



# CITY OF SANTA BARBARA

## COUNCIL AGENDA REPORT

**AGENDA DATE:** July 27, 2010

**TO:** Mayor and Councilmembers

**FROM:** Planning Division, Community Development Department

**SUBJECT:** *Plan Santa Barbara* General Plan Update

### **RECOMMENDATION:**

That Council hold work sessions on the *Plan Santa Barbara* General Plan Update – Development Plan Ordinance, Growth Management, Density, and Design Policy Direction.

### **DISCUSSION:**

#### Development Plan Ordinance/Growth Management

##### ▪ Background

The City's last General Plan Update established significant new policies, programs, and ordinances related to new non-residential development. The growth management program was submitted to the City electorate as an amendment to the City Charter in 1989 and, with voter approval, was included in the City Charter as Section 1508, it is policy in the Land Use Element, and implemented in the Zoning Ordinance primarily through the Development Plan Ordinance (SBMC Section 28.87.300). A growth cap was set at 3 million square feet (s.f.), and allocation categories were established. There are also specific exclusions from the growth limitation allocations, for example Minor Additions of 1,000 s.f. or less, Hotel Room for Room Replacement. The definition of new non-residential construction project excludes repair and replacement of existing floor area. Please see the attached descriptions, categories and allocation amounts (Attachment 1).

A primary reason for initiating the *Plan Santa Barbara* (PlanSB) General Plan Update was to develop new policies to replace these programs that were set up to last 20 years and sunset in 2010. There has been a general sentiment among the City Council, Planning Commission, staff and members of the community that the program overall has worked well with adjustments along the way to respond to various economic conditions. For example, there were a few boom years where potential applicants lined up to receive Small Addition allocations, then other years when unallocated floor area was rolled into the new category of Economic Development. The PlanSB process is expected to result in a new program that retains certain good aspects of the existing program and includes changes to improve planning for the next 20 years while addressing the key policy considerations of economic vitality, living within our resources, managing traffic congestion, and improving the job-housing balance.

Staff has prepared a summary that shows how much development was allocated and from what categories during the life of “Measure E.” Please see the attached summary report (Attachment 2).

- Community Priority

From the attached information we can see that the allocation of 300,000 s.f. for Community Priority is one that was used to a high degree. The Community Priority category would have been fully exhausted had not the staff and Council decided that certain projects (Airport Terminal and Cottage Hospital) could receive an allocation from Economic Development and have a dual designation with Community Priority as well. At this time, staff is also aware of additional projects that will seek Community Priority that are not on the list because a formal application has yet to be filed (Natural History Museum Master Plan @ approximately 42,000 s.f., SB Center for Art, Science and Technology @ approximately 6,400 s.f. and a 10,000 s.f. basement for Cottage Hospital).

The PlanSB policies call for creation of a new category for “Community Benefit Land Uses.” Staff suggests that this category will replace both Community Priority and Economic Development. Further, staff suggests that government buildings for government uses be excluded from the cap. It is already the case that County, State and Federal projects are excluded from the City’s zoning and the cap. That could leave an adequate Community Benefit allocation for other community serving projects under the 1 million s.f. scenario and address some of staff’s concerns.

- Approved and Pending

Staff has been considering how the new program will account for projects that are approved, but not yet built, and pending projects. Whenever a new ordinance goes into effect, and certainly with one as critical as this, it is important for the Council to be aware of how it could affect those existing pending and approved projects “in the pipeline” (Attachment 3). Although one might expect that property owners and applicants are following how PlanSB could affect their current projects and future development potential, it is often our experience that it is not until the ordinance is about to be enacted or after it is in place that people express concerns. The attached list of projects again reflects those projects for which a formal application has been filed as of last week, however, if we were to include additional projects that have had concept review, the number would be increased by approximately 50,000 to 100,000 s.f.

In the prior program, projects with a status of approved and pending were specifically defined and accounted for in the 3 million s.f. total. Please see Attachment 3 for information regarding the Cabrillo Plaza Specific Plan “Approved Project” per definition. A similar approach could be used for the new cap, or the Council could decide not to include the approved and pending projects in the new established square footage limitations.

