

S O Q U E L V I L L A G E P L A N

Village Plan Adopted

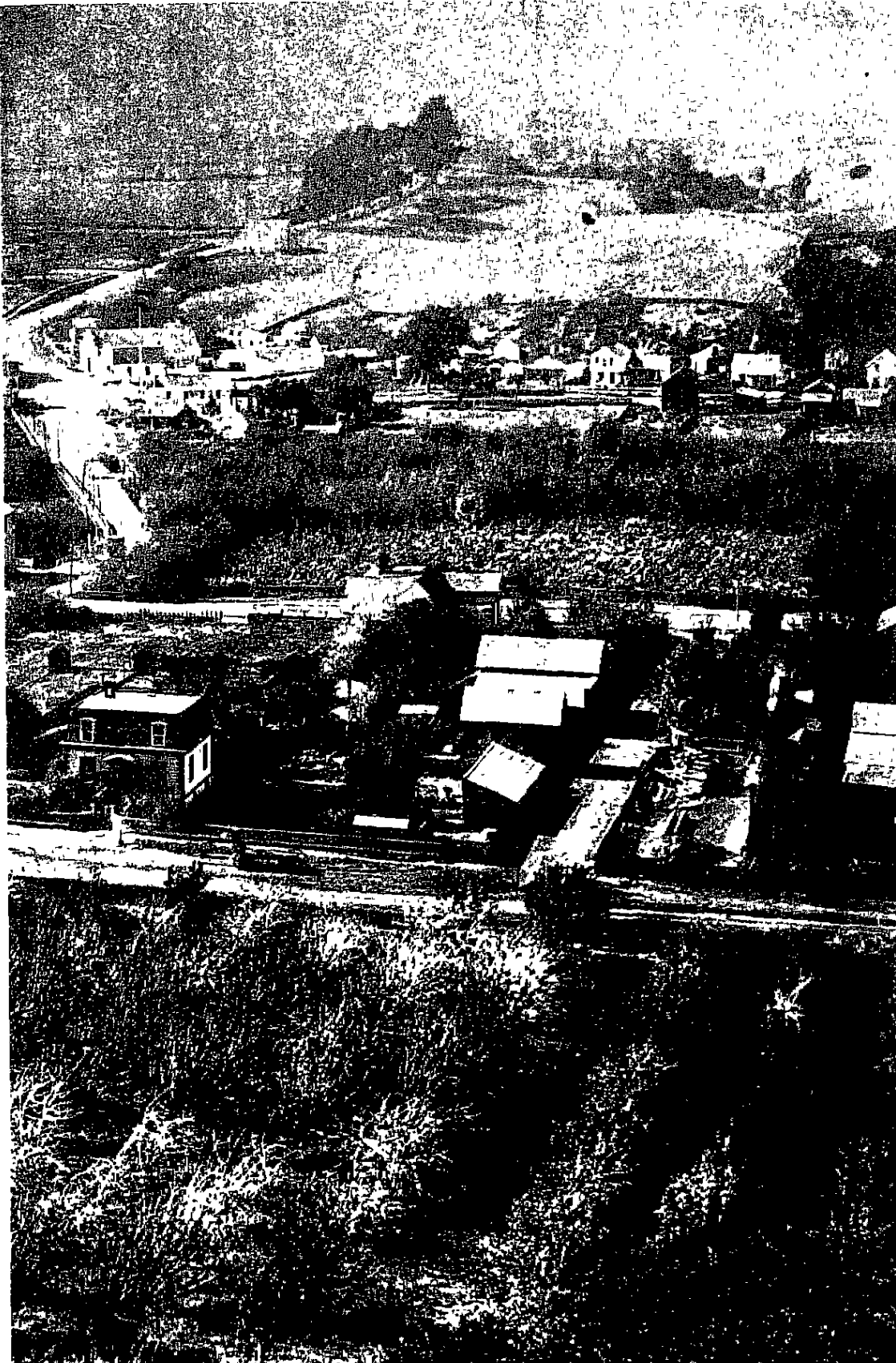
On May 15, 1990, the Santa Cruz County Board of Supervisors adopted a master design plan which provides direction for future development of Soquel Village. The Soquel Village Plan identifies five main goals.

- Flood management and creek enhancement
- Historic and village character preservation
- Parking improvements
- Pedestrian access and traffic safety
- Economic development

These goals and the final master plan evolved through a series of public workshops. They represent a vision of the future of Soquel Village held by property owners, business people, and the community.

Copies of the adopted Soquel Village Plan are available at the Planning and Redevelopment Departments located in the County Governmental Center, 701 Ocean Street, Santa Cruz 95060 •





Adopted May 22, 1990
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VILLAGE • PLAN

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Historic Soquel Village looking west with Congregational Church in the center of the photograph, the original Soquel School to the left, and the Daubenbiss House in the distance. (Photograph courtesy of the Santa Cruz County Historical Trust Collection.)

■ EXECUTIVE SUMMARY

The Soquel Village Plan was developed through a participatory process using consensus decision-making techniques at a series of seven community workshops.

The key issues emerging from this process, and addressed in this plan include: flooding impacts on residential and commercial uses; Soquel's village character and townscape; automobile circulation; provision of additional attractive parking areas; Soquel Village marketing, creating an improved pedestrian environment; and incorporating Soquel Creek as an integral and accessible part of the village

These issues are addressed in a twenty year plan that provides a "vision" for the future of Soquel Village. Recommendations include: developing a linear park along Soquel Creek; transferring businesses out of floodway impacted areas and into other parts of the village; developing an improved pedestrian circulation system; design guidelines for new construction, and proposing sites for new surface parking lots. These proposals are discussed in the Master Plan section of this report.

MAJOR OBJECTIVES OF THE SOQUEL VILLAGE PLAN

(1) Flood management

- Transfer commercial uses at the southeast quadrant to the northwest quadrant, outside of the floodway (transferable development credits system & use of FEMA).
- Corps of Engineers restudy required
- Replace Soquel Drive Bridge with one that does not act as a debris catcher
- Removing mobile home parks from floodway/floodplain-relocation assistance will be required (FEMA, RDA).

(2) Reestablishing a pedestrian-oriented village environment

- Widen sidewalks (Soquel Drive Design Plan)
- Limit traffic improvements to accommodate existing, not future regional traffic
- Reorient some commercial uses and pedestrian activities toward Soquel Creek. Enhance the amenity value of the Creek.

- Create a linear pathway/open space along the Creek (termed Linear Park in the plan) (FEMA Property Acquisition Program funds).
- Direct view of second story commercial activities toward the Creek.
- Pedestrian bridges proposed at Bridge Street and Walnut Avenue.

(3) Establishing design guidelines for village core uses

- Architectural guidelines proposed for:
 - Soquel Drive area in village core
 - Buildings fronting Porter Street
 - Buildings fronting Soquel-San Jose Road
 - Soquel Drive west entryway (Daubenbiss House vicinity)
 - Soquel Drive east entryway (Congregational Church vicinity)
 - West side of Daubenbiss/Soquel Drive intersection
- Establishing an historic district for the Main Street residential area

(4) Land use compatibility

- Rezoning or General Plan Amendments designed to partially implement the plan
 - E.g., rezonings to C-2 (Theo's, Brown's Barn, Paper Mill Plaza area)
- Recommended wording in the zoning ordinance allowing only detached dwellings in R-3 zoning district within the Historic District and Historic Commission review for compatibility with existing historic structures.

(5) Economic development

- Recommends the establishment of a Main Street coordinator to assist in plan implementation and coordination.
- Recommends the establishment of a parking and business improvement district for promotional activities and public parking lot management (in process).

NOTE: As a result of the Soquel Village planning process, this Main Street Coordinator position has been funded and a Soquel Village Parking District has been established.

■ See the Workshop Participation Process description beginning on page 56.

■ See the Soquel Village Plan Implementation Chart on page 48

■ See the Village Quadrant description on page 5.

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■ INTRODUCTION

INTENT

The **Soquel Village Plan** has been prepared to establish design and development guidelines for Soquel Village, and will be used to guide and coordinate future public and private improvements in Soquel Village.

The **Soquel Village Plan** is prepared in accordance with the 1980 Santa Cruz County General Plan which calls for the creation of Village Design Plans for the community centers in the unincorporated portions of Santa Cruz County, and is based upon General Plan Policy 8.4.101.

"Prepare and adopt Village Design Plans, with input from citizens' task forces, for the village areas in Soquel, Live Oak, Boulder Creek, Ben Lomond, Felton, Davenport, Freedom, and La Selva Beach. Include in the Village Design Plans a community design framework, priorities for capital improvements, traffic and parking plans, sign plans, and specific provisions for commercial and residential uses and siting. Consider Village Design Plans as Amendments to the County General Plan where the plans conflict with any portion of the County General Plan."

The **Soquel Village Plan** is intended to focus upon a more detailed examination of urban planning issues than provided in the Santa Cruz County General Plan and to be based upon a consensus decision-making process which incorporates the creative ideas of people who live and work in the Soquel area. The goal of the village plans is to preserve and build upon the unique attributes of each of the village areas as stated in General Plan Objectives 8.4.1 and 8.4.2:

- "To preserve the unique characteristics of the village areas as community focal points for living, working, shopping, and visiting"
- "To provide a planning framework to guide future public and private improvements in the village areas and to promote economic viability and coherent community design"

The **Soquel Village Plan** has been developed in cooperation with citizens who live, work, and/or own property in the Soquel Village area. The plan establishes guidelines for public improvements, flood plain use, circulation strategies, village entryways, village preservation and scale, a Soquel Creek Linear Park, and pedestrian/bicycle improvements. The **Soquel Village Plan** also establishes standards and policies for reviewing public and private development proposals as specified in General Plan Policy 8.4.3:

- "Review all new development in village areas, as defined in adopted Village Design Plans, and require compliance with all requirements of an adopted Village Design Plan for a village area. Encourage all landowners and businesses in the village areas to follow the guidelines adopted in the Village Design Plans."

STUDY AREA

Soquel is an unincorporated village located in Santa Cruz County, approximately 80 miles south of San Francisco and 20 miles south of the San Jose Metropolitan area. Located in mid-Santa Cruz County, Soquel Village has become a traffic node for east-west circulation avoiding State Highway 1 and for north-south circulation from the City of Capitola to the San Jose area. Based upon observations of local residents and by the consultant team, it appears that Old San Jose Road, which bisects Soquel Village, has become a popular alternate route for commute traffic from mid Santa Cruz County to San Jose.

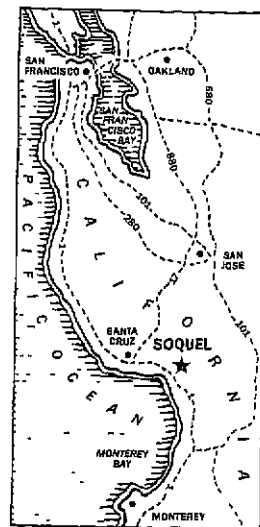
Soquel Creek runs north-south through Soquel Village eventually terminating in Capitola into the Monterey Bay. Soquel Creek can experience flooding on the average of once every five years. Approximately one-half of Soquel Village is located in the Soquel Creek flood plain.

Soquel Village is home to two existing schools and possibly two additional schools in the proposal stages. The schools have been identified by workshop participants as "favorite places," but are also viewed in a negative manner due to the traffic impacts created by their location in the village core.

Soquel Village occupies a low valley site surrounded by gentle hills which form a visual backdrop to the village. The 97 acre O'Neill Ranch is just northwest of Soquel Village and adjacent to Soquel High School. This property has been purchased by Santa Cruz County and is scheduled for use as a County Regional Park with affordable housing and other potential uses.

Forty-First Avenue is located approximately one-half mile west of the center of Soquel Village. The Forty-First Avenue Shopping Center (Capitola Mall) which spans 41st Avenue from Soquel Drive south to Portola Drive is the County's largest commercial center, serving the regional trade area.

■ See the aerial photograph on page 9.



THE PLANNING PROCESS

The **Soquel Village Plan** was developed in partnership with local citizens who contributed their ideas during a consensus decision-making process which included seven facilitated workshops held at the Soquel Elementary School. More than 150 people participated in this process.

An analysis of participants' "favorite places" and "favorite experiences" was developed which helped identify those places, events and experiences which people in Soquel felt were special and which helped form a bond between people and place in Soquel Village.

An economic survey was mailed out to over 350 persons in the Soquel area and a property owner/business owner survey was distributed to area businesses in order to identify reasons people shopped in Soquel Village (or why they didn't shop in Soquel Village) and to identify what improvements would attract shoppers to Soquel Village.

The highlight of the participatory decision-making process was a small-group consensus planning session, where groups of from 5-9 persons worked together in order to develop a consensus plan for the entire village area. Each working group then compared "their" group's plan with the consensus plans of other working groups.

Summaries of each workshop were mailed to all participants (along with notification of the upcoming workshop) and reported in the local press. Each workshop built upon decisions made during the prior workshop.

SCOPE OF WORK

The primary objective of the **Soquel Village Plan** is to provide coordination and guidelines for future public and private planning efforts. Other key objectives of the plan were to:

- Involve the public in a consensus-building planning process whereby the **Soquel Village Plan** is the community's expression of its vision for Soquel Village;
- Coordinate physical improvement projects and strategies within the newly formed redevelopment project area;
- Address the flood plain issue in terms of appropriate land use;
- Develop a visual identity for Soquel Village;
- Coordinate existing circulation studies and roadside improvement projects with the developing workshop consensus on Soquel Village's visual identity;

- Recommend safety and amenity improvements to the Soquel Village pedestrian and bicycle system;
- Identify short-term and long-term off-street parking opportunities;
- Develop design guidelines, where appropriate, in order to improve the visual character of the village;
- Incorporate the results of the Soquel Village Economic/Market Analysis.

After a preliminary scope of work was developed by the County Planning Department and Jeff Oberdorfer & Associates, a brainstorming meeting was held with the Soquel Chamber of Commerce and "Save Soquel" (a citizen organization dedicated to preserving Soquel's unique character) in order to elicit comments on the scope of work. On July 19, 1988 the Santa Cruz County Board of Supervisors approved the scope of work and authorized work to proceed on the **Soquel Village Plan**.

REDEVELOPMENT AGENCY Relationship to the Soquel Village Plan

The Redevelopment Agency of the County of Santa Cruz was established for the purpose of eradicating blight within designated areas of the unincorporated County. Blight as defined by State law can be caused by physical, social, and economic conditions. A redevelopment plan has been adopted by the Board of Directors of the Agency for the Live Oak and Soquel areas to address these problems. Soquel Village is within the Redevelopment Agency boundaries and in recognition of specific physical, social, and economic conditions effecting the vitality and safety of the village, the agency has funded the preparation of the **Soquel Village Plan**. The Directors of the Redevelopment Agency have also allocated funding for some of the roadside, drainage, flood control, parking, and other improvements needed to implement the goals of the village plan. Funding for improvements will also be obtained from other sources such as transportation and roadside betterment funds or grants. Coordination of the improvements and implementation of the **Soquel Village Plan** will be the responsibility of the Redevelopment Agency.

Existing Conditions Map



0 300 600
SCALE

O'Neill Ranch

Soquel High School

SOQUEL ELEMENTARY SCHOOL

Plan Boundaries

State Highway 1

PATTERNS AND PROBLEMS

During the first workshop held for the village plan, a number of problems were discussed. Participants were encouraged to bring up any issue which they felt had an impact on the village. A full listing of these comments is included in the Workshop Process section of this report, starting on page 56. These issues shaped the final outcome of the village plan and included: the flood plain; traffic and circulation; parking; pedestrian and bicycle circulation, downtown economic viability; new development and building; open space; and the "natural" development of Soquel Creek.

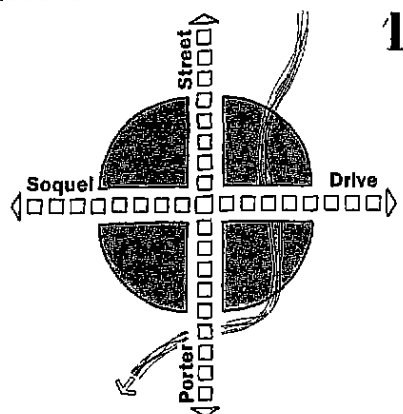
From this list, the two issues which participants seemed to focus on were. (1) the extent to which automobile traffic passing through the village was destroying the identity of Soquel as a "place," and (2) the major impact that the floodplain has on the village in terms of economic growth and the potential for catastrophic losses during a flood. Although the first issue effects people on a daily basis, and the latter is a more long-term threat, both were recognized by the workshop participants as the major issues to address.

As a result of this process and the information gained from the "favorite places" and "favorite experiences" surveys (see side bar), several "pattern" diagrams were developed to illustrate how these problems are interrelated. These patterns included:

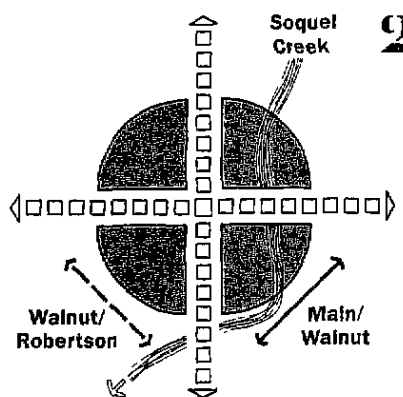
- The village quadrants created by arterial traffic on Soquel Drive and Porter Street bisecting the village into four components.
- Soquel Drive was viewed as having four distinct sub-areas, each of which should be developed according to its context and each having its own "guidelines"
- Soquel Creek is not only a "favorite place," but an integral part of participants' bond with Soquel Village. A linear park along Soquel Creek could be a focal point of the village plan as are pedestrian bridges at Bridge Street and Walnut Avenue.
- Schools are a major focal point in Soquel Village and an integral component of proposed pedestrian circulation schemes.

Each of the patterns is diagrammed and discussed in more detail on the following pages.

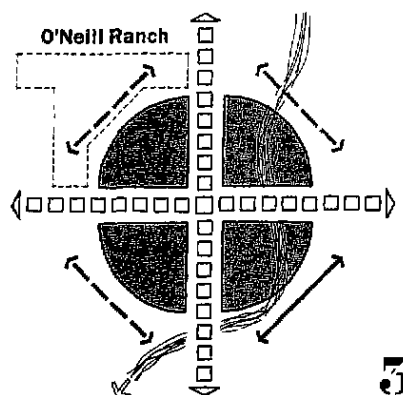
Quadrants



1



2



3



Diagram not to scale

THE VILLAGE QUADRANTS

The quadrants in Soquel Village are created by the arterial street network comprised of Soquel Drive (existing four travel lanes) and Porter Street (proposed three lanes). Soquel Drive traverses the village in an east/west direction essentially parallel to State Highway 1. Porter Street is a north/south arterial connecting Capitola and State Highway 1 with the Soquel Valley area north of the village. Porter Street, at its intersection with Soquel Drive, turns into Old San Jose Road, which eventually connects to Highway 17 as a north/south connection to the San Jose metropolitan area.

Resident and property owner surveys, as well as comments from workshop participants, indicate that the quadrant pattern is the dominant, negative perception both residents and visitors have of Soquel Village. Perceptions related to terms like "unfriendliness" of the town, "poor upkeep," "dangerous to get around" are all centered on the image of the village quadrants. Furthermore, as congestion at the Soquel Drive/Porter Street intersection increases, more and more pressure is placed on bisecting one or more of the four quadrants with a roadway in order to avoid the village center. See sketches #2 and #3 on this page.

Workshop participants were unanimous in their support for softening the quadrant impression created by the Soquel/Porter intersection and not accommodating additional or projected traffic by widening either Soquel Drive or Porter Street at the Soquel/Porter intersection. In short, workshop participants favored the strengthening of the scale of Soquel Village and increasing pedestrian safety and amenities versus widening the intersection (for circulation "improvements") and reinforcing Soquel Village quadrant impression.

At the conclusion of Workshop #1 a Favorite Places and Favorite Experiences Survey was distributed and completed by Workshop participants. The results were collated and mailed out to Workshop Participants with notification of Workshop #2

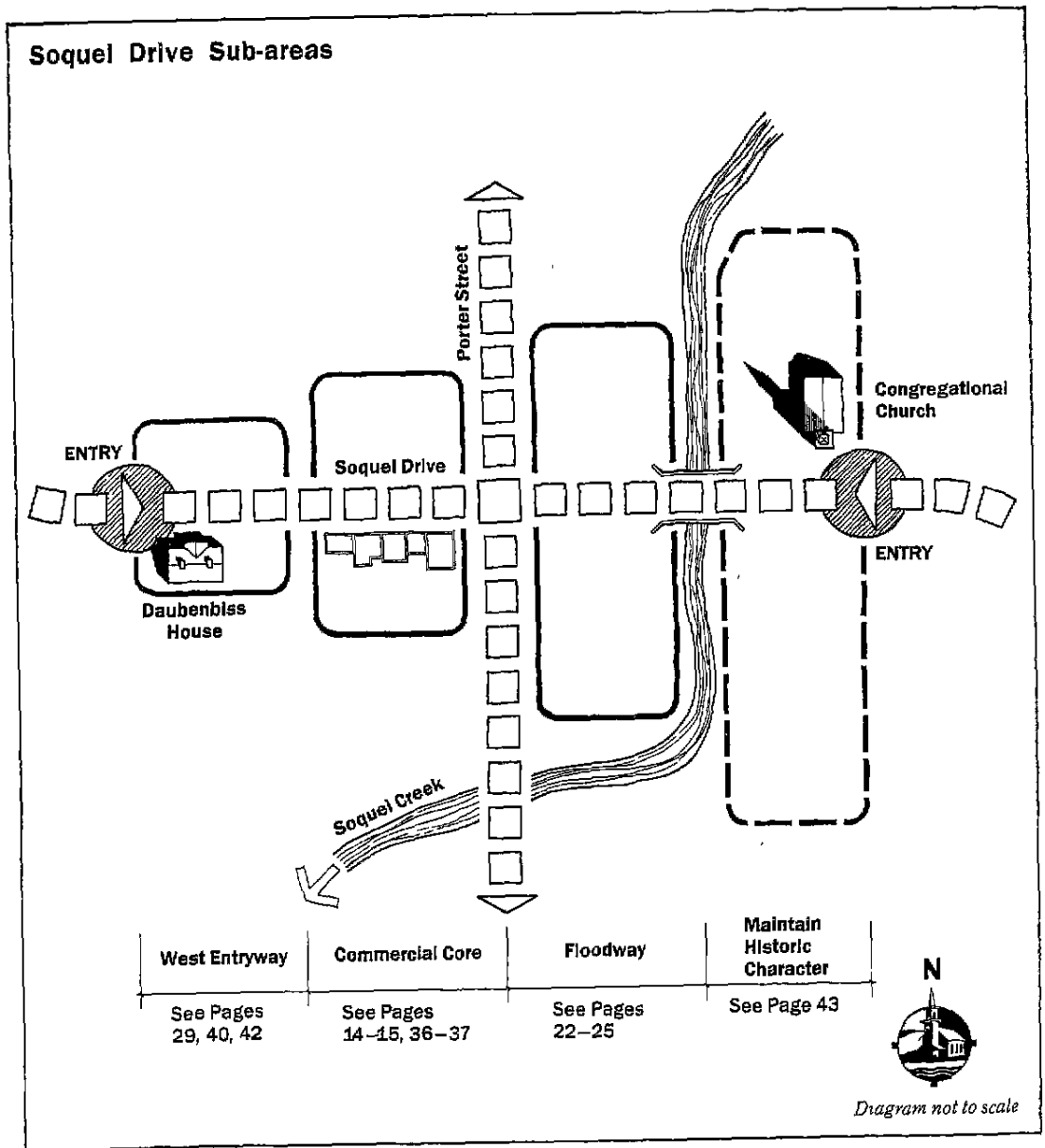
Favorite Places

1. Local Restaurants	28%
2. Soquel Creek: riparian vegetation, creekside views	19%
3. Soquel Congregational Church	16%
4. Old Houses on Main Street	9%
5. Soquel Elementary School	8%
6. Lion's Park	7%
7. Post Office	7%
8. Open Space/ Views of the O'Neill Ranch	6%

Favorite Experiences

1. Walking/ Bicycling to town	28%
2. "Localness" of town, knowing shop owners, meeting neighbors downtown, local shops	25%
3. Eating at local restaurants, restaurants with creekside views	13%
4. Walking along Soquel Creek	12%
5. Soquel-o-rama	12%
6. Viewing open spaces	10%

■ See the Daubenbiss House Guidelines on page 40 and the Soquel Drive Entryway sketches on pages 42–43.

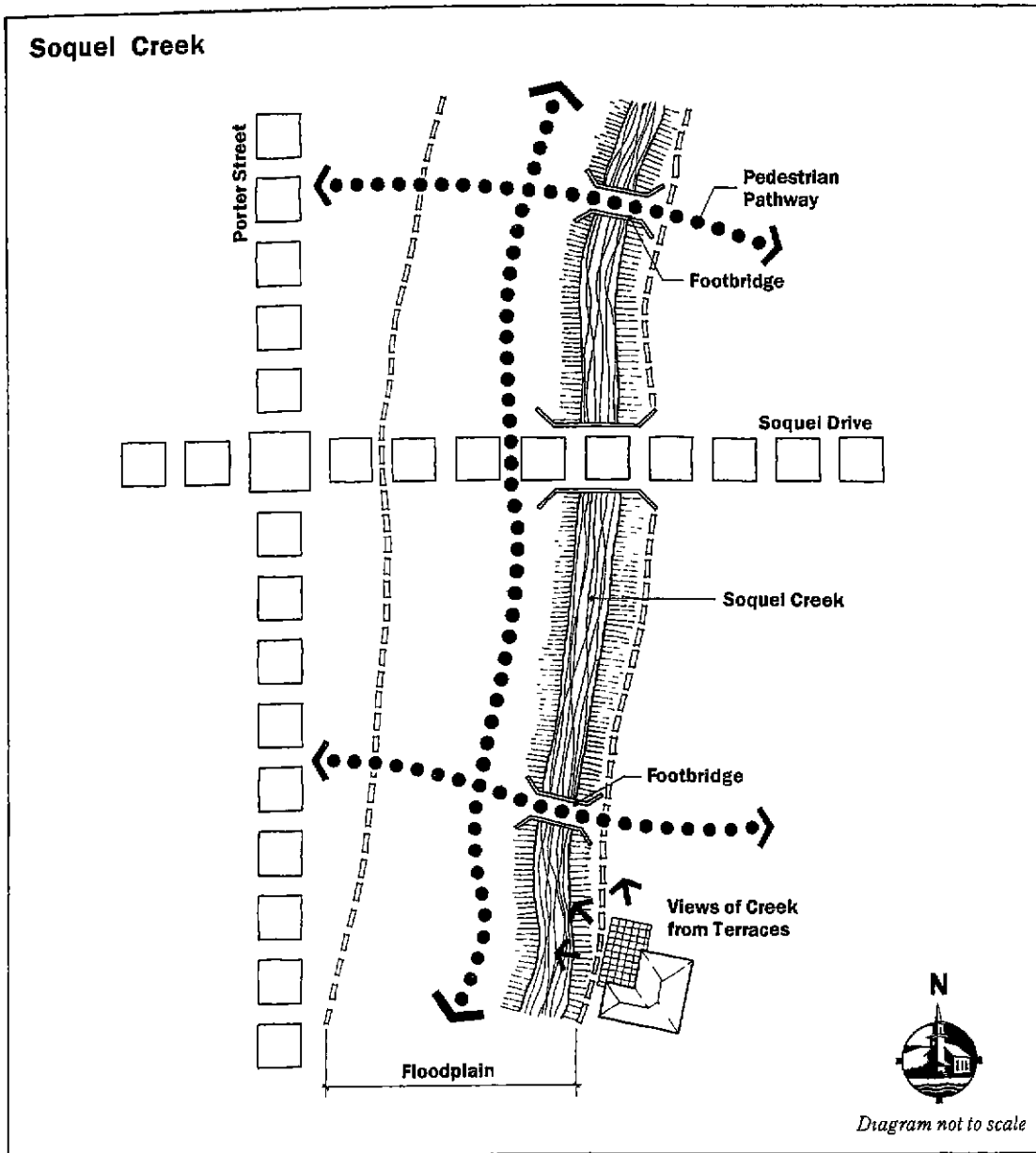


■ See the Soquel Drive Design Plan on pages 30–31

SOQUEL DRIVE SUB-AREAS

There are four distinct sub-areas of Soquel Drive within the Soquel Village core:

- The west entry to the village starting at Robertson and identified by the historic Daubenbiss Residence signifies the first of four sub-areas of Soquel Drive. This area begins as Soquel Drive slopes downward towards Robertson and should reflect the historic character of the Daubenbiss House and transition to the historic structures on Soquel Drive such as the Odd Fellows Hall, Financial Center, and Soqueli's.
- The area between Daubenbiss Street and Porter Street is the second sub-area on Soquel Drive, its features are the historic row of buildings on the south side of Soquel Drive including the Odd Fellows Hall, Soquel Financial Center, and Soqueli's.
- The third sub-area on Soquel Drive is the northeast and southeast quadrants, east of Porter Street and located in the floodway. This area should be redeveloped to conform to floodway building prototypes developed in this village plan and will become an



■ See the Pedestrian Bridge sketch on page 9 and the River Park Concept sketches on pages 22–25.

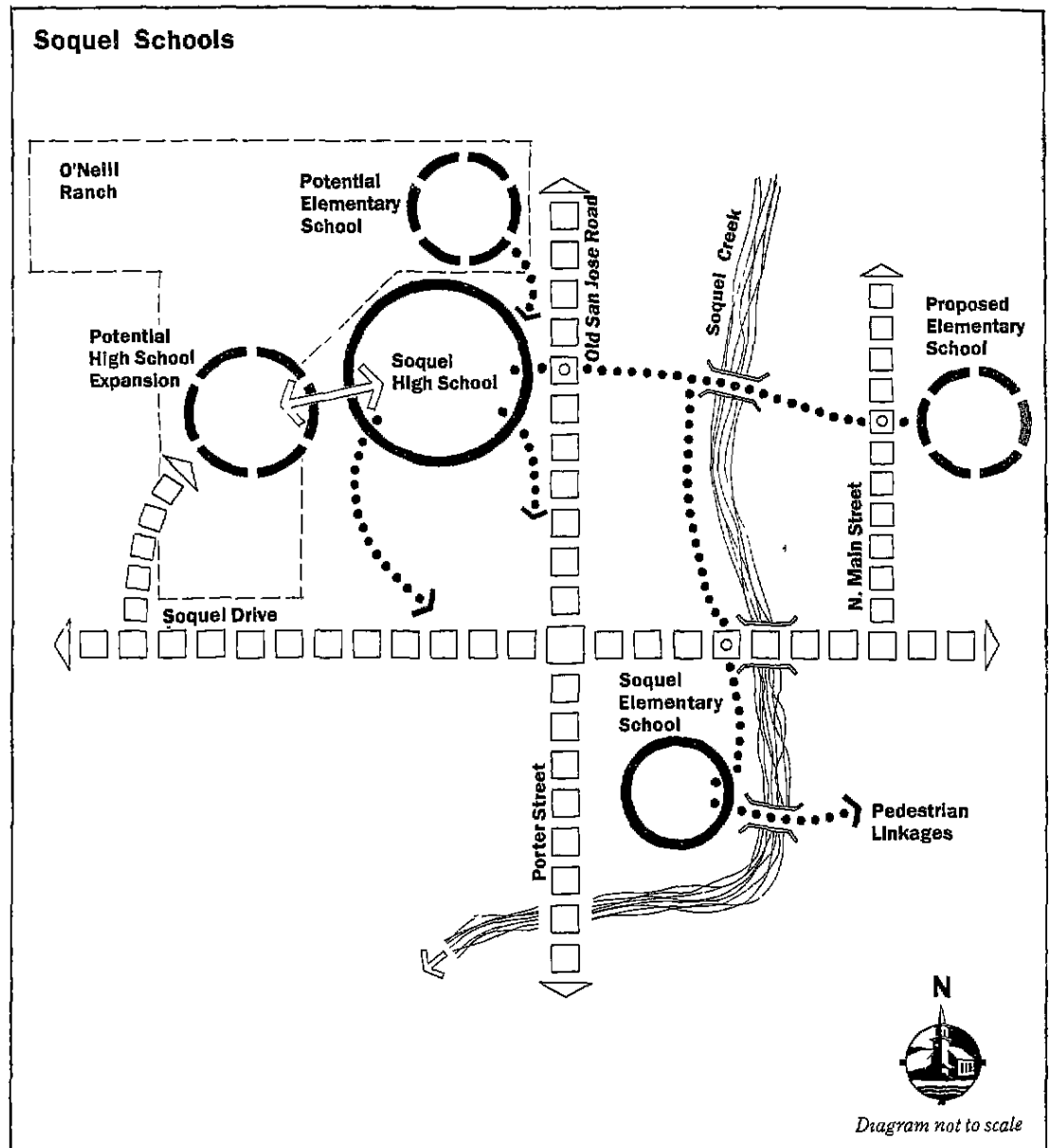
SOQUEL CREEK

important asset to the village as the Soquel Creek Linear Park is developed.

- The fourth sub-area on Soquel Drive is the east entryway which features the historic Soquel Congregational Church. Architectural guidelines in this area focus upon enhancing the scale and architectural compatibility of other structures and streetscape with this historic church structure.

Soquel Creek has been identified as one of the “favorite places” in Soquel Village. Workshop participants stressed that the creek should be retained in its natural state and that floodway “improvements” focus upon land use policies and strategies for removing structures from the floodway, rather than channelization of the creek. Pedestrian connections at both Bridge Street and Walnut Avenue received widespread support during the workshop process

See the Pedestrian Bridge sketch on page 9 and the Pedestrian Circulation System Plan on page 28



SOQUEL SCHOOLS

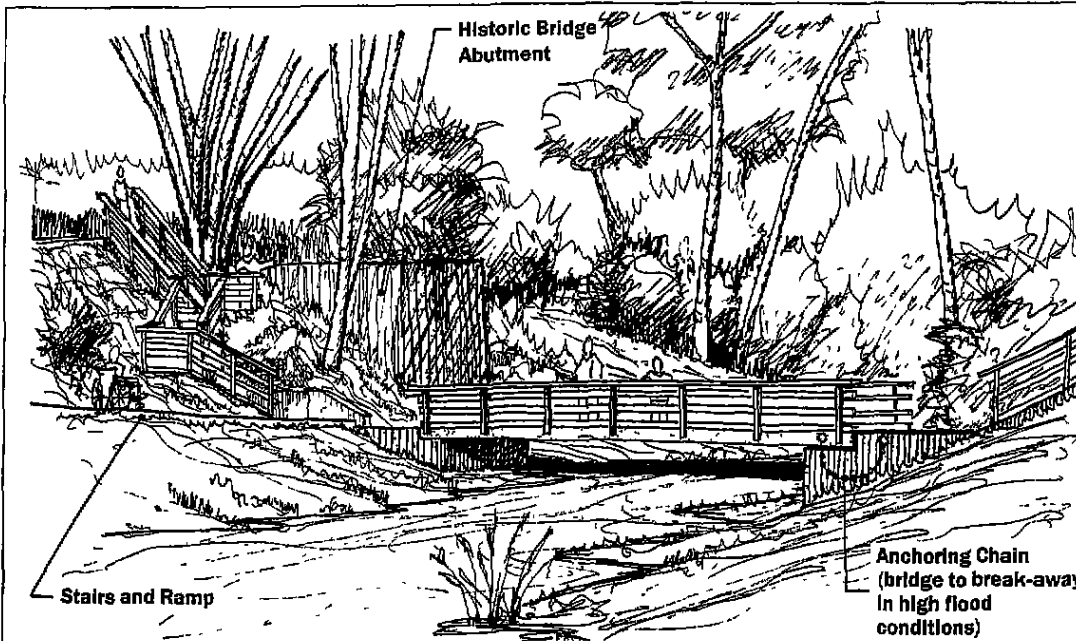
Soquel Village is unique in respect to other unincorporated villages in Santa Cruz County because there are two existing schools within the village core and at least two more schools proposed for construction within the next ten to fifteen years.

The schools were listed as "favorite places" and are generally viewed quite favorably by local residents even though the schools have been identified as a source of vehicular congestion during the AM peak hour.

Pedestrian circulation connecting the schools to existing and proposed features of the **Soquel Village Plan** is a primary objective of the village plan. The sketch above illustrates the relationships among schools, Soquel Creek, and proposed pedestrian circulation improvements.

