



## 2.0 PROJECT DESCRIPTION

### 2.1 Project Overview

The County of Santa Cruz and the City of Watsonville jointly prepared a Specific Plan and PUD (hereinafter “proposed project”) for the Atkinson Lane future growth area (hereinafter “planning area”). The proposed Specific Plan and PUD designates approximately 34.7 net-acres for residential uses for the construction of approximately 450 units, including 10.5 net-acres for “Residential-High Density;” 14.2 net-acres for “Residential-Medium Density;” 10 net-acres for “Residential – Low Density; and 3.5 acres of parks/recreational uses. The proposed project would also include 3.1 acres of a designated riparian area with a 1.6 acre riparian buffer adjacent to Corralitos Creek which would be designated “Environmental Management;” preservation of a 3.9 acre existing wetland and incorporation of a 2.7 acre wetland buffer, which would be designated as “Urban Open Space;” a 2.2 acre PG&E substation, which would remain as a public facility; and 14.1 acres for a 200 foot agricultural buffer, which would be located on the eastern boundary of the planning area adjacent to the existing agricultural fields. The proposed project also includes an interim agricultural buffer within Phase 1 (County site) that would be terminated once the City site is annexed, and rezoned. Project details are described throughout the remainder of this section, consistent with CEQA Guidelines Section 15124.

The Specific Plan is required for implementation of the project by the City of Watsonville upon annexation of the planning area to the City of Watsonville. The proposed Specific Plan will also serve as a Planned Unit Development (PUD) for implementation by the County of Santa Cruz for the rezoning of a 16-acre portion of the planning area (County site). The PUD fulfills the requirements of the Santa Cruz County Code Sections 13.10.477 Regional Housing Need Combining District and 18.10.180 Planned Unit Developments, which would fulfill the County’s obligation to its Housing Element Certification Condition.

Upon adoption of the PUD by the County of Santa Cruz, the County site would be rezoned to “Regional Housing Needs Combining District.” As defined by Measure U, the City may consider adoption of the Specific Plan and certification of the EIR as a responsible agency following certification of the EIR by the County of Santa Cruz. Upon adoption of the Specific Plan by the City, an annexation and Sphere of Influence (SOI) amendment request would be required for those portions of the planning area located outside of the City limits and the SOI. The annexation and SOI amendment would require approval by the Santa Cruz County Local Agency Formation Commission (LAFCO). Once the Final EIR is certified by the County of Santa Cruz, the City of Watsonville, as a responsible agency under CEQA, may consider approval of the Specific Plan and/or certification of the EIR. Following approval of the Specific Plan and/or certification of the EIR, a petition may be filed to LAFCO for the annexation and Sphere of Influence boundary adjustment. However, no tentative map shall be approved by the City until after January 1, 2010.

Several technical studies have been completed to evaluate the potential environmental effects that may result from implementation of the proposed project, including: a biological resource assessment, wetland delineation, a geotechnical investigation, a preliminary hazardous materials assessment, a Transportation Impact Analysis (TIA), and air quality and noise modeling. The technical reports are included in the Technical Appendices of this Draft EIR.



## 2.2 Project Location and Site Conditions

### 2.2.1 Regional Location

The planning area is located in Santa Cruz County adjacent to the eastern edge of the Watsonville City limits. The City of Watsonville is located in southern Santa Cruz County approximately 47 miles south of the City of San José. Neighboring communities within 25 miles of the planning area include the cities of Santa Cruz, Scotts Valley, and Capitola, which are respectively located 20 miles, 23 miles, and 14 miles north of the planning area, and the community of Castroville and City of Salinas, which are each respectively located approximately 11 miles to the southwest and 23 miles to the southeast. The regional location is shown in **Figure 2-1: Regional Location**.

### 2.2.2 Project Vicinity

The planning area consists of eleven parcels (Assessors Parcel Numbers: 019-226-42 [52 Atkinson Lane], 019-226-43 [58 Atkinson Lane], 019-226-44 [72 Atkinson Lane], 019-236-01 [78 Atkinson Lane], 048-211-24, 048-211-25 [56 Atkinson Lane]; 048-221-09, 048-231-01, 048-231-17, 048-231-18 [127 Atkinson Lane], and 048-251-09), which total approximately 65.8 acres. The planning area is located south of Corralitos Creek and approximately 800 feet northeast of Freedom Boulevard. Atkinson Lane borders the planning area to the northwest; Brookhaven Lane, Brewington Avenue and Paloma Way border the planning area to the south and southwest. Atkinson Lane, Brewington Avenue, and Wagner Avenue provide various access points to the project site. Freedom Boulevard is a four lane major arterial running north-south and is located approximately ¼ mile west of the planning area. Freedom Boulevard is the only major arterial in the vicinity of the planning area.

The northwest corner of the planning area is located within the Watsonville City limits and the remainder of the planning area is located in unincorporated Santa Cruz County. Approximately one half of the planning area is located within the City's Sphere of Influence (SOI) and the entire planning area is located within the City's 25-Year Urban Limit Line (ULL), which defines where development can occur. The project vicinity is shown on **Figure 2-2: Project Vicinity** and an aerial of the planning area is shown in **Figure 2-3: City and County Project Sites and Jurisdictional Boundaries**. The Assessor's Parcels Numbers are shown in **Figure 2-4: Assessors Parcel Numbers and Property Ownership**.

## 2.3 Site Characteristics

Approximately two-thirds of the planning area is currently in agricultural production as strawberries and apple orchards. A seasonal wetland/riparian area is located in the western portion of the planning area on the south end of APN 048-221-09. Corralitos Creek and associated riparian vegetation trends roughly west to east along the proposed project's northern boundary within APNs 048-231-17 and 048-231-18. On-site topography is approximately 70 to 110 feet above mean sea level (msl) and slopes to the west within the western portion of the site and to the east within the eastern portion of the site.

Four single-family residences and various structures used for farming practices are located within the planning area. Two residential homes are located within APN 048-211-25 adjacent to the western boundary of the planning area and the northern boundary of the PG&E parcel. A private unimproved road extends south from Atkinson Lane providing access to these residences. Two additional single family residential homes are located within APN 019-226-43 (58 Atkinson



Lane) and APN 019-226-44 (72 Atkinson Lane) adjacent to the western boundary of the planning area on the south side of Atkinson Lane between Vic Rugh Lane and Kadderly Lane.

A series of unimproved dirt roads traverse the planning area in order to access the agricultural fields and the existing residential development. The PG&E property (APN: 048-211-24) contains an electrical plant/station at the west side of the planning area. A large overhead electrical utility line, which originates from the PG&E parcel, bisects the planning area along APN 048-251-09 (Grimmer Orchard parcel) along the northern boundary and cuts north through APN 048-231-17 and APN 048-231-18 (Israel Zepeda parcels). **Figures 2-5 through Figure 2-7: Photographs of the Planning Area** presents photographs of existing conditions at the project site. **Figure 2-8: Existing Site Characteristics** presents an aerial view of existing site characteristics.

### 2.3.1 Existing Zoning and General Plan Designation

#### Existing General Plan Land Use

As shown in **Figure 2-9: Watsonville General Plan Land Use**, the *City of Watsonville General Plan* designates the majority of the planning area as “Specific Plan Area” with a smaller portion designated as “Agricultural” and “Environmental Management” in the northeastern portion of the project site. The *County of Santa Cruz General Plan* designates the majority of the planning area as “Urban Residential-Low Density (R-1)” and “Agriculture,” with the PG&E electrical substation parcel designated as “Public Facility” as shown in **Figure 2-10: Santa Cruz County General Plan Land Use**.

#### Existing Zoning

The portions of the planning area that are currently located within the City limits are zoned “Single Family Residential-Low Density (R-1).” The remainder of the planning area is located in unincorporated Santa Cruz County in the eastern portion of the planning area is zoned “Agricultural Commercial (CA);” “Residential Single Family (R-1)” in the central and western portion of the planning area; and “Public Facility (PF)” in the southwestern portion of the planning area. **Figure 2-11: Existing Zoning** presents the zoning designations within the planning area.

### 2.4 Surrounding Land Uses

The planning area is bordered by residential development to the south, north and west, and private agricultural fields to the northeast and east. **Figure 2-12: Surrounding Land Uses** shows land uses surrounding the project site. The *City of Watsonville General Plan* designates the land uses surrounding the planning area as: “Specific Plan Area” to the north and northwest; “High Density Residential” to the southwest; and “Medium Density Residential” to the south. The agricultural land uses east of the planning area are located in unincorporated Santa Cruz County. The agricultural uses are designated as “Agriculture Commercial (CA)” in the County of Santa Cruz Zoning Code and as “Agriculture” in the *Santa Cruz County General Plan*.

### 2.5 Project Objectives

Consistent with the CEQA Guidelines Section 15124(b), a clear statement of objectives and the underlying purpose of the proposed project shall be discussed. The following project objectives are based on the goals of the MOU and the community:



- Rezone the 16-acre County site to allow a residential density of 20-units per acre to achieve the housing allocation goal as required by the County Housing Element.
- Provide housing capacity to address the City’s projected needs for the next three housing element cycles.
- Create a development plan for the planning area that addresses roadway layout, housing types and affordability restrictions, parks and schools, infrastructure financing, neighborhood concerns, protection of environmental resources, and specific development guidelines.
- Restrict development to not exceed a total of 450 residential units.
- On the County site, allow 200 multi-family units with a mix of rental and “for sale” units at a density of 20 units/acre.
- Allow units that accommodate a range of income levels – from very low to moderate to market rate
- Restrict a minimum 40 percent of the units as affordable work force housing.
- Strive to restrict 80 percent of the units on the County site with long-term affordability covenants.
- Include a mix of both rental and ownership housing.
- Integrate development with the surrounding neighborhoods.
- Provide a financing plan for implementation by both the City and County for jointly financing required infrastructure to serve the Planning Area and surrounding neighborhood.
- Allow annexation of the planning area to the City following adoption of a Specific Plan.

## 2.6 Project Characteristics

### 2.6.1 Project Background

#### Measure U

On November 5, 2002, the voters of the City of Watsonville approved voter initiative Measure U, the “Watsonville Urban Limit Line and Development Timing Initiative,” formulated by Action Pajaro Valley. By defining a new ULL area, Measure U was designed to protect commercial agriculture lands and environmentally sensitive areas while providing the means for the City to address housing and jobs needs for the next 20 to 25 years. Measure U policies were added to the 2005 *City of Watsonville General Plan* by Resolution 199-02, adopted July 23, 2002. The Measure U-designated ULL allows the planning and development of Future Growth Areas, including the project site. Specifically, Measure U calls for:

- Annexation of the planning area to the City of Watsonville following adoption of a Specific Plan;
- No development to be allowed by the City of Watsonville within the planning area before January 1, 2010; and
- A minimum 50-percent of the units to be affordable work force housing.



### City of Watsonville Housing Element

The State of California Housing and Community Development (HCD) Department certified the City's 2002-2007 Housing Element on September 26, 2003. Measure U Future Growth Areas were not included, but were reserved for the three future housing element cycles to be undertaken during the 20-25 year lifespan of Measure U.

### County of Santa Cruz Housing Element

On October 24, 2006, the County of Santa Cruz Board of Supervisors (BOS) held a public hearing to consider issues relating to certification of the County's 2002-2007 Housing Element. Per HCD, the County of Santa Cruz was directed to identify additional acreage for high density zoning to provide more affordable housing opportunities to meet their fair share allocations.