Staff would like the Planning Commission and Council to be aware of these projects because they could represent a fairly large percentage of the total allocation. Further, if the policy direction is to set a new cap at 1 million s.f., one-third of the prior 3 million, adjustments will need to be made in all categories. We believe these considerations are important, as the community has come to accept the 3,000 s.f. Small Addition, and 0.25 Floor-to-Lot-Area Ratio for Vacant Land. Also, it is very important to have a sufficient development potential in a Community Priority or Community Benefit category to allow for important projects such as hospitals, civic buildings, museums, green businesses, etc.

- Small Additions & Vacant Land

Staff suggests that if the approved and pending projects are not included, then the Small addition and Vacant Land categories could be maintained closer to existing levels. If reduced by one-third consistent with a 1 million cap and accounting for approved and pending projects, a Small Addition would be limited to 1,000 s.f and a 0.10 FAR for vacant land would be possible. That only allows 1,000 s.f. on a 10,000 s.f. parcel, and could be considered unreasonable.

- Standards of Review and Findings

Other important elements of the Development Plan Ordinance are the standards for review and the required findings. The requirement for a Development Plan Approval (DPA) is triggered when a project involves more than 1,000 s.f. of new non-residential floor area. Review bodies that consider DPA's include the ABR, HLC, PC and SHO. Review by the Planning Commission is required for projects proposing more than 3,000 s.f. of new non-residential floor area. In the event that a project requires an Environmental Impact Report (EIR), Planning Commission review is also required irrespective of the amount of square feet involved. All projects with an allocation from Community Priority or Economic Development involve review by the Council and Planning Commission. This review process is to ensure that the limited amount of development available is going to projects that meet community needs. Staff anticipates that the process would likely remain very similar with the new program.

The current findings are included in Attachment 4. Discussion of possible amendments to the findings should be considered in light of the PlanSB EIR conclusions on traffic impacts and policy direction to improve the city's affordable housing stock.

It is anticipated that there will be some significant traffic impacts over the next 20 years. Non-residential development generates traffic and potential traffic impacts come primarily from the employee trips to and from work during peak hours. Since these impacts cannot apparently be mitigated to a less than potentially significant level, at the time the General Plan is adopted a Statement of Overriding Considerations will be necessary for those significant unavoidable impacts which will occur over the life of the plan. Staff would like some discussion with the Council on potential options in order to allow overriding considerations to be applied to high priority future projects.

In terms of affordable housing impacts, the DEIR (Section C. 19) provides an analysis of how new jobs can generate demand for affordable housing. The assessment of the 1 million s.f growth cap for the Lower Growth and Additional Housing alternatives suggests that the jobs-housing balance is improved over the existing “No Project” and the PlanSB projection of 2.3 to 2 million s.f. At the time the General Plan is adopted there is an opportunity to look at the big picture view of the policies promoting affordable housing where feasible and appropriate, and balance the housing demands generated from the non-residential development. The Council has indicated that an approach to address individual project contributions to affordable housing demand could be an in-lieu fee program, and that approach as well as others have been used in the past. When the new program is implemented and the Development Plan Ordinance is amended the Council will consider what the appropriate standard should be for individual projects.

If, over the next 20 years, further adjustments are deemed necessary and appropriate then Council could adjust the program. However, we want to get started with as clear as intention and expectation so it can be carried out fairly and appropriately.

### Density and Design

Residential densities are a critical component of the General Plan for both community vision and direction, as well as property owner expectations for a reasonable use of their land. No significant changes are proposed to the basic land use and circulation patterns as expressed on the Land Use Map. Rather, the principal changes being proposed center around adjustments to the variable density program, residential parking standards, and the design review process.

- Residential Densities

The proposed amendments to the City’s Variable Density program are primarily in response to community concern over the proliferation of large luxury condominiums. In some cases, these projects have generated controversy in terms of the size, bulk, scale, and height of buildings, and there is also concern that these units are not meeting affordable and work force housing needs. Proposed amendments would utilize an average unit size rather than number of bedrooms in order to qualify for a density incentive beyond the existing base residential density of 12 du/ac.

