City of Santa Barbara
California

PLANNING COMMISSION
STAFF REPORT

REPORT DATE:	June 14, 2012
AGENDA DATE:	June 21, 2012
PROJECT:	Non-Residential Growth Management Program Development Plan Approval Findings for Traffic Impacts
TO:	Planning Commission
FROM:	Planning Division, (805) 564-5470 Rob Dayton, Principal Transportation Planner RD/BLW Bettie Weiss, City Planner John Ledbetter, Principal Planner Beatriz Gularte, Project Planner

I. INTRODUCTION

The Plan Santa Barbara process resulted in a plan for an additional 1.35 million square feet of non-residential development and 2,800 of new residential units over the next 20 years. The Environmental Impact Report (EIR) for the plan showed that this amount of new development will have significant adverse cumulative traffic impacts. City Council made findings to override this significant traffic impact when they adopted the General Plan Update (see Exhibit A, Resolution No. 11-079). The potential mitigation measures identified in the EIR will not fully offset the impact, even if the mitigation measures are implemented. In order to approve the non-residential development anticipated under Plan Santa Barbara, the Development Plan Application Findings for Traffic Impacts must be adjusted (Exhibit B). This report summarizes how the new General Plan and the predicted traffic impacts anticipated from the build-out of the new General Plan may require the City to change how it reviews project level traffic impacts. It also presents some possible strategies to manage this change.

The Last Two Decades

Over the last two decades Santa Barbara increased by 1.44 million square feet of non-residential floor area and 1,796 residential units were constructed. This growth increased traffic city-wide. Other traffic growth occurred on the freeway as commuter trips into the city rose as people finding jobs in Santa Barbara chose to live elsewhere mainly because of the high cost of housing. Over the same period of time, major transportation capacity improvements were constructed, such as the cross-town freeway and new, supersized freeway interchanges. Multiple intersection improvements and roundabouts were also installed. At the end of the 20-year planning period, Santa Barbara gained in overall transportation capacity versus traffic trips. Santa Barbarans experience slightly better average Level of Service for car travel during the morning and afternoon peak periods than they did 20 years ago; even though we still have a number of impacted intersections above the City threshold of 0.77 volume to capacity ratio.

The Next Two Decades

The next two decades will be different. While we are projected to have about the same amount of land use growth, we will only be building a small fraction of roadway capacity – mostly with minor intersection improvements. We will likely have more freeway capacity in the form of another freeway lane to/from the south, but this change is projected to increase the local existing peak hour traffic volumes because the freeway bottle necks now limiting the number of people traveling during the peak desired times will be gone.

Through the Plan Santa Barbara process, the traffic modeling predicted that the planned land use growth without additional roadway capacity will create new traffic congestion exceeding city standards at many intersections. The City Council determined that although traffic impacts are anticipated, limited land use growth is still necessary for a vital economy and should focus on community benefit uses in appropriate locations. The Council also identified traffic mitigation measures to be implemented should the traffic congestion increases became intolerable.

What Does This Mean?

The outcome is that non-residential and residential growth in certain locations will generate traffic impacts. The City's current traffic impact discovery process distinguishes between projects that 'add' traffic to impacted intersections and those that don't. The traffic modeling process showed that even incremental non-residential growth located away from impacted intersections will contribute to the anticipated cumulative traffic impact of land use growth identified for the next 20 years, predominantly because of the lack of capacity improvements.

II. DISCUSSION

Unable to Make the Old Development Plan Approval (DPA) Traffic Finding

In the past, the City's traffic analysis process would only follow trips when more than 5 trips were being sent through an intersection. This limitation was set because when 5 or fewer trips were sent to an intersection, the City did not have sufficient statistical confidence in the data to be sure that those trips would, in fact, go through the intersection. Because the traffic model predicts traffic generation and distribution with greater statistical certainty and has demonstrated that any new non-residential growth and some residential growth will contribute to an adverse cumulative traffic impact, staff believes the old practice of not following the distribution of trips once the number of trips traveling through an intersection reaches 5 or fewer is no longer appropriate. We can no longer say that generating a small amount of new traffic trips away from impacted intersection will avoid future cumulative traffic impacts. Incrementally these new traffic trips will, over time, add up to an adverse cumulative traffic impact. Residential projects that are not located within the city street grid north of the freeway will have a similar effect, incrementally increasing cumulative traffic impacts.

The current DPA finding for traffic reads:

> **The proposed development will not have a significant unmitigated adverse impact on the City's Traffic; and resources will be available and traffic improvements will be in place at the time or project's occupancy.**

This finding can no longer be made with developments that add new non-residential square footage, or with many residential projects. Currently, the Development Plan Ordinance limits the ability to make overriding considerations and approve new non-residential square footage that causes an unmitigated adverse traffic impact. In order to implement PlanSB's incremental land use growth, a new DPA finding and process is needed. Residential projects with significant traffic impacts are not subject to this ordinance and may be approved. To consider this traffic issue comprehensively, Staff has included discussion of residential projects in this report.

Direction for the New Traffic Analysis Process

The City Council overrode the environmental traffic impact of the planned amount of limited land use growth for the next 20 years. The City Council adoption of the plan essentially means that if the new land use growth is developed according to the goals and policies of the overall plan, then the traffic impacts related to this development are, on balance, an accepted consequence. The Council also initiated the creation of an Adaptive Management Program which will track congestion as it increases. City leaders will then have the opportunity to respond with traffic mitigation as impacts are occurring.

The remainder of this report is staff's initial recommendation for adjusting the way the City addresses traffic analysis and impacts based on Plan Santa Barbara. The proposed approach was developed in order to support the implementation of the whole plan. The following plan objectives were considered relevant to traffic and helped us shape a tiered approach to traffic analysis and project approval that will intentionally help implement those objectives:

- Balance growth and resources
- Prioritize resources for Community Benefit Housing
- Ensure a strong and diverse economy
- Focus growth in selected locations
- Encourage a mix of land uses
- Create a more integrated multi-modal transportation system
- Protect neighborhoods
- Improve public health by promoting physical activity
- Emphasize safety and emergency preparedness
- Plan, upgrade, and maintain public infrastructure
- Reduce traffic congestion

The new development plan finding for traffic would be that the project is consistent with the City's Growth Management policies and implementing transportation mitigation program. This plan and program are in the process of being developed with the direction received from the Commission at this hearing.

Land Development by Type, Location, and Minimized Traffic Impact

The proposed new approach aims to support PlanSB objectives by categorizing development by type (nonresidential, market housing, and community benefit housing) and by location while minimizing the extent of the anticipated traffic impact. Desired development types are incentivized in the most appropriate locations that will result in the least amount of cumulative traffic impacts. Projects that don't meet these desires may not be approved or could be subject to higher levels of review and decision-making.

Accordingly, the proposed approach focuses first on the Traffic Modeling Zones (see Exhibit C) and their respective levels of traffic generation. New development occurring in Traffic Zones 1 & 2 will generate roughly half of the traffic that the same amount of new development would generate in Traffic Zones 3 & 4. Additionally, the proposed traffic mitigation plan will predominantly improve the streets and intersections in Traffic Zones 1& 2 and have much less to no affect in Traffic Zones 3 & 4. Consequently, the staff proposed approach would minimize and restrict new development (new non-residential square footage and less desired types of housing) in Traffic Zones 3 & 4.

The proposed approach also distinguishes between cumulative and project-specific impacts. In most cases, a cumulative impact would not require additional traffic analysis as it does currently. Instead, the PlanSB EIR would be used as the basis for the traffic impact disclosure. Project-specific impacts, however, would require additional environmental assessment and findings possibly including a new statement of Overriding Considerations.

In all cases of land development, project site transportation improvements may be required to address project site-related ingress and egress of project site traffic. This will continue to be considered on a project-by-project basis.

Additionally, it is anticipated that all development would participate in some form of a traffic mitigation program to fund and implement the traffic mitigation plan, which will be developed under a separate process.

The Following Approach to Traffic Impact Analysis is Proposed in Traffic Zones 1 & 2

Non-residential and Residential Cumulative Impacts

All development types with cumulative traffic impacts will be considered plan-appropriate based on the Overriding Considerations granted by City Council in the PlanSB EIR.

Non-residential and Residential Project-Specific Traffic Impacts

All new non-residential development with project-specific traffic impacts will require additional environmental review and the incorporation of feasible mitigation measures (or alternatives) that avoid or eliminate the project specific impact and reduce the contribution to the anticipated cumulative impact. If there are significant project specific impacts that cannot be mitigated, then the project would be denied. However, there would be exceptions similar to those that exist today for Minor Additions of 1,000 square feet or less and Community Priority projects.

The same approach would be applied to housing projects; however, all housing projects in Traffic Zones 1 & 2 could be approved. This approach is consistent with the current review process.

The Following Approach to Traffic Impact Analysis is Proposed in Traffic Zones 3 & 4

Non-residential Cumulative Traffic Impacts

Similar to the current ordinance, non-residential development would be limited to new Community Priority projects, Minor Additions of 1,000 square feet or less, and Vacant Land development to FAR 0.25 max (excludes all vacant parcels that were not vacant before 1988).