On November 14, 2006, the BOS approved the list of potential development sites and directed their staff to submit the list along with the Housing Element to HCD. This list included an approximately 16-acre portion of the Atkinson Lane Future Growth Area, hereinafter referred to as the County site. The County site is highlighted in **Figure 2-3: City and County Project Sites and Jurisdictional Boundaries**. The remainder of the planning area is referred to as the City site.

In December of 2006, HCD conditionally certified the County of Santa Cruz 2002-2007 Housing Element. This conditional certification required that the acreage identified for affordable housing, including the County site, be re-zoned to 20 dwelling units per acre by June 2009.

### Memorandum of Understanding

On June 12, 2007, the City of Watsonville and County of Santa Cruz (County) entered into a Memorandum of Understanding (MOU) to address a mutual interest in jointly planning for the development of the planning area and to fulfill the County's requirement to rezone the 16-acre County site to allow a residential density of 20-units per acre to achieve the housing allocation goal as required by the County of Santa Cruz General Plan Housing Element as well as the City's requirement to provide housing capacity to address its projected needs for the next three housing element cycles.

The MOU requires that the City and County create a development plan for the planning area that addresses roadway layout, housing types and affordability restrictions, parks and schools, infrastructure financing, neighborhood concerns, protection of environmental resources, and specific development guidelines. To fulfill the needs of both the City of Watsonville and the County of Santa Cruz, a joint Specific Plan and PUD was prepared. The Specific Plan would serve as an implementation tool for the City of Watsonville to pursue annexation of the planning area and future tentative maps, and the PUD for implementation by the County of Santa Cruz. The MOU also sets forth the overall goals for the proposed Specific Plan

### Technical Advisory Committee

In January 2008, upon initiation of the preparation of the proposed Specific Plan, the City Council and the BOS appointed a 17 member Technical Advisory Committee (TAC) to provide technical assistance in the formulation of the proposed Specific Plan. The TAC consisted of 12 voting members and five ex-officio members representing a variety of stakeholder groups and interests. The TAC met with City and County staff, Plan consultants, and members of the public to review the progress of the Plan and provide guidance at key stages of development.



## 2.6.2 Project Description

The proposed Specific Plan and PUD includes approximately 34.7 net-acres designated for residential uses, including 10.5 net-acres for “Residential-High Density;” and 14.2 net-acres for “Residential-Medium Density;” 10 net-acres for “Residential Low Density;” and 3.5 acres of parks/recreational uses. The proposed project would also include 3.1 acres of a designated riparian area with a 1.6 acre riparian buffer adjacent to Corralitos Creek, which will be designated as “Environmental Management”; preservation of a 3.9 acre existing wetland and incorporation of a 2.7 acre wetland buffer, which would be designated as “Urban Open Space;” a 2.2 acre PG&E substation, which would remain as a public facility; and 14.1 acres for a 200 foot agricultural buffer, which would be located on the eastern boundary of the planning area adjacent to the existing agricultural fields. The proposed project also includes an interim agricultural buffer as part of Phase 1 (County site) that would be terminated once Phase 2 (City site) is annexed and rezoned.

**Table 2-1: Land Use Summary** presents a breakdown of the uses by acreage and the number of units. **Figure 2-13: Land Use Plan** presents the conceptual land use plan for the proposed Specific Plan.

Table 2-1: Land Use Summary

Land Use	Acreage	Units
PG&E Parcel	2.2 (1.4 net) <sup>1</sup>	--
Riparian Area	3.1 (0 net) <sup>2</sup>	--
Riparian Buffer	1.6 (0.3 net) <sup>3</sup>	--
Wetlands	3.9	--
Wetlands Buffer	2.7	--
Agricultural Buffer	14.1	--
Residential - High Density	10.5 <sup>4</sup>	210
Residential - Medium-Density	14.2 <sup>5</sup>	150
Residential – Low Density	10.0 <sup>5</sup>	90
Parks	3.5	--
Stormwater Swales	1.3	--
<b>Total</b>	<b>65.8</b>	<b>450</b>
Notes:		
1. Approximately 0.8 acres of the PG&E parcel is located within the Wetlands and Wetlands Buffer. However, no development is proposed within this parcel.		
2. The entire Riparian Area is located within the Agriculture Buffer.		
3. Approximately 1.6 acres of Riparian Buffer is located within the Agricultural Buffer.		
4. Net developable - includes streets per County Code Section 13.10.477(b).		
5. Net developable - Gross acreage minus 20 percent for streets.		

## Phasing

Given the time restrictions on the development of the City Site by Measure U, the County site would likely develop before the City Site. Therefore, this proposed Specific Plan anticipates a two-phased approach to the buildout of the planning area that provides for the orderly construction of infrastructure and ensures that each phase provides an equitable financial contribution to off-site improvements and mitigation measures identified herein.



County of Santa Cruz Site

*County Phase 1*

As shown in **Figure 2-14: Phasing Plan** and **Table 2-2: Buildout Phasing** below, the County’s portion of Phase 1 addresses the development of the R-HD portion of the planning area. Two areas would be rezoned by the County under this phase. These include the portion of the County site located north of the PG&E substation immediately west of the wetland area, and the area north of the wetland immediately south of the Atkinson Lane neighborhood.

**Table 2-2: Buildout Phasing**

<b>Phase 1</b>	<b>Acreage</b>	<b>Density Range/Acre</b>	<b>Anticipated Units</b>
Residential – High Density (R-HD) <sup>1</sup>	4.5	20	90
Residential – High Density (R-HD) <sup>2</sup>	0.5	20	10
Residential – Low Density (R-LD) <sup>2</sup>	1	8-10	9
Total Phase 1	6.0		109
<b>Phase 2</b>	<b>Acreage</b>		<b>Units</b>
Residential – High Density (R-HD) <sup>1</sup>	5.5	20	110
Residential – Low Density (R-LD) <sup>2</sup>	9.0	8-10	81
Residential – Medium Density (R-MD) <sup>2</sup>	14.2	10-12	156
Total Phase 2	28.7		341
<b>Grand Total</b>	<b>34.7</b>		<b>450<sup>3</sup></b>
Notes:			
1. County site			
2. City site			
3. While the site capacity allows for 456 units, the maximum allowable number of total units for the Planning Area is 450.			

It is anticipated that the County Phase 1 site would be developed prior to annexation to the City. Therefore, an interim agricultural buffer would be required to address the related policies (see County Phase 2 below). Access to the western portion of Phase 1 would be provided from Atkinson Lane. An extension of Brewington Avenue would serve as the primary access to the eastern portion of Phase 1 (see **Figure 2-14: Phasing Plan**). The County Phase 1 would also require a temporary emergency access from Atkinson Lane south, to the eastern portion of the County site (see **Figure 2-18: Site Access and Internal Circulation**).

Stormwater runoff from Phase 1 (County site) would be directed into the existing wetland and proposed temporary detention basin to be located within the interim agricultural buffer. The temporary detention basin would accommodate overflow from the wetlands during storm events.

*County Phase 2*

The County Phase 2 would occur concurrently with the City Phase 2, which involves the annexation of the Planning Area to the City, per Measure U. The County Phase 2 involves development of the balance of the County site used as the interim agricultural buffer during Phase 1. The annexation and rezoning of the City Phase 2 site would allow the removal of the interim agricultural buffer and detention basin, allowing development of the balance of the interim agricultural buffer to high-density residential uses.



## City of Watsonville Site

### *City Phase 1*

As shown on **Figure 2-14: Phasing Plan**, the City Phase 1 site is located in the northwest portion of the planning area, immediately south of Atkinson Lane in the City of Watsonville. The development of this site would involve low-density residential adjacent to Atkinson Lane and high-density residential on the remaining portion of the site. The eastern portion of this phase would also allow for an emergency access road connecting Atkinson Lane to the County Phase 1 site.

### *City Phase 2*

The City Phase 2 and acquisition of the right-of-way required for the proposed Wagner Avenue extension would occur following annexation of the planning area to the City, per Measure U. Phase 2 involves the development of the balance of the planning area, including, medium and low density residential housing; construction of a permanent detention drainage facility at Crestview Park; the dedication of a riparian buffer and related passive recreation along Corralitos Creek; establishment of a permanent agricultural buffer along the north and east side of the planning area; construction of an internal network of public streets with access points off the terminus of Atkinson Lane and Wagner Avenue; and construction of the Wagner Avenue extension. Annexation of the PG&E parcel into the City and the County Phase 1 and 2 sites would also occur during this phase.

## **Residential Uses**

The total amount of residential development within the planning area would be no more than 450 residential units. For the residential component, the proposed project would include a mix of housing types and densities that will meet a variety of the City's future housing needs, including the City's goal of making 50 percent of the units available as affordable housing.

Approximately 10.5 acres of the planning area is designated as Residential – High Density (R-HD). This land use designation allows development of up to 20-units per acre. Development within the R-HD components of the proposed project would result in development of two- to three- story multi-family residential projects. The R-HD components of the planning area are expected to yield 210 units.

Approximately 14.2 net acres of the planning area is designated as Residential – Medium Density (R-MD). The R-MD designation would allow a mix of unit types and densities ranging from 10 to 12 dwelling units per acre. Buildout is expected to average 11-units per acre. Allowed unit types range from attached single-family residences on relatively small lots to three or four-unit clustered development. Given an average expected buildout density of 11 units per acre, the R-MD components of the planning area are expected to yield 156 units.

Approximately 10 net acres of the planning area is designated as Residential – Low Density (R-LD). The R-LD designation would allow a mix of densities ranging from 8 to 10 dwelling units per acre. Buildout is expected to average 9-units per acre. Allowed unit types include detached single-family residences. Given an average expected buildout density of 9 units per acre, the R-LD site is expected to yield 90 units.



### Public Park/Active Open Space

The planning area includes development of 3.5 acres of parkland adjacent to Crestview Park to allow the City of Watsonville to expand the existing park to a total of 5.5 acres. The objective of the expanded park is to provide opportunities for both passive and active recreation, including tennis, soccer, baseball, play equipment, and barbeque and picnic areas. The expanded Crestview Park would serve as a primary component to the project site's storm drain system.

### Wetland and Riparian Buffer

A 3.9 acre seasonal and emergent freshwater wetland that occurs near the southwest corner of the planning area and a 4.0 acre riparian zone that occurs along the embankments of Corralitos Creek in the northwest portion of the planning area would be preserved with implementation of the proposed PUD and Specific Plan, respectively. The proposed PUD and Specific Plan also includes dedication of a 2.7 acre wetland buffer and 1.6 acre riparian buffer, respectively. The wetland buffer would be designated "Urban Open Space" and zoned "Parks, Recreation and Open Space (PR)" and the riparian buffer would be designated "Environmental Management" and zoned "Open Space District (EM-OS)." The proposed Specific Plan includes a trail along Corralitos Creek within the riparian buffer zone. An agricultural basin located at the corner of the planning area near the terminus to Atkinson Lane would be removed with implementation of Phase 2 (City site).

The proposed PUD includes a 50-foot wetland buffer from the edge of the seasonal wetland and freshwater marsh in the western portion of the planning area, which would require an exception to Policy 5.2.5, Setback from Wetlands in the *County of Santa Cruz General Plan*. The County of Santa Cruz determined that the proposed project would not be required to provide a 100-foot setback, as long as the proposed project was consistent with the Riparian Corridor and Wetlands Protection Ordinance, which requires a 100 foot buffer from the wetland. The exception is proposed since the area outside of the existing buffer zone has been intensively modified through previous agricultural operations; the feature is an isolated impoundment that is fed primarily by urban runoff; the feature is isolated and not under the Army Corps of Engineers jurisdiction; the freshwater marsh and seasonal wetland is a man-made abandoned agricultural pond that is surrounded three sides by existing development; and the freshwater marsh and seasonal wetland is isolated from local and regional wildlife corridors.

