Creston Village Plan

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Chapter 1: Introduction

1.1 Purpose

The Creston Village Plan establishes a vision for the future that will guide land use and transportation over the next 20 years.

1.2 Relationship to General Plan

This village plan is part of Part III of the Land Use and Circulation Elements (LUCE) of the County General Plan. This plan is consistent with the other elements of the County General Plan. All other County plans, policies and programs that involve the community of Creston and are subject to the County General Plan are to be consistent with and implement this plan. In addition, where applicable, all public and private development is to be consistent with the LUCE, including this village plan. It should be recognized, however, that this plan is subject to higher legal authority; for example, federal and state statutes, case law, and regulations.

The Framework for Planning (LUCE Part I) is the central policy document, while this plan contains programs more specifically applicable to the Creston village area. In accordance with the Framework for Planning, allowable densities (intensity of land use) are established. The North County Area Plan contains regional land use and circulation goals, policies, and programs that also apply to Creston.

The Land Use Ordinance contains development regulations that are applicable countywide, as well as standards and guidelines for local communities that may be different than the county-wide regulations.

1.3 Features of the Plan

This plan describes County land use and transportation programs for a 20-year timeframe in the Creston village area, including regulations also adopted in the Land Use Ordinance and Land Use Element. All information contained in this plan is taken from the El Pomar-Estrella Area Plan, which was last updated on October 23, 2003. Only non-substantive edits have been made to this text for consistent formatting and to reflect the new organization of the LUCE. No changes have been made to reflect current conditions in Creston.

This plan includes the following major features:

Background Information

This plan provides information on land use, population, availability of resources and public services, and environmental characteristics. This information (current as of September 23, 2003) is the basis for many of the plan recommendations.

Policies, Programs and Standards

In addition to countywide policies in Framework for Planning, the North County Area Plan contains areawide land use and circulation policies affecting the Creston village area. These policies are implemented in Creston through the recommended programs in Chapters 3 and 6 of this plan and the standards in Article 9 (Chapter 22.94.040 – El Pomar-Estrella Sub-area Standards) and Article 10 (Chapter 22.104 - North County Area Communities and Villages) of the Land Use Ordinance.

Proposed programs listed at the end of Chapters 3 and 6 are non-mandatory actions that may be initiated by the County, communities, or other agencies to correct or improve local problems or conditions, and to otherwise help implement the goals and policies of the North County Area Plan. Since many recommended programs involve public expenditures, their initiation depends upon availability of funding. Areawide programs listed in the North County Area Plan may also affect the community of Creston.

Specific, mandatory development standards are included in Article 10 of the Land Use Ordinance (Chapter 22.104 - North County Area Communities and Villages) that address special conditions in communities and neighborhoods and help implement the goals and policies of the North County Area Plan. These standards address land use, public services, circulation, sensitive resources, and natural hazards (the latter two overlays are called "combining designations"). Article 9 of the Land Use Ordinance (Chapter 22.94.040 – El Pomar-Estrella Sub-area Standards) includes areawide and regional development standards that may also affect Creston.

Resource Management

Chapter 3 describes the existing and future status of water supply, sewage disposal, schools, and other public services in Creston. Chapter 6 includes descriptions of historic resources. While this plan focuses on public facilities, services, and resources within the village of Creston, the North County Plan addresses these topics on a regional scale.

Area Plan Maps

Land use, circulation and combining designation maps are shown following Chapters 4, 5 and 6, respectively. They illustrate:

- **Land Use Categories** – which determine the uses that are allowable on a piece of property, including density and intensity of development.
- **Combining Designations** – which identify areas of flood hazards and historic properties.
- **Circulation** – which consists of roads and pedestrian, bicycle, and equestrian facilities.

Due to scale limitations, the maps in this plan are for reference purposes only. The official maps (LUCE Part IV) are available at the County Department of Planning and Building.

1.4 Setting

Creston is located in the El Pomar-Estrella sub-area of the North County planning area, approximately 12 miles east of Atascadero.

Figure 1-1: Regional Map

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Chapter 2: Population and Economy

This chapter focuses on the population and economy of Creston. The discussion in this chapter is current as of the last major update to the El Pomar-Estrella Area Plan (2003).

2.1 Population

Table 2.1 shows the estimated buildout capacity for Creston.

