



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
Department No.: 053
For Agenda Of: October 6, 2015
Placement: Set Hearing for
10/20/2015
Estimated Time: 2 hours on 10/20/2015
Continued Item: No
If Yes, date from:
Vote Required: Majority

TO: Board of Supervisors

FROM: Department Glenn S. Russell, Ph.D., Director, Planning and Development
Director(s) (805) 568-2085
Contact Info: Matt Schneider, Deputy Director, Long Range Planning
(805) 568-2072

SUBJECT: Eastern Goleta Valley Community Plan
First and Second Supervisorial Districts

County Counsel Concurrence

As to form: Yes

Other Concurrence: N/A

As to form: No

Auditor-Controller Concurrence

As to form: No

Recommended Actions:

On October 6, 2015, set a hearing for October 20, 2015, to consider adoption of the Eastern Goleta Valley Community Plan.

On October 20, 2015, staff recommends that the Board of Supervisors take the following actions:

- a) Make the required findings for approval, including CEQA findings, in Attachment 1.
- b) Certify the Eastern Goleta Valley Community Plan Final Environmental Impact Report (County Environmental Document No. 14EIR-00000-00005, State Clearinghouse No. 2012091048) (Attachment 2), including the EIR Revision Letter (Attachment 3), and adopt the Mitigation Monitoring and Reporting Program, attached to the EIR Revision Letter.
- c) Adopt the Eastern Goleta Valley Community Plan (Attachment 4) by taking the following actions:
 - i) Adopt a Resolution amending the text and maps of the Land Use Element (Case No. 14GPA-00000-00019) of the Santa Barbara County Comprehensive Plan (Attachment 5);

- ii) Adopt an Ordinance amending the zoning regulations of the County Land Use and Development Code (Case No. 11ORD-00000-00015), Section 35-1 of Chapter 35, Zoning, of the Santa Barbara County Code (Attachment 6);
- iii) Adopt an Ordinance amending and adding new zones and overlay zones to the County Zoning Map (Case No. 11RZN-00000-00002) of the Santa Barbara County Land Use and Development Code (Attachment 7);
- iv) Adopt a Resolution amending the text and maps of the Coastal Land Use Plan (Case No. 14GPA-00000-00018) of the Santa Barbara County Local Coastal Program (Attachment 8);
- v) Adopt an Ordinance amending the zoning regulations of the Article II Coastal Zoning Ordinance (Case No. 13ORD-00000-00011) of Chapter 35, Zoning, of the Santa Barbara County Code (Attachment 9); and
- vi) Adopt an Ordinance amending the Article II Coastal Zoning Ordinance of Chapter 35, Zoning, of the Santa Barbara County Code by amending the existing Goleta Community Plan Zoning South map, the Goleta Community Plan Zoning Overlay map, and the Goleta Community Plan Environmentally Sensitive Habitat and Riparian Corridor Land Use and Zoning Overlays South map and adopting the new Eastern Goleta Valley Community Plan Zoning map, the Eastern Goleta Valley Community Plan Zoning Overlay map, and the Eastern Goleta Valley Community Plan Environmentally Sensitive Habitat and Riparian Corridor Land Use and Zoning Overlays map (Case No. 15RZN-00000-00004) (Attachment 10).

Refer back to staff if the Board of Supervisors takes other than the recommended actions for appropriate findings.

Summary Text:

The Eastern Goleta Valley Community Plan (EGVCP) is a new stand-alone community plan that expresses a community vision and 18 goals addressing a variety of land use issues. The community's vision includes: high quality neighborhoods; a mix of housing types sufficient to meet local needs; a thriving local economy; sustainable agriculture; sustainable infrastructure; a well-designed, efficient, and safe multimodal transportation network; and conservation of cultural and natural resources. The goals are achieved through policies, development standards, and actions intended to regulate and guide future growth and improvements in the EGVCP area. The EGVCP also amends the Land Use Element and land use maps of the County Comprehensive Plan, and amends the Coastal Land Use Plan and associated coastal land use maps to further the goals and policies of the EGVCP. A detailed overview of the EGVCP is presented in Section 6.0 of the staff report to the Planning Commission dated June 10, 2015 (Attachment 11). The EGVCP's most significant components include:

- A new Mixed Use zone to revitalize the Hollister Avenue – State Street commercial corridor into an attractive, safe, and vibrant pedestrian-oriented commercial/residential area.
- Five housing opportunity sites suitable for affordable housing.
- Incorporation of approximately 7,200 acres east of State Route 154 into the planning area.

