

# DRAFT ENVIRONMENTAL IMPACT REPORT



## City of Santa Cruz Parks Master Plan 2030

City of Santa Cruz  
Parks and Recreation Department

March 2020



**DRAFT**

# **ENVIRONMENTAL IMPACT REPORT**

**CITY OF SANTA CRUZ PARKS MASTER PLAN 2030**

**SCH#2018012030**

**PREPARED FOR**

**CITY OF SANTA CRUZ**

Parks and Recreation Department

**PREPARED BY**

**DUDEK**

Santa Cruz, California

March 2020





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# CHAPTER 1

## INTRODUCTION

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### 1.1 PURPOSE OF THE EIR

This EIR has been prepared for the City of Santa Cruz (City), which is the lead agency for the *Parks Master Plan 2030* (Project). This EIR has been prepared in accordance with the California Environmental Quality Act (CEQA), which is found in the California Public Resources Code, Division 13, and with the State CEQA Guidelines, which are found in Title 14 of the California Code of Regulations, commencing with section 15000.

As stated in the CEQA Guidelines section 15002, the basic purposes of CEQA are to:

- ☐ Inform governmental decision-makers and the public about the potential, significant environmental effects of proposed activities.
- ☐ Identify the ways that environmental damage can be avoided or significantly reduced.
- ☐ Prevent significant, avoidable damage to the environment by requiring changes in projects through the use of alternatives or mitigation measures when the governmental agency finds the changes to be feasible.
- ☐ Disclose to the public the reasons a governmental agency approved the project in the manner the agency chose if significant environmental effects are involved.

Pursuant to State CEQA Guidelines section 15121, an EIR is an informational document which will inform public agency decision-makers and the public generally of the significant environmental effects of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. The public agency shall consider the information in the EIR along with other information which may be presented to the agency. While the information in the EIR does not control the ultimate decision about the project, the agency must consider the information in the EIR and respond to each significant effect identified in the EIR by making findings pursuant to Public Resources Code section 21081.

This EIR is being prepared as a “Program EIR” pursuant to section 15168 of the State CEQA Guidelines. A program EIR is an EIR that may be prepared on a series of actions that can be characterized as one large project and are related geographically, by similar environmental effects, as logical parts in the chain of contemplated actions, or in connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program. A program EIR can provide a more exhaustive consideration of effects and alternatives than would be practical in an EIR on an individual action and can ensure consideration of cumulative impacts. A program EIR can be used as part of the environmental review for later individual projects to be carried out pursuant to the project previously analyzed in the program EIR, where impacts have been adequately addressed in the program EIR. This is referred to as “tiering” as set forth in

section 15152 of the State CEQA Guidelines. “Tiering” uses the analysis of general matters contained in a broader program EIR (such as one prepared for a general plan) with later EIRs and negative declarations on narrower projects, incorporating by reference the general discussions from the broader EIR and concentrating the later EIR or negative declaration solely on the issues specific to the later project. The State CEQA Guidelines encourage agencies to tier the environmental analyses which they prepare for separate but related projects, including general plans, zoning changes, and development projects. For later individual projects covered in this EIR, the City will determine whether the individual project or subsequent activity is within the scope of this Program EIR. If appropriate and applicable to a proposed project, the City may also consider one or more statutory or categorical exemptions.

Pursuant to CEQA (Public Resources Code section 21002), public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures which would substantially lessen the significant environmental effects of such projects. Pursuant to section 15021 of the State CEQA Guidelines, CEQA establishes a duty for public agencies to avoid or minimize environmental damage where feasible. In deciding whether changes in a project are feasible, an agency may consider specific economic, environmental, legal, social, and technological factors. According to the State CEQA Guidelines, “feasible” means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors. This section further indicates that CEQA recognizes that in determining whether and how a project should be approved, a public agency has an obligation to balance a variety of public objectives, including economic, environmental, and social factors, and an agency shall prepare a “statement of overriding considerations” as to reflect the ultimate balancing of competing public objectives when the agency decides to approve a project that will cause one or more significant effects on the environment. The environmental review process is further explained below in subsection 1.4.

## 1.2 PROJECT OVERVIEW

The Parks Master Plan is a guidance document that assesses existing conditions and community needs and guides the short- and long-term planning of parks, recreational facilities, beaches, and open space-greenbelt lands. The Parks Master Plan also will aid implementation of the City’s General Plan, and the plan’s recommendations are advisory. The Parks Master Plan provides an analysis of the current parks, open spaces, and recreational facilities based on an assessment of the existing assets, quantitative and qualitative data gathered from the community outreach, emerging trends in recreation, and standards for park development.

The Parks Master Plan includes goals, policies and actions for the provision of parks and recreational services. These include general recommendations for new and/or expanded recreational uses. The Master Plan also provides specific recommendations for improvements at the City’s individual parks, beaches, open spaces, and recreational facilities. The Parks Master Plan lays out recommendations for the next 15 years but is designed to be updated over time, providing

a guiding framework while allowing for adjustments based on both presently anticipated and unforeseen future needs and community desires.

The proposed Parks Master Plan includes the following components; a full Project Description is included in Chapter 3.0:

- ☐ An inventory of existing conditions, parks, open space and recreational facilities
- ☐ An assessment of emerging trends and community needs
- ☐ Goals, policies and actions
- ☐ Recommendations for specific facilities
- ☐ Implementation and funding strategies

## 1.3 SCOPE OF THE EIR

The City has identified the topics listed below for analysis in the EIR based on the analyses in the February 2019 Initial Study and responses to the EIR Notice of Preparation. This EIR also evaluates topics required by CEQA and CEQA Guidelines, including growth inducement, cumulative impacts, and project alternatives.

- ☐ Aesthetics
- ☐ Air Quality and Greenhouse Gas Emissions
- ☐ Biological Resources
- ☐ Cultural Resources
- ☐ Geology and Soils
- ☐ Hazards
- ☐ Hydrology and Water Quality
- ☐ Noise
- ☐ Public Services
- ☐ Transportation and Traffic
- ☐ Utilities and Energy Conservation
- ☐ Land Use

Other issues are evaluated in the 2019 Initial Study, which is available for review at the Parks and Recreation Department, 323 Church Street, Santa Cruz during regular business hours, Monday through Friday between 8:00 AM and 12:00 and 1:00 PM and 5:00 PM. The Initial Study also is available for review on the City's website at: <http://www.cityofsantacruz.com/government/city-departments/parks-recreation/parks-beaches-open-spaces/parks-master-plan>. Section 4.13 of this EIR identifies and discusses impacts which have not been found to be significant and are therefore not addressed in the EIR.

As indicated above, the focus of the environmental review process is upon significant environmental effects. As defined in section 15382 of the CEQA Guidelines, a “significant effect on the environment” is:

... a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project, including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether a physical change is significant.

In evaluating the significance of the environmental effects of a project, the State CEQA Guidelines require the lead agency to consider direct physical changes in the environment and reasonably foreseeable indirect physical changes in the environment which may be caused by the project (CEQA Guidelines section 15064[d]). A direct physical change in the environment is a physical change in the environment which is caused by and immediately related to the project. An indirect physical change in the environment is a physical change in the environment, which is not immediately related to the project, but which is caused indirectly by the project. An indirect physical change is to be considered only if that change is a reasonably foreseeable impact which may be caused by the project.

CEQA Guidelines section 15064(e) further indicates that economic and social changes resulting from a project shall not be treated as significant effects on the environment, although they may be used to determine that a physical change shall be regarded as a significant effect on the environment. In addition, where a reasonably foreseeable physical change is caused by economic or social effects of a project, the physical change may be regarded as a significant effect in the same manner as any other physical change resulting from the project.

## **1.4 ENVIRONMENTAL REVIEW AND APPROVAL PROCESS**

### **1.4.1 Background**

An Initial Study (IS) and Mitigated Negative Declaration (MND) were prepared and circulated for a 30-day public review period from January 22, 2018 through February 20, 2018. Comments were received from two public agencies (California Coastal Commission and California Department of Transportation [Caltrans]), five organizations (Beach Flats Junior Youth Group, Friends of Jessie Street Marsh, Friends of Pogonip, Sierra Club, and Wildlife Emergency Services), and 39 individuals. The comments are on file at the City Parks and Recreation Department.

The IS/MND was revised to provide expanded analyses in response to public comments and was recirculated for public review and comment for a 30-day public review period from February 11, 2019 through March 12, 2019. The IS/MND was recirculated due to revision of impact significance

and new mitigation measures (geology-soils-water quality-erosion), as well as revised text. However, the Initial Study did not identify significant effects that would require preparation of an EIR as outlined in the State CEQA Guidelines section 15065. The IS/MND determined that potentially significant impacts would be mitigated to a less-than-significant level and had been agreed to by the City, in which case an EIR need not be prepared solely because without mitigation, an environmental effect would be significant (State CEQA Guidelines section 15065(b)(1)).

Comments were received from one public agency (California Coastal Commission [same letter as previously submitted]), three organizations (California Native Plant Society, Friends of Pogonip, and Sierra Club), and six individuals. The comments are on file at the City Parks and Recreation Department. In consultation with the City Attorney, City staff determined that although identified significant impacts could be reduced to a less-than-significant level and an EIR was not warranted, an EIR should be prepared to provide full public disclosure of potential impacts and mitigation measures.

#### **1.4.2 Scoping**

Under CEQA, the lead agency for a project is the public agency with primary responsibility for carrying out or approving the project, and for implementing the requirements of CEQA. CEQA Guidelines section 15083 authorizes and encourages an early consultation or scoping process to help identify the range of actions, alternatives, mitigation measures, and significant effects to be analyzed and considered in an EIR, and to help resolve the concerns of affected regulatory agencies, organizations, and the public. Scoping is designed to explore issues for environmental evaluation, ensuring that important considerations are not overlooked and uncovering concerns that might otherwise go unrecognized.

A Notice of Preparation (NOP) for this EIR was circulated for a 30-day comment period on July 26, 2019. The NOP was circulated to the State Clearinghouse and to local, regional, and federal agencies in accordance with State CEQA Guidelines. The NOP also was sent to organizations and interested citizens that have requested notification in the past. The NOP is included in Appendix A.

Written comments were received in response to the NOP from two public agencies (Caltrans and California Native Heritage Commission) and two individuals. These letters are included in Appendix A. The comments have been taken into consideration in the preparation of this EIR for comments that address environmental issues.

#### **1.4.3 Public Review of Draft EIR**

The Draft EIR will be published and circulated for review and comment by the public and other interested parties, agencies, and organizations for a 45-day public review period from March 11, 2020 through April 24, 2020. Written comments on the Draft EIR may be submitted to the Noah

Downing at the address below or may be submitted by email to [ndowning@cityofsantacruz.com](mailto:ndowning@cityofsantacruz.com), by 5:00 pm on April 24, 2020.

City of Santa Cruz Parks and Recreation Department  
323 Church Street  
Santa Cruz, California 95060

The Draft EIR will be available for public review during the comment period at the following locations:

- ☐ City of Santa Cruz Parks and Recreation Department, located at 323 Church Street
- ☐ Reference Desk of the Downtown Public Library, located at 224 Church Street
- ☐ Online at: <http://www.cityofsantacruz.com/government/city-departments/parks-recreation/parks-beaches-open-spaces/parks-master-plan>

The City of Santa Cruz encourages public agencies, organizations, community groups, and all other interested persons to provide written comments on the Draft EIR prior to the end of the 45-day public review period. Section 15204(a) provides guidance on the focus of review of EIRs, indicating that in reviewing draft EIRs, persons and public agencies “should focus on the sufficiency of the document in identifying and analyzing the possible impacts on the environment and ways in which the significant effects of the project might be avoided or mitigated,” and that comments are most helpful when they suggest additional specific alternatives or mitigation measures that would provide better ways to avoid or mitigate the significant environmental effects. This section further states that: “CEQA does not require a lead agency to conduct every test or perform all research, study, and experimentation recommended or demanded by commenters. When responding to comments, lead agencies need only respond to significant environmental issues and do not need to provide all information requested by reviewers, as long as a good faith effort at full disclosure is made in the EIR.”

#### 1.4.4 Final EIR / Project Approval

Following the close of the public and agency comment period on this Draft EIR, responses will be prepared for all comments received during the public review period that raise CEQA-related environmental issues regarding the project. The responses will be published in the Final EIR document. The Final EIR will include written responses to any significant environmental issues raised in comments received during the public review period in accordance with State CEQA Guidelines section 15088. The Final EIR document also will include Draft EIR text changes and additions that become necessary after consideration of public comments.

The Final EIR, which includes both the Draft and Final EIR documents, will be presented to the City Council. The City Council will make the final decision on certification of the EIR and the Parks Master Plan. The Parks Master Plan and EIR also will be reviewed by the City Parks and Recreation Commission, and the Commission will provide a recommendation to the City Council. The City Council must ultimately certify that it has reviewed and considered the information in the EIR, that



the EIR has been completed in conformity with the requirements of CEQA, and that the document reflects the City's independent judgment.

Pursuant to sections 21002, 21002.1 and 21081 of CEQA and sections 15091 and 15093 of the State CEQA Guidelines, no public agency shall approve or carry out a project for which an EIR has been certified which identifies one or more significant effects unless both of the following occur:

- (a) The public agency makes one or more of the following findings with respect to each significant effect:
  - 1. Changes or alterations have been required in, or incorporated into, the project which avoid or substantially lessen the significant environmental effects on the environment.
  - 2. Those changes or alterations are within the responsibility and jurisdiction of another public agency and have been, or can and should be, adopted by such other agency.
  - 3. Specific economic, legal, social, technological, or other considerations, including considerations for the provision of employment opportunities for highly trained workers, make infeasible the mitigation measures or alternatives identified in the environmental impact report.
- (b) With respect to significant effects which were subject to a finding under paragraph (3) of subdivision (a), the public agency finds that specific overriding economic, legal, social, technological, or other benefits of the project outweigh the significant effects on the environment.

Although these determinations (especially regarding feasibility) are made by the public agency's final decision-making body based on the entirety of the agency's administrative record as it exists after completion of a Final EIR, the Draft EIR must provide information regarding the significant effects of the proposed project and must identify the potentially feasible mitigation measures and alternatives to be considered by that decision-making body.

#### **1.4.5 Adoption of Mitigation Monitoring & Reporting Program**

CEQA requires that a program to monitor and report on mitigation measures be adopted by a lead agency as part of the project approval process. CEQA requires that such a program be adopted at the time the agency approves a project or determines to carry out a project for which an EIR has been prepared to ensure that mitigation measures identified in the EIR are implemented. The Mitigation Monitoring and Reporting Program will be included in the Final EIR, although it is not required to be included in the EIR.

## 1.5 INTENDED USE OF THE EIR

The City of Santa Cruz will consider the EIR prior to the adoption and implementation of the *Parks Master Plan 2030*. No other agencies have approval or review authority over the Parks Master Plan. Some of the recommended projects may need additional permits from other agencies at the time a specific project is proposed.

## 1.6 ORGANIZATION OF DRAFT EIR

The content and format of this Draft EIR are designed to meet the requirements of CEQA and the CEQA Guidelines (sections 15122 through 15132). This Draft EIR is organized into the following chapters:

- **Chapter 1, Introduction**, explains the CEQA process; describes the scope and purpose of this Draft EIR; provides information on the review and approval process; identifies intended uses of the EIR; and outlines the organization of the Draft EIR document.
- **Chapter 2, Summary**, presents an overview of the project; provides a summary of the impacts of the project and mitigation measures; provides a summary of the alternatives being considered; includes a discussion of known areas of controversy; and lists the topics not carried forward for further analysis.
- **Chapter 3, Project Description**, provides information about the location, setting, and background for the project; identifies project-specific objectives; and provides a detailed description of the project elements and components.
- **Chapter 4, Environmental Setting, Impacts, and Mitigation Measures**, explains the approach to the environmental analysis for this Draft EIR, and provides environmental setting, impacts, and mitigation measures for the topics identified for inclusion in the EIR. Each topical section in this Draft EIR presents information in three parts. The “Environmental Setting” section provides an overview of the existing conditions on and adjacent to the project site. Local, State and federal regulations also are identified and discussed, when relevant.

The “Impacts and Mitigation Measures” section provides an outline of the criteria used to evaluate whether an impact is considered significant based on standards identified in the CEQA Guidelines. Agency policies or regulations and/or professional judgment also are used to further define what actions may cause significant effects. Any project feature or element that may cause impacts, as well as project features that may serve to eliminate or reduce impacts, will be identified and addressed for both direct and reasonably foreseeable indirect impacts. Mitigation measures that would reduce significant impacts are identified. The significance of the impact after mitigation also is identified. For impacts found to be less-than-significant, mitigation measures are not required, but where relevant, the EIR recommends project modifications or appropriate conditions of approval.

- **Chapter 5, Other CEQA Considerations**, evaluates the topics required to be included in an EIR, including significant unavoidable impacts, irreversible impacts growth inducement, cumulative impacts, and project alternatives.
- **Chapter 6, References and EIR Preparation**, identifies all agencies contacted during the preparation of the Draft EIR, all references that were cited or utilized in preparation of the Draft EIR and individuals who were involved in preparing this Draft EIR and the individuals who provided information.
- **Appendices** contain additional information used in preparing this Draft EIR. Appendix A contains the NOP and comment letters that were submitted in response to the NOP. Appendix B includes a summary of the Parks Master Plan recommendations for specific existing park sites and facilities.

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# CHAPTER 2

## SUMMARY

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### 2.1 INTRODUCTION

This chapter provides a brief description of the proposed project, known areas of controversy or concern, project alternatives, all potentially significant impacts identified during the course of this environmental analysis, and issues to be resolved. This summary is intended as an overview and should be used in conjunction with a thorough reading of the EIR. The text of this report, including figures, tables and appendices, serves as the basis for this summary.

### 2.2 PROJECT OVERVIEW

This Environmental Impact Report (EIR) addresses the potential environmental effects of adoption and implementation of the City of Santa Cruz Parks Master Plan. The Parks Master Plan is a guidance document that assesses existing conditions and community needs, and guides the short- and long-term planning of parks, recreational facilities, beaches, and open space-greenbelt lands. The Parks Master Plan also will aid implementation of the City's General Plan, and the plan's recommendations are advisory. The Parks Master Plan provides an analysis of the current parks, open spaces, and recreational facilities based on an assessment of the existing assets, quantitative and qualitative data gathered from the community outreach, emerging trends in recreation, and standards for park development.

The Parks Master Plan includes goals, policies and actions for the provision of parks and recreational services. These include general recommendations for new and/or expanded recreational uses. The Master Plan also provides specific recommendations for improvements at the City's individual parks, beaches, open spaces, and recreational facilities. The Parks Master Plan lays out recommendations for the next 15 years but is designed to be updated over time, providing a guiding framework while allowing for adjustments based on both presently anticipated and unforeseen future needs and community desires.

The proposed Parks Master Plan includes the following components; key elements are described in the following sections:

- ☐ An inventory of existing conditions, parks, open space and recreational facilities
- ☐ An assessment of emerging trends and community needs
- ☐ Goals, policies and actions
- ☐ Recommendations for specific facilities
- ☐ Implementation and funding strategies

## 2.3 AREAS OF CONTROVERSY OR CONCERN

The following issues of concern were raised on the Initial Study prepared for the Parks Master Plan (Project), both the 2018 Initial Study/Mitigated Negative Declaration (IS/MND) and the 2019 Recirculated IS/MND.

- ☐ Potential impacts associated with expanding off-leash areas for dogs or expanding multi-use trails in Pogonip, Arroyo Seco, and DeLaveaga Park;
- ☐ Level of analysis regarding potential biological, erosion and drainage impacts associated with new trails, particularly in Pogonip, DeLaveaga Park, Moore Creek Preserve and Arroyo Seco, and claims that the document defers studies and analyses related to these issues;
- ☐ Implementation of and potential changes to the Jessie Street Marsh Management Plan;
- ☐ Increased lighting at DeLaveaga Park, Depot Park, Neary Lagoon, Main Beach, San Lorenzo River and new parking lots;
- ☐ Impacts of development of a drone course;
- ☐ Conflicts with and potential to amend adopted management plans;
- ☐ Transportation impacts;
- ☐ Support for the Beach Flats community garden; and
- ☐ An EIR should be prepared for the Project.

A Notice of Preparation (NOP) for this EIR was circulated for a 30-day comment period on July 26, 2019. Written comments were received in response to the NOP from two public agencies (Caltrans and California Native Heritage Commission) and two individuals (Erica Stanojevic and Grant Weseman). These letters are included in Appendix A and generally addressed:

- ☐ Requirements of Caltrans;
- ☐ Recommendations for conducting cultural resource assessments and Native American consultations;
- ☐ Impacts of lighting (aesthetics and biological resources);
- ☐ Request to take park management plans into consideration and anticipated increased usage of parks and open space; and
- ☐ Issues regarding enforcement or lack of enforcement of dog regulations, on or off leash.

As indicated in Chapter 1, Introduction, the comments have been taken into consideration in the preparation of this EIR for comments that raise environmental issues.

## 2.4 SUMMARY OF ALTERNATIVES

CEQA Guidelines require that an EIR describe and evaluate alternatives to the project that could eliminate significant adverse project impacts or reduce them to a less-than-significant level. The following alternatives are evaluated in Section 5.5.

- ☐ No Project – Required by CEQA
- ☐ Alternative 1 – Reduced Project
- ☐ Alternative 2 – Modified Project

Table 5-1 in Section 5.5 of this EIR presents a comparison of project impacts between the proposed project and the alternatives. Excluding the No Project Alternative, Alternative 2, Modified Project, is considered the environmentally superior alternative of the alternatives considered because it would avoid and/or reduce potentially significant impacts, while meeting Project objectives.

## 2.5 SUMMARY OF IMPACTS AND MITIGATION MEASURES

All impacts identified in the subsequent environmental analyses are summarized in this section. This summary groups impacts of similar ranking together, beginning with significant unavoidable impacts, followed by significant impacts that can be mitigated to a less-than-significant level, followed by impacts not found to be significant. The discussions in the Initial Study of impacts that are not being addressed in detail in the text of the Draft EIR are intended to satisfy the requirement of CEQA Guidelines section 15128 that an EIR “shall contain a statement briefly indicating the reasons that various possible significant effects of a project were determined not to be significant and therefore were not discussed in detail in the EIR.” The Initial Study is included in Appendix A of this EIR. A summary of less-than-significant and no impacts identified in the Initial study is presented at the end of this section.

### 2.5.1 Significant Unavoidable Impacts

No significant unavoidable impacts were identified as a result of the impact analyses.

### 2.5.2 Significant Impacts

The following impacts were found to be potentially significant but could be reduced to a less-than-significant level with implementation of identified mitigation measures should the City’s decision-makers impose the measures on the project at the time of final action on the project.

**Impact BIO-4: Wildlife Breeding – Nesting Birds.** Implementation of the Parks Master Plan and future implementation of recommended improvements could result in

indirect impacts to nesting birds if any are occurring within or near future construction areas.

#### **Mitigation Measures**

**MITIGATION BIO-4A:** Require that a pre-construction nesting survey be conducted by a qualified wildlife biologist if future park facility construction or tree removal occurs near mature trees and wooded areas, and is scheduled to begin between March and late July to determine if nesting birds are in the vicinity of the construction sites. If nesting raptors or other nesting species protected under the Migratory Bird Treaty Act are found, construction may need to be delayed until late-August or after the wildlife biologist has determined the nest is no longer in use or unless a suitable construction buffer zone can be identified by the biologist. This measure also is a requirement of the *City-wide Creeks and Wetlands Management Plan* (Standard 12).

**MITIGATION BIO-4B:** Include an Action in the Parks Master Plan to prohibit recreational use of drones and/or establishment of a recreational drone course within sensitive habitat areas or near wildlife nesting areas that could cause disturbance or harm to breeding or nesting wildlife.

**Impact GEO-2: Soils and Erosion.** The proposed Project would not directly result in substantial erosion or loss of topsoil, but may result in indirect erosion impacts related to future trail development supported by the Parks Master Plan.

#### **Mitigation Measures**

**MITIGATION GEO-2A:** Implement site design and erosion control measures for new trails and other facilities in areas subject to high erosion hazards or adjacent to streams and wetland areas, including but not limited to, installation of temporary fencing on the outer edges of steep slopes and creek crossings to prevent inadvertent erosion and sedimentation from entering adjacent drainages and streams during construction; conducting grading prior to the rainy season and protecting disturbed areas during the rainy season; and revegetating disturbed cut/fill areas.

**MITIGATION GEO-2B:** Limit trail use and/or implement seasonal trail closures as needed during the rainy season to prevent erosion due to trail use.

**Impact HYD-1: Water Quality.** Future development accommodated by the proposed *Parks Master Plan 2030* could result in minor increases in stormwater runoff, but would not result in violations of any water quality standards or waste discharge



requirements or otherwise substantially degrade surface or groundwater quality, except for potential erosion due to construction.

#### **Mitigation Measures**

Implementation of the Project policies and actions that would avoid or minimize runoff and water quality impacts, as well as City stormwater management requirements, provisions of adopted park plans and accompanying EIR requirements, and Mitigation Measures GEO-2A and GEO-2B would reduce potential erosion impacts from future trails and other development to a *less-than-significant* impact.

### **2.5.3 Less-Than-Significant Impacts**

The following impacts were found to be less-than-significant. Mitigation measures are not required.

- Impact AES-3: Visual Character.** The proposed Project would not substantially degrade the existing visual character or quality of public views of the site and its surroundings or conflict with applicable zoning and other regulations governing scenic quality.
- Impact AES-4: Light and Glare.** The proposed Project would not result in new sources of substantial light or glare.
- Impact AIR-2: Project Emissions.** The proposed Project would not result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in non-attainment.
- Impact AIR-3: Sensitive Receptors.** The proposed Project would not expose sensitive receptors to substantial pollutant concentrations.
- Impact GHG-1: Greenhouse Gas Emissions.** The proposed Project would not generate GHG emissions that may have a significant impact on the environment.
- Impact BIO-1: Sensitive Habitats.** Implementation of the Parks Master Plan could result in indirect impacts to sensitive habitats as a result of future implementation of recommended improvements identified in the Master Plan, which would be avoided or minimized with implementation of policies and actions in the Parks Master Plan and the *General Plan 2030*, as well as with mitigation or other measures included in previously adopted park/open space management plans and their accompanying CEQA documents.

- Impact BIO-2: Wetland Habitats.** Implementation of the Parks Master Plan could result in indirect impacts to sensitive wetland habitats as a result of future implementation of recommended improvements identified in the Master Plan, which would be avoided or minimized with implementation of policies and actions in the Parks Master Plan and the *General Plan 2030*, as well as with mitigation or other measures included in previously adopted park/open space management plans and their accompanying CEQA documents.
- Impact BIO-3: Special Status Species.** Implementation of the Parks Master Plan could result in indirect impacts to special status species or their habitat areas as a result of future implementation of recommended improvements identified in the Master Plan, which would be avoided or minimized with implementation of policies and actions in the Parks Master Plan and the *General Plan 2030*, as well as with mitigation or other measures included in previously adopted park/open space management plans and their accompanying CEQA documents.
- Impact CUL-1: Historical Resources.** The proposed Project could cause a substantial adverse change in the significance of a historical resource due to future renovations of structures listed in the City's Historic Building Survey
- Impact CUL-2: Archaeological Resources.** The proposed Project would not cause a substantial adverse change in the significance of an archaeological resource.
- Impact CUL-3: Human Remains.** The proposed Project would not disturb human remains.
- Impact CUL-4: Tribal Cultural Resources.** The proposed Project would not cause a substantial adverse change in the significance of a tribal cultural resource.
- Impact GEO-1: Exposure to Seismic Hazards.** The Project would not directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death resulting from rupture of a known earthquake fault, seismic ground shaking, landslides, or seismic related ground failure, including liquefaction, which cannot be mitigated through the use of standard engineering design techniques.
- Impact GEO-3: Unstable Geologic Units or Soils.** The proposed Project would not be located on an unstable geologic unit or soil.
- Impact GEO-4: Expansive Soils.** Future parks improvements would not result in substantial new structural development that would be subject to expansive soils.

- Impact GEO-6: Paleontological Resources.** The proposed Project would not directly or indirectly destroy a unique paleontological resource or site or unique geological feature.
- Impact HAZ-2: Exposure to Wildland Fire Hazard.** The proposed Project would not expose people or structures to wildland fires.
- Impact HYD-3: Alteration of Drainage Patterns and Stormwater Runoff.** Future development accommodated by the proposed *Parks Master Plan 2030* could result in minor increases in stormwater runoff, but would not substantially alter the existing drainage pattern of the area or increase impervious surfaces in a manner that would result in substantial off-site erosion, a substantial increase in the rate or amount of surface runoff that would result in flooding, runoff that would exceed the capacity of existing or planned stormwater drainage systems or provide additional sources of polluted runoff.
- Impact NOISE-1: Increase in Ambient Noise Levels.** The proposed Project would not generate a substantial increase in temporary or permanent ambient noise levels.
- Impact PUB-1: New or Expanded Public Service Facilities.** The proposed Project would not require new or physically altered governmental facilities.
- Impact PUB-2: Increased Use of Parks.** The proposed Project would not cause a substantial increase in use of parks and recreational facilities.
- Impact PUB-3: New Recreational Facilities.** The proposed Project would not include recreational facilities or require expansion of recreational facilities which might have an adverse effect on the environment.
- Impact TRANS-1: Conflicts with Plans Addressing the Circulation System.** The proposed Project would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadways, bicycle, and pedestrian facilities.
- Impact UTIL-2: Water Supply.** The proposed Project would have sufficient water supplies available to serve the Project and reasonably foreseeable future development during normal, dry and multiple dry years.
- Impact UTIL-3: Wastewater Treatment.** Adoption and implementation of the proposed Parks Master Plan could indirectly result in increased generation of wastewater that could be accommodated by the existing wastewater treatment plant.
- Impact UTIL-4: Solid Waste Disposal.** The proposed Project would not exceed existing landfill capacity.

**Impact UTIL-6: Energy.** The proposed Project would not result in the wasteful or inefficient use of energy.

**Impact LAND-2: Conflicts with Plans.** The proposed project will not conflict with policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect.

## 2.5.4 No Impacts

The following were found to have no impacts. No mitigation measures are required.

- AES-1: Scenic Vistas-Views
- AES-2: Scenic Resources
- AIR-1 Conflicts with Air Quality Management Plan.
- AIR 4: Odors
- GHG-2 Conflicts with Climate Action Plan
- BIO-4 Wildlife Corridors
- BIO5 Conflicts with Local Ordinances
- BIO-6 Conflicts with HCP or NCCP
- BIO-7 Substantially Reduce Fish or Wildlife Species Habitat.
- BIO-8 Cause a Fish or Wildlife Population Decline
- BIO-9 Threaten to Eliminate a Plant or Animal Community.
- GEO-5 Use of Septic Systems
- HAZ-1 Emergency Response
- HAZ-3 Wildland Fire Hazard
- HYD-2 Groundwater Impacts
- HYD-4 Flood Hazards / Tsunamis
- HYD-5 Conflict with Water Quality or Groundwater Plans
- HAZ-1 Emergency Response
- HAZ-3 Wildland Fire Hazard
- NOISE-2 Vibration
- NOISE-3 Location near Airport
- TRANS-2 Conflict with State CEQA Guidelines-Vehicle Miles Traveled
- TRANS-3 Geometric Design Hazards
- TRANS-4 Emergency Access
- UTIL-1 *New or Expanded Utilities*
- UTIL-5 *Conflict with Solid Waste Regulations*

- UTIL-7      *Conflict with Energy Plan.*
- LAND-1      *Division of an Established Community*

## 2.6 ISSUES TO BE RESOLVED

CEQA Guidelines section 15123 requires the Summary to identify “issues to be resolved including the choice among alternatives and whether or how to mitigate the significant effects.” This EIR has presented mitigation measures and project alternatives, and the City Council will consider the Final EIR when considering the proposed project. In considering whether to approve the project, the City Council will take into consideration the environmental consequences of the project with mitigation measures and project alternatives, as well as other factors related to feasibility. “Feasible” means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors (State CEQA Guidelines, section 15364). Among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control, or otherwise have access to the alternative site (or already owns the alternative site). No one of these factors establishes a fixed limit on the scope of reasonable alternatives. The concept of feasibility also encompasses the question of whether a particular alternative or mitigation measure promotes the underlying goals and objectives of a project. Moreover, feasibility under CEQA encompasses “desirability” to the extent that desirability is based on a reasonable balancing of the relevant economic, environmental, social, legal, and technological factors.

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## CHAPTER 3

# PROJECT DESCRIPTION

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This section provides a detailed description of the proposed *Parks Master Plan 2030*, as well as an overview of the Project location, setting, and background regarding the development of the Project.

### 3.1 PROJECT LOCATION AND SETTING

The City of Santa Cruz is located along the northern shore of Monterey Bay, approximately 75 miles south of San Francisco, 30 miles south of San Jose and 40 miles north of Monterey (see Figure 1-1). The City is roughly 15.8 square miles in area, of which 12.7 square miles is land and 3.1 square miles is water.

The City occupies a picturesque location between the Pacific Ocean and the Santa Cruz Mountains and is bordered by parks, open space, and residential uses on the north, open space lands on the west, the Monterey Bay on the south, and a portion of the unincorporated urban community of Live Oak on the east. The City's western and northern borders are mostly defined by publicly- and privately-owned open space and agricultural lands, with the Monterey Bay on the south. City-owned open space lands help establish a greenbelt around the City. Santa Cruz's location, geography, and climate are conducive to recreation. The Monterey Bay and surrounding mountains provide diverse landscapes to accommodate a wide range of recreational interests and activities, and the mild climate facilitates year-round participation.

The City's existing population as of January 1, 2019, was approximately 65,800 (California Department of Finance, 2019). According to the Parks Master Plan, the City has lower percentages of children and seniors than the state-wide averages. Other important user groups include the University of California Santa Cruz (UCSC) and tourist populations; there are more than three million tourist visits to Santa Cruz County each year.

Santa Cruz offers residents and visitors a wide range of parks, open space, beaches, trails, and recreational opportunities. The City operates and maintains a range of neighborhood parks, community/regional parks, community facilities, and recreational programs. Most of these parks, facilities and programs are operated and maintained by the City Parks and Recreation Department, although some facilities and programs are operated and organized in partnership with community organizations.

The City's parks system covers more than 1,700 acres of parks, open spaces, beaches, and recreational facilities. Existing City parks, open spaces, beaches, and recreational facilities are shown on Figure 2-1, and are further described in Section 4.9. These facilities include: 32 neighborhood parks; 6 community parks; 1 regional park (DeLaveaga Golf Course); 7 open space sites; and 4 beaches.

## 3.2 PROJECT BACKGROUND

The development of the City of Santa Cruz (City) *Parks Master Plan 2030* (hereinafter referred to as Parks Master Plan or Project) stems from goals and policies in the City's *General Plan 2030* and draws from other plans and studies conducted for specific parks, open spaces, beaches, and recreational facilities in the City. The City's General Plan acts as the long-term planning document for the City. It presents goals, policies, and actions for future development and protection of resources and is organized in state-mandated elements as required by California law. The *General Plan 2030* includes a Parks, Recreation, and Open Space chapter with goals, policies and actions to guide future development and maintenance of parks, open space and recreational facilities. This chapter of the General Plan provides a framework for the goals, policies, actions and recommendations in the Parks Master Plan to ensure consistency and comprehensive coverage. Furthermore, the General Plan specifically calls for development and maintenance of a citywide parks master plan that sets service standards and strategic goals for the development and maintenance of parks and related facilities (General Plan Action PR1.1.2).

The Parks Master Plan process began in August 2014. Community meetings, open houses, surveys and stakeholder interviews were conducted to provide community outreach as part of the process of inventorying existing facilities and parks, identifying recreational needs, and providing recommendations. A number of meetings also have been held at the City's Parks and Recreation Commission and City Council.

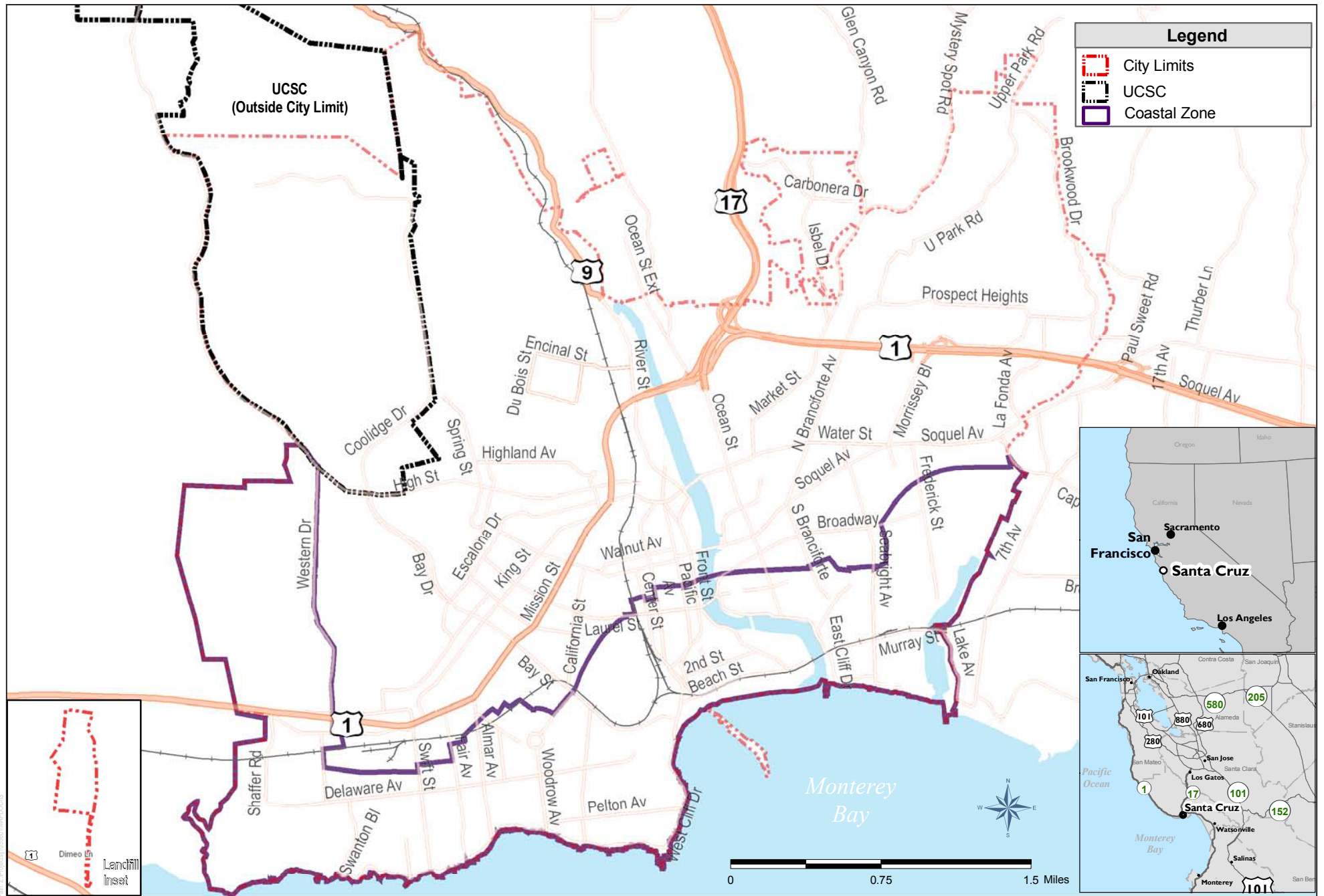
## 3.3 PROJECT OBJECTIVES

Section 15124 of the State CEQA Guidelines indicates that the EIR Project Description shall include a statement of the objectives sought by the proposed project. A clearly written statement of objectives will help the lead agency develop a reasonable range of alternatives to evaluate in the EIR and will aid the decision makers in preparing findings or a statement of overriding considerations, if necessary. The statement of objectives should include the underlying purpose of the project.

