

## Town and Gown along the Coast

Finding the Middle Ground between Cities, Colleges and Universities, and the Coastal Commission



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San Diego



## Town and Gown: Prestige and Tension

- **Colleges and Universities > Communities- the Upside**
  - Seats of Learning - Prestige
  - Employment Opportunities
  - Increased Property and Sales Tax Revenues
- **Colleges and Universities > the Downside**
  - Additional Demand on Public Infrastructure- water; wastewater; traffic
  - Additional Demand on Local Housing
  - Potential Incompatibility with Surrounding Land Uses – nuisance noise; public health and safety



### **Addressing Town and Gown Land Uses in the Coastal Zone**

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- **Planning for Long-Term Educational Trends Statewide**
  - Enrollment Shifts Dictated by Legislative Mandate
    - University of California: Enrollment Caps;
    - Community Colleges Must Accept All Enrollees
- **Long Range Development Plans (LRDP) Outlining Capital Facilities and Policies directing growth.**
- **Institutional Facilities are Lead Agency Under CEQA, but must consult with responsible and trustee agencies**
- **Within Coastal Zone, a LRDP Requires Consistency Finding with Coastal Act and Coastal Commission Approval**
- **Findings of Consistency with Adjacent City or County Local Coastal Plan Required as well.**



### **Three Coastal Educational Institutions = Planning Success**

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- **Mira Costa College, San Diego County**
  - Alison Evans, AICP, Coastal Planner, Dudek
- **University of California, Santa Barbara**
  - Alissa Hummer, Director of Campus Planning & Design, University of California, Santa Barbara
- **Santa Barbara City College**
  - David Stone, Environmental Program Manager, Dudek



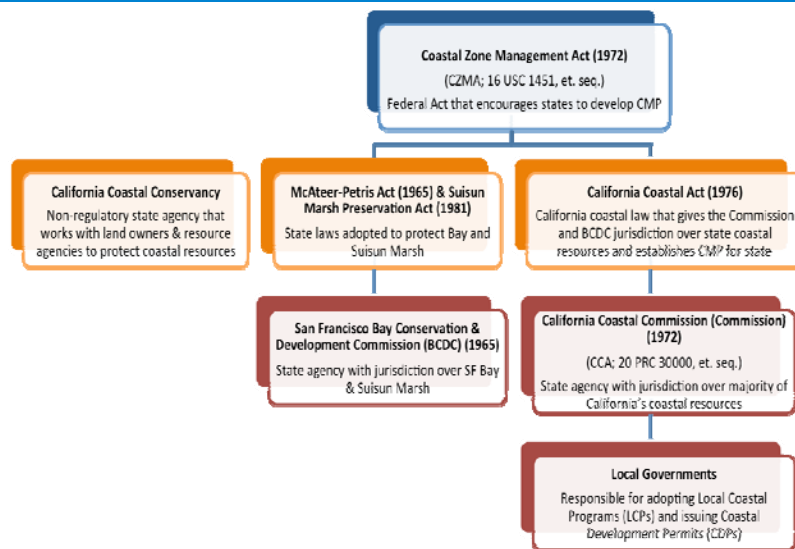
## Town and Gown Along the Coast

### The Coastal Commission's Role in Regulating Campus Development



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## Coastal Laws and Governing Bodies



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## About the CA Coastal Act

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Chapter 3 of the Coastal Act contains key coastal provisions, such as:

- protection of agricultural lands, environmentally sensitive habitat areas, areas of scenic beauty, and property/life from coastal hazards
- protection and expansion of coastal public access including public access, coastal and inland recreation, and low-cost visitor activities
- enhancement and restoration of natural resources including environmentally sensitive areas, sensitive species, and water quality



## About the CCC

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- Independent, quasi-judicial state agency
  - Projects are approved by Commissioners, not at the staff level like other agencies
  - Commission has ultimate land use authority within the Coastal Zone
- 12 voting members who implement California Coastal Act land-use decisions
  - Six members are locally-elected officials and six members are appointed from the public at-large
- Certifies local coastal programs (LCPs) for local governments



