# CALIFORNIA COASTAL COMMISSION

CENTRAL COAST DISTRICT OFFICE 725 FRONT STREET, SUITE 300 SANTA CRUZ, CA 95060 (831) 427-4863

# W9a



August 19, 2004

TO:

Commissioners and Interested Persons

FROM:

Charles Lester, Deputy Director

Diane Landry, District Manager

Susan Craig, Coastal Planner

RECORD PACKET COPY

SUBJECT: CITY OF SANTA CRUZ: LOCAL COASTAL PROGRAM MAJOR

AMENDMENT NO. 1-04. For public hearing and Commission action at its meeting of September 8, 2004, to be held in Eureka at the Eureka Public Marina, 1 Marina Way,

Eureka, CA 95501.

# **SYNOPSIS**

The City of Santa Cruz is proposing to amend the Land Use Plan and the Implementation Plan (Zoning Ordinance) to allow greater residential densities for one-bedroom and studio units in the RL (Multiple Residence – Low Density) and RM (Multiple Residence – Medium Density) zoning districts. The amendment also proposes to reduce the open space requirements for one-bedroom and studio units in the RM zoning district only.

# SUMMARY OF STAFF RECOMMENDATION

Staff has reviewed the proposed amendment to the Land Use Plan for conformance with the Coastal Act and the Implementation Plan amendments for consistency with the proposed amended Land Use Plan. Issues raised by the proposed amendments include water, sewer, and traffic/parking impacts. As discussed in detail below, Staff recommends **approval** of the City of Santa Cruz Local Coastal Program proposed Land Use Plan/Implementation Plan Major Amendment #1-04, as submitted.

# **ANALYSIS CRITERIA**

The Commission certified the City of Santa Cruz's Land Use Plan in July 1981. The Implementation Plan was certified in April 1985 and the City assumed coastal development permit authority that year. The City has organized and submitted this LCP amendment request in accordance with the standards for amendments to certified LCPs (Coastal Act Sections 30512(c), 30512.2, 30513, and 30514, and California Code of Regulations 13551 through 13553).

The proposed amendment affects the LUP and IP components of the City of Santa Cruz LCP. The standard of review for land use plan amendments is that they must be consistent with the Chapter 3 policies of the Coastal Act. The standard of review for implementation amendments is that they must be



consistent with and adequate to carry out the policies of the certified coastal land use plan.

# ADDITIONAL INFORMATION

Further information on the submittal may be obtained from Susan Craig at the Central Coast District Office of the Coastal Commission at 725 Front Street, Suite 300, Santa Cruz, CA 95060, (831) 427-4863.

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# I. STAFF RECOMMENDATION: MOTIONS AND RESOLUTIONS

Staff recommends adoption of the following resolutions:

Resolution I. (Resolution to approve City of Santa Cruz Land Use Plan Major Amendment #1-04 as submitted)

Staff recommends a YES vote on the motion below. Passage of this motion will result in certification of the land use plan amendment as submitted and adoption of the following resolution and findings. The motion to certify as submitted passes only upon an affirmative vote of a majority of the appointed Commissioners.

**Motion:** I move that the Commission certify Major Amendment #1-04 to the City of Santa Cruz Land Use Plan as submitted.

Resolution to approve land use plan amendment as submitted: The Commission hereby certifies Major Amendment #1-04 to the City of Santa Cruz Land Use Plan as submitted and adopts the findings set forth below on the grounds that the amended land use plan will meet the requirements of and be in conformity with the policies of Chapter 3 of the Coastal Act. Certification of the land use plan amendment complies with the California Environmental Quality Act because there are no further feasible alternatives and mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the land use plan.



# Resolution II. (Resolution to approve City of Santa Cruz Implementation Plan Major Amendment No. 1-04 as submitted)

Staff recommends a NO vote on the motion below. Failure of this motion will result in certification of the Implementation Plan amendment as submitted and the adoption of the following resolution and findings. The motion passes only by an affirmative vote of a majority of the Commissioners present.

Motion. I move that the Commission reject Major Amendment #1-04 to the City of Santa Cruz Local Coastal Program Implementation Plan as submitted.