The Planning Commission has recommended average unit sizes of 1,000 s. f., with two corresponding range of densities at 15-25 du/ac and 27-45 du/ac for targeted multi-family and commercial locations. The Council has discussed limiting this program to only commercial areas. See Attachment 5, Average Unit Size Density Option 1, and Attachment 6, Average Unit Size Density Option 2, for areas of the City being considered for the application of the Average Unit Size density incentive program.

In order to encourage the construction of rental and employer housing, an additional incentive, in the form of a 50% density increase above the Average Unit Size densities, has also been proposed. These potential densities and locations will be highlighted during the Council presentation.

- Design Tools

New land use policies are proposed to further direct and shape the review of projects, including Floor to Area Ratios (FAR), Form Based Coding, and Historic Preservation buffers. Determining the appropriate use of these tools, and particularly a single FAR or a range of FARs, needs to be carefully considered for different districts of the community and for different types of projects.

Staff will present a project profile comparison of several recently constructed mixed-use projects with accompanying photos to help the Council better understand the interplay between residential density, unit size, parking and the resultant physical design. Using these projects as a baseline, several scenarios will then be presented based on the proposed Average Unit Size density program, parking standards, and the 50% density overlay for rental and employer housing.

- ATTACHMENTS:**
1. Allocation Categories & Definitions
  2. Summary Tables of Allocations Made
  3. Approved and Pending List
  4. Development Plan Findings
  5. Draft General Plan Density Option 1
  6. Draft General Plan Density Option 2

**PREPARED BY:** Bettie Weiss, City Planner

**SUBMITTED BY:** Paul Casey, Assistant City Administrator, Community Development

**APPROVED BY:** City Administrator's Office

## Allocation Categories

Development Potential.

Nonresidential Construction Project. Nonresidential construction projects, as defined per this code, shall be restricted to no more than three million (3,000,000) square feet until the year 2013. This allowable square footage shall be allocated in the following categories, as defined in Subsection B of this Section.

Category	Square Footage
Approved Projects	900,000 s.f.
Pending Projects	700,000 s.f.
Vacant Property	500,000 s.f.
Minor Additions	Exempt
Small Additions	600,000 s.f.
Community Priorities	300,000 s.f.

Small Additions shall be limited to no more than thirty thousand (30,000) square feet annually. Procedures for allocating square footage under these categories shall be established by resolution of City Council.

## Definitions

### Approved Projects or Revisions thereto:

a. An application for a land use permit for the project (other than an application for Specific Plan approval) which was approved on or before October 26, 1989 and the approval is still valid.

b. The project pertains to implementation of a Specific Plan which was approved prior to April 16, 1986, and the Plan required the construction of substantial circulation system improvements, and all of those improvements were either:

(1) Installed prior to the effective date of this ordinance; or

(2) Subsequently constructed pursuant to an Owner Participation Agreement (OPA) and installed prior to the approval of any development plan(s).

c. The project consists of a revision to a project which qualifies under either Subparagraph a. or b. of this Paragraph B.2, provided the revision will result in no increase in floor area over the approved amount. Once a revision to a project has been approved that reduces the floor area from the originally approved amount, the unused floor area shall not be reallocated to the project as part of a future revision. The unused floor area shall be available for Economic Development Projects.

**Note – as of July 2010 there is only one Approved Project remaining. That is the Cabrillo Plaza Specific Plan per definition b. above. The initial allocation for the Specific Plan was 155,000 s.f. and that was proposed with the Aquarium and Hotel projects. However, those projects have been withdrawn. The most recent pending project for this site is primarily residential and 45,145 s.f. non-residential. For current accounting staff has included the 45,145 s.f. in the pending category.**

Pending Project or Revisions thereto. A project which satisfies any of the following criteria:

a. An application for a land use permit for the project was accepted on or before October 26, 1989 and the application: (1) has not been denied by the City; (2) has not been withdrawn by the applicant; (3) has not yet received City approval or (4) has received City approval after October 26, 1989 and that approval is still valid.

b. The project pertains to implementation of a Specific Plan which was approved prior to April 16, 1986 and the project does not qualify under Subparagraph 1.b. of this Subsection.

c. The project consists of a revision to a project which qualifies under either Subparagraph a. or b. of this Paragraph 12, provided the revision will result in no increase in floor area over the amount shown on the pending application. Once a revision to a project has been approved that reduces the floor area from the originally approved amount, the unused floor area shall not be reallocated to the project as part of a future revision. The unused floor area shall be available for Economic Development Projects.

