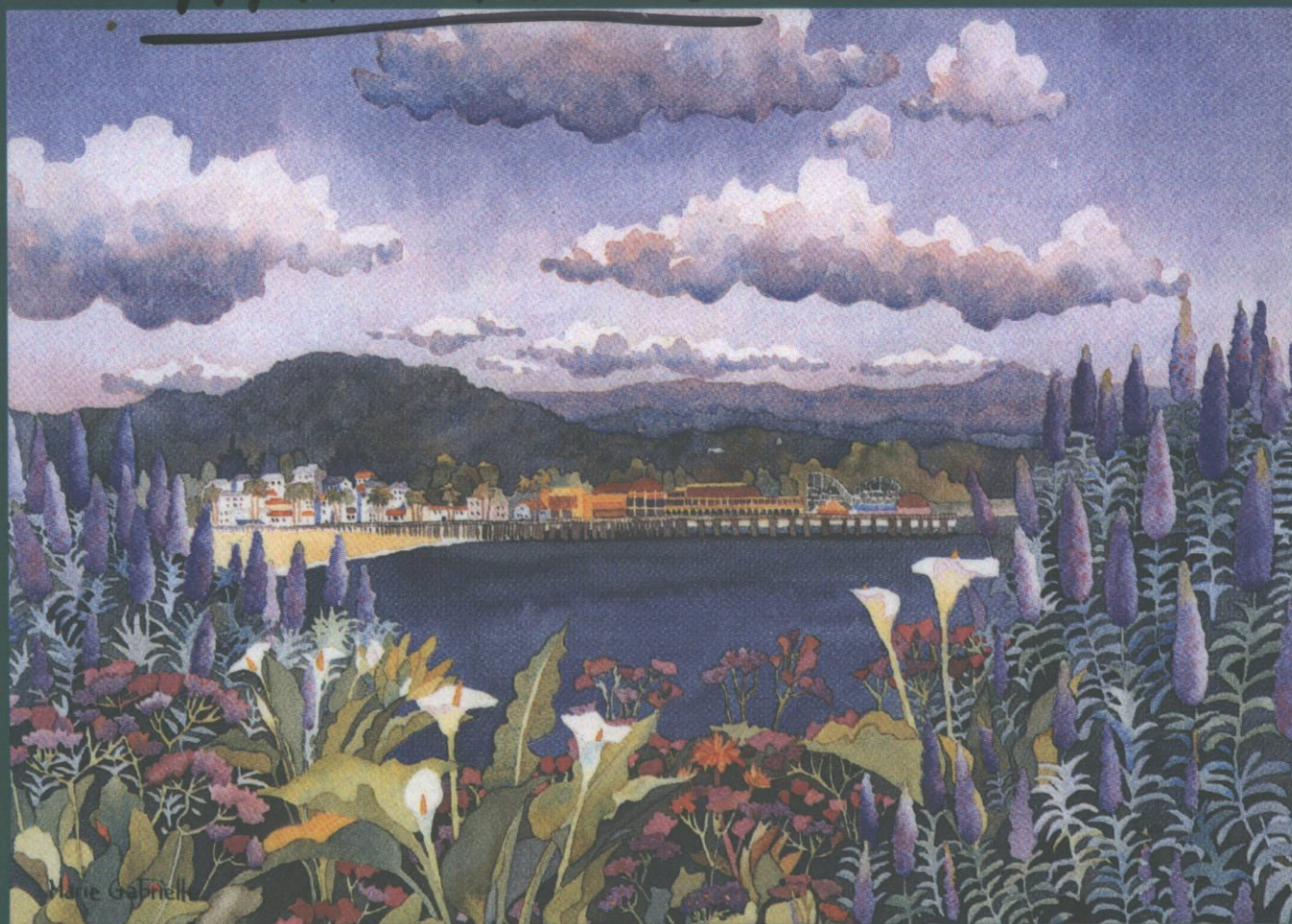


MAKE-READY



## CITY OF SANTA CRUZ

*Beach and South of Laurel  
Comprehensive Area Plan*

OCTOBER 1998

*Cover artwork "Springtime in Santa Cruz"*  
*by the kind permission of*  
*local artist*  
*Marie Gabrielle*