### Agricultural Buffer

A permanent 200-foot agricultural buffer would be located entirely along the eastern edge of the planning area bordering adjacent agricultural uses located outside of the ULL. Upon development of the County site, an interim 200-foot agricultural buffer would be located within the County site prior to annexation and rezoning of the City site. The proposed project also includes an interim agricultural buffer within Phase 1 (County site) that would be terminated once the Phase 2 (City Site) is annexed and rezoned. The objective of the agricultural buffers within the planning area is to minimize potential land use conflicts. Other than fencing, regional drainage facilities, and underground utilities, only landscape and related non-accessible open space components are allowed within the first 150 feet of the buffer. Within the remaining 50 feet of buffer, adjacent to the development area, uses such as public streets and roads, regional and local storm-drainage improvements and other underground utilities; and pedestrian and bicycle trails would be allowed.



## Development Standards and Design Guidelines

Development standards and design guidelines are included in the proposed Specific Plan for: allowed uses, density, setbacks, lot coverage, building height, parking, and open space. Design guidelines are intended to provide consistent design guidance for development of the project site, which provides the vision for the planning area as defined in the MOU, the Guiding Principles, and the City's Livable Community Design Guidelines.

## Infrastructure Improvements

### Water Supply Infrastructure

Water supply infrastructure would be extended into the planning area in order to provide potable service and water for fire protection. The potable water distribution system is anticipated to consist of eight-inch and ten-inch water mains, six inch service laterals, and various valves and fittings. Water mains are expected to be located in conjunction with the proposed roadway system and would tie into the existing infrastructure in four locations. These locations include the existing six-inch main along Atkinson Lane at two locations, the eight-inch main along Brewington Avenue, and the 16-inch main along Wagner Avenue. **Figure 2-15: Conceptual Water and Sewer Plan** shows the possible location of future water mains and connections to the existing water system.

### Wastewater Infrastructure

The proposed project would include a gravity wastewater collection system consisting of six and eight-inch service laterals and associated manholes and clean-outs throughout the planning area as shown in **Figure 2-15: Conceptual Water and Sewer Plan**.

### Stormwater Infrastructure

Implementation of the proposed Specific Plan would require expansion of the City's stormwater management system. A conceptual storm drainage plan prepared for the proposed Specific Plan provides for stormwater treatment for the two phases of the proposed project.

#### *Phase 1 Conceptual Drainage Plan*

The conceptual plan for Phase 1 utilizes the wetland and a temporary detention basin to mitigate the increase of stormwater runoff from the planning area as shown in **Figure 2-16: Conceptual Stormwater Plan – Phase 1**. A temporary detention basin would be located within the temporary agricultural buffer to the east of the wetland and east of the extension of Brewington Avenue. The temporary detention basin would require a 0.7 acre-foot surface capacity and approximately 0.2 acre of surface area. A weir outlet structure would capture and convey the overflow from the wetland to a culvert that would continue conveyance under the Brewington Avenue extension and into the temporary detention basin. The weir outlet and culvert would be designed to accommodate a 100-year peak spill rate. A spillway would allow overflow from the temporary detention basin to spill onto the historic overland drainage path to the south.

#### *Phase 2 Conceptual Drainage Plan*

The conceptual drainage plan for Phase 2 would include the removal of the temporary detention basin and construction of a new, expanded detention basin at Crestview Park as shown in **Figure 2-17: Conceptual Stormwater Plan – Project Buildout**. Storm drain pipes of varying sizes would convey stormwater from planning area to the Crestview Park detention basin. An approximately three-acre detention basin would be required to provide sufficient storage to



contain a 15-year to 25-year storm event. The Crestview Park detention basin design would incorporate an underdrain system, gravel trenches, and perforated pipes to accelerate infiltration and drying to increase the usability of the park during the wet season.

#### *Water Quality Improvement Plan*

The proposed Specific Plan includes a conceptual water quality improvement plan which includes a number of Low Impact Development (LID) techniques that can be incorporated into future development within the planning area including bioretention/bioswales, soil amendments, rain barrel or cisterns, permeable pavers, and tree box filters.

#### Site Access/Circulation Infrastructure and Alternative Transportation

##### *Site Access*

Site access includes two access points off Atkinson Lane, at least two access points off Brewington Avenue, and a connection to Wagner Avenue, which would be extended from Crestview Avenue to East Lake Avenue as an off-site improvement to the proposed project. A temporary third access off Atkinson Lane would be required for Phase 1 of the County site. **Figure 2-18: Site Access and Internal Circulation** presents the circulation system of the proposed project.

##### *Internal Street Network*

The proposed project's internal street network would consist of public streets with a 52-foot right-of-way that would include travel lanes, on-street parking, landscaping, and sidewalks and a 60-foot right-of-way that includes a drainage swale that connects the wetlands to the new Crestview Park detention basin.

##### Dry Utilities

##### *Power Lines*

The proposed project includes undergrounding and/or relocating approximately 1,500 linear feet of 60-kilovolt power lines. **Figure 2-8: Existing Site Conditions** shows the location of the existing power lines. The powerlines extend from the existing substation and run east along the southern boundary of the County site and through the middle of the planning area.

##### *Electricity and Natural Gas*

All utilities would be located underground. An electrical and natural gas distribution system would be installed in a common joint trench along with telephone and cable television facilities. The need for these improvements would be determined by PG&E.

##### *Communications*

A fiber-optic telephone distribution system would be installed in a common joint trench along with gas, electric, and cable television facilities. In addition, expansion and/or upgrade of existing transmission facilities outside of the planning area may be required. The need for these improvements would be determined by AT&T or an alternative telephone provider.



## Off-Site Improvements

The proposed project includes widening of Wagner Avenue between 36 feet (Option B) and 52 feet (Option A) (depending on the final right-of-way alignment that is chosen). The off-site improvements to Wagner Avenue are shown in **Figure 2-19: Off-Site Improvements**.

## Construction/Site Preparation

Implementation of the proposed project would necessitate removal of the existing agricultural uses, demolition of the existing rural residential and ancillary structures, and site clearing/grading typical for construction of an urban residential neighborhood.

## 2.7 Project Relationship to Existing Planning Documents

### 2.7.1 City of Watsonville 2005 General Plan

The *City of Watsonville General Plan* was adopted by the City Council in May of 1994. The *City of Watsonville General Plan* provides goals, policies, and programs that shape the City's future growth while fostering the core values of the residents of Watsonville. Amendment #16 of the Watsonville General Plan incorporated the voter approved Measure U Urban Limit Line and established urban development limits for the site.

The *City of Watsonville General Plan* expresses the City's comprehensive view of its future and how it will achieve the delicate balance of housing a growing population, stimulating job growth, protecting important agricultural resources and farmland, and safeguarding significant environmental land and open space. The General Plan is a tool that directs the costs and benefits associated with community development, and mitigates the effects of development on the existing community.

The *City of Watsonville General Plan* designates the planning area as a "Specific Plan Area" and one of three main future growth areas in the City. With the exception of an approximately 2.3 acre portion fronting Atkinson Lane, the planning area is located outside of the City Limits and a portion is located with the City's SOI as shown in **Figure 2-3: City and County Project Sites and Jurisdictional Boundaries**. According to the *City of Watsonville General Plan*, the planning area is expected to accommodate 600 residential units, 50 percent of which are to be affordable work force housing units. Consistency with the City's General Plan goals, policies and implementation measures that are applicable to the proposed project is addressed in **Section 3.9: Land Use and Planning**.

### 2.7.2 City of Watsonville Housing Element

The City of Watsonville Housing Element (Housing Element) was certified by the State Department of Housing and Community Development in 2003. The Housing Element is a 5-year plan to fulfill the City's identified housing needs and the City's Regional Housing Needs Allocation (RHNA) of 2,283 units for the 2002-2007 planning period. The Housing Element identifies goals, policies, strategies, and programs that focus on neighborhood improvement, housing sites, affordable housing, government constraints on investment, and fair housing opportunities. The Housing Element provides analysis on demographics, housing characteristics, and existing and future housing needs and evaluates the land, financial, and organizational resources available to address these needs. The proposed Specific Plan and PUD includes



specific requirements for affordable housing that would contribute to meeting the City's allocation as well as special needs housing as identified in the Housing Element.

### 2.7.3 County of Santa Cruz 1994 General Plan and Local Coastal Program

The *County of Santa Cruz General Plan and Local Coastal Program (Santa Cruz County General Plan)* was adopted by the Board of Supervisors in May of 1994 and certified by the California Coastal Commission in December of 1994. The document provides a set of policies and programs to guide future growth and development in a manner consistent with the goals and quality of life desired by the Santa Cruz County citizens. The policies in the *Santa Cruz County General Plan* become the basis for all decisions related to the use of land and development within the County. The *Santa Cruz County General Plan* states that it serves two functions: as a regulatory framework against which all proposed development is measured; and as a vision statement for the desired future of the County. The *County of Santa Cruz General Plan* designates the majority of the planning area as "Urban Residential-Low Density (R-1)" and "Agriculture," with the PG&E electrical substation parcel designated as "Public Facility." Applicable policies and measures are addressed within each respective section of the EIR and a consistency analysis is included in **Section 3.9: Land Use and Planning**.

### 2.7.4 Santa Cruz County Housing Element

The 2000-2007 Santa Cruz County Housing Element (County Housing Element) was certified by the State Department of Housing and Community Development in 2006. The County Housing Element is a comprehensive statement by the County of Santa Cruz of its current and future needs and proposed actions to facilitate providing housing to meet those needs at all income levels. The County Housing Element is based on: an assessment of prior housing policies and programs; an assessment of current and projected housing needs, especially as they relate to low income households and special needs populations; an inventory of sites available for housing construction; an analysis of market, environmental, governmental, and other factors which constrain housing production, and an assessment of new programs and policies that can enhance housing production in the County.

The County Housing Element specifically requires that the County site be adequately zoned by June 2009 to allow the development of housing units at a density of 20 units per acre. Rezoning by June 2009 is mandated by the State of California.

### 2.7.5 Santa Cruz County Code

The County site is subject to the Santa Cruz County Code Title 13, "Planning and Zoning Regulations" and would be processed as a "Planned Unit Development" under Section 18.10.180. Under the Zoning Regulations, the County site is zoned Residential Single-Family (R-1) and would require rezoning to "Multi-Family Residential (RM)" and "Regional Housing Need Combining District."

## 2.8 Requested Actions, Entitlements, and Required Approvals

As indicated in **Section 1: Introduction**, the EIR is an informational document for decision makers. CEQA requires that decision makers review and consider the EIR in their consideration of the proposed project. This EIR provides the environmental information and analysis and primary CEQA documentation necessary to consider the effects of the proposed project. As mandated by CEQA Guidelines Section 15124(d), this section summarizes the agencies that are



expected to use the EIR in their decision-making to grant permits and approvals, and a list of the approvals for which the EIR will be used.

