

SANTA BARBARA COUNTY BOARD AGENDA LETTER



Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Agenda Number:

Prepared on: June 15, 2006
Department Name: CEO, Comprehensive Planning
Department No.: 990
Agenda Date: June 27, 2006
Placement: Administrative
Estimate Time: 2 hours
Continued Item: NO
If Yes, date from:
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TO: Board of Supervisors

FROM: Michael F. Brown
County Executive Officer

STAFF CONTACT: John McInnes, Director
Long Range and Strategic Planning, 568-3552

SUBJECT: Initiation of the Santa Ynez Valley Community Plan

Recommendation(s):

That the Board of Supervisors set a hearing for July 11, 2006 to consider recommendations regarding the Santa Ynez Valley Community Plan:

1. Receive and file staff presentation, consider recommendations from the Valley Plan Advisory Committee (VPAC) and conduct a public hearing;
2. Adopt the attached Resolution formally initiating the Comprehensive Plan amendments, including related rezones, proposed in the *Santa Ynez Valley Community Plan Environmental Review Draft*.

Alignment with Board Strategic Plan:

The recommendation is primarily aligned with Goal No. 1, An Efficient Government Able to Respond Effectively to the Needs of the Community; Goal No. 2, A Safe and Healthy Community in Which to Live, Work, and Visit; Goal No. 4, A Community that is Economically Vital and Sustainable; and Goal No. 5, A High Quality of Life for All Residents, and with actions required by law or routine business necessity.

Executive Summary and Discussion:

1.0 INTRODUCTION

Appropriate land use and zoning designations for the Santa Ynez Valley (Valley) were last reviewed as part of the County-Wide update to the Comprehensive Plan undertaken in 1980-81. Since that time considerable growth has occurred and new issues and development trends have emerged. Population growth and land development have raised concerns regarding the changing character of the Valley. Infrastructure and public services have been impacted by the influx of new residents and the growing tourist industry. These trends, coupled with the lack of community specific policies and development standards in the Comprehensive Plan, have necessitated the development of a focused planning document for the region.

The Santa Ynez Valley Community Plan (SYVCP) updates the Comprehensive Plan by providing focused policy direction addressing issues and development trends specific to the Santa Ynez Valley Community Plan Area. This update is necessary to manage current conditions, facilitate proper planning, and accurately reflect the prevailing visions and objectives of the area's residents. The SYVCP provides the general public, landowners and decision makers with a policy framework for planning future development in the region.

2.0. BACKGROUND

On August 10, 2004, the Board of Supervisors (Board) initiated the Draft SYVCP (Resolution 04-226) for the purposes of completing environmental analysis on the proposed plan. In February 2005, the Draft SYVCP returned to the Board for discussion of the planning area boundary. The Board adopted Resolution 05-041, re-initiating the Draft SYVCP and reducing the planning area from approximately 231,000 acres to 49,000 acres.

On January 4, 2005, the Third District Supervisor appointed a new Valley Plan Advisory Committee (VPAC) to replace the previous Santa Ynez General Plan Advisory Committee (GPAC). The role of the VPAC is two-fold: 1) to assist and advise the Board, Planning Commission and County staff in refining, adopting, and monitoring the Community Plan, and 2) to provide community based feedback to the Board and Planning Commission on planning and development issues in the Valley. Throughout 2005 and early 2006, the VPAC worked to further refine and improve the Draft SYVCP. Building off the hard work of the GPAC and the community during 2001-2003, the VPAC chose to further discuss and revise issues of concern, including affordable housing, mixed use zoning, inner-rural land use, and protection of visual resources.

3.0. REVISION TO THE SANTA YNEZ VALLEY COMMUNITY PLAN

The newly revised Draft SYVCP, referred to as the *Environmental Review Draft*, is included as Attachment A. The document includes the proposed land use/zoning changes and Goals, Policies, Actions and Development Standards that will be the subject of environmental review.

The following provides a brief summary of the key revisions made to the document since the February 2005 re-initiation:

A. Affordable Housing (AH) Overlay

Like all areas of the County, the Valley is working to address the affordable housing needs of its residents. One of the most challenging components of the Community Plan process has been developing a “Valley-appropriate” approach to providing the needed affordable housing units without negatively impacting the scenic, rural, small-town character of the area. Projections indicate that the SYVCP’s “Core Approach” to housing (mixed use, second units, and agricultural employee dwelling units) will satisfy most of the Valley’s affordable housing needs, but will likely fall short of providing enough units at the very low income level. It is anticipated that 60 very low income units will be needed to meet this shortfall.

