Development Review Process: Discretionary Permits and CEQA

May 16, 2015

Presenters:

Kerry Santoro, Deputy Director, <u>ksantoro@sandiego.gov</u> Paul Godwin, Development Project Manager, <u>pgodwin@sandiego.gov</u>



Presentation Overview

- Types of Approvals & Permits
- Permit Review Process
- Noticing
- Tips for Successful CPG Review
- CEQA (California Environmental Quality Act)
- Questions



Development Services Main Webpage

http://www.sandiego.gov/development-services



OpenDSD Webpage

http://www.sandiego.gov/development-services/opendsd/index.shtml



Development Process Webpage

http://www.sandiego.gov/development-services/devprocess/index.shtml



Two Types of Approvals

<u>Ministerial</u>: Administrative decisions by staff (e.g. building permits)

Discretionary: Approval or Denial by a Decision Maker after public notice and/or public hearing (e.g. subdivisions, Coastal & Site Development Permits)



"Entitlement" Definition

- Process of obtaining legal approvals required to develop land for a desired use
- Can describe Ministerial and Discretionary processes but most typically Discretionary



Ministerial Approvals

- Staff-level decision
- Little or no personal/subjective judgment
- Use of fixed standards or objective measurements
- No public notice, appeal process or CPG input
- Construction permits issued based on Code
- "By Right" permits



Discretionary Approvals

- Exercise of judgment/deliberation
- Decision Maker uses discretion to approve or deny
- Findings must be made to support the decision
- Requires public notice, decision may be appealed
- CPG recommendation required
- Not a Building Permit; plans are conceptual
 Type of approvals required based on project scope and location



Samples of Discretionary Approvals

Basis

Approval

Coastal Development Permit:Coastal Zone developmentTentative Map:To subdivide propertyRezone/Plan Amendment:To change allowed land usesPlanned Development Permit:Allow zone flexibility/deviationsConditional Use Permit:To allow uses conditionallyVariance:Relief from regulations when warrantedSite Development Permit:Impacts to environmentally lands, or
surrounding areas, CPIOZ's



FINDINGS

Findings means determinations based upon a statement or set of statements of factual evidence that are used as the criteria for making a decision on a discretionary action.

(Land Development Code)

The result of a judicial examination or inquiry - the results of an investigation

(Merriam Webster)



BASIC FINDINGS

- The proposed development will not adversely affect the applicable land use plan;
- The proposed development will not be detrimental to the public health, safety, and welfare; and
 - The proposed development will comply with the applicable regulations of the Land Development Code, including any allowable deviations pursuant to the Land Development Code.



IMPORTANCE OF FINDINGS

- Findings are located in the permit Resolution(s)
- Legal basis for decision makers approval or denial
- Findings are subjective (discretionary)
- Relating your recommendations/conditions to the Findings give your issues weight



Decision Process Levels

- Process 1 City Staff Decision
 - Ministerial, no appeal process (i.e. Building Permits)
- Process 2 City Staff Decision
 - Appealable to Planning Commission
- Process 3 Hearing Officer Decision
 - Appealable to Planning Commission
- Process 4 Planning Commission Decision
 - Appealable to City Council
- Process 5 City Council Decision
 - No Appeal Process, Final Decision



* Processes 2-5 are Discretionary *

Development Review Process Workshop Decision Processes





Process 2



Notice of Future Decision – CPG has right to request 20 business day extension. Per SDMC Section, 112.0503(b)







CIP Decision Processes

PROCESS TWO - CIP



PROCESS FIVE - CIP



Development Project Managers

- All Discretionary projects require a DPM
- DPM manages the multi-discipline project review
- Serves as the project's single point of contact
- Prepares assessment letters, staff reports, permits, findings & required approval documents
- Presents the project at public hearings
- Advocates for the process not the project





Project Submittals

- Project plans & application routed to CPG by City
- CPG is a reviewer in City's Project Tracking System
- DPM enters CPG comments into system
- Additional submittals with significant changes sent to CPG along with Assessment Letters



