December 5, 2017

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Supervisors:

HEARING ON THE
ACTON COMMUNITY STANDARDS DISTRICT AMENDMENT
PROJECT NO. 2017-005014-(5)
ADVANCE PLANNING NO. RPPL2017007836
SOLEDAD, MOUNT GLEASON, AND MOUNTAIN PARK ZONED DISTRICTS
(FIFTH SUPERVISORIAL DISTRICT) (3-VOTES)

SUBJECT

This action is to adopt an amendment to the Acton Community Standards District (CSD) to prohibit all new drive-through establishments within the unincorporated community of Acton.

The CSD amendment was prepared pursuant to the Board of Supervisors (Board) motion of July 5, 2016, to preclude all new drive-through within the Acton CSD area. The CSD amendment does not affect the entitlement status of currently existing drive-through establishments within Acton.

IT IS RECOMMENDED THAT THE BOARD AFTER THE PUBLIC HEARING,

1. Find the Acton CSD amendment is not a project under the California Environmental Quality Act (CEQA), as defined by Public Resources Code Section 21065 and CEQA Guidelines Section 15378, as the project will not cause a direct physical change, or a reasonably foreseeable indirect change in the environment.

2. Indicate your intent to approve the proposed Acton CSD amendment, as recommended by the Regional Planning Commission (RPC); and
3. Instruct County Counsel to prepare the final ordinance for the Acton CSD amendment and bring it back to the Board for your consideration.

PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION

The Acton CSD amendment is a zoning ordinance amendment to the existing Acton CSD. It was initiated after a 2016 Board motion that directed the Department of Regional Planning (Department) to prepare an amendment precluding all new drive-through in the community of Acton.

The objective of this zoning ordinance amendment is to amend the existing Acton CSD to implement the Board motion, and to implement the Antelope Valley Area Plan (Area Plan) which included land use concepts in Acton that sought to prohibit high-intensity regional commercial uses.

The amendment to the Acton CSD will prohibit future drive-through establishments within the boundary of the CSD. Other minor changes reflect the new formatting under the Technical Update effort.

The Technical Update is a comprehensive update to Title 22 of the Los Angeles County Code (Zoning Ordinance) to reorganize and simplify existing code, correct errors and omissions, streamline administrative procedures, and remove obsolete and redundant regulations. The Technical Update was approved by the Board on October 27, 2015, and County Counsel was directed to return with the final ordinance.

The Acton CSD amendment does not include any changes to zoning, land use designations, or the overall boundary of the CSD. As part of the Technical Update, the boundary of the Acton CSD was made more precise through Geographical Information Systems (GIS) mapping, to follow the ridgelines along the north and northeast boundaries of the CSD. No substantive boundary change is included with this CSD amendment.

Consistency with the Countywide General Plan

As an implementation of the Area Plan, a component of the Los Angeles Countywide General Plan (General Plan), the Acton CSD must be consistent with the General Plan. The Acton CSD amendment is consistent with the General Plan, as follows:

LU 6.1: Protect rural communities from the encroachment of incompatible development that conflict with existing land use patterns and service standards.
LU 6.3: Encourage low density and low intensity development in rural areas that is compatible with rural community character, preserves open space, and conserves agricultural land.

The CSD amendment prevents future drive-through establishments within the Acton CSD area, which protects the rural community of Acton from more visitor-serving uses that conflict with the natural, rural setting that is desired within Acton.

Consistency with the Area Plan

The Area Plan was adopted in June 2015, after extensive community and stakeholder participation, and contains a chapter on Community-Specific Land Use Concepts which further describe communities within the Antelope Valley. The Area Plan describes Acton as a community concerned with the urbanization of the area, and wishing to remain a rural community with a unique identity.

The CSD amendment is also consistent with the land use concepts that were identified for Acton, including the following:

Land Use Concepts: The community has a rural town center that is intended to serve the daily needs of residents and provide local employment opportunities. Other areas of Acton are also designated to acknowledge existing uses and additional commercial services and local employment opportunities. The intent of these designations is to allow low-intensity local commercial uses that serve community residents, and prohibit high-intensity regional commercial uses that serve travelers along SR-14.

The CSD amendment implements the Area Plan's land use concepts for Acton by prohibiting all new drive-through establishments and therefore preserving the rural community character.

Implementation of Strategic Plan Goals

The County's 2016-2021 Strategic Plan, Creating Connections: People, Communities, Government, was adopted on November 15, 2016, and provides the vision, mission, and values to ensure that the County's efforts are aligned with the Board's priorities.

This Acton CSD amendment promotes Goal II, Foster Vibrant and Resilient Communities and Strategy II-2, Support the Wellness of Our Communities, by incorporating changes to the Acton CSD that fulfills the vision for the rural community of Acton. By prohibiting drive-through establishments, the CSD supports the intent of its land use policies to allow for low-intensity local commercial uses that serve community residents and local employment opportunities, and enhance rural quality of life.
FISCAL IMPACT/FINANCING

Implementation of the Acton CSD amendment will not result in significant new costs to the Department or other County Departments. The adoption of the amended CSD will not result in the need for additional Departmental staffing. Therefore, a request for financing is not being made at this time.

FACTS AND PROVISIONS/LEGAL REQUIREMENTS

Summary of Process

Due to an increasing number of new businesses applying for permits to operate drive-through services within the community of Acton, on July 5, 2016, the Board passed a motion directing the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-through within the Acton CSD.

The Department's staff notified members of the Acton Town Council of the pending CSD amendment. The legal notice of public hearing was advertised in The Antelope Valley Press and Acton-Agua Dulce News on June 19, 2017. Copies of hearing materials were also available at the Acton-Agua Dulce Library and the Department's Antelope Valley Field Office.

On July 19, 2017, RPC conducted a public hearing to consider the amendment to the Acton CSD. A presentation on the project was given by the Department's staff. Four testifiers spoke in support of the proposed amendment. Testimony primarily expressed a support for the preservation of the rural community character in Acton and concern that drive-through establishments increase traffic and garbage. After hearing public comments, RPC continued the public hearing to August 16, 2017, for additional information and RPC attendance.

On August 16, 2017, RPC held the continued public hearing for the project. A brief presentation was given by the Department's staff. One speaker from the community gave testimony in support of the proposed amendment to the RPC. Testimony expressed concerns about the impacts of drive-through establishments on traffic and safety, and support for the proposed amendment.
The Honorable Board of Supervisors  
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Five letters were also received for the RPC public hearings. The comments were split in support and opposition to the proposed amendment. Three letters in support of the project primarily addressed community disapproval of drive-through establishments, the desire to restrict the increase in those types of facilities, and responses to concerns expressed by comments in opposition to the proposed project. Two letters in opposition expressed concerns that the proposed amendment would restrict new restaurant or dining businesses, limit new employment opportunities and dining options, and cause hardships to the physically impaired.

After hearing all testimony, on August 16, 2017, RPC closed the public hearing and recommended that the Board approve the CSD amendment.

Legal Requirements

A public hearing by the Board is required pursuant to Section 22.16.200 of the County Code and Section 65856 of the California Government Code. Required notice must be given pursuant to the procedures and requirements set forth in Section 22.16.200 of the County Code. These procedures complies with the standards of Sections 6061, 65090 and 65856 of the California Government Code relating to notice of public hearing.

ENVIRONMENTAL DOCUMENTATION

The Department’s staff has determined that prohibiting future drive-through establishments in the Acton CSD is not a project pursuant to CEQA Guidelines Sections 15378 and 21065. This amendment to prohibit all new drive-through establishments would not have the potential to result in a direct or indirect physical change in the environment as this amendment affects future drive-through that do not exist today. A drive-through establishment is currently subject to a discretionary Conditional Use Permit within Acton, and must be found consistent with the Plan’s goals and policies, including those specific to Acton, before approved. This amendment implements adopted County policy regarding drive-through establishments within Acton, and therefore would not result in a change.

If determined otherwise, this proposed amendment would be exempt pursuant to CEQA Guidelines Section 15061(b)(3), which states that a project is exempt from CEQA if the activity is covered by a general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. This amendment would not have the potential for causing a significant effect on the environment as it applies to future drive-through establishments that would have otherwise been subject to a discretionary process.
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IMPACT ON CURRENT SERVICES (OR PROJECTS)

Approval of the proposed Acton CSD amendment will not significantly impact County Services.

For further information, please contact Richard Marshalian at (213) 974-6476 or rmarshalian@planning.lacounty.gov.

