



246 Gateway Monument



City of Buellton Avenue of Flags / Highway 246 Urban Design Plan

December 2002



Avenue of Flags/Highway 246 Urban Design Plan

December 2002

Prepared for:
Buellton Redevelopment Agency
140 W. Highway 246
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I. INTRODUCTION

Orientation

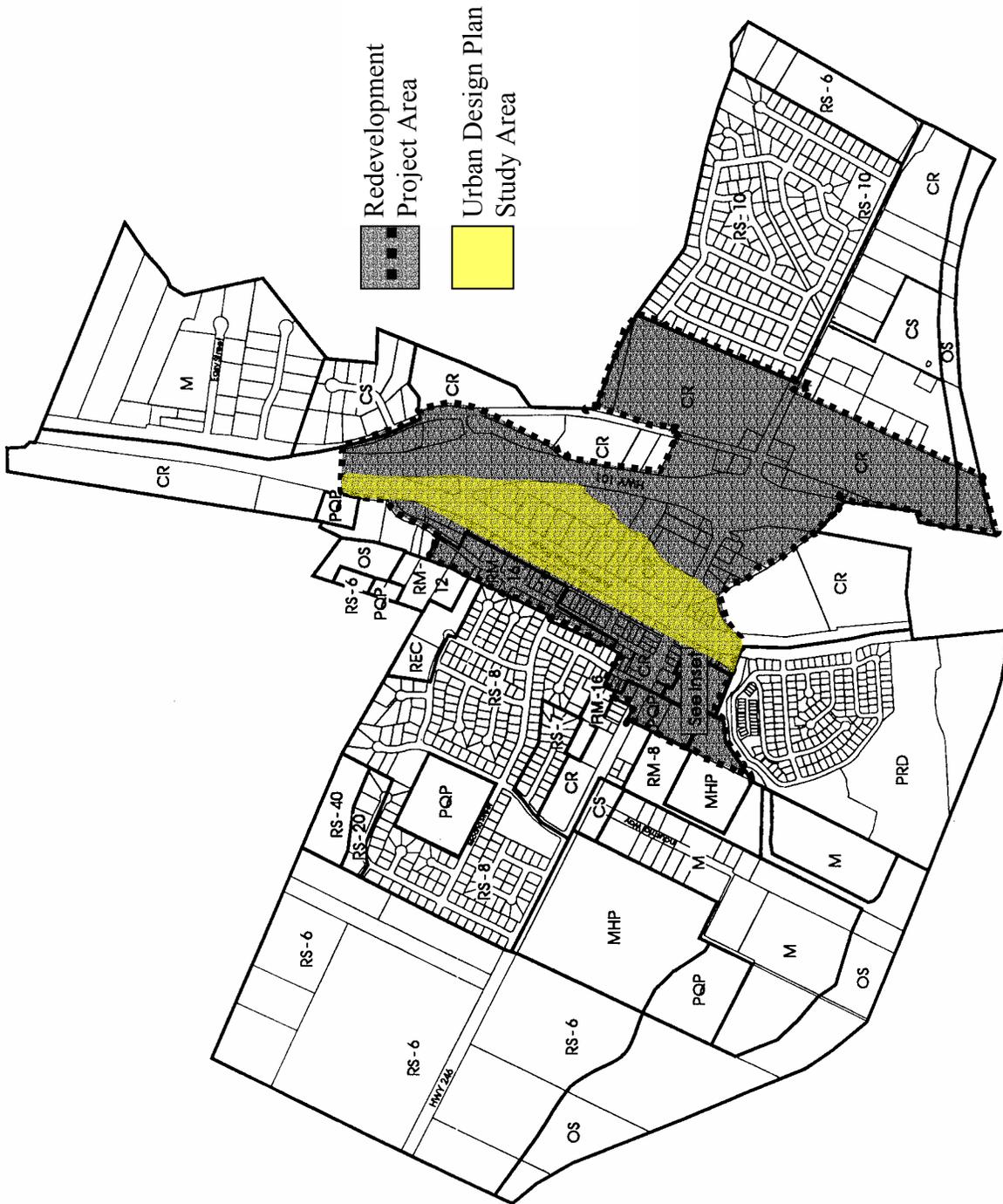
The Buellton Redevelopment Agency was formed in 1993 along with creation of the Buellton Improvement Project. The Project Area encompasses 180 acres and comprises roughly 17% of the City's total land area. The boundaries generally coincide with Central Avenue on the west, Freear Drive on the east, the southerly terminus of McMurray Road to the south, and the intersection of Avenue of Flags (the "Avenue") with U.S. Highway 101 to the north. The area is predominately commercial in character with only 7% of the area comprised of residential uses.

The overriding goal of the Buellton Improvement Project is to eliminate blighting influences and promote revitalization within the Project Area with principal focus on commercial properties along the Avenue and Highway 246. Specific programs and project designed to accomplish this objective are summarized below:

- **Avenue of Flags Revitalization.** Strengthen the Avenue commercial core area through the consolidation and reuse of undersized or blighted properties.
- **Highway 246 Commercial Projects.** Provide for the rehabilitation of existing buildings, install landscaping, and implement design guidelines to achieve coherent streetscapes.
- **Residential Rehabilitation.** Provide for the rehabilitation of substandard and functionally obsolete dwellings through the provision of low interest property improvement loans.
- **Affordable Housing.** Increase the supply of housing affordable to low and moderate-income households with particular emphasis on preservation of existing affordable dwellings.
- **Public Improvements.** Upgrade public facilities serving the Project Area including roads, storm drainage, wastewater collection and water distribution systems.

In the Spring of 2001, a special study session of the City Council and Planning Commission was held on the general topic of redevelopment in Buellton. The fundamental purpose of the session was to re-engage the community in the redevelopment process as a tool for revitalizing the Avenue. The session began with a review of basic redevelopment principals, followed by a status report on the Buellton Improvement Project and concluded with adoption of a Strategic Action Plan. As a direct outcome of that process, the firm of RRM Design Group was retained to prepare schematic design documents and associated cost studies to implement a streetscape program for the Avenue and its immediate surrounds (the "Study Area").

Study Area Map



Study Area Configuration

The Buellton Improvement Project encompasses 180 acres and is predominantly commercially zoned. The Avenue is at the center of the improvement zone with all properties fronting the Avenue zoned commercial. The area one block west of the avenue along Central Avenue is residentially zoned. The Avenue runs in a north - south direction paralleling the 101 Freeway, and contains a large center median that varies in width from a few feet up to eighty feet. There are two lanes of traffic in each direction with parallel parking along the median and sidewalk. The Study Area is 0.6 miles long and 180' wide, right of way to right of way along the Avenue and approximately 1000' long and 180' wide along Highway 246. The Avenue drops in elevation from Jonata off-ramp to the north to Second Street at the south and falls roughly 28' towards Zaca Creek to the East.

Project Objectives

The Urban Design Plan includes both recommendations for beautification and enhancement of the Avenue. The objectives are provided below.

Avenue streetscape project will set forth the following goals and objectives:

- To identify and locate “Gateway” improvements to the Avenue and the downtown district
- To help unify vehicular signage for the traveling public.
- Enhance and promote the increase usage of the medians within the right of way.
- Develop design options for the reconfiguration of Avenue right of way including: increased parking opportunities, widened sidewalks, lane reductions and traffic calming features.
- Provide a streetscape “Master Plan” to identify and locate physical improvements on the Avenue. This would include sidewalk widening and improvements, new landscape treatment, lighting, street furniture recommendations, and urban design strategies to emphasize pedestrian use and safety on the Avenue.

Community Design Guidelines

The City of Buellton adopted its first General Plan in 1993 with the primary goal of preserving the rural, small town character of the City. The City of Buellton developed and adopted Community Design Guidelines shortly thereafter. The Community Design Guidelines govern all new commercial and multi-family development within the City as well as non-commercial development with frontage on the Avenue. The Guidelines address the following issues:

- A single architectural theme for commercial development or separate themes for different commercial areas that incorporate design styles reflective of the desired rural, small town character of this community.
- Appropriate setbacks, building siting, building height and mass (emphasizing one and two-story structures), landscaping, lighting and signage.
- Commercial buildings along the Avenue with large display windows for “window shopping”, awnings above sidewalks and street trees to shelter pedestrians, second story balconies.
- The type, size, location, and planting techniques for street trees
- The location and design of bulbouts and pedestrian crossings
- The type, size, location, and planting techniques for street trees
- The location and design of parking and loading areas

The Community Design Guidelines are encouraged to be incorporated into all new development public and private as well as streetscapes design. The Urban Design Plan for the Avenue has integrated the ideas and concepts of the Community Design Guidelines as well as presenting new ideas and concepts.

II. PLANNING PROCESS

The process for preparing an Urban Design Plan for the Avenue is best characterized as pragmatic and interactive. RRM Design Group was viewed as both a partner as well as an extension of the project team. The project team consisted of the Planning Director, City Engineer, City Traffic Engineer and Redevelopment Consultant. This foundation served as a springboard for the planning process that followed.

Review of City Documents

To better understand the key issues of Buellton and the Study Area, current City General Plan, Zoning, and Community Design Guidelines was comprehensively reviewed. This produced an existing conditions analysis that would give the consultant team a starting point in which to begin the study.

