

SANTA BARBARA COUNTY
MONTECITO PLANNING COMMISSION
Staff Report for the Planning and Development Department
Long Range Planning Division Fiscal Year (FY) 2019-2020
Work Program

Hearing Date: February 20, 2019

Deputy Director: Dan Klemann

Staff Report Date: February 13, 2019

Staff Phone #: (805) 568-2072

Environmental Document: CEQA Exemption [State CEQA Guidelines § 15378(b)(5)]

1.0 REQUEST

Hearing on the request of the Planning and Development Department Long Range Planning Division staff to present a report to the Montecito Planning Commission regarding the Long Range Planning Division's FY 2019-2020 Work Program, and direct staff to forward any recommendations to the Board of Supervisors.

2.0 RECOMMENDATION AND PROCEDURES

Staff recommends that the Montecito Planning Commission:

1. Receive a report on the FY 2019-2020 Work Program; and
2. Direct staff to forward a recommendation to the Board of Supervisors to:
 - (a) Determine that the Board of Supervisors' action is not a "project" that is subject to environmental review pursuant to the State CEQA Guidelines [§ 15378(b)(5)]; and
 - (b) Allocate the funding and staff resources to continue to provide required services, conduct operations, and work on projects with remaining work from the FY 2018-2019 Work Program.

3.0 ISSUE SUMMARY

This report sets forth staff's recommended FY 2019-2020 Work Program for the Long Range Planning Division. This report and the corresponding hearing regarding the FY 2019-2020 Work Program afford the Montecito Planning Commission an opportunity to: receive public input; review current ongoing and new potential projects; and make a recommendation to the Board of Supervisors regarding which projects to adopt as part of the FY 2019-2020 Work Program that warrant general fund allocation and staff resources in FY 2019-2020. The Work Program affords the Board of Supervisors the opportunity to consider, prioritize, and select among the many requested projects, the projects on which the Long Range Planning Division will work during FY 2019-2020.

Table 2 and Attachment A to this staff report set forth a description of the services, operations, and projects that constitute the staff-recommended FY 2019-2020 Work Program. The following considerations guided the development of the recommended FY 2019-2020 Work Program:

- Some of the projects are multi-year projects that staff initiated at the Board of Supervisors' direction as part of past Long Range Planning Work Programs, and require a continued commitment of resources to complete;
- Changes in state law that affect local land use policies and regulations—especially new requirements that apply to the state-mandated Comprehensive Plan Elements (e.g., the Circulation and Safety Elements);
- Projects that directly implement or otherwise indirectly advance the goals and programs set forth in the Santa Barbara County Comprehensive Plan; and
- Staff availability and budget constraints, given the fiscal priorities of Santa Barbara County and available funding sources (e.g., general fund contributions and grant opportunities).

With regard to the last item, staff developed the FY 2019-2020 Work Program knowing that it is dependent on the adoption of the Planning and Development Department's final FY 2019-2020 budget, and assuming that there will be no change in current staffing levels in the Long Range Planning Division. As discussed in Sections 4.4 and 4.5 of this staff report, provided that there is no increase in staffing levels and the Board of Supervisors continues to prioritize completion of the existing projects in the Long Range Planning Division Work Program, the Long Range Planning Division does not have capacity to include any new projects in the FY 2019-2020 Work Program.

4.0 PROJECT INFORMATION

4.1 Santa Barbara County Comprehensive Plan

The Santa Barbara County Comprehensive Plan sets forth the goals, policies, programs, and regulations that govern land use within the unincorporated area of Santa Barbara County. The existing structure of the Santa Barbara County Comprehensive Plan is based upon the requirements of state law and the direction of the Board of Supervisors. State law sets forth the minimum requirements for the eight mandated general plan elements, Coastal Land Use Plan, and implementing ordinances.

The current Comprehensive Plan consists of:

- 13 elements (i.e., seven of the state-mandated elements,¹ the Coastal Land Use Plan, and five optional elements);
- Five supplemental elements; and
- Nine community plans.