The Parks Master Plan 2030 presents a road map to improve the existing parks system and anticipate future needs of the community while still preserving the City's unique character and environment. The Parks, Recreation, & Open Space chapter of the City of Santa Cruz General Plan 2030 provides the outline for the recommendations. The *General Plan 2030* includes the following goals related to parks and recreation:

- Goal PR1: Ample, accessible, safe, and well-maintained parks, open space, and active recreational facilities.
- Goal PR2: High-quality, affordable recreational programs, activities, events, and services for all.
- Goal PR3: Well managed, clean, and convenient public access to open space lands and coastline.
- Goal PR4: An integrated system of citywide and regional trails.





SOURCE: City of Santa Cruz

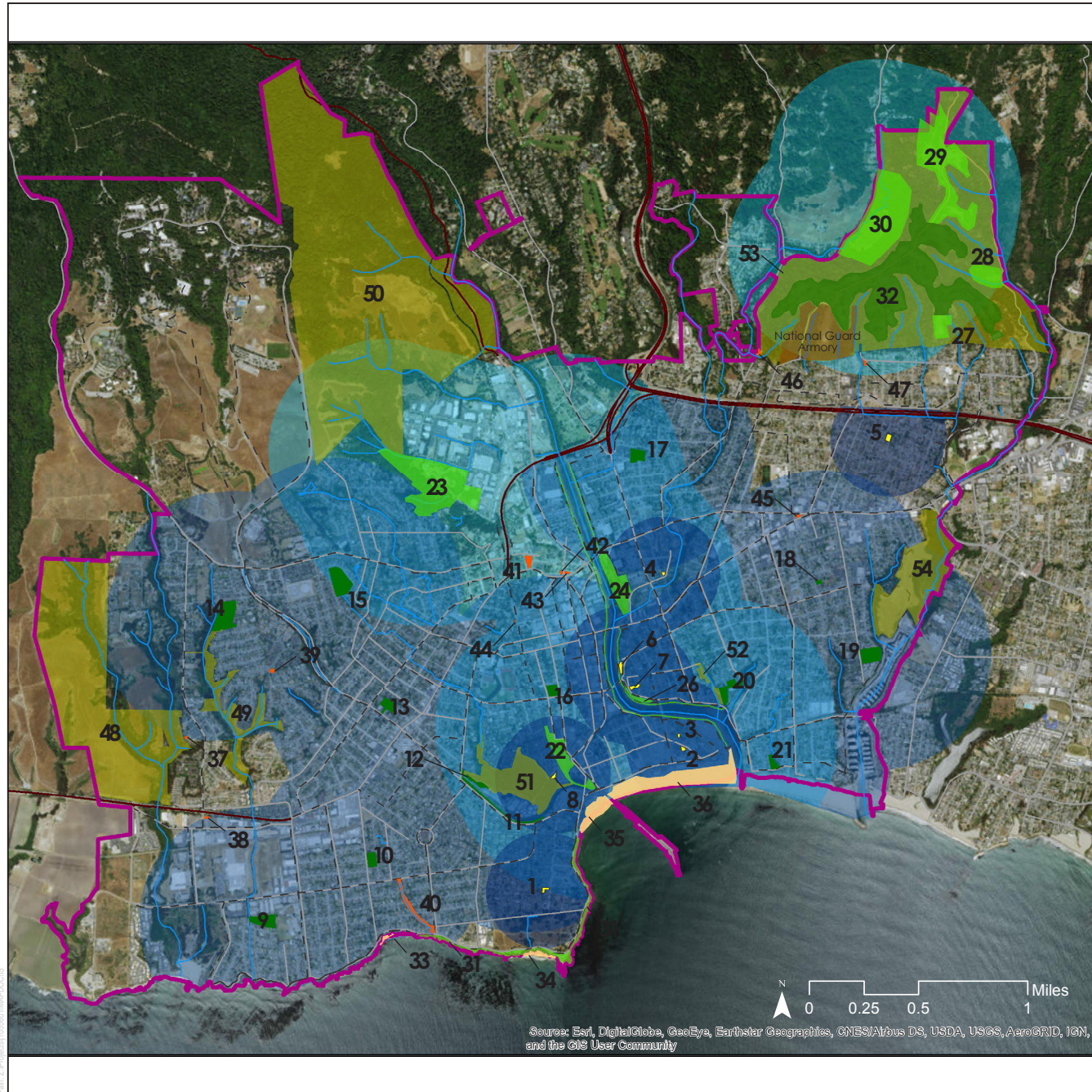
**DUDEK**

**FIGURE 1-1**  
Regional Location

City of Santa Cruz Parks Master Plan 2030 EIR

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## Existing Park Coverage Map



SOURCE: City of Santa Cruz

**DUDEK**

**FIGURE 2-1**

Existing Parks and Open Space Lands

City of Santa Cruz Parks Master Plan 2030 EIR

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The following are the Project objectives as set forth in the *Parks Master Plan 2030* and in consultation with City staff.

1. Implement the *General Plan 2030*, by providing more detailed direction and recommendations for the future development and maintenance of parks, open spaces, beaches, and recreational facilities in Santa Cruz.
2. Identify and assess the City's various existing parks, open space, and facility assets and community needs through a comprehensive public outreach effort.
3. Create a feasible vision and goals that prioritize community needs and desires for park and recreational facility expansion and improvements that creates a quality park system.
4. Provide policies and actions to support community goals and in response to needs of all user groups.
5. Develop a plan that ensures long-term stewardship, environmental protection, and sustainability of City parks.
6. Construct an implementable action plan to accomplish community goals, while establishing phasing and funding opportunities and allowing for flexibility and updates to reflect changing and emerging conditions.
7. Maintain and enhance a park system that connects the surrounding greenbelts to the Pacific Ocean, preserves and protects the City's natural heritage, enhances its cultural and recreational environments, and provides a diversity of recreational experiences that enrich lives and support a healthy community.

## 3.4 PROJECT OVERVIEW

The Parks Master Plan is a guidance document that assesses existing conditions and community needs, and guides the short- and long-term planning of parks, recreational facilities, beaches, and open space-greenbelt lands. The Parks Master Plan also will aid implementation of the City's General Plan, and the plan's recommendations are advisory. The Parks Master Plan provides an analysis of the current parks, open spaces, and recreational facilities based on an assessment of the existing assets, quantitative and qualitative data gathered from the community outreach, emerging trends in recreation, and standards for park development.

The Parks Master Plan includes goals, policies and actions for the provision of parks and recreational services. The Master Plan also provides specific recommendations for improvements at the City's individual parks, beaches, open spaces, and recreational facilities. The proposed Plan includes recommendations that, if implemented, could lead to improvements to or expansion of existing park and recreational facilities and uses and potential addition of new parks, facilities and recreational

uses. The Parks Master Plan lays out recommendations for the next 15 years but is designed to be updated over time, providing a guiding framework while allowing for adjustments based on both presently anticipated and unforeseen future needs and community desires.

## 3.5 PROJECT COMPONENTS

The proposed Parks Master Plan includes the following components; key elements are described in the following sections:

- ☐ An inventory of existing conditions, parks, open space and recreational facilities
- ☐ An assessment of emerging trends and community needs
- ☐ Goals, policies and actions
- ☐ Recommendations for specific facilities
- ☐ Implementation and funding strategies

### 3.5.1 Parks Master Plan Goals, Policies and Actions

The proposed Parks Master Plan “envisions a quality park system that connects the surrounding greenbelts to the Pacific Ocean, preserves and protects its natural heritage, enhances its cultural and recreational environments, and provides a diversity of experiences that enrich lives and support a healthy community.” To achieve this vision, the Parks Master Plan includes goals, policies, and actions that expand upon the City’s *General Plan 2030* Parks and Recreation goals and policies and that are based on community input, direction from the City Council and Parks and Recreation Commission, an understanding of current needs, and emerging trends in recreation. The goals also serve to comprehensively address six themes that emerged from the Parks Master Plan and public outreach processes, which provided a framework for the goals:

- (1) Design excellence;
- (2) Play, community health, and interaction;
- (3) Stewardship and sustainability;
- (4) Accessible and connected community;
- (5) Partnerships; and
- (6) Good governance.

The proposed Parks Master Plan 2030 includes seven goals with supporting policies and actions that address:

- I. Design
- II. Distribution
- III. Facilities
- IV. Conservation and Stewardship



## V. Safety

## VI. Connectivity and Access

## VII. Administration and Management

Table 3-1 summarizes the proposed Parks Master Plan goals, policies and actions. Overall the goals, policies and actions address the provision of additional parks and recreational facilities and new or expanded recreational uses, as well as actions to promote sustainability and avoid environmental impacts associated with park and recreational facility development or expanded uses.

**Goal I** seeks to provide attractive and sustainably maintained parks and facilities throughout the City. The accompanying policies and actions address sustainable landscaping design, resource conservation, attractive designs, and accessibility.

**Goal II** seeks to provide ample parks and facilities throughout the City, and Policy A specifically directs the City to continue to seek opportunities to purchase or lease additional parkland. Although specific locations are not identified, the Parks Master Plan identifies the following potential types of properties or areas for expanded parks:

- 1) Areas that lack existing parks and amenities in close proximity
- 2) Larger properties that can accommodate a variety of recreational facilities
- 3) Underutilized land
- 4) Higher density growth areas
- 5) Properties with significant cultural heritage

**Goal II** and supporting policies and actions also direct the City to explore opportunities for partnerships to use land within or adjacent to the City to help provide facilities to meet unmet needs. Existing and/or potential partnerships include joint-use agreements with: the Santa Cruz City School District to allow public use of outdoor recreational areas and sports fields during non-school hours; the University of California, Santa Cruz (UCSC) for potential pickleball striping at the tennis courts at 207 Natural Bridges Drive; and Santa Cruz County to provide recreational facilities on the vacant, adjacent parcel near the lawn bowling facility at San Lorenzo Park. Other actions support partnerships with California State Parks (Goal III-Policy F, Action 1c) and partnerships that would allow for public recreational uses in a permanent Kaiser Permanente Arena during the Santa Cruz Warriors off-season (Goal III-Policy H, Action 5). It should be noted that development of a permanent Kaiser Permanente Arena is not part of the Parks Master Plan recommendations. The City's Economic Development Department is conducting a market and financial feasibility study to analyze market, location, size, operations, management, economic development benefits, and other factors for locating a permanent arena.

**Goal III** seeks to provide parks and facilities to meet the existing and emerging needs of residents and visitors. In particular, Policy B and Action 1, seek to provide a range of neighborhood park uses including, but not limited to the identified uses listed below, when designed to minimize impacts to

the surrounding neighborhood. Some of these uses are recommended for development or expansion at some existing parks as further discussed in Section 3.5.2.

- Off-leash dog use areas
- Ball fields
- Skateboard parks
- Tennis courts
- Basketball court
- Ping-pong tables
- Playgrounds and tot-lots
- Climbing and exercise equipment
- Slack-lining
- Pickleball courts
- Community gardens
- Pump tracks, bocce courts
- Disc golf course
- Horseshoe pits
- Picnic areas
- Sand volleyball courts

**Goal IV** seeks to protect the City’s natural resources, native wildlife habitats and plant communities, and environment. The accompanying policies and actions are directed to maintaining biological diversity and native plant communities, implementation of restoration plans and habitat enhancement efforts, protecting natural resources and water quality, and erosion and sedimentation reduction.

**Goal V** addresses safety and enforcement concerns and seeks to maintain a safe clean and comfortable environment in all parks.

**Goal VI** seeks to provide an integrated park system, and its supporting policies and actions call for the City to continue to seek opportunities to purchase or lease additional land to enhance recreational corridors and extend network connectivity, especially properties and improvements that fill gaps within the existing trail system, expand recreational opportunities along existing corridors or provide important habitat and wildlife connections (Goal VI-Policy A, Action 1). The Master Plan also supports implementation of the Monterey Bay Sanctuary Scenic Trail<sup>1</sup> multi-use trail (Goal VI-Policy A, Action 4) and a Felton-Santa Cruz recreational trail and transportation/commuter corridor (Goal VI-Policy A, Action 7).

**Goal VII** addresses management and administration to establish, maintain, and operate parks, facilities, and programs in a manner that is cost effective and manageable while engaging the community to maximize involvement and support. Policy A, Action 2 calls for establishing annual short-term and long-term priorities for capital improvement projects and maintaining conditions assessments to help inform the prioritization process. Policy B directs the City to continue to improve community outreach and communications.

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<sup>1</sup> The Santa Cruz County Regional Transportation Commission (SCCRTC), in association with other regional agencies, proposes construction of a Monterey Bay Sanctuary Scenic Trail (MBSST) between Santa Cruz and Monterey Counties. The MBSST network will be a multi-use system of bicycle and pedestrian users from Lover’s Point in Pacific Grove in Monterey County to Davenport in Santa Cruz County.



**TABLE 3-1: Parks Master Plan – Summary of Goals, Policies and Actions**

Goal	Policy	Actions
<b>GOAL I. Design</b> Provide attractive and sustainably maintained parks and facilities throughout the City.	A. Design, upgrade and maintain parks and facilities with sustainable features and green building best management practices.	1. Use sustainable landscaping design and maintenance to conserve water, prevent erosion and runoff, and provide habitat. 2. Practice energy conservation. 3. Practice water conservation.
	B. Design, renovate and maintain parks to be attractive and functional, increase longer-term use, optimize space, and enhance the unique identity for each park.	1. Enhance settings when renovating parks. 2. Consider design features and site furnishings that add character. 3. When feasible, replace asphalt paths with decorative, permeable surfaces. 4. Create colorful and artistic expressions. 5. Consider function of landscaping in relation to the surrounding area. 6. Ensure that new parks have at least one street frontage for visibility and access. 7. Incorporate interactive arts and interpretive signage. 8. Coordinate site furnishings, plazas, paths and features. 9. Increase bike parking. 10. Provide adequate restrooms. 11. Develop and update site materials and furnishings. 12. Maintain signage program. 13. Increase replacement of deteriorating garbage cans. 14. Invest in quality materials and newer designs and technologies.
	C. Improve accessibility for all users to all parks and facilities.	1. Improve access for disabled users. 2. Consider needs of seniors. 3. Provide fitness facilities for all users. 4. Seek additional community garden space. 5. Increase bilingual services, programs and signage.
<b>GOAL II. Distribution</b> Provide ample parks and facilities throughout the City.	A. Distribute recreation amenities evenly throughout the community.	1. Seek opportunities to purchase or lease additional parkland. 2. Explore opportunities for partnerships. 3. Evaluate all lands for development of small parks and facilities. 4. Improve Joint Use Agreements with School District.

**TABLE 3-1: Parks Master Plan – Summary of Goals, Policies and Actions**

Goal	Policy	Actions
<b>GOAL III. Facilities</b> Provide parks and facilities to meet the existing and emerging needs of residents and visitors of all ages and abilities.	A. When adding new uses to neighborhood parks, consider how the use meets unmet needs of the community in addition to meeting needs of the surrounding neighborhood.	1. Hold neighborhood meetings regarding recreational facilities.
	B. Scale recreational facilities to neighborhood parks that are compatible with the neighborhood character.	1. Provide neighborhood park uses. 2. Design considerations to include minimizing impacts of light spillover and noise and providing tree screening.
	C. Consider increasing the scale and uniqueness of each type of recreational facility located in a community park setting. Provide uses and experiences that are not common in neighborhood parks to draw use from the whole community.	None.
	D. Accommodate the need for more active sports fields for club, league and casual play.	1. Conduct athletic field feasibility study to explore locations and options for additional multi-use field space. 2. Explore/expand cooperative agreements with Santa Cruz City School District and UCSC for use of sports fields. 3. Ensure sports fields have adequate drainage and lighting. 4. Expand opportunities for informal sports play.
	E. Develop playgrounds that meet a broad range of physical, creative and social needs for all demographics.	1. Renovate and maintain playgrounds. 2. Assure accessibility and safety on all City playgrounds.
	F. Develop, improve and enhance trails to provide for a range of uses.	1. Develop, improve and enhance trails to provide a range of uses. 2. Provide opportunities for classes, tours and practice space.
	G. Accommodate new and emerging trends and satisfy unmet needs.	1. Provide activities that improve physical activity and mental health for all ages, abilities and interests. 2. Expand concessions in parks and recreational facilities.

**TABLE 3-1: Parks Master Plan – Summary of Goals, Policies and Actions**

Goal	Policy	Actions
	H. Upgrade, acquire and develop new community recreational facility buildings to accommodate new and emerging recreational trends and satisfy unmet needs.	<ol style="list-style-type: none"> <li>1. Prioritize upgrading/optimizing existing community recreational facilities.</li> <li>2. Capitalize on opportunities for partnerships and joint-use agreements.</li> <li>3. Expand partnerships and concessionaire agreements.</li> <li>4. Continue to seek community recreational facilities to host community events and programming.</li> <li>5. Consider partnerships to allow for public recreational uses in the permanent Kaiser Permanente Arena.</li> </ol>
	I. Seek opportunities to enhance off-leash dog use experiences while minimizing conflicts with other uses and wildlife.	<ol style="list-style-type: none"> <li>1. New formal off-leash dog use areas in parks will be completely fenced and located in an underutilized area.</li> <li>2. Identify a location for a fenced off-leash dog use area for the Lower Westside neighborhood.</li> <li>3. Provide amenities and features that enhance experience for dogs and owners (e.g., drinking fountains and shade structures).</li> <li>4. Consider creating smaller facilities for smaller dogs or dog training to reduce dog conflicts.</li> <li>5. Increase enforcement of off-leash and dog access laws.</li> <li>6. Clearly sign rules and etiquette to minimize conflicts.</li> <li>7. Review existing day-use access areas for domestic animals on beaches and open spaces.</li> <li>8. Consider locations for off-leash dog use near open spaces.</li> </ol>
<b>GOAL IV. Conservation and Stewardship</b> Protect the City's natural resources, native wildlife habitats and plant communities, and environment.	A. Maintain and enhance natural habitats to increase biodiversity and sustain long-term ecological function.	<ol style="list-style-type: none"> <li>1. Understand and maintain the diversity of native plant communities.</li> <li>2. Understand and maintain the diversity of native wildlife.</li> <li>3. Develop and implement restoration work plans to restore natural processes and control invasive species.</li> <li>4. Improve habitat within urban parks and facilities.</li> <li>5. Use native species.</li> <li>6. Maintain and expand tree canopy coverage and manage forest diseases.</li> </ol>

**TABLE 3-1: Parks Master Plan – Summary of Goals, Policies and Actions**

Goal	Policy	Actions
	B. Manage greenbelt and open spaces for conservation and to minimize recreational use impacts.	<ol style="list-style-type: none"> <li>1. Protect and enhance the habitat and populations of special status plant and animal species.</li> <li>2. Protect, maintain and enhance habitat features that are important to native wildlife and native plant communities.</li> <li>3. Protect water bodies, including creeks and riparian environments, from uses that would degrade value to native species.</li> </ol>
	C. Support and seek funding for long-term projects.	<ol style="list-style-type: none"> <li>1. Continue to partner with Resources Conservation District to reduce runoff, sedimentation and erosion.</li> <li>2. Pursue reclaimed water, water capture and water recharge projects to decrease erosion and sedimentation and conserve water.</li> <li>3. Continue to implement the Climate Action Plan (CAP) and Climate Adaptation Plan</li> <li>4. Continue to improve partnerships with local, state and federal agencies and organizations to address habitat, global warming, invasive species control, fishery management, and water pollution.</li> <li>5. Ensure funding is available for the long-term restoration at specific sites.</li> </ol>
	D. Provide more environmental education to the public.	<ol style="list-style-type: none"> <li>1. Provide youth with environmental education programs.</li> <li>2. Provide interpretive programs for the public.</li> </ol>
<b>GOAL V. Safety</b> Maintain a safe, clean, and comfortable environment for all park users.	A. Mitigate impacts of illegal activities on park use	<ol style="list-style-type: none"> <li>1. Use defensible space design treatments to deter illegal behaviors.</li> <li>2. Explore rules and policies regarding park uses.</li> <li>3. Develop a caretaker or park host program to help care for open spaces and community parks.</li> <li>4. Explore partnerships and programs to provide information and referrals about mental health, drug abuse and homeless services.</li> <li>5. Increase resources to remove trash and debris from illegal camping</li> </ol>

**TABLE 3-1: Parks Master Plan – Summary of Goals, Policies and Actions**

Goal	Policy	Actions
	B. Increase patrols and enforcement.	<ol style="list-style-type: none"> <li>1. Increase park ranger/police presence and interaction.</li> <li>2. Increase enforcement of park rules.</li> </ol>
<b>GOAL VI. Connectivity and Access</b>  Provide an integrated park system with clean, convenient access to parks, open spaces, and the coastline.	A. Continue to integrate, expand and improve the connective and accessible network of parks, open spaces and trails.	<ol style="list-style-type: none"> <li>1. Continue to seek opportunities to purchase or lease land to enhance recreational corridors and extend network connectivity.</li> <li>2. Implement the San Lorenzo Urban River Plan and enhance and maintain the recreational value of the riverfront.</li> <li>3. Help develop and implement an integrated design, land use, recreation, cliff stabilization, and landscape plan for West Cliff and East Cliff Drives.</li> <li>4. Support and help implement and maintain the Monterey Bay Sanctuary Scenic Trail multi-use path.</li> <li>5. Acquire new open space when there are opportunities to increase access and improve public safety. Support acquisition and management of Lighthouse Field.</li> <li>6. Work with Public Works Department to help implement the Active Transportation Plan and connect major parks with smaller loop options and spur trails that connect to the bike and pedestrian system.</li> <li>7. Support a Felton-Santa Cruz recreational trail and commuter corridor.</li> <li>8. Provide and maintain trails within parks and appropriate open space areas.</li> <li>9. Develop trail head locations.</li> </ol>
	B. Protect, maintain and enhance publicly accessible coastal, riverfront and open space areas to ensure they maintain a safe, quality appearance. Provide recreational and educational experiences that reflect the unique sense of place and identity of Santa Cruz.	<ol style="list-style-type: none"> <li>1. Ensure adequate staffing levels.</li> <li>2. Evaluate existing and develop new rules, policies and programs to promote a safe and clean environment.</li> <li>3. Ensure existing facilities and site furnishings are updated and new ones are added in manner that ensures a quality appearance.</li> <li>4. Continue to partner with agencies, organizations and community members to keep coastal, riverfront, and open space areas pristine and attractive.</li> <li>5. Maintain and improve access and the recreational value of coastal, riverfront and open space areas while ensuring new</li> </ol>

**TABLE 3-1: Parks Master Plan – Summary of Goals, Policies and Actions**

Goal	Policy	Actions
		uses, facilities or site furnishings do not diminish natural resources.
<b>GOAL VII. Administration and Management</b> Establish, maintain, and operate parks, facilities, and programs in a manner that is cost effective and manageable while engaging the community in a manner that maximizes involvement and support.	A. Administer parks and recreation facilities to continue to deliver quality parks and recreation services.	1. Develop maintenance and safety standards for parks and facilities and evaluate staffing levels to achieve goals. 2. Work with Parks and Recreation Commission to establish annual and maintain short-term and long-term priorities for capital improvement projects. 3. Coordinate efforts with California State Parks and other recreation providers.
	B. Continue to improve community outreach and communication.	1. Publicize park programs and facilities.
	C. Develop a sustainable funding mechanism for the maintenance and operation of City parks, open space, beaches, and facilities.	1. Increase funding for parks. 2. Develop and implement park programs and increase volunteer efforts. 3. Consider establishment of a parks endowment fund. 4. Consider prioritizing projects which are economic generators. 5. Utilize and support Friends of Parks and Recreation. 6. Evaluate fees and use rates to reflect current costs to provide services.

### 3.5.2 Recommendations for New/Expanded Uses

Some of the Parks Master Plan policies and actions support new and expanded recreational uses and/or facilities. For many recommended new or expanded uses, specific site locations are not identified in the Master Plan, and, in some cases additional study is recommended in order to identify suitable locations. The Parks Master Plan supports consideration of the following types of facilities after additional studies are conducted in the future to further evaluate potential uses and site locations.

- **Athletic Fields:** Goal III-Policy D, Action 1 calls for conducting an athletic field feasibility study to explore locations and options for additional multi-use field space (e.g., locations which could accommodate soccer, football, lacrosse, rugby, field hockey, baseball, and softball) and the use of synthetic turf to increase the duration of play.
- **Bike Parks and Mountain Bike Facilities:** Goal III-Policy G, Action 1l, calls for development of more bike parks, pump tracks, and jump facilities and features to meet a variety of skill levels. Goal III-Policy F, Action 1 calls for consideration of spurs from multi-use trails to enable mountain bikers to reach more advanced features and terrain and a technical downhill trail.
- **Community Gardens:** Community garden space is supported in higher-density or lower-income areas (Goal 1-Policy C, Action 4), on the east side of the San Lorenzo River and in the Beach area (Goal III-Policy G, Action 1c), and is suggested for consideration at specific locations (Round Tree Park, Star of the Sea Park, and Beach Area neighborhood).

It is noted that numerous comments on the January 2018 IS/MND indicated support to make the Beach Flats community garden permanent. The Parks Master Plan recommends that the City continue to pursue a permanent community garden space for the Beach area as part of the recommendations for the Poets Park and Beach Flats Community Garden, and includes actions that directs the City to seek opportunities for community garden space, particularly on the east side of San Lorenzo River and in the Beach Area as noted above.

- **Dog Facilities:** Goal III-Policy I and supporting actions directs the City to seek opportunities to enhance off-leash dog use experiences while minimizing conflicts with other park uses and wildlife. Action 1 indicates that new formal off-leash dog use areas will be completely fenced and located in an underutilized area of a park. Action 2 calls for identifying a location for a fenced off-leash dog use area in the Lower Westside neighborhood. The Master Plan also includes recommendations for improvements or addition of dog facility amenities, i.e., shade structures and seating at the following existing facilities: Branciforte Dog Park, Frederick Street Park, Mimi de Marta Park, Ocean View Park, Pacheco Dog Park, Sgt. Derby Park, and University Terrace.

The Parks Master Plan also calls for increased enforcement of off-leash and dog access laws (Goal III-Policy 1, Action 5) and review of the existing day-use access areas for domestic

animals onto beaches and open spaces with consideration of creation of a licensing program to manage off-leash dog use (Goal III-Policy 1, Action 7). At Mitchell's Cove, the Master Plan includes a recommendation to consider programs and enforcement to ensure that off-leash dog use does not overwhelm the small beach area.

- **Drone Course:** The proposed plan calls for consideration of the establishment of a drone course (Goal III-Policy G, Action 1j), but the Master Plan does not propose a location or provide a description of facilities that might be considered. Discussions with City staff indicate that this recommendation stems from an interest to provide a dedicated area and regulate this type of use. This type of facility would be for recreational use of small drones to provide a course for operating these devices, which are small (approximately one foot in length) and do not emit any sounds. Currently there are no City regulations regarding use of drones in the City.
- **Expanded Concessions:** Goal III-Policy g, Action 2a calls for continued evaluation and monitoring of locations of mobile food vendors to determine whether these uses should be improved or expanded.
- **Playgrounds.** Potential opportunities for new or expanded playground areas are recommended at Central Park, Garfield Park, Harvey West Park, DeLaveaga Park, Main Beach, San Lorenzo Park, Sgt. Derby Park, and University Terrace Park.
- **Pickleball Facility:** Goal III-Policy G, Action 1g calls for the identification of a location for a pickleball facility with 6-10 courts and/or smaller facilities that can be located in different areas of the City. Goal II-Policy A, Action 2 calls for exploring partnerships to enhance joint-use agreements to provide facilities to meet unmet needs, listing the UCSC tennis courts at 207 Natural Bridges Drive as a potential opportunity. Other potential sites to locate a pickleball facility that are identified for further consideration include the following parks: Lower DeLaveaga Park and Washington Grove, Frederick Street Park, Sgt. Derby Park, San Lorenzo Park, and Star of the Sea Park.
- **Tennis Courts:** The proposed plan supports consideration of adding a tennis court facility on the east side of the San Lorenzo River (Goal III-Policy G, Action 1f).
- **Trails:** Goal II-Policy F, calls for enhancement of trail programs, trails, and infrastructure. Action 1 seeks to “develop, improve, and enhance trails to provide for a wide range of uses.” Actions 1b and 1j call for expansion of the trail network and connections, including creation of mountain bike spurs from multi-use trails. However, Action 1a calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific location. Goal VI-Policy A, Action 6 calls for connecting major parks throughout the City with smaller loop options and spur trails that connect to the bike and pedestrian system through the City and to the regional network, and Goal VI-Policy A, Action 8 call for provision and maintenance of trails within parks and appropriate open space areas. Furthermore, Goal III-Policy F, Action 1a



calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific open space area, which would include collection of usage data on existing trails and a study of impacts to wildlife and habitat to inform the decision-making process.

Considering opportunities for new and/or expanded trails and trail connections are recommended to be considered further within the following existing open space areas:

- *Arroyo Seco Canyon*: The Master Plan recommends improved connections to adjacent neighborhoods, which could include formalizing the exiting ad-hoc trail connections from neighborhoods, but the Plan also indicates that additional neighborhood input is needed before moving forward with this recommendation. Specific locations are not identified.
- *DeLaveaga Park – Wilderness Area*: The Master Plan recommendations include consideration of expanding the multi-use trail network and improving connectivity throughout the park. Potential expansion of the multi-use trail network would be considered utilizing existing fire roads and ad-hoc trails. The Plan also recommends consideration of a separate downhill mountain biking facility or skill building area. Specific alignment locations are not identified in the *Parks Master Plan 2030*, although the text in the chapter on facility recommendations indicates that a new trail could link the historic zoo to the west of Prospect Heights along DeLaveaga Park Drive. However, it is noted that the existing adopted DeLaveaga Park Master Plan identifies a trail network throughout the park, including a loop trail around the park.
- *Jessie Street Marsh*: The Master Plan recommendations include improvement of the connection from the marsh to the Santa Cruz Riverwalk.
- *Moore Creek Preserve*: The Master Plan recommends a new trail, but does not include a description of location or type of trail.
- *Pogonip Open Space*: Master Plan recommendations call for implementation of the Sycamore Grove interpretive trail. This trail is included in the adopted *Pogonip Master Plan*, and impacts for this trail were evaluated in the Pogonip Master Plan EIR.

The Parks Master Plan recommendations include looking at modifications to the existing *Pogonip Master Plan* with conducting a trails assessment to evaluate existing trail conditions and use issues and to identify ways to improve access, recreational enjoyment, and connectivity. According to the Parks Master Plan, the assessment would help inform the determination of whether or not future trail modifications or improvements are appropriate and provide for a range of uses (hiking, horseback riding, mountain biking). As part of the process, the City would create clearer maintenance standards, identify use conflicts and solutions, develop a signage and educational program, assess long-term maintenance costs associated with any future improvements, and evaluate potential environmental impacts and mitigations through the CEQA process.

### 3.5.3 Specific Facility Recommendations

The Parks Master Plan does support and/or include recommendations for new or expanded uses or facilities in some parks, primarily within community parks and open space areas, which are discussed in section 3.5.2. The Parks Master Plan also contains recommendations and action items for specific parks, open spaces, beaches, and community and recreational facilities along with detailed descriptions of amenities at each existing site. Most recommendations consist of minor improvements, the addition or replacement of site amenities and small structures. However, there are some recommendations for new structural development, new parking areas, and/or the continued implementation of resource management programs. Appendix B provides a summary of key recommendations at existing park and recreational facility sites.

The Parks Master Plan also recommends partnering with other stakeholder departments to develop and implement an integrated design, land use, recreation, cliff stabilization, and landscape plan for West Cliff and East Cliff Drives to enhance public access, safety, preservation, and recreational enjoyment along the coastline. This recommendation also is part of the City's General Plan and Local Coastal Program (LCP).

#### New/Expanded Facilities at Existing Parks

Major new or expanded uses or facilities recommended in the Parks Master Plan at existing parks are summarized as follows.

- **DeLaveaga Park:**
  - Audrey Stanley Grove – New off-season uses when Santa Cruz Shakespeare is not in production, but the Master Plan does not specify the type or frequency of off-season uses,
  - Golf Course – Implementation of the adopted DeLaveaga Golf Course Master Plan, which includes a new clubhouse<sup>2</sup> and golf course and drainage improvements,
  - Lower Park – Potential new parking and pedestrian bridge over Branciforte Creek to connect the George Washington Grove area with the baseball and sports field area, and
  - Wilderness – Consideration of locating a play area or other recreational use in the historic zoo area to the west of Prospect Heights.

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<sup>2</sup> While a new clubhouse is identified in the 2002 Golf Course Master Plan, it is noted that the existing clubhouse is undergoing substantial renovations, and a new clubhouse is not envisioned during the timeframe of the Parks Master Plan.

- **Harvey West Park:** Creation of a small amphitheater at Wagner Grove and potential relocation of Ranger Station<sup>3</sup> to another location, but a specific location is not identified.
- **Main Beach:** The Parks Master Plan recommends consideration of adding a seasonal tot lot and bike/valet bike parking near Cowell Beach, but does not propose a specific size, location, type of facility, or structures that may be included in a seasonal tot lot.
- **Pogonip Open Space:** The Parks Master Plan recommends restoration and renovation of the Pogonip clubhouse for various uses, such as events, weddings, community center, or winery<sup>4</sup>. It is noted that the adopted Pogonip Master Plan calls for restoration of the clubhouse for use as a staging area for educational programs, a meeting and retreat center, and a site for special events.

Recommendations also include consideration of a caretaker residence, enhanced restoration efforts, including native plant restoration, renovation of cattle grazing infrastructure and grazing, site improvements that are included in the adopted Pogonip Master Plan, including implementation of the Sycamore Grove interpretive trail, a trail assessment, and potential new parking area near the Emma McCrary trailhead on Golf Club Drive.

- **San Lorenzo Park:** Increase events, a potential permanent seasonal food truck court, and the potential addition of unspecified recreational facilities on county-owned property.
- **Sgt. Derby Park:** Potential expansion of the skate park, tennis/pickleball facilities, and addition of a par course.
- **University Terrace Park:** Consideration as an opportunity for a mini soccer field.

### **New/Renovated Structures or Parking at Existing Parks**

The Parks Master Plan also includes some recommendations for new or renovated structures and new or expanded parking. These include the following:

- **Restrooms:**
  - Potential new restrooms at Sgt. Derby Park, University Terrace Park, and Westlake Park
  - Restroom renovation at DeLaveaga Park

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<sup>3</sup> It is noted that since preparation of the Parks Master Plan, the Park rangers have relocated to the City Police Department.

<sup>4</sup> This was envisioned as potential wine tasting venue within the Pogonip Clubhouse.

- **New Structures:**

- *DeLaveaga Park*: Permanent restroom, dressing room and small concession areas at the Audrey Stanley Grove amphitheater<sup>5</sup>
- *Pogonip Open Space*: Addition of a caretaker residence
- *Santa Cruz Wharf Yard (Depot Park)*: Consider facility improvements such as a workshop and storage structure

- **Potential Structural Renovations:**

- *Civic Auditorium*: Interior improvements to renovate the interior of the facility as an arts, cultural, and entertainment venue
- *DeLaveaga Golf Course Clubhouse*: New clubhouse, which is included in the adopted DeLaveaga Golf Course Master Plan. However, the facility is currently being remodeled, and according to City staff, a new structure would not be pursued during the 2030 timeframe of the Parks Master Plan.
- *Louden Nelson Community Center*: Interior remodeling and upgrades
- *Pogonip Clubhouse*: Restore or renovate existing structure

- **Consideration of Creation of Parking:**

- *DeLaveaga Park*: Lower DeLaveaga Park
- *Moore Creek Preserve*: Potential addition of a parking area off of Highway 1
- *Pogonip Open Space*: Potential new parking area near the Emma McCrary trailhead on Golf Club Drive

### 3.5.4 Implementation and Funding Strategies

The Park Master Plan addresses management and administration to establish, maintain, and operate parks, facilities, and programs in a manner that is cost effective and manageable while engaging the community to maximize involvement and support. The proposed plan examines possible funding mechanisms available in California for municipal parks and recreation acquisition, improvements, and on-going operations and maintenance costs. The City has several existing sources of funds to pay for capital projects, including park dedication requirements and a park and recreation facilities tax. Other potential funding sources identified in the plan include grants, community benefits programs, bonds, new or expanded local taxes, land-based financing programs, enhanced infrastructure financing district, and charitable contributions. Goal IV-Policy C directs the City to support and seek funding for long-term projects. Goal VI-Policy C calls for development of a sustainable funding mechanism for the maintenance and operation of City parks, open space, beaches and facilities, and supporting actions identify ballot initiatives, expanded partnerships with private organizations, maintenance

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<sup>5</sup> An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

agreements with other entities, a parks endowment fund, or other alternative financing as potential options to augment Parks and Recreation Department funding.

