



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of
Supervisors

105 E. Anapamu Street, Suite
407

Santa Barbara, CA 93101
(805) 568-2240

Department Name: Planning and
Development Dept.
Department No.: 053
For Agenda Of: 2/21/12
Placement: Departmental
Estimated Tme: 3 hours
Continued Item: No
If Yes, date from:
Vote Required: Majority

TO: Board of Supervisors
FROM: Department Glenn Russell, Ph.D, Director of Planning and Development, 568-
Director(s) 2085
Contact Info: Jeff Hunt, AICP, Director of Long Range Planning, 568-2072
SUBJECT: **Goleta Community Plan Update Project Initiation of Environmental Review**
(08GPA-00000-00001, 11RZN-00000-00002 and 11ORD-00000-00015)

County Counsel Concurrence

As to form: Yes

Auditor-Controller Concurrence

As to form: No

Other Concurrence: N/A

As to form: No

Recommended Actions:

That the Board of Supervisors adopt Attachment 2, a resolution of the Board of Supervisors to initiate environmental review for the Draft Goleta Valley Community Plan for Eastern Goleta Valley.

Summary Text:

Initiation of Environmental Review:

The Draft Plan is proposed as the project description for environmental review per the California Environmental Quality Act (CEQA) (Attachment 1, Exhibit B). The initiation proceedings allow County decision-makers to review the project, comment on the project, and modify the project as needed prior to the comprehensive and lengthy environmental review phase and ultimate consideration of adoption of the Draft Plan.

Effect of Initiation of Environmental Review on Pending and Future Projects:

Applications for land use permits received and processed by the Planning and Development Department following environmental review initiation must be consistent with both the existing land use and zoning regulations and any initiated land use and zoning regulations proposed as part of a community plan unless exclusions are made. Discretionary permits such as Development Plans or Conditional Use Permits must only be consistent with the rules in place at the time of decision. Tentative parcel and tract

maps (subdivisions) are governed by the rules in effect when the project application is deemed complete by the Planning and Development Department (P&D).

Proposed Project Description:

The project description for environmental review includes the following components:

1. **Goleta Valley Community Plan for Eastern Goleta Valley.** The Draft Plan (Attachment 1, Exhibit B) is intended to provide both policy and regulatory measures used in evaluating future development projects and amend the Land Use Element and maps of the County Comprehensive Plan, and, the Local Coastal Program, wherever applicable. The ultimately-approved Plan will amend the 1993 Goleta Community Plan, County Comprehensive Plan, and Local Coastal Program, including new and revised narrative, goals, policies, development standards and actions intended to regulate and guide future development and improvements in Eastern Goleta Valley exclusively.
2. **Land Use and Zoning Map Amendments.** Case numbers 08GPA-00000-00001, 11RZN-00000-00002 and 11ORD-00000-00015 propose to amend the land use, zoning, and overlay maps as proposed in the Draft Plan (Attachment 1, Exhibit B).
3. **Land Use and Development Code/Article II Amendments.** The draft framework for State Street/Hollister Avenue Commercial Corridor Mixed-Use Zoning Code (MU-EGV) (Attachment 5) defines the project description for CEQA environmental review. This framework provides the basis for environmental review for the eventual ordinance amendments. With the draft framework as a starting point, the MU-EGV zoning code will be refined through a public planning process concurrent with the environmental review phase. Final technical ordinance language will be prepared on a parallel track and accompany the Draft Plan through adoption proceedings with the Board of Supervisors hearings. These and other proposed amendments would be implemented through the County Land Use and Development Code (LUDC) and Article II Coastal Zoning Ordinance post-adoption of the Plan and would implement the applicable policies and development standards of the Goleta Valley Community Plan for Eastern Goleta Valley.

Land Use and Development Capacity for Environmental Impacts Analysis:

Staff conducted an estimated maximum buildout analysis for the planning area based on the proposed land use map, which includes both existing land use designations and the specific changes to land use designations proposed as part of the project description for the Draft Plan. The buildout scenario consists of existing built and potential residential units and gross commercial square footage in a maximized development scenario for the purposes of environmental impact assessment. The estimated maximum buildout of residential units and commercial gross square footage is based on an analysis of land use and County Assessor parcel data to determine the area's capacity for potential development of both vacant and underutilized lots. The estimated buildout of commercial and residential development within the proposed MU-EGV zone is based on the general framework for the mixed-use form-based code described in Attachment 5 and parcel-by-parcel analysis of development capacity within the proposed MU-EGV zone.

