

SANTA BARBARA COUNTY PLANNING COMMISSION
Staff Report for Old Town Orcutt Streetscape Concept Plan, Design Guidelines, and Amendments to Article III Zoning Ordinance

Hearing Date: April 12, 2006
Staff Report Date: March 31, 2006
Supervising Planner: Stephen Peterson

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Case Nos.: 06MIS-00000-00002, 06ORD-00000-00003, & 06MIS-00000-00003
Environmental Documents: 06MIS-00000-00002: Not a project; 06ORD-00000-00003 and 06MIS-00000-00003: CEQA Section 15061 (b) (3), No possibility of Significant Effect



Map of Old Town Orcutt

1.0 PURPOSE OF HEARING

Hearing on the request of the County Executive Office Comprehensive Planning Division to further the cause of Old Town Orcutt revitalization by considering the following:

- a) Adoption of the Old Town Orcutt Design Guidelines
- b) Amending the Article III Zoning Ordinance to provide consistency with the proposed Design Guidelines
- c) Adoption of the Old Town Orcutt Streetscape Concept Plan

2.0 RECOMMENDATION AND PROCEDURES

Follow the procedures outlined below and recommend that the Board of Supervisors approve Case Nos. 06MIS-00000-00002, 06MIS-00000-00003, 06ORD-00000-00003 as shown in Attachment A 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 Commission's motion should include the following recommendations to the Board of Supervisors:

1. Adopt the CEQA findings and findings for approval for 06ORD-00000-00003 (Attachment A);
2. Find that 06MIS-00000-00002 is not an activity subject to CEQA pursuant to CEQA Guidelines sections 15060 (c) (3) and 15378;
3. Accept the exemption for 06ORD-00000-00003 pursuant to CEQA Section 15061 (b, 3) included as Attachment B;
4. Accept the exemption for 06MIS-00000-00003 pursuant to CEQA Section 15061 (b, 3) included as Attachment C;
5. Adopt a resolution for adoption of the Old Town Orcutt Design Guidelines (Attachment D);
6. Adopt 06ORD-00000-00003 to amend the text of the Old Town (OT) zone districts and the Pedestrian Area – Old Town Orcutt (PA-OTO) Overlay Districts Sections of Article III Inland Zoning Ordinance of Chapter 35 of the Santa Barbara County Code (Attachment E) ; and
7. Adopt a resolution for adoption of the Old Town Orcutt Streetscape Plan (Attachment F).

Please refer the matter to staff if your Commission takes other than the recommended action for appropriate findings.

3.0 JURISDICTION

The Design Guidelines and Streetscape Plan are before your Commission for review and comments prior to consideration by the Board of Supervisors as the documents pertain to planning issues that may be of interest. Neither the California State Government Code nor the County Code requires that your Commission take action on this matter. However, should the Commission recommend adoption of these documents, changes to the Zoning Ordinance will be required. Specifically, the ordinance amendments are being considered by the County Planning Commission based upon provisions of Section 65855

of the Government Code and the process requirements for zoning ordinance text amendments provided in the Zoning Ordinance (Article III). The Government Code and the County's Zoning Ordinance require that the County Planning Commission review and consider proposed ordinance amendments in a public hearing and render its decision in the form of a written recommendation to the Board of Supervisors.

4.0 BACKGROUND

In July of 1997, the Board of Supervisors adopted the Orcutt Community Plan (OCP) for the unincorporated area of Orcutt. 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 revitalization of Old Town including:

Policy OT-O-1:

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

Action OT-O-2.1:

Planning and Development and Public Works should develop a Traffic/Circulation Plan identifying methods to improve roadway circulation, public transit, parking, and bicycle and pedestrian safety/access to and within Old Town.

Action OT-O-2.4:

The OT Traffic/Circulation Plan should identify methods to enhance the Clark Avenue corridor, such as improvements to crossing points for pedestrian safety, reduction in width of traffic lanes, widening of sidewalks, installation of landscaped center medians and streetscapes."

In Spring 2005, the Board of Supervisors directed staff to pursue implementation of the above Policies and Actions of the OCP by working with the community to develop a Streetscape Concept Plan and Design Guidelines for Old Town Orcutt (included as Attachments A and B). The Board requested that this work be completed by the end of fiscal year 2005-06.