The Parks Master Plan's Implementation section indicates that many action items will be ongoing or can be accomplished in a shorter time frame with available resources, but others will require long-term planning. The Plan indicates that an Action Plan will be maintained to help guide broader priorities and actions that will be a separate, but complementary document, to the Parks Master Plan 2030. It will be updated and maintained with input from the Parks and Recreation Commission and direction from the City Council. The Action Plan will include actions that are the highest priority for the City to pursue. A Draft Action Plan has been prepared from the Parks Master Plan based on the Parks and Recreation Commission's ranking of highest priority actions and City Council's acceptance of the Action Plan pending environmental review and is included in Attachment C.

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# CHAPTER 4

## ENVIRONMENTAL SETTING, IMPACTS, AND MITIGATION MEASURES

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### 4.0 CHAPTER 4 INTRODUCTION

This chapter provides a program-level analysis of the physical environmental effects of adoption and implementation of the *Parks Master Plan 2030* (Project). The following sections evaluate the environmental impacts of the proposed Project:

- 4.1 Aesthetics
- 4.2 Air Quality & Greenhouse Gas Emissions
- 4.3 Biological Resources
- 4.4 Cultural Resources and Tribal Cultural Resources
- 4.5 Geology and Soils
- 4.6 Hazards - Wildfire
- 4.7 Hydrology and Water Quality
- 4.8 Noise
- 4.9 Public Services
- 4.10 Transportation and Traffic
- 4.11 Utilities and Energy Conservation
- 4.12 Land Use
- 4.13 Impacts Not Found to Be Significant

#### 4.0.1 Scope of Analyses

##### Section Organization

Each section in this chapter describes the environmental setting, assesses impacts, and identifies mitigation measures for significant impacts.

##### *Environmental Setting*

The Environmental Setting sections provide a general overview of the existing conditions throughout the City, and describe the existing physical environment. Applicable federal, state, and local laws and regulations relevant to a discussion of impacts in the topic category also are identified, when relevant.

### *Environmental Impacts and Mitigation Measures*

The Environmental Impacts and Mitigation Measures section identifies thresholds of significance used to evaluate whether an impact is considered significant, based on standards identified in or criteria derived from the California Environmental Quality Act (CEQA) and State CEQA Guidelines as amended at the end of 2018. In some cases, agency policies and regulations or professional judgment are used to further define CEQA standards of significance.

The Impacts section first identifies issues for which no impacts have been identified. The section then evaluates and analyzes significant or potentially significant project impacts, states the level of significance prior to mitigation. Mitigation measures are provided for identified significant impacts. A statement regarding the level of significance of each impact after mitigation follows the mitigation measures for that impact. For impacts found to be less than significant, mitigation measures are not required.

### **Significance Determinations**

In accordance with the California Environmental Quality Act (CEQA), specifically, Public Resources Code Section 21068, a “significant effect on the environment” means a substantial, or potentially substantial, adverse change in the environment. The significance thresholds used for each environmental resource topic are presented in each section of Chapter 4 following the setting and before the discussion of impacts. For the impact analyses, one of the following significance determinations will be made:

- **No Impact (NI).** This determination is made if there is no potential that the Proposed Project could affect the resource at issue.
- **Less than Significant (LS).** This determination applies if there is a potential for some limited impact on a resource, but the impact is not significant in accordance with the significance criterion.
- **Less than Significant with Mitigation (LSM).** This determination applies if there is the potential for a substantial adverse effect in accordance with the significance criterion, but mitigation is available to reduce the impact to a less-than-significant level.
- **Significant Unavoidable (SU).** This determination applies to impacts that are significant, but for which there appears to be no feasible mitigation available to substantially reduce the impact.

#### **4.0.2 Overall Approach to Environmental Analyses**

Section 15064(d) of the State CEQA Guidelines indicates that an evaluation of significant effects “shall consider direct physical changes in the environment which may be caused by the project and reasonably foreseeable indirect physical changes in the environment which may be caused by the



project.” This section further specifies that an indirect physical change in the environment is a physical change in the environment which is not immediately related to the project, but which is caused indirectly by the project. An indirect physical change is to be considered only if that change is a reasonably foreseeable impact which may be caused by the project.

The project consists of the proposed *Parks Master Plan 2030*, which is a guidance document to inform park and recreational facility planning and development within the City of Santa Cruz and to implement the parks and recreational goals set forth in the City’s *General Plan 2030*. The proposed Plan identifies a range of goals, policies, actions and recommended improvements that, if implemented, could lead to improvements to or expansion of existing park and recreational facilities and uses and potential addition of new parks, facilities and recreational uses, which are fully described in Chapter 3. Generally, these include the following:

- ☐ **Facility Improvements.** Most of the Parks Master Plan recommendations are improvements to existing parks and recreational facilities that would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping or minor improvements, and in some cases, minor expansion of existing recreational uses. Recommendations at specific parks and facilities are summarized in Appendix B.
- ☐ **New or Expanded Development.** Facility recommendations that may result in new or expanded development include potential new trails, three areas of potential new parking, development of a small amphitheater at Harvey West Park, construction of restrooms and small buildings, and renovation of existing structures.
- ☐ **New Recreational Uses.** Potential new recreational uses and/or facilities recommended in the Parks Master Plan or recommended to be considered include additional recreational facilities, such as community gardens, off-leash dog use areas, a drone course, pickleball courts, and playgrounds. In most cases, specific site locations have not been identified for new uses.

The Parks Master Plan does not include specific proposals or details regarding the location, design, size or siting of specific recommended improvements, development or potential new uses. No project-specific site plans are proposed as a part of the Parks Master Plan for expanded or new facilities, and the Plan would not directly result in development. However, implementation of the policies, actions and recommendations in the Plan could lead to future improvement and development at City parks.

The analyses in the EIR are at a “program” level that includes the policies, actions and general recommendations for improvements and new/expanded facilities or uses. The *Parks Master Plan 2030* includes policies and actions to guide future selection and design of park and recreational facility improvements or expansion that would avoid or minimize potential environmental impacts. The Master Plan’s goals, policies and actions are measures built into the Project that would be implemented and, as a result, would serve in some cases to avoid potential impacts. Furthermore, future specific projects would be subject to project-level CEQA review.

The Plan recognizes that additional efforts will be necessary to determine if the future projects should be pursued. Most of the recommendations will require additional study, public input, planning and design, project-specific CEQA analysis, and funding prior to implementation. The *Parks Master Plan 2030* also acknowledges that while many policies and actions are aimed at improving environmental quality within the park system, some actions will require additional study before a specific project can be proposed. Feasibility studies are recommended for most new uses, such as athletic fields and trails, and no specific sites or trail alignments are identified in the Parks Master Plan. Upon future completion of these studies, any proposed site-specific projects would be subject to development of site plans and project-level CEQA environmental analysis once conceptual designs have been developed. The Plan also indicates that the Parks Master Plan neither replaces nor overrides the existing adopted management plans for the City's open spaces. If future projects are pursued to meet needs that were not already identified within an existing park management or master plan, that plan may need to be amended and CEQA review would be necessary.

This EIR analyzes potential impacts that could occur based on the types of uses and/or improvements generally recommended, as well as for site-specific improvements where identified for existing parks and facilities. To the extent that future expanded uses or improvements may result in environmental impacts, the nature of the impact is addressed and evaluated. The Project Description, Chapter 3.0, describes the range of facilities and uses that are recommended in the Master Plan. Each impact discussion addresses potential impacts associated with new or expanded facilities or uses where relevant to the topic being addressed. Appendix B summarizes recommendations for existing facilities and identifies where sensitive resources and/or environmental impacts may occur, which are discussed in the EIR impact analyses.

The EIR considers all components of the Master Plan in the analyses, and appropriately analyzes potential indirect reasonably foreseeable impacts that could occur as a result of adoption and implementation of the Parks Master Plan and future development of specific projects. No "reasonably foreseeable" projects are known with regards to new or expanded trails, off-leash areas for dogs, improvements at Jessie Street Marsh, or development of a drone course, all of which were raised in previous public comments.

- ❑ **Expanding Multi-Use Trails.** Although the *Parks Master Plan 2030* calls for improvement, enhancement and expansion of trails, the Plan also clearly calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific space (Goal II-Policy F, Action 1a). Upon future completion of these studies, any proposed site-specific proposals would be subject to development of site plans and project-level environmental analysis.

The Parks Master Plan includes recommendations for consideration of new trails at Arroyo Seco, DeLaveaga Park, Moore Creek Preserve, and Pogonip, but does not identify specific trail locations or alignments. (The Plan does support implementation of the Sycamore Grove interpretive trail that is included in the *Pogonip Master Plan* and evaluated in the Pogonip Master Plan EIR.) Some potential new trail locations were conceptually identified for DeLaveaga and Pogonip during the public process of developing the Parks Master Plan,

however, these were intended for discussion purposes and no specific trail alignments are recommended in the Parks Master Plan. Therefore, there are no “reasonably foreseeable” trail projects. It is noted that the existing adopted DeLaveaga Park Master Plan identifies a trail network throughout the park, including a loop trail around the park.

Any future trail would be considered and studied in accordance with the Master Plan policies and actions that call for additional study. In addition, recommendations for Pogonip Open Space include conducting a trails assessment to evaluate existing trail connections and use issues that would help inform the determination of whether or not future trail modifications or improvements are appropriate, and the Parks Master Plan specifically indicates that potential impacts and mitigation measures related to new or expanded trails at Pogonip would be evaluated through the CEQA process conducted for future trail projects, if and when they might be proposed.

This EIR does address the types of impacts that could occur with development of new trails and identifies the proposed Parks Master Plan goals, policies and/or actions that include measures to avoid or minimize identified impacts. Impacts of trail development are addressed in the following sections: 4.1-Aesthetics; 4.2-Air quality (grading/emissions); 4-3-Biological Resources; 4.5-Geology and Soils (erosion); and 4.7-Hydrology and Water Quality.

- ❑ **Jessie Street Marsh.** The Parks Master Plan recommends improving the connection from Jessie Street Marsh to the Santa Cruz Riverwalk and hiring a consultant to work through design issues and public concerns with the Jessie Street Marsh Management Plan. The Master Plan also indicates that potential modifications to the management plan would be discussed through a public process. The City started the process of developing conceptual site plan options for the site in 2017 to address community desires and concerns and to help facilitate community discussion. The conceptual plans were developed to collect input during an iterative public outreach process. The City is currently working with a consultant to update the concepts based on feedback received during the meeting in addition to providing scenarios for additional wetland enhancement. Neither the Parks and Recreation Commission nor the City Council has provided input in the planning process, and the concepts do not represent development plans. The conceptual plans show a new accessible trail, native revegetation, and measures to expand/enhance the existing wetland, in keeping with the provisions of the Jessie Street Marsh Management Plan. However, at this time, a specific design has not been finalized or adopted by the City, and thus, a specific project cannot be analyzed in this EIR. However, impacts to potential wetland resources from subsequent potential improvements are addressed in the Section 4.3, Biological Resources.
- ❑ **Off-Leash Areas for Dogs.** Goal III-Policy I and supporting actions directs the City to seek opportunities to enhance off-leash dog use experiences while minimizing conflicts with other park uses and wildlife. Action 1 indicates that new formal off-leash dog use areas will be completely fenced and located in an underutilized area of a park. Action 2 calls for identifying a location for a fenced off-leash dog use area in the Lower Westside neighborhood. Specific sites for new facilities are not identified in the Master Plan, but these types of facilities are usually small and located on a portion of an existing park in a developed area and would be

fenced, thus avoiding sensitive resource areas. Potential issues related to enforcement of dog leash laws are addressed in Section 4.9, Public Services.

- **Drone Course.** The proposed plan calls for consideration of the establishment of a drone course (Goal III-Policy G, Action 1j), but the Master Plan does not propose a location or provide a description of facilities that might be considered. This type of facility would be for recreational use of small drones to provide a course for operating these devices, which are small (approximately one foot in length) and do not emit any sounds. Potential impacts of development of this type of facility are addressed in Section 4.3, Biological Resources.

## 4.1 AESTHETICS

This section analyzes potential impacts of the proposed Parks Master Plan (Project) on aesthetics and visual resources. The section is based on a review of existing City plans and studies and site reconnaissance surveys in areas of scenic public views. This section also draws from the City of Santa Cruz General Plan 2030 EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on scenic views and scenic resources within the City. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.1.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at: <http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding aesthetics. Public comments received during the public scoping period are included in Appendix A.

### 4.1.1 Environmental Setting

#### Regulatory Setting

##### *Federal and State*

There are no known federal or state regulations regarding aesthetics.

##### *Local*

Chapter 24.12 of the City of Santa Cruz Zoning Code provides community design standards related to site layout, parking, landscaping, fencing and other design features for new development.

**Design Permit Requirements.** The City's Zoning Code requires a "design permit" for most new construction in the City of Santa Cruz, including any project where the applicant is a public agency and public projects in the coastal zone. The purpose of the design permit is to promote the public health, safety and general welfare through the review of architectural and site development proposals and through application of recognized principles of design, planning and aesthetics and qualities typifying the Santa Cruz community. Pursuant to the Design Permit requirements (Zoning Code Section 24.08.430), findings must be made that address 17 specified criteria before the City issues a design permit. The criteria to be addressed in findings for a Design Permit include:

1. Consistency with physical development policies of the General Plan and Local Coastal Program (LCP), if located in the coastal zone.

2. Compatible exterior design and appearance with other existing buildings and structures in neighborhoods which have established architectural character worthy of preservation.
3. Respect design principles in terms of maintaining a balance of scale, form and proportion, using design components which are harmonious, and materials and colors which blend with elements of the site plan and surrounding areas.
4. Site planning that takes into account uses other than that of a proposed project.
5. Orientation and location of buildings, structures, open spaces and other features to maintain natural resources including significant trees, maintain a compatible relationship to and preserve solar access of adjacent properties, and minimize alteration of natural land forms.
6. Protection of views along the ocean and of scenic coastal areas, and where appropriate and feasible, restore and enhance visual quality of visually degraded areas.
7. Site layout to minimize the effect of traffic conditions on abutting streets.
8. Encourage alternatives to travel by automobile where appropriate, through the provision of facilities for pedestrians, bicyclists, and public transit.
9. Provision of open space and landscaping which complement buildings and structures.
10. Reasonably protect against external and internal noise, vibration and other factors which may tend to make the environment less desirable and respect the need for privacy of adjacent residents.
11. Provision of complementary signs.
12. Structural designs to take advantage of natural elements such as solar radiation, wind, and landscaping for heating, cooling and ventilation.
13. Incorporation of water-conservation features and landscaping.
14. Reuse of heat generated by machinery in industrial zones.
15. Design of buildings in industrial zones to make use of natural lighting wherever possible.
16. Solar heating systems for hot tubs and swimming pools.
17. Compatible siting and design along West Cliff Drive streetscape.

**Heritage Trees.** Chapter 9.56 of the City Municipal Code defines heritage trees, establishes permit requirements for the removal of a heritage tree, and sets forth mitigation requirements as adopted by resolution by the City Council. Heritage trees are defined by size, historical significance, and/or horticultural significance, including but not limited to those which are:

- (1) unusually beautiful or distinctive;
- (2) old (determined by comparison with other trees or shrubs of its species within the City);
- (3) distinctive specimen in size or structure for its species;
- (4) a rare or unusual species for the Santa Cruz area (to be determined by the number of similar trees of the same species within the City); or
- (5) providing a valuable habitat.

Resolution NS-23,710 adopted by the City Council in April 1998 establishes the criteria for permitting removal of a heritage tree. City regulations require tree replacement for trees approved for removal. Heritage tree removal would be permitted if found to be in accordance with the criteria and requirements in the City's regulations.

### **Visual Character of the City of Santa Cruz**

The visual character of the City of Santa Cruz is influenced by a blend of natural features, historic neighborhoods and a mix of development types. Santa Cruz is strongly characterized by its coastal location along Monterey Bay, which defines the City's entire southern boundary. Open space areas, including those that make up the City's greenbelt, also are significant contributors to Santa Cruz's natural setting. The Santa Cruz Mountains and its foothills on the north provide a backdrop of open space views and offer panoramic views of the City and ocean (City of Santa Cruz, April 2012, DEIR volume). Key natural and open space features include:

- ☐ The coastline and beaches;
- ☐ The San Lorenzo River and other watercourses, parks and open space; and
- ☐ The background view of the Santa Cruz Mountains.

According to the City's General Plan, varied topography shapes the city's character and creates many public views throughout the community, including views of Monterey Bay and the City as a whole. Arroyos and steep coastal cliffs are identified as providing the greatest variation in the City's topography. Other features include pronounced hills—most notably the coastal terraces of the UCSC campus, Pogonip, the Carbonera area, and DeLaveaga Park; smaller hills—such as Beach Hill and Mission Hill—act as community landmarks; and shallow slopes toward Monterey Bay (City of Santa Cruz, June 2012).

Open space areas, including those that make up the City's greenbelt, are significant contributors to Santa Cruz's natural setting and aesthetic quality. Arana Gulch Open Space, DeLaveaga Park, Moore Creek Preserve, Pogonip, Neary Lagoon, Younger Lagoon, Antonelli Pond, Arroyo Seco Canyon, and the Jessie Street Marsh are identified in the General Plan as important natural features that provide scenic amenities and contribute to the identity of surrounding residential neighborhoods (City of Santa Cruz, June 2012). The San Lorenzo River also is identified as an important defining feature through the City (Ibid.). It is noted, however, that neither Younger Lagoon nor Antonelli Pond are owned or managed by the City.

### **Scenic Views**

Prominent scenic views within the City of Santa Cruz are primarily those that are oriented toward Monterey Bay and the Pacific Ocean or toward the Santa Cruz Mountains, which frame the northern boundary of Santa Cruz (City of Santa Cruz, April 2012, DEIR volume). Open space areas, including

those that establish the greenbelt around the City, are significant contributors to Santa Cruz’s natural setting and aesthetic quality.

According to maps developed for the City’s *General Plan 2030* and included in the General Plan EIR, scenic views are available along West Cliff Drive and from some parks and open spaces areas, including DeLaveaga Park, Pogonip Open Space, and Arroyo Seco drainages (City of Santa Cruz, April 2012, DEIR volume-Figure 4.3-1). Limited portions of Arana Gulch Open Space, DeLaveaga Park, and Pogonip Open Space may be part of a distant mountain panoramic view from some locations in the City. Urban views are identified along San Lorenzo River and from Neary Lagoon.

There are no designated scenic highways or roads within the City. The *General Plan 2030* defines a scenic highway or scenic route as “a highway, road, drive, or street that, in addition to its transportation function, provides opportunities for the enjoyment of natural and man- made scenic resources and access or direct views to areas or scenes of exceptional beauty or historic or cultural interest.” However, West Cliff Drive and East Cliff Drive are identified as “scenic routes” in the City’s Local Coastal Program (LCP). West Cliff Drive is a popular scenic route along the coast and is a primary location that offers prominent and panoramic views of the Monterey Bay.

In addition to West Cliff Drive, other coastal viewpoints with prominent ocean views include: the Santa Cruz Wharf, East Cliff Drive and the Santa Cruz Harbor jetties. Prominent public ocean views from upper elevations are most predominant at locations on the UCSC campus, Moore Creek Preserve and segments of City roads, including the Arroyo Seco and Miramar/Alta Vista areas in the western portion of the City and limited areas along DeLaveaga Road (City of Santa Cruz, April 2012, DEIR volume).

## Scenic Resources

Scenic resources are generally distinctive natural or historical structures with unique aesthetic qualities, such as prominently visible scenic trees and historic or other visually distinguished buildings. Distinctive natural resources could include heritage trees, rock outcroppings or other physical features that possess exceptional aesthetic qualities.

Within the City of Santa Cruz, landmarks are distinctive built and natural features that are highly visible or that help to define the identity of a particular place. In addition, to historical landmarks, the City’s *General Plan 2030* defines “landmark” as a visually prominent or outstanding structure or natural feature that functions as a point of orientation or identification. The City has approximately 35 City-listed historic landmarks and approximately 600 listed historic structures, some of which may also be considered scenic resources depending on the visual prominence and the character of the building (City of Santa Cruz, April 2012, DEIR volume).

According to maps developed for the City’s *General Plan 2030* and included in the General Plan EIR (City of Santa Cruz, April 2012, DEIR volume- Figure 4.3-1), visual landmarks include: Lighthouse Point, Santa Cruz Wharf, Depot Park, the Santa Cruz Beach Boardwalk, Santa Cruz Harbor and the Walton



Lighthouse at the Harbor, the Civic Auditorium, the Clock Tower in downtown, and Holy Cross Church. Because of the City's varied topography, Santa Cruz has few built landmarks that are visible from many different parts of town. The Holy Cross Church on Mission Hill is a notable exception; its tall, white steeple can be seen from numerous vantage points in the City, even in low-lying areas such as the Harvey West District. The Santa Cruz Beach Boardwalk's brightly painted roller coasters are even more distinctive, but since the Boardwalk is just a few feet above sea level, the roller coasters are not as widely visible (Ibid.).

### **Light and Glare**

The City of Santa Cruz is characterized by a combination of lighting associated with residential and urban development and relatively little lighting in open space areas at the edge of the City. Lighting is generally absent in open space properties, and where provided in other parks and facilities, lighting is generally limited to shielded lighting for security. Nighttime lighting to allow use of recreational facilities is generally not provided, except for the lighting of the parking lot and fields at Harvey West and DeLaveaga Parks. At DeLaveaga Park, lighting is provided for the existing softball field, parking lot at Lower George Washington, next to the group picnic areas, and at Forty Thieves picnic area.

Most existing parks are located next to street lights. Parks and facilities that have lights for safety and security include:

- Audrey Stanley Grove
- Beach Flats
- DeLaveaga Golf Course, Lower DeLaveaga Park and George Washington Grove
- Depot Park
- Frederick Street Park
- Garfield Park
- Grant Park
- Harvey West Park
- John D. Franks Park
- Laurel Park
- Mission Plaza Park
- Riverside Gardens Park
- San Lorenzo Park
- Santa Cruz Riverwalk
- Santa Cruz Wharf
- Town Clock
- Trescony Park
- Tyrell Park
- West Cliff Drive

## 4.1.2 Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- AES-1 Have a substantial adverse effect on a scenic vista;
- AES-2 Substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway;
- AES-3 In non-urbanized area, substantially degrade the existing visual character or quality of public views of the site and its surroundings, or, if the project is in an urbanized area, conflict with applicable zoning and other regulations governing scenic quality; or
- AES-4 Create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

### Impacts and Mitigation Measures

#### *Areas of No Project Impact*

- AES-1 *Scenic Vistas-Views.* The *Parks Master Plan 2030* includes recommendations for park and recreational facility improvements that are generally limited to amenities or small facilities, such as benches, play equipment, picnic tables, or signage located within an existing park unit. Such facilities would not be highly visible. Potential new uses, such as community gardens, off-leash dog parks, pickleball courts, and trails would not result in structural development. Thus, most future park improvements or development of new facilities would not result in construction of structures that would affect scenic views. New structural development is limited to potential restrooms at a few neighborhood parks within developed areas (Sgt. Derby Park, University Terrace Park, and Westlake Park) and permanent restroom and dressing room facilities<sup>1</sup> at the Audrey Stanley Grove amphitheater at DeLaveaga Park. None of these areas are within a mapped or known scenic or panoramic public views. Similarly, the Parks Master Plan recommends consideration of facility improvements, such as workshop and storage structure, at the Santa Cruz Wharf Yard.

Potential improvements at open space properties that have scenic views or may be part of a scenic view are limited to non-structural improvements, such as potential trails, although no specific trail alignments are proposed in the Parks Master Plan; future trail alignments

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<sup>1</sup>An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

would be proposed and considered after completion of additional studies as recommended in the Parks Master Plan. None of the recommended improvements would result in development that would obstruct or have a substantial adverse effect on a scenic view, which are primarily views of the Monterey Bay and Santa Cruz Mountains, because none of the improvements would be highly visible or located within a scenic vista or view. Therefore, the project would have *no impact* on scenic vistas or scenic views. It is noted that the Parks Master Plan does support access to areas with scenic views (Goal III-Policy F, Action 1f).

### ***Project Impacts***

**Impact AES-2: Scenic Resources.** The proposed Project would not result in substantial damage to scenic resources along a state scenic highway or elsewhere in the City with implementation Parks Master Plan and General Plan policies. Therefore, the Project would result in *no impact* to scenic resources.

Implementation of recommendations in the Parks Master Plan would not result in removal of or substantial damage to scenic resources within a state scenic highway. None of the state highways in the City (1, 9, 17) are designated state scenic highways.

Most City parks and recreational facilities are located within developed neighborhood areas and would not affect scenic resources. Five parks or recreational facilities have been identified as visual landmarks: Depot Park, Lighthouse Point, the Civic Auditorium, the Town Clock, and the Santa Cruz Wharf. There are no structural or other improvements recommended at Depot Park, Lighthouse Point, or the Town Clock that would affect the visual character of these parks as a visual landmark. While renovation to the Civic Auditorium is recommended in the Parks Master Plan, the recommendation relates to interior space renovations to improve the venue for arts, culture, entertainment, and programming, and would not affect the building's exterior appearance. Furthermore, future projects would need to be consistent with the City's General Plan, and the General Plan requires superior quality design for existing or proposed landmark buildings (CD3.5.1). Therefore, the project would not result in impacts to visual landmarks, which may be considered scenic resources.

The Parks Master Plan recommends that the Parks and Recreation Department work with other City departments to implement the Wharf Master Plan. The Wharf Master Plan, prepared in October 2014, has not been adopted by the City; preparation of an EIR is currently underway. The Wharf Master Plan is considered as part of the cumulative impacts evaluation included in this EIR.

Existing open space lands, the San Lorenzo River and other watercourses may provide or contain scenic resources, such as prominently visible and distinctive trees. There are no recommendations in the proposed Parks Master Plan that would result in removal of trees or significant vegetation. Removal of heritage trees would be subject to provisions of the City's heritage tree regulations. Furthermore, General Plan policies and actions call for protection and management of tree resources

with an emphasis on significant and heritage trees (NRC5.1), preservation of natural features that visually define areas within the City (CD1.1), and protecting existing significant vegetation and landscaping that provides scenic value (CD4.3.3).

Additionally, Parks Master Plan goals and policies call for increasing the number of trees and tree canopy at City parks and facilities. Specific policies and actions include:

- ☐ *Goal I-Policy A, Action 1f:* Increase the number of trees and tree canopy.
- ☐ *Goal I-Policy A, Action 1g:* Expand the dedication planting program to plant more trees.
- ☐ *Goal IV-Policy A, Action 4d:* Inventory trees and increase the tree canopy.
- ☐ *Goal IV-Policy A, Action 6:* Maintain and expand tree canopy coverage. This Action calls for completions of a tree inventory on public lands and increasing the City's urban tree canopy by 10% between 2008 and 2020.

Therefore, the Project would result in increased tree canopy throughout the City and would not result in impacts to significant trees that might be considered scenic resources. The proposed project would have no direct impacts on scenic resources and potential indirect impacts would be avoided or minimized with implementation of the proposed *Parks Master Plan 2030* and *General Plan 2030* policies and actions that call for protection of significant and heritage trees. Therefore, the Project would result in *no impacts* to scenic resources.

### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact AES-3: Visual Character.** The proposed Project would not substantially degrade the existing visual character or quality of public views of the site and its surroundings or conflict with applicable zoning and other regulations governing scenic quality. Therefore, this is a *less-than-significant* impact.

The proposed Parks Master Plan would not result in direct impacts on visual quality as no development is proposed. Potential indirect impacts related to future implementation of recommendations in the Plan would be less than significant due to the low-profile nature of proposed improvements and implementation of Parks Master Plan policies and actions that call for appropriate scale and design of new facilities. The proposed Parks Master Plan identifies a range of improvements, most of which would be considered enhancements with the addition of amenities or minor improvements, such as benches, picnic and play areas, improved signage, and facility renovations. Expanded or upgraded playgrounds are recommended for consideration at Central, Harvey West, Frederick Street, Garfield, Lighthouse Avenue, and Sgt. Derby Parks. Most of the recommendations in the Parks Master Plan would not result in new structural development, and additions and improvements would be consistent with the aesthetics and visual character of existing

parks and recreational facilities. Parks and recreational facilities are generally perceived as aesthetic amenities in a neighborhood or community.

New structural development recommendations include:

- Potential restrooms at a few neighborhood parks within developed areas (Sgt. Derby Park, University Terrace Park, and Westlake Park) and restroom renovation at DeLaveaga Park;
- Permanent restroom and dressing room facilities at the Audrey Stanley Grove amphitheater<sup>2</sup> at DeLaveaga Park;
- Potential addition of a caretaker residence at Pogonip;
- Potential workshop and storage structure at the Wharf Yard (at Depot Park); and
- Structural renovations at the Civic Auditorium, Loudon Nelson Community Center, and Pogonip clubhouse, as well as construction of a new DeLaveaga Golf Course clubhouse. However, the DeLaveaga Golf Course clubhouse is currently being remodeled, and according to City staff, a new structure would not be pursued during the 2030 timeframe of the Parks Master Plan.

All of the new facilities are small structures. Although not anticipated during the timeframe of the Master Plan, a potential future new golf course clubhouse would be reconstructed on its existing site.<sup>3</sup> None of the recommended structures would be out of scale with buildings on or adjacent to the site and they would not substantially degrade the visual character of the surrounding area. The Parks Master Plan recommendations are conceptual and additional study, planning, environmental analysis, and funding would need to occur prior to implementation.

The Parks Master Plan also calls for consideration of artificial turf for playing fields in some locations: DeLaveaga and Harvey West Parks, and potential development of an artificial turf playing field near Sgt. Derby Park and mini-soccer field at University Terrace Park. The use of artificial turf may look different than natural turf in some instances. However, the use of artificial turf has become widely used in many areas for playing fields, and designs have evolved that have established more a natural-looking appearance. The Parks Master Plan also calls for careful consideration of impacts of use of artificial turf when considering whether or not to convert grass to synthetic turf fields (Goal III-Policy D, Action 3). Therefore, the use of artificial turf in the locations identified in the Master Plan, which are in existing developed areas, would not be expected to result in significant aesthetic impacts.

Other potential improvements include small parking lots at three locations (Lower DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space) and potential new trails at DeLaveaga Park, Arroyo

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<sup>2</sup>An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

<sup>3</sup> A new clubhouse is recommended in the DeLaveaga Golf Course Master Plan. However, the existing facility is currently being remodeled, and according to City staff, a new structure would not be pursued during the 2030 timeframe of the Parks Master Plan.

Seco, Moore Creek Preserve, and Pogonip. Improved parking at Sgt. Derby Park also is recommended. The potential locations for new parking areas are identified adjacent to existing roadways – Branciforte Drive for Lower DeLaveaga Park, Highway 1 for Moore Creek Preserve, and Clubhouse Drive for Pogonip. Although specific sites, design, or number of spaces have not been identified, the areas envisioned are small and likely would accommodate a limited number of parking spaces. The recommendations are conceptual and additional study, planning, environmental analysis, and funding would need to occur prior to implementation. The sites are generally ringed with trees or in the case of Moore Creek not highly visible from public roads or viewpoints due to intervening topography and vegetation. Therefore, development of new parking areas would not substantially degrade the visual character of the areas in which these new facilities would be located.

New trails would be on the ground surface without resulting structural development, and generally would have no aesthetic impacts. Additionally, the areas considered for potential new trails have existing trails that generally are not visible from major public viewpoints.

Policies and Actions included in the proposed Parks Master Plan provide guidance on design of future improvements and facilities to avoid aesthetic impacts. These includes policies and actions that support sustainable and artistic designs (Goal I-Policy B and supporting actions) and continuity in overall park style and design (Goal I-Policy B-Action 11). The Parks Master Plan’s policies and actions would guide future facility designs so that no substantial degradation to the existing visual character of public views of park sites would result. Specific policies and actions include:

- ❑ *Goal I-Policy B, Action 1:* Enhance existing settings when renovating parks through the use of complementary materials, colors, and features and the compatible placement, size, and layout for site furnishings, landscaping, pathways, plazas, artwork, and architectural features, while highlighting key natural features in the design.
- ❑ *Goal I-Policy B, Action 11:* Develop and update site materials, colors and site furnishings list to ensure continuity in overall park style and design.
- ❑ *Goal III-Policy B:* Requires that the scale of recreational facilities be compatible with the character of the neighborhood in which they are located.
- ❑ *Goal III-Policy B, Action 2:* Provide appropriate tree screening in design considerations

Additionally, the General Plan calls for ensuring that development is designed to be in harmony with natural topography and vegetation (CD1.3) and that the scale, bulk, and setbacks of new development preserve public views of city landmarks where possible (CD3.2).

Implementation of the proposed Parks Master Plan’s policies and actions would ensure that the visual character of parks, open spaces, and other facilities is preserved and enhanced if recommended new and improved park and recreational facilities are proposed and constructed in the future. In some cases, new development would also be subject to approval of a Design Permit pursuant to the City’s Municipal Code requirements. Implementation of recommended improvements at parks, community

facilities, and open space areas would not adversely or substantially degrade the visual character of surrounding areas.

The City of Santa Cruz is an “urbanized area” under the definition of the term in CEQA Guidelines section 15387. The State CEQA Guidelines Appendix G was amended at the end of the 2018 and under the revised aesthetics question, the City, as an urban area, need not specifically consider existing visual character or the quality of the existing views and the project’s potential effect on them, but rather would need to consider whether the Project would conflict with applicable zoning and other regulations governing scenic quality. Nonetheless, this analysis has considered these issues and concludes that the Project would not substantially degrade the existing visual character existing park sites, their surroundings, or the quality of the views to or from the site. There are no specific City zoning regulations that govern scenic quality, although some future improvements may be subject to Design Permit requirement. Thus, the Project would not conflict with applicable zoning and other regulations governing scenic quality.

Therefore, implementation of the *Parks Master Plan 2030* would result in a *less-than-significant impact* on the visual character of the areas in which parks, open spaces, and recreational facilities are located.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact AES-4: Light and Glare.** The proposed Project would not result in new sources of substantial light or glare. Therefore, this is a *less-than-significant impact*.

Implementation of the proposed Parks Master Plan could result in the addition of facility lighting and some additional parking areas, but would none of the improvements recommended in the Parks Master Plan are of a magnitude or scale that would result in creation of a substantial new source of light or glare. Potential new parking areas are identified for consideration at DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space, as well as parking improvements at Sgt. Derby Park. The potential locations are identified adjacent to existing roadways, although specific sites, designs, or number of spaces have not been identified. However, the areas envisioned are small and likely would accommodate a limited number of parking spaces. The sites are generally ringed with trees or in the case of Moore Creek not highly visible from public roads or viewpoints due to intervening topography and vegetation. Therefore, the addition of parking contemplated in the Parks Master Plan would not result in large expanses of parking areas that could result in substantial glare from parked cars. Furthermore, the Parks Master Plan *Goal III-Policy B, Action 2* indicates that considerations in design should include providing appropriate tree screening.

Furthermore, the *City’s General Plan 2030* calls for maintaining high-quality landscaping on City-owned lands, parking lots, and parks. With sensitive siting, design, and installation of landscaping as set forth in the Parks Master Plan and General Plan, future parking improvements, if implemented,

would not result in introduction of a substantial source of glare, and the project would result in a *less-than-significant impact*.

Parks Master Plan Goal III-Policy D, Action 3, calls for adequate lighting of sports fields. Additionally, Goal V-Policy A, Action 1a calls for increased lighting and visibility in parks and on trails to deter illegal behaviors, but no specific locations are identified in this action. Site-specific recommendations are included in the Parks Master Plan for new or improved lighting at several existing facilities:

- DeLaveaga Park: Install energy-efficient lighting at ball fields;
- Harvey West Park: Continued renovation of the field lighting at Harvey West ball fields;
- Potential new lighting at Ken Wormhoudt Skate Park at Mike Fox Park, the tennis courts at Neary Lagoon Park, and volleyball courts at the Main Beach (seasonal lighting); and
- Depot Park: explore field lighting.

All of the facilities where new lighting is recommended are in areas where street, path, and exterior building lighting already exists. Future lighting would be required to comply with the City of Santa Cruz Municipal Code Section 24.14.266, which prohibits direct or sky-reflected glare from floodlights. Additionally, given the location near natural areas or residences, any future discussions regarding lighting at Ken Wormhoudt Skate Park, Depot Park or Main Beach would involve public review processes, light analyses, and other environmental considerations.

According to the International Dark-Sky Association,<sup>4</sup> light fixtures that are fully shielded minimize sky glow, glare, and light trespass. All project lighting would consist of LED fixtures and would be fully shielded and directed downward and away from neighboring structures or habitat areas. This would prevent light spillage both upward and onto adjacent properties. The policies and actions included in the proposed Parks Master Plan provide guidance on design of future lighting to avoid adverse impacts. These include:

- ❑ *Goal III-Policy B, Action 2:* Future designs should minimize impacts of light onto other properties.
- ❑ *Goal 1-Policy A, Action 2a:* Calls for installation of computer-controlled, energy-efficient lighting in parks and facilities and minimizing light spillover and wildlife impacts.
- ❑ *Goal III-Policy B, Action 2:* Indicates that considerations in design should include providing appropriate tree screening.

Furthermore, the General Plan includes policies and actions to reduce light pollution (HZ5.1) and to consider appropriate lighting when reviewing proposed development or renovation of parks and recreation facilities (HZ5.1.3).

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<sup>4</sup>International Dark-Sky Association. "Outdoor Lighting Basics." Accessed September 19, 2019 at <http://darksky.org/lighting/lighting-basics/>.



With implementation of the Parks Master Plan and General Plan policies and actions to prevent facility lighting from creating offsite impacts, the limited facility lighting recommended in the Parks Master Plan would not result in creation of a substantial new source of light or glare, and the project would result in a *less-than-significant impact*.

**Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

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## 4.2 AIR QUALITY AND GREENHOUSE GAS EMISSIONS

This section analyzes impacts of the proposed *Parks Master Plan 2030* (Project) related to air pollutant emissions, including greenhouse gas (GHG) emissions. The section describes federal, state, and local regulations related to air quality and applicable to the Project. Existing conditions in the study area are described.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding air quality or greenhouse gas emissions. Public comments received during the public scoping period are included in Appendix A.

