

SANTA BARBARA COUNTY PLANNING COMMISSION
Staff Report for Isla Vista Master Plan Updates

Hearing Date: September 2, 2015

Staff Report Date: August 25, 2015

Case No.: 14GPA-00000-00007, 15GPA-00000-00004, 15ORD-00000-00011, 15ORD-00000-00009, and 15RZN-00000-00006

Environmental Document: 14-EIR-00000-00002

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1.0 REQUEST

Hearing on the request of the Planning and Development Department that the County Planning Commission:

- 1.1 Case No. 14GPA-00000-00007.** Recommend that the Board of Supervisors adopt a resolution amending the Goleta Community Plan to incorporate the Isla Vista Master Plan (Attachment A) as an appendix to the Goleta Community Plan.
- 1.2 Case No. 15GPA-00000-00004.** Recommend that the Board of Supervisors adopt a resolution amending the Coastal Land Use Plan to incorporate policies specific to the Isla Vista Master Plan area.
- 1.3 Case No. 15ORD-00000-00011.** Recommend that the Board of Supervisors adopt an ordinance rescinding Ordinance 4649 in its entirety including all revisions to Section 35-1, the Santa Barbara County Land Use and Development Code, of Chapter 35, Zoning, of the Santa Barbara County Code.
- 1.4 Case No. 15ORD-00000-00009.** Recommend that the Board of Supervisors adopt an ordinance amending Article II, the Santa Barbara County Coastal Zoning Ordinance, of Chapter 35, Zoning, of the Santa Barbara County Code to add the Isla Vista Master Plan Overlay District.
- 1.5 Case No. 15RZN-00000-00006.** Recommend that the Board of Supervisors adopt an ordinance amending Article II, the Santa Barbara Coastal Zoning Ordinance, of Chapter 35, Zoning, of the Santa Barbara County Code, by amending the existing Goleta Community Plan Zoning South map and adopting the new Isla Vista Master Plan Zoning map.

2.0 RECOMMENDATIONS AND PROCEDURES

Follow the procedures outlined below and recommend that the Board of Supervisors approve Case Nos. 14GPA-00000-00007, 15GPA-00000-00004, 5ORD-00000-00011, 15ORD-00000-00009, and 15RZN-00000-00006 based upon the ability to make the required findings, including CEQA findings. Your Commission's motion should include the following:

1. Make the findings for approval shown in Attachment B, including CEQA findings, and recommend that the Board of Supervisors make the required findings for approval of the proposed general plan amendments, ordinance amendments, and rezonings.
2. Recommend that the Board of Supervisors certify the Isla Vista Master Plan Final Supplemental Environmental Impact Report (Final SEIR) (County Environmental Document No. 14-EIR-02) (State Clearinghouse No. 2003101095) (Attachment C).
3. Adopt the Resolution in Attachment D recommending that the Board of Supervisors adopt Case No. 14GPA-00000-00007, resolution amending the Goleta Community Plan to adopt revisions to the PRT-3 map by revising the trails within the Isla Vista Master Plan Area, and incorporate the amended Isla Vista Master Plan (Attachment A) as an appendix to the Goleta Community Plan.
4. Adopt the Resolution in Attachment E recommending that the Board of Supervisors adopt Case No. 15GPA-00000-00004, a resolution amending the Coastal Land Use Plan to incorporate policies specific to the Isla Vista Master Plan area.
5. Adopt the Resolution in Attachment F recommending that the Board of Supervisors adopt Case No. 15ORD-00000-00011, an ordinance rescinding Ordinance 4649 in its entirety including all revision to Section 35-1, the Santa Barbara County Land Use and Development Code, of Chapter 35, Zoning, of the Santa Barbara County Code.
6. Adopt the Resolution in Attachment G recommending that the Board of Supervisors adopt Case No. 15ORD-00000-00009, amending Article II, the Santa Barbara Coastal Zoning Ordinance, of Chapter 35, Zoning, of the Santa Barbara County Code, by amending the existing Goleta Community Plan Zoning South map and adopting the new Isla Vista Master Plan Zoning map and adopt Case No. 15RZN-00000-00006 to amend the County Zoning Map by re-zoning certain lots to apply the new Mixed Residential Design and Community Mixed Use Zones, as well as to implement the Isla Vista Master Plan Overlay to the Isla Vista Master Plan Area.