5.0 ISSUE SUMMARY

5.1 Old Town Orcutt Design Guidelines and Ordinance Amendments

The Old Town Orcutt Board of Architectural Review (OTOBAR) was established in 1985 to ensure that new development and significant renovation projects in Old Town Orcutt are well designed and compatible with the historic "old west oil town" character of the community. At present, the OTOBAR reviews proposed development projects and provides recommendations to the North County BAR on each project's consistency with the Old Town Orcutt's "old west oil town" architectural theme. Over the past several years, the OTOBAR developed a simple, informal set of written design guidelines to

communicate the design elements that comprise the Old Town Orcutt style. (See Attachment G)

The Design Guidelines before your Commission are intended to improve on and clarify the previous informal guidelines and provide a more user-friendly guide to the Old Town Orcutt architectural vernacular. The document relies on photographs, drawings, and written explanation to illuminate the Old Town Orcutt architectural style for the benefit of applicants, architects, planners, decision makers, and the North County Board of Architectural Review.

The proposed design guidelines would apply to parcels that are within the boundaries of both the Core and Peripheral areas of the Pedestrian Area Old Town Orcutt (PA-OTO) overlays. The Core (dotted) and Peripheral (hatched) Pedestrian overlays are depicted below:



The Design Guidelines document is a companion to the Old Town Orcutt Streetscape Plan which provides complementary design concepts for street and sidewalk character in the study area.

To ensure development within Old Town Orcutt conforms to the original Design Guidelines created by the OTOBAR, the Ordinance requires that the OTOBAR review all projects in each zone district in Old Town in addition to County BAR review and approval. However, to better serve local communities, the County BAR was recently replaced by four regional BARs, including the new North County BAR (NBAR), which is comprised of members jointly appointed by the Fourth and Fifth District offices. The creation of the NBAR, in addition to the development of the improved proposed Old Town Orcutt Design Guidelines has diminished the need for an Old Town Orcutt-specific BAR. Therefore, the proposed ordinance amendments would:

- Amend the Processing section of the Old Town Residential/Light Commercial (OT-R/LC), Old Town Residential/General Commercial (OT-R/GC), and Old Town Residential (OT-R) zone districts to eliminate the requirement for design review by OTOBAR and approval by the BAR.
- Amend the Processing section of the Pedestrian Area – Old Town Orcutt (PA-OTO) to require that all new and altered structures conform to the Old Town Orcutt Design Guidelines and be reviewed and approved by the North County BAR.

5.2 Streetscape Concept Plan

The Orcutt Community Plan, adopted in 1997, identified the rehabilitation and revitalization of Old Town Orcutt as “a commercial center, a mixed-use residential area, and a cultural focus for the community,” as a primary goal. The Streetscape Plan is envisioned as an implementation tool to achieve that goal by addressing opportunities for the beautification of the Clark Avenue corridor, maximizing on-street parking opportunities, and improving pedestrian safety and comfort.

The Streetscape Concept Plan identifies the elements of streetscape development that can be used to guide future improvement efforts. This Plan does not direct specific materials and/or improvements at specific locations, but instead lays out a vision of what potential streetscape improvements could look like. Formal surveying of the street, a traffic study, engineered plans and environmental review will need to be completed before any reconstruction of the street can begin.

The Streetscape Plan was developed collaboratively by Comprehensive Planning, the Public Works Department and a consultant, MBA Planning Group.

6.0 ENVIRONMENTAL REVIEW

6.1 Design Guidelines (06MIS-00000-00002)

Pursuant to Section 15060 (c) (3) and 15378 (b) (5) of the Guidelines for Implementation of the California Environmental Quality Act (CEQA), CEQA does not apply to activities that are not a project. Adoption of the Design Guidelines would be considered an administrative activity of the County that will not result in direct or indirect physical changes in the environment. The updated Guidelines merely provide more detailed descriptions and graphic examples of the same design style proscribed by the existing Design Guidelines that have been in use for several years.

6.2 Ordinance Amendments (06ORD-00000-00003)

The proposed amendment is recommended to be determined to be exempt from environmental review pursuant to Section 15061(b)(3) of the California Guidelines for Implementation of the California Environmental Quality Act (CEQA). Section 15061(b)(3), the general rule exemption, states that where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the

environment that the activity is not subject to CEQA. The ordinance amendments would simply transfer design review responsibilities from one review body (the OTOBAR) to another (the NBAR) which would not result in environmental impacts, as explained in Attachment B, Notice of Exemption.

6.3 Streetscape Concept Plan (06MIS-00000-00002)

The proposed Streetscape Concept Plan is recommended to be determined to be exempt from environmental review pursuant to Section 15061(b)(3) of the California Guidelines for Implementation of the California Environmental Quality Act (CEQA). Section 15061(b)(3), the general rule exemption, states that where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment that the activity is not subject to CEQA. The Streetscape Plan is conceptual in nature and provides only a vision of possible improvements that may be considered in the future. Therefore, no significant environmental impacts would occur as a result of adoption of the Streetscape Concept Plan, as explained in Attachment C, Notice of Exemption.

