## County of Fresno

# Planning Commission Staff Report Agenda Item No. 4 November 17, 2022 

| SUBJECT: | Variance Application No. 4130 \& Environmental Review No. 8207 |
| :--- | :--- |
|  | Allow the creation of three parcels: a 2.8-acre parcel, a 1-acres <br> parcel, and a 1-acre from an existing 4.8-acre parcel within the AE- <br> 20 (Exclusive Agricultural, 20-acre minimum parcel size) Zone <br> District. |
| LOCATION: | The subject parcel is located on the north side of E. Huntsman <br> Ave., approximately 630-feet west of S. Englehart Ave., the parcel <br> is approximately 0.33-miles east from the City of Reedley (APN: <br> $370-240-32 s) ~(20820 ~ E . ~ H u n t s m a n ~ A v e) ~.(S u p . ~ D i s t . ~ 4) . ~$ |
| OWNER: | George Salwatzky |
| APPLICANT: | Bill Bogdanov |
| STAFF CONTACT: | Elliot Racusin, Planner <br> (559) 600-4245 |
|  | David Randall, Senior Planner <br> (559) 600-4052 |

## RECOMMENDATION:

- Deny Variance Application No. 4130 based on the analysis of the required findings in the Staff Report; and
- Direct the Secretary to prepare a Resolution documenting the Commission's action.


## EXHIBITS:

1. Conditions of Approval and Project Notes
2. Location Map
3. Existing Zoning Map
4. Existing Land Use Map
5. Variances within a quarter mile of subject parcel
6. Site Plans and Detail Drawings
7. Applicant's Variance Findings
8. Photos

SITE DEVELOPMENT AND OPERATIONAL INFORMATION:

| Criteria | Existing | Proposed |
| :--- | :--- | :--- |
| General Plan Designation | Agricultural | No change |
| Zoning | AE-20 (Exclusive Agricultural, 20- <br> acre minimum parcel size) Zone <br> District. | No change |
| Parcel Size | 4.82 -acre parcel | Parcel A: 2.80-acres, <br> Parcel B: 1.007-acres, <br> Parcel C: 1.007-acres |
| Project Site | Single Family Residence on the <br> southern section, unused area <br> towards the northern section | Split the parcel into three <br> parcels |
| Structural Improvements | Single Family Residence | No change |
| Nearest Residence | 110 feet west of the subject parcel | No change |
| Surrounding <br> Development | Agricultural fields \& Single-Family <br> Residences | No change |

## EXISTING VIOLATION (YIN) AND NATURE OF VIOLATION: N

## ENVIRONMENTAL ANALYSIS:

It has been determined that the proposed project will not have a significant effect on the environment and is not subject to further analysis under the California Environmental Quality Act (CEQA) pursuant to Section 15061(b)(3) : Common Sense Exemption (Ex: It can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment)

## PUBLIC NOTICE:

Notices were sent to 15 property owners within 1,320 feet of the subject parcel, exceeding the minimum notification requirements prescribed by the California Government Code and County Zoning Ordinance.

## PROCEDURAL CONSIDERATIONS:

A Variance Application may be approved only if four Findings specified in the Fresno County Zoning Ordinance, Section 873-F are made by the Planning Commission.

The decision of the Planning Commission on a Variance Application is final, unless appealed to the Board of Supervisors within 15 days of the Commission's action.

The minimum parcel size that may be created in the AE-20 Zone District is 20 acres. A property owner may not create parcels with less than the 20 -acre minimum parcel size if they do not qualify under the conditions listed in Section 817.5, or unless the substandard-size parcel is approved through the Variance process. The previous residential use and nonconforming status of the subject parcel does not exempt the property from the 20 -acre minimum established to protect productive farming units and limit residential density to the standards of the Zone District.

## BACKGROUND INFORMATION:

Located along E. Huntsman Ave., the subject 4.82-acre property is currently developed with a single-family residence including a septic system and water well. The remainder of the property is vacant and undeveloped. Surrounding land uses consist of farmland with sparsely located single family residences.