Existing Conditions Analysis-Opportunities and Constraints

An analysis of existing conditions led to the formulation of opportunities and constraints for the Study Area. The opportunities and constraints influence how the urban design and streetscape improvements will be implemented along the Avenue (Refer to the Opportunities and Constraints Map for additional existing condition information). This includes:

Land Use

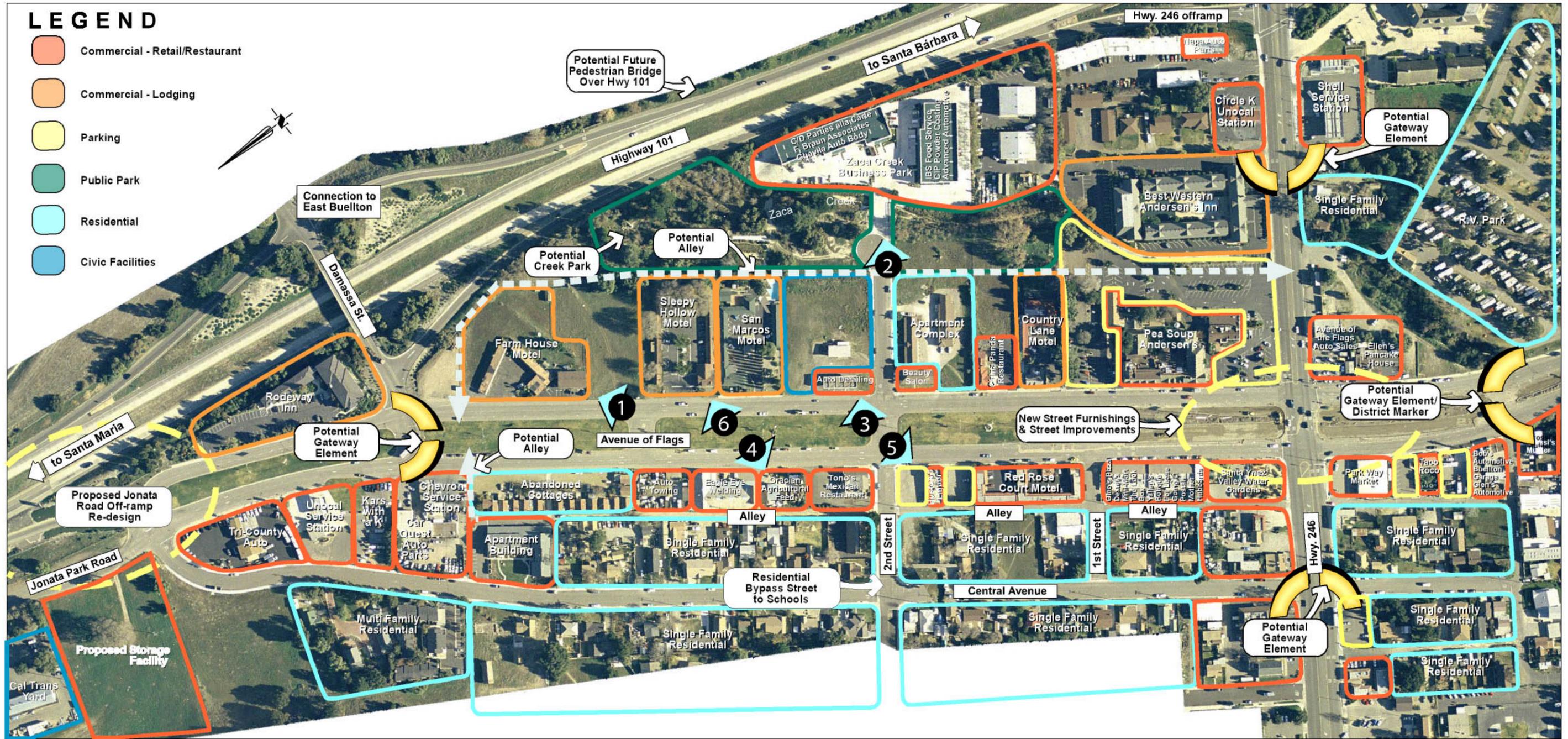
- Appropriate site planning for new uses on shallow properties on west side and deep lots for properties on the east side of the Avenue
- Creation of a passive park along Zaca Creek to buffer highway 101 from the Avenue
- Creation of a City Hall/Community Center facility within the Study Area
- Development of mixed uses in the Study Area (visitor services, commercial, and residential uses)



Existing auto-oriented land uses along the Avenue

LEGEND

- Commercial - Retail/Restaurant
- Commercial - Lodging
- Parking
- Public Park
- Residential
- Civic Facilities



View 1



View 2



View 3



View 4



View 5



View 6

Opportunities and Constraints Map

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Introduction

Circulation and Parking

- Jonata Road off-ramp redesign to calm traffic from Highway 101 before entering the Avenue
- Provide convenient and identifiable truck and RV parking area in off-street locations
- Creation of off street parking for the Study Area
- Reconfiguration of the Avenue right of way to increase on-street parking adjacent to exiting and new businesses
- Creation of alleys or a series of interconnected parking lots to improve circulation behind parcels located along the Avenue
- Improve Second Street as a residential connector and bypass street to schools
- Consolidation of driveway entrances to off-street parking helps reduce vehicle conflicts



Unfinished curbs along Avenue



Multiple driveway access and lack of sidewalks along Hwy. 246

Streetscape and Pedestrian Improvements

- Establish gateway markers to identify the Study Area
- Beautification and screening of highway commercial uses between Central and Damascus
- Continue recently completed street improvements and furnishings along Highway 246 and the Avenue
- Maintain a spacious median for community events such as car shows
- Create enhanced crosswalks and sidewalks that promote better access across and along the Study Area streets
- Improve pedestrian conditions such as sidewalks and street trees along Hwy. 246
- Improve street lighting in the Study Area
- Provide a pedestrian connection from the Study Area to McMurray Road and east of Highway 101



Existing Avenue sidewalk lacks pedestrian-friendly amenities



Existing median along the Avenue



Recently completed streetscape improvements along the Avenue

Public Involvement and Workshops

During the study phase of the Urban Design Plan, discussions with community stakeholders, City staff and policy board members were held revealing important information to the consultants. In addition, community outreach “workshops” were attended by the consultants, key stakeholders, and City staff. These meetings were used to develop urban design and planning principles, streetscape improvements and implementation actions for the Study Area. The following meetings and workshops were conducted:

Staff meetings and interviews

The consultants attended two separate orientation meetings to start the project. The intent was to confirm the project scope, discuss a range of possible design concepts, identify relevant capital improvement projects and other planned community development or redevelopment activities that affect the Study Area. The discussion and identification of issues, relevant to this project, included: traffic safety and circulation issues, funding limitations, maintenance issues, urban design character, and public participation.

Meetings with Key Stakeholders

The Consultants coordinated and attended separate meetings with key stakeholders in Buellton to discuss aspects of the plan and issues involved in the Study Area. This included merchants, property owners, Chamber of Commerce, residents, City staff, Planning Commissioners and City Council members.

Planning Commission and City Council Meetings

Throughout the study phase, the project team met with the Planning Commission and City Council in joint and separate meetings. The purpose of these meetings was to present information, confirm direction and build consensus on the most appropriate revitalization plans. These meetings were attended by members of the public, property owners and merchants whose testimony provided additional assistance in refining planning concepts and direction.

Community Workshop

After collecting background information and having initial discussions with stakeholders, the consultant team conducted a community workshop in a joint session of the Planning Commission and City Council. Draft urban design and streetscape concepts were presented along with initial programming data concerning the Civic Center facility

III. PROJECT VISION AND PLANNING PRINCIPLES

Vision

The overall vision for the Avenue is to create a welcoming village atmosphere that captures the character of Buellton and the heart of the Santa Ynez Valley. The Study Area will continue to be the center for Buellton’s residents; with a focus on civic, commercial and residential uses. The Avenue will become a destination and not just a pass through area for highway users and visitors to the Santa Ynez Valley.

One of the goals of the Buellton General Plan is to revitalize the Avenue as an inviting place and to create an identifiable “downtown”. With an intimate streetscape and unique storefronts proposed for the street, the Avenue will be a comfortable place to gather, shop and stroll.

The architectural theme, through City Community Design Guidelines and development review, will help reflect Buellton’s rural context and its small town character.

Finding the Balance

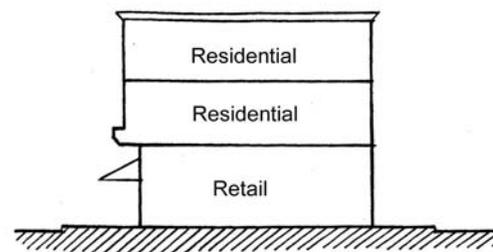
To achieve the vision of this Plan, the Avenue will undergo a transition from its current state to the desired vision for the area. The City recognizes the need to serve both visitors and residents alike. This includes balancing future land uses over time to include a mix of activities along the Avenue. This will improve the area for both visitors and Buellton residents, making a unique destination in the Santa Ynez Valley.

Planning Principles

This vision for the Study Area provides a starting point in making a unique and pleasant streetscape along the Avenue. Planning principles helped guide the process of developing design ideas and recommendations for the Study Area. The planning principles include: mixed use development, urban and environmental design, pedestrian orientation and circulation and parking.

Mixed Use Development

Diversity and character can be achieved with a mixed use environment along the Avenue. Mixed land uses are critical to achieving great places in which people can live, work, and play. A mixing of uses can add variety and vitality to commercial centers, neighborhoods, and streets. It also makes a place more attractive and interesting, contributing to a balance of different types of activities and creates a place that doesn’t become deserted at five o’clock.



Vertical mixing of uses can create a dynamic place of activities

A vertical and horizontal mixing of uses in the Study Area will help achieve the vision for a dynamic center for Buellton. The Urban Design Plan proposes new commercial development (retail and office), residential development, visitor services, and civic uses.

Urban and Environmental Design

Urban and environmental design techniques can be used to create a distinctive image for the Study Area. Urban design techniques are incorporated into the district to tell visitors they have entered a place of importance. This includes improvements such as new district monumentation and signage, decorative paving features, and landscaping. These improvements will help to increase the quality of the pedestrian environment and to help slow down automobile traffic.

A unified streetscape will also help bring together the visual and thematic experience of the Avenue. To achieve a unified streetscape, new street furnishings will be included along the Avenue, with new decorative benches, banners, flags, and light standards that reflect the community of Buellton.

To create a feeling of a human scaled environment along the Avenue, the storefront scale of buildings at street level will be appropriately scaled along the street.

Pedestrian Orientation

Improvements to the Avenue streetscape will encourage pedestrian orientation and movement throughout the district. This includes enhancements to the street environment with new bulb outs, crosswalk paving and sidewalks. Bulb outs at key intersections will help minimize pedestrian crossing time. Embellished crosswalks will aid the visual appeal of the downtown as well as direct pedestrians and autos where people should cross the Avenue. New sidewalks will be configured so people feel safe and comfortable to walk throughout the Study Area.



Pedestrian-oriented buildings and sidewalks welcome people to walk along the Avenue

To create a pedestrian scaled street environment, storefronts along the Avenue will be sited close to the street to better define the street edge. A continuous storefront experience and attractive walkways will maximize the quality of the pedestrian environment. Also, consistent signage will be used to tie together the different uses, as well as for providing wayfinding throughout the district.

Circulation and Parking

Circulation improvements for both auto and pedestrian needs are an important objective for realizing the vision for the Avenue. Automobile circulation will be addressed for two types of users in mind: highway commercial users and destination users for visitors and residents.

Parking strategies for different lengths of time and varied users will be important for the viability and success of the new district. New diagonal parking on the Avenue will improve short term parking needs for the downtown district. New off-street public parking areas will be created to allow for longer term parking for visitors, RV's, residents, and people who work in the Study Area.

