

# 4 LAND USE AND COMMUNITY DEVELOPMENT

## INTRODUCTION AND BACKGROUND

The Land Use and Community Development chapter is the backbone of the General Plan – it sets forth the city's intentions for development, redevelopment, conservation, and growth. It includes the land use classification system, the Land Use Diagram, goals, policies, and implementation measures. The land use classification system identifies the land use categories and standards of population density and building intensity. The Land Use Diagram designates the proposed location and pattern of land use.

The focus of this chapter is on the use of land within the existing City limits and the urban limit line. Land use and population issues affecting the urban and rural portions of the remainder of the Watsonville Planning Area are also addressed from the standpoint of cooperating with, and advising the County on land use under the County's jurisdiction.

The Land Use chapter covers overall land use goals, policies, and implementation measures which pertain broadly to the city. Included are policies on land use regulation and suitability; general residential, commercial and industrial land; public and quasi-public land; employment opportunities; and specific plan areas. Policies included in other chapters of *Watsonville 2005* are integrally related to the policies set forth in this chapter.

Land use designations are shown on the Land Use Diagram, which is hereby incorporated by reference and can be found in the map pocket at the back of this document. The Land Use Diagram depicts the planned location, density, and intensity of residential, commercial, industrial, public, agricultural, and environmental resource land uses. The most appropriate mix of land uses for developable land takes into account both the needs of the residents of the city and the land's physical characteristics including environmental constraints. This approach minimizes adverse environmental impacts and the cost to the

public of providing services and facilities, while still addressing the social and economic objectives of the city.

## COMMUNITY CONCERNS

The residents of Watsonville have placed high value on quality of life issues such as:

- the preservation of existing neighborhood character and community value
- the provision of suitable housing for all residents
- preservation of the agricultural economy that currently supports the city
- the diversification of the economic base to provide employment for all Watsonville residents
- adequate public infrastructure
- the conservation of natural resources and open space including rivers, creeks, sloughs, lakes, hillsides and stands of vegetation.

Questions raised by the residents as they attempt to align community concerns with land use issues are:

1. Can the City provide for a reasonable amount of growth, protect the agricultural economy, and avoid environmental and public safety hazards?
2. Can new growth be provided with efficient and effective urban support services?
3. Can the central business district be maintained and improved as a regional commercial center for the Pajaro Valley?
4. Can urban development avoid conflicts with agricultural land uses?
5. Can adequate housing be provided for natural growth and local economic development without the city becoming a "bedroom community" for adjacent areas?
6. Can the local economy be diversified and still retain the food processing economic base?
7. Can the community provide sufficient neighborhood parks to serve new and existing residential development?

8. Can new development be accommodated without creating severe traffic congestion problems?
9. Can the City achieve a balance between local economic development and the fiscal demands created by population increase and new residential development?

## AGRICULTURE AND URBAN DEVELOPMENT

The land suited for agriculture is often also the land suited for urban development. The resulting conflict can only be resolved with a balanced land use approach. *Watsonville 2005* recognizes the need for such a balance and attempts to accomplish that as sensitively as possible. The Plan also recognizes the interplay of various elements to support agriculture. The preservation of agricultural land alone will not ensure preservation of the agricultural economy. Adequate housing and social support for agricultural labor, facilities for support industries, availability of agricultural water, and transportation infrastructure are also important factors in preserving agriculture.

To preserve agriculture in the Pajaro Valley, the City encourages the County to support city-centered development in the Pajaro Valley. More specifically, the City encourages the County to impose limitations on the amount of urbanization permitted within the Watsonville Planning Area (outside of the city's urban limit line) by limiting the annual population growth rate in the Planning Area to a range of 0.0 to 1.0 percent.

## EXISTING LAND USE IN THE PLANNING AREA

The 18,359-acre Planning Area considered in *Watsonville 2005* consists of the City of Watsonville, the urbanized areas of Freedom and Pajaro, scattered residential pockets such as Interlaken (Kelly and Drew Lakes) and Pinto Lake (Mesa Village), commercial agricultural lands, and open space.

The predominant land use within the Watsonville Planning Area is agriculture, accounting for about

12,500 acres (69 percent of the total Planning Area). Agricultural uses consist of row crops, orchards, greenhouses and animal husbandry. The large commercial agricultural tracts extend from Freedom Boulevard and Holohan Road northward beyond Pinto and College Lakes to the Pioneers Road/Casserly Road/Carlton Road boundary, and from Highway 1 southward to San Andreas Road. Urban pockets of residential subdivisions and ranchettes have been permitted to develop under County jurisdiction along Green Valley Road, Amesti Road, Lakeview Road and College Road between Kelly and Drew Lakes.

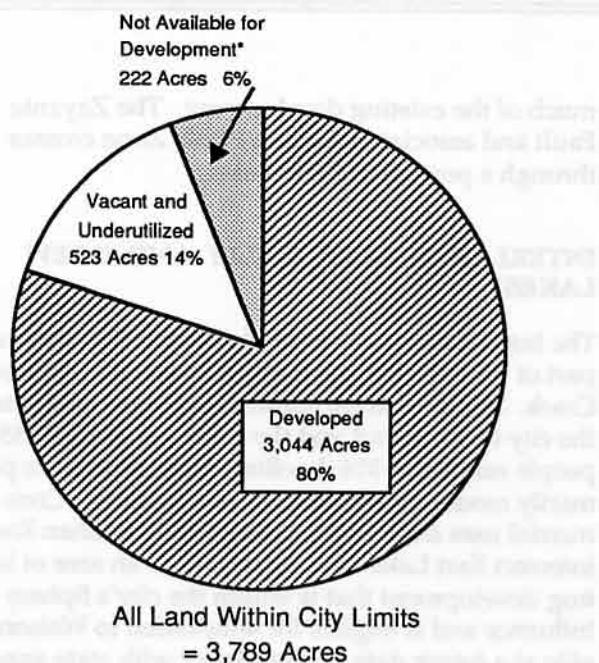
## CITY OF WATSONVILLE

The population of Watsonville in the 1990 Census was 31,099 compared with a population of 23,543 in 1980. This represents a 2.8 percent average annual population growth rate for the city between 1980 and 1990. The City and several organizations anticipate that the 1990 Census has under-counted the population by 1,000 to 2,500 people. *Watsonville 2005* uses official 1990 Census figures as noted throughout.

There were 9,909 housing units within the city in 1990 compared with 8,651 in 1980, representing a 1.4 percent average annual housing unit growth rate during the decade. The majority of the housing units are located in residentially zoned areas with a few units located on industrial and commercial land in the older areas of the city.

The City of Watsonville occupied 3,789 acres as of April 1990 (1990 Census), comprising 21 percent of the Planning Area. Figure 4-1 shows the relationship between developed land, undeveloped land, and land unavailable for development in Watsonville in 1991. Figure 4-2 shows the utilization of land in Watsonville by land use category. The composition of vacant and underutilized land within the City limits, by land use designation, is illustrated in Figure 4-3, and a diagram showing the distribution of all vacant and underutilized land is shown in Figure 4-4. As of August 1991, there remained 253 acres of vacant or underutilized residentially designated land in the city which could accommodate approximately 1,481 total dwelling units if developed at maximum probable densities. In addition, there were 61 acres of

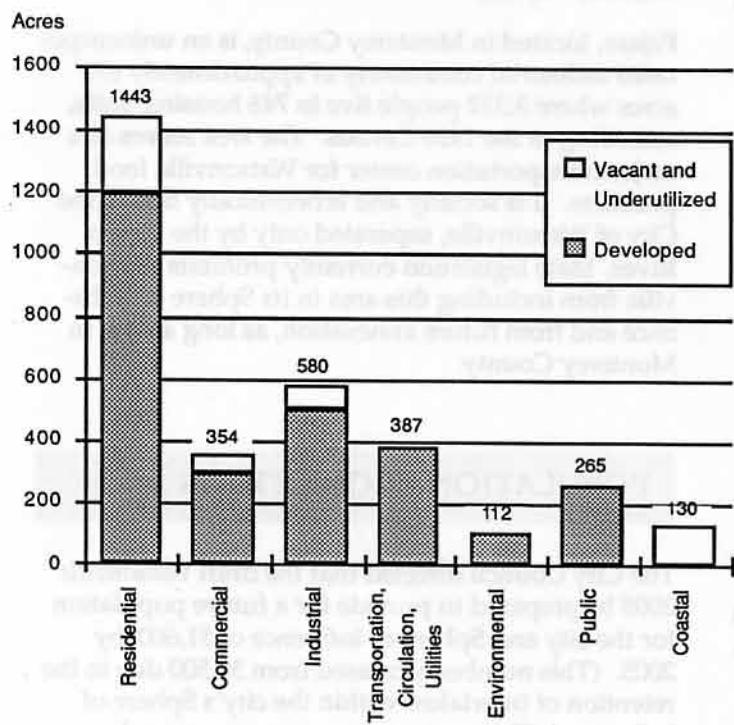
**Figure 4-1 Utilization of Land within Watsonville City Limits: 1991**



\* Land not available for development includes the City's environmental land and the City's public land that is designated PL for public land, such as parks and schools. In this figure, the vacant and underutilized acreage includes the 130 acres of Watsonville's Coastal Zone because it has some development potential, although constrained by coastal zone limitations.