It is proposed in the *Environmental Review Draft* to evaluate four sites for application of an Affordable Housing (AH) Overlay. This direction was based on the recommendations of the Santa Ynez Valley Housing Summit Group. This group was brought together by a local resident and was comprised of citizens, community group representatives, non-profit housing providers and advocates, and local government representatives from the County and the City of Buellton (The City of Solvang and the Santa Ynez Band of Mission Indians were also invited but declined participation). The group met consistently from June 2004 to January 2005 to identify sites appropriate for very low income housing. The Santa Ynez Housing Summit Group presented six sites to the VPAC on August 24, 2005. The VPAC chose four sites for further study in the SYVCP Environmental Impact Report (EIR). These sites, shown in Table 1 below, were selected based upon their generally low overall environmental constraints, community support and close proximity to shopping, transit and services.

Site specific environmental review will be provided on each of the identified sites. The review will carefully consider and identify the environmental impacts of development on these sites, with the probable environmental issues of concern (e.g. biology, archaeology, traffic, etc.) for development on each site being addressed through the application of development standards and mitigation measures. In addition to the development standards identified through environmental review, the Housing Summit Group has identified additional development standards that will be required to be incorporated into any AH Overlay project on a site.

-Table 1-
 Santa Ynez Valley
 Proposed Affordable Housing Overlay Sites

<i>Site</i>	<i>Current Zone</i>	<i>Proposed AH Overlay</i>	<i>Acreage</i>	<i>Potential Units</i>
Caesar’s	CH, 1-E-1	20 units/acre	2.3	45
Zanja Cota Motel	CH	20 units/acre	1.0	20
Raleigh	1-E-1	12 units/acre	2.0	24
Uyesaka	1-E-1	12 units/acre	2.2	26

The AH Overlay would allow the property owner to have two options: 1) retain their existing zoning or 2) have the ability to develop their site at a higher density provided that 30% of all new units on the site would be provided to very low income households. As previously stated, the intention of the proposed application of the AH Overlay on the four identified sites is to augment the mechanisms identified in the “Core Approach” to meet the shortfall of 60 units in the very low income category for the Housing Element planning period of January 2001 to July 2008. Once the 60 units are realized, the development of the remaining sites under the AH Overlay standards is strongly discouraged until the required need for affordable housing is determined by subsequent Housing Element updates.

Please refer to the following sections of the *Environmental Review Draft* for more information on the proposed AH Overlay:

- Discussion: p. 52-53 and p. 55
- Map: Figure 14, Proposed Affordable Housing Overlay Sites
- Revised AH Overlay Ordinance: Appendix B

B. Mixed Use (MU-SYV) Overlay

Encouraging mixed-use projects featuring both commercial and residential uses in the town centers of Los Olivos and Santa Ynez has been widely supported throughout the plan process by the community, the GPAC, VPAC and staff. The SYVCP includes a proposal for application of a Mixed-Use (MU-SYV) Overlay crafted specifically for the Valley. The Overlay was designed to ensure the viability of the commercial zone while generating opportunities for in-fill housing, maintaining the pedestrian-oriented character of the town centers, ensuring attractive and compatible architectural design, and prohibiting uses that conflict with the townships’ rural ambiance. The MU-SYV Overlay will be applied to town center areas in Los Olivos and Santa Ynez that are currently zoned C-2 (General Commercial) or CH (Highway Commercial).

In the previously initiated Draft SYVCP, the MU-SYV Overlay allowed up to 50% of a project’s gross square footage to be residential and required approval of a Minor Conditional Use Permit for projects consisting of 50% to 100% residential. In response to community concerns regarding the ratio of residential and commercial square footage, the MU-SYV Overlay has since been revised by the VPAC.