Respectfully submitted,

[Signature]

Dennis Slavin
Acting Director

DS:MC:RDM:ems

Attachments:
1. Project Summary
2. Summary of Regional Planning Commission Proceedings
3. Regional Planning Commission Resolution
4. Regional Planning Commission Hearing Packages

c: Executive Office, Board of Supervisors
   Assessor
   Chief Executive Office
   County Counsel
   Public Works

S_AP_120517_BL_ACTON_CSD_AMEND
**PROJECT SUMMARY**

**PROJECT DESCRIPTION:**  
Acton Community Standards District (CSD) Update  
Project No. 2017-005014-(5)

**REQUEST:**  
Adopt Advance Planning No.  
RPPL2017007836-(5)

**LOCATION:**  
Unincorporated Acton

**STAFF CONTACT:**  
Richard Marshalian  
(213) 974-6476

**RPC HEARING DATES:**  
July 19, 2017; August 16, 2017

**RPC RECOMMENDATION:**  
Approve Acton CSD amendment

**MEMBERS VOTING AYE:**  
Commissioners Smith, Louie, Shell, Moon, Modugno

**MEMBERS VOTING NAY:**  
None

**MEMBERS ABSENT:**  
None

**MEMBERS ABSTAINING:**  
None

**KEY ISSUES:**  
Ban on Future Drive-Through Establishments in the Acton CSD Area

**MAJOR POINTS FOR:**  
- Preservation of rural community character in Acton  
- Implementation of Acton-specific land use concepts outlined in Area Plan

**MAJOR POINTS AGAINST:**  
- Proposed amendment could limit the establishment of new restaurants and other businesses that rely on drive-throughs, in Acton
On July 19, 2017, the Los Angeles County (County) Regional Planning Commission (Commission) conducted a public hearing to consider an amendment to the Acton Community Standards District (CSD).

The proposed CSD amendment prohibits future drive-through establishments within the unincorporated community of Acton as well as other minor formatting changes.

During the July 19, 2017 hearing, staff presented the proposed amendment to the Acton CSD. Four speakers testified during the hearing in support of the amendment, citing the preservation of the rural community character in Acton and concern that drive-through establishments increase traffic and garbage.

The Commission continued the public hearing until August 16, 2017 for staff to provide additional information and Commission attendance.

On August 16, 2017, the Commission conducted a continued public hearing. One person testified during the continued hearing to express concern about the impacts of drive-through establishments on traffic and safety, and support for the proposed amendment.

After hearing all testimony, on August 16, 2017 the Commission closed the public hearing and recommended approval of the project to the County Board of Supervisors.

Commissioners Smith, Louie, Shell, Moon, and Modugno voted aye.
RESOLUTION
THE REGIONAL PLANNING COMMISSION
COUNTY OF LOS ANGELES
PROJECT NO. 2017-005014-(5)
ADVANCE PLANNING NO. RPPL2017007836

WHEREAS, pursuant to Article 1 of Chapter 4 of Division 1 of Title 7 of the Government Code of the State of California (commencing with Section 65800), Los Angeles County (“County”) is authorized to adopt amendments to Title 22 of the County Code (“Zoning Ordinance”);

WHEREAS, in 1995, the County adopted the Acton Community Standards District (“CSD”), a supplemental district to provide a means of implementing special development standards contained in adopted area plans within the unincorporated County;

WHEREAS, the County proposes the adoption of Project No. R2017-005014-(5), which includes Advance Planning No. RPPL2017007836, which proposes to amend the Acton CSD related to drive-through establishments;

WHEREAS, the Regional Planning Commission of the County (“Commission”) has conducted a public hearing in the matter of an amendment to the Zoning Ordinance of the County Code relating to the Acton CSD Update on July 19, 2017 and August 16, 2017; and

WHEREAS, the Regional Planning Commission finds as follows:

1. On July 5, 2016, the County Board of Supervisors (“Board”) instructed the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD.

2. The unincorporated community of Acton is within the Fifth Supervisorial District of the County. This area is bordered by the unincorporated community of Agua Dulce on the west, the Angeles National Forest to the south, the unincorporated community of Littlerock and unincorporated Antelope Valley (“AV”) to the east, and the City of Palmdale to the north.

3. The Acton CSD was established in 1995, with a subsequent amendment in 2012, as a supplemental district to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme.

4. The project is an update to the Acton CSD to prohibit all new drive-through establishments. No land use designation or zone changes are proposed as part of
the CSD update. The update is applicable only to properties within the boundary of the Acton CSD area.

5. The Area Plan, a component of the County General Plan, was adopted by the Board on June 16, 2015 after extensive community and stakeholder participation. The Area Plan contains a chapter on Community-Specific Land Use Concepts, which further describes communities in the AV as part of the Area Plan’s vision and Rural Preservation Strategy.

The Area Plan’s Rural Preservation Strategy is a framework of rural town centers, rural town areas, rural preserve areas, and economic opportunity areas, that identify environments within the AV to preserve the rural character of the region, conserve environmental resources, and protect residents from potential hazards while allowing for additional growth and development. Economic opportunity areas and rural town centers are intended for more intense or focused development than rural town areas and rural preserve areas.

The Area Plan describes Acton as a community concerned with the urbanization of the area, and wishing to remain a rural community with a unique identity. Most of Acton is considered a rural town area with surrounding rural preserve area. The community has a rural town center that is intended to serve the daily needs of residents and provide local employment opportunities. Other areas of Acton outside the rural town center, are also designated to acknowledge existing uses and additional commercial services and local employment opportunities. The intent of these designations is to allow low-intensity local commercial uses that serve community residents and to prohibit high-intensity regional commercial uses that serve travelers along State Route 14 (SR-14).

6. The commercial areas within Acton, including those surrounding the Crown Valley Road on-ramp and off-ramp of SR-14, are mostly zoned C-RU (Rural Commercial). In Zone C-RU, drive-through establishments are currently allowed with a Conditional Use Permit (“CUP”). This proposed amendment would prohibit all new drive-through establishments within the Acton CSD, including those areas zoned C-RU and M-1 (Light Manufacturing).

The Acton CSD is a supplemental district within the Zoning Ordinance to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, would support protecting its rural character.
7. Pursuant to the provisions of Sections 22.60.174 and 22.60.175 of the County Code, the public hearing notice was published in The Antelope Valley Press and Acton Agua Dulce Weekly News on June 19, 2017. Staff also informed members of the Acton Town Council about the project on June 15, 2017.

8. Five comments were received from the public for the Commission public hearing on July 19, and August 16. The comments were split in support and opposition to the proposed amendment. Correspondence in support of the project primarily addressed community disapproval of drive-through establishments, the desire to restrict the increase in those types of facilities, and responses to concerns expressed by comments in opposition to the proposed project. Written correspondence in opposition expresses concerns that the proposed amendment would restrict new restaurant or dining businesses, limit new employment opportunities and dining options, and cause hardships to the physically impaired.

9. Pursuant to California Environmental Quality Act (“CEQA”) Guidelines §15378 and §21065, this update is not considered a project subject to CEQA. CEQA Guidelines §15378 and CEQA statute §20165 define the term “project” as the whole of an action which has the potential for resulting in either a direct physical change in the environment, or a reasonable foreseeable indirect physical change in the environment. This amendment to prohibit all new drive-through establishments would not have the potential to result in a direct or indirect physical change in the environment as this amendment affects future drive-throughs that do not exist today. A drive-through establishment is currently subject to a discretionary CUP within Acton, and must be found consistent with the AV Plan goals and policies, including those specific to Acton, before approved. This amendment implements adopted County policy regarding drive-through establishments within Acton, and therefore would not result in a change.

If determined otherwise, this proposed amendment would be exempt pursuant to CEQA Guidelines §15061(b)(3), which states that a project is exempt from CEQA if the activity is covered by a general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. This amendment would not have the potential for causing a significant effect on the environment as it applies to future drive-through establishments which would otherwise be subject to a discretionary process.

10. On July 19, 2017, the Commission held a duly-noticed public hearing for the project. A presentation on the project was given by Department staff. Four speakers from the community gave testimony to the Commission.

11. During the July 19 public hearing, four testifiers spoke in support for the proposed amendment. Testimony primarily expressed a support for the preservation of the
rural community character in Acton and concern that drive-through establishments increase traffic and garbage.

12. After hearing testimony, the Commission continued the matter to August 16, 2017 for additional information and Commission attendance.

13. On August 16, 2017, the Commission held the continued public hearing for the project. A brief presentation was given by Department staff. One speaker from the community gave testimony to the Commission.

14. During the August 16 public hearing, one testifier spoke in support for the proposed amendment. Testimony expressed concerns about the impacts of drive-through establishments on traffic and safety, and support for the proposed amendment.

15. After hearing all testimony, the Commission closed the public hearing and recommended to the Board that the Board approve the CSD amendment.

16. The Commission finds that the proposed amendment to the Zoning Ordinance is not considered a project pursuant to the CEQA guidelines and statutes.

