

MONTEREY COUNTY PLANNING COMMISSION

Meeting: December 10, 2014	Agenda Item No.: 10
Project Description: Hold a public workshop to discuss update of the zoning maps for consistency with the 2010 General Plan policies and land use designations.	
Project Location: Inland Areas Only (Non-coastal)	APN: Inland Areas Only (Non-coastal)
Planning File Number: REF140023	Applicant: County of Monterey
Planning Area: Inland Areas Only (Non-coastal)	Flagged and staked: N/A
Zoning Designation: Inland Areas Only (Non-coastal) Monterey County Code Title 21	
CEQA Action: General Plan EIR	
Department: RMA - Planning	

RECOMMENDATION:


Staff recommends that the Planning Commission hold a public workshop to discuss update of the zoning maps for consistency with the 2010 General Plan policies and land use designations.

PROJECT OVERVIEW:

With the adoption of the 2010 General Plan (GP), all inland zoning maps need to be updated to implement applicable policies and land use designations within elements, area plans and corridor plans. This update will also require amendments to Title 21 relative to additional zoning districts and combining districts. The last comprehensive update to the zoning maps was in 1995 so this task is bringing forward multiple revisions and improvements. Through staff's internal scoping, staff has vetted many issues relative to the creation and organization of the updates and found it prudent to share the thought process and receive feedback from the Planning Commission at a workshop setting, prior to bringing the amendments forward for actual consideration.

OTHER AGENCY INVOLVEMENT: The following agencies and departments reviewed this project:

√ County Counsel



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November 25, 2014

cc: Front Counter Copy; Planning Commission; LUAC's; Fire Protection Districts; RMA-Public Works; Parks Department; Environmental Health Bureau; Water Resources Agency; Jacqueline R. Onciano, Planning Services Manager; Grace Bogdan, Project Planner; Carol Allen, Senior Secretary; The Open Monterey Project (Molly Erickson); LandWatch (Amy White); Refinement Group (Nancy Isakson); Ag Advisory Committee (Christina McGinnis); Planning File REF140023.

Attachments: Exhibit A - Project Discussion


This report was reviewed by Jacqueline  Onciano, Planning Services Manager (Long Range Planning)

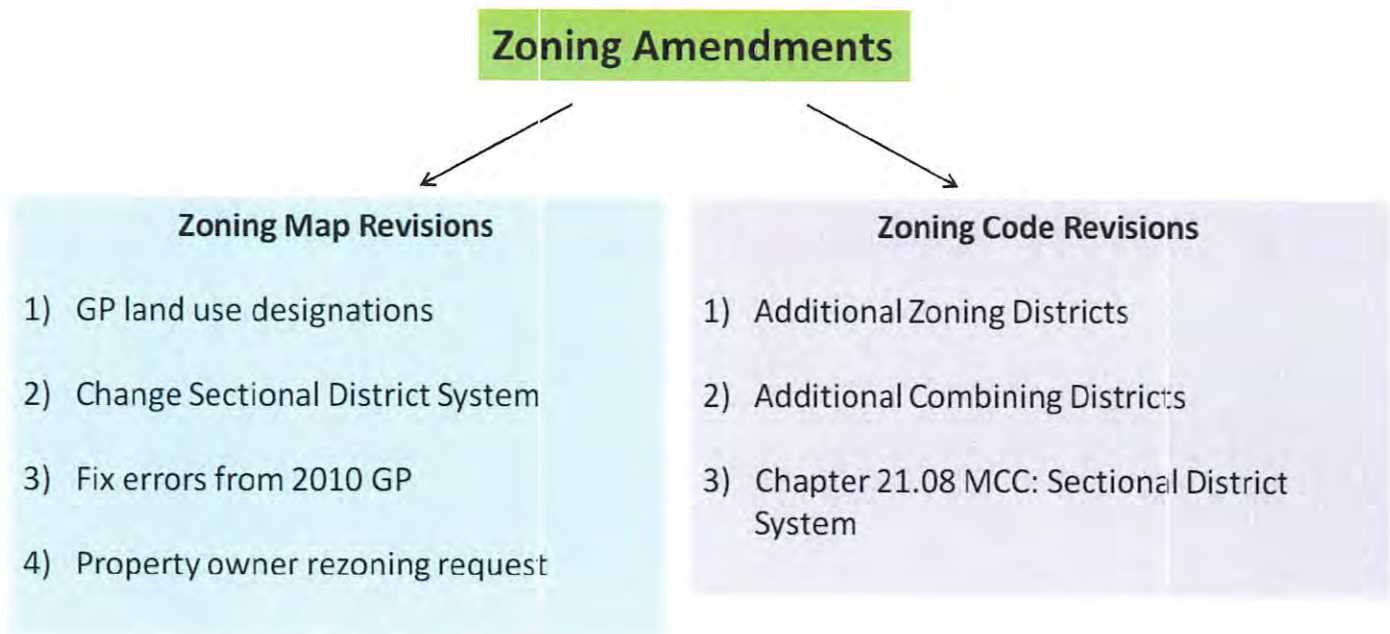
EXHIBIT A PROJECT DISCUSSION

Purpose and Objective:

