

Santa Barbara County  
**General Plan Annual Report**  
**Fiscal Year 2004 - 2005**

**October 26, 2005**

# **Santa Barbara County General Plan Annual Report Fiscal Year 2004 - 2005**

## **Table of Contents**

	<b>Page</b>
<b>1. Purpose of the Annual Report .....</b>	<b>1</b>
<b>2. Structure of the Comprehensive Plan and Supporting Documents. ....</b>	<b>2</b>
<b>3. Summary of the Existing Comprehensive Plan.....</b>	<b>2</b>
<b>4. Comprehensive Plan Amendments and Implementation Activities.....</b>	<b>5</b>
<b>5. Housing Element Activity.....</b>	<b>8</b>
<b>6. Three Year Work Program Management: Proposed Amendments to the Comprehensive Plan and Implementation Activities .....</b>	<b>9</b>

### **List of Tables**

<b>Table 1: Santa Barbara County Comprehensive Plan Elements .....</b>	<b>4</b>
<b>Table 2: Regional Housing Needs Allocation for Unincorporated Areas of the County.....</b>	<b>8</b>
<b>Table 3: Housing Income Limits – Santa Barbara County - 2005 .....</b>	<b>9</b>

**Attachment 1: 2005 – 2008 Work Program (Figures 1 and 2)**

**Attachment 2: Draft Revised 2003-2008 Housing Element Appendix I: Analysis of  
Constraints to Housing for Persons with Disabilities**

## 1. Purpose of the Annual Report

California law [Government Code Section 65400(b)(1)] requires all jurisdictions to submit to their legislative bodies an annual report on the status of the general plan and progress toward its implementation. The Planning Agency, who is responsible for investigating and recommending reasonable and practical means for implementing the general plan or elements of the general plan, submits the annual report to the Governor's Office of Planning and Research (OPR) and the California Department of Housing and Community Development (HCD) each year after it is endorsed or adopted by the legislative body. Santa Barbara County's Planning Agency is the *Planning Commission*, which is comprised of a Commissioner appointed by the Supervisor for each of five Districts in the County.

The intent of this law is to ensure that the jurisdiction's general plan directs all land use decisions and that it remains an effective guide for current and future development. The annual report process gives each jurisdiction the opportunity to review Plan policies, standards and guidelines with an objective, global view. The Santa Barbara County Comprehensive Plan is the County's general plan. The Comprehensive Plan includes thirteen elements: seven mandated elements, the Local Coastal Plan, and five optional elements. In addition, there are fourteen major implementation plans to ensure that adopted goals, objectives and action plans are actually carried out. (See Table 1 on page 4 and Figure 1 in Attachment 1). The Comprehensive Planning Division of the County's Executive Office maintains the Comprehensive Plan and monitors its implementation.

The Planning Commission and the County Board of Supervisors oversees the effectiveness and relevancy of the Comprehensive Plan, and its implementation activities, through its annual review, and adoption of the Comprehensive Planning Division's Three-Year Work Program (Attachment 1). This Three-Year Work Program is a "rolling" three year work program in that it identifies, for each year, what projects the division will seek to complete, initiate and make significant progress on over the next three years. Because it is tied to the division's budget, the work program is measured in "Fiscal Years". A Fiscal Year spans a period of time from July 1 to June 30th of the following calendar year. The Three Year Work Program provides a summary of division work items that will update and improve the Comprehensive Plan and its implementing actions while making the division more responsive to emerging community trends and needs.

The Three Year Work Program also reports on changes to the Comprehensive Plan over the reporting period and, as such, has satisfied the requirements of Government Code Section 65400(b)(1). This Annual Report will also describe the County's progress in meeting its regional housing needs over the current reporting period and describes local efforts to remove government constraints to the maintenance, improvement and development of housing to satisfy Government Code Section 65400 (b) (2). The 2003-2008 Housing Element Update (adopted by the Board of Supervisors on March 29, 2004) provides a detailed analysis of the County's housing production, constraints, and efforts to remove or ameliorate those constraints to housing development, particularly affordable housing development.

## **2. Structure of the Comprehensive Plan and Supporting Documents.**

The various core Elements of the Comprehensive Plan were adopted from 1975 (Scenic Highways) through 1981 (Housing). The Local Coastal Program or Plan (LCP), mandated under the state Coastal Act, was prepared and adopted during this time as well. This period also marked the voters' enactment of various tax and spending limitation initiatives, beginning with Proposition 13 in 1978. These measures diminished the County's long-range planning efforts, particularly the implementation of the new Comprehensive Plan beyond the minimum levels necessary to comply with state law and litigation-related mandates.

