



City of Santa Barbara Transportation & Circulation Committee Staff Report

DATE: July 17, 2014
TO: Transportation & Circulation Committee (TCC) Members
FROM: Rob Dayton, Principal Transportation Planner
SUBJECT: Traffic Management Strategy Update

Recommendation:

That the Transportation and Circulation Committee receive an update regarding the City's Traffic Management Strategy.

DISCUSSION:

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 square feet 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. 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, City Council overrode the impact, but they also approved a policy to minimize or reduce the amount of future traffic congestion. As a result, staff developed a Traffic Management Strategy to lessen the negative effects of traffic growth and congestion. This report describes the background, development, and final Traffic Management Strategy developed by City Council.

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 including 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 a 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 become intolerable.

Traffic Management Strategy

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 General Plan Update 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.

Additionally, the Council adopted the attached Growth Management Program and Traffic Management Strategy, which was developed and recommended by the Planning Commission. Staff would like to familiarize the TCC with this strategy, how it effects land development proposals in the environmental traffic review process, and what the next steps are in developing a traffic mitigation plan.

RESOLUTION NO. _____

A RESOLUTION OF THE COUNCIL OF THE CITY OF SANTA BARBARA ADOPTING AMENDED ADMINISTRATIVE PROCEDURES FOR THE IMPLEMENTATION OF THE GENERAL PLAN GROWTH MANAGEMENT PROGRAM AND THE ADOPTION OF THE CITY TRAFFIC MANAGEMENT STRATEGY AND RESCINDING RESOLUTION NO. 12-075

WHEREAS, in 1989, the City Council placed a nonresidential growth limitation City Charter initiative measure before City voters as ballot Measure E, which measure was approved and incorporated into the City Charter as Charter Section 1508, and which limited nonresidential growth within the City to not more than three million square feet until 2010.

WHEREAS, on February 12, 1991, the City Council adopted amendments to the City's Zoning Ordinance as well as a Resolution to implement the non-residential growth limitations of Charter Section 1508.

WHEREAS, in 2005, the City Council initiated the update to the City's General Plan including an updated Land Use element to specifically address the expiration of Charter Section 1508, and to determine future nonresidential growth within the City.

WHEREAS, on July 14, 2009 and November 20, 2012, the City Council adopted ordinances to amend Section 28.87.300 of the Municipal Code extending the regulations relating to nonresidential growth management through January 1, 2014. The City Council extended Section 28.87.300 for the purpose of maintaining the status quo concerning nonresidential growth management until the completion of the updated General Plan and to allow for the orderly implementation of policies regarding nonresidential growth management.

WHEREAS, on January 1, 2010, Charter Section 1508 expired according to its own terms.

WHEREAS, on December 1, 2011, the City Council adopted the update to the General Plan with growth limitation for the next 20 years (hereinafter "the Growth Management Program"), along with goals, policies and standards to implement the Growth Policies Management Program considering the Santa Barbara's community's values of "living within our resources."

WHEREAS, the updated General Plan includes Policy LG2, Limit Nonresidential Growth, that limits most new nonresidential floor area to 1.35 million square feet over the 20 year life of the General Plan excluding Prior-Pending projects, Prior-Approved projects, Government buildings, Minor Additions and the demolition and replacement of existing square footage from the development limitation.

WHEREAS, General Plan Policy LG2 includes Council implementation actions that necessitate updating the City's Development Plan Ordinance (SBMC § 28.87.300) and Transfer of Existing Development Rights Ordinance (SBMC Chapter 28.95) in order to continue to limit nonresidential growth (LG2.1), establish required findings for

new development approvals (LG2.3) and consider the disposition of future demolished nonresidential square footage (LG2.4) that is not rebuilt on site.

WHEREAS, the updated General Plan includes policies (referred to in the General Plan as “Principles for Development”) to focus growth in the Downtown, encourage a mix of land uses, strengthen mobility options, and promote healthy active living, including encouraging a mix of land uses, particularly Downtown, in order to maintain the Downtown’s strength as a viable commercial, retail, residential, and workplace center.

WHEREAS, one of the key tenets of the General Plan is for the remaining increment of development to occur within commercial and multi-family districts where more resources may be available and where the use of alternative modes of transportation in order to minimize congestion may be possible.

WHEREAS, a Final Program Environmental Impact Report (FEIR) was certified by the City Council in September of 2010 and December 2011 for the General Plan. The FEIR assessed Citywide impacts associated with 2,178,202 square feet of nonresidential development. Subsequently, an Addendum to the FEIR analyzed a revised lower growth management program of 1.85 million square feet of nonresidential development (addressing up to 1.35 million square feet within the growth limitation policy and 0.5 million square feet for excluded uses). The FEIR and Addendum evaluated the potential environmental effects from citywide development under General Plan Update policies over the twenty-year Plan horizon.

WHEREAS, the FEIR and Addendum concluded that even with identified mitigation measures, unavoidable significant impacts associated with increased traffic congestion and greenhouse gas generation would occur by 2030 as a result of potential new development under the City’s General Plan policies.