The County of Santa Cruz will consider certification of the EIR, approval of Phase 1 and 2 (County site), and adoption of the PUD as the lead agency under CEQA in support of adoption of the PUD. As defined by Measure U, the City will consider adoption of the Specific Plan and certification of the EIR, as a responsible agency under CEQA. The City's adoption of the Specific Plan, however, would require an annexation and SOI amendment request for those portions of the planning area that located outside of the City limits and SOI. The annexation and SOI amendment would require approval by the Santa Cruz County Local Agency Formation Commission (LAFCO), which would be a responsible agency under CEQA. Following approval of the annexation and SOI amendment, projects may proceed in the City portion of the proposed project after January 2010.

### 2.8.1 Future Approvals within the Planning Area

Future approvals within the planning area may require additional site planning and related permits by the County of Santa Cruz and the City of Watsonville, and may include, but are not limited to:

- Approval of Subdivision Map(s), pursuant to the Subdivision Map Act;
- Demolition Permits;
- All Final Improvement Plans;
- Utility Plans;
- Construction Phasing and Duration;
- Architectural and Site Plan Review;
- Landscaping and Lighting Plans;
- Grading and Building Permits;
- Santa Cruz County Riparian Corridor and Wetlands Protection Ordinance Exception for the PUD;
- Santa Cruz County Roadway/Roadside Exception for the width of the Brewington Avenue Extension Right of Way;
- Annexation and Sphere of Influence Amendments; and/or
- All related subsequent actions to the greatest extent possible.

Subsequent development may also require obtaining a National Pollution Discharge Elimination System (NPDES) permits from the Regional Water Quality Control Board, which would be a responsible agency under CEQA.



Source: ESRI (2007)

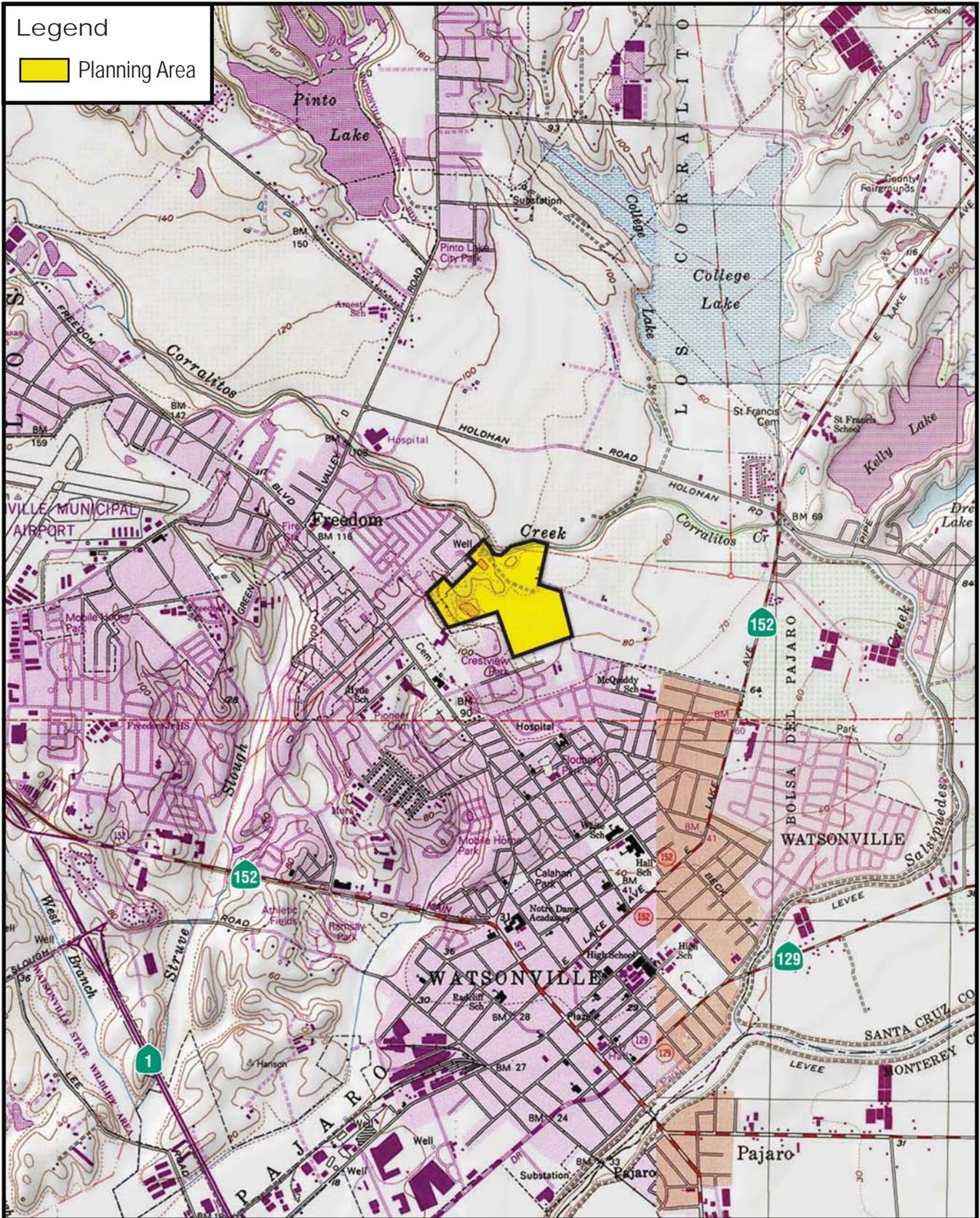


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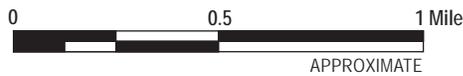
ATKINSON LANE SPECIFIC PLAN & PUD EIR

# Regional Location

Figure 2-1



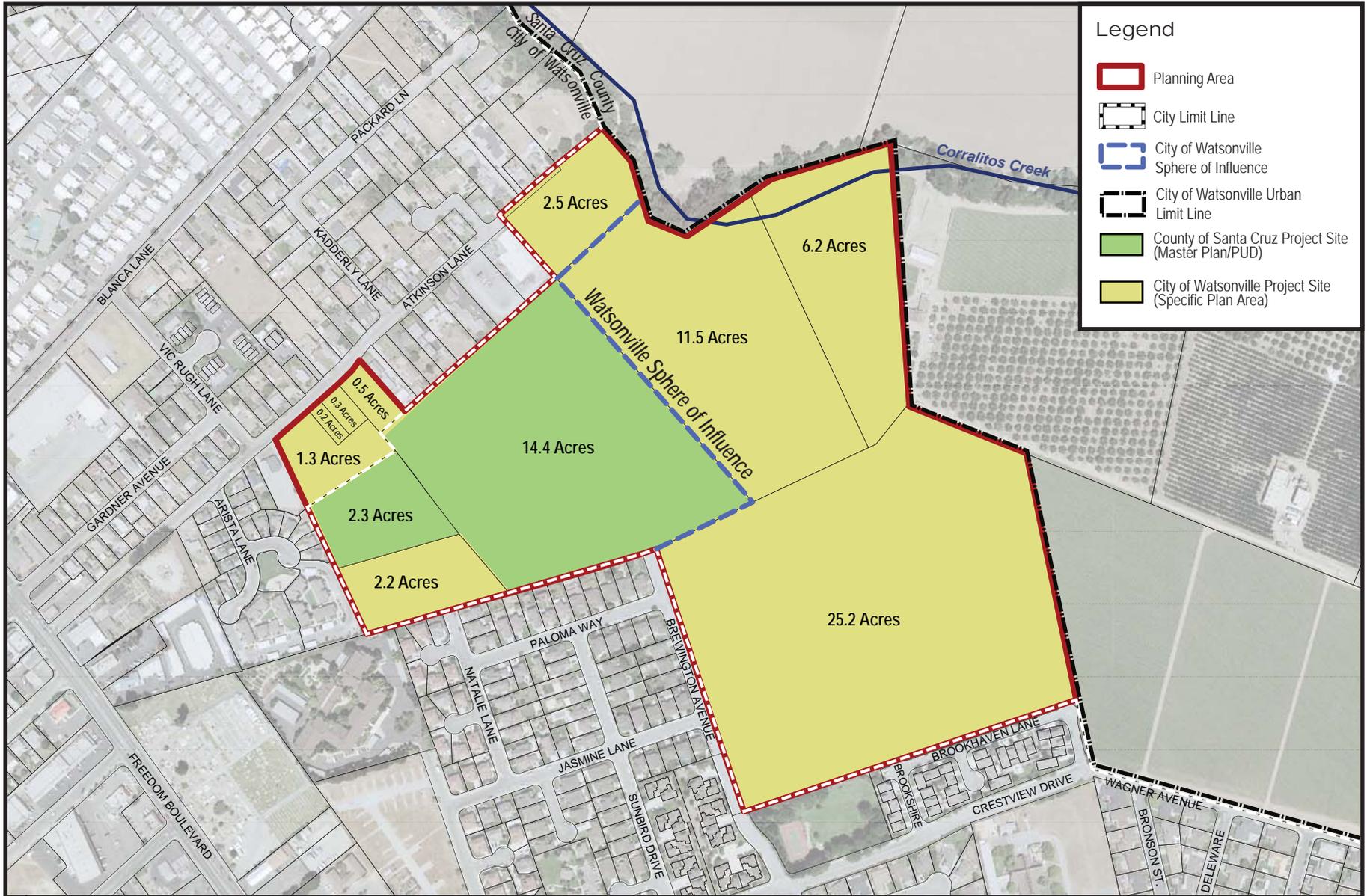
Source: RBF Consulting (2008)