During the 1980s the various elements of the Comprehensive Plan became outdated and some drawbacks in its structure (topical elements with countywide scope) became apparent. In particular, this structure didn't lend itself well to reflecting some of the differing values and planning concerns of various unincorporated communities, and made it difficult to give detailed guidance in the form of specific policies and development standards. As a result, the updating of the Comprehensive Plan took place through the development and adoption of Community Plans that covered the full range of topical "elements" (issues) within defined geographic areas such as Summerland, Los Alamos, and Orcutt. As part of this effort, the County settled on a more formal structure for organizing the content of the new Community Plans into three functional areas:

- Community Development — land use categories such as Residential and Commercial, redevelopment/revitalization, and public finance;
- Public Facilities & Services — such as circulation, recreation, and wastewater treatment;
- Resources & Constraints — such as biological resources, geology, and visual aesthetics.

## **3. Summary of the Existing Comprehensive Plan**

The existing structure of the county's Comprehensive Plan is based upon the requirements of State law and the direction of the County Board of Supervisors over the last two decades. State law provides the basic framework for the seven mandated elements of the Plan and the Local Coastal Program, the minimum required contents for these elements, and the implementing zoning ordinances. However, over the last decade the County, based upon extensive public input, technical recommendations from staff, and Board and Planning Commission direction, has created a much more detailed approach than minimum state requirements.

The current Comprehensive Plan includes thirteen elements (seven mandated, five optional) and the Local Coastal Program, six adopted community plans plus two in progress, and over twenty major implementation plans to ensure that adopted goals, objectives and action plans are actually carried out. Five separate zoning ordinances also play a key role in providing detailed guidance on implementing the Plan. In response to staff and community frustration with the zoning ordinance format, which is considered excessively voluminous contributing to a cumbersome

permitting process, P&D initiated a Zoning Ordinance Reformatting Project (ZORP). The ZORP has proposed a new Land Use Development Code to streamline information, maintain consistency among ordinance regulations, simplify the amendment process while preserving community uniqueness. The draft Land Use Development Code should be released for public review in November 2005. Substantial public involvement is emphasized in the drafting and adoption of all of these elements, community plans and implementing documents. In addition, the public is kept updated and involved in the growth and development of their communities and the county through the Division's newsletter program (see Figures 1 and 2 in Attachment 1).

The current structure of the Comprehensive Plan has evolved over the last decade to address the following three primary goals.

- **Community-Specific Focus:** Although pioneering in its time, the 1980 Comprehensive Plan was eventually criticized for being so countywide and general that it failed to provide realistic land use and zoning designations or policy guidance. The Community Plans are structured to provide extensively reviewed land use and zoning designations and detailed community-specific policy direction.
- **Permit Streamlining:** During the 1980s and early '90s, the County was harshly criticized for the number and complexity of project-specific Environmental Impact Reports (EIRs) that were required. This was often attributed to the "outdated" Comprehensive Plan. In response, the community plans and the accompanying detailed EIRs and related policies and development standards were designed to maximize the benefits of the "tiering" provisions of the California Environmental Quality Act to minimize future EIRs.
- **Implementation:** The 1980 Plan was also criticized for lack of follow through on implementation of such key measures as provision of adequate services and the revenues to support those services, protection of important resources and community character. The extensive emphasis in the community plans on implementation and the funding of major follow-up projects, the transportation improvement plans, various design guidelines, and the fee studies all address the need for active implementation.

The current structure and approach at least partially addresses these goals. However, a major component of the original work program has not yet been completed. Following adoption of all the Community Plans, the Comprehensive Plan Reformat (the "plan for the Plan") proposes reviewing the remainder of the Comprehensive Plan for the elimination of obsolete and duplicative content. The remaining content would be updated as necessary and re-adopted in the new "Super Element" format. This is a future project and is not included in the Three Year Work Program.