A new concept that staff proposes is to allow for the transfer of existing development square footage between parcels within the same zone. This would mean no net increase to the square footage within a zone, but it could allow for the development of commercial centers and perhaps lead to more shared parking and other changes consistent with the Upper State Street Study or a future program for Coast Village Road.

Non-residential Project-Specific Impacts

Non-residential development projects that are found to generate a project-specific impact could not be approved in Traffic Zones 3 and 4 and are not eligible for overriding consideration for traffic impacts. The only exception would be Community Priority projects.

Residential Cumulative Traffic Impacts

All residential projects with cumulative traffic impacts will be considered plan-appropriate based on the Overriding Considerations granted by City Council in the PlanSB EIR.

Residential Project-Specific Traffic Impact

This is a new proposal to restrict residential development and allow only single family units on vacant lots, secondary dwelling units, Average Unit Size Density Incentive Projects (AUD), and Community Benefit Housing.

The following is a summary table of the staff proposal:

Traffic Impacts	Traffic Areas 1 and 2	Traffic Areas 3 and 4
Cumulative Non-Residential	Amend the current ordinance limitation and allow consideration of projects with unmitigated significant traffic impacts.[1- see notes below]	Ordinance and/or policy would only allow the following types of projects to be considered: • Vacant Land allocation • Minor Additions <1,000 s.f. • Community Priority Projects[2] • Transfer of sf within same area
Cumulative Residential	Allow consideration of projects with unmitigated significant traffic impacts.[1]	Allow consideration of projects with unmitigated significant traffic impacts.[1]
Project Specific Non-Residential	Further environmental review for traffic is required. If EIR identifies Class I project specific impacts, ordinance or policy would only allow the following types of projects to be approved: • Minor Additions <1,000 s.f. • Community Priority Projects[2]	Further environmental review for traffic is required. If EIR identifies Class I project specific impacts, ordinance or policy would only allow the following types of projects to be approved if they have Class I impacts: • Community Priority Projects[2]
Project Specific Residential	Further environmental review is required. If EIR identifies Class I traffic impacts, the project may still be approved.	Further environmental review is required. If EIR identifies Class I traffic impacts, only the following project types could be approved: • Single family on vacant lots • Secondary dwelling units • Average Unit Size Density Incentive Projects (AUD) • Community Benefit Housing[3]

Notes:

1. O.K. to approve because Council already made the overriding considerations for traffic associated with the projected growth of the General Plan. The decision makers can find that the Growth Management and Transportation Plan establish these projects and where they may be approved.

2. Community Priority Projects – this is a subcategory of Community Benefit Projects (General Plan LG7.1.a). All Community Benefit Projects, including Community Priority are designated by the Council to meet a present or projected need directly related to public health, safety or general welfare. The subcategory of Community Priority examples include:
   - Parks and recreation facilities,
   - Community centers or museums,
   - Educational institutions and uses,
   - Public cultural or arts facilities,
   - Youth development programs,
   - Childcare facilities,
   - Buildings used with community gardens or urban farming,
   - Development for people or those who serve or provide programs for people with disabilities, and
   - Non-residential that is part of mixed use on a site that supports people with disabilities

3. Community Benefit Housing – Community Benefit Housing includes Affordable units, rental, employer sponsored housing, co-ops, and transitional or special needs housing.

For the Planning Commission Meeting

We anticipate a discussion of the overall approach and development areas. Staff will provide an overview presentation of the traffic model findings and how they are driving our suggested approach. When the process direction for anticipated traffic impacts to the various types and location of development is understood, staff will discuss how the traffic model can be used to support that process.

Exhibits:

A. City Council Resolution No. 11-079
B. Development Plan Application Findings for Traffic Impacts
C. Plan Santa Barbara Traffic Modeling Zones

RESOLUTION NO. 11-079

A RESOLUTION OF THE COUNCIL OF THE CITY OF SANTA BARBARA ADOPTING THE 2011 GENERAL PLAN UPDATE AND MAKING ENVIRONMENTAL FINDINGS PURSUANT TO THE CALIFORNIA ENVIRONMENTAL QUALITY ACT

WHEREAS, Government Code Section 65300 requires that the City of Santa Barbara adopt a comprehensive, long-term General Plan for the physical development of the City, and the 2011 City of Santa Barbara General Plan Update fulfills this requirement;

WHEREAS, in 1989, the City Council placed a non-residential growth limitation before City voters as ballot Measure E, which was approved and incorporated into the City Charter as Charter Section 1508, limiting non-residential growth to three million square feet until 2010;

WHEREAS, in 2005, the City Council initiated the *Plan Santa Barbara* process to update the Land Use and Housing elements of the General Plan to specifically address the sunset of Charter Section 1508, which regulates non-residential growth in the City and to reassess the City's capability to construct more than 40,005 housing units as specified by the Housing Element;

WHEREAS, *Plan Santa Barbara* is the planning process used to update the City's General Plan, including the Introductory Framework, Land Use Element and General Plan Map, and Housing Element, as well as incorporation of selected goals, policies and implementation actions into the remaining six adopted elements, including the Open Space, Parks and Recreation Element, Economy and Fiscal Health Element, Historic Resources Element, Environmental Resources Element, Circulation Element, and Public Services and Safety Element (these six elements will be further updated in the future). The updated General Plan elements are reorganized and integrated at a policy level into a cohesive united document;

WHEREAS, *the Plan Santa Barbara* process includes the following four phases: Phase 1) developing baseline information; Phase 2) conducting public outreach and initial policy development; Phase 3) preparing draft General Plan and Environmental Impact Report (EIR) documents, conducting formal public review, Planning Commission certification of the EIR and recommendations to City Council related to the Plan, and City Council adoption of the General Plan Update; and Phase 4) Implementation of the updated General Plan;

WHEREAS, the updated General Plan is intended to guide future residential and non-residential development through the year 2030, and the goals, policies and programs contained in the General Plan Update address the physical, economic and social development of the City and reflect the community's values of "living within our resources," becoming a more sustainable community, and preserving the existing community character;

WHEREAS, the updated General Plan identifies allowable land uses, densities and programs that support and assist the production of a variety of housing types, including needed affordable and workforce housing to meet the City's state mandated Regional Housing Needs Assessment (RHNA) allocation;

WHEREAS, the Housing Element of the updated General Plan complies with California Housing Element law requiring that local jurisdictions update the Housing Element every five years and submit

EXHIBIT A

their updated element to the State Department of Housing and Community Development (HCD) for review;

WHEREAS, the public outreach and participation effort for the *Plan Santa Barbara* General Plan Update (GPU) took place between 2007 and 2011, and included 50 City Council and/or Planning Commission public hearings and work sessions, 12 community workshops, 14 Council Ad Hoc Subcommittee meetings, 23 Advisory Board meetings, approximately 40 grassroots meetings, an informational brochure mailed to 36,000 City households and businesses, a youth survey administered to eight local high schools, and a website;

WHEREAS, on January 15, 2009, a Notice of Preparation (NOP) was issued by the City noticing the intent to prepare a full-scope Program EIR. The NOP was circulated to interested agencies, groups and individuals for a public comment period of 30 days. The State of California Clearinghouse issued a project number for the *Plan Santa Barbara* General Plan Update EIR, SCH #2009011031;

WHEREAS, on January 29, 2009, the Planning Commission held a duly noticed EIR Scoping Hearing and received public comment from 10 speakers and Planning Commissioners related to the EIR scope of analysis. Thereafter, the Draft EIR scope of analysis was established by the City Environmental Analyst with consideration of the scoping comments;

WHEREAS, the Draft General Plan Update and Draft EIR were released on March 19, 2010 and underwent a 60-day public review and comment period ending on May 18, 2010, and on April 28, 2010, the Planning Commission held a duly noticed public hearing and received public comment from 22 speakers pertaining to the Draft EIR and Draft General Plan Update;

WHEREAS, written comments on the Draft EIR and the Draft General Plan Update were received from 15 public agencies, 16 community/public interest organizations, 45 individuals and six City commission and committee members. Volume III of the Final EIR contains written responses to the comments received on the Draft EIR and updated General Plan. The proposed responses to comments and public hearing notice were provided to public agencies that commented 10 days prior to the Final EIR certification;

WHEREAS, on June 22 and 23, 2010, the City Council and Planning Commission held duly noticed public hearings to discuss the Planning Commission's recommendations on key policies related to the final preparation of the *Plan Santa Barbara* General Plan Update and Draft EIR, and at the conclusion of the meeting Council requested a series of work sessions to provide additional detail on a number of important aspects associated with the General Plan Update, including but not limited to: an overview of the Proposed General Plan, Program EIR, Transportation Demand Management, and various policy directives for residential density, development and design policies, and growth management;

WHEREAS, during July and August 2010, the City Council held eight work sessions that involved detailed staff briefings related to the General Plan Update policy document, the Program EIR, Transportation Demand Management, Residential Density, Development and Design Policies, and Growth Management and Development Ordinance. On August 10, 2010, the City Council provided summary direction to the Planning Commission and staff on how to proceed with preparation of the final *Plan Santa Barbara* documents for review and final adoption;