ATKINSON LANE SPECIFIC PLAN & PUD EIR

# Project Vicinity

Figure 2-2

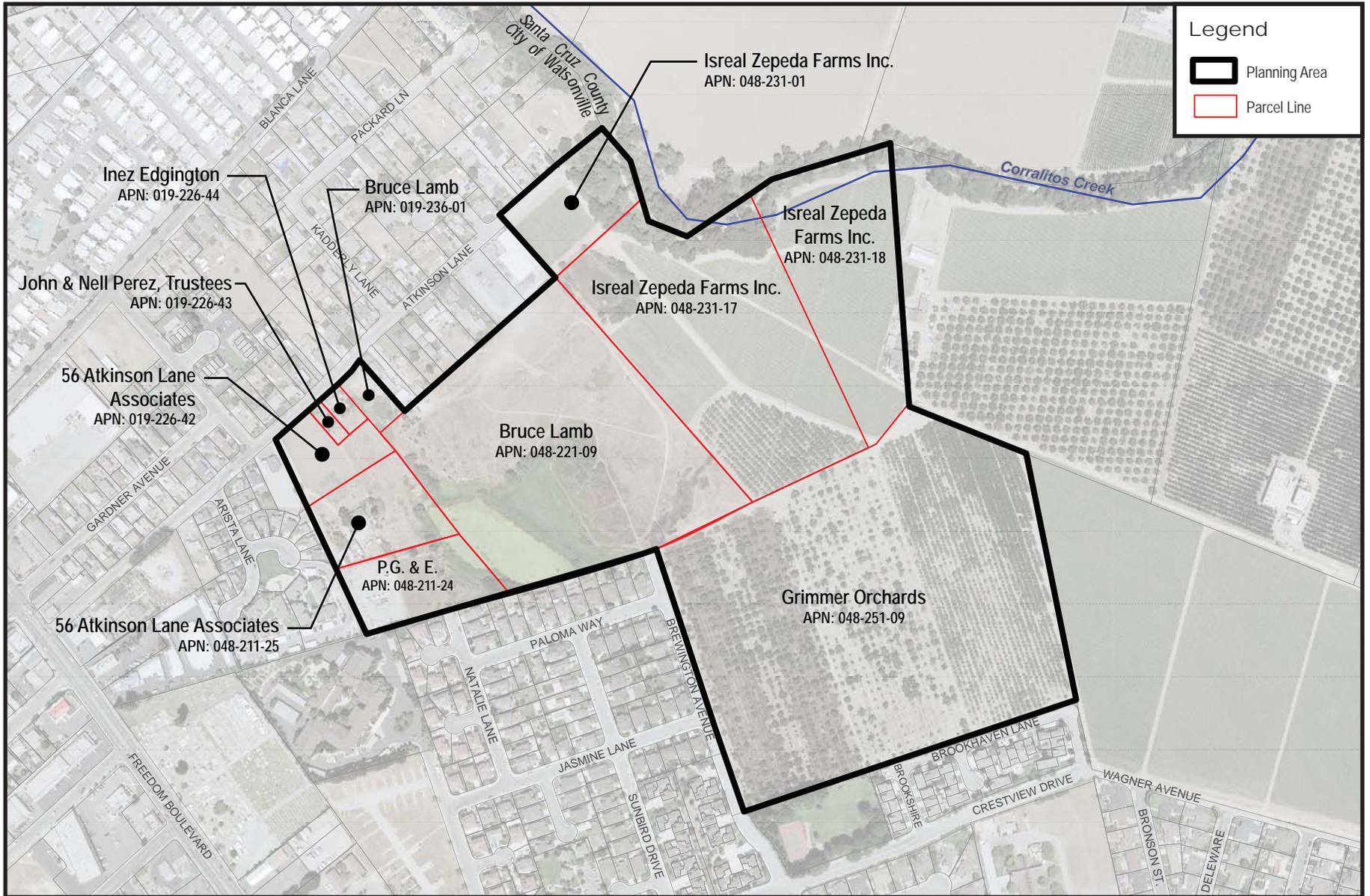


Source: City of Watsonville (2007)



ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**City and County Project Sites and Jurisdictional Boundaries**

**Figure 2-3**



Source: City of Watsonville (2007)



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# ATKINSON LANE SPECIFIC PLAN & PUD EIR

## Assessors Parcel Numbers and Property Ownership

Figure 2-4



Photo 1: View of the northeastern portion of the project site along Atkinson Lane looking southeast. Corralitos Creek is located to the left.



Photo 2: View of the existing strawberry fields in the central portion of the project site on APN 048-231-17. The wetland and surrounding residential uses along Brewington Avenue and Paloma Way are shown in the distance.

Source: RBF Consulting (2008)



Photo 3: View of the project site looking northeast with a residential use on Assessors Parcel Number 048-231-18 and Corralitos Creek in the background.



Photo 4: View of the existing wetland in the southwestern portion of the project site on Assessors Parcel Number 048-221-09 and surrounding residential uses located along Paloma Way.

Source: RBF Consulting (2008)

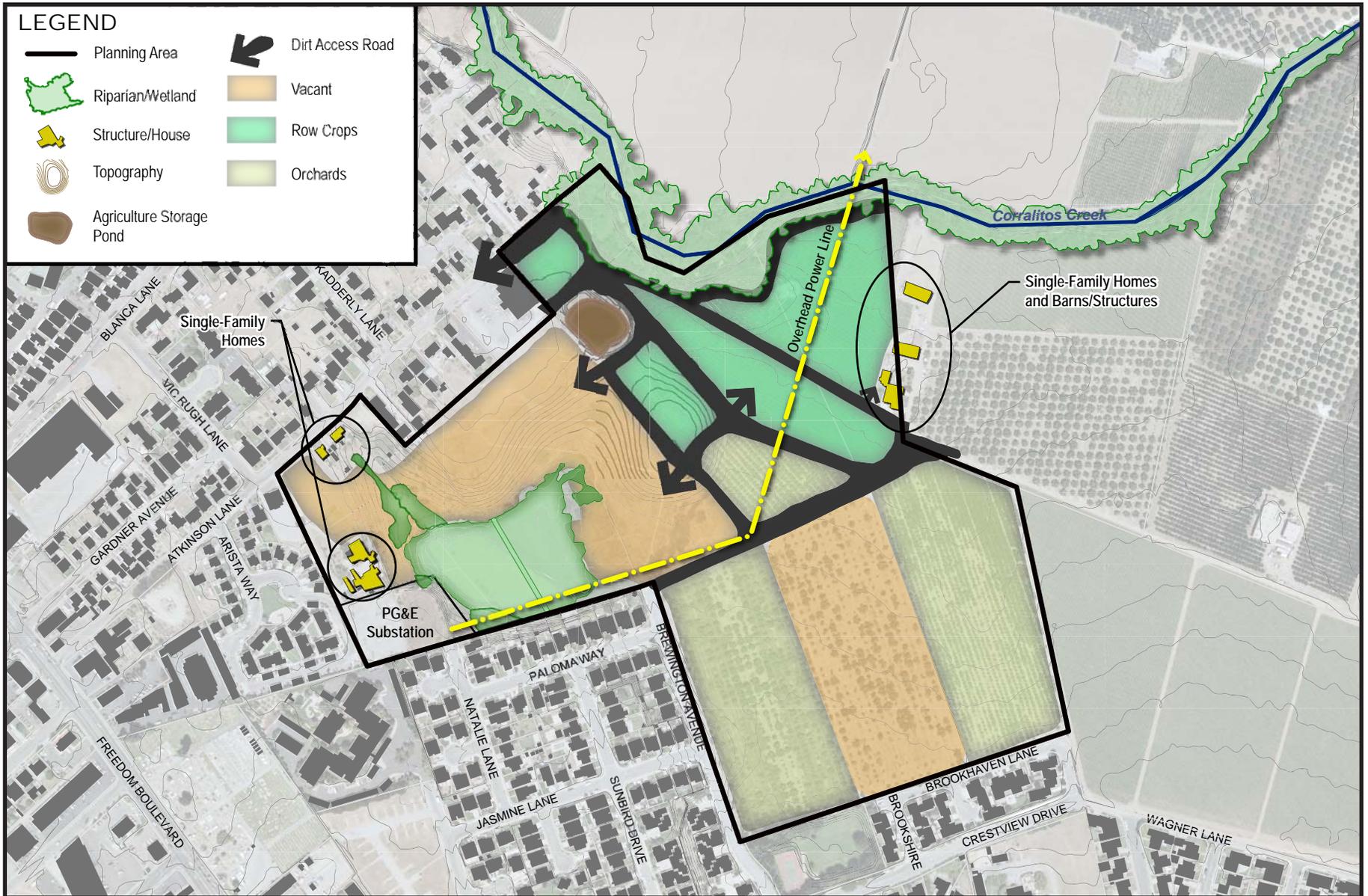


Photo 5: View of existing apple orchards in the southern portion of the project site.

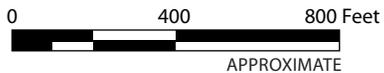


Photo 6: View of Wagner Avenue looking east near the corner of Wagner Avenue and Crestview Drive.

Source: RBF Consulting (2008)



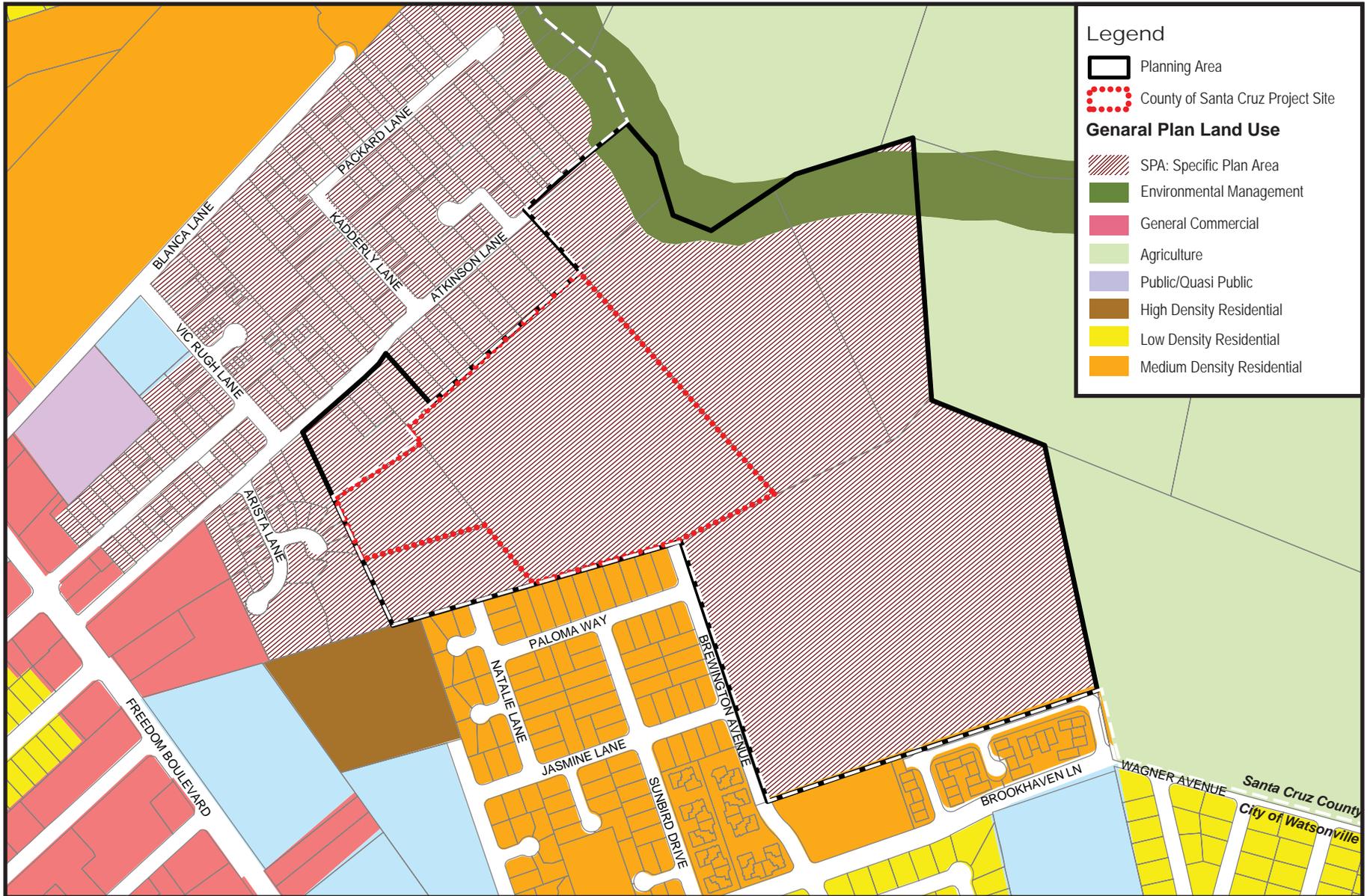
Source: City of Watsonville (2007)



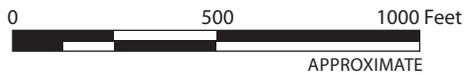
12/11/08 JN 70-100118

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Existing Site Characteristics**