**Table 1: Santa Barbara County Comprehensive Plan Elements**

<b>Elements</b>	<b>Type</b>	<b>Year Adopted</b>
Scenic Highways Element	Optional	1975
Conservation Element	Mandated	1979
Seismic Safety & Safety Element	Mandated	1979
Open Space Element	Mandated	1979
Noise Element	Mandated	1979
Land Use Element	Mandated	1980
Environmental Resource Management Element	Optional	1980
Air Quality Supplement to the Land Use Element	Part of Land Use Element	1981
Coastal Land Use Plan (Local Coastal Plan)	Mandated Coastal Plan	1982
Hazardous Waste Element	Optional	1990
Agricultural Element	Optional	1991
Circulation Element	Mandated	1991
Housing Element	Mandated	2004
Energy Element	Optional	1994
Groundwater Resources Section	Part of Conservation Element	1994
<b>Area Plans</b>		
Montecito Community Plan	Part of Land Use and Circulation Elements	1992
Summerland Community Plan		1992
Goleta Community Plan		1993
Los Alamos Community Plan		1994
Orcutt Community Plan		1997
Toro Canyon Area Plan		2002 - Inland 2004 - Coastal

## **4. Comprehensive Plan Amendments and Implementation Activities**

As noted earlier, the Comprehensive Planning Division of the County Executive Office maintains the Comprehensive Plan and oversees its implementation. The Division also works with communities to develop new Community Plans, as necessary, to reflect distinct community characteristics and development and conservation patterns and goals. The Division's various work efforts and projects are described below.

### **Comprehensive Plan Elements**

This program covers the creation, update and implementation of "functional" elements of the Comprehensive Plan and Local Coastal Plan as well as implementation projects. Sample projects have included updates to the Agricultural and Energy Elements, the Housing Element, the Conservation Element groundwater resources section update and application of the Agriculture-Commercial land use designation to 550,000 acres of rural land. Implementation projects include the Carpinteria Valley Greenhouse Program, the Highway 101 Design Guidelines and Landscape Plan, and affordable housing implementation strategies.

#### Amendments Adopted or Underway in FY '04-'05:

### **2003 – 2008 Housing Element**

The Final 2003 – 2008 Housing Element was adopted in March 2004 and submitted to the Department of Housing and Community Development for their review. In November 2004, the County adopted the Inclusionary Housing and In-Lieu Fee programs. These programs are intended to provide more on-site units in the moderate and workforce categories, and give developers additional in-lieu options including donating land. In April 2005, the County published the Housing Element Implementation Guidelines which is a comprehensive summary of housing programs, policies, procedures and actions from the 2003 – 2008 Housing Element. The FY '05-'06 work program will focus on implementation of the Housing Element's Action Phase including processing a number of zone changes to meet the County's RHNA requirements and completing a number of other housing programs identified in the Housing Element. Further details are provided in Section 5, Housing Element Activity.

### **Agricultural Preserve Uniform Rules**

The County's Agricultural Preserve Uniform Rules are being updated to ensure consistency with the State Williamson Act and amendments to the County's Grading Ordinance. Environmental review was initiated in FY '04-'05. In FY '05-'06, environmental review will be complete and the Uniform Rules amendments will be considered for adoption.

### **Community Planning**

This program covers the creation, update and implementation of community plans. Typical projects have included the County's six adopted community plans (Goleta, Summerland, Montecito, Los Alamos, Orcutt and Toro Canyon Area Plan) as well as the current Santa Ynez Valley and Isla Vista Community Plan efforts. Sample implementation projects include the Design Guidelines, the Goleta and the Orcutt Transportation Improvement Plans (GTIP and OTIP), Old Town Orcutt zoning ordinance revisions as well as two major fee studies for Orcutt

and Goleta over the last six years, projected to garner over \$50 million in capital improvement revenue over the next 10 to 15 years.

#### Community Plans Adopted or Underway in FY '04-'05:

##### **Santa Ynez Valley Community Plan**

The division is in the process of updating the existing Comprehensive Plan for the Santa Ynez Valley area. The plan will modify existing land use and zoning designations and set forth new goals, policies, objectives and actions specific to the Santa Ynez Valley. A draft plan has been initiated for the purposes of beginning environmental review, which will begin in spring '06. Hearings are anticipated in winter '07.

##### **Isla Vista Master Plan**

The Board of Supervisors approved an extension of the Isla Vista Redevelopment Agency (RDA) in FY '00-'01 which included the initiation of an Isla Vista Master Plan process involving extensive public participation. This public planning effort continued in FY '04-'05 with the completion of a Draft Master Plan and the initiation of an EIR for the Draft Plan. The RDA, which is now contained within the CEO's office, will complete environmental review of the Draft Plan in fall 2005. It is anticipated that the plan will be submitted to the Coastal Commission for their review in late-FY '05-'06. This Isla Vista Master Plan will constitute a supplement to the Goleta Community Plan, an element of the Comprehensive Plan.

