Agenda Item 1

PLANNING COMMISSION STAFF REPORT

MEETING

DATE: September 18, 2017

TO: Planning Commission

FROM: Robert M. Brown, Community Development Director

SUBJECT: AMENDMENTS TO THE GENERAL PLAN LAND USE CHAPTER TO

EXTEND THE EFFECTIVE PERIOD OF THE URBAN GROWTH BOUNDARY UNTIL CERTIFICATION OF THE NOVEMBER 2017

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ELECTION RESULTS

REQUEST

Consider recommending to the City Council adoption of a resolution amending the Novato General Plan Land Use Chapter to continue the Urban Growth Boundary and direct staff to complete the process for putting the proposed ordinance to the voters as a ballot measure for the General Election on November 7, 2017.

DISCUSSION

In 1997 the voters of Novato adopted an Urban Growth Boundary (UGB) to constrain the expansion of "urban" development (e.g., that which required sewer and water utilities) into the rural areas surrounding the incorporated City limits. This voter approved initiative will expire on November 4, 2017. On July 11, 2017 the City Council approved wording for a ballot measure that would extend and somewhat modify the UGB provisions for another 24 years. However, the November 7 election date would leave a period of three days in which the UGB provisions would no longer be in effect. A "bridge" modification to the General Plan is therefore proposed to extend the effective date of the current UGB provisions until the date when the 2017 election results are certified.

PUBLIC OUTREACH

Staff has had numerous meetings with representatives of the Greenbelt Alliance and Marin Conservation League regarding administration of the current UGB ordinance and the proposed amendments.

ENVIRONMENTAL IMPACT

The ordinance qualifies for a Categorical Exemption as an Action by Regulatory Agency for Protection of Natural Resources and the Environment.

<u>ALTERNATIVES</u>

• Provide direction to staff for modifications to the draft resolution.

ATTACHMENTS

- 1. Draft Resolution
- 2. Existing UGB Ordinance

PLANNING COMMISSION RESOLUTION

RESOLUTION OF THE **PLANNING COMMISSION** RECOMMENDING TO THE COUNCIL CITY AMENDMENTS TO THE NOVATO GENERAL PLAN LAND USE CHAPTER TO EXTEND THE EFFECTIVE PERIOD OF THE URBAN GROWTH BOUNDARY AND FINDING THE **ADOPTION THEREOF EXEMPT** FROM THE REQUIREMENTS OF THE **CALIFORNIA** ENVIRONMENTAL QUALITY ACT (CEQA) PURSUANT TO CEQA GUIDELINES SECTION 15061 (b)(3)

WHEREAS, the Novato General Plan was amended to reflect adoption by the voters of Novato on November 4, 1997 of an Urban Growth Boundary (UGB) and associated General Plan policies and programs to implement said Urban Growth Boundary for a period of twenty years until November 4, 2017; and

WHEREAS, the Novato City Council on July 11, 2017 voted to place a measure on the public ballot on November 7, 2017 to modify and extend the Urban Growth Boundary for an additional twenty-four years; and

WHEREAS, to assure that the provisions of the Urban Growth Boundary contained in the Novato General Plan remain in effect between the originally established termination date of November 4, 2017 and the general election on November 7, 2017 when voters will consider extending the Urban Growth Boundary regulations, it is necessary to extend the effective period of the Urban Growth Boundary policies and programs in the General Plan until the election results have been finalized; and

WHEREAS, the Record of Proceedings ("Record") upon which the Planning Commission bases its decision on the proposed amendment to the Municipal Code includes, but is not limited to: (1) the staff reports, City files and records and other documents, prepared or and/or submitted to the City relating to the proposed amendment; (2) all documentary and oral evidence received at public meeting and hearings or submitted to the City during the comment period relating to this amendment; (3) the City of Novato 1996 General Plan and its EIR; and (4) all other matters of common knowledge to the Planning Commission including, but not limited to, City, state, and federal laws, policies, rules, regulations, reports, records and projections related to development within the City of Novato and its surrounding areas. The custodian of records is the City Clerk of the City of Novato, 922 Machin Avenue, Novato, CA 94945.