County Records indicate that prior to March 31, 1977 the subject parcel and other parcels in the area were zoned A-1 (Agricultural District; 100,000 square feet minimum parcel size required). Amendment Application (AA) No. 2870 approved on August 31, 1976 (Ord. No. 490-A-1506) rezoned the parcels from the A-1 District to the current zoning of AE-20 (Exclusive Agricultural, 20-acre minimum parcel size) Zone District.

There were no variances proposed within a $1 / 4$ mile of the subject parcel.
Finding 1: There are exceptional or extraordinary circumstances or conditions applicable to the property involved which do not apply generally to other property in the vicinity having the identical zoning classification.

|  | Current Standard: | Proposed Configuration: | Is Standard Met <br> (y/n): |
| :--- | :--- | :--- | :--- |
| Setbacks | AE-20 <br> Front: 35 feet <br> Side: 20 feet <br> Rear: 20 feet | No change | Yes |
| Parking | N/A | N/A | N/A |
| Lot Coverage | No requirement | N/A | N/A |


|  | Current Standard: | Proposed Configuration: | Is Standard Met <br> (y/n): |
| :--- | :--- | :--- | :--- |
| Separation <br> Between Buildings | No requirement for <br> residential or <br> accessory structures, <br> excepting those used <br> to house animals which <br> must be located a <br> minimum of 40 feet <br> from any human- <br> occupied building | N/A | N/A |
| Wall Requirements | N/A | N/A | N/A |
| Septic <br> Replacement Area | 100 percent of the <br> existing system | No change | N/A |
| Water Well <br> Separation | Building sewer/ septic <br> tank: 50 feet <br> Disposal field: 100 feet <br> Seepage pit/cesspool: <br> 150 feet | Any existing or proposed <br> water wells will be required <br> to meet minimum setbacks <br> (separation) from proposed <br> septic systems. | Yes |

## Reviewing Agency/Department Comments Regarding Site Adequacy:

## Zoning Section of the Department of Public Works and Planning:

A Nitrogen Loading Analysis is required prior to Permit issuance.
Road Maintenance and Operations Division of the Department of Public Works and Planning:

The applicant will need to dedicate 23 feet of additional road right-of-way across the parcel frontage on Huntsman Ave to comply with the General Plan.

No other comments specific to the adequacy of the site were expressed by reviewing Agencies or Departments.

## Finding 1 Analysis:

In support of Finding 1, the Applicant states the newly created parcel will be given to their children for purposes of building a home and ensuring their "part of our legacy" to be intact thus constituting an extraordinary circumstance.

With regard to Finding 1, staff does not agree that the desire to create a secondary living abode requires a parcel creation. One's desires to give land to their children is not relevant nor constitutes an extraordinary physical characteristic or circumstance which is unique to the property. The circumstance is a personal issue that all properties may or may not have.

The creation of smaller parcels and subsequent residential development have the potential to increase residential density beyond what is allowed in the AE-20 Zone District.

## Recommended Conditions of Approval:

None.

## Finding 1 Conclusion:

Finding 1 cannot be made as there are not any extraordinary circumstances relating to the property that do not apply to other properties in the same zone classification.

## Finding 2: $\quad$ Such Variance is necessary for the preservation and enjoyment of a substantial property right of the applicant, which right is possessed by other property owners under like conditions in the vicinity having the identical zoning classification.

## Reviewing Agency/Department Comments:

No comments specific to the preservation of a substantial property right were expressed by reviewing Agencies or Departments.

## Finding 2 Analysis:

In support of Finding 2, the applicant did not directly address the finding, but did assert that the newly created parcels shall be used by his family members, and the "acreage will not be sold...(the parcels) will be gifted to them. Their plan is to make this their permeant home."

With regard to Finding 2, variances can only be used to provide relief to preserve the "substantial property right" to be able to utilize a property for the intended use of the zoning. If regulations and unique physical attributes prohibit this property from realizing $\neg$ any reasonable use intended under the zoning, a Variance would be appropriate to preserve the "substantial property right" such as the ability to be able to build a home on the site; and staff and/or applicant was unable to identify any situation that would constrain the property and create a deficit of a property right enjoyed by other owners in the vicinity, under the same zoning.

There is no physical characteristic that prevents the property owners from utilizing the land for the allowed uses in the zoning, hence no substantial property right is in jeopardy and a variance is not warranted. The property owners may add a second residence to the existing property as allowed by the ordinance, but the creation of a parcel smaller than the required size is not consistent with the Zoning Ordinance or General Plan.