WHEREAS, on September 18, 2012, the City Council adopted the City’s “Climate Action Plan.” An Addendum to the FEIR was prepared to document the Climate Action’s Plan updated greenhouse gas emissions analysis, which showed that Citywide greenhouse gas emissions would be lower than earlier identified in the FEIR and would meet the required State target, thereby constituting a less than significant impact.

WHEREAS, the FEIR identified that the increase of vehicle trips associated with the potential development under the General Plan would increase the number of intersections exceeding the City’s level of service standard from 13 to up to as many as from 20 to 26 intersections.

WHEREAS, the City Council approved the General Plan Update and adopted a Statement of Overriding Considerations in the manner required by CEQA finding that the anticipated cumulative traffic impacts of the General Plan Update to be acceptable given the benefits of the Plan.

WHEREAS, new development within the City will contribute to the identified cumulative traffic impact, and the previous finding required for Development Plan

approval – i.e., that “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” is now proposed to be replaced. A new Traffic Management Strategy is necessary to manage and track traffic associated with potential future development within the City.

WHEREAS, the FEIR traffic analysis completed for the General Plan found that the City’s Downtown area is distinguished from other City development areas because real properties developed within this area will generate the least amount of traffic compared to the other development areas within the City. Additionally, implementation actions recommended in the City’s Circulation Element are anticipated to be more effective in the Downtown development area than within the other Development Areas of the City.

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

1. The Council of the City of Santa Barbara hereby adopts The Administrative Procedures for the Implementation of the General Plan Growth Management Program dated as of March 12, 2013 (and as filed with the City Clerk on that date) attached hereto as Exhibit A.

2. The Council of the City of Santa Barbara hereby adopts The Traffic Management Strategy dated as of March 12, 2013 (and as filed with the City Clerk on that date) attached hereto as Exhibit B.

3. The Council of the City of Santa Barbara makes the following findings in accordance with the California Environmental Quality Act regarding the adoption of General Plan Growth Management Program:

A. State Public Resources Code (CEQA) Section 21083.3 and (CEQA Regulation Guidelines) Section 15183 provides that projects which are consistent with the development density established by general plan policies for which a FEIR was certified, and rezonings consistent with the plan, shall not require additional environmental review except under specified instances. The City Environmental Analyst has determined that the proposed implementing ordinance amendments for the City’s 2011 General Plan Growth Management Program do not trigger the additional environmental review requirements for the following reasons:

- i. There are no additional site-specific or project-specific significant effects which are peculiar to the proposed zoning amendments;
- ii. There are no new significant effects not addressed in the prior Program FEIR; and

iii. There is no new information since the FEIR that would involve more significant impacts than identified in the FEIR for the General Plan Growth Management Program.

Environmental review for the proposed implementing ordinance amendments is addressed by the General Plan FEIR and Addenda, and no further environmental review is required. The zoning amendments to implement growth limitations under the Program are a Citywide program and any future project-specific significant effects will have environmental review.

B. The policies and standards for the city's projected growth have been previously analyzed in the Program FEIR and Addenda for the General Plan and Climate Action Plan. Specifically, the environmental and traffic impacts associated with implementing General Plan Policy LG2 and 1.35 million net new square feet of nonresidential floor area was included in the analysis of the General Plan FEIR and Addendum and the potential development is within the growth and traffic distribution assumptions.

C. The City Planner is the custodian of the record of proceedings for the General Plan Update, FEIR, the Addenda, and the documents and other materials which constitute the record of proceedings for City actions related to the General Plan Update and FEIR that 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.

4. Santa Barbara City Council Resolution No. 12-075 is hereby rescinded.

5. This Resolution shall become effective only upon the City Council's adoption of the City ordinance adopting the City's Nonresidential Growth Management Program Ordinance (SBMC Chapter 28.85) as introduced by the City Council on March 5, 2013.

EXHIBIT A to City Resolution No. _____**The Administrative Procedures for the Implementation of the
General Plan Growth Management Program for the City of Santa Barbara
Dated as of March 12, 2013**

The following are administrative procedures for the implementation of the City's Nonresidential Growth Management Program Ordinance (Municipal Code Chapter 28.85) through January 1, 2033 and the Traffic Management Strategy by which nonresidential development will be evaluated. These procedures may not be amended or otherwise revised or changed without the express approval of the City Council for the City of Santa Barbara as such approval is incorporated in a resolution of the Council. All capitalized terms used herein shall be as defined in the Santa Barbara Municipal Code.

1. Applications.

Applications for land use permits within the City of Santa Barbara for nonresidential construction projects and transfers of existing development rights, as those terms are defined in Sections 28.85.020 and 28.95.020 of the Santa Barbara Municipal Code, shall be submitted in accordance with the following procedures:

A. Minor Additions, Projects on Vacant Property, Government Displacement Projects, and City Government Buildings.

An application for a land use permit for a nonresidential construction project involving a proposed minor addition, a project on vacant property, a government displacement project or a city government building shall be submitted to the Community Development Department in accordance with the standard and approved Community Development Department application requirements in place at the time of the application submittal.