WHEREAS, on September 29 and September 30, 2010, the Planning Commission held a duly noticed public hearing to consider certification of the Final EIR. Following a staff presentation, public comment from 18 speakers, and review and discussion of the information contained in the proposed Final EIR and General Plan Update, the Planning Commission unanimously voted to certify the Final

EIR dated September 2010 for the *Plan Santa Barbara* General Plan Update making findings pursuant to State CEQA Guidelines Section 15090 and City CEQA Guidelines Section II.2, and including clarifying additions and edits to the Final EIR as identified in Planning Commission Resolution No. 013-10;

WHEREAS, on September 30, 2010, following the certification of the Final EIR, the Planning Commission received a staff presentation and heard public comment from two additional speakers related to the General Plan Update. The Planning Commission formulated its recommendations regarding the adoption of the *Plan Santa Barbara* General Plan Update which was informed by the information contained in the Final EIR, and voted 6-1 to forward those recommendations to the City Council for consideration (Planning Commission Resolution No. 014-10);

WHEREAS, on October 26 and October 27, 2010, the City Council held duly noticed public hearings, received staff presentations, and heard public comment regarding the General Plan Update. After discussion of key issues and general agreement on the non-residential square foot limits as well as circulation policies, the remaining unresolved issues were continued to November 16, 2010 for further discussion and possible action;

WHEREAS, at the end of the October 27, 2010 City Council meeting, a three-member City Council Ad Hoc Subcommittee was formed to further discuss key issues, including higher residential density areas, the Rental/Employer overlay map boundary, and protection of historic resources;

WHEREAS, on November 3, November 11, and November 19, 2010, the Ad Hoc Subcommittee met to discuss the proposed General Plan Map and related densities, and the results of these discussions were forwarded to the City Council;

WHEREAS, on November 16 and November 23, 2010, the City Council held duly noticed hearings, received staff presentations, and heard public comment regarding the General Plan Update. After extended deliberations a motion to adopt the General Plan Update failed, and the City Council directed Staff and the Ad Hoc Subcommittee to continue work on key issues related to the General Plan Update;

WHEREAS, between January and June 2011, the Ad Hoc Subcommittee met 11 times to develop a set of recommended amendments to the September 2010 draft of the *Plan Santa Barbara* General Plan Update document. The majority of the Ad Hoc Subcommittee's effort focused on residential density and design, and detailed review of the Goals, Policies and Implementation Actions associated with each of the respective General Plan Elements;

WHEREAS, between March and August 2011, the City Council held six public hearings to discuss and consider the Ad Hoc Subcommittee recommended amendments to the draft *Plan Santa Barbara* General Plan Update;

WHEREAS, on June 28, 2011, the City Council authorized the preparation of the Historic Resources Element and the formation of the Historic Resources Element Task Force made up of members of the Historic Landmarks Commission, Planning Commission and community representatives;

WHEREAS, on August 2, 2011, the City Council received a presentation from the local chapter of the American Institute of Architects (AIA) regarding a Design Charrette conducted to help inform the City Council and public about what higher residential development might look like using the densities proposed by the General Plan Update;

WHEREAS, on September 8 and September 13, 2011, the City Council held duly noticed public hearings to consider the Ad Hoc Subcommittee recommended amendments to the Land Use, Housing and Circulation Elements, and to provide final direction to Staff on the *Plan Santa Barbara* General Plan Update document. The City Council directed Staff to revise the General Plan Update document to reflect the City Council majority and return with the Resolution and CEQA Findings for the General Plan Update and Final EIR: The City Council provided specific direction for the following key issues:

- Limit non-residential growth to 1.35 million square feet over the 20 year life of the General Plan, excluding Pending, Approved, Government buildings, Minor Additions and demolition and replacement of existing square footage on site as part of this square footage. The 1.35 million square feet shall be allocated to the following categories:
    - Small Additions 400,000 SF
    - Vacant 350,000 SF
    - Community Benefit 600,000 SF

- Implement the Average Unit-Size Density Incentive Program for an 8-year "trial basis" or until the construction of 250 residential units in the High Density areas, whichever occurs sooner. The incentive program is intended to encourage smaller, more affordable units through established unit sizes, and shall be allowed in selected areas of the City as shown on the City of Santa Barbara Average Unit-Size Density Incentive Program Map contained in the Land Use Element of the General Plan. If at the end of the 8-year trial, the Average Unit-Size Density Incentive Program is not extended or modified, the residential density shall revert back to the Variable Density standards in place in 2011 as shown on the attached City of Santa Barbara Variable Density Map (Exhibit A). The Average Unit-Size Density Incentive Program is composed of three density tiers:
    - Tier 1: Medium High Density (15-27 du/ac). The Medium High Density maintains existing densities with smaller unit sizes.
    - Tier 2: High Density (28-36 du/ac). The High Density encourages market rate housing with smaller unit sizes.
    - Tier 3: Priority Housing Overlay (49-63 du/ac). The Overlay encourages rental, employer sponsored and co-operative housing with smaller unit sizes.

- Eliminate the Tier 2 High Density (28-36 du/ac) from the Commercial-Manufacturing (C-M) Zone in order to encourage workforce housing and protect industrial uses in the zone. Tier 1 Medium Density (15-27 du/ac) and Tier 3 Priority Housing Overlay (49-63 du/ac) densities would be allowed in the C-M Zone.

- Require a minimum of one parking space per developed residential unit during the 8-year trial period for projects developed under the Average Unit-Size Density Incentive Program.

WHEREAS, an Addendum to the certified Final EIR dated November 7, 2011 (hereinafter "FEIR Addendum") was prepared in accordance with California Environmental Quality Act (CEQA) Guidelines Section 15164 provisions, and the Addendum documents final changes to the General Plan Update and minor associated impact changes that fall within the range of policy options, growth scenarios, and impacts studied in the Final EIR and do not raise new environmental issues;

WHEREAS, the Certified Final EIR document includes the following components: Volume I FEIR, Volume II Appendices, Volume III Public Comments and Responses, and FEIR Addendum;

WHEREAS, the *Plan Santa Barbara* General Plan Update policies have evolved over the course of the Plan development, the environmental review process, public input, and deliberations of the City

Planning Commission and City Council, all as anticipated and required by proper General Plan and CEQA processing. CEQA analysis of the final General Plan Update was documented with the certified FEIR Hybrid Alternative analysis together with the FEIR Addendum as the final Project being approved by City Council;

WHEREAS, the City Planner is the custodian of the record of proceedings for the General Plan Update and Final EIR, and the documents and other materials which constitute the record of proceedings for City actions related to the General Plan Update and Final EIR are located at the City of Santa Barbara Community Development Department, Planning Division, 630 Garden Street, Santa Barbara, California. Copies of these documents are available for public review during normal business hours upon request at the office of the City of Santa Barbara Community Development Department, Planning Division.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SANTA BARBARA:

I. California Environmental Quality Act (CEQA) Findings:

The City Council makes the following findings in accordance with the California Environmental Quality Act (CEQA), Public Resources Code (PRC) Section 21000 et seq.; the State CEQA Guidelines, California Code of Regulations (CCR) §§15090, 15091, 15,092, and 15093; and the City Guidelines for Implementation of the California Environmental Quality Act (City CEQA Guidelines), City Council Resolution No. 94-064, §II.2:

A. CEQA Findings for City Council Consideration and Certification of Final Environmental Impact Report (FEIR) for the *Plan Santa Barbara* General Plan Update (GPU), pursuant to CCR §15090 and City Guidelines §II.2.k

The FEIR for the GPU, as certified by the Planning Commission on September 30, 2010, was presented to the City Council together with the Addendum dated November 7, 2011, and the City Council has reviewed and considered the information contained in the certified FEIR and Addendum prior to adopting the GPU.

The City Council finds that the FEIR and Addendum have been completed in compliance with CEQA. The FEIR for the *Plan Santa Barbara* General Plan Update was prepared in accordance with applicable procedures and content requirements of the California Environmental Quality Act (CEQA), State CEQA Guidelines, and City of Santa Barbara CEQA Guidelines.

- An advertised Notice of Preparation for the EIR was issued January 15, 2009 for a 30-day agency and public comment period, and a Planning Commission public scoping hearing was held on January 29, 2009.
- The EIR documents have been prepared by a qualified team headed by AMEC Earth and Environmental, Inc., working under oversight of experienced City staff.
- The Draft EIR underwent a noticed 60-day public review and comment process March 19-May 18, 2010, including a noticed Planning Commission public hearing held April 28, 2010. Comments on the Draft EIR were received from 13 public agencies, 16 community/ public interest organizations, 40 individuals, and seven City commissions and committees.

- The Final EIR includes written responses to comments received on the Draft EIR and associated edits to the EIR analysis. Proposed responses to comments and hearing notice were provided to public agencies that commented on the Draft EIR ten days prior to the EIR certification hearing.
- The EIR analysis meets CEQA requirements for a General Plan Program EIR, and EIR standards of adequacy pursuant to CEQA Guidelines §15151.
- The Addendum to the FEIR addresses minor changes to the EIR analysis to reflect Final General Plan Update refinements in accordance with State CEQA Guidelines Section 15164 procedural and content requirements.