Source: *City of Watsonville Zoning Code Statistics, August 1991*

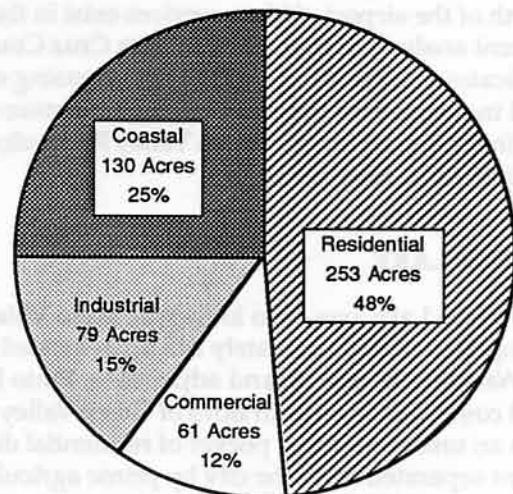
**Figure 4-2 Existing Land Use: 1991**



Source: *Zoning Code Statistics, City of Watsonville Geofile, May 1992*

Note: Acreages in each category are approximate and generally do not include street or utility rights-of-way. Therefore, acreages will not equal total land in the city.

**Figure 4-3 Vacant and Underutilized Land within the Watsonville City Limits: 1991**



Source: *City of Watsonville Zoning Code Statistics, August 1991*

vacant or underutilized commercial land, 79 acres of vacant or underutilized industrial land and 130 acres of vacant or underutilized coastal zone land.

### **FREEDOM AREA**

The Freedom area is located immediately adjacent to the Watsonville Airport and consists of 1,037 acres with a population of 8,361 residing in 2,374 housing units, according to the 1990 Census. It is an urbanized, unincorporated community with public services such as schools, a fire station, a post office, and a sanitation district. Freedom Boulevard, a "commercial strip," bisects the community. Future development in Freedom will be planned to be consistent with land use policies associated with the neighboring Watsonville Airport. Freedom has immediate contiguity with Watsonville and is within the Watsonville Sphere of Influence. As a result, Freedom is eligible for annexation to Watsonville at a future date in accordance with State annexation requirements.

South of Freedom Boulevard and west of the Airport, the development potential is constrained to some extent by the rolling topography. Agricultural uses are found along both sides of Freedom Boulevard north of the Airport. Urban services exist in the area. Recent analysis of this area by Santa Cruz County indicates deteriorating and blighted housing stock and inadequate or deteriorated infrastructure (Preliminary Report for the Pajaro Valley Redevelopment Project Area, June 1991).

### **PINTO LAKE**

The Pinto Lake area, also known as Mesa Village, is comprised of approximately 345 acres located north of Watsonville, east of, and adjacent to, Pinto Lake, and covers ands

on both sides of Green Valley Road. It is an unincorporated pocket of residential development separated from the City by prime agricultural lands. The 1990 Census identified approximately 885 housing units in this area with a resident population of 3,484. Pinto Lake is an area of leapfrog development that is not in the City's Sphere of Influence and is not proposed to be included. Considerable portions of Pinto Lake are built on prime agricultural lands, and prime agricultural lands surround (and are immediately adjacent to) much of the existing development. The Zayante Fault and associated Alquist-Priolo Zone crosses through a portion of Pinto Lake.

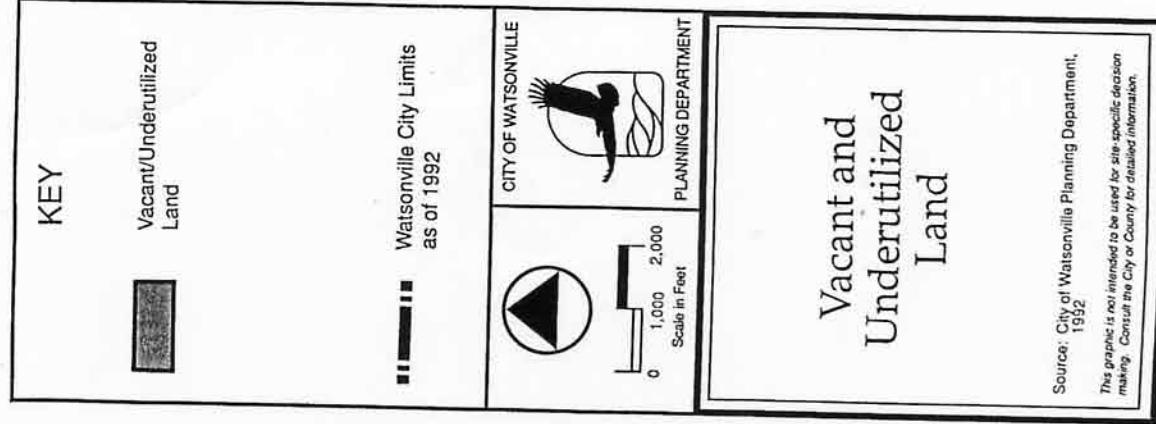
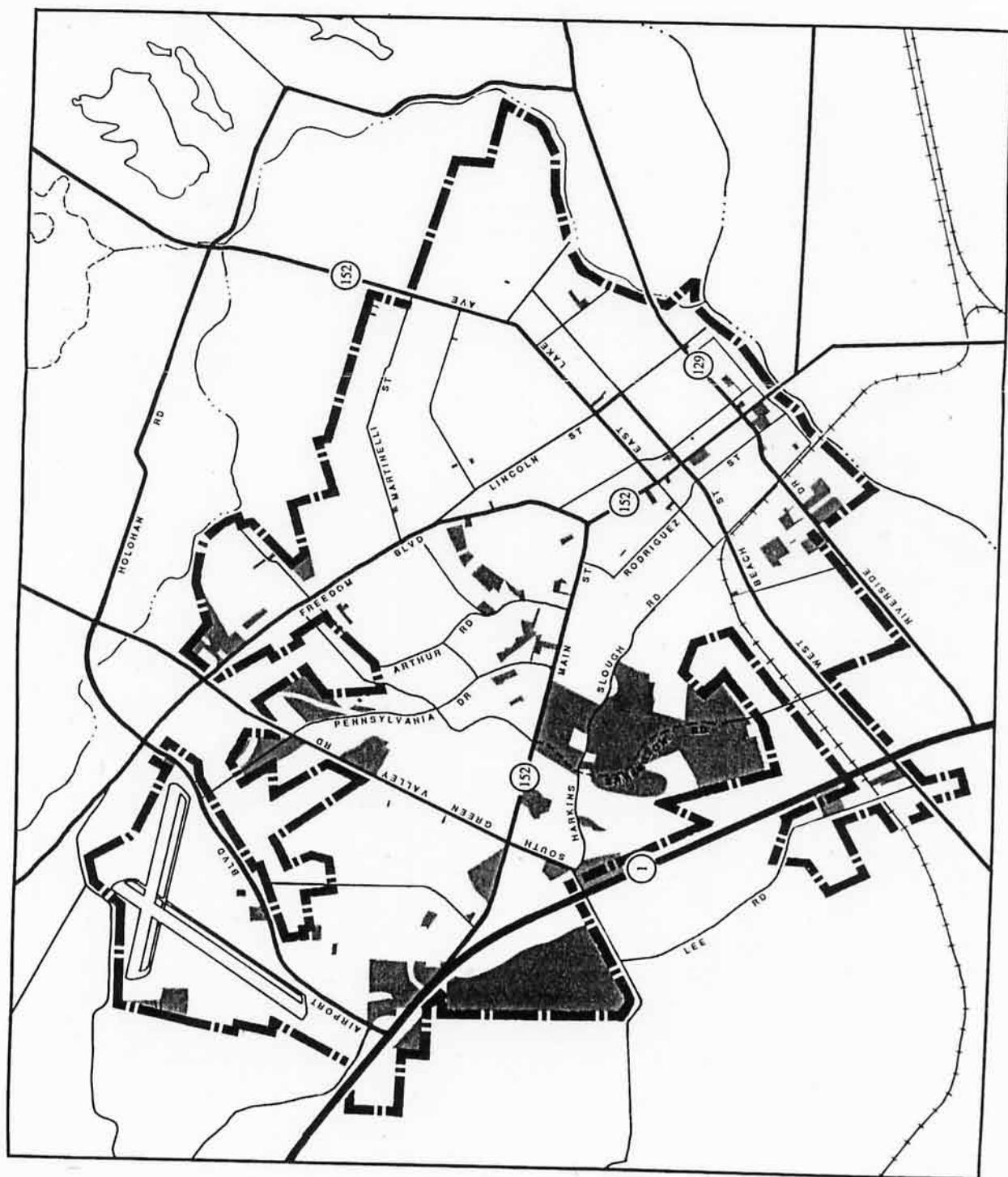
### **INTERLAKEN AREA (KELLY AND DREW LAKES)**

The Interlaken area is located north of the eastern part of Watsonville, generally across the Salsipuedes Creek. It is an unincorporated area separated from the City by farmland and the creek. In 1990, 1,035 people resided in 316 dwelling units, which are primarily moderate and market-rate housing. Commercial uses exist where College and Holohan Roads intersect East Lake Ave. The Zayante Fault system crosses through a portion of Kelly and Drew Lakes.

