

SANTA BARBARA COUNTY BOARD AGENDA LETTER



Clerk of the Board of Supervisors
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Agenda Number:

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TO: Board of Supervisors

FROM: Val Alexeeff, Director
Planning & Development

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Stephen Peterson, Project Manager, 884-6836

SUBJECT: Amendment of the Orcutt Community Plan and Article III, Chapter 35 Zoning Ordinance Addressing Revitalization Efforts in Old Town Orcutt

Recommendation(s):

That the Board of Supervisors approve Case Nos. 04GPA-00000-00011, 04ORD-00000-00011, and 04RZN-00000-00009 as shown in Attachments C, D, E and F based upon the project's consistency with the Comprehensive Plan and Orcutt Community Plan, and based upon the ability to make the required findings.

Your Board's motion should include the following actions:

1. Adopt the CEQA findings and findings for approval of the proposed amendments (Attachment A);
2. Approve the Final Addendum #3, dated August 30, 2004, to the Certified Final Program EIR for the Orcutt Community Plan (95-EIR-01) (Attachment B);
3. Adopt Resolution regarding revitalization efforts of Old Town Orcutt, and approving 04GPA-00000-00011 amendments to the Orcutt Community Plan (Attachments C);
4. Adopt Resolution regarding the bikeways map change for the proposed Clark Avenue travel lane and parking improvements, and approving 04GPA-00000-00011 amendments to the Orcutt Community Plan (Attachments D);

5. Adopt 04ORD-00000-00011, an amendment to Chapter 35, Article III of the County Code (Attachment E)¹ amending Division 1, General; and
6. Adopt 04RZN-00000-00009, an amendment to Chapter 35, Article III of the County Code (Attachment F) amending Section 35-204.

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.

I. Executive Summary:

The County of Santa Barbara Planning & Development Department proposes to amend the Old Town and Transportation sections of the adopted Orcutt Community Plan (OCP) and to establish a Pedestrian Area-Old Town Orcutt (PA-OTO) Overlay District within Chapter 35, Article III, Division 5 of the County Code. The proposed OCP and Zoning Ordinance amendments are intended to further define and provide additional methods to apply existing OCP Goals, Policies and Programs that seek to promote revitalization efforts of Old Town. The amendments would serve to facilitate redevelopment of the district, enhance the Clark Avenue and Broadway Boulevard street corridors, and promote pedestrian activity in the district. The amendments focus on the commercial core of Old Town where new development standards would be established and implemented to encourage redevelopment of the project area with an emphasis on pedestrian access. The proposed amendments generally reduce existing development restrictions which hinder redevelopment efforts of small constrained lots in Old Town and include a reduction in Development Plan requirements for smaller projects; and reduced setback, building coverage limitations and on-site parking standards for new commercial and mixed-use development in the overlay zone.

The proposed reductions in required on-site parking are designed to promote a more pedestrian-friendly style of development in Old Town that is more consistent in character with the area's historical development pattern. Preliminary projections indicate the proposed amendments would generate approximately 140,000 square feet of new development in Old Town Orcutt over the next 10 years, with a likely mix of 72,000 square feet of retail, 20,000 square feet of office and 48,000 square feet of residential. This new development would generate additional demand for parking. However, unlike past practices under current zoning regulations, these additional parking spaces are proposed to be located on-street rather than on individual parcels. Applying current County parking requirements to this 10-year projection of new development is expected to generate a demand of 346 total parking spaces. It is projected that 139 of these spaces would be provided on-site as residential parking spaces required under the proposed new regulations, and additional commercial spaces some developers would choose to provide on-site without being required to do so. The remaining 207 spaces would be added on-street, incrementally as new development occurs in Old Town. In early 2004, the Public Works Department re-striped Broadway to add 3 spaces. The planned re-striping of Clark Avenue anticipated for fall 2004 will add 20 spaces. Additional on-street parking spaces would appear

¹ Application of the amendment is now through an Overlay Designation per County Counsel direction, refer to Section III.B of the Board report for clarification.

gradually as the Public Works and Planning & Development Departments pursue feasibility of re-striping the first block of the north and south side streets along Clark Avenue and gradual closure of curb cuts along Clark Avenue and Broadway. Lastly, P&D would monitor the parking demand in Old Town as revitalization occurs to determine if future adjustments in parking requirements becomes necessary (see new ACTION OT-O-2.8).