The City Council finds that the FEIR reflects the City Council's independent judgment and analysis.

B. CEQA Findings of Significant, Unavoidable Environmental Impacts of the *Plan SB* GPU (Class I Impacts), Reduction of Impacts, and Infeasibility of Mitigation Measures and Alternatives, pursuant to PRC Section 21081 and CCR 15091

The City Council makes the following findings identifying and explaining (1) potential Class I significant impacts that may result from growth in the City occurring to the year 2030 under the GPU based on analysis in the FEIR and FEIR Addendum, (2) measures incorporated into the GPU to lessen these impacts, and (3) economic, legal, social, technological and other considerations that make infeasible certain mitigation measures and alternatives identified in the FEIR to reduce these impacts, based on GPU analysis, public comment, and Council deliberations:

1. Transportation Class 1 Significant Impacts. The FEIR impact analysis of future development under the GPU identified a significant transportation impact associated with peak-hour vehicle traffic congestion, as follows:
   - Projecting future cumulative traffic changes citywide is difficult and based on many assumptions, estimates, and uncertainties. Many factors affecting future cumulative traffic in Santa Barbara are outside of the City's control, including growth in the State and surrounding jurisdictions, State and Federal decisions affecting highway improvements, decisions affecting rail and bus transport, technological changes, and travel decisions by individuals and businesses.
   - The City has undertaken an extensive effort to evaluate the potential contribution to future traffic due to the City GPU policies and associated future growth, including conducting citywide traffic counts, developing a citywide traffic model, and extensive research and analysis to document the effectiveness of traffic management strategies.
   - The FEIR identifies existing peak-hour traffic congestion at 13 intersections with levels of service that exceed the City criterion for defining impacted intersections (77% or greater traffic volume/roadway capacity).
   - The FEIR analysis of the original Project (initial draft *Plan SB* GPU policies) identified potentially significant peak-hour traffic impacts of an increase to 20 impacted intersections by the year 2030, with these impacts being substantially reduced through application of Mitigation Measure Trans-2 Reductions in Traffic

Demand (MM T-2) that would provide a robust expansion of Transportation Demand Management (TDM) programs, parking pricing, and alternative mode improvements for pedestrian, bicycle, and transit travel, but with a residual significant, unavoidable traffic impact.

- The FEIR analysis of the final GPU, as documented by the Hybrid Alternative and FEIR Addendum identifies potentially significant peak-hour traffic effects of 20-26 impacted intersections by the year 2030.
- Feasible changes to the initial project have been incorporated into the final GPU that will act to lessen peak-hour traffic congestion impacts, including the following: (1) reduction of the non-residential growth policy cap from 2.0 million square feet to the year 2030, to 1.35 million square feet for specified category uses, with excluded uses estimated by the FEIR at up to an additional 0.5 million square feet; and (2) incorporation of Mitigation Measure Trans-1, Intersection Level of Service and Arterial Congestion (MM T-1), for installation of signal or other improvements at specified intersections, and establishment of an intersection master plan for physical improvements at specified impacted intersections. The FEIR analysis, including Fehr & Peers and Nelson-Nygaard reports, demonstrates that reduction of non-residential growth would reduce the amount of increase in peak-hour work trip generation and associated congestion effects, and that the identified roadway and signal improvements would improve levels of service at specified intersections. Based on the FEIR analysis, these measures provide partial mitigation of identified traffic congestion impacts.
- The FEIR found that traffic congestion impacts could be further reduced to a substantial degree through application of MM T-2, but still with residual impacts after mitigation remaining at potentially significant and unavoidable levels (Class 1). The FEIR identifies all the EIR alternatives as resulting in some level of residual Class 1 significant traffic impact.

The City Council finds MM T-2, which would provide a robust expansion of TDM, parking pricing, and alternative mode improvements (and the equivalent policies analyzed under the Additional Housing Alternative), to be infeasible for economic, environmental, social, and other considerations, as follows:

- An up-front commitment to full implementation of MM T-2 measures does not represent the best City policy in the interest of the community and the objectives of the GPU to protect the local economy and community character, and to live within our resources.
- The revised Circulation Element policies included in the final GPU retain the full slate of traffic-reducing mitigation strategies envisioned by MM T-2 as measures for further consideration, but do not direct up front whether or to what extent they will be implemented. More information beyond the scope of a program EIR level analysis is needed to consider the effectiveness, design, and application of such traffic management strategies. The Santa Barbara community is also divided on whether these measures are advisable. The revised policies better recognize the uncertainties of the future over a 20-year period, and the importance of having community acceptance of such measures prior to implementation. The revised policies incorporate more flexibility on later determinations of the extent, timing,

phasing, and location of TDM implementation, and incorporate more process provisions to ensure the prerequisite support by community stakeholders. The policies rely on the adaptive management component of the GPU which will monitor traffic congestion to assist in determining if and when such measures will be considered.

- The retail economy of Downtown Santa Barbara is in a substantial downturn as evidenced by vacancy rates, sales tax levels, and unemployment rates. Downtown business organizations provided testimony that there would be negative effects to the Downtown merchants from MM T-2 strategies such as on-street parking pricing that could cause Downtown customers to do business, shop, dine, or vacation elsewhere. Any such effects providing a disincentive for visitors to the Downtown could also affect the vitality of the greater downtown cultural life, such as attendance at theaters, concerts, art exhibits, and other cultural events within the Downtown.
- Public testimony was also received expressing concerns that installation of parking meters may not be compatible with the community character of the historical Downtown or the City El Pueblo Viejo district, and that, after the long experience of free street parking in this City, implementation of parking meters would affect quality of life.
- Initial implementation of the MM T-2 programs would require City fiscal resources that are not currently available. The City is presently undergoing a substantial economic downturn, and it is unclear when recovery will occur or when implementation of the T-2 measures would become fiscally feasible.

Further, if the potential traffic effects identified in the EIR do gradually occur over the 20-year GPU horizon, the City could choose to implement these additional traffic management measures to avoid or reduce congestion impacts. As such, some level of T-2 implementation and mitigation may well occur. Because under CEQA provisions, this does not represent an "enforceable commitment," full mitigation credit is therefore not appropriate for purposes of the EIR analysis and findings for the GPU. Therefore, based on the analysis in the FEIR and FEIR Addendum, future development under the final General Plan Update is found to result in a potentially significant and unavoidable (Class 1) effect on peak-hour traffic congestion.

2. Climate Change Class 1 Significant Impacts. The FEIR and FEIR Addendum analysis of future development under the *Plan SB* GPU identified a potentially significant climate change impact associated with increased greenhouse gas emissions citywide due to transportation fuel use and energy use in buildings, from an estimated existing level of 1.358 million metric tons/year of carbon dioxide (CO_2) equivalents to a level of 1.571 million metric tons per year by the year 2030, a level that is not consistent with State-adopted objectives for greenhouse gas reductions. The FEIR found that projected possible increases in greenhouse gases could be substantially reduced but not eliminated through application of MM T-2, with the residual impact remaining significant and unavoidable (Class 1).

   For the reasons described above under Finding B.1, City Council finds MM T-2 for a robust expansion of TDM, parking pricing, and alternative mode improvements (and the equivalent policies analyzed under the Additional Housing Alternative) infeasible

for economic, environmental, social, and other considerations. Some level of MM T-2 implementation and mitigation may occur. In addition, recent State of California activities, such as establishing new fuel and auto emissions standards and an emissions cap-and-trade program, may result in lower greenhouse gas levels in Santa Barbara. However, at this time, future development under the final GPU is found to result in a potentially significant and unavoidable impact associated with climate change.

C. CEQA Findings of Potentially Significant Environmental Impacts of the *Plan Santa Barbara* General Plan Update that are Reduced to Less Than Significant Impacts with Mitigation (Class 2 Impacts), pursuant to PRC Section 21081 and CCR Section 15091

The City Council makes the following findings identifying and explaining potential significant impacts in the City to the year 2030 under the GPU that will be avoided or reduced to less than significant levels (Class 2) by measures incorporated into the GPU, based on analysis in the FEIR together with the FEIR Addendum:

1. Air Quality Class 2 Less Than Significant Impact. The FEIR identifies the potential for significant air quality effects associated with higher levels of diesel particulates in vehicle exhaust along Highway 101, which could temporarily affect potential development of future residential uses under the General Plan update on approximately 340 parcels within 250 feet of the highway before planned State regulations are implemented to reduce the effect. Policy language based on FEIR Mitigation Measure AQ-1 Highway 101 Setback has been incorporated into the GPU Environmental Resources Element to establish a temporary limitation to development of most new residential uses within 250 of Highway 101 until State regulations have been implemented to reduce diesel particulate effects, or the City otherwise determines that a project's particulate exposure level is sufficiently reduced. The final General Plan Map has also established land use designations that would not increase residential development potential within the highway buffer area. With inclusion of these policy measures in the final GPU, the FEIR and FEIR Addendum conclude that this significant air quality impact will be avoided and the residual impact will be less than significant.