### **PAJARO AREA**

Pajaro, located in Monterey County, is an unincorporated industrial community of approximately 672 acres where 3,332 people live in 746 housing units, according to the 1990 Census. The area serves as a major transportation center for Watsonville food products. It is socially and economically

Figure 4-4



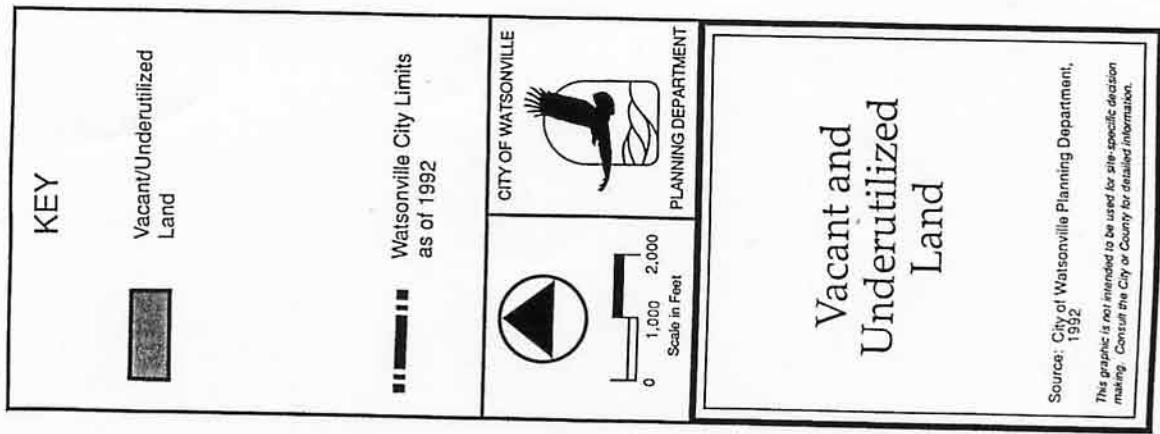
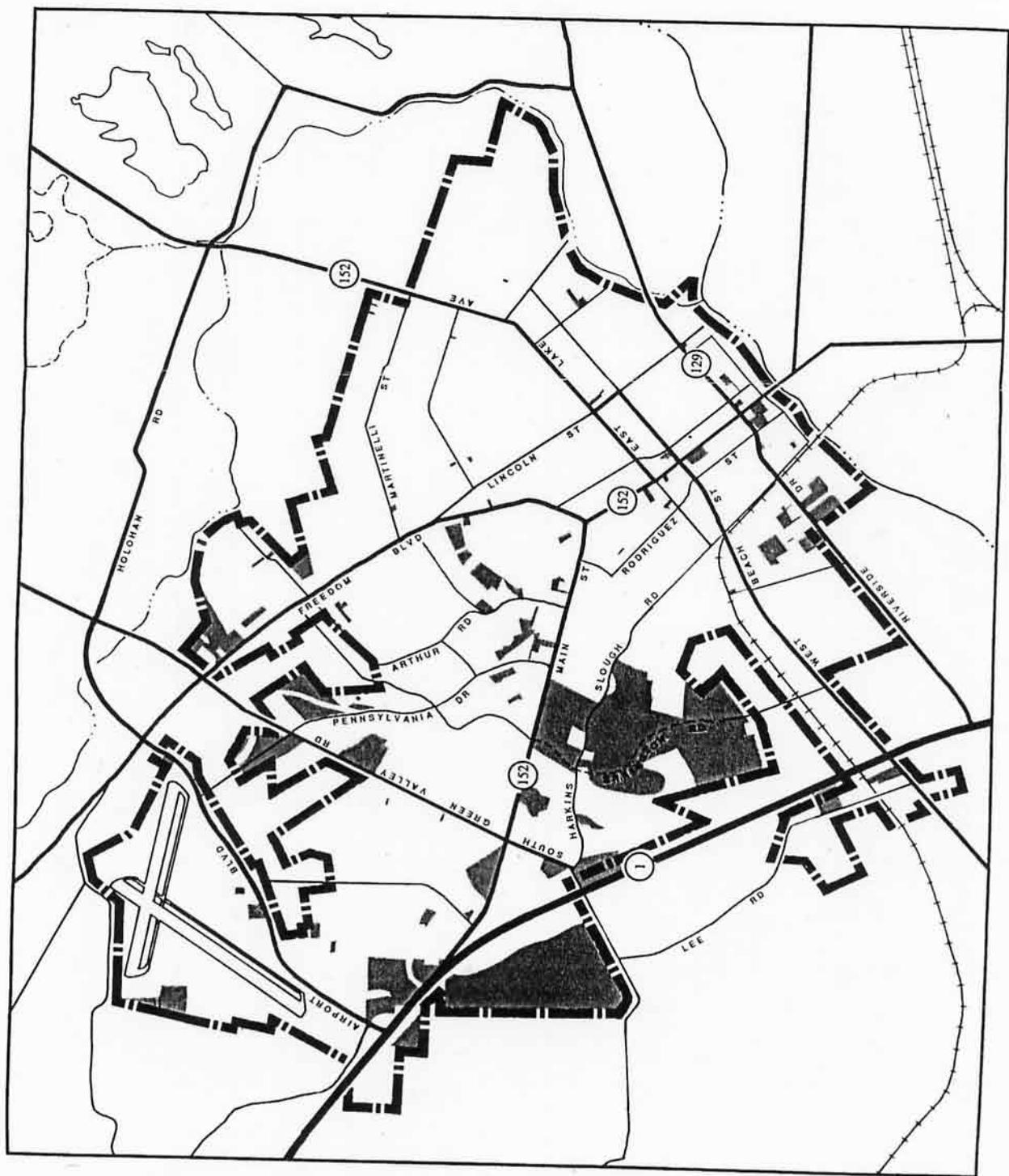


Figure 4-4



tied to the City of Watsonville, separated only by the Pajaro River. State legislation currently prohibits Watsonville from including this area in its Sphere of Influence and from future annexation, as long as it is in Monterey County.

## **POPULATION PROJECTIONS**

The City Council directed that the draft *Watsonville 2005* be prepared to provide for a future population for the City and Sphere of Influence of 51,600 by 2005 (this number increased from 50,500 due to the retention of Interlaken within the City's Sphere of Influence). This represents an average annual growth of 1.8 percent per year between 1990 and 2005. A growth rate of 1.8 percent is less than the 2.8 percent growth rate the City experienced over the

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percent growth rate the city experienced over the decade 1980-1990. If the 2.8 percent growth rate were to continue into the future, the resulting land area needed for housing and jobs exceeds what is considered feasible when attempting to balance agricultural, environmental, infrastructure, social, and fiscal constraints. Alternative growth rates of 1.4 percent and 1.0 percent were also evaluated. These would necessitate the adoption of severe growth management measures that could limit the City's ability to serve its present population and possibly exacerbate overcrowding of housing and other facilities.

The planned population and attendant land need strikes a balance among the goals of providing for the city's expected future population, including suitable housing, living-wage employment, adequate recreation and open space, preservation of the agricultural base of the Pajaro Valley, and protection of critical environmental resources.

A 1.8 percent growth rate represents the lowest possible growth rate capable of addressing the needs of all of Watsonville's residents based on the following:

1. **Demographic trends.** The city has grown at 2.8 percent over the past decade despite a housing growth rate of 1.4 percent. The assumptions in the growth scenario will make it the most dense city in the County with a population that will remain the youngest in the County. A growth rate of less than 1.8 percent would not adequately recognize recent demographic trends and could unrealistically restrict the City's flexibility to respond to the human needs resulting from recent demographic trends. An unrealistically low growth rate assumption puts the City at risk of underplanning for its population.
2. **Flexibility.** The 1.8% growth rate allows for lower growth, if appropriate. Not all of the parcels within the proposed Sphere of Influence may ever be developed. Adopting a Sphere line does not require annexation per se. Rather it establishes the range of choices available to the city over time.
3. **Physical Capacity.** The growth scenario calls for the absorption of 2,100 new units within the existing City limits and/or the adjacent developed urban area. In evaluating the ability of the
4. **Public land needs.** There are a significant number of large public uses which are competing for land both within the City limits as well as adjacent to it. These include the new hospital site, high school and elementary schools, and a Cabrillo College branch center. Most of these uses, if they occurred within the existing City limits or the proposed Sphere, may partially displace residential units or jobs, resulting in a need for them to be compensated for elsewhere.
5. **Household size.** The demographics of the community are such that it is likely that Watsonville will continue to have a large household size. The assumption proposed in this General Plan is that the household size will drop from 3.2 to 3.0 as a result of allowing for some relief from overcrowding. (Refer to the technical report, *Land Projections: Watsonville 2005*, for explanation.) The goal of alleviating overcrowding is only achievable with a growth assumption that allows for an adequate supply of land.
6. **Social needs.** The city has the highest concentration of ethnic minorities, lower-income households, and youth in the county. There is significant demand for additional parkland in the city. Sufficient land for housing, parks and other needs must be made available to provide an acceptable quality of life for city residents and to address pressing social needs. Without sufficient land for expansion, housing at even higher densities would need to be built, which could exacerbate existing urban problems.

existing city to absorb additional units, a variety of community concerns must be considered: the character of the community, the ability of various densities to meet the needs of large families and young children, the economics of mid- and high-rise construction, transportation network capacity, and the physical and environmental land capability. A growth rate of 1.8 percent was determined to best balance all of these considerations.