Within the Valley, as throughout most of the County, the demand for residential development is high. The community was concerned that the previously proposed MU-SYV Overlay would allow most or all of the remaining commercial acreage in the township cores to be built-out with projects mostly residential in nature, thereby endangering the long-term viability of the commercial area. Hence, the new VPAC recommended version of the MU-SYV Overlay is intended to preserve the integrity of the commercial core while encouraging well-planned and needed residential units. As proposed it allows up to 25% of a project to be residential by right, with the possibility of 25-66% to be residential with the approval of a Major Conditional Use Permit where the Planning Commission can make specific findings.

To encourage the provision of affordable housing in the Valley, the *Environmental Review Draft* requires that 25% of mixed use residential units be rented to very low or low income households. A developer would only be allowed to pay an in-lieu fee for the fractional portion of the requirement; each whole affordable unit

would be required to be built on-site. In addition, the VPAC further refined the list of prohibited uses in the C-1 and C-2 districts to exclude Single Room Occupancy Facilities (SROs).

Please refer to the following sections of the *Environmental Review Draft* for more information on the proposed MU-SYV Overlay:

- Discussion: p. 53 and p. 61-62
- Maps: Figure 5, Santa Ynez Proposed Zoning; Figure 9, Los Olivos Proposed Zoning
- MU-SYV Overlay Ordinance: Appendix A

C. Design Control (D) Overlay

The GPAC and VPAC both determined preservation of scenic qualities in three key areas is essential to maintaining the Valley's rural character and aesthetic appeal. The identified areas are:

- 1) Gateways to the Valley;
- 2) Gateways to the Townships; and
- 3) Separator areas between the individual communities.

To ensure special protection of the aesthetic quality of these areas of the Valley, the GPAC recommended the application of a Design Control (D) Overlay to selected parcels. The D Overlay is an existing tool in the Article III zoning ordinance which requires BAR review and approval of projects. The intent was to foster well designed and sited developments that protect scenic qualities, property values, and neighborhood character. The D Overlay already exists in the Valley in select areas where it was applied as a condition of approval for the subdivision of larger agricultural parcels into smaller ranchette properties.

It was the VPAC's desire to fine-tune the GPAC's recommended D Overlay approach to: 1) make it less burdensome to property owners proposing minor or not-highly visible projects and 2) to ensure that the Overlay was being recommended for application in appropriate areas.

The VPAC recommended that the D Overlay be revised to exempt Valley projects from BAR review that are not visible from public viewing areas (i.e. public streets, sidewalks, parks, etc) and to exempt applications for small agricultural support structures less than 1,000 square feet. The VPAC also recommended that the D Overlay be applied to two new areas: 1) the immediate viewshed toward the River from the Santa Ines Mission in Solvang and 2) parcels abutting Highway 154, an officially designated State Scenic Highway.

Please refer to the following sections of the *Environmental Review Draft* for more information on the proposed D Overlay:

- Discussion: p. 213-214
- Map: Figure 35, Proposed D Overlay
- Revised D Overlay Ordinance: Appendix J

D. Heritage Sites (HS) Overlay

The previous Draft SYVCP proposed to “downzone” (rezone to reduce the subdivision potential) approximately 105 parcels within the Inner-Rural area to protect larger agricultural parcels from subdivision. Per the direction of the VPAC, the proposed downzones are eliminated from the *Environmental Review Draft*, and rather, a Heritage Site (HS) Overlay is proposed to be applied to approximately 50% of the parcels previously proposed for downzone. The HS Overlay would be placed on select parcels whose location, visibility, or other characteristics make them integral to maintenance of the Valley’s rural character. Parcels designated with the HS Overlay will also be designated with the D Overlay previously discussed.

The HS Overlay would require VPAC review and recommendation for approval of a proposed subdivision of a Heritage Site. In addition, in order to approve a subdivision of a Heritage Site the Planning Commission will be required to make findings that the subdivision would: 1) be compatible with the aesthetic character of the gateway area; 2) not erode the sense of separation between the separate cities and townships, by introducing development significantly visible from public viewing areas; 3) not result in parcels that are significantly smaller than typical parcel sizes on adjacent lots or in the immediate surrounding area; 4) allow for adequate fire protection. Under this proposal, subdivision down to the minimum parcel size would not be a vested right, but would be discretionary based on the ability of the Planning Commission to make the specified findings.