Table 2-1: Estimated Buildout

Existing Land Use		Absorption Capacity			Buildout Capacity	
Land Use Category	Parcels[1]	Parcels[2]	Dwelling Units[3]	Population[4]	Dwelling Units	Population
RSF	28	84	84	237	63	178
Total	**28**	**84**	**84**	**237**	**63**	**178**

Notes:

1. Includes Assessor's Parcels (legal status not necessarily verified); includes underlying lots of record in Creston, San Luis Obispo County Planning Department, November 1977.
2. Accounts for subdivision potential generally according to the following criteria:
   - One parcel for each combination of two 25' x 150' lots (assumes community water)
   - In areas subject to planning area standards that specify minimum parcel sizes, those parcel sizes are used.
3. Assumes one primary dwelling unit per parcel.
4. Assumes 2.82 persons per occupied dwelling unit (based on 2000 Census average for the planning area); 100% occupancy.
5. Buildout capacity = absorption capacity (maximum potential development) x .75

2.2 Economy

Local residents in the El Pomar-Estrella sub-area will continue to depend on businesses outside the sub-area for goods and services, though existing commercial uses in Creston are expected to continue to provide some basic agricultural and daily convenience goods. With the expected population increase of almost 80 percent in the sub-area during the next 25 years, Creston may become more important as a base for providing goods and services. Additional commercial uses and services may also be needed, most likely in the northern portion of the sub-area.

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Chapter 3: Public Facilities, Services, and Resources

3.1 Introduction

Chapter 3 provides a description of public facilities, services and basic resources within Creston. It identifies capacities and compares them with current and projected demand levels, based on 2003 information. It then identifies appropriate program options that the County might use to deal with current and potential deficiencies. In addition, this chapter identifies programs for improving our basic understanding of existing and potential resources.

> ***NOTE:*** This chapter describes service levels and available resource capacities as of the last major update to the El Pomar-Estrella Area Plan (2003). More recent data on resource and service levels is available in the County's Resource Summary Report, which is updated every two years.

Appropriate levels of service for urban, suburban and rural areas are discussed in Framework for Planning (LUCE Part I). Appropriate development levels within Creston are addressed in Chapter 4 of this plan. The intent of Chapter 3 is to provide the public and decision makers with basic information and a range of options to be considered when evaluating growth and development issues.

In addition to the discussion in this chapter, the North County Area Plan describes regional facilities and services that are not necessarily based in Creston but are available to North County residents. The Area Plan also describes natural resources and environmental characteristics in the larger North County region, including geological resources, groundwater, soils and agriculture, biological resources, visual resources, and air quality.

3.2 Status of Public Facilities, Services, and Resources

Water Supply

A community water supply system would be appropriate to serve suburban densities in Creston. Rural residential growth in the older subdivisions within the region or intensified agricultural irrigation could have detrimental local effects on groundwater. The eastward urban expansion of Paso Robles could eventually conflict with rural use of groundwater unless the city were to utilize supplemental sources or groundwater withdrawals outside of the basin. Possible future water supply alternatives for the region could include:

1. Urban use of imported or reservoir water supplies by the adjacent urban areas, leaving a larger share for groundwater withdrawals for rural and agricultural uses;

2. Local impoundments to capture runoff or use of wastewater from adjacent urban areas for irrigation;

3. Widespread planting of crops having low irrigation requirements, and more efficient irrigation methods;

4. Increased pumping, where it can be shown that additional water is available.

5. Promote the use of native, drought-tolerant landscaping for non-agricultural development.

6. Groundwater recharge using imported water.

Sewage Disposal

More-urban densities in Creston could be achieved if community water and sewer services are provided – a prerequisite for approving the maximum allowable density under the General Plan. However, common urban services anticipated for a village area (such as street trees, lighting, street sweeping, or certain types of street improvements) may not be appropriate in Creston due to limited population, demand and funding.

Solid Waste Disposal

Refer to the North County Area Plan for a discussion of solid waste disposal service in Creston and the surrounding rural areas.

Emergency Services

Ambulance service is provided via contract with San Luis Ambulance. CDF is the emergency first responder in the El Pomar-Estrella sub-area and maintains mutual/automatic aid agreements with the Paso Robles, Atascadero City, and Templeton Fire Departments.