Please refer the matter back to staff if your Commission takes other than the recommended action for development of appropriate materials and/or findings.

The Final SEIR and all documents referenced therein may be reviewed at the Planning and Development Department, 123 East Anapamu Street, Santa Barbara. The documents may also be reviewed on the Long Range Planning Division's website at:

<http://longrange.sbcountyplanning.org/planareas/islavista/islavista.php>

3.0 JURISDICTION

This project is being considered by the County Planning Commission for a recommendation to the Board of Supervisors based on the following:

- 3.1** Section 35.80.020 of the County Land Use and Development Code (LUDC) states that the County Planning Commission reviews Comprehensive Plan Amendments, Specific Plans and Amendments, Development Code Amendments, and Zoning Map Amendments and provides a recommendation to the County Board of Supervisors.
- 3.2** Government Code Section 65354, states that “the Planning Commission shall make a written recommendation on the adoption or amendment of a general plan. A recommendation for approval shall be made by the affirmative vote of not less than a majority of the total membership of the commission. The Planning Commission shall send its recommendation to the legislative body”.
- 3.3** Sections 2-25.2(b) (1) and (2) of Chapter 2 – Administration of the County Code states in part that “the following shall remain within the jurisdiction of the County Planning Commission...(1) recommendation regarding proposed amendments to Articles I, II, III, V, and VII of chapter 35 of the County Code.... (2) initiation, consideration and recommendations regarding general plan amendments required by law or requested by the Board of Supervisors”.

4.0 BACKGROUND

The Plan Area is located in the unincorporated community of Isla Vista, which is located approximately nine miles west of the City of Santa Barbara. Isla Vista is situated on a coastal bluff overlooking the Pacific Ocean and surrounded on three sides by the University of California, Santa Barbara (UCSB). The predominately urban community is a half square mile in size, or 320 acres, and is comprised of multi-residential housing, a small commercial downtown, a neighborhood of single family homes, and numerous public parks. The Isla Vista Planning Area extends from Camino Majorca Road on the north, the UCSB main campus on the east, and the Pacific Ocean on the south.

In 1990, the County Board of Supervisors adopted the Redevelopment Plan for the Isla Vista Redevelopment Project Area. The objectives of that plan were to enhance and renovate businesses, acquire environmentally sensitive property and increase public open space, develop public infrastructure improvements, construct a community center, and encourage housing rehabilitation. While some of these objectives were achieved by early redevelopment efforts; the recession in the early 1990’s slowed development and many of the projects expected to generate substantial revenue for the agency were delayed.

In 1999, a working group composed of UCSB, the Isla Vista Recreation and Parks District (IVRPD), and County Planning and Development (P&D) began meeting to discuss the status of Isla Vista and how to address community issues. In early 2000, UCSB, IVRPD, and the County adopted a Memorandum of Understanding (MOU) that outlined a strategy to fund the development of a master plan for Isla Vista and established a framework for interagency coordination. The County initiated an international design competition in late 2000 to select a consultant to facilitate development of the master plan and potential amendments to the Isla Vista Redevelopment Plan. The Isla Vista Project Area Committee/General Plan Advisory Committee (IV PAC/GPAC) was formed in October of 2001. The IV PAC/GPAC consisted of

residents, property owners, business owners, and representatives of community organizations within the Plan area who met over 60 times to provide significant input to the Isla Vista Master Plan (IVMP).

On August 21, 2007, the Board of Supervisors adopted the IVMP and the Final EIR for the project. The IVMP encourages mixed-use development in the downtown area and multi-family residential development in the central and northern areas, establishes incentive programs to encourage community revitalization and infill, and implements a form-based code to provide urban design standards supporting the efficient use of land.

4.1 Isla Vista Master Plan Update

The Isla Vista Master Plan update is necessary to address several issues which have occurred since the Board of Supervisors adopted the IVMP in 2007.