## PROJECTED LAND SUPPLY

The City Council considered how the land needed to provide for the housing, employment, and recreational needs of the projected population might be distributed. After examining alternative geographic distributions, and after review of density patterns, environmental constraints, and potential impacts on agricultural lands, a scenario which accommodates 5,300 new housing units, 7,500 new jobs, and 186 acres of new parks was selected. The distributions of new housing units and jobs required to meet the needs of the population are shown in Figures 4-5 and 4-6. The land areas required for the housing and jobs are proposed to be included within an amended Watsonville Sphere of Influence which will be pursued by the City following adoption of *Watsonville 2005*. Figure 4-7 depicts sites under consideration for amendment to the Sphere of Influence.

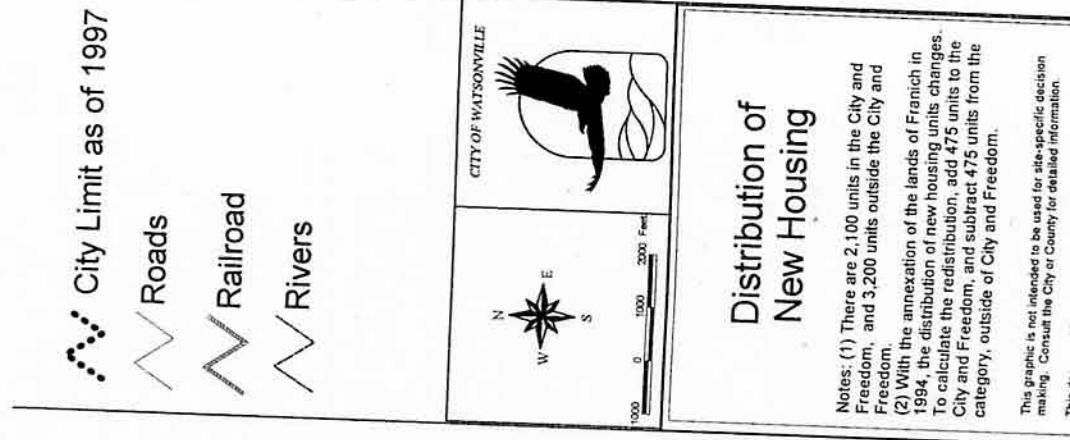
Figure 4-8 represents the estimated number of acres of land beyond the existing City limits required to accommodate the population anticipated in this Plan. The number of housing units per acre (density) is shown and the mix of densities on land to be annexed is shown. The vacant land within the city has been subtracted from the total acreage needed to accommodate jobs and housing to show the acreage outside of the 1991 City limits required to meet the city's needs. The acreage needed beyond the Sphere of Influence is also presented (Figure 4-8, column 8). (This assumes growth in Interlaken is accommodated in the County's General Plan and not the City's General Plan.) Figure 4-9 summarizes the acreage needed outside of the 1991 City limits.

To convert residential units to population, 3.0 persons per household are assumed. In 1990, there were 3.2 persons per household due to the presence of large families with many children and to "doubling up" of households because of economic necessity. The assumption of 3.0 persons per household allows for sufficient land to correct the severe overcrowding that exists in the city. To convert commercial and industrial intensities to numbers of jobs, the following standard conversions are applied: Retail/Service (non-office), 15 jobs/acre; Public/Office, 30 jobs per acre; and Industrial, 25 jobs per acre. The total num-

ber of laborers was determined by assuming 1.6 laborers per occupied household. Both the State of California Economic Development Division and the 1990 Census indicate 1.6 laborers per household. A five percent unemployment factor was included. Additional explanation of the growth projection methodology can be found in the technical paper, *Land Projections: Watsonville 2005*.



*The location of industry (foreground), housing (middle-ground), and open space (background) are planned by careful analysis of the opportunities and constraints of the land.*



## Distribution of New Housing

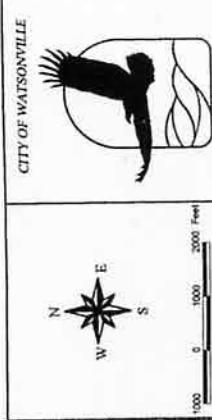
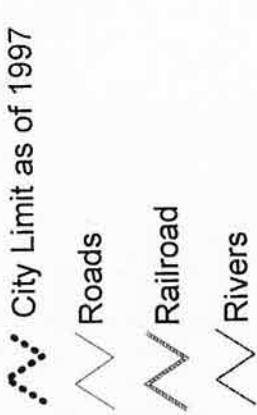
Notes: (1) There are 2,100 units in the City and Freedom, and 3,200 units outside the City and Freedom.

(2) With the annexation of the lands of Freedom in 1994, the distribution of new housing units changes. To calculate the redistribution, add 475 units to the City and Freedom, and subtract 475 units from the category, outside of City and Freedom.

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.



## Legend



## Distribution of New Jobs

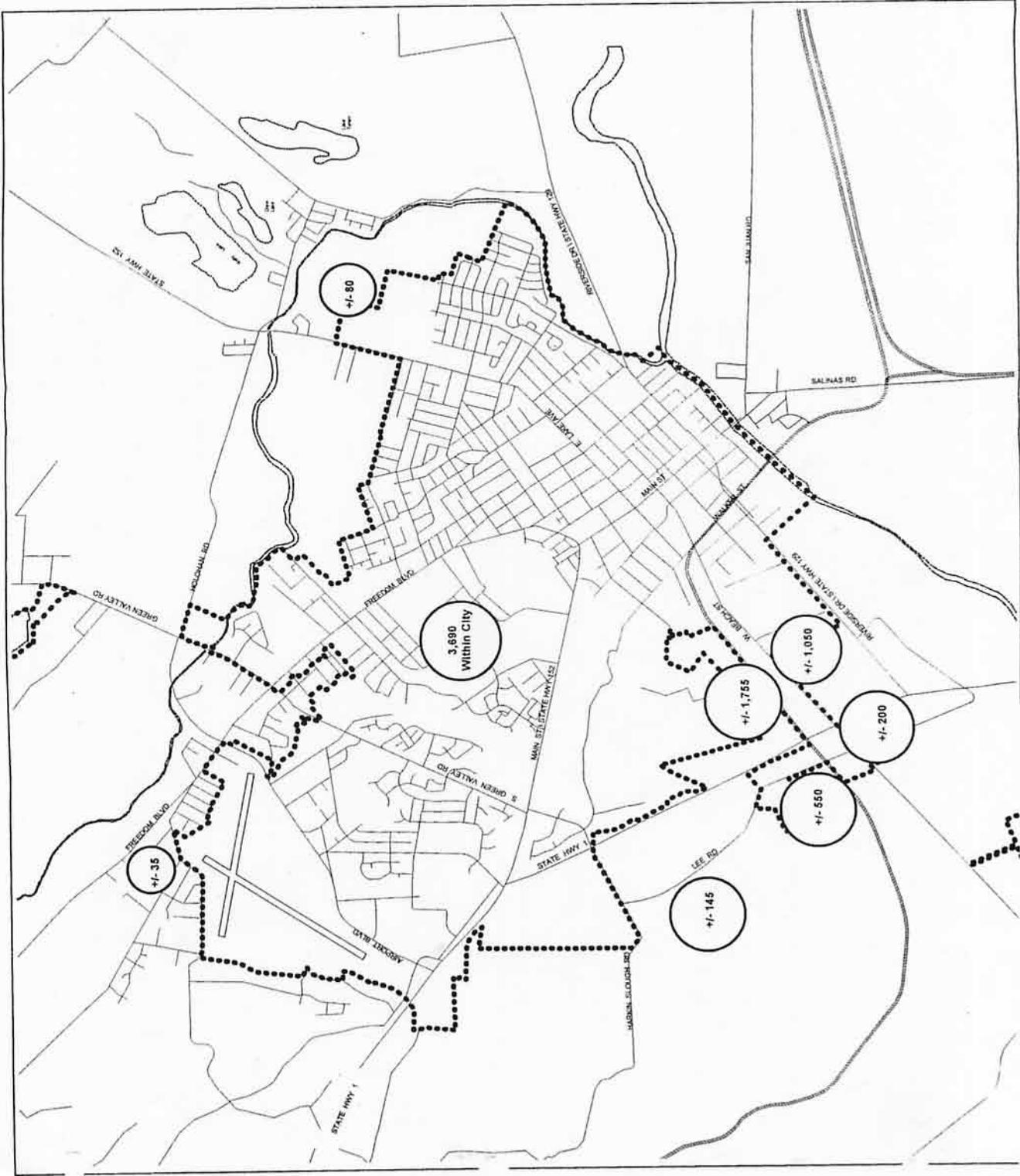
3,690 Jobs in City

3,815 Jobs Outside City

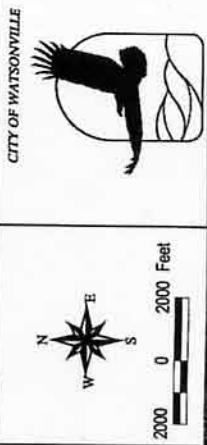
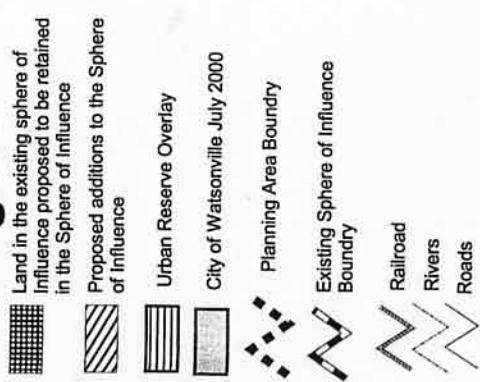
This graphic is not intended to be used for site-specific decision making. Consult the City of County for detailed information. This document is a graphical representation only of best available sources. The City of Watsonville assumes no responsibility for any errors.

