This chapter is the backbone of the General Plan. It illustrates the City’s intentions for physical development, redevelopment, conservation, and growth. It includes the Land Use Diagram that designates and guides the proposed locations and pattern of land use. As the City of Watsonville is expected to continue to steadily grow in population and employment opportunities in the coming 20 to 25 years, strategic development of the land will help the City and its residents achieve their goals to:

- protect the area’s agricultural heritage, farmland and sensitive open spaces;
- facilitate development of more housing, particularly attainable workforce housing;
- provide ample room and infrastructure for businesses to grow; and
- maintain and improve overall quality of life.

As a relatively more affordable place to live in Santa Cruz County and the Monterey Bay “Crescent” area, more and more people look to Watsonville as an option for housing. It is not just in-migrating residents, however, that are adding to the population of Watsonville; the natural increase—more births than deaths—in the City is also adding to the population. How much growth can be expected to occur in Watsonville in the next 20 to 25 years?

Community Concerns

Residents of Watsonville have placed a high value on quality of life issues. The Guiding Principles reflect those values and feelings. The following statements reiterate those values. The subsequent questions present issues that have been raised in the process of aligning community concerns with land use values and goals.

**High quality of life issues:**

- Preserve existing neighborhood character and community value.
- Provide suitable housing for all residents.
- Preserve working agricultural lands that support the City’s economy.
- Diversify the economic base to provide a range of employment options for city residents.
- Provide adequate public infrastructure to maintain efficient mobility and access in the City.
- Conserve natural resources and open space and important environmental features.

**Some questions raised:**

- How will the City provide for a reasonable amount of growth while protecting the agricultural economic base and avoiding environmental and public safety hazards?
- How will the City avoid becoming a bedroom community?
- How will the City diversify the local economy and still retain or expand the local food processing economy?
- How will the City ensure that sufficient park and open space are provided to serve new and existing residential development?
- How will the City facilitate redevelopment and infill opportunities in existing developed areas?
- How will the City address the impact on rural homeowners whose homes are in close proximity to areas slated for new development?
- What measures will be taken to ensure a balance between local economic development and the fiscal demands created by population growth and new residential development?
- How will the City handle increased traffic?
3.1 CITY GROWTH TARGETS

For the City of Watsonville, over the next 20-25 years to the year 2030, the City aims to accommodate 4,100 new households and 7,500 new jobs. These are the targets used to plan for growth within the City’s jurisdiction and sphere of influence for this General Plan.

These “growth targets” are based on a combination of more recent population figures, analysis of land capacity within the City, and feedback from citizens and the Steering Committee on pragmatic approaches to sustaining new growth.

Figure 3.1 City of Watsonville Growth Targets for General Plan

<table>
<thead>
<tr>
<th></th>
<th>2010 (1)</th>
<th>2030 (2)</th>
<th>Estimated Growth Increment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population</td>
<td>51,199</td>
<td>65,831</td>
<td>14,632</td>
</tr>
<tr>
<td>Households</td>
<td>14,089</td>
<td>18,189</td>
<td>4,100</td>
</tr>
<tr>
<td>Pop per Household</td>
<td>3.63</td>
<td>3.63</td>
<td>3.6</td>
</tr>
<tr>
<td>Employment</td>
<td>22,917</td>
<td>30,417</td>
<td>7,500</td>
</tr>
</tbody>
</table>

Source:  
(1) US Census, 2010  
(2) Average between 2004 and 2008 AMBAG forecast

A detailed discussion of the locational distribution of this growth is on page 3-30.
3.2 LAND ANALYSIS

To sustain the forecasted new growth, the City must efficiently use the available land within its jurisdiction and sphere of influence. An effective strategy for redevelopment and infill will be necessary to meet the projected demand for housing and employment opportunities. It is expected that roughly half of all new housing and slightly more than half of all new employment opportunities that require “space” (not all new jobs will occupy or require new buildings, i.e., home-businesses and jobs based outdoors) will be met within the current city limit, through redevelopment of designated underutilized lands and potential redevelopment opportunities and shrewd development of scarce vacant land. The other half of housing units and employment opportunities are envisioned to be developed in three new growth areas within the city’s urban limit lines. A detailed land use analysis was conducted to determine plausible scenarios for sustaining new growth in Watsonville.

The Watsonville City limits boundary envelops 4,242 acres (6.6 square miles), including Pinto Lake, the City Landfill, and the City Wastewater Treatment Plant (Figure 3.2). Nearly 4,090 acres (6.4 square miles) comprises the contiguous City limits. Of that acreage, 83 percent is developed, 15 percent is not available for development, and only 2 percent is vacant and available for potential development (Figure 3.3). The “not available for development” lands include schools, parks, and environmentally sensitive areas.

Within the current City limits (2010), a very scant and scattered amount of vacant properties are available for development. Accommodating new growth will require taking advantage of infill, redevelopment and reuse opportunities.

Figure 3.4 breaks down the availability of the 4,090 acres within the contiguous City Limits based on the allowable uses designated by the current
Figure 3.4 Availability of Land by Allowable Land Use, 2004

Source: City of Watsonville GIS Department, 2004.

Figure 3.5 Allowable Land Uses of Vacant Land within Current City Limits, 2004.

Source: City of Watsonville GIS Department, 2004.
zoning codes. The chart reveals the limited housing development opportunities within City limits.

Looking at only the vacant areas within the city limits (Figure 3.5), only 80 acres are potentially available for development—less than 2 percent of the land within the contiguous City limit. Of that, only 16 percent, or 14 acres, is available for residential development and 21 percent, or 18 acres, for commercial uses. Industrial land comprises 39 percent, or 33 acres, of all vacant properties, the largest among all categories.

In recent years, a majority of the coastal zone designated properties have been developed for public uses; only a small percentage remains for additional limited development. Currently, some publicly- or quasi-publicly owned properties show some potential for development. A few acres from the transportation uses (primarily lands on the fringe of the airport) have some reinvestment opportunity. The 10 acres listed in the environmental management zone are areas that have not been given a “constrained” designation; it is unlikely, however, that these parcels will be developed.

Considering reinvestment areas, over three quarters of it is currently designated for industrial uses (82 percent, or 359 acres). About 10 percent, or 14 acres, is available for residential development; and 3 percent, or 13 acres, for commercial uses.

This assessment of the existing lands within the contiguous City limits reveals significant limitations to sustaining the City’s projected growth forecast. To even approach sustaining half of the new housing and jobs within the current city limits, much of this “developable” (redevelopable) land within the industrial zone will require inventive higher intensity uses.

“\textbf{To even approach sustaining half of the new housing and jobs within the current city limits, much of this “developable” (redevelopable) land within the industrial zone will require inventive higher intensity uses.”}
use” spaces, which can accommodate a range of employment facilities from studio architectural design space, technology research and development, and even innovative light manufacturing. While a majority of new employment opportunities will be developed within the underutilized land in the industrial zone, some will be achieved within existing commercial areas.

Overall, the City must embrace and encourage a broad range of mixed-use development. Retail and commercial on the ground floor will be mixed with dwelling units on the upper floors. These mixed-use development types will range in densities as well. Typically they will be higher in the downtown area and less dense away from downtown. However, market forces may impose different densities. The City must be prepared to embrace opportunities that are balanced and support the goals to sustain the growth forecast.
3.3 OTHER AVAILABLE LAND

The Watsonville VISTA 2030 planning process assessed primarily the lands within the City of Watsonville’s jurisdiction and within its sphere of influence. While the planning process generally considered outlying areas—the urbanized areas of Pajaro (in Monterey County); Freedom, Interlaken, and Pinto Lake areas (in Santa Cruz County); the surrounding commercial agricultural lands; and sensitive environmental lands and open space—no projected new housing or employment opportunities were allocated to these areas.

In 2004, the land use analysis within the contiguous City boundary showed that approximately 520 acres are potentially available to accommodate some of the forecasted new growth over the next 20 to 25 years. Much of this is in the form of underutilized or potentially redevelopable lands—properties with reinvestment.