Pedestrian movement will be encouraged through the development of new sidewalks at the street edges, a walkway along the center of the Avenue median, a pedestrian walkway along Zaca Creek behind east side lots and enhanced pedestrian and bicycle connections between the McMurray Road area and the Avenue. Improved pedestrian access at Damassa, Highway 246 and a potential future pedestrian bridge connection at the east end of Second Street will help to improve non-vehicular access to the Study Area. This interconnected system of pedestrian improvements will provide a continuous, safe pedestrian environment.

IV. PLAN RECOMMENDATIONS

Land Uses

Visitor Services/Highway Commercial

Visitor services should include the following uses mostly at the district edges (north and south areas along the Avenue): traveler related retail, hotel or motels, and RV parking. The area east and west of the Avenue and north of Damassa should include visitor services that allow travelers to exit the highway, use the services, and enter back onto the freeway efficiently.

Retail and Office Development

The properties directly fronting the Avenue should include new retail and office development to support Buellton residents and visitors. This should consist of buildings with storefronts oriented towards the enhanced street environment of Avenue.

Mixed Use Development

In the Study Area, new mixed use development should be developed to create a core of uses and activities that will become the “downtown” of Buellton. New uses include:

- A commercial focus (retail and office) on the west side of Avenue
- Visitor Focus Retail (hospitality and entertainment) are located on the east side of Avenue
- Civic uses (government and recreation) on the east side between Second Street and Damassa
- Residential integrated throughout the Downtown district area (vertical)

Residential Development

New residential uses in the Study Area should be integrated into mixed use developments (above and behind street front commercial uses) and as stand alone attached housing, such as condominiums, apartments and townhouses. This will occur on the east side (lot depth) behind street fronting retail/office. The residential development should take advantage of existing infrastructure, as well as be located in the core area of Buellton.

Civic Center

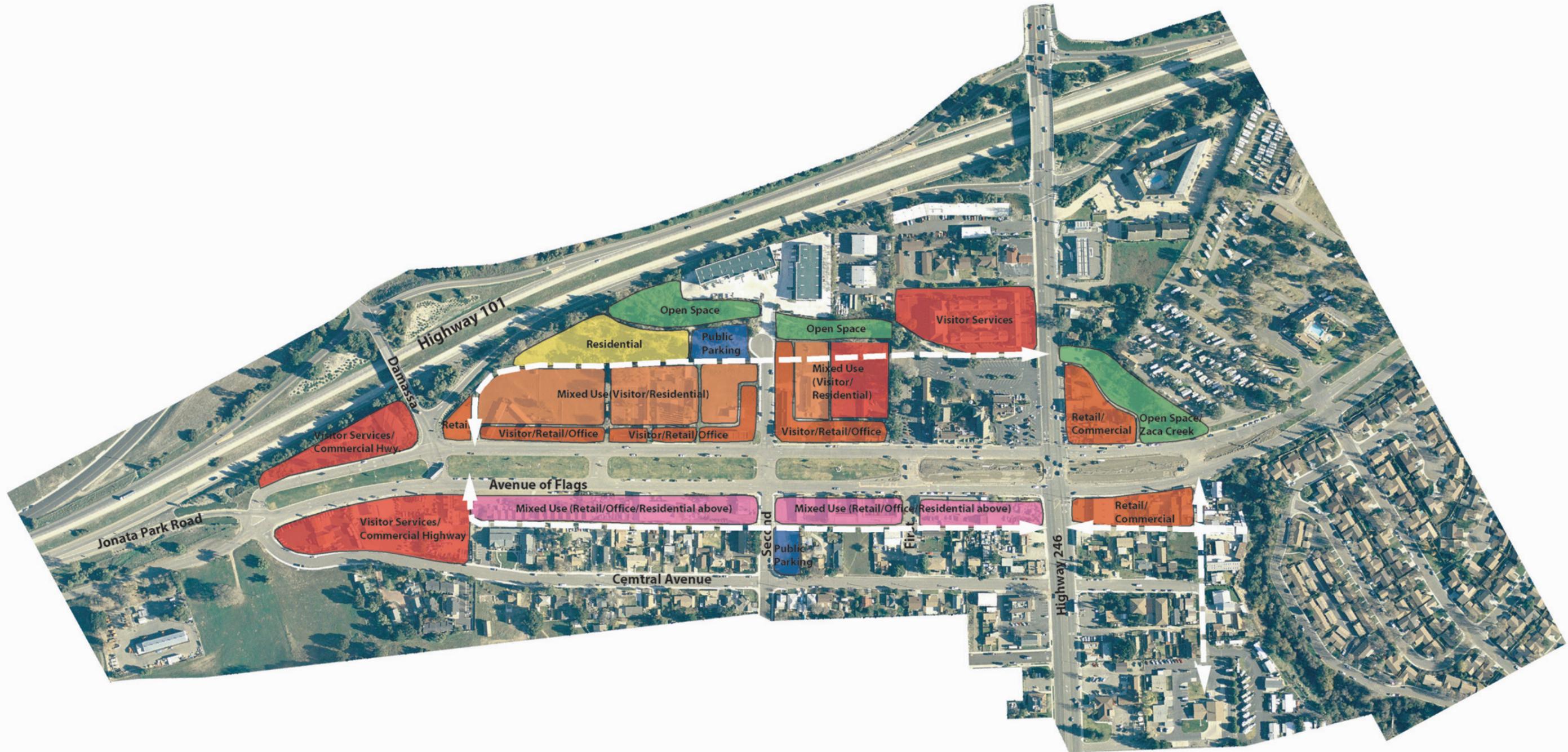
A new Civic Center facility with City Hall/Community Center should be located along the east side of the Avenue between 2nd and Damassa to create a true civic center destination. In the future, reuse of existing civic uses such as City Hall, police, planning department, library and others along Highway 246 can open up new development opportunities within the Study Area.

Open Space and Recreation

Opportunities for open space and recreation include a new passive park and trail along Zaca Creek (east of the Avenue). This would help buffer noise from Highway 101 along the Avenue. The trail would also link to the Santa Ynez River and trail to the south.

A “linear park” along the Avenue, with a pedestrian walkway, can also be created on the existing median. The Avenue median would have usable community space and would be developed into different use areas including:

- Exhibits area for art pieces such as sculptures and other local art exhibits
- Walkway and community gardens
- A special water feature located in the median
- A visitor serving/community gathering area and kiosk
- Space for community events area for car shows and farmers markets along the edges of the existing median



Not To Scale



Circulation and Parking

The Avenue Urban Design Plan recommends circulation and parking improvements with automobile and pedestrian concerns in mind. Automobile circulation recommendations include alley improvements, truck and RV accommodation, reconfiguring the Jonata off-ramp, and improving circulation along Avenue from Central to Damassa. Parking recommendations include diagonal parking along Avenue and interconnected off-street parking lots behind street fronting parcels along the east side.

Interconnected parking lots and alley improvements behind the Avenue

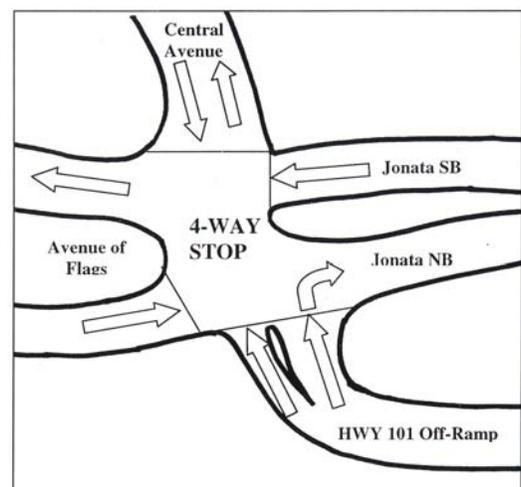
To improve circulation along the Avenue, improved vehicle access can be created by design of a series of interconnected parking lots behind east side parcels. These parking lots will connect from Pea Soup Anderson's on the south to Second Street and north towards the Damassa intersection. On the west side of the Avenue the existing alley should be improved with better access at intersecting streets and the Avenue. Alley improvements on the west side of the Avenue are important to compensate for narrow lots.

Truck and RV Accommodation

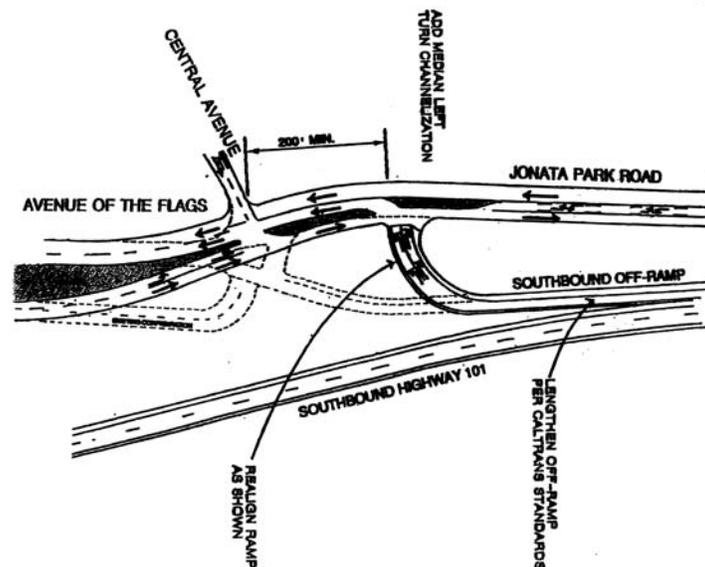
Accommodating truck and RV parking will change as the area transitions from its current state to a new, mixed use destination. For the initial phases of street improvements, Truck and RV parking will still be allowed along the Avenue at certain locations. However, as street improvements are implemented as called for in this Plan and as the street attracts new development and destination uses over time, trucks and RV highway users will be accommodated in off-street public parking lots, in the McMurray Road area and north and south areas of the Avenue where parallel parking will still be available. RV destination users that need special parking configurations to visit the Avenue will still be provided with parking options in the district.

Improving Circulation at Jonata

Improving the Jonata off-ramp design can help achieve the desired objective of calming traffic exiting Highway 101. Different alternatives for redesigning the intersection of Jonata and the Avenue have been explored in connection with earlier proposals. A proposed 4-way stop has been looked at in association with an approved, although unbuilt shopping center in the Study Area. This configuration would discourage truckers and autos of taking the "straight shot" off the highway that currently exists. Another study looked at realigning the 101 off ramp at Jonata Park Road and adding median left turn channelization for autos to merge onto the Avenue. As future improvements to the area begin to occur, a study of various methods for reconfiguration of the Jonata off-ramp will need to be undertaken.