Resolution to approve. The Commission hereby certifies Major Amendment #1-04 to the Implementation Plan of the City of Santa Cruz Local Coastal Program as submitted, and adopts the findings set forth below on grounds that the Implementation Plan, as submitted, is in conformity with and adequate to carry out the certified Land Use Plan. Certification of the Implementation Plan amendment meets the requirements of the California Environmental Quality Act because there are no further feasible alternatives or mitigation measures that would substantially lessen any significant adverse impacts on the environment that will result from certification of the Implementation Plan amendment.

# II. FINDINGS AND DECLARATIONS

The Commission finds and declares as follows:

# A. LUP Amendments

The following sections of the Coastal Act pertain to the provision of adequate public parking, circulation, water availability, and sewage facilities to serve new development, and state:

**30250a (in part).** New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources...

Section 30252. The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.



Section 30254. New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted, consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded, except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services, and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation and visitor-serving land uses shall not be precluded by other development.

The City of Santa Cruz is proposing to amend the Land Use Plan to allow greater residential densities for one-bedroom and studio units in the RL (Multiple Residence – Low Density) and RM (Multiple Residence – Medium Density) zoning districts. The purpose of the RL district is to provide for rental and ownership housing opportunities for both multi-family and detached single-family residences. Principally permitted uses include triplexes, fourplexes, and condominium and apartment units. Single-family homes are allowable with an administrative use permit. The allowable density in the RL district currently ranges from 10.1 to 20 dwelling units/acre. The purpose of the RM district is to provide for the development of areas with medium-density residential uses to promote a suitable environment for the lives of families, household groups, and single persons living in the district. All types of multifamily dwellings are allowed as principally permitted uses. New single-family homes require an administrative use permit. The allowable density in the RM district currently ranges from 20.1 to 30 dwelling units per acre.

The City of Santa Cruz's current density regulations include a maximum number of dwelling units per acre, irrespective of size or number of bedrooms in each unit. As a result, the trend has been to build larger units with multiple bedrooms, which offer the most return on investment. To help achieve the City's goal for smaller, more affordable housing units, the City is proposing to amend the Land Use Plan to allow higher densities *only* for studios and one-bedroom units in the multi-family residential land use districts. Coastal Act Section 30604(g) declares that the State Legislature finds it important for the Coastal Commission to encourage the provision of new affordable housing opportunities in the coastal zone. The City's proposed LUP density changes for studios and one-bedroom units are as follows:

- Low-Medium Density Residential (RL) increase from 20 to 27 dwelling units/acre
- Medium Density Residential (RM) increase from 30 to 40 dwelling units/acre

For larger units (greater than one bedroom), the maximum allowable densities would remain 20 du/acre in the RL district and 30 du/acre in the RM district. Please see Exhibit 1 for location of RL and RM districts in the Coastal Zone; please see Exhibit 2 pg. 1 for proposed land use plan amendments.

The rationale for the increased densities is that studio and one-bedroom units typically generate significantly fewer water, sewer, and parking/traffic impacts than larger two or three bedroom units, because fewer people live in these smaller units. This is supported by census data showing that one-bedroom units have an average of 1.5 persons per household, compared to a citywide average of 2.5



persons per household. The City has estimated the water consumption and automobile trip generation for three-bedroom units versus studio/one-bedroom units (three-bedroom units were chosen for comparison because this is generally the maximum number of bedrooms found in multifamily units). The City estimated water use for a three-bedroom unit at 311 gallons per day (gpd), compared to 149 gpd for a studio/one-bedroom unit. The City traffic engineer estimated that a three-bedroom unit generates approximately 7.5 automobile trips per day, versus 5.5 trips per day for a studio/one-bedroom unit. The following table shows the estimated water use and trip generation for three-bedroom units at the maximum allowable densities in the RL and RM districts, versus the estimated water use and trip generation for studio/one-bedroom units at the maximum densities proposed by the amendment.