Using a redevelopment analysis tool to take a closer look at the land’s reinvestment and redevelopment potential, additional acreage that showed potential for sustaining new growth was found within the City. The analysis conservatively calculated an additional 55 acres of reinvestment opportunities. These lands include older shopping centers and properties with relatively higher potential investment returns located primarily along the major travel corridors.

Beyond current City limits, but within the city’s sphere of influence and urban limit lines, lies about 620 acres that are vacant and buildable (unconstrained) and are anticipated to be annexed into the City. These are the Measure “U” designated growth areas (see Figure 3.10). They were selected as Watsonville’s “new growth areas” in an effort to find a balanced approach to provide land to sustain new growth while protecting important agricultural lands and resources and local environmental assets. Development in these areas is designed to occur in several stages over the course of the next 10—30 years, and will consist of a broad range of housing and employment opportunities. More detailed discussion of these areas are in section 3.5 New Growth Areas.

Figure 3.6 Potentially Developable Land in New Growth Areas

<table>
<thead>
<tr>
<th>New Growth Area</th>
<th>acres</th>
<th>% of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Area</td>
<td>620</td>
<td>100</td>
</tr>
<tr>
<td>Manabe-Burgstrom</td>
<td>100</td>
<td>14</td>
</tr>
<tr>
<td>Atkinson Lane</td>
<td>65</td>
<td>11</td>
</tr>
<tr>
<td>Buena Vista</td>
<td>466</td>
<td>75</td>
</tr>
</tbody>
</table>

Source: City of Watsonville GIS Department, 2004.
Redevelopment Analysis

This secondary analysis studied the parcels within the redevelopment project area and tested them for reinvestment and redevelopment potential based on their current zoning and assessed land and improvement values. This first iterative analysis yielded approximately 65 acres showing potential for successful reinvestment.

In addition, visual observations of properties were conducted to verify likely candidates—large parcels predominantly consisting of surface parking lots surrounding older commercial structures—that did not exceed the return on investment threshold for redevelopment potential in the first iteration. A second iteration using modified land use designations—mixed-use on commercially zoned properties—that allowed for higher development densities resulted in an additional 76 acres of reinvestment opportunities.

Understanding that this analysis reveals only the potential for reinvestment of these properties, a modest estimate was used to determine a practical amount of acreage that would likely turnover for new housing and business opportunities. Taking less than half of the 65 acres in the first iteration and about one-third of the 76 acres from the second iteration resulted in approximately 55 acres of properties with reasonably viable reinvestment opportunities to accommodate new growth. This conservative estimate of 55 acres helps to provide new housing and employment opportunities within the existing City limits.

The redevelopment modeling tool that was used is a software extension, called PLACE3S, for a common geographic information system (GIS) application, ESRI’s ArcView 3.x. PLACE3S considers a multitude of attributes about each parcel’s physical and fiscal attributes to calculate its redevelopment potential, which is measured by a self-selected return on investment (ROI) threshold, typically a 10 percent return on investment. In essence, PLACE3S calculates a generalized redevelopment pro-forma analysis for each parcel. It takes into account each parcel’s land value; building value; zoning designation—or development mix; parking requirements; allowable buildable floor area ratio—and thus allowable density; construction costs; demolition costs; likely annual receivable rent; operating costs; and vacancy rate. More simply, this method estimates redevelopment potential by calculating the financial feasibility of a development. If it is financially feasible, over time, redevelopment will occur given market demand.

Figure 3.7  New Housing and Employment Opportunities

<table>
<thead>
<tr>
<th>Land Category</th>
<th>acres</th>
<th>% of total</th>
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</thead>
<tbody>
<tr>
<td>Total Area</td>
<td>1,197</td>
<td>100</td>
</tr>
<tr>
<td>Vacant Within-City</td>
<td>85</td>
<td>7</td>
</tr>
<tr>
<td>Reinvestment Areas Within-City</td>
<td>437</td>
<td>36</td>
</tr>
<tr>
<td>Measure U - New Growth Areas</td>
<td>620</td>
<td>52</td>
</tr>
<tr>
<td>Additional Potentially Redevelopable</td>
<td>55</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: City of Watsonville GIS Department, 2004.
Fregonese Calthorpe Associates calculations, 2004
INSERT Figure 3.8 VACANT and UNDERUTILIZED MAP
BACKSIDE of VACANT and UNDERUTILIZED MAP
3.4 WATSONVILLE VISTA VISION

General Plan Land Use maps are, by necessity, detailed to the property line. While this means that General Plans are easier to use to guide zone changes, the detail and complexity of Watsonville’s map obscures the basic concepts that guide the development of the Land Use Map. This vision is also based on the analysis of Watsonville, its potential development scenarios, the policies and elements of this Plan, and the results of public workshops and other public input.

The “Vision” illustrates the basic components of the community’s vision.

Agriculture Land
The first element in the vision is the Urban Limit Line and the Agricultural preserve. The concept of limiting the community’s sprawl while preserving productive agricultural land and open space is essential to the community’s economic well-being and to the preservation of its character.

Streams and Sloughs
Watsonville abounds with streams and sloughs, which are the backbone of the open space system of the Plan. Not only does it provide the traditional benefits of green space, but it also provides the routes for trails and other recreational amenities to tie Watsonville’s parks system together. In addition, retaining the streams and sloughs in a natural state can assist in improving the water quality in the Watsonville area.

Open Space and Parks
These areas are essential open spaces, from active parks to natural areas that provide for the recreational uses by the residents of the City.

Corridors
These are important transportation corridors that provide both transportation and important land uses. There are two main types, the Arterial corridor, exemplified by Main Street, which has high vehicle flows and a great deal of recent development. Another type is best exemplified by Freedom Boulevard, called the Boulevard. These areas will be the focus of redevelopment and development of a mixed use environment, including housing, retail, and services. The environment is envisioned as evolving to a more human scale, pedestrian-friendly design, with traffic moving at a slower pace.

Downtown
The heart of the town, the center of life and culture, Watsonville’s downtown is an important part of defining the City. As in other cities, its vibrancy provides important amenities—attracting people to a common area, a place for festivals and celebrations, a great place to start a small business, and a lively place that is attractive to young and old alike. The success of the downtown requires focusing the most intensive redevelopment on underutilized sites while at the same time protecting and enhancing historic properties. This area has the highest densities, the most pedestrian friendly design, and the greatest variety of uses. It is not only a business district, it is a neighborhood. Watsonville’s downtown is envisioned to grow substantially over time.

Centers
Outside of the downtown, neighborhood centers contain services that are close to housing, and provide convenient retailing and products. These can be mixed use, but many times are single use. However, each center is closely surrounded with higher density housing within walking distance. The design of the streets is pedestrian friendly and traffic speeds are slow.
Neighborhoods
These are the primary areas in the City, and provide some of the most cherished qualities—a mixture of housing, quiet streets, street trees, access to open space and shopping, schools and other child-oriented services. Because much of Watsonville is already developed, most of which are Stable Neighborhoods, only minimal change is expected over time in these areas. The little change that is likely to occur will be additions of accessory dwelling units (ADUs) to existing properties and promoting addition of street trees in existing neighborhoods. In recent years, permits for ADUs have exceeded 40 per year. In the next several decades, allowing even just a modest portion of the current trend of ADUs permitted per year will contribute a reasonable stock of dwelling units within the city.

New Neighborhoods to be built are envisioned to develop the characteristics of healthy neighborhoods. These neighborhoods will have a broad range of housing types that can be afforded by a diverse set of people with different levels of income.

Industrial Districts
These areas are intended to provide a location for current and future industrial/employment centers within the City. This district designation maintains the opportunity for retention and expansion of existing businesses such as warehousing and food processing, while encouraging and fostering opportunity for re-use of existing industrial areas for more intensive industrial/employment generating uses. Small retail and service uses are encouraged to serve the industrial areas and reduce vehicle miles traveled (VMT). This designation is not intended for community or regional retail (“big box”) centers.