Example #1 of a reconfigured intersection at Jonata



Example #2 of a reconfigured intersection at Jonata

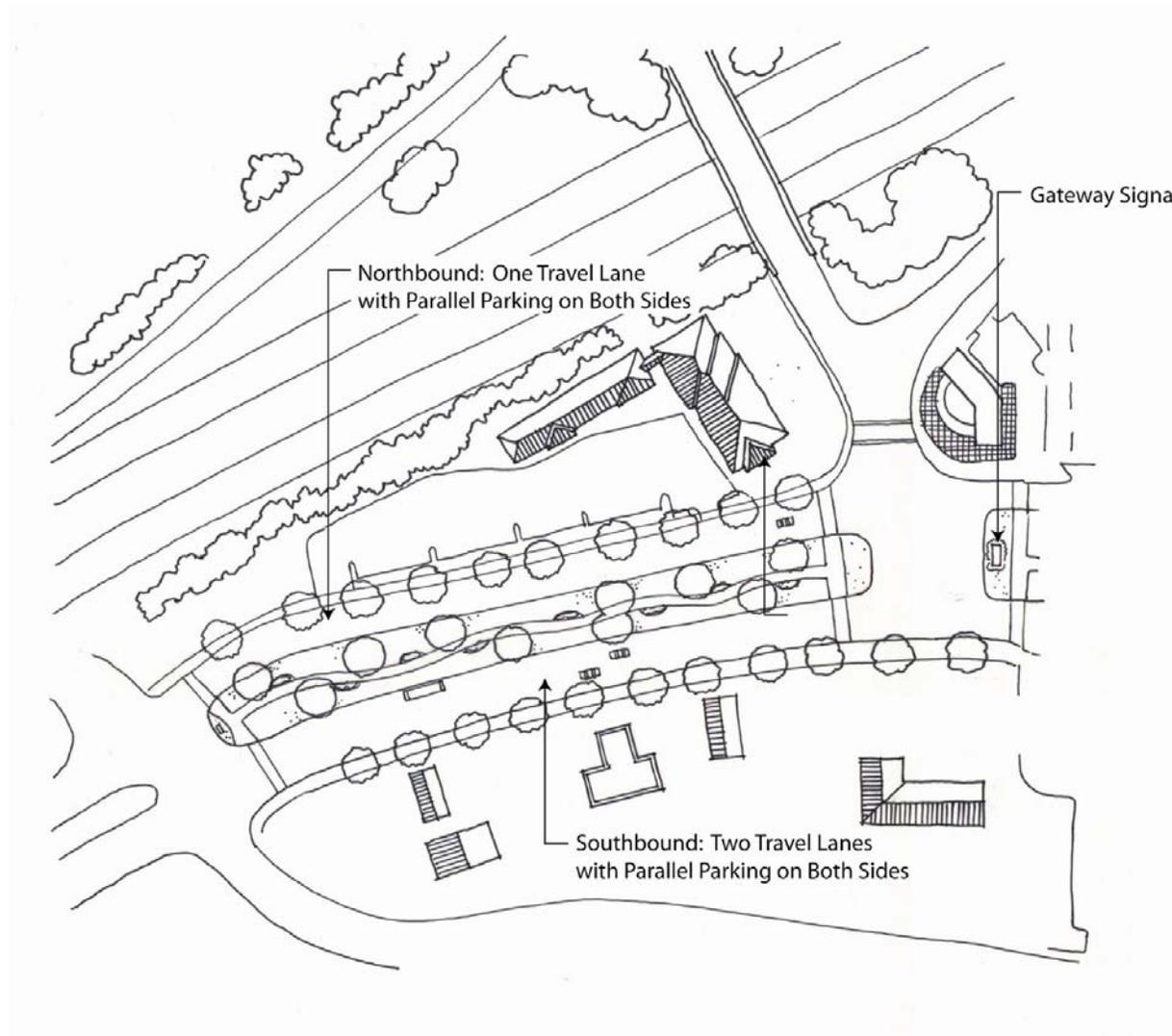
Transitional designs for the Avenue between Jonata and Damassa

The Urban Design Plan suggests a transitional improvement scenario for the segment of the Avenue between Jonata and Damassa. The near term concept suggests that this area of the Avenue will remain largely traveler oriented where highway related uses serve visitors seeking easy on and off highway services. The long term concept suggests that this area ultimately transition from a largely auto and highway dominated area to a destination area similar to the balance of the Study Area. These are described below.

Near Term: Traveler-Oriented Circulation from Central to Damassa

Until the Jonata Avenue intersection is reconfigured, the area between Central and Damassa should be planned to serve travelers entering the Avenue. Circulation and parallel parking for truck and RV's will be retained in this area separate from the core pedestrian oriented district to the south. Highway commercial traffic may be kept outside the core area by providing services in this area, which allows easy access to and from the highway.

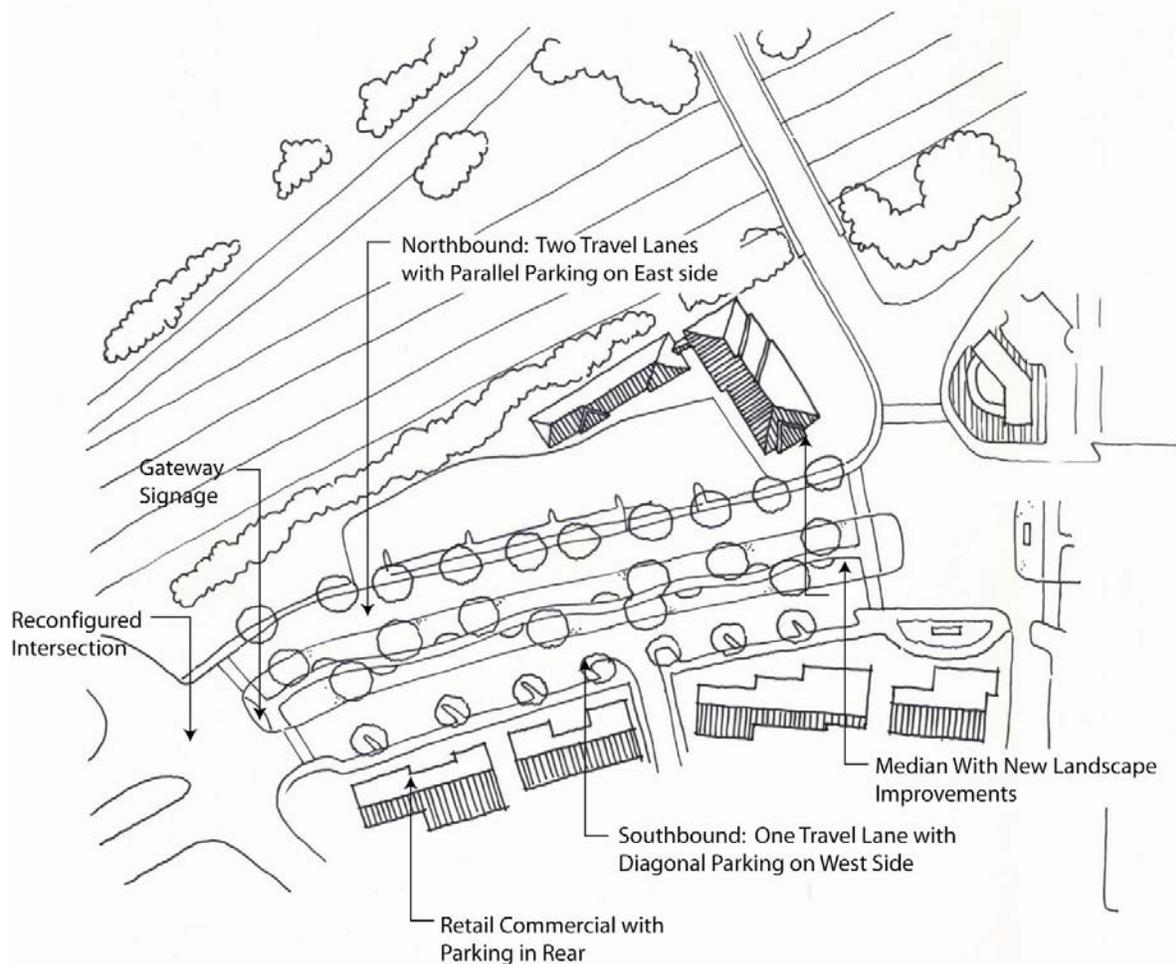
Southbound there will be two travel lanes with parallel parking on both sides of the street. Heading northbound there will be one travel lane with parallel parking on both sides. Truck and RV parking will remain on the street in this area. An interim gateway feature is proposed at Damassa.



Near-Term Circulation Improvements from Central to Damassa

Long Term: Destination/Pedestrian-Oriented Circulation from Central to Damassa

The long term plan for land uses and circulation improvements between Central and Damassa is aimed at creating a pedestrian-oriented environment. With new intersection improvements at Jonata, better traffic control will allow for destination uses that front along the Avenue. Circulation improvements in the area may include new configuration of travel lanes and on street parking. Southbound, there will be one travel lane with diagonal parking on the west side of the street. Heading northbound, there will be two travel lanes with parallel parking on the east side of the street. Street improvements include new gateway monumentation at the Jonata/Central Intersection, street trees, an enhanced median with pathway, and pedestrian features such as special paving at crosswalks.



Long Term Circulation Improvements from Central to Damassa

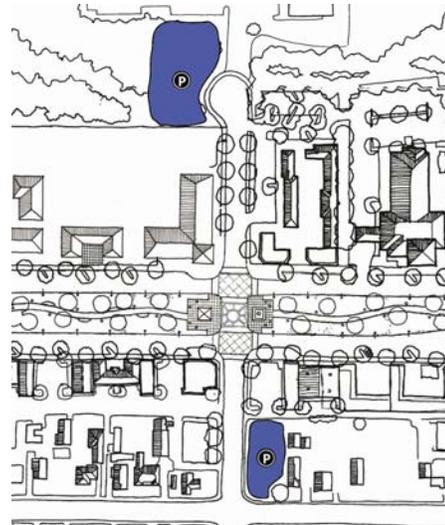
Parking Strategies

Parking strategies for different lengths of time and varied users will be important for the viability and success of the new district. Diagonal and parallel parking on the Avenue will improve short term parking needs for the downtown district. New off-street public parking areas will be created to allow for longer term parking for visitors, residents, and people who work in the Study Area.