- Revisions of the Urban/Rural boundary southward to focus urban development on land appropriate for urban uses and to protect rural lands for agriculture and watershed values.
- Revised land use and zoning designations from several antiquated Ordinance 661 designations to Mountainous Area to be consistent with the adopted Comprehensive Plan designation and to protect watershed resources.
- Policies and development standards promoting “complete streets.”
- Policies to protect urban agricultural lands from conversion to residential and commercial uses.
- Policies and development standards to protect sensitive biological resources, cultural resources, and visual resources.

On July 22, 2015, the County Planning Commission recommended approval of the EGVCP with some changes to the plan (Planning Commission Action Letter Attachment 12). This Board Letter summarizes the changes to the plan resulting from the Planning Commission’s recommendation. The EGVCP, Findings and Statement of Overriding Considerations, and map exhibits to the adopting resolutions and ordinance amendments have been revised to incorporate the Planning Commission’s recommendation (Attachments 4, Attachment 1, and Attachments 5-10, respectively). This Board Letter also summarizes necessary minor corrections noted since the Planning Commission hearings.

Background:

Introduction

The EGVCP area is located in the South Coast region of Santa Barbara County and includes the coastal plain and foothills between the City of Santa Barbara to the east and the City of Goleta to the west. The approximately 23,200-acre (35 square miles) unincorporated area extends from Camino Cielo Road near the ridgeline of the Santa Ynez Mountains in the north to the Pacific Ocean in the south. Approximately 7,900 acres are located within the Urban Area and approximately 15,300 acres are located within the Rural Area. The majority of the EGVCP area is located within the Second Supervisorial District. Approximately 854 acres (38 residential parcels in the Urban Area and 15 rural parcels) are located within the First Supervisorial District near the EGVCP area’s eastern boundary.

In 1993, the County Board of Supervisors adopted the Goleta Community Plan (GCP) to provide specific goals, policies, and standards for the GCP area. Since then, the GCP area has experienced several changes, the most significant being the incorporation of the City of Goleta in 2002, which removed 5,100 acres from county jurisdiction. These changes prompted the County to prepare an update of the GCP solely for the eastern portion of the GCP area, the Eastern Goleta Valley (EGV).

On March 18, 2008, the County Board of Supervisors initiated the planning process for the EGV and on September 2, 2008 the Board formed the Goleta Valley Planning Advisory Committee (GVPAC). Following 47 public meetings and workshops of the GVPAC and seven Planning Commission hearings, the Board of Supervisors initiated environmental review for the draft EGVCP on February 21, 2012. The Draft Environmental Impact Report (EIR) was circulated for public review from August 12, 2014 through October 3, 2014. The Planning Commission held two hearings regarding adoption of the EGVCP on June 17 and July 22, 2015.

Planning Commission Recommendation

At the first Planning Commission hearing, staff recommended changes to the EGVCP based on mitigation measures identified in the Draft EIR and public comments on the Draft EIR. At the second hearing, the Planning Commission recommended approval of the EGVCP with changes to the plan arising from its hearings and in response to requests from the public (Planning Commission Action Letter Attachment 12).