Coastal Commission Certification: Isla Vista is located in the coastal zone and the IVMP and associated Local Coastal Program (LCP) amendments require certification by the California Coastal Commission (CCC). The IVMP and County zoning ordinance amendments were submitted to the CCC in 2007; however, the LCP submittal package was never deemed complete by Coastal Commission staff, and therefore not considered for certification by the CCC. CCC staff was concerned about adequate on-street parking capacity to accommodate the IVMP build-out and potential impacts to coastal access associated with the proposed permit parking program. As a result, the County will be submitting the updated Isla Vista Master Plan in addition to the other documents originally included in the 2007 CCC submittal (ex: Isla Vista Design Guidelines) to certify all documents associated with the project.

Redevelopment Agency Dissolution: In 2012, the State of California dissolved redevelopment agencies throughout California, leaving the County of Santa Barbara to take over as the Successor Agency to the former Isla Vista Redevelopment Agency. The IVMP, as well as the adopting resolutions, make several references to the Redevelopment Agency and assign responsibility to the Agency. Since its dissolution, the responsibilities have been shifted to the County of Santa Barbara, and these changes are reflected in the updates to the Isla Vista Master Plan.

Greenhouse Gas Emission CEQA Analysis: Since the IVMP was adopted, Senate Bill 97 was enacted, which requires lead agencies to analyze the greenhouse gas (GHG) emissions of proposed projects. As a result, the IVMP update incorporated GHG analysis into its Supplemental EIR for the project.

On May 19, 2015, the Board of Supervisors adopted the Energy and Climate Action Plan (ECAP) and certified the Final EIR for the project. The ECAP is designed as a Qualified GHG Reduction Plan, consistent with CEQA Guidelines Section 15183.5(b). This allows for the streamlining of the analysis of GHGs on a project level by using a programmatic GHG reduction plan meeting certain criteria. As individual projects are proposed, project-specific

environmental documents may tier from and/or incorporate via reference that existing programmatic review in their cumulative impacts analysis.

Coastal Zoning Ordinance: At the time of adoption, the County had begun an effort to incorporate the Coastal Zoning Ordinance (Article II) into the Santa Barbara County Land Use and Development Code (LUDC). The IVMP zoning ordinance amendments adopted by the Board of Supervisors were adopted as amendments to the LUDC, per Ordinance 4649. However, the Coastal LUDC was not certified and the ordinance changes have been reformatted into Article II (Attachment G).

5.0 PROJECT DESCRIPTION

The proposed IVMP update responds to issues raised by Coastal Commission staff, including amendments to Parking and Transit Action 1.1 and Action 1.3 in the IVMP, which would establish an on-street parking monitoring and reporting program in Isla Vista to assess on-street parking capacity and vacancy rates in the community to ensure adequate capacity is available for existing land uses and build-out of the IVMP. The project also includes focused parcel rezones for two County-owned parcels on Embarcadero del Mar to provide greater flexibility for public use. Additionally, the update removes references to the Redevelopment Agency throughout the Master Plan, as well as its adopting resolutions and ordinances.

5.1 Comprehensive Plan/Coastal Land Use Plan/Local Coastal Program Amendments

The proposed IVMP focused update includes the following Comprehensive Plan/Coastal Land Use Plan amendments:

- a. IVMP Parking and Transit Section Amendments. The focused update to the IVMP includes an amendment to Parking and Transit Policy 1 and Parking and Transit Action 1.1 as well as the addition of Parking and Transit Action 1.3.
 - Parking and Transit Action 1.1 establishes an on-street parking monitoring and reporting program to assess on-street parking capacity and vacancy rates in Isla Vista, as well as a threshold for determining when a formal permit parking program will be required.
 - Parking and Transit Action 1.3 includes Article II (Coastal Zoning Ordinance) amendments which identify mechanisms for satisfying on-site parking requirements in the Community Mixed Use (CM) zone district in lieu of the required number of parking spaces for Article II, Division 6 (Parking Regulations).
- b. Removes references to the County Redevelopment Agency. All Redevelopment Agencies in the State of California, including the County of Santa Barbara Redevelopment Agency, were eliminated on February 1, 2012, pursuant to ABXI 26 (the “Dissolution Act”). References to the County Redevelopment Agency, therefore,

are proposed to be eliminated and replaced with references to the County of Santa Barbara, as appropriate.