Create interconnecting driveways and parking on east side of the Avenue will improve auto circulation within the Study Area. This can be achieved by linking parking lots east of the Avenue behind Pea Soup Andersen's to Second Street, continuing north past Second Street.

Public Parking Lots

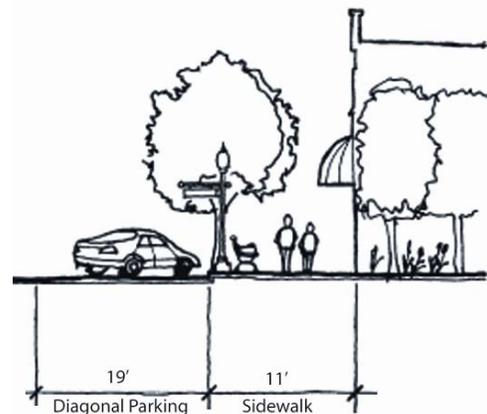
The creation of off street parking for automobiles and recreation vehicles will be important to improve parking conditions in the Study Area. This will be vital as the Avenue becomes a destination attraction in the future. Parking areas should be developed for the primary destination of the Avenue at Second Street. Public parking areas on the east and west side of the Avenue would provide parking for autos driving in both directions. The potential locations shown on the exhibit to the right is illustrative only and not exclusive.



**Potential areas for new parking lots
near Second Street and the Avenue**

On-Street Diagonal Parking

On street diagonal parking is recommended along the Avenue between Highway 246 and Damassa. In terms of urban design, parking next to the sidewalk will help establish building orientation to the street, which is important to the vitality of a main street setting such as the Avenue. It is recommended for the Avenue, due to low traffic levels and allowable space from the existing right-of-way. Diagonal parking will be beneficial in creating more parking spaces and to help slow traffic along the thoroughfare. Diagonal parking lanes of approximately 19 feet should be used to allow for sufficient backing up area onto the Avenue.



On-street diagonal parking along the Avenue

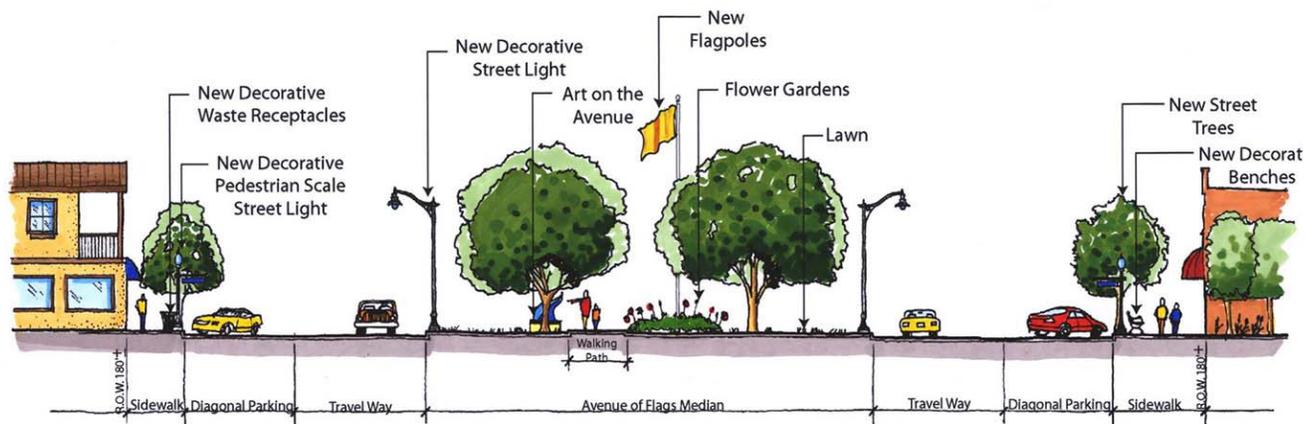
Parallel Parking

Parallel parking is recommended for autos and RVs in the area between Central and Damassa and south of Highway 246 along the Avenue. This requires less width along the street and will often be on both sides of one direction travel ways. Parking lanes of approximately 8 feet are recommended along the north section of the Avenue.

Parallel parking will offer solutions for both short term and long term parking along the north end of the Avenue. Visitors and residents can park autos and RV's for a period of less than a few hours for utilizing visitor focus retail. Visitors can also utilize the parallel parking along the Avenue for a longer period such as entertainment uses and overnight lodging.

Streetscape Design

As Buellton develops and new uses occur along the Avenue, it is important to create a street environment that is supportive of pedestrian use. New streetscape improvements will meet many goals of the urban design vision for the Study Area. These improvements include gateway features, sidewalks, textured crosswalks/pavement, curb extensions and medians.



Typical Street Section for the Avenue

Two 21-foot travel lanes, two diagonal parking lanes of 19 feet and sidewalks of 11 feet make up a typical street section. An enhanced median with a walking path in the center of the street varies in width along the street.

District Monumentation

Visual cues, such as signage and markers, create virtual borders and inform pedestrians and drivers they have arrived at a special destination. Gateway features should be used to identify primary entrances into the downtown district. Their purpose is to signify the boundaries of the area and to enhance and announce the identity of Buellton as a whole. The composition and elements in the gateway monumentation should function as a visual anchor.



Entry Monumentation along the Avenue at Damassa

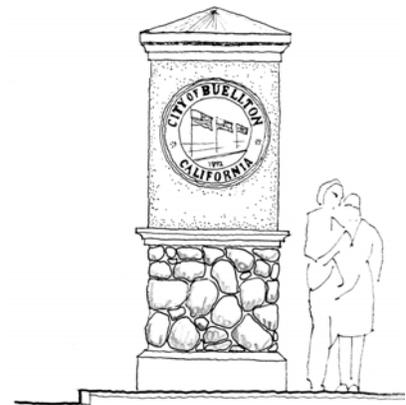
Monumental Gateways

The gateway designs should reflect natural elements and materials found within the Santa Ynez Valley and the surrounding area. The gateway features should be a significant scale to clearly identify the area as an important place and be easily legible to motorists. These should be placed along the medians at the north and south entrance of the Avenue (Damassa/Central and South of Hwy 246).



Monumental gateway for the Avenue

Additionally, gateway monuments should be placed along the east and west entry points along Highway 246 heading into the Study Area. Gateway monuments should be located at the street edge adjacent to the sidewalks with a raised landscaped median located on Highway 246. All Highway 246 improvements must be coordinated with and be approved by Caltrans. The gateway monuments should be placed along the street edges behind sidewalks on Highway 246 and be consistent in materials and colors as the Avenue's entry monuments.



Gateway monuments located along Highway 246

Signage

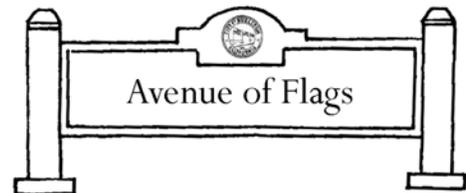
In addition to entry and gateway monuments, new signage should be designed that reflects the image of the Avenue and Buellton. For example, the City of Buellton logo can be incorporated into the signage to provide a unifying element to all signage in the Study Area. Local artisans can be involved in the design and construction of signage and graphic elements.

Directional signage should be consolidated with regulatory and traffic signs to make an aesthetically pleasing streetscape. Directional signage for parking areas and civic buildings should be consistent with other signage in materials and forms.

Advance warning of streets and key places of interest will be useful in directing automobiles along the Avenue. The signage can be placed in medians to direct auto traffic.



Example of directional signage for the Avenue

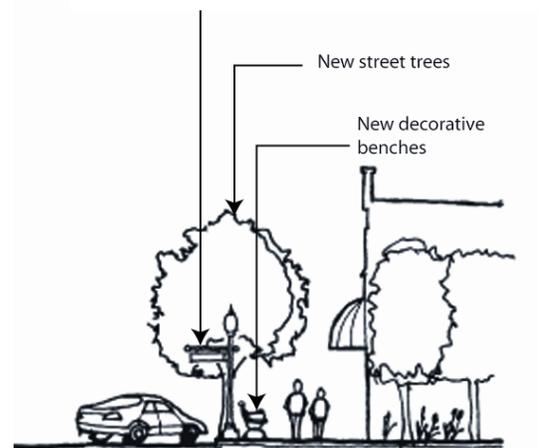


Example of advance street signage

Sidewalks

The sidewalks along Avenue should be approximately 11 feet wide, allowing for enough area for pedestrians and street furnishings. This width allows pairs of pedestrians to walk side by side, or to pass each other comfortably. It generally provides enough width for window shopping, some street furniture, and places for people to stop.

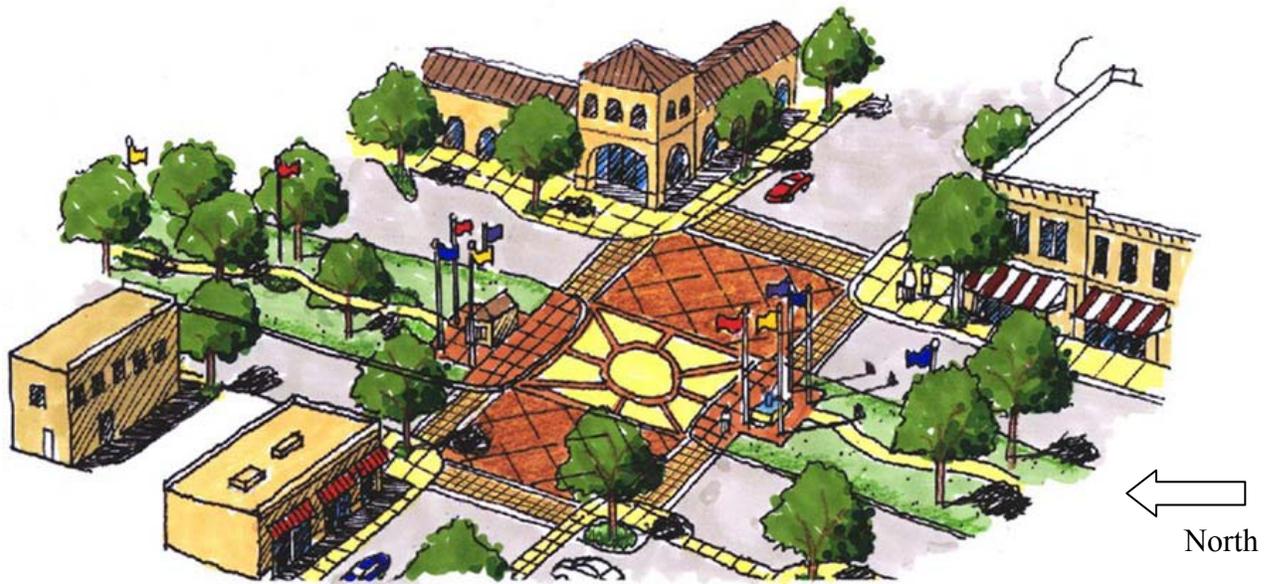
New concrete sidewalks with a simple scoring pattern should be used along the Avenue.