**Note - as of July 2010 there are no Pending Projects per this definition.**

Vacant Property. A project on a parcel of land which was vacant in October 1988, which consists of construction of a nonresidential structure with a floor area ratio of no more than 0.25.

**Note – the FAR of 0.25 and the allocation of 500,000 was based on a survey of vacant land in 1988.**

Nonresidential Construction Project. A project, or portion thereof, which consists of the construction of or addition of new floor area for other than residential use or the conversion of existing residential floor area to nonresidential use. Repair or replacement of existing floor area is not included in the calculation of new floor area for the purpose of the Development Plan Ordinance.

Category	Pending	Approved	Building Permit/C of O Issued	Unallocated	To Economic Development
Approved Projects (900,000) <sup>1,2</sup>	45,145	0	686,379	0	168,476
Pending Projects (700,000)	0	0	89,512	0	610,488
Vacant Property (500,000)	92,936	11,146	82,927	312,991	N/A
Total Small Addition (600,000) <sup>3</sup>	14,903	42,956	230,882	0	311,259
<b>2009 Small Addition (30,000)<sup>4</sup></b>	<b>6,072</b>	<b>1,259</b>	<b>1,873</b>	<b>0</b>	<b>22,669</b>
Community Priority (300,000) <sup>5,6</sup>	14,690	22,635	194,640	68,035	0
<b>Economic Development</b>	<b>104,522</b>	<b>2,703</b>	<b>430,951</b>	<b>552,047</b>	<b>1,090,223</b>
<b>Total (3,000,000)</b>	<b>272,196</b>	<b>79,440</b>	<b>1,715,291</b>	<b>933,073</b>	

<sup>1</sup> Includes Rancho Arroyo and Park Plaza Specific Plans

<sup>2</sup> Includes 45,145 of Pending square footage for Cabrillo Plaza Specific Plan (Wright Property).

<sup>3</sup> 306,154 square feet under "To Economic Development" is comprised of 1/1/90-06/30/96 expired and 1/1/90-12/31/09 "not applied for" square footage.

<sup>4</sup> Included in the total Small Additions calculations above.

<sup>5</sup> 211,425 square feet under "Building Permit/C of O Issued" is comprised of Minor Additions associated with 1997-2009 Small Additions and 219,526 sq. ft. of Economic Development that received building permits, as required by Council Resolution 99-036

<sup>6</sup> 1,085,118 square feet under "To Economic Development" is included in calculations for the Economic Development category, but not counted in 3,000,000 sf total.

**NOTE: Per Council Resolution Economic Development SF tracked differently. Shown here for representative purposes only.**

**PROJECTS WITH PRELIMINARY OR FINAL  
COMMUNITY PRIORITY DESIGNATIONS**

<b>PROJECT/ADDRESS</b>	<b>PRELIM. DESIG. (SQ. FT.)</b>	<b>FINAL DESIG. (SQ. FT.)</b>	<b>STATUS/ COMMENT</b>
Boys & Girls Club Addition 602 W Anapamu Street MST2002-00786	4,800		Initial application 1990; potential - working on revised
Housing Authority 702 Laguna Street MST92-00043		4,550	Completed
Natural History Museum 2559 Puesta Del Sol MST92-00608		2,165	Completed
Airport Fire Station 40 Hartley Place MST92-00746		5,300	Completed
Santa Barbara Zoo 500 Niños Drive MST95-00330		210	Completed
Desalination Plant 525 E. Yanonali Street MST95-00425 (MST90-00360)		528	Completed
Santa Barbara Rescue Mission 535 E. Yanonali Street MST96-00228		7,213	Completed
Airport Master Plan 601 Firestone Road MST96-00355		12,557*	Airline Terminal expansion; portion or all may be considered for Economic Development category at later date
Airport Master Plan 601 Firestone Road MST96-00355		50,000*	
Rehabilitation Institute 2405 and 2415 De la Vina Street MST97-00196		9,110	Completed
Visitor Information Center - Entrada de Santa Barbara 35 State Street MST97-00357		2,500	Approved 8/21/01
Santa Barbara Harbor Restrooms 134 Harbor Way MST97-00387		1,200	Completed
Airport Terminal Expansion (trailers) 500 Fowler Rd. MST97-00392		2,300	Completed