## Unique Procedures for Universities and Colleges

- Campus projects could be subject to the following Coastal regulatory provisions:
  - Long Range Development Plan (LRDP)
  - Public Works Plan (PWP)
- Once approved, no Coastal Development Permit is required for future project implementation, regardless of local jurisdiction regulatory authority
  - Local policies provide guidance, but are not the standard of review
- Future projects must instead demonstrate consistency with the LRDP or PWP



## Unique Procedures for Universities and Colleges

### **Section 30605 Public works or state university or college or private university long-range land use development; plans**

To promote greater efficiency for the planning of any public works or state university or college or private university development projects and as an alternative to project-by-project review, plans for public works or state university or college or private university long-range land use development plans may be submitted to the commission for review in the same manner prescribed for the review of local coastal programs as set forth in Chapter 6 (commencing with Section 30500). If any plan for public works or state university or college development project is submitted prior to certification of the local coastal programs for the jurisdictions affected by the proposed public works, the commission shall certify whether the proposed plan is consistent with Chapter 3 (commencing with Section 30200). The commission shall, by regulation, provide for the submission and distribution to the public, prior to public hearings on the plan, detailed environmental information sufficient to enable the commission to determine the consistency of the plans with the policies of this division. If any such plan for public works is submitted after the certification of local coastal programs, any such plan shall be approved by the commission only if it finds, after full consultation with the affected local governments, that the proposed plan for public works is in conformity with certified local coastal programs in jurisdictions affected by the proposed public works. Each state university or college or private university shall coordinate and consult with local government in the preparation of long-range development plans so as to be consistent, to the fullest extent feasible, with the appropriate local coastal program. Where a plan for a public works or state university or college or private university development project has been certified by the commission, any subsequent review by the commission of a specific project contained in the certified plan shall be limited to imposing conditions consistent with Sections 30607 and 30607.1. A certified long-range development plan may be amended by the state university or college or private university, but no amendment shall take effect until it has been certified by the commission. Any proposed amendment shall be submitted to, and processed by, the commission in the same manner as prescribed for amendment of a local coastal program.

(Amended by Ch. 600, Stats. 1983.)



## Unique Procedures for Universities and Colleges

### **Section 30606 Public works or state university or college or private university long-range land use development; notice impending development**

Prior to the commencement of any development pursuant to Section 30605, the public agency proposing the public works project, or state university or college or private university, shall notify the commission and other interested persons, organizations, and governmental agencies of the impending development and provide data to show that it is consistent with the certified public works plan or long-range development plan. No development shall take place within 30 working days after the notice.

(Amended by Ch. 600, Stats. 1983.)

### **Section 30114 Public works**

"Public works" means the following:

(a) All production, storage, transmission, and recovery facilities for water, sewerage, telephone, and other similar utilities owned or operated by any public agency or by any utility subject to the jurisdiction of the Public Utilities Commission, except for energy facilities.

(b) All public transportation facilities, including streets, roads, highways, public parking lots and structures, ports, harbors, airports, railroads, and mass transit facilities and stations, bridges, trolley wires, and other related facilities. For purposes of this division, neither the Ports of Hueneme, Long Beach, Los Angeles, nor San Diego Unified Port District nor any of the developments within these ports shall be considered public works.

(c) All publicly financed recreational facilities, all projects of the State Coastal Conservancy, and any development by a special district.

(d) All community college facilities.

(Amended by: Ch. 1075, Stats. 1978; Ch. 1553, Stats. 1982; Ch. 392, Stats. 1985.)