The California Highway Patrol operates a paramedic H-70 helicopter from the Paso Robles Airport that is utilized throughout the county. In addition, air ambulance service is available. Although response times via ground ambulance in the El Pomar-Estrella sub-area exceed 10-20 minutes depending upon location, the helicopter has reduced response times significantly in a number of cases; however, helicopter use may be limited by topography, weather, or commitment to other incidents. The California Department of Forestry and Fire Protection/San Luis Obispo County Fire Department (CDF/County Fire) is exploring the use of fire engines to provide paramedic response.

Fire Protection

CDF/County Fire provides fire protection for Creston and the surrounding rural areas. It maintains mutual and automatic aid agreements with the Paso Robles, Atascadero City, and Templeton Fire Departments. CDF/County Fire has identified the potential need for a future station near the Creston Road/Neal Springs Road intersection or the Creston Road/Stage Coach Road intersection. The need now exists to staff the Creston station (#43) with permanent personnel 24 hours a day to provide emergency services to the increasing number of residents in the area.

Police Service

The County Sheriff's Department serves Creston from its Templeton substation.

Human Services

Refer to the North County Area Plan for a discussion of human services available to North County residents.

Schools

The County annually monitors the status of public school capacity through its Resource Management System program. Creston is served by the Atascadero Unified School District.

Table 3-1 shows that the Creston Elementary School relies on relocatable structures to meet existing demand. Enrollment is expected to increase at buildout.

Table 3-1: Creston School Needs

2001 Enrollment	Permanent Capacity	Capacity w/ Relocatables
109	106	126

Library

A new 960-sq. ft. library was constructed in Creston in 2003 in a joint project with the Atascadero Unified School District. Based on the accepted standard of 0.7 square feet per capita, the need for public library space in the El Pomar-Estrella sub-area is 5,628 sq. ft. currently and about 10,750 sq. ft. at buildout.

Recreation Services

Currently, the Creston School also serves as a day-use playground, and several large parcels in lower-density land use categories provide open space for private recreation.

3.3 Community Service Programs

"Programs" are specific non-mandatory actions or policies recommended by the LUCE to achieve community or areawide objectives identified in this village plan. The implementation of each LUE program is the responsibility of the County or other public agency identified in the program itself.

> ***NOTE:*** In addition to the programs listed here, the North County Area Plan contains regional programs that may also affect the community of Creston.

Because programs (some of which include special studies) are recommended actions rather than mandatory requirements, implementation of any program should be based on consideration of community needs and substantial community support for the program and its related cost.

The following public service programs apply to Creston. Table 3-2 identifies the responsible agencies, potential funding sources and the preferred time-frames for completion.

Water Supply

1. **Service District.** The County Planning and Building, Environmental Health, and Public Works Departments should work with property owners to form a Creston village water supply district to provide both commercial and residential water needs if there is community support.

Recreation Services

2. **Creston Community Park.** The County Department of General Services should work with the community, willing sellers and developers to determine a location for, acquire and develop a neighborhood park to serve the community of Creston.

Table 3-2: Schedule for Completing Public Facilities, Services, and Resources Program

Title	Responsible Agency	Potential Funding	Target Date	Priority
1. Service District	Co. Planning, Env. Health, and Public Works	District	2015	Low
2. Creston Community Park	Co. General Services	County, grants, new development	2010	Medium

Chapter 4: Land Use

4.1 Introduction

This chapter discusses land use issues affecting the Creston village area. No land use programs are established specifically for Creston; however, the North County Area Plan contains regional and areawide land use programs that may affect Creston.

4.2 Distribution of Land Uses

The primary method of allocating land uses within Creston is through the mapping of 14 land use categories. The uses that are allowed within each category are shown in Article 2 of the Land Use Ordinance. Further limitations on allowable uses may be imposed by standards located in Articles 9 and 10 of the Land Use Ordinance.

The location and distribution of the land use categories is shown in the official maps on file in the Department of Planning and Building and on the informational report map at the end of this chapter.

Table 4-1 summarizes the acreage of each land use category in Creston. Rural land use acreage is summarized in the North County Area Plan.

Much of the land in the Creston townsite is underutilized. All water is supplied from individual wells, and sewage is disposed by septic tanks.

The following section discusses land use within each land use category on the plan maps.