The purpose of this report is to provide the Planning Commission with an update on the incorporation of 2010 General Plan policies into the mapping and zoning code amendments. Staff is not presenting, or requesting, recommendation of options at this time; this report serves as an introduction to concerns identified by staff, and how these issues have been addressed. In most cases the policies have provided staff with sufficient direction, however interpretation is needed for policies regarding commercial districts and community areas, for which this report will attempt to convey staff's approach. Review of the GP policies resulted in the need to develop new zoning districts for commercial and mixed use, and new combining districts for affordable housing, rural centers, community areas, and the agricultural winery corridor plan.

Discussion of updates:

A series of revisions are being addressed through this zoning update. They have been separated by revisions to the official zoning maps and to the zoning code (Monterey County Code Title 21):



Development of new combining/overlay districts

Staff will use the following policies in the General Plan to develop regulations for new combining districts:

- Affordable Housing Overlay: Reference from policies LU-2.11, 2.12, and 2.13
- Agricultural and Winery Corridor Plan: Reference corridor plan
- Rural Centers: Reference policies LU-2.26-2.32
- Special Treatment Areas: GP glossary and various special treatment policies
- Community Areas: Reference policies LU-2.20-2.25

Development of new zoning districts

Regulations for new zoning districts will be developed using the following policies and discussion:

- Mixed Use District: Reference policy LU-2.33.c
- Commercial Districts: Various land use maps for the 2010 General Plan includes commercial land use designations such as Neighborhood Commercial, General Commercial, and Planned Commercial.

However the Land Use Element of the General Plan (Policy LU-4.1) only speaks to the establishment and regulation of three types of commercial, which are the existing commercial districts in the zoning code (Light Commercial, Heavy Commercial, and Visitor Serving/Professional Office.) Most new commercial designations are located within Community Areas, with the exception of some parcels in Greater Salinas Area Plan and Carmel Valley Master Plan. To create districts for these additional commercial land use designations could involve a GP amendment of policy LU-4.1, and the reorganization of the commercial districts to ensure there is not meaningless overlap between the existing and new commercial land use designations.

Understanding that the zoning district does not need to match the land use designation, as long as the zoning district allows the land use designation, staff will do the following: 1) zone neighborhood commercial land use as Light Commercial, general commercial as Heavy Commercial, and 2) create a new zoning district for planned commercial. This will provide staff an opportunity to revise the purpose of each commercial district to appropriately range commercial uses from Light Commercial, Planned Commercial, Visitor Serving/Professional Office, and Heavy Commercial. The Planned Commercial district regulations will be a hybrid of the existing commercial districts, focused on the reliance of General Development Plans, while light commercial may be revised to be less reliant on General Development Plans and more focused on neighborhood serving commercial uses.

Further revisions to the zoning districts relative to allowed uses are necessary. Many of the uses are out of date, repetitious and can be generally simplified. This is something that will be addressed in the comprehensive zoning update, which is part of the Long Range Planning Work Program.

Community Areas

The General Plan designated the following as community areas:

- Boronda (Greater Salinas Area Plan)
- Chualar (Central Salinas Area Plan)
- Castroville (North County Area Plan)
- Fort Ord (Fort Ord Master Plan)
- Pajaro (North County Area Plan)

A community plan will be written and adopted for each area, as Castroville Community Plan has been written and adopted. Policy LU-2.23 directs staff to zone these areas Community Plan, "CP". This raises one question, how do we zone the community areas that do not have an adopted community plan?

Staff recommends that these community areas be zoned with the specific zoning district for the related land use designation, and a community area overlay district should be developed and combined with the underlying zoning district until such time that a community plan is adopted (example: parcels with a General Commercial land use designation in Boronda Community Area will be zoned HC-CA) The Community Area overlay district regulations will be developed to reflect the development policies in GP policies LU-2.20-2.25. In Specific Plan areas, the zoning will continue to reflect the Specific Plan zoning district, which requires looking to the Specific Plan for the zoning designation and regulations.