NOW, THEREFORE, BE IT RESOLVED that the Planning Commission does hereby approve and recommends that the City Council approve the proposed Municipal Code revisions, as described herein, based on the following findings:

1. Findings

The Planning Commission of the City of Novato finds that this resolution:

- (a) Protects agricultural uses outside the UGB by promoting, on lands outside the UGB, ongoing agricultural and other natural resource and open space uses, such as preservation of natural resources, public and private outdoor recreation, uses that foster public health and safety, and productive investment for farming enterprises;
- (b) Encourages efficient growth patterns and protects the quality of life of the citizens of Novato by concentrating future residential, commercial and industrial growth in areas already served by urban services, consistent with the availability of infrastructure and services;
- (c) Improves the City's ability to provide municipal services, and discourages the provision of City services to sprawling developments in outlying agricultural and open space lands which greatly increases the cost of such services, while allowing for the possibility of residential development at a rural scale on existing legal lots;
- (d) Protects open space and community separators surrounding the City;
- (e) Manages the City's growth in a manner that fosters and protects the rural character of Novato while encouraging appropriate economic development in accordance with the City's unique local conditions;
- (f) Does not impose any numerical or percentage limit on the development of housing units in the City;
- (g) Allows the City to continue to meet its fair share of the affordable and low cost housing needs of the region; and
- (h) Promotes 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.
- (i) The proposed Municipal Code amendments are not subject to the California Environmental Quality Act (CEQA) pursuant to CEQA Guidelines (California Code of Regulations, Title 14, Chapter 3) Section 15061 (b)(3). This ordinance continues and does not alter the Urban Growth Boundary location or regulations in place since 1997 and restricts urban development in areas which are currently open space. It can therefore be seen with certainty that there is no possibility that the adoption of this ordinance may have a significant effect on the environment.

2. General Plan Amendment: Urban Growth Boundary

The following General Plan amendment shall take effect at 12:00 a.m. on November 4, 2017 and shall be of no further force and effect upon the declaration of the results of the November 7, 2017 General Municipal Election:

Text Amendments:

The following text of the General Plan Land Use Chapter shall be modified as follows:

LU Policy 10A: Urban Growth Boundary. An Urban Growth Boundary is established, as shown on LU Map 1. Land use designations outside the Urban Growth Boundary have been established for long term planning purposes. For the 20-year duration of the Urban Growth Boundary, development outside the Urban Growth Boundary shall be limited to non-urban uses such as agricultural, conservation, parkland, and open space uses except as provided herein. The City, its departments, boards, commissions, officers and employees, shall not grant or approve any general plan amendment, rezoning or zoning ordinance amendment, specific plan, master plan, precise development plan, tentative or final subdivision map, conditional use permit, building permit or any other discretionary or ministerial land use or development approval or entitlement for urban land uses outside the Urban Growth Boundary except as provided in this policy. All City departments, boards, commissions, officers and employees shall act on all referrals from other agencies regarding the extension or connection of urban services such as sewer or water service, outside the Urban Growth Boundary consistent with the requirements of this policy.

All City departments, boards, commissions, officers and employees shall act on applications for land use approvals, entitlements and permits on properties outside the Urban Growth Boundary consistent with the requirements of this policy and state law in a manner that avoids any approval of such applications by operation of state or other law.

Until November 4, 2017 the date of certification of the results of the November 7, 2017 election, the foregoing Policy 10A, and LU Map 1 as it depicts the Urban Growth Boundary may be amended only by a vote of the people or pursuant to any of the procedures set forth below.

- a. To comply with state law regarding the provision of housing for all economic segments of the community, the City Council may amend the Urban Growth Boundary in order to accommodate lands to be designated for residential uses, provided that no more than ten acres of land may be brought within the Urban Growth Boundary in any calendar year. Such an amendment may be adopted only upon the affirmative vote of a majority of the council, and if the City Council makes each of the following findings:
 - (1) That the land is immediately adjacent to existing comparably developed area and the applicant for the redesignation (or the City if City-initiated) has provided evidence that the Novato Fire Protection District, Novato Police Department, Novato Community Development Department, the North Marin Water District, Novato Sanitary District, and the School District have adequate capacity to accommodate the proposed development and provide it with adequate public services;
 - (2) That the proposed development will consist of primarily low and very low income housing pursuant to the Housing Element of the General Plan;