In addition, there are a number of ordinances that must be consistent with, and provide specific regulations to further implement, the elements, community plans, and area plans of the Comprehensive Plan. The most commonly used ordinances² are the:

- Santa Barbara County Land Use and Development Code (Santa Barbara County Code of Ordinances, Chapter 35, § 35-1);
- Coastal Zoning Ordinance (Ibid, Chapter 35, Article II);
- Montecito Land Use and Development Code (Ibid, Chapter 35, § 35-2); and
- Subdivision Regulations of Santa Barbara County (Ibid, Chapter 21).

Finally, there are a number of adopted plans (e.g., the Energy and Climate Action Plan and transportation improvement plans) and guidelines (e.g., architectural design guidelines) that further implement the policies and programs set forth in the elements, community plans, and area plans of the Comprehensive Plan.

See Figures 1 and 2 (below), which graphically illustrate the elements of the Comprehensive Plan and other implementing documents.

¹ The Santa Barbara County Comprehensive Plan includes a land use element, circulation element, housing element, conservation element, open space element, noise element, and safety element. However, the Comprehensive Plan does not include an environmental justice element, which the state added to the list of mandated elements.

² For all of the Santa Barbara County ordinances involving land use regulations, see:
<http://sbcountyplanning.org/forms/index.cfm>; and
https://www.municode.com/library/ca/santa_barbara_county/codes/code_of_ordinances?nodeId=16322.

Figure 1: Comprehensive Plan Components

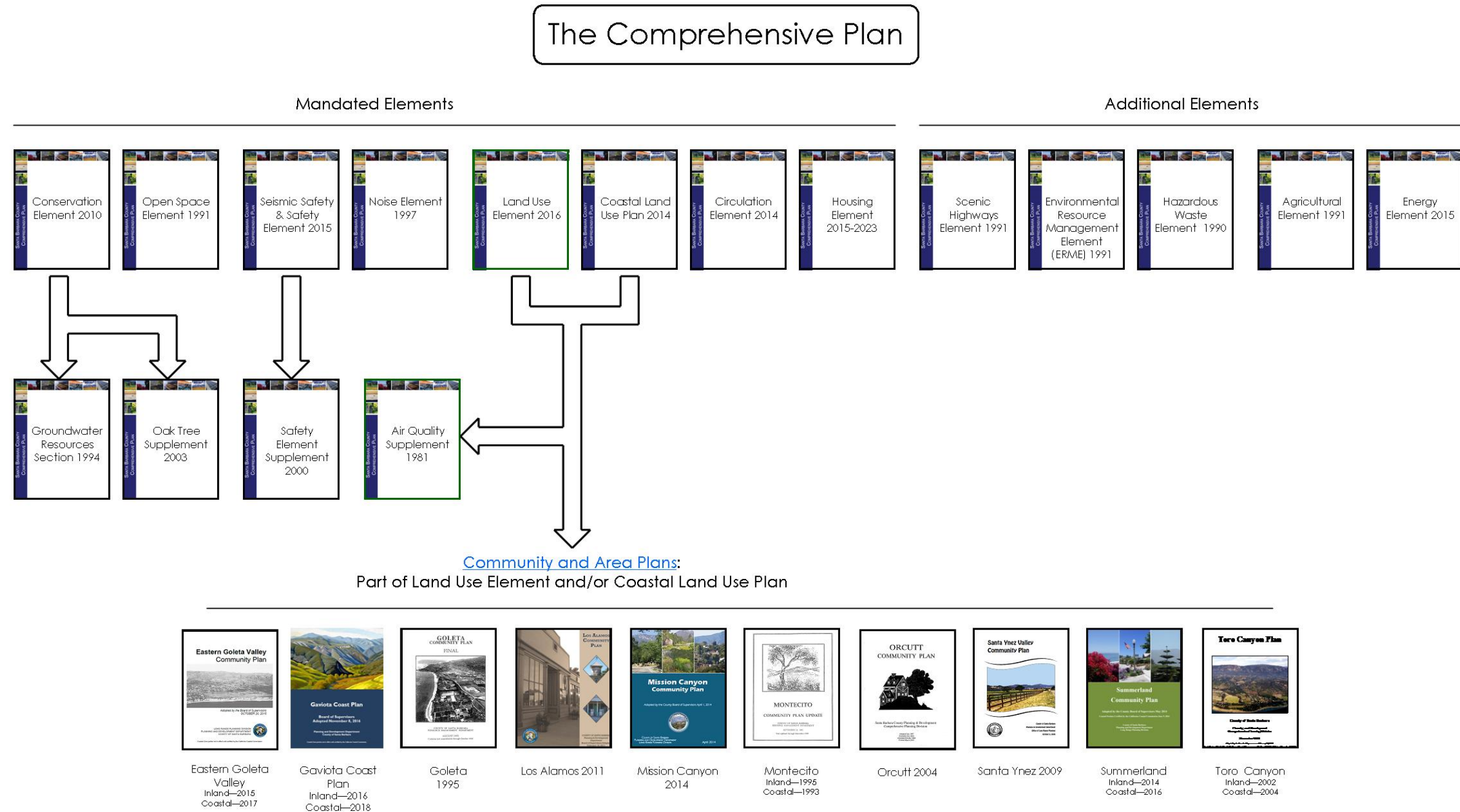
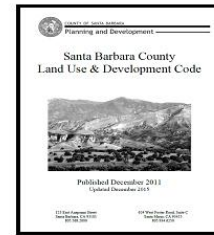
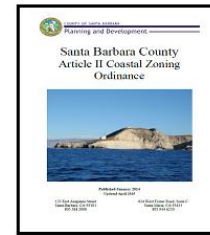