<b>PROJECT/ADDRESS</b>	<b>PRELIM. DESIG. (SQ. FT.)</b>	<b>FINAL DESIG. (SQ. FT.)</b>	<b>STATUS/ COMMENT</b>
Waterfront Department Offices 132 Harbor Way MST97-00503		3,240	Completed
Transitions Preschool 2121 De la Vina Street MST97-00696		723	Completed
S.B. Maritime Museum 113 Harbor Way MST97-00832		2,805	Completed
Santa Barbara Cottage Hospital (Hospitality House) 2407-2409 Bath Street MST98-00042		4,158	Completed
MacKenzie Park Lawn Bowls Clubhouse 3111 State Street MST98-00076		763	Completed
Cottage Hospital 320 West Pueblo Street MST98-00287		980	Completed
The Full Circle Preschool 509 West Los Olivos Street MST98-00231		832	Completed
Storyteller Children's Center 2115 State Street MST98-00364		2,356	Completed
Free Methodist Church 1435 Cliff Drive MST98-00877		2,544	Completed
Salvation Army 423 Chapala Street MST99-00014		2,968	Completed
Homeless Day Center and Shelter 816 Cacique Street MST99-00432		10,856	Completed
Emmanuel Lutheran Church 3721 Modoc Road MST99-00510		8,120	Completed
Marymount School 2130 Mission Ridge Road MST99-00542		4,000	Completed
Parking Lot 6 – Granada Theater 1221 Anacapa MST1999-00909/MST2003-00908		7,810	Completed

<b>PROJECT/ADDRESS</b>	<b>PRELIM. DESIG. (SQ. FT.)</b>	<b>FINAL DESIG. (SQ. FT.)</b>	<b>STATUS/ COMMENT</b>
Planned Parenthood 518 Garden Street MST1999-00916		3,565	Completed
Sea Center 211 & 213 Stearns Wharf MST2000-00324		3,212	Completed
Santa Barbara Zoo 500 Ninos Drive MST2000-00707 (& MST2002-00676)		10,000	Final Designation 4/10/2007
Clean Water and Creeks Restoration Office 620 Laguna Street MST2000-00828		480	Completed
Elings Park 1298 Las Positas Road MST2001-00007/MST2006-00509	12,190		Draft EIR stage
Braille Institute 2031 De la Vina Street MST2001-00048		4,000	Completed
Modular Classrooms at Boys & Girls Club 632 E. Canon Perdido Street MST2001-00150		6,502	Completed
Cater Water Treatment Plant 1150 San Roque Road MST2001-00732		6,750	Completed
Santa Barbara Neighborhood Medical Clinics 915 North Milpas Street MST2001-00774		2,518	Completed
632 E. Canon Perdido St. Boys and Girls Club MST2002-00786 MST2008-00563	7,600		Preliminary Designation 7/15/03
617 Garden St. Mental Health Assoc. MST2002-00257		2,703	BP Issued 11/17/06
4000 La Colina Rd Bishop Diego High School MST 2004-00673		9,512	Final Designation 12/20/2005
540 W Pueblo St Cancer Center MST2007-00092		5,845	Final Designation 7/13/2010
125 State St Children's Museum MST2009-00119	2,500		Preliminary Designation 4/7/2009
<b>SUBTOTALS:</b>	<b>27,090</b>	<b>199,030</b>	

PROJECT/ADDRESS	PRELIM. DESIG. (SQ. FT.)	FINAL DESIG. (SQ. FT.)	STATUS/ COMMENT
<b>ALLOCATED TO DATE:        231,965 SQ. FT.</b> <b>REMAINING UNALLOCATED:  68,035 SQ. FT.</b>			

