

**COUNTY OF SAN LUIS OBISPO BOARD OF SUPERVISORS  
AGENDA ITEM TRANSMITTAL**

(1) DEPARTMENT Planning and Building	(2) MEETING DATE 1/6/2015	(3) CONTACT/PHONE Airlin M. Singewald, Senior Planner / (805) 781-5198	
(4) SUBJECT Consideration of a request to authorize processing of a General Plan Amendment application (LRP2014-00013) by ZacaStreet21, LLC to change the land use category on five parcels (approximately 9.8 acres) from Commercial Retail (CR) to a mixed CR and Commercial Service (CS) land use designation. The project site is located along Ramada Drive between Marquita Avenue and Cow Meadow Place in the community of Templeton. District 1.			
(5) RECOMMENDED ACTION It is recommended that the Board review the attached proposal and determine whether your Board wishes to authorize it for processing.			
(6) FUNDING SOURCE(S) Application Fees	(7) CURRENT YEAR FINANCIAL IMPACT \$0.00	(8) ANNUAL FINANCIAL IMPACT \$0.00	(9) BUDGETED? Yes
(10) AGENDA PLACEMENT { } Consent { } Presentation { } Hearing (Time Est. ___) { x } Board Business (Time Est. <u>45 minutes</u> )			
(11) EXECUTED DOCUMENTS { } Resolutions { } Contracts { } Ordinances { x } N/A			
(12) OUTLINE AGREEMENT REQUISITION NUMBER (OAR) N/A		(13) BUDGET ADJUSTMENT REQUIRED? BAR ID Number: { } 4/5 Vote Required { x } N/A	
(14) LOCATION MAP Attached	(15) BUSINESS IMPACT STATEMENT? No	(16) AGENDA ITEM HISTORY { x } N/A Date: _____	
(17) ADMINISTRATIVE OFFICE REVIEW Lisa M. Howe			
(18) SUPERVISOR DISTRICT(S) District 1			

# County of San Luis Obispo



TO: Board of Supervisors

FROM: Airlin M. Singewald, Senior Planner

DATE: 1/6/2015

VIA: Ellen Carroll, Planning Manager / Environmental Coordinator

SUBJECT: Consideration of a request to authorize processing of a General Plan Amendment application (LRP2014-00013) by ZacaStreet21, LLC to change the land use category on five parcels (approximately 9.8 acres) from Commercial Retail (CR) to a mixed CR and Commercial Service (CS) land use designation. The project site is located along Ramada Drive between Marquita Avenue and Cow Meadow Place in the community of Templeton. District 1.

## **RECOMMENDATION**

It is recommended that the Board review the attached proposal and determine whether your Board wishes to authorize it for processing.

## **DISCUSSION**

### ***Initial Staff Review***

The applicant is requesting to change the land use category on five parcels (approximately 9.8 acres) from Commercial Retail (CR) to a mixed CR and Commercial Service (CS) land use designation. This would allow for any of the allowable uses identified in Table 2-2 of the Land Use Ordinance for the CR or CS land use category to be established on the project site.

The 9.8-acre project site includes two areas under different ownership:

- **040-151-013.** ZacaStreet21 LLC owns the four 1.2-acre CR parcels on the northern half of the project site near Marquita Avenue. These parcels were created by a 2007 subdivision that recorded in June 2014. They are currently vacant, but have been developed with subdivision improvements including roads, parking areas, and sidewalks. The owner has submitted plans to construct warehouse buildings on each of the four parcels, and is in discussions with potential tenants. Permits for these buildings cannot be issued until after adoption of the requested land use category change. This is because warehousing is an allowed use in the CS (but not the CR) land use category.
- **040-151-047.** San Juan Capo LLC owns the vacant approximately 5-acre parcel at the southern half of the project site. There are no development plans in process for this parcel; however the owner has requested to participate in the land use category change since it would expand their future development options.

### ***Adjacent CR Designated Land to the East***

One option your Board may want to consider is including the 13 acres of CR designated land to the east of the project site in the land use category change. This would be preferable from a land use planning perspective since it would result in a continuous block of mixed CR/CS land use for the trapezoid shaped

area bordered by Ramada, Cow Meadow Place, and Marquita. The applicant contacted the owners of these parcels (Totally Tile Inc. and Farm Credit West) about participating in the amendment, but they declined. In phone conversations with staff, the adjacent landowners indicated that they would not be opposed to being included in the land use category change, but were not interested in participating in this application since they have no immediate development plans for the vacant parcels.