17. The Commission finds that the CSD update is consistent and implements the goals and policies of the adopted Area Plan. The Area Plan’s community-specific vision for Acton is to accommodate low-intensity local commercial uses that serve community residents and prohibit high-intensity regional commercial uses that serve travelers along SR-14. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, implements the Area Plan’s vision for Acton.

18. The Commission finds that the proposed amendment to prohibit all new drive-through establishments within the Acton CSD is consistent with the purpose of the Acton CSD. The CSD is intended to protect the rural, equestrian, and agricultural character of the Acton community.

19. The location of the documents and other materials constituting the record of proceedings upon which the Commission’s decision is based in this matter is at the Los Angeles County Department of Regional Planning, Hall of Records, 320 West Temple Street, 13th Floor, Los Angeles, CA 90012. The custodian of such documents and materials shall be the Section Head of the Community Studies North Section, Los Angeles County Department of Regional Planning.

NOW, THEREFORE, BE IT RESOLVED THAT, the Regional Planning Commission recommends to the Board of Supervisors of the County of Los Angeles as follows:
1. Hold a public hearing to consider Project No. 2017-005014-(5), which includes Advance Planning No. RPPL2017007836, to amend the Acton Community Standards District;

2. Determine that proposed amendment to the Zoning Ordinance is not considered a project pursuant to California Environmental Quality Act ("CEQA") guidelines and statutes;

3. Find that the proposed amendment is consistent with the goals and policies of the Antelope Valley Area Plan; and therefore

I hereby certify that the foregoing resolution was adopted by a majority of the voting members of the Regional Planning Commission of the County of Los Angeles on August 16, 2017.

Rosie O. Ruiz, Secretary
County of Los Angeles
Regional Planning Commission

APPROVED AS TO FORM:

MARY C. WICKHAM
County Counsel

By

Starr Coleman
Deputy County Counsel

VOTE:

Concurring: Smith, Louie, Shell, Moon, Modugno

Dissenting:

Abstaining:

Absent:

Action Date: August 16, 2017

MC:SMT:RDM
8/3/17
July 6, 2017

TO:               Doug Smith, Chair
                 David W. Louie, Vice Chair
                 Laura Shell, Commissioner
                 Elvin W. Moon, Commissioner
                 Pat Modugno, Commissioner

FROM:          Richard Marshallian, Regional Planner
                Community Studies North Section

SUBJECT: BAN ON DRIVE-THROUGH ESTABLISHMENTS IN ACTON CSD
PROJECT NO. R2017-005014-(5)
ADVANCE PLANNING NO. RPPL2017007836
JULY 19, 2017 – AGENDA ITEM NO. 8

BACKGROUND
The Acton Community Standards District (CSD), which was adopted in 1995 and amended in 2012, regulates the uses and development standards for the residential and commercial areas of Acton in order to protect and enhance the rural, equestrian and agricultural character of the Acton community.

Due to an increasing number of new businesses applying for permits to operate drive-through services within the community of Acton, on July 5, 2016, the Los Angeles County (County) Board of Supervisors (Board) passed a motion directing the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD (please see Attachment A).

PROJECT
The proposed amendment to the Acton CSD is a zoning ordinance amendment to prohibit all new drive-through establishments within the Acton CSD (Attachment B).

Please note that in addition to the substantive amendment related to drive-through establishments, other minor amendments are shown in the draft ordinance to reflect the new formatting under the Technical Update effort. The Technical Update is a comprehensive update to Title 22 of the County Code (Zoning Ordinance) to reorganize and simplify the existing code, correct errors and omissions, streamline administrative procedures, and remove obsolete and redundant regulations. Technical Update was approved by the Board on October 27, 2015, and County Counsel was directed to return with the final ordinance.
PLAN AND ZONING CONSISTENCY
Antelope Valley Area Plan
The Antelope Valley Area Plan (Area Plan), adopted in June 2015 after extensive community and stakeholder participation, contains a chapter on Community-Specific Land Use Concepts, which further describes communities in the Antelope Valley as part of the Plan’s vision and Rural Preservation Strategy.

The Plan’s Rural Preservation Strategy is a framework of rural town centers, rural town areas, rural preserve areas, and economic opportunity areas, that identify environments within the Antelope Valley to preserve the rural character of the region, conserve environmental resources, and protect residents from potential hazards while allowing for additional growth and development. Economic opportunity areas and rural town centers are intended for more intense or focused development than rural town areas and rural preserve areas.

The Area Plan describes Acton as a community concerned with the urbanization of the area, and wishing to remain a rural community with a unique identity. Most of Acton is considered a rural town area with surrounding rural preserve area. The community has a rural town center that is intended to serve the daily needs of residents and provide local employment opportunities. Other areas of Acton outside the rural town center, are also designated to acknowledge existing uses and additional commercial services and local employment opportunities. The intent of these designations is to allow low-intensity local commercial uses that serve community residents and to prohibit high-intensity regional commercial uses that serve travelers along State Route 14 (SR-14).

Zoning
The commercial areas within Acton, including those surrounding the Crown Valley Road on-ramp and off-ramp of SR-14, are mostly zoned C-RU (Rural Commercial). In Zone C-RU, drive-through establishments are currently allowed with a Conditional Use Permit (CUP). This proposed amendment would prohibit all new drive-through establishments within the Acton CSD, including those areas zoned C-RU, C-RU-DP (Rural Commercial – Development Program) and M-1 (Light Manufacturing).

The Acton CSD is a supplemental district to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, would support protecting its rural character.
OUTREACH AND PUBLIC NOTIFICATION
Staff notified members of the Acton Town Council on June 15, 2017 of the pending CSD amendment. The legal notice of public hearing was advertised in the Antelope Valley Press and Acton-Agua Dulce News on June 19, 2017. Copies of hearing materials were also available at the Acton Agua Dulce Library and County Department of Regional Planning’s Antelope Valley field office.

CORRESPONDENCE
No correspondence has been received as of time of writing.

ENVIRONMENTAL ASSESSMENT
Pursuant to California Environmental Quality Act (CEQA) Guidelines §15378 and §21065, your Commission’s action is not considered a project and therefore not subject to CEQA.

CEQA Guidelines §15378 and CEQA statute §20165 define the term “project” as the whole of an action which has the potential for resulting in either a direct physical change in the environment, or a reasonable foreseeable indirect physical change in the environment. This amendment to prohibit all new drive-through establishments would not have the potential to result in a direct or indirect physical change in the environment as this amendment affects future drive-throughs that do not exist today. A drive-through establishment is currently subject to a discretionary CUP within Acton, and must be found consistent with the AV Plan goals and policies, including those specific to Acton, before approved. This amendment implements adopted County policy regarding drive-through establishments within Acton, and therefore would not result in a change.

If determined otherwise, this proposed amendment would be exempt pursuant to CEQA Guidelines §15061(b)(3), which states that a project is exempt from CEQA if the activity is covered by a general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. This amendment would not have the potential for causing a significant effect on the environment as it applies to future drive-through establishments that would have otherwise been subject to a discretionary process.

STAFF ANALYSIS
The Area Plan’s Community-Specific Land Use Concepts describe how the Rural Preservation Strategy applies in each community, and refines the framework for each community’s individual needs. The expectations described for how Acton may change and grow, are ultimately implemented through a CSD. Therefore, the Plan’s vision for Acton to accommodate low-intensity local commercial uses that serve community residents and prohibit high-intensity regional commercial uses that serve travelers along SR-14, will be implemented through this proposed CSD amendment to prohibit all new drive-through establishments within the Acton CSD.
STAFF RECOMMENDATION
Staff recommends that your Commission close the public hearing, and recommend to the Board of Supervisors approval of the amendment to the Acton CSD.

I MOVE THAT THE REGIONAL PLANNING COMMISSION CLOSE THE PUBLIC HEARING, AND RECOMMEND TO THE BOARD OF SUPERVISORS APPROVAL OF THE AMENDMENT TO THE ACTON COMMUNITY STANDARDS DISTRICT.

MC:SMT:RM
07/06/17

Attachment 1: Board Motion
Attachment 2: Draft Ordinance
Attachment 3: Draft RPC Resolution
MOTION BY SUPERVISOR MICHAEL D. ANTONOVICH  JULY 5, 2016

The Antelope Valley Area Plan stipulates that the unincorporated community of Acton does not allow freeway serving commercial businesses in its commercial zones. Residents have expressed concerns over an increasing number of new businesses applying for permits to operate drive-through services, which are considered uses that attract motorists off the freeway. The proliferation of these uses may negatively impact the rural character of the community of Acton and should be prohibited.

I, THEREFORE, MOVE that the Board of Supervisors instruct the Director of Regional Planning to pursue an amendment to the Acton Community Standards District precluding all new drive-throughs within the Acton Community Standards District.

#          #          #

MDA:evo
An ordinance amending Title 22 – Planning and Zoning – of the Los Angeles County Code related to the Acton Community Standards District.