## Recommended Conditions of Approval:

## None.

## Finding 2 Conclusion:

Finding 2 cannot be made based on the above analysis as subdividing the parcel in this circumstance would not create a situation where it creates a loss of a substantial property right of the applicant, which right is possessed by other property owners under like conditions.

Finding 3: $\quad$ The granting of a variance will not be materially detrimental to the public welfare or injurious to property and improvement in the vicinity in which the property is located.

## Surrounding Parcels

|  | Size: | Use: | Zoning: | Nearest Residence: |
| :--- | :--- | :--- | :--- | :--- |
| North: | 4.98 -acres | Open land with a single- <br> family residence | AE-20 | Approximately 1,000 feet |
| South: | $36-75$ acres | Field crops with a single- <br> family residence | AE-20 | Approximately 540 feet |
| East: | 19.61 -acres | Field crops with a single- <br> family residence | AE-20 | Approximately 300 feet |
| West: | 4.82 -acres | Field crops with a single-- <br> family residence | AE-20 | Approximately 1,000 feet |

## Reviewing Agency/Department Comments:

No comments specific to land use compatibility were expressed by reviewing Agencies or Departments.

## Finding 3 Analysis:

In support of Finding 3, the Applicant's Findings imply however do not adequately address that the granting of the Variance will not be detrimental to the public welfare or injurious to property or improvements in the vicinity.

Regarding Finding 3, it is the intention of the Applicant, if this Variance is approved, to divide the existing parcel into three smaller parcels, which would likely be developed separately with single-family dwellings; as such, there would be an increase in residential density, necessitating the installation of additional domestic wells and septic systems to serve the future development.

As the subject parcel is not within a water-short area, the potential for impacts to neighboring wells is minimal.

While the impact of this singular variance may not constitute a materially detrimental impact, staff notes that the creation of three separate legal non-conforming parcels has the potential to increase residential density in the area by allowing additional single-family residences by right on the new parcels and a 2nd residence through a Director Review and Approval on the new parcels. Cumulatively this and other such increases in residential density has the potential to conflict with adjacent agricultural operations in the area, the minimum acreage requirement of the AE20 Zone district is intended to arrest this parcellation pattern and limit the potential conflicts between residential and agricultural activities. However, the limited scale of this individual request by itself is not a significant material detriment to properties in the vicinity.

## Recommended Conditions of Approval:

None.

## Finding 3 Conclusion:

Finding 3 can be made, based on the above information and with adherence to the requirements included as project notes and all mitigation measures, the proposal will not have adverse effects upon surrounding properties.

## Finding 4: $\quad$ The granting of such a variance will not be contrary to the objectives of the General Plan.

| Relevant Policies: | Consistency/Considerations: |
| :---: | :---: |
| General Plan Policy: LU-A.6: The County shall maintain twenty (20) acres as the minimum permitted parcel size in areas designated Agriculture, except as provided in Policy LU-A. 9. | Inconsistent: The subject property is zoned AE-20 which requires 20-acre minimum parcel size. The subject Variance request proposing to create three parcels: Parcel A: 2.80-acres, Parcel B: 1.007-acres, Parcel C: 1.007-acres from an existing 4.82acre parcel for purposes inconsistent with this policy. |
| General Plan Policy LU-A. 9: <br> The County may allow creation of homesite parcels smaller than the minimum parcel size required by Policy LU-A.6, if the parcel involved in the division is at least twenty (20) acres in size, subject to the following criteria: <br> a. The minimum lot size shall be sixty thousand $(60,000)$ square feet of gross area, except that a lesser area shall be permitted when the owner submits evidence satisfactory to the Health Officer that the soils meet the Water Quality Control Board Guidelines for liquid waste disposal, but in no event shall the lot be less than one (1) gross acre; and <br> b. One of the following conditions exists: <br> 1. A lot less than twenty (20) acres is required for financing construction of a residence to be owned and occupied by the owner of abutting property; or <br> 2. The lot or lots to be created are intended for use by persons involved in the farming operation and related to the owner by adoption, blood, or marriage within the second degree of onsanguinity, there is only one (1) lot per related person, and there is no | Inconsistent: The subject parcel is below the 20-acre minimum parcel size. The proposal does not qualify for an exception under Policy LU-A.9. |