Nonresidential Approved and Pending square feet per Category

Status	MST	Name	Address	Small	Vacant	Community Priority	Economic Development	Approved	Total
Approved	MST2008-00322		412 Anacapa St		3,375				3,375
Approved	MST2008-00362		710 Anacapa St	40					40
Approved	MST2003-00243		128 E Canon Perdido	1,718					1,718
Approved	MST2002-00786	Boys and Girls Club	632 E Canon Perdido			7,600			7,600
Approved	MST2008-00038		316 Castillo St	1,709					1,709
Approved	MST2004-00493		1298 Coast Village	1,778					1,778
Approved	MST2009-00071		134 Harbor Way	159					159
Approved	MST2007-00356		134 Harbor Way	66					66
Approved	MST2007-00140	El Encanto Hotel	1900 Lasuen Rd	6,000					6,000
Approved	MST2006-00510		803 N Milpas St	200					200
Approved	MST2000-00707	Zoo - Discovery Pavilion	500 Ninos Dr			9,190			9,190
Approved	MST2009-00075		5 S Nopal St	920					920
Approved	MST2007-00092	Cancer Center	540 W Pueblo	20,000		5,845			25,845
Approved	MST2005-00389		1528 State St	1,810					1,810
Approved	MST2007-00494		1704 State St	2,403					2,403
Approved	MST2005-00455		1722 State St	200					200
Approved	MST2006-00185		3880 State St	733					733
Approved	MST2005-00477		518 State St	1,487					1,487
Approved	MST2008-00261		528 State St	200					200
Approved	MST2006-00154		801 State St	1,353					1,353
Approved	MST2005-00831	Montecito Country Club	920 Summit Rd		7,771				7,771
Approved	MST2006-00758		101 E Victoria St	2,000				2,703	4,703
Approved	MST2009-00011		520 E Yanonali St	180					180
<b>Total Approved</b>									<b>79,440</b>
Pending	MST2008-00174		1324 Cacique St	322					322
Pending	MST2010-00067		130 N Calle Cesar Chavez	1,909					1,909
Pending	MST2008-00496	Fielding Institute	4151 Foothill Rd	4,000	39,057		24,202		67,259
Pending	MST2006-00210	Paseo de la Playa	101 Garden St					45,145	45,145
Pending	MST2007-00461	Gateway - Airport	6100 Hollister Ave		48,254		80,320		128,574
Pending	MST2006-00509	Elings Park	1298 Las Positas Ave	1,631		12,190			13,821
Pending	MST2009-00119	Children's Museum	125 State St	4,000	5,625	2,500			12,125
Pending	MST2008-00597		1533 State St	1,041					1,041
Pending	MST2009-00266		34 W Victoria St	2,000					2,000
<b>Total Pending</b>									<b>272,196</b>
<b>Grand Total</b>									<b>351,636</b>