Aerial View of Soquel Village

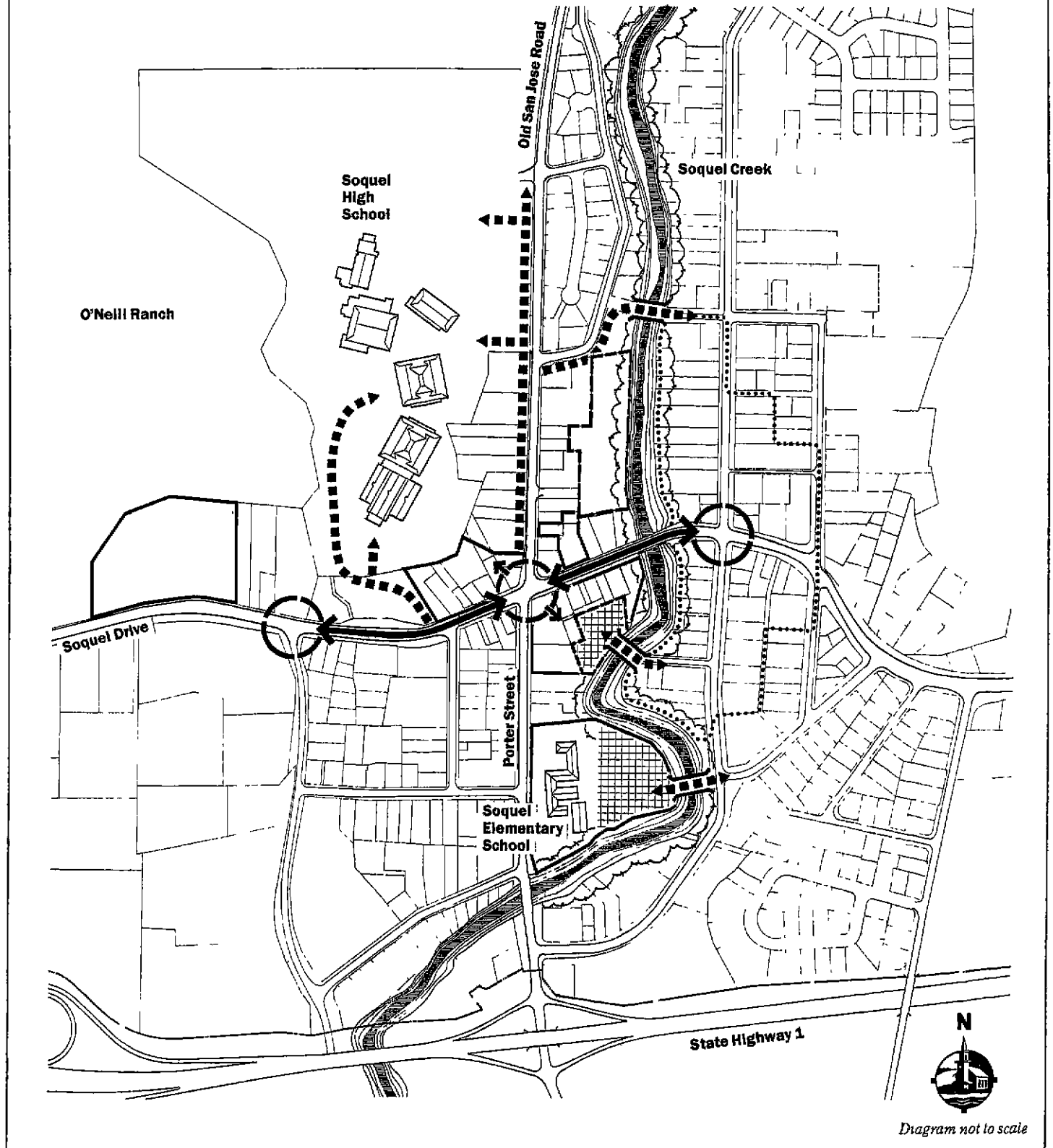
This aerial photograph looking at the Soquel Village Core from above the O'Neill Ranch illustrates the interrelationship of: (1) The O'Neill Ranch, (2) Soquel High School, (3) Soquel Elementary School, (4) The Soquel Drive/Porter Street Intersection and (5) Soquel Creek



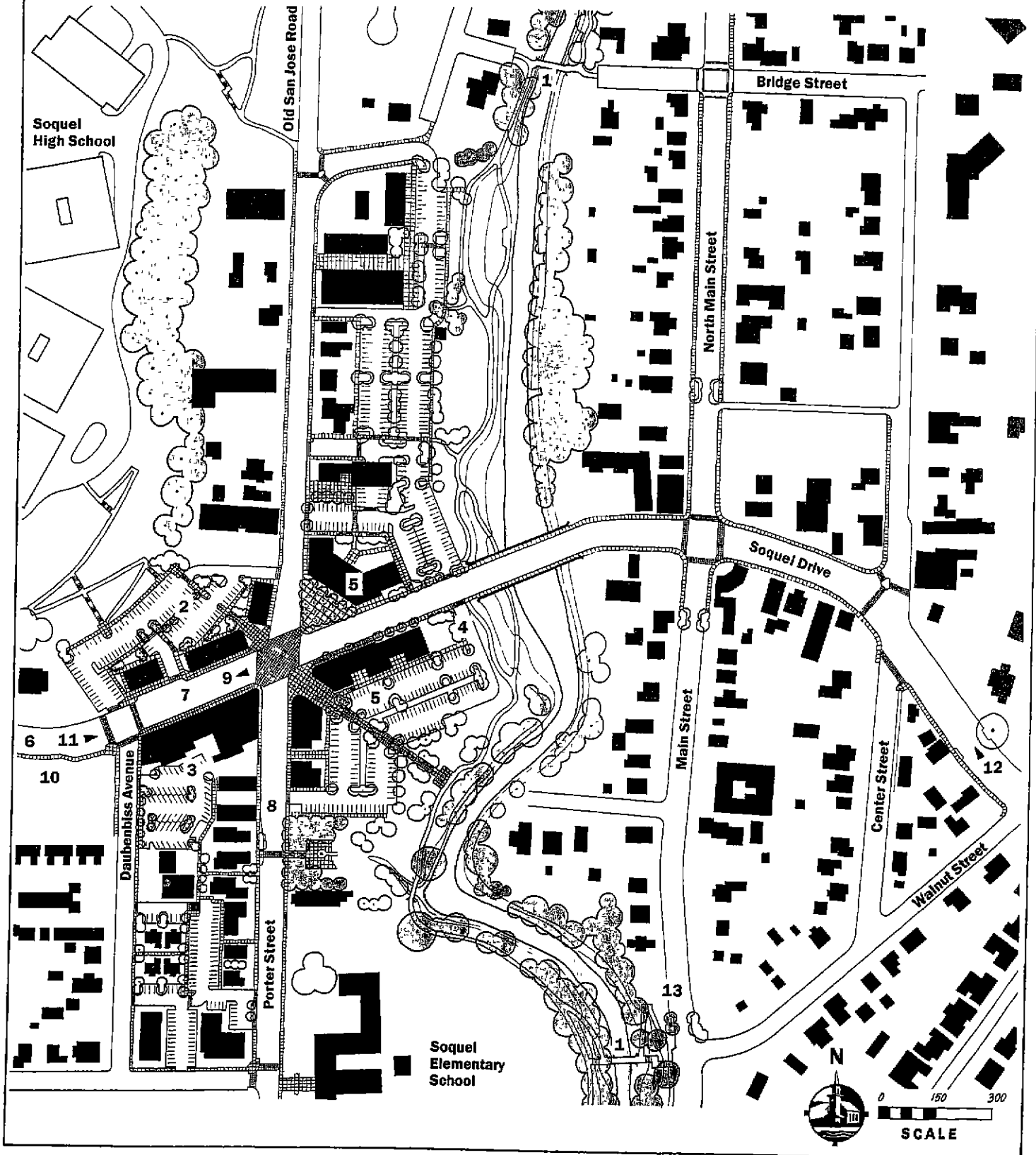
Pedestrian Bridge over Soquel Creek

Bridge deck should be located above the typical seasonal creek elevation and be designed to give way during a major flood. During a flood event the bridge should remain on the creek bed to avoid catching debris and be anchored to prevent downstream movement.

Summary of Consensus Plans



Twenty-Year Master Plan Illustration



■ SOQUEL VILLAGE MASTER PLAN

The Twenty Year Master Plan Illustration on page 12 is a concept drawing of Soquel Village projected twenty years into the future, with implementation of the policies and design guidelines in this plan. However, there are a myriad of ways in which the village plan might be implemented, depending upon both public and private initiatives and investment strategies. Therefore, this conceptual illustration represents but one possible vision and is intended to provide a context for future planning.



Key to Twenty Year Master Plan Illustration features:

1. Pedestrian Footbridge Locations	pages 7, 9
2. Northwest Quadrant	14-15
3. Southwest Quadrant	16-17
4. Floodway Building Prototype	21
5. Floodway Zone/Riverpark Northwest and Southeast Quadrants	22-25
6. Soquel Drive Pedestrian Improvements	29
7. Soquel Drive Improvements	30-31
8. Porter Street Improvements	34
9. Townscape Improvements	36-37
10. Soquel Drive/Daubenbiss Avenue Opportunity Site	41
11. West Entryway	42
12. East Entryway	43
13. Main Street Historic Area Entry Chokers	10, 11, 45 (#1-4)

NORTHWEST QUADRANT

The northwest quadrant was identified by Workshop participants as an "opportunity site" during the consensus planning process. This area currently has a shortfall of on-site parking, poor pedestrian facilities, a number of sub-standard buildings, and industrial and auto service uses inappropriate for the village commercial core.

Proposals for this area include: (See Northwest Quadrant drawing on page 15 for keyed references.)

- (1) A drop-off area and pedestrian walkway link to the high school. Because a significant number of parents are currently traveling north on Porter Street to drop students off at the high school and then returning to Soquel Drive, a safe, direct and well lit pathway is proposed that would connect a drop-off point in the new parking area with the school. In addition, this would provide more direct access from the SCMTD bus stop on Soquel Drive.
- (2) Creating a streetscape facade. It is recommended that new buildings in this area be built adjacent to the sidewalk to provide a streetscape facade that will balance and complement the existing historic block on the opposite side of Soquel Drive.
- (3) Cooperative parking areas behind buildings. Combining parking areas behind new buildings will result in greater efficiency, improved vehicle circulation, and less access points on Soquel Drive. In addition, a major parking lot access point should be located across from Daubenbiss Avenue to create a four-way intersection.
- (4) A Santa Cruz Municipal Transit District (SCMTD) bus pull-out should be provided, as shown, to avoid traffic congestion on Soquel Drive.
- (5) Entry area. The primary pedestrian entry to new buildings should be located at the Soquel Drive/Porter Street intersection. This entry area should also provide public access along the pedestrian corridor/view axis from Soquel Creek (as shown on the Master Plan drawing on page 12) to the new high school pathway.

For more information, see the Design Guidelines section beginning on page 36.

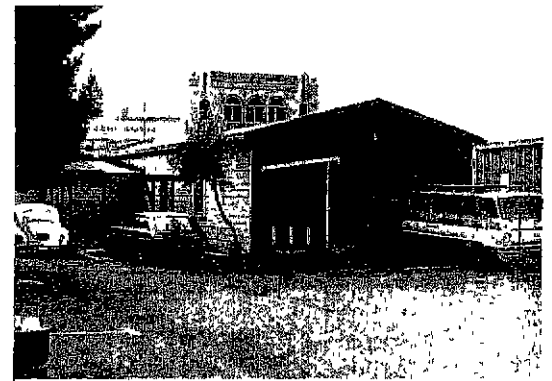
Northwest Quadrant Existing Condition Photographs



Looking north toward Old San Jose Road with Soquel High School to the upper left

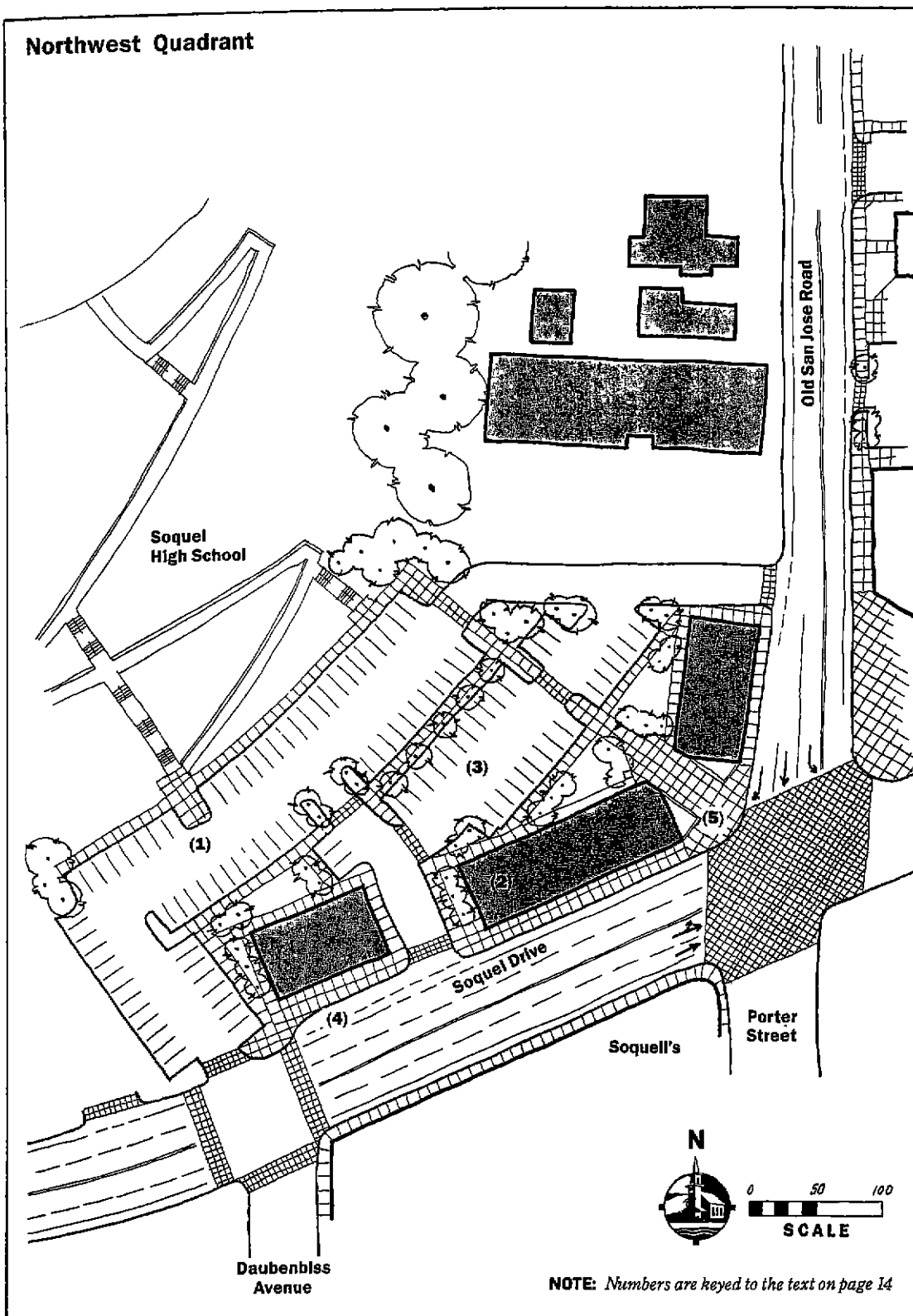


Looking east on Soquel Drive from Daubenbiss Avenue.



Looking south from rear parking area with the Soquel Financial Center and Odd Fellows Hall in the background. This area could be developed into an attractive, landscaped parking area

Northwest Quadrant



NOTE: Numbers are keyed to the text on page 14

This Concept Plan illustrates design opportunities in the Northwest Quadrant and is an enlargement of the Twenty Year Master Plan Illustration on page 12. See page 12 for an overview of how the Northwest Quadrant is integrated into the Soquel Village Plan.

SOUTHWEST QUADRANT

(See Southwest Quadrant drawing on page 17 for keyed references)

The southwest quadrant is a mixture of old and new commercial buildings and old residential structures, many with commercial uses. There is currently a parking shortfall at the north end of the quadrant for buildings located on Soquel Drive. In addition, many of the converted residential buildings lack sufficient off-street parking for their commercial uses.

Pedestrian circulation is currently limited to the perimeter of the block which lacks sidewalks in some locations.

Most of the existing buildings and businesses in the area cannot expand due to a lack of on-site parking.

The following recommendations have been developed for the southwest quadrant:

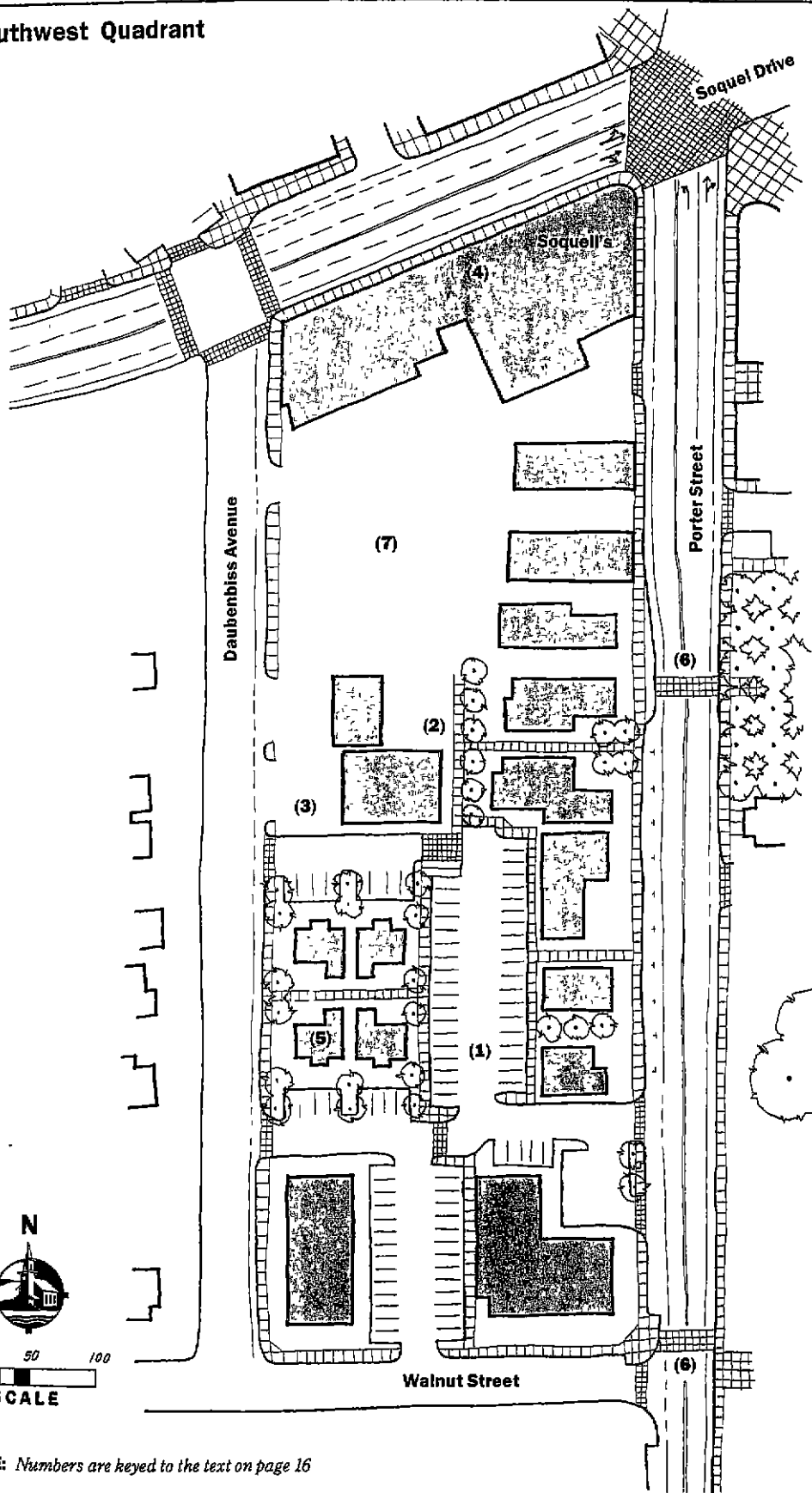
- (1) Develop a cooperative central parking area in the southern portion of the block. This will result in a more efficient use of the "back yard" areas of existing buildings and allow expansion of these buildings and businesses. This will also limit the number of driveway access points to Porter Street.
- (2) Provide an internal pedestrian circulation path running north-south through the block connecting parking areas with businesses. This pathway system will allow the development of rear entries and patios at businesses and create an attractive pedestrian environment.
- (3) Additions and new construction in the southwest quadrant should reflect the existing buildings' forms and materials. Buildings fronting on Porter Street (with the exception of the corner lots at Soquel Drive and Walnut Street) should remain one story in height and be separated to allow for visual and pedestrian access between them.
- (4) The existing character of the historic buildings along Soquel Drive should be retained (see page 36).
- (5) Multi-family housing on the west side of the block could be developed as a transitional use between the residential uses on the west side of Daubenbiss Avenue and the commercial buildings on Porter Street.
- (6) Pedestrian crosswalks with integral pavers (see page 17) should be installed on Porter Street at a proposed Town Commons and at the corner of Walnut Street for the elementary school, and at the Soquel Drive/Daubenbiss Avenue intersection.
- (7) Existing parking area. A pedestrian pathway linking businesses with the new parking area to the south should be developed through this parking area.

For more information, see the Design Guidelines section beginning on page 36.



Soquel's helps define the "edge" of the Southwest Quadrant

Southwest Quadrant



NOTE: Numbers are keyed to the text on page 16

This Concept Plan illustrates design opportunities in the Southwest Quadrant and is an enlargement of the Twenty Year Master Plan Illustration on page 12. See page 12 for an overview of how the Southwest Quadrant is integrated into the Soquel Village Plan. Also, see the Townscape Design Guidelines on pages 36-37.

■ See the Soquel Village Flood Plain Issues analysis on pages 66-68.

FLOOD PLAIN

The issue facing Soquel Village which has the most effect on land use is the impact of the flood plain on the downtown commercial areas. When the need to address these impacts was combined with other goals put forward in the workshop process, an integrated plan combining flood protection, parking needs, creek enhancement, pedestrian circulation and new opportunities for commercial development resulted. These goals can be summarized as follows:

GOAL: To promote the preservation and enhancement of Soquel Creek as a healthy riparian corridor while creating recreational and aesthetic opportunities and minimizing flood hazards.

Proposed actions and policies related to this goal, include:

- (1) Investigate creating a linear park along the west side of Soquel Creek which is visually and experientially connected to the Soquel Village Core and which is designed to accommodate periodic flooding.
- (2) Identify and analyze existing habitat and natural resources in the Soquel Creek corridor.
- (3) Develop proposals for enhancing and developing recreational and aesthetic opportunities while preserving and enhancing natural conditions and habitat.
- (4) Urban infill projects in the floodway shall be constructed on piers with finished floor elevations above 100 year flood elevation and shall be located near Soquel Drive and Porter Street with outdoor decks and roof top areas with visual access to Soquel Creek.
- (5) Investigate the feasibility and funding sources for pedestrian bridges constructed at Walnut Street and Bridge Street which connect residential areas east of Soquel Creek with the village core and which encourage pedestrian activity and enjoyment of Soquel Creek.
- (6) A comprehensive flood control program for Soquel Creek should be developed which encourages land use approaches to flood control, and minimizes the scale of channelization projects (if required at all) for Soquel Creek.
- (7) Any flood control projects envisioned for the west bank of Soquel Creek should also be analyzed for their adverse impacts on the east bank of the creek.
- (8) Encourage the removal of existing non-conforming uses from the floodway by a combination of:
 - (a) FEMA purchase of properties with flood insurance which can be converted to park, open space or parking uses as illustrated in this plan;
 - (b) Develop a system of transferable development credits (TDCs) for existing businesses to relocate from the floodway to the northwest quadrant of the village core.
- (9) Replace the Soquel Drive bridge.
- (10) Establish creek clearance and debris abatement programs.
- (11) Support small-scale structural projects to remove flow constrictions, stabilize stream banks and create pools and riffles for habitat and recreation.
- (12) Develop a computer based hydraulic model which can be utilized in an area-wide analysis of the Soquel Village floodway.
- (13) Maintain the two existing historic structures located in the floodway, the Porter Memorial Library and the Soquel Elementary School. Expansion of the Porter Memorial Library should investigate the construction of an addition on concrete piers with the finished floor of the library addition above flood plain elevation and over surface parking.
- (14) Implement the recommendations of the Flood Management Alternatives Study (when completed) which will analyze the feasibility of combining a streamside park with flood management measures.
- (15) Initiate a program to assist property owners in the floodway in obtaining flood insurance as a part of participation in the Flooded Property Purchase Program (FEMA).
- (16) Apply to FEMA for participation in the Flooded Property Purchase Program for assistance in public acquisition of property in the floodway.
- (17) Implement an integrated flood regulation program which addresses the cumulative flood protection over the entire village floodway area rather than the current parcel-by-parcel flood protection policy.

As a general goal, the net surface area of structures which inhibit flood waters should be reduced by the following percentages:

 - (a) In ten years time or at the completion of Phase 2 of the Soquel Village floodway plan, net surface area of structures in the floodway should be reduced by 50%.
 - (b) In twenty years or at the completion of Phase 4 of the Soquel Village floodway plan, net surface area of structures in the floodway should be reduced by 65%.

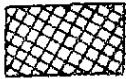
This total net surface reduction can include the development of new structures if these structures conform to the floodway phasing plans and floodway building prototypes in this plan.

Text continued on page 20.

Flood Plain Map



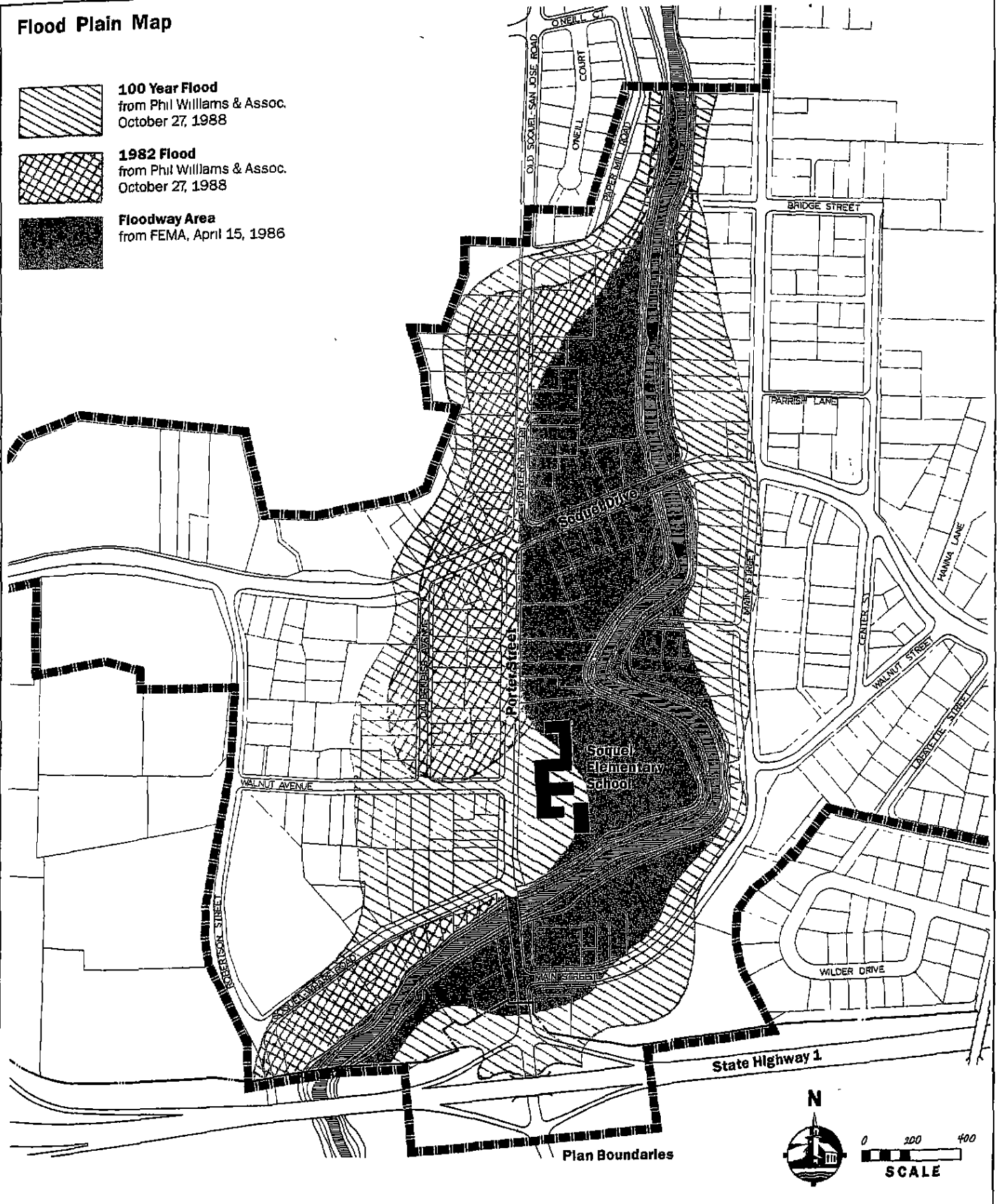
100 Year Flood
from Phil Williams & Assoc.
October 27, 1988



1982 Flood
from Phil Williams & Assoc.
October 27, 1988



Floodway Area
from FEMA, April 15, 1986



- (18) Investigate revisions to the County Geologic Hazards Ordinance which would conform to FEMA concerns regarding reconstruction within the floodway.
- (19) Request an update on the status of the Army Corps of Engineers flood protection project from the Corps based on the recommendations of this plan.
- (20) Develop a program for relocating both businesses and residences from the floodway with the following priorities:
 - (a) "Heart of Soquel" Mobile Home Park;
 - (b) Businesses immediately adjacent to Soquel Creek,
 - (c) Those businesses which would allow the greatest overall reduction of flood hazard;
 - (d) Other mobile home parks and residences within the floodway;
 - (e) Remaining businesses within the floodway.

GENERAL RELOCATION ISSUES

The Redevelopment Agency will seek to retain as many existing businesses and residences as possible. Should acquisition of property become necessary to implement the Soquel Village Plan, affected property owners will have sufficient notification and the acquisition process will be based on the extensive procedure required by state law. In addition, relocation assistance will be provided.

Should the relocation of mobile homes become necessary, the Redevelopment Agency will work closely with all mobile home owners and tenants to develop a relocation plan which meets the needs of affected residents. The plan will identify decent, safe and sanitary housing in a comparable area with respect to: public utilities, public and commercial facilities, reasonable access to employment, the financial means of the displaced persons and market availability.

Whenever low or moderate-income residential units are removed from the housing stock as part of a redevelopment project, the Redevelopment Agency is required to replace those units with new, or newly rehabilitated, low and moderate-income units within four years. At least 75% of the replacement units must be affordable to the same income level group as that of the persons displaced from the removed dwelling units.

FLOODWAY ELEMENT OF THE SPECIFIC PLAN

The floodway element of the Soquel Village Plan is intended to decrease the net surface area of structures in the floodway. In this sense, the floodway land use plans illustrated on the next several pages also share the common goals of the **Soquel Village Plan**, including:

- (1) Increasing pedestrian safety and circulation opportunities and making Soquel Village accessible to pedestrians, bicyclists, and the handicapped;
- (2) Developing surface parking equally distributed throughout the village and linked to a comprehensive pedestrian circulation system;
- (3) Encouraging "rear" entries to businesses with decks and open spaces and cafes with views to Soquel Creek.

SOQUEL CREEK LINEAR PARK

An important potential of this plan is the development of a river park or pathway along Soquel Creek. The river park would serve a number of functions:

- (1) By removing buildings near the creek and reconfiguring the creek channel, flood plain impacts on the remainder of downtown would be decreased.
- (2) By utilizing some of the land made available by relocation of structures, new surface parking areas could be developed to make up shortfalls elsewhere in the village.
- (3) By relocating residential uses out of the floodway areas, public safety will be improved.
- (4) Using the park as a pedestrian link will improve non-automotive access to the downtown area and unify the east and west sides of the village.
- (5) The river park would provide a new focus for the downtown area, away from the congested automobile image and toward the natural beauty of the creek.

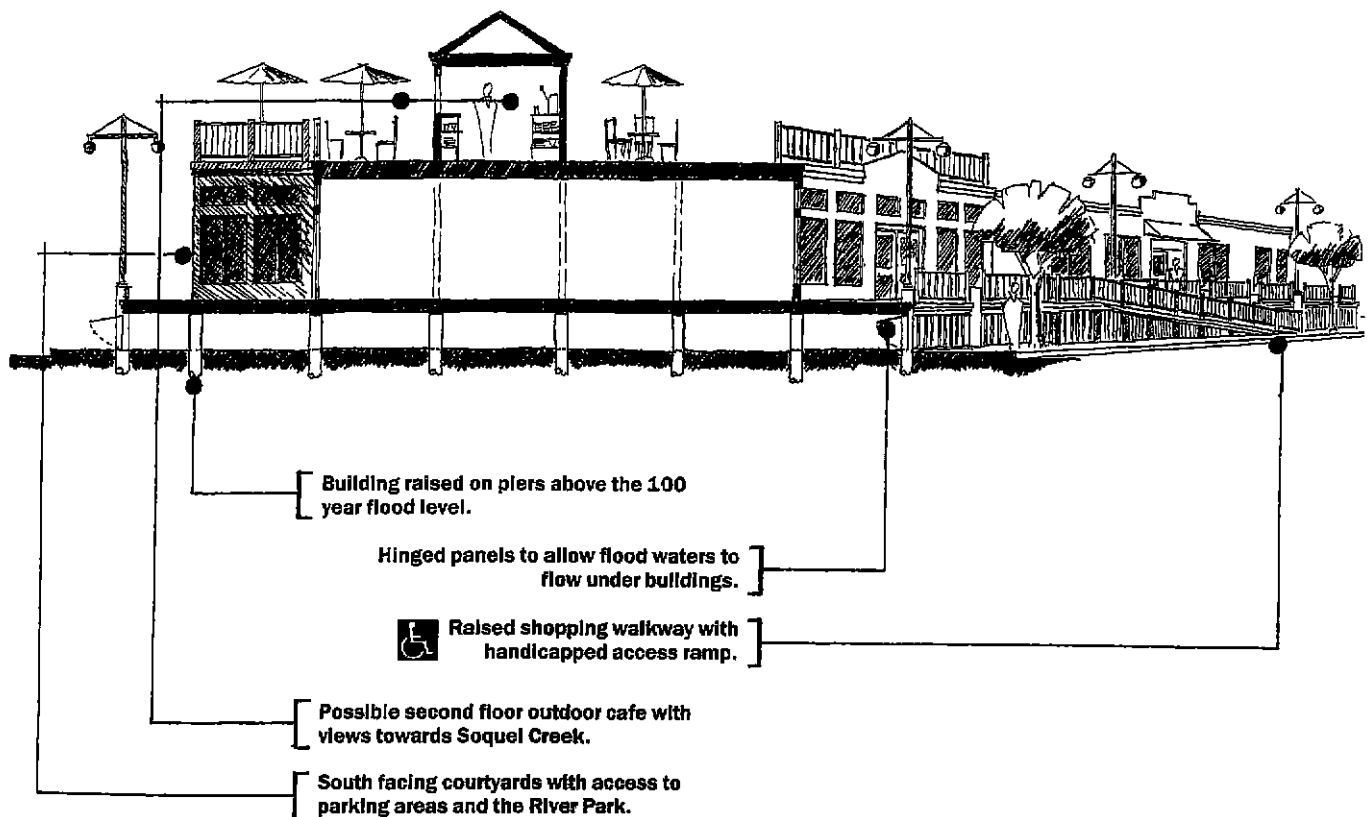
The illustrations on pages 22-25 show how the proposed changes in the floodway areas could take place over a period of time, and show many of the key features, tasks, and opportunities. For convenience, each of these plans is shown at a five year interval, but the complexity of funding sources, resident relocation, property transfer, and scheduling make the actual sequence and timing of events difficult to predict.

FLOODWAY BUILDING PROTOTYPE

In order to encourage appropriate infill development in Soquel Village floodway and to aid in the development of a Soquel Drive/Porter Street intersection which responds to the scale and character of existing historic structures in the southwest quadrant, a floodway development prototype has been developed. See the prototype illustration below. The floodway prototype incorporates the following features:

- (1) New buildings will be constructed on concrete piers with finished floor levels above the 100 year flood plain elevation; knock out screens are provided below finished floor level and are designed to allow flood waters to flow underneath buildings.
- (2) Walkways and building decks will be developed above 100 year flood plain elevations with wheelchair accessible ramps to street level.
- (3) Buildings will be one story in height comprised of false front facades and incorporating minor second floor elements designed to service cafes and other small retail outlets with views southeast to Soquel Creek.
- (4) Development of "rear" entries from parking areas incorporating "rear" outdoor eating and retail areas in south sun with views to Soquel Creek.
- (5) The scale and form of the false front facades should reflect a village character similar in scale to the townscape in the southwest quadrant.