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## Case Study

### University of California, Santa Cruz Marine Science Campus Coastal Long Range Development Plan (LRDP)



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### Key Local Planning Considerations

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- Campus is entirely within Santa Cruz city limits and coastal zone.
- City's Local Coastal Program Land Use Plan (LUP) submitted for certification in 1981 included a "West-Side Study Area" consisting of the campus and a 57-acre parcel later acquired by the University.
- The City's 1981 LUP proposed to terminate existing agricultural use and redevelop with residential, industrial, neighborhood-commercial, and coastal-dependent uses.
- The Commission denied certification for the West-Side, while certifying the LCP for most areas within the City's coastal zone
  - Maintaining active agricultural use a key concern
- The West-Side has remained an "area of deferred certification" (i.e. not governed by the City's LCP) and remains within original permit jurisdiction of the Commission.



### Marine Science Campus Coastal LRDP

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- **Chapter 4** describes the Program and Plan details
- **Chapter 5** contains the key Coastal Resource Protection Policies
  - Natural Resources Protection
  - Circulation and Parking
  - Hydrology and Water Quality, etc.
- **Chapter 6** provides Design Guidelines to govern future development in accordance with the Scenic & Visual Resource policies
- **Chapter 8** identifies the Development Procedures
  - Notice of Impending Development (NOID)
  - Commission review
  - Monitoring requirements
  - Emergency Authorizations





## Marine Science Campus Coastal LRDP



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## Case Study

MiraCosta Community College District  
San Elijo Science Campus CDP Amendment



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### **Campus Planning Context**

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- In March 1985, the Coastal Commission approved a Coastal Development Permit for the new San Elijo Campus of MiraCosta Community College
  - Although within the City of Encinitas, the City's LCP was not certified until 1995
- Original permit covered:
  - 13 buildings totaling 80,000 sf on the 47 acre site
  - 815 parking spaces within a landscaped lot, with access off Manchester Avenue
- 9 Amendments to the Original CDP have been processed and approved by the Coastal Commission since that time



### **Local Coastal Resource Considerations**

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- Special Conditions of Original Permit addressed:
  - Improvements to Manchester Avenue
  - Limitation of enrollment to 3,000 max. students, with no more than 1,000 on campus at any time
  - Prohibition on classes starting before 9:00 a.m. to avoid peak traffic
  - Runoff and erosion controls
  - Mitigation of visual impacts through landscaping, lighting and height limits
  - Dedication of surrounding open space
  - Documentation and monitoring of parking adequacy and traffic circulation
  - Potential use of lot for shuttle service
- Many of these conditions have since been removed, modified or updated as part of the 9 previous Amendments



## Local Coastal Resource Considerations

- Public Access and Recreation
  - PARKING!!
  - Access to beach or trail systems of the lagoon
- Environmentally Sensitive Habitat Areas and Water Quality
  - Upland riparian habitats (e.g., Coastal Sage Scrub)
  - Adjacent to San Elijo Lagoon (stormwater runoff)
- Visual Resources
  - Buffers/Open Space
  - Active agricultural use nearby
  - Visible to and from public access trails, coastal resource areas associated with the lagoon, and major roadways (I-5 and Manchester Avenue)