**Figure 1: Project Site**



**Mixed Land Use Categories**

There are currently two properties in the county with mixed land use categories (see Table 1). This includes the Villa Paseo Senior Housing facility (CR, CS, RMF) located on Ramada Drive about 700 feet north of the project site. The other parcel is a vacant 19 acre property owned by the Lucia Mar Unified School District. Mixed land use categories expand the allowable uses on a parcel to allow for all of the allowable uses under each land use category. This is different than “split zoning,” which is when a single parcel is divided among different land use categories. In the case of split zoning, allowable uses are determined based on the single land use category where development is proposed.

**Table 1: Parcels with Mixed Land Use Categories**

APN	Owner	Land Use Categories	Address	Acres
040-143-024	Villa Paseo Senior Residence	CR, CS, RMF	2808 Ramada Drive	5.15
091-181-055	Lucia Mar Unified School District	REC, PF	1670 Willow Road	19.17

**Project Site and Surrounding Uses**

The project site is located within the Ramada Drive area of Templeton. This area is developed with an array of light to heavy commercial and industrial uses, including, but not limited to, a concrete batch plant, regional recycling center, farming and construction supply stores, warehousing, and offices. The 9.8-acre project site is located along Ramada Drive between Marquita Avenue and Cow Meadow Place. The project site and the approximately 10-acres of adjacent land to the east is designated Commercial Retail. This Commercial Retail area is largely undeveloped except for Totally Tile Inc. and the Farm Credit West office building located immediately east of the site on Cow Meadow Place. Surrounding lands to the north and south are designated Commercial Service. Highway 101 and Ramada Drive form the site's western property boundary.

**Project Data**

Planning Area: North County, Salinas River Sub Area  
 Community: Templeton  
 Assessor Parcel Numbers: 040-151-(001-004) (Zacastreet), 040-151-047 (San Juan Capo)  
 Area: 9.8 acres (5 parcels)  
 Topography: Nearly level  
 Water Supply: Community water  
 Sewage Disposal: Community system  
 Vegetation: Non-native grasses  
 Existing Use and Improvements: Vacant, subdivision improvements for Parcel Map CO06-0088

**Land Use Category / Surrounding Land Uses**

North: Commercial Service / farming supplies store  
 South: Commercial Service / construction materials store  
 East: Commercial Retail / Totally Tile, Inc., Farm Credit West offices  
 West: Highway 101 and Ramada Drive

**General Plan Information**

Land Use Element Category: Commercial Retail  
 Combining Designation: None  
 Planning Area Standards: North County, Salinas River Sub-area  
 Community: Templeton

**Authority**

Unlike the processing of land use permits, the first step when considering requested changes to the General Plan or Land Use Ordinance is for your Board to determine whether to initiate new legislation to change the rules. If your Board authorizes this request for processing, the item will be scheduled for public hearings before the Planning Commission and your Board after the environmental review process and staff report is completed.

The Land Use Element sets forth the authority by which the General Plan can be amended. Pursuant to the Land Use Element, the Board in making their decision should consider the following factors:

- a. **Necessity.** Relationship to other existing Land Use Element policies, including the guidelines for land use category amendments, to determine if those policies make the proposed amendment unnecessary or inappropriate.
- b. **Timing.** Whether the proposed change is unnecessary or premature in relation to the inventory of similarly designated land, the amount and nature of similar requests, and the timing of projected growth.
- c. **Vicinity.** Relationship of the site to the surrounding area to determine if the area of the proposed change should be expanded or reduced in order to consider surrounding physical conditions. These may include resource availability, environmental constraints, and carrying capacity for the area in the evaluation.
- d. **Cumulative effects of the request.** Individual property owner requests for changes are evaluated in view of existing build-out, current population and resource capacity conditions, and other important information developed as part of the update process.

#### ***Major Questions***

The proposed General Plan amendment raises the following major questions:

1. Is the request consistent with applicable Land Use Element policies relating to the purpose and character statements for the requested Commercial Retail and Commercial Service land use categories?
2. Does the request represent a logical location for Commercial Retail and Commercial Service land use categories?