Table 4-1: Land Use Category Acreage

Land Use Categories	Acreage
Agriculture	0
Rural Lands	0
Recreation	0
Open Space	0
Residential Rural	0
Residential Suburban	0
Residential Single Family	45.3
Residential Multi-Family	0
Office and Professional	0
Commercial Retail	6.2
Commercial Service	0
Industrial	0
Public Facilities	5.4
Dalidio Ranch	0
Total	**56.9**

Residential Single-Family

Creston contains several blocks with 25 x 150-foot lots. Residences have developed where owners have acquired several contiguous lots, so that the town has a suburban character. The lack of a community water system hinders development of all the existing small lots because individual septic and water systems would conflict with requirements of the Public Health Code which require a safe distance between them. Development at full single-family density is therefore precluded until community water supply and sewer systems exist.

Commercial Retail

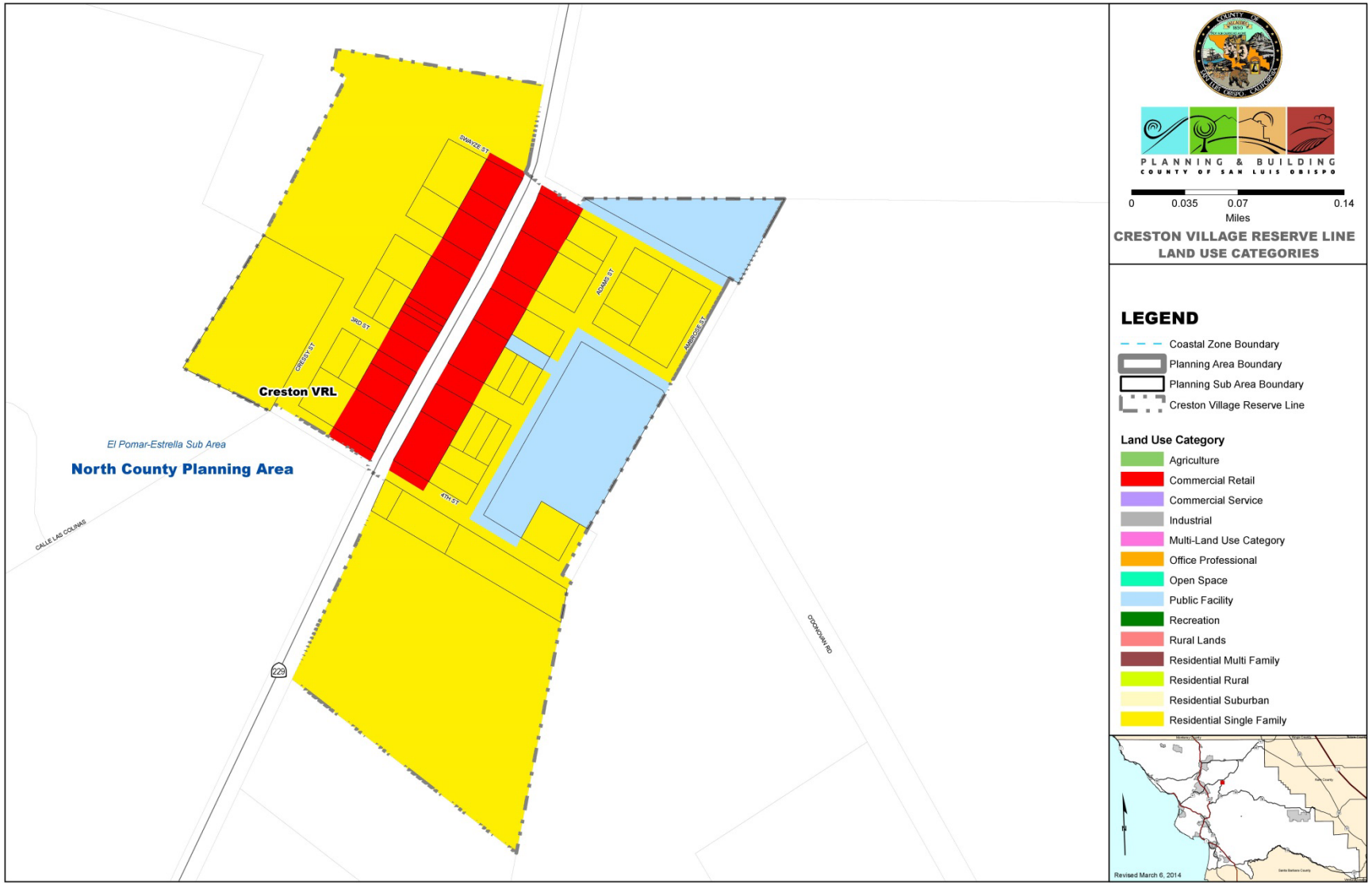
Commercial uses have declined from earlier times, reflecting greater mobility and market choices. However, the commercial area on Highway 229 is retained to anticipate both service and retail businesses that may prove feasible. Future commercial uses should be compatible with the character of the village.