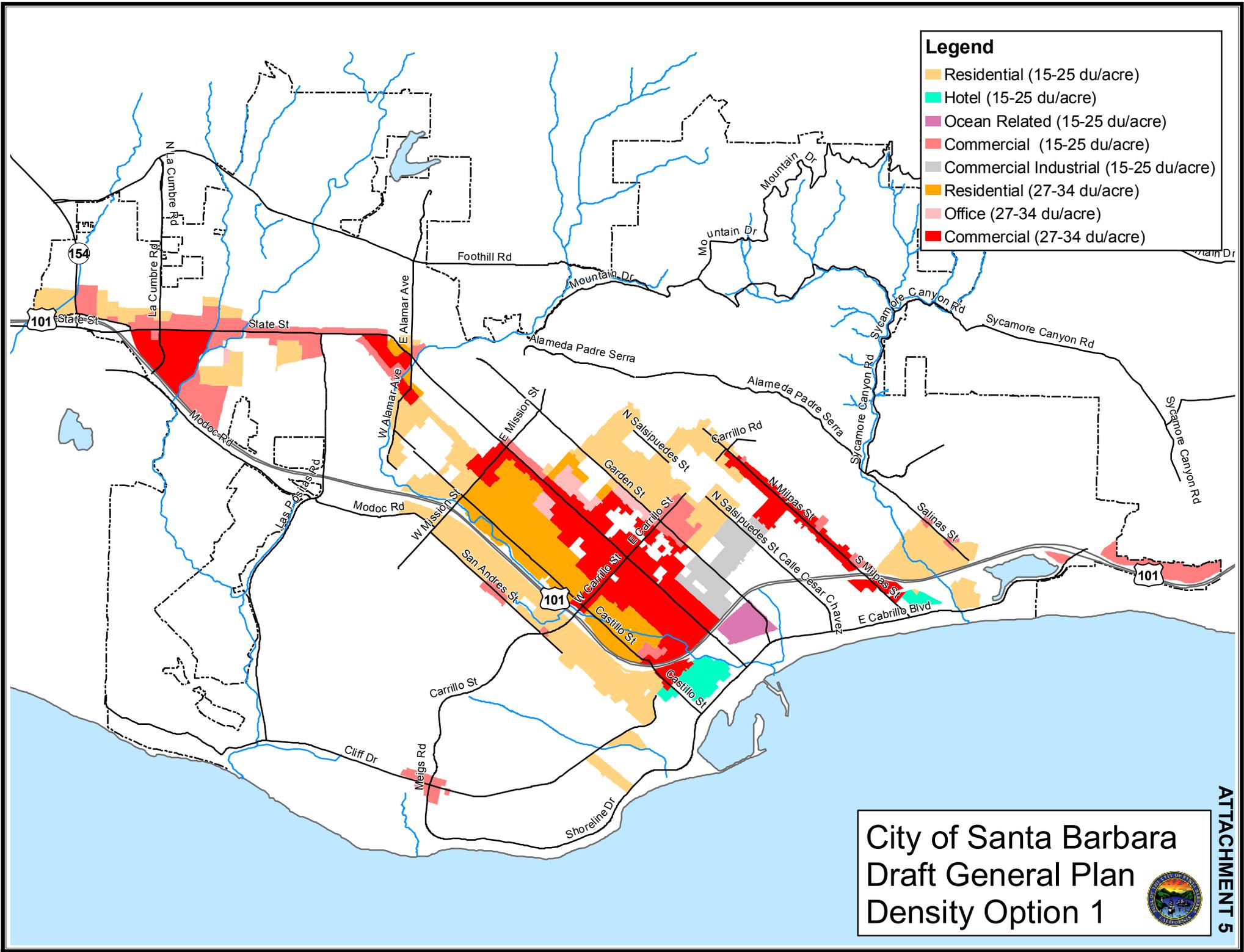
### **Development Plan Approval (DPA) Findings**

Standards for Review - unless specifically exempt, the following findings shall be made in order to approve a development plan:

- a. The proposed development complies with all provisions of the zoning ordinance; and
- b. The proposed development is consistent with the principles of sound community planning; and
- c. The proposed development will not have a significant adverse impact upon the neighborhood's aesthetics/character in that the size, bulk or scale of the development will be compatible with the neighborhood; and
- d. The proposed development will not have a significant unmitigated adverse impact upon City and South Coast affordable housing stock; and
- e. The proposed development will not have a significant unmitigated adverse impact on the City's water resources; and
- f. The proposed development will not have a significant unmitigated adverse impact on the City's traffic; and
- g. Resources will be available and traffic improvements will be in place at the time of project occupancy.