While the Heritage Sites concept is proposed to be the project description for the SYVCP EIR, the VPAC has directed staff to study two alternative proposals: 1) the downzone option previously proposed by the GPAC; and 2) maintenance of the “status quo.” Presently there is no consensus as to the preferred course of action. Therefore, the project description and each alternative would carry equal weight during the environmental review process and upon completion of the Draft SYVCP EIR, each option would be reviewed by staff and the VPAC. The VPAC will visit each of the sites and make a final recommendation to the Planning Commission and the Board. The VPAC recommendation may be the Heritage Sites approach, either of the two alternatives, or a hybrid.

Please refer to the following sections of the *Environmental Review Draft* for more information on the proposed HS Overlay and alternatives for study:

- Discussion: p. 73
- Maps: Figure 16, Heritage Sites, Appendix L, Downzone Alternative for Study, Figure 19, Existing Inner-Rural & Rural Zoning (i.e. “status quo”).
- HS Overlay Ordinance: Appendix C

5.0. CONCLUSION

The *Santa Ynez Valley Community Plan Environmental Review Draft* is the product of extensive community meetings, research, field work, and professional expertise. The GPAC, VPAC and County staff have worked closely with members of the community and other agencies to prepare the document, which addresses the full range of planning issues present within the Santa Ynez Valley. It is therefore requested that the Board of Supervisors initiate the *Santa Ynez Valley Community Plan Environmental Review Draft*

so that environmental review may be conducted and later discretionary review by the Planning Commission and the Board may proceed, leading to the eventual adoption of a Final Santa Ynez Valley Community Plan “in the public interest” (Government Code, §65358.(a)).

Mandates and Service Levels: Creation of a community plan for the Santa Ynez Valley is not a mandated activity. It was undertaken by the County on an elective basis. No changes in service levels would occur.

Fiscal and Facilities Impacts: Funding for the Santa Ynez Valley Community Plan work effort is included in the adopted Fiscal Year 05/06 budget in the Planning & Development Department, Comprehensive Planning Division, Community Plan budget, located on page D-292 of the County FY 05/06 budget. Subsequent to the adoption of the budget, Comprehensive Planning was moved to CEO, General County Programs, Department 990. Continued work on the plan including environmental review and Planning Commission and Board adoption hearings is anticipated in the budget for FY 06/07.

There would be no facilities impact.

Special Instructions:

1. Clerk of the Board shall post legal notice in the Santa Barbara News Press and Santa Ynez Valley News at least 10 calendar days before the hearing.
2. Clerk of the Board shall post display ad in the Sunday, July 9th edition of the Santa Barbara News Press and Thursday, July 6th edition of the Santa Ynez Valley News (Comprehensive Planning staff will provide ad for publication).

Attachments:

- A. Santa Ynez Valley Community Plan Environmental Review Draft, May 2006 (under separate cover also available at <http://countyofsb.org/plandev/comp/planareas/santaynez/default.asp>.)
- B. Resolution of the Board of Supervisors in the matter of initiation of the Santa Ynez Valley Community Plan Environmental Review Draft

ATTACHMENT A
(Binder - under separate cover)

Santa Ynez Valley Community Plan
Environmental Review Draft, May 2006

Also available at:

<http://countyofsb.org/plandev/comp/planareas/santaynez/default.asp>

ATTACHMENT B

**Resolution of the Board of Supervisors in the matter
of initiation of the Santa Ynez Valley Community Plan
Environmental Review Draft.**

RESOLUTION OF THE BOARD OF SUPERVISORS
COUNTY OF SANTA BARBARA, STATE OF CALIFORNIA

IN THE MATTER OF APPROVING AMENDMENTS TO)
 THE INITIATED DRAFT SANTA YNEZ VALLEY)
 COMMUNITY PLAN ENVIRONMENTAL REVIEW)
 AND AS PROPOSED AMENDMENTS TO APPLICABLE)
 TO PORTIONS OF THE SANTA BARBARA) RESOLUTION NO. 06-COUNTY
 COMPREHENSIVE PLAN AND ARTICLE III)
 INLAND ZONING ORDINANCE)
 _____)

WHEREAS, on December 20, 1980, by Resolution No. 80-566, the Board of Supervisors adopted the Land Use Element of the Santa Barbara County Comprehensive Plan; and