RL District		RM District			
3-bedroom (20 du/acre)	Studio/1-bedroom ( <u>27</u> du/acre)	3-bedroom (30 du/acre)	Studio/1-bedroom ( <u>40</u> du/acre)		
6,220	4,023	9,330	5,960		
150	148.5	225	220		

Gallons/day Trips/day

As shown in the table above, for water use and traffic generation, the proposed increase in density for smaller units will not exceed the impact of three-bedroom units at the maximum allowable existing density. In addition, the RM district currently requires 400 sq. ft. of open space per unit regardless of unit size; the proposed amendment would require only 200 sq. ft. of open space for studio and one-bedroom units (see Exhibit 2, pg. 4), thus reducing the amount of landscape irrigation needs for these smaller units as well (the RL open space requirement would remain 400 sq. ft. of open space regardless of unit size). Similarly, the proposed amendment will not place increased demands on the City's wastewater treatment system, which currently has adequate capacity.

Regarding parking, the City's LCP contains certified parking standards that require a specific number of parking spaces for residential development based on size of the unit (for studio units) or number of bedrooms within the unit. The proposed amendment does not alter these certified parking requirements.

As discussed above, the proposed amendment will not create additional impacts on City infrastructure. Thus the proposed Land Use Plan amendment is consistent with Coastal Act Sections 30250(a), 30252, and 30254 regarding adequate water availability and sewage facilities, as well as protection of public parking and traffic circulation. Therefore, staff recommends approval of the land use plan amendment as submitted.



# **B. Implementation Plan (Zoning Ordinance) Amendments**

The following City of Santa Cruz LCP policies encourage infill residential development and maximization of residential density in areas having adequate service capabilities, and state:

Community Design Policy 1.1: Infill and intensify land uses consistent with existing neighborhood or commercial district patterns in developed areas currently served by municipal services.

Land Use Policy 2.1.2: Maximize land intensity or densities in areas unconstrained by resources or hazards and having adequate service capabilities.

The City proposes to amend the Zoning Ordinance to reduce the minimum required lot area for one-bedroom and studio units in the RL (Multiple Residence – Low Density) district from 2,200 square feet per unit to 1,600 square feet per unit, which is equivalent to an increase in density from 20 units/acre to 27 units per acre (see Exhibit 2, pp. 2-4 for proposed implementation amendments). In the RM (Multiple Residence – Medium Density) district, the amendment would decrease the minimum required lot area for studios and one-bedroom units from 1,450 square feet to 1,100 square feet. This is equivalent to an increase in density from 30 units/acre to 40 units per acre. These proposed changes are consistent with the densities in the amended land use plan, as discussed in Section IIA above.

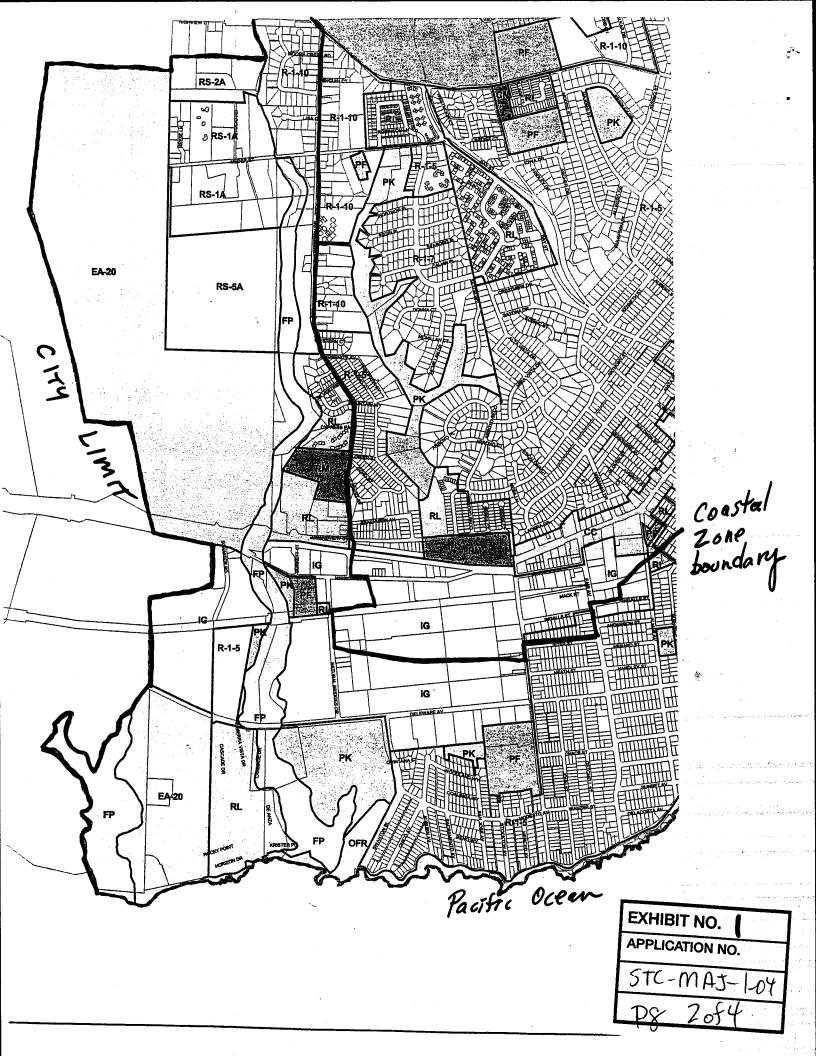
The Community Design and Land Use policies of the City of Santa Cruz LCP encourage infill development and maximization of density in existing City neighborhoods that have adequate service capabilities. The proposed implementation plan amendment is consistent with the amended land use plan, which will not have an adverse impact on City infrastructure including, including water availability, traffic and parking, and wastewater treatment (see Section IIA above). Therefore, staff recommends approval of the implementation plan amendment as submitted.