Public Facilities

Public facilities include the Creston Elementary School, library and CDF/County Fire station.

4.3 Land Use Programs

No land use programs have been established for Creston. Refer to the North County Area Plan for a discussion of regional and areawide land use programs that could affect Creston.


SWARTZ ST
ADAMS ST
AMBROSE ST
3RD ST
GREEN ST
Creston VRL
El Pomar-Estrella Sub Area
North County Planning Area
4TH ST
CALLE LAS COLINAS
O'CONNOR RD
229
PLANNING & BUILDING
COUNTY OF SAN LUIS OBISPO
0
0.035
0.07
0.14
Miles
CRESTON VILLAGE RESERVE LINE
LAND USE CATEGORIES
LEGEND
Coastal Zone Boundary
Planning Area Boundary
Planning Sub Area Boundary
Creston Village Reserve Line
Land Use Category
Agriculture
Commercial Retail
Commercial Service
Industrial
Multi-Land Use Category
Office Professional
Open Space
Public Facility
Recreation
Rural Lands
Residential Multi Family
Residential Rural
Residential Suburban
Residential Single Family
Revised March 6, 2014

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Chapter 5: Circulation Element

This chapter is the Circulation Element for Creston. It reflects the countywide goals and policies in Framework for Planning (LUCE Part I) and regional goals and policies in the North County Area Plan (LUCE Part II). The circulation map at the end of this chapter shows the existing road network and planned road improvements within the Creston village area.

Land use and circulation planning should support each other so that the pattern of land development is supported by a well-defined system of transportation linkages. Roads, bikeways, airports, railroads and various modes of transportation make up the circulation system. Improvements occur by a combination of public and private measures, including the dedication of land to the public in proportion to the impacts created by development. It is understood that public dedications will be reviewed on a case-by-case basis to meet nexus and other legal requirements.

The following sections describe transportation management programs, the major features of the circulation system, and alternative modes of travel to the private automobile. System improvements and programs are recommended to implement the circulation needs of the Land Use Element.

5.1 North County Circulation Issues and Objectives

The North County's various communities and rural areas are connected by a network of state highways and major arterial roadways. The North County Area Plan describes some key issues that affect the regional transportation system and establishes policies and objectives in response to those issues. In particular, see the circulation policies for the El Pomar-Estrella sub-area.

5.2 Roads

Existing public roads are classified as Principal Arterials, Arterials, Collectors and Local Streets (the Land Use Element maps show the functional road classifications). Road improvement and maintenance is required for development and proposed land divisions by the County Land Use Ordinance, County Real Property Division Ordinance and applicable planning area standards. New local streets will be needed as areas with suburban-sized lots develop. Many locations lack adequate local streets, especially older tracts where roads exist on private property or easements. Some areas are served by a single access point, which does not provide secondary or emergency access in the event of road closure. Most private roads are not maintained by any agency or association and many are in disrepair. Adequate equestrian, pedestrian and bicycle passage typically is not provided. Local streets should be constructed with adequate alignments for all uses in these areas as new development occurs, and long-term maintenance and other needs should be addressed.

Arterials

As shown in the circulation element maps at the end of this chapter, arterial roadways in Creston include State Highway 229 and O'Donovan Road.

Collectors

Several existing collector roads are not adequately improved to county standards. These conditions should be corrected as funds allow.

5.3 Other Means of Transportation

Both the North County Area Plan and Framework for Planning encourage alternatives to single occupancy vehicle travel. These alternatives are described below.