- c. Goleta Community Plan amendments incorporating the IVMP as an appendix to the Goleta Community Plan and amending the PRT-3 map by adding new trails within the Isla Vista area. The addition of these trails is discussed in the Isla Vista Master Plan, as well as in the 2007 Isla Vista Master Plan FEIR.
- d. Coastal Land Use Plan amendments incorporating policies regarding development within the Isla Vista area. These policies were addressed in the 2007 Isla Vista Master Plan FEIR.

Once the IVMP focused update is adopted by the Board of Supervisors, the County will submit the update to the Coastal Commission for certification of a Local Coastal Program amendment.

Discussion: Board of Supervisors adoption of the Isla Vista Master Plan in 2007 included a proposal to establish a formal on-street permit parking program. The parking program included a residential parking permit system, daily parking permits for guests and visitors, and potential parking meters at key locations including Del Playa Drive. Coastal Commission staff was concerned with how the on-street parking permit program would impact coastal access and if there was adequate on-street parking capacity to accommodate build-out of the IVMP.

To address issues raised by the Coastal Commission staff, Planning and Development staff evaluated several recent on-street parking surveys in Isla Vista and conducted additional coastal access user surveys. The survey data and assessment of impacts upon coastal access is included in the Isla Vista Master Plan Final SEIR, Appendix C. Findings from the survey data support County staff's recommendation to pursue an active on-street parking survey and monitoring program (Parking and Transit Action 1.1) in lieu of establishing a formal permit parking program at the time. Survey findings include:

- Peak on-street parking demand in the vicinity of the five Isla Vista coastal access points is well below a threshold of 85% occupancy
- 78% of coastal access users at the five Isla Vista coastal access points are internal to Isla Vista
- On-street parking spaces have increased by 31% (+838 spaces) over the last 10 years
- Implementation of alternative transportation projects and programs has had a positive effect on on-street parking availability
- IVMP build-out increases the amount of available on-site parking by 183 spaces when comparing future parking supply versus parking demand

Per Parking and Transit Action 1.1, the County would conduct on-street parking surveys annually while UCSB is in session. If the parking surveys show a parking vacancy rate below 15% for two consecutive survey periods, the County will increase parking surveys to occur two times a year. If the bi-annual parking surveys show a parking vacancy rate below 15% for three consecutive UCSB Quarters surveyed, the County will implement a permit parking program, or other appropriate measure to increase parking vacancy rates, per Santa Barbara County Code, Chapter 23B-15 which was adopted by the Board of Supervisors in 2007. If the bi-annual parking surveys show a parking vacancy rate above 15%, the County will resume conducting parking surveys annually.

The Goleta Community Plan will be amended to incorporate the Isla Vista Master Plan as an appendix to the Goleta Community Plan. The PRT-3 map within the Goleta Community Plan will also be updated to address minor revisions within the Isla Vista area. The Coastal Land Use Plan will be amended to incorporate policies related to development within Isla Vista.

5.2 Property Re-Zone

The IVMP update includes focused parcel re-zones which provide a public benefit. Two County-owned parcels currently zoned as Retail Commercial (C-2) are proposed to be re-zoned to Community Mixed Use (CM-40) (See Figure 1, and Table 1). The proposed re-zones provide greater flexibility for public uses of the parcels and greater alignment with the IVMP goals and objectives.

Table 1: Proposed Parcel Re-Zones

APN	Address	Acreage	Current Zone District	Proposed Zone District	Current Owner	Current Use
075-163-017	976 Embarcadero Del Mar	0.560	C-2	CM-40	County of Santa Barbara	Church
075-163-014	970 Embarcadero Del Mar	0.260	C-2	CM-40	County of Santa Barbara	Office

5.3 Ordinance Amendments

The IVMP focused update includes the following ordinance amendments:

