No. 2963, which amended the Oxnard City Code Chapter 16, Division 10 and instituted a new "Downtown Code," and associated Zone Changes. The Downtown Code allows for a maximum development of 2,284 residential units and 3,025,370 square-feet of commercial space. The development allowed within the Downtown Code was evaluated in the 2030 General Plan Addendum No. 5, and it was determined to not result in any new significant impacts to the environment. As a result of the implementation of this new code there has been a substantial increase of interest in development in the downtown area. In 2020, the City received or

approved nine applications for primarily residential mixed use developments proposing a total of 497 units. Two applications were approved in 2020, that will allow for 111 residential units, and 12,630 square feet of commercial space. One of these projects was the Navigation Center Project, which consisted of 56 permanent supportive housing units and a homeless shelter. The creation of the Navigation Center shelter was a long-term goal, identified in the City General Plan. It is anticipated that development interest in downtown will continue to increase through 2021, with many of the currently pending projects to be approved in 2021, and several are expected to begin construction in 2021.

Sakioka Farm Specific Plan

On June 16, 2020, City Council to approved a Development Agreement between the City of Oxnard, Sakioka Farms and AMS Craig, LLC; and a Tentative Tract Map, which subdivided the 430 acre area within the Sakioka Farms Business Park Specific Plan into 129 lots with new roads and sidewalks, stormwater management, landscape, and associated utilities. As a result of these approvals, two major developments were approved in the Sakioka development area in 2020. The first development was the approval of a 1,527,505 square foot, plus two storage mezzanines, multi-story e-commerce storage and distribution center. The second was a 576,000 square foot cold storage building and fruit processing facility. These projects both further the goals of the General Plan that aim to promote economic development through job creation and cold storage projects.

Accessory Dwelling Units

Permitting activity for accessory dwelling units (ADU) has increased significantly. State law revisions in 2017 and 2019 led to revisions to the development standards for these units in 2019 and 2020. The Ordinance Amendments, in compliance with State law, made it easier to obtain permits for ADUs by reducing fees and parking requirements, allowing for multiple ADUs on each lot, and creating an expedited process for converting existing permitted space (e.g., in a garage or detached accessory structure) into an accessory dwelling unit. The number of ADUs permitted in 2020 was more than double the number of permits issued in 2019. In 2020, 123 ADUs received planning permit approvals, 111 were submitted for construction plan review, 27 were issued a building permit, and 9 units were constructed and occupied. While the number of ADUs constructed and occupied remains low, as the substantial number of ADU granted planning entitlements trickles down, it is anticipated that the number of ADUs coming online will increase significantly in the coming years.

Table 2
Annual ADU Statistics

Year	Planning Applications Received	Entitlements Granted	Building Permit Applications Received	Building Permits Issued	Final Inspection/CO
2013	0	0	0	0	0
2014	1	0	0	0	0
2015	0	1	0	0	0
2016	0	0	1	0	0
2017	17	2	3	0	0
2018	44	25	20	4	1
2019	50	55	30	13	3
2020	129	123	111	27	9
Total	241	206	165	44	13

A Review Of The City’s Progress In Meeting The Regional Housing Need Allocation (RHNA) Objectives

State law requires all regional councils of government to determine the existing and projected housing need for its region. The City of Oxnard (City) is in the region covered by the Southern California Association of Governments (SCAG). For each Housing Element planning cycle, SCAG is required to determine the share of the regional housing need to be allocated to each city and unincorporated county areas within the SCAG region. This is called the Regional Housing Need Assessment (RHNA) allocation.

The City adopted the current Mid-cycle 2013-2021 Housing Element in 2017 to accommodate projected growth. This Housing Element was conditionally certified by HCD in January 2018, making the City compliant with State Housing Element requirements. The City is not required to build the dwelling units assigned through the RHNA process. Rather, each jurisdiction is required to plan for growth by zoning available land to accommodate RHNA and to adopt housing programs that promote and facilitate housing construction at all affordability levels. As such, the City’s Housing Element articulates a variety of existing or planned programs that support the development of housing affordable to all income categories.

The City prepares an Annual Progress Report that documents achievements in meeting the objectives of the City’s Housing Element. This Annual Progress Report provides HCD with an update on building activity during the Housing Element cycle and progress made to implement approved Housing Element programs. This year’s Annual Progress Report includes housing data for the 2020 calendar year, the seventh year in the current eight-year Housing Element cycle. It also includes the status of adopted Housing Element programs. The Annual Progress Report is submitted using a template provided by HCD. These forms are provided in Exhibit 1 (HCD Tables A, A2, B, and D).

Planning and Building Permit Activity in 2020

As shown in Table 3 below, planning entitlements were granted for a total of 235 residential units in 2020. Accessory dwelling units made up 123 of these units, with the remaining units resulting from two mixed use apartment projects in the downtown area and a single family dwelling in the coastal area.

Building permits were issued for a total of 363 residential units in 2020. Of these units, 299 were units located within the Wagon Wheel development. The remainder were located throughout the City and included 28 Accessory Dwelling Units and 36 Single Family Dwellings. Certificate of Occupancy was granted for a total of 221 dwelling units in 2020.

Table 3
Planning and Building Permit Activity in 2020

	Planning Entitlements	Building Permits	Certificates of Occupancy
Single Family Dwellings	1	97	140
Multi Family/Apartments	111	238	72
Accessory Dwelling Units	123	28	9
Total	235	363	221

Methodology and Reporting Requirement for Determining Affordability

To categorize the affordability of housing units that were issued building permits, both median household income and the cost of the new housing units are taken into account. According to the U.S. Department of Housing and Urban Development (HUD), the annual median family income for a family of four in Ventura County in 2020 was \$97,800. Affordable housing is generally defined as housing on which the occupant is paying no more than 30 percent of gross income for housing costs, including utilities. Based on this, the maximum monthly affordable housing payment for a family of four making median income would be \$2,445.

City of Oxnard’s Progress in Meeting Housing Need

A summary of development activity by affordability category is provided in Table 4 below, as compared against the assigned RHNA targets for the 2014-2021 Housing Element cycle. A total of 7,301 dwelling units were allocated to the City of Oxnard for 2013 to 2021. In 2020, 363 units were issued building permits. Approximately, fifteen (15) percent of the units issued building permits in 2020 met the criteria for placement in the lower-income and moderate income household categories while the remaining dwelling units (85%) were categorized as dwellings affordable to above moderate households.

Table 4

**Regional Housing Needs Allocation Progress
Permitted Units Issued by Affordability**

Income Level	RHNA Allocation by Income Level	2013	2014	2015	2016	2017	2018	2019	2020	Total Units to Date (all years)	Total Remaining RHNA by Income Level	Percent Completed
Very Low	1,688	0	48	0	50	30	51	0	5	184	1,504	10.90%
Low	1,160	0	67	0	207	234	230	0	4	742	418	63.97%
Moderate	1,351	0	2	0	2	371	0	0	44	419	932	31.01%
Above Moderate	3,102	0	39	5	80	138	146	137	310	855	2,247	27.56%
Total RHNA	7,301											
Total Units		0	156	5	339	773	427	137	363	2200	5,101	30.13%

Conclusion

This General Plan Annual Progress Report has been prepared in compliance with Government Code Section 65400. The Report is to be provided to the Oxnard City Council at a public meeting on March 30, 2021, and it will be submitted to the Office of Planning and Research and the Department of Housing and Community Development by April 1, 2021.

Exhibits

1. 2020 City of Oxnard Housing Element Annual Report