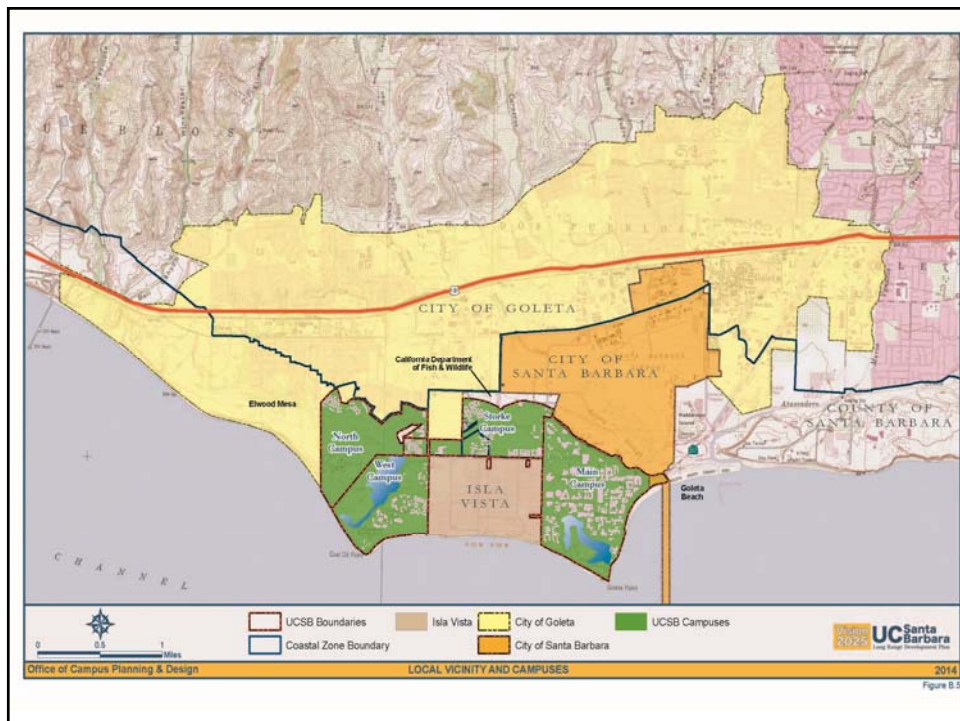


## Solutions through Special Conditions



- Best Management Practices for sensitive habitat resource protection and water quality/runoff
- Design guidelines, height restrictions and limits on development footprint
- Development of open space preserves, visual buffers, and habitat restoration
- Establishment of joint use parking facilities promoting coastal recreational access
- Aggressive transportation demand management (TDM) programs coordinating on-line academic classes, increased mass transit participation, carpooling incentives, and bicycle use.