Bikeways

The El Pomar-Estrella sub-area is a popular bicycling region. Improvements should be provided to accommodate bicyclists, consistent with the County Bikeways Plan. In particular, Highway 46 should be improved through the sub-area with Class II bike lanes located in the road right-of-way at the end of vehicle lanes. The difficulty of crossing major highways for pedestrians, equestrians, and bicycles in certain locations has led to consideration of the possibility of developing non-vehicular undercrossings.

Trails

Low density development in the El Pomar-Estrella sub-area is generating a large hiker and equestrian population and a corresponding need for trails. As called for by the County Parks and Recreation Element, a trail system for horse riding and walking needs to be established that will link the major creeks and suburban and rural residential areas to nearby recreation areas and National Forest lands. Trails along Rock Canyon Road and the Salinas River currently are frequently used for recreation. New trails could be developed on existing road right-of-ways, publicly-owned properties, or privately owned lands that are offered voluntarily.

5.4 Circulation Programs

No circulation policies or programs have been established that are specific to Creston. Refer to the North County Area Plan for a discussion of regional circulation policies and programs that could affect Creston.

PLANNING & BUILDING
COUNTY OF SAN LUIS OBISPO
0 175 350 700
Feet
North County Planning Area
Creston VRL
CIRCULATION MAP
LEGEND
Urban & Village Reserves
Circulation
Classifications
Principal Arterial
Arterial
Arterial - Proposed
Collector
Collector - Proposed
Arterials
Webster - Hwy 229
Collectors
O'Donovan
NOTE: Designations are not shown within city corporate boundaries
April 28, 2014
Creston
El Pomar-Estrella Sub Area
Sub-Area
Webster Rd
O'Donovan Rd
229
O'DONOVAN RD
3RD ST
4TH ST
CRESKY ST
ADAMS ST
ANDRUSE ST
CALLE LAS COUNAS

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Chapter 6: Combining Designations

6.1 Introduction

Combining designations are special overlay maps and symbols applied in areas of the county with potentially hazardous conditions or special resources, where more detailed project review is needed to avoid or minimize adverse environmental impacts or effects of hazardous conditions on proposed projects. Symbols denote the vicinity of proposed public facilities such as government uses, parks and schools. The following areas are subject to special combining designations. In some cases, specific standards have been adopted for an area where a combining designation is applied. These standards are found in Article 10 of the Land Use Ordinance (Chapter 22.104 – North County Area Communities and Villages) and apply to development proposals in addition to the standards of Chapter 22.14 of the Land Use Ordinance.

6.2 Creston Combining Designations

The Creston village includes the following combining designation, which is shown on the map at the end of this chapter:

1. **Creston Community Church – Historic Site (H).** The church, built in 1886, was the second Protestant Church north of Cuesta Grade. It is a typical example of Pioneer architecture that played an important role for early settlers in the plains area of the county. It has been designated by the County Historical Society as a County Historical Landmark.

6.3 Proposed Public Facilities

Only those public facilities that have a direct effect on land use and are publicly managed are considered. The public facilities needed for the community are determined by many public agencies. Development guidelines for proposed public facilities are contained in Framework for Planning.

There are no public facility projects identified for Creston. Refer to the North County Area Plan for a discussion of regional programs that could affect the Creston village area.

6.4 Combining Designations Programs

No combining designation programs have been established for Creston. Refer to the North County Area Plan for a list of regional and areawide combining designation programs that could affect Creston.