Assessment Letters

- AL prepared by City Project Manager
- Valuable tool for applicant and CPG
- Outlines project issues, required permits, process level, next steps, resubmittal instructions
- CPG Chair receives copies of all AL's
- AL available approx. 5 weeks after 1st submittal
- AL prepared for each subsequent review
- Most CPGs won't hear projects before 1st AL



Permit Noticing

- Types of Notices:
 - Notice of Future Decision Process 2
 - Notice of Decision Process 2
 - Notice of Application Process 3, 4 & 5
 - Notice of Public Hearing Process 2, 3, 4, 5
- Notices mailed to Chairperson of CPG
- Owners/Occupants in 300' of project site



Notices – Process 2



Notices – Process 3-5



Permit Noticing

- Notices are available on the City's website: http://www.sandiego.gov/city-clerk/officialdocs/notices/index.shtml
- Notices published in the San Diego Daily Transcript: http://www.sddt.com/PublicNotices/
 - Public Hearing Notices



Tips for Successful CPG Review

- Focus on conformity with the Community Plan
- Frame issues within the permit findings
- Take formal action (avoid continuances)
- Project review should be timely
- Communicate with City Project Manager
 - Approve meeting minutes as soon as possible



CPG Recommendations

- Include actual vote count
- Provide enforceable conditions that have a nexus and a trigger (i.e. prior to Building Permit)
- If denied, provide backup documentation
- State why project would adversely effect the community plan, relate to findings
 - Relate to community plan elements & goals Email recommendation to DPM

Written recommendation is your primary tool



Hearing Staff Reports

CPG



Recommendation



REPORT TO THE HEARING OFFICER

 HEARING DATE:
 May 20, 2015
 REPORT NO. HO-15-072

 ATTENTION:
 Hearing Officer

 SUBJECT:
 LOGAN AVENUE MAP WAIVER - PROJECT NO. 393899

 LOCATION:
 2762 Logan Avenue and 2761 Marcy Avenue

 APPLICANT:
 Keyrock Investments, LLC

 SUMMARY
 Keyrock Investments, LLC

Issue(s): Should the Hearing Officer approve a tentative map waiver to allow a two unit condominium conversion project?

Staff Recommendation(s) - APPROVE Tentative Map Waiver No. 1380543.

Community Planning Group Recommendation – On March 10, 2015, the Southeastern San Diego Community Planning Group voted 10-0-0 to recommend approval of the project with the condition that landscaping and all fences and walks should meet City standards (Attachment 9).

Environmental Review: The project was determined to be exempt pursuant to California Environmental Quality Act (CEQA) Guidelines Section 15301(k) (Existing Facilities). This project is not pending an appeal of the environmental determination. The environmental exemption determination for this project was made on February 19, 2015 and the opportunity to appeal that determination ended March 5, 2015.

BACKGROUND

The 7000-square-foot project site is located at 2762 Logan Avenue and 2761 Marcy Avenue in the MF-3000 Zone of the Southeastern San Diego Planned District (SESDPD) within the Southeastern San Diego Community Plan area (Attachments 1, 2). The Southeastern San Diego Community Plan designates the proposed project site for Low Density Residential at a density range of five to ten dwelling units per acre (Attachments 3). The site is surrounded by residential development and within an urbanized portion of the city developed since the early 1900's with residential uses. The property is legally described as Lots 39 and 40 in Block 3 of Reed and Hubbell's Addition according to Map No. 327, filed June 30, 1886.

- CPG vote a critical component of the process
- CPG vote included prominently in all staff reports
- CPG's concerns addressed in Report
- CPG's minutes included as report attachment

Hearing Staff Reports

• Hearing Staff Reports available on-line

• Hearing Officer:

http://www.sandiego.gov/developmentservices/industry/hearingofficer/reports/index.shtml

• Planning Commission:

http://www.sandiego.gov/planningcommission/documents/pcreports/index.shtml

• City Council:

http://www.sandiego.gov/city-clerk/index.shtml



Appealing Project Decisions

- Information Bulletin No. 505, "Appeal Procedure" <u>http://www.sandiego.gov/development-</u> <u>services/pdf/industry/infobulletin/ib505.pdf</u>
- If appealing a project as CPG chairperson, appeal basis must be consistent with community group vote and the \$100 appeal fee will be waived.
- Appeal application must be complete and submitted in a timely manner.
- Be as specific as possible, individually list appeal points to provide a clear basis. Use Findings!