WHEREAS, on January 3, 1983, by Ordinance 3347, the Board of Supervisors adopted the Santa Barbara County Inland Zoning Ordinance, Article III of Chapter 35 of the Santa Barbara County Code; and

WHEREAS, on December 3, 1991, by Resolution 91-696, the Board of Supervisors adopted the Circulation Element of the Santa Barbara County Comprehensive Plan; and

WHEREAS, in the 1960's the Santa Ynez Valley General Plan Advisory Committee (GPAC) was created by the Board of Supervisors; and

WHEREAS, between May 2001 and June 2003 over thirty Santa Ynez GPAC public meetings were held to prepare the Santa Ynez Valley Community Plan - Initiation Draft Project Description; and

WHEREAS, per the direction of the Board of Supervisors, over the course of nine months from June 2003 to March 2004, Planning and Development met with the Agricultural Advisory Committee and several community groups to further revise and refine the Santa Ynez Valley Community Plan - Initiation Draft Project Description; and

WHEREAS, in the Spring of 2004, Planning and Development and the Third District Supervisor's office hosted three facilitated Town Hall Community meetings to present the Santa Ynez Valley Community Plan Preliminary Initiation Draft and Issues and Alternatives Paper, and hear public comments that were then incorporated into the Santa Ynez Valley Community Plan - Initiation Draft Project Description; and

WHEREAS, on August 10, 2004, by Resolution 04-226, the Board of Supervisors initiated specific amendments to the Comprehensive Plan and applicable Zoning Ordinances, as set forth in the Draft Santa Ynez Valley Community Plan - Project Description dated August 10, 2004; and

WHEREAS, on February 15, 2005, by Resolution 05-041, the Board of Supervisors amended the planning area boundary established by the previously initiated Draft Santa Ynez Valley Community Plan - Project Description dated August 10, 2004 and initiated specific amendments to the Comprehensive Plan and applicable Zoning Ordinances, as set forth in the Draft Santa Ynez Valley Community Plan - Project Description dated February 15; and

WHEREAS, in early 2005, the Third District Supervisor appointed a new Valley Plan Advisory Committee (VPAC) to provide input on select issues in the Community Plan - attempting to clarify and augment previous input from the GPAC and highlight alternatives to be studied in the Santa Ynez Valley Community Plan Environmental Impact Report (EIR);

WHEREAS, it is now deemed to be in the interest of orderly development of the County and important to the preservation of the health, safety, and general welfare of the residents of said County that the Board of Supervisors initiate specific amendments to the Comprehensive Plan and applicable Zoning Ordinances as set forth in the Santa Ynez Valley Community Plan Environmental Review Draft date May 2006; and

WHEREAS, public officials and agencies, civic organizations, and citizens have been notified of and informed about this initiation, and have advised the Board of Supervisors on the said proposed amendments in a duly noticed public hearing.

NOW, THEREFORE IT IS HEREBY RESOLVED as follows:

1. The above recitations are true and correct.
2. The proposed map designation and text amendments to the Land Use Element, and Circulation Element are hereby initiated as such amendments as set forth in the Santa Ynez Valley Community Plan Environmental Review Draft dated May 2006.

3. Pursuant to the provisions of Section 35-314.4.4 of the Article III Zoning Ordinance, the proposed rezones set forth in Santa Ynez Valley Community Plan Environmental Review Draft dated May 2006 are hereby initiated as amendments to the Article III Zoning Ordinance.
4. The Board of Supervisors finds that the Santa Ynez Valley Community Plan Environmental Review Draft dated May 2006 is adequate to begin environmental review.

PASSED, APPROVED, AND ADOPTED by the Board of Supervisors of the County of Santa Barbara, State of California, this _____ day of _____, 2006, by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

JONI GRAY
Chair of the Board of Supervisors
County of Santa Barbara

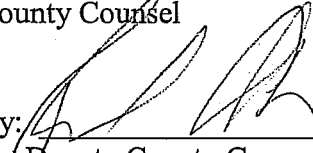
ATTEST:

MICHAEL F. BROWN
Clerk of the Board of Supervisors

By: _____
Deputy Clerk-Recorder

APPROVED AS TO FORM:

STEPHEN SHANE STARK
County Counsel

By: 
Deputy County Counsel