Staff Recommended Changes to the EGVCP Carried Forward by the Planning Commission

Section 4.0 of the staff report dated June 10, 2015 describes staff recommended changes to the EGVCP (Attachment 11). The most significant change revises the EGVCP to be consistent with Alternative E of the EIR, identified as the Environmentally Superior Alternative. Alternative E differs from the initiated EGVCP such that the South Patterson Triangle (housing opportunity site 6) would retain its current Agricultural zoning (AG-I-10) instead of being designated Design Residential (DR-7). Alternative E was determined to be the environmentally superior alternative because it would preserve the existing Agricultural zoning, promote continued agricultural use of the site, and avoid a significant and unavoidable (Class I) impact to agricultural resources. Staff revised the land use and zoning maps of the EGVCP and the adopting resolutions and ordinance amendments to reflect Alternative E. Staff also revised Table 1 (Figure 10) of the EGVCP, reducing the maximum theoretical buildout for residential development to reflect the 47 additional residential units that would not result on the South Patterson Triangle.

The Planning Commission supported other staff recommended changes, including a change to the land use designations for two housing opportunity sites (sites 1 and 2, known as MTD and Tatum/Santa Barbara School District, respectively) from Planned Residential Development (PRD) to Design Residential (DR) to promote affordable housing; a revision to the Environmentally Sensitive Habitat (ESH) Overlay permit provisions consistent with EGVCP Action ECO-EGV-5B; a revision to the ESH/Riparian Corridor (RC) Overlay Map; and revised tribal cultural resources policies in response to new State law. Additional minor technical changes are also identified and discussed briefly in Section 4.0 of the staff report dated June 10, 2015. However, staff has since revised Development Standard AQ-EGV-2C to remove requirements to record a "Notice to Property Owner" because the requirement would be inconsistent with recent changes to State law. Development Standard AQ-EGV-2C will remain as originally proposed under Mitigation Measure MM AQ-2 of the draft Final EIR.

Additional Planning Commission Recommended Changes to the EGVCP

The Planning Commission recommended additional changes arising from its two hearings, including:

1. Addition of a disclaimer to the ESH/RC Overlay Map that habitat mapping is approximate.
2. Language revisions for seven policies, programs, and actions.
3. Revisions to the Cultural Resources and Visual Resources sections to clarify existing setting information.
4. Addition of two appendices to the EGVCP (Cultural Resources Tables and a Compendium of EGVCP Actions and Programs).
5. Changes to the proposed land use and zoning for three properties.

6. Additional exemptions from the ESH Overlay permit provisions for vegetation management activities to create and maintain defensible space.

The staff memo to the Planning Commission dated July 14, 2015 (Attachment 13) discusses items 1 through 4. Items 5 and 6 are discussed in more detail below. Finally, the Planning Commission directed staff to study a request to rezone a parcel owned by the Los Padres Council of the Boy Scouts of America. The results of this study and a staff recommendation are also discussed below.

Land Use and Zoning Changes – Revised Buildout under the EGVCP

The Planning Commission recommended changing the proposed land use and zoning designations for three properties (MTD, Anderson, and Sulzbach), which would result in minor changes to buildout under the EGVCP. First, the Planning Commission recommended that a 6.8-acre portion of the MTD property (housing opportunity site 1) be designated Residential-0.33 (RES-0.33) and zoned Design Residential-0.2 (DR-0.2) rather than retain the existing Agriculture land use and zoning designations (A-I-5 and AG-I-5, respectively). The change would result in the same residential development potential (one unit on 6.8 acres). Second, the Planning Commission recommended that the 1.71-acre Anderson property (housing opportunity site 8) be rezoned in its entirety from Commercial (C-2 and C-3) to Mixed Use (MU) rather than splitting the zoning between MU and DR-20. Rezoning the entire site MU would reduce the potential residential buildout of the site by 14 units. Third, the Planning Commission recommended that the 46.77-acre Sulzbach property remain in the Holiday Hill Existing Developed Rural Neighborhood (EDRN) and retain its current Agriculture land use density and zoning designations (A-I-5 and AG-I-5, respectively). The initiated EGVCP proposed to remove the Sulzbach property from the EDRN and change the land use and zoning to A-II-40 and AG-II-40, respectively (40-acre minimum parcel size). Retaining the existing land use and zoning designations would increase potential residential buildout by 7 units. Combined, the Planning Commission's recommended changes reduce buildout of the EGVCP by 7 residential units. The rationale to support each recommended land use and zoning change is presented in the staff memo to the Planning Commission, dated July 14, 2015 (Attachment 13).