Figure 2: Implementing Ordinances, Plans, and Guidelines

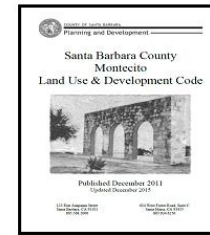
Implementing Zoning Ordinance Documents



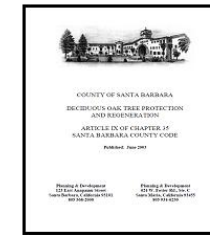
Santa Barbara County
 LUDC Land Use
 Development Code
 (Inland Areas, Except
 Montecito)



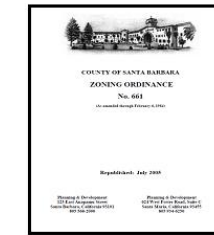
Article II Coastal
 Zoning Ordinance



Montecito LUDC
 Land Use
 Development Code

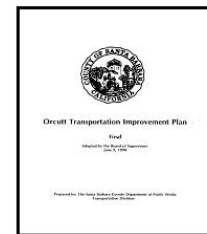


Article IX—Oak
 Tree Protection &
 Regeneration

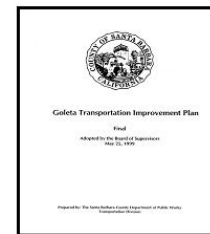


Ordinance 661

Implementing Plans and Guidance Documents



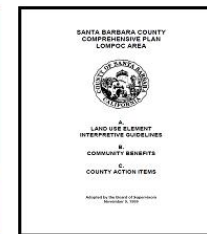
Orcutt
 Transportation
 Improvement Plan
 1998



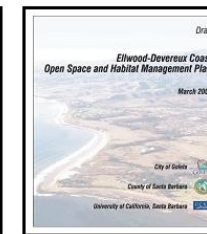
Goleta
 Transportation
 Improvement Plan
 1999



Bicycle Master Plan
 2005
 Update In Progress



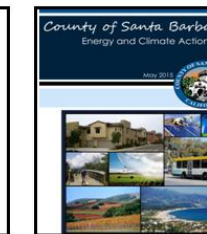
Lompoc Guidelines
 and Interpretive
 Action Items
 1999



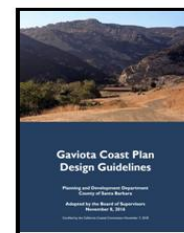
Elwood—Devereux
 Open Space and
 Habitat Management
 Plan
 2004