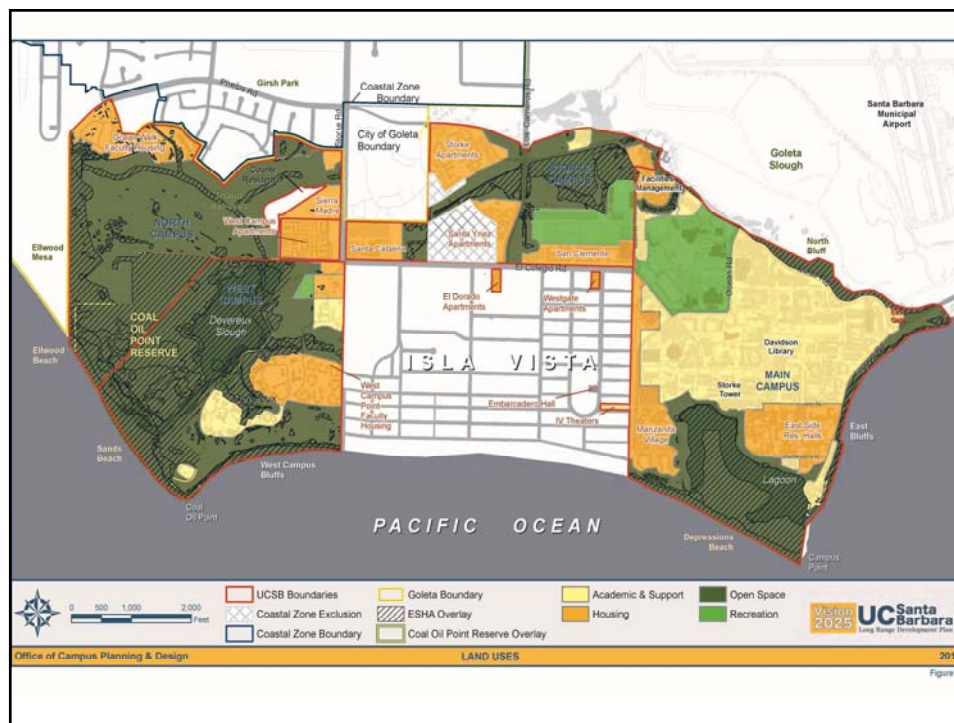
## 2010 Long Range Development Plan

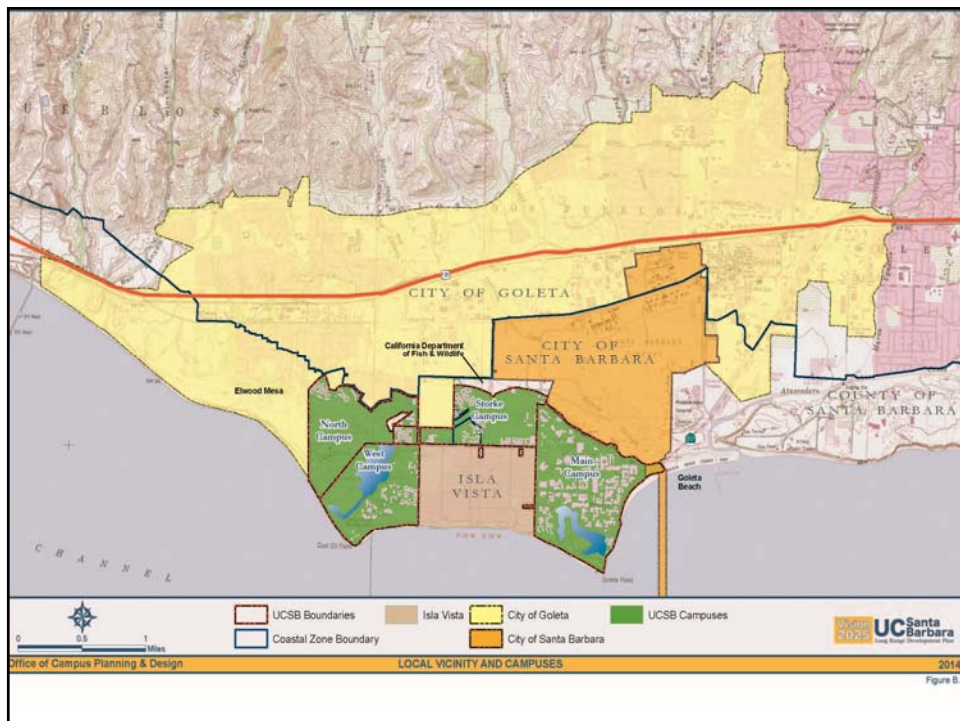
- 5,000 additional students / 1,800 staff & faculty
- Land Use covering 1,119 acres
  - 202 acres Academic and Support
  - 224 acres Housing
  - 613 acres Open Space
  - 79 acres Recreation
- 1.8 million additional ASF, 3.0 million additional GSF
- New Housing



## UC's Constitutional Autonomy

- The California Constitution has delegated “full” powers of governance to The Regents with respect to affairs exclusive to the University, (Article IX, Section 9 of the California Constitution).
- SEC. 9. (a) The University of California shall constitute a public trust, to be administered by the existing corporation known as "The Regents of the University of California," **with full powers of organization and government, subject only to such legislative control as may be necessary to insure the security of its funds and compliance with the terms of the endowments ...**





### **2010 LRDP Agreements with the County**

- **Cooperative Agreement for Law Enforcement**
    - Increases Campus Police personnel in relation to enrollment
    - Increases participation in Isla Vista law enforcement paid for by UCSB
  - **Cooperative Agreement for Fire Protection**
    - Increases funding for fire protection in relation to enrollment
    - Shifts Paramedic services to County
    - Increases funding for fire protection as additional faculty/staff and student housing is built
  - **Cooperative Agreement for Isla Vista Community Improvements**
    - Provides \$2M in matching funds for vehicular/pedestrian improvements
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### **2010 LRDP Agreements**