### 4.2.1 Environmental Setting

#### Regulatory Setting

Air quality within the Monterey Bay region is addressed through the efforts of various federal, state, regional, and local government agencies. These agencies, as discussed below, work jointly, as well as individually, to improve air quality through legislation, regulations, planning, policy making, education, and a variety of programs.

#### *Criteria Air Pollutants*

Criteria air pollutants are defined as pollutants for which the United States Environmental Protection Agency (EPA) and the California Air Resources Board (CARB) have established ambient air quality standards, or criteria, for outdoor concentrations to protect public health. The standards identify levels of “criteria pollutants” that are regarded as the maximum levels of ambient (background) air pollutants considered to have an adequate margin of safety necessary to protect the public health and welfare. The standards are designed to protect the most sensitive people from illness or discomfort. Criteria pollutants include ozone (O<sub>3</sub>), nitrogen dioxide (NO<sub>2</sub>), carbon monoxide (CO), sulfur dioxide (SO<sub>2</sub>), coarse particulate matter (PM<sub>10</sub>), fine particulate matter (PM<sub>2.5</sub>), and lead. In California, sulfates (SO<sub>4</sub>), hydrogen sulfide (H<sub>2</sub>S), vinyl chloride, and visibility-reducing particles are also regulated as criteria air pollutants. An area is designated as “in attainment” when it is in compliance with the federal and/or state standards as further discussed below.

**Federal.** The federal Clean Air Act (FCAA), passed in 1970 and last amended in 1990, forms the basis for the national air pollution control effort. The EPA is responsible for implementing most aspects of the FCAA, including setting National Ambient Air Quality Standards (NAAQS) for criteria air pollutants; setting hazardous air pollutant standards; approving state attainment plans; setting motor vehicle emissions standards; issuing stationary source emissions standards and permits; and establishing acid rain control measures, stratospheric O<sub>3</sub> protection measures, and enforcement provisions.

The NAAQS describe acceptable air quality conditions designed to protect the health and welfare of citizens of the nation. The NAAQS (other than for O<sub>3</sub>, NO<sub>2</sub>, SO<sub>2</sub>, PM<sub>10</sub>, PM<sub>2.5</sub>, and those based on annual averages or arithmetic mean) are not to be exceeded more than once per year. NAAQS for O<sub>3</sub>, NO<sub>2</sub>, SO<sub>2</sub>, PM<sub>10</sub>, and PM<sub>2.5</sub> are based on statistical calculations over 1- to 3-year periods, depending on the pollutant. The FCAA requires the EPA to reassess the NAAQS at least every five years to determine whether adopted standards are adequate to protect public health based on current scientific evidence. States with areas that exceed the NAAQS must prepare a state implementation plan that demonstrates how those areas will attain the standards within mandated time frames.

**State.** The FCAA delegates the regulation of air pollution control and the enforcement of the NAAQS to the states. The CARB, a department of the California Environmental Protection Agency (CalEPA), oversees air quality planning and control throughout California. Its responsibility lies with ensuring compliance with the California Clean Air Act (CCAA) and its amendments, as well as responding to the FCAA requirements and regulating emissions from motor vehicles sold in California. It also sets fuel specifications to further reduce vehicular emissions. CARB establishes the California Ambient Air Quality Standards (CAAQs), pursuant to the CCAA, which are generally more restrictive than the NAAQS. These standards apply to the same criteria pollutants as the FCAA and also include SO<sub>4</sub>, H<sub>2</sub>S, visibility reducing particles, and vinyl chloride.

The CAAQs describe adverse conditions; pollution levels must be below these standards before an air basin can attain the standard. Air quality is considered “in attainment” if pollutant levels are continuously below the CAAQs and violate the standards no more than once each year. The CAAQs for O<sub>3</sub>, CO, SO<sub>2</sub> (1-hour and 24-hour), NO<sub>2</sub>, PM<sub>10</sub>, PM<sub>2.5</sub>, and visibility-reducing particles are values that are not to be exceeded. All others are not to be equaled or exceeded.

**Regional.** Regulatory oversight for air quality in the North Central Coast Air Basin (NCCAB) in which the City of Santa Cruz is located, rests at the regional level with the Monterey Bay Air Resources District (MBARD), formerly the Monterey Bay Unified Air Pollution Control District (MBUAPCD),<sup>1</sup> the CARB at the state level, and the EPA Region IX office at the federal level. The MBARD is one of 35 air districts established to protect air quality in California. The NCCAB is comprised of Santa Cruz, Monterey, and San Benito Counties. The MBARD has primary responsibility for local air quality by controlling air pollution from stationary sources of air pollution. The District has adopted a number of rules affecting both stationary and area-wide sources of emissions for the purpose of achieving the state and federal ambient air quality standard (AAQS) for O<sub>3</sub>.

The CCAA requires each nonattainment district in the state to adopt a plan showing how the CAAQS for O<sub>3</sub> would be met with subsequent updates every three years. The MBARD adopted its first Air Quality Management Plan (AQMP) in 1991. The most recently adopted plan is the *2012-2015 AQMP* (Monterey Bay Air Resources District, March 2017).

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<sup>1</sup> The District has changed its name to the Monterey Bay Air Resources District (MBARD). In this report, references to agency publications or guidance that predate the official name change use MBUAPCD.

### ***Toxic Air Pollutants***

A substance is considered toxic if it has the potential to cause adverse health effects in humans, including increasing the risk of cancer upon exposure or acute and/or chronic non-cancer health effects. A toxic substance released into the air is considered a toxic air contaminant (TAC). TACs are identified by federal and state agencies based on a review of available scientific evidence. Examples include certain aromatic and chlorinated hydrocarbons, certain metals, and asbestos. TACs are generated by a number of sources, including stationary sources such as dry cleaners, gas stations, combustion sources, and laboratories; mobile sources such as automobiles; and area sources such as landfills. Adverse health effects associated with exposure to TACs may include carcinogenic (i.e., cancer-causing) and noncarcinogenic effects. Noncarcinogenic effects typically affect one or more target organ systems and may be experienced from short-term (acute) or long-term (chronic) exposure to a given TAC.

**Federal.** At the federal level, TACs are identified as Hazardous Air Pollutants (HAPs). The 1977 FCAA amendments required the EPA to identify National Emission Standards for Hazardous Air Pollutants (NESHAPS) to protect public health and welfare. HAPs include certain volatile organic chemicals, pesticides, herbicides, and radionuclides that present a tangible hazard based on scientific studies of exposure to humans and other mammals. Under the 1990 FCAA Amendments, which expanded the control program for HAPs, 189 substances and chemical families were identified as HAPs.

**State.** The state Air Toxics Program was established in 1983. The California TAC list identifies more than 700 pollutants, of which carcinogenic and non-carcinogenic toxicity criteria have been established for a subset of these pollutants pursuant to the California Health and Safety Code. The state list includes the federal HAPs. The Air Toxics “Hot Spots” Information and Assessment Act of 1987 (AB 2588) seeks to identify and evaluate risk from air toxics sources; however, AB 2588 does not regulate air toxics emissions. TAC emissions from individual facilities are quantified and prioritized. “High-priority” facilities are required to perform a health risk assessment, and if specific thresholds are exceeded, are required to communicate the results to the public in the form of notices and public meetings.

Diesel particulate matter (DPM) was identified as a TAC by the state of California in 1998. The CARB developed a comprehensive strategy to control DPM emissions. In 2000, CARB approved a Diesel Risk Reduction Plan to reduce diesel emissions from new and existing diesel-fueled vehicles and engines. The regulation is anticipated to result in an 80 percent decrease in statewide diesel health risk by 2020 compared with to the diesel risk in 2000 (CARB 2000). Additional regulations apply to new trucks and diesel fuel, including the On-Road Heavy Duty Diesel Vehicle (In-Use) Regulation, the On-Road Heavy Duty (New) Vehicle Program, and the In Use Off-Road Diesel Vehicle Regulation, and the New Off-Road Compression-Ignition (Diesel) Engines and Equipment program. All of these regulations and programs have timetables by which manufacturers must comply and existing operators must upgrade their diesel-powered equipment.

**Regional.** Air quality control agencies, including the MBARD, must incorporate air toxics control measures into their regulatory programs or adopt equally stringent control measures as rules within six months of adoption by CARB. The MBARD also regulates TACs from new or modified sources under Rule 1000, a Board-approved protocol that applies to any source which requires a permit to construct or operate pursuant to MBARD regulations and has the potential to emit carcinogenic or noncarcinogenic TACs. The MBARD's Rule 1000 also requires sources of carcinogenic TACs to install best control technology and reduce cancer risk to less than one incident per 100,000 population. Sources of noncarcinogenic TACs must apply reasonable control technology. The MBARD also implements Rule 1003, Air Toxic Emissions Inventory and Risk Assessments, which establishes and implements the Air Toxics Hot Spots Act. Rule 1003 also requires that any increased cancer risk resulting from an existing facility's emissions is less than one incident per 100,000 population (Monterey Bay Unified Air Pollution Control District, February 2008).

### Regional Setting and Climate

The City and Project area are located within the NCCAB. The NCCAB, which is just south of the San Francisco Bay Area Air Basin, covers an area of 5,159 square miles and consists of the counties of Santa Cruz, San Benito, and Monterey. Topography and meteorology heavily influence air quality. The northwest sector of the basin is dominated by the Santa Cruz Mountains, which exert a strong influence on atmospheric circulation, which results in generally good air quality. Small inland valleys such as Scotts Valley with low mountains on two sides have poorer circulation than at Santa Cruz on the coastal plain (Monterey Bay Unified Air Pollution Control District, February 2008).

The semi-permanent high-pressure cell in the eastern Pacific is the basic controlling factor in the climate of the NCCAB. In the summer, the high-pressure cell is dominant and causes persistent west and northwest winds over the entire California coast. Air descends in the Pacific High, forming a stable temperature inversion of hot air over a cool coastal layer of air. The onshore air currents pass over cool ocean waters to bring fog and relatively cool air into the coastal valleys. The warmer air aloft acts as a lid to inhibit vertical air movement (Monterey Bay Unified Air Pollution Control District, February 2008).

### Effects of Air Pollutants

Criteria air pollutants are defined as pollutants for which the federal and state governments have established AAQS, or criteria, for outdoor concentrations to protect public health. The federal and state standards have been set, with an adequate margin of safety, at levels above which concentrations could be harmful to human health and welfare. Effects of the pollutants of primary concern are discussed in the following paragraphs.

Ozone, the primary constituent of smog, is not directly emitted but is formed in the atmosphere over several hours from combinations of various precursors in the presence of sunlight. Nitrogen oxides (NO<sub>x</sub>) and reactive organic gases (ROGs, also termed volatile organic compounds or VOCs) are considered to be the primary compounds, or precursors, contributing to the formation of ozone.

Ozone is viewed as both a secondary pollutant and a regional pollutant. The primary sources of ROG within the planning area are on- and off-road motor vehicles, cleaning and surface coatings, solvent evaporation, landfills, petroleum production and marketing, and prescribed burning. The primary sources of NO<sub>x</sub> in the NCCAB are on- and off-road motor vehicles and stationary source fuel combustion (Monterey Bay Air Resources District, March 2017). Short-term exposure to O<sub>3</sub> results in injury and damage to the lung, decreases in pulmonary function, and impairment of immune mechanisms (Monterey Bay Unified Air Pollution Control District, February 2008).

Coarse particulates refer to particulate matter less than 10 microns in diameter (PM<sub>10</sub>). In 1997, EPA adopted a fine particulate matter standard of 2.5 microns or less in diameter (PM<sub>2.5</sub>), and CARB adopted an annual PM<sub>2.5</sub> standard in 2002. PM<sub>10</sub> and PM<sub>2.5</sub> are respirable particulate matter that are classified as primary or secondary depending on their origin. Primary particles are unchanged after being directly emitted (e.g., road dust) and are the most commonly analyzed and modeled form of PM<sub>10</sub>. Because it is emitted directly and has limited dispersion characteristics, this type of PM<sub>10</sub> is considered a localized pollutant. In addition, secondary PM<sub>10</sub> can be formed in the atmosphere through atmospheric chemical and photochemical reactions.

PM<sub>10</sub> and PM<sub>2.5</sub> are respirable particulate matter and because of their small size, they can be inhaled deep into the lungs and are therefore a health concern. Key health effects categories associated with PM include premature mortality; aggravation of respiratory and cardiovascular disease; changes in lung function and increased respiratory symptoms; and altered respiratory defense mechanisms (Monterey Bay Unified Air Pollution Control District, February 2008).

Carbon monoxide (CO) is an odorless, colorless gas that is emitted by mobile and stationary sources as a result of incomplete combustion of hydrocarbons or other carbon-based fuels. Because it is directly emitted from combustion engines, CO can have adverse localized impacts, primarily in areas of heavy traffic congestion. Because it is emitted directly and has limited dispersion characteristics, CO is considered a localized pollutant (Monterey Bay Unified Air Pollution Control District, February 2008).

When CO combines with hemoglobin in the blood, the oxygen-carrying capacity of the blood is reduced, and the release of oxygen is inhibited or slowed. This condition puts the following at risk: patients with angina, persons with other cardiovascular diseases, chronic obstructive lung disease, or asthma; persons with anemia, and fetuses. At higher levels, CO also affects the central nervous system. Symptoms of exposure may include headaches, dizziness, sleepiness, nausea, vomiting, confusion, and disorientation (Monterey Bay Unified Air Pollution Control District, February 2008). At high concentrations, CO can reduce the oxygen-carrying capacity of the blood and cause unconsciousness and death.

## Existing Air Quality Conditions

### *Ambient Air Quality Standards*

As indicated above, AAQS are set to establish levels of air quality that must be maintained to protect the public from the adverse effects of air pollution. State standards are established to protect public health, including the most sensitive members of the population. National standards include a primary standard to protect public health and a secondary standard to protect the public welfare including property, vegetation, and visibility. As indicated above, the federal and state governments have established AAQS for six criteria pollutants: ozone, CO, NO<sub>2</sub>, SO<sub>2</sub>, PM<sub>10</sub>, PM<sub>25</sub>, and lead. State standards also include SO<sub>4</sub>, H<sub>2</sub>S, visibility reducing particles, and vinyl chloride.

### *Local Ambient Air Quality and Attainment Status*

Ambient air quality is monitored at nine stations within the NCCAB. The network includes seven stations operated by the MBARD and one station operated by the National Park Service at the Pinnacles National Monument. The monitoring stations operated by the MBARD are part of the State and Local Air Monitoring Systems (SLAMS) network, and are located in Santa Cruz, Scotts Valley, Felton, Hollister, Carmel Valley, Salinas, King City, and the Pinnacles National Monument. The MBARD also carries out wood smoke monitoring as needed, including seasonal monitoring of wood stove use in areas like the San Lorenzo Valley area in Santa Cruz County, large controlled burns such as those conducted at Fort Ord and some of those conducted for agricultural management, and for catastrophic events such as large structural fires and wildfires.

Designations in relation to state standards are made by the CARB, while designations in relation to national standards are made by the EPA. State designations are updated annually, while the national designations are updated either when the standards change or when an area requests re-designation due to changes in air quality. Designations are made according to air basin, and in some cases designations are made at the county level. Designations are made for each criteria pollutant according to the categories listed below. Nonattainment designations are of most concern because they indicate that unhealthy levels of the pollutant exist in the area, which typically triggers a need to develop a plan to achieve the applicable standards.

- Attainment – Air quality in the area meets the standard.
- Nonattainment Transitional – Air quality is approaching the standard (State only).
- Nonattainment – Air quality in the area fails to meet the applicable standard.
- Unclassified – Insufficient data to designate area, or designations have yet to be made.

Table 4.2-1 summarizes the attainment status for criteria pollutants in the NCCAB. In summary, the NCCAB is designated as a nonattainment area for the state O<sub>3</sub> and PM<sub>10</sub> standards. The NCCAB is designated as unclassified or attainment for all other state and federal standards (California Air Resources Board, October 2017; U.S. Environmental Protection Agency, June 2018).



CO emissions are generated by motor vehicles from traffic. Congested intersections with a large volume of traffic have the greatest potential to cause high-localized concentrations of carbon monoxide. Air pollutant monitoring data indicate that CO levels have been at healthy levels (i.e., below state and federal standards) for years, reflecting improvements in tailpipe emissions controls. As a result, the region has been designated as attainment/unclassified for the standard. Ambient air quality monitoring at a station in Santa Cruz measured CO concentrations and found that highest measured level over any eight-hour averaging period during the last three years is less than 1.0 parts per million (ppm), compared to the ambient air quality standard of 9.0 ppm (City of Santa Cruz, April 2012, DEIR volume).

**TABLE 4.2-1: North Central Coast Air Basin Attainment Classification**

Pollutant	Averaging Time	Designation/Classification
<b>Federal Standards</b>		
O <sub>3</sub>	8 hours	Unclassifiable/Attainment
NO <sub>2</sub>	1 hour, annual arithmetic mean	Unclassifiable/Attainment
CO	1 hour; 8 hours	Unclassifiable/Attainment
SO <sub>2</sub>	24 hours; annual arithmetic mean	Unclassifiable/Attainment
PM <sub>10</sub>	24 hours	Unclassifiable/Attainment
PM <sub>2.5</sub>	24 hours; annual arithmetic mean	Unclassifiable/Attainment
Lead	Quarter; 3-month average	Unclassifiable/Attainment
<b>State Standards</b>		
O <sub>3</sub>	1 hour; 8 hours	Nonattainment (Transitional) <sup>a</sup>
NO <sub>2</sub>	1 hour; annual arithmetic mean	Attainment
CO	1 hour; 8 hours	Monterey Co. – Attainment
		San Benito Co. – Unclassified
		Santa Cruz Co. – Unclassified
SO <sub>2</sub>	1 hour; 24 hours	Attainment
PM <sub>10</sub>	24 hours; annual arithmetic mean	Nonattainment
PM <sub>2.5</sub>	Annual arithmetic mean	Attainment
Lead <sup>b</sup>	30-day average	Attainment
SO <sub>4</sub>	24 hours	Attainment
H <sub>2</sub> S	1 hour	Unclassified
Vinyl chloride <sup>b</sup>	24 hours	No designation
Visibility-reducing particles	8 hours (10:00 a.m.–6:00 p.m.)	Unclassified

Sources: CARB 2019.

Notes: CO = carbon monoxide; H<sub>2</sub>S = hydrogen sulfide; NO<sub>2</sub> = nitrogen dioxide; O<sub>3</sub> = ozone; PM<sub>10</sub> = coarse particulate matter; PM<sub>2.5</sub> = fine particulate matter; SO<sub>2</sub> = sulfur dioxide; SO<sub>4</sub> = sulfates

<sup>a</sup> Nonattainment-transitional is a subcategory of the nonattainment designation category for state standards that indicates that the area is nearing attainment.

<sup>b</sup> CARB has identified lead and vinyl chloride as TACs with no threshold level of exposure for adverse health effects determined.

### *Odors*

Odors represent emissions of one or more pollutants that are a nuisance to healthy persons and may trigger asthma episodes in people with sensitive airways. Pollutants associated with objectionable odors include sulfur compounds and methane. Typical sources of odors include landfills, rendering plants, chemical plants, agricultural uses, wastewater treatment plants, and refineries. Odors are a complex problem that can be caused by minute quantities of substances (Monterey Bay Unified Air Pollution Control District, February 2008). Because people have mixed reactions to odors, the nuisance level of an odor varies. There are no known sources of objectionable odors in the vicinity of City parks, open space and recreational areas.

## **Air Basin Plans**

### *Air Quality Management Plan*

The 1991 AQMP for the Monterey Bay Area was the first plan prepared in response to the CCAA of 1988 that established specific planning requirements to meet the O<sub>3</sub> standard. The Act requires that the AQMP be updated every three years. The most recent update is the *2012-2015 AQMP*, which was adopted in March 2017, and is an update to the elements included in the 2012 AQMP. The primary elements updated from the 2012 AQMP include the air quality trends analysis, emission inventory, and mobile source programs.

The NCCAB is a nonattainment area for the CAAQS for both O<sub>3</sub> and PM<sub>10</sub>. The AQMP addresses only attainment of the O<sub>3</sub> CAAQS. Attainment of the PM<sub>10</sub> CAAQS is addressed in the MBARD's Particulate Plan, which was adopted in December 2005 and is summarized further below. Maintenance of the 8-hour NAAQS for O<sub>3</sub> is addressed in the District's "Federal Maintenance Plan for the Monterey Bay Region," which was adopted in March 2007 and also is summarized below.

A review of the air monitoring data for 2013-2015 indicates that there were fewer exceedance days compared to previous periods (Monterey Bay Air Resources District, March 2017). The long-term trend shows progress has been made toward achieving O<sub>3</sub> standards. The number of exceedance days has continued to decline during the past 10 years despite population increases (Ibid.).

The MBARD's *2012-2015 AQMP* identifies a continued trend of declining O<sub>3</sub> emissions in the NCCAB primarily related to lower vehicle miles traveled. Therefore, the MBARD determined progress was continuing to be made toward attaining the 8-hour O<sub>3</sub> standard during the three-year period reviewed (Monterey Bay Air Resources District, March 2017).

### *Federal Maintenance Plan*

The "Federal Maintenance Plan" (May 2007) presents the strategy for maintaining the NAAQS for O<sub>3</sub> in the NCCAB. It is an update to the 1994 Federal Maintenance Plan, which was prepared for maintaining the 1-hour NAAQS for O<sub>3</sub> that since has been revoked and is superseded by the current

8-hour O<sub>3</sub> standard. Effective June 15, 2004, the U.S. EPA designated the NCCAB as an attainment area for the 8-hour NAAQS for O<sub>3</sub>. The plan includes an emission inventory for the years 1990 to 2030 for VOC and NO<sub>x</sub>, the two primary O<sub>3</sub> precursor gases, as explained above. A contingency plan is included to ensure that any future violation of the standard is promptly corrected (Monterey Bay Unified Air Pollution Control District, May 2007).

### ***Particulate Matter Plan***

The purpose of the “Particulate Matter Plan” (December 2005) is to fulfill the requirements of Senate Bill 655, which was approved by the California Legislature in 2003 with the objective of reducing public exposure to particulate matter. The legislation requires CARB, in conjunction with local air pollution control districts, to adopt a list of the most readily available, feasible, and cost-effective control measures that could be implemented by air pollution control districts to reduce ambient levels of particulate matter in their air basins (Monterey Bay Unified Air Pollution Control District, December 2005). The Plan’s proposed activities include control measures for fugitive dust, public education, administrative functions, and continued enhancements to the MBARD’s Smoke Management and emission reduction incentive programs.

## **Climate Change**

Climate change refers to any significant change in measures of climate, such as average temperature, precipitation, or wind patterns over a period of time. Climate change may result from natural factors, natural processes, and human activities that change the composition of the atmosphere and alter the surface and features of the land. Significant changes in global climate patterns recently have been associated with global warming, an average increase in the temperature of the atmosphere near the Earth’s surface, attributed to accumulation of GHG emissions in the atmosphere. GHGs trap heat in the atmosphere, which in turn heats the surface of the Earth. Some GHGs occur naturally and are emitted to the atmosphere through natural processes, while others are created and emitted solely through human activities. Climate change models predict changes in temperature, precipitation patterns, water availability, and rising sea levels, and these altered conditions can have impacts on natural and human systems in California that can affect California’s public health, habitats, ocean and coastal resources, water supplies, agriculture, forestry, and energy use.

### ***Greenhouse Gas Emissions***

GHGs include, but are not limited to, carbon dioxide (CO<sub>2</sub>), methane (CH<sub>4</sub>), nitrous oxide (N<sub>2</sub>O), O<sub>3</sub>, fluorinated gases (hydrofluorocarbons (HFCs), perfluorocarbons (PFCs), sulfur hexafluoride (SF<sub>6</sub>) and nitrogen trifluoride (NF<sub>3</sub>)), chlorofluorocarbons (CFCs), and hydrochlorofluorocarbons (HCFCs), in addition to water vapor.<sup>2</sup> Some GHGs, such as CO<sub>2</sub>, CH<sub>4</sub>, and N<sub>2</sub>O, occur naturally and are emitted to the atmosphere through natural processes and human activities. Of these gases, CO<sub>2</sub> and CH<sub>4</sub> are emitted in the greatest quantities from human activities. Some industrial gases are also GHGs that

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<sup>2</sup> California Health and Safety Code 38505 identifies seven GHGs that CARB is responsible to monitor and regulate to reduce emissions: CO<sub>2</sub>, CH<sub>4</sub>, N<sub>2</sub>O, SF<sub>6</sub>, HFCs, PFCs, and NF<sub>3</sub>.

have a much greater heat-absorption potential than CO<sub>2</sub>, include fluorinated gases, such as HFCs, PFCs, and SF<sub>6</sub>, which are associated with certain industrial products and processes.

Per the U.S. EPA *Inventory of U.S. Greenhouse Gas Emissions and Sinks: 1990–2016* (U.S. Environmental Protection Agency, April 2018), total U.S. GHG emissions were approximately 6,511.3 million metric tons (MMT) CO<sub>2</sub>e<sup>3</sup> in 2016. The primary GHG emitted by human activities in the United States was CO<sub>2</sub>, which represented approximately 81.6% of total GHG emissions (5,310.9 MMT CO<sub>2</sub>e). The largest source of CO<sub>2</sub>, and of overall GHG emissions, was fossil-fuel combustion, which accounted for approximately 93.5% of CO<sub>2</sub> emissions in 2016 (4,966.0 MMT CO<sub>2</sub>e). Relative to 1990, gross United States GHG emissions in 2016 are higher by 2.4%, down from a high of 15.7% above 1990 levels in 2007. GHG emissions decreased from 2015 to 2016 by 1.9% (126.8 MMT CO<sub>2</sub>e), and, overall, net emissions in 2016 were 11.1% below 2005 levels (Ibid.).

According to California's 2000–2016 GHG emissions inventory (2018 edition), California emitted 429.40 MMT CO<sub>2</sub>e in 2016, including emissions resulting from out-of-state electrical generation (California Air Resources Board, June 2018). The sources of GHG emissions in California include transportation, industrial uses, electric power production from both in-state and out-of-state sources, commercial and residential uses, agriculture, high global warming potential (GWP) substances, and recycling and waste. Between 2000 and 2016, per capita GHG emissions in California have dropped from a peak of 14.0 MT per person in 2001 to 10.8 MT per person in 2016, representing a 23% decrease. In addition, total GHG emissions in 2016 were approximately 12 MMT CO<sub>2</sub>e less than 2015 emissions. The declining trend in GHG emissions, coupled with programs that will continue to provide additional GHG reductions going forward, demonstrates that California will continue to reduce emissions below the 2020 target of 431 MT CO<sub>2</sub>e (Ibid.).

### ***California Regulations and Plans***

The State of California passed the Global Warming Solutions Act of 2006 (AB 32), which requires reduction of GHG emissions generated within California. The Governor's Executive Order S-3-05 and AB 32 (Health and Safety Code, Section 38501 et seq.) both seek to achieve 1990 emissions levels by the year 2020. Executive Order (EO) S-3-05 further requires that California's GHG emissions be 80 percent below 1990 levels by the year 2050. Senate Bill (SB) 32 requires the CARB to ensure that statewide GHG emissions are reduced to 40 percent below 1990 levels by 2030.

In 2007 the CARB approved a statewide limit on the GHG emissions level for year 2020 consistent with the determined 1990 baseline (427 MMT CO<sub>2</sub>e). In 2008, the CARB adopted the *Climate Change Scoping Plan: A Framework for Change (Scoping Plan)* in accordance with Health and Safety Code

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<sup>3</sup> The Intergovernmental Panel on Climate Change (IPCC) developed the Global Warming Potential (GWP) concept to compare the ability of each greenhouse gas to trap heat in the atmosphere relative to another gas. The reference gas used is CO<sub>2</sub>, and GWP weighted emissions are measured in teragrams (or million metric tons) of CO<sub>2</sub> equivalent (Tg CO<sub>2</sub>e). A million metric tons of CO<sub>2</sub> equivalent also is referenced as MMTCO<sub>2</sub>e (City of Santa Cruz, April 2012, DEIR volume).

Section 38561. The *Scoping Plan* establishes an overall framework for the measures that will be adopted to reduce California’s GHG emissions for various emission sources/sectors to 1990 levels by 2020. CARB determined that achieving the 1990 emissions level in 2020 would require a reduction in GHG emissions of approximately 28.5 percent from the otherwise projected 2020 emissions level; i.e., those emissions that would occur in 2020, absent GHG-reducing laws and regulations (referred to as “Business-As-Usual” [BAU]).

The Scoping Plan identified 18 emissions-reduction measures that address cap-and-trade programs, vehicle gas standards, energy efficiency, low carbon fuel standards, renewable energy, regional transportation-related greenhouse gas targets, vehicle efficiency measures, goods movement, solar roofs program, industrial emissions, high speed rail, green building strategy, recycling, sustainable forests, water, and air. The key elements of the Scoping Plan include the following:

1. Expanding and strengthening existing energy efficiency programs as well as building and appliance standards;
2. Achieving a statewide renewable energy mix of 33 percent;
3. Developing a California cap-and-trade program that links with other Western Climate Initiative partner programs to create a regional market system and caps sources contributing 85 percent of California’s GHG emissions;
4. Establishing targets for transportation related GHG emissions for regions throughout California, and pursuing policies and incentives to achieve those targets;
5. Adopting and implementing measures pursuant to existing state laws and policies, including California’s clean car standards, goods movement measures, and the Low Carbon Fuel Standard (LCFS 17 Cal. Code Regs. Section 95480 et seq.); and
6. Creating targeted fees, including a public goods charge on water use, fees on high GWP gases, and a fee to fund the administrative costs of the State of California’s long-term commitment to AB 32 implementation.

In the 2011 Final Supplement to the *Scoping Plan’s* Functional Equivalent Document, the CARB revised its estimates of the projected 2020 emissions level in light of the economic recession and the availability of updated information about GHG reduction regulations. Based on the new economic data, the CARB determined that achieving the 1990 emissions level by 2020 would require a reduction in GHG emissions of 21.7 percent (down from 28.5 percent) from the BAU conditions. When the 2020 emissions level projection was updated to account for newly implemented regulatory measures, including Pavley I (model years 2009–2016) and the Renewable Portfolio Standard (12 to 20 percent), the CARB determined that achieving the 1990 emissions level in 2020 would require a reduction in GHG emissions of 16 percent (down from 28.5 percent) from the BAU conditions.

In 2014, the CARB adopted the *First Update to the Climate Change Scoping Plan: Building on the Framework (First Update)*. The stated purpose is to “highlight California’s success to date in reducing its GHG emissions and lay the foundation for establishing a broad framework for continued emission reductions beyond 2020, on the path to 80 percent below 1990 levels by 2050.”

The *First Update* found that California is on track to meet the 2020 emissions reduction mandate established by AB 32, and noted that California could reduce emissions further by 2030 to levels squarely in line with those needed to stay on track to reduce emissions to 80 percent below 1990 levels by 2050 if the state realizes the expected benefits of existing policy goals.

In conjunction with the *First Update*, the CARB identified “six key focus areas comprising major components of the state’s economy to evaluate and describe the larger transformative actions that will be needed to meet the state’s more expansive emission reduction needs by 2050.” Those six areas are: 1) energy; 2) transportation (vehicles/equipment, sustainable communities, housing, fuels, and infrastructure); 3) agriculture; 4) water; 5) waste management; and, 6) natural and working lands. The *First Update* identifies key recommended actions for each sector that will facilitate achievement of EO S-3-05’s 2050 reduction goal. Based on the CARB’s research efforts presented in the *First Update*, it has a “strong sense of the mix of technologies needed to reduce emissions through 2050.” Those technologies include energy demand reduction through efficiency and activity changes; large-scale electrification of on-road vehicles, buildings and industrial machinery; decarbonizing electricity and fuel supplies; and, the rapid market penetration of efficient and clean energy technologies.

As part of the *First Update*, the CARB recalculated the state’s 1990 emissions level using more recent GWPs identified by the Intergovernmental Panel on Climate Change. Using the recalculated 1990 emissions level (431 MMT CO<sub>2</sub>e) and the revised 2020 emissions level projection identified in the 2011 Final Supplement, the CARB determined that achieving the 1990 emissions level by 2020 would require a reduction in GHG emissions of approximately 15 percent (instead of 28.5 percent or 16 percent) from the BAU conditions. The update also recommends that a statewide mid-term target and mid-term and long-term sector targets be established toward meeting the 2050 goal established by EO S-3-05 (i.e., reduce California’s GHG emissions to 80 percent below 1990 levels), although no specific recommendations are made. The declining trend in GHG emissions, coupled with programs that will continue to provide additional GHG reductions going forward, demonstrates that California is on track to meet the 2020 target of 431 MMT CO<sub>2</sub>e (California Air Resources Board, May 2014).

In November 2017, CARB adopted *California’s 2017 Climate Change Scoping Plan Update (2017 Scoping Plan)* (California Air Resources Board, November 2017). The *2017 Scoping Plan* builds on the successful framework established in the initial *Scoping Plan* and *First Update*, while identifying new, technologically feasible and cost-effective strategies that will serve as the framework to achieve the 2030 GHG target and define the state’s climate change priorities to 2030 and beyond. The strategies’ “known commitments” include implementing renewable energy and energy efficiency, increased stringency of the Low Carbon Fuel Standard, measures identified in the Mobile Source and Freight Strategies, and measures identified in the proposed Short-Lived Climate Pollutant Plan. To fill the gap in additional reductions needed to achieve the 2030 target, it recommends continuing the Cap-and-Trade Program.

For local governments, the *2017 Scoping Plan* replaced the initial *Scoping Plan*’s 15% reduction goal with a recommendation to aim for a community-wide goal of no more than 6 MT CO<sub>2</sub>e per capita by 2030 and no more than 2 MT CO<sub>2</sub>e per capita by 2050, which are consistent with the state’s long-

term goals. These goals are appropriate for the plan level (city, county, subregional, or regional level, as appropriate), but not for specific individual projects because they include all emissions sectors in the State. The *2017 Scoping Plan* recognized the benefits of local government GHG planning (e.g., through climate action plans (CAPs)) and provide more information regarding tools the CARB is working on to support those efforts. It also recognizes the CEQA streamlining provisions for project level review where there is a legally adequate CAP.

The Scoping Plan recommends strategies for implementation at the statewide level to meet the goals of AB 32, SB 32 and EO S-3-05 and establishes an overall framework for the measures that will be adopted to reduce California's GHG emissions. A project is considered consistent with the statutes if it meets the general policies in reducing GHG emissions in order to facilitate the achievement of the state's goals and does not impede attainment of those goals. As discussed in several cases, a given project need not be in perfect conformity with each and every planning policy or goals to be consistent. A project would be consistent, if it will further the objectives and not obstruct their attainment.

### ***Local Climate Action Plans***

In October 2012, the City adopted a *Climate Action Plan* (CAP) that outlines the actions the City will take over the next 10 years to reduce GHGs by 30 percent and to implement the policies and actions identified in the *General Plan 2030*. The CAP addresses citywide GHG reduction strategies. The CAP provides City emissions inventories, identifies an emissions reduction target for the year 2020, and includes measures to reduce energy use, reduce vehicle trips, implement water conservation programs, reduce emissions from waste collection, increase use of solar systems, and develop public partnerships to aid sustainable practices. Measures are outlined for the following sectors: municipal, residential, commercial, and community programs. None of the recommended measures are applicable to the proposed Project.

## **4.2.2 Impacts and Mitigation Measures**

### **Thresholds of Significance**

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- AIR-1 Conflict with or obstruct implementation of the air quality management plan;
- AIR-2 Result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in non-attainment under an applicable federal or state ambient air quality standard;
- AIR-3 Expose sensitive receptors (i.e., residents, schools, hospitals) to substantial pollutant concentrations;

- AIR-4 Result in other emissions (such as those leading to odors) adversely affecting a substantial number of people;
- GHG-1 Generate GHGs, either directly or indirectly, that may have a significant impact on the environment; or
- GHG-2 Conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of GHGs.

The MBARD has established thresholds of significance for criteria air pollutants of concern for construction and operations (Monterey Bay Unified Air Pollution Control District, February 2008). For construction, the threshold is 82 pounds per day of PM<sub>10</sub> (due to construction with minimal earthmoving on 8.1 or more acres per day or grading/excavation site on 2.2 or more acres per day for PM<sub>10</sub>). For operations, a project would result in a significant impact if it results in the generation of emissions of or in excess of 137 pounds per day for ROG or NO<sub>x</sub>, 550 pounds per day of carbon monoxide, 150 pounds per day of sulfur oxides (SO<sub>x</sub>), and 82 pounds per day of PM<sub>10</sub> from on-site sources, pursuant to impact criteria for significance developed by the MBARD (Ibid.). Notably, as of June 2005, the NCCAB met all federal AAQS. As a result, it is no longer subject to federal conformity requirements (Ibid.).

With regard to GHGs, the State CEQA Guidelines do not prescribe specific methodologies for performing a GHG emissions assessment, establish specific thresholds of significance, or mandate specific mitigation measures. Rather, the CEQA Guidelines emphasize the lead agency's discretion to determine the appropriate methodologies and thresholds of significance that are consistent with the manner in which other impact areas are handled in CEQA. Global climate change is a cumulative impact; a project participates in this potential impact through its incremental contribution combined with the cumulative increase of all other sources of GHGs. There are currently no established thresholds for assessing whether the GHG emissions of a project in the NCCAB would be considered a cumulatively considerable contribution to global climate change, except the MBARD has an adopted guideline for stationary source projects in which a project would not have not a significant GHG emissions impact if the project emits less than 10,000 MT/year CO<sub>2</sub>e or complies with regulations or requirements adopted to implement a statewide, regional or local plan for the reduction or mitigation of GHG emissions (Monterey Bay Air Resources District, February 2016).

## **Impacts and Mitigation Measures**

### ***Areas of No Project Impact***

- AIR-1 *Conflicts with Air Quality Management Plan.* The Air District's adopted procedure to determine project consistency with the AQMP is based on residential units. The proposed Project does not include residential units, and future implementation of recommended improvements at existing parks and recreational facilities would not result in significant vehicle trips or emissions. The proposed Project would not result in new population growth and would not conflict with or obstruct implementation of the AQMP. Therefore,



implementation of the Parks Master Plan 2030 would not result in conflicts with or obstruction of implementation of the AQMP, and the project would result in *no impact*.