Section of typical sidewalk along the Avenue

Intersection Treatment at Second Street and the Avenue

Special intersection treatment will give a visual cue to people entering the area that they have arrived in an area of importance. To define the area of importance at Second Street and the Avenue, enhanced paving and colored concrete should be used. Textured brick paving should also be used for crosswalks at the intersection of Second Street and the Avenue.



Bird's eye view of potential Second Street and the Avenue

Paving Materials

Enhanced paving materials improve the pedestrian experience, both in visual appeal and safety. Colored pavers are helpful to increase visibility and to raise awareness through increased noise and vibration. Their use can often increase the effectiveness of other measures such as curb extensions and medians. Brick paving should be used for crosswalks along the Avenue.

Median Paving

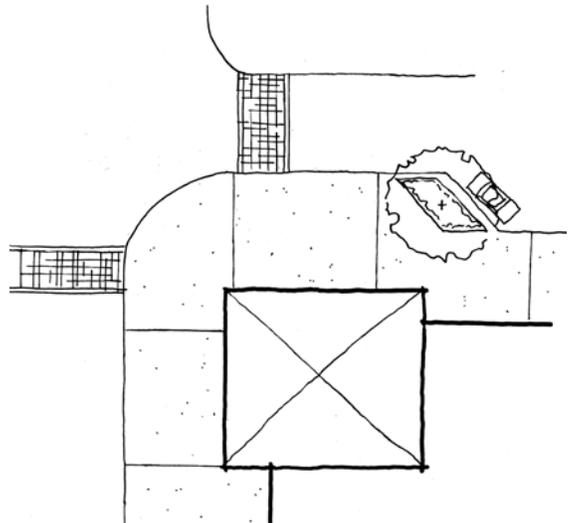
Brick paving should be used along the median space of Highway 246. This will help separate the direction of traffic visually, yet provide access for vehicles to make left turns into driveways located along both sides of the street.



Proposed brick paving along the median area of Highway 246

Curb Extensions

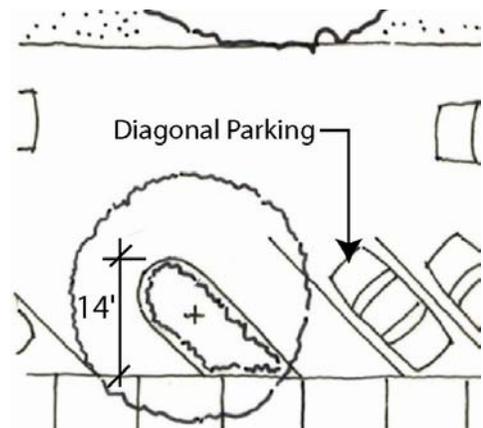
Curb extensions, often known as “bulb outs”, shorten pedestrian crossing distances and improve their visibility to motorists. They also widen the sidewalk where space is often needed for ramps, signal poles, and street furniture. Curb extensions are recommended along the Avenue at the intersections of First and Second Street.



Curb extensions can help slow traffic and reduce pedestrian crossing distances

Finger Islands Between Parking

Finger islands between diagonal parking provide landscape and tree planting opportunities along the Avenue. By keeping landscaping off of the sidewalk, it helps provide more space for pedestrians to walk along sidewalks. Finger islands should be approximately 14 feet in length. Further study should be given to actual dimensions to accommodate temporary lane reconfiguration when medians are used for special events.

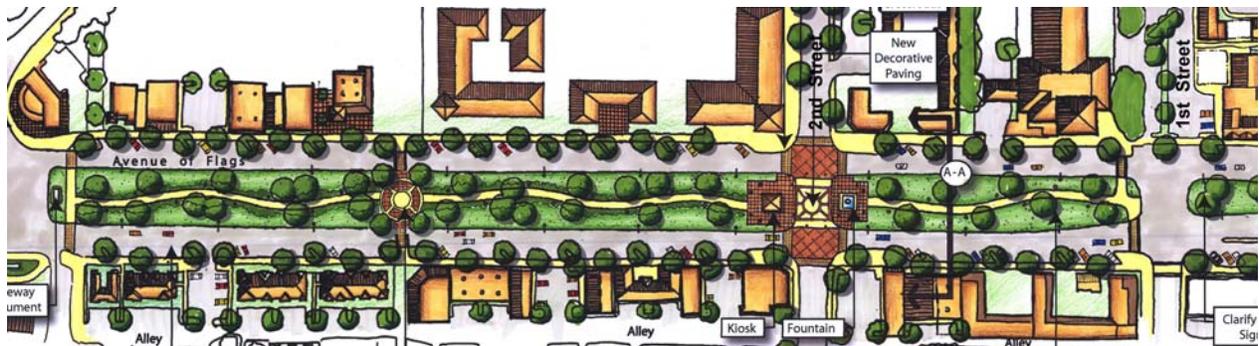


Example of finger islands along the Avenue

Avenue Medians

Uniquely known for its large and stately medians, Buellton derives notoriety and functionality from this feature. Medians can help improve the overall appearance of streets and can help slow traffic. In terms of safety, raised medians reduce conflicts between pedestrian and vehicles because they allow pedestrians to cross only one direction of traffic at a time. Median improvements along the Avenue will provide a physical separation between travel lanes, a refuge area for pedestrians at crossings, and a unique place to include many park-like features.

New features in the medians should be appropriately planned and designed as not to cause distraction to motorists along adjacent travelways. There will be two different treatment areas for the medians between Damassa and Highway 246 along the Avenue.



Potential median improvements from Damassa to First Street

**City of Buellton
Avenue of Flags/Hwy 246
Urban Design Plan**

The median between Hwy 246 and First Street is limited in size but provides opportunity for enhanced landscape treatment.

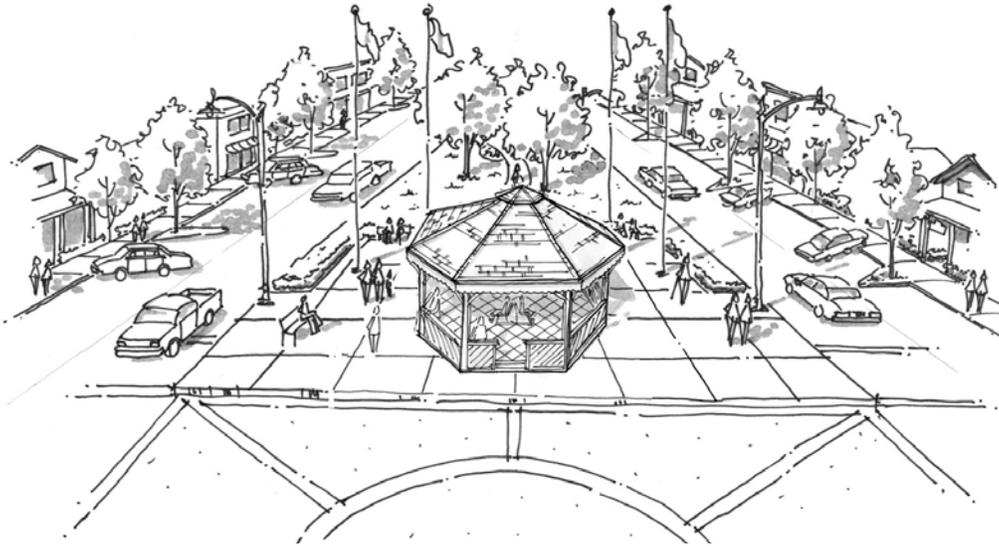
The median between First Street and Second Street should be similar to the treatment suggested for the median between Second Street and Damassa, but kept more flexible in deference to community events.

The medians in the immediate vicinity of Second Street should include the following new features:

- Community water feature
- Pedestrian pathways
- Clustered tree plantings in groves and garden like plantings in the center part of the median
- Open grass areas toward the outside of the median allowing adequate space for community events such as car shows, festivals etc.
- Decorative flags, street lights, and benches
- Trash receptacles
- Structural feature(s) such as a covered pavilion
- Integrated design treatment of street intersection and nose of adjacent medians



Possible median enhancements along the Avenue at Second Street looking south

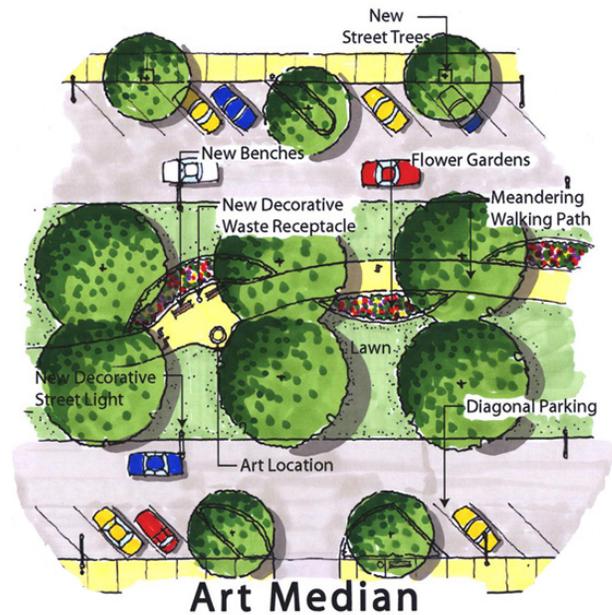


Possible median with pavilion kiosk structure at Second Street looking north

The median feature between Second and Damassa may include the following new features:

- Community kiosk/pavillion
- Pedestrian pathways
- Landscape improvements including garden like landscaping and clustered shade trees
- Decorative flags, street lights, and benches
- Public artwork
- Trash receptacles

The median feature between Highway 246 and First Street should be enhanced with additional landscaping.