B. Prior-Pending or Prior-Approved Projects.

If a Prior-Pending Project or a Prior-Approved Project that includes nonresidential floor area that would otherwise require an allocation of floor area from one of the categories specified in Subsection A of Section 28.85.010 of the Municipal Code expires or is withdrawn, any future project on the same real property involving nonresidential floor area shall be required to submit a new application to the Community Development Department in accordance with the standard application requirements in place at time of the application submittal.

If a Prior-Pending or Prior-Approved project is withdrawn or expires, any future project on the same real property requires a new allocation of square footage under SBMC Chapter 28.85.

C. Small Additions.

An application for a land use permit for a nonresidential construction project involving a proposed small addition shall be submitted to the Community Development Department in accordance with the following procedures:

(1) **Annual Allocation.** The annual allocations available from Small Additions shall be the total of 20,000 or a City-wide basis and any unused Small Additions from the previous year which may be carried over from time to time by an authorizing resolution of the City Planning Commission. The Planning Commission will decide annually whether unused or expired Small Additions from the previous year should roll over to Small Additions for the following year or will accrue to the Community Benefit allocation category.

(2) **Initial Application Period.** Applications for Small Additions will be accepted on the first two (2) City business days of each calendar year. Applications received during this two (2) day period will be reviewed by staff to determine the total amount of square footage requested from the Small Addition category.

(a) **Initial Applications Less than Annual Allocation.** If the total amount of Small Addition square footage requested is less than or equal to the 20,000 square foot annual allotment, plus any rollover approved by the Planning Commission from the previous year, the accepted applications will be allocated square footage in the amounts requested. Subsequent applications for small additions will be accepted on a first-come, first-served basis until the 20,000 square foot annual limit (including any approved rollover from the previous year) has been reached. Applications submitted after the annual allocation has been expended will be returned to the applicant, with the names of the applicants for the next 10,000 square feet of small additions placed on a Reallocation List for use in the event that projects originally accepted are reduced in size, withdrawn, abandoned or denied. All other potential applicants will be advised to re-apply in January of the following year.

(b) **Initial Applications Greater than Annual Allocation.** If the total amount of Small Addition square footage requested in the applications received within the Initial Application Period described in subparagraph (a) above exceeds the 20,000 square foot annual limit, plus any approved rollover, priority for square footage allocations will be determined by the casting of lots in a manner deemed appropriate by the Community Development Director. Each proposed development project for which an application has been received will have one lot in the lottery, regardless of the number of small additions requested or the number of properties involved in the proposed project. Projects will be allocated small addition square footage in the order drawn until the 20,000 square foot limit (plus any approved amount) rollover has been reached. Projects which were not drawn during the initial 20,000 square foot allocation plus any approved rollover will continue to be drawn for priority placement on a

Reallocation List for use in the event that projects originally accepted are reduced in size, withdrawn, abandoned, or denied. Subsequent to the lottery, all other potential applicants will be advised to reapply in January of the following year.

D. Community Benefit Projects.

An application for a land use permit for a nonresidential construction project which seeks designation by the City Council as a Community Benefit Project shall be subject to the following procedure:

(1) **Contents.**

An application for a land use permit for a nonresidential construction project proposed as a Community Benefit project shall be submitted to the Community Development Department for a recommendation of “community benefit.” The following information shall be included in the application packet:

- A completed City Master Application form;
- 3 copies of a Plot Plan including the following:
 - Vicinity Map
 - North Arrow
 - Scale (not smaller than 1” = 20’)
 - Project address and property owners
 - Land Use Zone
 - Total site acreage
 - Property boundaries
 - Setback dimensions
 - Maximum height of the buildings
 - Assessor’s Parcel Number(s)
 - Location of proposed Structures
 - Indication of removal of any structures
 - Major trees should be indicated including those proposed for removal
 - Footprint of structures on adjacent properties
 - Location of existing and proposed parking spaces
 - Legend including: net lot area of parcel in square feet and acres, site statistics showing both square footage and percentage of site coverage for all buildings and parking statistics showing the number of spaces required by ordinance and the total number of on-site space (existing and proposed);
- A Letter from the applicant containing a description of the project including but not limited to the square footage of existing and proposed structures (consistent with the definition of Floor Area contained in Section 28.85.020 of the Zoning Ordinance), and the square footage associated with any proposed demolition;

- For Community Priority Projects: a Needs Assessment providing Staff and the Council with information necessary to make the finding that the proposed project meets a “present or projected need directly related to public health, safety or general welfare”. The content of the Needs Assessment should be as follows:

- An introduction outlining the proposal
- A summary of the development history of the site; past development activity at the site should be documented, noting types and dates of past permits
- A description of the existing and proposed uses and associated square footage. This section should address the need for expansion and reasons why an allocation is necessary.