- (3) That there is no existing residentially designated land available within the Urban Growth Boundary that can feasibly accommodate the proposed development;
- (4) That it is not reasonably feasible to accommodate the proposed development by redesignating lands within the Urban Growth Boundary for low and very low income housing; and
- (5) That the proposed development is necessary to comply with state law requirements for the provision of low and very low income housing.
- b. To avoid an unconstitutional taking of private property, the City Council may extend the Urban Growth Boundary, by the affirmative vote of a majority of the Council, if it finds that:
 - (1) The implementation and/or application of the UGB would otherwise constitute a taking of a landowner's property for which compensation must be paid; and
 - (2) The extension of the UGB and land use designations associated with the extension will allow additional land uses only to the minimum extent necessary to avoid such a taking of the landowner's property.
- c. To promote the public health, safety, and welfare, the City Council may, by the affirmative vote of a majority of the Council, amend the Urban Growth Boundary if it finds that such amendment is necessary for the development of a public park, public school, public facility, or public open space project, and such amendment is otherwise consistent with the General Plan then in effect.
- d. To promote the public health, safety, and welfare, the City Council may, by the affirmative vote of a majority of the Council, amend the Urban Growth Boundary if they make each of the following findings:
 - (1) The amendment is the only feasible method of addressing a significant threat to the public health, safety and welfare;
 - (2) The amendment would not provide for new development; and
 - (3) The amendment only involves developed or substantially developed lands.
- e. The City Council may, by the affirmative vote of a majority of the Council, exempt projects that have a vested right under law to proceed with development, if the Council determines that the exemption is necessary for the project to proceed consistent with that vested right.
- **LU Policy 11:** Annexations to Sanitary District. Consider, on a case-by-case basis, supporting connection of property outside the City limits to the Novato Sanitary District, if the City determines it necessary for public health and safety, or for any reason defined in the exceptions to the Urban Growth Boundary which are listed on page 1-21 of the General Plan.

LU Program 11.1: Request that the Marin County Local Agency

Formation. Commission refer proposals for inclusion in the area served by the Novato Sanitary District to the City for review and comment and act favorably on the City's recommendations.

The text on page 1-22, lines 23-28, in the Land Use Chapter shall read as follows:

Interjurisdictional Coordination

Development and environmental protection in Novato involve various agencies in addition to the City of Novato. School, fire, water, wastewater treatment and disposal, floor control and transportation services are provided by other public agencies. Land use policies and development in other cities and in unincorporated areas near Novato affect the City. Therefore, cooperative planning among jurisdictions is important to avoid land use conflicts and ensure efficient allocation of public services.

Passed and adopted at a regular meeting of the Planning Commission of the City of Novato held on the 18th day of September, 2017, by the following vote:

AYES:		
NOES:		
ABSTAIN:		
ABSENT:		
	that the foregoing is a full anning Commission, City of tember, 2017.	
Planning Commission	Chair	

MEASURE SUBMITTED TO THE VOTERS

CITY

CITY OF NOVATO
AMENDMENT TO THE GENERAL PLAN
INCORPORATING A URBAN GROWTH BOUNDARY
MEASURE G

G

Shall the ordinance amending the General Plan of the City of Novato by incorporating an Urban Growth Boundary be adopted?

CITY OF NOVATO AMENDMENT TO THE GENERAL PLAN INCORPORATING AN URBAN GROWTH BOUNDARY FULL TEXT OF ORDINANCE MEASURE G ORDINANCE

AN ORDINANCE OF THE CITY OF NOVATO AMENDING THE GENERAL PLAN THE PEOPLE OF THE CITY OF NOVATO DO ORDAIN AS FOLLOWS:

SECTION 1. Findings and Purpose

A. Purpose. The purpose of this ordinance is to provide for the health, safety, and welfare of the residents of the City of Novato, to preserve agricultural uses which are vital to the region's economy, to encourage planned and managed growth, and to implement the goals, objectives and policies of the City of Novato General Plan and its provisions that development should be compact.

This ordinance amends the City of Novato General Plan duly adopted on March 8, 1996 (General Plan), and provides for an Urban Growth Boundary generally coterminous with the current City limits line as it exists on the date this ordinance goes into effect, except as

otherwise noted herein.

The Urban Growth Boundary (sometimes UGB) is established for a 20 year period, beginning with the effective date of this ordinance, during which urban development is restricted outside the boundary, stipulating that development proposals will not be approved for land outside of the UGB except under extraordinary circumstances pursuant to other applicable General Plan policies. This initiative would, with certain exceptions, require any extension of the UGB to be approved by a vote of the people. The UGB may be updated at the expiration of the 20 year period as part of the next General Plan update.