AIR-4 *Odors.* According to the MBUAPCD CEQA Guidelines, land uses associated with odor complaints typically include landfills, agricultural uses, wastewater treatment plants, food processing plants, chemical plants, refineries, and landfills. The proposed Parks Master Plan includes recommendations for improvement of existing parks and recreational facilities. Neither adoption/implementation of the plan nor construction of recommended improvements would involve uses or construction activities that are generally associated with the creation of objectionable odors. There would be no long-term operations that would result in odors as none of the types of parks or recreational facilities contemplated in the plan would have activities that would result in the creation of objectionable odors. Potential new off-leash areas for dogs would be fenced, and trash receptacles are provided for dog waste, which would prevent/minimize odors potentially created by these uses. The Master Plan also calls for clear signage on rules and etiquette to minimize conflicts at off-leash areas to educating users of the importance of cleaning up waste. Parks Master Plan Goal III-Policy1, Action 6 calls for signage to educate dog owners of the importance of cleaning up waste to reduce odor impacts to parks and surrounding communities. Therefore, there would be *no impact* related to generation of odors.

GHG-2 *Conflicts with Climate Action Plan.* The project is consistent with the City's Climate Action Plan (CAP). Specifically, the Parks Master Plan's Goal I supports sustainably maintained parks and facilities throughout the City, and supporting policies and actions call for conservation of resources. Policy A, Action 1f, calls for increasing the number of trees and tree canopy within the City to increase carbon sequestration. Goal IV-Policy C, Action 3 supports continued implementation of the Climate Action Plan and Climate Adaptation Plan. Other actions support energy-efficient lighting and technologies, including potential installation of solar panels at some park facilities. These Master Plan components are consistent with measures and programs in the CAP that target energy and municipal GHG reductions. Therefore, the project would result in *no impact* as it would not conflict with an applicable GHG reduction plan.

### ***Project Impacts***

**Impact AIR-2: Project Emissions.** The proposed Project would not result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in non-attainment. Therefore, this is a *less-than-significant* impact.

The proposed Project would not result in direct emissions as no development is proposed, but implementation of future improvements recommended in the Parks Master Plan could result in indirect emissions due to increased vehicle travel. However, vehicle or construction-related emissions would not result in an air quality violation or contribute significantly to existing air quality non-attainment explained as follows.

Recommendations in the proposed Parks Master Plan would not result in significant new development that would result in a substantial increase in vehicle trips or air emissions. Most improvements would improve existing or add new amenities at existing parks and recreational facilities. The Plan's goals and policies promote pedestrian and bicycle linkage between facilities. Most existing parks and recreational facilities are within walking distance of neighborhoods. (See also Section 16.) There are no significant new parks or recreational facilities that would generate traffic, leading to air emissions. None of the type of uses and improvements recommended in the Parks Master Plan would result in a stationary source of emissions.

The proposed Project does promote increased use at several parks. The Plan recommends increased programs and events/concerts at San Lorenzo Park, but this facility is regularly used for events that are often attended without a vehicle due to limited parking in the area, optimal trail access, and its central location near Downtown and public transit. Additionally, event holders rent the parking lots at the adjacent County Government Center. The Parks Master Plan recommends expansion of use of the Audrey Stanley Grove amphitheater at DeLaveaga Park for private and public events during the Santa Cruz Shakespeare off-season. A small amphitheater within an existing redwood grove is also recommended at Harvey West Park. This type of facility is envisioned as a short-term day use area that could accommodate small weddings or other ceremonies that would likely be using the Clubhouse or reservable picnic areas as the primary event location, as well as educational youth camp activities during the summer time. Harvey West Park is already booked for weddings and large gatherings, and the stage would serve to improve the experience of activities which are commonplace at the park.

The range and type of off-season events at the Audrey Stanley Grove amphitheater at DeLaveaga Park are not known, but based on previous environmental review of the facility, it is expected that events would be limited to an attendance level of 200 for events such as meetings and other non-music events that are likely to occur on weekends. Given limited use and frequency, traffic and resulting emissions are estimated to be limited and temporary without resulting in significant air emissions (City of Santa Cruz, December 2015). Should more substantial use be proposed in the future, additional environmental review would be required at the time of project-specific proposals. In accordance with the *General Plan 2030* and EIR, future development projects are required to conduct air emissions calculations where project size exceeds significant screening sizes presented in the AQMP to determine whether emissions exceed MBARD's adopted significance thresholds or potentially violate air quality standards.

The MBARD's "CEQA Air Quality Guidelines" indicate that 8.1 acres could be graded per day with minimal earthmoving or 2.2 acres per day with grading and excavation without exceeding the PM<sub>10</sub> threshold of 82 pounds per day. Since the recommendations in the plan are mostly for improvements to existing facilities, grading that exceeds these limits is not expected. Even with potential new trail development as recommended in the plan, site preparation and/or grading would not reach this level.

Therefore, implementation of the proposed Parks Master Plan and future improvements would not result in substantial air emissions or cause a violation of air quality standards, resulting in a *less-than-significant impact*.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact AIR-3: Sensitive Receptors.** The proposed Project would not expose sensitive receptors to substantial pollutant concentrations. Therefore, this is a *less-than-significant impact*.

Future parks improvements would not be expected to result in uses that typically could expose sensitive receptors to substantial pollutant concentrations. For CEQA purposes, a sensitive receptor is defined as any residence, including private homes, condominiums, apartments, and living quarters; education resources such as preschools and kindergarten through grade twelve (K-12) schools; daycare centers; and health care facilities such as hospitals or retirement and nursing homes (SOURCE V.5c). None of the type of uses and improvements recommended in the Parks Master Plan would result in a stationary source of emissions or expose sensitive receptors to substantial concentrations of pollutants.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact GHG-1: Greenhouse Gas Emissions.** The proposed Project would not generate GHG emissions that may have a significant impact on the environment. Therefore, this is a *less-than-significant impact*.

The Parks Master Plan recommends park and recreational facility improvements, which, when designed and constructed, may generate GHG emissions from construction vehicles and equipment, and in limited cases from new vehicle trips. However, as discussed in Section 4.1-10, most parks are accessible by non-vehicular modes, and while some projects may increase vehicle trips, many of the improvements include multimodal elements that will provide non-vehicular modes of travel. New structural facilities, and subsequent energy use, also is limited to several restroom and accessory buildings. None of the recommended improvements would result in new stationary sources of emissions.

The level of analysis provided in this program EIR does not include quantification of GHGs that may result from implementation of specific projects recommended in the Parks Master Plan as expressed through the recommended actions and improvement projects. Any attempt to do so would be too speculative in nature, because specific projects are not designed at this time and such quantification would require a level of design detail to determine the type and quantity of construction equipment required. Currently, any such estimates would be speculative, but future projects subject to CEQA

will provide such detail for analysis as may be required. Potential emission sources, however, can be described in general terms and provided as follows.

Furthermore, the proposed Parks Master Plan includes policies and actions that would result in offsets to any minimal increase in GHG emissions that may occur as a result of implementation of the Plan. A key goal of the Parks Master Plan is to create and strengthen connections to and around parks and recreation facilities and community destinations. New construction also is subject to the City's green building requirements that require the use of green technologies and materials designed to reduce GHG emissions. The Parks Master Plan's policies and actions include actions to climate change. Specific policies and actions include those listed below. It is also noted that Goal VI supports an integrated park system that in part provides a means for alternative transportation.

- ☐ *Goal I-Policy A, Action 1f:* Increase the number of trees and tree canopy to increase carbon sequestration.
- ☐ *Goal I-Policy A, Action 2:* Action 2 identifies energy conserving practices to reduce energy use, including computer-controlled, energy-efficient lighting in parks and facilities and installation of solar products or panels.
- ☐ *Goal I-Policy A, Action 2c:* Implementation of the CAP's short-term and long-term projects.
- ☐ *Goal IV-Policy A, Action 4d:* Increase the tree canopy to increase bird nesting opportunities, improve air quality, decrease heat island effect, and increase carbon sequestration.

Global climate change is not confined to a particular project area and is generally accepted as the consequence of global industrialization over the last 200 years. A typical project, even a very large one, does not generate enough GHG emissions on its own to influence global climate change significantly; hence, the issue of global climate change is, by definition, a cumulative environmental impact. The State of California, through its governor and its legislature, has established a comprehensive framework for the substantial reduction of GHG emissions. This will occur primarily through the implementation of AB 32, Executive Order S-3-05, and SB 375, which will address GHG emissions on a statewide cumulative basis.

Therefore, implementation of the Parks Master Plan and future park and recreational projects is not anticipated to generate substantial GHG emissions at a level that may have a significant impact on the environment (measured here by whether such increases would hinder the City's ability to implement programs in its CAP or the state's ability to meet AB 32 goals for reduction of GHGs). Many of the recommendations in the Master Plan, if implemented, would lead to less GHG emissions as older infrastructure is replaced with technologies and designs which conserve water and energy. Additionally, improvements and projects developed in accordance with recommendations in the Parks Master Plan would serve the City's population, and City growth and impacts were evaluated in the *General Plan 2030* EIR, which concluded that GHG impacts would be less than significant.

Therefore, the project is expected to result in a *less-than-significant impact* related to GHG emissions. Additionally, emissions are expected to be at least partially offset with implementation of the state's

*Scoping Plan* strategies to improve fuel and vehicle efficiency standards. Therefore, GHG emissions resulting from future park improvements projects are not considered significant, and the project's incremental effect is less than cumulatively considerable.

### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

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## 4.3 BIOLOGICAL RESOURCES

This section analyzes impacts of the *Parks Master Plan 2030* (Project) on biological resources based on a review of existing city plans and biological studies. This section also draws from the City of Santa Cruz General Plan 2030 EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on regulatory setting and sensitive habitats. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.3.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City’s website at: <http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments related to biological resources were received during the public scoping period in response to the Notice of Preparation (NOP). Issues raised in these comments include:

- ☐ Evaluate riparian and watershed areas “in their entirety” to avoid “segmentation”.
- ☐ Assess impacts of lighting to sensitive species and habitats.

To the extent that issues identified in public comments involve potentially significant effects on the environment according to the California Environmental Quality Act (CEQA) and/or are raised by responsible agencies, they are identified and addressed within this EIR. Public comments received during the public scoping period are included in Appendix A.

### 4.3.1 Environmental Setting

#### Regulatory Setting

##### *Federal Regulations*

The United States Fish and Wildlife Service (USFWS) is responsible for the protection of terrestrial and freshwater organisms through the federal Endangered Species Act and the Migratory Bird Treaty Act, while the National Oceanic and Atmospheric Administration National Fisheries (NOAA Fisheries) is responsible for protection of anadromous fish (fish that live most of their adult life in saltwater but spawn in freshwater) and marine wildlife. The U.S. Army Corps of Engineers (ACOE) has primary responsibility for protecting wetlands and jurisdictional “other waters of the U.S.” under Section 404 of the Clean Water Act. A brief summary of relevant laws is provided below, and a full description is provided on pages 4.8-1 to 4.8-6 of the General Plan 2030 EIR (Draft EIR volume), which is incorporated by reference.

**Federal Endangered Species Act.** The federal Endangered Species Act (ESA) of 1973 (Title 16 United States Code, Section 1531 *et seq.*, as amended) prohibits federal agencies from authorizing, permitting or funding any action that would result in biological jeopardy to or take of a species listed as threatened or endangered. NOAA Fisheries jurisdiction under the ESA is limited to the protection of marine mammals and fish and anadromous fish; all other species are within USFWS jurisdiction. ESA defines “take” to mean to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct. Exemptions to the prohibitions against take may be obtained through coordination with the USFWS through interagency consultation for projects with federal involvement (i.e., funded, authorized, or carried out by a Federal agency) pursuant to Section 7 of the ESA; or through the issuance of an incidental take permit under Section 10(a)(1)(B) of the ESA if the applicant submits a habitat conservation plan (HCP) that meets statutory requirements including components to minimize and mitigate impacts associated with the take.

**Birds of Conservation Concern.** USFWS’ *Birds of Conservation Concern* (BCC) (2008) was developed to fulfill the mandate of the 1988 amendment to the Fish and Wildlife Conservation Act (Public Law 100-653 (102 Stat. 3825) to “identify species, subspecies, and populations of all migratory nongame birds that, without additional conservation actions, are likely to become candidates for listing under the Endangered Species Act (ESA) of 1973” (U.S. Fish and Wildlife Service, September 2015). The overall goal of the Birds of Conservation Concern is to accurately identify the migratory and non-migratory bird species (beyond those already designated as federally threatened or endangered) that represent the highest conservation priorities. The bird species included on the BCC lists include nongame birds, gamebirds without hunting seasons, ESA candidate, proposed endangered or threatened, and recently delisted species.

**Migratory Bird Treaty Act.** All migratory birds and their nests are federally protected under the Migratory Bird Treaty Act of 1918 (MBTA) (Title 16 United States Code, Section 703-712 as amended; 50 Code of Federal Regulations Section 21; and 50 Code of Federal Regulations Section 13) and by California Department of Fish and Wildlife codes that support the act. The MBTA makes it unlawful to “take” any migratory bird or raptor listed in the 50 Code of Federal Regulations Section 10, including their nests, eggs or products.

**Wetlands and Waters of the U.S.** The ACOE has regulatory authority for activities within wetlands under the Clean Water Act (CWA, 1977, as amended), which serves as the primary federal law protecting the quality of the nation’s surface waters. Section 404 of the CWA establishes a program to regulate discharge of dredged or fill material into “waters of the United States,” which is administered by the ACOE. The term “waters” includes wetlands and non-wetland bodies of water that meet specific criteria as defined in the Code of Federal Regulations. In general, a permit must be obtained before fill can be placed in wetlands or other waters of the U.S. The type of permit depends on the amount of acreage and the purpose of the proposed fill, subject to discretion of the Corps. Under Section 404, general permits may be issued on a nationwide, regional, or state basis for particular types of activities that will have only minimal adverse impacts. Individual permits are required for projects with potentially significant impacts.



Under section 401 of the CWA, the California Regional Water Quality Control Boards (RWQCB) have regulatory authority over actions in waters of the U.S. through issuance of water quality certifications, which are issued in combination with permits issued by the ACOE under section 404 of the Clean Water Act. A 401 Certification is required from the RWQCB whenever improvements are made within Jurisdictional Waters of the U.S.

### ***State Regulations***

The California Department of Fish and Wildlife (CDFW) administers the California Endangered Species Act and protects streams and water bodies through the Streambed Alteration Agreement under Section 1600 of the California Fish and Game Code (CFG 2005).

**California Endangered Species Act.** The 1984 California Endangered Species Act (CESA) (Fish & Game Code, Section 2050-2098) declares that deserving plant or animal species be given protection by the State because they are of ecological, historic, educational, recreational, aesthetic, economic, and scientific value to the people of the State. Under state law, plant and animal species may be formally designated rare, threatened, or endangered by official listing by the CDFW. CESA authorizes that entities may take plant or wildlife species listed as endangered or threatened under FESA and CESA, pursuant to a federal incidental take permit issued in accordance with Section 10 of the FESA, if the CDFW certifies that the incidental take statement or incidental take permit is consistent with CESA (Fish & Game Code, Section 2080.1(a). Section 2081(b) and (c) of the CESA allows CDFW to issue an incidental take permit for a state-listed threatened and endangered species only if specific criteria are met. These criteria can be found in Title 14 CCR, Sections 783.4(a) and (b).

**Species of Special Concern and Fully Protected Species.** In addition to lists of designated Endangered, Threatened, and Rare plant and animal species, the CDFW maintains a list of animal “Species of Special Concern,” most of which are species whose breeding populations in California may face extirpation. Although these species have no legal status under the CESA, the CDFW recommends considering these species during analysis of proposed project impacts to protect declining populations, and to avoid the need to list them as threatened or endangered in the future. These species may “be considered rare or endangered [under CEQA] if the species can be shown to meet the criteria”. Additionally, the California Fish and Game Code contains lists of vertebrate species designated as “Fully Protected” (California Fish & Game Code 3511 [birds], 4700 [mammals], 5050 [reptiles and amphibians], and 5515 [fish]. No Section 2081(b) permit may authorize the take of “fully protected” species and “specified birds.” If a project is planned in an area where a species or specified bird occurs, an applicant must design the project to avoid all take; the CDFG cannot provide take authorization under CESA.

**Streambed Alteration Agreements.** Jurisdictional authority of the CDFW over stream areas is established under Section 1600 of the Fish and Game Code, which pertains to activities that would disrupt the natural flow or alter the channel, bed, or bank of any lake, river, or stream. Section 1602 of the Fish and Game Code stipulates that it is unlawful to substantially divert or obstruct the natural flow or substantially change the bed, channel or bank of any river, stream or lake without notifying

the CDFW, incorporating necessary mitigation, and obtaining a Streambed Alteration Agreement. Typical activities that require a Streambed Alteration Agreement include excavation or fill placed within a channel, vegetation clearing, structures for diversion of water, installation of culverts and bridge supports, cofferdams for construction dewatering, and bank reinforcement.

**Native Plant Protection.** The Native Plant Protection Act of 1977 (NPPA) and implementing regulations pursuant to Section 1900 et seq. of the Fish and Game Code designate rare and endangered plants, and provide specific protection measures for identified populations. It is administered by the CDFW. The NPPA was enacted to “preserve, protect and enhance endangered or rare native plants of this state.” The NPPA defines a plant as endangered when its prospects of survival and reproduction are in immediate jeopardy from one or more causes. A rare plant is defined as a plant species that, though not presently threatened with extinction, occurs in such small numbers throughout its range that it may become endangered if its present environment worsens. The NPPA prohibits the take or sale of rare and endangered species in California, except for some exemptions provided by the law.

The California Native Plant Society has prepared and regularly updated an “Inventory of Rare and Endangered Vascular Plants of California.” In general, the CDFW qualifies plant species on List 1B (Plants Rare, Threatened, or Endangered in California and Elsewhere) or List 2 (Plants Rare, Threatened, or Endangered in California, But More Common Elsewhere) of the California Native Plant Society’s (CNPS) *Inventory of Rare and Endangered Vascular Plants of California* for consideration under CEQA. Species on CNPS List 3 (Plants About Which We Need More Information--A Review List) or List 4 (Plants of Limited Distribution--A Watch List) may, but generally do not, qualify for consideration under CEQA.

### ***Local Regulations***

**Local Coastal Program (LCP).** The Coastal Act defines an “environmentally sensitive area” as “any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments” (Coastal Act section 30107.5). The City’s existing certified LCP identifies the following sensitive habitats: wetlands, riparian habitat, grasslands, mima mounds<sup>1</sup> and habitats that support Ohlone tiger beetle, tidewater goby, burrowing owl, California brown pelican, Monarch butterfly, pigeon guillemot, black swift, Santa Cruz tarplant or American peregrine falcon (City of Santa Cruz, 1994-Map EQ-9). Existing LCP policies seek to preserve and enhance the character and quality of riparian and wetland habitats (EQ 4.2). A separate Creeks Management Plan and policies related to the San Lorenzo River also are part of the LCP.

**Municipal Code Regulations.** Section 24.14.080 of the City’s Municipal Code includes provisions to protect wildlife habitat and protected species for areas specified in the City’s existing General Plan

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<sup>1</sup> Mima mounds are a land form of small, distinct raised hummocks amidst shallow depressions, usually supporting native grasslands (City of Santa Cruz, 1994).

(Maps EQ-8 and EQ-9). Section 24.08.21 also regulates development adjacent to city watercourses, consistent with provisions of the adopted *City-Wide Creeks and Wetlands Management Plan*, including requirements for issuance of a “watercourse development permit.” The City of Santa Cruz also regulates heritage trees and shrubs through a Heritage Tree Ordinance. Chapter 9.56 of the City Municipal Code defines heritage trees, establishes permit requirements for the removal of a heritage tree, and sets forth tree replacement requirements as adopted by resolution by the City Council. City regulations require tree replacement for removal of a heritage tree to consist of replanting three 15-gallon size trees or one 24-inch size specimen for each heritage tree approved for removal.

**Heritage Trees.** Chapter 9.56 of the City Municipal Code defines heritage trees, establishes permit requirements for the removal of a heritage tree, and sets forth mitigation requirements as adopted by resolution by the City Council. Heritage trees are defined by size, historical significance, and/or horticultural significance, including but not limited to those which are: (1) unusually beautiful or distinctive; (2) old (determined by comparing the age of the tree or shrub in question with other trees or shrubs of its species within the city); (3) distinctive specimen in size or structure for its species (determined by comparing the tree or shrub to average trees and shrubs of its species within the city); (4) a rare or unusual species for the Santa Cruz area (to be determined by the number of similar trees of the same species within the city); or (5) providing a valuable habitat. Resolution NS-23,710 adopted by the City Council in April 1998 establishes the criteria for permitting removal of a heritage tree. City regulations require tree replacement for approved to include replanting three 15-gallon or one 24-inch size specimen or the current retail value which shall be determined by the Director of Parks and Recreation. Removal would be permitted if found in accordance with the criteria and requirements previously outlined.

### City-wide Biological Resources

The following overview is summarized from the General Plan 2030 Draft EIR (pages 4.8-6 – 4.8-15), which is incorporated by reference. (For details on natural vegetation communities and wildlife throughout the City, see pages 4.8-16 - 4.8-21.)

There are 39 miles of watercourses and numerous wetland areas in the City that convey stormwater, protect water quality, and can support diverse natural habitats and aquatic and terrestrial resources. The *City-Wide Creeks and Wetland Management Plan* (described further below) includes 25 watercourses within five primary watersheds and four other watercourses. The primary watershed areas include: San Lorenzo River, Arana Gulch Creek, Neary Lagoon, Arroyo Seco, and Moore Creek. In addition there are several other miscellaneous drainages that do not fall within these primary watersheds, including Natural Bridges Creek, Lighthouse Drainage, Pilkington Creek and Bethany Creek. Table 4.3-1 summarizes the watercourses and known wetlands addressed in the *City-Wide Creeks and Wetland Management Plan*. Figure 4.3-1 shows the major watercourses and wetlands in the City.

**TABLE 4.3-1: City Watercourses and Known Wetlands**

<b>Watershed - Watercourse</b>	<b>Watercourses</b>	<b>Known Wetlands</b>
<b>San Lorenzo River Watershed</b>	San Lorenzo River Branciforte Creek Carbonera Creek, Glen Canyon Creek Redwood Creek Pogonip Creek Tick Drainage Arroyo de San Pedro Regaldo Wagner Seep Pasatiempo Creek Jessie Street Channel Ocean Villa Creek	Salz Pond         Jessie Street Marsh
<b>Arana Gulch Creek Watershed</b>	Arana Gulch Creek, Hagemann Creek Woods Creek	
<b>Neary Lagoon Watershed</b>	Laurel Creek Bay Avenue Creek Bayona Creek Chrystal Gulch Dodero Spring Creek Longview Creek Ojos de Agua Creek	Westlake Pond Neary Lagoon     Kalkar Quarry Spring
<b>Arroyo Seco Watershed</b>	Arroyo Seco Creek	
<b>Moore Creek Watershed</b>	Moore Creek	Antonelli Pond
<b>Other Watercourses</b>	Natural Bridges Creek, Lighthouse Drainage Pilkington Creek Bethany Creek	

The City of Santa Cruz is situated along the Monterey Bay, which was designated a national marine sanctuary by the federal government in 1992. The Monterey Bay National Marine Sanctuary stretches from Cambria to the south to Marin County on the north, encompassing 276 miles of shoreline. It extends seaward an average of 30 miles from shore—covering more than 5,000 square miles of ocean. The Sanctuary—administered by the National Oceanic and Atmospheric Administration (NOAA)—was established to promote resource protection, research, education, and public use. It boasts one of the most diverse marine ecosystems in the world, including the nation’s largest kelp forest and one of North America’s largest underwater canyons.

### ***Sensitive Habitat Areas***

Sensitive habitats generally include riparian habitat and corridors, wetlands, habitats for legally protected species and CDFW Species of Special Concern, areas of high biological diversity, areas

providing important wildlife habitat, and unusual or regionally restricted habitat types. The California Natural Diversity Data Base (CNDDB), managed by CDFW, maintains a working list of “high priority” habitats for inventory (i.e., those habitats that are rare or endangered within the borders of California). CNDDB “high priority” habitats are generally considered sensitive habitats under CEQA (City of Santa Cruz, April 2012, DEIR volume).

Four habitat types found within the City of Santa Cruz are recognized as sensitive habitat types in the City’s *General Plan 2030*: freshwater wetland, salt marsh, riparian forest and scrub, and coastal prairie portions of grassland habitats. Except for freshwater wetland, these habitat types correspond to habitat types that the CNDDB has designated as “high priority.” In addition, coastal bird habitat is considered sensitive habitats because of high biological diversity. Additionally, any area supporting a special status species would also be considered a sensitive habitat. Locally, the overwintering monarch butterfly habitat is considered sensitive due to its restricted range and CNDDB ranking as rare. Its habitat is also identified in the City’s existing General Plan as being a sensitive habitat. The General Plan sets forth protocols for evaluation of sensitive habitat and sensitive species. For riparian areas, this includes compliance with the *City-Wide Creeks and Wetlands Management Plan*.

The Coastal Act defines an “environmentally sensitive area” as “any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments” (Coastal Act section 30107.5). The City’s existing certified Local Coastal Program (LCP) identifies the following sensitive habitats: wetlands, riparian habitat, grasslands, mima mounds<sup>2</sup> and habitats that support Ohlone tiger beetle, tidewater goby, burrowing owl, California brown pelican, Monarch butterfly, pigeon guillemot, black swift, Santa Cruz tarplant or American peregrine falcon (City of Santa Cruz, 1994-Map EQ-9). Existing LCP policies seek to preserve and enhance the character and quality of riparian and wetland habitats (EQ 4.2).

### ***Special Status Species***

Special-status species include species listed as threatened or endangered under provisions of the federal Endangered Species Act (ESA) and species listed as rare, threatened, or endangered under provisions of the California ESA. Species formally proposed for federal listing by the U.S. Fish and Wildlife Service (USFWS) are afforded limited legal protection under the ESA. Other special-status plant species are those on List 1A, List 1B, or List 2 of the California Native Plant Society (CNPS) *Inventory of Rare and Endangered Vascular Plants of California*, as well as wildlife species of special concern identified by the CDFW (City of Santa Cruz, April 2012, DEIR volume).

Eight special-status plant species and 39 special-status wildlife species have been identified as occurring within City limits. Three of plant species are listed: robust spineflower (*Chorizanthe robusta*), federally listed as endangered; Santa Cruz tarplant (*Holocarpha macradenia*), federally

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<sup>2</sup> Mima mounds are a land form of small, distinct raised hummocks amidst shallow depressions, usually supporting native grasslands (City of Santa Cruz, 1994).

listed as threatened and state listed as endangered; and San Francisco popcornflower (*Plagiobothrys diffusus*), state listed as endangered. Most of the locations are within publicly protected lands (Pogonip Open Space, Arana Gulch Open Space, DeLaveaga Park, and Moore Creek Preserve). Six of the wildlife species are listed: Ohlone tiger beetle (*Cicindela Ohlone*), federally listed as endangered; coho salmon (*Oncorhynchus kisutch*), federally and state-listed as endangered; steelhead rainbow trout (*Oncorhynchus mykiss*), federally listed as threatened; tidewater goby (*Eucyclogobius newberryi*), federally listed as endangered and a state-listed “Species of Special Concern”; California red-legged frog (*Rana draytonii*), federally listed as threatened and a state-listed “Species of Special Concern”; and brown pelican (*Pelecanus occidentalis*), state listed as endangered. Most of the locations of these species occur within the City are within publicly protected open space lands (City of Santa Cruz, April 2012, DEIR volume).

The City’s Local Coastal Program (LCP), Land Use Plan also identifies the following species as being sensitive species: Ohlone tiger beetle, tidewater goby, burrowing owl, California brown pelican, Monarch butterfly, pigeon guillemot, black swift, Santa Cruz tarplant and American peregrine falcon.

### ***Wildlife Movement / Corridors***

Wildlife corridors are segments of land that provide a link between these different habitats while also providing cover. Wildlife dispersal corridors, also called dispersal movement corridors, wildlife corridors or landscape linkages, are features whose primary wildlife function is to connect at least two significant or core habitat areas and which facilitate movement of animals and plants between two or more otherwise disjunct habitats (City of Santa Cruz, April 2012, DEIR volume). Three main corridors have been identified within the City that could provide connectivity between core habitats within or adjacent to the city: western corridor (Moore Creek), central corridor (San Lorenzo River and major tributaries), and eastern corridor (Arana Gulch) (City of Santa Cruz, April 2012, DEIR volume.).

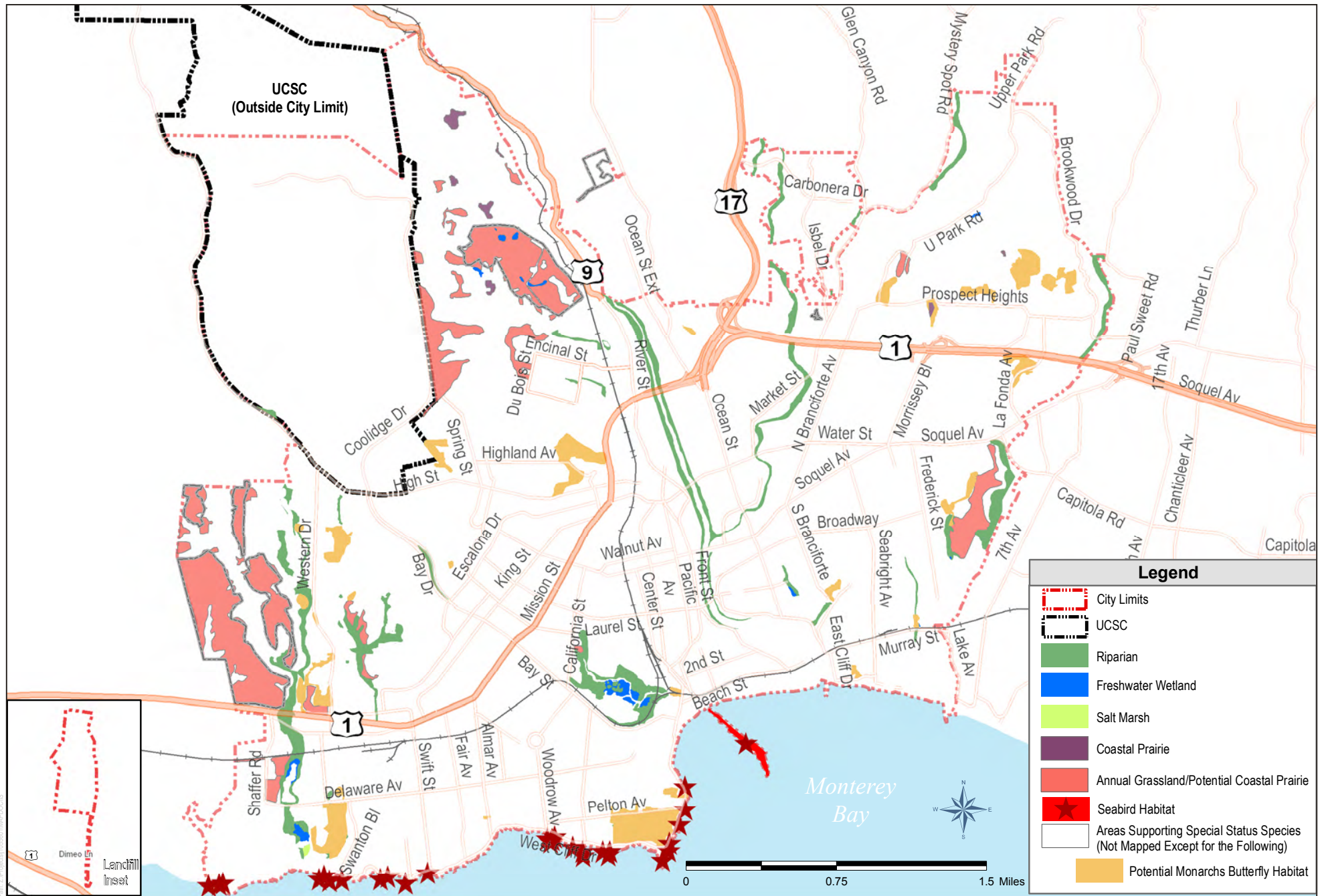
## **Biological Resources in City Parks and Open Space Lands**

A number of existing City parks and open spaces contain or are in proximity to sensitive habitat areas and/or areas known to support special-status species, while many of the City’s neighborhood parks are developed facilities within developed neighborhoods and do not contain sensitive biological resources. According to maps developed for the City’s *General Plan 2030* and included in the General Plan EIR, areas that are within a mapped sensitive habitat area (City of Santa Cruz, April 2012, DEIR volume-Figure 4.8-3) include Arana Gulch Open Space, DeLaveaga Park, Jessie Street Marsh, Moore Creek Preserve, Neary Lagoon Wildlife Refuge, Pogonip Open Space, Santa Cruz Riverwalk, Santa Cruz Wharf, and University Terrace as well as riparian habitat adjacent to other water courses throughout the City. Table 4.3-2 summarizes existing and potential location of sensitive habitat and/or special-status species in the City’s park system, and sensitive habitat areas throughout the City are shown on Figure 4.3-2. The predominant sensitive habitat found in City parks are riparian habitat, wetlands, and coastal prairie grassland.



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SOURCE: City of Santa Cruz

**DUDEK**

**FIGURE 4.3-2**  
**Sensitive Habitat Areas**

City of Santa Cruz Parks Master Plan 2030 EIR

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**TABLE 4.3-2: Major Sensitive Biological Resources  
At City Parks and Open Space Lands**

<b>Park-Open Space-Facility</b>	<b>Sensitive Habitat</b>	<b>Special Status Species</b>
Arana Gulch Open Space	<ul style="list-style-type: none"> <li>• Coastal prairie</li> <li>• Riparian</li> <li>• Potential monarch butterfly</li> </ul>	<ul style="list-style-type: none"> <li>• Santa Cruz tarplant</li> <li>• Nesting bird species</li> </ul>
Arroyo Seco Canyon	<ul style="list-style-type: none"> <li>• Riparian</li> <li>• Coastal prairie</li> <li>• Potential monarch butterfly</li> </ul>	<ul style="list-style-type: none"> <li>• Nesting bird species</li> </ul>
DeLaveaga Park	<ul style="list-style-type: none"> <li>• Coastal prairie</li> <li>• Riparian</li> <li>• Potential monarch butterfly</li> <li>• Oak woodlands</li> <li>• Wetlands</li> </ul>	<ul style="list-style-type: none"> <li>• Santa Cruz tarplant</li> <li>• California Species of Special Concern (birds)</li> <li>• Nesting bird species</li> </ul>
Jessie Street Marsh	<ul style="list-style-type: none"> <li>• Wetland</li> </ul>	<ul style="list-style-type: none"> <li>• Potential nesting bird species</li> </ul>
Moore Creek Preserve	<ul style="list-style-type: none"> <li>• Coastal prairie</li> <li>• Riparian</li> <li>• Potential monarch butterfly</li> </ul>	<ul style="list-style-type: none"> <li>• San Francisco popcornflower</li> <li>• Ohlone tiger beetle</li> <li>• California red-legged frog</li> <li>• Southwestern pond turtle</li> <li>• California Species of Special Concern (bats)</li> <li>• Nesting bird species</li> </ul>
Neary Lagoon Refuge	<ul style="list-style-type: none"> <li>• Riparian</li> <li>• Freshwater wetland</li> </ul>	<ul style="list-style-type: none"> <li>• Southwestern pond turtle</li> <li>• California Species of Special Concern (birds)</li> <li>• Nesting bird species</li> </ul>
Pogonip Open Space	<ul style="list-style-type: none"> <li>• Coastal prairie</li> <li>• Riparian forest</li> <li>• Freshwater marsh</li> <li>• Seasonal wetlands</li> </ul>	<ul style="list-style-type: none"> <li>• Robust spineflower</li> <li>• San Francisco popcornflower</li> <li>• Gairdner's yampah</li> <li>• California red-legged frog</li> <li>• Southwestern pond turtle</li> <li>• Ohlone tiger beetle</li> <li>• California Species of Special Concern (bats, birds, woodrat)</li> <li>• Nesting bird species</li> </ul>
Santa Cruz Riverwalk San Lorenzo River	<ul style="list-style-type: none"> <li>• Riparian</li> <li>• Freshwater Wetland</li> </ul>	<ul style="list-style-type: none"> <li>• Steelhead and coho salmon</li> <li>• Tidewater goby</li> <li>• Western pond turtle</li> <li>• Nesting bird species</li> </ul>
Santa Cruz Wharf	<ul style="list-style-type: none"> <li>• Sea bird habitat</li> </ul>	<ul style="list-style-type: none"> <li>• California brown pelican</li> <li>• Nesting bird species</li> </ul>
West Cliff	<ul style="list-style-type: none"> <li>• Sea bird habitat</li> </ul>	<ul style="list-style-type: none"> <li>• California brown pelican</li> <li>• Nesting bird species</li> </ul>

**SOURCE:** City of Santa Cruz *General Plan 2030* EIR, City of Santa Cruz Local Coastal Program, Pogonip Master Plan EIR, Pogonip Master Plan Amendment and New East Multi-Use Trail Mitigated Negative Declaration/Initial Study

### Existing Management Plans

A number of existing plans have been adopted by the City for management of City-owned open space areas and protection of natural resources. Plans that have elements directed at protection of biological resources are summarized below.

**City-Wide Creeks and Wetlands Management Plan.** This plan was adopted by the City in 2007 and approved by the California Coastal Commission as a LCP amendment in October 2007. The Plan provides a comprehensive approach to managing all creeks and wetlands within the City. Long-term goals to manage these resources include reduction and/or elimination of pollutants; improvement of water quality; improvement and restoration of natural habitat; and increased public awareness of the value of watershed quality. The Management Plan recommends development setbacks along each watercourse in the City based on biological, hydrological, and land use characteristics for various watercourse types. The recommended setbacks include a riparian corridor, a development setback area, and an additional area that extends from the outward edge of the development area.