Based on the land use densities and zoning recommended by the Planning Commission, the maximum theoretical buildout of the EGVCP would allow up 2,212 residential units (the Draft EIR analyzed a buildout of 2,266 units) and 1,231,587 square feet of commercial development in addition to existing on-the-ground development. Compared with maximum theoretical buildout under the existing 1993 GCP, the EGVCP would result in 619 more dwelling units overall (143 fewer single-family dwellings and 762 additional multifamily dwellings). Most of the new residential development would be focused within housing opportunity sites (see "Housing Opportunity Sites" under Section 6.1 of the staff report to the Planning Commission dated June 10, 2015 (Attachment 11)). Commercial rezones would increase the potential buildout of retail commercial uses and reduce the potential buildout of non-retail commercial, reducing overall commercial development by approximately 197,478 square feet compared to commercial buildout under the 1993 GCP.

ESH Overlay Exemptions – Vegetation Management/Defensible Space

At the hearing on July 22, 2015, the Planning Commission directed P&D to consult with the County Fire Department (County Fire) and the Environmental Defense Center (EDC) to develop additional permit exemptions for creating and maintaining defensible space around structures within ESH areas. P&D met with County Fire and EDC. County Fire recommended and P&D agreed that the following

activities should be exempt from planning permits in ESH areas to help protect firefighters and structures in the event of a wildfire:

- *Fuel modification for defensible space within 100 feet of an existing structure.*
- *Fuel modification for defensible space located more than 100 feet but less than 300 feet from an existing structure following inspection by Santa Barbara County Fire Department personnel and issuance of a letter by the County Fire Department determining that more than 100 feet of fuel modification is required to provide adequate defensible space around the structure based on a site specific safety zone calculation.*
- *The removal of vegetation along roads and driveways up to 10 feet on both sides of the roads and/or driveways.*

A fourth exemption is proposed to cross-reference existing ordinance provisions that exempt community wildfire protection activities implemented by County Fire, CAL FIRE, or the Los Padres National Forest from planning permits and other regulations of the County LUDC (LUDC Section 35.10.040.G.1). The proposed permit exemptions are included in Section 9 of the County Land Use and Development Code Ordinance Amendment (Attachment 6).

Finally, staff proposes a new action item to specifically address community wildfire protection, as follows:

Action FIRE-EGV-1B: *The County shall encourage and support the development of a Community Wildfire Protection Plan for at risk communities of the Eastern Goleta Valley in compliance with the Community Wildfire Protection Plan Development Process for Santa Barbara County, adopted on August 8, 2011.*

While developing the permit exemptions, P&D determined that the designation of chaparral as ESH under Mitigation Measure MM BIO-1 of the EIR was worded inconsistently with the analysis and conclusions of the Biological Resources Report (Appendix G of the EIR). EGVCP Policy ECO-EGV-5.4 identifies habitats that are to be considered environmentally sensitive and protected by the ESH Overlay. As modified under MM BIO-1, Policy ECO-EGV-5.4 states that chamise chaparral, lower montane mixed chaparral, ceanothus chaparral, and soft scrub – mixed chaparral alliances are “rare” and in need of protection. However, the Biological Resources Report clarifies that these four vegetation types (alliances) are not rare in and of themselves. Rather, they may include rare vegetation alliances, as well as habitats for rare, endangered, or threatened species, which require site-specific investigations to determine their presence and need for protection. Thus, chaparral is to be considered ESH where it supports rare vegetation alliances and/or sensitive (rare, endangered, or threatened) plant and animal species. Staff recommends that the Board of Supervisors revise Policy ECO-EGV-5.4 to accurately reflect this distinction, as follows:

- *Chaparral (specifically the following four rare types: e.g., chamise chaparral, lower montane mixed chaparral, ceanothus chaparral, and soft scrub – mixed chaparral alliances) where it supports rare or vulnerable native vegetation alliances and/or sensitive native plant and/or animal species.*

Rezone Request – Los Padres Council of the Boy Scouts of America

On July 22, 2015, the Los Padres Council of the Boy Scouts of America requested the Planning Commission rezone its 0.67-acre parcel from Recreation (REC) to Professional and Institutional (PI) as part of the EGVCP. The Planning Commission directed staff to study the request and make a recommendation to the Board of Supervisors.