The WatsonvilleVISTA vision displays these essential components graphically. It does not replace the Land Use Diagram map or other land use maps in specific area plans.
INSERT Figure 3.9 VISION MAP
BACKSIDE of VISION MAP
3.5 NEW GROWTH AREAS

While much of the City is stable or a renewal area, there are several that are New Growth Areas—areas inside the Urban Growth Boundary but outside the current City limits, and adjacent to urbanized areas. These will accommodate approximately half the increase in population in the next 20 years, and much of the employment growth as well. The new growth areas are:

- Buena Vista
- Atkinson Lane
- Manabe-Burgstrom

Prior to any new development in these areas, specific plans must be created to serve as blueprints for each area’s buildout.

SPECIFIC PLAN AREAS

The specific plan designation is an influential and effective tool to control land use in precise areas of the City. Specific plans implement conceptual general plan guidance by making site-specific plans for land uses, infrastructure and services, and by establishing standards for development. Specific plans tailor policy and regulation to an area and must conform to the major policies and strategies of the general plan.

All properties lying within the boundaries of a specific plan area are subject to the land uses, densities, intensities, public improvements, and other requirements specified in the specific plan prepared for that area. The land uses and densities shown on the WatsonvilleVISTA 2030 Land Use Diagram within these areas are conceptual only and may change subject to the outcome of the specific plan.

Specific plan areas:

- Buena Vista (adjacent to the north edge of the City)
- Atkinson Lane (adjacent to eastern edge of the City, south of Corralitos Creek)
- Manabe-Burgstrom (tucked in the southwest corner of the City)

The following describes the areas in Watsonville that will require specific plans for development approval and the locations that will benefit from updates to current area plans. The descriptive text provides framework vision for what could be built in these areas and was prepared in part to establish parameters for buildout.

The concepts are based on feedback gathered from members of the community. The accompanying sketches were derived from community input at public workshops, open houses, and leadership meetings open to the public during the planning process. Note, they are for conceptual purposes only. They are not specific plans.
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INSERT Figure 3.10 NEW GROWTH AREAS MAP
BACKSIDE of NEW GROWTH AREAS MAP
Buena Vista I, II, and III
The Buena Vista Area consists of three sections or phase areas: I, II, and III. Buena Vista I is in the southern section of the area. Buena Vista II is in the northern portion of the area and west of Calabasas Rd. Buena Vista III is in the northeastern section of the area and east of Calabasas Rd. Measure U established timing for phases and indicates that Phase II and III cannot occur sooner than 2016 and 2017, respectively, or until half of the lots are developed in Phase I, whichever is sooner.

Through a community workshop and at a neighborhood meeting, local area citizens were asked to help brainstorm ideas for possible arrangements of development in the area. From this, concepts were sketched of plausible development arrangements in the area. Figure 3.11 outlines general land use that could accommodate a maximum capacity of 1,300 units for all phases identified by implementation policy 3.4.11 might be attainable. The actual development capacity, overall and by phase, will be established through the development and adoption of a Specific Plan.

Buena Vista Area

Phase I
The Buena Vista I area is anticipated to be the first of the Buena Vista area divisions that will be developed. It is located on the southern end of the Buena Vista area, just west of the municipal airport. It is also the largest of the Buena Vista subdivisions, encompassing an estimated 226.35 gross acres. A significant portion of this area is in an airport protection zone and will remain undeveloped.

Buena Vista 1 is subject to the restrictions identified in the Airport Master Plan. The Specific Plan for the area will be developed in conformance with the Airport Master Plan.

Phase II
The Buena Vista II area covers the northwest corner of the development area. It contains the smallest amount of developable land in the Buena Vista divisions due to environmental constraints, mainly which are steep slopes. It encompasses 142.17 gross acres.

Phase III
The Buena Vista III area wraps around the northeast corner of the Buena Vista area. It contains approximately 97 gross acres.
Figure 3.11 Buena Vista Option

BUENA VISTA OPTION
Adjusted Safety Compatibility Zones

Legend
- Buena Vista Specific Plan Area
- Safety Compatibility Zones 1-5
- Adjusted Safety Compatibility Zones
- Parcels
- Watsonville City Limit

GP Land Use Designation
- Specific Plan Area
- Environmental Management
- General Commercial
- Neighborhood/Corridor Mixed Use
- Public Park
- Agriculture
- Public/Quasi-Public
- Industrial
- Rural Residential
- Residential Low Density
- Residential Medium Density
- Residential High Density

1 inch = 800 feet

Source: City of Watsonville GIS Department (2012)
Specific Plan Issues & Considerations

The Specific Plan for Buena Vista will need to address a number of key issues for this area. The following should be included:

1) Developing a land use plan that will meet the growth targets of this plan and Measure U.

2) Develop urban designs that are compatible with the Urban Design section of this plan.

3) Either use existing zoning districts or develop new districts that will effectively implement the general concept for the Buena Vista area. This may include urban design standards and guidelines that supplement the development codes.

4) Develop integrated neighborhoods that are walkable. These neighborhoods are envisioned to consist of primarily single family homes; however a variety of ownership housing types should be included in the plan. While not a specific target area for affordable housing, opportunities for affordability should be addressed in the specific plan.

5) Develop a small shopping area for the daily needs of the future residents of the Buena Vista area. This should not be so large as to draw significant amounts of customers from the general Watsonville area.

6) Consider airport and related land use conflicts and include designs that reduce land use conflicts consistent with airport land use policies in the General Plan.

7) Protect steep slopes and environmentally sensitive areas through the specific plan and implementation of the goals and policies of this General Plan.

8) Develop park and school sites appropriate to the area and consistent with the City’s and PVUSD’s needs, and financing for park acquisition and development and school construction if necessary. The City will consider formation of an assessment district or similar mechanism to maintain joint use facilities between the City and PVUSD.

9) Develop a financial plan for the extension of urban services (sewer, water, storm drainage) to the area based on the demands anticipated by the specific plan.

10) Develop plans for internal circulation, connection to the City and connection to Highway 1. The plan should include methods of financing the transportation improvements for the area contained in this General Plan and in specific transportation designs developed for the specific plan.

11) Develop plans that have a revenue neutral Community Service District (CSD) to support all City services including sewer, water, police, fire, etc.

12) Evaluate creation of additional affordable housing opportunities (beyond City’s Inclusionary Ordinance) within the project area with focus on “workforce” housing.
Atkinson Lane is located on the eastern edge of the City’s boundary near Corralitos Creek. The area is just east of Freedom Blvd.

The area contains approximately 65 gross acres, which is envisioned to be used to develop a broad range of housing types, including at least 50 percent affordable apartments, townhomes, and single-family homes as required by Measure U. Market rate single family homes and estate homes are anticipated to be built on the eastern edge of the area. Some may serve as a buffer zone to the agricultural land to the east.

A small retail area may serve as a shopping village for the new development. It is envisioned to include neighborhood retail services—potentially a grocery store—and some other small businesses. Some

mixed-use buildings are anticipated to include additional affordable housing opportunities for local residents.

Construction in this area is expected to occur within the next 10 to 15 years. The area is envisioned to accommodate approximately 500 new housing units—including affordable units—and some neighborhood-serving employment opportunities within the next two decades. About 90 jobs are anticipated to be located in this area.

The development concept also integrates a new park and the preservation of the wetland pond. In all, existing environmental features will be respected. Additionally, possible new road connections and enhancements of existing roads will help maintain good circulation in the area.
Specific Plan Issues & Considerations

The Specific Plan for Atkinson Lane will need to address a number of key issues for this area. The following should be included:

1) Developing a land use plan that will meet the growth targets of this plan and measure U, specifically the 50 percent affordability goal for the housing in this area.

2) Develop urban designs that are compatible with the Urban Design section of this plan.