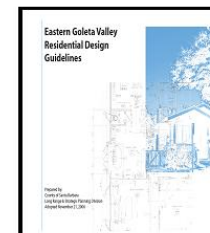
Montecito Growth
 Management
 Ordinance
 2010



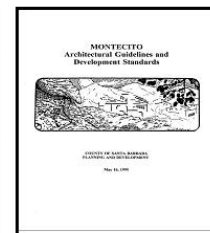
Energy and
 Climate
 Action Plan
 2015



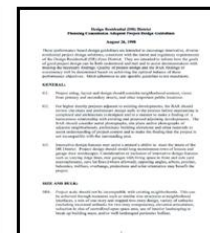
Gaviota Coast
 Plan
 Design Guidelines
 2016



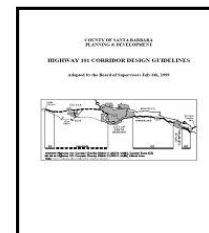
Eastern Goleta Valley
 Residential Design
 Guidelines
 2006



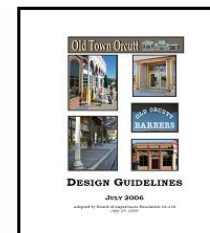
Montecito
 Architectural Guide-
 lines & Development
 Standards
 1995
 Limited Update In Progress



Design Residential
 Design Guidelines
 1998



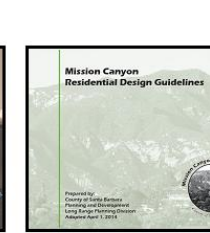
101 Design Guidelines
 1998



Old Town Orcutt
 Commercial Design
 Guidelines
 2006



Los Alamos Bell Street
 Design Guidelines
 2011



Mission Canyon
 Residential Design
 Guidelines
 2014



Summerland
 Residential And
 Commercial Design
 Guidelines
 2014

4.2 Long Range Planning Division Organization

The Long Range Planning Division is one of five divisions within the Planning and Development Department. The Long Range Planning Division works with residents, organizations, agencies, other departments, committees, the planning commissions, and the Board of Supervisors to address land use issues from a broad, programmatic perspective, as compared to a specific development proposal basis.

As described in detail below, the Long Range Planning Division is responsible for: (1) providing required services and operations; (2) amending the elements, community plans, and area plans of the Comprehensive Plan; (3) amending the zoning ordinances; and (4) implementing special projects.

4.2.1 Required Services and Operations

A portion of the Long Range Planning Division's resources are allocated to core services that involve staff technical assistance. The Long Range Planning Division: participates in regional and inter-agency coordination activities related to planning matters; provides technical support to other divisions, departments, committees, commissions, and the Board of Supervisors; serves as technical/advisory staff to the Board of Supervisors regarding the Local Agency Formation Commission (LAFCO) and Santa Barbara County Association of Governments (SBCAG); analyzes legislation; coordinates countywide review of, and commentary on, regional environmental and planning documents [e.g., California Environmental Quality Act (CEQA) documents involving projects that will have an effect on the county]; reviews County projects for Comprehensive Plan consistency; prepares the annual report to the state Office of Planning and Research (OPR); and reviews the Capital Improvement Program for Comprehensive Plan conformity. Operations include general administration, management review of projects, preparation of the Long Range Planning Division Work Program, budget development, preparing grant applications, conducting staff meetings, training and evaluation of staff, recruitment of staff, website updates, and public outreach.

4.2.2 Comprehensive Plan Amendments

The Long Range Planning Division processes amendments to the Comprehensive Plan and Coastal Land Use Plan. One category of amendments involves mandates set forth in state law, which often warrant updates to the Comprehensive Plan in order to achieve consistency with state law. For example, the Government Code [§ 65302(b)(2)(A)] states that upon the next substantive revision of the circulation element, the Board must modify the circulation element to plan for a balanced, multimodal transportation network that meets the needs of all users of streets, roads, and highways. Another example involves the housing element—the most updated and reviewed element of the state-mandated elements—which must be updated every eight years [Government Code § 65588(e)(3)(C)]. Finally, state law requires zoning ordinances to be consistent with the Comprehensive Plan [Ibid § 65860(a)]. Therefore, zoning ordinance amendments often require a corresponding amendment to the Comprehensive Plan, in order to

ensure that the zoning regulations and Comprehensive Plan policies are consistent with one-another.