2. Biological Resources Class 2 Less Than Significant Impacts. The FEIR identifies that gradual loss of native upland, creek/riparian, and coastal habitats and species associated with incremental development under the GPU could potentially be significant on a cumulative citywide basis by the year 2030, with existing policies and General Plan Update policies partially lessening the impact. Policy language reflecting FEIR mitigation measures has been added to the GPU Environmental Resources Element, including Mitigation Measure Bio-1 Upland Habitat and Species Protection (MM B-1), Bio-2 Creeks and Riparian Habitat and Species Protection (MM B-2), Bio-3 Coastal Habitat and Species Projection (MM B-3), and Vis-1 Open Space Protection and Restoration (MM V-1). The FEIR and FEIR Addendum conclude that with these measures included in the final GPU, the significant biological resource impacts will be avoided, and residual impacts will be less than significant.

3. Geological Conditions Class 2 Less Than Significant Impact. The analysis of geological conditions in the FEIR identifies a potentially significant impact from the effect of continuing sea cliff retreat on a small number of structures that could be developed or modified near coastal bluffs over the next 20 years under the GPU. FEIR Mitigation Measure Geo-1 Coastal Bluff Retreat (MM G-1) providing for update of bluff retreat review guidelines and establishment of a shoreline management plan has been incorporated into the GPU Public Services and Safety Element policies. With inclusion of these measures in the final GPU, the FEIR and FEIR Addendum conclude that the significant sea cliff retreat impact will be avoided and the residual impact will be less than significant.

4. Hazardous Materials Class 2 Less Than Significant Impact. The FEIR analysis of hazardous materials issues identifies a potentially significant impact of inadequate community hazardous waste collection facility capacity for the next twenty years. FEIR Mitigation Measure Haz-1 Household Hazardous Water Disposal Capacity (MM Hz-1), providing for City coordination with regional jurisdictions to establish additional facility capacity on the South Coast, has been included in the final GPU Public Services and Safety Element. The FEIR and FEIR Addendum conclude that inclusion of this measure in the final GPU will result in avoidance of the significant hazardous materials facility impact and a residual impact at a less than significant level.

5. Heritage Resources Class 2 Less Than Significant Impact. The analysis in the FEIR identifies a potentially significant impact to historic resources from gradual development over the next two decades under GPU land use policies. The GPU Historic Resources Element policies have been changed to include additional measures to protect historic resources, as identified in FEIR Mitigation Measures Her-1 Protection of Historic Buildings, Structures, and Districts (MM HR-1), including additional protections during construction adjacent to designated historic structures, and additional landmark and historic district programs, and additional development design requirements within buffer areas around designated resources and districts. The FEIR and FEIR Addendum analysis concludes that with inclusion of these policy measures in the final GPU, the significant impact on historic resources will be avoided and the residual impact will be less than significant.

6. Hydrology and Water Quality Class 2 Less Than Significant Impact. The FEIR extended range analysis identifies a potentially significant impact of increased flood hazards from sea level rise due to climate change. FEIR Mitigation Measure Hydro-1 Sea Level Rise (MM Hy-1) has been included in the final GPU Environmental Resources Element to provide for adaptive management for this potential effect as part of a shoreline management component of a climate action plan, and as a part of the groundwater management planning component of the Long Term Water Supply Plan. The FEIR and FEIR Addendum conclude that incorporation of these measures in the final GPU will avoid the significant long-range flooding impact, and the residual impact will be at a less than significant level.

7. Noise Class 2 Less Than Significant Impact. The analysis of noise impacts in the FEIR identified a potentially significant impact from a gradual expansion of the 60

and 65 dBA Ldn highway noise contours affecting existing residential areas, due to gradually increasing highway traffic levels. With application of FEIR Mitigation Measures T-2 for robust TDM to reduce traffic increases and Noise-1 Roadway Noise (MM N-1) to monitor freeway noise level changes and implement strategic localized noise attenuation measures such as barriers and structure retrofits as needed, the FEIR and FEIR Addendum conclude that this significant noise effect would be avoided and the residual noise effect would be less than significant (Class 2).

The N-1 measure for monitoring and mitigation has been incorporated into the GPU Public Services and Safety Element. However, for the reasons cited above under Finding B.1, City Council finds Mitigation Measure T-2 for a robust TDM expansion (and the equivalent policies analyzed under the Additional Housing Alternative) infeasible for economic, environmental, social, and other considerations, and an alternate policy has been included in the final GPU without the assured implementation commitment, which could result in somewhat greater traffic levels. Nevertheless, the N-1 mitigation would provide for monitoring of associated highway noise levels and mitigation as necessary, such that the potentially significant noise effect would be avoided and the residual noise effect would be less than significant (Class 2).

8. Open Space/ Visual Resources Class 2 Less Than Significant Impact. The FEIR identifies a potentially significant impact from gradual loss or fragmentation of important open space in the City and region as a result of incremental development citywide over the next two decades. The final GPU Open Space, Parks, and Recreation Element and Environmental Resources Element policies have incorporated FEIR Mitigation Measures Vis-1 Open Space Protection and Restoration (MM V-1) and Vis-2 Preservation of Regional Open Space (MM V-2) providing for planning and development policies to protect key contiguous open space in the City and region. With these measures incorporated into the final GPU, together with the biological resource mitigation measures for protection of habitats and creeks, the FEIR and FEIR Addendum conclude that these significant open space effects would be avoided and the residual impact would be less than significant.

9. Public Utilities/ Solid Waste Management Class 2 Less Than Significant Impact. The analysis of public utilities in the FEIR identifies a potentially significant impact of inadequate long-term facility capacity for solid waste disposal. FEIR Mitigation Measure PU-1 Solid Waste Management has been included in the final GPU Public Service and Safety Element to provide for continuation of City coordination with the County and other South Coast jurisdictions to establish additional long-term waste management facility capacity, and to provide for further City efforts toward increased diversion of solid waste from landfill disposal. The FEIR and FEIR Addendum conclude that with incorporation of these measures into the final GPU, the significant solid waste management impact will be avoided and the residual impact will be less than significant.

D. Findings of Less Than Significant (Class 3) Impacts of the Plan Santa Barbara General Plan Update.

The City Council makes the following finding identifying and explaining potential impacts in the City to the year 2030 under the GPU that will be less than significant (Class 3) due to existing City policies and programs and new policies and programs in the GPU, based on the FEIR and FEIR Addendum analysis:

Based on careful analysis of existing environmental conditions, extensive existing City policies and programs, and new General Plan Update policies addressing growth and the environment, the FEIR concluded that other impacts of the GPU and associated growth would be less than significant (Class 3), including those pertaining to: air quality (County Clean Air Plan consistency, construction emissions, residential uses within commercial/ mixed use areas), biological resources (creek water quality, coastal resources, and urban trees), geological conditions (seismic, geologic and soil hazards), hazards (accident risks, electromagnetic fields, hazardous materials, wildfire hazards), heritage resources (archaeological and paleontological resources), hydrology and water quality (flooding, storm water run-off, creek, groundwater, coastal, and marine water quality), noise (airport, noise guideline change, mixed use noise issues), open space and visual resources (important scenic views, community character, lighting), public services (police, fire protection, parks and recreation, schools), water supply and other public utilities (wastewater, solid waste, power and communications), energy, jobs/housing balance, and socioeconomic effects.

The final General Plan also incorporates policies reflecting additional recommended measures (RM) identified in the EIR that further benefit reduced impacts associated with: air quality (EIR RM AQ-1/ GPU ER8 and ER8.1); native habitat and species protection (EIR RM Bio-1/ GPU ER11.2, EIR Bio-2/ GPU ER12.5, EIR Bio-3.a/ GPU ER12.2, EIR Bio-3.b/ GPU ER12.3 and ER12.3); coastal bluff retreat (EIR RM Geo-1/ GPU PS10.2); hazard risks (EIR RM Haz-1/ GPU PS9.2 and PS9.3, EIR RM Haz-2/ GPU PS9.4, EIR Haz-3/ GPU PS14 and PS15); flooding (EIR RM Hydr-1/ GPU ER17.1); water quality (EIR RM Hydr-2/ GPU ER15.3, ER15.4, and ER15.5); noise reduction (EIR RM Noise-1/ GPU26.5, RM Soc-1/ GPU ER27.3); protecting visual character (EIR RM Vis-2/ LG12, LG12.1, LG12.2a-d); parks and recreation (EIR RMServ-1/ GPU OP1.4); public facilities funding (EIR RM Serv-3/ GPU EF26); water supply (EIR PU-1/ GPU PS4, EIR PU-2/ GPU PS7.4); energy (EIR RM Energy-2/ GPU ER1.3); climate change (EIR Climate-3/ GPU ER5.2); and improving jobs/housing balance (EIR RM Pop-1b-d/ GPU EF22, H22.10, H11.18).