- a. Amend Ordinance 4649 by rescinding it in its entirety (Attachment F); and
- b. Amend Article II (Santa Barbara County Code, Chapter 35, Coastal Zoning Ordinance) (Attachment G) to include the following:
 - Re-adopt zoning ordinance requirements originally approved by the Board of Supervisors in 2007 per Ordinance 4649, including the proposed new zone

districts within the Isla Vista Master Plan Area (Community Mixed Use (Section 35-340) and Mixed Residential Design (Section 35-350)); and

- Adopt new Article II amendments per the IVMP update, including:
 - i. Add new zoning overlay Division 17 titled “Isla Vista Master Plan Overlay District”; and
 - ii. New parking regulations for CM zone district. These new regulations include mechanisms for satisfying on-site parking in-lieu of providing the required number of parking spaces (Section 35-340.J.6). Examples include: car share, leased off-site parking spaces at UCSB, utilization of the County’s in-lieu fee program.

Discussion: In 2007, when the Board of Supervisors adopted the Isla Vista Master Plan, the County had begun an effort to incorporate the Coastal Zoning Ordinance (Article II) into the Santa Barbara County Land Use and Development Code. The Isla Vista Master Plan zoning ordinance amendments adopted by the Board of Supervisors were adopted as amendments to the LUDC, per Ordinance 4649. Since the Board of Supervisors ultimately decided not to pursue the Article II/LUDC conversion project, it is necessary to rescind Ordinance 4649 in its entirety (Attachment F), and adopt a new Article II Coastal Zoning Ordinance amendment (Attachment G) which incorporates the Isla Vista Master Plan new zone districts and associated zoning ordinance requirements originally adopted by the Board of Supervisors in 2007, as well as the focused zoning ordinance amendments included in the IVMP update.

5.4 Coastal Commission Certification

Once the Board of Supervisors adopts the updates to the Isla Vista Master Plan, staff will re-submit the IVMP and associated Local Coastal Program amendments to the California Coastal Commission for certification.

5.5 Additional Board Actions

Two additional ordinance amendments will be brought forward to the Board of Supervisors: one is an amendment to the County Code, and the other is an amendment to a standalone ordinance. Both the County Code and Government Code limit the jurisdiction of the Planning Commission to zoning ordinances and recommendations to the Board of Supervisors on legislative items. Therefore, the County Planning Commission is not required to make a recommendation to the Board of Supervisors on either of these ordinances. Information on these ordinances is presented below so the Planning Commission can be informed of IVMP-related items for consideration by the Board of Supervisors.

Ordinance 4650, which established the in-lieu fee program within the Isla Vista Master Plan area, is being amended to remove references to the Redevelopment Agency. This

program addresses build-out within the IVMP area and provides a mechanism for providing off-site parking, typically for commercial use only.

County Code Section 23B-15 (Isla Vista Permit Parking Program) is being amended to incorporate information about when a permit parking program in Isla Vista would be established. Should the parking vacancy rates in Isla Vista decrease and trigger the need for a permit parking program, the regulations for such a program would already be in place.

6.0 ENVIRONMENTAL REVIEW

On August 21, 2007, the Board of Supervisors certified the original Isla Vista Master Plan EIR (SCH #2003101095). The California Environmental Quality Act (CEQA) Guidelines Section 15163(a)(2) states that a lead agency may choose to prepare a supplement to an EIR rather than a subsequent EIR if only minor additions or changes would be necessary to make the previous EIR adequately apply to the project in the changed situation. The County prepared a SEIR because only minor additions and changes would be necessary to make the previously certified EIR adequately apply to the focused IVMP update. In addition, the focused update to the IVMP does not result in new significant environmental effects or substantial increases in the severity of the previously identified significant environmental effects. The County did not prepare an Addendum, due to the new analysis of greenhouse gas impacts (see below).

In accordance with Section 15082 of the CEQA Guidelines, the County prepared a Notice of Preparation (NOP) of an SEIR for the proposed project on April 2, 2014. The County was identified as the lead agency for the proposed project. The notice was circulated to the public, local, regional, state, and federal agencies, and other interested parties to solicit comments on the proposed project. Comments received in response to the NOP were considered during preparation of the Draft SEIR.