3) Either use existing zoning districts or develop new districts that will effectively implement the general concept for the Atkinson area. This may include urban design standards and guidelines that supplement the development codes.

4) Identify and resolve potential conflicts with existing neighborhoods in the Atkinson area.

5) Protect environmental areas, specifically including the wetland pond.

6) Develop a financial plan for the extension of urban services (sewer, water, storm drainage) to the area based on the demands anticipated by the specific plan.

7) Develop plans for internal circulation, connection to the City, and connections to East Lake Avenue. The plan should include methods of financing the transportation improvements for the area contained in this General Plan and in specific transportation designs developed for the specific plan.

8) Access plans to connect to Highway 152.

9) Develop plans that seek to obtain revenue neutrality such as Community Service District (CSD) to support all require City Services on an ongoing basis including sewer, water, police, fire, etc.
**Manabe-Burgstrom**

The Manabe-Burgstrom area is bounded by the southwestern corner of the current City limit. It is immediately north of a number of underutilized industrial properties on West Beach Street.

Of the 89 acres of the area, approximately 58 acres are expected to accommodate primarily employment-generating developments, from office and flexible-use spaces to light industrial uses. Some small retail uses, which will primarily serve the employment district, are also expected to be located here. The area may even contain a modest component of housing adjacent to currently developing residential areas immediately above the slough. As championed throughout the plan, new housing development in the area should follow the principles of good urban design and the City’s “Livable Community Residential Design Guidelines.

The other 25 acres are planned for environmental protection and expansion of the Watsonville slough system. This enhancement shall enhance the linkage of the Watsonville slough with Struve slough and may include a trail system among other environmental enhancements defined by the Specific Area. Overall, this area is envisioned to accommodate a large portion of the City’s new jobs—approximately 2,100. The jobs will account for about 28 percent of all new employment opportunities in the City in the next two decades. It also envisions a small development of approximately 100 workforce housing units.

Envisioned development in the Manabe-Burgstrom area will consist primarily of an innovative business park based on flex-space and/or corporate headquarters design, which would also include light industrial space. To ensure an attractive and exciting place for businesses to locate, development in the Manabe-Burgstrom area will utilize good urban design to weave together a fabric of innovative spaces for office, research and development, light industrial and a minimal amount of retail jobs with the surrounding natural setting. Buildings would be sited to foster a pedestrian-friendly urban form while maintaining good access for business-related transport vehicles and respecting surrounding slough areas. A specific plan was approved for this area in October of 2010.

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Figure 3.14
Development Concept
Specific Plan Issues & Considerations

The Specific Plan for Manabe-Burgstrom area was adopted in October of 2010 and includes:

1) Developing a land use plan that will meet the growth targets of this plan and Measure U.

2) Develop an economic development plan in conjunction with the specific plan that will develop targets and specific industry groups that could be attracted to this area. A marketing plan should be developed in conjunction with the specific plan, and the development standards should be tailor made for the targeted industries.

3) Develop land use regulations that will permit a wide variety of employment generating uses, but will prevent large scale retail uses or low employment density uses. As this is one of the best new employment areas for the City, this area should be where approximately 2,000 new jobs are located. Because of this, uses such as big box retail, low density warehousing employment and car sales should be prohibited.

4) Develop a financial plan for the extension of urban services (sewer, water, storm drainage) to the area based on the demands anticipated by the specific plan. These plans should consider their impact in the financial feasibility of developing the targeted industries of system development charges, and ensure that the development costs in this area remain regionally competitive.

5) Develop plans for internal circulation, and connection to the City and the region. Special attention should be given to industrial traffic and its needs, as well as the transportation needs of the 2,100 employees. Transportation demand management plans for commuting traffic should be included in the specific plan. The plan should include methods of financing the transportation improvements for the area contained in this General Plan and in specific transportation designs developed for the specific plan.

6) Develop the plan to respect adjacent slough areas by incorporating design features that provide visibility to the slough and design adequate buffers to promote enhanced wildlife corridor connections to other slough systems in the vicinity.

7) Develop a long term financing plan and mechanisms to address long-term maintenance of the wetland restoration area including: recontouring, replanting, and weeding and maintaining and modifying water control structures.
The goal of the WatsonvilleVISTA planning process is to efficiently and effectively allocate the approximately 4,100 new households and 7,500 new jobs. These numbers may be construed as “target” goals for the City to aim towards.

This general distribution of new households and employment opportunities was acknowledged by members of the community and agreed upon by the General Plan Update Steering Committee. The data reflect thorough review, dialogue, and feedback from members of the community, the steering committee, and staff, on the various potential future development scenarios and probable land-use arrangements in Watsonville. They are derived from comments and feedback from participatory members of the community on the plausible land use arrangements discussed at various Steering Committee meetings, the public Community Workshop, two public neighborhood open houses, and a number of meetings with staff from the Community Development Department.

With the community working towards these goals, a balance between more efficient development of housing and places of employment on infill and redevelopment land within the City and efficient development of the designated new growth areas will occur. Based on a detailed analysis of infill development potential conducted as part of the 2010 Housing Element of the City has reduced its potential for infill development to be made consistent with the projections.

This pattern of growth is anticipated to create a variety of housing options for Watsonville residents. While detached single-family homes will still be a popular choice for housing, small-lot single-family homes, townhomes, condominiums, and accessory dwelling units will offer additional options. Many of these compact housing types will be integrated into mixed-use buildings with employment opportunities on the ground floor.

For other new employment opportunities, much will be accommodated through 2- and 3-story buildings designed for flexible uses and energy efficiency. Development of these new buildings will also respect surrounding sensitive habitats and local environmental management areas.

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<table>
<thead>
<tr>
<th>General Location</th>
<th>% of Total</th>
<th>Households</th>
<th>% of Total</th>
<th>Employment (1)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Buena Vista</td>
<td></td>
<td>1,300</td>
<td></td>
<td>200</td>
</tr>
<tr>
<td>Manabe - Ow</td>
<td></td>
<td>100</td>
<td></td>
<td>2,100</td>
</tr>
<tr>
<td>Atkinson Lane</td>
<td></td>
<td>500</td>
<td></td>
<td>90</td>
</tr>
<tr>
<td><strong>New Growth</strong></td>
<td><strong>46%</strong></td>
<td><strong>32%</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Freedom Blvd</td>
<td></td>
<td>700</td>
<td></td>
<td>980</td>
</tr>
<tr>
<td>East Lake Ave</td>
<td></td>
<td>250</td>
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<tr>
<td>Downtown</td>
<td></td>
<td>750</td>
<td></td>
<td>975</td>
</tr>
<tr>
<td>West Beach Ave</td>
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<td>1,435</td>
</tr>
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<td>Neighborhood Infill</td>
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<tr>
<td><strong>Infill</strong></td>
<td><strong>54%</strong></td>
<td><strong>68%</strong></td>
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<td></td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>4,100</strong></td>
<td><strong>7,500</strong></td>
<td></td>
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</tbody>
</table>

(1) Figures in “Employment” represent only jobs that are expected to require real estate space. A number of jobs are expected to be created that do not require office, retail, or industrial work space, including, home-based businesses, outdoor related jobs and other similar activities.

INSERT Figure 3.16 DISTRIBUTION MAP
BACKSIDE of DISTRIBUTION MAP
3.0 LAND USE and COMMUNITY DEVELOPMENT

3.6 LAND USE MAP

The Land Use Map is to be used as a guide to future land use decisions. The map indicates the kind of land use that is envisioned for the various areas, and while specific zoning is adjusted and determined over time, the General Plan reflects what the end state is envisioned to be.

Based on the estimated capacity for vacant land development and redevelopment, the City of Watsonville can accommodate 49 percent of new household growth and 52 percent of new employment opportunities within the existing current City limit. This will require a skillful arrangement of concentrated building design types, including townhomes, apartments, and mixed-use developments, offices, and flexible-use spaces. The following Land Use Diagram represents the land use pattern and arrangement that underlies the household and employment distribution.