- For Economic Development Projects: an assessment providing Staff and the Council with information necessary to make the finding that the proposed project will “enhance the standard of living for City and South Coast Residents and will strengthen the local and regional economy”. The content of the assessment should be as follows:

- An introduction outlining the proposal.
- A summary of the development history of the site; past development activity at the site should be documented, noting types and dates of past permits.
- A description of the existing and proposed uses and associated square footage. This section should address the need for expansion and reasons why an allocation is necessary.
- Documentation of how the project meets the definition of an Economic Development Project in Section 28.85.020 of the Zoning Ordinance.

(2) **Designation.**

The City Council shall consider an application for designation as a Community Benefit Project at a public hearing noticed in accordance with Section 28.87.380 of the Municipal Code. The staff recommendation shall be presented to the City Council for an identification of Community Benefit status. The designation of a project as a Community Benefit Project enables the acceptance of the application for processing, but does not commit the City Council, or any City agency, board, or commission to approval of the project or of its design. If a project is granted a Designation as a Community Benefit project, the project application shall continue through the review process in place at the time of application.

A project designated by the City Council as satisfying one or more of the following categories is a Community Benefit Project:

(a) Community Priority Project. A Community Priority Project is a project that has a broad public benefit, is not principally operated for private profit, and is necessary to meet a present or projected need directly related to public health, safety or general welfare including, but not limited to, parks and recreation facilities; community centers; educational institutions and uses including schools; public cultural or arts facilities; youth development and childcare facilities; community gardens and urban farming, and a mixed use project on a site where the commercial component supports rental or affordable housing. A Community Priority project is also defined as a project that meets the present or projected needs of persons with disabilities, the workforce that provides them direct support, and the agencies or organizations that assist persons with disabilities.

(b) Economic Development Project. An Economic Development Project is a project that is consistent with the City Charter, General Plan, the Zoning Ordinance and these Administrative Procedures, will enhance the standard of living for City and South Coast residents and will strengthen the local or regional economy by either creating new permanent employment opportunities or enhancing the City's tax and fee revenue base. An Economic Development Project should also accomplish one or more of the following:

- i. Support diversity and balance in the local or regional economy by establishing or expanding businesses or industries in sectors which currently do not exist on the South Coast or are present only in a limited manner; or
- ii. Provide new recreational, educational, or cultural opportunities for City residents and visitors; or
- iii. Provide products or services which are currently not available or are in limited supply either locally or regionally; or
- iv. Support a small and local business in the community that has been or is being started, maintained, relocated, redeveloped or expanded within the City.

For purposes of this Section, "standard of living" is defined as wages, employment, environment, resources, public safety, housing, schools, parks and recreation, social and human services, and cultural arts.

(c) Planned Development – New Automobile Sales. A Planned Development – New Automobile Sales Project is a project within a Planned Development Zone that proposes a project involving new automobile sales, rental and leasing as allowed in Chapter 28.39 of this Code.

(3) Reservation of Community Benefit Square Footage.

If an application meets the following criteria, square footage from the Community Benefit categories can be reserved without applying for a land use permit. The application process for a reservation shall be the same as outlined in subparagraphs (1) and (2) above. In order to be eligible for a reservation of square footage, the project

must exceed 10,000 square feet and be a component of a recognized Master Plan with interrelated phases of construction, which has been reviewed by the Planning Commission and can be fully implemented within ten years.

For the purposes of a Community Priority or Economic Development project square footage reservation, a Master Plan shall include the following information:

- The potential for short and long range development for the facility and site;
- A brief history of development occurring at the facility;
- Description of the type and number of parking spaces existing;
- Plans to indicate the size and conceptual location of proposed structures;
- Proposed schedule of implementation of each component.

If the City Council finds that a project meets the definition of a Community Benefit Project, as specified in Section 28.85.020 of the Municipal Code, a reservation of square footage from the Community Benefit Category may be granted by a resolution of the City Council for a period not to exceed five years. Prior to expiration of the Council approval reserving the square footage, the applicant shall submit a complete application for a City land use permit.

E. Hotel Room for Room Replacement.

An application for a land use permit for a nonresidential construction project which involves the replacement or remodeling of existing hotel rooms on a room for room basis shall be submitted to the Community Development Department in accordance with the standard and approved application process in place at the time of submittal. All applications involving room for room replacement shall include a site plan identifying the location and size of all existing hotel rooms. An additional site plan showing the proposed size and location of all rooms after the replacement project is completed shall also be submitted.

2. Project Review and Approval.

The Nonresidential Growth Management Program Ordinance (SBMC Chapter 28.85) limits the categories of development available for allocation within certain Development Areas of the City. The Traffic Management Strategy (as approved by City Resolution No. and dated as of March 12, 2013 and as filed with the City Clerk on that date) limits the ability to override project-specific traffic impacts. The purpose of these limits is to promote the General Plan Policy of "Living within Our Resources".