##### **Toro Canyon Area Plan**

The Board of Supervisors adopted the Toro Canyon Area Plan in February 2002 for the inland area. In FY '03-'04, the California Coastal Commission proposed modifications prior to certifying the Toro Canyon Plan as an amendment to the County's Local Coastal Program. This final action on the Toro Canyon Plan occurred in fall 2004 when the revised coastal portions of the Toro Canyon Plan were certified by the Coastal Commission. The coastal zone portion of the Plan became effective in December 2004.

##### **Orcutt Community Plan Implementation**

The Orcutt Old Town Revitalization Program provides incentives for commercial development and historic preservation of Old Town Orcutt. In fall 2004, a package of zoning ordinance and community plan amendments designed to kick start revitalization in Old Town were adopted. The amendments focus on reducing on-site parking requirements, eliminating front setback requirements, requiring that parcels fronting Clark Avenue and Broadway take their vehicular access from side streets or alleyways, and reducing lot coverage limitations. The Division and Public Works are collaborating to create a new striping design for Clark Avenue that focused on improving pedestrian safety and comfort while increasing the number of on-street parking spaces. In FY '05-'06, the Division will initiate work on the Old Town Orcutt Streetscape and Design Guidelines for public and private improvements within Old Town Orcutt.

## **Resource Management**

This program involves the pursuit, attainment and implementation of grants to help achieve the *Comprehensive Plan's* goals, objectives and action measures. Projects funded by grants are usually Board-directed capital improvements or major community plan implementation items. Because of the diverse nature of both funding sources and Comprehensive Plan policy direction, projects are highly variable and are often executed with other departments, particularly the Public Works and Park Departments. Sometimes the Division implements a grant directly. However, for many projects the Division acts as a fund manager and "passes through" funds to other organizations such as the Isla Vista Recreation and Park District (IVRPD) and Coal Oil Point Reserve for project implementation.

Notable grants and projects from FY '04-'05 include the completion of the Workforce Housing project, initiation of the Carpinteria to Rincon coastal trail study, and continued work on Santa Claus Lane Beach Access, Gaviota Coastal Trail planning, the Open Space Habitat Management Plan for Joint Proposal for the Ellwood-Devereux Coast, Carpinteria Farmworker Housing, San Jose Creek Bikepath, and Snowy Plover Implementation Plan.

Occasionally a resource study is needed in a timely fashion and cannot wait the time it takes to seek a grant, be awarded, and receive the funds. In this case the Division, under Board direction, judiciously allocates general fund monies to support such a resource study.

## **Regional Planning**

This program covers interagency coordination including work with the Santa Barbara County Association of Governments (SBCAG) on regional transportation planning, Caltrans on state highway projects, Local Agency Formation Commission (LAFCO), cities and special districts on plans or development projects which raise County policy issues.

Notable regional planning work efforts in FY '04-'05 include participating in municipal service reviews conducted by LAFCO, reviewing annexations to special districts and to cities, UCSB's campus housing plan, partnering with Santa Barbara County Association of Governments (SBCAG) and the cities in the 101 in Motion project, and annexation plans by the Santa Ynez Mission Band of Chumash.

A more recent aspect of the Regional Planning Program is the 2030 Newsletter Series. The 2030 Newsletter Series describes the status of land use issues in the county in the year 2030 to foster discussion on long-term planning issues. The *Land and Population Newsletter* published in November 2000 was the first newsletter in this series. The *Goleta Urban Agriculture Newsletter* and the *County Open Lands Newsletter*, both published in FY '02-'03, describe the competing forces facing agricultural and open space resources and describes potential tools for addressing these conflicts. The next possible newsletters are the Jobs/Housing Balance and Regional Transportation Newsletters.

## 5. Housing Element Activity

### Regional Housing Needs Assessment (RHNA)

In December 2002, the Santa Barbara County Association of Governments (SBCAG) Board of Directors adopted a RHNA Plan for Santa Barbara County. Under the RHNA Plan, each of the eight incorporated cities and the unincorporated area of the County received an allocation of new housing units they are expected to facilitate construction of during the 2003 to 2008 assessment period. There are many ways to “facilitate” construction of these units, however, at a minimum, each jurisdiction is expected to provide land which is zoned to accommodate housing at the densities required to provide the total number of units, and at the densities required to meet the affordability requirements demanded by state law. Pursuant to Government Code 65400 (b) (2), Table 2 identifies the County’s RHNA allocation for the unincorporated area, for which the County Board of Supervisors is responsible, and identifies the number of housing units constructed by income levels within the County during the review period, from January 2001 to September 2005.