Street Furnishings

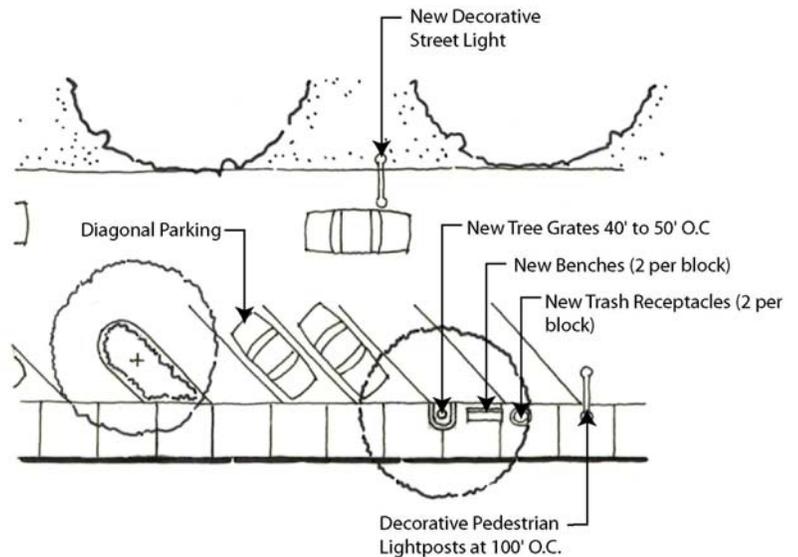
Streetscape furnishings are essential elements that can be incorporated into the public right of way to complement and enhance surrounding development, while providing a comfortable place for pedestrians to use.

The intersection of the Avenue and Highway 246 has already undergone improvements initiated by Caltrans; these initial improvements have introduced a palette of streetscape furniture that will be incorporated into the proposed streetscape plan. The existing furniture palette (benches, waste receptacles, bicycle racks, and tree grates) and wall/hardscape design elements

be used to expand upon and anchor the northern and southern ends of the Avenue.

Street Lighting

The street and pedestrian lighting concept allows for two separate types of lighting fixtures for the Avenue. One lighting standard should be used for the medians and one standard for the sidewalk areas. Both of the streetlights should incorporate a decorative light pole and luminaire that is consistent in design to help unify the streetscape along the Avenue. The lighting fixtures should also tie into the architectural theme of the Avenue and be consistent in color and materials.



Street furniture along the Avenue

will



Example of median lighting along the Avenue

Median Lighting

Roadway lighting will be placed in the median adjacent to the curb on the west and east sides. The proposed lighting fixture allows for the use of a shorter decorative pole (than the current cobra fixtures). The lighting fixture should be no more than 30 feet in height and placed no further apart than 200 feet.

Sidewalk Lighting

The pedestrian lighting fixture for the sidewalk areas will be from the same family as the streetlight fixture, but is at a scale that is appropriate for pedestrian lighting situations. These fixtures can also accommodate banner attachment arms, planter arms and electrical outlets. These lights should be no more than 15 feet in height and placed no further apart than 100 feet.

Both of the lighting fixtures should incorporate the latest technology for directing light and reducing glare. Several factors should be looked at in reducing light pollution including; (1) the wattage or brightness of the light; (2) the installation of the fixture & whether it's really aimed down; (3) the type of light - sodium amber lights are much better than the bright white variety; and (4) whether the lights can be put on timers or motion sensors to limit their on-time.



Example of sidewalk pedestrian lighting

Decorative Banners

To celebrate Buellton and the special events that will occur, banners should appear throughout the Avenue. Decorative banners on pedestrian lighting fixtures can help unify a streetscape and define a district for the Study Area.



Colorful banners can announce the history and special events of the Avenue

Median Flags

Flags should line the middle of the medians to provide a continuous thematic experience along the Avenue. The median flag poles should be approximately 35' to have visual importance along the street.



Decorative flags along the Avenue median

Benches and trash receptacles

New benches and trash receptacles should be installed along the Avenue in the median plaza area and along the street edges. To help create the unique and desired character of the Avenue, benches and trash receptacles with special details should be included in the area. Typical placement of the benches and trash receptacles should be two per block along the Avenue to provide seating and amenities for pedestrians.



Benches should incorporate materials and colors consistent with other street furniture

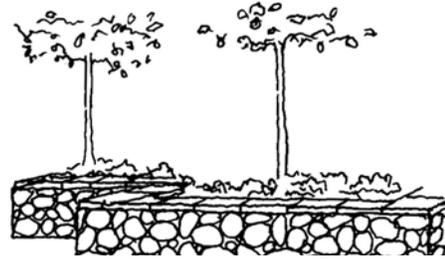
Trash receptacles should be made of cement and have natural color finish. A City logo can be used on the surface to unify it with other street furniture.



Example of concrete trash receptacle

Low walls

Low walls should be used in public areas to provide a spatial separation from walkways and streetscape features. Low walls also provide opportunities to improve the appearance of public spaces landscaping, as well as providing opportunities for seating.



Low walls provide seating and areas for planting

Bollards

Bollards are often used to delineate between vehicle and pedestrian zones to help create a safe walking environment. A similar color scheme for bollards and other street furniture, such as dark green, will provide continuity along the streetscape. Bollards can help define public plazas, expanded sidewalk areas at intersections and walkways in the Study Area, such as at the edge of sidewalks and medians where it meets the street. Bollards should be placed at the intersection of Second Street and the Avenue.



Example bollard

Tree Grates

Tree grates can be used to increase more area along sidewalks and can help in improving maintenance of trees. The installation of tree grates provides room for safer sidewalks and increased opportunities for outdoor benches and seating.

Trees should be placed in sidewalk tree grates adjacent to the street curb. Trees should be placed in tree grates that are 42 inches square and be 40 to 50 feet on center.



Tree grates



Existing street trees in grates along Highway 246

Bicycle Parking

Bicycle racks are important amenities that will encourage bicycle ridership in the Study Area. Bicycle racks should be located at key intersections and bus stops along the avenue. Bicycle racks should be attractive and reflect the style (colors and materials) of recently installed bike racks and street furnishings.



Existing bike racks along the corner of Highway 246 and the Avenue

Landscape Recommendations

The landscape planting for the Avenue should be selected to enhance the appearance of the downtown district while providing shade, climatic compatibility, ease of maintenance, drought tolerant plantings and creating an identity for the district separate from the rest of Buellton. The landscaping should also preserve the visual integrity of the district, and promote pedestrian and vehicular safety by clearly distinguishing walkways and access points.

The landscape for the Avenue can be separated in three distinct areas: the center medians, street trees and bulb-out planters.

The median landscaping should be modified from the existing design by incorporating trees planted in a grove like pattern and adding additional “garden like” planting areas at the median ends and alongside the proposed pathway through the median. The planters should allow for the introduction of shrubs and flowers to provide color and visual interest while the trees can provide shade and a sense of scale to the expansive median and right of way.

The street tree species proposed shall provide shade and scale for pedestrians while allowing signage to be visible. The design shall also allow for a variety of tree species to be used to diversify the urban forest yet select trees with similar growth characteristics for design uniformity.

The bulb-out planters should use landscaping that is low growing, drought tolerant, colorful and easy to maintain. Trees used at focal points and accent areas should be a small growing, flowering, accent tree that will accentuate the intersections and signal drivers that a different situation is ahead.

The following is a preferred list of trees for the various situations described above:

Street Tree:

Botanical Name:	Common Name:	Remarks:
Pistacia chinensis	Chinese Pistache	Deciduous
Platanus acerifolia	London Plane Tree	Deciduous
Quercus coccinea	Scarlet Oak	Deciduous
Quercus ilex	Holly Oak	Evergreen

Median Tree:

Cedrus deodara	Deodar Cedar	Evergreen
Cinnamomum camphora	Camphor Tree	Evergreen
Liriodendron tulipifera	Tulip Tree	Deciduous, Flowering
Magnolia grandiflora	Southern Magnolia	Evergreen, Flowering
Platanus racemosa	California Sycamore	Deciduous
Quercus Virginiana	Southern Live Oak	Evergreen

Bulb-out Trees:

Lagerstroemia indica
Malus floribunda

Prunus c. 'Krauter Vesuvius'
Pyrus kawakamii

Crape Myrtle
Japanese Flowering
Crab Apple
Purple Leaf Plum
Evergreen Pear

Deciduous, Flowering
Deciduous, Flowering
Deciduous, Flowering
Evergreen, Flowering

V. PLAN IMPLEMENTATION

The Urban Design Plan for the Avenue is meant to serve as a community tool for change and investment by both the public and private sectors. Although this document itself does not hold the power of ordinance, it serves as the basis for additional actions to follow. By law, the Urban Design Plan cannot be adopted as a matter of formal policy without completing requisite environmental reviews (Section 15262 of the California Code of Regulations). As such, the Plan is presented to the City as an advisory document and its acceptance by decision-making bodies of the City does not have a legally binding effect on later activities.

Public Policy and Planning

Land Use

As discussed in Section IV, the Urban Design Plan recommends a geographic targeting of land use along the Avenue. All of the uses denoted on the Land Use Map are presently allowed under the General Commercial (CR) Zone that applies throughout the Study Area. Rather than create more restrictive designations with explicit development standards, a more flexible approach is recommended. It is further envisioned that uses would be encouraged through incentives rather than dictated by regulation. As an example, uses that affirmatively further the Urban Design Plan might be granted development incentives such as reduced parking requirements or fee adjustments. Likewise, the exact mix and development timing of commercial and residential uses within specific mixed use projects would depend on how well a particular project furthers Plan objectives. To carry out this strategy, the following actions are recommended:

- **General Plan:** Update the General Plan by adding a new Urban Design Element with policies, development standards and incentives specifically geared toward implementing the Avenue Plan. This measure might also entail replacing the City's existing Design Guidelines rather than having separate policy documents.
- **Zoning Ordinance:** Update the Zoning Ordinance to clarify the flexible application of development standards within the CR Zone, and the Avenue Study Area in particular. Evaluate the adjustment of dwelling unit thresholds to facilitate mixed use projects. Adjust building height limits, lot coverage requirements and similar standards consistent with the planning principals embodied in the Urban Design Plan.
- **Design Guidelines:** Update the City's Design Guidelines to refine architectural themes, impose streetscape standards for the interface between the public and private property (e.g., arcade design, sidewalk planters, etc.) and establish public improvement dedication requirements (or an in-lieu fee option). Alternatively, integrate the existing Design Guidelines into the new Urban Design Element.

Parking & Circulation

The reconfiguration of right-of-way from four to two travel lanes, along with the elimination of median parking, will effectively double the amount of on-street parking that is immediately adjacent to properties fronting the Avenue. This added capacity provides opportunity for inducing new development by reducing on-site parking requirements. This is particularly important for properties along the west side of the Avenue where shallow lot depths make development problematic. It can also be used to foster mixed-use projects where shared parking is possible. Further efficiencies can be realized through the interconnection of driveways and reciprocal parking at the rear of properties along the east side of the Avenue.