The parcel (APN 049-022-001) is located at the east end of the EGVCP area at 4000 Modoc Road. It is developed with a single-story building permitted and used as the Boy Scouts headquarters office.

Staff does not recommend rezoning the site at this time. The PI zone allows additional uses that are not permitted in the REC zone, such as banks and financial services, general business and professional offices, and mixed use residential. It also allows some uses to be permitted with a Land Use Permit that would otherwise require a Conditional Use Permit in the REC zone. The request was not considered by the GVPAC, the Planning Commission, or the Board of Supervisors during the development of the EGVCP or EIR. Given these circumstances, staff believes it would be premature to grant the request as a part of the EGVCP. However, the Boy Scouts can pursue the request through a separate General Plan Amendment and Rezone.

Policy LUR-EGV-2.5

The Planning Commission recommended additional language to the policy for the MTD and Tatum/School District properties to provide greater flexibility for locating future development on the site. Staff proposes additional revisions to provide greater context and clarity as follows:

Policy LUR-EGV-2.5: MTD and Tatum/School District: The MTD properties (APNs 059-140-004, -005, -006), located at 4678 Calle Real/149 North San Antonio Road, and the Tatum/Santa Barbara School District property (APN 065-040-026), located at 4750 Hollister Avenue, shall receive land use designations appropriate for Residential Neighborhood Development.

Consistent with this policy, the MTD properties shall be designated RES-0.33 (west portion, 6.8 acres) and RES-20.0 (east portion, 10.2 acres). The Tatum/Santa Barbara School District property shall be designated RES-0.33 (west portion, 9.2 acres) and RES-20.0 (east portion, 13.8 acres).

The locations of the boundaries of these designations identified above and associated zone districts may be modified as part of a General Plan Amendment and, Rezone, Development Plan application provided the total acreage associated with ~~the~~ each designations does not change and the modification furthers the objectives of this policy. A development plan for these properties, respectively, shall:...

Additional Staff Recommended Map Correction

San Marcos Foothills Reserve

All of the County-owned San Marcos Foothills Preserve is to be designated Other Open Land and zoned Resource Management 100-acre minimum lot size (RMZ-100). The land use and zoning maps mistakenly depict the land use and zoning for two of the County-owned parcels (APN 059-020-053 and 059-020-055 totaling 3.32 acres) as Planned Development (PD-20) and Planned Residential Development (PRD-20), respectively. P&D revised the maps to reflect the correct land use and zoning consistent with the remainder of the San Marcos Foothills Preserve (Other Open Lands and RMZ-100).

Consistency with the Airport Land Use Plan

A portion of the EGVCP area is located within the Approach Zone and the Airport Influence Area of the Santa Barbara Airport. On August 20, 2015, the Santa Barbara County Association of Governments (SBCAG), acting in its capacity as the Airport Land Use Commission, reviewed the EGVCP for consistency with the Airport Land Use Plan (ALUP). SBCAG determined that the proposed land use and zoning changes are consistent with the ALUP. SBCAG also recommended that the County include a "Notice of Airport in Vicinity" for new residential development within the Airport Influence Area, in compliance with State law. Staff intends to incorporate this notice into the Standard Conditions of Approval as a condition for new residential development within the Airport Influence Area.

Environmental Review

The Final EIR identifies numerous potentially significant impacts and mitigation measures that reduce the impacts to less than significant levels. Feasible mitigation measures identified in the Final EIR have been incorporated into the EGVCP as revised or new policies and development standards. However, several impacts have been determined to remain significant and unavoidable (Class I) even though mitigation measures have been identified and incorporated into the Final EIR. To adopt the EGVCP, CEQA Guidelines Section 15093 requires the Board of Supervisors to adopt a Statement of Overriding Considerations balancing the benefits of the project against the identified unavoidable environment risks and determine the benefits outweigh the risks (Attachment 1).