SECTION 1. Section 22.44.126 is hereby amended to read as follows:

22.44.126 Acton Community Standards District

A. Intent and Purpose
The Acton Community Standards District (“CSD”) is established to protect and enhance the rural, equestrian, and agricultural character of the community and its sensitive features including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme. The standards are intended to ensure reasonable access to public riding and hiking trails, and to minimize the need for installation of infrastructure such as sewers, streetlights, concrete sidewalks, and concrete flood control systems that would alter the community's character, while providing for adequate drainage and other community safety features.

B. Definitions
(Reserved)

BC. Description of District BoundaryMap
The boundaries of the district this CSD are shown on the map following this section on Map 22.44.126: Acton CSD Boundary, at the end of this Section.

D. Applicability
The standards shall apply as appropriate to any land division, building permit for either a new structure or a specified addition to an existing structure, or grading permit.

E. Application and Review Procedures
A site plan review application shall be required for the determination of whether or not a proposed development complies with the provisions and development standards prescribed in this Section. Where a site plan is required in an application for a permit, variance, nonconforming use or structure review, said site plan shall be consiered a part of said application and shall not require separate approval under the provisions of this Section.
**GF. Community-Wide Development Standards**

Except where a more specific application is prescribed, or prior to the approval of a new structure or addition to an existing structure where the cumulative area of all additions made after the adoption of this section adds at least 400 square feet to the footprint of either primary or accessory structures, a site plan review application shall be submitted to and approved by the Planning Director to assure compliance with the following development standards:

...  

11. **Home Occupations.**  

...  

x. That the person proposing a home occupation use has signed a covenant and agreement suitable for recordation and running with the land indicating that he or she has read and understands the mandatory conditions of operation enumerated above and such other conditions that the director may impose, and will faithfully abide by each and every one of said conditions and restrictions. Said covenant shall be recorded as a condition of approval and shall indicate that the failure of the applicant to conform with and adhere to each and every condition of operation shall result in the revocation of the director’s approval for the home occupation use.

12. **Applicability.** The preceding standards shall apply as appropriate to any land division, building permit for either a new structure or a specified addition to an existing structure, or grading permit. Modifications to any standards in this subsection are only available pursuant to the terms and conditions of a conditional use permit, as provided for in Part 1 of Chapter 22.56.

12. **Drive-Through Establishments.** No new drive-through facility or service shall be permitted.

**G. Zone Specific Development Standards**

(Reserved)

**DH. Area-Specific Development Standards**

...  

**E. Director’s Review.**

A director’s review, as set forth in Part 12 of Chapter 22.56, shall be required for the determination of whether or not a proposed development complies with the provisions and development standards prescribed in this section. Where a site plan is required
in an application for a permit, variance, nonconforming use or structure review, said site plan shall be considered a part of said application and shall not require separate approval under the provisions of this subsection.

I. Modification of Development Standards

Modifications to any standards in this Section are only available pursuant to the terms and conditions of a Conditional Use Permit (Part 1 of Chapter 22.56) application.
DRAFT ORDINANCE

ACTON COMMUNITY STANDARDS DISTRICT

-DISTRICT BOUNDARY-
I. Background

...
WHEREAS, pursuant to Article 1 of Chapter 4 of Division 1 of Title 7 of the Government Code of the State of California (commencing with Section 65800), Los Angeles County (“County”) is authorized to adopt amendments to Title 22 of the County Code (“Zoning Ordinance”);

WHEREAS, in 1995, the County adopted the Acton Community Standards District (“CSD”), a supplemental district to provide a means of implementing special development standards contained in adopted area plans within the unincorporated County;

WHEREAS, the County proposes the adoption of Project No. R2017-005014-(5), which includes Advance Planning No. RPPL2017007836, which proposes to amend the Acton CSD for consistency with the Antelope Valley Area Plan (“Area Plan”);

WHEREAS, the Regional Planning Commission of the County (“Commission”) has conducted a public hearing in the matter of an amendment to the Zoning Ordinance of the County Code relating to the Acton CSD Update on July 19, 2017; and

WHEREAS, the Regional Planning Commission finds as follows:

1. On July 5, 2016, the County Board of Supervisors (“Board”) instructed the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD.

2. The unincorporated community of Acton is within the Fifth Supervisorial District of the County. This area is bordered by the unincorporated community of Agua Dulce on the west, the Angeles National Forest to the south, the unincorporated community of Littlerock and unincorporated Antelope Valley (“AV”) to the east, and the City of Palmdale to the north.

3. The Acton CSD was established in 1995, with a subsequent amendment in 2012, as a supplemental district to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme.

4. The project is an update to the Acton CSD to prohibit all new drive-through establishments. No land use designation or zone changes are proposed as part of the CSD update. The update is applicable only to properties within the boundary of the Acton CSD area.
5. The Area Plan, a component of the County General Plan, was adopted by the Board on June 16, 2015 after extensive community and stakeholder participation. The Area Plan contains a chapter on Community-Specific Land Use Concepts, which further describes communities in the AV as part of the Area Plan’s vision and Rural Preservation Strategy.

The Area Plan’s Rural Preservation Strategy is a framework of rural town centers, rural town areas, rural preserve areas, and economic opportunity areas, that identify environments within the AV to preserve the rural character of the region, conserve environmental resources, and protect residents from potential hazards while allowing for additional growth and development. Economic opportunity areas and rural town centers are intended for more intense or focused development than rural town areas and rural preserve areas.

The Area Plan describes Acton as a community concerned with the urbanization of the area, and wishing to remain a rural community with a unique identity. Most of Acton is considered a rural town area with surrounding rural preserve area. The community has a rural town center that is intended to serve the daily needs of residents and provide local employment opportunities. Other areas of Acton outside the rural town center, are also designated to acknowledge existing uses and additional commercial services and local employment opportunities. The intent of these designations is to allow low-intensity local commercial uses that serve community residents and to prohibit high-intensity regional commercial uses that serve travelers along State Route 14 (SR-14).

6. The commercial areas within Acton, including those surrounding the Crown Valley Road on-ramp and off-ramp of SR-14, are mostly zoned C-RU (Rural Commercial). In Zone C-RU, drive-through establishments are currently allowed with a Conditional Use Permit (“CUP”). This proposed amendment would prohibit all new drive-through establishments within the Acton CSD, including those areas zoned C-RU and M-1 (Light Manufacturing).

The Acton CSD is a supplemental district within the Zoning Ordinance to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, would support protecting its rural character.

7. Pursuant to the provisions of Sections 22.60.174 and 22.60.175 of the County Code, the public hearing notice was published in The Antelope Valley Press and
Acton Agua Dulce Weekly News on June 19, 2017. Staff also informed members of the Acton Town Council about the project on June 15, 2017.

8. No comments were received by the public.

9. Pursuant to California Environmental Quality Act (“CEQA”) Guidelines §15378 and §21065, this update is not considered a project subject to CEQA. CEQA Guidelines §15378 and CEQA statute §20165 define the term “project” as the whole of an action which has the potential for resulting in either a direct physical change in the environment, or a reasonable foreseeable indirect physical change in the environment. This amendment to prohibit all new drive-through establishments would not have the potential to result in a direct or indirect physical change in the environment as this amendment affects future drive-throughs that do not exist today. A drive-through establishment is currently subject to a discretionary CUP within Acton, and must be found consistent with the AV Plan goals and policies, including those specific to Acton, before approved. This amendment implements adopted County policy regarding drive-through establishments within Acton, and therefore would not result in a change.

If determined otherwise, this proposed amendment would be exempt pursuant to CEQA Guidelines §15061(b)(3), which states that a project is exempt from CEQA if the activity is covered by a general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. This amendment would not have the potential for causing a significant effect on the environment as it applies to future drive-through establishments which would otherwise be subject to a discretionary process.

10. On July 19, 2017, the Commission held a duly-noticed public hearing for the project. After hearing all testimony, the Commission closed the public hearing and recommended to the Board that the Board approve the CSD amendment. [TO BE UPDATED AFTER PUBLIC HEARING]

11. The Commission finds that the proposed amendment to the Zoning Ordinance is not considered a project pursuant to the CEQA guidelines and statutes.

12. The Commission finds that the CSD update is consistent and implements the goals and policies of the adopted Area Plan. The Area Plan’s community-specific vision for Acton is to accommodate low-intensity local commercial uses that serve community residents and prohibit high-intensity regional commercial uses that serve travelers along SR-14. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, implements the Area Plan’s vision for Acton.
13. The Commission finds that the proposed amendment to prohibit all new drive-through establishments within the Acton CSD is consistent with the purpose of the Acton CSD. The CSD is intended to protect the rural, equestrian, and agricultural character of the Acton community.