#### **2010 Mitigation Implementation and Settlement Agreement**

- Between University, County, and City of Goleta
- Links enrollment growth to the provision of new student housing
- Provides funding to mitigate future traffic impacts
- Required the support of the City and County with the California Coastal Commission approval processes

#### **2010 Cooperative Agreement with Sustainable University Now (SUN)**

- Established sustainability requirements and stretch goals related to traffic/alternative transportation, housing, water, biology, and energy
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## **UCSB agreed to fund:**

- \$400/new student (\$2M total) for bike and pedestrian improvements in Isla Vista
- \$83,000/year for student EMT training/interns
- ALL increased costs for additional fire service (est. \$690,000/year at full buildout)
- \$170,000 for new ambulance
- 2.25 new Campus police officers assigned to Isla Vista (~\$350,000/year at full buildout)

- \$3,120,000 to County for road and intersection improvements
- \$8,890,000 to City of Goleta for road and intersection improvements
- ~\$385,000/year to increase headways on two major bus lines serving UCSB

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**Over \$20,000,000 total for all issue areas**

## Additional Positive Outcomes

- Fewer parking spaces
- IV parking program
- More sidewalks & bikepaths in Isla Vista
- Emphasis on reclaimed water
- More coastal access parking

**~\$1M/year to wholly fund a new bus line serving the campus and our housing**











## SUMMARY

- Challenges we faced
  - Historic distrust by adjoining community
  - Highly constrained campus
  - Mandates from the state to grow
- What worked
  - Community outreach/ negotiations that resulted in support
  - Converting potential adversaries to allies
  - Paying our fair share
- What's ahead
  - More cooperation/collaboration
  - Smoother path at the Coastal Commission



Thank You!

## Town and Gown along the Coast

Santa Barbara City College- Addressing Student Parking, Housing, and Residential Compatibility Concerns



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## Santa Barbara City College

- Land Use Context
  - Established in 1971 adjacent to residential neighborhoods
  - Access from US 101 also serves the Santa Barbara Harbor, Waterfront and Beaches
  - East and West Campuses separated by City roadway, Loma Alta Drive
  - Enrollment Growth, particularly Adult Education, has prompted establishment of satellite campuses in former elementary school facilities in Santa Barbara and unincorporated Goleta
- Long Range Development Plan – Public Works Plan
  - Most Recent Update in 2000, with subsequent amendments when additional development projects have been proposed
  - Contains environmental design standards consistent with City of Santa Barbara Coastal Land Use Plan

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## Santa Barbara City College – Land Use Tensions

- **Parking**
  - 2,496 spaces, regulated by permit
  - Annual surveys consistently show 97+ percent peak demand at mid-day, though substantially less during the morning and evening peak traffic periods.
  - Adjacent Mesa residential neighborhood complaints regarding students parking and walking/skateboarding to campus.
- **Housing**
  - Over 5,000 SBCC students live and commute from Isla Vista, student residential community adjacent to UCSB.
  - Approximately 2/3 of all students live within 11 miles of campus, creating impacts on housing stock, particularly multi-family units.
- **Noise, Nuisance**
  - Residential complaints associated student lifestyle activities.



## Santa Barbara City College – Parking/Transportation



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## **Santa Barbara City College – Parking Solutions**

- **Initial Solution Parking Structure**
  - Proposed 1999 LRDP forecast development generating 5,670 ADT, 418 A.M. PHT and 501 P.M. PHT
  - Parking structure was also proposed to address historic deficits.
  - City of Santa Barbara considered that parking structure proposal was premature prior to demonstrating feasible efforts to reduce traffic.
  - 1999 LRDP approved by Coastal Commission without Parking Structure, but with a condition to implement Transportation Demand Management Program



