

I. INTRODUCTION

A. LEGAL AUTHORITY/INTENT AND PURPOSE

General Plan Requirements

California State law (Government Code sections 65300 et seq.) requires jurisdictions to prepare a comprehensive, long-term general plan with mapping, diagrams, and text to guide community development and land use decisions. The General Plan is required to have at least seven state-mandated elements: Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety. General Plans are amended regularly to remain current and relevant. General Plans are implemented through zoning maps, ordinances, and programs, all of which must be consistent with the General Plan. Santa Barbara County's General Plan, or *Comprehensive Plan*, includes the seven mandated elements, as well as several optional elements permitted by State law, including the Agricultural, Energy, Scenic Highways, and Environmental Resource Management Elements.

Local jurisdictions may also prepare more focused Community or Area Plans for delineated geographic regions, communities, or neighborhoods. Community and Area Plans adopted or pending adoption within Santa Barbara County include the unincorporated areas of Goleta Valley, Los Alamos, Mission Canyon, Montecito, Orcutt, Santa Ynez Valley, Summerland, and Toro Canyon.

The Land Use Element

Community plans are sections of the County's Land Use Element and amend the Comprehensive Plan. Community plans are required to be consistent with countywide land use goals. The Land Use Element encourages the qualities that make this County unique, by:

- Encouraging a balanced and diverse economy
- Promoting local self-sufficiency
- Encouraging a balance in housing with jobs
- Stressing long-term productivity
- Living within our means in so far as availability of resources and services
- Providing moderate, orderly growth in harmony with our surroundings
- Providing for protection of the historical heritage which has enriched the lives of residents and visitors throughout the years

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The Land Use Element has four fundamental goals, which are below. These overarching goals set the direction for all County community plans.

Environment - Environmental constraints on development shall be respected. Economic and population growth shall proceed at a rate that can be sustained by available resources.

Urbanization - In order for the County to sustain a healthy economy in the urbanized areas and to allow for growth within its resources and within its ability to pay for necessary services, the County shall encourage infill, prevent scattered urban development, and encourage a balance between housing and jobs.

Agriculture - In rural areas, cultivated agriculture shall be preserved and where conditions allow, expansion and intensification should be supported. Lands with both prime and non-prime soils shall be reserved for agricultural uses.

Open Lands - Certain areas may be unsuited for agricultural uses due to poor or unstable soil conditions, steep slopes, flooding or lack of adequate water. These open lands have importance as grazing, watershed, wildlife habitat, mineral resources, recreation, and scenic qualities. These lands are usually located so that they are not necessary or desirable for urban uses. There is no basis for the proposition that all land, no matter where situated or whatever the need, must be planned for urban purposes if they cannot be put to some other profitable economic use.

Community Plan Requirements

Community Plans are prepared for communities, per California State law, in order to address general planning issues in a unique community in greater detail and specificity. A community plan is part of the County's Comprehensive Plan and must be internally consistent with the Comprehensive Plan as a whole. A community plan refines the policies of the general plan as they apply to a smaller geographic area within the overall general plan area and is implemented by discretionary actions, such as zoning ordinances or development plans. Community plans are commonly used in large cities and counties where there are a variety of distinct communities or regions.

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A community plan contains specific land use and development policies for a defined planning area and identifies measures to implement those policies. A community plan is programmatic in nature and intended to be applied in a general manner. Specific development projects must adhere to the policies of this Plan and are subject to required site-specific environmental review.

The purpose of a Community Plan is to:

- Determine land use and development patterns in accordance with goals for the community and mandates from the State of California.
- Designate general types and locations of land uses to achieve a community design.
- Provide policies for land use and development decisions.
- Provide implementation programs.
- Recommend improvements and standards for public services and facilities, including Capital Improvement Programs.
- Provide standards for the conservation, development, and use of natural resources.
- Provide for open space and recreation.
- Provide a land use policy framework for processing of development applications to ensure projects are consistent with the land use designations, objectives, and policies of the Community Plan, Comprehensive Plan, and Coastal Land Use Plan.