*Marie Gabrielle Watercolors Studio*

*City of Santa Cruz*

---

Beach and South of Laurel  
Comprehensive Area Plan

---

The Department of Planning & Community Development

*Adopted*  
October 1998

The Phipps Group

---

# CITY OF SANTA CRUZ

## CITY COUNCIL

Celia Scott, Mayor

Cynthia Matthews  
Scott Kennedy, Vice Mayor  
Mary Beth Campbell

Michael Hernandez  
Katherine Beiers  
Michael Rotkin

## CITY PLANNING COMMISSION

Richard Doubrava, Chair

Bryan Briggs  
Myrna Britton  
Cathryn Calfo

Rod Quartararo  
Richard Spencer  
Mary Tustin

## CITY ZONING BOARD

William Schultz, Chair

Robert Bickal

Mark Primack

## HISTORIC PRESERVATION COMMISSION

Michael Bates, Chair

Michael Bethke  
Hugh Carter  
Diane Louie

Dale Hendsbee  
Ross Gibson  
David Subocz

## CITY ADMINISTRATION

Richard C. Wilson, City Manager

Martin Bernal, Assistant City Manager  
Dave Culver, Finance  
John Clement, Public Works  
Erwin Young, Personnel  
Emma Solden, City Clerk  
Anne Turner, Library

John Barisone, City Attorney  
Jim Lang, Parks & Recreation  
Ceil Cirillo, Redevelopment  
Steve Belcher, Police  
Ron Prince, Fire  
Bill Kocher, Water Department

Submitted to:

Eileen P. Fogarty  
Department of Planning & Community Development

---

---

# ACKNOWLEDGEMENTS

The recommendations in this report are the result of the hard work and dedication of many individuals and organizations over the years. In particular, we wish to thank the following members of the City of Santa Cruz staff for all of their effort.

**Department of Planning  
& Community Development**

Keith Boyle, Head Planner;  
Don Lauritson, Meredith Marquez,  
Don Hazen, Linda Garner,  
Wendy Perdoma, Liz Camarie

**Department of Public Works**

Chris Schneider, Ron Marquez,  
Mat Farrell, Jose Gamboa

**Redevelopment Agency**

John Lusardi, Joe Hall,  
erty Ackerman

**Department of Parks & Recreation**

Danettee Shoemaker, Francisco Serna  
Lisa McGinnis

**Department of Finance**

Stephen Ando, Scott Osborne

**Fire Department**

Mark Latham

**Water Department**

Chris Chang

**Police Department**

Jeff Locke, Dave Larsen

---

The technical expertise of this report is based on the excellent studies commissioned by the City of Santa Cruz during the past decade, and in particular upon the extensive analytical work prepared for this Plan by the following consulting firms:

**Transportation Analysis**

ALTA, Michael G. Jones  
Fehrs & Peers Associates

**Housing Analysis**

Freitas + Freitas

**Design Guidelines**

Lettieri, McIntyre & Associates

**Preservation Analysis**

Ross Eric Gibson  
Architectural Resources Group

**Urban Design Analysis**

Wallace, Roberts & Todd

**Beach Area Renderings**

Thacher & Thompson, Architects

THE PHIPPS GROUP

---

---

## PREFACE

Development of this Plan included consideration of several components which were analyzed in the Environmental Impact Report, but were ultimately modified or eliminated from the adopted *Beach and South of Laurel Comprehensive Area Plan*. Three such components were:

- Realignment of Third Street, with some shift in bordering land uses,
- Expansion of the Boardwalk Amusement Park,
- Development of a parking structure and up to 225,000 square feet of commercial space for retail and entertainment uses on the main Beach Parking Lot.

In adopting this Plan, the City Council eliminated consideration at this time of the realignment of Third Street and the expansion of the Boardwalk. The Council directed that commercial/retail development on the Main Beach Park Lot be reduced to less than 125,000 square feet through the creation of a specific overlay zone on the site which provides performance criteria and standards to govern development in a manner that is less intensive than originally proposed. The parameters of development on this site will ultimately be determined through a subsequent planning process.