Community Plans

Fundamentally, it would be ideal to have zoning for the adopted community plans included in the zoning maps. However, the objective of a community plan is to develop specific policies related to development of that community, which in some cases is not easily generalized into zoning districts. In other words, there is a benefit to not including community plan land use designations in the zoning maps. For instance,

Castroville labels residential districts LDR/MDR/HDR similar to Monterey County Code; yet the density of Castroville's residential districts significantly differ from the rest of the county. This is because one of the community plan's goals is to develop Castroville at a higher density than other areas of unincorporated Monterey County. Therefore, staff recommends that the community plan district remain, and areas that have adopted community plans be zoned as "CP" to defer the reader directly to the community plan document.

Addressing Fort Ord Master Plan

The 2010 General Plan designated Fort Ord as a community area and further stated that the Fort Ord Master Plan (FOMP) shall serve as the Community Plan for Fort Ord. The Fort Ord Reuse Authority (FORA) has not yet certified the 2010 FOMP as being consistent with FORA's Base Reuse Plan. This means parcels in Fort Ord operate under the previously certified FOMP from 2002. The zoning maps will not revise Fort Ord relative to the 2010 General Plan policies; however the maps will revise the current zoning of Fort Ord to reflect the land use map certified in the FOMP from 2002. Currently Fort Ord area is zoned Public Quasi Public, and has been since it was a military base. The proposed zoning maps will rezone the parcels as the most appropriate zoning districts relative to the certified land use designations. (Example: Habitat Management land use designation will be zoned Resource Conservation)