Prepared by Watsonville GIS Center 4-20-98

Figure 4-6



## Legend



## Areas Under Consideration for Amendment to Sphere of Influence

Source: City of Watsonville Community Development Department

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information. This document is a graphical representation only of best available sources. The City of Watsonville assumes no responsibility for any errors.

Prepared by Watsonville GIS Center 8/24/2000

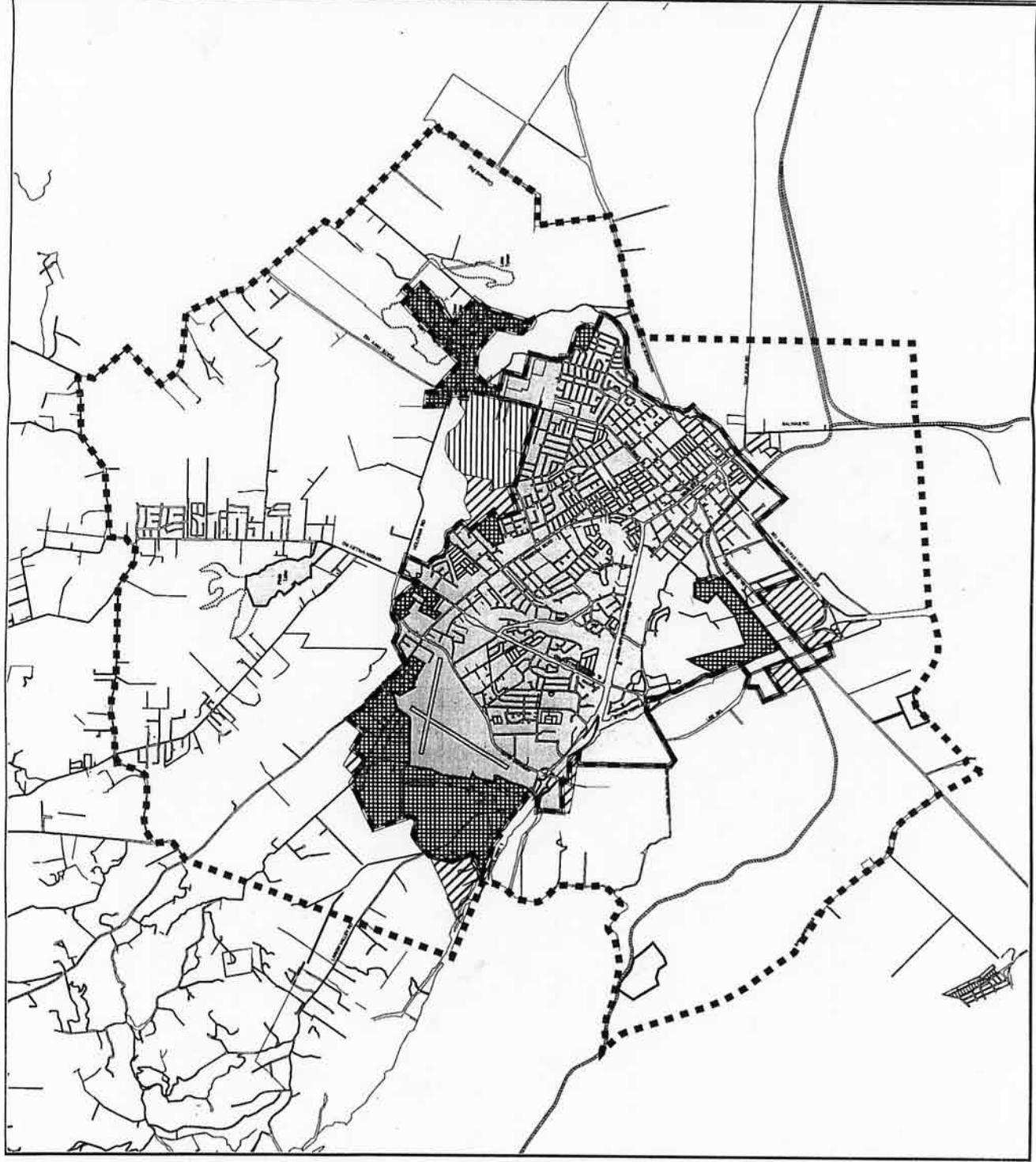


Figure 4 -7

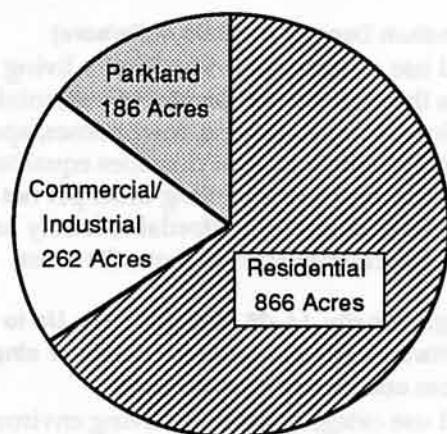
**Figure 4-8      Estimated Vacant or Underutilized Land Outside of the City (as it existed in 1990) Needed to Provide for Population Growth to the Year 2005**

Population Growth	Zoning	Units/Acre	Density Mix	Number of Units/Jobs	Total Acreage Needed to Accommodate Jobs and Housing	Existing Vacant and Underutilized Acreage in City (August 1991)	Acreage Needed outside 1991 City Limits(Acres)	Acreage Needed Outside of Existing Sphere of Influence <sup>1</sup>
1.8% per year Population of 50,500 in 2005	R-1	7	50%	2,795	799	16	783	
	R-2	13	30%	1,677	258	201	57	
	R-3	36	20%	1,118	62	36	26	
	Subtotal of Residential	n/a	100%	5,590 <sup>2</sup>	1,119	253	866	±500
	Parkland	n/a	n/a		186	0	186	±73
	Comm./Ind.	n/a	n/a	7,506 (Job)	402	140	262	262
<b>TOTAL</b>	n/a				<b>1,707</b>	<b>393</b>	<b>1,314</b>	<b>±835</b>

1. Sites in Sphere include Manfre Road, Franich, 14 acres east of Vivienne Street, 22 acres adjacent to Atkinson Lane. Interlaken (Kelly and Drew Lakes) is not included in any scenario because growth in this area is addressed in the County General Plan. Therefore, any additional population growth generated in Interlaken is not accommodated in Watsonville 2005.

2. 5,300 units are needed. A 300-unit contingency is included to account for residential lands that may ultimately be developed for special, non-residential uses such as the hospital and Cabrillo College.

**Figure 4-9      Additional Acreage Needed Beyond the Existing City Limits by 2005**



Source: Statistics prepared by Alexander & Associates using the City of Watsonville's data, September 1991

## LAND USE DESIGNATIONS AND STANDARDS OF DENSITY AND INTENSITY

The General Plan Land Use Diagram designates desirable land use in the city, within the urban limit line, and the remainder of the Planning Area according to categories. The maximum permitted density and intensity of development in each category is defined below. These standards represent maximums not to be exceeded unless density bonuses are granted for low-income, moderate-income, or senior housing projects. The actual potential for accomplishing these densities and intensities will vary depending on site-specific parameters.

Density and intensity standards apply to net developable land. Descriptions of allowed uses are provided herein to offer a general understanding of each land use category.

### RESIDENTIAL

Residential development density is described in units per net acre. *Net acre* is defined in the glossary. The categories are the following:

**R-LD (Low Density Residential, 7.99 units/acre or less)**  
This land use category provides a family living environment through single-family housing at densities equal to or less than 7.99 dwelling units per net acre.

**R-MD (Medium Density, 8–13.99 units/acre)**  
This land use category provides family living environments through cluster developments, mini-lot subdivisions, condominiums, townhomes, apartments, and mobile homes at densities equal to 8, up to and including 13.99, dwelling units per net acre. Many of the community's affordable family housing goals can be accomplished at these densities.

**R-HD (High Density, 14–36.99 units/acre. Up to 42.99 units/acre are allowable for studio or single room occupancy development)**

This land use category provides living environments through multi-story apartment and condominium type housing at densities equal to 14, up to and

including 36.99, dwelling units per net acre. Densities of up to, and including, 42.99 units to the net acre are allowable for studio or single room occupancy development. Many of the community's affordable housing goals can be accomplished at these densities, particularly for smaller households.