E. CEQA Findings of Infeasibility of Alternatives pursuant to PRC Section 21081 and CCR Section 15091

As a programmatic analysis of a citywide general plan update for a twenty-year planning period, the FEIR provides an comparative impact analysis for a range of growth scenarios and policy options under community consideration, and concludes that some of the alternatives could potentially lessen some environmental impacts. The City Council finds that specific economic, legal, social, technological and other considerations make the alternatives identified in the FEIR infeasible, based on the FEIR and FEIR Addendum analysis, public comment, and Council deliberations, as follows:

1. No Project/ Existing Policies Alternative. The FEIR evaluates the comparative environmental impacts that would result if the *Plan Santa Barbara* GPU policy amendments did not proceed and existing General Plan policies continued into the future, with associated growth assumptions of up to 2.2 million net square feet of non-residential development and up to 2,800 additional housing units by the year 2030, and with existing land use policies and no change to TDM and parking programs. The FEIR analysis identifies the overall greatest impacts associated with the No Project/Existing Policies Alternative among all the alternatives analyzed, notably with greater traffic impacts (from existing 13 to 26 impacted intersections), greater greenhouse gas impacts (1.62 million tons/year) and a worse jobs/housing balance (2.04 jobs/unit). The FEIR finds that impacts of the No Project/Existing Policies Alternative on local resources, hazards, services, and regional issues are similar in type and potentially greatest in extent, but could be mitigated.

   The City Council finds that the No Project/Existing Policies Alternative is infeasible because it would not feasibly reduce impacts compared to the final GPU, and would not meet plan objectives as well as the final GPU.

2. Lower Growth Alternative. The Lower Growth Alternative evaluated in the FEIR assumes a policy set involving more growth limitations, with the intent to further protect and conserve community character, historic and visual resources, neighborhoods, natural resources, and facilities and services, with growth assumptions of up to one million net square feet of non-residential growth and 2,000 housing units to the year 2030, and with key policies including stronger building height and design standards, retention of current density provisions with reduced unit size provisions, and retention or increase of parking standards and no expansion of parking pricing programs.

   The FEIR analysis finds that potential Class 1 traffic impacts (prior to mitigation) of the Lower Growth Alternative (18 impacted intersections) would be less than for the original *PlanSB* project or for the final GPU, with lower Class 1 greenhouse gas generation (1.58 tons/year), and improved jobs/housing balance (0.90 jobs/unit). The FEIR analysis identifies that other potentially significant impacts to local resources, hazards, services, and regional issues, would be similar in type and generally less in extent than for the *Plan SB* Project and Hybrid Alternative, and would also be mitigable to the same less-than-significant residual levels as the final GPU.

   Many of the policy components contemplated in the Lower Growth Alternative policy set have been incorporated into the final GPU and evaluated as part of the FEIR Hybrid Alternative and FEIR Addendum assumptions for the final GPU, including stronger building height constraints and building design guidelines and more constrained areas for density incentives, to further protect historic and visual resources and community character and neighborhoods, as well as no reductions to parking requirements. As a result of these policy refinements, impacts of the final GPU would be lower and similar to the Lower Growth Alternative with respect to historic and visual resources and community character and neighborhoods.

   The final GPU has been changed to incorporate a lower non-residential growth cap policy which partially addresses traffic, greenhouse gas, and jobs/housing issues, but

has not reduced it to the lower 1.0 million total non-residential limitation policy assumed for the Lower Growth Alternative.

Although the FEIR and FEIR Addendum analysis finds that the traffic and climate change impacts of the Lower Growth Alternative would be lower than for the final GPU, City Council finds that the specific non-residential and residential growth constraint policies of the Lower Growth Alternative make the alternative infeasible for economic, social, legal, and other considerations, as follows:

- The non-residential growth limitation policy of the Lower Growth Alternative for one million net square feet would not be economically feasible or advisable as the final GPU policy because, based on the cumulative square footage of non-residential pending and approved projects and square footage demolished but not rebuilt, as well as historic rates for minor and small additions throughout the City, a total non-residential growth limitation of one million square feet over twenty years would be too constraining to the ability of property owners and businesses to provide for some physical growth when needed to sustain economic vitality, and would therefore not meet the Plan objectives for promoting a strong, vibrant, and diverse economy, adequate stable long-term revenue base for essential services, and local jobs and employees.
- The Lower Growth Alternative policy for limiting residential growth to 2,000 units over twenty years is not feasible for social, legal, and other considerations because (1) it would be inconsistent with the historic City policy not to limit residential growth; (2) there could be legal constraints with the ability to assure property rights to develop a reasonable use of the property; and (3) it would be inconsistent with Plan objectives as well as regional and State agency objectives to support and promote appropriate affordable work force housing to address issues of housing affordability, economic vitality, population diversity, jobs/housing balance, traffic, air quality, energy/climate change.

3. Additional Housing Alternative. Under the Additional Housing Alternative, the FEIR evaluates policies intended to further promote affordable housing toward addressing traffic congestion and air quality, jobs/housing imbalance, economic vitality, population diversity, and energy/climate change issues, with growth policies for up to one million net square feet of non-residential development and up to 4,300 additional housing units to the year 2030, and with key policies for greater density/ unit size incentives, retaining current building height limits, a strong expansion of transportation demand management (TDM), alternative mode, and parking pricing programs; relaxing second unit standards, reducing residential parking requirements, and streamlining housing permit processes.

   The FEIR analysis identifies the lowest Class 1 traffic impact for the Additional Housing Alternative (from existing 13 to 14 impacted intersections), which results from the low non-residential growth limit together with strong TDM, alternative mode, and parking pricing programs, and also identifies lower Class 1 greenhouse gas generation (1.4 tons/year), as well as substantially better jobs/housing balance (0.41 jobs/unit). Other potentially significant impacts associated with local resources, hazards, and facilities and services would be similar in type, and potentially greater in

extent due to the substantial additional housing development, but also mitigable to the same less-than-significant residual levels as the final GPU.

The final GPU has been changed to incorporate a lower non-residential growth limitation to partially address traffic, greenhouse gas, and jobs/housing balance, but not to the lower level assumed in the Additional Housing Alternative.

While the FEIR and FEIR Addendum analysis finds the Additional Housing Alternative to result in lower traffic impacts than the final GPU, City Council finds that the specific non-residential growth constraint, robust TDM, alternative mode, and parking policies, and stronger housing incentive policies of the Additional Housing Alternative make the alternative infeasible for economic, social, legal, and other considerations, as follows:

- The non-residential growth limitation policy for one million net square feet under the Additional Housing Alternative would not be economically feasible or advisable as the GPU policy for the reasons specified under Finding F.2 for the Lower Growth Alternative.
- The Additional Housing Alternative policy for providing a robust expansion of TDM, parking pricing, and alternative mode improvements (and equivalent T-2 mitigation measure) are infeasible for economic, environmental, social, and other considerations for the reasons specified above under Finding B.1.
- Policies under the Additional Housing Alternative to maintain or raise building height limitations, and further increase the density range and extent of areas for higher density residential incentives would not adequately meet the GPU objectives for protecting historic resources and maintaining the City's visual character.

4. Original *Plan SB* GPU Project. The original *Plan Santa Barbara* General Plan Update project evaluated in the FEIR is based on the initial draft GPU policies (*Policy Preferences Report*, 2009), and includes a non-residential growth limitation policy allowing up to two million net square feet of non-residential development, assumption of up to 2,800 additional housing units, and policies for a moderate expansion of programs for TDM, parking pricing, and alternative mode improvements, and moderate density/unit size incentive programs to promote affordable workforce housing.

   The FEIR analysis for the *PlanSB* GPU Project identifies the potential Class 1 significant impact (pre-mitigation) on traffic congestion to be 20 impacted intersections, with 2-3 intersections mitigable with MM T-1 for roadway/signal improvements, and substantial additional impact reduction from application of MM T-2 for robust expansion of programs for TDM, parking pricing, and alternative mode improvements, resulting in a lower residual Class 1 impact (post-mitigation) with many fewer impacted intersections. The FEIR analysis identifies greenhouse gas emissions at 1.62 tons/year and jobs/housing balance in approximate balance (1.44 jobs/unit). Other potentially significant impacts of the original *PlanSB* GPU Project associated with local resources, hazards, and facilities and services would be similar in type and extent with the final GPU, and also mitigable to less than significant levels.

The FEIR analysis identifies greater traffic impacts for the final GPU than would occur under the earlier *Plan SB* GPU project because the T-2 TDM mitigation would not be applied. City Council finds an upfront commitment to a robust expansion of TDM, parking pricing, and alternative mode improvements to be infeasible for economic, environmental, social, and other considerations for the reasons specified above under Finding B.1. City Council also finds the non-residential growth limitation of the original project to be too high and not providing for the right balance among the policy objectives for a strong economy, living within resources, and maintaining community character. As a result, City Council finds that the original *Plan SB* GPU project is infeasible and would not meet the Plan objectives as well as the final GPU.

5. Hybrid Alternative – The Hybrid Alternative evaluated in the FEIR incorporated policy components from the original GPU project, Lower Growth Alternative, and Additional Housing Alternative, and reflected changes to GPU policies based in part on initial City Council discussions and in part on City Planning Commission recommendations. This alternative assumes a non-residential growth limitation policy of up to one million net additional square feet, 2,800 additional dwelling units, higher density incentive provisions than the original *Plan SB* GPU but applied to more limited areas of the City, an additional 50% density incentive for rental and employer-provided housing, and a policy identifying a slate of TDM and other traffic-reducing strategies for consideration only rather than the moderate expansion of these programs identified in the original *Plan SB* GPU.