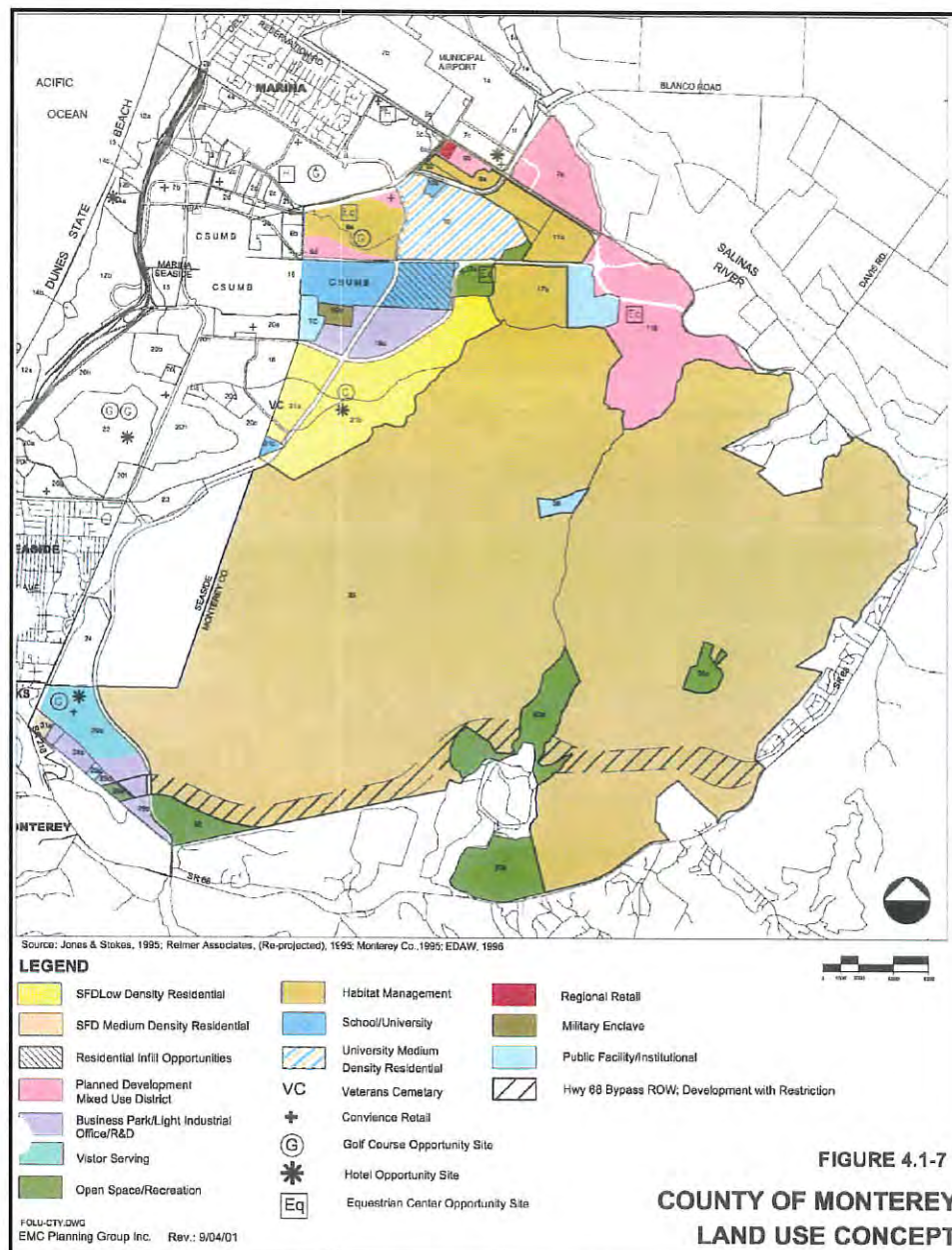


Figure 1: 2001 Ford Ord Master Plan Land Use Map

Updating Sectional District System:

Historically the zoning maps have been organized by Sectional District Maps, essentially an index map that sections the County by grid (see Figure 2), which will refer to a larger image of the section showing zoning by parcel. The establishment of these district maps is outlined in Section 21.08.030 of the Monterey County Code. This methodology is out of date with today's mapping technology. Staff no longer updates zoning maps by hand, which is how these were created and maintained. Today's technology allows staff to use computer software known as Geographic Information Systems (GIS), a mapping program that stores information in layers to add or remove data from a map. Staff no longer uses physical zoning maps to research parcels on a daily basis; instead maps are viewed on a computer screen. The land use maps that were created for the General Plan are organized by area plan, and this is how staff proposes to bring forward the zoning maps (See Figures 3 and 4). San Luis Obispo and Santa Barbara counties have recently transitioned from physical zoning maps to virtual maps, as this is a commonly utilized and much more powerful technology. Staff is working with County Counsel to determine how to codify the transition from sectional district maps to GIS shapefiles.