### COMMERCIAL

Commercial and industrial development is described as a floor area ratio (FAR). *Floor area ratio* is defined in the glossary.

#### 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 the needs of the community and the surrounding region. Intensities in these areas shall not exceed a Floor Area Ratio of 0.45, except where building heights are permitted to exceed three stories, i.e., 35 feet. In areas where heights are permitted to exceed three stories, intensities shall not exceed a Floor Area Ratio of 1.0.

#### Central Commercial

General categories of allowed uses include: retail sales; personal, professional, financial and medical services; lodging; entertainment; and restaurants serving the needs of the community. Intensities in this area may not exceed a Floor Area Ratio of 2.75 inside of the Central Downtown Parking District and a Floor Area Ratio of 0.45 outside of the Parking District.

### INDUSTRIAL

General categories of allowed uses include: wholesale sales, storage, heavy commercial, transportation services, warehousing; construction, fabrication and trade shops; general manufacturing; food processing; and related services, businesses and uses. The intent of the district is to serve the industrial needs of the community. The building intensity in these areas shall not exceed a Floor Area Ratio 1.50.

## PUBLIC / QUASI-PUBLIC

General categories of allowed uses include: government or quasi-public buildings or facilities, public utility facilities, active and passive recreational facilities, schools, and hospitals. Other public and/or non-profit institutions primarily serving the needs of the general public may also be permitted. Because of the diversity of uses permitted in this district, maximum intensity shall be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints and community impacts.

## COASTAL ZONE

This category includes lands within the City limits designated as Coastal Zone under the California Coastal Act. Allowed uses are designated in the 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.

## TRANSPORTATION, COMMUNICATION, AND UTILITIES

General categories of allowed uses include: streets and roads; rail transportation; and other fixed guideway types of transportation corridors; and airports primarily intended for the transport of people, goods and materials, livestock, and agricultural products by public, quasi-public and/or private entities. Utilities, whether above or below ground, utility service facilities, corporation yards, wastewater treatment plants and solid waste transfer, recycling and disposal facilities, are also permitted in these areas. Because of the diversity of uses allowed in these areas, and the lack of structural floor areas normally associated with most of these uses, allowed intensities will be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints, and community impacts.

## AGRICULTURAL

These areas include land intended to be preserved for the production of food, fibre, flowers and other agricultural products, including the growing of crops and/or animal or poultry husbandry and grazing. Development in these areas shall be limited to that which is necessary to support the primary agricultural use. Allowed densities will be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints, and community impacts. Land outside of the urban limit line, which is not in Interlaken (Kelly and Drew Lakes), Pinto Lake (Mesa Village), Pajaro, a public land or facility, a wetland or a special study area is designated as *agriculture*, regardless of its size or actual use.

## 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 shall be limited to that necessary to support the protection and preservation of these areas and resources. Allowed development will be determined based on the appropriateness of the location, accessibility, traffic impacts, existing site conditions, design compatibility with adjacent land uses, natural and built constraints, and community impacts.

## REDEVELOPMENT DISTRICT

The City of Watsonville took action on May 12, 1992 to merge, expand, and extend the life of two Redevelopment Districts in existence since 1973. The expiration time periods for the districts, originally scheduled for 1998, have been extended for 45 years from the date of adoption. These modifications were made under the authority of Senate Bill 39X. Figure 4-10 shows the boundary of the newly combined and expanded Redevelopment District.

The original districts were created in response to specific findings within the Redevelopment Plans that the land in these areas was underutilized, uses were stagnant, and that the supporting public

Infrastructure was inadequate. These characteristics, still present in many areas, were exacerbated by the 1989 Loma Prieta Earthquake. The intent of the Westside and Central Downtown Redevelopment Districts and the revised district is to "provide for the planning, development, replanning, redesign, clearance, reconstruction or rehabilitation of the area and proper utilization of the land potentially useful and valuable for contributing to the public health, safety and welfare."

The basis goal of the district is to arrest decline and decay throughout the area through the restoration of stable residential areas, revitalization of the downtown commercial and government center, and revitalization of the Westside Industrial Area. The intent is "to make the area a source of pride to the persons residing and working in Watsonville or visiting the City, guide development towards an urban environment preserving the aesthetic and cultural qualities of the City and stimulate and attract private investment, thereby improving the City's economic health, employment opportunities and the tax base."

Substantive housing opportunities exist in the downtown. State law requires that at least 20 percent of a district's incremental tax proceeds be dedicated to the provision or improvement of affordable housing. The fund, comprised of these dollars set aside for housing, is estimated to amount to \$21 million over the life of the district. The amount of tax increment funds set aside each year will increase as the assessed valuation of the district properties increase. It is the intention of the City of Watsonville to utilize a portion of these funds to support the provision of housing in the downtown and housing programs outlined in the Housing Element of the General Plan.

## **SPECIFIC PLAN AREAS**

The specific plan is a powerful tool to control land use in particular areas of a city. Specific plans implement conceptual general plan guidance by making site-specific plans for land uses, infrastructure, and financing of public improvements 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 *Watsonville 2005* Land Use Diagram within these areas are conceptual only and may change subject to the outcome of the specific plan.

Areas for specific plans, shown in Figure 4-11, include:

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

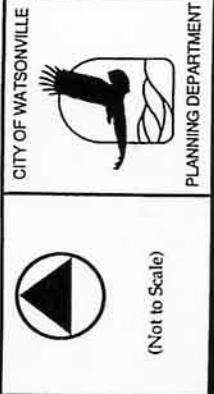
## **URBAN LIMIT LINE**

The Urban Limit Line (ULL) is a boundary enclosing both the City and an urban expansion area within which development will occur. The purpose of the Urban Limit Line is to contain urban development, prevent urban sprawl, and clearly separate urban from non-urban land. The ULL and related policies and implementation measures were established by voters through adoption of the Watsonville Orderly Growth

and Agricultural Protection Initiative. The ULL is parcel specific, except for several large parcels where the ULL may traverse a parcel.

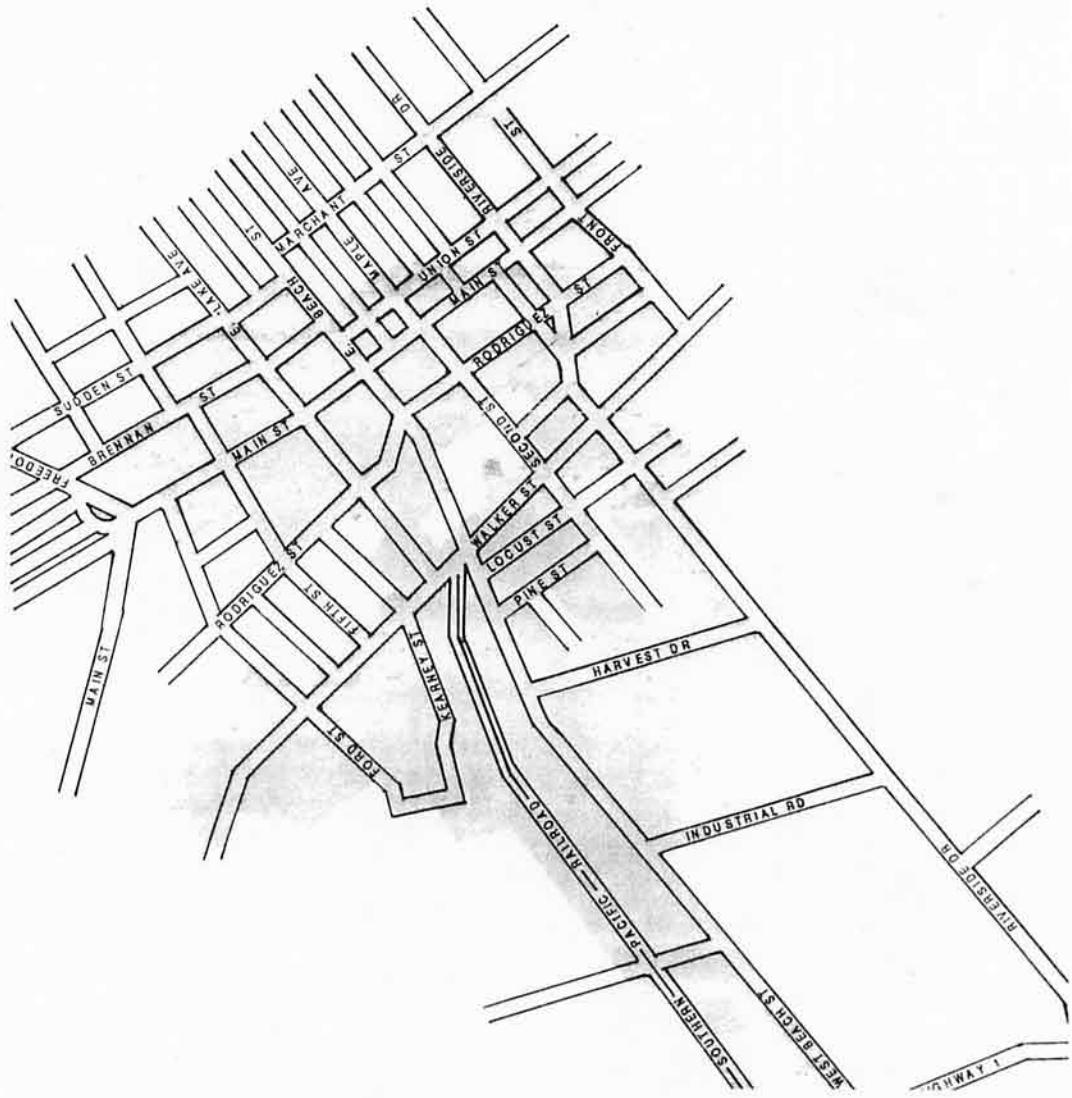
*This page is reserved for future use.*

Redevelopment District

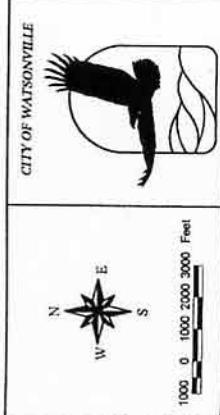
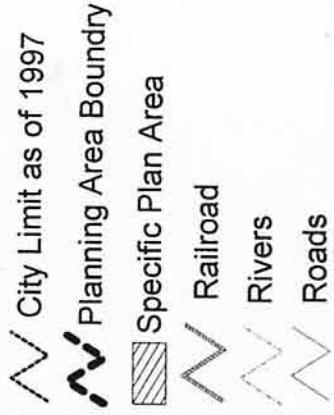