4.2.3 Community Plans

Community plans are considered a part of the Comprehensive Plan, although they focus on issues pertaining to a defined sub-area of the county. Community plans provide decision-makers an opportunity to address differing values, planning concerns, and conditions of neighborhoods and communities in the county, and set forth goals, policies, and programs to guide new development in a direction that achieves the vision and forward-looking goals of each community plan. Long Range Planning Division staff: (1) interacts extensively with Board-appointed advisory committees when developing community plans; and (2) provides ongoing support for public and private development projects that implement the community plans through coordination with Development Review Division staff. The Gaviota Coast Plan and Eastern Goleta Valley Community Plan are examples of recently-adopted community plans.

4.2.4 Zoning Ordinances

The Long Range Planning Division is responsible for processing zoning ordinance amendments which are unassociated with a specific development project. As discussed in Section 4.2.2 of this staff report (above), many zoning ordinance amendments are required in order to maintain consistency with the components of the Comprehensive Plan when, for example, the County processes amendments to the Community Plans and/or other components of the Comprehensive Plan. In addition, staff fairly regularly receives requests from Development Review Division staff, land use consultants, applicants, interest groups, planning commissioners, and others, to consider processing zoning ordinance amendments in order to clarify the requirements of certain zoning ordinance regulations. Finally, changes in state law can render certain regulations in the zoning ordinances obsolete. In some situations, state law will mandate local jurisdictions to amend local zoning ordinances to be consistent with state law, whereas in other situations state law might not mandate local jurisdictions to amend local zoning ordinances to be consistent with state law, but it is worthwhile to do so in order to provide clear direction to applicants, staff, and others regarding the requirements that apply to new development proposals.

4.2.5 Special Projects

Special projects involve focused work to: comply with state mandates; implement programs and other action items set forth in the Comprehensive Plan; and develop regulations to improve the quality of land use development within the county. Special projects may include the adoption of a new ordinance, addressing a land use issue of concern to the Board of Supervisors, producing conceptual construction and design plans, preparing community design guidelines, or implementing an action item set forth in an adopted community plan. Recent examples of special project work include the: development of the Hollister Avenue – State Street Streetscape Plan; implementation of the Santa Claus Lane Project; and updates to the Montecito Design Guidelines. As stated in this staff report (above), some special projects will involve the

concurrent processing of an amendment to the Comprehensive Plan, in order to achieve consistency with the Comprehensive Plan and compliance with state law.

4.3 Long Range Planning Division FY 2018-2019 Work Program Projects

The Board of Supervisors included 19 projects in the Long Range Planning Division FY 2018-2019 Work Program. Long Range Planning Division staff will be providing the annual report to the Montecito Planning Commission on February 20, 2019, which will include an in-depth discussion of the statuses of each of these projects. Projects from the FY 2018-2019 Work Program that have been completed as of the date of this staff report are listed in Table 1 (below). Projects from the FY 2018-2019 Work Program that have remaining tasks to be completed in FY 2019-2020 are included in the recommended Long Range Planning Division FY 2019-2020 Work Program (Table 2, below) and summarized in Attachment A to this staff report.

Table 1 – Long Range Planning Division FY 2018-2019 Work Program – Completed Projects