14. The location of the documents and other materials constituting the record of proceedings upon which the Commission’s decision is based in this matter is at the Los Angeles County Department of Regional Planning, Hall of Records, 320 West Temple Street, 13th Floor, Los Angeles, CA 90012. The custodian of such documents and materials shall be the Section Head of the Community Studies North Section, Los Angeles County Department of Regional Planning.

NOW, THEREFORE, BE IT RESOLVED THAT, the Regional Planning Commission recommends to the Board of Supervisors of the County of Los Angeles as follows:

1. Hold a public hearing to consider Project No. R2017-005014-(5), which includes Advance Planning No. RPPL2017007836, to amend the Acton Community Standards District;

2. Determine that proposed amendment to the Zoning Ordinance is not considered a project pursuant to California Environmental Quality Act (“CEQA”) guidelines and statutes;

3. Find that the proposed amendment is consistent with the goals and policies of the Antelope Valley Area Plan; and therefore

I hereby certify that the foregoing resolution was adopted by a majority of the voting members of the Regional Planning Commission of the County of Los Angeles on July 19, 2017.

______________________________
Rosie O. Ruiz, Secretary
County of Los Angeles
Regional Planning Commission

APPROVED AS TO FORM:

MARY C. WICKHAM
County Counsel

By ____________________________
Starr Coleman
Deputy County Counsel

VOTE:

Concurring:

Dissenting:

Abstaining:

Absent:

Action Date: July 19, 2017

MC:SMT:RDM
7/6/17
July 13, 2017

TO:     Doug Smith, Chair
        David W. Louie, Vice Chair
        Laura Shell, Commissioner
        Elvin W. Moon, Commissioner
        Pat Modugno, Commissioner

FROM:  Richard Marshalian, Regional Planner
        Community Studies North Section

SUBJECT:  BAN ON DRIVE-THROUGH ESTABLISHMENTS IN ACTON CSD
          PROJECT NO. R2017-005014-(5)
          ADVANCE PLANNING NO. RPPL2017007836
          JULY 19, 2017 – AGENDA ITEM NO. 8

Please find the attached materials and information that was not included in the Staff Memo submitted to you on July 6, 2017:

1. Additional correspondence received

MC: MK: RM
07/13/17

Attachment 1: Additional correspondences
July 11, 2017

Dear Supervisor Kathryn Barger,

ACTON CSD UPDATE - RESTAURANT DRIVE-THRU PROHIBITION

Project No. R2017-005014-(5) / Advance Planning Case No. RPPL2017007836

I am a long time resident of Acton and I strongly oppose the update to the Acton Community Standards District which would prohibit restaurants from having a drive-thru.

My family and I moved to Acton in 1995 and raised 4 wonderful children here. My husband and I were heavily involved in the Cub Scout and Boy Scout programs, where my son achieved the rank of Eagle. We love this town!

One thing lacking in Acton is a choice in dining establishments as well as the flexibility of using a drive-thru to order and pickup food at those establishments. I have Multiple Sclerosis, better known as MS, which greatly impairs my ability to walk. There are many others in the area that also have difficulty walking or other impairments where a drive-thru would be a convenient option. In addition, during the winters we may get snow and the temperatures are frequently near or below freezing. In the summer, temperatures remain well into the 90’s and frequently into the 100’s all day and all summer long as seen during the recent heat wave. All residents and visitors of Acton will appreciate a drive-thru during that kind of weather!

Prohibiting drive-thrus in Acton is denying the residents of and visitors to the wonderful town of Acton the choice and convenience we want and desire. Additional restaurants with drive-thrus, whether locally owned or part of a national chain, will not diminish the rural character Acton. It will not create traffic jams in Acton because people get off the freeway to get a bite to eat. Crime will not go up because someone is using a drive-thru to get a burger! Having the option of a drive-thru simply encourages more businesses to consider coming to Acton. More dining businesses means more employment opportunities. More dining establishments means more choices and convenience for all of us!

I implore you to direct the Department of Regional Planning and the Regional Planning Commission at the scheduled July 19 hearing to deny or drop the proposed amendment/update to the Acton CSD. Not doing so will:

- Cause unnecessary hardships to the physically impaired
- Limit choice to the residents and visitors of Acton
• Prevent additional employment opportunities for our young people of Acton that are just starting out
• Prevent new dining businesses from establishing in Acton due to unnecessary and burdensome restrictions and from the “not in my backyard” few residents

Thank you for listening and I look forward to more convenient dining choices in Acton.

Sincerely,

Geralyn Vander Vis

cc:

Richard Bruckner, Director of Regional Planning
Richard Marshalian, Regional Planner, Community Studies North Section
BACKGROUND
The Acton Community Standards District (CSD), which was adopted in 1995 and amended in 2012, regulates the uses and development standards for the residential and commercial areas of Acton in order to protect and enhance the rural, equestrian and agricultural character of the Acton community.

Due to an increasing number of new businesses applying for permits to operate drive-through services within the community of Acton, on July 5, 2016, the Los Angeles County (County) Board of Supervisors (Board) passed a motion directing the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD.

SUMMARY OF THE JULY 19, 2017 PUBLIC HEARING
On July 19, 2017, your Regional Planning Commission (Commission) held a public hearing to consider the amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD. Legally required public notice for the project was met. Four speakers gave testimony to your Commission during the hearing.

The testimony and comments in support of the amendment, including written correspondence from the Acton Town Council, primarily addressed community disapproval of drive-through establishments, and their desire to restrict the expansion of those types of facilities.

Written comments received in opposition included one letter from a resident, with concerns that the proposed amendment would restrict new dining businesses and limit
new employment opportunities and dining options, and cause hardships to the physically impaired.

After hearing public testimony, your Commission continued the matter to August 16, 2017 for additional information and Commission attendance.

ADDITIONAL INFORMATION
The County Code's Zoning Code (Title 22) is the primary resource that the County uses to regulate uses and activities. The County uses CSD's to limit, or place additional standards on uses in specific communities, depending on community needs. While the zoning code is more regulatory in nature, the Area Plan describes the policy and objectives for the vision of the community.

Existing Zoning Regulations for Drive-Through Establishments
The County Code currently regulates drive-through establishments through zoning and CSDs.

Zoning
Within the County Code's Zoning Code (Title 22), there are two zones that explicitly regulate permitting of drive-through services: C-RU (Rural Commercial), and MXD-RU (Rural Mixed Use Development). In both zones, a Conditional Use Permit (CUP) is required to authorize drive-through services.

These zones were mapped within the Antelope Valley as part of the Antelope Valley Area Plan (AV Plan) zoning consistency effort, which was adopted by the Board in June 2015.

CSDs
There are also several CSDs that regulate drive-throughs to implement community-specific goals and policies, and/or address community character and needs. These include:

<table>
<thead>
<tr>
<th>CSD (AREA)</th>
<th>PERMITTING BY ZONE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Altadena (Lake Avenue)</td>
<td>Prohibited in C-3*</td>
</tr>
<tr>
<td>East Los Angeles (Whittier Boulevard)</td>
<td>CUP in C-3 (General Commercial)</td>
</tr>
<tr>
<td>Florence-Firestone (Florence Avenue)</td>
<td>CUP in C-3</td>
</tr>
<tr>
<td>La Crescenta-Montrose (Foothill Boulevard West Town)</td>
<td>CUP in C-1 (Restricted Business), C-3</td>
</tr>
<tr>
<td>La Crescenta-Montrose (Foothill Boulevard Mid-Town)</td>
<td>CUP in C-2 (Neighborhood Business)</td>
</tr>
</tbody>
</table>

*Please note that as part of the Altadena CSD Update effort, approved by the Board in June 2017 and pending final adoption, drive-through facilities were updated to be permitted with a CUP in all commercial zones within Altadena.

Recent Drive-Through Establishment Projects in Acton
Several drive-through establishments were recently proposed in Acton.
Project No. 2017005014-(5)  
August 3, 2017  
Page 3

Project R2014-00881-(5) “Primo Burger”
Project R2014-00881-(5) was approved by the Board on November 15, 2016 on appeal, and was approved with a drive-through facility for a restaurant as part of a larger commercial center. A CUP was required to authorize a commercial center in the C-RU-DP (Rural Commercial – Development Program) zone, and for drive-through service in C-RU. The project had a number of residents in support and opposing the drive-through aspect of the project, with the majority opposing the project. The Acton Town Council was in support of the project with the exception of the drive-through.

Project R2014-02996—(5) “Taco Bell”
Project R2014-02996—(5) was approved by the Board on May 3, 2016 on appeal, and was approved without a drive-through facility. A CUP was required to authorize a restaurant in the then C-2-DP (Neighborhood Business – Development Program) zone. (The property was rezoned to C-RU-DP with the AV Plan; however the applicant chose to continue processing under the complete application already filed.) The project had a number of residents and the Acton Town Council express support or opposition to the project, with the majority opposing. Initial approval of the project by the Commission was appealed to the Board, where 860 residents signed letters expressing opposition to the proposed project.