| Relevant Policies: | Consistency/Considerations: |
| :---: | :--- |
| more than one (1) gift lot per twenty <br> (20) acres; or |  |
| 3. The present owner owned the property <br> prior to the date these policies were <br> implemented and wishes to retain <br> his/her homesite and sell the remaining <br> acreage for agricultural purposes. Each <br> homesite created pursuant to this policy <br> shall reduce by one (1) the number of <br> residential units otherwise authorized <br> on the remainder parcel created from <br> the original parcel. The remainder <br> parcel shall be entitled to no less than <br> one residential unit. |  |
| General Plan Policy LU-A: To promote the |  |
| long-term conservation of productive and |  |
| potentially- productive agricultural lands and |  |
| to accommodate agricultural-support |  |
| services and agriculturally-related activities |  |
| that support the viability of agriculture and |  |
| further the County's economic development |  |
| goals. |  | | Inconsistent: Substandard parcels that are |
| :--- |
| created for residential purposes will likely |
| interfere with agricultural operations on |
| surrounding parcels that are designated and |
| zoned for production of food and fiber and |
| may potentially result in removal of adjacent |
| or neighboring lands from agricultural use. |
| Moreover, it may set a precedent for other |
| landowners to create similar residential |
| parcels in the area, which will compound the |
| incompatibility between the agricultural and |
| residential use of lands located in an area of |
| the County designated and used for |
| agricultural operations. |

## Reviewing Agency Comments:

## Policy Planning Section of the Fresno County Department of Public Works and Planning indicated:

The Agriculture and Land Use Element of the General Plan maintains 20 acres as the minimum parcel size in areas designated for Agriculture. Policies LU-A. 6 states that the County shall generally deny requests to create parcels less than the minimum size specified in areas designated Agriculture. The creation of a 3.3-acre parcel that will be used for residential purposes could create conflict with agricultural uses in the surrounding area designated and zoned to accommodate agricultural uses.

No other comments specific to General Plan Policy were expressed by reviewing Agencies or Departments.

## Finding 4 Analysis:

In support of Finding 4, the Applicant states "the five acres is part of our legacy... (it is our desire is to) keep this home... in the family."

General Plan Goal LU-A is "to promote the long-term conservation of productive and potentiallyproductive agricultural lands and to accommodate agricultural support services and agriculturally-related activities that support the viability of agriculture and further the County's economic development goals." The application is directly contrary to General Plan Policy LU-A. 9 which requires that the County shall maintain twenty (20) acres as the minimum permitted parcel size in areas designated Agriculture.

The project would be contrary to the Goals and policies of the General Plan. The General Plan Policy LU-A. 9 does contain provisions which allow for the creation of substandard-sized lots for the creation of home site parcels, subject to certain specific criteria. This application does not meet the required criteria listed under Policy LU-A. 9 to allow creation of a substandard size lot.

## Finding 4 Conclusion:

Finding 4 cannot be made as the project would be contrary to General Plan Goal LU-A, Policies LU-A.6, and LU-A. 9 in the General Plan.

## PUBLIC COMMENT:

No public comment was received as of the date of preparation of this report.

## SUMMARY CONCLUSION:

The existence of personal desires and personal circumstance is not a basis for granting a variance. Granting of the variance could be construed as inconsistent with Government code section 65906 which prohibits granting of unqualified variances and states in part"...shall constitute a grant of special privileges inconsistent with the limitations upon other properties in the vicinity and zone in which such property is situated."

Based on the factors cited in the analysis, the required Findings for granting the Variance Application cannot be made:

- There are no exceptional or extraordinary circumstances or conditions applicable to the


## property,

- The variance is not necessary for the preservation and enjoyment of a substantial property right of the applicant, which right is possessed by other property owners under like conditions in the vicinity, and
- The application is contrary to the goals and policies of the General Plan.


## PLANNING COMMISSION MOTIONS:

## Recommended Motion (Denial Action)

- Move to determine that required Findings $1,2, \& 4$ cannot be made as stated in the staff report and move to deny Variance Application No. 4130; and
- Direct the Secretary to prepare a Resolution documenting the Commission's action.