B. Findings. The people of the City of Novato find that this ordinance:

(1) Protects agricultural uses outside the UGB by promoting, on lands outside the UGB, ongoing agricultural and other natural resource and open space uses, such as preservation of natural resources, public and private outdoor recreation, uses that foster public health and safety, and productive investment for farming enterprises:

(2) Encourages efficient growth patterns and protects the quality of life of the citizens of Novato by concentrating future residential, commercial and industrial growth in areas already served by urban services, consistent with the availability of infrastructure and services;

(3) Improves the City's ability to provide municipal services, and discourages the provision of City services to sprawling developments in outlying agricultural and open space lands which greatly increases the cost of such services;

(4) Protects open space and community separators surrounding the City;

(5) Manages the City's growth in a manner that fosters and protects the rural character of Novato while encouraging appropriate economic development in accordance with the City's unique local conditions;

(6) Does not impose any numerical or percentage limit on the development of housing units in the City:

Title City,

(7) Allows the City to continue to meet its fair share of the affordable and low cost

housing needs of the region; and

(8) Promotes 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.

SECTION 2. General Plan Amendment: Urban Growth Boundary

The General Plan shall be amended as follows:

A. Map Amendments:

LU Map 1 is revised to depict the Urban Growth Boundary as set forth in the attached Exhibit A.

B. Text Amendments:

1. The final paragraph on page vii in the General Plan Summary shall read as follows:

Conclusion

Because there are a limited number of developable parcels in Novato, care was taken to create a balanced community. In summary, the General Plan strives to protect and continue the quality of life that Novato citizens have come to expect and enjoy while improving the economic vitality of Novato.

2. The following text shall be added on page 4, following the first sentence on lines 31-33,

in the introduction:

The Plan includes an Urban Growth Boundary, approved by the voters in 1997, to encourage planned, managed growth.

3. The following text at lines 32-33 on Page I-20 shall be deleted:

The City seeks to avoid the pattern of urban sprawl by concentrating development within the City and its Sphere of Influence:

4. The following text shall be added after page I-20, line 49, in the Land Use Chapter: The establishment of any Urban Service Area shall be consistent with the Urban Growth

Boundary policies set forth below.

Urban Growth Boundary
The City seeks to protect agricultural, natural resource, open space and community separator uses, public and private outdoor recreation, uses that foster public health and safety, and farming enterprises as well as encourage efficient growth patterns that foster and protect the rural character of Novato while encouraging appropriate economic development in accordance with the City's unique local conditions.

The establishment of an Urban Growth Boundary will protect the quality of life of the citizens of Novato by concentrating future residential, commercial and industrial growth in areas already served by urban services. The Urban Growth Boundary will improve the City's ability to provide municipal services and discourage the provision of City services to sprawling developments in outlying agricultural and open space lands which greatly increases the cost of such services.

5. LU Policy 10 and 10A and LU Programs 10.1, 10.2, and 10.3 lines 1-15, on page I-21

shall read as follows:

LU Objective 4 Establish clear limits to urban development outside the Novato City Limits.

LU Policy 10 Boundaries of Sphere of Influence and Urban Growth Boundary. The Sphere of Influence boundaries are shown on LU Map 1 (and most maps in the Plan). The Urban Growth Boundary is shown on LU Map 1.

LU Program 10.1: Request that the Marin County Local Agency Formation Commission (LAFCO) revise the Novato Sphere of Influence in accordance with the Novato General Plan.

LU Program 10.2: Study potential Urban Service Areas as defined by LAFCO and consider amending the General Plan to delineate them and adopt appropriate policies.

LU Program 10.3: Request that LAFCO and the County of Marin recognize the Urban

Growth Boundary in their official plans.

LU Policy 10A <u>Urban Growth Boundary</u>. An Urban Growth Boundary is established, as shown on LU Map 1. Land use designations outside the Urban Growth Boundary have been established for long-term planning purposes. For the 20-year duration of the Urban Growth Boundary, development outside the Urban Growth Boundary shall be limited to nonurban uses such as agricultural, conservation, parkland, and open space uses except as provided herein. The City, its departments, boards, commissions, officers and employees, shall not grant, or approve any general plan amendment, rezoning, or zoning ordinance amendment, specific plan, master plan, precise development plan, tentative or final subdivision map, conditional use permit, building permit or any other discretionary or ministerial land use or development approval or entitlement for urban land uses outside the Urban Growth Boundary except as provided in this policy.

Full Text of Measure G - Continued Next Page



MEASURE G, Continued

All City departments, boards, commissions, officers and employees shall act on applications for land use approvals or entitlements outside the Urban Growth Boundary consistent with state law in a manner that avoids any approval of such applications by operation of state or other law.