The Eastern Goleta Valley Community Plan (EGVCP or Plan) provides land use policy for County decision makers, the community, and landowners in the unincorporated Eastern Goleta Valley. The Plan adopts land use designations, development standards, policies, and actions to organize development within Eastern Goleta Valley around the adopted vision for the community. It amends the County's Land Use and Zoning maps, the Local Coastal Program, the Comprehensive Plan, zoning districts and overlays, and design guidelines. The Plan also determines Eastern Goleta Valley's community design and capital improvement programming. Lastly, the Plan identifies the groups and/or agencies responsible for implementing portions of the Plan, as well as potential funding sources for various improvement programs. The Plan is general to accommodate unforeseen conditions, changes, or requirements. Amendments may be made should new conditions, expertise, or mandates require adjustments to the land use map, policy framework, or implementation tools. The amendment process for the Community Plan is identical to the amendment process for the County of Santa Barbara Comprehensive Plan.

B. ORGANIZATION, INTERPRETATION, AND IMPLEMENTATION

The EGVCP is organized into three sections:

1. Community Development and Land Use (Section II)
2. Public Services and Facilities (Section III)
3. Environmental Resources and Constraints (Section IV)

The Plan is organized by section for ease of use and implementation, rather than in order of importance or community priorities. Collectively, the sections apply comprehensively to determine where and how land use and development decisions are made in Eastern Goleta Valley. Each section contains chapters addressing relevant land use issues. Each chapter provides a brief description of the primary land use issues addressed and a land use policy framework, including a series of land use goals, objectives, policies, development standards, and implementation actions or programs.

Regardless of internal divisions and chapters of the document, which are for organizational purposes only, the goals, objectives, policies and programs set forth in this Community Plan are cumulative and the Plan should be reviewed in its entirety to determine the policies and programs applicable to a particular planning or development matter. In addition, the narrative descriptions of relevant land use issues and development strategies for each chapter are intended to supplement and guide the interpretation of the objectives and policies applicable to any particular land use proposal and decision.

The EGVCP serves a number of purposes. Firstly, the Plan is an informational document that may be used by community members and project applicants for guidance in the design of development projects. The Plan may also be used by community members as a basis to comment on proposed projects. County planners use the Plan to analyze development projects, where findings must be made that the proposed project is consistent with the Comprehensive Plan, including the EGVCP. Lastly, County decision-makers, including the Board of Supervisors and the Planning Commission, consider the Plan in discretionary decisions and public administration.

County of Santa Barbara Community Plans are composed and ordered in a consistent format, addressing community development and land uses, public services and facilities, and environmental resources and constraints. Though topical divisions are necessary for organization, it is important to recognize how the sections of the Plan correlate to comprehensively plan the community (Figure 2).

Environmental Stewardship in Sustainable Community Planning

“When we talk about stewardship of the environment, we are talking about two things that are inextricably linked: the natural setting that is the Eastern Goleta Valley and the way we humans live in it.” GVC 20/20