#### ***Guidelines for Land Use Category Amendments***

In determining whether to approve a proposed land use category amendment, the Planning Commission and Board of Supervisors may consider, but shall not be limited to, the criteria listed in Exhibit C. These criteria include consistency with existing goals and policies in the General Plan, consistency with the applicable purpose and character statements, compatibility with the character of the general area, convenient access to a road system in the area that is adequate to accommodate the traffic generated, and in an area with demonstrated availability of needed public services and facilities, protection of prime agricultural soils, and if the change is needed to provide a sufficient supply of land for the population of the community or area.

#### ***Purpose and Character Statements***

Each land use category is defined in the Framework for Planning, a component of the General Plan, using purpose and character statements. These statements are to be used as criteria for evaluating whether a General Plan amendment is appropriate for a specific site. The statements identify suitable features or conditions for the location, extent and timing of designating a land use category.

#### Commercial Retail

The purpose statements for the Commercial Retail land use category include the following:

##### *Visitor-Serving Commercial Areas:*

- a) To provide limited areas for highway traveler services and uses associated with tourists and vacationers within urban areas on collectors or arterials or in rural areas where other commercial areas are distant.

- b) To allow for commercial and compatible accessory uses related to resort or recreational activities.

*Neighborhood Commercial Areas:*

- a) To provide convenient locations for retail commercial and service establishments to meet daily shopping needs of residential areas.
- b) To allow limited, compatible non-residential uses commensurate with rural parcel sizes.

The character statements for the Commercial Retail land use category include the following:

*Visitor-Serving Commercial Areas*

- a) Areas that serve transient and tourist needs incidental to traveling rather than local or regional residential demands, located within urban or village areas or at remote locations distant from urban or village areas where highway services already exist or would be accommodating of traveler safety in new locations.
- b) Areas where the following use groups from Article 2 of the Land Use Ordinance are eligible:
 

Libraries and museums	Bed and breakfast facilities
Collection stations	Hotels
Eating and drinking places	Motels
Food and beverage sales	Personal services
Service stations	Recreational vehicle parks
Financial services	Transit stations and terminals
Accessory storage	Truck stops
- c) Areas that are easily accessible and apparent from regional transportation routes.
- d) Areas in communities that are close to cultural, recreational and entertainment destinations or where needed to provide travel and tourism services.
- e) Areas that concentrate tourist accommodations and services and preclude functionally unrelated multi-family and retail commercial uses, discouraging dispersion of motels and other highway commercial uses in the other commercial or residential areas.

*Neighborhood Commercial Areas*

- a) Limited areas where small-scale neighborhood commercial and service uses can be allowed to enable each community to attain self-sufficiency in regard to day-to-day shopping needs without disrupting the residential character of the area.
- b) Locations between areas and downtown areas along collector or arterial streets which serve to reduce the number of shopping trips for daily needs and to encourage walking or bicycling.
- c) Sites between two and five acres in size, related to the population within a one-half to one mile radius market area.
- d) Areas with individual uses of generally less than 8,000 square feet of floor area to support small-scale business, with site and building design to blend with surrounding residential character.
- e) The following use groups from Article 2 of the Land Use Ordinance are eligible to be allowed in neighborhood commercial areas, with a maximum of 8,000 square feet for any use unless otherwise noted:
 

Nursery specialties	Membership organization facilities
Collection stations	Small scale manufacturing
Building materials and hardware	Eating and drinking facilities (maximum 80 seats)
Food and beverage retail sales	General merchandise stores
Outdoor retail sales	Service stations
Financial services	Offices
Offices, temporary	Personal services
Public services, consumer	Accessory storage

Temporary construction yards  
Transit stations and terminals

Pipelines and power transmission  
Vehicle storage

### Commercial Service

The purpose statements for the Commercial Service land use category include the following:

- a) To provide areas for commercial or industrial trade services and light manufacturing where they will not adversely affect surrounding properties.
- b) To protect adjacent incompatible uses from harmful influences and prevent intrusion or conflicting uses.
- c) To provide suitable locations for retail, wholesale, heavy commercial and service establishments usually located near highway traffic or where terminal facilities are convenient.

The character statements for the Commercial Service land use category include the following:

- a) Areas characterized by existing heavy commercial, service, and small-scale industrial uses.
- b) Areas where uses generally serve occasional needs rather than day-to-day needs.
- c) Areas and uses that will not create extensive, incompatible land use mixtures.
- d) Areas within urban service and reserve lines, or village reserve lines.
- e) Areas located to promote infill and restructuring of existing heavy and service commercial areas and discourage proliferation of scattered service uses.
- f) Areas appropriate for developments using planned development concepts where unified landscaping, signing, building design, service capabilities and adequate circulation can be ensured.
- g) Areas located to have access from collector and arterial streets to avoid use of residential streets for access or deliveries.
- h) Areas with slopes less than 15 percent and located generally outside of floodways, fault zones and other hazardous or environmentally sensitive areas.