Additionally, the Council stipulated that a plan amendment would be required to re-incorporate any of these three elements, and established the following prerequisites for consideration of any such amendment:

- Completion of a broad-based planning process to address the component(s),
  - Preparation of one or more initial studies or similar environmental documents to determine whether the certified Final EIR for the adopted Plan remains legally adequate for purposes of action on such components, and
  - Assessment of public benefits, and agreement of owner/developer participation in providing such benefits.
-



---

# TABLE OF CONTENTS

## INTRODUCTION & PURPOSE

*iii*

## SECTION 1: BEACH AREA

### I. BEACH AREA: OVERVIEW

- A. Summary 5
- B. Three Planning Areas 7
- C. Major Factors Influencing Land Use 10

### II. BEACH FLATS: EXISTING CONDITIONS

- A. Overview & Purpose 17
- B. Neighborhood Characteristics 17
- C. Zoning in the Beach Flats 22

### III. BEACH FLATS: RECOMMENDATIONS

- A. Overview & Purpose 27
- B. Planning Policy 28
- C. Recommendations 30
  - 1. Safe & Secure Streets 30
  - 2. Two Planning Areas 31
  - 3. Rezoning 32
  - 4. Urban Design 34
  - 5. Design Guidelines 39
- D. Zoning & General Plan Changes 39

### IV. COMPREHENSIVE HOUSING STRATEGY

- A. Overview & Purpose 45
- B. Policy Framework 46
- C. Five Components: Housing Strategy 47
  - 1. Conservation & Rehabilitation of Existing Housing 47
  - 2. Expanding Home Ownership 49
  - 3. Construction of Affordable & Non-Subsidized Units 40
  - 4. Targeting of Financial & Technical Assistance 51
- D. Relocation Policy & Replacement Strategy 52

### V. BEACH HILL: EXISTING CONDITIONS

- A. Overview 57
  - B. Neighborhood Characteristics 57
    - 1. Overview 57
    - 2. Existing Land Use 59
    - 3. Neighborhood Edges 62
  - C. Zoning 64
-

<b>VI. BEACH HILL: RECOMMENDATIONS</b>	
A. Overview & Purpose	69
B. Planning Policy	69
C. Recommendations: Neighborhood Conservation Strategy	70
1. Historic Preservation District	71
2. Front Street Conservation	71
3. Rezone Riverside Avenue	72
4. Stabilize Lower Second Street	74
5. Rezone Northeast Corner: Second & Front	75
6. Traffic Management & Pedestrian Amenities	76
D. Urban Design	77
E. Design Guidelines	81
<b>VII. BEACH COMMERCIAL: EXISTING CONDITIONS</b>	
A. Overview	99
B. Area Characteristics	87
1. Overview	87
2. Beach Commercial Boundaries	88
3. Beach Land Uses	88
C. Zoning	116
<b>VIII. BEACH COMMERCIAL: RECOMMENDATIONS</b>	
A. Overview & Purpose	103
B. Planning Policy & Goals	103
C. Recommendations	109
1. Major Conference Facility	109
2. Entertainment/Amusement Park Upgrade	109
3. Historic Wharf	110
4. Beach Gateway Development	112
5. Potential Development: Main Beach Parking Lot	113
6. General Recommendations: Beach Commercial Development	114
7. West Coast Santa Cruz Hotel (Dream Inn) Parking Lot	115
8. Beach Commercial Design Guidelines	115
9. Commercial District Overlay Zone	116
10. Rezone Lower First Street	119
11. Zoning	120

## **SECTION 2: SOUTH OF LAUREL**

<b>IX. SOUTH OF LAUREL: EXISTING CONDITIONS</b>	
A. Overview	129
B. South of Laurel Characteristics	129
C. Existing Conditions	133
D. Zoning : Existing Conditions	166



---

## X. SOUTH OF LAUREL: RECOMMENDATIONS

A. Overview & Purpose	143
B. Planning Policy & Goals	143
C. Recommendations	145
1. Neighborhood Conservation Strategy	145
2. Residential Development Strategy	145
3. Commercial Development Strategy	148
D. General Plan & Zoning Changes	150
E. Urban Design	151
F. Design Guidelines	153