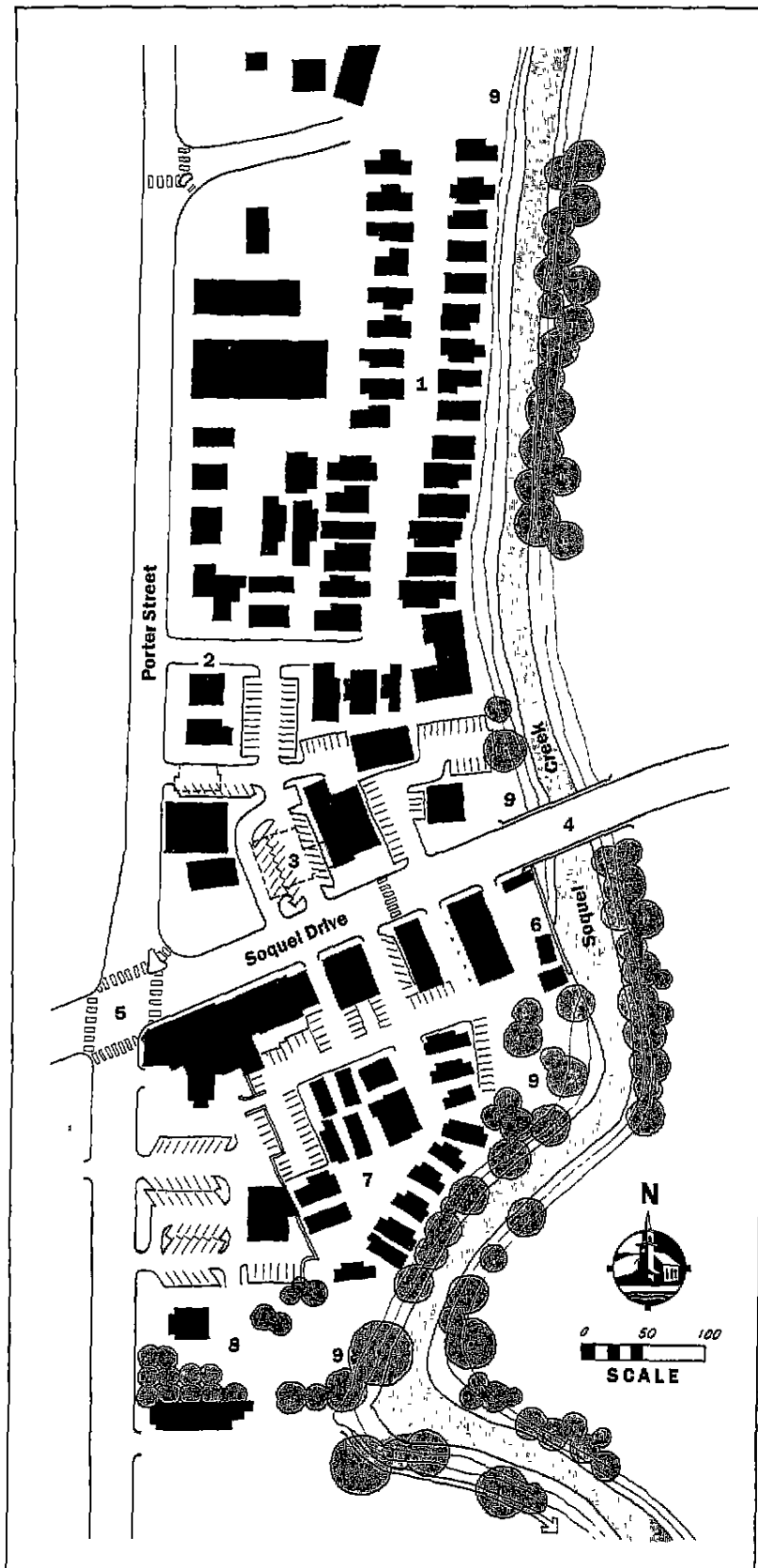
Floodway Building Prototype

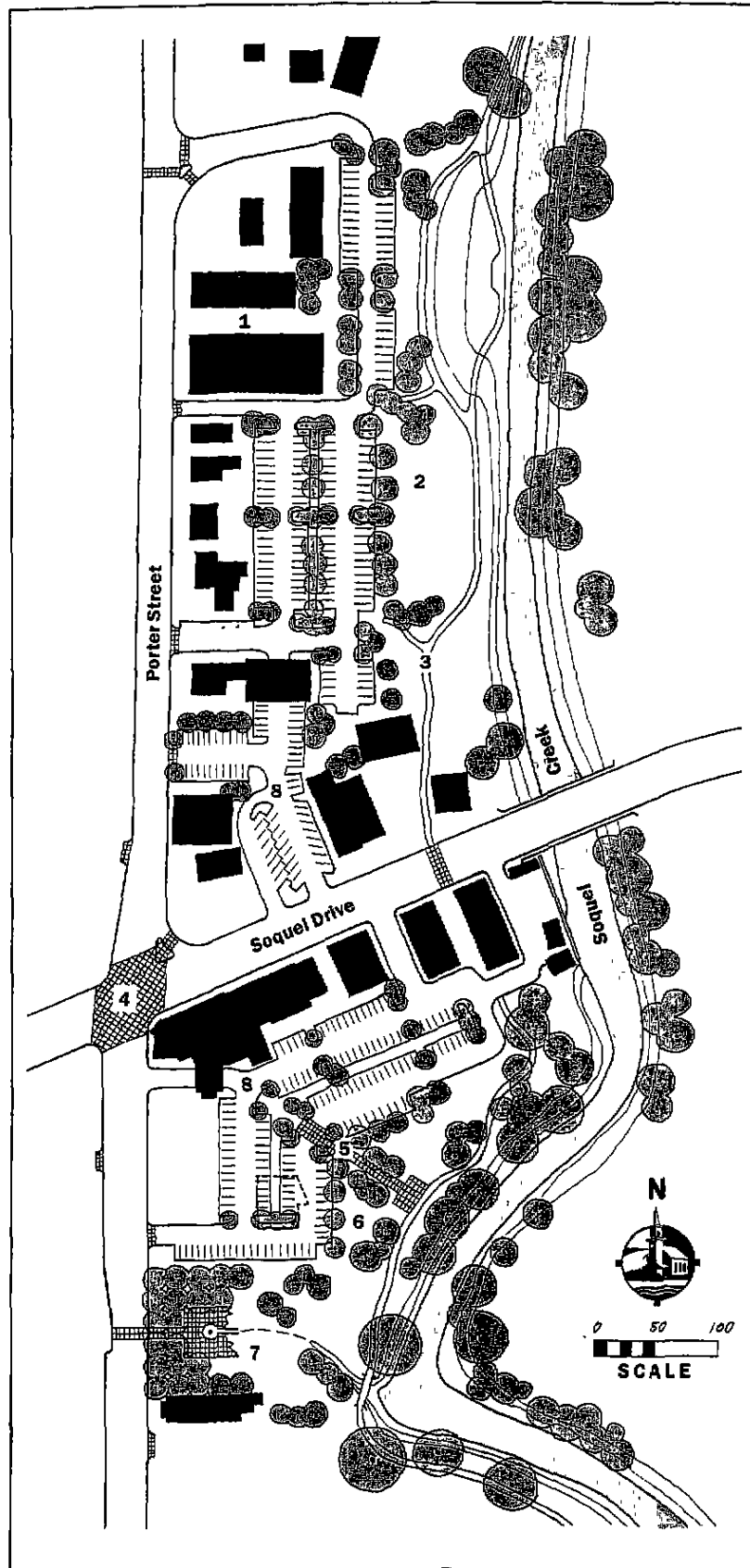


NOTE: The Floodway Building Prototype is for areas east of Porter Street only

CONCEPTUAL SHORT-TERM PLAN PHASE 1

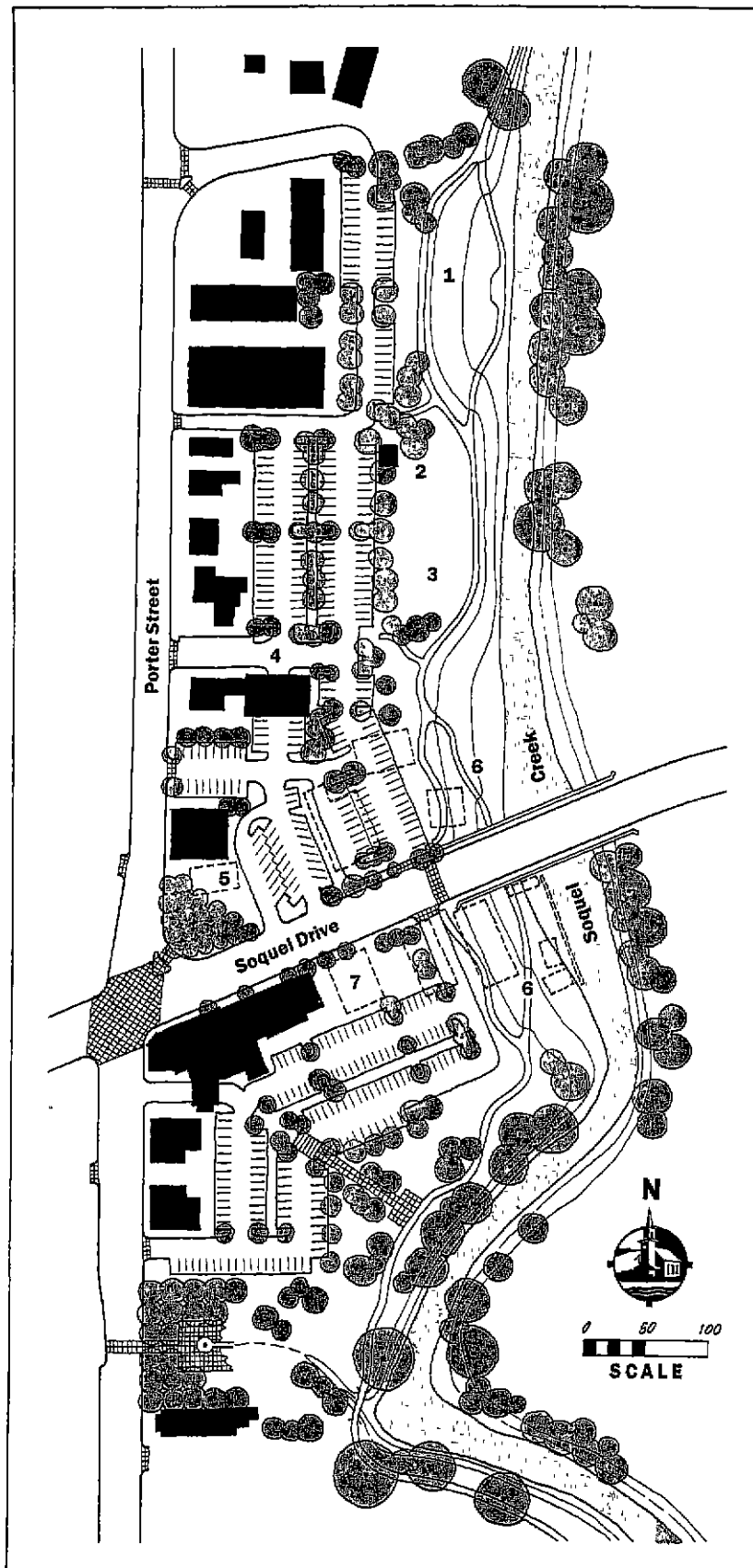
1. Develop a resident relocation plan and begin negotiations to purchase mobile home park site, provided FEMA funding is available. (See item 15, page 18) This will move an existing non-conforming use out of this high risk area and allow for the eventual development of surface parking and the River Park.
2. Porter Memorial Library
3. Negotiate purchase or land trade for Central Fire District property and remove building to allow for a new cooperative parking area linked to the library.
4. Begin construction of a new Soquel Drive bridge above flood plain level.
5. Install temporary pedestrian improvements to the Porter/Soquel intersection
6. Begin the purchasing and removal of secondary structures on the west side of the creek for eventual development of the River Park. (FEMA funding may be required.)
7. Develop a resident relocation plan and begin negotiations to purchase mobile home park site. This will move an existing non-conforming use out of this high risk area and allow for the eventual development of surface parking and the River Park. (FEMA funding may be required.)
8. Begin development of public access easements to Soquel Creek from Porter Street, just north of the elementary school.
9. Develop the Soquel Creek Linear Park Master Plan using a participatory design process similar to this plan.





CONCEPTUAL SHORT-TERM PLAN PHASE 2

1. Encourage the conversion of existing industrial uses into commercial spaces that connect to the River Park with courtyards and walkways.
2. Begin developing the River Park and surface parking areas after residents of the mobile home parks have been relocated.
3. Develop pedestrian and bicycle paths along the west side of the creek as a part of the linear park
4. Begin installing permanent pedestrian improvements to Soquel Drive and Porter Street.
5. Establish the visual and pedestrian axis that will eventually link through to the Soquel/Porter intersection.
6. Begin developing the River Park and surface parking areas after residents of the mobile home parks have been relocated.
7. Develop a plaza and village commons with landscaping and pedestrian linkages to the creek and across Porter Street.
8. Begin negotiations with business and property owners to relocate out of the flood plain area. (TDC program and FEMA funding may be required)



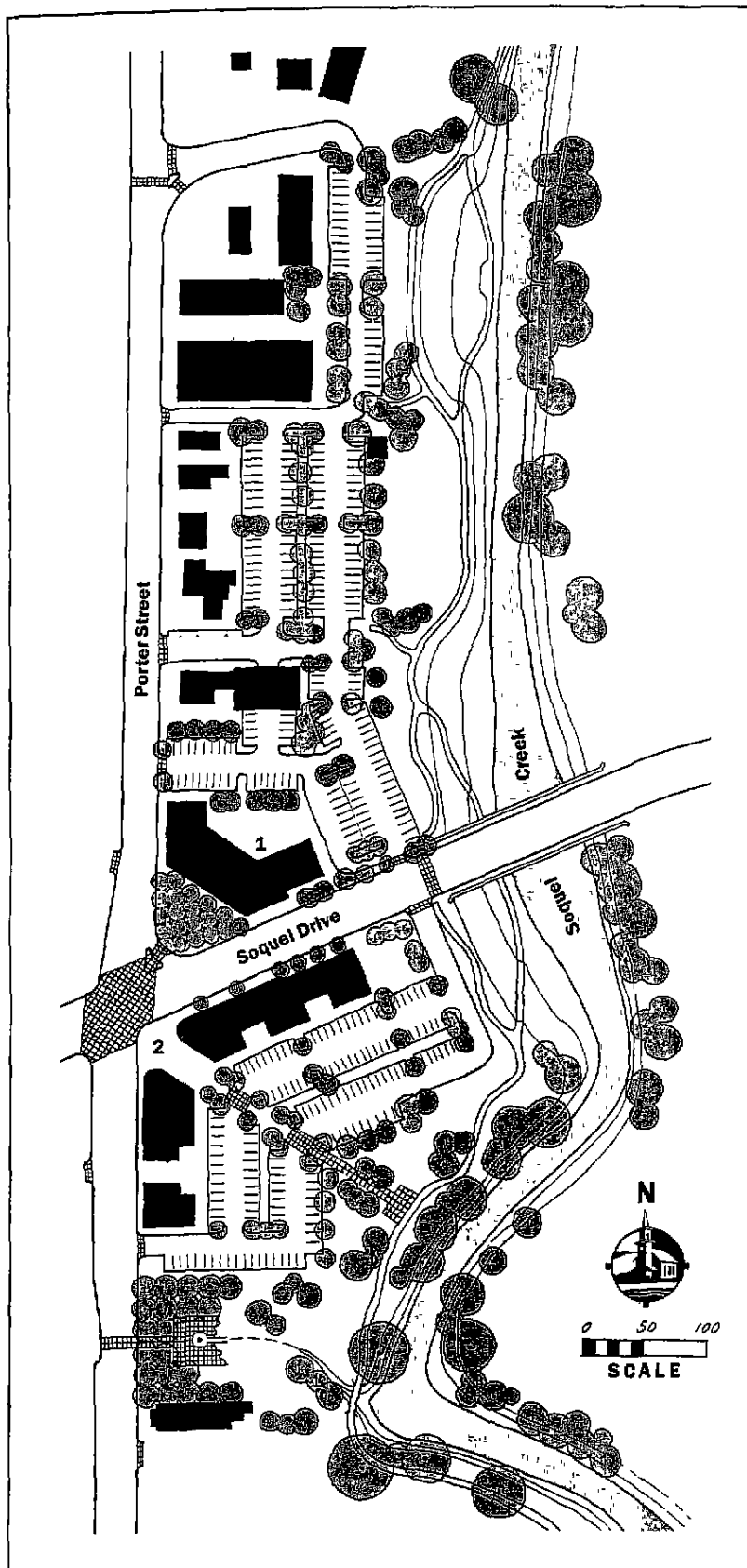
CONCEPTUAL LONG-TERM PLAN PHASE 1

Develop additional public facilities at the River Park such as:

1. Amphitheater
2. Restrooms
3. Play areas

Note: These facilities are shown for illustrative purposes only. The final form of the River Park would be a result of its workshop process and the hydrological requirements of the creek.

4. Upper level expansion of the Porter Memorial Library.
5. Develop a public plaza at the northeast corner of the Soquel/Porter intersection.
6. Link the River Park across Soquel Drive with a surface pedestrian crossing and a pathway under the new bridge.
7. Relocate businesses from the floodway areas to new development in the western quadrants. Remove existing buildings and continue development of the River Park. (Requires TDC program and possibly FEMA funding.)



CONCEPTUAL LONG-TERM PLAN PHASE 2

1. New structure at this location should help to define the public plaza to the southwest and have entries to both it and the parking areas to the rear. Shops should be oriented to both the street sidewalks and to the plaza area.
2. New buildings in this area should have entries to both the street and to the parking areas behind. The building form should encourage visual and pedestrian access along the axis connecting the intersection to the River Park. Buildings should provide south-facing courtyards and seating areas wherever possible.

New buildings in the flood plain area should also conform to the Design Guidelines on pages 36-39 of this plan.

Develop new commercial structures in the floodway area that conform to the floodway building prototype discussed on page 21 of this plan

Summary of Reductions in Net Surface of Structures in the Soquel Village Floodway

Quadrant	NORTH EAST	SOUTH EAST	TOTAL
Existing Net	8,900	6,600	15,000
Phase 1	5%	27%	15%
Phase 2	65%	72%	68%
Phase 3	73%	79%	76%
Phase 4	71%	70%	72%

CIRCULATION

Participants in the workshop design process had a number of goals for Soquel Village which were related to circulation issues. These goals are more fully stated in the following sections, but three major goals became guiding principles for the Village Plan.

Simply stated, they are: (a) the importance of making the village more pedestrian-oriented, (b) to not accommodate regional automobile traffic at the expense of creating a pedestrian environment and a cohesive village character, and (c) to provide adequate parking for existing and future needs.

Achievement of these goals can be obtained by:

- (1) Establishing existing and desired circulation routes,
- (2) Integrating these routes into the existing village structure wherever possible;
- (3) Providing new linkages between areas where none exist and re-establishing historic circulation routes;
- (4) Altering street design and adding improvements to emphasize the pedestrian right-of-way;
- (5) Improving vehicular traffic circulation within the existing village structure with minimal street widening or new construction;
- (6) Directing new development to accommodate and enhance these pedestrian circulation routes.

The following sections provide discussion and recommendations for pedestrian and vehicular circulation areas

PEDESTRIAN CIRCULATION ELEMENT

The impression of Soquel Village that is felt most immediately is the impact of traffic congestion and the physical impact of the Soquel Drive/Porter Street intersection dividing the village into four separate "quadrants." This perception is reflected in workshop participants' comments, such as "Soquel Village is a circulation route rather than a destination!" and is a perception reflected in the market survey distributed to property owners and local residents. This perception of Soquel Village as a core of four unrelated "quadrants" bisected by Soquel Drive and Porter Street is reflected in the illustration on page 5.

Even with the negative perception of Soquel Village as a village of unrelated parts, and as a "route" rather than a "destination," the Favorite Experiences survey results revealed that 40% of local residents' favorite experiences were pedestrian related. "Walking/bicycling to town" received 28% of the total survey vote and

"walking along Soquel Creek" received 12% of the total favorite experiences vote.

There is, then, a conflict between the negative perception of—and experience of—traffic congestion and a village divided into unrelated parts, and the positive experiences of local residents in relationship to walking in the village area. Goals for pedestrian circulation in Soquel Village, therefore, focus upon enhancing the pedestrian experience in the village core while minimizing the physical impacts and negative perceptions of traffic congestion and a divided village.

Summary of Pedestrian Circulation Issues

The following list summarizes specific problems related to pedestrian circulation in Soquel Village:

- (1) There is a negative perception of Soquel Village as a "route" versus a "destination" that does not welcome pedestrians.
- (2) There is lack of a systematic, attractive pedestrian circulation system in Soquel Village.
- (3) The lack of a systematic circulation system which links many Village elements, especially in relation to existing and proposed public schools, encourages vehicular circulation.
- (4) Existing sidewalks are not conducive to safe, visually appealing pedestrian circulation.
 - (a) Sidewalks are not wide enough in many locations.
 - (b) Sidewalks are penetrated by driveways from individual parcels accessing Soquel Drive and Porter Street.
 - (c) Local residents and shoppers feel "unprotected" on village sidewalks.
 - (d) There is a lack of pedestrian amenities such as landscaping, public seating, and outdoor cafes and shops.
 - (e) There is little relationship between existing surface parking and village destinations and shop entries.
 - (f) There is need for pedestrian linkages from Main Street (south) to the site of the proposed Elementary School on north Main Street.
- (5) Signal timing at the Soquel Drive/Porter Street intersection inhibits pedestrian crossing and there is poor visibility for vehicles negotiating right turns to see pedestrians at crosswalks.
- (6) Pedestrian crossing at several village intersections is unsafe. Several of these

intersections are proposed for signalization in the future (Robertson/Soquel Drive and Main Street/Soquel Drive).

- (7) The Soquel Drive/Porter Street intersection does not conform to State, Title 24 handicapped access requirements.



Vehicles regularly encroach on the sidewalk at the northeast section of this intersection where the Soquel Drive right turn lane onto northbound Porter Street does not have a raised curb to protect pedestrians.

- (8) Soquel Creek is not accessible as a pedestrian, recreational resource

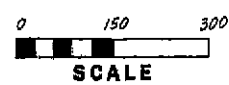
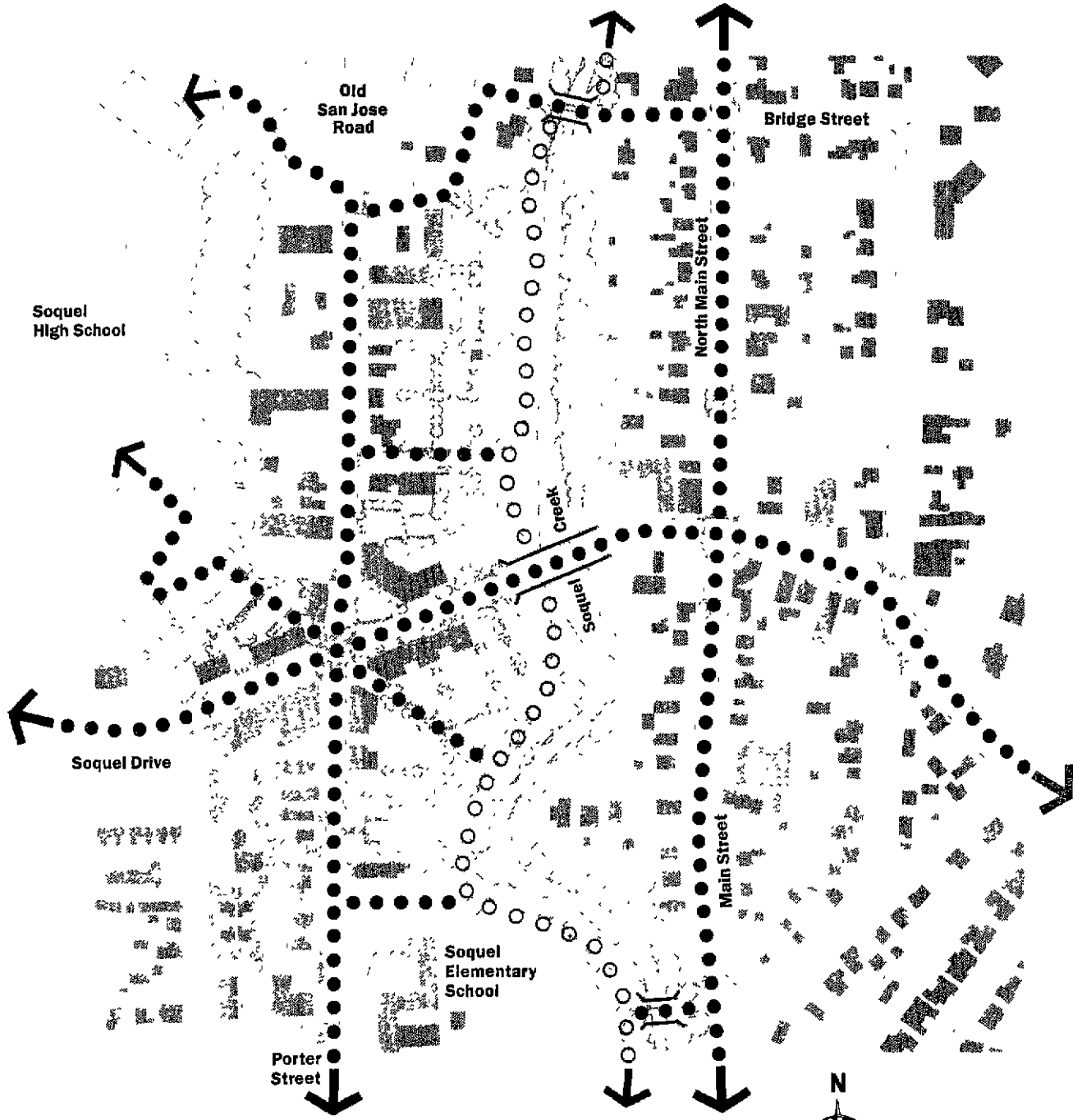
Soquel Village Pedestrian Goals

- (1) Through a combination of land use guidelines, pedestrian amenities, and sidewalk improvements, as well as coordinated marketing strategies, diffuse the negative perception of Soquel Village as an environment hostile to pedestrians
- (2) Develop a systematic pedestrian circulation element which links the village quadrants, Soquel Creek, existing and proposed public schools, and parking areas.
- (3) Improve pedestrian access to the village core from adjacent residential neighborhoods.
- (4) Provide pedestrian access in Soquel Village which make the village an attractive "destination," including coordinated surface texture treatments at key intersections, public seating, landscaping and wider sidewalks
- (5) Improve pedestrian safety at intersections and street crossings by:
 - (a) Improving signal timing at the Soquel Drive/Porter Street intersection to increase pedestrian crossing time;
 - (b) Incorporating attractive paving materials at key pedestrian crosswalks, in order to define pedestrian paths and visually alert drivers to upcoming pedestrian crossings,
 - (c) Signalizing the intersections at Main Street/Soquel Drive and Soquel Drive/Robertson;
 - (d) Synchronizing signal timing in order to allow pedestrian "gaps" at non-signalized crossing areas, specifically:
 - (i) Synchronize signal timing at Soquel Drive/Porter Street and the proposed signal at Robertson/Soquel Drive to improve pedestrian safety at Daubenbiss/Soquel Drive.
 - (ii) Synchronize signal timing at Soquel Drive/Porter Street with the proposed signal at Porter Street/Main Street to improve pedestrian crossing on Porter Street in the Soquel Elementary School vicinity.
 - (iii) Synchronize signal timing at Soquel Drive/Porter Street with the proposed Main Street/Soquel Drive signal to improve pedestrian safety on Soquel Drive midway between Porter Street and Soquel Creek in the Bagelry vicinity.
 - (iv) Synchronize signal timing at Soquel Drive/Porter Street with the signal at the Soquel High School entry to accommodate pedestrian crossing at Paper Mill Road
- (6) Enhance pedestrian access across Soquel Creek in an east-west direction by developing pedestrian bridges at locations where pedestrian crossings were located historically at Bridge Street and Walnut Street (see Soquel Creek Footbridge sketch on page 9).
- (7) Create a linear pathway system focused upon informal access to and enjoyment of Soquel Creek as a natural amenity and provide a north-south pedestrian/bicycle pathway system linking Bargetto's Winery to the north with the Soquel Elementary School to the south and eventually linking to an extended pathway system to Capitola Village.
- (8) Coordinate existing surface parking area with the proposed pedestrian circulation system.
- (9) Encourage business owners to develop "rear" entryways to their businesses connected to existing and proposed surface parking areas and develop rear entryways as an attractive amenity, perhaps coordinated with outdoor eating areas and marketing and promotional events.
- (10) Provide bicycle parking in all surface parking areas.

■ See the Pedestrian Circulation Map on page 28

■ See the Pedestrian Bridge Sketch on page 9 and the River Park Sketches on pages 22-25

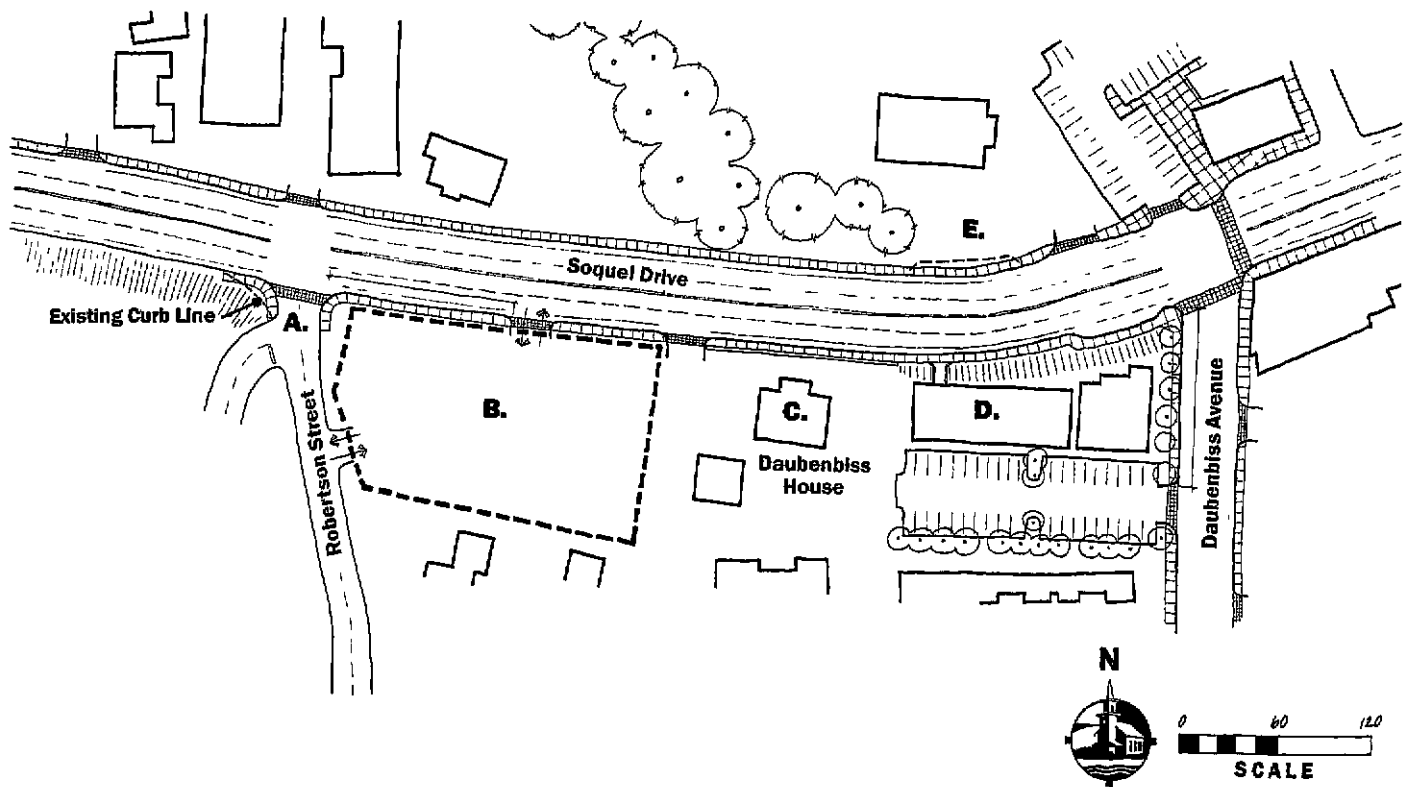
Pedestrian Circulation System



Pedestrian Pathway	River Park Pathway	Footbridge
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The pedestrian circulation system plan is superimposed over the Twenty Year Master Plan. See page 12 for the complete Soquel Village Twenty Year Master Plan Illustration.

Soquel Drive Pedestrian Circulation



- A. Choked down intersection at Robertson Street/Soquel Drive for increased pedestrian safety; with flush crosswalk pavers.
- B. Planned Development Opportunity Site to facilitate development of continuous sidewalks on the south side of Soquel Drive and to relocate existing driveways away from the Robertson Street intersection.
- C. Daubenbiss House: Opportunities for the continuous development of sidewalks on the south side of Soquel Drive, (see pages 40 and 42).
- D. Soquel Drive/Daubenbiss Avenue Opportunity Site, (see page 41).
- E. Relocation of SCMTD bus stop with an off-street bus pull-out and shelter, (see pages 31 and 41).

SOQUEL DRIVE DESIGN PLAN

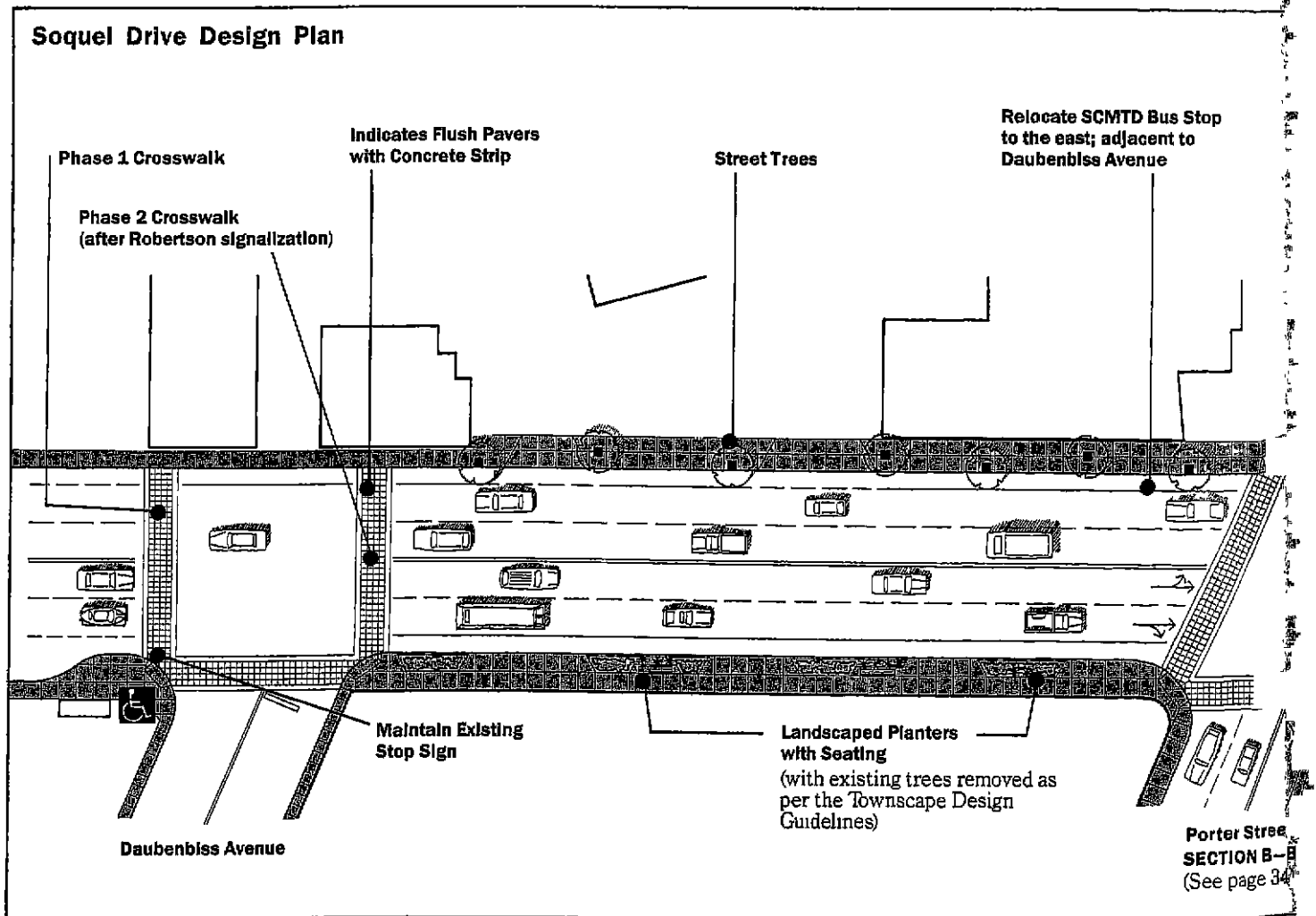
Soquel Drive is a four-lane, arterial street running east-west through the heart of the Soquel Village core. The issue of most concern for Soquel Drive is the need to reconcile its circulation function as a major mid-county route, with its role as Soquel Village's "main street."

The existing street section includes four travel lanes and parallel on-street parking located on the north and south sides of the street. While bicycle lanes are recommended in the 1980 County General Plan, bike lane striping is not feasible within the current roadway right-of-way without removing parking. On-street, parallel parking is, in general, discouraged on arterial streets due to the conflict between accessing the parking spaces and the nearest travel lane.

The sidewalks on Soquel Drive, particularly those located on the south, shaded section of Soquel Drive, are too narrow to be attractive to pedestrians or to balance the scale of the historic townscape between Porter Street and Daubenbiss.

For these reasons, an alternate street design has been developed which relocates the existing on-street parallel parking, widens existing sidewalks, and incorporates continuous bicycle lanes on Soquel Drive (see Section A-A, Soquel Drive Proposed Conditions). Approximately 28 on-street parking spaces, from Daubenbiss to the Soquel Drive Bridge, will be relocated as part of the proposed street section, and it is important that additional parking is developed prior to development of the improved street section.

In order to enhance the scale and character of the village and to provide for increased pedestrian safety, all crosswalks should be constructed of integral pavers in concrete edge strips. Two proposed crosswalks are located at non-signalized intersections and provide safe pedestrian access across Soquel Drive at Daubenbiss and just west of the Soquel Drive Bridge near the "Bagelry." The existing two-way stop at Daubenbiss provides for pedestrian safety at that location. Although there is some confusion at this location due to the lack of a stop sign at westbound Soquel Drive, the increased



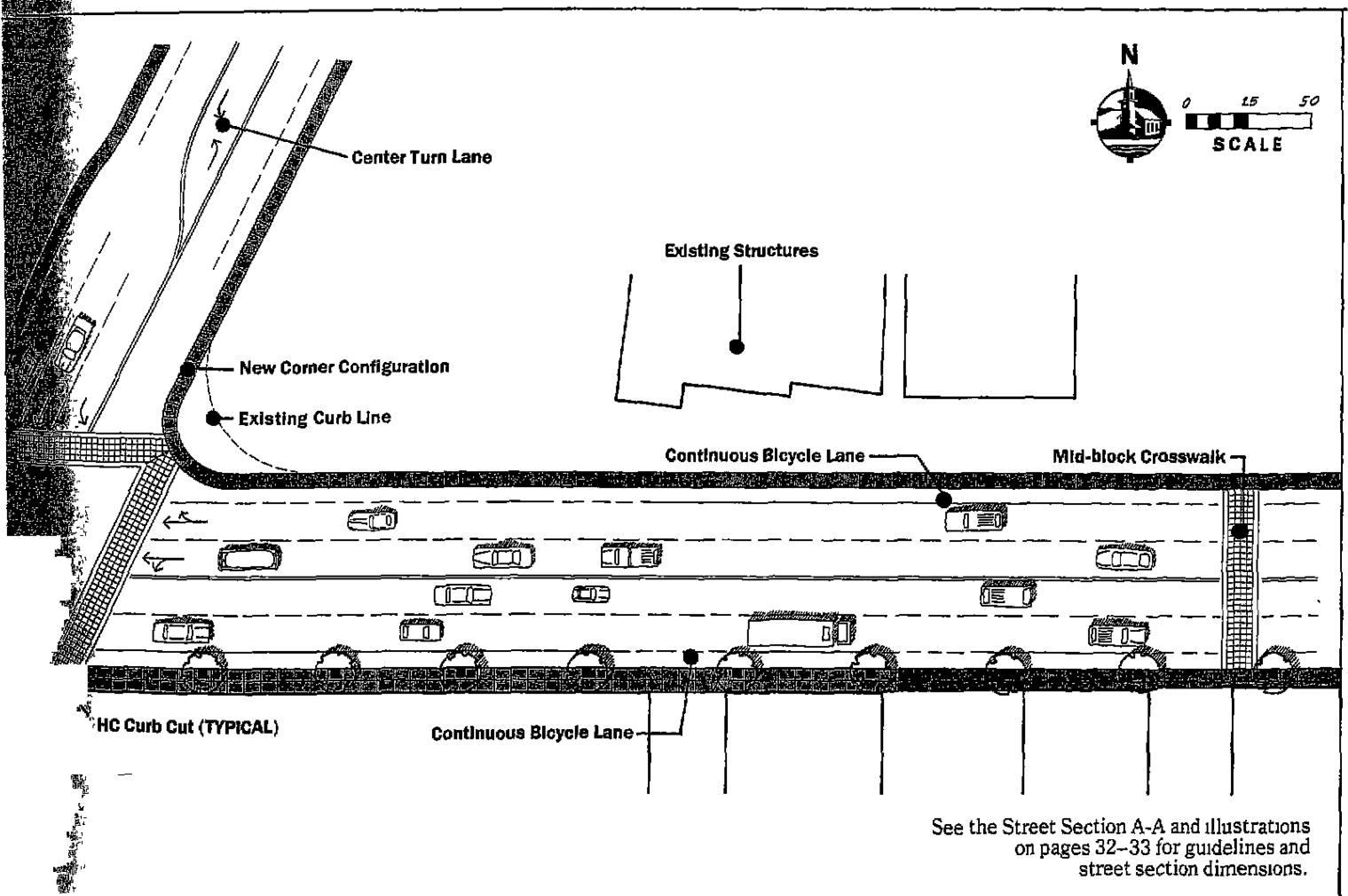
pedestrian safety at this location remains as an important pedestrian safety feature.

Future signalization at Robertson Street/Soquel Drive and Main Street/ Soquel Drive should be synchronized with the signal at Soquel Drive/Porter Street in order to provide adequate "green time" (traffic gaps) for pedestrians at both the non-signalized crosswalks.

SOQUEL DRIVE DESIGN POLICIES

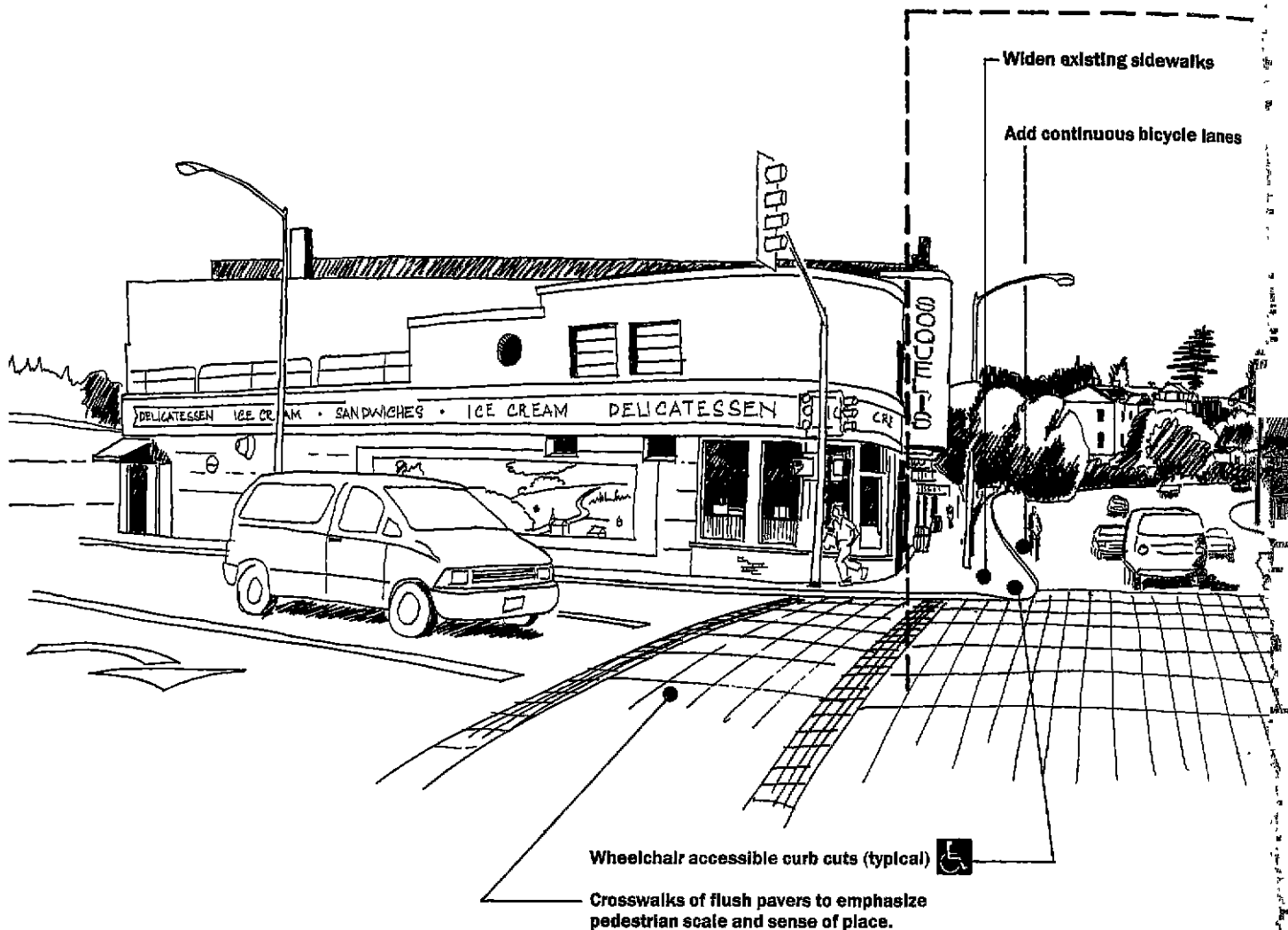
The following design principles and policies shall apply to all development on Soquel Drive.