A complete buildout summary table of the proposed land use map can be found in Figures 11 and 12 (p.37 – p.38) of the Draft Plan. A summary of this information is presented in Table 1 below:

TABLE 1: Proposed Land Use Map Buildout Analysis

	a. Existing (Built)	b. Potential Add'l (Max. Capacity of Proposed Land Use Map)	c. Total Proposed Buildout (a + b = c)
Single Family Residential Units	8,278	1,282	9,560
Multi-Family Residential Units	1,940	872	2,812
TOTAL RESIDENTIAL UNITS	10,218	2,154	12,372
	Existing	Potential	Total Proposed Buildout
Retail Commercial Sq Ft (GSF)	658,033	1,149,959	1,861,310
Non-Retail Commercial Sq Ft (GSF)	2,515,850	81,628	2,597,478
TOTAL COMMERCIAL Sq Ft (GSF)	3,173,883	1,232,588	4,458,788

TABLE 2: Comparison of Buildout: Existing Land Use Map vs. Proposed Land Use Map

	a. Existing Land Use Map Buildout	b. Proposed Land Use Map Buildout	c. Change (+/-) from Existing Land Use Map Buildout (b - a = c)
Single Family Residential Units	9,710	9,560	-150
Multi-Family Residential Units	2,038	2,812	774
TOTAL RESIDENTIAL UNITS	11,748	12,372	624
	Existing	Proposed	Change (+/-)
Retail Commercial Sq Ft (GSF)	1,566,540	1,807,992	241,453
Non-Retail Commercial Sq Ft (GSF)	3,036,409	2,597,478	-438,930
TOTAL COMMERCIAL Sq Ft (GSF)	4,602,948	4,405,471	-197,478

Urban Agricultural Land Use:

Eastern Goleta Valley contains two agricultural areas within the urban boundary, which are located near Turnpike Road and Hollister Avenue, and South Patterson Avenue, respectively, as described in Section II.E: Agricultural Land Uses of the Draft Plan. The 1993 community plan addresses where and how agricultural conversion could be considered for urban infill opportunities. The Draft Plan proposes similar policies. The Draft Plan contains goals and objectives to sustain and enhance agricultural land, operations, and characteristics in Eastern Goleta Valley and proposes refinements to existing community plan policies addressing potential unforeseeable proposals to convert agriculturally-designated land to non-agricultural land uses.

Following review of Section II.E of the June 1, 2011 Draft Plan, the Planning Commission revised the draft policies addressing urban agricultural conversion to prevent the policies from undermining the authority of County decision-makers to make land use and zoning decisions that amend the Comprehensive Plan as needed in the future. Rather, the Draft Plan’s proposed conversion policy now requires two outcomes to the greatest extent feasible:

1. A thorough study of agricultural resources as part of any future proposal to convert property within the urban area from agricultural land use designations to non-agricultural land use designations, which would inform the decision-makers of whether a conversion is acceptable to the County at that time, consistent with the Agricultural Element and the community plan policies, and

2. A project proposal that affords the community meaningful public benefits in return for the loss of the open land, such as recreation, open space preservation, environmental restoration, and low-impact development patterns, to the greatest extent feasible.

2009-14 Housing Element Implementation:

The County's adopted Housing Element contains policies and programs obligating the County to consider residentially zoning at least two sites totaling 20-30 acres which are between approximately 2-10 acres each in size and have an effective density of 20 units per acre. Specifically, Program 1.3 of the County's adopted Housing Element contains the following program language:

In the context of the community planning process, the County should consider rezones which would establish housing opportunities on 20-30 acres within the County. Within these housing opportunity areas the County should consider establishing sites which are approximately 2-10 acres in size and have an effective density of 20 units an acre or greater, if such rezones can be found compatible with surrounding development and serviceable by infrastructure capacity.

The County received a letter on August 23, 2011 from the State Housing and Community Development Department (HCD) indicating its February 9, 2011 approval of the County's Housing Element was conditioned on "the County's commitment to rezone at least 20-30 acres at densities of 20 units per acre"; and the Draft Plan "does not appear to include sufficient and realistic opportunities for higher density residential development"; and "if the County fails to implement Program 1.3 by July 2012 to rezone higher densities" the Housing Element will no longer comply with State law (see Attachment 6 for the relevant letters and Housing Element provisions).

In response to the August 23rd letter from State HCD, property owner testimony, staff recommendations, and adopted County Housing Element policies and programs, the Planning Commission discussed and recommended specific locations within the Eastern Goleta Valley Planning Area to study for higher density housing development as part of the project description for environmental review. In total, seven individual properties (approximately 28 acres) within the Planning Area are included as potential sites for land use designations resulting in residential development at an effective density of 20 units per acre, consistent with the direction from HCD and the goals and policies of the County's Housing Element.