Until November 4, 2017, the foregoing Policy 10A, and LU Map 1 as it depicts the Urban Growth Boundary may be amended only by a vote of the people or pursuant to any of the

procedures set forth below.

a. To comply with state law regarding the provision of housing for all economic segments of the community, the City Council may amend the Urban Growth Boundary in order to accommodate lands to be designated for residential uses, provided that no more than ten acres of land may be brought within the Urban Growth Boundary in any calendar year. Such an amendment may be adopted only upon the affirmative vote of a majority of the Council, and if the City Council makes each of the following findings:

(1) That the land is immediately adjacent to existing comparably developed areas and the applicant for the redesignation (or the City if City-initiated) has provided evidence that the Novato Fire Protection District, Novato Police Department, Novato Community Development Department, the North Marin Water District, Novato Sanitary District, and the School District have adequate capacity to accommodate the proposed development and provide it with adequate public services;

(2) That the proposed development will consist of primarily low and very low income housing

pursuant to the Housing Element of the General Plan;

(3) That there is no existing residentially designated land available within the Urban Growth Boundary that can feasibly accommodate the proposed development;

(4) That it is not reasonably feasible to accommodate the proposed development by redesignating

lands within the Urban Growth Boundary for low and very low income housing; and

(5) That the proposed development is necessary to comply with state law requirements for the provision of low and very low income housing.

b. To avoid an unconstitutional taking of private property, the City Council may extend the Urban Growth Boundary, by the affirmative vote of a majority of the Council, if it finds that:

(1) The implementation and/or application of the UGB would otherwise constitute a taking

of a landowner's property for which compensation must be paid; and

(2) The extension of the UGB and land use designations associated with the extension will allow additional land uses only to the minimum extent necessary to avoid such a

taking of the landowner's property.

- c. To promote the public health, safety, and welfare, the City Council may, by the affirmative vote of a majority of the Council, amend the Urban Growth Boundary if it finds that such amendment is necessary for the development of a public park, public school, public facility, or public open space project, and such amendment is otherwise consistent with the General Plan then in effect.
- d. To promote the public health, safety, and welfare, the City Council may, by the affirmative vote of a majority of the Council, amend the Urban Growth Boundary if they make each of the following findings:

(1) The amendment is the only feasible method of addressing a significant threat to

the public health, safety, and welfare;

(2) The amendment would not provide for new development; and

(3) The amendment only involves developed or substantially developed lands.

e. The City Council may, by the affirmative vote of a majority of the Council, exempt projects that have a vested right under law to proceed with development, if the Council determines that the exemption is necessary for the project to proceed consistent with that vested right.

6. LU Policy 11 on page I-21, lines 17-19, shall read as follows:

LU Policy 11 Annexations to Sanitary District. Consider, on a case-by-case basis, supporting connection of property outside the City limits to the Novato Sanitary District, if the City determines it necessary for public health and safety, or for any reason defined in the exceptions to the Urban Growth Boundary which are listed on page I-21 of the General Plan.

LU Program 11.1: Request that the Marin County Local Agency Formation Commission refer proposals for inclusion in the area served by the Novato Sanitary District to the City for review

and comment and act favorably on the City's recommendations.

7. The text on page I-22, lines 23-28, in the Land Use Chapter shall read as follows:

Interjurisdictional Coordination

Development and environmental protection in Novato involve various agencies in addition to the City of Novato. School, fire, water, wastewater treatment and disposal, flood control, and transportation services are provided by other public agencies. Land use policies and development in other cities and in unincorporated areas near Novato affect the City. Therefore, cooperative planning among jurisdictions is important to avoid land use conflicts and ensure efficient allocation of public services.

It is particularly important for the City and County to coordinate. Communication, referral, and sometimes formal agreements will ensure consistent implementation of the City's General

Plan and the Marin Countywide Plan.

The establishment of an Urban Growth Boundary increases the need for City-County coordination on lands immediately surrounding the City.

8. LU Policy 16 and LU Program 16.1 are added to read as follows:

LU Policy 16 Coordination with Marin County. Coordinate policies and land use planning with the County of Marin for areas outside the Urban Growth Boundary, including the Gnoss Field area, Black Point, Indian Valley, and other areas.

LU Program 16.1: Request the County of Marin to work with the City to prepare a specific

plan for the Gnoss Field area and for other areas, as necessary.