**Table 2: Regional Housing Needs Allocation for Unincorporated Areas of the County**

	<b>Very-Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate (Market Rate)</b>	<b>Total</b>
RHNA Allocation 2001-2008	1,455	1,031	1,013	2,565	6,064
Housing Element Quantified Objectives , Jan 2001 – July 2008	786	969	714	2,491	4,960
Housing Production (projects approved), Jan 2001-Sept 2005.	86	309	113	1,575	2,083
Remaining Regional Share 2001 - 2008	1,369	722	900	990	3,981

### Affordable Housing Categories and Income Limits

The State defines affordable housing in four categories, which are related to a percent of the median income for Santa Barbara County (\$64,700) and are adjusted for household size. The income limits, updated annually by the U.S. Department of Housing and Urban Development (HUD), are the income eligibility limits used by the State Department of Housing and Community Development (HCD). These income limits for households as defined by California Housing Element law, are:

- Very Low Income: Households earning less than 50% of median household income
- Low Income: Households earning 51% to 80% of median household income
- Moderate Income: Households earning 81% to 120% of median household income
- Above Moderate Income (market rate): Households earning over 120% of area median income.

The actual income limits to qualify for a particular income group is based upon the number of persons in the household. The State HCD's published annual gross income limits for Santa Barbara County for 2005 by various household sizes are shown in Table 3 below.

**Table 3: Household Income Limits - Santa Barbara County – 2005**

	Number of Persons in Household					
	1	2	3	4	5	6
Extremely Low Income	13,600	15,550	17,450	19,400	20,950	22,500
Very Low Income	22,650	25,900	29,100	32,350	34,950	37,550
Lower Income	36,250	41,400	46,600	51,750	55,900	60,050
Median Income	45,300	51,750	58,250	64,700	69,900	75,050
Moderate Income	54,350	62,100	69,900	77,650	83,850	90,050

*Source: California Housing & Community Development Department*

### Housing Element Amendment

The Housing Element Update is part of the county's Comprehensive Plan and is designed to address the existing and projected housing needs of all economic segments of the community through July 2008. In March 2004, the Board of Supervisors adopted the 2003-2008 Housing Element. Subsequently, State HCD informed the County that several revisions were necessary before certification would be provided. A Draft Revised housing Element was submitted to HCD in September 2005 and State certification is anticipated in FY '05-'06.

The Draft Revised Housing Element included an analysis of the potential and actual governmental constraints on the development of housing for persons with disabilities as well as an explanation of the county's efforts and continued commitment to remove such constraints. In accordance with Government Code 65400(b) (2), this report includes Appendix I, Analysis of Constraints to Housing for Persons with Disabilities, of the Draft Revised Housing Element as Attachment 2.

During FY '05-'06, the division's housing team will continue the formulation of the Action Items identified in the adopted Housing element for Planning Commission and Board of Supervisors consideration. The division will continue to work with the public throughout the Action Phase and will complete environmental review of the action phase and public hearings.

## **6. Three Year Work Program Management: Proposed Amendments to the Comprehensive Plan and Implementation Activities**

As mentioned earlier in this report, the Planning Commission and the County Board of Supervisors oversees the effectiveness and relevancy of the Comprehensive Plan, and its implementation activities, through its annual review, adoption, and funding of the Comprehensive Planning Division's Three Year Work Program (Attachment 1). The 2005 - 2008 Work Program outlines projects that have been deemed by the community, Planning Commission and Board of Supervisors as timely, strategic and which represent an efficient use of limited resource over the stated three year period. Table 1 on page 5 identifies the existing Comprehensive Plan Elements and the year of their adoption. The attached 2005 – 2008 Work Program identifies the schedule proposed for updating the Comprehensive Plan.

## **ATTACHMENT 1**

### **Comprehensive Planning Division 2005 – 2008 Work Program**

**Please Note:**

A copy of the Comprehensive Plan Division Work Program has previously been distributed to the Planning Commission and Board of Supervisors and is on file with Hearing Support at Planning & Development office. While not included here, the final report filed with the State OPR and HCD will contain the Work Program in the attachment.

## **ATTACHMENT 2**

Draft Revised 2003 – 2008 Housing Element  
Appendix I: Analysis of Constraints to Housing for Persons with Disabilities