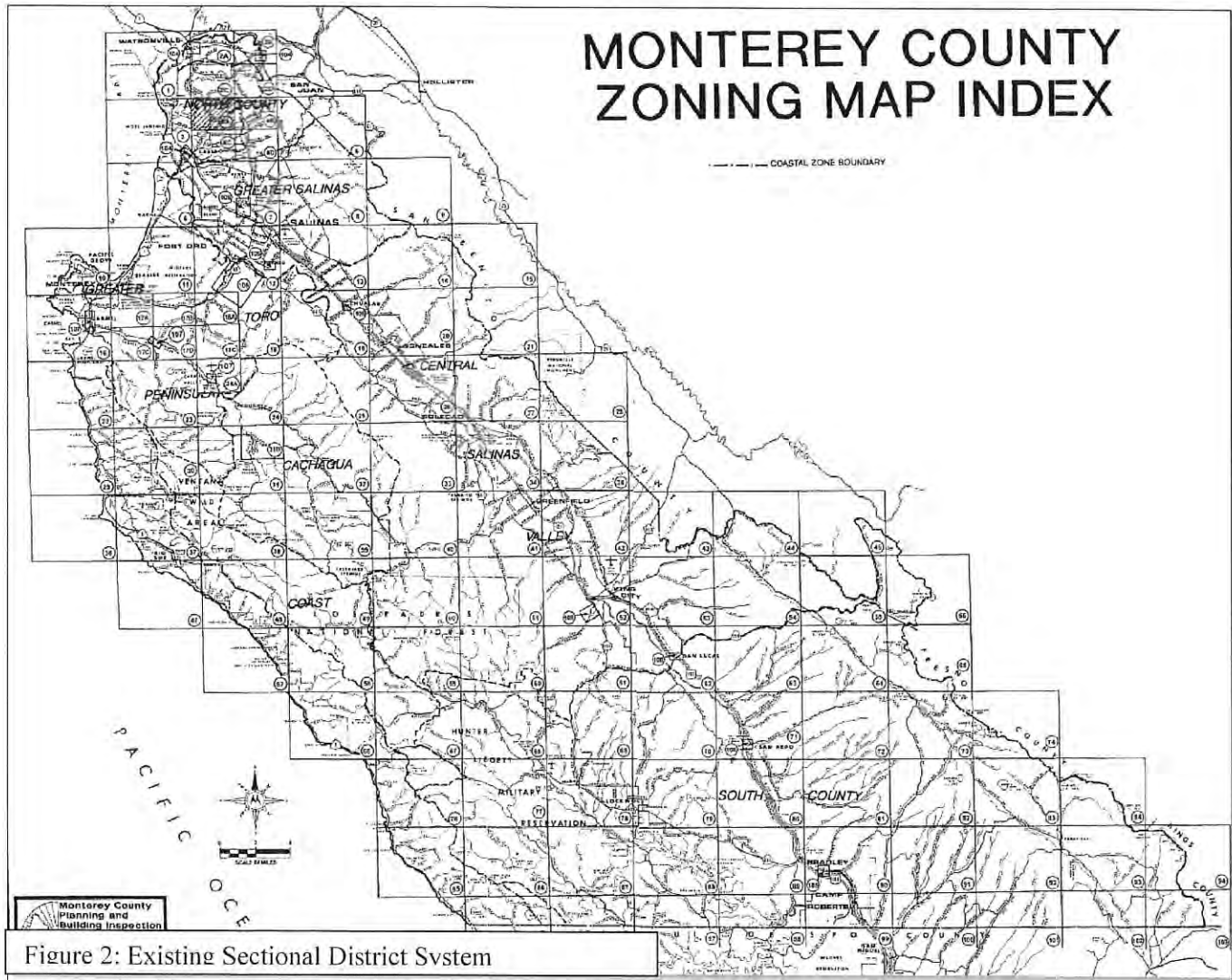
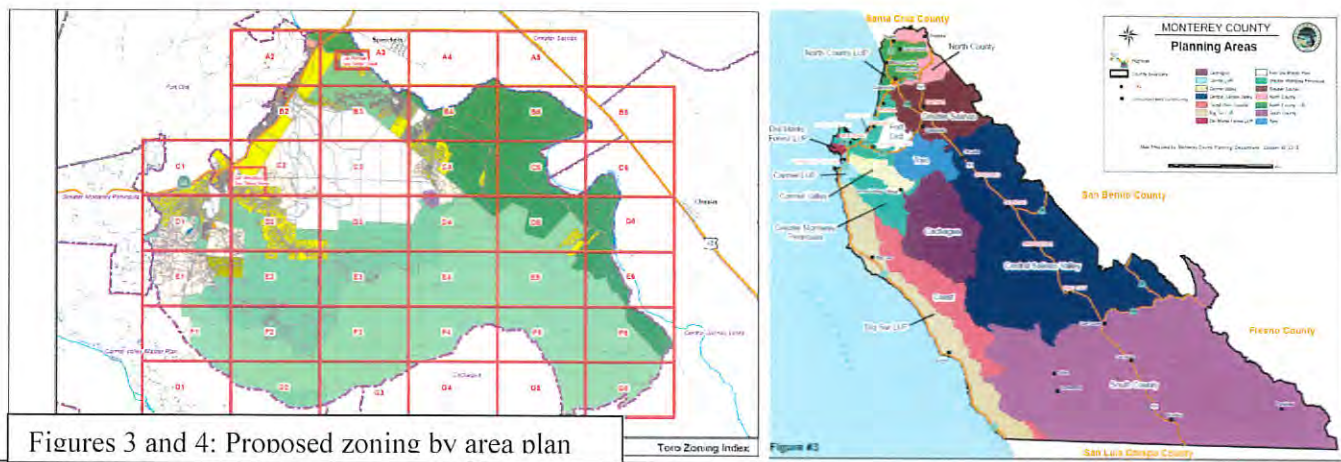


Figure 2: Existing Sectional District System



Figures 3 and 4: Proposed zoning by area plan

Designation of Scenic Highways

The General Plan states that the County shall seek state designation for scenic route status the following roads:

- Carmel Valley Road (CV-2.15 / GMP-2.6 / CACH-2.2)
- Corral de Tierra (T-2.8)
- San Benancio (T-2.8)
- Corral de Cielo (T-2.8)
- River Road (T-2.8)
- Underwood Road (T-2.8)
- Old Stage Road (GS-2.4)
- Robinson Canyon Road (GMP-2.6)
- Reservation Road (GMP-2.6)
- Highway 1 north of Highway 68 junction (STATE DESIGNATION) (GMP-2.6)

According to the CalTrans Scenic Highway Guidelines, this is a lengthy process that requires multiple steps and coordination with the local jurisdiction, CalTrans, and most importantly, the affected communities. An additional task has been created on the Long Range Work Program to focus on this effort. At this time, these policies should not affect any rezoning unless specifically addressed in the policy. For example, GS-2.4 specifically states that parcels along Old Stage Road shall be zoned with a Design Control, “D” district overlay.

Next Steps

Staff is actively developing the new zoning and combining districts as described in this status report. These draft regulations will be sent to the Land Use Advisory Committees and applicable Chambers of Commerce for review. It is our goal to return to the Planning Commission in spring of 2015 with completed maps and ordinances for a recommendation of approval to the Board of Supervisors. The zoning maps and related ordinances are implementing land use, densities, and policies of the General Plan that were reviewed in the General Plan EIR, therefore there is no further environmental review necessary.