General Plan Land Use Designations

RESIDENTIAL

Residential High Density
This land use category provides housing opportunities through multi-story apartment, condominium, and accessory dwelling unit additions, particularly in the established downtown neighborhoods. Densities for this category typically range from 17 to 42 units per acre. A fair portion of the City’s affordable housing goals can be accomplished at these densities, particularly for smaller households. Note, however, many locations adjacent to the downtown with this designation will remain at the lower end of the density spectrum. Many of these properties are within stable neighborhoods or historically significant areas. Any modifications to a property towards intensified use will typically be in the form of adding an accessory dwelling unit.

Residential Medium Density
This land use category provides diverse housing opportunities through various types of residences: single-family homes on small-lot subdivisions, townhomes, duplexes, triplexes, condominiums, apartments, mobile homes, and clustered developments. Densities for this category range from 10 to 16.99 dwelling units per acre. Most affordable family housing units can be delivered in the upper strata of this density range.

Residential Low Density
This land use category provides family type housing opportunities through various types of single-family residences, primarily detached single-family homes. Densities for this category typically do not exceed 9.99 households per acre. Most residences in this category are available only at market rate; few can be categorized as affordable. These properties, however, do offer opportunities for accessory dwelling units.
GENERAL COMMERCIAL
General categories of allowed uses include: retail sales; personal, professional, financial, business and medical offices and services; entertainment; lodging; restaurants and automobile sales intended to serve needs of the community and the surrounding region. Building intensities in these areas, on average, are built to a Floor Area Ratio (FAR) of 0.45, except where building heights are permitted to exceed 3 stories. Where building heights are permitted to exceed three stories, land development intensity may reach, but not exceed 1.5 FAR.

INDUSTRIAL
This land use category allows both industrial and employment activity. In order to maximize effective utilization of space and to encourage job production, this land use category is intended to encourage development of space that is adaptable to various job producing uses and which allows for combinations of job-producing uses including industrial, warehouse, distribution, research and development, manufacturing, corporate office, business services and quasi-retail uses.

General categories of industrial use allowed include: wholesale sales; storage; heavy commercial; transportation services; distribution; warehousing; construction, fabrication and trade shops; general manufacturing; food processing; and related services, business services and flexible uses including combinations of the above uses and associated office uses. The intent of the designation is to serve a full range of industrial, warehousing, manufacturing, and other employment-generating needs.

General categories of employment activity include businesses requiring office and/or flexible workspace, i.e., research and development, design studios, or small technology production facilities. This category also generally allows personal, professional, financial and/or medical services that meet the needs of the community.

Retail and service uses such as restaurants, convenience stores, and childcare centers are allowable, but primarily to serve the needs of the district.

A target of 1.0 FAR should be the aim for the development intensity throughout the district.

MIXED USE
Downtown Mixed Use
This category is the most intense type of land use in the city; it is a combination of high density residential and commercial and employment-generating land uses. Residential land uses may allow up to a maximum of 60 dwelling units per acre. Mixed use in the downtown also allows for a mix of commercial and employment-generating land uses. In the downtown area, the majority of these uses will include retail sales; restaurants; and personal, professional, financial and/or medical services. Development intensity in these districts should target a 1.0 FAR; they will optimally range between 1.5 and 4.0 FAR within the parking district. Buildings in this district shall be oriented to the street in such a way that encourages a pedestrian friendly district. Additionally, parking districts and transportation demand management practices are necessary to accommodate high intensity mixed-use development and manage local parking.
3.0 LAND USE and COMMUNITY DEVELOPMENT

INSERT Figure 3.17 LAND USE MAP
BACKSIDE of LAND USE MAP
Spurring Interest in Redevelopment Areas

With little vacant land within the City, Watsonville needs to find new ways to grow. Taking advantage of underutilized areas for infill and redevelopment can play a significant role in the City’s ability to sustain projected growth. Below are some actions that can help encourage and support infill and redevelopment activities in Watsonville.

- Increase familiarity and understanding of the mixed-use development model helping local developers, bankers, lenders, realtors, insurance agents, and other development industry professionals learn the benefits of infill and redevelopment activity.

- Cultivate relationships with financiers, developers, and other experts in the field or infill redevelopment.

- Use visualizations to help show the impact of improvements and what the development community’s efforts can possibly achieve.

- Implement street renovation to improve pedestrian environment in conjunction with building façade enhancements. An improved streetscape can signal to developers that the jurisdiction has sincere interests in spurring redevelopment in the area.

- Help increase profitability of a project, and thus the interest of developers and the redevelopment potential of an underutilized property. Reducing parking requirements could increase the rate of return for developers and help to spur more development within the existing urban fabric.

- Reassess zoning code. Realign development code to allow development standards that achieve “real” floor area ratios.

- Use incentives and leverage public funds to target pilot projects to help get initial projects off the ground, boost local appeal, and show overall support for redevelopment in designated areas.

Neighborhood/Corridor Mixed Use

This land category is a combination of medium and low density residential and commercial and employment-generating land uses. Residential uses are allowed up to a maximum of 42 du/acre, consistent with the high density district. It also allows for a mix of commercial and employment-generating land uses. This category is typically located along the major commercial corridors: Freedom Boulevard and East Lake Avenue. This may also be properly located within “village centers” in proposed development schemes for the Buena Vista and Atkinson Lane new growth areas. The majority of these uses will include retail sales; restaurants; and smaller scale personal, professional, financial and/or medical services. Redevelopment of properties (and assuming intensification of uses) in these districts should target an FAR of 1.0. It’s understood that pioneer reinvestment/redevelopment opportunities will take root at typically lower building intensities, typically between 0.35 and 0.75 FAR. However, in the long term, the new development in the neighborhood/corridor oriented mixed-use areas will optimally range between a 1.5 and 3.0 FAR at the point of adoption of an area plan and parking strategy for the area. Applying good urban design, buildings in these districts shall be oriented to the street in such a way that encourages a pedestrian friendly district. Parking and transportation demand management strategies should be established to mitigate parking concerns. Streetscape improvements help to reduce traffic conflicts.
PUBLIC/QUASI-PUBLIC
General categories of allowed uses in this category include: government or quasi-public buildings or facilities, public utility facilities, schools, hospitals, and places of worship. It also encompasses public and quasi-public utilities, wastewater treatment plants, solid waste transfer stations, recycling facilities, and transportation facilities, including the airport. Also permitted in this district are other institutions primarily serving the needs of the community. The maximum intensity of uses permitted in this district shall be determined according to the location, accessiblity, traffic impacts, existing site conditions, compatibility with adjacent properties, and natural and built constraints.

PUBLIC PARK
This land use category defines designated spaces within the city and typically maintained by the city that allow for public use as outdoor recreational space. These lands are generally expanses of open space—or a body of water—but may also contain some developed structures and facilities, which can include picnic tables, playgrounds, ball fields and courts, and restrooms. Any new development of structures or facilities in these areas shall be sensitive to the natural landscape, mitigate its impacts on the surroundings, and consider possible connections to other park, open-space, or environmental features within the City.

COASTAL ZONE
This category includes lands within the City limits designated as “Coastal Zone” under the California Coastal Act and passive and active publicly owned facilities, linear and improved parks as adopted under the City’s Local Coastal Plan. Development intensity will be determined based on the provisions of the approved Local Coastal Plan, the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent uses, natural and built constraints, and community impacts.

ENVIRONMENTAL MANAGEMENT
These areas are set aside for the protection and preservation of natural resources such as wetlands, sloughs, wildlife habitat, and mineral and archaeological resources. Development adjacent to Environmental Management lands shall be required to perform site specific studies to establish limits of resources and appropriate buffers. The Land Use Map shall be amended without action of the City Council to make these technical revisions. As part of this process the Land Use Map may be interpreted by the Planning Commission or the City Council without a formal GPA, to make technical revisions in the boundaries of the Environmental Management Area. Except where site specific analysis has been performed, this designation represents a generalized depiction of the boundaries of environmental resources. (See the Environmental Resource Element for more details.) Allowed development will be determined based on the suitability of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land use, natural and built constraints, and community impacts.