- (1) Soquel Drive streetscape treatment should recognize and enhance the architectural and pedestrian scale of the village.
- (2) Soquel Drive on-street, parallel parking should not be removed until adequate replacement off-street parking is provided.
- (3) Street trees, landscaping, and "street furniture" should be placed in locations that enhance the character of existing buildings and which provide appropriate shading and seating areas for pedestrians.
- (4) New, infill buildings on the north side of Soquel Drive should be two story structures with articulated facades which take advantage of the southern exposure and develop street level plazas and pedestrian areas.
- (5) The historical structures on the south side of Soquel Drive shall be preserved and maintained (see Townscape Guidelines).
- (6) Pedestrian walkways should be developed which provide safe, well-lighted access between the north side of Soquel Drive and the southern edge of Soquel High School
- (7) Existing viewsheds which highlight existing historic structures should be preserved and protected, including:
 - (a) The viewshed west on Soquel Drive to the Daubenbiss house;
 - (b) The viewshed east on Soquel Drive to the Congregational church located on the corner of Soquel Drive and Center Street.



Soquel Drive
(Proposed Street Cross Section
looking west from Porter Street)

SECTION A--A



Photographs of
Existing Conditions

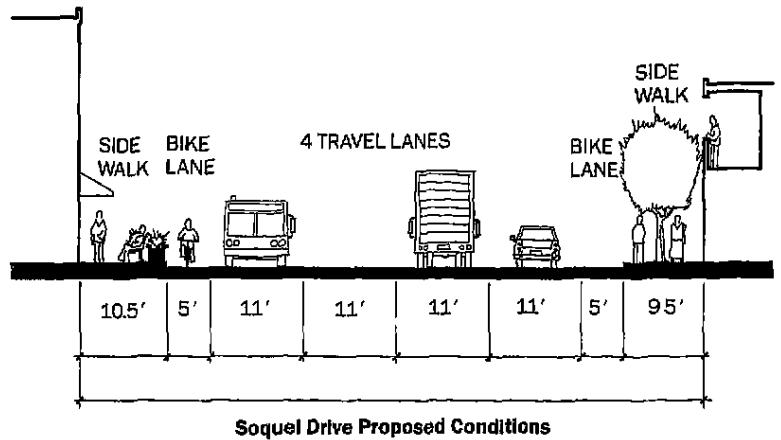
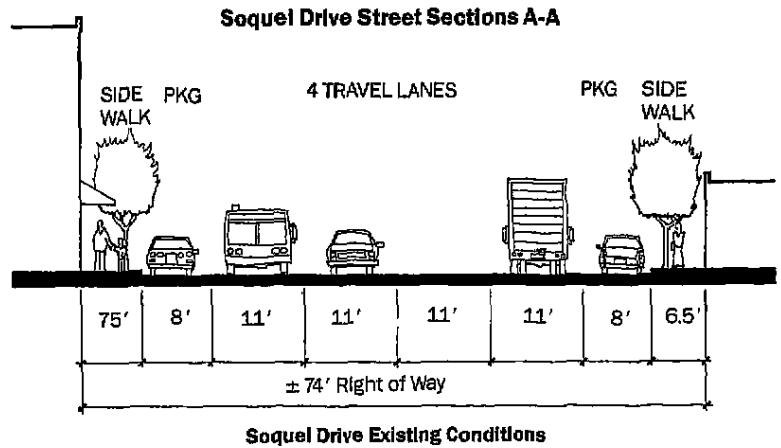


Porter Street, looking south at Soquel's.



Soquel Drive looking east from Daubenbiss Avenue and then across Porter street.

Two story infill buildings
with street trees



The Proposed Street Section for Soquel Drive (Section A-A) is shown in plan on the Soquel Drive Design Plan on pages 30-31.



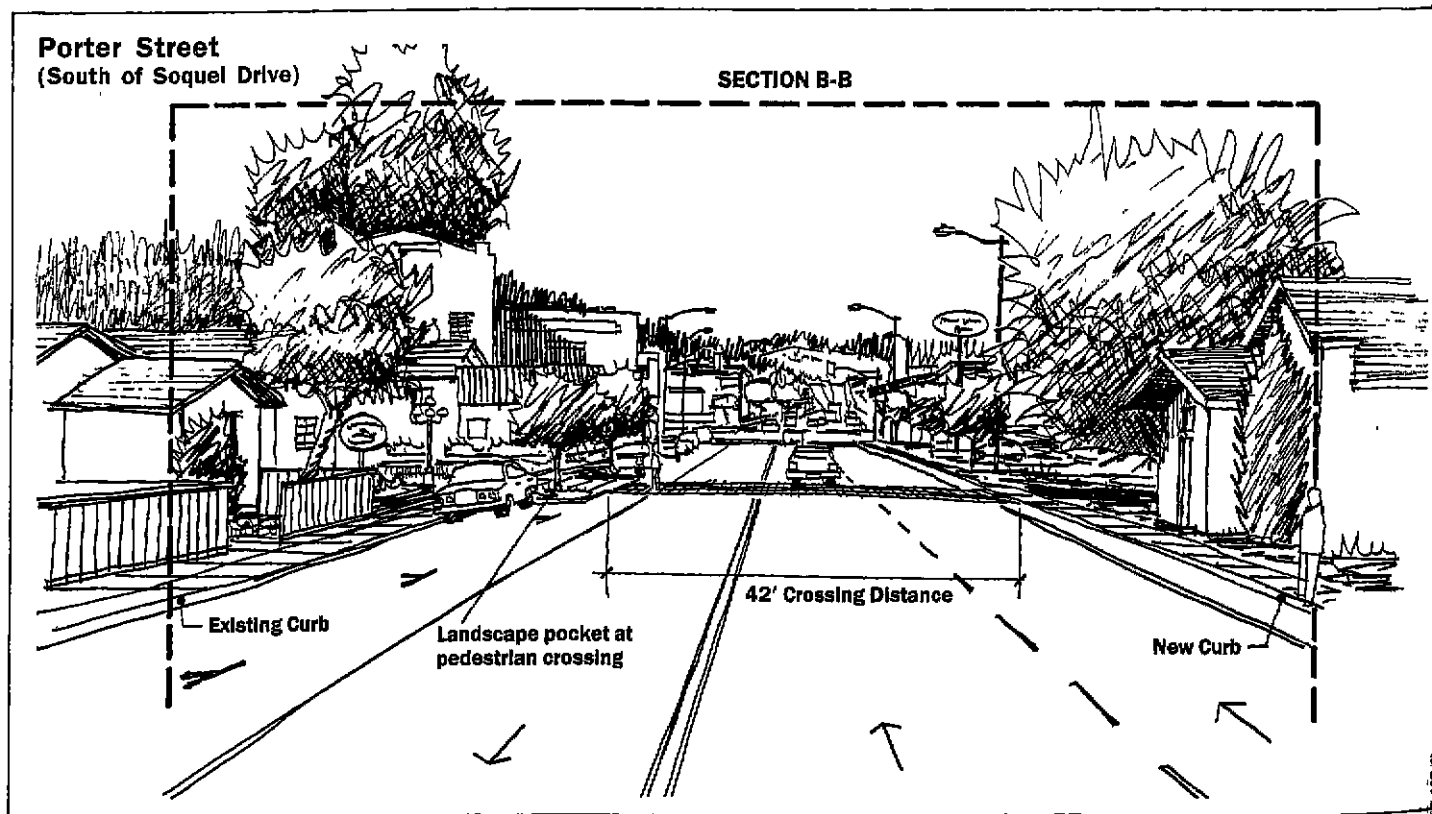
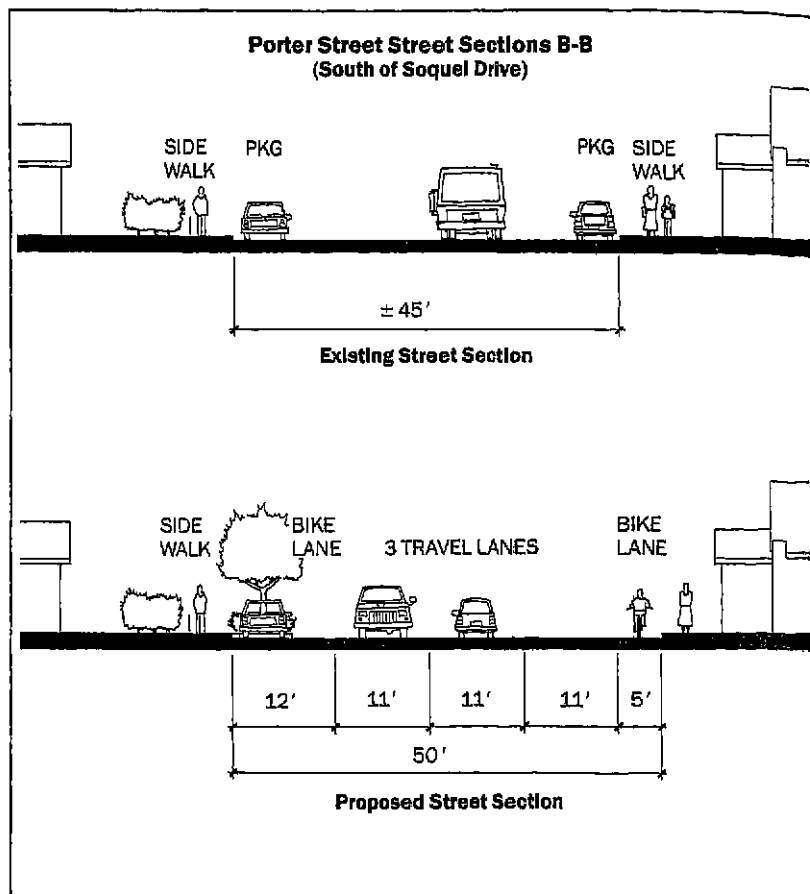
Soquel Drive looking west from the Soquel Drive Bridge with the Daubenbiss House in the distance.

PORTER STREET

Porter Street (Old San Jose Road, north of Soquel Drive) is a major arterial street running north-south through Soquel Village, connecting Capitola and State Highway One to the south with Soquel High School and Summit Road (to San Jose) to the north. Porter Street is particularly important to the scale of Soquel Village since it visually and spatially bisects the village core. Maintaining a street width which is perceived by pedestrians as safe and supportive of pedestrian circulation and which preserves the "village" scale of Soquel is crucial to the success of the **Soquel Village Plan**.

Porter Street, south of Soquel Drive, should be maintained as a three-lane street with continuous bicycle lanes and on-street, parallel parking located on the west side of the street. The street section accommodates vehicular circulation needs while maintaining a pedestrian crossing distance of from 42-45 feet at key crosswalks and helps to preserve the character and scale of the village.

Porter Street, north of Soquel Drive, should be maintained as a four-lane street section with continuous bicycle lanes and with no on-street parking. While pedestrian crossing on this section of Porter Street is important, the key element in terms of improvements and design guidelines is the development of a strong north-south pedestrian system which links the village core with Soquel High School and the residential areas north of the village.



PORTER STREET DESIGN GUIDELINES

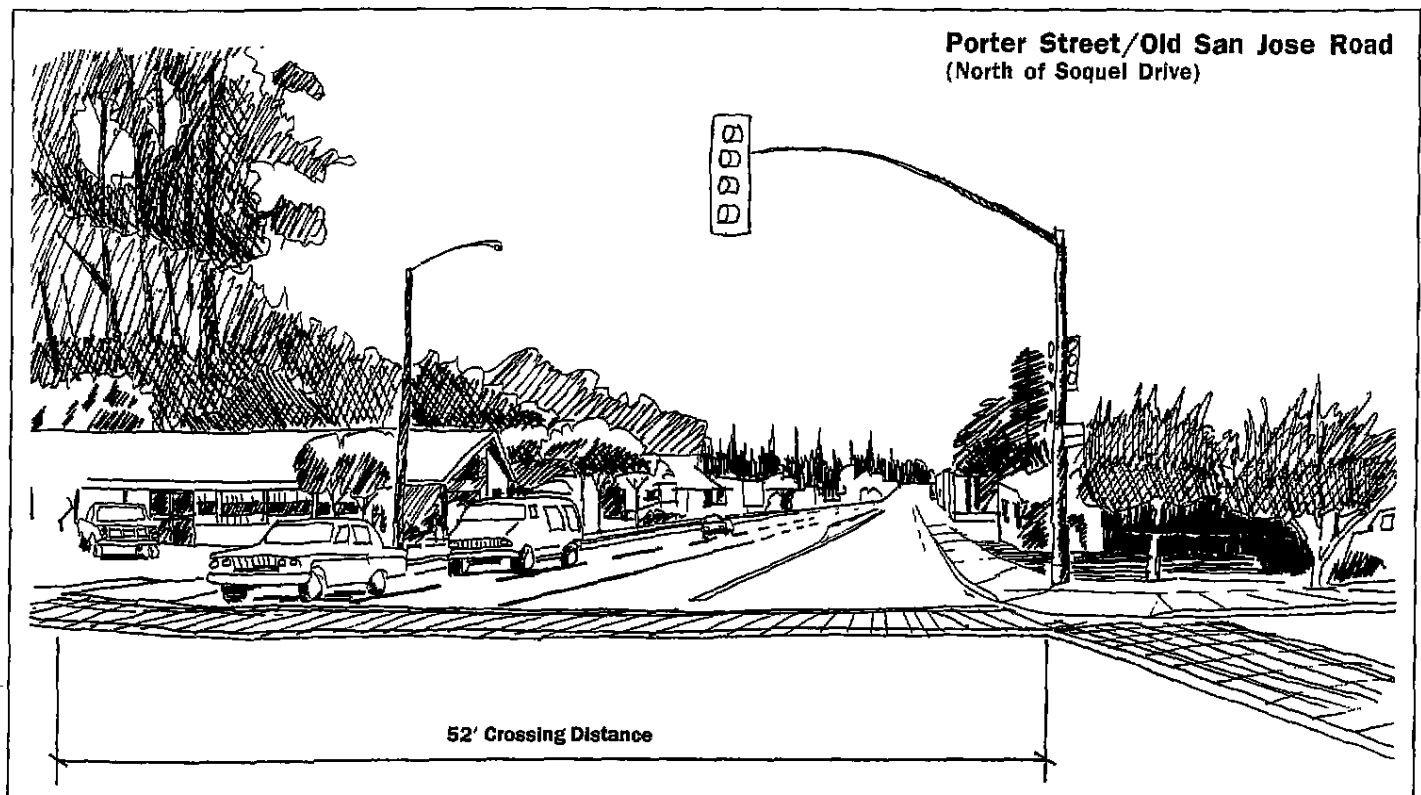
Porter Street (South of Soquel Drive)

- (1) Porter Street shall be maintained as a three travel lane section with continuous bicycle lanes, parallel parking on the west side of the street, and should incorporate drainage and grading improvements as required.
- (2) New construction, including major building additions, should preserve and maintain the existing character in Soquel Village by:
 - (a) The unique scale created by distinct, detached one and two story buildings, with low gable roofs and pedestrian passages between buildings should be preserved
 - (b) Existing views to the foothills over and between buildings as well as view corridors to the proposed Soquel Creek Linear Park should be preserved, integrating view corridors into required open space for new project applications, encouraging decks and outdoor seating areas which take advantage of viewsheds.
- (3) The use of street lighting unique to each parcel or building should be retained in this area.
- (4) Shared, cooperative parking behind buildings, which includes shared driveways, should be required of all building applications, where feasible.

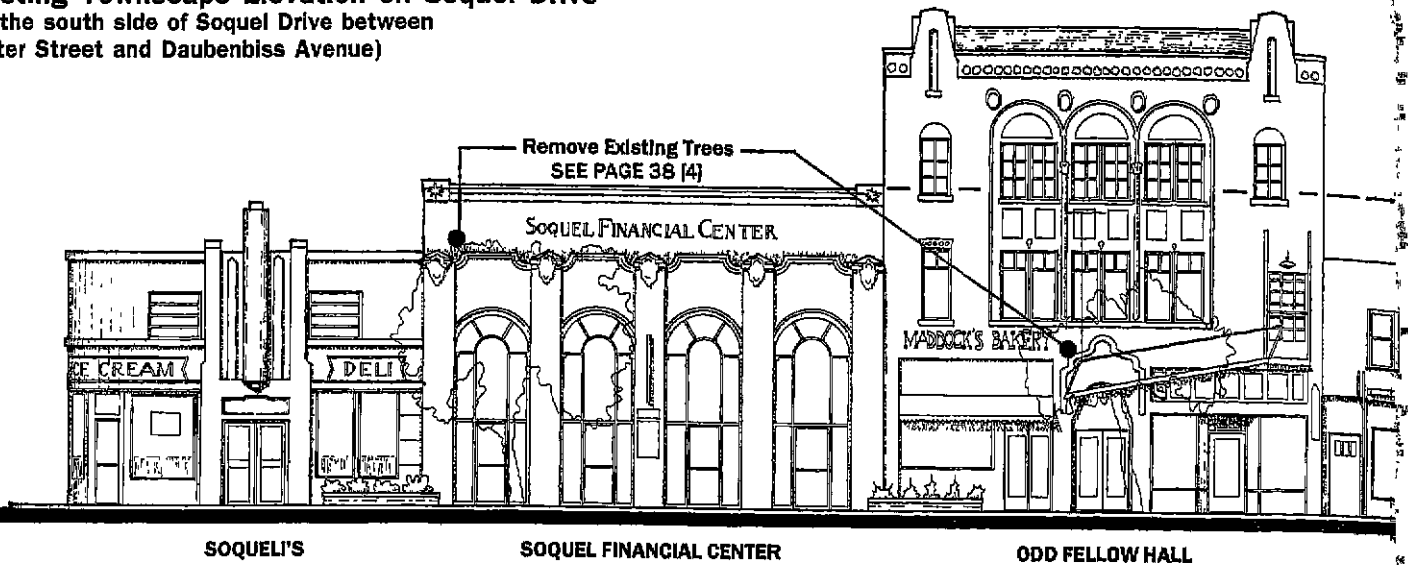
Soquel/Old San Jose Road (North of Soquel Drive)

Design Guidelines:

- (1) Where feasible, commercial buildings should be built to the front setback line with parking behind buildings or screened by landscape elements.
- (2) Combined-cooperative parking and shared driveways should be required, where feasible.
- (3) Pedestrian access should be developed which links the front of buildings with the public sidewalk; a continuous sidewalk system which links the Village with Soquel High School and the residential community to the north should be developed.
- (4) Buildings on the east side of Porter Street should provide pedestrian entryways from Porter Street as well as from the proposed Soquel Creek Linear Park and the pedestrian circulation between buildings should be encouraged.
- (5) There shall be a two story height limit
- (6) Adaptive re-use of historic, industrial buildings for retail/office uses should be encouraged; mixed use structures with residential uses on second floors should be encouraged.



Existing Townscape Elevation on Soquel Drive
(at the south side of Soquel Drive between
Porter Street and Daubenbiss Avenue)



TOWNSCAPE GUIDELINES

■ See the Original Soquel Village Sub-Division Map on page 82 and the Soquel Historic Evolution Map on page 83

The south side of Soquel Drive between Porter Street and Daubenbiss Avenue contains the most important streetscape in Soquel Village because of the architectural and historic significance of the buildings which comprise the west portion of this block. Soquel's (built in 1936), The Soquel Financial Center (circa 1928), and Odd Fellows Hall (circa 1925) combine to create an interesting and diverse combination of "moderne" and "Spanish colonial revival" architecture. Soquel's is the location of the first store in Soquel Village. While there are other important historic structures in the village area, this block is the only historic streetscape.

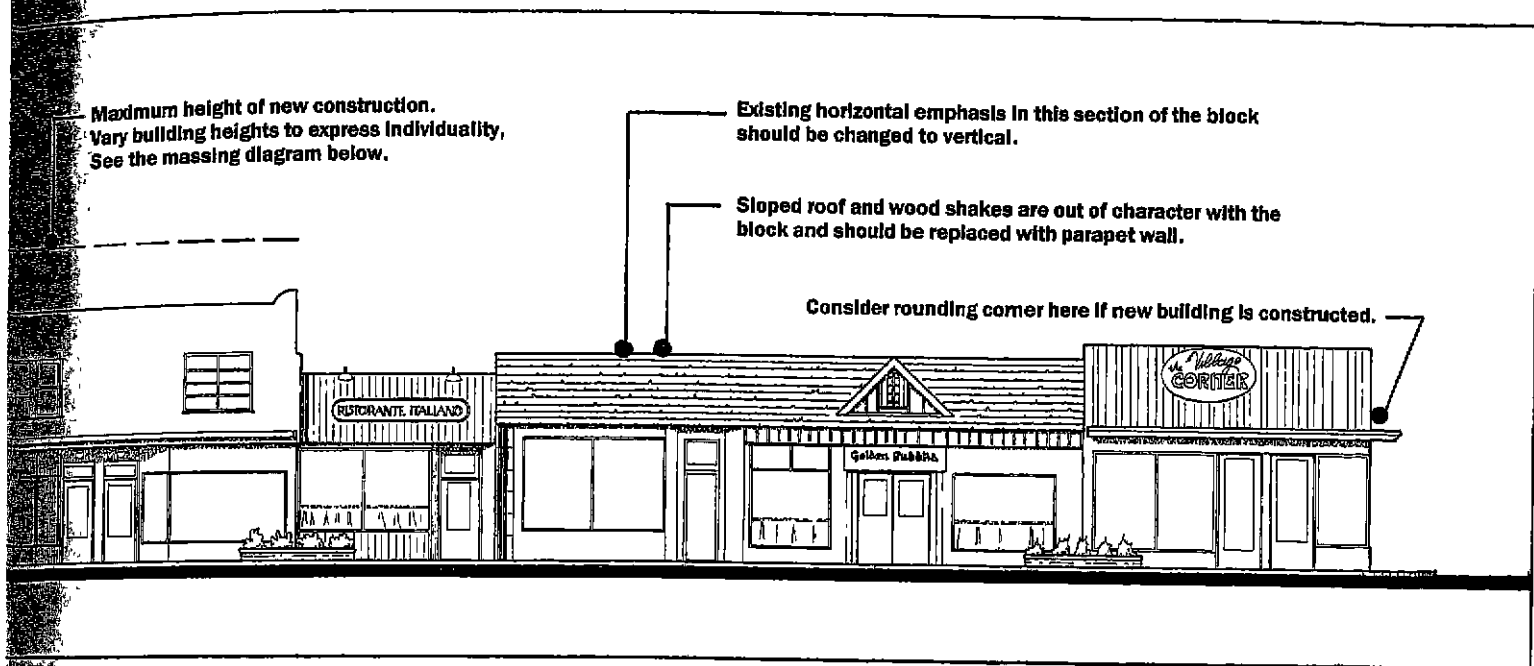
The intent of this Plan is to preserve and enhance the existing historic townscape facades while providing design guidelines for private re-investment on the rest of the block. The existing buildings located between the Odd Fellows Building and Daubenbiss Avenue have no historic importance and could when remodeled extend the architectural rhythm and character of the historic streetscape.

Because the existing historic structures have a more urban quality and are two or three stories in height, remodeling on the west side of the block could be developed to two stories and still remain in scale with the historic structures on the eastern section of the block. Future building heights, however, will be determined by available long term parking, and at this time, it appears unlikely that enough on-site parking could be provided to ensure the development of two story structures in this location

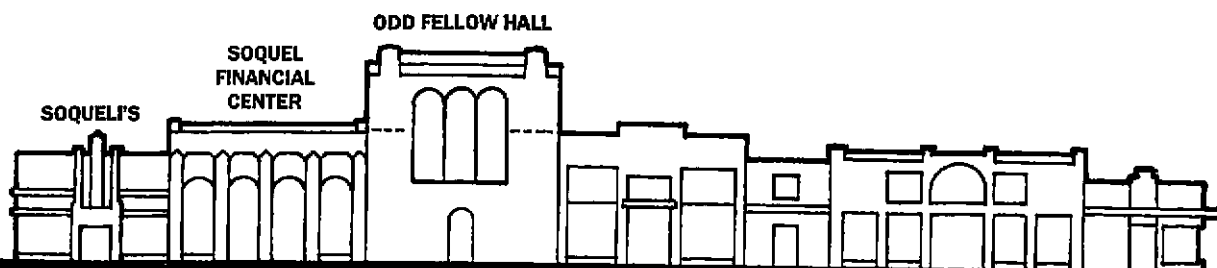
Townscape Design Guidelines

- (1) The historic facades of the Soquel's Building, Soquel Financial Center, and Odd Fellows Hall should be preserved.
- (2) Future development of the western portion of this block should be developed to complement the massing, rhythms, and facade treatment of the historic townscape (see the Massing Diagram on this page), including:
 - (a) Materials utilized for facade construction or remodeling should be either stucco or masonry, with wood utilized for minor facade treatment only.
 - (b) Roofs shall be flat with parapet or "false front" front elevations with all roof mounted equipment screened from view.
 - (c) The height of remodeled front parapet walls shall be varied to create a more diverse and interesting townscape facade treatment.
 - (d) Wherever feasible, facade treatment for each storefront should be symmetrical. Two story development can be accommodated if parking is provided.
- (3) If the western portion of the block is developed to two stories in height, individual property/business owners should be encouraged to coordinate elevator access to the second floor in order to facilitate handicapped accessibility to the second floor.

Guidelines continued on page 38:



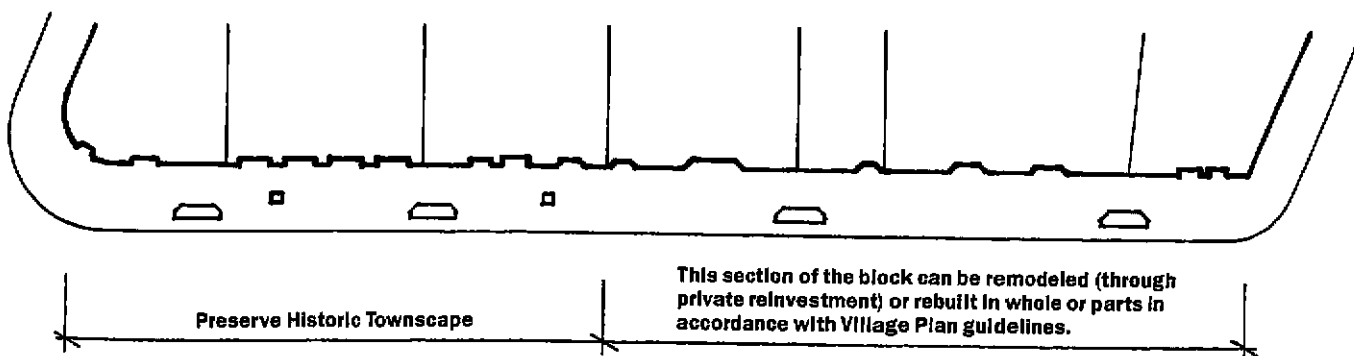
Building Massing Analysis



MASSING DIAGRAM

Historic character of this section of block to be preserved.

Appropriate building massing and proportions should enhance and reinforce the historic building facades.



PLAN OF BLOCK

showing existing entries, proposed planters and widened sidewalks.



- (4) Due to the narrow sidewalk configuration, northern exposure and the potential for visually screening important historic architectural elements of the existing building facades, existing street trees should be removed and replaced with landscaped planters as illustrated on the plan on this page. Soquel Drive street tree planting should focus on the northern side of the street which receives continuous solar exposure.

Design Guidelines for New Construction and Remodeling:

- (1) **Entries:** The primary entries to new buildings should be oriented toward the street and pedestrian access from sidewalks. Commercial storefront entries should be recessed and solid or residential doors should be avoided.
- (2) **Parking:** Major parking areas should be located behind buildings, with parking and circulation beside buildings as a second choice. Parking areas between the sidewalk and the front of buildings should be avoided.
- (3) **Height:** The maximum building height is two stories unless noted otherwise in a specific plan area.
- (4) **Form and Scale:** Buildings which have more than 40 linear feet of sidewalk frontage should provide a rhythmic division of its facade and massing.
- (5) **Roofs:** Residential roof forms and materials (gables, hips, sheds, and wood shakes and shingles) should be avoided for commercial buildings.
- (6) **Sidewalk Coverings:** Commercial buildings should provide a covering over the sidewalk at the main pedestrian entry for both sun and rain protection. Buildings whose entries face north should have coverings which do not project out more than three feet. Awnings should not be the dominant facade feature of buildings.
- (7) **Additions:** Additions to existing buildings should preserve existing historic features, preserve the character of the existing building, and not make a visual distinction between the new and the old.

Design Guidelines for Street Furnishings

Providing street furnishings makes the street a more attractive place for pedestrians and encourages them to come to the downtown area. The selection of furnishings should be made at the time a project is implemented to avoid a monotonous and uniform image, and should include input from both the community and business persons effected.

There are three principles to follow in selecting street furniture:

- (1) Choose materials that are sympathetic to the surrounding buildings. Pay attention to color, scale, and texture. Most of the elements should blend with the street scene. Express the natural characteristics of the material whenever possible.
- (2) Coordinate street furniture so that individual items appear as members of a family. For example, select wooden benches to be combined with planters that are made of wood. Use standard dimensions or modules to simplify construction and to give visual unity to the elements.
- (3) Place the furnishings where they are most needed. Choose locations on the sidewalk that will not obstruct pedestrian movement. Notice if each location is in the sun or the shade and provide protection from the winds.

Bicycle Racks:

Bicycle racks for new buildings are required by County Code. These should be located near building entries whenever possible. In addition, bicycle racks should be provided as a part of public improvements to pedestrian areas within the community commercial area and at all public buildings and parking lots. Racks should be easy to use and have the capacity to accept a wide variety of different lock types without damage to the bike.

Lighting:

The quality of street lighting is extremely important in establishing a sense of pedestrian scale. Lighting must not only provide sufficient light intensity for motorists on the street but also create an attractive visual environment for pedestrians. Keep in mind the color, location, and intensity of light along the street. Shorter poles that are spaced close together provide a level of light intensity equal to that of tall, high-intensity lamps that are spaced farther apart. Smaller scale lights indicate to drivers that they are entering a different type of street environment. They can also use incandescent lamps which provide a much better color rendition of both flesh tones and window merchandise.

Merchants should be encouraged to install timers on window display lighting to provide ambient lighting for pedestrians and to enliven the commercial area.

Lighting Design Recommendations:

The issue of street lighting for Soquel Village needs to be assessed in terms of the village plan's goals to maintain pedestrian and village scale, while providing adequate lighting for Soquel Drive and Porter Street. Several general recommendations for street lighting are required, therefore:

- (1) Pedestrian-scale night lighting is most effectively provided by storefront and window display lighting which also helps promote browsing and shopping. It is recommended that the newly formed Parking District and the Soquel Chamber of Commerce, coordinates storefront night lighting and displays with promotional events and activities.
- (2) The current street lighting on Porter Street focuses on individual businesses providing pedestrian scaled sidewalk lighting that is unique to each business or development. This approach helps to maintain the village scale and provides adequate pedestrian lighting. Storefront lighting cannot provide night lighting on Porter Street because most businesses are set back too far from the sidewalk.
- (3) Street lighting for both Soquel Drive and Porter Street which serves the lighting requirements for automobile traffic and safety is a separate issue from pedestrian scale lighting. Soquel Village's wide streets and the stucco/masonry architecture which dominates Soquel Drive, requires a sturdy lighting fixture which can balance the existing architecture. In this sense, the wood highway lighting utilized in the Felton Town Plan and in Capitola Village would be inappropriate. Therefore, it is recommended that street lighting in Soquel on both Porter Street and Soquel Drive be either:
 - (a) concrete light poles with metal cobra head lights, or
 - (b) the existing cobra head metal poles painted a deep forest green, such as the street lighting in the San Francisco Presidio or Golden Gate Park. Painting the existing street lighting would be a one-time expense with repainting required every 7-10 years. Initial painting could be funded by the County's capital improvement program, with maintenance painting by the Parking District.

Seating:

Downtown seating areas help create an inviting ambience for pedestrian use. Benches should be placed in areas such as small niches or out of the way spaces that adjoin pedestrian routes. Where space is available, cluster furniture, including benches, waste receptacles, and planters. Benches with backs are preferable. Be sure that they drain well and don't collect water; seats made of wood slats are recommended. Benches should also be compatible with other street furniture.

Street Trees:

Street trees are essential for color, texture, and shade. They also help to replenish the oxygen supply. Deciduous trees register the change in seasons and provide variation in leaf color from spring to fall. When spaced evenly along the edge of the sidewalk, street trees establish a visual rhythm that creates a sense of continuity.

Street tree planting programs are a substantial investment, but once established, are a major townscape asset. However, polluted air, poor drainage, and inadequate space and air for root development all combine to make the life of the street tree more difficult. Therefore it is of primary importance to exercise care in planting trees and to establish a permanent maintenance program.

General Tree Guidelines:

- (1) Select two or more species of trees and alternate their planting along the street. If disease strikes one species, only half of the trees will be damaged and there will not be a total loss of vegetation. In addition, species can be selected so that one will bloom in the spring while the other displays colorful fall foliage.
- (2) Tree roots need exposure to air and moisture. As a general rule, the space underneath a tree should be open as far as the spread of the branches overhead. Such large openings may be impossible for street trees, but the rule argues for the selection of species with columnar forms, and for pulling the paving areas as far away from the trees as possible. Use porous paving materials or grates underneath trees.

Street trees are the first stage of a planting program; shrubbery and flowers may also be used in planters along the street. They provide a second scale of foliage and as an opportunity for greater variety in color and texture. Flowers in planters may be changed throughout the year, maximizing the color on the street.

Planters should be compatible with the other street furnishings. For convenient maintenance, they should be designed in two pieces; an outer shell, coordinated with the color and materials of other street furniture, and an inner pan to hold the plants and soil. When possible, use planters to frame a bench. This gives a sense of enclosure and helps define the area as a place for sitting.

No planting should be installed without a program for maintaining them. Nothing looks worse on the street than a string of barren planters or beds of wilted flowers.

Text continued on page 40.

Waste Receptacles:

Distribute waste receptacles generously at uniform intervals along the street. Put additional containers at places where people linger, such as seating areas and bus stops. Waste containers should be designed in two parts with an outer shell made of materials that match the other street furniture, and an inner liner to contain the refuse and provide for ease of servicing.

Water Fountains:

Water fountains welcome visitors and encourage walking through the village. Place fountains at points of high use, in plazas and along walkways in the river park.

Crosswalk Pavers:

Pavers used at crosswalk areas must: (1) be flush with the adjacent paving; (2) have a minimum skid number of 0.45; (3) be contained within a cast concrete perimeter to prevent loosening; and (4) have small, tight joints to accommodate wheelchairs and strollers (stamped textured concrete is not acceptable).

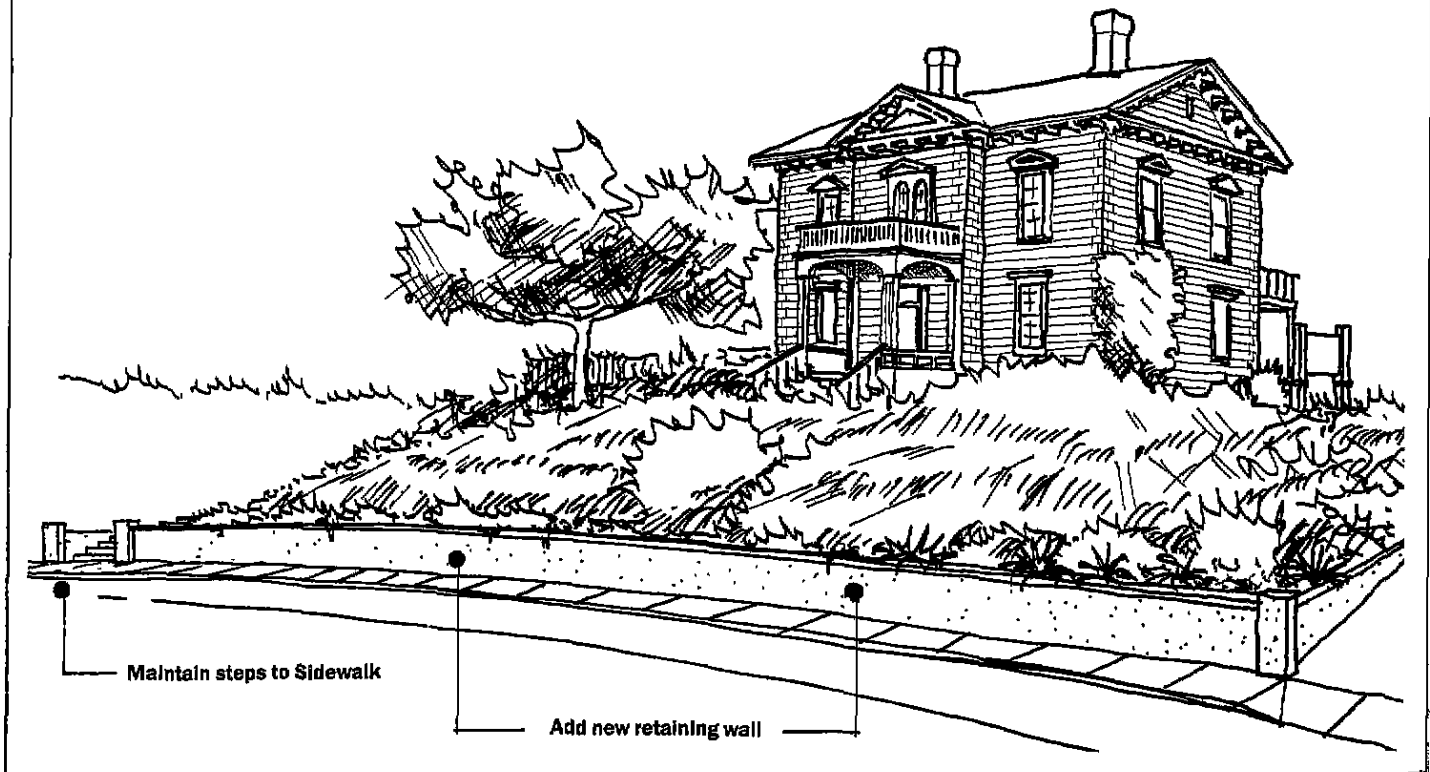
Accessibility:

All facilities and street improvements installed in the village should meet all State standards for accessibility by the disabled. Whenever possible, the elements required to meet these standards should be integrated into the total design (i.e., "stramps" instead of separate stairs and ramps). Careful consideration of these issues will make the village environment more desirable for all its users including the elderly, infants in strollers, and delivery persons, as well as the handicapped.

Daubenbiss House

- (1) This parcel should remain zoned RM-3, allowing multi-family use, or professional offices with a conditional use permit.
- (2) Public Works, the Redevelopment Agency and Planning Department shall work with property owners to develop an easement for the construction of a retaining wall and sidewalk to facilitate pedestrian circulation on Soquel Drive linking the Robertson Street area with Daubenbiss.