Section 28.85.050 of the Santa Barbara Municipal Code implements the City's Traffic Management Strategy (as approved the City Resolution No. and dated as of

March 12, 2013 and as filed with the City Clerk on that date) as part of the City's Nonresidential Growth Management Program by specifying what categories of development are available for allocation within a particular Development Area and specifying whether such development may have project specific significant traffic impacts. The following discussion explains the organization of Section 28.85.050 and its operation:

A. Default Rule for Project-Specific Significant Traffic Impacts

Each subsection of SBMC Section 28.85.050 (A. – “Downtown Development Area,” B. – “Outlying Development Areas,” and C. – “Airport Development Area”) specifies a default treatment of certain assumptions regarding project-specific significant traffic impacts for projects within such Development Areas (i.e., whether or not project-specific significant impacts may be overridden or not.)

B. Categories of Development Available for Allocation

Each subsection of SBMC Section 28.85.050 lists the categories of development that are available for allocation within each separate Development Area as separate numbered paragraphs. If a category is listed, that category of floor area or project is available for allocation within that Development Area. If a category of development is not listed, the category of development is not available for allocation within that Development Area.

C. Exceptions to Default Rule for Project-Specific Traffic Impacts

Some of the paragraphs of SBMC Section 28.85.050 listing an available category of development have a description of the treatment of project-specific significant traffic impacts for that category of development. If a category of development is listed and has no further discussion within the numbered paragraph, then that category of development follows the default rule regarding project-specific traffic impacts stated at the beginning of the subsection. If there is further discussion following the listing of the category, the further discussion describes an exception for that category of development from the default rule for the Development Area.

3. Tracking of Floor Area Under the Growth Management Program.

A. Minor Additions.

(1) **Maximum.** Although Minor Addition Floor Area is excluded from the development limit, it will be tracked by the Community Development Department. For existing legal lots or parcels which existed as of December 6, 1989, the cumulative total of Minor Addition Floor Area allowed for each lot shall not exceed 1,000 square feet over the nonresidential floor area that existed on the lot as of December 6, 1989.

(2) **Minor Additions Developed Together with Other Categories of Development.** Minor Addition square footage developed in conjunction with a Small Addition or allocations from other categories of nonresidential development specified in Section 28.85.010 shall be counted as a Minor Addition.

(3) **Buildings Occupying Two or More Lots.** If an existing building occupies two or more legal lots or parcels, the maximum square footage available for allocation as a Minor Addition to the combined project shall equal the sum of the Minor Addition square footage that could be developed on the individual lots in compliance with current zoning standards (assuming surface parking). The application shall demonstrate the ability to develop the square footage on a site plan.

B. Small Additions.

(1) **Maximum.** For legal lots or parcels which existed as of December 6, 1989, the cumulative total of that Small Addition Floor Area allowed for each lot or parcel shall not exceed 2,000 square feet over the nonresidential floor area that existed on the lot or parcel as of December 6, 1989. In no case shall the combined total of Small Addition Floor Area and Minor Addition Floor Area on a lot exceed 3,000 square feet.

(2) **Buildings Occupying Two or More Legal Lots or Parcels.** If an existing building occupies two or more legal lots or parcels, the maximum square footage available for allocation as a Small Addition to the combined project shall equal the sum of the Small Addition square footage that could be developed on the individual lots or parcels in compliance with current zoning standards (assuming surface parking.) The application shall demonstrate the ability to develop the square footage on a site plan.

C. Merged or Adjusted Lots.

If two or more lots or parcels are merged or have their lot lines adjusted as part of a development, any Minor Addition or Small Addition allocation that remains available to each of the individual lots or parcels prior to the merger or adjustment may be assigned to the merged or adjusted lot to the extent the application demonstrates on a site plan that the lot or parcel from which the allocation is assigned could have developed the remaining square footage in compliance with current zoning standards (assuming surface parking) prior to the merger or lot line adjustment.

D. Subdivisions.

For real property subdivided after October 1988, any Minor Addition or Small Addition allocation remaining for the original unsubdivided real property (i.e., as of October 1988) at the time of subdivision shall be divided evenly between all of the resulting lots or parcels. The remaining Minor Addition or Small Addition allocation may

be divided in a different manner between the resulting lots if subdivider documents the alternative division of the allocation in a written instrument approved as to form by the City Attorney and recorded with the County Recorder at the time of the recordation of the final or parcel map of the subdivision.

E. Reallocation of Floor Area.

(1) **Prior-Pending and Prior-Approved Projects.** If a Prior-Pending Project or Prior-Approved Project expires or is withdrawn, any nonresidential floor area allocated to the project shall be deemed to have expired and shall not be available for allocation to another project.