**Figure 2-8**



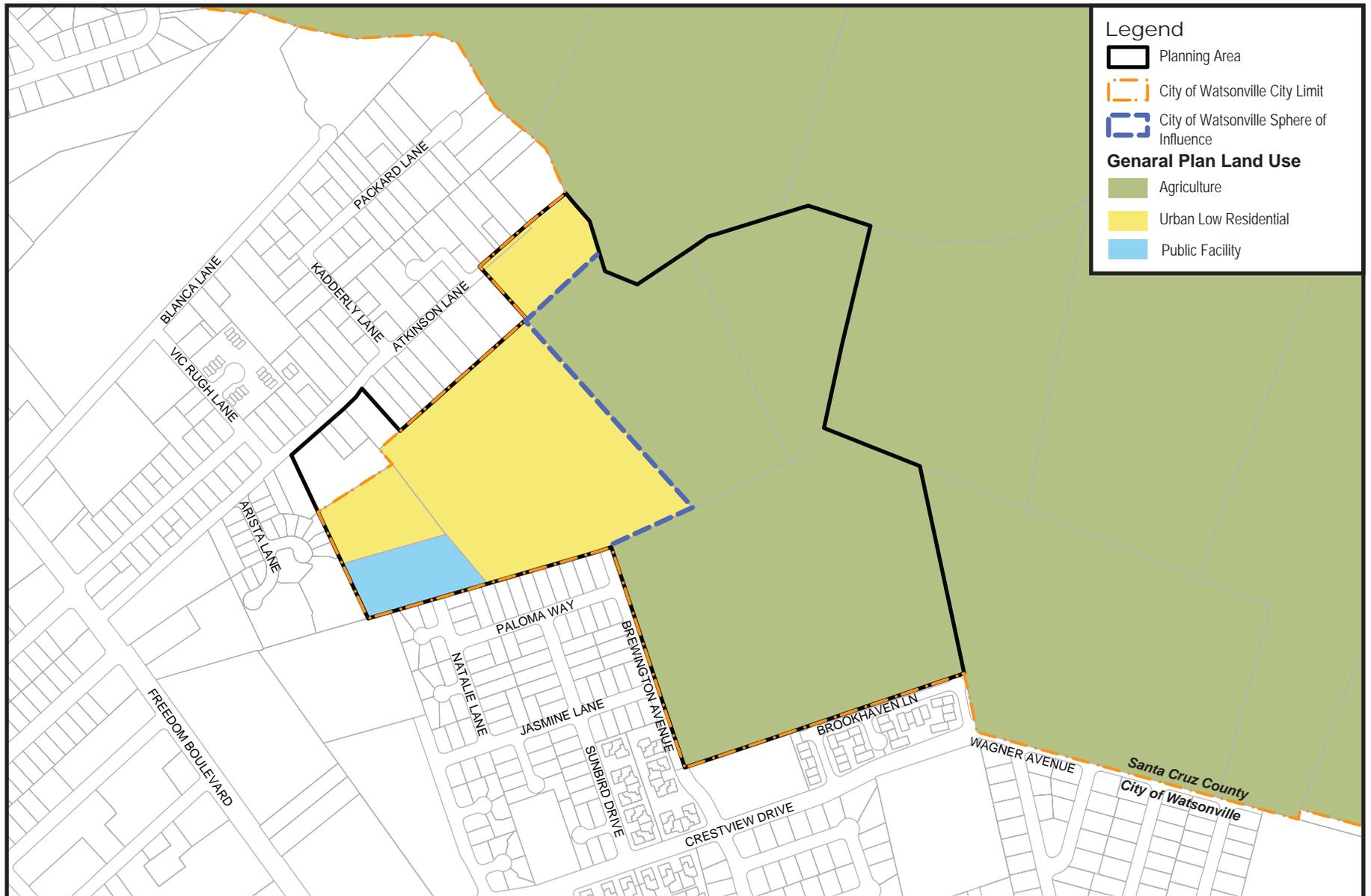
Source: City of Watsonville (2005)



11/04/08 JN 70-100160

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Watsonville General Plan Land Use**

**Figure 2-9**



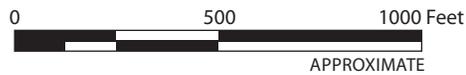
**Legend**

- Planning Area
- City of Watsonville City Limit
- City of Watsonville Sphere of Influence

**General Plan Land Use**

- Agriculture
- Urban Low Residential
- Public Facility

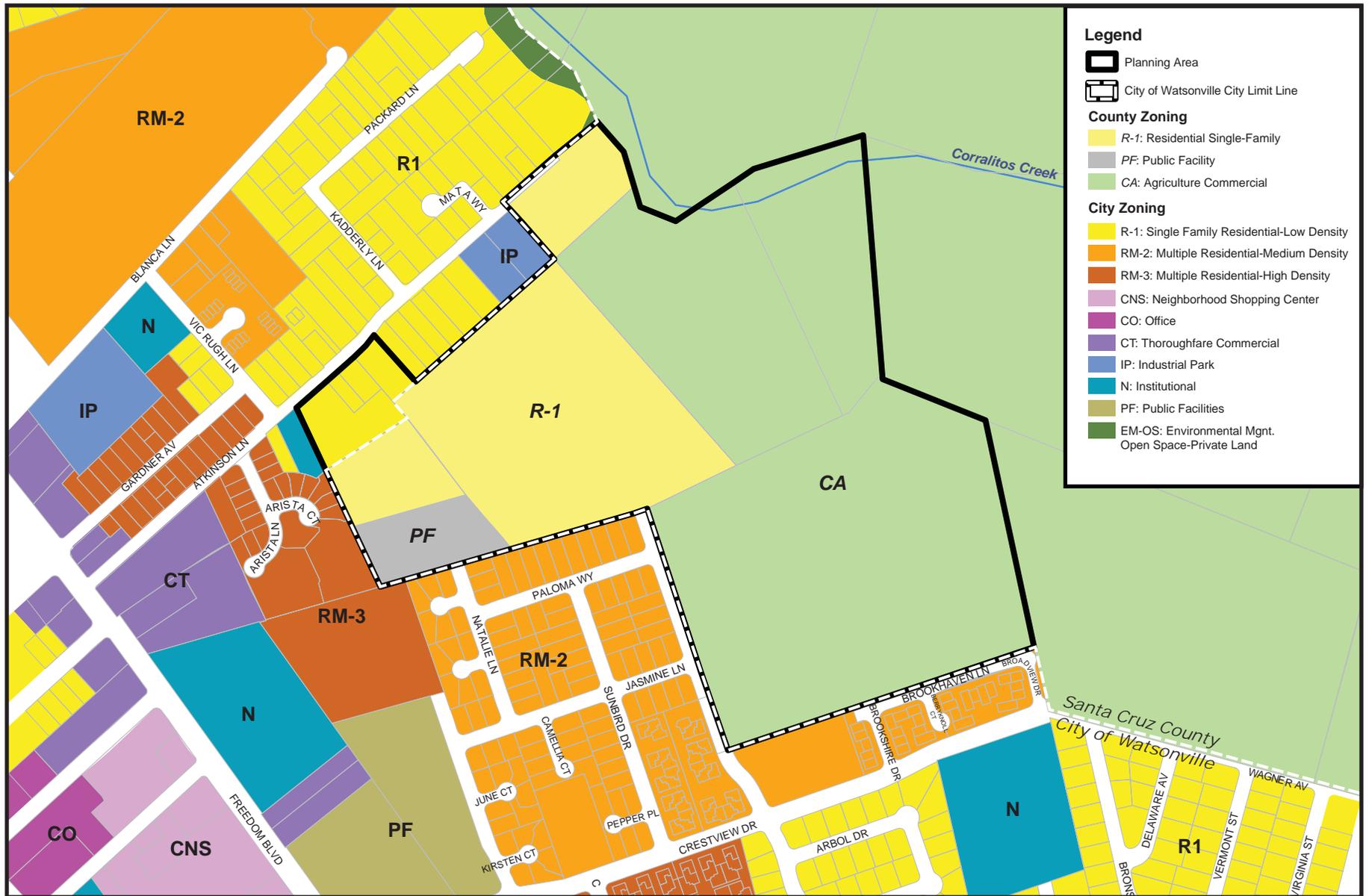
Source: County of Santa Cruz (2006)



11/4/08 JN 70-100160

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Santa Cruz County General Plan Land Use**

**Figure 2-10**



**Legend**

- Planning Area
- City of Watsonville City Limit Line

**County Zoning**

- R-1: Residential Single-Family
- PF: Public Facility
- CA: Agriculture Commercial

**City Zoning**

- R-1: Single Family Residential-Low Density
- RM-2: Multiple Residential-Medium Density
- RM-3: Multiple Residential-High Density
- CNS: Neighborhood Shopping Center
- CO: Office
- CT: Thoroughfare Commercial
- IP: Industrial Park
- N: Institutional
- PF: Public Facilities
- EM-OS: Environmental Mgmt. Open Space-Private Land

Source: City of Watsonville (2007), Santa Cruz County (2008)



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ATKINSON LANE SPECIFIC PLAN & PUD EIR

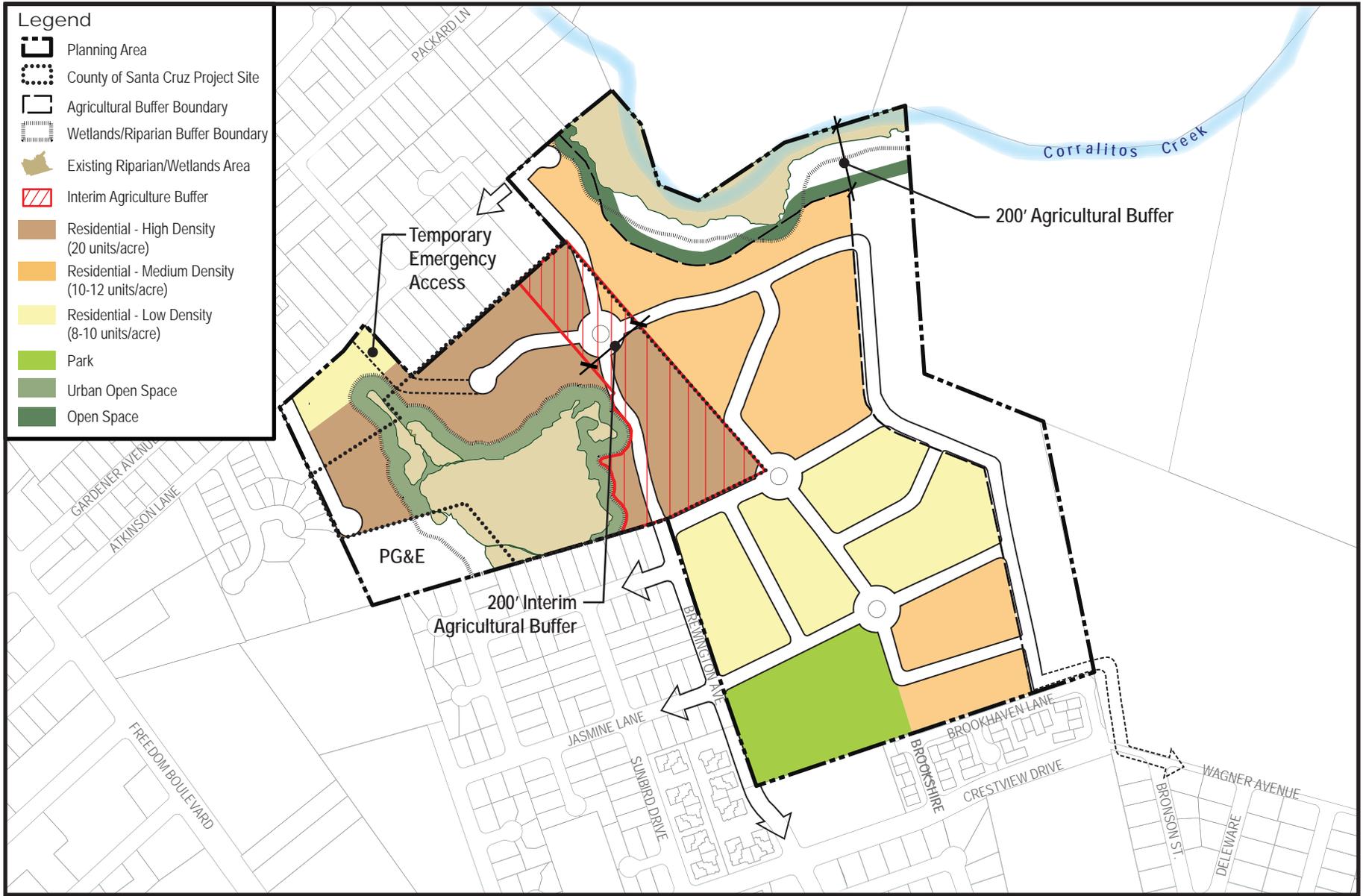
# Existing Zoning

Figure 2-11

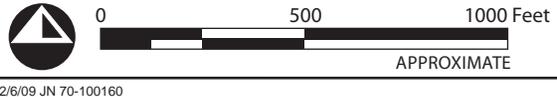


Source: City of Watsonville (2007)