## SECTION 3: TRANSPORTATION, TRANSIT & PARKING

### XI. TRANSPORTATION: PLANNING & POLICY CONTEXT

A. Approach & Purpose	159
1. Overview	159
2. Goals	160
3. Central Premise	160
4. Planning Considerations	160
a. Physical Constraints	160
b. Seasonal Surges: Parking Issues	161
c. Seasonal Surges: Circulation Issues	163
d. Linkage Between Constraints & Incentives	163
e. Public Streets as Public Places	163
B. Policy Context for Transportation Recommendations	165
C. Summary of Policy Findings	167

### XII. CIRCULATION: EXISTING CONDITIONS & RECOMMENDATIONS

A. Overview & Approach	171
B. Existing Circulation Conditions	172
1. Overview	172
2. Analysis of Development Impacts on Circulation: 6 Alternatives	173
3. Intersection Improvements Needed for Preferred Alternative	175
4. Two-Waying of Beach Street	176
5. Pacific Avenue: Gateways & Traffic Circles	178
C. Recommendations	182

### XIII. PARKING: EXISTING CONDITIONS & RECOMMENDATIONS

A. Overview & Approach	185
B. Existing Parking Conditions	185
C. Future Parking Conditions	187
D. Recommendations	188
1. Overview & Approach	188
2. Employee Off-Site Parking Program	189
3. Increased Management: On-Street Parking Supply	190
4. Two Potential Revenue Sources	196
5. Neighborhood Protection Program	196
6. Front Street Improvements	197

---

---

#### **XIV. TRANSIT & RAIL: BIKE & PEDESTRIAN EXISTING CONDITIONS & RECOMMENDATIONS**

A. Overview & Purpose	239
B. Possible Development Scenarios	239
C. Proposed Shuttle System: Needed Characteristic	241
D. Proposed Remote Parking Lots	247
E. Criteria for Success	250
F. Costs	251
G. Recommendations	252
H. Recreational/Transit Rail	254
1. Overview	254
2. Existing Conditions	255
3. Looking Toward the Future	255
4. Recommendations	260
I. Bike Paths/Pedestrian Paths	261
1. Overview & Policy Basis	261
2. Recommendations	261
J. Potential Bike Taxi Service	264

### **SECTION 4: DEVELOPMENT, DESIGN, FACILITIES & IMPLEMENTATION**

#### **XV. ECONOMIC DEVELOPMENT: BEACH AREA: EXISTING CONDITIONS & RECOMMENDATIONS**

A. Overview & Purpose	269
B. Planning Considerations	269
1. Three Marketing Opportunities provided by Silicon Valley Growth	270
2. Need to define long-term Strategic Niche in Visitor Industry	270
3. Need to Develop Coordinated Approach	271
C. Lodging Industry in the Beach: Existing Conditions	272
1. Overview	272
2. Current Ownership Patterns	273
3. Market Considerations	273
4. Preliminary Findings	278
5. General Conclusion	279
D. Lodging Industry in the Beach: Recommendations	279
1. Establish City/Lodging Industry Partnership	279
2. Comprehensive Program for Facility Upgrade	281
E. Marketing Opportunities for Santa Cruz	286
1. Heritage Tourism Market	286
2. Expand Local Marketing Efforts	288

---

---

**XVI. URBAN DESIGN: EXISTING CONDITIONS & RECOMMENDATIONS**

A. Overview	245
B. Urban Design Analysis	245
C. Urban Design Recommendations	249
1. Beach Commercial Area Character	249
2. Beach Area Approaches & Gateways	254
3. Linkage to Downtown	258
4. Neighborhood Integrity	259
5. Neighborhood Gateways	263

**XVII. COMMUNITY FACILITIES & OPEN SPACE EXISTING CONDITIONS & RECOMMENDATIONS**

A. Overview	269
B. Beach Flats: Existing Conditions	270
1. Policy Framework	271
2. Community Facility Issues	271
3. Recommendation	272
C. South of Laurel	274
1. Overview	275
2. Policy Framework	275
3. Recommendation	276