The riparian corridor is adjacent to the watercourse, and is intended to provide an adequate riparian width to maintain or enhance habitat and water quality values. Allowable uses within the riparian corridor are limited. The development setback area<sup>3</sup> is the area outward from the edge of the designated riparian corridor where development is restricted, providing a buffer between the riparian corridor and development. The Creeks Plan also includes development standards and guidelines for any allowable uses in the setback areas in order to protect habitat and water quality.

**Arana Gulch Management Plan.** Arana Gulch is a City-owned greenbelt property situated along the City's eastern boundary, to the north of the Santa Cruz Small Craft Harbor. This 67.7-acre open space property features coastal prairie, riparian and oak woodland, seasonal wetlands, and the lower reaches of Arana Gulch Creek. Arana Gulch supports three sensitive habitat areas: 1) areas of Santa Cruz tarplant (*Holocarpha macradenia*), a state listed endangered species and a federally-listed threatened species 2) riparian habitat; and 3) seasonal wetlands. In addition to public access and use recommendations, the Master Plan identifies resource management areas and management guidelines for each of following areas: coastal prairie/Santa Cruz tarplant; Arana Gulch Creek riparian and wetland; and Hagemann Gulch riparian woodland. Habitat restoration efforts are underway pursuant to provisions of the Management Plan and the coastal development permit approved by the Coastal Commission for implementation of the Plan.

**Jessie Street Marsh Management Plan.** Jessie Street Marsh is a City-owned open space site located off of San Lorenzo Boulevard-East Cliff Drive and downslope of Ocean View Park. The site currently has an ad-hoc trail that extends from East Cliff Drive to Lemos Avenue.

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<sup>3</sup> The development setback width is intended to provide an appropriate water quality and habitat buffer between the riparian corridor and development within the remaining management area. New development generally would be limited in this area to landscaping and limited pervious surfaces.

In 1998, the City prepared the Jessie Street Marsh Management Plan, which includes goals to restore the marsh and improve access. The Plan identifies actions to improve hydrologic functions of the marsh (including hydrologic interaction with the San Lorenzo River), habitat restoration actions, and measures to enhance public access. Historically, Jessie Street Marsh was part of a large tidal estuary open to the San Lorenzo River. The Management Plan proposes to modify the marsh area to increase the tidal exchange with the San Lorenzo River and enhance salt/brackish marsh and freshwater marsh habitat areas. Both marsh and upland woodland habitats would also be enhanced by removing invasive, non-native plants and revegetation of degraded areas. The management approach is to maximize the biodiversity of the marsh areas and enhance the biotic resources.

The Jessie Street Marsh property was purchased by the City as part of the mitigation for the loss of park land as a result of the City's Secondary Wastewater Treatment Plant (SWTP) Modification project in 1991 ("1991 Project"). It was intended that the marsh be enhanced with riparian plantings, wetland restoration, interpretive signage and construction of an accessible trail system. The City's SWTP is located next to Neary Lagoon Park and the Neary Lagoon Wildlife Refuge.

The original 1991 Project concept contemplated removal of a total of 0.83 acres of riparian and wetland habitat (including 0.02 acre of COE jurisdictional wetland) during construction. As mitigation for the loss of habitat, the Final Supplemental Environmental Impact Report (EIR) (June, 1991) proposed as mitigation the establishment of an equal amount of riparian habitat adjacent to the SWTP on the south side of Neary Lagoon, as well as the establishment of approximately 0.6-0.9 acre of riparian habitat at Jessie Street Marsh and enhancement of approximately 0.2-0.4 acre of existing wetland at that location.<sup>4</sup>

On June 20, 1991, the Planning Commission denied the project and directed staff to create an environmentally superior design. As a result of concerns for the impact to riparian and wetland habitat, the SWTP Project design was modified to eliminate impacts to riparian or wetland habitat. The plans were revised and the final project avoided the wetland and riparian areas but the project did displace park land and open space. The modifications represented revised mitigation measures for impacts of the original proposed project on a total of 0.83 acre of riparian habitat, including 0.02 acre of Corps jurisdictional wetlands.<sup>5</sup>

The SWTP Modification Project's EIR and Addendum also identified the loss of 3.8 acres of park land and open space at Neary Lagoon as one of the significant environmental effects. On November 12, 1991, the City adopted the project's Mitigation, Monitoring, and Reporting Program (MMRP), which specified lessening or avoiding the loss of park land/open space impacts, in part, by acquiring Jessie Street Marsh, developing a management plan for the marsh, and funding capital expenditures as determined by the management plan.

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<sup>4</sup> See, Final Supplemental EIR – City of Santa Cruz Wastewater Treatment Plan Modification Program – Addition of Secondary Treatment Facilities (Jones & Stokes - June, 1991), p. 2-7.

<sup>5</sup> See, Addendum of city of Santa Cruz Wastewater Treatment Plant Modification Program Supplemental EIR: Modification of Access Road Route and Clarifier Placement to Avoid Impacts on riparian and Wetland Habitat (Jones & Stokes - August 9, 1991), p. 1-3.

The City has taken many steps to implement the MMRP to mitigate for the loss of park land/open space. In 1996, the City acquired the Jessie Street Marsh property. In 1998, the City prepared the Jessie Street Marsh Management Plan. Since adoption of the plan, the City has implemented some management actions, including control of invasive plant species and marsh vegetation management. The City has not yet funded the capital expenditures in the management plan.

**Moore Creek Management Plans.** The *Moore Creek Corridor Access and Management Plan* was prepared as a focused effort to bring together the then existing policies from the City’s General Plan and Western Drive Plan into a comprehensive document. Recommendations are included for resource management related to management of vegetation. In 2002, the City approved the *Moore Creek Interim Management Plan* which more specifically addresses management of the 246-acre Moore Creek Preserve area of the corridor. The Plan was adopted by City Council in June 2002 as an “Interim Management Plan”, not as a Park Master Plan. The document is intended to guide management of the Moore Creek Preserve until preparation/approval of a long term Park Master Plan for the property. The Interim Plan identifies three plant community resource management areas with specific management guidelines for habitat areas for three special status species as identified below; Resource Management Guidelines are included for each of these areas.

☐ Plant Communities

- Coastal Prairie
- Riparian and oak woodland (Moore Creek canyon and Wilder Creek canyon)
- Mixed eucalyptus and Monterey cypress grove (Monarch butterfly over-wintering habitat)

☐ Special Status Species

- Ohlone Tiger Beetle Habitat
- San Francisco popcorn flower habitat
- California red-legged frog habitat

**Neary Lagoon Management Plan.** Neary Lagoon is a City-owned wetland and natural area situated in the central part of the City. Acquired by the City in 1967, the 14-acre lagoon and surrounding riparian and woodland habitat within the management area total 44 acres. The outlet from the lagoon to Monterey Bay is located at Cowell Beach. The *Neary Lagoon Management Plan*, adopted by City and approved by the Coastal Commission in fulfillment of conditions of Coastal Commission approval of a coastal development permit issued to the City to construct park and wildlife refuge improvements. The Plan is a comprehensive guide that addresses public access and use, hydrology, water quality, vegetation management and habitat restoration, wildlife and fishery management, cultural resources and aesthetics. The plan addresses management of vegetation and wildlife habitat. The habitat areas include: freshwater marsh, open water, and riparian and mixed oak woodland. Habitat and wildlife/fisheries management actions include removal of non-native plant and wildlife species, maintaining a balance between freshwater marsh and open water habitat through removal of tules and cattails, sediment removal, establishing and enhancing islands within the lagoon for waterfowl, grassland restoration, and conducting annual surveys and monitoring.

**Pogonip Master Plan.** A Park Master Plan was completed in 1998 to guide the public use and resource management of Pogonip. The Pogonip Master Plan was adopted by City Council in July 1998. This long-range plan addresses public access, recreational uses, historic resource rehabilitation and preservation, and natural resource management and protection. The Plan does not include policies, but design and management guidelines are provided. The Trail Element in the Pogonip Master Plan includes trail design guidelines and management actions. The Plan envisions the restoration of the historic clubhouse, a Homeless Garden farming operation and support facilities, an outdoor education camp, improvements to trails, interpretive programs, parking improvements, and natural restoration activities.

**San Lorenzo Urban River Plan.** The *San Lorenzo Urban River Plan* (SLURP) is the outcome of a planning process initiated by City Council in 1999 to update previous plans for the San Lorenzo River that guided flood control, vegetation restoration and public access improvements along the San Lorenzo River. The Plan was adopted by the City Council in 2003 for the portion of the river south of Highway 1. Policies developed from recommendations in this plan were included in the LCP as a Coastal Commission-approved LCP amendment in 2004. The Plan contains recommendations for habitat enhancement, as well as public access and ideas to promote river-oriented development. One of the key goals of the plan is to enhance and restore biotic values of the river, creek and marsh fish and wildlife habitat.

Appendices to the *San Lorenzo Urban River Plan* include the *Lower San Lorenzo River and Lagoon Management Plan* and the *Jessie Street Marsh Management Plan*. The *Lower San Lorenzo River and Lagoon Management Plan* provides resource management and restoration recommendations within the constraints of providing flood protection. Management and restoration recommendations address: annual vegetation management; summer lagoon water level management; enhancement of the aquatic, shoreline and riparian habitats; and marsh restoration.

### 4.3.2 Impacts and Mitigation Measures

#### Thresholds of Significance

In accordance with the California Environmental Quality Act (CEQA); State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards, a project impact would be considered significant if the project would:

- BIO-1 Have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations or by the California Department of Fish and Wildlife or US Fish and Wildlife Service;
- BIO-2 Have a substantial adverse effect on federally protected wetlands as defined by Section 404 of the Clean Water Act (including, but not limited to, marsh, vernal pool, coastal, etc.) through direct removal, filling, hydrological interruption, or other means;

- BIO-3 Have a substantial adverse effect, either directly or through habitat modifications on; or substantially reduce the number or restrict the range of any species identified as a candidate, sensitive, or special status species in local or regional plans, policies, or regulations, or by the California Department of Fish and Wildlife or U.S. Fish and Wildlife Service;
- BIO-4 Interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites;
- BIO-5 Conflict with any local policies or ordinances protecting biological resources, such as a tree preservation policy or ordinance;
- BIO-6 Conflict with the provisions of an adopted Habitat Conservation Plan (HCP), Natural Community Conservation Plan (NCCP), or other approved local, regional, or state habitat conservation plan;
- BIO-7 Substantially reduce the habitat of a fish or wildlife species;
- BIO-8 Cause a fish or wildlife population to drop below self-sustaining levels; or
- BIO-9 Threaten to eliminate a plant or animal community.

### Impacts and Mitigation Measures

#### *Areas of No Project Impact*

- BIO-4 *Wildlife Corridors.* None of the recommended improvements in the Parks Master Plan would interrupt or adversely affect wildlife movement corridors. Goal IV-Policy B, Action 2h calls for identification and elimination of barriers (e.g. remove unnecessary fences, old barbed wire, and other barriers) and provide safe crossings (e.g. protect existing and promote additional wildlife crossings and use wildlife friendly fencing) to enhance wildlife movement. Goal IV-Policy A, Action 3h seeks to study, enhance and expand wildlife corridors. Furthermore, potential future development, including potential new trails, would be subject to site-specific review and would be required to comply the City's *City-wide Creeks and Wetlands Management Plan*, which establishes requirements for setbacks that would protect wildlife movement along major corridors identified in the City. Therefore, adoption and implementation of the Parks Master Plan would not directly or indirectly substantially interfere with wildlife movement or with established wildlife corridors and would result in *no impact*.
- BIO-6 *Conflicts with HCP or NCCP.* There are no adopted Habitat Conservation or Natural Community Conservation Plans in the City.
- BIO-7 *Substantially Reduce Fish or Wildlife Species Habitat.* The proposed *Parks Master Plan 2030* includes policies, goals and recommendations for improvements at park and recreational facilities that could lead to future development. As explained in Impact BIO-1 and BIO-2 below, potential impacts to sensitive habitat and special status species



would not be significant. The Plan includes policies and actions to protect habitat and wildlife areas. In addition, the recommended improvements are mostly minor or small structures that would not result in substantial ground disturbance or habitat loss and would not affect fish or wildlife habitat. None of the recommended improvements would be of a magnitude that would result in substantial habitat loss. The proposed project could result in indirect impacts to biological resources (nesting birds) that can be mitigated to a less-than-significant level as discussed in this EIR. Therefore, the Project does not have the potential to substantially reduce the habitat of fish or wildlife species.

- BIO-8 *Cause a Fish or Wildlife Population Decline.* The proposed *Parks Master Plan 2030* includes policies, goals and recommendations for improvements at park and recreational facilities that could lead to future development. As explained in Impact BIO-1 and BIO-2 below, potential impacts to sensitive habitat and special status species would not be significant. The Plan includes policies and actions to protect habitat and wildlife areas. In addition, the recommended improvements are mostly minor or small structures that would not result in substantial ground disturbance or affect fish or wildlife habitat to a degree that a fish or wildlife population would decline to a level that would be considered below self-sustaining levels. None of the recommended improvements would be of a magnitude that would result in substantial impacts on plant, fish, or wildlife populations. Therefore, the Project does not have the potential to cause a fish or wildlife species population drop below self-sustaining levels.
- BIO-9 *Threaten to Eliminate a Plant or Animal Community.* The proposed Project would not threaten to eliminate a plant or animal community. As explained in Impact BIO-1 and BIO-2 below and BIO-7 and BIO-8 above, potential impacts to wildlife habitat and species population would not be significant. The Plan includes policies and actions to protect habitat and wildlife areas. In addition, the recommended improvements are mostly minor or small structures that would not result in substantial ground disturbance or result in loss of habitat. Therefore, the Project does not have the potential to threaten to eliminate a plant or animal community.

### *Project Impacts*

- Impact BIO-1: Sensitive Habitats.** Implementation of the Parks Master Plan could result in indirect impacts to sensitive habitats as a result of future implementation of recommended improvements identified in the Master Plan, which would be avoided or minimized with implementation of policies and actions in the Parks Master Plan and the *General Plan 2030*, as well as with mitigation or other measures included in previously adopted park/open space management plans and their accompanying CEQA documents. Therefore, this is considered a *less-than-significant impact*.

Recommendations included in the Parks Master Plan could result in potential direct impacts to sensitive habitat areas if future development is not sited to avoid sensitive habitat areas. Some project areas are within or near areas of sensitive habitat, primarily in the open space areas as summarized on Table 4.3-2. Most recommended improvements are for minor improvements or addition of amenities to existing parks and facilities within developed areas that do not support sensitive habitat or special status species. No significant structural improvements or park expansion is proposed. However, recommendations in the Plan could lead to additional development of trails and small structures that could adversely affect sensitive habitats if not designed to avoid sensitive habitat areas. Within the City, the primary sensitive habitat areas are riparian and coastal prairie grassland habitats. Wetland habitats are also considered sensitive habitat areas and are addressed in Impact BIO-2 below.

Some improvements, such as trails, are proposed to be explored further at Arroyo Seco, DeLaveaga Park, Moore Creek, Pogonip Open Space, and Jessie Street Marsh. New structural development recommendations include:

- Potential restrooms at a few neighborhood parks within developed areas (Sgt. Derby Park, University Terrace Park, and Westlake Park) and restroom renovation at DeLaveaga Park;
- Permanent restroom and dressing room facilities the Audrey Stanley Grove amphitheater at DeLaveaga Park;
- Potential addition of a caretaker residence at Pogonip;
- Potential workshop and storage structure at the Wharf Yard (at Depot Park); and
- Structural renovations at the Civic Auditorium, Loudon Nelson Community Center, and Pogonip clubhouse. The Master Plan recommends implementation of the DeLaveaga Golf Course Master Plan that includes construction of a new DeLaveaga Golf Course clubhouse. However, the DeLaveaga Golf Course clubhouse is currently being remodeled, and according to City staff, a new structure would not be pursued during the 2030 timeframe of the Parks Master Plan.

Other recommendations in the Parks Master Plan that could lead to development include: consideration of new parking areas at Lower DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space; a pedestrian bridge over Branciforte Creek in Lower DeLaveaga Park; and a drone course.

At DeLaveaga Park, the Parks Master Plan recommends permanent restroom and dressing room facilities at the Audrey Stanley Grove amphitheater<sup>6</sup> and a potential pedestrian bridge over Branciforte Creek in Lower DeLaveaga Park. Permanent facilities at the amphitheater likely would be located within the existing developed footprint where temporary facilities are located, and construction would not result in significant impacts if the facilities are sited and designed to avoid areas of sensitive habitat. Future development also would be required to comply with the *City-wide Creeks and Wetland Management Plan* setbacks for the adjacent Arana Gulch watercourse. A

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<sup>6</sup>An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

pedestrian bridge over Branciforte Creek is anticipated to have the bridge abutments and supports located outside of the channel, although minor areas of riparian vegetation may be trimmed or removed. However, this type of project also would be subject to development standards in the *City-wide Creeks and Wetlands Management Plan*.

At Pogonip Open Space, potential restoration of the Pogonip Clubhouse and construction of a road, parking lot, infrastructure and other improvements are recommended. Design and siting of these facilities would be subject to management provisions in the adopted Pogonip Master Plan and adopted mitigation measures in the Pogonip Master Plan EIR.

Future trail construction could affect sensitive biological resources if not properly sited and designed to avoid sensitive resources. The proposed Parks Master Plan recommends considering additional trails at DeLaveaga Park and Moore Creek Preserve, as well as trail connections to Arroyo Seco and potential new trails at and to Pogonip Open Space. The Parks Master Plan does not recommend or identify specific trail locations or alignments, other than to support implementation of the Sycamore Trail at Pogonip, which is included in the Pogonip Master Plan and was evaluated in the Pogonip Master Plan EIR. No specific trail alignment locations are proposed at DeLaveaga or other parks and open spaces. Potential trails at DeLaveaga Park potentially could follow existing fire roads and ad-hoc trails. It is noted that the existing adopted DeLaveaga Park Master Plan identifies a trail network throughout the park, including a loop trail around the park.

The Parks Master Plan specifically calls for additional study of trail uses in open space areas. New trails would be developed as a result of conducting a study with a public process to determine appropriate locations and uses for expanded or new trails as set forth in the Parks Master Plan. Recommendations for Pogonip Open Space include conducting a trails assessment to evaluate existing trail connections and use issues that would help inform the determination of whether or not future trail modifications or improvements are appropriate, and the Master Plan specifically indicates that potential impacts and mitigations related to new or expanded trails at Pogonip would be evaluated through the CEQA process conducted for future trail projects.

No significant indirect impacts to sensitive habitat are anticipated with future use at existing parks and open space lands. The Master Plan requires new off-leash dog use areas to be completely fenced, and these types of facilities are usually small and located within existing parks and/or developed areas as evidenced by the nature and location of existing facilities. These type of facilities typically would not result in significant environmental impacts due to their small size and typical location within existing parks outside of sensitive areas. The provision of fencing within parks in developed areas would prevent impacts to sensitive species and habitat, which are primarily located in the City's open space areas.

The Parks Master Plan Goal III-Policy G, Action 1j calls for consideration of establishment of a drone course, but the Master Plan does not propose a location or description of facilities that might be considered. Potential impacts would primarily be associated with possible disturbance to birds/wildlife if a facility is sited in proximity to open space areas. However, the Master Plan includes

actions to protect habitat and prevent impacts to wildlife which would direct selection of a site away from sensitive habitat areas.

No other Parks Master Plan policies, actions or recommendations would adversely affect biological resources. Lighting is recommended at the Main Beach, Depot Park, and Neary Lagoon Park, but policies and actions in the Plan seek to direct lighting so that there is no offsite illumination or impacts on wildlife habitat (Goal 1-Policy A, Action 2).

Potentially significant impacts to sensitive habitat areas could occur without careful review, design, and construction of future improvements to facilities. No specific development is proposed as a part of the Parks Master Plan. Feasibility studies would be conducted for new trails and facilities before site designs were undertaken, and protection of sensitive biological resources and avoidance of impacts would be taken into consideration, in accordance with policies and actions in the Parks Master Plan that call for protection of sensitive habitat and species. Furthermore, the *General Plan 2030* sets forth protocols for evaluation of sensitive biological resources as part of project-specific development and environmental review. Any development within or adjacent to riparian or wetland habitat would be subject to provisions of the City-wide Creeks and Wetland Management Plan and would be required to provide the setbacks established in the Plan, which would provide protection to riparian habitat.

The Parks Master Plan includes a number of goals, policies, and actions to protect special status species and sensitive habitats, which would be implemented and would avoid or minimize potential impacts to sensitive habitat as a result of new or expanded trails or other facilities. They are identified below. In particular, the actions included with Goal IV-Policy B call for wildlife surveys prior to site-specific development or increases in use to avoid impacts to special status species and wildlife and to protect sensitive habitat. Goal IV-Policy B, Action 2n indicates that as part of the CEQA review process for new projects, potential impacts to sensitive habitat (including special-status species) for sites located within or adjacent to these areas would be evaluated and mitigated. Furthermore, Goal III-Policy F, Action 1a calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific open space area, which would include collection of usage data on existing trails and a study of impacts to wildlife and habitat to inform the decision-making process. Specific policies and actions that would avoid or minimize impacts to sensitive habitat include:

- ☐ *Goal I* and supporting policies and actions support the creation of sustainable parks, including recommended actions to select materials and native plants to enhance biodiversity and attract pollinators and birds in parks and to increase the number of trees and tree canopy to provide habitat (Policy A, Actions 1e and 1f).
- ☐ *Goal IV* and supporting policies and actions promote conservation and stewardship and seek to protect the City's natural resources, native wildlife habitats and plant communities, and environment.
- ☐ *Goal IV-Policy A*: This policy seeks to maintain and enhance natural habitats to increase biodiversity and long-term ecological function. Supporting actions call for Inventory,

monitoring, and (as needed) restoration of resources as well as improve habitat, including conversion of turf areas to native landscaping, where appropriate (Actions 1-4).

- ☐ *Goal IV-Policy B: Manage greenbelt and open spaces for conservation and to minimize recreational use impacts.*
- ☐ *Goal IV-Policy B, Action 2b: Develop management strategies for protection of sensitive wildlife habitats.*
- ☐ *Goal IV-Policy B, Action 1c: Ensure resource conservation and environmental sensitivity in project design and construction.*
- ☐ *Goal IV-Policy B, Action 1d: Evaluate new uses for potential impacts to watershed, riverine, stream, and riparian environments.*
- ☐ *Goal IV-Policy B, Action 2: Protect, maintain and enhance habitat features that are important to native wildlife and native plant communities.*
- ☐ *Goal IV-Policy B, Action 2b: Revegetate plants native to the specific habitat in buffer/setback areas adjacent to creeks and wetlands.*
- ☐ *Goal IV-Policy B, Action 2g: Discourage human intrusion into sensitive wildlife habitats by appropriate placement of facilities and trails.*
- ☐ *Goal IV-Policy B, Action 2k: Evaluate new uses for potential impacts to watershed, riverine, stream, and riparian environments.*
- ☐ *Goal IV-Policy B, Action 2m: Conserve creek, riparian, and wetland resources in accordance with the City-wide Creeks and Wetlands Management Plan, San Lorenzo Urban River Plan, Moore Creek Interim Management Plan, Jessie Street Marsh Management Plan, and the Neary Lagoon Management Plan.*
- ☐ *Goal IV-Policy B, Action 2q: Protect coastal roosts and rookeries.*
- ☐ *Goal IV-Policy B, Action 3: Protect water bodies, including wetlands from uses that would degrade their value to native species.*

The Parks Master Plan also supports continued implementation of habitat managements with the following recommendations. Specific Plan recommendations:

- ☐ *Arana Gulch Open Space: Continue to implement the Habitat Management Plan and restore the Santa Cruz tarplant population and coastal prairie, woodland, and riparian areas.*
- ☐ *Delaveaga Park: Continue to work with Resource Conservation District and implement the Arana Gulch Creek Stormwater Watershed improvement projects.*
- ☐ *Santa Cruz Riverwalk. Implement the San Lorenzo Urban River Plan.*

In addition, existing adopted management plans for some areas, such as Pogonip Open Space, Neary Lagoon, Arana Gulch, Jessie Street Marsh, and Moore Creek Preserve, provide additional management measures to avoid impacts to sensitive habitat areas. Trail development at Pogonip,

including implementation of the Sycamore Grove interpretative trail as recommended in the Parks Master Plan and also included in the *Pogonip Master Plan*, also would be subject to mitigation measures included in the Pogonip Master Plan EIR to protect special status species and sensitive habitats (BIO-1a-1j, 2e, 3) in addition to or in combination with actions specified in the Parks Master Plan and other measures that may be recommended as part of future project-specific designs and CEQA reviews.

Should new facilities or trails be proposed in the future as a result of studies undertaken pursuant to recommendations in the Parks Master Plan, specific project-site level environmental reviews may be needed once design and construction details are developed. The City's *General Plan 2030* sets forth protocols for evaluation of sensitive habitat and also includes policies for protection of sensitive habitat areas.

Implementation of the proposed *Parks Master Plan 2030* policies and actions in conjunction with compliance with provisions of the *General Plan 2030*, *City-wide Creeks Wetlands and Management Plan*, adopted parks master and management plans, and local regulations and plans would result in improvements that would be sited and designed to avoid or minimize impacts to sensitive habitat areas. Therefore, the project would not result in direct impacts to sensitive habitats, and potential indirect impacts as a result of future improvements would result in *less-than-significant impacts* to sensitive habitat areas.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact BIO-2: Wetland Habitats.** Implementation of the Parks Master Plan could result in indirect impacts to sensitive wetland habitats as a result of future implementation of recommended improvements identified in the Master Plan, which would be avoided or minimized with implementation of policies and actions in the Parks Master Plan and the *General Plan 2030*, as well as with mitigation or other measures included in previously adopted park/open space management plans and their accompanying CEQA documents. Therefore, this is considered a *less-than-significant impact*.

Implementation of recommendations included in the Parks Master Plan could result in potential direct impacts to sensitive wetland habitat areas if future development is not sited to avoid sensitive habitat areas. The primary areas of known wetland habitat occur at Neary Lagoon Wildlife Refuge, Jessie Street Marsh, DeLaveaga Park, Pogonip Open Space, and the San Lorenzo River area adjacent to Santa Cruz Riverwalk; see summary on Table 4.3-2. However, there are no recommendations for improvements in these areas that would affect wetlands.

At Jessie Street Marsh, the City began a public process in 2016 to determine how to move forward with implementing the Jessie Street Marsh Plan in consideration of safety, flooding, environmental

restoration, and access comments received from community members. A consultant was hired to put together concept plans which are based on feedback from the neighborhood in order to help facilitate public outreach. Conceptual plans were presented to the public in December 2017 that included new access, riparian revegetation, and wetland enhancement. The plans are not in a final state. Direction has neither been provided by the Parks and Recreation Commission nor City Council. The conceptual plans are based on preliminary public feedback and it would be too speculative to review the project under CEQA at this stage as no action was taken to further develop this plan. Any future project is subject to CEQA. There are no current proposals to modify the Jessie Street Marsh Management Plan. Furthermore, part of the purpose of such plans is to implement the Jessie Street Marsh Plan that would result in enhancement of existing wetland impacts without adversely impacting these habitats.

A major component of the Jessie Street Marsh Management Plan was to create a tidal exchange between the freshwater marsh and the San Lorenzo Urban River. The Parks Master Plan indicates that this was subsequently determined to be “unbuildable” during plan review by the City’s Engineers. The recommendations in the Parks Master Plan call for working through design issues and public concerns through a public process. At this time, it is not known what outcome may result from this process or whether there may be future proposed modifications to the Jessie Street Marsh Management Plan.

The Parks Master Plan includes a number of goals, policies, and actions to protect wetland habitats, which would be implemented and would avoid or minimize potential impacts to sensitive habitat as a result of new or expanded trails or other facilities. Goal IV-Policy B, Action 2n indicates that as part of the CEQA review process for new projects, potential impacts to sensitive habitat for sites located within or adjacent to these areas would be evaluated and mitigated. Specific policies and actions that would avoid or minimize impacts to sensitive habitat include:

- ☐ *Goal IV-Policy B, Action 2b:* Revegetate plants native to the specific habitat in buffer/setback areas adjacent to creeks and wetlands.
- ☐ *Goal IV-Policy B, Action 2g:* Discourage human intrusion into sensitive wildlife habitats by appropriate placement of facilities and trails.
- ☐ *Goal IV-Policy B, Action 2j:* Provide views or low impact access in riparian and wetland areas that are consistent with riparian and wetland protection
- ☐ *Goal IV-Policy B, Action 2m:* Conserve creek, riparian, and wetland resources in accordance with the City-wide Creeks and Wetlands Management Plan, San Lorenzo Urban River Plan, Moore Creek Interim Management Plan, Jessie Street Marsh Management Plan, and the Neary Lagoon Management Plan.
- ☐ *Goal IV-Policy B, Action 3:* Protect water bodies, including creek systems, riparian environments, and wetlands from uses that would degrade their value to native species.

Implementation of the proposed *Parks Master Plan 2030* policies and actions in conjunction with compliance with provisions of the *General Plan 2030*, *City-wide Creeks Wetlands and Management Plan*, adopted parks master and management plans, and local regulations and plans would result in

improvements that would be sited and designed to avoid or minimize impacts to sensitive wetland habitat areas. Therefore, the project would not result in direct impacts to wetland habitat, and potential indirect impacts as a result of future improvements would result in *less-than-significant impacts* to sensitive wetland habitat areas.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact BIO-3: Special Status Species.** Implementation of the Parks Master Plan could result in indirect impacts to special status species or their habitat areas as a result of future implementation of recommended improvements identified in the Master Plan, which would be avoided or minimized with implementation of policies and actions in the Parks Master Plan and the *General Plan 2030*, as well as with mitigation or other measures included in previously adopted park/open space management plans and their accompanying CEQA documents. Therefore, this is considered a *less-than-significant impact*.

Recommendations included in the Parks Master Plan could result in potential direct impacts to special status species or their habitat if future development is not sited and designed to avoid these areas. Some project areas are known to support special status species, primarily in the open space areas as summarized on Table 4.3-2. Most recommended improvements are for minor improvements or addition of amenities to existing parks and facilities within developed areas that do not support sensitive habitat or special status species. No significant structural improvements or park expansion is proposed, although some improvements, including restrooms, parking areas, and potential trails may occur at DeLaveaga Park, Moore Creek, and Pogonip Open Space as described in Impact BIO-1.

Future trail construction could affect special status species if not properly sited and designed to avoid sensitive resources. The proposed Parks Master Plan recommends considering additional trails at DeLaveaga Park and Moore Creek Preserve, as well as trail connections to Arroyo Seco and potential new trails at and to Pogonip Open Space. The Parks Master Plan does not recommend or identify specific trail locations or alignments, other than to support implementation of the Sycamore Trail at Pogonip, which is included in the Pogonip Master Plan and was evaluated in the Pogonip Master Plan EIR. No specific trail alignment locations are proposed at DeLaveaga or other parks and open spaces. Potential trails at DeLaveaga Park are anticipated to generally follow existing fire roads and ad-hoc trails.

The Parks Master Plan specifically calls for additional study of trails uses in open space areas. New trails would be developed as a result of conducting a study with a public process to determine appropriate locations and uses for expanded or new trails as set forth in the Parks Master Plan. Recommendations for Pogonip Open Space include conducting a trails assessment to evaluate existing trail connections and use issues that would help inform the determination of whether or not future trail modifications or improvements are appropriate, and the Master Plan specifically indicates



that potential impacts and mitigations related to new or expanded trails at Pogonip would be evaluated through the CEQA process conducted for future trail projects.

No significant indirect impacts to sensitive habitat are anticipated with future use at existing parks and open space lands. The Master Plan requires new off-leash dog use areas to be completely fenced, and these types of facilities are usually small and located within existing parks and/or developed areas as evidenced by the nature and location of existing facilities. These type of facilities typically would not result in significant environmental impacts due to their small size and typical location within existing parks outside of sensitive areas. The provision of fencing within parks in developed areas would prevent impacts to sensitive species and habitat, which are primarily located in the City's open space areas.

Potentially significant impacts to special status species and their habitats could occur without careful review, design, and construction of future improvements facilities. No specific development is proposed as a part of the Parks Master Plan. Feasibility studies would be conducted for new trails and facilities before site designs were undertaken, and protection of sensitive biological resources and avoidance of impacts would be taken into consideration, in accordance with policies and actions in the Parks Master Plan that call for protection of special status species. Furthermore, the *General Plan 2030* sets forth protocols for evaluation of sensitive biological resources as part of project-specific development and environmental review. Any development within or adjacent to riparian or wetland habitat would be subject to provisions of the *City-wide Creeks and Wetland Management Plan* and would be required to provide the setbacks established in the Plan, which would provide protection to riparian habitat.

The Parks Master Plan includes a number of goals, policies, and actions to protect special status species, which would be implemented and would avoid or minimize potential impacts as a result of new or expanded trails or other facilities. In particular, Goal IV, Policy B specifically calls for management of the City's greenbelt and open spaces for conservation and to minimize recreational use impacts. Supporting actions identify measures to protect and avoid impacts to special-status species. The actions included with Goal IV-Policy B call for wildlife surveys prior to site-specific development or increases in use to avoid impacts to special status species and wildlife and to protect sensitive habitat. Goal IV-Policy B, Action 2n indicates that as part of the CEQA review process for new projects, potential impacts to sensitive habitat (including special-status species) for sites located within or adjacent to these areas would be evaluated and mitigated. Specific policies and actions that would avoid or minimize impacts to sensitive habitat include:

- ☐ *Goal IV* and supporting policies and actions promote conservation and stewardship and seek to protect the City's natural resources, native wildlife habitats and plant communities, and environment.
- ☐ *Goal IV-Policy B*: Manage greenbelt and open spaces for conservation and to minimize recreational use impacts.
- ☐ *Goal IV-Policy B, Action 1*: Protect and enhance the habitat and populations of special status plant and animal species.

- ☐ *Goal IV-Policy B, Action 1a:* Monitor locations and conditions of special status plants and wildlife and their habitats within a park or open space.
- ☐ *Goal IV-Policy B, Action 1b:* Conduct surveys for special status plants and wildlife during the appropriate season before significant site-specific development or any unusual anticipated increase in use. Modify the project or use to avoid impacting such plants or wildlife.
- ☐ *Goal IV-Policy B, Action 2b:* Develop management strategies for protection of sensitive wildlife habitats.
- ☐ *Goal IV-Policy B, Action 1c:* Ensure resource conservation and environmental sensitivity in project design and construction.
- ☐ *Goal IV-Policy B, Action 1e:* Protect areas of special status species from negative human activities and other impacts such as erosion, trampling, and litter. Examples of protective measures include trail rerouting, educational signs, and fencing.
- ☐ *Goal IV-Policy B, Action 2:* Protect, maintain and enhance habitat features that are important to native wildlife and native plant communities.
- ☐ *Goal IV-Policy B, Action 2g:* Discourage human intrusion into sensitive wildlife habitats by appropriate placement of facilities and trails.
- ☐ *Goal IV-Policy B, Action 2q:* Protect coastal roosts and rookeries.

The Parks Master Plan also supports continued implementation of habitat management with the following recommendations:

- ☐ *Arana Gulch Open Space:* Continue to implement the Habitat Management Plan and restore the Santa Cruz tarplant population and coastal prairie, woodland, and riparian areas.

In addition, existing adopted management plans for some areas, such as Pogonip Open Space, Neary Lagoon, Arana Gulch, Jessie Street Marsh, and Moore Creek Preserve, provide additional management measures to avoid impacts to sensitive habitat areas. Trail development at Pogonip, including implementation of the Sycamore Grove interpretative trail, also would be subject to mitigation measures included in the Pogonip Master Plan EIR to protect special status species and sensitive habitats (BIO-1a-1j, 2e, 3) in addition to or in combination with actions specified in the Parks Master Plan and other measures that may be recommended as part of future project-specific designs and CEQA reviews.

Should new facilities or trails be proposed in the future as a result of studies undertaken pursuant to recommendations in the Parks Master Plan, specific project-site level environmental reviews may be needed once design and construction details are developed. The City's *General Plan 2030* sets forth protocols for evaluation of sensitive habitat and also includes policies for protection of special status species.

Implementation of the proposed *Parks Master Plan 2030* policies and actions in conjunction with compliance with provisions of the *General Plan 2030*, *City-wide Creeks Wetlands and Management*

*Plan*, adopted parks master and management plans, and local regulations and plans would result in improvements that would be sited and designed to avoid or minimize impacts to sensitive habitat areas. Therefore, the project would not result in direct impacts to sensitive habitats, and potential indirect impacts as a result of future improvements would result in *less-than-significant impacts* to sensitive habitat areas.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact BIO-4: Wildlife Breeding – Nesting Birds.** Implementation of the Parks Master Plan and future implementation of recommended improvements could result in indirect impacts to nesting birds if any are occurring within or near future construction areas. Therefore, this is a *potentially significant* impact.

Areas within the City contain trees that provide habitat for nesting birds. Some recommended improvements may affect existing mature trees or occur near nesting areas, particularly in open space areas, potentially resulting in impacts to nesting birds if any are present. Birds and active nests of all native species are protected under the federal MBTA, regardless of their lack of regulatory status (e.g., state/federal listing and species of special concern). However, the City's existing ordinances and planning documents would control future development projects' ability to alter or remove trees or shrubs. Should any trees be removed as a result of a future project, such disturbance should occur during the non-nesting bird season (mid-September through January). However, if ground-disturbing activities must occur during the breeding season (February through August) in areas of potential nesting, pre-construction nesting surveys should be conducted to determine whether any nesting species are present. Removal or disturbance during nesting season (February 1 to August 31) when these species are nesting is considered a *significant impact*.

It is noted that a number of Master Plan policies and actions seek to protect/improve nesting birds, but protection during nesting season as a result of development is not specifically addressed other than implementation of protection of resources in accordance with City plans, including the *City-wide Creeks and Wetlands Management Plan* that includes a standard for pre-construction nesting bird surveys. This requirement is also included in a Streambed Alteration Agreement issued by CDFW for City maintenance activities in stream areas. Other Master Plan policies and actions regarding trees include:

- ☐ Goal IV-Policy A, Action 3f: Ensure that clean-up efforts (for illegal uses) avoid damaging bird nests.
- ☐ Goal IV-Policy A, Action 4d: Increase bird nesting opportunities by increasing tree canopy.
- ☐ Goal IV, Policy B-Action 2e: Leave snags and fallen trees to provide cover for nesting sites.
- ☐ IV-B-2q: Protect coastal roosts and rookies in the course of activities that could disturb or disrupt breeding or loss of habitat.