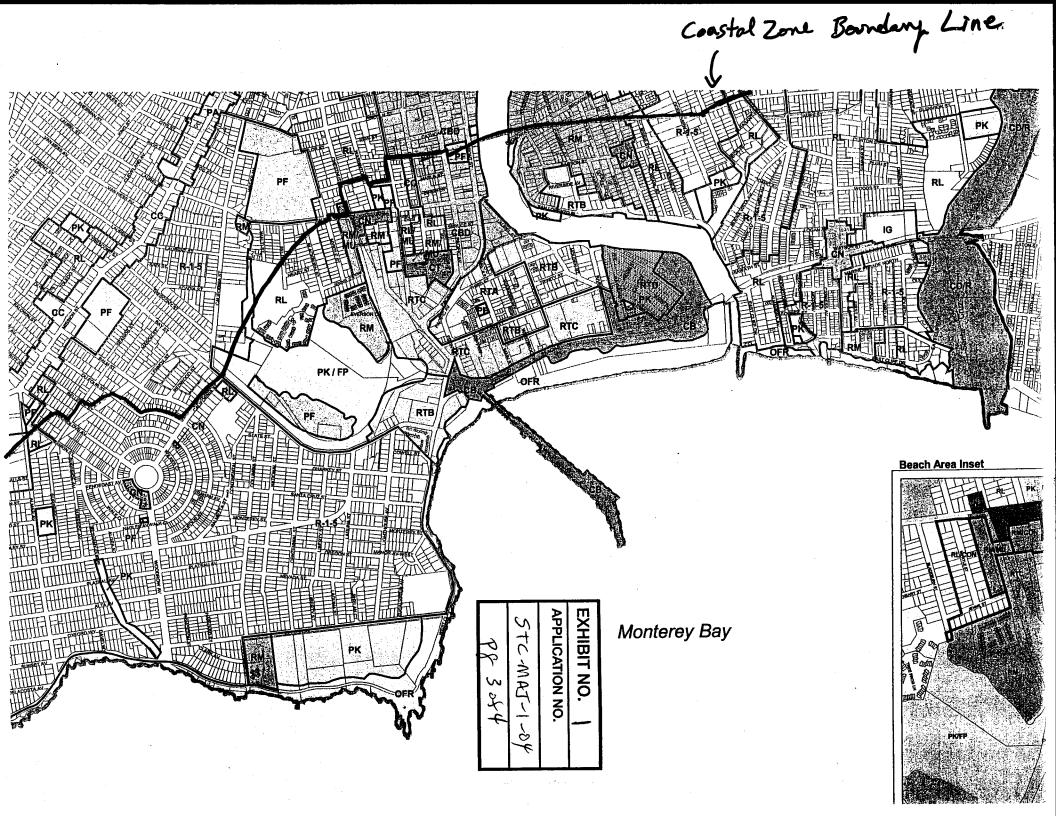
# III. CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The Coastal Commission's review and development process for Local Coastal Programs and amendments to them has been certified by the Secretary of Resources as being the functional equivalent of the environmental review required by CEQA. Therefore, local governments are not required to undertake environmental analysis on LCP amendments, although the Commission can and does utilize any environmental information that the local government has developed. Approval of the amendments, as submitted, will not have significant environmental effects, consistent with the California Environmental Quality Act.