(2) **Small Addition Floor Area.** Small Addition Floor Area that is not allocated within a calendar year may be rolled over to the Small Addition allocation for the subsequent year or to the Community Benefit Project category as determined appropriate by a Resolution of the City Planning Commission. If a waitlist has been established for the allocation of Small Addition Floor Area pursuant to Section 1.C.(2)(b) of this Resolution, any Small Addition Floor Area that expires or is withdrawn during such calendar year shall be allocated to projects on the waitlist. If any balance of expired or withdrawn Small Addition Floor Area remains after allocation to projects on the waitlist, the remaining balance may be rolled over to the Small Addition allocation for the subsequent year or to the Community Benefit Project category as determined appropriate by a resolution of the Planning Commission.

(3) **Community Benefit Projects and Vacant Property Projects.** If a Community Benefit Project or a Vacant Property Project expires or is withdrawn, the nonresidential floor area allocated to the project shall return to the development category or categories from which it was allocated.

EXHIBIT B

City of Santa Barbara
Growth Management Program
Traffic Management Strategy
Policies and Procedures to
Assess Traffic Impacts for Land Development Projects
Dated as of March 12, 2013 as filed with the Santa Barbara City Clerk
As approved by City Resolution No. _____

The following set of policies and procedures outline the operational details of the City of Santa Barbara's Traffic Management Strategy, a part of the City's overall Growth Management Program. The strategy supports and implements the City's policy, stated in the General Plan, for limited incremental nonresidential growth in order to minimize traffic impacts on City roadways. The development anticipated over the next 20 years is expected to cumulatively result in increased traffic congestion citywide and up to 26 impacted intersections. The intent of this Strategy is to minimize the expected traffic impacts while balancing the need for economic development, and to establish a simplified, more certain, and less costly development entitlement process.

The need for a traffic management strategy was identified in the Final Environmental Impact Report (FEIR) for the *Plan Santa Barbara* General Plan Update (2011). The FEIR used a Traffic Model software methodology specifically developed for the City to estimate future traffic impacts and congestion. Based upon observations of actual traffic behavior within the City, the Traffic Model of the FEIR identified different traffic generation rates based on the location of uses within the City. The Model also determined that the effectiveness of the traffic mitigation measures identified in the FEIR varied based on location. These findings substantially inform the policies and procedures adopted in this Traffic Management Strategy.

The primary goal of this Traffic Management Strategy is to utilize existing transportation capacity efficiently and to reserve constrained transportation capacity for high priority land uses. The City's Adaptive Management Plan will be used to monitor impacted intersections and provide decision points during the 20-years life of the plan to apply traffic mitigation efforts, adjust land use growth, or re-think the strategy altogether.

A. Policy Direction for Balancing Growth: Where, What, and How Much

The General Plan establishes an overall Growth Management Program for 20 years prioritizing affordable housing and specific categories of new nonresidential development included in a development limit of 1.35 million square feet of net-new nonresidential floor area. Per General Plan policy, there are categories of development that are not included in the 1.35 million square feet limit, including: Prior Pending and Prior Approved projects, City Government Buildings, Minor Additions, reconstruction of demolished floor area on-site,

and floor area involved in a Transfer of Existing Development Rights. The Nonresidential Growth Management Program Ordinance, in conjunction with these policies adopted by Council Resolution No. on March 12, 2013, establishes the parameters for development allowances consistent with the General Plan.

The cumulative traffic impacts identified in the FEIR and found acceptable with the Council's corresponding adoption of a Statement of Overriding Considerations provide the basis for approval of development consistent with the General Plan as implemented through this Strategy.

Included is a Map of the Growth Management Program Development Areas used in this Traffic Strategy. The Development Areas are established based upon observations from the Traffic Model as used in the FEIR. The Traffic Model demonstrated that traffic generation rates and distribution patterns vary within different areas of the City. The Downtown Development Area is distinguished from all other Development Areas because land developed within this area will generate the least amount of traffic per square foot of development given the mix of land uses, the grid street system, and the availability of a variety of transportation modes including biking, walking and transit. Additionally, the mitigation measures included in the General Plan will have the greatest effectiveness of offsetting traffic impacts in the Downtown Development Area.

To provide flexibility and to encourage infill and redevelopment in each respective Development Area, this strategy provides for the transfer of existing nonresidential floor area and hotel rooms. For the Downtown Area, existing development rights may be proposed for a TEDR from anywhere in the City (other than from the Airport) to the Downtown Area. Transfers wholly within the Downtown Area are also allowed.