Redevelopment District

Source: City of Watsonville Planning Department.  
This graphic is not intended to be used for site-specific decision  
making.



## Legend



## Specific Plan Areas

In the Northwest area (Buena Vista/Calabasas), an area plan may be substituted for a specific plan if the City Community Development Director finds that the goals, policies and implementation measures of the City's General Plan will be achieved with an area plan.

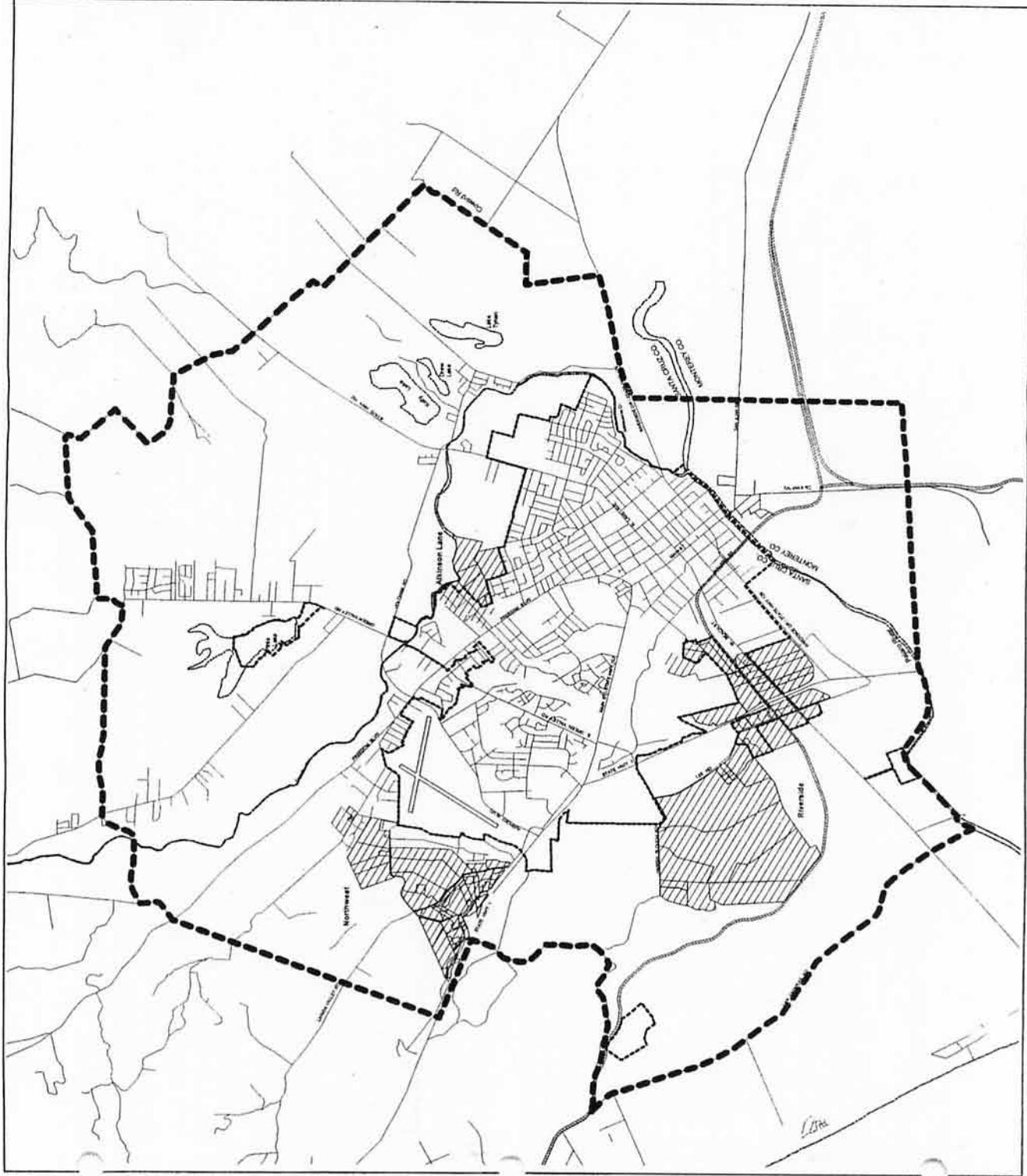
Source: City of Watsonville Community Development Department

This graphic is not intended to be used for site-specific decision making. Consult the City or County for detailed information.

This document is a graphical representation only of best available sources. The City of Watsonville assumes no responsibility for any errors.

Prepared by Watsonville GIS Center 4-20-98

Figure 4-11



## GOALS FOR LAND USE AND COMMUNITY DEVELOPMENT

Goals for land use and community development, in concert with those for the growth and conservation strategy, are a reflection of local issues and long-range vision for the future. These goals form an umbrella for the goals of the other elements.

### Goal 4.1 Population and Land Use

Plan intensification of existing development and expansion of the City limits appropriate to address the quality of life needs of a population of 51,600 within the City limit and Sphere of Influence by 2005.

### Goal 4.2 Neighborhoods

Conserve and improve the living environment of existing Watsonville neighborhoods.

### Goal 4.3 Commercial Land Use

Revitalize the central business district and provide adequate neighborhood commercial services.

### Goal 4.4 Industrial Land Use

Achieve economic diversification, living wage employment, the preservation of the agricultural economic base of the Pajaro Valley, and maintain a balance among jobs, housing, and other urban land uses.

### Goal 4.5 Public Land Uses

Provide public and institutional land uses and services in proportion to population growth.

### Goal 4.6 Local Employment

Promote a variety of employment opportunities within the city providing living wage jobs to Watsonville residents. Stimulate creation of 7,500 additional jobs by 2005. Pursue opportunities for job skill training.

### Goal 4.7 Land Use Suitability

Ensure that the orderly development of land for the needs of the existing and projected population within the City limit and Sphere of Influence is based on the land's overall suitability, including: the accessibility of existing and proposed public facilities,

services, and utilities; physical and financial constraints; and/or growth inducing impacts.

### Goal 4.8 General Plan Implementation

Ensure that future development is consistent with the General Plan through the city's zoning ordinance, Development Standards, Capital Improvement Program, and environmental review process.

## POLICIES AND IMPLEMENTATION MEASURES

The following land use policies serve to guide the implementation of long-term goals. Some land use policy subjects are further detailed in other General Plan chapters.

### Policy 4.A Residential Land Use

The City shall plan for housing production on a five-year cycle consistent with the policies of the adopted Housing Element (See chapter 6, Housing: Goals, Policies, and Programs). The overall housing objectives for the General Plan time frame shall also be considered in long-range planning for housing.

#### Implementation Measures

- 4.A.1 Land Availability – The City shall monitor the availability of land zoned for residential use to ensure an adequate supply of sites for a five-year period.
- 4.A.2 Land Use Compatibility – The City shall monitor housing production to ensure compatibility with surrounding land uses.
- 4.A.3 Downtown Intensification – The City shall permit an increase in residential density for R-HD lands (up to 36.99 dwelling units per net acre, or 42.99 if development is SRO housing) within the central business district if adequate off-street parking can be provided and a Level of Service D (see the Transportation and Circulation chapter (10) for description) can be maintained on adjacent collector streets.

**4.A.4** **Housing Development Pacing -**  
The City shall monitor the creation of housing and jobs and review opportunities for pacing the development of housing with the creation of new jobs in the City.

The monitoring program is intended to ensure a balance of jobs and housing units in the City so the City avoids becoming a bedroom community for other areas.

**4.A.5** **Specific Plan at Atkinson Lane**  
- The City shall prepare a specific plan for the Atkinson Lane Area to identify and provide for the financing of neighborhood facility needs and location, the location of various residential densities, the greenbelt, community park, circulation, parking, streetscape, and building design. Target 660 housing units.

**4.B.2** **New Neighborhood Facilities -**  
The City shall utilize land use controls, such as, specific plan, LOS standards, and zoning development controls, to ensure balanced neighborhood development in a compact pattern, and to avoid premature extension of public facilities and services.