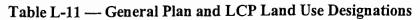


# City of Santa Cruz Zoning Districts Map SANIACIUZ Legend m Samla Cruz City Limit Zoning Districts: CB - Bench Commercial Location Map DARK LINE = COASTAL ZONE BOUNDARY





COASTAL ZONE BOUNDARY LINE APPLICATION NO. EXHIBIT NO. TC-MAJ-1-04



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General Plan Land Use Designation	Residential Density (Dwelling Units per Acre)	Employment Density Employees (E) per Acre) <sup>3</sup>	Allowable Zoning Districts <sup>2</sup>	
RESIDENTIAL				
Very-Low-Density Residential	Up to 1 du/acre	0	R-S-1A, R-S-5A, R-S-2A, R-S-10A	
Low-Density Residential	1.1 - 10	0	R-1-5 R-1-7 R-1-10	
Low-Medium-Density Residential	10.1 - <del>20</del> - <u>27</u> -	0	R-L	
Medium-Density Residential	20.1 - 40 <sup>4</sup> 20.1 - 30	0	R-M R-T(A) (B) (D)	
High-Density Residential	30.1 - 55	. 0	R-H R-T(A) (B) (D)	
COMMERCIAL AND OFFICE				
Neighborhood Commercial	0 - 30	Up to 30 E/Acre	C-N	
Community Commercial	0 - 30	Up to 60 E/Acre FAR <= 2	C-C	
Regional/Visitor Commercial	0 - 30	Up to 80 E/Acre	C-B CB-D R-T(C)	
Office	0 - 30	Up to 60 E/Acre	P-A	
INDUSTRIAL				
General Industrial	0 - 30	Up to 60 E/Acre	I-G	
Coastal-Dependent	0	Up to 20 E/Acre	C-D	
COMMUNITY FACILITIES	0	Up to 80 E/Acre	P-F	
UCSC	Varies	Varies	UCSC	
OPEN SPACE				
Parks	0	0	P-K	
Coastal Recreation	0	0	OF-R, P-K	
Agriculture/Grazing	1 DU/20 acres		EA	
Natural Areas	0	0	F-P P-K NA-O	

<sup>&</sup>lt;sup>1</sup> The unit densities indicated in the chart above are based upon developable area, which excludes land having environmental constraints.

Employment Density Standards apply to the overall employment density maintained throughout the entire zoning district and are not site or project specific.

Depending on unit mix

EXHIBIT NO. 2
APPLICATION NO.

54C-MAJ-1-04

<sup>&</sup>lt;sup>2</sup> Coastal Zone (CZ-O), Flood Plain (FP-O), Shoreline Protection (SP-O), and Historic (H-O) Overlay Zones are potentially applicable to any land use designation and the High-Density Residential Overlay Zone (HD-O) may be applied to Community Commercial, Regional/Tourist Commercial and Central Business District Land Uses.

# RECEIVED

JUL 1 2 2004

ORDINANCE NO. <u>96</u>-37

CALIFORNIA
COASTAL COMMISSION
CENTRAL COAST AREA

AN ORDINANCE OF THE CITY OF SANTA CRZU AMENDING TITLE 24 OF THE CITY MUNICIPAL CODE, THE ZONING ORDIANNCE AND LOCAL COASTAL PROGRAM, TO AMEND THE DENSITY OAND OPEN SPACE REQUIREMETNS FOR THE MULTIPLE-RESIDENCE-LOW RISE DESNITY (R-L); AND MULTIPLE-RESIDENTCE-MEDIUM DENSITY (R-M) DISTRICTS.