II. Background and Discussion:

In July of 1997, the Board of Supervisors adopted the Orcutt Community Plan (OCP) for the unincorporated area of Orcutt. The Board also certified a Final Environmental Impact Report (95-EIR-01) and Addendum #1 prepared for the Orcutt Community Plan, made findings regarding mitigation measures, project alternatives, and unavoidable impacts, and adopted a statement of overriding considerations stating why the project was approved despite certain unavoidable significant impacts. In 2001 the Board approved Addendum #2 to 95-EIR-01 for the Orcutt Community Plan, addressing proposed revisions which incorporated new and amended policies, actions and development standards in the OCP.

One primary objective of the OCP is the revitalization of Old Town as a viable commercial and mixed-use area by providing incentives for the physical, economic and social redevelopment of the district. The OCP contains a number of Policies and Actions that encourage the development of incentives and regulatory changes to facilitate commercial and mixed-use development, historic preservation, and circulation improvements in Old Town.

Policy OT-O-1 of the OCP states:

The County should develop and implement an Old Town Revitalization Program as expeditiously as possible which identifies incentives for commercial development and historic preservation.

Pursuant to Policy OT-O-1 P&D began work on a revitalization program in 1999 funded by a CDBG grant. After an initial good start to the effort, further progress languished due to shifting departmental priorities and budget and staffing constraints. In 2003, a community group was founded by Old Town residents and business owners called the Old Town Orcutt Revitalization Association (OTORA). This dedicated group of individuals offered to collaborate with P&D to energize and restart the languishing revitalization effort. Over the past year staff and OTORA have worked together to develop a focused package of Zoning Ordinance and Community Plan amendments designed to jumpstart the revitalization of Old Town.

As a starting point, P&D and OTORA drew on a number of existing Policies and Actions in the OCP designed to facilitate the goal of revitalizing Old Town. These included Policies OT-O-1 through OT-O-3 advocating:

- Identification and development of satellite parking lots and shared off-street parking;
- Creation of diagonal parking on Clark Avenue and on-street parking in the OT zone;
- Amending Article III, Zone Parking Regulations for the OT Zone to implement new parking regulations/allowances;
- Exploration of regulatory changes that would change the square footage requirement for a Development Plan to encourage small lot combinations; and
- Adjusting setback requirements.

In addition to following up on revitalization policies and actions already laid out in the OCP, P&D and OTORA also looked to fix some existing development standards and zoning ordinance requirements that had thus far served to discourage redevelopment in Old Town. Applicants for a number of potential development or redevelopment projects had abandoned interest, determining that on the small, constrained lots of Old Town the existing on-site parking requirements, setback regulations and building coverage limitations essentially rendered development infeasible.

Proposed Amendments

The amendments focus on the commercial core of Old Town and include creation of a new Pedestrian Area-Old Town Orcutt (PA-OTO) overlay district, within which is delineated a Core Pedestrian Area and a Peripheral Pedestrian Area (Exhibit 1). The overlay would feature revised zoning regulations designed to:

- reduce on-site parking requirements for commercial and mixed use developments
- eliminate required front setbacks in the Core Pedestrian Area
- phase out curb cuts and vehicular access to commercial properties on Clark Avenue and Broadway
- eliminate lot coverage limitations
- streamline the permitting process by allowing smaller projects (under 10,000 square feet) to be approved ministerially without a development plan

A more detailed discussion of the proposed amendments is provided as Attachment G. The proposed amendments have been determined to be consistent with the County's Comprehensive Plan and the Orcutt Community Plan. Policy Consistency analysis and discussion is provided for the Board as Attachment H.

III. Changes Incorporated Since Planning Commission Review

- A. The Planning Commission considered this package of amendments at their August 11, 2004 hearing and recommended approval to the Board of Supervisors on a unanimous 5-0 vote. The Commission recommended three adjustments to the amendments which staff has incorporated and are now present in the version under consideration by the Board (Attachment I). The Planning Commission's recommended refinements were:
1. Consider including a provision in the ordinance amendments exempting 'minor projects' from the requirement to eliminate curb-cuts and vehicular access from Clark Avenue and Broadway and the 'build-to-line' provision at the time of redevelopment. Consider using the threshold that a project eligible for a Substantial Conformity determination qualifies as a 'minor project'.
 2. Revise the proposed amendments to ensure that the discussion of Single Family Dwelling parking requirements is consistent in both Zone 1 (Core Pedestrian Area) and the Zone 2 (Peripheral Pedestrian Area) sections.
 3. Revise the parking monitoring provision to require a report-back and review by the Planning Commission and the Board of Supervisors three years after adoption of the amendments.
- B. Staff also incorporated a formatting change at the request of County Counsel. Counsel recommended that the amendments be reformatted to appear as an overlay zone, rather than as text amendments to the OT-R-GC and OT-R-LC zone districts. Using the overlay zone only changes which section the regulations appear in Article III and how parcels affected are identified on the OCP Overlay Designation Map. The purpose and intent, as well as the specific regulations remain the same.