POTENTIAL GATEWAY and/or NODE
These designated locations are potential sites or areas for inviting passage from one part of the City to another or a place with the potential to become a vibrant urban focal point within the City. Particularly along Freedom Boulevard, these locations are enveloped by designated mixed-use land uses that lend their plausible redevelopment to creating an attractive urban environment. These locations can become the interspersed urban hubs that connect the City together.
AREA PLANS

Places with “area plans” are typically already developed districts. To integrate the General Plan land-use features in these areas, updates to the area plans will need to follow.

Locations for updating area plans:

- Freedom Corridor (primarily from the downtown area to the airport area).
- Downtown (area centered on Main Street and west to the edge of existing neighborhoods and the industrial district, south to Pajaro, and several blocks east to the existing neighborhoods).

Freedom Corridor Area

The concept for Freedom Corridor proposes that the boulevard, over time, evolve into a mixed-use and more pedestrian-friendly environment. Streetscape improvements—adding street trees, continuous sidewalks, and traffic calming devices, such as a median and curb bulb-outs—to the corridor will help to enhance the pass-through experience for pedestrians and drivers. It can also signal to developers the City’s commitment to supporting transformation of the corridor, thus generating interest in investment in the area. Reinvestment in the area is anticipated to generate 2- and 3-story mixed-use buildings along the corridor primarily through reuse of underutilized properties and development on infill opportunities. (There is little vacant land in the corridor.)

The corridor is anticipated to sustain 900 dwelling units and 980 jobs over the next 20 to 25 years. While this growth implies increased traffic, the improved walking environment, possible new road connections, and anticipated improvements to the roadway and transit through the corridor will help to maintain good circulation in the area.

The area plan should address the following issues:

1) Developing the urban design for new buildings, and how to integrate them into the existing built environment. The City’s Urban Design Element and the Transportation Plan’s Context Sensitive Design should be used for this update.

2) Develop specific design standards for new development on the corridor.

3) Design and program streetscape improvements, consistent with the context sensitive design policies in the Transportation Plan—such as curb extensions and medians.

4) Develop a Return on Investment analysis to ensure the financial feasibility of potential new projects.

5) Develop a targeted investment of redevelopment funds to spur “catalyst projects” that will set the standard for a new kind of development on Freedom Boulevard.

6) Management of parking issues through creation of a parking district, shared parking opportunities, and staggered major parking structure investments.

7) Income generation to reinvest in redevelopment opportunities.
Figure 3.18  Freedom Corridor Concept
Downtown Area

Downtowns represent the heart of great cities. Great downtowns are commercial, cultural and symbolic centers. They serve all residents and attract many visitors. They offer vibrant and inviting places to shop, work, live, and attend civic events. And, they reveal the unique history of a place and the pride that the community has invested in it.

In many respects, Downtown Watsonville is already a great City center. Its historic buildings, small shops, tree-lined streets and Plaza make it a memorable and pedestrian-friendly place. At the same time, there are many promising opportunities to build upon the downtown’s attractive features.

Robust Retail. Retail lacks the types of goods and activities that would attract patrons of all incomes and ethnic heritage. Downtown planning should take tips from “the mall” and recognize the importance of “destination” retailers to bring the patrons and foot traffic necessary to support smaller shops.

Housing & 24-Hour Activity. Great downtowns are also great places to live. They contain urban amenities that appeal to young professionals, older “empty nesters,” and others. Downtown housing also supports a greater range of businesses, extends business hours, and makes the downtown feel safer and more welcoming at night.

Employment. Business offices can further support restaurants and retail, and can help diversify Watsonville’s employment base.

Tourism & Cultural Destinations. A vibrant downtown will attract more visitors. Cultural activities, such as concerts and museums, can enhance perceptions of Watsonville as a great place to visit.

Parking. Parking is critical, but it is important to recognize the effectiveness of pedestrian- and transit-oriented environments in reducing parking demand.

Coordinated parking strategies allow a range of uses to share parking in a more efficient way, and can make the redevelopment of small parcels more feasible by making parking available “off-site.”

Opportunity Sites & Comprehensive Strategies. Fortunately, Watsonville’s Downtown possesses many underutilized and vacant parcels for future development. Comprehensive strategies should be pursued for the Downtown, which consider these site-specific resources, and expand recent efforts to make the Downtown more pedestrian-friendly.
Figure 3.19 Downtown Concept
3.0 LAND USE and COMMUNITY DEVELOPMENT

Guidelines for Implementation of Redevelopment Opportunities in the Freedom Corridor and the Downtown Area

The redevelopment project areas where “Area Plans” will help guide the transformation of the districts will require specific targeted plans to provide for the regulatory framework to permit compatible development, and public investment for streetscape and public parking in order to accommodate a more “main street” or downtown environment. In many cases, initial projects may need a public subsidy in order to catalyze a new kind of development. Especially on Freedom Boulevard, the typical suburban development with a large surface parking lot is both incompatible with the mixed-use vision, and practically impossible on many of the small lots that exist. Therefore, a new paradigm of development needs to be established in order to stimulate new development.

One key need will be to perform financial analysis of new investment, and design regulations and public investment in order to make the desired development type financially feasible. If return on investment is not sufficient, reinvestment in an area will not occur.

For the City of Watsonville, leveraging reinvestment in existing built areas—especially the Freedom Corridor and the Downtown—provides the opportunity for exciting City transformation. Redevelopment in these areas is anticipated to integrate more residents and jobs into the existing urban fabric. To help stimulate and continually support reinvestment in the City, the following elements should be included in any area plan for these districts:

Develop a consistent vision of the area that is based on the form of the structures anticipated, rather than zoning uses alone. Area plans should focus on the development types and the pedestrian and business environment. As these areas will also be used for future housing, the new environment planned should be compatible with living as well as business. The Urban Design Chapter should be used to guide this development.

Conduct a Return on Investment Analysis (ROI) as part of the area plan development.

Reinvestment planning requires that the investment climate be fully understood. The initial reinvestment analysis showed that higher densities and a more urban form of development will need to be accommodated in order to foster a “Main Street.” In order to spur the desired type of development, regulations need to be crafted that are both compatible with the vision and the fiscal realities of development.

Reduce parking requirements in redevelopment areas.

Parking in these areas shall be reduced to allow for more of the property to be used for actual building space. This will help to facilitate an increase on private investment returns and thus increase developer interest in the area.

Initiate a parking district.

Manage parking and transportation demand in the district through shared parking policies. More efficient use of parking spaces in the district will help to ensure efficient redevelopment of limited land resources. A shared parking analysis needs to be conducted in order to determine the amount of parking required over time. Once parking demand is calculated, tax increment redevelopment funds from the area should be reserved to develop the common parking districts.
**Stagger major parking investments.**
Parking structures may eventually need to be built to provide enough parking for the district. Major parking structure investments should be staggered over time, and developed as needed. However, the needed sites should be acquired early in the redevelopment phase and held, or developed as surface lots, until the need arises for more expensive structures.

**Streetscape program.**
Use public monies and improvements to leverage private investment. Investments in the streetscape signal to developers a City’s sincere interest in transforming the project areas. Streetscape improvements on Freedom should include wide sidewalks, street trees, and on street parking. Tax increment financing (redevelopment funds) may be used to pay for such improvements, as well as other public improvements. The Transportation Element contains more information on context sensitive street designs for Freedom Boulevard and the Downtown Area.

**Allow variety of building heights.**
 Allow a variety of building heights to be developed in the redevelopment project areas. Pioneer developments may be 2- to 3 stories, but later developments may be allowed to be 4 stories. This will allow for increased density to ramp up to the target range density for the district. That target density of dwelling units and jobs shall be defined in the final Area Plans for the redevelopment project areas.