The City of San Diego California Environmental Quality Act (CEQA)



Planning Department Organizational Chart

The Planning Director is now authorized to implement CEQA per the San Diego Municipal Code

Tom Tomlinson, Interim Planning Director

(Vacant) Deputy Director

ERA



Development Services Organizational Chart

DSD is authorized by MOU to implement CEQA for private projects on behalf of the City of San Diego Planning Director

Robert Vacchi, Director

Elyse Lowe, Deputy Director

Kerry Santoro, Deputy Director

Project Management Intake & Submittal Permit Planning Environmental Analysis Section Landscape Review Permit & Zoning Information Mitigation Monitoring Coordination

- "California Environmental Quality Act", a State law passed in 1970
- It is a process triggered by a discretionary action to disclose to the public and decision makers the environmental impacts of development projects.
- Requires identification and adoption of feasible mitigation measures and/or alternatives for the significant environmental effects of project

What is CEQA ?




Purpose of CEQA

- Inform decision makers and the public about the possible environmental effects of projects
- Identify ways environmental damage can be avoided or reduced
- Prevent or avoid damage to the environment through alternatives or mitigation
- Disclose to the public reasons a project is approved even if it leads to environmental impacts



Produce a legally defensible document and, pursuant to Section 128.0103(b) of the Land Development Code, an <u>unbiased</u> impact analysis.

Unlike other members of the reviewing team, EAS does not make any recommendation to approve or deny a project.

Maintain <u>independence</u> and <u>objectivity</u> while conducting the environmental review. This mandate is emphasized in City Attorney's Opinion Number 95-2.



Pre-Public Review CEQA Process

- Preliminary Review for Completeness of Application
 - Determine if action is discretionary
 - Determine whether action is a project
- Review for Exemption
 - General Rule
 - Statutory Exemption
 - Categorical Exemption
- Commence Initial Study and complete within 30 days.
 - Based on results, conclude previously addressed or prepare ND, MND, Addendum, EIR, or other document.



Significance Thresholds

- Adoption not required by CEQA
- Thresholds provide staff with guidance on determining the significance of an impact
- If an impact is determined to be significant, mitigation or an Environmental Impact Report is required.
- Lower thresholds result in more significant impacts and preparation of more Environmental Impact Reports when impacts cannot be mitigated.



Significance Thresholds

 Used for evaluating significance on <u>all</u> discretionary projects submitted to the City



Evaluation Guidelines

- CEQA Statutes and Guidelines
- Biology Guidelines
- Historical Resources Guidelines
- Community Plans
- Land Development Code
- Technical Reports
- Significance Thresholds



EAS Coordinates With

Within the City (Regulator)

- Historic Resources Board staff
- Multiple Species Conservation Program staff
- fire prevention officer
- transportation engineers
- hydrology/water quality engineers
- geologists
- biologists
- historical resources specialists
 - noise experts
 - permit planners
- landscape planners
 - long range planners



EAS Coordinates With

Other Regulators

- California Department of Transportation (CALTRANS)
- U.S. Fish and Wildlife Service
- Army Corps of Engineers
- Regional Water Quality Control Board
- County Environmental Health
- County Air Pollution Control District
- California Department of Fish and Wildlife



Exemptions

- Statutory Exemptions
 - Used to exempt ministerial (e.g., building permits and Substantial Conformance Review) and certain types of discretionary projects (e.g., emergency projects, pipelines less than a mile) regardless of impacts.
 - **Categorical Exemptions**
 - Used to exempt certain types of discretionary projects where there is no "reasonable possibility" for a significant impact.