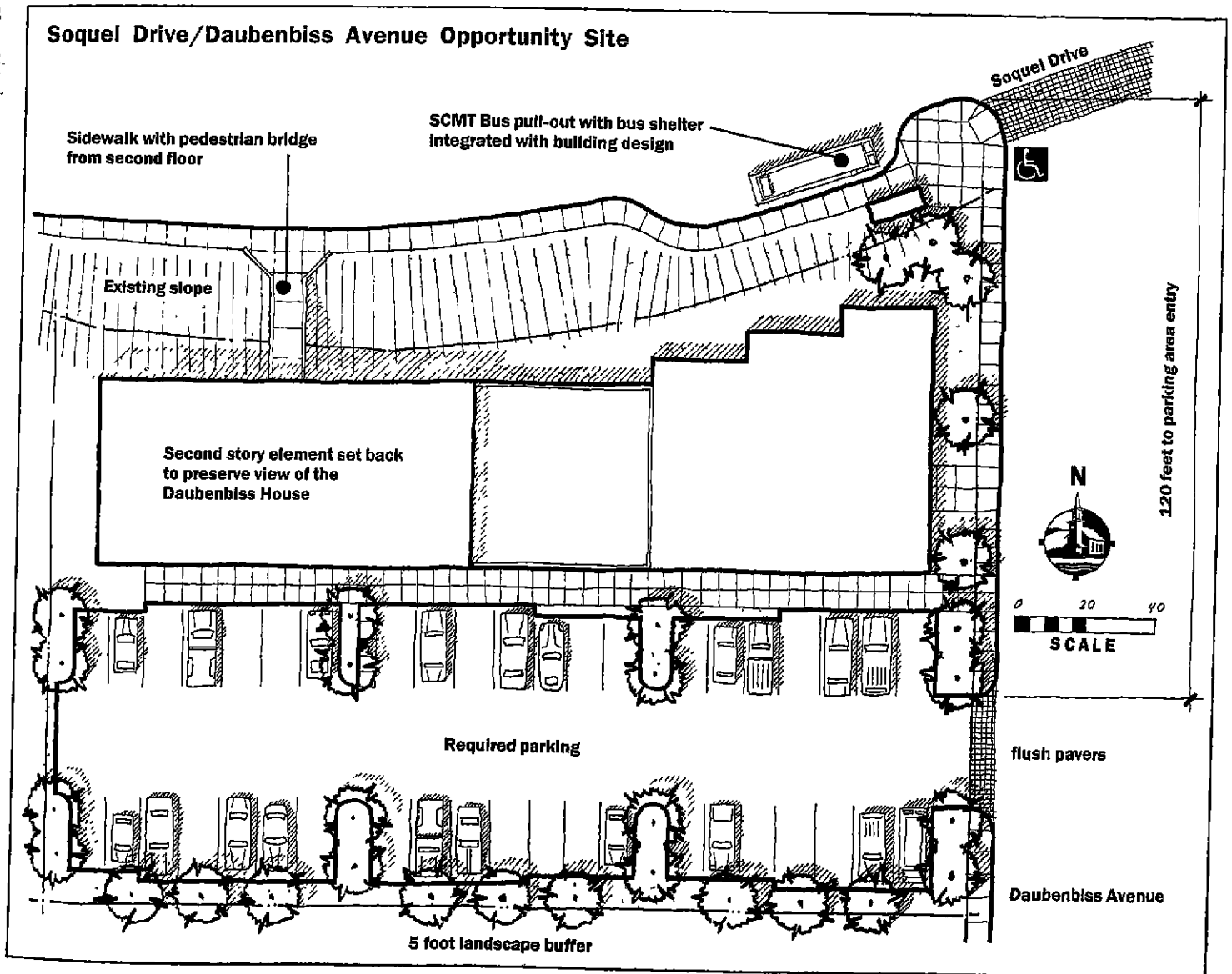
Historic Daubenbiss House



Soquel Drive/ Daubenbiss Avenue Site

This location provides a unique opportunity to link the historic Daubenbiss House to the west with the historic retail/townscape to the east. The following design guidelines should be utilized in developing and reviewing new construction at this location:

- (1) Install sidewalks and a SCMTD bus pullout and bus shelter integrated with the design and site planning of the proposed building.
- (2) Provide an entry from Soquel Drive to the second level of the building.
- (3) Parking should be to the rear or south portion of the site or under the building and screened from Soquel Drive.
- (4) If feasible, ground level access and pedestrian entry should be accommodated on Daubenbiss Avenue.
- (5) Building height shall not block views of the Daubenbiss House and there shall be a two story maximum height.
- (6) There shall be a 15 foot minimum setback from Soquel Drive.
- (7) Rooftop decks with views to Soquel Drive, Daubenbiss Avenue and the proposed Soquel Creek Linear Park should be encouraged.
- (8) Driveway arrow should be at least 120' distance from Soquel Drive



VILLAGE ENTRYWAY DESIGN GUIDELINES

Soquel Drive West Entryway

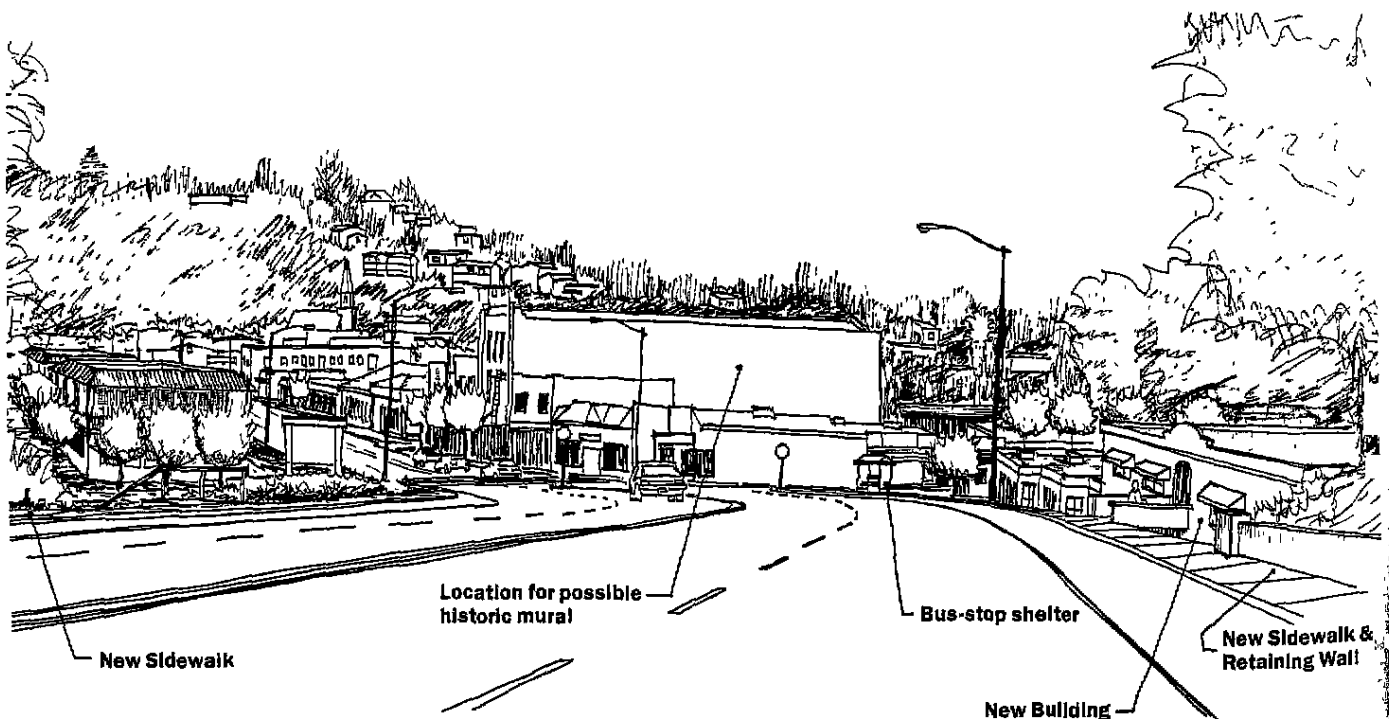
Design Guidelines:

- (1) New construction, utilities, roof top mechanical equipment and/or signage shall not block views of the Congregational church or the hillsides.
- (2) Mechanical equipment on rooftops shall be screened from view by architectural elements which complement the scale and design of existing historic structures.
- (3) Pedestrian circulation linkages from Robertson and from the southern tip of the O'Neill Ranch should be emphasized.



Existing Soquel Drive West Entry

Soquel Drive West Entryway Sketch

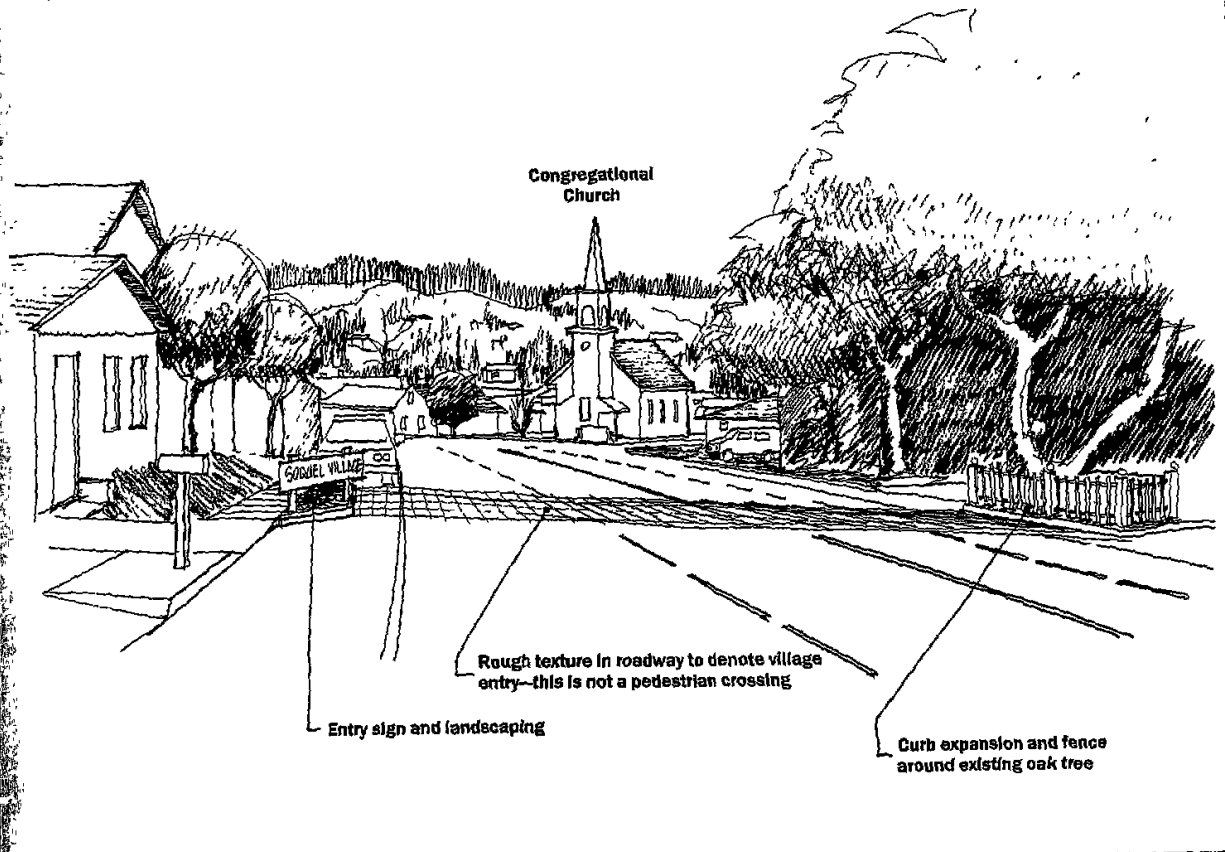


Soquel Drive East Entryway

Design Guidelines:

- (1) Preserve the heritage Oak Tree on the north side of Soquel Drive (see illustration below) and install a white picket fence around the base of the tree. The picket fence shall be designed to conform to the historic architectural character of the Congregational church.
- (2) An entryway linking the heritage oak tree to the south side of the street shall be constructed of integral pavers to alert motorists to slow down and announce the entry to Soquel Village
- (3) No buildings, additions, utility poles, street lamps or other structures shall be located so that the views of, or scale of the Congregational church is diminished in any way.
- (4) New buildings in the immediate vicinity of the Congregational church should complement the historic character of the church by utilizing compatible materials and should be at a scale similar to that of the church.

Soquel Drive East Entryway Sketch



HISTORIC PRESERVATION

INTRODUCTION

■ See the Original Soquel Village Sub-Division Map on page 82 and the Soquel Historic Evolution Map on page 83.

In order to integrate the historic character of Soquel Village into the revitalization of Soquel, an analysis of the evolution of building patterns in the Soquel area was developed.

A comparison of the current land use patterns, street system, and parcelization in Soquel Village as compared to the 1888 map of the Town of Soquel prepared by Wright, Bennet, and Healy indicates that in general, Soquel Village has retained the original village form which has attracted people to this mid-county location over the past 150 years. Significant changes from the 1888 map to current conditions include:

- (1) Bridges which crossed Soquel Creek at Bridge Street and Walnut Street have been removed.
- (2) Main Street has been realigned to connect with Porter Street south of Soquel/Wharf Road.
- (3) Daubenbiss Avenue was added as a north-south connection from Soquel Drive to Walnut Street after 1888.
- (4) Porter Street has since been extended straight northward, rather than via Paper Mill road as illustrated on the 1888 map.
- (5) Porter Street has since been extended due south to Bay Street in Capitola; historically, Soquel/Wharf Road was the access road from Soquel to Capitola. Original street locations as illustrated on the **Original Subdivision Map of Soquel (1888)** on page 82, indicates that the focus of development in Soquel Village was essentially located on either side of Soquel Creek and linked with bridges at a minimum of three locations. The village commercial core has always been at the intersection of Soquel Drive and Porter Street, and the Main Street area both north and south of Soquel Drive has historically been the focus of residential development. Prior to the early 1890s, these two locations were linked by three known east-west bridges; the Soquel Drive bridge and bridges at Walnut Street and Bridge Street.

Soquel Village Plan objectives are to preserve and protect the historical commercial and residential areas and to re-establish the connections between them.

HISTORIC PRESERVATION OBJECTIVES:

- (1) Preserve and enhance the historic townscape on the south side of Soquel Drive, west of Porter Street, and including the Soquel's building, Soquel Financial Center building, and Odd Fellows Hall building (see the Townscape Elevation on pages 36-37).

- (2) Preserve and enhance the existing historic residential community in the Main Street area and develop pedestrian amenities which link the Soquel Elementary School area with the proposed North Main Street School, thereby creating a pedestrian loop system from the proposed Walnut Street bridge to the Bridge Street pedestrian bridge.
- (3) Preserve and enhance the views and scale of key historic structures which frame entry points to Soquel Village, including the Daubenbiss House (see the illustration on page 40), Soquel Congregational Church (see the illustration on page 43), and Soquel Elementary School.
- (4) Re-establish the pedestrian connections between the Soquel Village commercial core and the historic residential area east of Soquel Creek by: providing wider sidewalks on Soquel Drive and pedestrian amenities such as seating areas and landscaping; providing continuous bicycle lanes on Soquel Drive, and developing properties adjacent to the Soquel Congregational Church to reflect the scale and character of the church and adjacent historic residential fabric; providing pedestrian bridges as illustrated on page 9 at Bridge Street and Walnut Street; re-establishing Soquel Creek as a focal point in Soquel Village and as a natural link between the commercial and residential areas of the Village.

GUIDELINES FOR HISTORIC COMMERCIAL STRUCTURES:

- (1) Historic commercial structures should retain their unique character; any additions or remodeling should reflect the existing architectural character of the structure.
- (2) New uses on the second floor of existing historic structures which take advantage of views to the Soquel Creek and foothills should be encouraged.
- (3) Additions to the Soquel's Building should carefully maintain the "deco" curve in the building which negotiates the Porter Street/Soquel Drive intersection and creates the "soft" turn of the corner which contributes to the softening and pedestrian scale of this intersection location. Two alternatives for second floor additions to the Soquel's Building are illustrated on page 45.
- (4) Additions and/or alterations to existing structures should utilize similar materials, forms, and details and should maintain the character of the existing structure.

- (5) Adaptive re-use of existing historic structures should be encouraged; the addition of "rear" doors providing direct access to surface parking lots should be encouraged and integrated into the historic design of the building.

- (6) Facade modifications to the Soqueli's/Soquel Financial Center block, including adjacent buildings without historic value, should reflect the scale, rhythm, and materials of the existing historic structures; see the Townscape illustrations on pages 36-37.

GUIDELINES FOR HISTORIC RESIDENTIAL AREAS:

- (1) The historic character of the "Main Street" historic area should be enhanced and maintained.
- (2) The 1989 state certified Local Government Historic Grant should include a historic analysis and survey of the Main Street historic residential area for conformance to local, state or national historic status. Local residents should participate in this process and make recommendations to the County

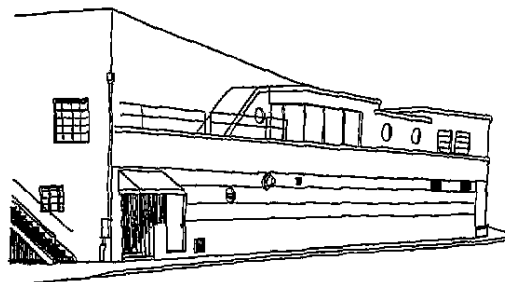
Historic Resources Commission and Board of Supervisors outlining the benefits of a Historic District, Conservation Area, or Village Preservation Area focused on preserving the character of the historic residential community and defining the boundaries of the preservation area.

- (3) The portion of Soquel Drive entering the Village from the east and adjacent to the Main Street residential area should reflect the character and scale of the Main Street residential area and the Soquel Congregational Church
- (4) Landscaped entry chokers should be installed on Main Street to slow down traffic, identify the entries to the historic residential area and provide a separation between commercial and residential uses.
- (5) Development in the residential historic area should be limited to structures one or two stories in height to reflect the character and scale of the existing Victorian and Bungalow styles in the area. Structures should be designed so that the massing of buildings and roof gables appear as individual units.

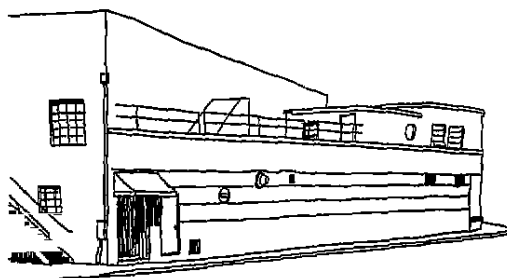
■ See the Soquel Village Plan Implementation Chart on page 48.

Soqueli's Building

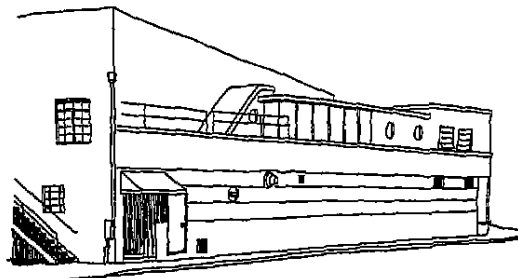
Alternative addition sketches for the second floor of the Soqueli's Building should maintain the "soft," art deco curve and focus views on Soquel Creek. See "Guidelines for Historic Commercial Structure" (3) on page 44.



Option A



Existing



Option B

SOQUEL VILLAGE IMPLEMENTATION PROGRAM

The following projects are proposed to implement the **Soquel Village Plan**. Over time, other necessary projects may also be identified to further the goals of the **Soquel Village Plan**. The timing of the projects on this list is dependent on funding, logical sequence of work, and the opportunities for coordination with private development and public improvements. Pedestrian safety improvements must have the highest priority, but other circulation and business improvements will take place as determined by the Board of Supervisors with input from the community.

- Develop public, shared parking facilities consistent with streetscape and design guidelines developed in this plan.
- Establish a parking district, area, or other organization to provide maintenance and operation of public parking facilities
- Begin negotiations with property owners to develop each quadrant with shared parking, access, courtyards, and walkways connecting to the river park as described in the plan
- Develop a business relocation program to provide incentives to businesses and property owners to relocate outside of the flood plain.

■ See the Soquel Village Plan Implementation Chart on page 48.

PHASE ONE

General:

- Develop a detailed street landscape, lighting, and signage plan for Soquel Drive, Porter Street, and Soquel-San Jose Road.
- Prepare a River Park Master Plan to implement the Flood Plain Management Alternatives recommendations.
- Adopt design guidelines and commercial development standards for permit application review.
- Develop architectural guidelines utilizing existing architectural features to preserve and enhance the historic and village character of downtown Soquel.
- Investigate the feasibility of a historic district program for the Main Street area including property owner incentives, lighting, and signage standards, and the feasibility of a local or state conservation district.

Business Improvements:

- Establish a business improvement organization to promote Soquel Village as a core commercial area.
- Develop a residential relocation plan and negotiate for purchase of the mobile home parks, with the southeast quadrant as a priority.

Circulation

Pedestrian:

- Complete crosswalk striping and supergraphics at pedestrian intersections.
- Design and construct pedestrian bridges at Walnut and Bridge Streets.
- Acquire easements for, and construct portions of pathways and a linear park along Soquel Creek from Soquel Elementary School to Bargetto's Winery.
- Begin purchase and removal of minor structures on the west side of Soquel Creek for the eventual development of the river pathways.

Porter Street:

- Complete preliminary engineering.
- Widen Porter Street to three travel lanes with on-street parking on one side of the street, sidewalks, curbs, gutters, re-contour street and drainage.
- Create pedestrian improvements including curb, gutter, sidewalk and street trees, benches, planters, and integral pavers at connection to river park.
- Develop a transition between the Highway 1 interchange and the village which incorporates village entry signage

Soquel-San Jose Road:

- Complete preliminary engineering
- Widen Soquel-San Jose Road to three lanes and construct drainage and circulation improvements.

- Construct pedestrian improvements including sidewalk on the west side of the street and integral pavers at Paper Mill Road and O'Neill Court
- Design and construct northern entryway.

Soquel Drive:

- Prepare a streetscape plan for Soquel Drive in the commercial core.
- Complete the sidewalks between Main Street and Center Street
- Design and construct a replacement for the Soquel Drive bridge over Soquel Creek.
- Design and construct the east and west entryways on Soquel Drive incorporating the Heritage Oak into the east entryway design.
- Construct Soquel Drive commercial core improvements including widened sidewalks, bicycle lanes, relocation of the bus stop, removal of on-street parking, street trees, planters, and benches.
- Install integral pavers at key pedestrian locations such as the Soquel/Porter, Daubenbiss, Main Street, and east entry intersections

Robertson Street:

- Complete pedestrian improvements at Robertson Street/Soquel Drive.
- Construct sidewalks and a retaining wall from Robertson to Daubenbiss
- Signalize the Robertson Street/Soquel Drive intersection.

Soquel/Porter Intersection:

- Construct intersection improvements and restripe lanes to result in proper left turn movements, pedestrian safety, and preservation of historic buildings.
- Construct handicap access at the northeast curb of the Soquel Drive/Porter Street intersection.
- Modify the signal phasing for the Soquel Drive/Porter Street intersection to improve pedestrian safety and reduce pedestrian waiting.
- Install integral pavers.

Main Street:

- Signalize the Main Street/Soquel Drive intersection.

- Install landscaped chokers at the entry to the Main Street historic district.
- Install integral pavers at the Soquel Drive intersection.
- Provide signs or other improvements recommended by the historic district program.

PHASE TWO

- Continue development of the River Park, extend pedestrian pathways and bikepaths to the northwest quadrant.
- Develop a plaza and village commons with landscaping and pedestrian linkages to the creek and across Porter Street.
- Encourage the conversion of existing industrial uses into commercial uses that connect to the river park with courtyards and walkways.
- Begin developing the river park and shared parking areas when the residents of the mobile home parks are relocated.
- Establish the visual and pedestrian axis that will eventually link through to the Soquel Drive/Porter Street intersection.
- Complete pedestrian pathways between the village, the O'Neill Ranch, and Soquel High School.

■ See the River Park Concept Sketches on pages 22-25

PHASE THREE

- Develop additional public facilities at the river park such as restrooms, play areas, and an amphitheater.
- Expand the Porter Memorial Library.
- Develop a public plaza at the Soquel Drive/Porter Street intersection.
- Link the river park across Soquel Drive with a surface pedestrian crossing and a new pathway under the bridge.
- Continue to develop shared access, parking, and walkways between businesses.
- Develop a public courtyard and parking in the southwest quadrant.

SOQUEL VILLAGE PLAN IMPLEMENTATION CHART

The Soquel Village Plan has five major Planning objectives. They are: flood management; establishing a pedestrian-oriented environment; improving design review of private development projects, land use compatibility; and economic development.

The planning objectives, and the implementation measures related to them, are described in this chart.

PLAN OBJECTIVE: Flood Management pages 18-25

Implementation Measure	Lead Responsibility
1. Transfer commercial uses at the southeast quadrant to the northwest quadrant; establish a transferable development credits (TDC) system and utilize FEMA property acquisition program funds.	Planning Dept. Redevelopment Dept.
2. Replacement of Soquel Drive Bridge with flood- accommodating bridge.	Public Works Dept.
3. Re-analysis of Soquel Creek hydrological system.	Planning Dept. (Flood Control & Water Conservation District)
4. Relocation of habitable uses from the floodway/flood plain.	Redevelopment Dept.

PLAN OBJECTIVE: Establishing a Pedestrian-Oriented Environment pages 27-31

1. Soquel Drive redesign.	Redevelopment Dept.
2. Traffic improvements.	Redevelopment Dept.
3. Reorient commercial uses and pedestrian activities toward Soquel Creek.	Redevelopment Dept.
4. Create a linear pathway/open space along Soquel Creek.	Redevelopment Dept.
5. Direct views of second story commercial activities toward Soquel Creek.	Planning Dept.
6. Install pedestrian bridges at Bridge Street and Walnut Avenue Soquel Creek crossings.	Redevelopment Dept.

PLAN OBJECTIVE: Design Guidelines for Village pages 36-45

1. Establishment of Architectural and Site Design Guidelines	Planning Dept.
2. Establishment of Historic Residential District	Planning Dept.

PLAN OBJECTIVE: Land Use Compatibility pages 49-53

1. Rezoning and General Plan Amendments recommended in the Plan.	Planning Dept.
2. Zoning Ordinance text amendment to allow relocation of mobile home residents to similar, affordable housing.	Planning Dept.
3. Zoning Ordinance text amendment to allow flexible flood plain regulation.	Planning Dept.

PLAN OBJECTIVE: Economic Development pages 76-81

1. Main Street coordinator to assist in plan implementation and creative financing.	Redevelopment Dept.
2. Public parking lot construction/management.	Redevelopment Dept.

SOQUEL VILLAGE PLAN IMPLEMENTATION CHART

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3. Re-analysis of Soquel Creek hydrological system.	Planning Dept. (Flood Control & Water Conservation District)
4. Relocation of habitable uses from the floodway/flood plain.	Redevelopment Dept.

PLAN OBJECTIVE: Establishing a Pedestrian-Oriented Environment pages 27-31

1. Soquel Drive redesign.	Redevelopment Dept.
2. Traffic improvements.	Redevelopment Dept.
3. Reorient commercial uses and pedestrian activities toward Soquel Creek.	Redevelopment Dept.
4. Create a linear pathway/open space along Soquel Creek.	Redevelopment Dept.
5. Direct views of second story commercial activities toward Soquel Creek.	Planning Dept.
6. Install pedestrian bridges at Bridge Street and Walnut Avenue Soquel Creek crossings.	Redevelopment Dept.

PLAN OBJECTIVE: Design Guidelines for Village pages 36-45

1. Establishment of Architectural and Site Design Guidelines	Planning Dept.
2. Establishment of Historic Residential District	Planning Dept.

PLAN OBJECTIVE: Land Use Compatibility pages 49-53

1. Rezoning and General Plan Amendments recommended in the Plan.	Planning Dept.
2. Zoning Ordinance text amendment to allow relocation of mobile home residents to similar, affordable housing.	Planning Dept.
3. Zoning Ordinance text amendment to allow flexible flood plain regulation.	Planning Dept.

PLAN OBJECTIVE: Economic Development pages 76-81

1. Main Street coordinator to assist in plan implementation and creative financing.	Redevelopment Dept.
2. Public parking lot construction/management.	Redevelopment Dept.



SOQUEL VILLAGE GENERAL PLAN AND ZONING AMENDMENTS

INTRODUCTION

When a village is as developed as Soquel's and zoning or general plan designations do not directly correspond with existing land use, this condition is generally intended to act as an incentive device used by local government to gradually change land use in certain areas to other uses deemed more appropriate as determined by community social or economic goals and objectives.

Through the community workshop process and by reviewing land use conditions in the village area, the recommended land use classification changes listed below have been adopted as part of this plan. In general, the changes are intended to recognize the predominant land use in an area and to reinforce their existence and enhancement. For example, where a popular restaurant is located but the General Plan illustrates a residential land use classification (Area 4), it is recommended that the General Plan be amended to show a "community commercial" land use classification.

The following areas received General Plan and/or Zoning Amendments as part of the implementation program of the Soquel Village Plan. Each area identified for a change in land use classification is illustrated on the map on page 52. All flood-prone properties (within 100 year flood plain) have been rezoned with the GH, geologic hazards, combining district.

AREA 1: Paper Mill Subdivision

This is the area of the Paper Mill subdivision on Soquel/Old San Jose Road, across from Soquel High, where lot sizes range from 5,000 s.f. to 6,000 s.f. The current zoning designation is RM-4, a multi-family zoning district. It is recommended that the zoning be changed to be more consistent with the existing, predominant land use in this area.

AREA 2: Lands Adjacent to O'Neill Ranch

This area is designated medium density residential as the planned land use. The area is directly across from Robertson Street on Soquel Drive where a trailer park exists. Multi-family uses and single family use are also situated in this area. Due to the high volume of traffic and related noise problems, the area could be considered for service commercial or professional office use. However, given the current land use mix and County policy to retain affordable housing opportunities wherever feasible, no land use classification change is recommended. There also appears to be sufficient lot depth and elevational difference

from Soquel Drive whereby noise attenuation design measures could be achieved for an improved residential environment. The existing RM-3 "frontage" zoning should include the entire parcels covered by this district. This zoning also acts to limit and define the village as a separate commercial district from the 41st Avenue strip

AREA 3: Old Mill and Heart of Soquel Mobile Home Parks

These areas of mobile home parks are situated within the floodway of Soquel Creek where a significant flood hazard exists. Therefore, it is recommended that the existing zoning in both areas (RM-2 for Old Mill and C-2 for Heart of Soquel) be combined with the "GH," geologic hazards zoning classification to reflect the flood hazard involved. (The GH designation is primarily a notification to property owners that flooding is possible. It allows existing uses, such as mobile homes, to remain on the property.) General Plan designations are proposed to remain residential and commercial, respectively. These designations are consistent with requirements of the National Flood Insurance Program.

AREA 4: Theo's Restaurant Parcel

This is the current location of "Theo's," a well-established restaurant with a regional reputation of serving fine cuisine. The zoning for this parcel is C-2, consistent with the existing use, although the General Plan shows as "Urban Medium." It is therefore recommended that the General Plan designation be changed to "Community Commercial," consistent with the existing zoning and land use.

AREA 5: Lighthouse Christian Fellowship Vicinity

This area currently contains warehouse and office uses and the Lighthouse Christian Fellowship Church (formerly Cinema Soquel Building). It is recommended that the General Plan land use designation of Community Commercial be retained. The main rationale for retaining the Community Commercial designation was the desire to create a more attractive entrance to the commercial core area.

For consistency purposes, it is recommended that the zoning change to "C-2." Over time, as service commercial uses change to more conforming C-2 uses and with the pending design review process, many of the aesthetic problems associated with this area should be resolved.

■ See the Adopted Zoning Map on page 52.

■ See the Adopted Zoning Map on page 52.

AREA 6: Daubenbiss House Vicinity

This area is currently zoned and General Planned for medium density, multi-family development. The area fronts the south side of Soquel Drive between Robertson and Daubenbiss Avenue. Workshop participants favored a consultant-based recommendation for high density residential. However, staff and Planning Commissioners were concerned about noise impacts upon residential development directly adjacent to Soquel Drive. It is therefore recommended that the land use designation be changed to a residential/office commercial pattern (a Medium Density Residential/Office General Plan designation), indicating an area of transition to the village core area. The RM district zoning can remain as office use is permitted in this zoning district when consistent with the General Plan.

AREA 7: Daubenbiss Avenue Apartments

This site is located on the west side of Daubenbiss Avenue, across from current commercial uses. There are 22 units of apartments on this property of approximately 40,000 net square feet and it is recommended that they be made conforming to the General Plan. An amended land use designation to Urban High (currently Community Commercial) is recommended. The zoning should also be amended to RM-2. (Current zoning is RM-3.)

Any replacement housing in this area shall conform to neighborhood compatibility criteria, requiring design sensitivity to parking, building height and on-site open space issues.

It is recommended that a zoning text change be incorporated into the County Code to recognize the Soquel Village Plan in the Daubenbiss area and not require an increase in commercial setbacks from 10 feet to 20 feet when adjacent to residential property. It would be more residentially-compatible for commercial uses on the east side of Daubenbiss to incorporate on-site parking to the rear and side of buildings, rather than in front, facing residential development on the opposite side of the street. However, this approach would prove nearly impossible if an additional front setback were required because as space is taken for setbacks, and given the small lot sizes involved, parking would be accommodated within the remaining, non-buildable area, i.e., the front setback.

AREA 8: Daubenbiss Avenue Residential

This area is currently zoned R-1-6 consistent with its existing single-family residential character. The General Plan designation, however, is Community Commercial. It is recommended that this designation be changed to Urban Low, consistent with the existing zoning. Extension of retail uses into the Daubenbiss area is not recommended given the lack of current demand for additional space, the small lot areas involved, and the existing parking deficiency in the village area. Also, housing in this area is in generally good condition and helps support commercial uses in the village.

AREA 9: Area of Potential Historic District/Walnut-Main Street

This area of the village has many older homes with Victorian or bungalow styles and is being considered for designation as an Historic District. The middle section of this district has many multi-family units. It is recommended that the zoning ordinance be amended to include language requiring only detached dwellings on parcels within this RM-3 zoning district having single-family structures of historical significance. Also, under this category, new dwellings would need to be consistent with the architectural character of the neighborhood and primary residence on each property. Density would be regulated by the existing RM-3 zoning district. This would eliminate the current economic disincentive to maintain current residences and thereby would foster the preservation of this proposed historic district.

AREA 10: Lafayette/Bellevue Street Area

This area shows as Urban Medium on the General Plan while current zoning, R-1-6, is more consistent with existing land use. Therefore, a General Plan amendment to Urban Low is appropriate. As with Area 9, however, there is some mixture of duplex and apartment units in this area and therefore, with sensitive design, the area could be a good location for "second unit" construction.

AREA 11: Douglas Drive Vicinity

This area has an Urban Medium land use designation and an RM-6 zoning classification although it is primarily a well-maintained single-family residential neighborhood. It is recommended that an Urban Low designation be

placed on this area with an R-1 district corresponding to the appropriate minimum lot size in the area (5,000 s.f.).

General Plan policy 6.2.10 recognizes the northwest corner of Soquel Drive and Aguazul for special treatment as a potential residential/commercial mixed use site.

AREA 12: Main Street Anomalies

The property situated on the east side of Main Street has an R-1-6 zoning classification with a duplex use, while the property on the west side of Main Street has the converse situation of a single dwelling on an RM zoned property. The former site is located immediately adjacent to an RM-3 zoned property and it is therefore recommended that this district be extended to include the duplex property. The single dwelling site should be changed in zone to R-1-6. The RM-6 zone should then be transferred to the immediately adjacent site to the south where two dwelling units do exist on one site.

AREA 13: Paper Mill Plaza

This is the area of the Paper Mill Plaza office/retail development. All existing uses are of the community commercial category, not service commercial. It is therefore proposed that the General Plan and zoning categories be changed to "Community Commercial" and C-2, respectively, to protect existing uses.

AREA 14: Brown's Barn/ Little Tampico Building

Existing uses in this area include a restaurant, hair stylist, and dress shop, all inclusive within the C-2 zoning category, and representing uses of a community-serving market rather than small-scale neighborhood commercial uses. Therefore, a rezoning to C-2 is recommended rather than its current C-1 classification.

AREA 15: Center Street Area, North of Soquel Drive

It is proposed that existing commercial designations in this area be rezoned to residential, consistent with the General Plan and existing land use in the area. This change would also be consistent with the goals of the Soquel Village Plan which concentrates commercial uses in the village core. Given some of the multi-family use in the area, existing parcel sizes and the desire to create future redevelopment

opportunities that transition well with single-family development in the area, it is recommended that this area be rezoned to RM-4.

AREA 16: South Walnut Area

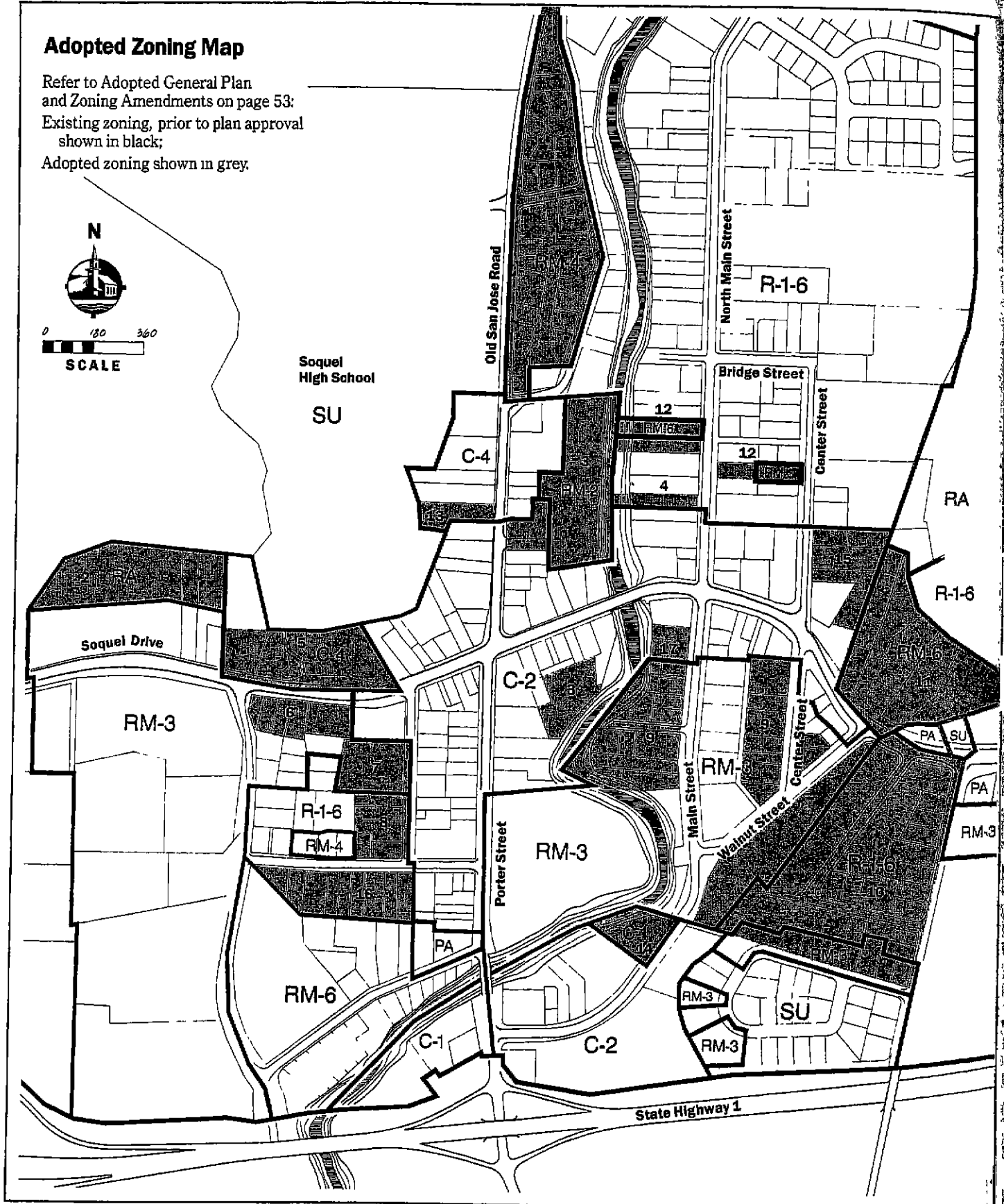
It is proposed that the General Plan designation remain "Urban Medium" to recognize some existing multi-family development on the south side of Walnut Street, and that zoning be changed, consistent with the General Plan designation. This area does have some existing multi-family use and, although on the outer boundaries of the flood plain, elevations appear acceptable for developing finished floors above the 100-year flood as required by the GH-combining district regulations. This approach to infill development is also a good method of providing additional housing opportunities close to commercial services without significantly changing neighborhood character. It is recommended that the zoning in this area be changed to RM-4. Given existing parcel sizes, the RM-4 classification will allow some redevelopment at a lower, multi-family density that should help provide single-family residential building scale.