The Parks Master Plan Goal III-Policy G, Action 1j calls for consideration of establishment of a drone course, but the Master Plan does not propose a location or description of facilities that might be considered. Potential impacts would primarily be associated with possible disturbance to birds/wildlife if a facility is sited in proximity to open space areas or in locations that could affect nesting birds, a *potentially significant impact*. While the Master Plan includes actions to protect habitat and prevent impacts to wildlife that would direct selection of a new or expanded part or recreational site away from sensitive habitat and wildlife areas, additional measures are required to prevent impacts to nesting birds as a result of construction of new facilities and/or future development and use of a drone course .

### **Mitigation Measures**

Implementation of the Mitigation Measures BIO-4A and BIO-4B will reduce this potential significant impact to a *less-than-significant* level. Furthermore, the proposed Parks Master Plan includes policies and actions to increase tree planting and tree canopy in the City for a number of reasons, including to increase bird nesting opportunities (Goal IV-Policy A, Action 4d).

**MITIGATION BIO-4A:** Require that a pre-construction nesting survey be conducted by a qualified wildlife biologist if future park facility construction or tree removal occurs near mature trees and wooded areas, and is scheduled to begin between March and late July to determine if nesting birds are in the vicinity of the construction sites. If nesting raptors or other nesting species protected under the Migratory Bird Treaty Act are found, construction may need to be delayed until late-August or after the wildlife biologist has determined the nest is no longer in use or unless a suitable construction buffer zone can be identified by the biologist. This measure also is a requirement of the *City-wide Creeks and Wetlands Management Plan* (Standard 12).

**MITIGATION BIO-4B:** Include an Action in the Parks Master Plan to prohibit recreational use of drones and/or establishment of a recreational drone course within sensitive habitat areas or near wildlife nesting areas that could cause disturbance or harm to breeding or nesting wildlife.

**Impact BIO-5: Conflicts with Local Ordinances.** Implementation of the Parks Master Plan and future implementation of recommended improvements would not result in conflicts with local policies and ordinances protecting biological resources, such as a tree preservation policy or ordinance. Therefore, the Project would result in *no* impact.

There are no recommendations in the Parks Master Plan that pertain to trees, except for one specific recommendation for tree pruning at Garfield Park and inclusion of several policies and actions that seek to increase tree planting and tree canopy. Any future tree trimming or tree removal would be subject to the City's regulations regarding heritage trees. The City Municipal Code defines heritage

trees, establishes permit requirements for the removal of a heritage tree, and sets forth tree replacement requirements if removal meets criteria established in the regulations. Approval of a tree removal permit automatically requires replacement trees. Removal of a heritage tree that is consistent with the criteria, provisions, and requirements set forth in City ordinances is not considered a significant impact. Since future development would be subject to City regulations, any future removal of trees would be required to comply with City requirements, and therefore, any removed heritage trees would be replaced in the ratio required by the City and no significant impacts related to conflicts with local ordinances would occur.

Overall, Implementation of the proposed Parks Master Plan could lead to more trees throughout the City with implementation of policies and actions in the Parks Master Plan. Actions included in the Master Plan regarding trees. Specific policies and actions include:

- ☐ *Goal I-Policy A, Action 1f:* Increase the number of trees and tree canopy to increase carbon sequestration, reduce heat island effect, and provide habitat.
- ☐ *Goal I-Policy A, Action 1g:* Expand the dedication planting program to plant more trees.
- ☐ *Goal VI-Policy A, Action 4c:* Increase the tree canopy and/or provide plants and features that provide habitat value in public right-of-ways, drainage areas, or on other lands managed by the Parks and Recreation Department.
- ☐ *Goal IV-Policy A, Action 4d:* Inventory trees and increase the tree canopy to increase bird nesting opportunities, improve air quality, decrease heat island effect, and increase carbon sequestration.
- ☐ *Goal IV-Policy A, Action 6b:* Maintain and expand tree canopy coverage and manage forest diseases, when necessary, to protect native biological diversity and critical ecosystem functions.
- ☐ *Goal IV-Policy A, Action 6b:* Complete an inventory to quantify the number of trees on public lands including streets, parks, and open spaces. Increase the City's urban tree canopy by 10% between 2008 and 2020.
- ☐ *Goal IV-Policy A, Action 6c:* Promote the Urban Forestry Program to provide new trees for public property, celebrate Arbor Day, and increase the number of neighborhood tree plantings. Coordinate the preservation of trees whenever possible. Expand the Heritage Tree Grant Program.

Therefore, the project would not result in conflicts with local policies and ordinances protecting biological resources, such as a tree preservation policy or ordinance., and there would be *no impact*.

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## 4.4 CULTURAL AND TRIBAL CULTURAL RESOURCES

This section analyzes potential impacts to cultural and tribal cultural resources of the proposed Parks Master Plan (Project). Under the California Environmental Quality Act (CEQA), the term “cultural resources” encompasses archaeological resources, and historic architectural resources. Pursuant to Assembly Bill (AB) 52, CEQA also considers a project’s potential impacts on tribal cultural resources. Cultural resources are further defined as follows:

- Archaeological resources are objects or structures, often below ground, that relate to previous human use of an area. Archaeological resources are often distinguished by whether they are “prehistoric” or “historic.” Prehistoric archaeological resources are connected to people who occupied the land prior to European settlement; historic archaeological resources are connected to the period of continuous European settlement forward (in much of California, this generally starts from the date of the Portolá expedition in the year 1769).
- Historic architectural resources are structures and buildings that may have historical associations with people or events of regional significance. Sometimes, historic architecture is also referred to as the “historic built environment.” In Santa Cruz County, historic architectural resources are typically associated with the Spanish, Mexican, and American periods in California’s history.
- Tribal cultural resources, defined in Section 21074(a) of the Public Resources Code, are sites, features, places, cultural landscapes, sacred places, or objects which are of cultural value to a California Native American tribe.

The section is based on a review of existing City plans and studies. This section also draws from the City of Santa Cruz *General Plan 2030* EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on cultural resources. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.4.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City’s website at: <http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments related to cultural resources were received during the public scoping period in response to the Notice of Preparation (NOP). Issues raised in these comments include:

- ☐ The Native American Heritage Commission (NAHC) provided information on tribal consultations that may be required pursuant to state law and recommended consultation with California Native tribes that are traditionally and culturally affiliated with the geographic area of the proposed project.
- ☐ The NAHC also provided recommendations for cultural resources assessment.

To the extent that issues identified in public comments involve potentially significant effects on the environment according to the California Environmental Quality Act (CEQA) and/or are raised by responsible agencies, they are identified and addressed within this EIR. Public comments received during the public scoping period are included in Appendix A.

#### 4.4.1 Environmental Setting

##### Regulatory Setting

The following overview of prehistory and history is summarized from the General Plan 2030 EIR (pages 4.9-2 - 4.9-5), which is incorporated by reference.

##### *Federal*

National Register of Historic Places. Federal regulations for cultural resources are primarily governed by Section 106 of the National Historic Preservation Act (NHPA) of 1966, which applies to actions taken by federal agencies. The goal of the Section 106 review process is to offer a measure of protection to sites that are determined eligible for listing on the National Register of Historic Places (NRHP). The criteria for determining NRHP eligibility are found in Title 36 Code of Federal Regulations (CFR) Part 60. Section 106 of the NHPA requires federal agencies to take into account the effects of their undertakings on historic properties and affords the federal Advisory Council on Historic Preservation a reasonable opportunity to comment on such undertakings.

National Historic Landmarks. National Historic Landmarks are nationally significant historic places designated by the Secretary of the Interior because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States. They are places where nationally significant historical events occurred, that are associated with prominent Americans that represent pivotal ideas that shaped the nation, that teach Americans about their ancient past, or that are premier examples of design or construction.

##### *State*

California Register of Historical Resources. The California Register of Historical Resources (CRHR) is a guide to cultural resources that must be considered when a government agency undertakes a discretionary action subject to CEQA. The CRHR helps government agencies identify, evaluate, and protect California's historical resources, and indicates which properties are to be protected from substantial adverse change (Pub. Resources Code, Section 5024.1(a)). The CRHR is administered through the State Office of Historic Preservation (SHPO) that is part of the California State Parks system. A resource must be significant at the local, state, or national level in accordance with one or more of the following criteria set forth in the State CEQA Guidelines at Section 15064.5(a)(3).



In addition to meeting these criteria, the CRHR requires that sufficient time must have passed to allow for scholarly perspective, which is generally 50 years according to SHPO publications. The CRHR also requires a resource to possess integrity, which is defined as “the authenticity of a historical resource’s physical identity evidenced by the survival of characteristics that existed during the resource’s period of significance.” Archaeological resources can sometimes qualify as “historical resources” (State CEQA Guidelines, Section 15064.5(c)(1)). In addition, Public Resources Code Section 5024 requires consultation with SHPO when a project may impact historical resources located on State-owned land.

Two other programs are administered by the state: California Historical Landmarks and California “Points of Interest.” California Historical Landmarks are buildings, sites, features, or events that are of statewide significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other historical value. California Points of Interest are buildings, sites, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other historical value.

**Native American Consultation.** Senate Bill 18 (SB 18; Government Code Sections 65352.3, 65352.4) requires that prior to the adoption or amendment of a general plan proposed on or after March 1, 2005, a city or county must consult with Native American tribes with respect to the possible preservation of, or the mitigation of impacts to, specified Native American places, features, and objects located within that jurisdiction. The project requires an amendment to the City’s General Plan and the City has complied with the requirements of SB 18.

**Assembly Bill 52 (AB 52)** went into effect July 1, 2015, and requires lead agencies to consult with all California Native American tribes that have requested formal consultation at the onset of a project, or when a NOP is released. AB 52 also establishes a new class of resources to be evaluated – Tribal Cultural Resources.

**Human Remains.** Section 7050.5 of the California Health and Safety Code states that in the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the remains are discovered has determined whether or not the remains are subject to the coroner’s authority. If the human remains are of Native American origin, the coroner must notify the Native American Heritage Commission within 24 hours of this identification. The Native American Heritage Commission will identify a Native American Most Likely Descendant (MLD) to inspect the site and provide recommendations for the proper treatment of the remains and associated grave goods. CEQA Guidelines Section 15064.5 directs the lead agency (or applicant), under certain circumstances, to develop an agreement with the Native Americans for the treatment and disposition of the remains.

**California Environmental Quality Act.** State CEQA Guidelines Section 15064.5 defines a “historical resource.” If a cultural resource in question is an archaeological resource, CEQA Guidelines Section 15064.5(c)(1) requires that the lead agency first determine if the resource is a historical resource as

defined in Section 15064.5(a). If the resource qualifies as a historical resource, potential adverse impacts must be considered in the same manner as a historical resource (California Office of Historic Preservation 2001a:5). If the archaeological resource does not qualify as a historical resource but does qualify as a “unique archaeological resource,” then the archaeological resource is treated in accordance with Public Resources Code Section 21083.2 (see also CEQA Guidelines Section 15069.5(c)(3)).

### ***Local***

The City, as part of its status as a Certified Local Government, has a historic preservation ordinance. The historic preservation ordinance (HPO) provides for the protection, enhancement, and perpetuation of significant cultural resources in the GP Area. The HPO provides the statutory framework for local preservation decisions, and contains sections governing the following topics:

- Historic District Designation (Part 2, Chapter 24.06);
- Historic Landmark Designation (Section 24.12.420);
- Archaeological Resource Procedures (Section 24.12.430);
- Procedure for Amending Historic Building Survey (Section 24.12.440);
- Procedure: New Construction in Historic Districts (Section 24.12.450);
- Historic Alteration Permit (Part 10, Chapter 24.08);
- Historic Demolition Permit (Part 11, Chapter 24.08); and
- Historic Overlay District (Part 22, Chapter 24.10).

## **Archaeological Resources**

The following overview is summarized from the General Plan 2030 Draft EIR (pages 4.9-6 – 4.9-16), which is incorporated by reference. (For details on the prehistory and history of the area see pages 4.9-6 -4.9-9).

A total of 27 documented archaeological sites have been identified within the City’s General Plan planning area, of which 20 sites are prehistoric archaeological sites and seven sites are archaeological sites with both a prehistoric and historical component (City of Santa Cruz, April 2012, DEIR volume). Diocarbon and obsidian hydration data indicate that present-day Santa Cruz was occupied beginning in the Early Period, from at least 1750 B.C. and quite possibly earlier. Two sites are considered eligible for listing in the National Register of Historic Places based on the important information they contain for understanding the prehistory of the region. The NAHC sacred lands file did not list cultural resources in the City (Ibid.).

According to maps developed for the City’s *General Plan 2030* and included in the General Plan EIR, many existing parks and facilities are located within a mapped “sensitive” archaeological area (SOURCE

V.1b-DEIR Figure 4.9-1) and/or within a “sensitive” historical archaeological area (SOURCE V.1b-DEIR Figure 4.9-3). The City’s General Plan (Action HA1.2.2) requires preparation of archaeological investigations on sites proposed for development within designated sensitive archaeological and/or historical archaeological areas, except for exempt uses within “sensitive” areas described as follows. The exemption is for minor project that generally involves spot excavation to a depth of 12 inches or less below existing grade. Exempt projects may include building additions, outdoor decks, or excavation in soil that can be documented as previously disturbed.

HA1.2.2. Require preparation of archaeological investigations on sites proposed for development within areas identified as “Highly Sensitive” or “Sensitive” on the “Areas of Historical Archaeological Sensitivity” map, except for exempt uses within “Sensitive” areas as described below, prior to approval of development permits. The investigation shall include archival research, site surveys and necessary supplemental testing as may be required, conducted by a qualified archaeologist. The significance of identified resources shall be ascertained in accordance with CEQA definitions, and impacts and mitigation measures outlined if significant impacts are identified, including, but not limited to recovery options and onsite monitoring by an archaeologist during excavation activities. A written report describing the archaeological findings of the research or survey shall be provided to the City. Minor projects with little excavation may be exempt from this requirement. Minor projects generally involve spot excavation to a depth of 12 inches or less below existing grade, or uses that have virtually no potential of resulting in significant impacts to archaeological deposits. Exempt projects may include: building additions, outdoor decks, or excavation in soil that can be documented as previously disturbed.

Additionally, the City’s accidental discovery procedures (Municipal Code Section 24.12.430) would also apply to properties in the study area in the event construction encounters unidentified archaeological deposits. This regulation requires that construction be stopped if archaeological resources are encountered during construction, and that the Planning Director be notified and the discovery analyzed. If determined to not be an archaeological resource, then construction could proceed, but, if determined to be a resource, then implementation of appropriate measures would be required.

### ***Native American Consultation***

The Parks Master Plan does not include a General Plan amendment that would require consultation with Native American tribes pursuant to SB 18. To date, no request has been made to the City of Santa Cruz for notification pursuant to AB 52. Therefore, no consultations were required or conducted as part of the preparation of this EIR.

### ***Tribal Cultural Resources***

State Assembly Bill 52, effective July 1, 2015, recognizes that California Native American prehistoric, historic, archaeological, cultural, and sacred places are essential elements in tribal cultural traditions, heritages, and identities. The law establishes a new category of resources in the CEQA called “tribal cultural resources” that considers the tribal cultural values in addition to the scientific and archaeological values when determining impacts and mitigation. Public Resources Code section 21074 defines a “tribal cultural resource” as either:

- (1) Sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are either of the following:
  - (A) Included or determined to be eligible for inclusion in the California Register of Historical Resources.
  - (B) Included in a local register of historical resources as defined in subdivision (k) of Section 5020.1.
- (2) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Section 5024.1.

### ***Historic Archaeological Resources***

Most of the City has the potential to contain historical archaeological deposits. However, some areas exceed this nominal potential and are categorized as sensitive, and other areas have heightened sensitivity due to the presence or proximity of recorded archaeological deposits. There are documented occurrences of archaeological deposits dating to the Spanish and Mexican periods in California. These eras are of high interest due to the relative paucity of intact, recoverable deposits associated with these periods. Sites associated with similar communities have had significant archaeological research value and have been found to be historically significant.

Historic development trends affect whether historical archeological deposits may be present. Two prominent historical periods occurred in Santa Cruz – the Mission Period and American Period. Mission Santa Cruz was established on the banks of the San Lorenzo River in September 1791, and quickly absorbed the surrounding Native American Ohlone population. Another colonial institution, Villa de Branciforte, was established on the other side of the San Lorenzo River across from Mission Santa Cruz in 1797. In 1834, the California missions were secularized, and Mission Santa Cruz lands came under the control of Villa de Branciforte. The second period began in 1848 when California was ceded to the United States under the Treaty of Guadalupe Hidalgo.

According to maps included in the General Plan EIR (Figure 4.9-2) and included in the General Plan, the “sensitive” historical archaeological area includes the downtown area and generally the areas to the west of Bay Street and to the east to almost Morrissey Boulevard. There are approximately 12 small neighborhood parks or recreational facilities as well as the Neary Lagoon Wildlife Refuge.

Within this designation, exemptions to archaeological investigations may apply for specified types of projects.

### **Historic Resources**

The following overview is summarized from the General Plan 2030 Draft EIR (pages 4.9-6 – 4.9-16), which is incorporated by reference. (For details on the prehistory and history of the area see pages 4.9-6 -4.9-9.)

As one of California's oldest settlements, founded in 1791, Santa Cruz has many historical buildings. As a result of the City's *Historic Preservation Plan*, adopted in 1974 as an element of the General Plan, the Historic Preservation Commission and the Historic Preservation Ordinance (Section 24.12.400 of the City's Zoning Ordinance) were established to protect the City's historic resources. Historic districts may be designated pursuant to criteria and procedures in the Zoning Ordinance as further described below. The City of Santa Cruz has designated historic buildings and landmarks as further described below. Permits are required for alteration or demolition of listed historic buildings or landmarks pursuant to the City of Santa Cruz Municipal Code Chapter 24.08 requirements.

#### ***Historic Districts***

Historic districts may be designated pursuant to criteria and procedures in the Zoning Ordinance (Part 2 of Section 24.06). A proposed historic district must be a geographically definable area possessing a significant concentration or continuity of sites, buildings, structures, or objects unified by past events, or aesthetically by plan or physical development, and the collective value of the historic district taken together may be greater than the value of each individual structure. Additionally, Part 22 of Section 24.10 of the City's Zoning Ordinance sets forth parameters for establishing historic overlay districts within the City. The purpose of this district is to provide a means to preserve and enhance areas of historic, architectural, and engineering significance located within the city.

There are two existing designated local historic districts (Mission Hill and Downtown Neighborhood) and one National Register district (Cowell Limes Work District). Potential historic districts are located in the Beach Hill and Ocean View Street neighborhoods (City of Santa Cruz, April 2012, DEIR volume). There are a couple of park or recreational facilities located in the Downtown historic district including the Loudon Nelson Community Center.

#### ***Historic Buildings and Landmarks***

In 1976, the City completed a "Historic Building Survey," which identified and evaluated historic and architecturally significant buildings. The survey, conducted by the firm of Charles Hall Page and Associates, identified 306 properties and structures on the basis of historical and cultural, environmental and architectural significance. Volume I of the survey covered architectural development in the City from approximately 1850 to 1930. The Survey's evaluation of individual buildings considered historical and architectural significance, importance to the neighborhood,

desecration of original design, and physical condition, and assigned each an overall rating of exceptional, excellent, good or fair. All properties in the 1976 survey were officially listed and protected under the City historic preservation policies and regulations (City of Santa Cruz, Santa Cruz Historic Building Survey Volume III).

In 1989, Volume II of the City Historic Building Survey was produced, which catalogues a total of 330 additional structures from three categories: significant buildings from 1930 to 1950; important structures not included in the first survey; and significant vernacular buildings from 1850 to 1910, the latter of which comprise approximately one half of the structures in Volume II. Neighborhood context was emphasized in Volume II, with a focus on contiguous rows of historic buildings. More than 250 of properties in Volume II of the Survey have been listed officially as historic resources (City of Santa Cruz, Santa Cruz Historic Building Survey Volume II). Additionally, as part of the development of Volume II, some of the properties were removed from the master list of historic properties because of demolition that occurred due to damage from the Loma Prieta Earthquake.

In 2013, Volume III of the City Historic Building survey was completed. Volume III of the Survey was prepared for the City under the direction of Leslie Dill, historic architect. The prior survey volumes were used as a framework, and the Historic Context Statement (City of Santa Cruz, 2000) as the guide, in helping identify properties that are worthy of consideration for inclusion in the City's list of historic resources. The Historic Context Statement for the City of Santa Cruz prepared by historian Susan Lehmann describes three themes for understanding the historic development of Santa Cruz: economic development from 1850 to 1950; residential, commercial and institutional architecture from 1850 to 1950; and institutions from 1850 to 1950. Volume III of the survey applies these themes to specific neighborhoods.

The City of Santa Cruz has adopted criteria under Municipal Code Section 24.12.440 for listing properties as historic resources. The property can be a building, site, or object, and to be considered, must be evaluated based on seven criteria. A historic district must meet one of two additional criteria. These criteria were also used in the preparation of the surveys.

Currently, 623 buildings (569 from Survey I/II and 54 from Survey III), 27 walls, stairways, steps or curbs, as well as 5 hitching posts, hitching rails or mounting blocks are listed in the City's Historic Survey. Buildings of greatest historical and architectural significance have been designated "landmarks" pursuant to section 24.12.430 of the City's Zoning Ordinance. Currently there are 24 designated landmarks in the City. Fourteen properties are listed on the National Register of Historic Places and the following three sites are listed in the California Historical Landmarks: Site of Mission Santa Cruz, Site of Center of Villa Branciforte and the Santa Cruz Beach Boardwalk.

Five existing community facilities are included in the City's Historic Building Survey, including:

- Civic Auditorium (Volume II)
- Depot Park – Southern Pacific Freight Depot (Volume I)
- Louden Nelson Community Center (Volume II)

- Museum of Natural History (Volume I)
- Santa Cruz Wharf (Volume I)

The Pogonip Clubhouse is not included in the City's Historic Building Survey, but was identified as a historic resource in the Pogonip Master Plan EIR (City of Santa Cruz, February 1998). Pogonip Clubhouse was found to be eligible for listing in the CRHR by the State Historical Resource Commission in 2001.

## 4.4.2 Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- CUL-1 Cause a substantial adverse change in the significance of a historical resource pursuant to Section 15064.5;
- CUL-2 Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5;
- CUL-3 Disturb any human remains, including those interred outside of formal cemeteries; or
- CUL-4 Cause a substantial adverse change in the significance of a tribal cultural resource, defined in Public Resources Code Section 21074 as either a site, feature, place, cultural landscape that is geographically defined in terms of the size and scope of the landscape, sacred place, or object with cultural value to a California Native American tribe, and that is: (i) listed or eligible for listing in the California Register of Historical Resources, or in a local register of historical resources as defined in Public Resources Code Section 5020(k); or (ii) a resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1.

CEQA defines a “*unique archaeological resource*” as an archaeological artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets one or more of the following criteria:

- Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information; or
- Has a special and particular quality such as being the oldest of its type or the best available example of its type; or
- Is directly associated with a scientifically recognized important prehistoric or historic event or person (PRC §21083.2(g)).

CEQA (Public Resources Code section 21974) defines a “*tribal cultural resource*” as either of the following:

- (1) Sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American tribe that are either of the following:
  - a. Included or determined to be eligible for inclusion in the California Register of Historical Resources.
  - b. Included in a local register of historical resources as defined in subdivision (k) of Section 5020.1.
- (2) A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Section 5024.1.

State CEQA Guidelines Section 15064.5 defines a *historical resource* as:

- A resource listed in, or determined to be eligible for listing in, the California Register;
- A resource listed in a local register of historical resources.
- Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California...Generally, a resource shall be considered by the lead agency to be “historically significant.” Generally, a resource is considered historically significant if it meets criteria for listing in the California Register of Historical Resources, including:
  - Is associated with events that made a significant contribution to the broad patterns of California’s history and cultural heritage.
  - Is associated with the lives of people important in our past.
  - Embodies the distinctive characteristics of a type, period, region, or method of construction, represents the work of an important creative individual, or possesses high artistic values.
  - Has yielded or may be likely to yield information important in prehistory or history; OR
  - A resource determined to be a historical resource by a project's lead agency.

CEQA Guidelines Section 15064.5(b) defines a “*substantial adverse change*” to a historical resource as: “physical demolition, destruction, relocation or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired. The significance of an historical resource is *materially impaired* when a project demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources or in registers meeting the definitions in Public Resources Code 5020.1(k) or 5024.1(g).”



### Impacts and Mitigation Measures

**Impact CUL-1: Historical Resources.** The proposed Project could cause a substantial adverse change in the significance of a historical resource due to future renovations of structures listed in the City's Historic Building Survey. However, this is a *less-than-significant* impact with compliance with City regulations.

The proposed project could result in renovations to locally designated historic structures. Four of the existing community facilities structures within the study area are included in the City's Historic Building Survey, and one other structure, Pogonip Clubhouse, is listed on the CRHR. The locally listed structures include the Civic Auditorium, Depot Park – Southern Pacific Freight Depot, Loudon Nelson Community Center, and the Museum of Natural History. The recommended renovation of the Civic Center and recommendations at the Loudon Nelson Community Center are expected to include mostly interior improvements that would not alter exterior features or cause a substantial adverse change in the significance of the historical resource. No structural improvements are recommended for the Museum of Natural History. Minor additions to the Depot Park Freight Depot structure are recommended to provide storage and restroom access.

Potential rehabilitation of the Pogonip Clubhouse would be in accordance with measures identified in the Pogonip Master Plan and Master Plan EIR in which plans would be developed in consultation with a professional historical architect. Potential impacts were found to be less than significant (City of Santa Cruz, April 2012, DEIR volume).

According to the State CEQA Guidelines section 15064.5(b)(3), generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995, Weeks and Grimmer), shall be considered as mitigated to a level of less than a significant impact on the historical resource. Although interior renovations typically would not be considered adverse effects, additions or changes to the exterior of a building could potentially be significant under CEQA definitions. However, with designs that meet the Secretary of Interior's Standards, any impacts would be considered less than significant.

Alterations to locally listed historic structures or landmark buildings require approval of a Historic Alteration Permit. According to section 24.08.930 of the City's Municipal Code, one of the findings for issuance of the permit is that the project complies with the Secretary of Interior Standards for rehabilitation. Therefore, required compliance with City regulations would ensure that any alterations to historic buildings would result in a less-than-significant impact.

#### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact CUL-2: Archaeological Resources.** The proposed Project would not cause a substantial adverse change in the significance of an archaeological resource. Therefore, this is a *less-than-significant* impact.

According to maps developed for the City's *General Plan 2030* and included in the General Plan EIR, many existing parks and facilities are located within a mapped "sensitive" archaeological area and/or within a "sensitive" historical archaeological area. The City's General Plan (Action HA1.2.2) requires preparation of archaeological investigations on sites proposed for development within designated sensitive archaeological and/or historical archaeological areas, except for exempt uses within "sensitive" areas described as follows. The exemption is for minor project that generally involve spot excavation to a depth of 12 inches or less below existing grade. Exempt projects may include building additions, outdoor decks, or excavation in soil that can be documented as previously disturbed.

Additionally, the City's accidental discovery procedures (Municipal Code Section 24.12.430) would also apply to properties in the study area in the event construction encounters unidentified archaeological deposits. This regulation requires that construction be stopped if archaeological resources are encountered during construction, and that the Planning Director be notified and the discovery analyzed. If determined to not be an archaeological resource, then construction could proceed, but, if determined to be a resource, then implementation of appropriate measures would be required.

Implementation of future improvements recommended in the Parks Master Plan that are located within sensitive archaeological areas would be required to prepare archaeological investigations and implement any mitigation measures should a significant impact be identified. Since most of the proposed improvements involve little or no structural development, no significant grading and excavation is expected. However, compliance with the City's policies and regulations ensure that archaeological resources are addressed and mitigated as part of potential future development and construction at City parks and/or if unknown resources are encountered during construction. Future development indirectly accommodated by the proposed Parks Master Plan would not result in a significant impact with implementation of required archaeological investigations required by the General Plan, and the project would result in a *less-than-significant impact*.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact CUL-3: Human Remains.** The proposed Project would not disturb human remains. Therefore, this is a *less-than-significant* impact.

Implementation of future improvements recommended in the Parks Master Plan that are located within sensitive archaeological areas would be required to prepare archaeological investigations and implement any mitigation measures should a significant impact be identified. Since most of the proposed improvements involve little or no structural development, no significant grading and excavation is expected. However, compliance with the City's policies and regulations ensure that human burials are addressed in accordance with state laws. The City's accidental discovery procedures (Municipal Code Section 24.12.430) would also apply to properties in the study area in the event construction encounters unidentified human remains. This regulation requires that construction be stopped if human remains are encountered during construction and sets forth the procedures to be followed on discovery of human remains. Therefore, the City's policies and regulations ensure that human remains, if identified or found, are addressed and mitigated as part of further development proposals. Thus, the project would not indirectly lead to potentially significant impacts.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact CUL-4: Tribal Cultural Resources.** The proposed Project would not cause a substantial adverse change in the significance of a tribal cultural resource. Therefore, this is a *less-than-significant* impact.

The California Public Resources Code section 21084.2 establishes that “[a] project with an effect that may cause a substantial adverse change in the significance of a tribal cultural resource is a project that may have a significant effect on the environment.” The Public Resources Code requires a lead agency to consult with any California Native American tribe that requests consultation and is traditionally and culturally affiliated with the geographic area of a proposed project. To date, no such request has been made to the City of Santa Cruz.

As discussed in Impact CUL-2, implementation of future improvements recommended in the Parks Master Plan that are located within sensitive archaeological areas would be required to prepare archaeological investigations and implement any mitigation measures should a significant impact be identified, including tribal cultural resources. Compliance with City regulations also would ensure that archaeological resources are addressed and mitigated if unknown resources are encountered during construction. Thus, the project would result in no impact to tribal cultural resources.

### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

## 4.5 GEOLOGY AND SOILS

This section analyzes geologic and soils conditions and impacts for the proposed *Parks Master Plan 2030* (Project) based on a review of existing City plans and studies. This section also draws from the City of Santa Cruz General Plan 2030 EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on geology and soils. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.5.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City’s website at: <http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding geology and soils. Public comments received during the public scoping period are included in Appendix A.

### 4.5.1 Environmental Setting

#### Regulatory Setting

##### *Federal and State*

The Uniform Building Code (UBC) is published by the International Conference of Building Officials. It forms the basis of about half of the state building codes in the United States, including California’s, and has been adopted by the California Legislature together with Additions, Amendments, and the Repeals to address the specific building conditions and structural requirements in California. The UBC defines different regions of the United States and ranks them according to their seismic hazard potential. There are four types of these regions, which include Seismic Zones 1 through 4, with Zone 1 having the least seismic potential, and Zone 4 having the highest seismic potential. Further, the UBC provides guidance on foundation design and structural engineering for a variety of soils.

The Federal Disaster Mitigation Act (DMA) of 2000 (Public Law 106-390), adopted by Congress in October 2000, requires state and local governments to develop hazard mitigation plans as a condition for federal grant assistance. The City of Santa Cruz adopted its “Local Hazard Mitigation Plan” in September 2007, which was updated in 2017. The detailed five-year plan identifies potential natural and man-made hazards, assesses their likely risk, and includes mitigation methods to reduce risks. The potential hazards identified in the plan include earthquakes and liquefaction, wildfires, floods and associated coastal storms, coastal erosion, drought, tsunamis, dam failure, and landslides. Mitigation measures proposed to address these risks include prioritized actions that include hazard

event planning, emergency preparedness coordination and education, facility upgrades, monitoring actions and other actions in response to specific hazards.

### ***State***

**Alquist-Priolo Earthquake Fault Zoning Act.** The Alquist-Priolo Earthquake Fault Zoning Act was passed by the state of California in 1972 to mitigate the hazard of surface faulting to structures for human occupancy. The purpose of the act is to prevent the construction of buildings used for human occupancy over the surface trace of active faults. The Act requires the State Geologist to establish regulatory zones (known as Earthquake Fault Zones) around the surface traces of active faults and to issue appropriate maps. Local agencies must regulate most development projects within the zones. Before a project can be permitted, cities and counties must require a geologic investigation to demonstrate that proposed buildings will not be constructed across active faults. If an active fault is found, a structure for human occupancy cannot be placed over the trace of the fault and must be set back from the fault (generally 50 feet), although local agencies can be more restrictive than state law requires (California Department of Conservation, 2007a). There are no state-delineated Alquist-Priolo fault zones in the City of Santa Cruz.

**Seismic Hazards Mapping Act.** The Seismic Hazards Mapping Act (SHMA) addresses non-surface fault rupture earthquake hazards, including strong ground shaking, liquefaction, and seismically induced landslides. The goal is to mitigate seismic hazards to protect public health and safety. Pursuant to the SHMA, the state Department of Conservation is directed to provide local governments with seismic hazard zone maps that identify areas susceptible to amplified shaking, liquefaction, and earthquake-induced landslides or other ground failures. Site-specific geotechnical hazard investigations are required by SHMA when construction projects fall within these areas. Neither the City of Santa Cruz nor any part of Santa Cruz County is located within a currently designated state-Seismic Hazard Mapping Program zone (California Department of Conservation, 2007b).

**California Building Code.** Title 24 of the California Code of Regulations, formerly known as the California Building Code (CBC), sets forth minimum requirements for building design and construction in public buildings and a large percentage of private buildings. In the context of earthquake hazards, the CBC design standards have a primary objective of ensuring public safety and a secondary goal of minimizing property damage and maintaining function during and following a seismic event. The CBC prescribes seismic design criteria for different types of structures and provides methods to obtain ground motion inputs. The CBC also requires analysis of liquefaction potential, slope instability, differential settlement, and surface displacement due to faulting or lateral spreading for various categories of construction. Recognizing that the risk of severe seismic ground motion varies from place to place, the California Building Standards Code seismic code provisions vary depending on location (Seismic Zones 0, 1, 2, 3, and 4—with 0 being the least stringent and 4 being the most stringent). The City of Santa Cruz is located in Seismic Zone 4.

**Paleontological Resources.** California Public Resources Code Section 5097.5 prohibits excavation or removal of any “vertebrate paleontological site...or any other archaeological, paleontological or

historical feature, situated on public lands, except with express permission of the public agency having jurisdiction over such lands.” Unauthorized disturbance or removal is a misdemeanor.

### ***Local***

The City’s Municipal Code Chapter 24.14 (Environmental Resource Management) includes “Conservation Regulations.” Section 24.14.030 provides “Slope Regulations” to minimize risks associated with development in areas characterized by combustible vegetation and steep and/or unstable slopes. Generally, areas with 30+ percent slopes cannot be included in the density determination for a project and prohibits development in areas of 30+ percent slopes. The regulations also include setback requirements for buildings near 30-50+ percent slopes. Section 24.14.070 requires a site-specific geotechnical investigation for all development, except projects with less than four units, in areas identified in the General Plan as having a high liquefaction potential. Section 24.16.060 requires an erosion control plan for projects located within high erosion hazard areas as designated in the General Plan or for development on slopes greater than ten percent.

The Grading Ordinance is a subset of Title 18, Buildings and Construction, of the City’s Municipal Code and is included in Chapter 18.45 – Excavation and Grading Regulations.” It provides technical regulations of grading and excavation, in conjunction with the Environmental Resource Management provisions in Chapter 24.14, in order to safeguard life, health, safety and the public welfare; protect fish and wildlife, riparian corridors and habitats, water supplies, and private and public property, and to protect the environment from the effects of flooding, accelerated erosion and/or deposition of silt. The ordinance accomplishes this by providing guidelines, regulations, and minimum standards for clearing, excavation, cuts, fills, earth moving, grading operations (including cumulative grading), water runoff and sediment control. In addition, the ordinance includes provisions regarding administrative procedures for issuance of permits and approval of plans and inspections during construction and subsequent maintenance. The City revised the Grading Ordinance in April 2004 in order to strengthen the ordinance regarding implementation of BMPs, including those for erosion and sediment control.

## **Geologic Setting**

The following overview is summarized from the General Plan 2030 Draft EIR (pages 4/1-5 through 5.10-19), which is incorporated by reference.

### ***Regional Geologic Setting***

The City of Santa Cruz is situated on the southwestern slope of the central Santa Cruz Mountains, part of the Coast Ranges physiographic province of California. The northwest-southeast structural grain of the Coast Ranges is controlled by a complex of active faults within the San Andreas fault system. Southwest of the San Andreas fault, the Coast Ranges, including the Santa Cruz Mountains, are underlain by a large, northwest-trending, fault-bounded, elongated prism of granitic and metamorphic basement rocks. The granitic and metamorphic basement is Cretaceous in age, or older,

and is overlain by a sequence of dominantly marine sedimentary rocks of Paleocene to Pliocene age and non-marine sediments of Pleistocene and Holocene age. The older sedimentary rocks are moderately to strongly deformed, with steep-limbed folds and several generations of faults associated with uplift of the Santa Cruz Mountains (City of Santa Cruz, April 2012, DEIR volume).

### ***Seismic Hazards***

The City is located in a seismically active region of California, and the region is considered to be subject to very intense shaking during a seismic event. The City of Santa Cruz is situated between two major active faults: the San Andreas, approximately 11.5 miles to the northeast and the San Gregorio, approximately nine miles to the southwest. There are no active fault zones or risk of fault rupture within the City (City of Santa Cruz, April 2012, DEIR volume).

According to maps developed as part of the City's adopted *General Plan 2030* and included in the General Plan and General Plan EIR, areas of the City that are identified as being subject to liquefaction hazards are mostly found along rivers and creeks and in the downtown area (City of Santa Cruz, April 2012, DEIR volume - Figure 4.10-4). According to maps developed as part of the City's *General Plan 2030* and included in the General Plan EIR, there are few mapped landslide areas in the City, but there may be landslides at the edges of DeLaveaga Park and Moore Creek Preserve (City of Santa Cruz, April 2012, DEIR volume - Figure 4.10-3).