   The FEIR and FEIR Addendum analysis finds that traffic, greenhouse gas, and jobs/housing impacts of the Hybrid Alternative would be somewhat greater than the original *Plan SB* project and slightly less than the final GPU project.

   Most of the Hybrid Alternative policies have been incorporated into the final GPU with the exception of an adjustment to the non-residential policy to 1.35 million square feet, and adjustment to the General Plan Map to further reduce the area extent for higher density incentive designations.

   The City Council finds the Hybrid Alternative to be infeasible for the following economic, social, and other considerations as follows:

   - The non-residential growth limitation policy for one million net square feet under the Hybrid Alternative would not be economically feasible or advisable as the GPU policy for the reasons specified under Finding F.2 for the Lower Growth Alternative.
   - The Hybrid Alternative density incentive policies with greater extent of areas for higher density residential than the final GPU would not adequately meet the GPU objectives for protecting historic resources and maintaining the City's visual character.

F. CEQA Statement of Overriding Considerations pursuant to PRC Section 21081 and CCR Section 15093

Based on the Final Program EIR for the *Plan Santa Barbara* General Plan Update together with the FEIR Addendum, the City Council identifies potentially significant and

unavoidable impacts associated with traffic and greenhouse gas generation, as identified in finding I.B above.

The California Environmental Quality Act (CEQA) requires decision-making agencies to balance the economic, legal, social, technological, and other benefits of a proposed plan, including region-wide and statewide environmental benefits, against its unavoidable environmental effects when determining whether and how to approve the plan. If the specific economic, legal, social, technological, or other benefits outweigh the unavoidable adverse environmental effects, then the adverse environmental effects may be deemed acceptable.

In accordance with Section 21081 of the California Environmental Quality Act and Section 15093 of the State CEQA Guidelines, after careful consideration of the environmental documents, staff reports, public testimony, Planning Commission recommendations, and other evidence contained in the administrative record, the City Council makes the following Statement of Overriding Considerations setting forth the specific overriding economic, legal, social, technological, environmental, and other benefits of the proposed General Plan Update that warrant approval of the Plan notwithstanding that all identified environmental impacts are not fully mitigated to insignificant levels. The remaining significant effects on the environment are deemed acceptable due to these findings:

1. Recognizing that there are trade-offs among various plan objectives, and differences of opinion within the Santa Barbara community as to the best balance of policies, and based on careful consideration of community input and Plan analysis, the City Council finds that the final General Plan Update (GPU) policies provide the best long-term balance of policies for meeting the plan objectives to accomplish the following:
   - Promote a strong economy and a stable long-term revenue base necessary for essential services and community enhancements, through land use policies that support business and employee needs, job opportunities, a variety of business sizes and types, educational opportunities, local businesses, green businesses, and tourism.
   - Protect and enhance the historic and visual resources of the City and the character of established neighborhoods and the City's Central Business District.
   - Live within our resources by balancing the amount, location, and type of development with available resources including water, energy, transportation capacity, and housing.
   - Extend and update growth management programs to effectively manage resources and protect community character while permitting high-priority beneficial development.
   - Support sustainable, pedestrian-scale in-fill development oriented to multiple transportation modes.
   - Increase the sustainability of City neighborhoods by promoting a sense of place with a focal community center and improved connectivity and access to daily necessities including limited commercial activity, transit, community services, and open spaces for gathering and recreation.

- Improve the balance between the number of jobs and the number of local housing opportunities, support local jobs and employees, and support economic and social diversity through land use policies that support housing affordability.
- Promote reductions in energy consumption, use of fossil fuels, and the City's contribution to global climate change through energy and green building policies, and creative land use patterns and transportation planning.
- Protect and wisely use natural resources, minimize environmental hazards, and provide for present and future environmental, health, and service needs.
- Maintain the unique character and quality of life of Santa Barbara as a desirable place to live, work, and visit, through policies supporting sustainable, well-designed development, social and economic diversity, and a healthy environment.
- Strategically place new housing within or near commercial districts and adjoining neighborhoods for ease of access.
- Improve the jobs-housing balance by improving the affordability of housing for all economic levels in the community.
- Decrease reliance on the automobile and encourage active lifestyles through policies and improvements designed and intended to increase the safety, convenience, and integration of multiple transportation modes.
- Provide adequate services and facilities for existing and future residents, and address the long-term effects of climate change on public services and facilities.

2. The GPU will allow for sufficient growth to continue economic benefits, while not unnecessarily exacerbating the jobs/housing imbalance and associated traffic effects.

3. The GPU maintains community character with less density around City historic resources, which will also benefit the tourist economy. The GPU provides for additional tools for preservation of the City's historic resources, including a new Historic Resources Element.

4. The GPU Adaptive Management Program component is designed to allow for policy adjustments over time based on clear objectives and regular monitoring.

5. The GPU provides for an emphasis on "community benefit" projects, including affordable housing.

6. The GPU policies lowering of the non-residential growth cap and the provision of unit size/density incentives for affordable workforce housing benefit the South Coast region with respect to improvement of the jobs/housing imbalance and managing traffic and greenhouse gas generation.

7. The GPU maintains and increases opportunities and choice of travel modes, to benefit management of peak-hour vehicle traffic congestion.

8. The GPU promotes public health through policies such as Sustainable Neighborhood Plans, location of mixed-use are housing, and support for alternative travel mode improvements for walking and biking.

9. The GPU maintains and enhances the City's role in regional partnerships with other governmental agencies and community groups.

10. The GPU supports neighborhood grassroots planning and establishes a sustainability framework for the General Plan.

G. Findings for the Fish & Game Code pursuant to PRC Section 21089 (b) and Fish & Game Code Section 711.4

An Environmental Impact Report has been prepared by the City of Santa Barbara, which has evaluated the potential for the *Plan Santa Barbara* General Plan Update to result in adverse impacts on wildlife resources. For this purpose, wildlife is defined as "all wild animals, birds, plants, fish, amphibians, and related ecological communities, including habitat upon which the wildlife depends for its continued viability." The General Plan Update has the potential to result in adverse effects on upland, creek/riparian, and coastal habitats and associated species. Mitigation measures have been incorporated into the Plan such that potential impacts will be less than significant. The General Plan Update project does not qualify for a waiver and is subject to payment of the California Department of Fish and Game fee.

NOW, THEREFORE, BE IT FURTHER RESOLVED BY THE COUNCIL OF THE CITY OF SANTA BARBARA:

II. Adoption of 2011 General Plan Update

The City Council of the City of Santa Barbara adopts the final 2011 *Plan Santa Barbara* General Plan Update, making the following findings:

A. Charter Finding

The goals and policies of the General Plan Update meet the intent of Charter Section 1507, "living within our resource limits". Policies included in the Update are designed to protect and preserve physical and natural resources, as well as to manage residential and commercial development so as not to exceed public services or resource capacities.