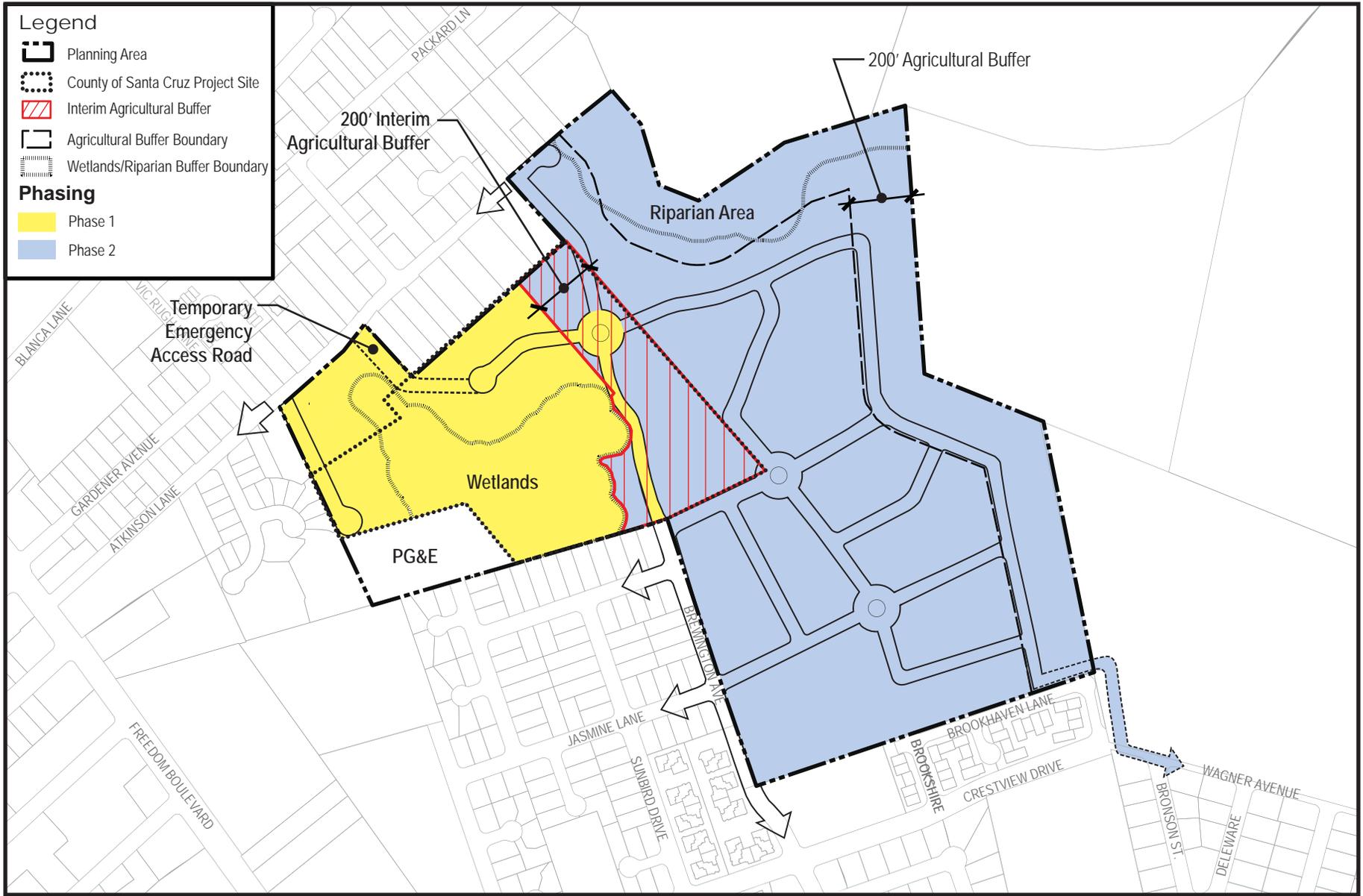
Source: RBF Consulting & Pyatok Architects, Inc. (2008)



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ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Proposed Land Use Plan**

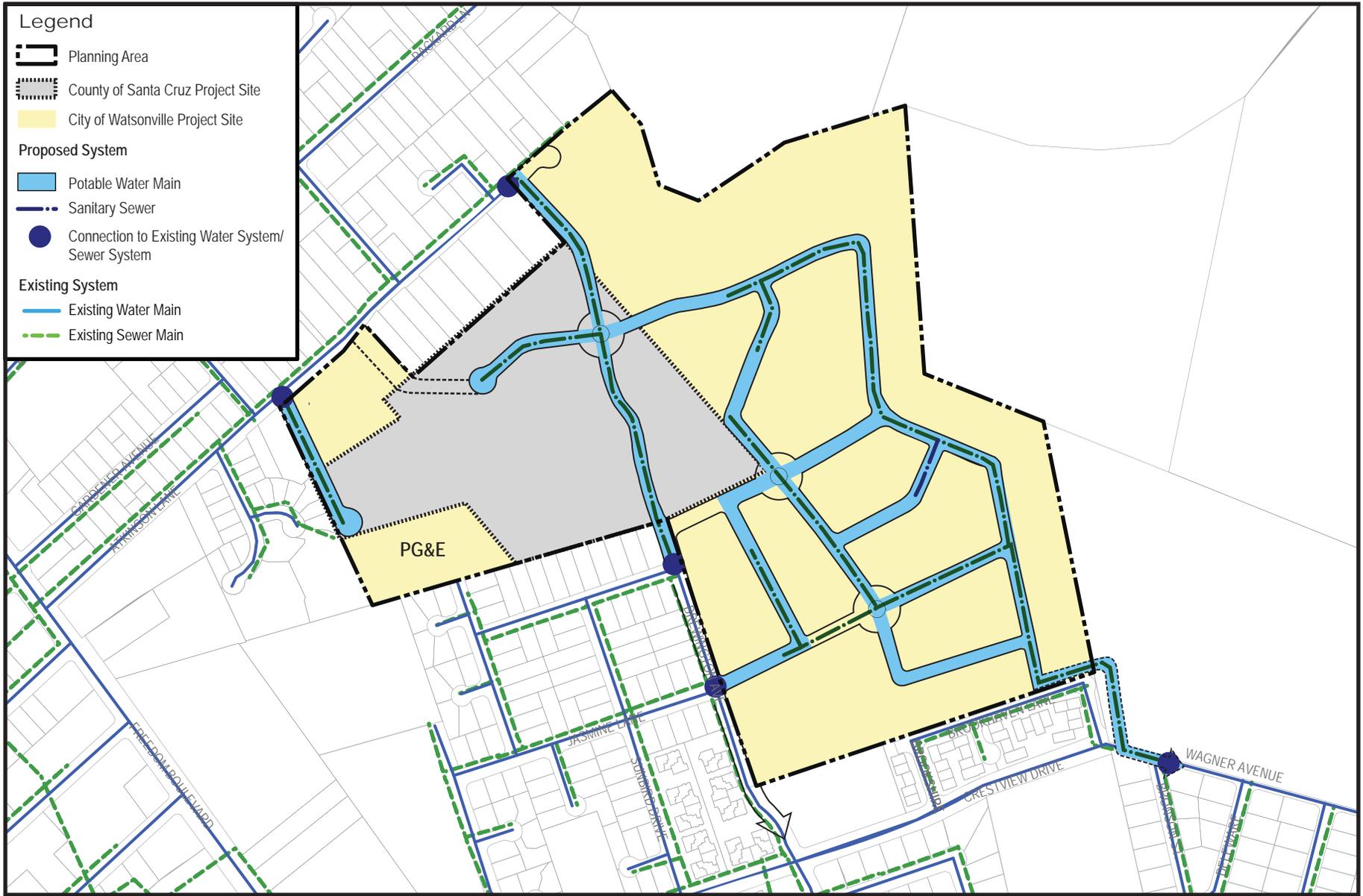
Figure 2-13



Source: RBF Consulting (2008)



11/10/08 JN 70-100118



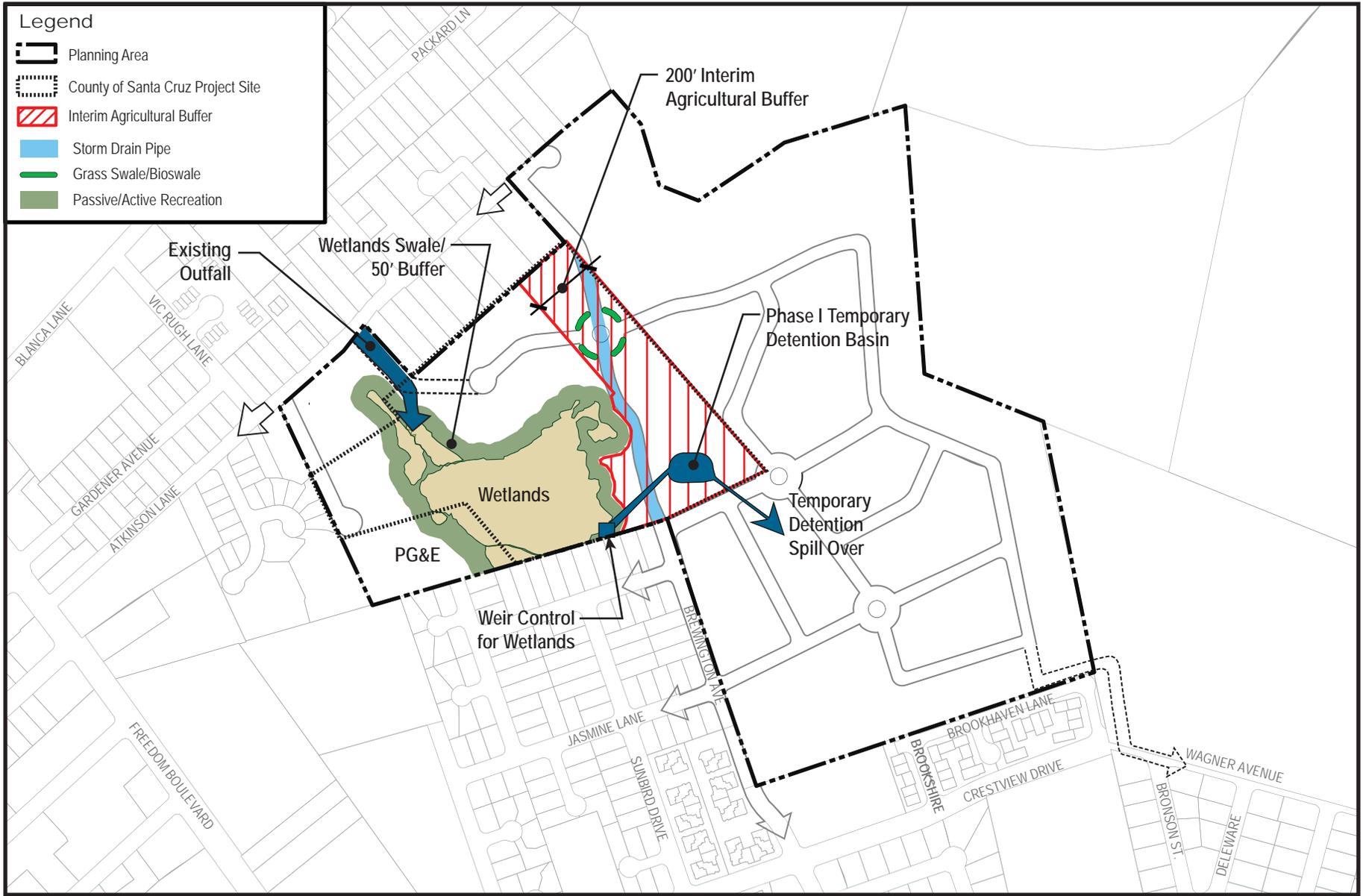
Source: RBF Consulting (2008)