Alternative Motion (Approval Action)

- Move to determine the required Findings can be made (state basis for making the Findings) and move to approve Variance Application No. 4130, subject to the Conditions of Approval and Project Notes listed in Exhibit 1; and
- Direct the Secretary to prepare a Resolution documenting the Commission's action.


## Recommended Conditions of Approval and Project Notes:

See attached Exhibit 1.

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## EXHIBIT 1

## Variance Application (VA) No. 4130 Conditions of Approval and Project Notes

## Conditions of Approval

1. 

Division of the subject parcels shall be in accordance with the site plan (Exhibit 5) as approved by the Planning Commission.
Conditions of Approval reference recommended Conditions for the project.

| Notes |  |
| :--- | :--- |
| $\begin{array}{l}\text { The following Notes reference mandatory requirements of Fresno County or other Agencies and are provided as information to the } \\ \text { project Applicant. }\end{array}$ |  |
| 1. | $\begin{array}{l}\text { Division of the subject property is subject to the provisions of the Fresno County Parcel Map Ordinance. A Parcel Map Application } \\ \text { shall be filed to create the three proposed parcels. The Map shall comply with the requirements of Title 17.72. }\end{array}$ |
| 2. | $\begin{array}{l}\text { The approval of this Variance will expire one year from the date of approval unless the required mapping application to create the } \\ \text { parcels is filed in substantial compliance with the Conditions and Project Notes and in accordance with the Parcel Map Ordinance. }\end{array}$ |
| 3. | $\begin{array}{l}\text { It is recommended that the applicant consider having the existing septic tanks pumped and have the tanks and leach lines evaluated } \\ \text { by an appropriately licensed contractor if it has not been serviced and/or maintained within the last five years. The evaluation may } \\ \text { indicate possible repairs, additions, or require the proper destruction of the system. }\end{array}$ |
| 4. | $\begin{array}{l}\text { Any new development of less than two acres or secondary dwelling may require a nitrogen loading analysis by a qualified } \\ \text { professional, demonstrating to the Department of Public Works and Planning (Department) that the regional characteristics are such } \\ \text { that an exception to the septic system density limit can be accommodated. The Department will refer any analysis to the Regional } \\ \text { Water Quality Control Board, Central Valley Region for their concurrence and input. Any new sewage disposal systems that are }\end{array}$ |
| proposed, shall be installed under permit and inspection by the Department of Public Works and Planning Building and Safety |  |
| Section. Contact Department of Public Works and Planning at (559) 600-4540 for more information. |  |$\}$

## EXHIBIT 1

## Notes

| 7. | If approved, the subdivision will require that a Tentative Parcel Map be prepared in accordance with the Professional Land Surveyors <br> Act, the Subdivision Map Act and County Ordinance. The Tentative Parcel Map application shall expire two years after the approval <br> of said Tentative Parcel Map. |
| :--- | :--- |
| 8. | Upon approval and acceptance of the Tentative Parcel Map and any Conditions imposed thereon, a Final Parcel Map shall be <br> prepared and by a Professional Land Surveyor or Registered Civil Engineer authorized to practice Land Surveying, in accordance <br> with the Professional Land Surveyors Act, the Subdivision Map Act and County Ordinance. Recordation of the Final Parcel Map <br> shall take place within two years of the acceptance of the Tentative Parcel Map unless a Map extension is received prior to the <br> expiration date of the approved Tentative Parcel Map. Failure to record the Final Parcel Map prior to the expiration of said Tentative <br> Parcel Map may void the Parcel Map application. |
| 9. | Prior to site development, all survey monumentation - Property Corners, Centerline Monumentation, Section Corners, County <br> Benchmarks, Federal Benchmarks and Triangulation Stations, etc. - within the subject area shall be preserved in accordance with <br> Section 8771 of the Professional Land Surveyors Act and Section 6730.2 of the Professional Engineers Act. |
| 10. | Highland Avenue is also known as State Highway 43. It is not a County-maintained Road. Caltrans should be consulted regarding <br> any requirements they may have. |
| 11. | According to FEMA FIRM Panel 2650H, the parcel is not subject to flooding from the 100-year storm. <br> 12.Any existing or future access driveway should be set back a minimum of 10' from the property line. <br> 13.Any existing or future entrance gate should be set back a minimum of 20' from the road right-of-way line or the length of the longest <br> truck entering the site and shall not swing outward. |
| 14. | Any future work done within the Caltrans state highway right-of-way to construct a new driveway or improve an existing driveway will <br> require an Encroachment Permit/Clearance from Caltrans. |
| 15. | A grading permit/voucher is required for any future grading with this application. <br> 16.If the variance is approved, a parcel map application will have to be filed with Fresno County to affect the property division. <br> 17.The access easement to Huntsman Ave shall be kept clear from any obstructions for visibility purposes with a 25’’25' corner cutoff. <br> Fences, walls, and hedges shall not exceed three (3) feet in height. Any branches of trees, signs, etc. located within the corner cut- <br> off area must be trimmed and/or maintained at a height of not less than eight (8) feet. |