AREA 17: Main Street/Near Soquel Drive

Two properties near Soquel Drive commercial frontage are currently zoned C-2, although they contain existing single-family dwellings, in good repair. Rezoning is recommended to reflect the existing residential uses. This type of rezoning would be consistent with the proposed land use policy for most of the village, i.e., rezoning to reflect more of the existing use than trying to encourage private redevelopment to other uses. It is therefore recommended that the area be rezoned to R-1-6 with a corresponding General Plan amendment to "Urban Low."

Refer to Adopted General Plan
and Zoning Amendments on page 53:
Existing zoning, prior to plan approval
shown in black;
Adopted zoning shown in grey.

Refer to Adopted General Plan
and Zoning Amendments on page 53:
Existing zoning, prior to plan approval
shown in black;
Adopted zoning shown in grey.



ADOPTED GENERAL PLAN AND ZONING AMENDMENTS

Map Number	Prior Zoning	New, Adopted Zoning
AREA 1	RM-4	R-1-5
2	RA	RM-3
3	C-2, RM-2	C-2/GH, RM-2/GH
5	C-4	C-2
7	RM-3	RM-2
9	RM-3	Zoning Ordinance to allow only detached dwelling units.
11	RM-6	R-1-5
12	RM-3, R-1-6	Adjust zoning district to reflect existing uses
13	C-4	C-2
14	C-1	C-2
15	C-2	RM-4
16	R-1-6	RM-4
17	C-2	R-1-6
Area within Flood Plain	See Floodplain Map on page 19.	GH Combining District

	Prior General Plan Designation	Revised, Adopted General Plan Designation
4	Urban Medium	Community Commercial
6	Urban Medium	Urban Medium/Office
7	Community Commercial	Urban High
8	Community Commercial	Urban Low
10	Urban Medium	Urban Low
11	Urban Medium	Urban Low
13	Commercial	Community Commercial
17	Commercial	Urban Low

*Explanation of Zoning District Classifications

C-1:	Neighborhood Commercial (Localized Shopping)
C-2:	Community Commercial (Broad Commercial Use)
C-4:	Commercial Service (Non-Retail Commercial)
SU:	Special Use (including use transition)
RM-2:	Multi-Family Residential, 2000 s.f. minimum/unit
RM-3:	Multi-Family Residential, 3000 s.f. minimum/unit
RM-4:	Multi-Family Residential, 4000 s.f. minimum/unit
RM-6:	Multi-Family Residential, 6000 s.f. minimum/unit
R-1-5:	Single Family Residential, 5000 s.f. minimum lot size
R-1-6:	Single Family Residential, 6000 s.f. minimum lot size
GH:	Geologic (Flood) Hazard

CONSTRUCTION COST ESTIMATES



These Construction Cost Estimates were formulated from the conceptual sketches and preliminary drawings contained in this report and were calculated in 1989 dollars. Therefore, even though proposed projects will be implemented over time, inflation has not been included in the estimates. As engineering drawings are prepared, cost estimates should be revised.

Start-up projects suggested below are relatively small in scale, could be implemented quickly, and lead to private sector investment.

Projects #10-22 were selected by workshop participants as the most important, and may occur in a different order than listed based upon available funding sources.

Note: These Construction Cost Estimates: (a) do not include right-of-way purchase (if required), drainage improvements, or street lighting; (b) assume that similar projects are bid in one package for cost efficiency; and (c) will vary based upon the method of bidding. Projects #10-22 do not include Architectural or Engineering fees.

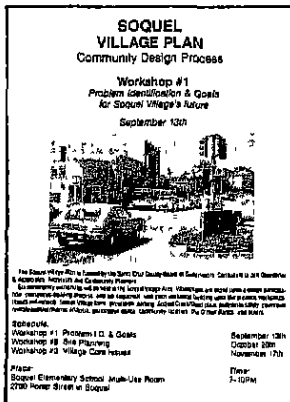
"Start-up Projects" (not prioritized)

	1. Crosswalk striping/"supergraphics" at the Soquel Drive/Porter Street intersection as an interim safety measure.....	\$4,000-\$6,000.
	2. Improve H/C access to conform to State Title 24 at island and northeast curb at the Soquel Drive/Porter Street intersection (requires relocation of traffic signal post—cost not included).....	\$7,000-\$9,000.
	3. Choker island and pedestrian crosswalk striping at the Robertson Street/Soquel Drive intersection (south side).....	\$5,000-\$7,500.
	4. Develop continuous sidewalk on the west side of Porter Street, north of Soquel Drive to Soquel High School.....	\$16,000-\$20,000.
	5. Crosswalks/"supergraphics" and installation of safety island at Paper Mill Road at the east side of Porter Street.....	\$4,500-\$6,000.
	6. East entryway: including entry sign, fencing around Heritage Oak, and supergraphic striping.....	\$5,000-\$8,000.
	7. Main Street Historic/Conservation Area entry areas with landscaped chokers (4 pairs @ \$5,000. each).....	\$20,000-\$25,000.
	8. Begin Preliminary Engineering and Planning for pedestrian bridges that cross Soquel Creek at Bridge Street and Walnut Avenue.....	
	9. Begin Preliminary Engineering and Planning for the replacement of the Soquel Avenue Bridge.....	
<hr/>		
	Subtotal.....	\$61,500-\$81,500.
	+15% Architects/Engineers' Fees*.....	\$9,225-\$12,225.
	+15% Contractor's Contingency*.....	\$9,225-\$12,225.
	Total Estimated Costs*.....	\$79,950-\$105,950.

Workshop Priority Projects

10.	Soquel Drive sidewalk widening as illustrated on page 30, with addition of bicycle lanes and removal of approximately 28 parking spaces; Note: this task should be coordinated with the provision of 28 additional off-street parking spaces.....	\$52,000-\$65,000.
11.	Footbridges across Soquel Creek (includes stairs on each side of the Creek, \$57,000. each).....	\$115,000-\$160,000.
12.	Pedestrian pathway from Soquel Grange over footbridge to Walnut Street.....	\$11,500-\$16,000.
13.	Signal phasing for the Soquel Drive/Porter Street intersection.....	\$60,000-\$75,000.
14.	Installation of integral paver crosswalks at the Soquel Drive/Porter Street intersection.....	\$57,500-\$70,000.
15.	Improvements to Porter Street (see page 34) between Soquel/Wharf Road to Soquel Drive, widen approximately 5 feet, add sidewalks, curbs, and gutter, re-contour street and add integral pavers at crosswalks as illustrated in this plan.	\$271,400.*-\$350,000.
16.	Install integral pavers at crosswalks at Paper Mill Road and Porter Street.....	\$7,000-\$10,000.
17.	Install retaining wall and sidewalks in front of the Daubenbiss House on Soquel Drive.	\$14,300-\$20,000.
18.	Complete Engineering and procure financing for the replacement of the Soquel Drive bridge	
19.	Signalize the Main Street/Soquel Drive intersection and add integral pavers at crosswalks.....	\$138,500-\$165,000.
20.	Signalize the Robertson Street/Soquel Drive intersection and add integral pavers at the crosswalks.....	\$100,000-\$125,000
21.	Synchronize the signal phasing and timing at the Soquel Drive/Robertson Street, Soquel Drive/Porter Street and Soquel Drive/Main Street locations.	\$100,000-\$125,000
22.	Replace Soquel Drive bridge across Soquel Creek.....	\$1,000,000-\$1,500,000.
23.	Town plan facilitator salary (Note: It is assumed that this salary will be shared between Soquel Village and Aptos Village. Feasibility of office space, furniture, and office supplies donated by local business people should be investigated.).....	\$35,000. annually
	Total of Estimated Costs.....	\$1,009,200-\$1,281,000.

■ ANALYSIS/APPENDIX



1000 flyers distributed
announcing dates and topics of
Workshops #1- #3

WORKSHOP PARTICIPATION PROCESS

The visions, idea, concerns, and practical experiences of Soquel residents, business owners, and merchants were an integral part of the Soquel Village planning process, and formed the core of the decision-making component of the **Soquel Village Plan**. Seven sequential workshops were conducted with attendance ranging from 45-90 persons at each workshop and a total of over 150 people participating in the planning process.

WORKSHOP #1

This workshop was an informal brainstorming session whose focus was to discuss physical problems existing in Soquel Village as well as participants' visions for Soquel's future. Problems and Goals were graphically recorded on large sheets of paper mounted on the rear wall of the meeting room. No attempts were made to prioritize or debate comments presented at this workshop. Participants were particularly directed to feel free to express their views and ideas *but not* to criticize other participants' ideas. The following is a summary of Workshop #1, organized by subject topic for convenience:

General Comments

- Who initiated the **Soquel Village Plan** and who established the project's Study Boundaries?
- Who is allowed to participate in this process and how effective will this process be?
- What is the schedule for the **Soquel Village Plan** and what happens after this process is completed?
- What percentage of the study area is residential? commercial?

Flood Plain Issues

- The flooding problem is as big a problem as traffic congestion!
- Without some sort of flood control, downtown will continue to suffer!
- If people know about the flooding problems, it will scare people away!
- What type(s) of funding are available for renovation and/or relocation of existing buildings located within the floodway?
- We need to know the elevations of the 100 year flood plain, floodway and thirty year flood in order to plan for downtown Soquel Village.
- Can we shift the Village out of the flood plain?
- We need to investigate raising or modifying the Soquel Drive and Porter Street bridges.
- How about building a diversion or screening area upstream to intercept logs and debris?

Traffic and Circulation Issues

- Traffic is a severe problem; both in terms of volume and congestion.
- We need to analyze the proposed 41st Avenue expansion.
- Is it possible to develop a one-way loop system?
- People drive through the village, not to the village. These people are commuters, not shoppers.
- It is very difficult to access Soquel Drive from residential streets; we need stop signs or some method of slowing traffic.
- We need to eliminate the Soquel Drive/Porter Street intersection as a "route" and to force vehicles back onto Highway 1.
- There is too much speeding on residential streets such as Glenwood Road.
- There are too many illegal "U" turns on Soquel Drive.
- We need to control speeding on North Main Street.
- It's not safe to bicycle downtown. We need continuous bike lanes or a bike route

Parking Issues

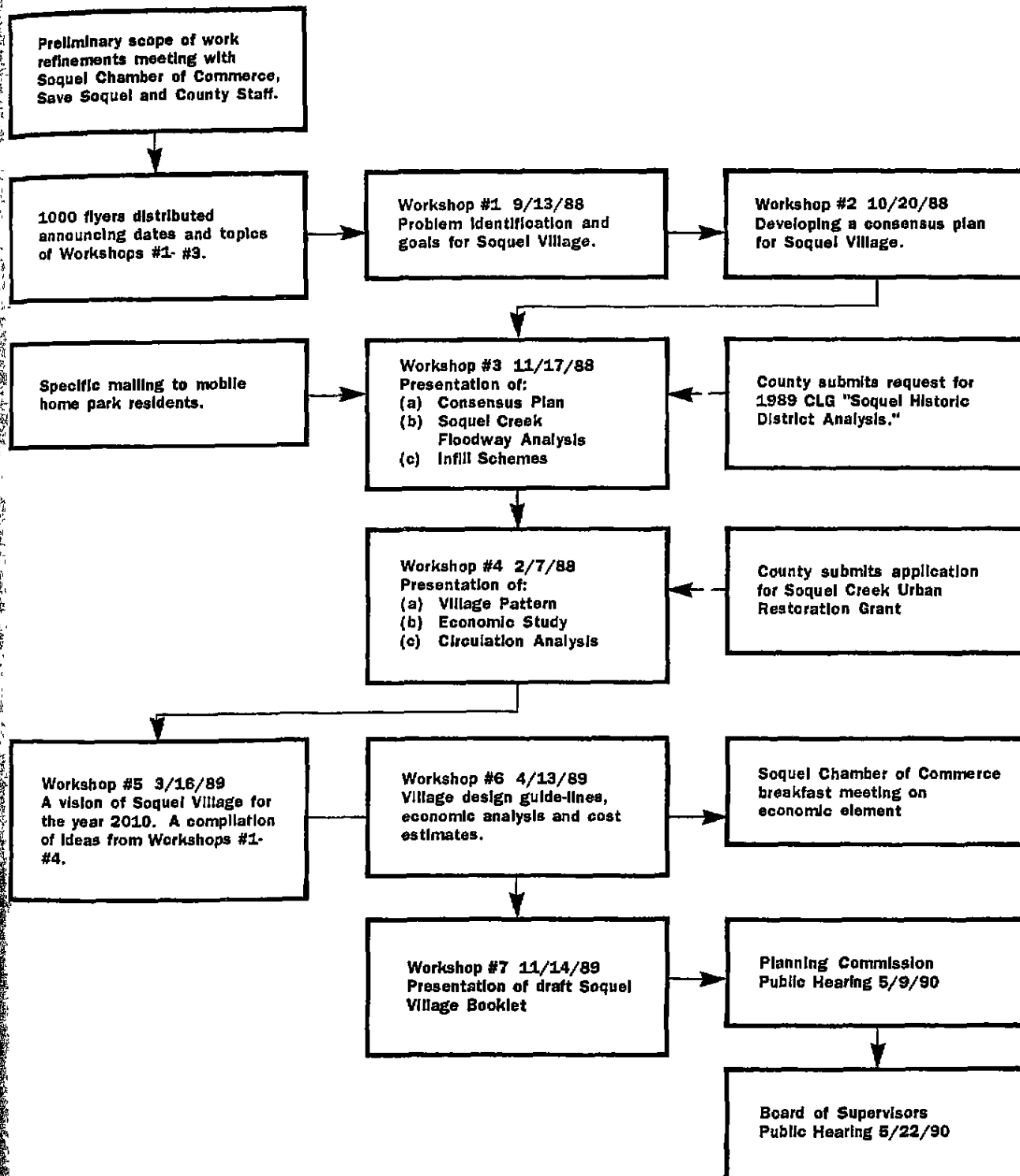
- Vehicles parked "up the hill" on Soquel Drive are blocking the bicycle lane.
- Customers don't park on Soquel Drive. It's too dangerous.
- More on-street and off-street parking is needed.
- Any on-street parking spaces that are removed must be replaced in addition to replacing existing shortfall spaces
- Cars parked illegally between buildings cut off pedestrian circulation and cause accidents pulling out onto Soquel Drive.
- Delivery vehicles block circulation and parking time limits are ignored; there isn't any regulation enforcement.
- Parking signs are being torn down; a sense of frustration and anarchy is growing.

Pedestrian/Bicycle Circulation Issues

- We need bicycle lanes that provide safe, continuous routes throughout Soquel Village.
- The sidewalks on Soquel Drive don't provide enough protection.
- The Soquel Drive/Porter Street intersection is extremely dangerous and frustrating; the light is too long and the pedestrian signals don't work.
- Provide a bicycle/pedestrian pathway along Soquel Creek from the Elementary School to Cherryvale.

Text continued on page

Workshop Process Flow Diagram



At the conclusion of Workshop #1 a Favorite Places and Favorite Experiences Survey was distributed and completed by Workshop participants. The results were collected and mailed out to Workshop Participants with notification of Workshop #2

Favorite Places

1. Local Restaurants	28%
2. Soquel Creek riparian vegetation, creekside views	19%
3. Soquel Congregational Church	16%
4. Old Houses on Main Street	9%
5. Soquel Elementary School	8%
6. Lion's Park	7%
7. Post Office	7%
8. Open Space/ Views of the O'Neill Ranch	6%

Favorite Experiences

1. Walking/ Bicycling to town	28%
2. "Localness" of town, knowing shop owners, meeting neighbors downtown, local shops	25%
3. Eating at local restaurants, restaurants with creekside views	13%
4. Walking along Soquel Creek	12%
5. Soquel-o-rama	12%
6. Viewing open spaces	10%

- Pedestrians cannot get across the street due to traffic volumes and lack of controlled crossings.
- Not only is the green time for pedestrians too short, but when there is green time, pedestrians must compete with vehicles making free right turns (and often with poor visibility).
- Rebuild the pedestrian bridges at Bridge Street and Walnut Street.

Downtown/Economic Issues

- Most people who patronize local restaurants come to eat then leave. We need complimentary uses (like a theatre) to keep people downtown.
- The post office is thinking of moving to larger headquarters. We need to keep them in the downtown area since the post office is a major community focal point.
- We are beginning to lose local neighborhood serving businesses.
- The difficulty of parking makes the village unattractive to potential customers.
- The growth of 41st Avenue types of uses will distract from the scale and "localness" of the village area.

Development and Building Issues

- Are new residential subdivisions near the village responding to Soquel Village in terms of design? required on-site parking? and pedestrian linkages to the village area?
- We need to evaluate the mobile home parks in the flood plain. Can they be relocated?
- The fire district wants to move out of the floodway. Can we utilize their property for parking?

- Can we use the Soquel Elementary School for parking, community events and creek access?
- We need to evaluate the impact of Capito growth on traffic and on the freeway intersection.
- Buildings in the downtown-village area should not be greater than three stories so we maintain our views of the surrounding hillsides.
- We need to maintain a rural atmosphere in the village.

Community Needs

- We need a large area for special community events like parades and picnics.
- We need a community center.
- We need another children's playground.
- There is no sense of unity in the village. It is cut up into different areas by major streets and traffic congestion. The Main Street area, cut off by the creek. We need to tie these areas together.
- We need a place for young and old to meet at night for socializing.

Open Space Issues

- Preserve the open space surrounding the village.
- Preserve the O'Neill Ranch for public uses.
- Preserve the town's rural atmosphere and open views to the hillside.
- Preserve public access to the O'Neill Ranch.
- Open space is important for both recreation and viewsheds.
- We should capitalize on Soquel Creek for its visual and recreational potential
- Let's return water to Soquel Creek.

Participants' Address Map

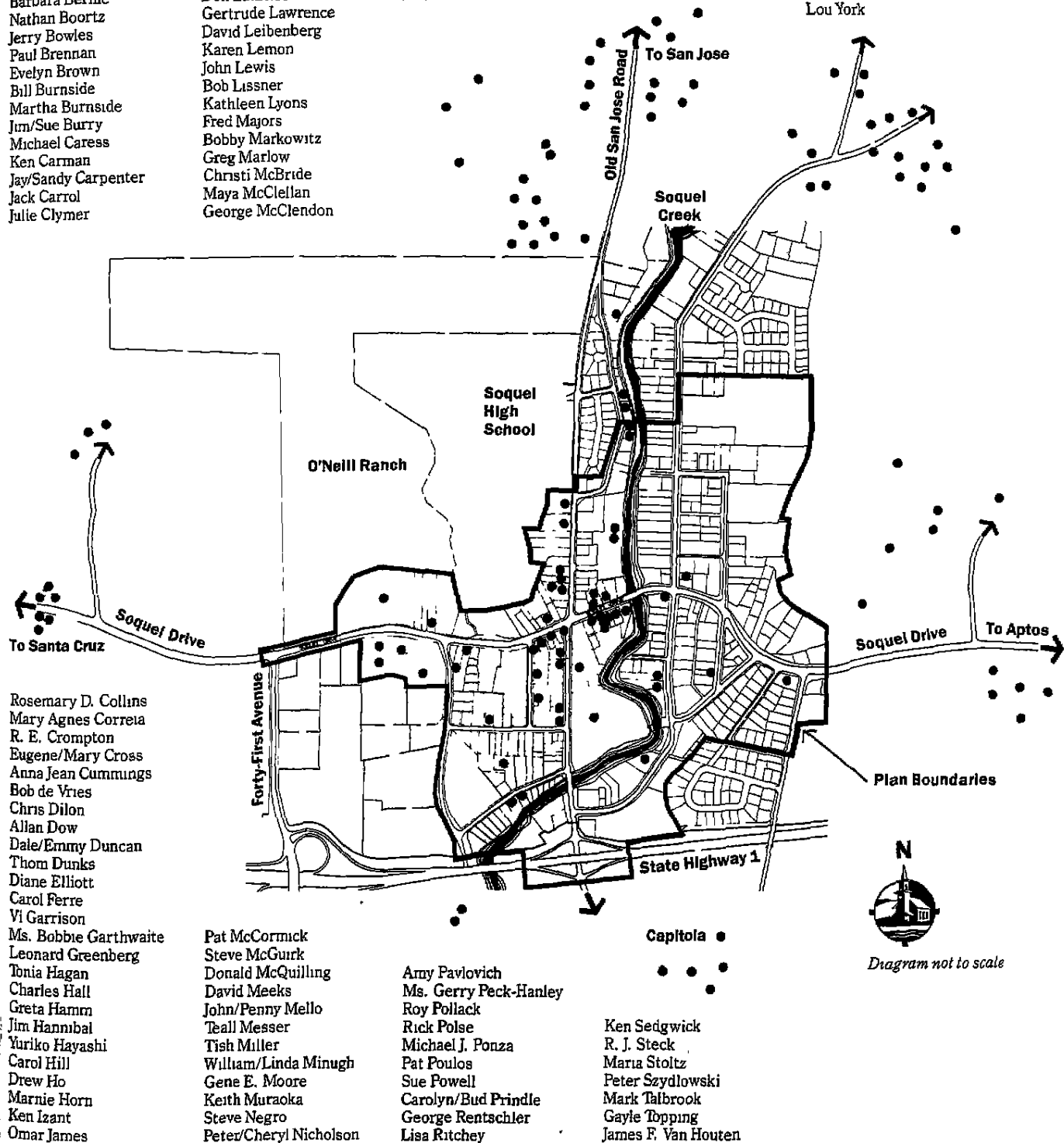
Dolores Abrams
Becky Adams
John Aulwes
Jan Beautz
Mr. Lindsay Bell
Bill Belton
Dave Berkeley
Barbara Bernie
Nathan Boortz
Jerry Bowles
Paul Brennan
Evelyn Brown
Bill Burnside
Martha Burnside
Jim/Sue Burry
Michael Caress
Ken Carman
Jay/Sandy Carpenter
Jack Carrol
Julie Clymer

Lisa Jones
Linda Jordan
Barnard/Vernice Karleen
Brian Keller
Jennifer Kelly
Gary Kohler
Jennifer Koss
Don Lauritson
Gertrude Lawrence
David Leibenberg
Karen Lemon
John Lewis
Bob Lissner
Kathleen Lyons
Fred Majors
Bobby Markowitz
Greg Marlow
Christi McBride
Maya McClellan
George McClendon

Kirby Nicol
Dennis Norton
Mauro Olivieri
Chris Olsen
Francis Padilla
Daniel Page
Rob Parmenter
Judy/Paul Parsons

Madelyn Roberts
Malby Roberts
Glenna Roukes
Sandy Rynas
Daniel Schlenger
Mary Jo Schuermann

K. C. Vierra
Jerry Waggoner
Jade Waters
Howard/Annette Watts
Gary Webb
Kate Wells
Caroline Winget
Linda York
Lou York



Rosemary D. Collins
Mary Agnes Correia
R. E. Crompton
Eugene/Mary Cross
Anna Jean Cummings
Bob de Vries
Chris Dillon
Allan Dow
Dale/Emmy Duncan
Thom Dunks
Diane Elliott
Carol Ferre
Vi Garrison
Ms. Bobbie Garthwaite
Leonard Greenberg
Tonia Hagan
Charles Hall
Greta Hamm
Jim Hannibal
Yuriko Hayashi
Carol Hill
Drew Ho
Marne Horn
Ken Izant
Omar James

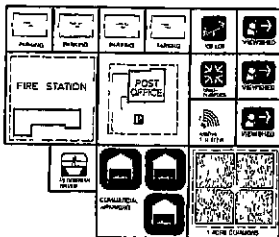
Pat McCormick
Steve McGuirk
Donald McQuilling
David Meeks
John/Penny Mello
Teal Messer
Tish Miller
William/Linda Minugh
Gene E. Moore
Keith Muraoka
Steve Negro
Peter/Cheryl Nicholson

Amy Pavlovich
Ms. Gerry Peck-Hanley
Roy Pollack
Rick Polse
Michael J. Ponza
Pat Poulos
Sue Powell
Carolyn/Bud Prindle
George Rentschler
Lisa Ritchey

Ken Sedgwick
R. J. Steck
Maria Stoltz
Peter Szydlowski
Mark Talbrook
Gayle Topping
James F. Van Houten

WORKSHOP PROCEDURE

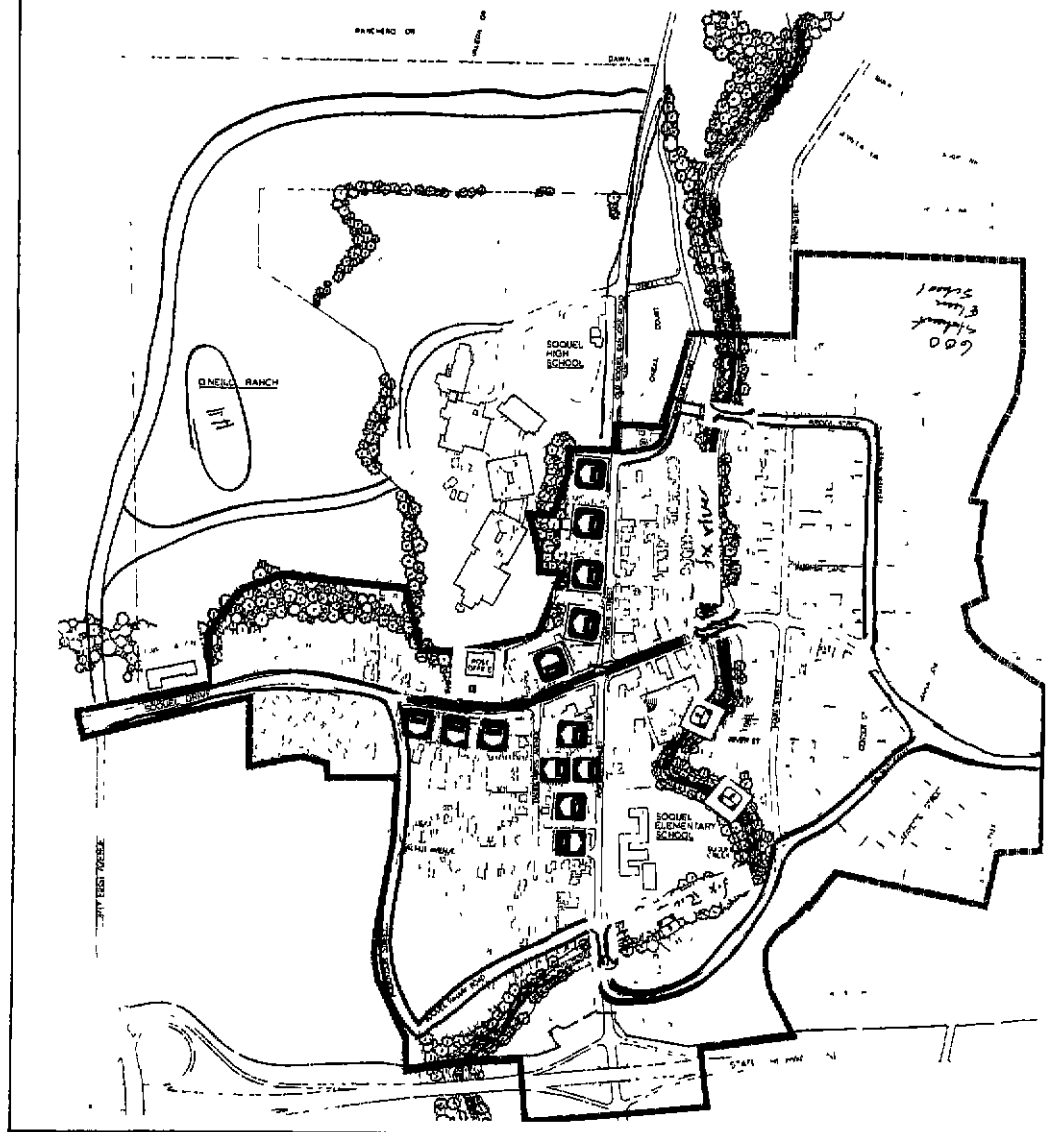
1. As a group, cut out symbols from this sheet and arrange them on your group's Site Plan Map. Use as many or as few pieces as needed, invent your own symbols if you like.
2. Develop a CONSENSUS PLAN with those at your table.
3. Glue down the symbols you've chosen for your group's CONSENSUS PLAN.
4. Present your group's plan to the Workshop Group.
5. Parking requirements for certain activity/symbols are indicated as circles numbers within each symbol.



CONSENSUS PLANNING

each group plan must be created with the participation and agreement of everyone at your table. You will most likely have to make trade-offs and compromises. This is an integral part of the planning process.

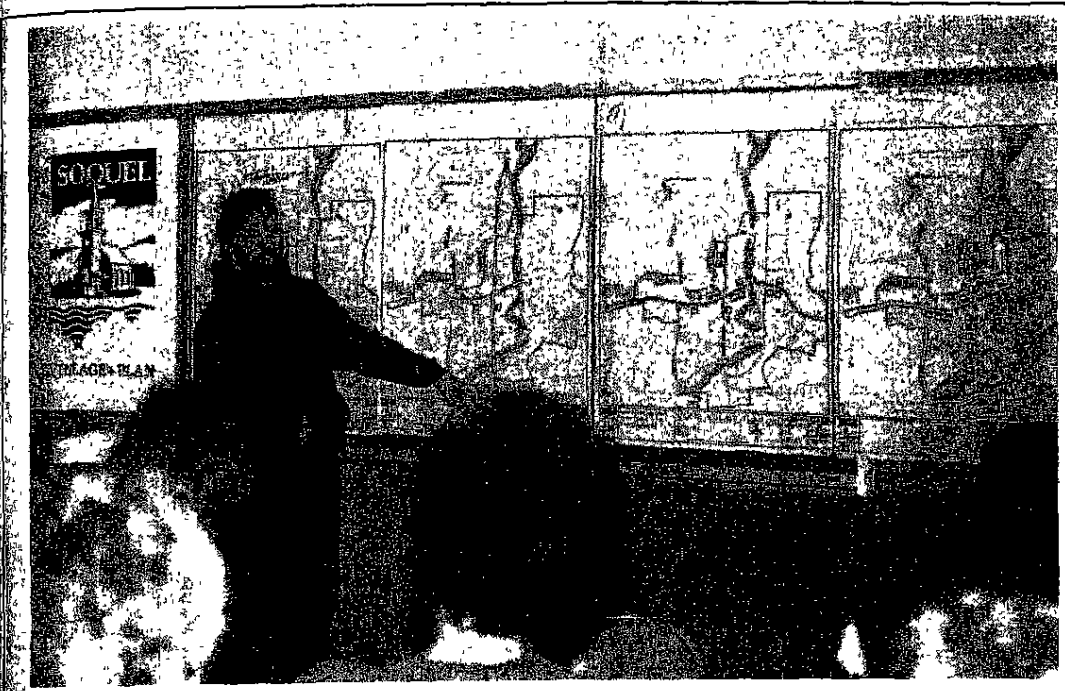
Working Group Consensus Plan



WORKSHOP #2

Workshop #2 was a sit down, consensus-decision-making workshop comprised of small groups of from 7-9 persons working together at tables and each developing a preliminary master plan for Soquel Village. Each group was given a base map of the Soquel Village study area, glue,

colored markers, and symbols of various potential improvements. The symbols were developed by consultants based upon comments from the first workshop and included scaled images of public plazas, parking areas, infill buildings, post office, fire station, view



Workshop participant presents his group's "consensus plan" for Soquel Village to other workshop participants at Workshop # 2

sheds and tot lots. Each group developed their own site plan utilizing whatever symbols or graphics they deemed appropriate as long as everyone in their group agreed upon the plan (see the example above). Six working groups developed consensus plans. The workshop ended with each group presenting their plan to the large group. Five major issues were unanimously agreed upon in all six consensus plans and other ideas appeared in a majority of the group consensus plans and are summarized on the next page.

Consensus Ideas

Developing pedestrian bridges spanning Soquel Creek at Walnut Street and Bridge Street in order to link the residential area east of Soquel Creek with the village core and the high school. Two groups showed pedestrian bridges at River Street.
Develop a linear park along Soquel Creek and retain the creek's natural character, including tree lines, pedestrian paths, revegetation programs, and adjacent community oriented uses such as playgrounds, a major public plaza, and parking for major community events.

- Develop a Soquel Creek bikeway/pedestrian pathway system on the west side of Soquel Creek, linking Bargetto's Winery to the north and south to just before the Porter Street/Main Street intersection, and eventually to Capitola.
- Develop commercial infill with adequate parking designed to meet flood plain design regulations with major infill proposed in the northwest quadrant.
- Develop policies which keep the fire station and post office in the village core. The post office was viewed as a positive generator of pedestrian circulation.

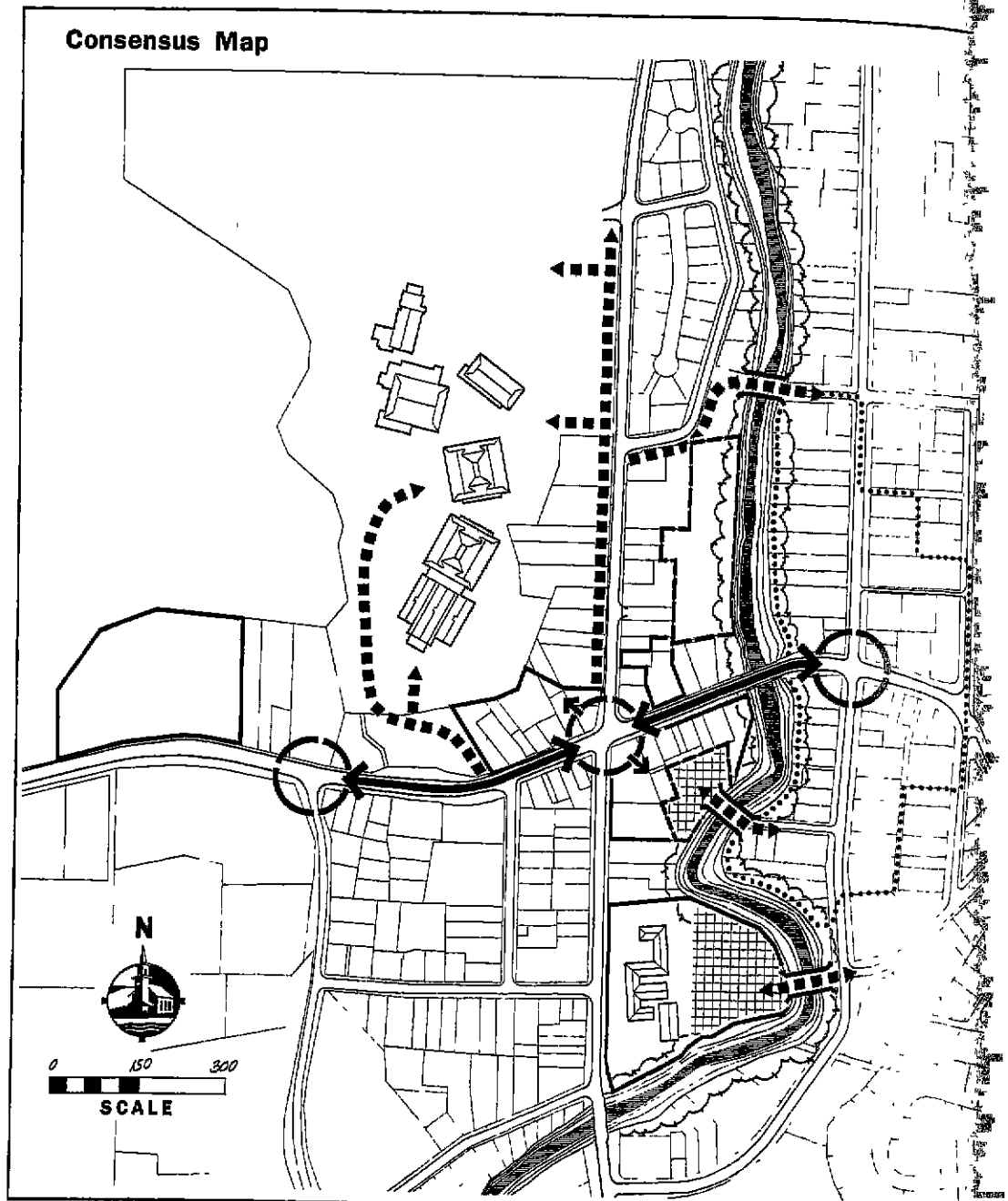
OTHER IDEAS

- Develop a Public Commons/Park. Four of the six consensus groups illustrated public commons and plazas in the southeast quadrant west of Soquel Creek.
- Develop a Community Center at Soquel Elementary School. Four of the six consensus groups proposed utilizing the Soquel Elementary School Building and grounds as a future Community Center or Multi-Purpose Facility.
- Relocate Mobile Home Parks located in the floodway. Five of the six consensus groups indicated moving the existing mobile home parks adjacent to Soquel Creek and in the floodway to other locations.
- Soquel Drive Improvements were recommended by five of the six consensus groups. These improvements included street trees, wider sidewalks, public seating, entry vistas and different on-street parking configurations
- Improve pedestrian access to Soquel High School. Four of the six consensus groups proposed well lighted improved pedestrian connections between Soquel Drive and the south portion of Soquel High School.

See the Symbol "Key" and further discussion on pages 10-11.

Specific participant comments included:

- "How about doing something to frustrate the traffic!"
- "It's easier to get to 41st Avenue shopping and Nob Hill Market via Soquel Village than Capitola!"
- Easing the physical presence of the Soquel "quadrant" is a great idea!"
- "More and more commute traffic will utilize Soquel Village and Old San Jose Road as Watsonville/South County grows. Why should we shoulder the burden?"
- "We need traffic patterns that make Soquel Village a destination and a great place to go!"
- "When the High School was constructed, 41st Avenue Extension was envisioned as a mitigation."
- "Let's push for a six lane Highway 1 and Highway 17!"
- "Can we improve the signal timing at the Soquel Drive/Porter Street intersection in favor of pedestrians?"
- "Soquel Village should be a place we can walk through safely."
- "Let's see more ideas on breaking down the quadrant at Soquel/Porter."



WORKSHOP #3

Workshop #3 began with a presentation of a Consensus Plan developed by the consultants which synthesized the ideas developed by consensus-groups during Workshop #2 into one map illustrating planning ideas agreed upon by all six working groups. Infill schemes for the northwest quadrant and for the northeast quadrant were presented and were greeted with enthusiasm by participants.

The infill scheme developed for the northwest quadrant (see pages 14-15) proposed redevelopment of the quadrant with coordinated

on-site parking behind buildings and propose that existing businesses be encouraged to move out of the floodway (east of Porter Street) and into new facilities in the northwest quadrant.

The infill scheme for the northeast quadrant illustrated a future scheme based upon the fire district's eventual move from the floodway, and proposed demolition of the fire district building and the development of coordinated parking and landscaping which linked the fire district property with the existing Porter Memorial Library.