### **Staff Response**

The project site is generally consistent with the purpose and character statements for both the Commercial Retail and Commercial Service land use categories. The project site is located within an established commercial and light industrial area within the Templeton urban reserve line. It is located on Ramada Drive, an arterial roadway, and has Highway 101 access to meet the shopping needs of tourists and highway travelers. All five parcels exceed the 6,000 square-foot minimum parcel size for new parcels in the Commercial Retail and Commercial Service land use categories. The site's slope is less than 15 percent.

### **Strategic Growth Principles and Policies**

Framework for Planning, Part 1 of the Land Use and Circulation Elements, contains strategic growth principles and policies to guide County land use and development. Applicable principles and policies are discussed below:

#### **Principle 2: Strengthen and direct development toward existing and strategically planned communities.**

##### **Policies:**

3. Plan for most future development to be within existing and strategically planned cities and communities.
5. Create active and vital urban and village environments that are attractive, compact, and orderly arrangements of structures and open space, appropriate to the size and scale of each community.

6. Plan adequate and convenient areas within communities for employment and economic development near transit and residential areas.
7. Phase urban development in a compact manner, first using vacant or underutilized "infill" parcels and lands next to or near existing development.

The proposed land use category change from Commercial Retail to a mixed Commercial Retail and Commercial Service land use category is generally consistent with the above strategic growth principle and policies. The project site is located within a predominantly commercial / industrial area in the Templeton urban reserve line. The proposed amendment would facilitate infill development and private investment in the Ramada Drive area since it would provide more flexibility to develop the project site consistent with changing market demands for commercial goods and services. Approval of the land use category change will enable the applicant to construct four new warehouse buildings to support new businesses in the Ramada Drive area.

### ***Authorization Options***

Your Board should consider the following options as part of your discussions when considering whether to authorize this project for processing:

1. Authorize this General Plan Amendment application for processing to change the land use category on the 9.8-acre site from Commercial Retail to a mixed Commercial Retail and Commercial Service land use category. This would allow for any of the allowable uses in the Commercial Retail or Commercial Service land use category to be established on the project site.
2. Authorize this General Plan Amendment application for processing, including the 13 acres of CR designated land to the east. This would result in a more comprehensive land use category change for the entire trapezoid shaped area bordered by Ramada, Cow Meadow Place, and Marquita. Although the adjacent landowners declined to participate in this application, they have verbally indicated that they are not opposed to their parcels being included in the land use category change.
3. Do not authorize the processing of this application.

### **OTHER AGENCY INVOLVEMENT/IMPACT**

If the project is authorized for processing, the application will be referred to all applicable agencies and community advisory councils. The application was sent as a tentative referral (notification that the application was requested, but has not yet been authorized for processing) to County Public Works Department, Environmental Health Department, Air Pollution Control Board, County Parks, CAL FIRE, Cal Trans, City of Paso Robles, Native American Heritage Commission and the Templeton Area Advisory Group. Responding agency referral responses are attached.

### **FINANCIAL CONSIDERATIONS**

The applicant has paid a deposit and has agreed to process the amendments under a Real Time Billing Agreement, which will allow for the recovery of the actual cost of processing.

## **RESULTS**

Authorization of the General Plan Amendment application will allow continued processing of this request. If authorized, additional referrals will be distributed to outside agencies and the Templeton Area Advisory Group. The application will then be processed for compliance with the California Environmental Quality Act (CEQA) and reviewed by the Planning Commission before returning to your Board for final action. This authorization hearing is consistent with the county wide goal of promoting well-governed communities.

Not authorizing the application will stop the further processing of the General Plan Amendment. Any unused portion of fees collected will be refunded.

## **ATTACHMENTS**

1. Exhibit A: Vicinity Map, Land Use Category Map, Warehouse Building Plans
2. Exhibit B: Guidelines for Land Use Category Amendments
3. Exhibit C: Purpose and Character Statements for Commercial Retail and Commercial Service land use categories
4. Exhibit D: Referral Responses