Project	Description
Cannabis Land Use Ordinance and Licensing Program	On October 22, 2018, the Board of Supervisors accepted the Coastal Commission’s requested modifications to the Article II Coastal Zoning Ordinance amendments, and on November 7, 2018, the Coastal Commission concurred with the Coastal Commission Executive Director’s determination that the Board of Supervisors’ acceptance of the amendments with the modifications was legally adequate. At this time, both the Inland and Coastal Zone cannabis land use regulations are in effect. However, on January 29, 2019, the Board of Supervisors directed staff to prepare amendments to the recently-adopted cannabis ordinance, which staff will be processing during the remainder of this fiscal year and the next fiscal year. (See Section 4.4 of this staff report, below.)
Eastern Goleta Valley Community Plan (EGVCP) Environmentally Sensitive Habitat (ESH)/Riparian Corridor (RC) and Vegetation Maps	Although this project was included in the FY 2017-2018 Work Program, due to continued hearings, this project involved unanticipated work during FY 2018-2019. On August 14, 2018, the Board of Supervisors adopted the EGVCP ESH/RC and vegetation alliance maps, and the maps are in effect for the Eastern Goleta Valley.
Energy and Climate Action Plan (ECAP) Emissions Inventory	In June 2018, Long Range Planning Division staff completed the <i>2016 Greenhouse Gas Emissions Inventory Update and Forecast</i> which served as the basis of the Community Services Department, Sustainability Division’s, ECAP update to the Board of Supervisors on December 11, 2018.

Table 1 – Long Range Planning Division FY 2018-2019 Work Program – Completed Projects

Project	Description
Gaviota Coast Plan	On October 16, 2018, the Board of Supervisors accepted the California Coastal Commission’s modifications to the Local Coastal Program Amendment for the Gaviota Coast Plan. On November 7, 2018, the Coastal Commission confirmed that the Board of Supervisors’ acceptance of the modifications was legally adequate. The Gaviota Coast Plan is in effect for both the Inland- and Coastal Zone-portions of the area that is subject to the Gaviota Coast Plan.
Montecito Design Guidelines Phase II	The Board of Supervisors adopted the proposed amendments to the <i>Montecito Architectural Guidelines and Development Standards (Guidelines)</i> in February 2018, and staff submitted the adopted <i>Guidelines</i> and Article II, Coastal Zoning Ordinance, amendments to the Coastal Commission for review and certification. The Coastal Commission certified the amendments in November 2018. The amendments are in effect in both the Inland- and Coastal Zone-portions of the Montecito Community Plan Area.

4.4 Long Range Planning Division FY 2019-2020 Work Program: Required Services, Operations, and On-Going Projects

Table 2 (next page) summarizes the required services, operations, and projects with remaining work from the FY 2018-2019 Work Program, to be included in the FY 2019-2020 Work Program. These services, operations, and projects include grant funded projects, state-mandated projects funded by general fund contributions, and on-going projects funded by general fund contributions. Table 2 also provides the estimated full-time equivalent (FTE) staffing levels required to implement the services, operations, and projects. Attachment A sets forth a brief description of each on-going project listed in Table 2.

4.5 Long Range Planning Division FY 2019-2020 Work Program: Recommended New Projects

Given the labor required to provide the required services, conduct required operations, and complete the projects from the FY 2018-2019 Work Program that will have remaining work in FY 2019-2020 (Section 4.4, above), the Long Range Planning Division does not have staffing capacity to accommodate new work assignments within FY 2019-2020.

For future fiscal year work programs, priority should be placed on updating the countywide general plan amendments and components of the zoning ordinances that are inconsistent with current standards. More specifically, in 2017, the Governor’s Office of Planning and Research

Table 2 –FY 2019-2020 Required Services, Operations, and On-Going Projects

Services and Operations	
Required Services	FTEs
Grant Research and Applications	
Agricultural Preserve Processing and Agricultural Preserve Advisory Committee Support	
Regional and Inter-Agency Coordination	
Technical Support to Other Departments	
Legislative Review	
General Plan Consistency Review	
Responsible Agency Review	
Capital Improvement Projects Conformity Review	
General Plan Annual Report	
Local Agency Formation Commission/Santa Barbara County Association of Governments Review	
Required Services Subtotal =	1.5
Operations	FTEs
Budget Development and Implementation	
Public Information, Referrals, Website, and Outreach	
Staff Meetings and Training	
Evaluation and Performance Reviews	
Division Administration	
Operations Subtotal =	3.0
On-Going Projects	
Comprehensive Plan Projects	FTEs
Airport Land Use Plan (ALUP) Consistency Amendments	0.5
Circulation Element Update	1.2
Coastal Resiliency Local Coastal Program Amendments	0.1
ECAP Amendments	0.5
Environmental Thresholds Guidelines Amendments	0.1
“Rodeo Drive”/Union Valley Parkway Road Extension	0.3
Safety Element Update	0.8
Santa Claus Lane Streetscape, Beach Access, and Parking	0.3
Comprehensive Plan and Community Plan Projects Subtotal =	3.8
Ordinance Amendments	FTEs
Advanced Meter (SoCal Gas) Ordinance Amendments	0.1
Agricultural Tiered Permitting Ordinance Amendments	0.5
Cannabis Land Use Ordinance Amendments	0.2
Short-Term Rentals Coastal Zoning Ordinance Amendments	0.5
State Housing and Density Bonus Law Amendments	0.6
Utility Grade Solar Ordinance and Policy Amendments	0.5
Zoning Ordinance Amendments (Minor and Administrative Amendments)	0.3
Ordinance Amendments Subtotal =	2.7
Required Services, Operations, and On-Going Projects Total =	
	11.0