Finally, consulting hydrologists Phil Williams & Associates presented their analysis of the Soquel Creek floodway and various methodologies for approaching flood protection in the village area. The consensus of the workshop participants following this presentation was that:

- The Soquel Drive bridge should be replaced with a bridge which is at a higher elevation and which is designed in such a way so that bridge supports don't catch debris.
- Creek improvements to the westside of the creek should not cause negative impacts to the east side of the creek.
- Flood plain improvements should focus upon land use planning and maintaining the natural creek vegetation and habitat.
- The **Soquel Village Plan** should provide the policies and land use analysis to guide future flood plain and Soquel Creek improvements

Based upon the recommendations of Phil Williams & Associates and workshop participant consensus, the Santa Cruz County Planning Department submitted an application for Urban Stream Restoration program Grant Funds for a "Soquel Creek Flood Management Alternatives Study" in February 1989. This grant was approved for funding in July 1989.

Based upon workshop participants' desires to protect and enhance the Main Street residential area comprised of homes listed on the County Historic Resources List as well as the Soquel Congregational Church which is utilized as a symbol for Soquel as well as the **Soquel Village Plan**, workshop participants concurred that design guidelines and entry landscaping should be developed to protect and enhance the Main Street residential area.

County planning staff submitted a request to the State Office of Historic Preservation for funding for a "Soquel Historic District Analysis" to be based upon guidelines developed in the Soquel Village Plan and to incorporate participation from area residents and property owners. This grant has since been approved.

WORKSHOP #4

Workshop #4 focused upon three issues:

- (1) Presentation of four Soquel Village "patterns" of development illustrating four ways of perceiving planning elements of the Soquel Village area. These included:
 - (a) Four quadrants created by the Soquel Drive/Porter Street intersection.
 - (b) Public schools (both existing and proposed locations) as an integral part of Soquel Village's urban form.
 - (c) Soquel Creek as an integral feature to be enhanced in future planning efforts and a "favorite place" in Soquel.

- (d) Soquel Drive viewed as four distinct areas with their own design features, needs, and characteristics.
- (2) An analysis of existing and projected AM and PM peak hour vehicular circulation based upon 1989 traffic counts and a 1989 origin-destination study.
- (3) A preliminary presentation on Soquel Village's market area.

The presentation of Village Patterns (see page 4 for illustrations and further discussion) was greeted with enthusiasm. Particularly the plan-sketch of Soquel Village as four quadrants divided by the traffic, width and lack of pedestrian amenities of the Soquel Drive/Porter Street intersection.

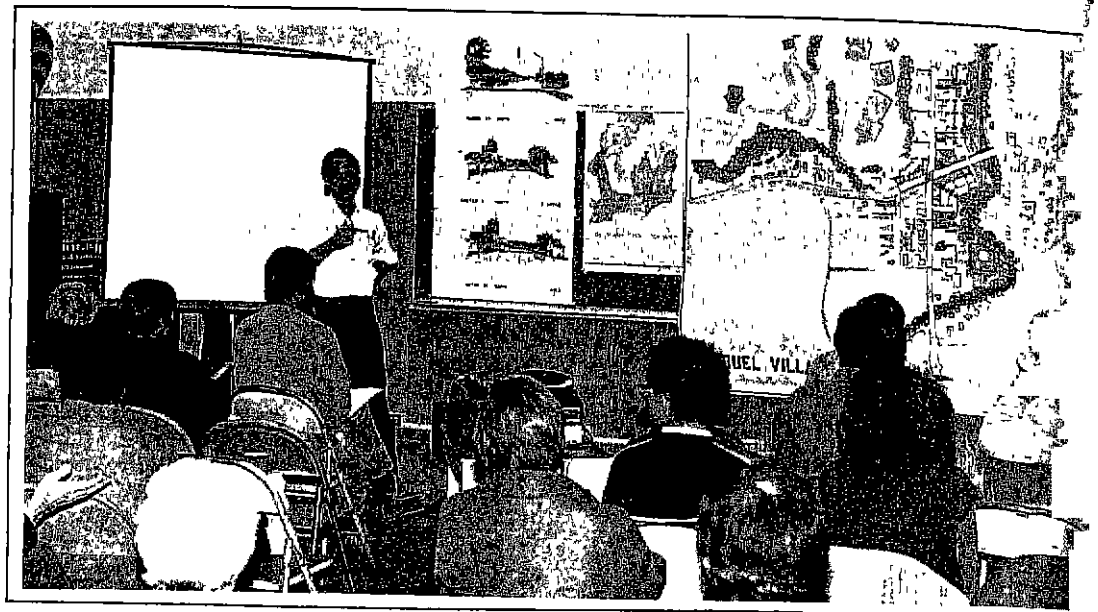
The presentation on existing and projected AM and PM peak vehicular circulation developed several insights and conclusions:

- A large proportion of Soquel Village vehicular circulation is traffic going through Soquel Village to other destinations.
 - (a) It appears that motorists are utilizing Porter Street/Old San Jose Road as a commute substitute for Highway 17 to San Jose.
 - (b) It appears that Soquel Drive is being utilized as a route preferred to State Highway 1 and also as access to the 41st Avenue Regional Shopping Center.
- Of the approximately 400 vehicles which travel northbound to Soquel High School on Porter Street in the morning, approximately 200 of these same vehicles drop off students and drive right back through the Soquel Drive/Porter Street intersection.
- In order to accommodate the projected traffic Porter Street would need to be widened to four lanes and Soquel Drive would require a fifth lane at the Soquel Drive/Porter Street intersection (see page 26 for more detailed discussion on circulation).

The combination of the presentation on Village Patterns, particularly the Soquel quadrant pattern, and the potential of widening both Porter Street and Soquel Drive drew participant consensus that:

- Maintaining the scale and enhancing pedestrian safety in Soquel Village was the primary objective.
- It wasn't Soquel Village's role to accommodate future projected traffic that was either commute traffic avoiding congested regional arterial corridors (such as Highways 1 and 17) or destined for the 41st Avenue Regional Shopping area.
- Specifically, plans to widen either Soquel Drive or Porter Street were in direct contradiction to participants' goals for enhancing the character of Soquel Village.

Text continued on page 64:



Presentation of the 20 Year Master Plan at Workshop #5.

- A primary goal of the Soquel Village Plan should be to diffuse the impact of, visual dominance of, and perception of the Soquel Drive/Porter Street intersection as a dangerous, congested intersection which divides Soquel Village into four distinct areas.

WORKSHOP #5

Workshop #5 focused upon a twenty year plan for Soquel Village's future which was developed by compiling all previous workshop ideas into one composite plan which synthesized all previous ideas. Also discussed was a five year phasing plan for improvements to the floodway, east of Porter Street. Preliminary Construction Cost Estimates were presented for start-up projects and for Phase 1 projects which were the first five year period of proposed projects.

Participants were enthusiastic about the twenty year plan and suggested some minor revisions and reorganization of projects in Phases 1 and 2

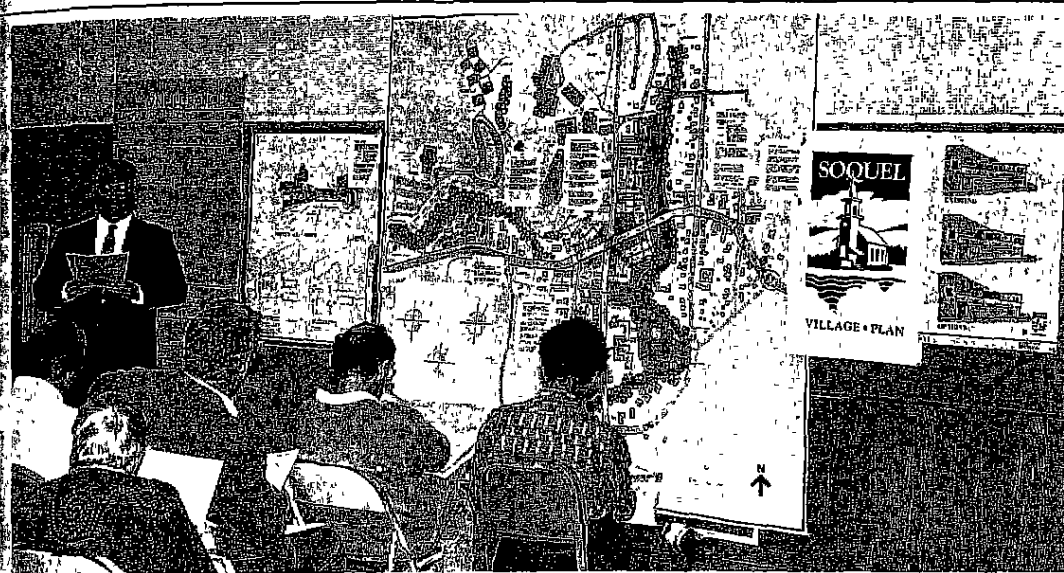


Participants at Workshop #5 discuss the Soquel Village 20 Year Master Plan

WORKSHOP #6

Workshop #6 focused upon a discussion of specific cost estimates for start-up projects and Phase 1 projects as well as policies for development of the Soquel Creek Linear Park.

Reports were also presented on updated Economic Survey Data and potential traffic impacts of possible uses of the O'Neill Ranch Regional Park. Participants remained leery of potential traffic impacts from the O'Neill Ranch Regional Park and about the future of the proposed 41st Avenue extension.



Workshop #5.



Workshop #5.

WORKSHOP #7

The Draft Soquel Village Plan was presented at this workshop. Participants commented on the contents of the plan and suggested revisions. Revisions were made prior to submitting the Soquel Village Plan to the County for review by the Planning Commission and Board of Supervisors.

Specific comments from Workshop #7 included:

"We should have at least one public Town Meeting per year to review this plan's progress."

- "The Town Plan Facilitator is a great idea. Let's make sure it happens."
- "The Porter Street bridge should be retained as a two-lane bridge, three lanes at the most; the bridge aids in slowing traffic."
- Pedestrians cannot get across the street due to traffic volumes and lack of controlled crossings.
- Provide a bicycle/pedestrian pathway along Soquel Creek from the Elementary School to Cherryvale.

SOQUEL VILLAGE FLOOD PLAIN ISSUES

INTRODUCTION

■ See the Flood Plain discussion
on pages 18-25

A major portion of the **Soquel Village Plan** study area lies within the Soquel Creek flood plain. The 100 year flood boundaries extend southward to State Highway 1 and north to Paper Mill Road. Flood waters are contained by elevation changes in the bluff just east of Soquel Creek, which is primarily residential in use, and by the elevation changes just west of Daubenbiss Street (see page 19).

Soquel Village was most recently damaged by floods in 1982 and 1955 and seven other times between 1862 and 1955. In January 1983, a moderate five-year flood nearly topped the west banks of Soquel Creek again. Soquel Village has a history of serious flood problems because the Village is built in a low flood plain that can experience flooding on the average of once every five years. The impact of these floods is aggravated by debris and log jams which tend to occur at Soquel Bridge, diverting most flood waters through the core of Soquel Village.

Given existing land use, approximately 261 structures in the Soquel Village area are subject to damage due to this periodic flooding. These structures include over 150 residences (including mobile homes), approximately 90 commercial buildings, and five public facilities—including the Central Fire District Station which is located in the floodway. Approximately \$10 million in flood damages were sustained by properties in Soquel Village due to the flood of January 1982, which was estimated to have been approximately a fifteen year event.

FLOOD PLAIN DESCRIPTION

Soquel Village is located on 70 acres of flood plain in the lower Soquel Creek Valley. Soquel Creek borders the eastern side of the flood plain within a 60 to 120 foot wide riparian corridor and flows approximately one mile southward to Capitola and the Monterey Bay.

Although the Soquel Creek flood plain is densely developed, the creek itself has not been extensively altered. The streambanks within the study area support an almost continuous corridor of riparian woodland. Although some segments of the riparian corridor have been degraded by bank clearing, placement of fill, and adjacent development, most of the corridor is densely vegetated with trees and shrubs. Native trees located in the riparian corridor include: willows (*Salix* sp.), redwoods (*Sequoia sempervirens*), alder (*Alnus* sp.), sycamore (*Platanus racemosa*), and cottonwood (*Populus* sp.).

Soquel Creek provides valuable habitat for fish and wildlife. The creek and its tributaries provide spawning and nursery habitat for steelhead and coho salmon. The California Department of Fish and Game recently

estimated that Soquel Creek supports 500-1000 steelhead and 200-500 coho salmon. According to recent studies, most spawning occurs upstream from the Soquel Village study area; however, a few fish spawn within the study area and many fingerlings are reared there.

The topography of the Soquel Village flood plain strongly controls the distribution of overbank flow during floods and to a great extent controls the extent of flood damage. For instance, during a 6 to 8 year flood occurrence, creek waters will overflow the lower western bank of Soquel Creek just north of the Old Mill Mobile Home Park, near Paper Mill Road and flow through the Soquel Drive/Porter Street intersection before re-entering Soquel Creek just upstream of the Soquel Elementary School.

Flood waters will also tend to "pond" at the curve in the Soquel Creek near the rear of the Soquel Elementary School and back up into the village core area. These flow patterns are termed subsidiary flood patterns and tend to complicate flood analysis. However, during greater floods such as a 50-year or 100-year flood, most of the valley floor and hence most of Soquel Village would be flooded.

Conditions in the Soquel Creek watershed are favorable to landsliding and the delivery of sediment and debris to stream channels during flood events. The steep, forested watershed is underlain by deeply weathered sedimentary and granitic rocks. Bates Creek, a tributary stream that drains a steep forested watershed within several miles of Soquel Village, experienced numerous debris flows and contributed large conifer logs to Soquel Creek during the 1982 flood. Steep forested hillslopes occur along Soquel Creek just several miles north of Soquel Village.

Most debris and sediment originates from landslides and bank erosion. Large conifer logs, often brought to the stream by landslides, usually form the nucleus of a debris jam. Landslides, which introduce large volumes of debris into Soquel Creek, were recorded with each of the nine historically documented flood accounts.

Flood damage in 1955 and 1982 was exacerbated by debris jams that blocked the channel beneath the Soquel Drive bridge. These debris jams effectively diverted most of the flood flow through Soquel Village, carrying logs and sediment over streets and into buildings. In 1955 the Soquel Drive bridge failed against the pressure of the debris jam.

Two vehicular bridges span Soquel Creek within the Soquel Village study area, the bridge at Soquel Drive and the Porter Street bridge. The Soquel Drive bridge has a low vertical clearance and a support pier set in the channel bed which catches debris headed downstream during a flood event. According to a 1986 FEMA study, a ten year flood event—with overbank flow in the

northeast village quadrant—impinges the underside of the bridge.

The Porter Street bridge has higher banks and a vertical clearance of 22 feet with support piers set on the channel banks. The peak flood elevation of the 1982 flood which was estimated at a 15 year flood event, came within three feet of the underside of the bridge.

In terms of flood control, the Soquel Drive bridge has received more attention than the Porter Street bridge for several reasons:

- (1) The Soquel Drive bridge with its vertical piers in the stream bed acts as a primary debris catcher which creates flood water backflow into the village core.
- (2) The Soquel Drive bridge is impacted by a five to ten year flood event, while the Porter Street bridge appears to be able to withstand debris log jams through at least a fifteen year event.
- (3) Replacement of the Soquel Drive bridge will have minor impacts upon adjacent land use in relation to FEMA required bridge heights and freeboard requirements, while the replacement of the Porter Street bridge will have significant impacts upon existing adjacent structures and land forms.

Debris jams have been recorded at the Soquel Drive bridge five of the nine times Soquel Village has been flooded since 1862. Three bridges have been built to span Soquel Creek at Soquel Drive, the earliest in the late 1800s, one in 1922, and the present bridge in 1956. The fate of the first bridge is unknown. The debris jam of the December 23, 1955 flood destroyed the bridge constructed in 1922.

The most significant impact of maintaining the existing Soquel Drive bridge is retaining the potential for flow diversion which allows sediment and debris to flow into streets and buildings.

The Corp of Engineers (CE) have suggested installing a pier extension or "nose pier" on the Soquel Drive bridge vertical supports in order to split the flow of debris more efficiently in front of the bridge opening. However, floods on the order of a five to ten year event can carry substantial debris which could still become caught on the support pier, beneath and on the face of the bridge.

During the community workshop process, there were various suggestions related to strategies for "managing" debris flow during a flood event. However, Santa Cruz County does not believe it is feasible to maintain the channel by removing debris with a crane or holding area during floods because:

- (1) The amount of debris in transport during a major flood may exceed the crane's capacity to remove it;

- (2) The activity endangers the lives of the crew operating the crane in hazardous conditions; and
- (3) Crane mobilization time may be inadequate to be effective. Since it is not technically feasible to reduce or prevent the debris from reaching the Soquel Drive bridge and since, historically, debris has been a major factor in bridge failure and subsidiary flood water impacts on Soquel Village, replacing the Soquel Drive bridge appears to be the most appropriate solution.

If the Soquel Drive bridge is replaced, a debris jam could form in several constricted reaches downstream; in the narrow curving section of the creek adjacent to Soquel Elementary School, at the Porter Street bridge, the Highway One bridge, or the Stockton Street bridge in Capitola. For floods up to a thirty year recurrence, a debris jam at these locations could increase local flooding and damage near a debris jam site, but the chances of flow diversion through the entire length of Soquel Village would be decreased.

SUMMARY OF OBJECTIVES

As a result of the community design process facilitated for the **Soquel Village Plan**, several flood hazard reduction objectives have emerged. These objectives include: the relocation of residential and commercial structures to areas outside of the floodway, replacement of the Soquel Drive bridge, and the creation of a linear park adjacent to the west bank of Soquel Creek. In addition, workshop participants expressed a desire to incorporate flood management measures such as terracing in the design of parks and developing land uses compatible with the floodway in order to avoid developing an engineered floodwall system within and adjacent to Soquel Creek. Therefore, rather than attempting to contain flood waters within Soquel Creek, appropriate floodway land uses such as parks, open space, and parking would be developed adjacent to the west side of Soquel Creek, allowing flood waters to periodically occupy a portion of the flood plain with few, if any, structures.

The objectives for reducing flood hazards in the Soquel Village area include:

- (1) Developing a hydraulic flood plain analysis which incorporates land uses compatible with the flood plain.
- (2) Developing County ordinances that regulate development based upon an area-wide analysis versus a parcel by parcel analysis.
- (3) The County should investigate the financial feasibility of developing a linear park along the west side of Soquel Creek.

■ See the Pedestrian Bridge Sketch on page 9 and the River Park Sketches on pages 22-25.

- (4) Soquel Creek should be viewed as a natural amenity that enhances the built environment of the village.
- (5) In order to eliminate the flood damage in the southeast quadrant of Soquel Village, the County should consider a plan to transfer development potential to the northwest quadrant and provide parking opportunities and other acceptable flood plain uses in the southeast and northeast quadrants of Soquel Village.
- (6) The Soquel Drive bridge should be replaced with a new bridge designed with structural supports that do not catch flood debris.
- (7) Any flood plain protection measures developed on the west bank of Soquel Creek should be designed and analyzed so as not to create adverse impacts on the east bank of the creek.
- (8) The feasibility of installing pedestrian bridges crossing Soquel Creek at Walnut Street and Bridge Street should be investigated (see discussion on p. 27/ Pedestrian Circulation) with the Federal Emergency Management Administration (FEMA).

CURRENT COUNTY POLICIES

Existing Santa Cruz County regulations for building in a flood plain or floodway are based upon an analysis of individual applications and how these applications on a parcel by parcel basis conform to County flood plain and floodway regulations. Santa Cruz County Code defines a flood plain (see Section 16.10.040w) as the "relatively flat land area on either side of a stream's banks that is subject to flooding."

The 100 year flood plain used for planning purposes by Federal agencies and Santa Cruz County is designated on Flood Boundary and Floodway Maps prepared by the Federal Insurance Administration and included on the Local Coastal Program Land Use Constraints Maps.

A floodway is defined (see Section 16.10.040y) as "the channel of a river or other water course and the adjacent land area required to carry and discharge the one hundred year flood without cumulatively increasing the water surface elevation more than one foot at any point." In general, the floodway is considered the area of a flood carrying the higher velocity flood waters.

In Soquel Village, the flood plain encompasses almost the entire village west of Soquel Creek, north to Paper Mill Road, south to

State Highway One, and west to just beyond Daubenbiss Street. The floodway encompasses the flood plain area from Soquel Creek west to Porter Street. (See the map on page 19 for specific boundaries.)

There are specific building limitations and guidelines in both the flood plain and floodway. In the flood plain, all residential structures must have their lowest habitable floor elevated above the 100 year flood level. Commercial structures must be floodproofed if it is not feasible to raise them above the 100 year flood elevation. Flood proofing includes developing surfaces that are watertight and which have walls substantially impermeable to the passage of water and which are capable of resisting hydrostatic and hydrodynamic loading. New septic fields and leachfields can not be located within the one hundred year flood plain.

Since the floodway is an extremely hazardous area due to the quantity and velocity of flood waters, all development except for the reconstruction or alteration of existing structures is prohibited unless exempted by State or Federal laws. Such exemptions may include buildings listed on local and State historic surveys and inventories.

Compatible land uses in the floodway include open space, parks, parking, and support structured for parks use.

These restrictions are intended for public safety and are necessary ingredients of a flood protection policy, based on a parcel-by-parcel analysis. However, from a town planning viewpoint, there are two drawbacks to this approach.

- (1) It is difficult to develop creative solutions which take advantage of the views and natural amenities provided by Soquel Creek.
- (2) There are no incentives for existing businesses to relocate outside of the floodway. In fact, short-term economics encourage businesses to maintain existing uses and to limit property improvements.

The only Federal policies related to floodway development which are helpful, provide the Federal Emergency Management Administration with the ability to, on a competitive application basis, buy out existing flood damaged properties (if they have flood insurance). Properties purchased by FEMA are then deeded to the responsible agency (in this case the County) if the County guarantees that the properties will be utilized for floodway compatible uses such as parks and parking.

SOQUEL VILLAGE TRAFFIC CIRCULATION

EXECUTIVE SUMMARY

Soquel Village circulation issues are characterized by the conflict between what workshop participants stated as the village's current role as a traffic "route" versus workshop participants' objective that Soquel Village become a "destination." Therefore, circulation issues are viewed in the context of maintaining the scale and character of Soquel Village and increasing the role of pedestrians in daily village life.

As a hub of mid-county traffic, Soquel Village handles traffic which utilizes Soquel Drive as an east-west arterial (and as a frequent alternate to the often congested State Highway 1), as an access route to the regional shopping area at Forty-First Avenue, and as a north-south route which links mid-county residents with Capitola to the South and San Jose to the north. There is evidence based upon observations by local residents and by the consultant team, that Soquel-San Jose Road serves as an alternate route to State Highway 17, for mid-county residents who commute to the San Jose area.

Workshop participants were unanimous in their support for maintaining the scale of Soquel Village and reducing traffic congestion by: (a) refining the existing street infrastructure; (b) improving pedestrian circulation and bicycle circulation; and (c) providing alternate access to Soquel High School and developing Transportation System Management techniques for Soquel High School.

Workshop participants were opposed to roadway widening proposals which would accommodate projected traffic and utilize Soquel Village as an alternate route to State Highways 1 and 17.

SOQUEL VILLAGE CIRCULATION OBJECTIVES:

- (1) Improving existing circulation patterns while maintaining village scale and character (specific guidelines are provided for Soquel Drive and Porter Street in the discussion that follows)
- (2) Improving village pedestrian circulation and bicycle circulation opportunities in order to reduce local vehicular trips and parking demand
- (3) Providing visually appealing village entryways to alert motorists that they are entering Soquel Village.
- (4) To ensure that village design objectives are incorporated into future public policy and analysis of the future uses of the O'Neill Ranch.

Traffic Analysis/Existing Conditions

Existing traffic conditions were assessed at key intersections and roadways in the Soquel Village study area. The a.m. peak hour vehicle turning movements were manually counted on weekdays between November 29, 1988 and December 2, 1988 from 7:00 a.m. to 9:00 a.m. The p.m. peak hour vehicle turning movements which were provided by the County Transportation Commission were manually counted on weekdays between October 7, 1988 and December 6, 1988 from 4:00 p.m. to 6:00 p.m.

The existing peak hour volumes at the intersections of Porter Street/Soquel Wharf Road and Porter Street/Main Street currently meet peak hour warrants for traffic signalization. The addition of a traffic signal at Porter Street/Main Street with associated road geometry improvements at Porter Street/Soquel Wharf Road may preclude the need for a traffic signal at Porter Street/Soquel Wharf Road. The new signal at Porter Street/Main Street would create sufficient gaps in traffic on Porter Street to facilitate turning movements on Soquel Wharf Road.

Recent traffic studies (TJKM, 1988-89) evaluated the Level of Service (LOS) for key intersections in the Soquel Village area. The Level of Service is a qualitative measure of the effect of a number of factors, which include speed and travel time, traffic interruptions, freedom to maneuver, safety, driving comfort, and convenience. A summary of LOS from designation "A" through "F" is included as an appendix to this discussion on page 84.

Currently four of nine key intersections in the Soquel Village area are operating with a Level of Service (LOS) C, or better, indicating acceptable delay, or better during both the a.m. and p.m. peak hours. The intersections of Robertson Street/Soquel Drive, Porter Street/Soquel Wharf Road, and Porter Street/Main Street are operating with a Level of Service E, indicating intolerable delay. Level of Service (LOS) is a qualitative description of a roadway's operating level from A (representing free flow conditions) to F (representing jammed conditions). The Santa Cruz County Regional Transportation Plan establishes LOS C as the desirable LOS on County roads, with LOS D as acceptable.

■ "Early on, an interesting discovery was made about street design... if commuters use a street to zip through a town... they have little time to notice its amenities" from *Key Features to a Successful Downtown*, Downtown Mountain View "Revitalization Update"

■ See the Level of Service Chart on page 84

License Plate Survey

A license plate survey was conducted to determine the extent of through traffic in Soquel Village. The results indicate that there are a significant number of through trips in the study area. The largest through traffic demand is on the east-west Soquel Drive route. The route between Soquel-San Jose Road at Soquel High School and Soquel Drive, north of Porter Street, has the second largest demand.

The intent of the license plate survey was to determine the extent of through traffic and bypass routes through Soquel Village. This "origin-destination" survey was developed by recording license plate numbers of vehicles at entry and exit points to the Village Study Area during the a.m. peak hour. While it would have been more desirable to complete these surveys during the p.m. peak hour, this was not possible due to the early darkness. Therefore the results of the survey characterize a.m. peak hour conditions. A computer program was used to match the license plates between each survey point. The surveys were conducted between 7:00 a.m. and 9:00 a.m. on December 7, 1988.

In general, Soquel Village is characterized by a large percentage of through trips, with the Soquel Drive/Porter Street intersection serving as the "crossroads" for many of these trips. The congested Soquel Drive/Porter Street intersection combined with the heavy traffic demand on both Soquel Drive and Porter Streets has led to the perception of Soquel Village as collection of quadrants bisected by these two major thoroughfares, and has led to the desire for routes which would bypass the Soquel Drive/Porter Street intersection (see the Quadrant Pattern Sketches on page 5). Currently, there are bypass routes south of Soquel Drive, although a Forty-First Avenue "extension" or bypass route has been discussed and debated for many years. This route, which is included in the 1980 Santa Cruz County General Plan, would connect Forty-First Avenue at Soquel Drive with Soquel-San Jose Road by traversing the O'Neill Ranch property.

A pedestrian bypass route is proposed in this plan by developing a pedestrian bridge across Soquel Creek at Bridge Street connecting the residential area east of the village with the Soquel High School area.

Between Porter Street (at the State Route 1 ramps) and Soquel Drive (east of Walnut Street), traffic primarily uses the Main Street to East Walnut Street route (and the reverse). Approximately 210 one-way vehicles per peak hour use this route, while 50 two-way vehicles per hour use Main Street to Soquel Drive and

those who bypass the Soquel Drive/Porter Street intersection by using either Soquel Wharf Road, Walnut Street or Daubenbiss Avenue. Approximately 80 two-way vehicles per hour use each of these routes.

Between Soquel-San Jose Road (at Soquel High School) and Soquel Drive east of Walnut Street, traffic is fairly significant. During the a.m. peak hour, approximately 150 two-way vehicles travel to/from north of the High School while 160 two-way vehicles travel to/from Soquel High School. It is assumed that the vehicles traveling north of the high school are utilizing Soquel-San Jose Road as an alternate route to State Highway 17. According to a recent Facilities Master Plan prepared for Santa Cruz City Schools (Morgan Woollett & Associates, 1987), approximately 50% of the Soquel High School student population lives east of Soquel-San Jose Road. Many of these students are dropped off at Soquel High School by parents or guardians, who then travel back through the Soquel Drive/Porter Street intersection on their way to their place of work or residence.

Soquel Drive

Soquel Drive is Soquel Village's "main street." As such, it has the dual role of providing the context for village scale while accommodating the heaviest demand for traffic in the village. This conflict was expressed by Soquel Village Plan workshop participants as the difference between Soquel Village being a "route" or a "destination."

As a four-lane arterial street, Soquel Drive is serving the maximum number of vehicles feasible without incurring significant widening. Since even the addition of a fifth turning lane at the intersection with Porter Street would require purchase of right-of-way and negatively impact the scale and character of Soquel Village, it is recommended that improvements to Soquel Drive focus upon increasing public safety and reducing congestion where feasible. Recommended improvements include:

- (1) The elimination of parallel, on-street parking. On-street parking, in general, is not recommended on arterial roadways. Parking and back-up movements combined with sight distance problems increase congestion. Because parking is at a premium in Soquel Village it is recommended that parallel, on-street parking not be removed until additional off-street parking is developed. "Rear" entries to buildings should be encouraged to facilitate off-street parking.

- (2) Encourage property owners and development applications to combine driveways and curb-cuts by creating developments which utilize combined parking or by developing parking agreements which combine parking areas. Reducing the number of driveways on Soquel Drive will facilitate improved traffic flow by decreasing the number of conflicting turning movements on Soquel Drive.
- (3) Add bicycle lanes on both sides of Soquel Drive in the area currently utilized for on-street parking, in order to facilitate continuous bicycle routes on Soquel Drive and alternatives to the automobile (see street section on page 33).
- (4) Move the existing Santa Cruz Metropolitan Transit District (SCMTD) bus stop located on Soquel Drive near the Porter Street intersection, west of Daubenbiss Avenue and provide a complete bus pull out and bus shelter. The existing location creates conflicts between the SCMTD bus stop and traffic making the free right turn southbound on Porter Street to westbound Soquel Drive.

Porter Street

Porter Street is an existing two-lane street running north/south through the center of Soquel Village. North of Soquel Drive, Porter Street changes to Soquel-San Jose Road. South of Main Street, Porter Street connects with State Highway 1 on/off ramps and south of the Highway changes to Bay Avenue in Capitola.

Current plans call for widening Porter Street to six lanes at its intersection with Highway 1, with two through lanes in each direction, as well as left-turn lanes. Signalization at the freeway ramps is also planned. Construction is tentatively planned for 1991-1992. These additional lanes would improve operating conditions at the ramp intersections by reducing queuing on the ramps and on Porter Street and Bay Avenue under the State Highway 1 bridge.

It is recommended that the Porter Street bridge be retained as a transitional element buffering the sense of village, which begins at Soquel Creek and the Soquel Elementary School, from the freeway ramp/interchange widening proposed in the near future.

Workshop #7 participants stressed the need to maintain the Porter Street bridge as a two-lane bridge, or at most a three-lane bridge, to serve as a town entryway.

Soquel-San Jose Road

A three-lane street width is recommended for Soquel-San Jose Road, between Soquel Drive and Soquel High School. The three-lane width accommodates bicycle lanes, the middle lane being a continuous left turn lane.

Soquel Drive/ Porter Street Intersection

Objectives for this intersection are to improve the functioning of the intersection without street widening and with improved pedestrian safety and a visually improved crosswalk treatment.

It is recommended that the existing four-lane configuration on Soquel Drive be maintained, and that on-street parking be removed to accommodate sidewalk widening and bicycle lanes.

It is recommended that four lanes be developed on Soquel-San Jose Road at the north leg of this intersection to accommodate three southbound and one northbound travel lane. See the Soquel Drive Design Plan on pages 30-31 for an illustration of this lane configuration.

Soquel High School Traffic

Traffic surveys indicated that Soquel High School contributes a significant amount of traffic to the Soquel Village area during the a.m. peak hour. It may be appropriate to apply Transportation Systems Management (TSM) techniques to the high school. Although TSM measures are generally used for large office centers, it could be used quite effectively at Soquel High School. Measures such as encouraging car-pooling, transit, biking, and walking can be used to decrease the amount of vehicular traffic to and from the high school. A key objective of the **Soquel Village Plan** is to develop improved pedestrian routes to the high school campus. These include improved routes from Soquel Drive to the south end of campus and a pedestrian bridge at Bridge Street crossing Soquel Creek and linking the residential area east of the Creek with O'Neill Court and main entry to the High School.

Soquel-San Jose Road/ O'Neill Court Intersection

The Soquel-San Jose Road/O'Neill Court/High School entrance intersection is operating with Level of Service "C," indicating average delay during both peak hours. The high

Text continued on page 72.

■ See the Level of Service Chart on page 84

school traffic has a significant impact on this intersection during the a.m. peak hour. The northbound left turn from Soquel-San Jose Road at a.m. peak hour is currently 423 vehicles which would generally warrant a double left-turn lane. Options for improving congestion at this location include:

- (1) The development of an alternate access point and park area west of the high school accessed through the O'Neill Ranch property.
- (2) Transportation Systems Management (TSM) techniques as discussed above.
- (3) The development of alternate vehicular drop-off points in the Village, combined with improved pedestrian access to the south part of the Soquel High School campus.
- (4) Development of the Bridge Street pedestrian bridge crossing Soquel Creek and linking the residential area east of the Creek with the high school campus.
- (5) Adding an additional left-turn lane to Soquel-San Jose Road.
- (6) Extending the length of the existing left-turn lane by some 400 feet, which would require street widening and grading work.

These proposed improvement alternatives should be further studied and coordinated with Soquel High School Master Plan developments and the O'Neill Ranch Master Plan process.

Main Street

Main Street between Porter Street and easterly Soquel Drive has additional capacity and the potential of carrying more through traffic. East Walnut Street currently carries more through traffic than Main Street, probably due to the desire of drivers to by-pass Soquel Drive.

The Soquel Drive/Main Street intersection is currently controlled by a four-way stop sign. The intersection has an a.m. and p.m. peak hour similar to the Soquel Drive/Porter Street intersection and has a Level of Service "C." Future p.m. peak hour volumes would warrant a traffic signal. A proposed elementary school on North Main Street would also warrant signalization at this interaction.

A specific plan for pedestrian improvements should be developed for Main Street which both facilitates north-south pedestrian/bicycle circulation and links with the proposed pedestrian bridges at Bridge Street and Walnut Street.

Soquel Drive/ Robertson Street Intersection

Future p.m. peak hour volumes would warrant a traffic signal at this location. Eastbound Soquel Drive vehicles driving downhill into the village tend to drive a good deal above the posted speed limit; this combined with sight distance problems for vehicles accessing Soquel Drive from Robertson Street creates safety problems for motorists and pedestrians.

The intersection is currently unsafe for pedestrians due to vehicle speeding, inadequate sight distance, and excessive crossing distances.

Future signalization, with a choked down street section at Robertson Street to provide for safer pedestrian crossing, is recommended. See the illustration on page 29.

In addition, signalization at this location will create increased "openings" at the Soquel Drive/Daubenbiss Avenue intersection, improving pedestrian safety at that location.

Soquel Drive/Daubenbiss Avenue Intersection

This intersection is currently controlled by stop signs in the eastbound and northbound directions. This arrangement provides pedestrian protection at this location and should be enhanced in the future with the signalization of the Soquel Drive/Robertson Street Intersection and the addition of crosswalk pavers.

It is recommended that this location be improved in two phases:

- (1) Add crosswalk pavers to the east crosswalk on Soquel Drive.
- (2) After signalization of the Soquel Drive/Robertson Street intersection, add crosswalk pavers to the west crosswalk on Soquel Drive.

An additional stop sign on Soquel Drive in the westbound direction has been discussed, but is not recommended due to the potential back-up queueing into the Soquel Drive/Porter Street intersection.

PARKING ISSUES

Signal Synchronization

The eventual signalization of Soquel Drive/Robertson Street and Soquel Drive/Main Street should be analyzed for signal synchronization with the signal at Soquel Drive/Porter Street to ascertain if enough gaps can be created for improved pedestrian crossings at Soquel Drive/Robertson Street, Soquel Drive/Daubenbiss Avenue, and Soquel Drive midway between Porter Street and the Soquel Drive bridge.

O'Neill Ranch Master Plan

The O'Neill property (commonly referred to as the O'Neill Ranch) is a 97-acre parcel recently purchased (1989) by the County of Santa Cruz. The property is located north of Soquel Drive and forms a "T" in plan view with Soquel High School located to the east. Old San Jose Road abuts the eastern "T," and Rodeo Creek Gulch is approximately 100 feet from the western edge of the property.

A preliminary list of uses suggested by participants in public meetings facilitated by the County Redevelopment Agency includes: a community park and active recreation uses, affordable housing, Soquel High School expansion, a performing arts center, and other public facilities.

The development of the O'Neill Ranch is dependent upon further analysis of park uses and a partial Forty-First Avenue extension which provides O'Neill Ranch access and a "rear" entry to new parking areas for Soquel High School.

Various combinations of potential park facilities, combined with options for and extension of Forty-First Avenue to Soquel High School would impact Soquel Village in different ways and at different times of the day.

From the point of view of Soquel Village design objectives, the most advantageous combinations of O'Neill Ranch uses would: (a) not contribute to increased peak hour congestion at the Soquel Drive/Porter Street intersection; (b) facilitate alternate vehicle access to Soquel High School; and (c) contribute to the goal of developing Soquel Village as "destination" rather than a "route."

Existing Conditions

Soquel Village is characterized by individually owned and developed parking areas. Over 65% of the existing parking facilities do not conform to the Santa Cruz County Code on-site parking requirements. Non-conformance includes: (a) lack of adequate parking spaces; (b) parking lot design with inadequate back-up dimensions; and (c) lack of landscaping and pedestrian amenities.

Furthermore, due to the parcel by parcel development of the existing surface parking, there is a lack of an internal circulation system and signage program tying together the parking in a unified manner.

A 1987 Parking Needs and Preliminary Site Analysis Study (DKS Associates) found that the Soquel Village area had a parking shortfall of approximately 130 spaces during the peak retail shopping season in December, and concluded that:

"Many of the smaller businesses and restaurants have rear-door parking, which is available on a shared or limited-use basis for patrons of businesses in the immediate area. Other isolated businesses either provide their own parking or have no parking. Reserved small-area parking in the core area indicates the need for a shared parking concept that is served by an adequate circulation system. Small, disjointed parking areas are inefficient and difficult to reach conveniently. An effective system of shared parking with continuity in the circulation system will lead to increases in commercial activity in the whole area."

The DKS study also found that based upon surveys sent to local businesses and completed by both employers and employees:

- (1) 38% of employers returning surveys provide no parking for employees and 29% provide no customer parking.
- (2) The most critical demand for parking is in the southwest quadrant, south of the Soquel's/Soquel Financial Center and west of Porter Street

Text continued on page 74:

- (3) Peak parking demand is at the noon lunch hour.
- (4) There are two under-utilized privately owned parking areas which could provide additional parking supply:
 - (a) The church parking lot on the north side of Soquel Drive, west of Daubenbiss Avenue.
 - (b) The bank building at the southeast corner of Soquel Drive and Porter Street could provide evening parking.

The parking situation is aggravated by the lack of pedestrian scale and a pleasant walking environment which would allow visitors and employees to enjoy longer walking distances from parking to destination. Therefore, the current parking situation encourages motorists to park as close to their destination as feasible, which often leads to increased travel time circling the village waiting for a desirable parking location.