Pursuant to CEQA Section 15087, the Draft SEIR was circulated for public review from May 21, 2015 to July 6, 2015. A public hearing was held at the County on June 24, 2015. One comment was received via e-mail and one comment was received from public hearing testimony. Responses to the comments on the Draft SEIR are included in Chapter 8.0 the Final SEIR (Attachment C).

A summary of the key environmental impacts and associated mitigation measures discussed in the Final SEIR is provided below. There were no Class I or Class II impacts identified for the project.

Transportation and Circulation

The IVMP update includes focused parcel re-zones which provide a public benefit. Two County-owned parcels currently zoned as Retail Commercial (C-2) will be re-zoned to Community Mixed Use (CM-40). The proposed re-zones provide greater flexibility for public uses of the parcels and greater alignment with the IVMP goals and objectives. The proposed re-zones could result in an additional 16 residential units and a corresponding increase of 102 average daily trips

(ADT) and eight peak hour trips (PHT). The incremental increase in potential residential units and daily/peak hour trips will not increase IVMP build-out traffic impacts previously analyzed in the original IVMP EIR; therefore, traffic impacts associated with the focused re-zones is considered less than significant (Class III).

The IVMP update includes amendments to Parking and Transit Action 1.1, which would establish an on-street parking monitoring and reporting program in Isla Vista to assess on-going parking capacity and vacancy rates in the community to ensure adequate capacity is available for existing land uses and build-out of the IVMP. If the parking surveys show a parking vacancy rate below 15% for two consecutive survey periods, the County will increase parking surveys to occur two times a year. If the bi-annual parking surveys show a parking vacancy rate below 15% for three consecutive UCSB Quarters surveyed, the County will implement a permit parking program, or other appropriate measure to increase parking vacancy rates, per Santa Barbara County Code, Chapter 23B-15 which was adopted by the Board of Supervisors in 2007. If the bi-annual parking surveys show a parking vacancy rate above 15%, the County will resume conducting parking surveys annually. Therefore, potential cumulative impacts to on-street parking availability and coastal access are considered less than significant (Class III).

Greenhouse Gas Emissions

To determine the significance of the IVMP's greenhouse gas (GHG) impacts, the Plan was evaluated for its consistency with the Energy and Climate Action Plan (ECAP). The ECAP is designed to mitigate the impacts of climate change and achieve meaningful GHG reductions by implementing goals and strategies within the County, consistent with AB 32 and EO S-3-05, and to provide a mechanism that subsequent projects within the County may use as a means to address GHG impacts under CEQA. By being consistent with the ECAP GHG reduction measures, a project would in turn be consistent with the CARB Scoping Plan and AB 32 goals.

The GHG emissions projections used to develop the ECAP are based on population, vehicle trends, and planned land uses, including community plan build-out projections within the unincorporated county. As such, projects that propose development that is consistent with the growth anticipated by the IVMP would be consistent with the ECAP; therefore, GHG impacts would be less than significant (Class III).

7.0 POLICY CONSISTENCY

The proposed project will not result in any inconsistencies with the adopted policies and development standards of the County's Comprehensive Plan, the Coastal Land Use Plan, Goleta Community Plan, and regional planning documents. Please refer to Isla Vista Master Plan Final Supplemental EIR – Chapter 5.0 (Attachment C) for the project consistency analysis.

Policy consistency analysis will be performed on a case-by-case basis for individual development projects. Projects will not be approved unless they are determined to be consistent with applicable policies, and the findings for approval can be made.

8.0 ATTACHMENTS

- A. Isla Vista Master Plan (copy available at <http://longrange.sbcountyplanning.org/planareas/islavista/islavista.php>)
- B. Findings for Approval
- C. Isla Vista Master Plan Final Supplemental Environmental Impact Report (copy available at <http://longrange.sbcountyplanning.org/planareas/islavista/islavista.php>)
- D. Resolution – General Plan Amendment incorporating Isla Vista Master Plan into Goleta Community Plan
- E. Resolution – General Plan Amendment incorporating Isla Vista Master Plan into Coastal Land Use Plan
- F. Resolution – Ordinance Amendment rescinding Ordinance 4649 in its entirety
- G. Resolution – Ordinance Amendment updating Article II by establishing Isla Vista Master Plan Overlay and Zoning Map Amendments