Existing Drive-Through Establishments in Acton
In addition to one drive-through facility approved as discussed above, there are two other existing drive-through facilities in Acton. The zoning on these properties was rezoned to C-RU with the AV Plan and as such, the drive-through service that was established by right now will require a CUP at the cessation of the 5-year amortization period, which was begun at the effective date of the Antelope Valley Area Plan.

The drive-through facility approved with a CUP as described above was granted in perpetuity.

STAFF ANALYSIS
The County regulates land use using the Zoning Code, and modifies countywide permitting and standards to meet the needs and desires of specific communities through CSDs. The CSDs apply specific standards to communities to affect community character or address issues specific to that community.

The community of Acton has expressed a strong desire to not have additional drive-through establishments in Acton as part of their desire to remain a rural town and preserve their rural community character. This desire was expressed and reflected in the AV Plan through the Rural Preservation Strategy and community-specific land use concepts for Acton as well as at multiple public hearings for proposed new restaurant projects with drive-through facilities.
While many existing CSDs regulate drive-through services in order to address pedestrian character concerns, the AV Plan clearly describes Acton as a community with commercial areas intended to allow low-intensity local commercial uses that serve community
residents and to prohibit high-intensity regional commercial uses that serve travelers along State Route 14. Furthermore, the Board moved in July 2016 to direct Regional Planning to prepare an ordinance precluding all new drive-through establishments.

There are two existing drive-through establishments that have already received entitlement within the area of the Acton CSD: one through a CUP, and one that will be subject to a CUP after the amortization period. This amendment does not affect the amortization period nor the grant term for the existing drive-through establishments.

**Acton Community Standards District Boundary**

At your July 19 hearing, a comment was made that a map of the boundaries of the Acton CSD included in the proposed draft did not match the boundaries of the current map in Title 22.

The discrepancy arises from the lack of precision in earlier maps due to the technological limitations of the era. The map included in the proposed CSD amendment shows the Acton CSD boundaries which were updated using Geographical Information Systems (GIS), and generally follow the ridgelines along the north and north-east boundaries of the CSD.

**STAFF RECOMMENDATION**

Staff recommends that your Commission close the public hearing, and recommend to the Board approval of the amendment to the Acton CSD.

I MOVE THAT THE REGIONAL PLANNING COMMISSION CLOSE THE PUBLIC HEARING, AND RECOMMEND TO THE BOARD OF SUPERVISORS APPROVAL OF THE AMENDMENT TO THE ACTON COMMUNITY STANDARDS DISTRICT.

MC:SMT:RM
08/03/17

Attachment 1: Revised Draft Resolution
Attachment 2: Correspondence Received
RESOLUTION
THE REGIONAL PLANNING COMMISSION
COUNTY OF LOS ANGELES
PROJECT NO. R2017-005014-(5)
ADVANCE PLANNING NO. RPPL2017007836

WHEREAS, pursuant to Article 1 of Chapter 4 of Division 1 of Title 7 of the Government Code of the State of California (commencing with Section 65800), Los Angeles County ("County") is authorized to adopt amendments to Title 22 of the County Code ("Zoning Ordinance");

WHEREAS, in 1995, the County adopted the Acton Community Standards District ("CSD"), a supplemental district to provide a means of implementing special development standards contained in adopted area plans within the unincorporated County;

WHEREAS, the County proposes the adoption of Project No. R2017-005014-(5), which includes Advance Planning No. RPPL2017007836, which proposes to amend the Acton CSD for consistency with the Antelope Valley Area Plan ("Area Plan");

WHEREAS, the Regional Planning Commission of the County ("Commission") has conducted a public hearing in the matter of an amendment to the Zoning Ordinance of the County Code relating to the Acton CSD Update on July 19, 2017 and August 16, 2017; and

WHEREAS, the Regional Planning Commission finds as follows:

1. On July 5, 2016, the County Board of Supervisors ("Board") instructed the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD.

2. The unincorporated community of Acton is within the Fifth Supervisorial District of the County. This area is bordered by the unincorporated community of Agua Dulce on the west, the Angeles National Forest to the south, the unincorporated community of Littlerock and unincorporated Antelope Valley ("AV") to the east, and the City of Palmdale to the north.

3. The Acton CSD was established in 1995, with a subsequent amendment in 2012, as a supplemental district to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme.

4. The project is an update to the Acton CSD to prohibit all new drive-through establishments. No land use designation or zone changes are proposed as part of

DRAFT
the CSD update. The update is applicable only to properties within the boundary of the Acton CSD area.

5. The Area Plan, a component of the County General Plan, was adopted by the Board on June 16, 2015 after extensive community and stakeholder participation. The Area Plan contains a chapter on Community-Specific Land Use Concepts, which further describes communities in the AV as part of the Area Plan's vision and Rural Preservation Strategy.

The Area Plan's Rural Preservation Strategy is a framework of rural town centers, rural town areas, rural preserve areas, and economic opportunity areas, that identify environments within the AV to preserve the rural character of the region, conserve environmental resources, and protect residents from potential hazards while allowing for additional growth and development. Economic opportunity areas and rural town centers are intended for more intense or focused development than rural town areas and rural preserve areas.

The Area Plan describes Acton as a community concerned with the urbanization of the area, and wishing to remain a rural community with a unique identity. Most of Acton is considered a rural town area with surrounding rural preserve area. The community has a rural town center that is intended to serve the daily needs of residents and provide local employment opportunities. Other areas of Acton outside the rural town center, are also designated to acknowledge existing uses and additional commercial services and local employment opportunities. The intent of these designations is to allow low-intensity local commercial uses that serve community residents and to prohibit high-intensity regional commercial uses that serve travelers along State Route 14 (SR-14).

6. The commercial areas within Acton, including those surrounding the Crown Valley Road on-ramp and off-ramp of SR-14, are mostly zoned C-RU (Rural Commercial). In Zone C-RU, drive-through establishments are currently allowed with a Conditional Use Permit (“CUP”). This proposed amendment would prohibit all new drive-through establishments within the Acton CSD, including those areas zoned C-RU and M-1 (Light Manufacturing).

The Acton CSD is a supplemental district within the Zoning Ordinance to provide a means of implementing development standards that address concerns unique to the community of Acton. The Acton CSD was established to protect and enhance the rural, equestrian and agricultural character of the community and its sensitive features, including significant ecological areas, floodplains, hillsides, National Forest, archaeological resources, multipurpose trail system, and Western heritage architectural theme. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, would support protecting its rural character.
7. Pursuant to the provisions of Sections 22.60.174 and 22.60.175 of the County Code, the public hearing notice was published in The Antelope Valley Press and Acton Agua Dulce Weekly News on June 19, 2017. Staff also informed members of the Acton Town Council about the project on June 15, 2017.

8. No Two comments were received by the public. The comments were evenly split in support and opposition to the proposed amendment. Correspondence in support of the project primarily addressed community disapproval of drive-through establishments, and their desire to restrict the increase in those types of facilities. Written correspondence in opposition expresses concerns that the proposed amendment would restrict new restaurant or dining businesses, and limit new employment opportunities and dining options, and cause hardships to the physically impaired.

9. Pursuant to California Environmental Quality Act ("CEQA") Guidelines §15378 and §21065, this update is not considered a project subject to CEQA. CEQA Guidelines §15378 and CEQA statute §21065 define the term “project” as the whole of an action which has the potential for resulting in either a direct physical change in the environment, or a reasonable foreseeable indirect physical change in the environment. This amendment to prohibit all new drive-through establishments would not have the potential to result in a direct or indirect physical change in the environment as this amendment affects future drive-throughs that do not exist today. A drive-through establishment is currently subject to a discretionary CUP within Acton, and must be found consistent with the AV Plan goals and policies, including those specific to Acton, before approved. This amendment implements adopted County policy regarding drive-through establishments within Acton, and therefore would not result in a change.

If determined otherwise, this proposed amendment would be exempt pursuant to CEQA Guidelines §15061(b)(3), which states that a project is exempt from CEQA if the activity is covered by a general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. This amendment would not have the potential for causing a significant effect on the environment as it applies to future drive-through establishments which would otherwise be subject to a discretionary process.

10. On July 19, 2017, the Commission held a duly-noticed public hearing for the project. A presentation on the project was given by Department staff. Four speakers from the community gave testimony to the Commission.

11. During the July 19 public hearing, the testimony was in support for the proposed amendment. Testimony primarily expressed a support for the preservation of the rural community character in Acton and concern that drive-through establishments increase traffic and garbage.
40.12. After hearing all testimony, the Commission closed—continued the public hearing—matter to August 16, 2017 for additional information and Commission attendance and recommended to the Board that the Board approve the CSD amendment. [TO BE UPDATED AFTER PUBLIC HEARING]

44.13. The Commission finds that the proposed amendment to the Zoning Ordinance is not considered a project pursuant to the CEQA guidelines and statutes.