## EXHIBIT 1

## Notes

| 18． | An encroachment permit is needed from the Road Maintenance and Operations Division for any work done within the road right－of－ <br> way of County of Fresno． |
| :--- | :--- |
| 19. | The applicant should dedicate 23 feet of additional road right－of－way across the parcel frontage on Huntsman Ave to comply with the <br> General Plan． |

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EXHIBIT 2
LOCATION MAP


[^0]STR 36-15/23
EXHIBIT 3
EXISTING ZONING MAP


EXISTING LAND USE MAP


## APPROVED VARIANCES WITHIN A QUARTER MILE RADIUS




OWNER:
GEORGE SAWATZKY
JobSITE ADDRESS:
20820 EAST HUNTSMAN AVE.
Reedley, Calif. 93654.
Tel: 559.859-4042
$\square$

EXHIBIT 6 Page 2

## Intent for Parcel Split

As a young man full of dreams, we purchased this 5 acres in about 1977. It was flat land, a perfect site to build a house for our family. I always desired to build my own home. And that dream was fulfilled in 1979. We finished part one and built the second part about 10 years later. We now have a 2800 sq ft 2 story home with about $1 \frac{1}{2}$ acres of yard. All 4 of our children grew up here and 3 of them were married in this place. Our 8 grandchildren have had many birthday parties out here along with many family gatherings. The land has served our family well and will continue to do so for as long as my wife and I can stay here.

When we purchased this property we were well aware that it was Ag zoned. The place came with a new 230 ft well designed for agriculture. We set a 5 horse pump with the intention to farm. In about 1981 we planted thompson grapes for raisins. I was raised on a raisin farm so that was familiar to me. I could not afford equipment so my dad allowed me to use his. We tried this for a number of years but were not successful and decided to take our losses and pull out the grapes. It was too small to rent so the land stayed bare. In about 1985 the 5 acres to the west of ours was purchased and a nice home was built. My neighbor had a brother in law who was a farmer. We spoke with him and explored the idea of us both planting the same variety and asked if he would be interested in farming both our properties. He agreed and so we both planted Elegant Lady Peaches, a new and thriving variety. That went will for many years until the market was so flooded with Elegant Ladies and the brother in law sold his farming land and operation. We tried to get other farmers to rent but the price was so bad that we were forced to pull out the trees. The acreage is just too small to make farming a profitable option.

We have had discussions with our children about the future. This 5 acres is part of our legacy. Our heart and soul have been poured into this place. The only thing we had hired to build is our pool. They would like to keep this home place in the family. So, we would purpose for the land to service us in another way. Two of our children are renting and would like to have land to build their own home. So we would like to divide 2 one acre parcels in the back. Our desire is to live in our house for about 10 more years. Then my son and his family, who would build on one of the 2 parcels, would trade houses with us. He wants to keep the home place. My daughter is a nurse. She has agreed to assist us in our care for as long as we can stay in our home. She and her family would like to build on the other parcel.

The acreage will not be sold. This will be gifted to them. Their plan is to make this their permeant home. Please call me or email me if their needs to be more clarification.
559-859-4042. gjsawat@gmail.com












[^0]:    Prepared by: County of Fresno Department of Public Works and Planning, Development Services Division