Surveys mailed to local property owners, business owners, and residents as part of the **Soquel Village Economic Study** (Zephyr Urban Management Associates, 1989) indicated that there is a public perception of poor parking availability in Soquel Village and that there is support for increased landscaping and streetscape amenities in the village. A "favorite experiences" survey distributed to **Soquel Village Plan** workshop participants indicated that 28% of respondents rated their "favorite experience" of Soquel Village as "walking or bicycling to town." This conflict between the combined lack of parking and pedestrian amenities with a strong affection for "walking to town" or "maintaining village pedestrian scale" is often a dominant theme in the master planning of rapidly urbanizing small towns and business districts.

Strategies for reconciling these conflicts in Soquel Village focus upon long-term planning which provides compatible land uses, including parking, in the Soquel Creek floodway. Since land use changes in the Soquel Creek floodway are proposed over a twenty year period (see pages 22-25), the **Soquel Village Plan** develops both short-term and long-term parking strategies.

A Soquel Parking Committee has been formed which includes representatives from the Soquel Chamber of Commerce and local property owners to investigate the formation of a Parking District or Business Improvements District which would purchase and manage parking in the Village area.

Short-term Parking Strategies

Short-term parking strategies should include four inter-related tasks:

- (1) The parking district should investigate leasing existing under-utilized surface parking lots and develop shared parking and maintenance agreements with the property owners.
- (2) The parking district should wherever feasible develop temporary leases on properties scheduled for eventual development but which could be utilized for short-term parking.
- (3) Parcels in the Soquel Creek floodway should be considered for purchase utilizing a combination of FEMA, parking district, and Redevelopment Agency funding to develop transitional parking until funds become available to implement the long-term floodway infill schemes illustrated on pages 24-25.
- (4) The parking district should re-design existing parking lots which are currently non-conforming and install parking meters as a method of generating funds. It should be noted that most existing non-conforming parking areas when re-designed will contain less parking spaces than currently exist in the non-conforming configuration. However, if the parking district is to install meters and provide maintenance, it is important for public safety and liability concerns that the parking areas are legal, code conforming public parking.

Two existing parking areas were identified as under-utilized in the DKS study. The first, Lighthouse Church on the north side of Soquel Drive and west of Daubenbiss Avenue, is used primarily on Sundays and evenings. By leasing the parking area as a shared parking area with the church, some 60 parking spaces could be available for daytime and Saturday use. Parking in this area would be appropriate for both long-term employee parking and customer parking and could also replace the Soquel Drive on-street, parallel parking scheduled for relocation.

The second under-utilized parking lot is the bank parking area on the southwest corner of the Soquel Drive/Porter Street intersection. While this lot is heavily used during the daytime, it is virtually unused in the evening during peak dinner-restaurant hours. A shared-parking lease at this location could benefit restaurant and evening activities in the village.

As a general rule, the Soquel Village Parking District should temporarily lease land which will be developed eventually, but which could be

utilized on a short-term basis for village parking. Since major new parking areas will depend upon property purchase within the floodway or private infill projects, this type of short-term strategy is extremely important. The "Stollman" property on the southwest corner of Daubenbiss Avenue and Soquel Drive is a good example of an opportunity site for this approach. This location is an important architectural link between the historic Daubenbiss House and the historic townscape on Soquel Drive between Daubenbiss Avenue and Porter Street. Design guidelines for this site are illustrated on page 41. A temporary parking facility at this location could generate approximately 50 parking spaces. Combined with the Lighthouse Church lease agreement for parking, this location could provide enough parking to make up for the parking shortfall in this area, plus relocate the existing parallel on-street parking on Soquel Drive, west of Porter Street.

The parking district, in cooperation with the Redevelopment Agency and FEMA, should consider purchasing parcels in the Soquel Creek floodway for eventual conformance with the floodway plans illustrated on pages 22-25. The parking district and Redevelopment Agency should investigate the feasibility of purchasing the existing building and property owned by the Central Fire District. The fire station's location within a FEMA mapped 100 year flood plain and within the higher velocity flood waters of a floodway is an inappropriate location for a fire station and emergency center. The fire district is currently analyzing alternative locations for a future fire station in order to expand facilities and to relocate from the existing floodway location on Soquel Drive in the northeast quadrant of the village. Since the property owned by the Central Fire District is adjacent to the County owned Porter Memorial Branch Library located on Soquel-San Jose Road, there is a unique opportunity to develop a shared parking facility on this site. The illustrative plan on page 23 shows the fire station site with approximately 60 parking spaces linking Soquel Drive with Porter Street.

Long-term Parking Strategies

Long-term parking strategies for the portion of Soquel Village east of Porter Street are integrated with the long-range floodway design plans on pages 22-25. These plans provide more than adequate parking for projected future needs in both the northeast and southeast quadrants.

Several infill planning alternatives were developed for the northwest quadrant, just south of Soquel High School. In order to meet parking needs in this quadrant, extensive redesign

should occur which develops shared parking behind buildings and limits driveways to one on Porter Street and one on Soquel Drive, west of Daubenbiss Avenue. The primary issue for this quadrant will be the ability to coordinate development to ensure that the comprehensive approaches illustrated in each alternative scheme, or variations of these schemes, are adhered to.

The southwest quadrant, west of Porter Street and south of Soquel Drive, will continue to have some parking shortages within the quadrant, which can be mitigated by providing employee parking in other quadrants. Existing historic structures on Soquel Drive make infill schemes difficult. Recommendations in this quadrant include:

- (1) Developing employee parking in other quadrants such as the leased parking area at Lighthouse Church.
- (2) Maintaining the existing parallel, on-street parking on the west side of Porter Street.
- (3) Restricting second floor development in existing historic buildings and in new structures on Soquel Drive unless additional employee parking is developed utilizing excess parking in other quadrants.

In conclusion, long-term parking as illustrated in this plan should be more than adequate for the village but will continue to have a slight shortfall in the southwest quadrant. Parking management, attractive signage programs, and aggressive village-wide marketing and advertising will be key elements in the long-term success of village parking strategies.

VILLAGE PARKING OBJECTIVES AND GUIDELINES:

- (1) Development of an attractive, coordinated village signage program.
- (2) Development of an attractive, safe village pedestrian system which links parking areas with shops and village focal points such as Soquel Creek.
- (3) Development of an efficient internal circulation system connecting parking within each quadrant and limiting access points to several well signed and landscaped areas.
- (4) Encouragement of public-private development strategies and shared parking development managed by a local parking district.
- (5) Coordination of parking district management with a village business advertising campaign.

ECONOMIC AND MARKET ANALYSIS

One of the principal goals of the **Soquel Village Plan** is the economic revitalization of the village commercial area. To provide specific economic information and recommendations in support of this goal, a market analysis of the Soquel Village area was prepared by Zephyr Urban Management Associates. This market analysis provides: (1) basic economic and demographic data about the Soquel area population; (2) opinion surveys of resident shoppers, business owners, and property owners; and (3) specific marketing strategies and suggestions for physical improvements aimed at the economic revitalization of Soquel Village.

The surveys were mailed to over 350 households in the Soquel Village Market Trade Area, and to all business and property owners within the Soquel Village Economic Study Area. The boundaries for distribution of business and property owner surveys are illustrated on the map below. This format was also utilized for similar surveys in the unincorporated areas of Boulder Creek, Ben Lomond, Felton, and Aptos so that the results from each village area would be compared.

It is significant that the physical improvements to Soquel Village suggested by survey respondents largely coincides with the more specific physical improvements resulting from the Soquel Village planning process.

Soquel Village Market Trade Area

The market analysis identified the "Soquel Village Market Trade Area" as an irregularly shaped area extending approximately one to three miles from the intersection of Soquel Drive and Porter Street and encompassing all of Santa Cruz County Census Tract #1219 and 30% of Census Tracts #1217 and #1218. The demographic and economic statistics presented in this report are based upon recent census data from these County Census Tracts.

Of the five unincorporated villages surveyed (Soquel, Aptos, Felton, Ben Lomond, and Boulder Creek), the Soquel Village Trade Market Area had the lowest median household income, the lowest number of persons per household, the lowest five year annual population growth and the second lowest per capita income.

The Soquel Village Economic Study Area includes the Soquel Village Core or primary downtown area and is generally bordered by Soquel Creek (to the east), the Daubenbiss House (to the west), Walnut Avenue and Soquel Elementary School (to the south), and the Soquel Branch Library (to the north).

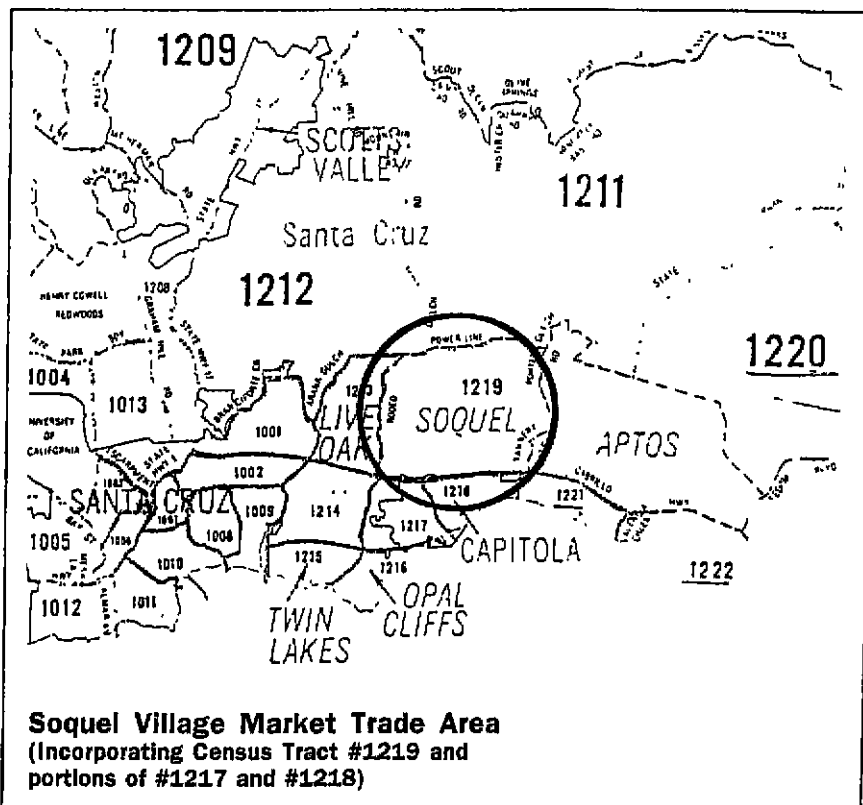
Survey Results

(1) Resident/Shopper Survey:

The resident shopper survey indicated a willingness to patronize businesses in Soquel Village and indicated that convenience was a strong motivating factor for shopping in Soquel Village. However, survey respondents indicated that they did not shop in Soquel Village on a regular basis because of "limited selections" and a perception that there were "better prices elsewhere." They rated the area "good" or "fair" for attractiveness, cleanliness, and safety, and "poor" for convenient parking spaces and variety of goods sold. Respondents indicated that they felt businesses offered adequate hours for shopping convenience.

Respondents regularly patronized restaurants and video stores in the Village. However, the remainder of the businesses in the Village area were patronized occasionally, or not at all, depending to some extent on spin-off trips from either local restaurants, the video store or the Post Office. This indicates the potential to attract new customers or expand customer visits if more businesses complemented customer-trips to more popular village locations.

The list of goods and services that respondents would like to have available in Soquel Village was quite extensive. Some common choices included:



- (a) drug store;
- (b) hardware store;
- (c) variety store;
- (d) dry cleaners;
- (e) grocery store; and
- (f) more retail apparel stores.

The desire for a village drug store and dry cleaners was a common goal in other village surveys conducted in Aptos, Ben Lomond, and Boulder Creek.

The list of physical improvements suggested by respondents is in substantial agreement with improvements that were suggested by the Soquel Village planning process and included: sidewalks, improved and wider streets to accommodate bicycle lanes, traffic solutions, more parking, and pedestrian amenities such as street trees, benches, and pleasant and safe crosswalks.

In general, residents responding to the survey are supportive of existing businesses and are interested in more high quality businesses locating in the village commercial area. Resident responses indicate that an improved physical setting, greater variety, better prices, and more high quality businesses would lead to increased patronage of the Soquel Village commercial area.

(2) Business Owner and Property Owner Surveys:

The business owner surveys indicated that over the past 18 months, business trends were generally "up" and that over the past five years, business was "improved somewhat." The single largest response regarding the future for Soquel Village businesses was "wait and see," with "optimistic" and "generally favorable" being next. In contrast to the resident/shopper surveys, business owners indicated their interest in more and better coordination of hours of operation. In addition, business owners perceive their single largest source of business was from residents throughout Santa Cruz County, with residents who live north of State Highway 1 in the Soquel vicinity being a close second.

The primary "assets" presently existing in Soquel Village were identified as: "its charm," ambience (old buildings), friendly people, Soquel Creek, and mid-County location. The most pressing problems were identified as parking and traffic. Eighty-three percent (83%) of respondents supported an increase in promotion and advertising activities. Sixty-two percent (62%) indicated that they had no immediate plans for remodeling, but 67% indicated that a comprehensive program of building rehabilitation would have a positive effect on their businesses. In conclusion, the responses to the business owner and property owner surveys

were quite similar and indicate that there would be general support from both business owners and property owners for a comprehensive marketing, promotion, and physical improvement program aimed at the economic revitalization of Soquel Village.

Existing Business Inventory

The total building area within the Soquel Village Study area is approximately 97,400 square feet which represents a total site coverage of 21.85%. This density is on the low end of the expected range of density for an older commercial area. Generally, a commercial area with a low density tends to be vehicle oriented rather than pedestrian oriented. By removing commercial uses from the floodway, future commercial densities in Soquel Village as proposed in the Soquel Village Plan could lend themselves to a more pedestrian oriented environment as relocated businesses intensify the commercial core.

Currently, the majority of commercial uses in the Soquel Village area are non-retail, with professional offices and eating and drinking establishments dominating the mix of uses. This trend will most likely continue unless improvements to parking, pedestrian safety and an aggressive campaign to attract high quality retail uses are implemented.

Competing Commercial Areas

Based upon results from the resident/shopper survey, the primary competing commercial areas for Soquel Village retail uses are.

- (1) **Convenience Goods** (such as grocery, drugs, liquor, etc.).
 - (a) Forty-first Avenue Regional Shopping Center and the Safeway/K-Mart on Forty-first Avenue just south of Soquel Drive
 - (b) Nob Hill Market Shopping Area on Bay Street in Capitola which is the southerly extension of Porter Street in Soquel
- (2) **Comparison Goods** (such as apparel, linens, housewares, etc.):
 - (a) Capitola Mall at Forty-first Avenue Regional Shopping Center
 - (b) Capitola Village.
- (3) **Specialty Items** (gifts, art, jewelry):
 - (a) Santa Cruz/Pacific Garden Mall
 - (b) Capitola Village.

It is interesting to note that the competing shopping areas, with the exception of the Pacific

■ "More than anything, a successful downtown is people. We must provide the elements, such as high quality retailers, entertainment and services, that are needed to bring people downtown."

Mountain View
Revitalization Director
Barney Burke

Garden Mall, are within the immediate vicinity of Soquel Village. Furthermore, traffic surveys would seem to indicate that many shoppers actually travel through the Soquel Village area to reach these competing shopping areas. Therefore, the objective of making Soquel Village a "destination" versus a "route" becomes particularly important as a marketing strategy.

While there is a strong indication that many vehicles utilize Soquel Village and particularly Soquel-San Jose Road as an alternate route to San Jose, the San Jose area is not indicated in any resident/shopper surveys as a competing market area. Similar surveys in Ben Lomond and Felton indicated quite strongly that the San Jose area was an alternate or competing shopping area for San Lorenzo Valley residents who commute to San Jose.

Market Potential

Based upon the analysis of the household income data developed from census tract surveys in the Soquel Village Market Trade Area, there is a market potential of approximately \$45 million of retail sales (barring competition from other areas), in the Soquel Village vicinity. In contrast, the estimated gross retail sales for 1988 in the Soquel Village Economic Study Area was \$6.2 million. While there are many elements which contribute to these two figures, it is clear that one objective for Soquel Village economic revitalization would be to try and attract a larger proportion of local spendable income.

There is an opportunity for expansion of retail development in all three retail areas; convenience, comparison goods, and specialty goods. Soquel Village has a large number of eating and drinking establishments which enjoy county-wide support. Developing complementary retail uses and business hours which encourage spin-off activities from this existing success should be encouraged. Both convenience goods and specialty items have retail growth potential in Soquel Village, since the village core is convenient to approximately 11,700 residents.

In terms of specialty goods, Soquel is in direct competition with both the Pacific Garden Mall and Capitola Village. Both of these competing settings have a unique pedestrian flavor, are known for artisan and craft shops—and both have perceived parking problems (yet are very successful). Key elements in competing in the specialty goods area include:

- (1) Developing a unique and desirable pedestrian setting;

- (2) Developing unique physical settings such as Soquel Creek and activities related to the creek;
- (3) Developing promotional activities which center around Soquel's restaurants and specialty/craft shops which have hours of operation which complement restaurant hours of operation.

In the convenience goods area, Soquel's proximity to 11,700 residents must be recognized and encouraged with alternate forms of transportation, convenient parking, and promotional activities. Of critical importance in this retail category, is the linking of convenience outlets to each other and to public parking.

Marketing and Finance Strategies

To achieve the goal of economic revitalization in Soquel Village, two areas of activity, marketing and physical improvements, must be effectively organized, coordinated, and implemented. Marketing includes the promotional activities of individual businesses as well as village-wide, cooperative advertising and promotional campaigns *and the recruitment of new businesses.*

Physical improvements include developing pedestrian circulation systems, additional and well signed parking areas and developing amenities which enhance the character of Soquel Village. These types of improvement include the potential of developing a linear park along the west bank of Soquel Creek, focusing outdoor space so that views to the creek and adjacent hillsides are enhanced, and providing entryways which notify visitors that they are entering a special place.

Since most of these activities require public/private coordination, it is important that there is a well organized business association with active membership and that the association can provide member services that could not be secured as efficiently by individual businesses. Furthermore, the business association, whether it be the Soquel Chamber of Commerce or another group, should be actively involved in the management of the Soquel Village Parking District. The business association should be comprised of all businesses in the Soquel Village area and possibly those located just beyond the study area limits, and should coordinate or initiate the following activities:

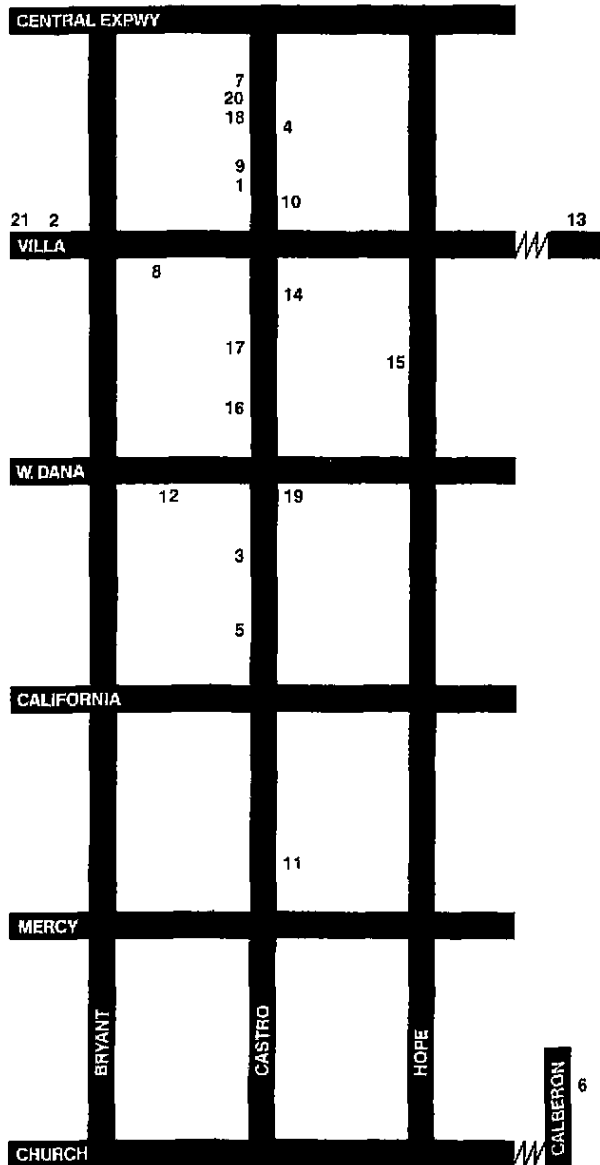
- (1) Development of cooperative advertising and promotion;
- (2) Addressing common business problems and issues;

Text continued on page 80:

DOWNTOWN MOUNTAIN VIEW!

If you're hungry for great cuisine from around the world, or around the block, you'll find it at these fine restaurants in downtown Mountain View:

- 1. Andy's Chinese Restaurant**
174 Castro Street 968 9494
Specializing in Cantonese and Mandarin cuisine
- 2. Chez T.J.**
938 Villa Street 964-7466
Modern French cuisine
Winner of the 'Gold Medal' in Santa Clara County in San Francisco Focus magazine
- 3. Colonel Lee's Mongolian BBQ**
304 Castro Street 968-0381
Dinnertime — all you can eat
- 4. Double Rainbow**
135 Castro Street 964 3379
The ice cream voted "Best in America" Also serving yogurt, espresso, cakes, shaved ice and gourmet sandwiches
- 5. Dynasty Seafood Restaurant**
360 Castro Street 961-6635
Fresh seafood
- 6. El Calderon**
699 Calderon Street 940 9533
Salvadoran food — home of the world famous Pupusa
- 7. Florentine**
118 Castro Street 961-6543
"A Touch of Italy in your neighborhood"
- 8. Golden Wok**
895 Villa Street 969 8232
Szechuan, Hunan & live seafood specialties
- 9. House of Yee**
160 Castro Street 961 9694
Mandarin & Szechuan cuisine
- 10. Jacqueline, A Cafe & Wine Bar**
185 Castro Street 964 2073
California freestyle cuisine
a balance of freshness, quality and simplicity
- 11. Kirin Chinese Restaurant**
485 Castro Street 965 1095
Cantonese and seafood cuisine
- 12. Kyo Restaurant**
867 West Dana Street 969 2241
Serving fine Japanese cuisine in the downtown for ten years, with non-commercialized cooking and services
- 13. La Fiesta**
240 Villa Street 968 1364
"An authentic Mexican restaurant"
- 14. La Poblanita Mexican Restaurant**
209 Castro Street 967 1993
An original Mexican restaurant since 1974
- 15. Lotus Garden Chinese Restaurant**
210 Hope Street 961 3500
Excellent Cantonese cuisine
- 16. MeKong Restaurant**
288 Castro Street 968 2604
The finest Vietnamese cuisine
- 17. Mervyn's Fine Food**
236 Castro Street 961 1333
A fine cake restaurant
- 18. Mumtaj Indian Cuisine**
126 Castro Street 961 2433
Delicious North Indian food
- 19. Printer's Inc. Cafe**
301 Castro Street 961 8500
Enjoy an espresso drink and dessert in our mezzanine cafe — overlooking the book store
- 20. Szechuan Garden Restaurant**
124 Castro Street 969 5611
Mandarin & Szechuan cuisine
- 21. Tied House Cafe & Brewery**
954 Villa Street 965 2739
Fresh beer brewed on site, mesquite broiled fish, specials, sausages in a unique atmosphere



Example: Downtown Restaurant Map
Courtesy: Downtown Mountain View Restaurant Association

■
 "Of the four components of the Main Street Program; promotion, design, economic restructuring, and organization; organization is the element that gets the whole program off the ground!"

*Main Street Tracy
 Newsletter*

- (3) Representation of the village with a common voice;
- (4) Management of the parking district;
- (5) Liaison with County staff for physical improvements recommended in the **Soquel Village Plan**;
- (6) Design and production of a Restaurant Guide and Map (see the Downtown Mountain View example on page 79);
- (7) Sponsor workshops for businesses on issues such as business signage and marketing;
- (8) Sponsor special events or festivals to attract people to Soquel Village; for example.
 - (a) historic walks and self-guided historic tours,
 - (b) Soquel Creek festivals,
 - (c) complementary activity promotions such as reduced restaurant prices for shopping in Soquel Village.

The business association should provide effective leadership in an effort to: (1) retain existing businesses and recruit compatible new businesses; and (2) assist those existing businesses that are in need of expansion and wish to remain in Soquel Village. In this instance, the business association should play an active role in the relocation of existing businesses in the Soquel Creek floodway to the northwest quadrant as recommended in the **Soquel Village Plan**.

In addition, the following physical improvements have been supported by both the resident/shopper survey responses and by the Soquel Village planning process:

- (1) Enhancing the existing historic character of buildings in the Village area and enhancing the natural features of Soquel Creek;
- (2) Adding to and managing the parking supply in the village, coordinated with a comprehensive internal circulation system which links parking areas where feasible;

- (3) Encouraging attractive "rear" access to businesses from parking areas and, where feasible, from Soquel Creek,
- (4) Providing attractive and safe pedestrian areas complemented by public seating, artwork, and appropriate landscaping.

The proposed retail development of Soquel Village and proposed physical improvements recommended in the **Soquel Village Specific Plan** must be accompanied by a well funded and easily implemented marketing program. As a general standard, small retail outlets should be spending approximately 2% of their gross sales on advertising and promotions and an additional 5% on collective advertising and promotions. An effective marketing campaign should include: (1) maintaining customer mailing lists; (2) coordinating promotions and special events; and (3) an extensive local and regional advertising campaign. This should include sending press releases to local newspapers each time recommended physical improvements from the **Soquel Village Plan** are implemented.

Structure of the Business Association

In December 1989, the Santa Cruz County Board of Supervisors approved the formation of a Parking and Business Improvement District for the Soquel Village area, as per the California State enabling statute: "*The Parking and Business Improvement Area Law of 1979, as amended.*" Under this type of program, all businesses in the specifically defined area are assessed according to their type of business and according to the level of business activity.

One of the primary roles of the Business Improvement District will be to attract new businesses to the Soquel Village area and to coordinate the relocation of existing businesses from the floodway quadrants to the northwest quadrant of the village. For this reason, it is recommended that the Business Improvement Association establish a **New Business**

Recruitment Committee which would serve as a steering committee to provide input to and supplement the efforts of the general membership. Elements of this program should include:

- (1) Development of a Commercial Area Data Base including:
 - (a) business profile of existing businesses,
 - (b) site analysis, complete information about the use of each parcel in the area and any planning constraints,
 - (c) graphic presentation of the above data;
- (2) Business mix or clustering plan—this includes the clustering of complementary uses within the commercial area to gain maximum benefit from pedestrian activity and from “spin-off” uses created by adjacent activities with complementary features;
- (3) Prospect list—should include a list of prospective new businesses and a list of businesses that wish to relocate or expand within the village area,
- (4) Packaging of properties—because most existing businesses are non-conforming in terms of parking and site development, and recommendations in the **Soquel Village Plan** propose shared parking areas and combining parcels, the New Business Recruitment Committee should also help package prospective businesses with private development teams capable of preparing development applications and implementing projects.

Coordination with Other Business Groups

Business groups in Boulder Creek, Ben Lomond, Felton, Aptos, and Soquel are all in the process of developing business and town plans and have developed practical skills with different areas of focus. It is, therefore, recommended that the Soquel Business Improvement

District/Association actively coordinate activities with other village business groups in the unincorporated areas of Santa Cruz County. For example, business groups in each village, by pooling resources, might receive better return on their promotion dollars “Historic” brochures of the Soquel area could be distributed in other villages. In this manner, more visitors frequenting the Felton Covered Bridge or Roaring Camp (in Felton) might learn about historic resources in Soquel or Aptos Village.

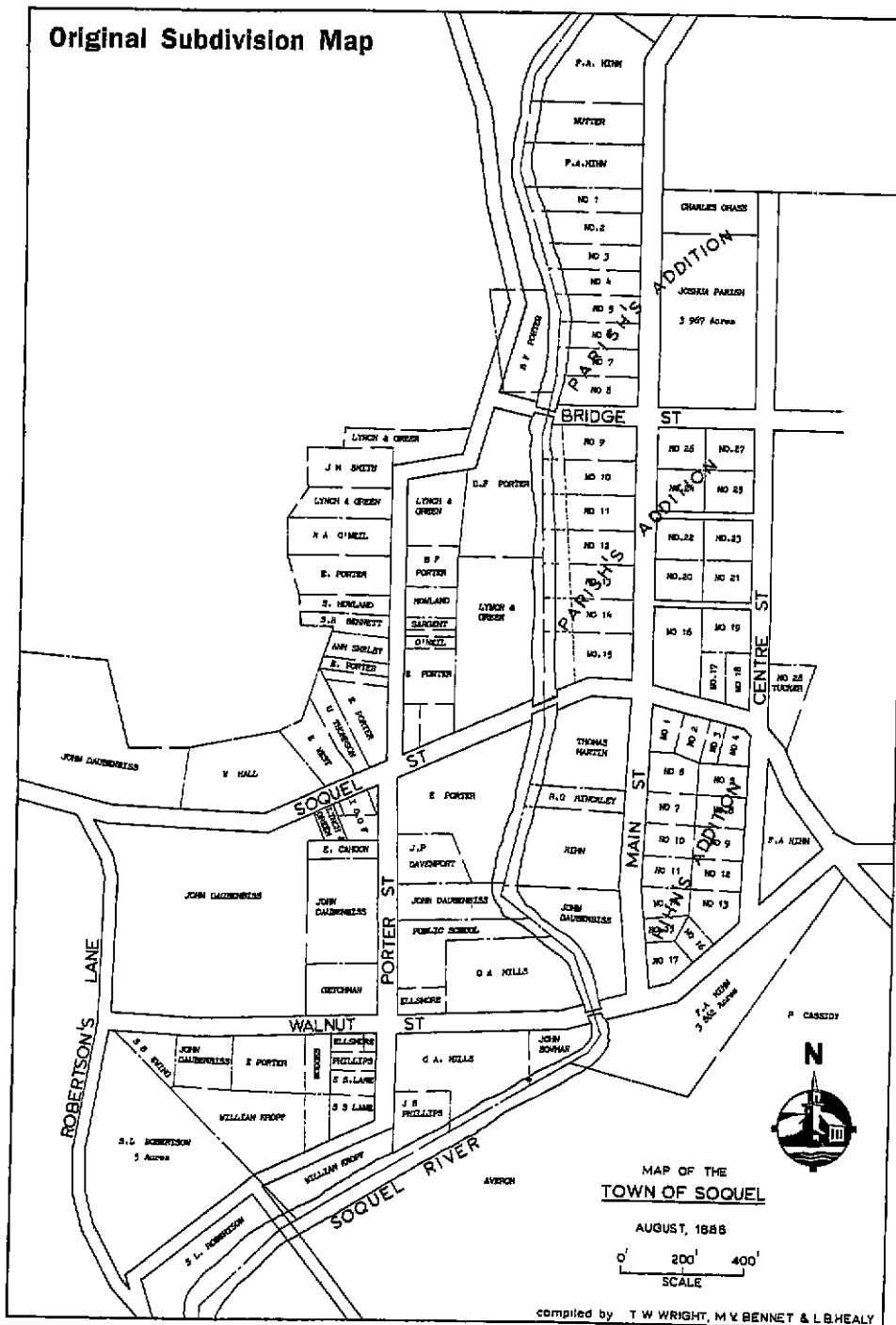
Town Plan Facilitator

In order to coordinate the diverse activities of the Business Improvement District, the physical improvements in the **Soquel Village Plan**, and to act as liaison with the varying local agencies involved in the long range physical improvements discussed in this report, it is recommended that the County and the Soquel Village Business Association consider funding for a Town Plan Facilitator

The role of the facilitator would be modeled on the California Main Street Program’s “Main Street coordinator.” The facilitator would be available on a regular basis and, in the case of Soquel Village, could be a half-time position. The facilitator would be an advocate for Soquel Village and through “Main Street” training programs would develop skills in historic restoration, facade improvements, marketing, and would possess an overview of what is occurring in other community revitalization programs.

The Town Plan Facilitator could produce and coordinate a Soquel Village newsletter which would have an attractive logo, provide details of ongoing physical improvements, and act as a promotional and networking element implementing the **Soquel Village Plan**.

HISTORIC MAPS



This map is a reproduction of the original subdivision map for the Town of Soquel, filed in 1888. Original courtesy of Stan Stevens of the UCSC Map Library.

Key to Historic Development Map





- 1 Benjamin Parish House
3430 N. Main St. circa 1884
- 2 Residence: 3220 N Main St.
circa 1896-1908
- 3 Residence: 3215 N. Main St.
circa 1899-1908
- 4 Residence: 3131 N Main St
circa 1898-1908
- 5 Nugent Residence:
3130 N Main St., circa 1875
- 6 Windfield S. Parish Home Site
3100 N. Main St. original home:
1853-1925 current bungalow: 1927
- 7 Soquel Congregational Church
3045 Center Street
1870 by S.A. Hall
- 8 Residence: 4930 Soquel Drive
circa 1890
- 9 Residence: 2920 S Main St.
circa 1885
- 10 Residence: 2901 S Main St.
circa 1870
- 11 Residence: 2900 S. Main St
circa 1868
- 12 Residence: 2825 S Main St.
circa 1885
- 13 Residence 2820 S Main St
circa 1888
- 14 Residence: 2815 S Main St.
circa 1875
- 15 Residence: 2801 S Main St.
1893
- 16 Residence: 2751 S. Main St.
circa 1865
- 17 John D Chase Residence
2750 S. Main St. circa 1869
- 18 Thomas Beck Residence
2741 S Main St. circa 1890
- 19 Soquel School, 2700 Porter Street,
original school: 1853, current school.
1921 by W.W. Weeks
- 20 Soquel Plaza, 2715 Porter Street,
original building removed circa 1920;
current building circa 1922
- 21 Daubenbuss House
4500 Soquel Drive
1867 by Thomas Beck
- 22 4625-4640 Soquel Drive,
original buildings removed 1925-35;
current structures: Odd Fellows Hall,
circa 1925; Soquel Financial Center,
circa 1928, Soquel's, 1936
- 23 Residence: 4609 Soquel Drive
circa 1890
- 24 4631 Soquel Drive
circa 1890 (originally stables)
- 25 Residence: 3051 Porter St.
circa 1880
- 26 Porter Memorial Library
3050 Porter St., 1913
- 27 Angell Residence:
3235 Paper Mill Rd., circa 1880

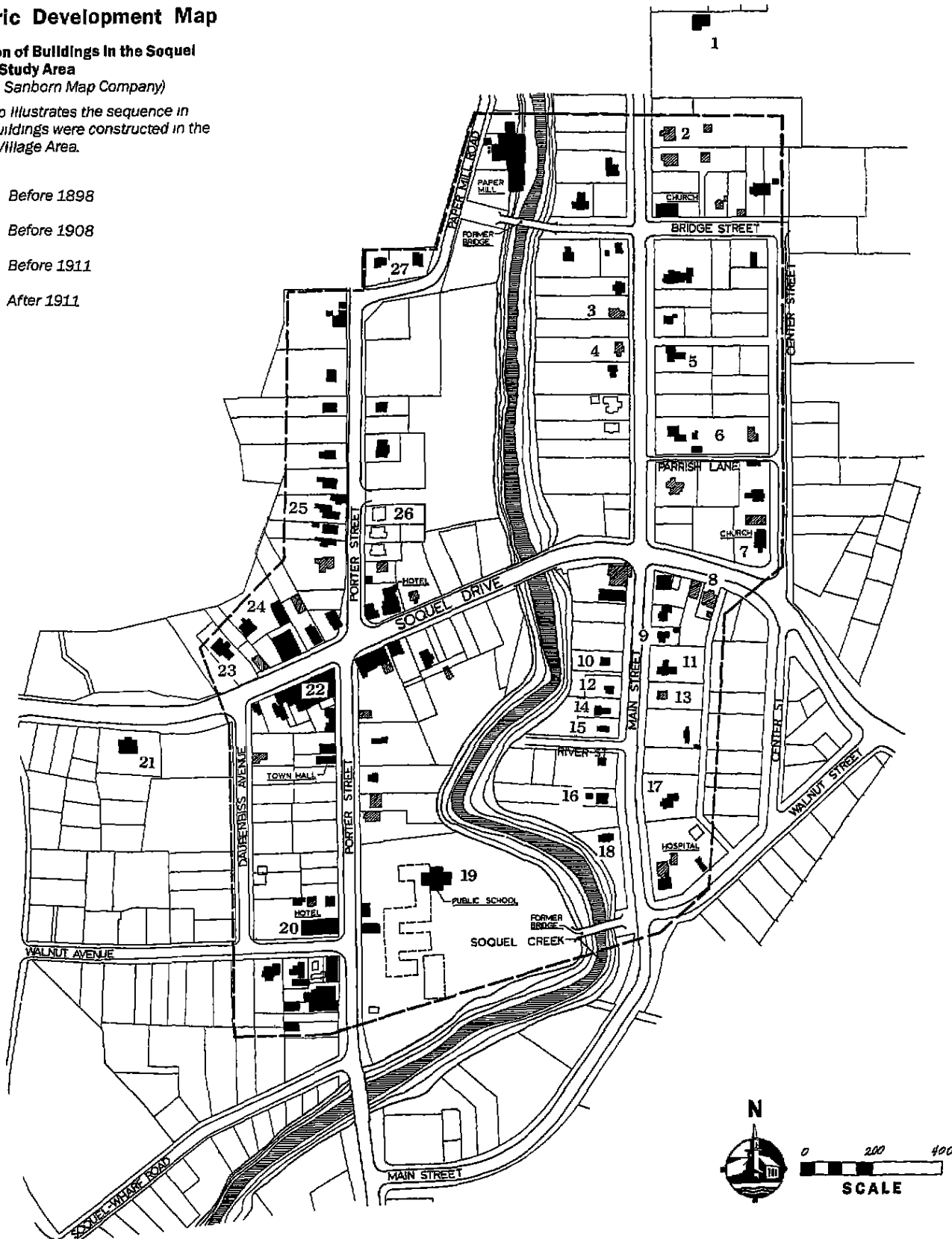
Historic Development Map

Evolution of Buildings in the Soquel Village Study Area

(Source: Sanborn Map Company)

This map illustrates the sequence in which buildings were constructed in the Soquel Village Area.

-  Before 1898
-  Before 1908
-  Before 1911
-  After 1911



SUMMARY OF LEVELS OF SERVICE FOR INTERSECTIONS

Level of Service	Type of Flow	Delay	Maneuverability	V/C Ratio*
A	Stable Flow	Very slight or no delay. If signalized, conditions are such that no approach phase is fully utilized by traffic and no vehicle waits longer than one red indication.	Turning movements are easily made, and nearly all drivers find freedom of operation.	0.00-0.60
B	Stable Flow	Slight delay. If signalized, an occasional approach phase is fully utilized.	Vehicle platoons are formed. Many drivers begin to feel somewhat restricted within groups of vehicles	0.61-0.70
C	Stable Flow	Acceptable delay. If signalized a few drivers arriving at the end of a queue may occasionally have to wait through one signal cycle.	Back-ups may develop behind turning vehicles. Most drivers feel somewhat restricted	0.71-0.80
D	Approaching Unstable Flow	Tolerable delay. Delays may be substantial during short periods, but excessive back-ups do not occur.	Maneuverability is severely limited during short periods due to temporary back-ups.	0.81-0.90
E	Unstable Flow	Intolerable delay. Delay may be great—up to several signal cycles.	There are typically long queues of vehicles waiting upstream of the intersection.	0.91-1.00
F	Forced Flow	Excessive delay.	Jammed conditions. Back-ups from other locations restrict or prevent movement. Volumes may vary widely, depending principally on the downstream back-up conditions.	Varies*

*In general, V/C ratios cannot be greater than 1.00, unless the lane capacity assumptions are too low. Also, if future demand projections are considered for analytical purposes, a ratio greater than 1.00 might be obtained, indicating that the projected demand would exceed the capacity.

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