Coastal Policies and the Coastal Land Use Plan (CLUP):

Eastern Goleta Valley contains a limited area within the Coastal Zone, which is subject the County's Local Coastal Program (LCP), inclusive of the Coastal Land Use Plan (CLUP) and Article II: Coastal Zoning Ordinance, and the State of California's Coastal Act. As such, the California Coastal Commission (CCC) has recently provided a letter (December 9, 2011) that includes preliminary comments on the June 1, 2011 Draft Plan (Attachment 7).

The letter notes that the comments pertain to the sections of the Draft Plan that are most relevant to the Coastal Commission, including land use and ecological resource policies, while several sections have not yet been reviewed. In particular, the letter provides LCP amendment processing information, Coastal Act implementation and references, recommended policy language clarifications and refinements.

- **Recommended Policy Modifications:** The CCC recommends the County consider a range of policy modifications to substantively correct and/or strengthen proposed policies for environmental resources and constraints and coastal resources, including public access, environmentally sensitive resources, agriculture, and coastal water quality.

- **LCP Amendment Process:** The CCC provides helpful details for the eventual LCP amendment process following adoption of the Draft Plan and certification of the environmental document projected for 2014.
- **Coastal Act Implementation:** The CCC suggests narrative to include in the Draft Plan to better explain the relationship and implementation of the Coastal Act as part of the community plan update project, including the applicability of land use policies requiring or encouraging resource protection.

Since this comment letter was submitted after the Planning Commission's review and recommendation of the modifications to the Draft Plan, the February 2012 Draft Plan does not incorporate the CCC's comments. However, the comments are relevant and will be considered during the environmental review phase for the initiated Draft Plan. This response has been sent to the CCC as well to confirm receipt of the comments and provide information about upcoming project milestones.

Background:

In 1993, the County Board of Supervisors adopted the Goleta Community Plan (GCP) to provide specific goals, policies and standards for the GCP planning area. Prior to the adoption of the GCP, policies specific to the Goleta Valley were implemented as a chapter of the Land Use Element of the County Comprehensive Plan (1980). Since the adoption of the GCP in 1993, the GCP planning area has seen jurisdictional changes affecting its boundaries that provide the context and catalyst for a comprehensive update of the GCP. Notably, revisions to the County Supervisorial District lines in 2001 and 2011 divided the GCP planning area between the 2nd and 3rd Supervisorial Districts, and in 2003, the City of Goleta incorporated and removed 5,100 acres of the GCP planning area from County jurisdiction. These jurisdictional adjustments influenced the definition of the subareas of the GCP planning area reflected in the Draft Plan.

In 2006, at the request of Eastern Goleta Valley residents, a vision document was completed by the Goleta Vision Committee (GVC) within a subarea of the GCP area coterminous with the 2nd Supervisorial District boundaries at the time. The Eastern Goleta Valley subarea was defined as the unincorporated extent from the City of Santa Barbara to the City of Goleta between the Pacific Ocean and Camino Cielo Road, newly including the San Marcos Foothills.

In 2007, the County Board of Supervisors adopted the Isla Vista Master Plan (IVMP), which provides specific planning policies and zoning for the Isla Vista Planning Area. The Final Environmental Impact Report (FEIR) for the IVMP confirms that the master plan addresses specific issues for the smaller community of Isla Vista. As such, the FEIR assessed applicable general planning documents and concluded that the IVMP is consistent with policies of the GCP, the Coastal Land Use Plan, and the County Comprehensive Plan¹. As such, it was determined that the update of the GCP would not modify existing GCP or IVMP policies for the Isla Vista Planning Area.

On March 18, 2008, the County Board of Supervisors initiated an update project for the GCP exclusively for Eastern Goleta Valley as part of the work program for the Long Range Planning Division of P&D. This action divided GCP planning area into two subareas: Eastern and Western Goleta Valley. The resolution of the Board of Supervisors allowed for an update to the GCP only for Eastern Goleta Valley while the GCP remains unchanged and intact for Western Goleta Valley. The planning area

¹ Final Environmental Impact Report for the IVMP, Chapter 5.0: Consistency with locally adopted plans and policies, page 5-1 – 5-15

boundary was also modified to integrate the San Marcos Foothills into the GCP planning area (Attachment 8).