42.14. The Commission finds that the CSD update is consistent and implements the goals and policies of the adopted Area Plan. The Area Plan's community-specific vision for Acton is to accommodate low-intensity local commercial uses that serve community residents and prohibit high-intensity regional commercial uses that serve travelers along SR-14. This proposed amendment to prohibit all new drive-through establishments within the Acton CSD, implements the Area Plan's vision for Acton.

43.15. The Commission finds that the proposed amendment to prohibit all new drive-through establishments within the Acton CSD is consistent with the purpose of the Acton CSD. The CSD is intended to protect the rural, equestrian, and agricultural character of the Acton community.

44.16. The location of the documents and other materials constituting the record of proceedings upon which the Commission's decision is based in this matter is at the Los Angeles County Department of Regional Planning, Hall of Records, 320 West Temple Street, 13th Floor, Los Angeles, CA 90012. The custodian of such documents and materials shall be the Section Head of the Community Studies North Section, Los Angeles County Department of Regional Planning.

NOW, THEREFORE, BE IT RESOLVED THAT, the Regional Planning Commission recommends to the Board of Supervisors of the County of Los Angeles as follows:

1. Hold a public hearing to consider Project No. R2017-005014-(5), which includes Advance Planning No. RPPL2017007836, to amend the Acton Community Standards District;

2. Determine that proposed amendment to the Zoning Ordinance is not considered a project pursuant to California Environmental Quality Act ("CEQA") guidelines and statutes;

3. Find that the proposed amendment is consistent with the goals and policies of the Antelope Valley Area Plan; and therefore
4. Adopt Advance Planning No. RPPL2017007836
I hereby certify that the foregoing resolution was adopted by a majority of the voting members of the Regional Planning Commission of the County of Los Angeles on July 4/August 16, 2017.

Rosie O. Ruiz, Secretary
County of Los Angeles
Regional Planning Commission

APPROVED AS TO FORM:

MARY C. WICKHAM
County Counsel

By __________________________
Starr Coleman
Deputy County Counsel

VOTE:

Concurring:

Dissenting:

Abstaining:

Absent:

Action Date: July/August 16, 2017

MC:SMT:RDM
78/63/17
Subject: Acton Town Council Comments in Support of Project 2017-005014-(5).

Reference: Regional Planning Commission Hearing Agenda Item #8.

Honored Commissioners;

The Acton Town Council appreciates this opportunity to comment on the proposed amendment to the Acton Community Standards District ordinance prohibiting new "drive-through" developments in Acton. The Acton Town Council supports this amendment to the CSD, and respectfully requests that the Regional Planning Commission ("Commission") approve the ordinance as written.

As the Commission is aware, the Community of Acton has opposed new freeway-serving commercial development in general, and freeway serving "drive-through" development in particular, for more than two decades because the traffic, trash, and other impacts created by such developments degrade Acton's rural and equestrian profile. The Community of Acton's opposition to such development has, over the years, manifested itself in many ways, including petition drives that resulted in thousands of signed affirmations, multiple survey results, and countless letters and public testimony from concerned residents. At the hearing tomorrow, the Acton Town Council will bring evidence of the Community's steadfast and unwavering opposition to such development, and will invite inspection of such evidence by the Commission and any interested persons. The Acton Town Council supports the proposed ordinance based on the firm belief that it will secure for the Community of Acton the long-sought protections from freeway-serving commercial development.

The Acton Town recognizes that, in addition to language prohibiting new "drive-through" facilities in Acton, the proposed ordinance includes other modifications to the Acton Community Standards District, and also re-arranges a number of provisions. The Acton Town Council has carefully reviewed these modifications, and concludes that they do not materially alter existing CSD requirements and are predominantly "structural" in nature. On that basis, the Acton Town Council does not contest these additional changes.
The Acton Town Council apologizes for not submitting this letter of support earlier; it was delayed in order to provide council members the time required to review and consider the "structural" changes noted above. In any event, the Acton Town Council greatly appreciates the efforts undertaken by the Department of Regional Planning and the County Counsel's office to develop the proposed ordinance that has been long-sought by the Community of Acton.

Respectfully submitted;

/S/ Tom Costan
Tom Costan
Acton Town Council President

Cc: Donna Termeer; Deputy to 5th District Supervisor Kathryn Barger
    Suzie Tae, Department of Regional Planning
Richard Marshalian

From: Acton Towncouncil <atc@actontowncouncil.org>
Sent: Thursday, July 20, 2017 11:35 AM
To: Rosie Ruiz; Richard Marshalian; Susan Tae; Acton Towncouncil
Subject: RPC hearing on Project 2017-005014-(5) Continued to August 16, 2017 - Caltrans signage in Acton
Attachments: Caltrans freeway sign 1 in Acton.jpeg; Caltrans freeway sign 2 in Acton.jpeg
Follow Up Flag: Follow up
Flag Status: Flagged
Categories: Public Comment, Acton CSD Update - Drive-Through Ban

Dear Ms. Ruiz;

I ask that you forward this email and the attending attachments to all the Regional Planning Commissioners. This email is sent in response to the questions asked by Commissioner Louie at the Regional Planning Commission hearing held yesterday regarding Agenda Item 8 and whether or not Caltrans signage exists for businesses in Acton. As you can see from the attached photographs, Caltrans signage is used to promote Acton businesses. Please note that these photos depict only a portion of the Caltrans signs in Acton; if the Planning Commission wishes to know what other Caltrans signs are in Acton, please let me know and I will endeavor to provide additional information. Please do not hesitate to contact the Acton Town Council at atc@actontowncouncil.org if you require further information.

Respectfully submitted,

Jacqueline Ayer
Correspondence Secretary
Acton Town Council
FOOD NEXT EXIT

- Jack in the Box
- Subway
- Subway
- ARCO
- am pm
- McDonald's
- Don Chato Restaurant
- The Pizza Place
August 16, 2017

TO: Doug Smith, Chair
    David W. Louie, Vice Chair
    Laura Shell, Commissioner
    Elvin W. Moon, Commissioner
    Pat Modugno, Commissioner

FROM: Richard Marshalian, Regional Planner
   Community Studies North Section

SUBJECT: BAN ON DRIVE-THROUGH ESTABLISHMENTS IN ACTON CSD
         PROJECT NO. 2017005014-(5)
         ADVANCE PLANNING NO. RPPL2017007836
         August 16, 2017 – AGENDA ITEM NO. 5

BACKGROUND
Due to an increasing number of new businesses applying for permits to operate drive-through services within the community of Acton, on July 5, 2016, the Los Angeles County (County) Board of Supervisors (Board) passed a motion directing the Director of Planning to pursue an amendment to the Acton CSD to preclude all new drive-throughs within the Acton CSD.

ADDITIONAL INFORMATION
Attached for your consideration is additional public comments received after the initial staff memo.

STAFF RECOMMENDATION
Staff recommends that your Commission close the public hearing, and recommend to the Board approval of the amendment to the Acton CSD.

I MOVE THAT THE REGIONAL PLANNING COMMISSION CLOSE THE PUBLIC HEARING, AND RECOMMEND TO THE BOARD OF SUPERVISORS APPROVAL OF THE AMENDMENT TO THE ACTON COMMUNITY STANDARDS DISTRICT.

MC:SMT:RM
08/16/17

Attachment 1: Correspondence Received
Regional Planning Commission  
County of Los Angeles  
320 West Temple Street  
Los Angeles, CA 90012  
Electronic copy submitted to RRuiz@planning.lacounty.gov  

August 12, 2017

Subject: Acton Town Council Comments in Support of Project 2017-005014-(5).  

Reference: Regional Planning Commission Hearing Agenda Item #5.

Honored Commissioners;  

With this letter, the Acton Town Council seeks to convey its steadfast support of the proposed revision to the Acton Community Standards District that is set forth in the draft Ordinance now before you, and also address concerns that were raised at the Regional Planning Commission (“Commission”) hearing on July 19, 2017.