## **Santa Barbara City College – Parking Solutions**

- **Transportation Demand Management Program**
  - Implemented initially in 2000 with numerous refinements since then.
  - Established staff, faculty and student work committees to identify feasible TDMP strategies, ensuring ownership and buy-in
- **TDMP Alternative Mode Improvements**
  - Preferential carpool parking spaces closer to classrooms
  - Transit Pass Program, requiring students to purchase bus pass with tuition
  - Improvements to bus stops, including benches and shelters, trash receptacles, night lighting, disabled access, and pedestrian crossing access, and commitment to funding of off-campus bus stop Vanpool Program for students, faculty, and staff commuting over 30 miles from Campus
  - Providing Bike Racks, Student Bicycle Shop, Do-it-Yourself Bike Repair Stations



## **Santa Barbara City College – Parking Solutions**

- **TDMP Remote Learning Alternatives**
  - **On-Line Curriculum**
  - **Off-campus Curriculum at Two Satellite Locations Previously used exclusively for Adult Education Classes (Downtown Santa Barbara and Unincorporated Goleta, less than 7 miles from SBCC)**



## **Santa Barbara City College – Parking Solutions**

- **TDMP Remote Learning Success**
- **Fall 2015 - 19,056: Total Students**
  - **Students Taking On-Line Courses: 13+ percent. Increase of 13 percent from 1999.**
  - **Students Taking Off-Campus Courses: 23+ percent. Increase of 15 percent from 1999**



## SBCC Neighborhood Housing Solutions

- Absence of dedicated student housing in residential neighborhoods surrounding City College.



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## Santa Barbara City College – Housing Solutions

- Existing Conditions
  - Multi-family and single-family residential student rentals
  - Beach City, apartment complex between SBCC Campus



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## Santa Barbara City College – Housing Solutions

- Beach City
  - 500-bed apartment complex renovated to provide for student community with immediate pedestrian access to SBCC



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## SBCC Neighborhood Housing Improvements

- Need for meaningful increase in student residential density to reduce housing impacts
- Reduce student parking constraints on SBCC Campus and reduce spillover in residential streets



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### **SBCC Neighborhood Housing Improvements**

- **Playa Mariposa- 1,500 Bed Student Residential Community**
  - Increasing institutional student housing by 300 percent



### **SBCC Neighborhood Housing Improvements**

- **Playa Mariposa- Reducing Student Parking Impacts**
  - No Resident Parking Permit-Lease Restriction
  - Alternative Transportation: rental Zip Cars, Downtown Shuttles, Uber Contracts
  - Cafeteria, 24-Hour Mini Market, 24-Hour Café





### **SBCC Neighborhood Housing Improvements**

#### **▪ Playa Mariposa- Reducing Student Parking Impacts**

- **Providing Student Community Amenities, Reducing Undesirable Student Activities in Adjacent Residential Neighborhoods**
  - 24-Hour Fitness Facility
  - Rec-Room
  - Study Lounges
  - Roof-Top Pool Sun Decks
  - Movie Theater



### **SBCC Neighborhood Housing Improvements**

#### **▪ Playa Mariposa- Building Community Connections**

- **Potential Joint Use Facility with SBCC**
  - Lecture, Multi-Purpose Hall
  - Conference Rooms
- **Community Service Activities**
  - Participating in neighborhood clean-ups, community gardening
  - Time spent counted as resident credit against monthly lease fees





## SBCC Neighborhood Housing Improvements

- Playa Mariposa- Building Community Connections
  - Providing City of Santa Barbara proposed roundabouts allowing for Class I Bikepath and improved SBCC entrance



## SBCC Neighborhood Improvements

- Solutions to Common Land Use Incompatibilities
  - Active Engagement of SBCC with Surrounding City Government, Coastal Commission, and Community
  - Recognition by Private Housing Development Sector to Provide Quality Student Housing, Reducing Impacts on Neighborhood Residential Character and Quality of Life



## **SBCC Neighborhood Improvements**

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### **Special Thanks to:**

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