**XVIII. PUBLIC FACILITIES: EXISTING CONDITIONS & RECOMMENDATIONS**

A. Water Supply System	279
B. Sanitary Sewer Service	280
C. Storm Drainage	281
D. Police Protection	282
E. Fire Protection	284
F. Refuse Collection & Street Sweeping	285
G. Schools	285

**XIX. IMPLEMENTATION STRATEGY**

A. Overview	281
B. Implementation Initiatives: Priorities	281
C. Coordinated Approach	283
D. Proposed Management	284
E. Implementation Tools	287
F. Future Environmental Review	288
G. Implementation & Financing	288
H. Potential Sources of Funds	294

**APPENDIX A: Opportunity Sites**

**APPENDIX B: Participants in the Plan**

---

---

## LIST OF FIGURES

1. Area Location Map	<i>vii</i>
2. Beach Area Base Map	8
3. Beach Area Land Use	9
4. Regional Trip Distribution	11
5. 100 Year Flood Map	14
6. Beach Flats Land Use	18
7. Existing Zoning 24	24
8. Beach Flats New Development & Conservation Areas	32
9. Proposed Zoning Beach Flats	33
10. Proposed Gateway Improvements: Beach Flats	35
11. Intersection: Leibrandt & Riverside	36
12. Gateway #1: Leibrandt & Riverside	36
13. Intersection: Leibrandt & Beach	37
14. Gateway #2: Leibrandt & Beach	37
15. Intersection: Uhden & Kaye	38
16. Gateway #3: Uhden & Kaye	38
Zoning Changes	40
18. Beach Hill Boundaries	57
19. Historic Building Survey	58
20. Beach Hill Land Use	60
21. Beach Hill Neighborhood Edges	62
22. Beach Hill Existing Zoning	65
23. Proposed Beach Hill Historic District	71
24. Proposed Zoning: Beach Hill	73
25. Intersection: Second & Cliff Streets	78
26. Gateway #5: Second & Cliff Streets	78
27. Intersection: Third & Leibrandt	79
28. Gateway #4: Third & Leibrandt	79
29. Intersection: Third & Front Streets	80
30. Gateway #6: Third & Front Streets	80
31. Beach Commercial Area	89
32. Beach Commercial Land Use	94
33. Beach Commercial Existing Zoning	98
34. General Plan 2005 Land Use Designations	105
35. One Option for La Bahia	109
36. Proposed Beach District Overlay Zone	118
37. Proposed Zoning: Beach Commercial	121
38. Zoning Changes	124

---

---

39. Beach and South of Laurel Linkages	129
40. South of Laurel: Concentration of Land Uses	130
41. South of Laurel: Land Use	131
42. Natural Open Space	132
43. South of Laurel: Existing Zoning	139
44. South of Laurel: Conservation Areas	146
45. Lower Pacific Avenue Parking Impact Area	149
46. Proposed Zoning: South of Laurel	152
47. Conservation Areas	153
48. Regional Trip Distribution	162
49. PM Peak Hour Levels of Service	174
50. Proposed Roadway Improvements	177
51. Proposed Mitigation	180
52. Beach Gateway Concept Plan	181
53. Existing Parking Supply	186
54. Existing Parking Occupancy	192
55. Meter Management Areas & Residential Permit Areas	194
56. Proposed Parking Improvements	195
57. Front Street Concept Plan	197
58. Potential Shuttle Route	206
59. Potential Intercept Parking Lots	208
60. Proposed Circulation Routes	209
61. Intercity Recreational Rail Route: Alternatives	215
62. Proposed Bicycle & Pedestrian Improvements	218
63. Urban Design: Topography	245
64. Urban Design: Opportunity Sites	248
65. Urban Design: Approaches & Gateways	257
66. Urban Design: Neighborhood Edges	262
67. Urban Design: Beach and South of Laurel Area Illustrative Plan	265
68. Natural Open Spaces	270
69. Beach Flats: Existing & Potential Facilities	273
70. Proposed Amendments to General Plan Land Use Designations	297
71. LCP Land Use Amendments	298
72. Beach/South of Laurel Opportunity Sites	A-4

---