SECTION 3. Implementation

A. Upon the effective date of this initiative, the initiative shall be deemed to have amended the General Plan in accordance with its terms, except that if the four amendments of the mandatory elements of the General Plan permitted by state law for any given calendar year have already been utilized in the year of this initiative's effective date and prior to such effective date, then the General Plan amendment specified herein shall be deemed effective on January 1 of the following year.

B. If another ballot measure is placed on the same ballot as this initiative, and if such other ballot measure governs growth boundaries or growth policies for the City of Novato or otherwise purports to deal with the same subject matter as this initiative, and if both measures should pass, the voters expressly declare their intent that this measure conflicts with such other measure, and that the measure which obtains the most votes shall control.

C. Should any section, subsection, clause or provision of this Ordinance for any reason be held to be invalid or unconstitutional, such invalidity or unconstitutionality shall not affect the validity of the remaining portions of this Ordinance; it being hereby expressly declared that this Ordinance, and each section, subsection, sentence, clause and phrase hereof would have been prepared, proposed, and adopted by the people, irrespective of the fact that any one or more sections,

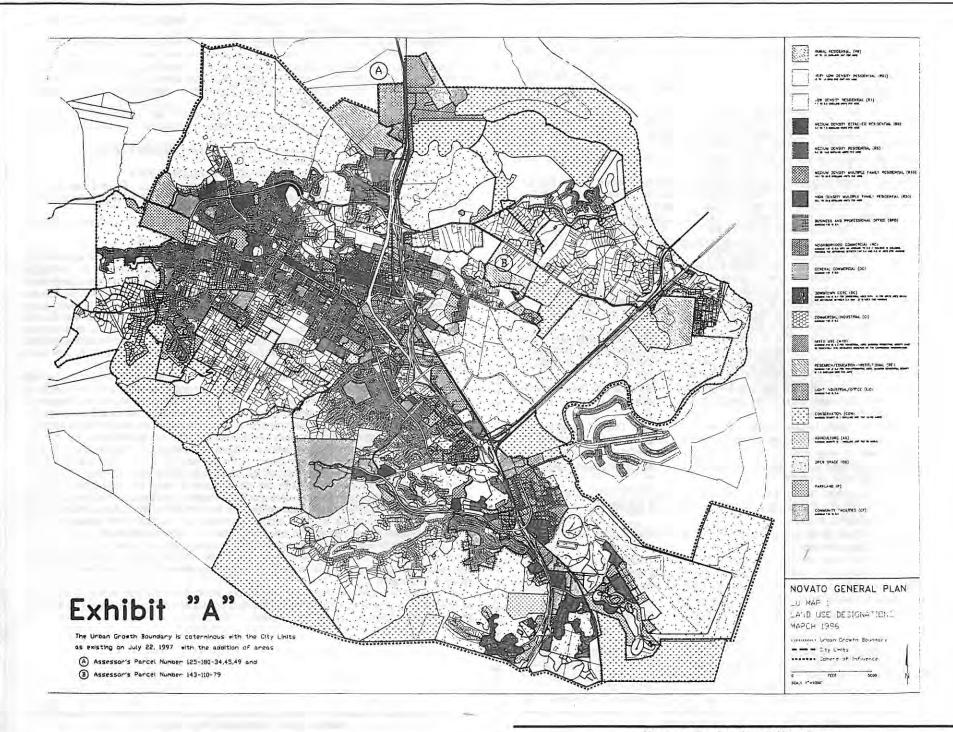
subsections, sentences, clauses or phrases be declared invalid or unconstitutional. D. The General Plan may be reorganized, individual provisions of the General Plan may be renumbered or reordered, and provisions of the General Plan other than the provisions added by this initiative may be amended, by the City Council in the course of ongoing updates of the General Plan in accordance with the requirements of state law. Notwithstanding any such reorganization, renumbering, reordering or amendment of the General Plan, the provisions added to the Plan by this initiative shall continue to be included in the General Plan until the twentieth anniversary of the effective date of this initiative, except to the extent that this initiative has been earlier repealed or amended consistent with its provisions.

E. Unless a different statute of limitation applies under applicable state or federal law, no action or proceeding challenging all or any part of this initiative shall be maintained unless commenced and service made on the City within 120 days from the date that the vote on this

initiative is declared.

F. Pursuant to California Elections Code Section 9217, if the majority of the voters voting on this initiative vote in its favor, it shall become a valid and binding ordinance ten (10) days after the vote is declared by the City Council.





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