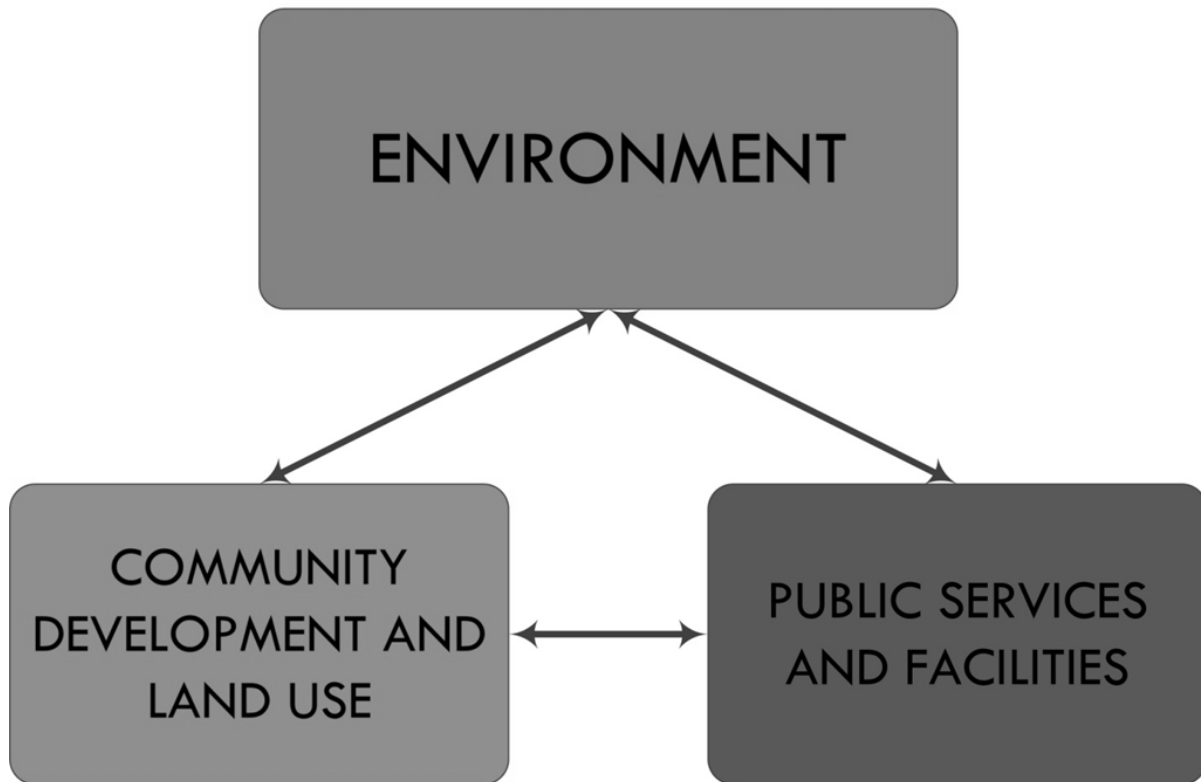


Figure 2

The existing setting is the “hand we have been dealt,” and includes such factors as the natural environment, the built environment, population and demographics, and economic trends. The existing environment determines how and where land uses are designated and services are provided to meet the needs of future generations. Based on these existing conditions, the land use map and community development policies are applicable to general land uses, including agriculture, commercial, residential, and mixed-use. Public facilities and services connect and serve the land uses and neighborhoods of the planning area based on the needs of the community and the environment, including parks, recreation, trails and open space, transportation and circulation, and public safety and infrastructure.

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Taken together, a balanced community plan considers equally the environmental resources and constraints, the appropriate land uses based on the goals of the community, and the public services and facilities needs of current and future generations. While each of these aspects of land use planning has been addressed in this land use policy document, it is critical to continually treat land use proposals and decisions as part of two complex and interconnected environmental systems, both natural and man-made, cognizant that changes made in one system have the potential to impact the other.

Definition and Purpose of Land Use Regulation Categories

The following defines the purpose and intent of goals, objectives, policies, actions/programs, and development standards of the Plan. Discretionary development proposals and land use decisions are reviewed for consistency with the goals, objectives, policies, and development standards.

Goal - A goal is a general expression of community values and a direction-setter. It is an ideal future end related to public health, safety, or general welfare. A goal may be abstract or conceptual in nature and, consequently, is not quantifiable. A goal typically consists of many Objectives.

Objective - An objective is a statement of a desired achievement or outcome that is to be carried out through the policies and corresponding programs or actions of the Plan to reach a Goal. An objective provides the context and intent for the implementing policies, but alone, is not effectively implementable.