**Continue development assistance at a steady rate.**
At initial glance, overall change in each project area may seem high (750 to 1,200 units over 30 years), small steady change makes transformation of the City much easier to comprehend and accept. Consider that only 25 to 40 units per year are necessary to provide for needs of the anticipated growth for these areas.

**Ensure development of affordable housing.**
As already occurs in new housing developments in the City, an affordable housing component shall be included in subsidized redevelopment projects. The City shall continue its efforts to provide development assistance loans to projects that ensure affordable housing.
Goals, Policies, and Implementation

The following goals, policies, and implementation measures are intended to provide a framework for land use within the existing City limit and urban limit lines. These goals build on previous plans’ goals and are also derived from the “Guiding Principles” of this updated plan.

Goal 3.1 Reinforce Preservation of Rural Character.
Reinforce preservation of surrounding rural character by conservation of agricultural land and open space through encouraging reinvestment in, and higher-density redevelopment of, underutilized opportunities within existing urban areas.

Policy 3.1.1 Promote, encourage, and cultivate efforts to increase higher levels of infill, reuse, reinvestment, and revitalization along commercial corridors, neighborhood centers, and in and adjacent to downtown.

Implementation

3.1.11 The City shall use the redevelopment process to encourage location of retail, professional, and residential uses as well as personal services within the central business district to serve the entire Pajaro Valley region. The City shall allow moderate- to higher-intensity developments in the downtown and adjacent districts to improve its overall vitality.

3.1.12 The City shall use the redevelopment process to encourage location of retail, professional, and residential uses as well as personal services within strategic commercial corridors. The City shall allow more intense mixed-use developments on Freedom Boulevard and in strategic pockets along East Lake Avenue and Walker Street and other corridors as identified to cultivate an urban vitality in these corridors.

Policy 3.1.2 Reinvestment, reuse and infill development, redevelopment of properties in the downtown area, and strategic corridors shall be preceded and guided by an area plan.

Implementation

3.1.21 The City shall prepare or commission the preparation of new area plans or updates to existing area plans, specifically for, but not limited to the Downtown Area and the Freedom Boulevard Corridor.

Approximate number of projects and employment capacity:

Downtown Area—750 du; 975 jobs
Freedom Corridor—700 du; 800 jobs

3.1.22 The City shall prepare or commission the preparation of area plans of other developed areas that are identified as strategic redevelopment areas. These areas may include, but are not limited to, Walker Street, the East Lake Avenue Corridor, and the West Beach Street Corridor.
Policy 3.1.3 Implementation of reinvestment and redevelopment opportunities shall be encouraged through the exercise of a broad set of implementation tools.

Implementation

3.1.31 The City shall develop a consistent vision of redevelopment project areas that is based on the anticipated physical form of structures rather than allowed zoning and land uses alone.

3.1.32 The City shall consider and review the feasibility of developing a “Streetscape Improvement Program” to help spur private investment in redevelopment project areas.

3.1.33 The City shall consider conducting “Return on Investment” (ROI) analyses as part of area plan development.

3.1.34 The City shall review parking ordinance standards and consider reducing parking requirements in redevelopment project areas. Reduced parking requirements (to less than 1 or up to 1 parking space per dwelling unit and 1 parking space per 1,000 square feet of office or commercial retail space) can help to significantly increase the ROI of a project and thus increase private developer interest in investing in the area.

3.1.35 The City shall study the feasibility of creating parking districts within the redevelopment project areas.

3.1.36 The City shall allow a variety of building heights in the redevelopment project areas. Heights for these buildings may range from 2- to 3-stories in the corridor areas and up to 4-stories in the downtown area or where considered appropriate.

3.1.37 The City shall continue to support redevelopment opportunities at a steady rate over the next 25 to 30 years; 25 to 40 units per year are necessary to sustain the needs of the projected growth in these areas, an eight-fold increase over today.
Goal 3.2 Broad Range of Housing Types Based on Livable Community Residential Guidelines.
Encourage new residential developments that provide a range of styles, sizes, prices, rents, and location; and follow the concepts of the City’s Livable Community Residential Guidelines.

Policy 3.2.1 New residential developments shall provide a diverse range of housing types and options.

Implementation

3.2.11 The City shall continue to support the development of a broad range of housing types, including apartments, townhomes, accessory dwelling units, mixed-use buildings with housing components, and dwellings on small lots.

3.2.12 The City shall support housing options that reflect the current and forecasted demographics of Watsonville and the larger region, including younger and senior members of the community; people with different incomes; and the variety of cultural traditions that influence housing arrangements and styles.

Policy 3.2.2 New residential developments shall be encouraged to incorporate the principles of the City’s Livable Community Residential Guidelines (LCRG).

Implementation

3.2.21 The City shall consider streamline approval of residential developments that are consistent with the City’s zoning and the Livable Community Residential Guidelines with regard to allowable density, setbacks, height limits, parking, and other related regulations.

3.2.22 The City shall amend existing multi-family design guidelines to ensure that livable community principles are incorporated into the guidelines.

3.2.23 The City shall review parking ordinance standards to incorporate new residential parking standards to reduce impacts of parking identified in the Livable Community Residential Guidelines.

3.2.24 The City shall review open space standards to ensure that projects incorporate adequate common open space encouraged by the livable communities design guidelines.

3.2.25 Private Recreation Facilities
1. The City shall adopt ordinance revisions for new development requiring provision of additional private open space and recreation facilities.
2. Residential projects shall comply with City regulations, through the planning and design review process, to provide safe play areas for children that are consistent with state accessibility requirements.
Goal 3.3 Efficient Use of Employment Generating Land Uses.
Encourage flexible uses on commercial, industrial, and employment-generating land to maximize opportunities for business expansion, increase employment opportunities, and improve the jobs to housing ratio.

Policy 3.3.1 Flexibility shall be exercised in allowing non-traditional employment uses in commercial and industrial lands to maximize efficient development of employment-generating land.

Implementation

3.3.11 The City shall allow a broad range of building types on employment-generating lands that can accommodate a variety of economic activities.

3.3.12 The City shall encourage and support attraction of higher intensity businesses to these areas.

3.3.13 The City shall remain flexible in allowing a variety of businesses to germinate in these areas. Flexibility shall be the default practice in an effort to strengthen the attraction of enterprises that are favorable to market conditions at the time of desired development.

3.3.14 The City shall review the zoning ordinance and update it as necessary to integrate (or incorporate a new “employment district” zone that specifies) development standards and design principles for the various flexible commercial and industrial land uses.

This land use category primarily contains businesses requiring office and/or flexible workspace, i.e., research and development, design studios, or small technology production facilities. This category also generally allows personal, professional, financial and/or medical services that meet the needs of the community. Retail sales and restaurants (i.e., coffee shops) are also allowable, but primarily serve the needs of the district. A target of 1.0 FAR should be the aim for development intensity. Buildings in this district shall be oriented to the street in such a way that encourages a pedestrian friendly district. To ensure opportunities for good urban design and a “main street” or “urban” sense of place, parking and transportation demand management (TDM) tools should be developed in these districts.

The City shall consider adopting zoning amendments to commercial and industrial land that allow for shared parking, multi-story buildings up to 3 stories, floor area ratios (FAR) up to 1.5 where appropriate, and flexible coexistence of commercial and industrial uses within the same project or property.
Goal 3.4 Efficient Use of Designated New Growth Areas.
Encourage efficient development in designated New Growth Areas beyond existing City limits (2004) to help sustain projected City growth.

Policy 3.4.1 Efficient development in the New Growth Areas shall be guided and preceded by approved specific plans.