- C. In response to comments from the Public Works Department, one parcel at the corner of Clark Avenue and Foxenwood Lane was exempted from the rule prohibiting curb-cuts and vehicular access off Clark Avenue. Public Works staff felt that due to the unique configuration and location of this parcel the requirement prohibiting access on Clark and requiring that it be taken from the side street (Foxenwood Lane) would create a safety problem.

IV. Environmental Review:

Addendum #3 to 95-EIR-01 (Attachment B) has been prepared pursuant to Section 15164 of the State Guidelines for the Implementation of the California Environmental Quality Act (CEQA) and the County of Santa Barbara Guidelines for the Implementation of CEQA to evaluate potential changes in environmental effects of the proposed new and amended Old Town Orcutt and Transportation sections of the OCP and proposed Zoning Ordinance revisions which were not specifically evaluated as part of the OCP Final EIR or subsequent Addendums. EIR Addendum #3 does not address potential site-specific or project-specific environmental impacts as the proposed project involves minor changes that would affect the programmatic implementation of policies and regulations for development in the Old Town District within the community of Orcutt. Therefore, EIR Addendum #3 only addresses the potential for environmental impacts resulting from implementation of the proposed Plan amendments and Zoning Ordinance provisions within the context of the Orcutt planning area and Old Town resources, where applicable. Future site-specific development proposals, over 10,000 square feet, would continue to be subject to project specific environmental review.

EIR Addendum #3 specifically addresses potential environmental impacts associated with the increased development potential of Old Town that would result from implementation of the proposed amendments relative to aesthetic/visual resources, air quality, historic resources, noise, transportation, and water resources. The Initial Study analysis prepared for the proposed project indicates that implementation of the proposed amendments would not result in any changes in environmental effects relating to agricultural resources, biological resources, cultural resources, energy supply, fire protection, geologic processes, hazardous material/risk of upset, land use, public facilities, and recreational resources.

EIR Addendum #3 concludes that the proposed OCP and Zoning Ordinance Amendments would not result in significant impacts, where impacts were previously found to be insignificant, nor would the proposed changes result in adverse environmental impacts beyond those identified in the FEIR. The Final EIR (95-EIR-01) and Addendum #1 (July 1997), Addendum #2 (2001) and Addendum #3 would fulfill environmental review requirements for the proposed OCP Amendments.

Fiscal and Facilities Impacts: Funding for the adoption and implementation of these amendments is in Planning & Development's recommended Fiscal Year 2004-2005 budget on page D-286 under Comprehensive Planning Division: Community Plans.

Exhibits:

1. Old Town Orcutt Pedestrian Overlay (Board of Supervisors Exhibit no. 35-248-1)
2. Proposed Orcutt Community Plan Bikeways Map Change

Attachments:

- A. Findings
- B. EIR Addendum #3
- C. Resolution 04-__ , 04GPA-00000-00011 Orcutt Community Plan Amendment
- D. Resolution 04-__ , 04GPA-00000-00011 Proposed Orcutt Community Plan Bikeways Map Change
- E. 04ORD-00000-00011 Article III Ordinance Amendment
- F. 04RZ-00000-00011 Article III Rezone, Amendment of Orcutt Community Plan: Zoning Overlay Map
- G. Summary of Amendments to Zoning Ordinance
- H. Policy Consistency
- I. Planning Commission Action Letter

Special Instructions

- 1) Clerk of the Board shall complete noticing in the Santa Maria Times at least 10 calendar days before the hearing. The notice shall contain the time and place of the hearing, a general explanation of the matter to be considered and a general description of the area affected.
- 2) P&D shall complete mail noticing at least 10 days prior to the hearing of all properties located in the new Overlay District and all properties located within 300 feet of the new Overlay District. Mailing labels provided by P&D.
- 3) Before the expiration of fifteen (15) days after passage of these amendments, a summary of them shall be published once, together with the names of the members of the Board of Supervisors voting for and against the same in the Santa Maria Times, a newspaper of general circulation published in the County of Santa Barbara.
- 4) Clerk of the Board shall forward a copy of the Minute Order to Planning and Development, attn: Cintia Mendoza, Hearing Support.