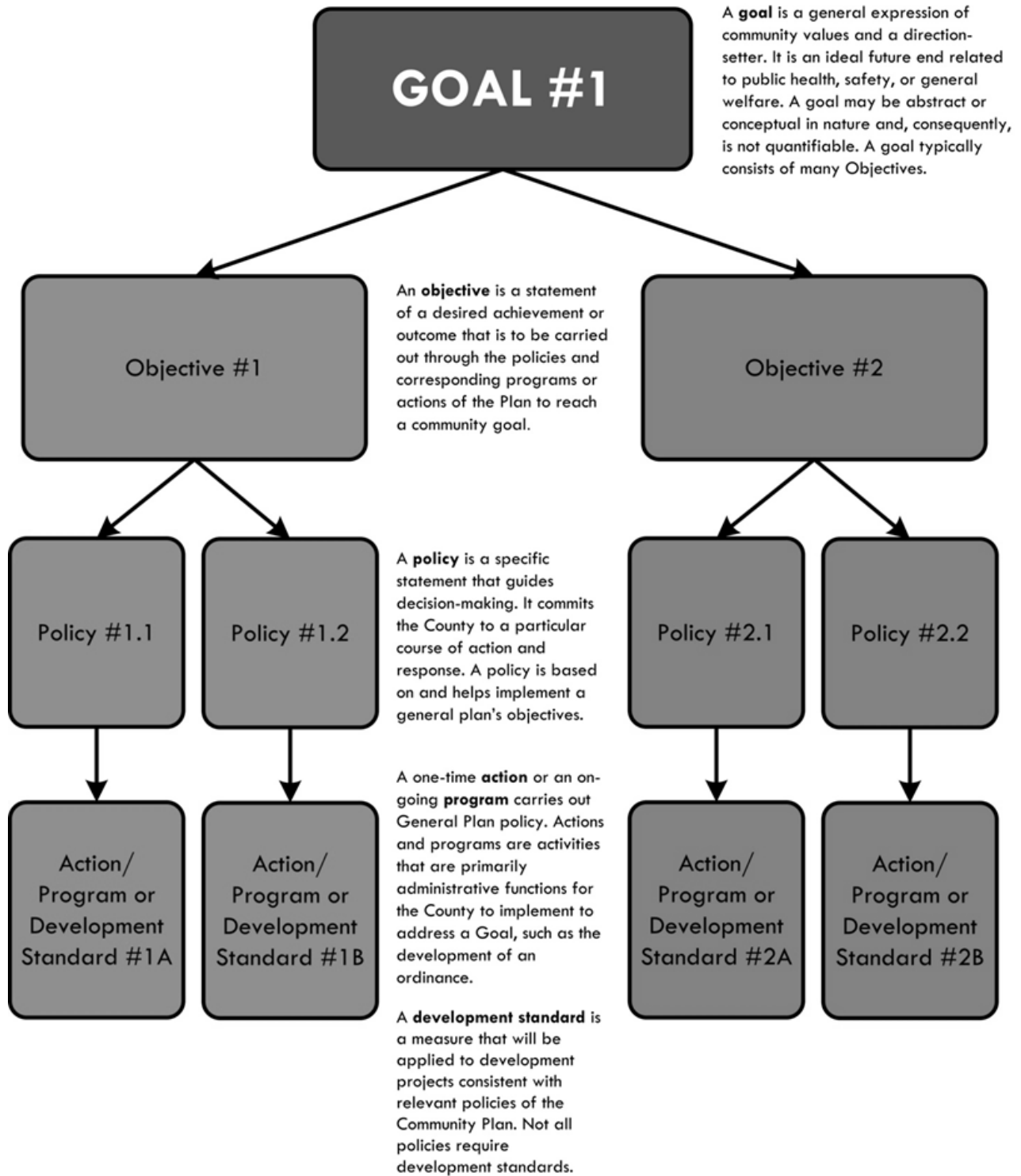
Policy - A policy is a specific statement that guides decision-making. It commits the County to a particular course of action, response, and decision. A policy is based on and helps implement a general plan's objectives.

Action/Programs - A one-time action or an on-going program that carries out General Plan policy. Actions and programs are activities that are primarily administrative functions for the County to implement to address a Goal, such as the development of an ordinance.

Development Standards - Development standards are measures that will be applied to development projects consistent with relevant policies of the Community Plan. Not all policies require development standards. Development standards typically specify how and where development is designed and constructed.

Goleta Valley Community Plan Policy Framework

Figure 3



Meaning of Key Terms Used in this Plan

Many of the Goals, Policies, Actions, and Development Standards in this Plan make repeated use of the term “development” and use qualifiers such as “except where it/this would preclude reasonable use of property.” In order to provide clear guidance and promote consistent application of the Plan, key terms shall be defined as follows:

Within the Inland Area, **“Development”** shall be as defined in the Land Use Element:

“Any man-made change to improved or unimproved real property including but not limited to buildings or structures, mining, dredging, filling, grading, excavation, or drilling operations. Sand and gravel operations may be allowed in the same sense as flood control operations are allowed. Neither agricultural improvements nor oak tree removal are development within the meaning of this Element.”