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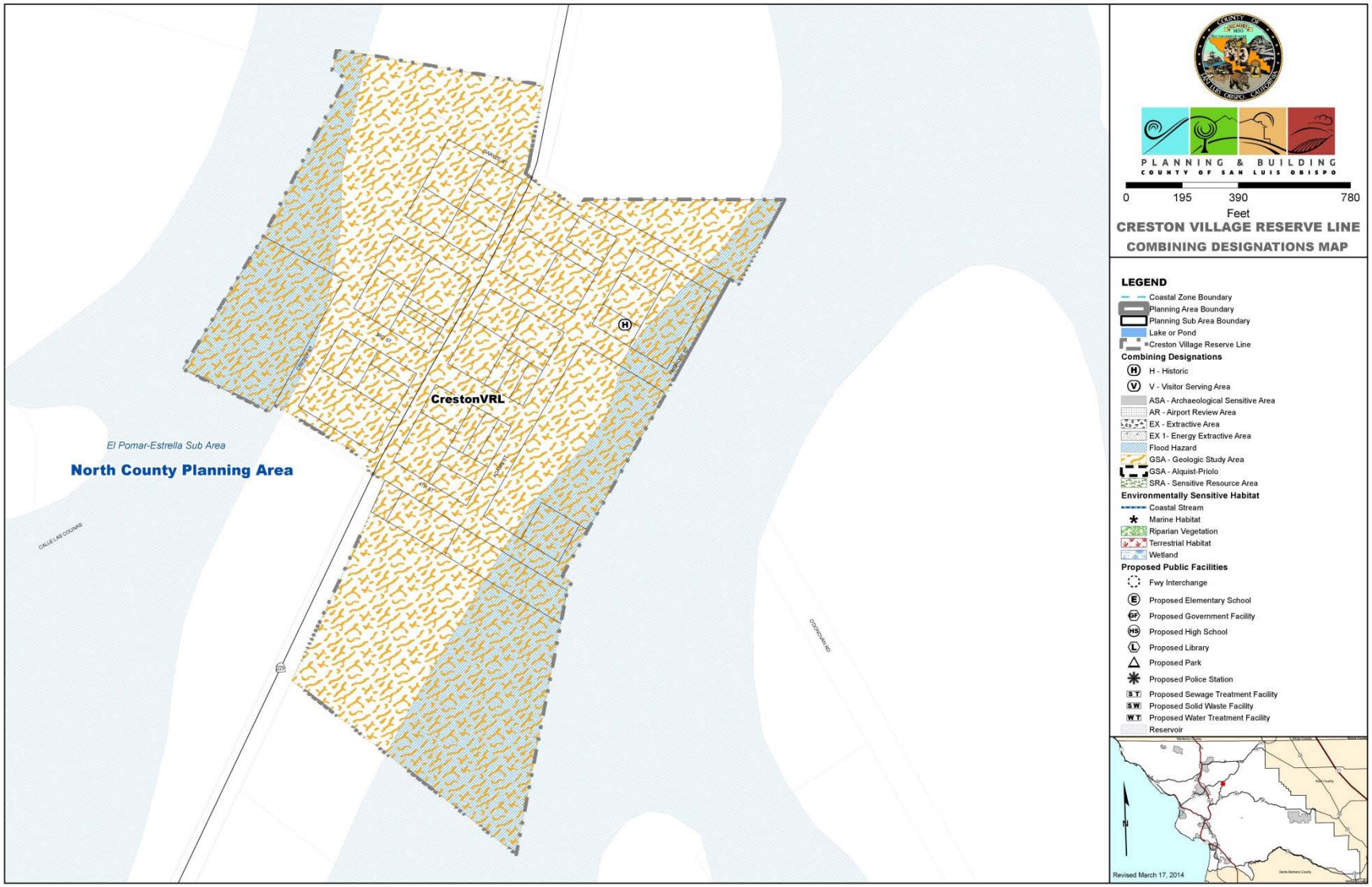
CRESTON VILLAGE RESERVE LINE
COMBINING DESIGNATIONS MAP
PLANNING & BUILDING
COUNTY OF SAN LUIS OBISPO
0 195 390 780
Feet
LEGEND
Coastal Zone Boundary
Planning Area Boundary
Planning Sub Area Boundary
Lake or Pond
Creston Village Reserve Line
Combining Designations
H - Historic
V - Visitor Serving Area
ASA - Archaeological Sensitive Area
AR - Airport Review Area
EX - Extractive Area
EX 1- Energy Extractive Area
Flood Hazard
GSA - Geologic Study Area
GSA - Alquist-Priolo
SRA - Sensitive Resource Area
Environmentally Sensitive Habitat
Coastal Stream
Marine Habitat
Riparian Vegetation
Terrestrial Habitat
Wetland
Proposed Public Facilities
Fwy Interchange
Proposed Elementary School
Proposed Government Facility
Proposed High School
Proposed Library
Proposed Park
Proposed Police Station
Proposed Sewage Treatment Facility
Proposed Solid Waste Facility
Proposed Water Treatment Facility
Reservoir
Revised March 17, 2014
CrestonVRL
El Pomar-Estrella Sub Area
North County Planning Area
CALLE LAS COUNAS
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