- **Parking Requirements:** Update the City’s off-street parking requirements to: (i) account for on-street angular parking along the Avenue; (ii) provide allowances for shared and mixed uses; (iii) reward projects for efficiencies achieved through reciprocal parking and driveway access; and (iv) require residential parking requirements to be fully satisfied on-site.
- **General Plan:** Update the City’s Circulation Element to: (i) reflect the reconfiguration of Avenue right-of-way; (ii) embody policies requiring interconnecting driveways and parking lots at the rear of properties along the east side of the Avenue; (iv) fully develop secondary access along the west side of the Avenue; and (v) provide short and long term design guidance for the Hwy 101/Jonata Road/Central Avenue intersection.

Public Intervention

The City and Redevelopment Agency are separate public corporations, each with their own distinct statutory and constitutional authority. Together, they share responsibility for realizing the Avenue Plan. The City’s role relates largely to its “police powers;” that is, the ability to regulate the use and development of private property. The Agency’s role is largely financial; using its tax increment authority to construct improvements, acquire property, provide rehabilitation loans and grants, improve and expand affordable housing, and enhance public streetscapes. Ideologically, the bodies have one of two choices: (i) take a passive/reactive approach to the transformation process, involving themselves only in response to private actions; or (ii) assume a proactive/assertive posture, actively engaging in capital improvement programming, land use planning and real estate development. The recommendation actions below are geared toward proactive intervention.

On-Street Parking Tabulation		
	Existing Parking	Urban Design Plan
Gross Number	203	225
Adjustments		
Median Parking	-75	
Truck/RV Parking	-25	
Net Available	103	225
Note: Parking counts are approximate and take into account existing driveway curb cuts. Adjustment pertain to existing parking along center medians.		

Streetscape Improvement Program

Phasing and Prioritization

The Urban Design Plan identifies numerous capital improvements to be made within the public right-of-way. Because of the complexity and cost associated with a project of this magnitude, it is appropriate that streetscape improvements be phased over time. Listed in order of their significance in defining and creating a distinct downtown district, proposed improvements are separated into five different construction phases as described below. While this list gives an indication of priorities, it by no means suggests that deviations can't or shouldn't occur. Indeed, the City must retain flexibility in order to respond to opportunities as they arise or postpone actions where improvements are unreasonably delayed for circumstances beyond the City's control. In addition, these improvements need to be fully coordinated with the City's overall capital improvement program to ensure that streetscape amenities do not work at cross purposes with infrastructure requirements. As an example, textured paving and related street work should not proceed in advance of major storm drain or utility work that requires trenching within the right-of-way. For a detailed opinion of probable costs, refer to the Appendix.

- **Improvement Area 1: Gateways and District Markers**

- Gateway and Entry Monuments, supporting landscaping and median improvements at the North and South ends of the Avenue and along Highway 246
- Street Improvements on Highway 246 such as sidewalk improvements, street trees and landscaping, irrigation, signage, raised medians, pavement enhancements and striping etc.

Opinion of Probable Cost: \$579,400

- **Improvement Area 2: Avenue – 246 to 1st Street**

- Median Improvements including: trees, turf and landscaping, public art, pedestrian walkway, benches, landscape lighting, irrigation, street lighting, flags, etc.
- Street reconfiguration, re-striping, lane transitions and diagonal parking on the east side of the Avenue in front of Pea Soup Anderson's and on the west side in front of Vintage Walk project, including curb and street engineering modifications, drainage systems, utilities, irrigation etc.
- Street Furnishings such as sidewalk modifications, street lights, benches, trash containers, banners, tree grates, directional signs, etc.

Opinion of Probable Cost: \$316,300

- **Improvement Area 3: Avenue – 1st Street to 2nd Street**

- Median Improvements including: trees, turf and landscaping, pedestrian walkway, benches, landscape lighting, fountain feature, special paving, public art, irrigation, street lighting, flags etc.
- Street reconfiguration re-striping and diagonal parking on both east and west sides of street including curb and street engineering modifications, drainage systems, electrical utilities irrigation etc.

- Second Street intersection improvements including, special paving, median extensions, street re-configuration, lane striping, sidewalk extensions, etc.
- Street Furnishings such as sidewalk modifications, street lights, banners, benches, sidewalk extensions, special paving, trash containers, directional signs, logo, tree grates, etc.
- Create off-street public parking lots including; land acquisition, site engineering, improvements such as paving/striping, landscaping and irrigation, lighting, directional signs, etc.

Opinion of Probable Cost: \$938,000

- **Improvement Area 4: Avenue – Second Street to Damassa**

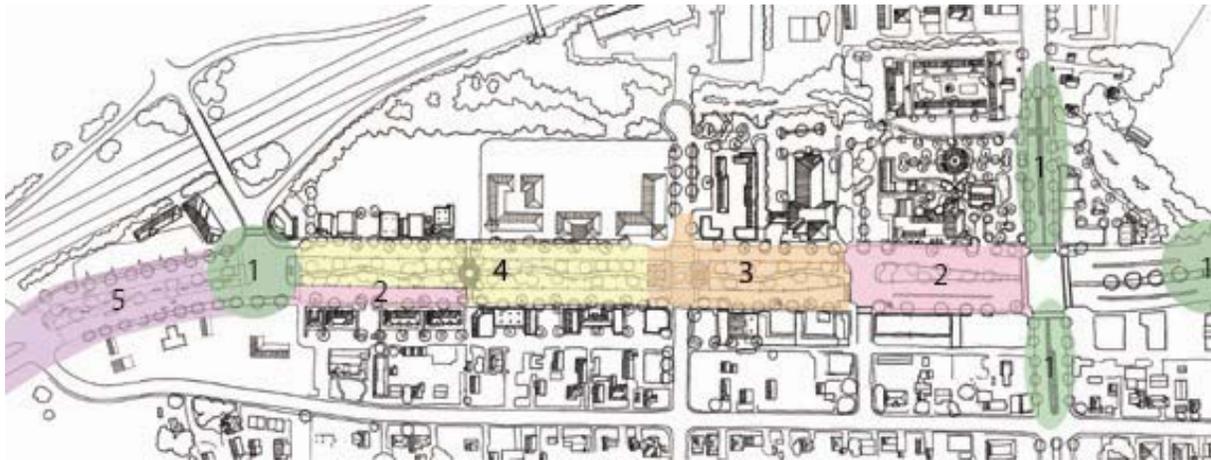
- Median Improvements including: trees, turf and landscaping, public art, pedestrian walkway, benches, landscape lighting, information/visitor pavilion, plaza feature at mid-block crossing in median, special paving, irrigation, street lighting, flags etc.
- Street reconfiguration re-striping and diagonal parking on both east and west sides of street including curb and street engineering modifications, drainage systems, electrical utilities, irrigation etc.
- Street Furnishings and landscaping such as sidewalk modifications, street trees and tree grates, mid-block crossing, street lights, banners, benches, sidewalk extensions, special paving, trash containers, directional signs, logo, etc.

Opinion of Probable Cost: \$1,050,000

- **Improvement Area 5: Avenue – Damassa to Jonata Off-Ramp**

- Median Improvements including: trees, turf and landscaping, public art, pedestrian walkway, benches, landscape lighting, special paving, irrigation, street lighting, flags etc.
- Street reconfiguration re-striping including curb and street engineering modifications, drainage systems, electrical utilities, irrigation etc.
- Street Furnishings and landscaping such as street trees and tree grates, sidewalk modifications, mid-block crossing, street lights, banners, benches, sidewalk extensions, special paving, trash containers, directional signs, logo, etc.
- Jonata off-ramp and Damassa over pass/on-ramp redesign.

Opinion of Probable Cost: \$562,000



Project Phasing Map

Opinion of Probable Construction Cost

The statement of probable construction cost is contained in the Appendix for preliminary budgetary purposes only. Estimated unit prices are based on elements shown on the schematic plans only and are not based on detailed design-development or construction documents. Furthermore, these estimates do not account for demolition costs and unforeseen site conditions such as drainage structures, traffic signalization, utilities, miscellaneous subsurface, annual escalation, etc. Finally, these cost estimates are not intended to be definitive, but are provided as a basis for comparison and prioritizing. More specifically, the Urban Design Plan is not intended as a budget document nor by its endorsement would the City be committed to fund any or all of the plans, programs or projects proposed. Rather, the Plan provides the basis for setting priorities and evaluating funding as part of the City's ongoing budgetary and policy-planning process.

Funding

To reiterate earlier statements, the Urban Design Plan is not intended as a budget document nor by its endorsement would the City be committed to fund any or all of the plans, programs or projects proposed. Rather, the Plan provides the basis for setting priorities and evaluating funding as part of the City's ongoing budgetary and policy-planning process. That said, it is anticipated that the primary source of funding will be through the Redevelopment Agency; namely, the debt financing and tax increments. For the fiscal year ending June 30, 2002, the Agency had an unencumbered capital reserve of \$608,524 with an annual increment of \$214,328. These funds are net of tax increment expressly reserved for low and moderate income housing. Based on the probable statement of costs, Phase 1 corresponds roughly to the sum of funds presently available to the Agency. Funding beyond Phase 1 would likely require additional borrowing between the City and Agency. Other possible alternatives include capital improvement bonds (i.e., tax allocation, Mello-Roos, etc.), state and federal grant programs and benefit assessment districts.

Environmental Review

Under the California Environmental Quality Act (“CEQA”), projects having the potential for significant change must be evaluated for possible environmental impacts. The single most significant change represented in the Plan is the reconfiguration of Avenue right-of-way and consequent impact on traffic circulation. A preliminary analysis of street and intersection capacity performed during the Plan’s preparation shows that the project will not have an adverse effect. This finding notwithstanding, CEQA requires a broader and more formal evaluation that encompasses the “whole of an action.” In this particular instance, the “project” and “whole of the action” includes all of the recommendations contained in this Section. As such, two alternative approaches are possible:

Project Analysis: Complete an Initial Study and environmental clearance (i.e., categorical exemption, negative declaration or environmental impact report) for the Urban Design Plan as a whole. This particular approach is specific to the “project” and must be performed before component parts of the Plan are implemented.

Program EIR: Combine the environmental analysis for the Urban Design Plan with parallel planning studies that lend themselves to use of a “Program EIR.” This particular alternative anticipates a broader and integrative approach that might be achieved, for instance, in conjunction with a larger General Plan update.