Implementation

3.4.11 The City shall prepare or commission the preparation of specific plans for the new growth areas designated by Measure U:

Buena Vista I, II, and III
Atkinson Lane
Manabe-Burgstrom

The City shall use the following as maximum growth targets for new dwelling units and jobs for each area:

Buena Vista—1,300 du; 200 jobs
Atkinson Lane—500 du; 90 jobs
Manabe-Burgstrom—2,100 jobs

3.4.12 In Buena Vista, the City shall require phasing of development. Timing of development in the Buena Vista area shall be consistent with stipulation of Measure U, as noted in policy 2.2.3 and its implementation measures.

3.4.13 In the Atkinson Lane area, the City shall require 50 percent of housing developed to be affordable.

3.4.14 In the Manabe-Burgstrom area, the City shall allow a broad range of employment-generating land uses and intensities including offices, business parks, research and development facilities, design studios, production facilities, and others to facilitate progress towards the projected employment demand.

Buildings shall be constructed to maximize allowable floor area ratios of up to 1.5 FAR.

Buildings may allow a mix of compatible commercial and industrial uses.

The City shall require the establishment of a financial mechanism such as a Landscape, Lighting, Maintenance Assessment District (LLMAD) to address long term maintenance of the twenty-five (25) acre wetland restoration area.

Shared parking shall be allowed in this employment area.

A small component of workforce housing will be considered adjacent to existing housing development.

No big box retail.

The City shall allow a broad range of housing types and densities—including some moderate and possibly some high densities—to facilitate progress towards the projected 2030 housing demand and new jobs.

The City shall incorporate Community Service Districts (CSD) in new growth areas to make new development help achieve revenue neutrality by paying for any new services required.

The City shall use planning efforts such as Area plans as a method to implement safe routes to school and other pedestrian improvements in the Freedom area and other major infill areas.
Goal 3.5  Preserve Character of Established Neighborhoods.
Encourage preservation and protection of long established neighborhood qualities.

Policy 3.5.1  New development in established traditional neighborhoods shall not drastically alter or detract from the existing character of the neighborhood.

Implementation

3.5.11  The City shall continue to evaluate existing neighborhood land use patterns prior to the approval of new development that might prove disruptive to the local circulation and the use of community facilities such as parks and schools.

3.5.12  The City shall exercise land use and zoning regulations to ensure balanced neighborhood development that minimizes impacts on existing neighborhoods.

3.5.13  The City shall encourage continued identification, designation, and maintenance of significant historic buildings, homes, and landmark features to help preserve neighborhood character, history, and integrity.

Policy 3.5.2  Promote healthy neighborhoods and community by encouraging neighborhood convenience stores to carry healthy food such as fresh fruits and vegetables.

Implementation

3.5.21  Condition neighborhood markets (convenience stores) at the time of development review to incorporate the sale of fresh fruits and vegetables.

Goal 3.6  Developing Suitable Land.
Encourage appropriate development on lands best suited for urban uses.

Policy 3.6.1  Appropriate land uses shall be encouraged to develop on lands best suited for that use.

Implementation

3.6.11  The City shall allow moderate and higher densities within the existing City limits where it is most compatible. Through the development review process, the City shall encourage higher densities (development of townhomes, apartments, and mixed-use buildings with residential units) in locations least affected by physical, policy, and economic constraints.

3.6.12  The City shall allow multiple uses and support intensification where feasible and appropriate. Where the potential impacts and mitigation measures associated with mixed-use can be identified and fully considered through the California Environmental Quality Act process, the City shall encourage use intensification by allowing multiple uses on the site, e.g., residential and commercial uses.

3.6.13  The City shall designate as open space those areas with multiple constraints sufficient to make urban development unsuitable. These areas shall be used for active or passive recreation, environmental protection, alternative transportation corridors, and/or city beautification, depending on the nature of the constraint.
3.6.14 The City shall not permit new development to encroach upon lands zoned for Environmental Management-Open Space (EM-OS).

3.6.15 If human remains of Native American origin are discovered during ground-disturbing activities, it is necessary to comply with state laws relating to the disposition of Native American burials, which falls within the jurisdiction of the California Native American Heritage Commission (NAHC) (Public Resources Code, Section 5097). If human remains are discovered or recognized in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent human remains until:

- the Santa Cruz County coroner has been informed and has determined that no investigation of the cause of death is required and
- if the remains are of Native American origin,
  - the descendants from the deceased Native Americans have made a recommendation to the landowner or the person responsible for the excavation work for means of treating or disposing of, with appropriate dignity, the human remains and any associated grave goods as provided in the Public Resources Code, Section 5097.98, or
  - the California NAHC was unable to identify a descendant or the descendant failed to make a recommendation within 24 hours after being notified by the NAHC.

According to California Health and Safety Code, six or more human burials at one location constitute a cemetery (Section 8100), and disturbance of Native American cemeteries is a felony (Section 7052). Section 7050.5 requires that excavation be stopped in the vicinity of discovered human remains until the coroner can determine whether the remains are those of a Native American. If the remains are determined to be Native American, the coroner must contact the California NAHC.
Goal 3.7 Consistency With General Plan.
The City shall remain committed to using the General Plan as the blueprint and guideline for future growth; all new development should be consistent with the General Plan.

Policy 3.7.1 The City shall regulate future urban development to be consistent with the goals of this General Plan.

Implementation

3.7.11 The City shall conduct an annual review of urban development and capital improvements to ensure that long-term land use objectives are being achieved by evaluating the cumulative effects of individual project approvals.

3.7.12 The City shall annually review and update the Zoning Code for consistency with the General Plan and Land Use Diagram. In addition, the review shall evaluate whether the Zoning Code can be improved to better address the long-term land use objectives.

3.7.13 The City shall respond to public complaints and conduct periodic inspections to ensure that projects are being constructed, maintained, and operated in a manner consistent with the project approval.

3.7.14 The City shall use the environmental review process to ensure that project mitigations including mitigation monitoring program required by CEQA, implement the policies of the General Plan, reduce environmental impacts to acceptable levels, and make adequate provisions for public safety.

3.7.15 The City shall strictly limit provision of urban services in areas designated for environmental management or otherwise viewed as unsuitable for urban development; however, an extension of urban services shall be allowed in order to facilitate travel through areas designated for environmental management.

3.7.16 The City shall place traffic impact mitigation on new development consistent with the policies of the Transportation and Circulation section and the City standards for access, parking, and roadway improvements.

3.7.17 The City shall prepare or update existing design guidelines for residential, commercial, industrial and mixed-use projects. Design guidelines shall follow the parameters outlined in the Urban Design Element.

3.7.18 The City shall consider mixed-use zones or “overlay” zones to allow, at a minimum, buildings to be 2 stories and up to 3 where appropriate, and up to 4- to 6-stories on a case by case basis.

3.7.19 The City shall, in mixed-use projects, consider allowing a range of FARs from 1.0 to 3.0.

3.7.20 For mixed-use projects, the City shall not necessarily require open space to be provided on the project site. Each project, however, may be required to pay an impact fee to help develop designated common open space appropriate for the redevelopment project area.
3.7.21 The City shall evaluate the option for developers to prepay several years’ property tax if the City must purchase property or open space facilities to serve the development.

3.7.22 The City shall encourage that a preferred development density of a project should remain within the acceptable range of density; it should not be less than the lowest range of densities nor more than the highest range of densities.

Goal 3.8 Public and Quasi-Public Land Use.
Ensure adequate amount of land for public and quasi-public uses needed to serve City residents.

Policy 3.8.1 The City shall plan for and designate an adequate amount of land to accommodate the institutional land uses needed to serve residential neighborhoods and the entire City.

Implementation

3.8.11 Coordination.
The City shall actively participate with the Pajaro Valley Unified School District to coordinate planning for school site development in conjunction with neighborhood park and residential development. This coordination shall include consultation with PVUSD when the City reviews residential or commercial development proposals or considers its own park and recreation needs to meet the needs of projected housing development.

3.8.12 Needs Assessment.
As City population grows, the City shall conduct a needs assessment to expand recreational opportunities and other public facilities to meet the needs of the community.
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