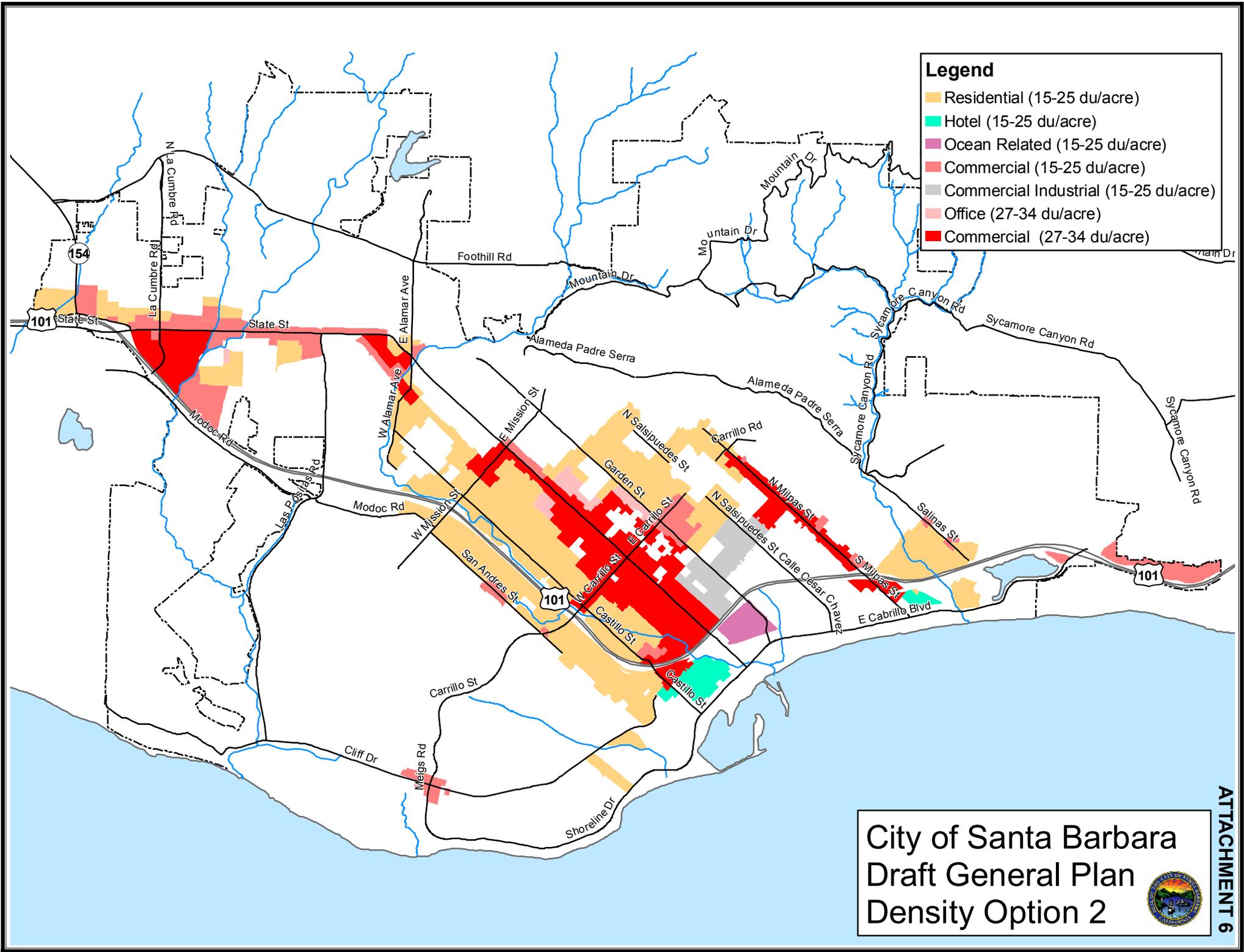
**Legend**

- Residential (15-25 du/acre)
- Hotel (15-25 du/acre)
- Ocean Related (15-25 du/acre)
- Commercial (15-25 du/acre)
- Commercial Industrial (15-25 du/acre)
- Residential (27-34 du/acre)
- Office (27-34 du/acre)
- Commercial (27-34 du/acre)



City of Santa Barbara  
Draft General Plan  
Density Option 1





- Legend**
- Residential (15-25 du/acre)
  - Hotel (15-25 du/acre)
  - Ocean Related (15-25 du/acre)
  - Commercial (15-25 du/acre)
  - Commercial Industrial (15-25 du/acre)
  - Office (27-34 du/acre)
  - Commercial (27-34 du/acre)

City of Santa Barbara  
 Draft General Plan  
 Density Option 2