1. Downtown Area

Allowed Development Categories

In support of General Plan goals and policies, this Traffic Management Strategy is designed to create flexibility and encourage the majority of future land development to occur within the Downtown Area. The following are the categories of development allowed in the Downtown Development Area:

- 1) Prior-Approved Projects
- 2) Prior-Pending Projects
- 3) Prior Approved Specific Plan Projects
- 4) Minor Addition Floor Area
- 5) Small Addition Floor Area
- 6) Vacant Property (up to .25 Floor to Lot Area Ratio)
- 7) Community Priority Projects

- 8) Economic Development Projects *
- 9) Nonresidential Transfer of Existing Development Rights (TEDR) *
- 10) Hotel Room for Room Replacement
- 11) Demolition and Reconstruction of Existing Nonresidential floor area on site, no net new floor area
- 12) Government Buildings and Public Utility Projects
- 13) Government Displacement Floor Area

2. Outside of the Downtown - Outlying Development Areas

Allowed Development Categories

The Upper State Street, Mesa, Coast Village Road, and Riviera Development Areas (Outlying Development Areas) are all treated similarly in this strategy. The Traffic Model methodology of the FEIR showed that land development within the Outlying Development Areas would generate significantly more traffic per square foot or per unit than the same land uses located in the Downtown Development Area. Additionally, the Traffic Model showed that the traffic mitigation measures identified in the FEIR are substantially less effective in reducing traffic impacts in the Outlying Development Areas. Consequently, in order to reserve traffic capacity for high priority land uses, new nonresidential square footage is limited by SBMC Chapter 28.85 in the Outlying Development Areas to the following categories:

- 1) Prior-Approved Projects
- 2) Prior-Pending Projects
- 3) Prior-Approved Specific Plan Projects
- 4) Minor Addition Floor Area
- 5) Vacant Property (up to .25 Floor Area Ratio)
- 6) Community Priority Projects
- 7) Transfer of Existing Development Rights (TEDR) from within the same Development Area*
- 8) Demolition and Reconstruction of Existing Nonresidential floor area on site, no net new floor area
- 9) Government Buildings and Public Utility Projects
- 10) Government Displacement Projects
- 11) Hotel Room for Room Replacement on site
- 12) Planned Development – New Automobile Sales

Should major development or redevelopment of the La Cumbre Plaza and Five Points properties be proposed, the General Plan anticipates that a Specific Plan process would be undertaken including further consideration of this traffic strategy.

3. Limitations Related to Transfer of Existing Development Rights and Project Specific Impacts (for the project types noted with an asterisk*).

Transfer of Existing Development Rights (“TEDR”)

The Municipal Code provides development potential and a process for review and approval of transfers of existing development rights (TEDR). This strategy and accompanying ordinance amends the TEDR ordinance. A TEDR is allowed from the Outlying Development Areas, not including the Airport, into the Downtown Development Area but is not allowed from the Downtown Development Area to the Outlying Development Areas or the Airport Development Area. TEDRs are not allowed by SBMC Chapter 28.85 between the various Outlying Development Areas or from the Downtown Development Area or any of the Outlying Development Areas to the Airport Development Area.

These limitations on TEDR projects promotes the policy of focusing future development in the Downtown Development Area. The Downtown Development Area is shown by the Traffic Model to generate the least amount of additional traffic and to be the most able to mitigate the potential adverse effects of the anticipated traffic growth. The allowance for transfers within the same Development Area reflects the nature of traffic patterns within the development areas observed in the Traffic Model. A land use can move from one location to another location within the same Development Area and only experience slight changes in traffic patterns. While shifts in traffic patterns within a Development Area will be measured using the Traffic Model, the change is not anticipated to rise to the level of project specific environmental impact under CEQA.

Economic Development

Projects seeking development allocations from the Economic Development category are encouraged; provided, that the project does not cause a project-specific potentially significant adverse traffic impact. Project-specific significant traffic impacts are viewed as an indication that an economic development project is consuming a disproportionate amount of the City’s transportation capacity. Therefore, an economic development project that presents a project-specific potentially significant adverse traffic impact cannot be approved under this Strategy unless the City Council determines that such an impact has been mitigated to a less than significant adverse level.

Significant Project Specific Traffic Impacts

This Traffic Management Strategy specifically identifies projects with contributions to cumulative traffic impact levels as assessed in the FEIR. In the FEIR findings, the

City Council determined this cumulative traffic impact to be acceptable and consistent with the General Plan. However, when a project's anticipated impact rises to the level of a project-specific potentially significant adverse traffic impact, it is inconsistent with this policy because a single project is using a disproportionate share of the remaining roadway capacity.

The only categories of development allocation for which potentially significant adverse traffic impacts at the Project Specific level may be considered are:

- 1) Prior Approved Specific Plan Projects
- 2) Minor Addition Floor Area
- 3) Community Priority Projects
- 4) Nonresidential Transfer of Existing Development Rights (TEDR) of not more than 1,000 square feet and within the same Development Area
- 5) Hotel Room for Room Replacement on site
- 6) Demolition and Reconstruction of Existing Nonresidential floor area on site, no net new floor area
- 7) Government Buildings and Public Utility Projects
- 8) Government Displacement Floor Area
- 9) Vacant Property (up to .25 Floor to Lot Area Ratio)
- 10) Planned Development – New Automobile Sales

All other proposals must either reduce the size of the project or adequately mitigate the project-specific impact, which may require the construction of new public traffic improvements. In these cases, staff will strategize with developers to consider project alternatives that would avoid the Project Specific level of impact.