As a preliminary note, the Acton Town Council wishes to clarify that, contrary to what has been claimed, the draft ordinance does not preclude the development of “new dining establishments” in Acton, and it certainly does not prevent such establishments from providing customers with flexible options for “ordering and picking up food”. In fact, “curbside delivery” to customers waiting in their cars has always been an option for dining establishments in Acton, and it is an option that has long been supported by the Acton Town Council. Moreover, the type of “community serving” dining establishments advocated in Acton by the Antelope Valley Area Plan will offer such conveniences as a matter of course because their primary objective will be to serve Acton residents, including those with limited mobility. Therefore, there is no merit in the argument that the draft ordinance eliminates “choice in dining establishments” or flexibility to “order and pickup food”. Furthermore, every one of the fast-food “drive-through” businesses that have been proposed in Acton over the last 10 years have rejected the “curbside delivery” option when proposed as an alternative to the “drive-through” facilities. Some of these “drive-through” businesses rejected the “curbside delivery” alternative based on a claim that the technology was unavailable, while others rejected it because it would not support the freeway-based customer volume projected by their business model. Still others simply rejected the “curbside delivery” alternative out of hand without providing a reason. The Acton Town Council points out that the technology necessary to accommodate “curbside delivery” is similar to that required to accommodate “drive-through” delivery, and that the implementation of “curbside delivery” services by “community serving” eating
establishments will serve to increase local customer volume because of the convenience that it provides. Simply put, there is nothing in the draft ordinance which prevents the development of convenient dining options that fully serve all Acton residents including those with impaired mobility. Therefore, the Commission can rest assured that the draft ordinance will not cause hardships to the physically impaired or limit choices for Acton residents.

Additionally, the ordinance does not limit the choice of convenient dining options for Acton’s visitors, either. This is because visitors to Acton will have the same dining options and dining conveniences as Acton residents, and such dining options and dining conveniences remain unaltered by the ordinance. What the ordinance does do is discourage businesses that rely on freeway commuters and travelers for their customer base, and it does so in a manner that is wholly consistent with the Antelope Valley Area Plan. In fact, Chapter 7 of the Antelope Valley Area Plan explicitly authorizes the prohibition of “drive-through” development in Acton. To be clear, the ordinance simply discourages freeway travelers and commuters from exiting the freeway for the purpose of buying fast food or gasoline, thus it does not create undue burdens on visitors to Acton in any way, shape or form.

Because the ordinance discourages freeway travelers and commuters from exiting the freeway, it will preserve existing traffic patterns, avoid deleterious traffic impacts, and prevent future traffic increases at already congested intersections in Acton. Without exception, every single traffic study prepared for every “drive-through” business proposed in Acton over the last 10 years has conclusively proven that such businesses result in substantially higher traffic loads at sensitive locations near the middle school and library within the Community of Acton. In other words, the premise that adverse traffic impacts do not result from the thousands of new vehicle trips that are generated by new, freeway-serving “drive-through” businesses is patently false and contradicted entirely by every drive-through fast food business traffic study ever prepared for Acton.

Additionally, the single biggest source of trash within the Community of Acton is the freeway serving fast-food drive-through and convenience store businesses along Sierra Highway at Crown Valley. The Acton Women’s Club sponsors the “clean-up” effort along Crown Valley Road under the California’s “Adopt a Highway Program”, and the trash that is collected by the dedicated membership of this organization is predominated by fast food wrappers and drink containers from the businesses located in that area. There is no doubt that freeway-serving “drive through” fast food businesses significantly diminish Acton’s “rural character” based solely on the quantity of trash that such businesses generate.

Finally, it is pointed out that ordinance will not cause hardships to the physically impaired or prevent new dining businesses from establishing in Acton or limit choice or prevent employment opportunities. The fact is, nothing in the ordinance limits the scope, quantity, or extent of dining choices or dining establishments in Acton because every conceivable manner of dining option is allowed. The draft ordinance does not eliminate all “order and pickup” options and it certainly does not eliminate dining fare deliveries that allow customer to remain in the car at all times. Therefore, it does not create hardships for the
physically impaired or eliminate choice or convenience. Because it does not preclude any particular dining establishments in Acton, it does not reduce employment opportunities nor prevent new dining businesses from being established in Acton. What it does do is protect Acton from the types of freeway-serving businesses that are explicitly prohibited by the Antelope Valley “Town & Country” Plan, and is therefore reasonable, appropriate, and entirely justified in every conceivable way.

The Community of Acton has opposed new freeway-serving commercial development in general, and freeway serving “drive-through” development in particular, for more than two decades because the traffic, trash, and other impacts created by such developments degrade Acton’s rural and equestrian profile. The Community of Acton’s opposition to such development has, over the years, manifested itself in many ways, including petition drives that resulted in thousands of signed affirmations, multiple survey results, and countless letters and public testimony from concerned residents. Therefore, the Acton Town Council is resolved and committed in its support for this ordinance based on the factual determination that it will secure for the Community of Acton the long-sought protections from freeway-serving commercial development. Moreover, the Board of Supervisors directed the Department of Regional Planning to pursue this Ordinance more than a year ago, and the language it embodies is precisely compliant with the Board’s directive. So there seems to be little room for debate regarding the efficacy of this ordinance.

Sincerely and Respectfully Submitted,

Tom Costan
Acton Town Council President

[Signature]
August 14, 2017

Regional Planning Commission
County of Los Angeles
320 West Temple Street
Los Angeles, CA 90012
Electronic Copy Submitted to RRuiz@planning.lacounty.gov

Subject: Comments in Support of Project 2017005014-(5)
Reference: Regional Planning Commission Hearing August 16, 2017, Agenda Item #5

Dear Commissioners,

My name is Kelly Teno, my husband Roger Teno and I are 25 year residents of Acton. I’m writing you today to let you know of my support for the proposed amendment to the Acton Community Standards District. We moved to Acton to live in a small town atmosphere and to raise our five children. Most of the people we have met over the last twenty-five years moved to Acton for pretty much the same reasons we did. My husband and I have always been very involved in our community. We have worked with different groups in different capacities to ensure Acton keeps its same rural character.

We have seen many changes over the years. The biggest change being the amount of traffic coming through on the 14 Freeway and Sierra Highway. The Antelope Valley Area Plan gives Acton some protection against high intensity freeway serving businesses. The following is this excerpt from Acton’s portion of the plan: “The intent of these designations is to allow low-intensity local commercial uses that serve community residents and to prohibit high-intensity regional commercial uses that serve travelers along State Route 14.” We feel that this proposed amendment only strengthens and clarifies that language. My husband and I don’t feel that it stops growth but encourages community serving businesses.

We are tired of developers coming and asking Acton to change its standards for them when instead they should be fitting to our standards. We have sat in many meetings where developers have said that the commercial land near Crown Valley and the 14 Freeway is prime real estate. They say that fast food establishments with drive throughs make the most sense because of being so close to the freeway and the population of Acton is just not large enough. So again the language in this proposed amendment to the Acton CSD will only strengthen and clarify the language in the Antelope Valley Area Plan, there to protect Acton.
We did a little research and have found several communities all over California and the United States that have put bans on drive throughs in the past twenty years. So we don’t feel we are out of the ordinary in asking you to support this change. We feel that since this proposed amendment to the Acton Community Standards District was a directive from the Board of Supervisors, the only question that should be raised is if the language is satisfactory to Acton. We have to say the majority of the people we have spoken to support the change as we do. Thank You so much for your consideration of our comments.

Sincerely,
Roger and Kelly Teno
35256 Shannondale Rd
Acton, CA 93510
August 15, 2017

Dear Supervisor Kathryn Barger,

ACTON CSD UPDATE - RESTAURANT DRIVE-THRU PROHIBITION

Project No. R2017-005014-(S) / Advance Planning Case No. RPPL2017007836

I am a long time resident of Acton and I strongly oppose the update to the Acton Community Standards District which would prohibit restaurants from having a drive-thru.

Your Board of Supervisors has established some wonderful priorities that you are working diligently to accomplish. You have made it a priority to address the needs of an aging population. You have made it a priority to encourage economic development.

Allowing this change into the Acton Community Standards District is a step in the wrong direction for those priorities. Passing this amendment hinders the ability for businesses to make life easier for the disabled, an aging population, and a mom with a car full of kids. It would be another impediment to establishing a business in the area. And since there would be less local economic development, it would force people, especially young people, to find employment farther in the Antelope Valley necessitating the use of a car instead of a bicycle. Contrary to what was mentioned at the previous Regional Planning Commission meeting, having a business take valuable employee time to hand deliver a purchase to your car is NOT a viable option. That's why so few businesses offer that service!

As I mentioned in my letter to you last month, I implore you to direct the Department of Regional Planning and the Regional Planning Commission at the scheduled August 16 hearing to deny or drop the proposed amendment/update to the Acton CSD. Not doing so will:

- Cause unnecessary hardships to the physically impaired and elderly
- Limit choice to the residents and visitors of Acton
- Prevent additional employment opportunities for our young people of Acton that are just starting out
- Prevent new dining businesses from establishing in Acton due to unnecessary and burdensome restrictions and from the “not in my backyard” few residents

Thank you for listening and I look forward to more convenient dining choices in Acton.

Sincerely,

Geralyn Vander Vis

cc:
Richard Bruckner, Director of Regional Planning
Richard Marshalian, Regional Planner, Community Studies North Section