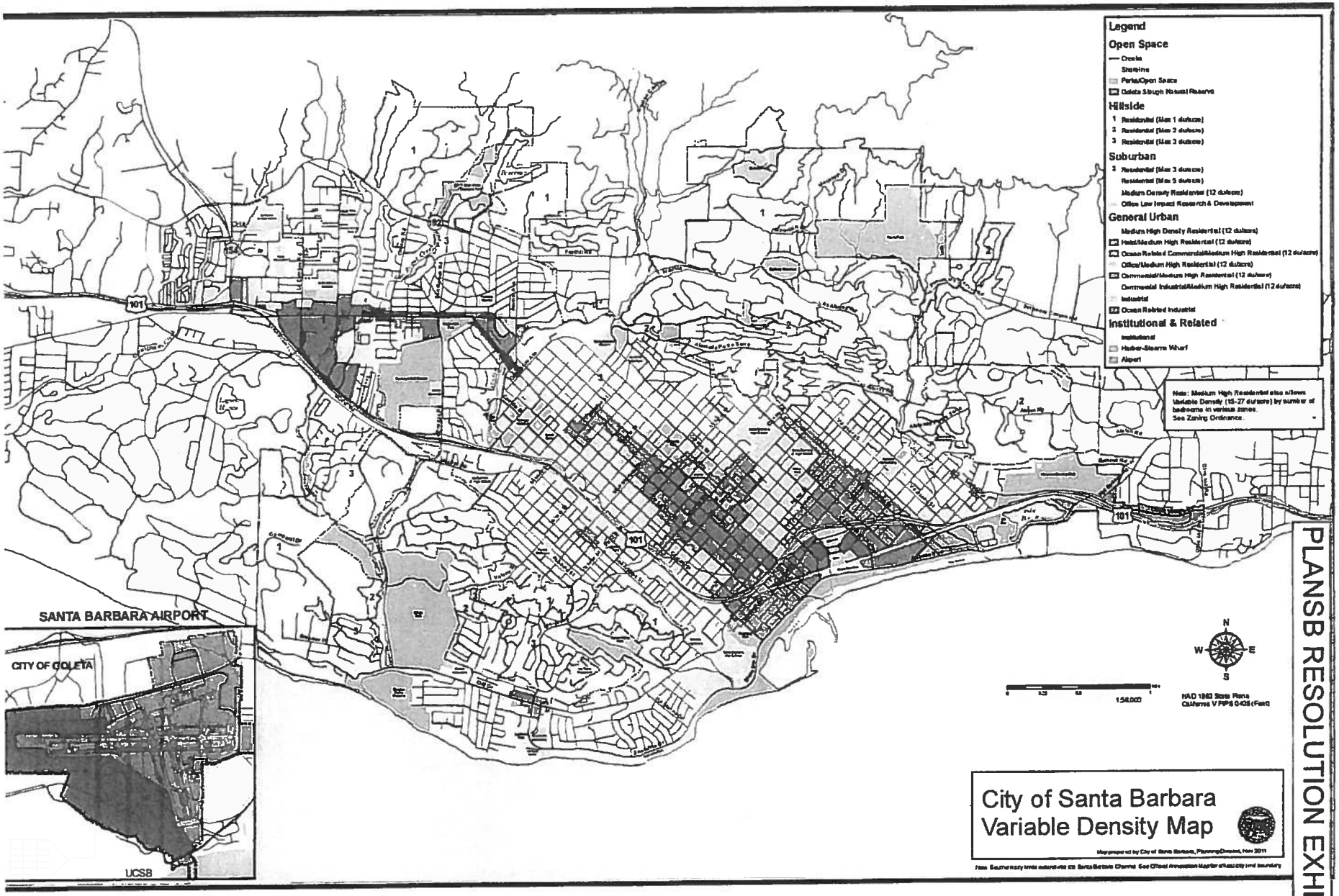
B. General Plan Findings

The General Plan Update has been prepared in accordance with Chapter 3, Articles 5 and 6 of the State of California Government Code. In compliance with Government Code Section 65300 et seq., the updated General Plan is a comprehensive, long-term plan for the physical development of the City. The Land Use Element designates the general distribution, location, and extent of the uses of land for residential, commercial, industrial, institutional, and open space as required by Section 65302(a) of the Government Code. The updated Housing Element continues the City's commitment to provide affordable housing opportunities for all segments of the community and has been prepared in accordance with State law commencing with Government Code Section 65580. The General Plan and its elements are intended to function as integrated, internally consistent, and compatible statements of goals, policies and implementation actions pursuant to Section 65300.5 of the Government Code.

NOW, THEREFORE, BE IT FURTHER RESOLVED BY THE COUNCIL OF THE CITY OF SANTA BARBARA:

III. Adoption of Mitigation Monitoring and Reporting Program for the General Plan Update pursuant to PCR Section 21081.6 and CCR Section 15097

Mitigation measures have been imposed and made enforceable by incorporation into the approved General Plan Update. The City Council hereby adopts the mitigation monitoring and reporting program (MMRP) for the adopted General Plan Update provided in Attachment 2 of the Council Agenda Report for December 1, 2011.



PLANSB RESOLUTION EXHIBIT

RESOLUTION NO. 11-079

STATE OF CALIFORNIA)
)
COUNTY OF SANTA BARBARA) ss.
)
CITY OF SANTA BARBARA)

I HEREBY CERTIFY that the foregoing resolution was adopted by the Council of the City of Santa Barbara at a meeting held on December 1, 2011, by the following roll call vote:

AYES: Councilmembers Dale Francisco, Frank Hotchkiss, Grant House, Randy Rowse, Michael Self, Bendy White; Mayor Helene Schneider

NOES: None

ABSENT: None

ABSTENTIONS: None

IN WITNESS WHEREOF, I have hereto set my hand and affixed the official seal of the City of Santa Barbara on December 2, 2011.

Cynthia M. Rodriguez, CMC
City Clerk Services Manager

I HEREBY APPROVE the foregoing resolution on December 2, 2011.

Helene Schneider
Mayor

Excerpt from Development Plan Ordinance §28.87.300

D. STANDARDS FOR REVIEW. Unless specifically exempt, the following findings shall be made in order to approve a development plan submitted pursuant to this Section.

1. Findings:

a. The proposed development complies with all provisions of this Title; 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.

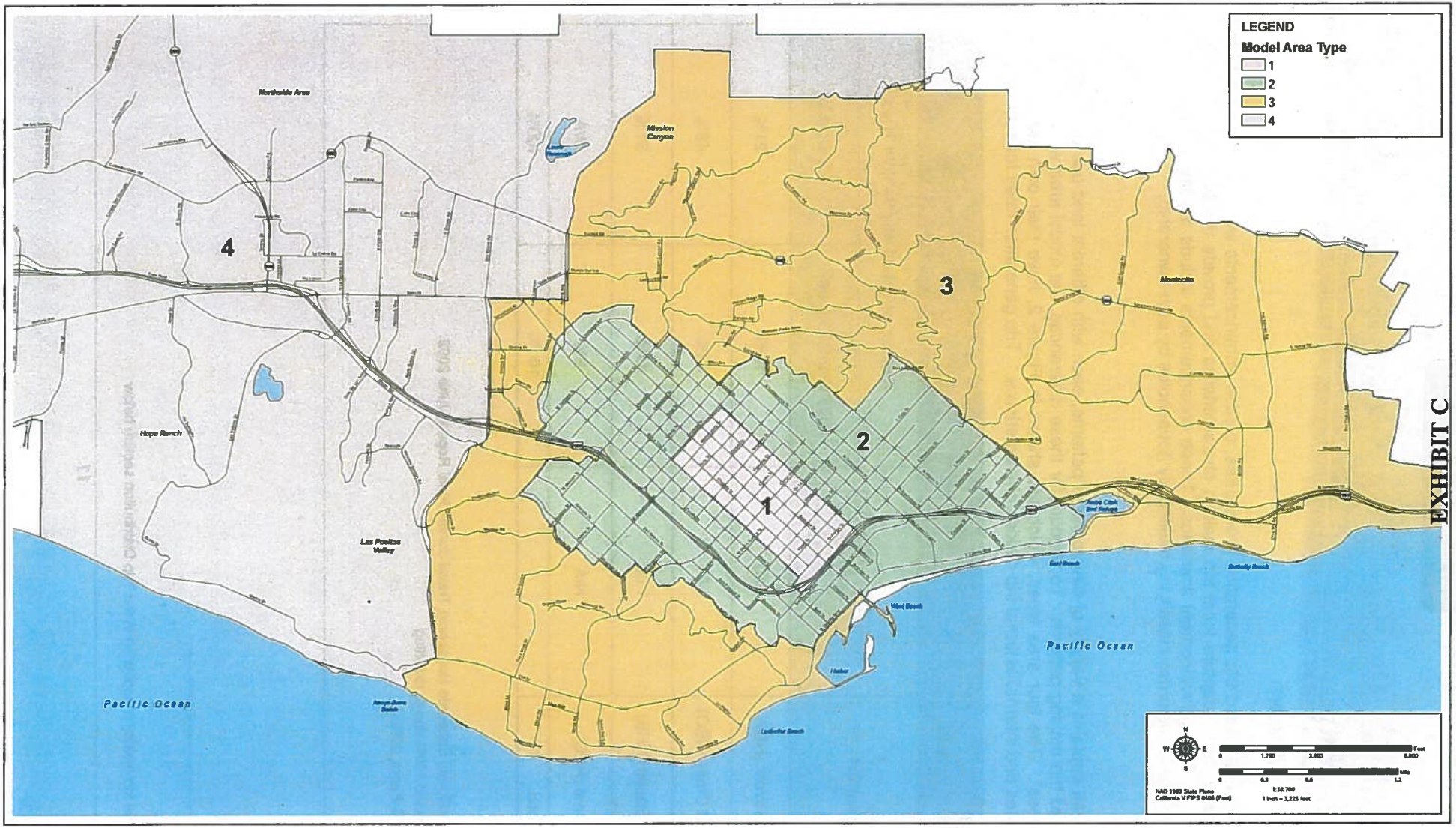
2. Potential for Overriding Considerations:

a. A finding of significant adverse impact under Subparagraph 1.c above can be overridden if it is determined that the economic, social or public benefits of the proposed development outweigh its significant adverse impacts.

b. A finding of significant adverse impact under Subparagraphs 1.a or 1.b above cannot be overridden.

c. A finding of unmitigated significant adverse impact under Subparagraphs 1.d, 1.e, 1.f, or 1.g above for a Minor Addition Project, Government Displacement Project or that portion of a project which qualifies as a Government Displacement Project, a Community Priority Project, and an Approved Project or Revision thereto can be overridden if it is determined that the benefits of the proposed development outweigh its significant adverse impacts.

3. Exception. Notwithstanding any provision of this Section to the contrary, a development plan shall not be denied based on a finding pursuant to Subparagraph 1.d of this Subsection E if (i) the plan incorporates revisions to a development plan approved by the Planning Commission under this Section prior to February 25, 1988, and (ii) the project shown on the plan will not generate a demand for new housing in excess of the demand generated by the previously approved project.



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PLAN SANTA BARBARA MODEL AREA TYPES
FIGURE 2