7.0 COMPREHENSIVE PLAN CONSISTENCY

All actions contained herein are consistent with the County’s Comprehensive Plan.

Requirement	Policy Consistency
Orcutt Community Plan (OCP)	
<p>Policy OT-O-1: The County should develop and implement an Old Town Revitalization Program as expeditiously as possible which identifies incentives for commercial development and historic preservation.</p>	<p>Consistent. The Design Guidelines and Streetscape Concept Plan are components of a Revitalization Program.</p>
<p>Policy OT-O-2: The County should develop and implement an Old Town Revitalization Program as expeditiously as possible which includes circulation improvements for Old Town.</p> <p>Prog. OT-O-2.1 Planning and Development and Public Works should develop a Traffic/Circulation Plan identifying methods to improve roadway circulation, public transit, parking, and bicycle and pedestrian safety/access to and within Old Town</p>	<p>Consistent. The Streetscape Concept Plan provides conceptual plans for potential circulation improvements for Old Town including the installation of bulbouts, upgraded sidewalks, improved crosswalks and an expanded sidewalk network to improve pedestrian circulation; bus pullouts to improve transit service, additional on-street parking spaces to augment the parking supply and traffic calming measures on neighborhood streets to reduce cut-through traffic.</p>
<p>Action OT-O-2.2: The OT Traffic/Circulation Plan should include</p>	<p>Consistent. The Streetscape Plan proposes diagonal on-street parking spaces, shared parking agreements, and public parking lots to</p>

<p>the identification and development of satellite parking lots, shared off-street parking, creation of diagonal parking on Clark Avenue and streets adjacent to Clark Avenue, and on-street parking in the OT Zone District in order to support reduced on-site parking requirements for commercial development in Old Town.</p>	<p>increase the number of parking spaces and to avoid spillover parking into residential streets.</p>
<p>Action OT-O-2.4: The OT Traffic/Circulation Plan should identify methods to enhance the Clark Avenue corridor, such as improvements to crossing points for pedestrian safety, reduction in width of traffic lanes, widening of sidewalks, installation of landscaped center medians and streetscapes.</p>	<p>Consistent. The intent of the Design Guidelines and Streetscape Plan is to enhance the Clark Avenue corridor to create a “pedestrian friendly” atmosphere. The Design Guidelines would promote the beautification of Clark Avenue by clarifying and elaborating on existing architectural design standards for private development. The Streetscape Plan proposes enhanced crosswalks, improved sidewalks, bulbouts, connection and expansion of the existing sidewalk network, and the installation of street trees, banners and public art to improve the streetscape.</p>

8.0 FUTURE IMPLEMENTATION

8.1 *Old Town Orcutt Design Guidelines*

The Design Guidelines would be applied when any ministerial or discretionary project is proposed on a parcel within the Pedestrian Area Old Town Orcutt (PA-OTO) overlay area. Public and Private projects would be reviewed by the NBAR for their consistency with the design guidelines.

8.2 *Old Town Orcutt Streetscape Concept Plan*

The Conceptual Plan outlines a future vision for Clark Avenue, but does not provide the detailed engineering plans that will be necessary for actual construction. Several steps are necessary to move the Concept Plan forward to the point of construction. These steps include, but are not limited to: a formal survey of the road right of way, preparation of traffic and parking studies, preliminary design engineering, full environmental review under CEQA, attainment of necessary permits or rights-of-way, and final design engineering, often know as PSE (Plans, Specifications and Estimates).

Implementation of the Streetscape Plan may occur in phases as funds become available. Final choice of streetscape materials and styles will depend on the funds available and conditions at the time of implementation.

It is anticipated that the Board of Supervisors will discuss and provide direction on future implementation and funding of the streetscape improvements during this Spring's budget hearings.

9.0 APPEALS PROCEDURE

The Streetscape Concept Plan, Design Guidelines and ordinance amendments will be automatically forwarded to the Board of Supervisors for final action.

10.0 ATTACHMENTS

- A. Findings for approval for 06ORD-00000-00003
- B. Exemption for 06ORD-00000-00003
- C. Exemption for 06MIS-00000-00003
- D. Draft resolution for the Old Town Orcutt Design Guidelines
- E. Draft Ordinance Language for 06ORD-00000-00003
- F. Draft resolution for Old Town Orcutt Streetscape Plan
- G. Draft Design Guidelines
- H. Draft Streetscape Concept Plan
- I. Existing Old Town Orcutt Design Guidelines