**4.B.3** **Historic Preservation -** The City shall encourage continued identification, designation, and maintenance of significant buildings, homes, and landmark features.

#### **Policy 4.C Commercial Land Use**

The City shall plan for revitalization of the central business district along with the distribution of convenient neighborhood commercial centers.

#### **Implementation Measures**

**4.C.1** **Downtown Redevelopment -**  
The City shall use the redevelopment process to encourage the location of retail, professional, and residential uses as well as personal services within the central business district to serve the entire Pajaro Valley.

**4.C.2** **Neighborhood Commercial Land Use -** The City shall designate an appropriate amount

#### **Policy 4.B Neighborhood Preservation**

The City shall plan for the protection of existing neighborhood qualities and the provision of adequate neighborhood facilities in developing areas.

#### **Implementation Measures**

**4.B.1** **Existing Neighborhood Quality**  
- The City shall evaluate existing neighborhood land use patterns prior to the approval of new development that might prove disruptive to local circulation and the use of community facilities such as

of land for neighborhood commercial services to meet the daily shopping needs of surrounding residential populations of 5,000 to 7,000 persons.

- 4.C.3** Priority Central Business District Processing - The City shall provide priority development review processing for mixed (residential/commercial) land use projects in the central business district that combine features of off-street and/or underground parking, retail space, and professional office space.
- 4.C.4** Visitor Commercial - The City shall plan for additional visitor-serving facilities within the central business district and in suitable locations in proximity to Highway 1.
- 4.C.5** Commercial Signs - The City shall enforce diligent control over the placement of commercial signs to avoid unsightly, dangerous, or misleading advertising.

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4.C.6 Downtown Design Plan – The City shall prepare, consider, and implement a downtown design plan for the central business district. This plan shall contain elements for building appearance, street landscaping, circulation, sign control, and parking.

4.C.7 Civic Center – The retention of civic uses in the downtown shall be encouraged to support the revitalization of that area.

4.C.8 Housing Support – A variety of moderate- and high-density housing shall be developed to support the downtown commercial area and provide housing for the employment base of the Westside Industrial Area.

4.C.9 Linear Park – Land areas in the downtown, adjacent to the Pajaro River, shall be dedicated to open space types of uses. Pedestrian and bicycle trails shall be included in this area and linked to the citywide and regional bicycle trails.

4.C.10 Mix-Use Development of Commercial Corridors – The City shall encourage the inclusion of residential development in projects proposed along commercial corridors, such as Freedom Boulevard and East Lake Avenue.

4.D.2 Design and Open Space – The City shall require that new industrial development be designed to blend with the natural environment and incorporate adequate open space and landscaping to provide an aesthetically pleasing buffer from residential land use. Additionally, on-site recreational space for employees and resource protection for environmentally sensitive habitats shall be required, where appropriate.

4.D.3 On-Site Services – The City shall encourage incorporation of on-site services such as child care, food service, and recreation, to discourage traffic associated with these trip purposes, where appropriate.

4.D.4 Industrial Reserve – The City shall maintain a reserve of industrial land sufficient to meet the long-term job creation goals and to enable the City to maximize economic opportunities consistent with the city's Comprehensive Economic Development Action Plan.

4.D.5 Redevelopment District – The City shall use the redevelopment process to encourage the location of companies in growth industries within the industrial areas, to retain agriculture support business, and to encourage employment opportunities suitable for the city's current and future labor force.

#### Policy 4.D Industrial Land Use

The City shall promote modernization of existing industrial plants and the location of new industrial facilities on lands planned for industry in *Watsonville 2005*.

#### Implementation Measures

4.D.1 Modernization – The City shall encourage existing industrial plants to maintain high standards for public safety and environmental quality consistent with economic feasibility. These standards include emission reduction, noise reduction, built-in fire protection, water conservation, and the safe use, storage, and disposal of hazardous materials.

4.D.6 Street and Roadside Improvements – The City will develop a plan for the improvement of streets and roadsides within the Redevelopment District to better facilitate movement within the district and to decrease negative commercial and industrial traffic impacts and associated health and safety impacts.

4.D.7 Public Transportation and Utilities – Accommodations for public transportation and utilities shall be provided to facilitate access to the housing, commercial areas, government facilities, and jobs in and adjacent to the Redevelopment District.

#### **Policy 4.E Public and Quasi-Public Land Use**

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.

Strategy and Action Plan. This plan will provide the focus and overall coordination to maximize the use of scarce resources, to maximize the probability of attaining objectives, and to minimize duplication of efforts.

#### **Implementation Measures**

**4.E.1** 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 recreation development.

**4.E.2** Needs Assessment - As City population grows, the City shall conduct a needs assessment to investigate suitable sites and financing methods for a recreation and/or gymnasium facility, a ball field complex, additional fire station, and other new community facilities.

**4.E.3** Cooperation - The City shall cooperate in planning for the relocation of the Watsonville Community Hospital in Watsonville.

#### **Policy 4.F Economic Development**

The City shall plan for economic development.

#### **Implementation Measures**

**4.F.1** Planning - The City shall prepare a comprehensive Economic Development

**4.F.2** Job Creation - The City shall, through its Economic Development Department, pursue the establishment of additional jobs within the existing City limits and on annexed lands in an effort to provide "full employment" (defined as 5 percent unemployment) and a balanced jobs to laborer ratio for Watsonville. The City shall target the addition of 7,500 jobs by 2005.

**4.F.3** Balanced Land Uses - The City shall encourage local employment opportunities by maintaining a balance among major land uses.

**4.F.4** Capital Formation Program - The City shall prepare a Capital Formation Program.

**4.F.5** Revolving Loan Fund - The City shall establish a Revolving Loan Fund.

**4.F.6** Communications - The City shall maintain communications with the business community to promote local business

expansion and year-round employment for area residents.

- 4.F.7** Skill Training - The City shall promote and encourage the expansion of public and private job training programs to better match job skills with local employment opportunities.
- 4.F.8** Leadership Training - The City shall cooperate with the school district and business community to establish a program of youth leadership training.
- 4.F.9** City Internships - The City shall operate a summer internship training program for students living in the Watsonville area.
- 4.F.10** Child Care - The City shall encourage new commercial and industrial projects to provide employer assistance for child care services.
- 4.F.11** Special Events - The City shall share in the sponsorship of community-based special events that help to promote Watsonville as a good place to live and do business.

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**4.F.12 Advanced Educational Opportunities** – The City shall lobby and support efforts to establish a branch campus of the California State University system in the region, particularly as it relates to reuse opportunities for Fort Ord in Monterey County. The City shall actively seek expansion of the Cabrillo College facilities in Watsonville.

#### **Policy 4.G Land Use Suitability**

The City shall encourage the development of urban uses on those lands best suited for urban uses and discourage it on lands unsuited for urban uses.

#### **Implementation Measures**

**4.G.1 Provision for Higher Densities** – The City, through the development review process, shall consider higher densities on those lands found to be least affected by physical, policy, or economic constraints.

**4.G.2 Multiple Use** – Wherever feasible and appropriate, and where the potential impacts and mitigation measures associated with mixed use can be identified and fully considered through the CEQA process, the City shall support intensification of use by combining uses on one site, e.g. residential and commercial, institutional and recreational.

**4.G.3 Multiple Purpose Open Space** – 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.

**4.G.4 Environmental Management** – The City shall not permit new development to encroach upon lands zoned for Environmental Management-Open Space (EM-OS).

#### **Policy 4.H Special Needs Population**

Encourage and assist programs designed to address special needs populations including children, elderly, single head of household, and the illiterate.

*Cross Reference: Policy 7.A addresses the needs of children.*

**4.H.1 Promoting and Expanding Special Needs Population Care Facilities** – The City of Watsonville will, by 1994, prepare an analysis of opportunities within the development process to encourage the establishment of quality child care, elder care, and care facilities to meet the needs of other significant special needs populations in the city.

#### **Policy 4.I Land Use Regulation**

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

#### **Implementation Measures**

**4.I.1 Development Review** – 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 effect of individual project approvals.

**4.I.2 Zoning Code Review** – 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.

**4.I.3 Zoning Code Enforcement** – 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 project approval.

**4.I.4 Environmental Review** – The City shall use the environmental review process to ensure that project mitigations sustain and implement the policies of this General Plan,

reduce environmental impacts to acceptable levels, and make adequate provisions for public safety.

4.I.5 Extension of Services – The City shall strictly limit provision of urban services in areas designated for environmental management or otherwise viewed as unsuitable for urban development; however, extension of urban services shall be permitted to travel through areas designated for environmental management.

4.I.6 Traffic Mitigations – The City shall place traffic impact mitigations on new development consistent with the policies of the Transportation and Circulation chapter (10) and City standards for access, parking, and roadway improvements.

***Land Use and Community Development  
Goals and Policies***

Goals	Policies								
	4A	4B	4C	4D	4E	4F	4G	4H	4I
4.1	•	•	•	•	•	•	•	•	•
4.2	•	•							
4.3		•		•					
4.4			•		•				
4.5				•					
4.6					•				
4.7						•	•		
4.8							•		

*Policies which implement each goal are shown above.*