4. Airport Development

The FEIR considered potential traffic impacts in the Airport Development Area as part of the regional analysis. It has been the City's practice to coordinate the traffic analysis of projects at the airport with the County, City of Goleta and Caltrans, as appropriate. The level of service capacity and traffic thresholds for the transportation systems in and around the Airport are different than those applied to City intersections in the Downtown Development Area and the Outlying Development Areas. This policy proposes to continue the City's existing practices regarding traffic analysis of projects at the Airport and provides that additional environmental analysis, as necessary, will be completed prior to decisions on development proposals at the Airport.

The Airport development categories which may be considered for the Airport include:

- 1) Prior-Approved Projects
- 2) Prior-Pending Projects
- 3) Prior-Approved Specific Plans
- 4) Minor Addition Floor Area
- 5) Small Additions Floor Area
- 6) Vacant Property (up to .25 Floor Area Ratio)
- 7) Community Priority
- 8) Nonresidential Transfer of Existing Development Rights (TEDR) only to and from within the Airport Development Area
- 9) Economic Development Projects
- 10) Transfers of Existing Development Rights from within the Airport Development Area
- 11) Demolition and Reconstruction of Existing Nonresidential Floor Area on site
- 12) Government Buildings and Public Utility Projects

B. Environmental Assessment Procedures

Whenever appropriate, the 2011 General Plan FEIR will be used to inform City decision-makers of that development's traffic impact. Because the FEIR is a Programmatic document, under CEQA, it may be used to streamline the environmental process. CEQA regulations provide that, if a proposed project is consistent with the development density established in a General Plan for which an EIR was certified, additional environmental review in the form of a supplemental EIR is not generally required, except as necessary to determine whether there are project-specific significant effects which are specific to the project or its site. Under CEQA, the City may find that these projects are approvable and are covered by the overriding considerations under CEQA findings made by the City Council at the time the General Plan was approved. Additional traffic modeling may be needed in cases where a project may generate a project-specific significant traffic impact.

In all cases, discretionary projects will be assessed for potential environmental impacts and processed per City environmental review procedures and the California Environmental Quality Act (CEQA) and this Traffic Management Strategy shall be interpreted and applied in full accordance with the requirements of CEQA.

Use of the General Plan EIR Traffic Model is anticipated as part of the project level environmental assessment, which will result in faster, more reliable proposal consistency determinations. Using the City's Traffic Model (as used in the General Plan FEIR) should also avoid developer expenses normally incurred investigating potential traffic impacts, and significantly reduce costs for further environmental review should that be required. Periodic calibration of the Traffic Model with current traffic counts will also occur in connection with the Adaptive Management Program as may be reviewed and approved by the City Council.

Regular updating of the City's Traffic Model of the General Plan FEIR will require a revenue stream within the Land Development Team (LDT) process, which will be developed in the future as a part of the LDT fee program. A Traffic Model Review fee should provide the necessary revenue. This fee could be charged to all projects that propose to add new nonresidential floor area or new residential units. The Traffic Model update fee will be scaled to the size and level of traffic impact generated by a development. Proposals that require additional environmental review may require additional processing fees.

Project Level Access Requirements

Each development proposal will also be evaluated for site access design to ensure that a project has an appropriate connection to the transportation system, including traffic flow, bicycle and pedestrian accommodations, and appropriate access to public transit. Some projects may require improvements to the project site design or its interface with the public right-of-way in order to accommodate a project's access needs or, in rare instances, in order to reduce the project's project-specific potentially traffic impacts to a less than significant level. These types of improvements ensure safe access and minimize a project's disruption to the traffic flow of adjacent street(s). Any required access improvements must be in place prior to permission to occupy an approved development as evidenced by the City's issuance of a "Certificate of Occupancy."

Traffic Mitigation Program and Adaptive Management

An important part of this Traffic Growth Management Plan is traffic mitigation. Potential traffic mitigation measures were specifically identified in the 2011 General Plan FEIR and incorporated in to the General Plan. A City Traffic Mitigation Program will be developed alongside the Adaptive Management Program and approved by resolution of the City Council. The purpose of the program will be to accomplish the following: 1) to offset anticipated cumulative traffic impacts and 2) to identify a possible funding mechanism to pay for the implementation or construction of the traffic mitigation measures.

Because all new developments with additional nonresidential square feet or residential units are anticipated to contribute to a potentially significant adverse cumulative traffic impact, all projects will be required to participate in the mitigation program at some level as determined by the City Council with adoption of the City's future Traffic Mitigation Program. The Program will likely include a preliminary schedule and prioritization of the implementation of mitigation measures.

The Traffic Mitigation Program will be integrated with the Adaptive Management Program so the Planning Commission and City Council can make possible General Plan course corrections over the 20-year life of the General Plan. The Adaptive Management Plan will measure the rise of traffic congestion over time so that City decision-makers will be able to respond to a rise in traffic congestion levels by reprioritizing mitigation measures or by increasing funding levels to quicken the pace of implementation of mitigation measures.

Growth Management Program Development Areas