Section 7.0 of the staff report to the Planning Commission dated June 10, 2015 (Attachment 11) provides a detailed summary of the draft Final EIR. The entire Final EIR (Attachment 2) can be reviewed on the Internet at <http://longrange.sbcountyplanning.org/planareas/goleta/gcpeir.php>.

EIR Revision Letter

Since publication of the draft Final EIR in May 2015, the Planning Commission recommended several changes to the EGVCP. The changes are minor and a Revision Letter to the Final EIR has been prepared and is included as Attachment 3 to this Board Letter. As discussed in the Revision Letter, recirculation of the Final EIR is not required.

Fiscal and Facilities Impacts:

Budgeted: Yes

Fiscal and Facilities Impacts:

The EGVCP was prepared as a Board of Supervisors-initiated project. Staff salaries and other costs were included in the County's budget under the Planning and Development Department, Long Range Planning Division's Operating Expenditures (General Fund Contribution). Most recently, the Long Range Planning Division's budget, including the EGVCP, is on page D-295 of the County of Santa Barbara's Operational Plan for Fiscal Years 2015-16 and 2016-17 (to cover Coastal Commission submittal and certification hearing). Total project cost, since Fiscal Year 2007-2008 to date, is \$1.33 million. Of these costs, approximately \$1.19 million was spent on staff time and approximately \$142,000 was spent on consultant contracts for professional services to prepare the EIR.

There are no facilities impacts. Implementation of the EGVCP will occur primarily through the development review process (i.e., applying policies and development standards to new development) and there will be no cost to the County. Future EGVCP programs and action items will require Board approval and funding prior to implementation.

Special Instructions:

The Planning and Development Department will fulfill noticing requirements.

The Clerk of the Board shall provide a copy of the executed resolutions and ordinance amendments and the minute order to P&D, attention: David Villalobos.

Attachments:

1. Findings and Statement of Overriding Considerations
2. Final Environmental Impact Report (14EIR-00000-00005)
<http://longrange.sbcountyplanning.org/planareas/goleta/gcpeir.php>
3. EIR Revision Letter (RV 01)
4. Eastern Goleta Valley Community Plan
<http://longrange.sbcountyplanning.org/planareas/goleta/gcp.php>
5. Board of Supervisors Resolution Amending the Land Use Element (Case No. 14GPA-00000-00019)
6. Board of Supervisors Ordinance Amending the County Land Use and Development Code (Case No. 11ORD-00000-00015)
7. Board of Supervisors Ordinance Amending the County Zoning Map (Case No. 11RZN-00000-00002)
8. Board of Supervisors Resolution Amending the Coastal Land Use Plan (Case No. 14GPA-00000-00018)
9. Board of Supervisors Ordinance Amending the Article II Coastal Zoning Ordinance (Case No. 13ORD-00000-00011)
10. Board of Supervisors Ordinance Amending the Goleta Community Plan Zoning South map, the Goleta Community Plan Zoning Overlay map, and the Goleta Community Plan Environmentally Sensitive Habitat and Riparian Corridor Land Use and Zoning Overlays South map and adopting the Eastern Goleta Valley Community Plan Zoning map, the Eastern Goleta Valley Community Plan Zoning Overlay map, and the Eastern Goleta Valley Community Plan Environmentally Sensitive Habitat and Riparian Corridor Land Use and Zoning Overlays map (Case No. 15RZN-00000-00004)
11. Staff Report to the Planning Commission, dated June 10, 2015
12. Planning Commission Action Letter, dated July 22, 2015
13. Staff Memo to the Planning Commission, dated July 14, 2015
14. Public Comments to the Planning Commission
<http://longrange.sbcountyplanning.org/planareas/goleta/documents/Planning%20Commission%20Public%20Comments.pdf>

Authored by:

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