Within the Coastal Zone, **“Development”** shall be defined in Appendix A of the Coastal Land Use Plan:

“On land, in or under water, the placement or erection of any solid material or structure; discharge or disposal of any dredged material or of any gaseous, liquid, solid, or thermal waste; grading, removing, dredging, mining, or extraction of any materials; change in the density or intensity of use of land, including but not limited to, subdivision pursuant to the Subdivision Map Act (commencing with Section 66410 of the Government Code), and any other division of land, including lot splits, except where the land division is brought about in connection with the purchase of such land by a public agency for public recreational use; change in the intensity of use of water, or of access thereto; construction, reconstruction, demolition, or alteration of the size of any structure, including any facility of any private, public, or municipal utility; and the removal or harvesting of major vegetation other than for agricultural purposes, kelp harvesting, and timber operations which are in accordance with a timber harvesting plan submitted pursuant to the provisions of the Z’berg-Nejedly Forest Practice Act of 1973 (commencing with Section 4511)”

“...except where it/this would preclude reasonable use of property” shall mean “except where it/this will take private property for public use without just compensation as required by applicable law.”

The Plan’s policies, actions, and development standards contain various directives that appear in the form of either “shall,” “should,” or “may.” The meaning of these terms is as follows:

- **“Shall”** indicates an unequivocal directive, a strong commitment to action.
- **“Should”** signifies a less rigid directive, to be honored in the absence of compelling or contravening considerations, and indicates a need to balance the policy with other

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complementary or countervailing policies. “Should” may indicate a situation which requires cooperative action on the part of several governmental or private agencies where the County is not fully in control of the outcome.

- “May” indicates a permissive suggestion or guideline.

C. COMMUNITY PLANNING HISTORY

Land division and subdivision of the Goleta Valley began in 1769 when the Spanish arrived in the Goleta Valley via the Goleta Slough. The south coast was divided to the Santa Barbara Mission and the Presidio in 1776. Most of the Goleta Valley was controlled by the Franciscan padres, who used the land primarily for grazing cattle and sheep for the Santa Barbara Mission. Between the 1820s and 1840s, large ranchos were established, dividing the mission lands into Los Dos Pueblos, La Goleta, Las Positas, and La Calera ranchos.

During the latter part of the nineteenth century, the large ranchos were divided into smaller land holdings and American settlers began arriving in significant numbers. These settlers played a major role in the development of the Goleta Valley during this period, beginning with the construction of farmhouses, barns, and corrals on the Bishop, Cooper, Hollister, Stow, More, and Hope Ranches. The established stagecoach routes along the coast and over San Marcos Pass via Turnpike Road and the completion of the Southern Pacific Railroad connection in 1900 led to significant development in the Goleta Valley for new residents and visitors. The first automobile was introduced to the Valley in 1901. Increases in population led to the development of two towns, one at the intersection of Hollister and Patterson, and one along Hollister near Fairview Avenue.

By the 1930s, these two towns merged into one, creating what is now Old Town Goleta. The development of the lemon industry in the Goleta Valley occurred during the 1930s, and a lemon packing plant was constructed in 1936. Other major crops produced in the Goleta Valley included walnuts and avocados.

By the end of the 1920s, oil production began along the South Coast. The Ellwood oil fields were discovered in 1928, starting the oil boom of the area which peaked in 1937 and then declined. Natural gas was also discovered in the Ellwood fields and at other locations along the coast. Natural gas is still tapped in the Goleta Valley.

In 1928, Gordon Sackett and Royce Stetson landed a Hisso-powered airplane in a cow pasture near the corner of Hollister and Fairview Avenues and later located a flight school at the location. The Goleta Slough was largely filled to create a commercial airport. Commercial service began in 1932 with Pacific Seaboard Airlines, and United Airlines inaugurated service from Santa Barbara/Goleta in 1936.

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In the late 1930s, the United States Government established a defense program to construct 250 airports across the country on a cost-sharing basis with local governments. T.M. Storke secured Santa Barbara's enrollment in the program, and in 1941 groundbreaking ceremonies were held for the Santa Barbara Municipal Airport. The Spanish-style terminal building, commissioned by United Airlines in 1942 was designed by William Edwards and Joseph Plunkett, an architectural team whose work, including the Arlington Theatre and the National Armory, helped shape the archetypical Santa Barbara Mediterranean style.