Result of the Analysis: the Draft Environmental Document

- Negative Declaration (ND)
 - No significant effect
- Mitigated Negative Declaration (MND)
 Significant effects are mitigated

Environmental Impact Report (EIR) – If there is substantial evidence, that a project may have a significant effect that cannot be mitigated



Environmental Impact Report

- Analyzes significant effects and discusses ways to mitigate
- Project Alternatives are analyzed
- Cumulative impacts are analyzed separately
- Projects may be approved with significant unmitigated impacts
- Findings and Statement of Overriding Considerations must be adopted



Role of the Consultant

- Hired by the applicant
- Helps in the preparation of technical studies
- <u>All</u> work is subject to review and approval by City staff



CEQA EIR Alternatives

- Lead agency [City] shall consider a reasonable range of alternatives that would foster informed decision-making and public participation
- CEQA Alternatives must:
 - Avoid or substantially lessen any significant environmental effect of the project
 - Feasibly attain most of the basic goals and objectives of the project



CEQA Alternatives

- No Project Alternative
- Alternatives Considered but Rejected
- Environmentally Superior Alternative





Public Review

- 45 calendar-days
- Staff responds to public comments. Environmental document revised if necessary.

 Final document typically distributed 14 days before first public hearing

Project Decision



- Certify/adopt environmental document
- Approve project
- Notice of Determination (NOD) filed; sets limits on legal challenges

Environmental Appeals Regulations



Environmental Appeals Regulations - Why?

CEQA and the City's Municipal Code require appeals to Council of:

- Exemptions
- Negative Declarations
- Mitigated Negative Declarations
- Environmental Impact Reports
- NOT Required:
- "Not a Project"
- Consistency (15162) Determinations



Environmental Notice of Right to Appeal



Date of Notice: January 9, 2014 NOTICE OF RIGHT TO APPEAL ENVIRONMENTAL DETERMINATION DEVELOPMENT SERVICES DEPARTMENT

PROJECT NAME/NUMBER: AMENDMENTS TO THE MUNICIPAL CODE AND LOCAL COASTAL PROGRAM RELATED TO MOBILE FOOD TRUCKS

COMMUNITY PLAN AREAS: City-wide

COUNCIL DISTRICTS: All

LOCATION: On public street rights of way throughout the City of San Diego and on private properties.

PROJECT DESCRIPTION: Creation of a new use category in the City's zoning code to regulate mobile food truck operations that involve sales of food and beverage (pre-packaged or prepared and served from the vehicle or an attached trailer) from a motorized vehicle to the general public for consumption on or off of the premises. Municipal Code Chapters 13 and 15 would identify the allowable zone locations, and regulatory criteria would be identified in Section 141.0612.

ENTITY CONSIDERING PROJECT APPROVAL: City of San Diego

ENVIRONMENTAL DETERMINATION: Categorically exempt from CEQA pursuant to CEQA State Guidelines Sections 15301(c) [Existing Facilities] and 15311(c) [Accessory Structures].

ENTITY MAKING ENVIRONMENTAL DETERMINATION: City of San Diego Development Services Department

Environmental Appeals Regulations Appeal Hearings

- City Council Hearing
- By a majority vote, the Council may:
 - Deny the appeal and uphold the determination
 - Grant the appeal and make superseding environmental determination or CEQA findings
 - Grant the appeal, set aside the determination, and remand for reconsideration



CEQA Statutes, Guidelines and Cases http://ceres.ca.gov/ceqa/

City CEQA Implementation Ordinances

http://clerkdoc.sannet.gov/legtrain/mc/MuniCodeChapter12/Ch1 2Art08Division01

http://clerkdoc.sannet.gov/legtrain/mc/MuniCodeChapter12/Ch1 2Art08Division02

City Significance Thresholds

http://www.sandiego.gov/developmentservices/news/newslist.shtml



Contacting Us

- Project Management (619) 446-5220
- Community Planning (619) 235-5200
- Development & Permit Information (619) 446-5000
- Code Enforcement (619) 236-5500
- General Information (619) 446-5000
 - Internet: www.sandiego.gov



Thank you for your participation!

ANY QUESTIONS?