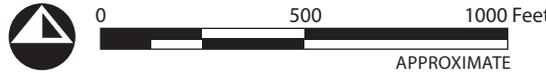
11/10/08 JN 70-100118

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Conceptual Water & Sewer Plan**

Figure 2-15



Source: RBF Consulting (2008)



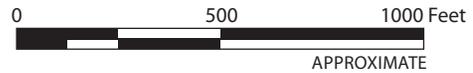
12/11/08 JN 70-100118

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Conceptual Stormwater Plan - Phase I**

Figure 2-16



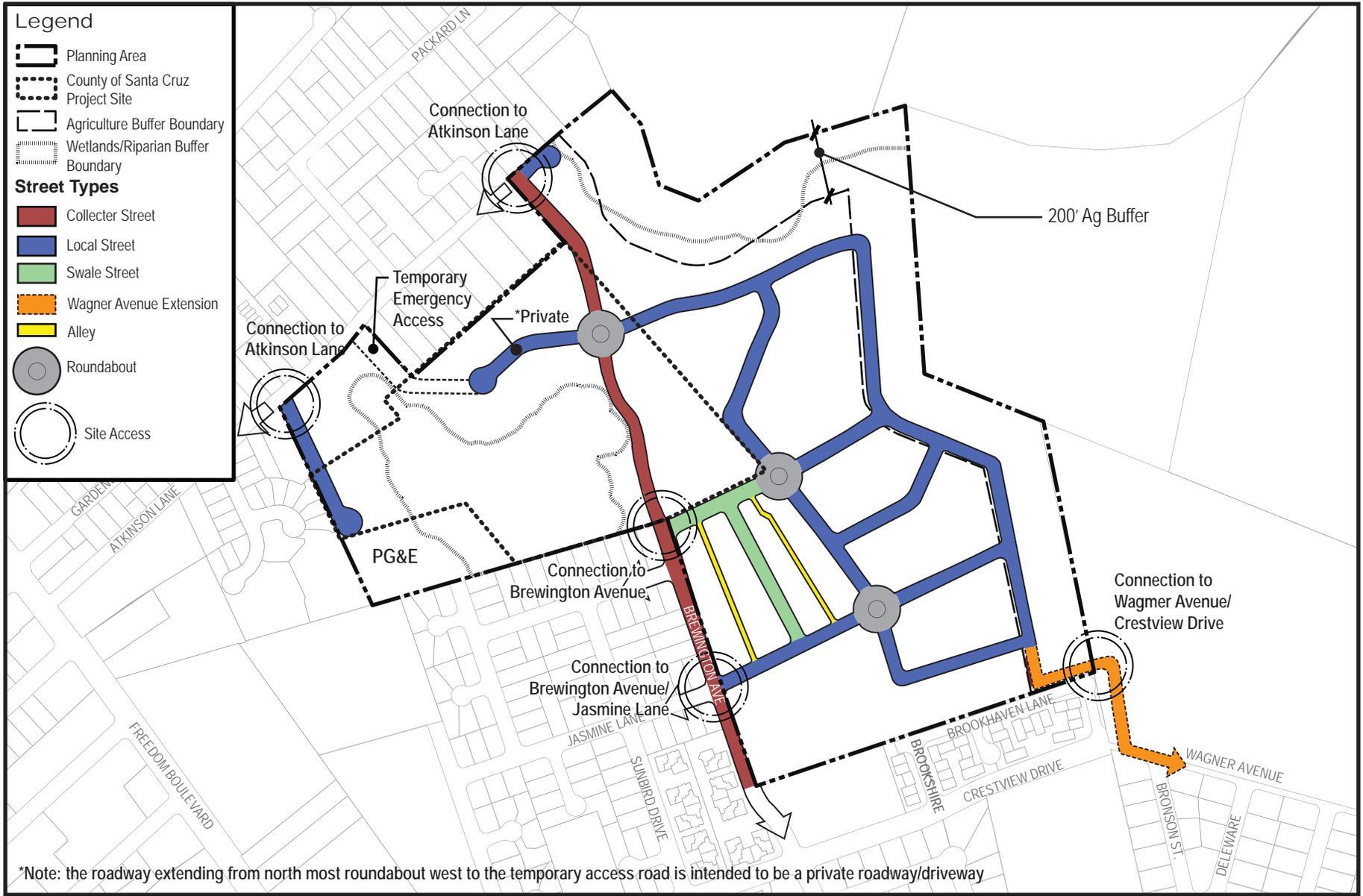
Source: RBF Consulting (2008)



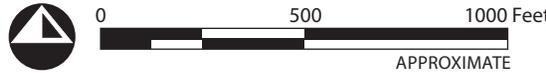
10/27/08 JN 70-100118

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Conceptual Stormwater Plan - Project Build-Out**

**Figure 2-17**



Source: RBF Consulting (2008)



11/17/08 JN 70-100118

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Planning Area Access and Internal Circulation**

**Figure 2-18**

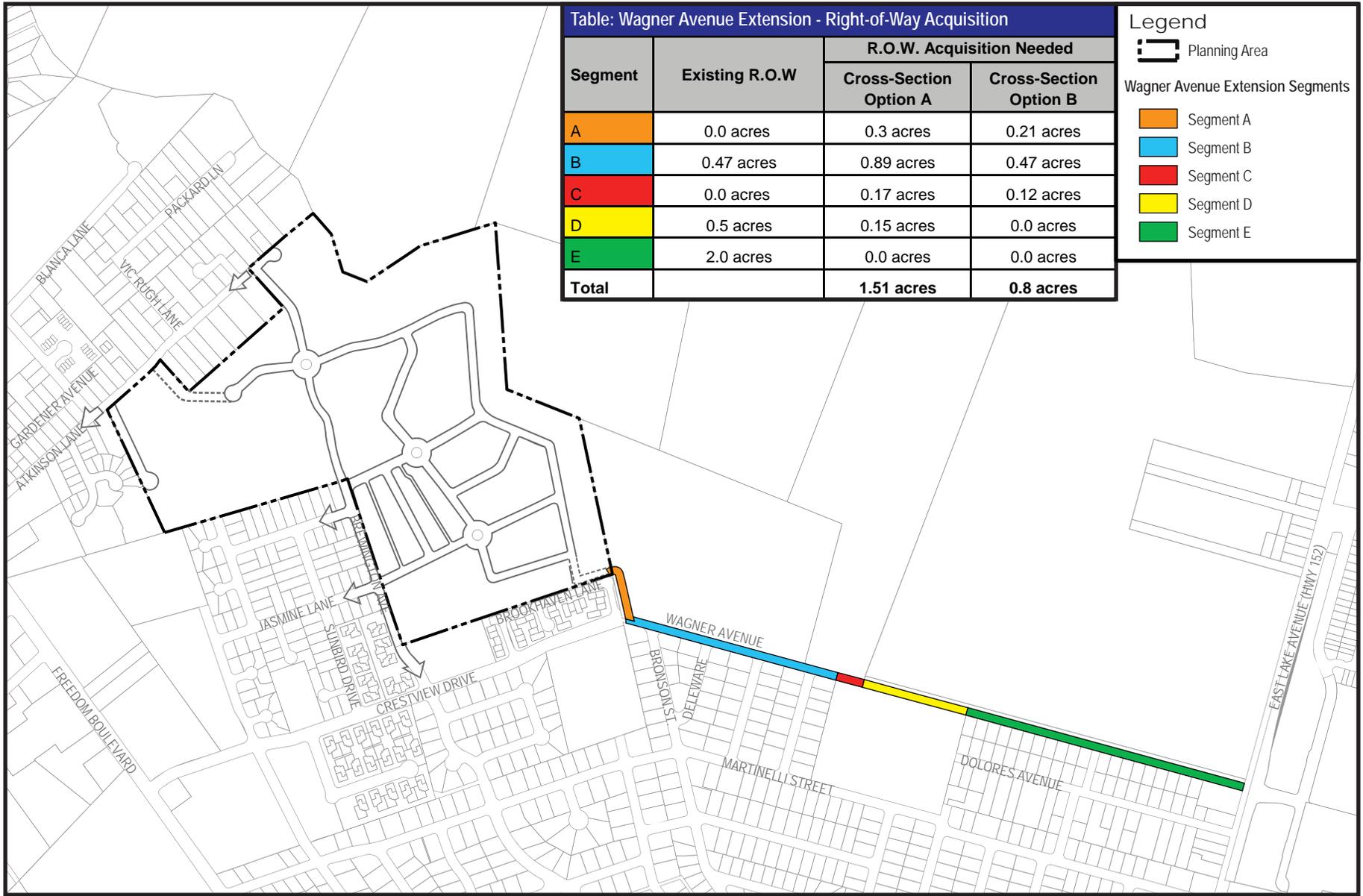


Table: Wagner Avenue Extension - Right-of-Way Acquisition			
Segment	Existing R.O.W	R.O.W. Acquisition Needed	
		Cross-Section Option A	Cross-Section Option B
A	0.0 acres	0.3 acres	0.21 acres
B	0.47 acres	0.89 acres	0.47 acres
C	0.0 acres	0.17 acres	0.12 acres
D	0.5 acres	0.15 acres	0.0 acres
E	2.0 acres	0.0 acres	0.0 acres
<b>Total</b>		<b>1.51 acres</b>	<b>0.8 acres</b>

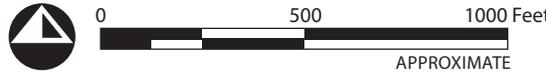
**Legend**

Planning Area

**Wagner Avenue Extension Segments**

- Segment A
- Segment B
- Segment C
- Segment D
- Segment E

Source: RBF Consulting (2009)



1/15/09 JN 70-100160

ATKINSON LANE SPECIFIC PLAN & PUD EIR  
**Off-Site Improvements**

Figure 2-19