During World War II, a Marine Corps Air Station was constructed on the mesa of Campus Point. The military decommissioned and transferred ownership of the complex to the University of California in the late 1940s. In the late 1950's, the construction of Cachuma Dam (now named Bradbury Dam after local water proponent Brad Bradbury) helped to relieve the region's long-standing problem of reliable water supply. This allowed increased development and several subdivisions, housing tracts, and commercial centers were subsequently built, transforming large-scale agricultural and ranch operations into the residential suburb of the City of Santa Barbara through the 1960s and 70s.

In 1987, the Board of Supervisors appointed a 14-member citizen group to advise County staff in the creation of the first Community Plan for Goleta to address growth, development and land use for the long term. County staff and this General Plan Advisory Committee (GPAC) held several dozen public meetings on all aspects of Goleta land use over five years. In addition to the GPAC meetings, staff and the GPAC held a series of public workshops early in the process to both familiarize the public with the planning project and to elicit suggestions about and responses to land use planning issues, such as transportation, housing, parks, open space, agriculture, and environmental resource protection.

Once staff had formed a draft Goleta Community Plan (GCP), the Planning Commission reviewed the draft GCP and initiated environmental review of the project. Following the completion of an Environmental Impact Report (91-EIR-13) for the GCP, the Planning Commission performed a more in-depth review. In the fall of 1992, the Planning Commission held 19 public hearings on the GCP requiring nearly two hundred hours. The Commission heard testimony from dozens of interested persons and ultimately made several changes to both the land use map and policies of the GCP. The revised GCP was recommended to the Board of Supervisors for review and adoption proceedings.

The Board of Supervisors held 13 public hearings on the GCP through the spring and summer of 1993. Testimony was heard from numerous persons on a wide variety of issues. The Board made additional changes to the GCP and took final action to adopt the GCP on July 20, 1993. The portions of the GCP applicable to the Coastal Zone areas were forwarded to the California Coastal Commission in the fall of 1993 for review and certification.

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In 2002, the City of Goleta incorporated, which removed 5,100 acres of the Goleta Community Plan Area from County jurisdiction. The City of Goleta provides a majority of the commercially and industrially designated properties and contains the Old Town Goleta. This major jurisdictional adjustment was a primary motivation for the Eastern Goleta Valley Community Plan.

D. THE GOLETA COMMUNITY PLAN UPDATE PROCESS

As an initial step towards updating the 1993 Goleta Community Plan, the Goleta Vision Committee (GVC), formed of area residents in 2006, was tasked with developing a vision for the future of Eastern Goleta Valley. The vision developed in *GVC 20/20: A Comprehensive Vision of the Eastern Goleta Valley* articulates the direction the community wanted to go by providing overall visions, goals, and action steps for Eastern Goleta Valley exclusively. Though the GVC 20/20 visioning document is not a land use planning and policy document, it consistently informed the update as a reference document.

The Goleta Community Plan update project was initiated in early 2008 with the formation of the seven-member Goleta Valley Planning Advisory Committee (GVPAC). The GVPAC held 16 public meetings to learn about and discuss community land use issues, culminating in the Community Planning Workshop on July 11, 2009 at the Vieja Valley School where the community met directly with the GVPAC members to articulate goals for the community as a whole.

Following the Community Planning Workshop, the GVPAC held 11 public meetings to refine goals for the Plan and advise on the preparation of the revised Community Plan. Specialized planning recommendations were developed and presented during an all-day public workshop on February 27, 2010 by County staff from the Long Range Planning Division of the Planning and Development Department and ultimately forwarded to decision-makers in summer 2011 for initiation following public review of the draft during 11 public meetings with the GVPAC. The Plan update process included the involvement of the community, obtaining local community input, collection and dissemination of information, and public participation in the discussion of issues over a total of 39 public meetings, five public plan review subcommittee meetings, two public workshops, and one public van tour, all occurring between 2008 and 2011. The GVPAC completed review and endorsed the draft Plan in July 2011.

The County Planning Commission reviewed and recommended the draft Plan with modifications to the Board of Supervisors in November 2011 over the course of seven public hearings. On February 21, 2012, the Board of Supervisors initiated environmental review for the Draft EGVCP. The Draft EIR was circulated for public review from August 19, 2014 through October 3, 2014.

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