(OPR) prepared the *State of California 2017 General Plan Guidelines*, which was the first comprehensive update to the OPR’s General Plan Guidelines since 2003. The updated guidelines identify a number of new State requirements that apply to the mandatory elements of the Comprehensive Plan and zoning ordinances, which did not exist when the elements and zoning ordinances were adopted or substantially amended. In order to bring the components of the Comprehensive Plan and zoning ordinances in-line with State requirements, staff is recommending that: (1) future work programs prioritize the completion of existing projects involving individual community priorities and other targeted interests; and (2) as these existing projects are completed, refocus staff time and resources on updating Comprehensive Plan Elements and other projects that will have countywide benefits. In addition to the Circulation Element and Safety Element updates that are already included in the Long Range Planning Division Work Program, the following elements should be amended, given the date the element was adopted or the last time the element was substantially amended (as applicable):

- Open Space Element (1991)
- Environmental Resources Management Element (1991)
- Agricultural Element (1991)
- Noise Element (1997)
- Conservation Element (2010)
- Land Use (2011)

4.6 Potential New Projects

Table 3 (below) lists potential new projects that the Board of Supervisors could include in: subsequent work programs; or the FY 2019-2020 Work Program, provided that the Board of Supervisors removes (at least, certain components of) the on-going projects set forth in Table 2 (above). The list of potential new projects is based on suggestions from a variety of sources, have been considered for inclusion as part of past work programs, and are not listed in terms of priority.

Table 3 – Potential New Projects

General Plan Amendments and Implementation Projects		FTEs
Economic Development Element		1.0
Noise Element Update		1.3
Land Use Element Update		3.0
Open Space Element Update		2.7
Groundwater Policy Updates/Consistency Amendments		1.0
Public Health Element/Public Health Policies		1.0
General Plan Amendments and Implementation Projects Subtotal =		10.0
Ordinance Amendments		FTEs
Sign Ordinance		0.5
Rezoning Shopping Center (SC) Lands to General Commercial		0.5
Ordinance Amendments Subtotal =		1.0
Total Potential New Projects =		11.0

5.0 RECOMMENDATION AND CONCLUSION

Staff recommends that the Montecito Planning Commission recommend to the Board of Supervisors that the Board of Supervisors receive and file the FY 2019-2020 Work Program set forth in this staff report, along with any recommended revisions. In doing so, the Board of Supervisors will select the project work for the Long Range Planning Division in FY 2019-2020.

The County Planning Commission will consider the FY 2019-2020 Work Program on February 27, 2019. In addition, the Agricultural Advisory Committee (AAC) will have the opportunity to consider and provide recommendations to the Board of Supervisors regarding the FY 2019-2020 Work Program, at the Agricultural Advisory Committee's meeting that is scheduled for March 7, 2019.

The Board of Supervisors will consider the FY 2019-2020 Work Program on April 2, 2019, and as part of the budget workshops that are scheduled to occur during the week of April 15, 2019. Staff will forward the planning commissions' and AAC's recommendations regarding project priorities for FY 2019-2020 to the Board of Supervisors for consideration during the Board of Supervisors' review of the FY 2019-2020 Work Program.

Attachments:

A – Project Descriptions