#95-231

BE IT ORDAINED by the City of Santa Cruz as follows:

Section 1. Chapter 24.10 of the Santa Cruz Municipal Code is hereby amended to read as follows:

## Part 5: R-L MULTIPLE RESIDENCE - LOW-DENSITY DISTRICT

# 24.10.400 Purpose.

To promote the development of multifamily townhouses, condominiums and apartments at a low to medium density of 10.1 to 27 20-units per acre, depending on unit mix; to stabilize and protect the residential characteristics of the district and to promote and encourage a suitable environment for the lives of families and single persons. This section of the Zoning Ordinance is also part of the Local Coastal Implementation Plan. (Ord. 96-37 § 1 (part), 1996: Ord. 94-33 § 30, 1994: Ord. 93-19 § 9, 1993: Ord. 85-05 § 1 (part), 1985).

# 24.10.450 District Regulations.

1. General.

	Dwelling Unit Type				
Provision	Single-Family	Two or More Units			
	Detached				
a. Maximum Height of Buildings					
Principal (stories and feet)	2 ½ & 30	2 ½ & 30			
Accessory (stories and feet)	1 & 15	1 & 15			
b. Minimum lot area (net) square feet	5,000	5,500			
c. Minimum lot area (net) per dwelling		2,200 (1,600 sq. ft. for 1			
unit (square feet)		bedroom/studios)			
d. Minimum lot width	50	50			
e. Usable open space per dwelling unit	any sile.	400			
(square feet)					

2. Setback Requirements.

a. The minimum front yard setback shall be fifteen feet except that yard may be reduced to not less than ten feet for a portion not to exceed fifty per

EXHIBIT NO. 2

APPLICATION NO.

STC-MAY-1-04

P8 Z of 5

building frontage, and providing that a total of fifteen square feet of front yard is provided for each lineal foot of total lot frontage.

- b. The minimum rear yard setback shall be ten feet.
- c. The minimum side yard setback shall be five feet, or one foot of setback for each three feet of height, or portion thereof, of a structure, whichever is greater.
- (1) There shall be no side yard required for townhouses on interior lots, except there shall be a minimum side yard setback at the interior end of a townhouse group of five feet, or one foot of setback for each three feet of height, or portion thereof, of a structure, whichever is greater.
- (2) The minimum exterior side yard setback shall be eight feet or one foot of setback for each three feet of height, or portion thereof, of a structure, whichever is greater.
- d. For any attached or detached garage or carport fronting on a front or exterior side property line, the setback shall be twenty feet from said property line.
- e. Minimum Distance Between Buildings on the Same Lot. Between main buildings, including accessory dwelling units, ten feet or one foot of setback for each two feet of height of the tallest building, or portions thereof, whichever is greater; between main buildings and accessory buildings, six feet; between accessory buildings, six feet.
- 3. Other Requirements. Other regulations which may be applicable to site design in this zone are set forth in General Site Design Standards, Part 2, Chapter 24.12.
- 4. All new development adjacent to a "CON Neighborhood Conservation District" overlay zone shall comply with Section 24.10.4060 standards for new construction on sites abutting overlay district boundaries, to ensure compatibility with the established district.

(Ord. 2000-18 § 12 (part), 2000: Ord. 99-04 § 3, 1999: Ord. 96-37 § 1 (part), 1996: Ord. 93-19 § 9, 1993; Ord. 89-39 § 2, 1989; Ord. 88-24 § 4, 1988: Ord. 85-05 § 1 (part), 1985).

Section 2. Chapter 24.10 of the Santa Cruz Municipal Code is hereby amended to read as follows:

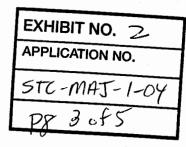
### Part 6: R-M MULTIPLE RESIDENCE - MEDIUM-DENSITY DISTRICT

### 24.10.500 PURPOSE.

To promote the development of multifamily townhouses, condominiums and apartments at a medium residential density of 20.1 to 40 30 units per acre depending on unit mix; to stabilize and protect the residential characteristics of the district; and to promote a suitable environment for the lives of families and single persons. This section of the Zoning Ordinance is also part of the Local Coastal Implementation Plan. (Ord. 96-37 § 2 (part), 1996: Ord. 94-33 § 31, 1994: Ord. 93-19 § 10, 1993: Ord. 85-05 § 1 (part), 1985).