In 2008, the 2nd Supervisorial District nominated seven (7) volunteers from an Eastern Goleta Valley to serve on the Goleta Valley Planning Advisory Committee (GVPAC), subject to the Brown Act. By resolution of the Board of Supervisors, the GVPAC was tasked with receiving input, developing land use goals for the update of the GCP, and reviewing and commenting on the Draft Plan prior to the Draft Plan’s presentation to County decision-makers for initiation of environmental review. The GVPAC represented the community at-large and advised staff on the update to the GCP in accordance with the County’s adopted Guidelines for General Plan Advisory Committees during a series of 39 public meetings, five public plan review subcommittee meetings, two public workshops, and one public van tour, all occurring between 2008 and 2011.

On June 1, 2011, the County published and released the Draft Plan. The GVPAC endorsed the Draft Plan on July 5, 2011 with eleven focused exceptions (Attachment 4 with Exhibit A). The GVPAC’s endorsement and exceptions were forwarded to the Planning Commission and considered in the Commission’s recommendations.

In 2011, over the course of seven public hearings between August and November, the County Planning Commission reviewed the June 1, 2011 Draft Plan and considered public testimony on a number of issues, including urban agriculture, residential land uses, Housing Element implementation, coastal resources, and environmental protection. On November 16, the County Planning Commission completed its review of the Draft Plan and recommended by resolution that the Board of Supervisors review and initiate the Draft Plan for environmental review with Planning Commission recommended modifications to the project description. The Planning Commission resolution with recommended modifications was approved by a vote of 4-0 (Valencia absent) (Attachment 3). The policy modifications recommended by the Planning Commission are tracked and represented as part of Attachment 1, Exhibit A.

Fiscal and Facilities Impacts:

Budgeted: Yes *

Fiscal Analysis:

<u>Funding Sources</u>	<u>Current FY Cost:</u>	<u>Annualized On-going Cost:</u>	<u>Total One-Time Project Cost</u>
General Fund	\$ 205,806.00	n/a	\$ 980,874.00
State			
Federal			
Fees			
Other:			
Total	\$ 205,806.00	\$ -	\$ 980,874.00

Narrative:

The Goleta Community Plan update is a Board-approved project, is budgeted from the General Fund, and is fully staffed by current employees in the Long Range Planning Division of P&D. Salaries and other costs are budgeted in the Operating Expenditures (Community Plans) of the Long Range Planning Division on page D-312 of the County of Santa Barbara Fiscal Year 2011 – 2012 Operating Plan.

Special Instructions:

The Clerk of the Board shall publish a legal notice at least 10 days prior to the hearing on February 21, 2012. The notice shall appear in the Santa Barbara News-Press, the Independent, and the Daily Sound.

Attachments:

1. Initiation Draft Goleta Valley Community Plan for Eastern Goleta Valley
 - a. June 1, 2011 Draft Publication Compendium with marked Planning Commission-recommended policy modifications
 - b. February 2012 Draft Publication for Board of Supervisor consideration
 - c. Land Use and Zoning Map Packet
2. Resolution of the Board of Supervisors to initiate environmental review for the Initiation Draft Goleta Valley Community Plan for Eastern Goleta Valley
3. November 16, 2011 Planning Commission Action Letter and Resolution to recommend the June 1, 2011 Initiation Draft Goleta Valley Community Plan for Eastern Goleta Valley with recommended modifications to project description
4. Resolution of the Goleta Valley Planning Advisory Committee (GVPAC) to endorse the June 1, 2011 Initiation Draft Plan for Eastern Goleta Valley
 - a. Exhibit A: Exceptions recommended by majority vote of the GVPAC to amend the GVPAC endorsement of the Initiation Draft Goleta Valley Community Plan for Eastern Goleta Valley
5. Framework for Project Description and Assumptions for Environmental Review of Proposed State St. /Hollister Ave. Mixed Use Zoning Code (MU-EGV).
6. 2009-14 Housing Element Information Packet:
 - a. Letter to Jeff Hunt, Director, Long Range Planning Division from State of California Department of Housing and Community Development, August 23, 2011
 - b. Letter to Chandra Wallar, County Executive Officer, County of Santa Barbara from State of California Department of Housing and Community Development, February 9, 2011
 - c. Table 5.1 - Program 1.3: Excerpt from Santa Barbara County Housing Element (p. 204 – p. 205), Adopted November 2010
7. December 9, 2011 Letter from Shana Gray, California Coastal Commission regarding June 1, 2011 Initiation Draft Goleta Valley Community Plan for Eastern Goleta Valley
8. March 18, 2008 Resolution of the Board of Supervisors in the matter of adopting a provisional Goleta planning area for the updated of the Goleta Community Plan.

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