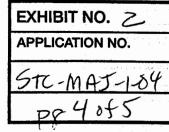
# 24.10.550 DISTRICT REGULATIONS.

1. General.



Description	Dwelling Unit Type			
Provision	Duplex	3 or More Units		
a. Maximum Height of Buildings				
Principal (stories and feet)	2 ½ & 30	3 & 35		
Accessory (stories and feet)	1 & 15	1 & 15		
b. Minimum lot area (net) square feet	4,400	5,500		
c. Minimum lot area (net) per dwelling	2,200	1,450 (1,100 sq. ft. for 1		
unit (square feet)		bedroom/studios)		
d. Minimum lot width	50	65		
e. Usable open space per dwelling unit		400		
(square feet)		200 (1 bedroom/studios)*		
	* Open space shall be attached or aggregated in			
	a manner that provides usable open space for			
:	all units exclusive of setbacks and other small			
	landscape areas less than 10 feet in width.			

- 2. Setback Requirements.
- a. The minimum front yard setback shall be fifteen feet or one foot of setback for each three feet of height, or portion thereof, of a structure, whichever is greater, except that the front yard may be reduced to not less than six feet for a portion not to exceed fifty percent of the building frontage, providing that a total of ten square feet of front yard is provided for each lineal foot of total lot frontage. Such reduction of front yard depth shall not be permitted on a corner lot, within twelve feet of any side street lot line.
- b. The minimum rear setback shall be ten feet, or one foot of setback for each three feet of height, or portion thereof, of structure, whichever is greater.
- c. The minimum side yard setback shall be five feet, or one foot of setback for each three feet of height, or portion thereof, of a structure, whichever is greater.
- d. There shall be no side yard required for townhouses, or interior lots, except there shall be a minimum side yard setback at the interior end of a townhouse group of five feet, or one foot of setback for each three feet of height, or portion thereof, of a structure, whichever is greater.
- e. The minimum exterior side yard setback shall be eight feet, or one foot of setback for each three feet of height, or portion thereof, of structure, whichever is greater.
- f. Minimum Distance Between Buildings on the Same Lot. Between main buildings, ten feet or one foot of setback for each two feet of height of the tallest building, or portions thereof, whichever is greater; between main buildings and accessory buildings, six feet; between accessory buildings, six feet.
- g. For any attached or detached garage or carport fronting on a front or exterior side property line, the setback shall be twenty feet from said property line.
- 3. Other Requirements. Other regulations which may be applicable to site design in this zone are set forth in General Site Design Standards, Part 2, Chapter 24.12.
- 4. All new development adjacent to a "CON Neighborhood Conservation District" overlay zone shall comply with Section 24.10.4060 standards for new on sites abutting overlay district boundaries, to ensure compatibility with the est district.



# ORDINANCE NO. 96-37

Section 3. This ordinance shall be in force and take effect thirty (30) days after its final adoption.

PASSED FOR PUBLICATION this 24th day of September, 1996, by the following vote:

AYES:

Councilmembers:

Mathews, Beiers, Yokoyama, Scott, Campbell,

Kennedy: Mayor Rotkin.

NOES:

Councilmembers:

None.

ABSENT:

Councilmembers:

None.

DISQUALIFIED:

Councilmembers:

None.

APPROVED:

PASSED FOR FINAL ADOPTION this 8th day of October

, 1996, by the

following vote:

AYES:

Councilmembers:

Mathews, Beiers, Scott, Campbell, Kennedy;

Mayor Rotkin.

NOES:

Councilmembers:

None.

ABSENT:

Councilmembers:

Yokoyama.

DISQUALIFIED:

Councilmembers:

None.

APPROVED:

This is to certify that the above

original of Ordinance No. 96-37

t it has been published or

CC A-800 #95-231

EXHIBIT NO. 2

APPLICATION NO.

510-MAJ-1-04

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