### ***Soils***

Soils throughout the City vary. Soil erosion potential is the susceptibility of the soil to erosion by water or wind. The many soil types within the City are broadly separable into three principal units: 1) soils developed on marine terraces and alluvial flats along streams, 2) soils on hills and mountains developed under forest canopy, and 3) soils on hills and mountains developed under brush vegetation. The soils developed on marine terraces and stream-side alluvial flats that underlie much of the City include the Watsonville, Watsonville-Tierra, Elkhorn, Pinto, Baywood, Cropley, Danville, and Soquel soil series (City of Santa Cruz, April 2012, DEIR volume).

The City's General Plan defines erosion as "the loosening and transportation of rock and soil debris by wind, rain, or running water, and/or the gradual wearing away of the upper layers of earth. Erosion of soils is influenced by bedrock and soil types, steep slopes, and construction methods. The risk of erosion depends upon the type of soil, slope of the land, slope length, rainfall amount and intensity, and vegetation cover. Removal of vegetation and the disturbance of the ground can lead to erosion. Impervious surfaces from urban development can also concentrate runoff, causing gullying and other problems. The result may include not only the loss of valuable soils but also sedimentation of stream beds, habitat degradation, landslides and increased downstream flooding potential. In general, erosion potential increases with the steepness of slope (City of Santa Cruz, April 2012, DEIR volume).

Erosion potential is rated high to very-high on the Aptos, Ben Lomond, Bonny Doon, Elkhorn, Lompico-Felton, Nisene-Aptos, Pfeiffer, Sur-Catelli, Tierra-Watsonville, Watsonville, and Zayante soil



types. These soils are found within Pogonip, DeLaveaga Park, and portions of Moore Creek Preserve and Arroyo Seco (City of Santa Cruz, April 2012, DEIR volume).

### ***Paleontological Resources***

According to maps developed for the City's *General Plan 2030* and included in the General Plan EIR, parts of the City and some parks are located within areas of mapped geologic formations with potential paleontological resources (City of Santa Cruz, April 2012, DEIR volume, Figure 4.9-5). Four geologic units within the City are known to contain fossils: Late Pleistocene alluvium, the Purisima Formation, the Santa Cruz Mudstone, and the Santa Margarita Sandstone (City of Santa Cruz, April 2012, DEIR volume). Although Holocene alluvium is generally considered too young to contain paleontological resources, this geologic unit is moderately sensitive for paleontological resources because it is underlain by sedimentary geologic units that have a high paleontological sensitivity (Ibid.). General Plan Action HA1.2.3 requires the City to notify applicants within paleontologically sensitive areas of the potential for encountering such resources during construction and condition approvals that work would be halted and resources examined in the event of encountering paleontological resources during construction. If the find is significant, the City would require treatment of the find in accordance with the recommendations of the evaluating paleontologist. Treatment may include, but is not limited to, specimen recovery and curation or thorough documentation.

## **4.5.2 Impacts and Mitigation Measures**

### **Thresholds of Significance**

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- GEO-1 Directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death involving (i) rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area of based on other substantial evidence of a known fault; ii) strong seismic ground shaking; (iii) seismic-related ground failure, including liquefaction; or (iv) landslides;
- GEO-2 Result in substantial erosion or the loss of topsoil;
- GEO-3 Be located on a geologic unit or soil that is unstable, or would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse;
- GEO-4 Be located on an expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial direct or indirect risks to life or property;

- GEO-5 Have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater; or
- GEO-6 Directly or indirectly destroy a unique paleontological resource or site or unique geological feature.

## Impacts and Mitigation Measures

### *Areas of No Project Impact*

GEO-5 *Use of Septic Systems.* All of the City's parks and recreational facilities would be connected to City sanitary sewers and would not use septic systems, except for existing use of a septic system at Lower DeLaveaga Park. The Pogonip Clubhouse, which is not in use, was formerly served by a septic system. The Pogonip Master Plan recommends that the existing wastewater collection pipeline in Golf Club Drive be extended to serve the Clubhouse and adjacent buildings. Therefore, there would be *no impact*.

### *Project Impacts*

**Impact GEO-1: Exposure to Seismic Hazards.** The Project would not directly or indirectly cause potential substantial adverse effects, including the risk of loss, injury, or death resulting from rupture of a known earthquake fault, seismic ground shaking, landslides, or seismic related ground failure, including liquefaction, which cannot be mitigated through the use of standard engineering design techniques. This is considered a *less-than-significant* impact.

The projects recommended in the Parks Master Plan are outdoor recreational facilities without new structural development, except for several recommended restroom facilities in urban parks, restroom and ancillary buildings at the Audrey Stanley Grove amphitheater at DeLaveaga Park, and potential renovations at the Civic Auditorium, Loudon Nelson Community Center, and the Pogonip Clubhouse. The limited structural projects identified in the Plan would be subject to compliance with state and local building codes. Buildings will be required to be designed in accordance with the latest edition of the California Building Code, which sets forth structural design parameters for buildings to withstand seismic shaking without substantial structural damage. Conformance to the CBC as required by state law and the City would ensure the maximum practicable protection available for structures and their associated trenches, excavations and foundations. The continuation of design review to meet current seismic standards is the primary mitigation strategy to avoid or reduce damage from an earthquake, and seismic safety standards are a requirement for all building permits (City of Santa Cruz, September 2013). Additionally, the City's General Plan (HZ5.3.6.1) requires site specific geologic investigations by qualified professionals for proposed development in potential liquefaction areas shown on the General Plan Liquefaction Hazard Map to assess potential liquefaction hazards and requires developments to incorporate the design and other mitigation measures recommended by the investigations.

To the extent that the project will result in development that would expose people or structures to seismic shaking and liquefaction, implementation of policies in the City's adopted General Plan, compliance with building codes would ensure and other measures included in project-specific geotechnical investigations would result in *less-than-significant impacts* related to exposure of people to and substantial damage to structures as a result of seismic and geologic hazards.

### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact GEO-2: Soils and Erosion.** The proposed Project would not directly result in substantial erosion or loss of topsoil, but may result in indirect erosion impacts related to future trail development supported by the Parks Master Plan. Therefore, this is a *potentially significant impact*.

Implementation of the Parks Master Plan and future implementation of recommended improvements could result in indirect impacts related to erosion resulting from future park and recreational facility improvements. The projects recommended in the Parks Master Plan are outdoor recreational facilities without new structural development, except for several recommended restroom facilities in urban parks and restroom and ancillary buildings at the Audrey Stanley Grove amphitheater at DeLaveaga Park<sup>1</sup>. These limited structural projects identified in the Plan would be small and located on generally flat topography and would not result in significant erosion. Furthermore, compliance with City regulations regarding stormwater and erosion control measures would prevent substantial soil erosion or loss of topsoil associated with potential future development, resulting in a *less-than-significant impact*.

Future trail construction, especially on steeper slopes and in areas of high erosion potential, such as Pogonip Open Space, DeLaveaga Park, and portions of Moore Creek and Arroyo Seco, could result in soil erosion if trails are not properly designed or standard erosion control measures are not implemented. This would be considered a *potentially significant impact*. The principal risk associated with erosion in an urban or semi-urban setting is due to accelerated erosion, which is caused directly or indirectly by human activities or land management. Accelerated erosion is caused principally by grading for roads and other development and by land clearing. Both these processes remove vegetative cover that protects soils from erosion, and they change natural drainage patterns in a way that can concentrate runoff, increasing its erosive potential. Consequently, erosion hazards can be best mitigated by proper planning and implementation of erosion control measures on a site-specific basis during construction, and by implementation of permanent, fail-safe drainage systems post-construction (City of Santa Cruz, April 2012, DEIR volume).

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<sup>1</sup> An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

Concerns also have been raised in the past about mountain bike use and potential erosion impacts. Previous City reviews found that trail design is the most important issue associated with soil erosion, and potential erosion impacts can be mitigated through trail design, trail maintenance, and seasonal closures (City of Santa Cruz, October 2011). The impacts depend on trail design, site specific issues (such as soil type), and lack of trail maintenance.

Although the *Parks Master Plan 2030* calls for improvement, enhancement and expansion of trails, the Plan also clearly calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific space (Goal II-Policy F, Action 1a). Upon future completion of these studies, any proposed site-specific proposals would be subject to development of site plans and project-level environmental analysis. Furthermore, the Parks Master Plan includes specific policies and that would be implemented that would ensure appropriate designs and would avoid or minimize potential erosion impacts. The Project includes the specific policies and actions to prevent or minimize erosion:

- ☐ *Goal I-Policy A, Action 1:* Use sustainable landscaping design to prevent erosion and runoff.
- ☐ *Goal I-Policy A, Action 1h:* Continue to implement stormwater erosion best management practices to reduce runoff, erosion, and sedimentation
- ☐ *Goal III-Policy F, Action 1f:* Realign trails or perform design improvements to address runoff, erosion, steepness of grade, and/or use conflicts.
- ☐ *Goal III-Policy F, Action 1h:* Conduct trail assessments to plan for maintenance projects, grants, and volunteer efforts to help maintain trails.
- ☐ *Goal III-Policy F, Action 1i:* Create and maintain sustainable design guidelines and maintenance standards for existing trails.
- ☐ *Goal IV-Policy A, Action 5e:* Use native or sterile plants for erosion control.
- ☐ *Goal IV-Policy B, Action 2c:* Minimize potential erosion from new trails using sustainable design features and improve existing eroding trails.
- ☐ *Goal IV-Policy B, Action 3a:* Reduce erosion and sedimentation from roads and trails.
- ☐ *Goal IV-Policy B, Action 3b:* Increase bioswales to increase percolation, entrap and filter sediments and reduce stormwater runoff from developed areas.
- ☐ *Goal IV-Policy C, Action 1:* Continue to work with Resources Conservation District to reduce stormwater runoff, sedimentation, and erosion

Implementation of the proposed Parks Master Plan policies and actions would serve to avoid or minimize potential erosion from new trail development. Future trails and other new development proposed in the future also would be subject to project-level environmental review. Trail development at Pogonip, including implementation of the Sycamore Grove interpretative trail, also would be subject to mitigation measures included in the Pogonip Master Plan EIR to prevent erosion (GEO-1i-1r, WAT-1b-c) in addition to or in combination with actions specified in the Parks Master Plan. These measures include provision for seasonal trail closures to reduce trail-related erosion and

water quality impacts during the wet season. The Pogonip Master Plan also includes trail design guidelines that call for provision of drainage on trail routes and design of site-specific erosion control features. Similar measures for trail development should be applied to other areas recommended for consideration of new trails (DeLaveaga Park, Moore Creek Preserve, and Arroyo Seco) in order to prevent erosion from construction or operation.

### **Mitigation Measures**

Implementation of the Project policies and actions, provisions of adopted park plans and accompanying EIR requirements, and Mitigation Measures GEO-2A and GEO-2B below reduce potential erosion impacts from future trails and other development to a *less-than-significant level*.

**MITIGATION GEO-2A:** Implement site design and erosion control measures for new trails and other facilities in areas subject to high erosion hazards or adjacent to streams and wetland areas, including but not limited to, installation of temporary fencing on the outer edges of steep slopes and creek crossings to prevent inadvertent erosion and sedimentation from entering adjacent drainages and streams during construction; conducting grading prior to the rainy season and protecting disturbed areas during the rainy season; and revegetating disturbed cut/fill areas.

**MITIGATION GEO-2B:** Limit trail use and/or implement seasonal trail closures as needed during the rainy season to prevent erosion due to trail use.

**Impact GEO-3: Unstable Geologic Units or Soils.** The proposed Project would not be located on an unstable geologic unit or soil. Therefore, this is a *less-than-significant* impact.

Adoption and implementation of the proposed Parks and Recreation Master Plan 2030 would indirectly result in future park improvements, although no major structural development is proposed. Some recommendations describe developing new structural improvements including several recommended restroom facilities in urban parks, restroom and ancillary buildings at the Audrey Stanley Grove amphitheater at DeLaveaga Park, and potential renovations at the Civic Auditorium, Loudon Nelson Community Center, and the Pogonip Clubhouse. Development at these locations would not be located on an unstable geologic unit or soil, except locations at Pogonip and DeLaveaga Park are in proximity to areas of landslides and potential slope instability. No major structural improvements are located on coastal bluff areas.

Areas of known steep slopes and/or landslides are primarily located within managed open space areas, as well as portions of the west side of Santa Cruz in the Western Drive area and in the northeastern portion of the City in the Prospect Heights and Carbonera areas (City of Santa Cruz, April 2012, DEIR volume). In general, landsliding can be considered a potentially significant hazard where slopes exceed a gradient of about 50 percent (Ibid.). Slope instability can sometimes occur on less than 50 percent slopes, but the risk is typically much lower. Construction on steep slopes can result

in creation of unstable slopes if not properly designed. The areas subject to these constraints are limited within the City.

Section 24.14.030 of the City’s Municipal Code regulates development on steep slopes and generally prohibits development on slopes greater than 50 percent with setbacks from 30+ percent slopes. The general Plan policies and actions outlined in Table 4.10-6 also serve to reduce exposure to landslide/slope stability exposure. Policy HZ6.2 discourages development on unstable slopes with preparation of engineering geology reports where excavation and grading have the potential to create unstable slopes or be exposed to slope stability (HZ6.2.1).

With adherence to City regulations and proposed General Plan 2030 goals, policies and actions, the future development would not be located on unstable area related to landslides, slope instability or coastal bluff retreat. This is considered a *less-than-significant* impact.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact GEO-4: Expansive Soils.** Future parks improvements would not result in substantial new structural development that would be subject to expansive soils. Therefore, this is a *less-than-significant* impact.

The proposed Project could indirectly lead to improvements at existing City parks and recreational areas, and some areas may be sited on expansive soils. Expansive soils are those soils with high clay content are prone to expansion and contraction, known as “shrink-swell,” which can result in damage to building foundations, pavement, and underground utilities. These soils are undesirable for use as engineered fill or subgrade directly underneath foundations or pavement and must be replaced with non-expansive engineered fill or require treatment to mitigate their expansion potential. Expansive soils would be an issue where new structural development is proposed.

As previously indicated, no major structural development is proposed in the Parks Master Plan. Areas of limited structural include several recommended restroom facilities in urban parks, restroom and ancillary buildings at the Audrey Stanley Grove amphitheater at DeLaveaga Park, and potential renovations at the Civic Auditorium, Loudon Nelson Community Center, and the Pogonip Clubhouse. Structural designs and construction implementation in accordance with standard geotechnical/soils investigations can mitigate impacts posed by expansive or other unstable soils, i.e. unconsolidated fill. The California Building Code (Chapter 18) requires preparation of a geotechnical report for most new structures. With adherence to local and state building codes, buildings would be designed in accordance with recommendations of required geotechnical reports to prevent foundation and other structural damages. Thus, this is a *less-than-significant impact*.

**Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact GEO-6: Paleontological Resources.** The proposed Project would not directly or indirectly destroy a unique paleontological resource or site or unique geological feature. Therefore, this is a *less-than-significant* impact.

Since most of the proposed improvements involve little or no structural development, limited or no significant grading and excavation is expected. However, future construction could result in discovery of unknown paleontological resources with or without the proposed project. With application of the notification process required by the General Plan (Action HA1.2.3), future development would not result in significant impacts in the event that paleontological resources are discovered during construction, and the project would result in an indirect *less-than-significant impact* on paleontological resources.

**Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

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## 4.6 HAZARDS - WILDFIRE

This section analyzes wildfire hazards for the proposed *Parks Master Plan 2030* (Project) based on existing City plans and studies.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding wildfire hazards. Public comments received during the public scoping period are included in Appendix A.

### 4.6.1 Environmental Setting

#### Regulatory Setting

The Federal Disaster Mitigation Act (DMA) of 2000 (Public Law 106-390), adopted by Congress in October 2000, requires state and local governments to develop hazard mitigation plans as a condition for federal grant assistance. The City of Santa Cruz adopted its “Local Hazard Mitigation Plan” in September 2007. The detailed five-year plan identifies potential natural and man-made hazards, assesses their likely risk, and includes mitigation methods to reduce risks. The potential hazards identified in the plan include wildfires. Mitigation measures proposed to address these risks generally include prioritized actions that include hazard event planning, emergency preparedness coordination and education, facility upgrades, monitoring actions and other actions in response to specific hazards. The mitigation plan will be reviewed and updated every five years.

The Uniform Fire Code published by the International Fire Code Institute and the Uniform Building Code (adopted in California as the California Building Standards Code) published by the International Conference of Building Officials both prescribe performance characteristics and materials to be used to achieve acceptable levels of fire protection. Amendments to the California Building Standards effective in 2008 increased the requirements for defensible space and require more fire-resistant building materials and design than prior codes in areas identified as having severe fire hazards.

#### City Wildfire Hazards

##### *Fire Hazard Severity Zone Maps*

The City of Santa Cruz State Responsible Areas (SRA) have been evaluated in Cal Fire’s Hazard Severity Zone Map. The city is surrounded by Moderate and High SRA Fire Hazard Safety Zones. The area within the City, however, is incorporated in the mapping system as a Local Responsibility Area (California Department of Forestry and Fire Protection, 2007b).

The City of Santa Cruz Local Responsibility Areas (LRA) have also been evaluated in Cal Fire’s Hazard Severity Zone Map. DeLaveaga Park, DeLaveaga Golf Course, Pogonip Open Space, Moore Creek, and Natural Bridges State Park are designated LRA Moderate Fire Hazard Safety Zones. Arroyo Seco

Canyon and the southwest portion of DeLaveaga Park are designated LRA High Fire Hazard Severity Zones (California Department of Forestry and Fire Protection, 2007a).

According to maps developed as part of the City's recently adopted *General Plan 2030* and included in the General Plan EIR and General Plan, all of the City's open space areas are located in extreme or high fire hazard areas (City of Santa Cruz, April 2012, DEIR volume). Other City parks are generally in developed areas and not located within mapped wildland fire hazard areas. The City of Santa Cruz has initiated a number of wildfire mitigation programs in the past at City greenbelt lands, including the DeLaveaga Vegetation Management Program. The City also continues to maintain and develop cooperative agreements with the County, UCSC, the California Department of Forestry, and other fire protection agencies to collaboratively avoid or minimize the threat from wildland/urban interface fires (Ibid.).

### ***City Wildfire Hazard Assessments and Vulnerability***

The City has identified potential wildland fire hazards, including a description of the type, location, and extent of all natural hazards that can affect the jurisdiction as part of its Local Hazard Mitigation Plan (LHMP) (2007-2012) and Five Year Update Plan (2012-2017). A second Five Year update plan (2017-2022) was undertaken to incorporate much of the prior LHMP versions, in addition to any new identified risks, update hazards/risks, and revisions to any necessary documents. The LHMP represents the City's commitment to reduce risks from natural and other hazards and serves as a basis for the California Office of Emergency Services to provide technical assistance and to prioritize project funding as pursuant to the Code of Federal Regulations [CFR] §201.6.

The LHMP defines wildland fire as any unwanted fire involving outdoor vegetation, which may include forest, rangeland, crop fields, vacant lots, highway medians, parks and golf courses. Life hazards and potential economic losses in wildland areas have increased greatly, and the increase in human activity has multiplied the number and variety of potential sources of ignition.

The City of Santa Cruz has five wildland/urban interface areas including three areas designated as mutual threat zones. Mutual threat zones are defined as geographical areas where a wildfire would threaten property within the Santa Cruz protection district as well as property covered by another fire protection service. Mutual threat zones areas in and around DeLaveaga Park, Pogonip, and the Arroyo Seco/Meder Canyon area have been identified as non-State Responsibility Areas (SRA) in which any fire is considered a threat to adjacent State Responsibility Areas. These geographical areas are designated mutual threat zones because of the urban development that has occurred along their canyons and the vegetation that is considered significant. Open space areas and adjacent property within Santa Cruz County are at risk of wildland fires. Additional areas of concern for these wildland/urban interface zones include the Arana Gulch property, Lighthouse Field, the Moore Creek Preserve as well as other smaller wildland/Urban Interface areas through the city.

The City is at risk of wildland fires because of topography and vegetation that is found in and around the City. Some canyon areas have steep slopes with dense strands of eucalyptus trees, conifers,

chaparral species and other vegetation, which may increase the potential for fires with the intensity that may threaten a large number of homes located around the canyon and the top of steep slopes. A fire in these canyons would be expected to spread rapidly. Without fuel modification and/or management, eucalyptus litter, shrubs, and un-mowed grass would generate enough heat to cause shrubs, eucalyptus, or oak canopies to ignite, distributing embers widely and producing enough heat to potentially involve structures. Un-mowed grass and eucalyptus litter comprise the highest flash point type of fuels encountered in Santa Cruz. Additionally, trees with low branches and shrubs are most likely to serve as ladder fuel to enable fires beneath to spread into the tree canopy or crown, in which event embers may be expected to be cast through the neighborhood and potentially cause several additional fires.

The marine influence provides a high moisture content in most of the wildland fire risk areas. Winds tends to blow from the ocean upslope. However, in the fall, “sundown winds”, defined as strong, warming, downslope winds that develop over the southern slopes of mountains in late afternoons and evenings can occur north/northeast towards the ocean, posing a very serious threat during the height of fire season,. The wind speeds may exceed 20 mph and the temperate may exceed 80°F.

The City has included a risk assessment in the LHMP that includes a description of the jurisdiction’s vulnerability to the wildfire hazards and the impacts that each hazard would have on the community. Although the majority of Santa Cruz City is urban, it is surrounded by a greenbelt. As indicated above, the park areas most susceptible to wildfires within the City are: Pogonip, DeLaveaga Park, Moore Creek Preserve, Arana Gulch, and Arroyo Seco Canyon. The vulnerability of these areas is primarily due to limited access and transient use. A wildfire could have a devastating impact on the community. The majority of wildland fire areas are in proximity to residential or open space areas. Critical facilities have been identified within wildfire hazard areas and include the historic Pogonip Clubhouse, DeLaveaga Golf Course and associated buildings, and some park structures.

### ***City of Santa Cruz Wildfire Hazard Mitigation Goals***

The City’s LHMP considers mitigation options to help reduce the vulnerability of wildfire damage. Wildland/urban interface fires have been recognized as a threat to the City of Santa Cruz in the past. Climate change impacts through changing precipitation patterns (shorter more severe winters and longer, dryer summers) are expected to exacerbate this wildfire threat; rising temperatures may also contribute to increased wildfires (City of Santa Cruz, 2013). As housing development increases, there is an associated increased risk in the urban rural interface. In addition, the City does not have the resources to adequately police and protect open space area. This inadequate policing increases the frequency of illegal camping, which can result in fires in limited access and canyon areas.

The mitigation strategies provided in the LHMP serve as a potential blueprint for losses identified in the risk assessment. The primary mitigation strategy is vegetation management. Vegetation management within the City of Santa Cruz include vacant lots, streets, islands, alleys, and greenbelt areas. Some practices may include frequent mowing and abatement of vegetation in these areas, and these activities continue on an annual basis. The City continues to maintain and develop collaborative

agreements to avoid or minimize the threat from wildland/urban interface fires. Some of the agencies include Santa Cruz County, UCSC, the California Department of Forestry and other fire protection agencies. Furthermore, building partnerships with other City departments, particularly Parks and Recreation and Police, in patrolling wildland areas, is critical to mitigation efforts when staff resources are limited.

The mitigation strategies include a comprehensive range of specific mitigation actions to be considered to reduce the effects of each hazard as follows:

- Cooperative fire protection agreements with other agencies
- Reductions of fire risk in wildland/urban interface areas through improved vegetation management and appropriate code enforcement
- Promotion of built-in fire extinguishing and warning fire alarm systems
- Creation of practice (not reactive) hazard abatement program
- Land use planning to reduce incidence of human caused wildfire
- Adequate staffing to meet needs of City population and development
- Fire prevention programs in schools, institutions, and commercial buildings

## 4.6.2 Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- |       |  |
|-------|--|
| HAZ-1 | Impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan;   |
| HAZ-2 | Expose people or structures, either directly or indirectly, to a significant risk of loss, injury, or death involving wildland fires; or   |
| HAZ-3 | If located in or near state responsibility areas or lands classified as very high fire hazard severity zones, <ul style="list-style-type: none"><li>• Substantially impair an adopted emergency response plan or emergency evacuation plan;</li><li>• Due to slope, prevailing winds, and other factors, exacerbate wildfire risks, and thereby expose project occupants to, pollutant concentrations from a wildfire or the uncontrolled spread of a wildfire;</li><li>• Require the installation or maintenance of associated infrastructure (such as roads, fuel breaks, emergency water sources, power lines, or other utilities) that</li></ul> |

may exacerbate fire risk or that may result in temporary or ongoing impacts to the environment; or

- Expose people or structures to significant risks, including downslope or downstream flooding or landslides, as a result of runoff, post-fire slope instability, or drainage changes.

## Impacts and Mitigation Measures

### *Areas of No Project Impact*

- HAZ-1 *Emergency Response.* The City of Santa Cruz has an Emergency Operations Plan (EOP) that details the City's concept of operations in response to disasters. The EOP outlines how information and resources are coordinated for disasters or threat of disasters. The City of Santa Cruz Emergency Operations Center Manager endeavors to conduct annual trainings, tabletop exercises, and other drills that support the preparedness and response capabilities of city staff and the readiness of the Emergency Operations Center. Information updates and tabletop discussions are conducted to clarify staff roles and responsibilities in the EOC, in the Department Operations Centers (DOCs), and in the field to help protect people and property (City of Santa Cruz, April 2012, DEIR volume).

The proposed Parks Master Plan does not include a change to the existing circulation pattern within the City, although new bicycle and pedestrian facilities may be added in the future. Implementation of the Parks Master Plan improvements and projects would not physically interfere with emergency response or evacuation routes. The project will not significantly impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan, and there would be *no impact*.

- HAZ-3 *Wildland Fire Hazard.* The City of Santa Cruz is surrounded by Moderate and High State Responsibility Area, is incorporated in the mapping system as a Local Responsibility Area. Several open space areas are identified as Moderate and High Fire Hazard zones, including DeLaveaga Park and Golf Course, Pogonip, Moore Creek, and Arroyo Seco. Existing recreational structures (Pogonip and DeLaveaga Golf Course clubhouses) are proposed for renovation or reconstruction for the golf course clubhouse, the proposed Parks Master Plan would not directly or indirectly result in new residential development and would not expose occupants to pollutant concentrations from a wildlife. None of the recommendations included in the Master Plan for the City's open space lands would result in impairment of an adopted emergency response plan as discussed in HAZ-1 above, would not require installation of infrastructure that could exacerbate a fire, or expose people to significant risks. Therefore, there would be *no impact*.

**Impact HAZ-2: Exposure to Wildland Fire Hazard.** The proposed Project would not expose people or structures to wildland fires. Therefore, this is a *less-than-significant* impact.

Most recommended improvements included in the Parks Master Plan are for minor improvements or addition of amenities to existing parks and facilities within developed areas. No significant structural improvements or park expansion is proposed. New structural development recommendations include:

- Potential restrooms at a few neighborhood parks within developed areas (Sgt. Derby Park, University Terrace Park, and Westlake Park) and restroom renovation at DeLaveaga Park;
- Permanent restroom and dressing room facilities the Audrey Stanley Grove amphitheater at DeLaveaga Park<sup>1</sup>;
- Potential addition of a caretaker residence at Pogonip;
- Potential workshop and storage structure at the Wharf Yard (at Depot Park); and
- Structural renovations at the Civic Auditorium, Loudon Nelson Community Center, and Pogonip clubhouse, as well as construction of a new DeLaveaga Golf Course clubhouse.<sup>2</sup>

Construction of parks and recreational facilities would not create habitable structures, e.g., residential structures, and would not expose people to a significant risk related to injury or damage or create a new risk of fire. The Project could result in additional use at some facilities, and in particular at the Audrey Stanley Grove outdoor amphitheater in DeLaveaga Park with potential expanded use. However, continued implementation of fire prevention measures that have been undertaken throughout the City as set forth in the City's Local Hazard Mitigation Plan would minimize risks. Therefore, impacts resulting from the potential exposure of people or structures to a significant risk of loss, injury or death involving wildland fires, including wildlands adjacent to urbanized areas or when residences are intermixed with wildlands, are considered *less than significant*.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

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<sup>1</sup>An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

<sup>2</sup> While a new clubhouse is identified in the 2002 Golf Course Master Plan, it is noted that the existing clubhouse is undergoing substantial renovations, and a new clubhouse is not envisioned during the timeframe of the Parks Master Plan.

## 4.7 HYDROLOGY AND WATER QUALITY

This section analyzes geologic and soils conditions and impacts for the proposed *Parks Master Plan 2030* (Project) based on a review of existing City plans and studies. This section also draws from the City of Santa Cruz General Plan 2030 EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on hydrology and water quality. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.7.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at: <http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding hydrology and water quality. Public comments received during the public scoping period are included in Appendix A.

### 4.7.1 Environmental Setting

#### Regulatory Setting

The following overview summarizes key regulations regarding hydrology and water quality. See the General Plan 2030 EIR (DEIR volume, pages 4.7-1 – 4.7-5), which is incorporated by reference, for further discussion on regulations.

##### *Federal and State Regulations*

The Federal Emergency Management Agency (FEMA) – a former independent agency that became part of the new Department of Homeland Security in March 2003 – is tasked with responding to, planning for, recovering from, and mitigating against disasters. Formed in 1979 under an executive order by President Jimmy Carter to merge many of the separate disaster-related responsibilities of the federal government into one agency, FEMA is responsible for determining flood elevations and floodplain boundaries based on U.S. Army Corps of Engineers' and approved agencies' studies and for coordinating the federal response to floods, earthquakes, hurricanes, and other natural or man-made disasters and providing disaster assistance to states, communities and individuals. FEMA distributes the Flood Insurance Rate Maps (FIRMS), which are used in the National Flood Insurance Program (NFIP). These maps identify the locations of special flood hazard areas (SFHAs), including the 100-year flood zone.

The U.S. Environmental Protection Agency (EPA) is the lead federal agency responsible for water quality management. The Clean Water Act of 1972 (CWA, codified at 33 United States Code Sections

1251-1376) is the primary federal law that regulates the discharge of pollutants to waters of the United States from any point source. Section 401 of the CWA requires water quality certification for any activity, including the construction or operation of a facility, which may result in any discharge into navigable waters. Section 404 of the CWA requires a permit for the discharge of dredged fill material into navigable waters at specified disposal site. In 1987, amendments to the CWA added Section 402(p), which establishes a framework for regulating non-point source stormwater discharges under the National Pollutant Discharge Elimination System (NPDES). Various elements of the CWA address water quality, and they are discussed below.

The California State Water Resources Control Board (State Board) and the nine Regional Water Quality Control Boards (RWQCB) have the responsibility in California to protect and enhance water quality, both through their designation as the lead agencies in implementing the Section 319 non-point source program of the federal Clean Water Act, and through the state's primary water pollution control legislation, the Porter-Cologne Water Quality Control Act of 1969, codified in Division 7 of the California Water Code). Under the Act, the State must adopt water quality policies, plans, and objectives that protect the State's waters for the use and enjoyment of the people. Such "waters of the State" include streams, groundwater, isolated wetlands, and other bodies of water that are not under federal jurisdiction as "waters of the United States" (under the Clean Water Act). The Act sets forth the obligations of the SWRCB and RWQCBs to adopt and periodically update water quality control plans (Basin Plans). Basin Plans are the regional water quality control plans required by both the CWA and Porter-Cologne Act in which beneficial uses, water quality objectives, and implementation programs are established for each of the nine regions in California. The Act also requires waste dischargers to notify the RWQCBs of their activities through the filing of Reports of Waste Discharge (RWD) and authorizes the SWRCB and RWQCBs to issue and enforce waste discharge requirements (WDRs), National Pollutant Discharge Elimination System (NPDES) permits, Section 401 water quality certifications, or other approvals.

Urban runoff and other "non-point source" discharges are regulated by the 1972 Federal Clean Water Act (CWA), through the National Pollutant Discharge Elimination System (NPDES) permit program that has been implemented in two phases through the California Regional Water Quality Control Boards (RWQCB). Phase I regulations, effective since 1990, require NPDES permits for stormwater discharges for certain specific industrial facilities and construction activities, and for municipalities with a population size greater than 100,000. Phase II regulations expand the NPDES program to include all municipalities with urbanized areas and municipalities with a population size greater than 10,000 and a population density greater than 1,000 persons per square mile. Phase II regulations also expand the NPDES program to include construction sites of one to five acres (City of Santa Cruz, April 2012, DEIR volume).

Construction activity on projects that disturb one or more acres of soil must obtain coverage under the State's General Permit for Discharges of Storm Water Associated with Construction Activity (Construction General Permit, 99-08-DWQ). Construction activity subject to this permit includes clearing, grading, and disturbances to the ground such as stockpiling or excavation. The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention



Plan (SWPPP). The SWPPP must list best management practices (BMPs) that the discharger will use to protect stormwater runoff and the placement of those BMPs.

### *Local Regulations*

**Stormwater Management Program.** The City of Santa Cruz (City) has developed a Storm Water Management Program (SWMP) in order to fulfill the requirements of the Phase II NPDES General Permit for Discharges of Storm Water from Small Municipal Separate Storm Sewer Systems (MS4) (General Permit) and to reduce the amount of pollutants discharged in urban runoff. In compliance with the Phase II regulations, the City's comprehensive SWMP is designed to reduce the discharge of pollutants to the Maximum Extent Practicable (MEP) and to protect water quality (City of Santa Cruz, April 2012, DEIR volume).

In 1998, the City of Santa Cruz adopted an ordinance for "Storm Water and Urban Runoff Pollution Control" (Chapter 16.19 of the city's Municipal Code) as part of its Storm Water Management Program in accordance with the RWQCB's requirements. The ordinance identifies prohibited discharges and required BMPs for construction and new development. City regulations (Municipal Code section 16.19.140) requires that any construction project, including those undertaken under any permit or approval granted pursuant to Titles 15 (Streets and Sidewalks), 18 (Buildings and Construction), and 24 (Zoning) of the City Code, shall implement BMPs including the City's mandatory BMPs as detailed in the latest BMP manual published by the City's Public Works Department. BMPs shall be maintained in full force and effect during the duration of construction of a project. The City's BMP manual requires a development project to include a structural or treatment control BMPs, or a combination of BMPs, to reduce potential pollutant loadings in storm water runoff to the maximum extent practicable.

As indicated above, construction activity on projects that disturb one or more acres of soil must obtain coverage under the State's General Permit for Discharges of Storm Water Associated with preparation and implementation of a SWPPP and BMPs to protect water quality during construction. The proposed project would result in grading and development that would disturb over one acre, and thus, the project would be subject to preparing a SWPPP. The City's regulatory requirements and BMPs, as detailed in the "Stormwater Best Management Practices Manual" published by the City's Public Works Department, must be implemented.

The project is subject to the Central Coast Post-Construction Requirements that were enacted by the CCRWQCB in July 2013. Based on the amount of impervious area created by the project, which is greater than 22,500 SF, the project must meet Tiers 1 thru 4 (Site Design, Water Quality Treatment, Runoff Retention and Peak Flow Management).

**Municipal Code Requirements.** The Zoning Ordinance, Title 24 of the Municipal Code, currently contains provisions to ensure that new development is designed and constructed in a manner that limits alteration of drainage patterns, prevents erosion, and minimizes long-term impacts on water quality. Chapter 24.14 – Environmental Resource Management – contains a section on Conservation Regulations that includes general provisions for drainage and erosion controls. Section 24.14.050 requires that a drainage plan be submitted for projects, both large and small, when existing drainage patterns would be altered by new construction. A drainage plan must be submitted and reviewed as part of the project approval. In addition, the ordinance requires that stormwater runoff resulting from project development be minimized.

Section 24.14.060 requires preparation and implementation of an erosion control plan for all projects within or adjacent to an erosion hazard area and for development proposals located on slopes in excess of 10 percent. The section sets forth the requirements for the plan.

The Grading Ordinance is a subset of Title 18, Buildings and Construction, of the City’s Municipal Code and is included in Chapter 18.45 – Excavation and Grading Regulations.” It provides technical regulations of grading and excavation, in conjunction with the Environmental Resource Management provisions (Municipal Code, Title 24, Chapter 24.14), in order to safeguard life, health, safety and the public welfare; protect fish and wildlife, riparian corridors and habitats, water supplies, and private and public property, and to protect the environment from the effects of flooding, accelerated erosion and/or deposition of silt. The ordinance accomplishes this by providing guidelines, regulations, and minimum standards for clearing, excavation, cuts, fills, earth moving, grading operations (including cumulative grading), water runoff and sediment control. In addition, the ordinance includes provisions regarding administrative procedures for issuance of permits and approval of plans and inspections during construction and subsequent maintenance. Section 18.45.110 also provides erosion control requirements for cut/fill slopes in addition to the requirements outlined in Section 24.14.060.

### Regional Hydrological Setting

The City of Santa Cruz encompasses approximately 12 square miles between the Monterey Bay and the Santa Cruz Mountains and lies on a narrow coastal plain at the mouth of the San Lorenzo River. A total of 39 miles of watercourses occur within the City (City of Santa Cruz, April 2012, DEIR volume).

The San Lorenzo River, the major watercourse through the City, originates in the Santa Cruz Mountains. The river flows through the center of the City and forms a major physical feature of the region. The downtown area of the City of Santa Cruz is situated on the floodplain of the lower San Lorenzo River. The City also supports four other major watersheds and several miscellaneous watercourses, ranging from numerous perennial, spring-fed streams on the west side of the City to intermittent streams located on the east side of the City. Table 4.3-1 in section 4.3, Biological Resources, identifies the watersheds and watercourses within the City, which are summarized on pages 4.7-6-7 of the General Plan Draft EIR, which is incorporated by reference.

### **Stormwater Drainage System**

The City's storm drain system is comprised of a wide variety of conveyance systems such as underground pipes, small open drainage channels, creeks, and the San Lorenzo River. The system includes numerous storm drain inlets and catch basins (approximately 1,450) throughout the City, and five pump stations that discharge stormwater directly into the San Lorenzo River. In addition, along both the east and west sides of the City, there are stormwater outfalls that discharge onto the beaches or cliffs, and into Monterey Bay (City of Santa Cruz, April 2012, DEIR volume).

There is approximately 50 miles of underground storm drain system pipeline in the City. The majority of pipes are comprised of concrete. Old pipelines still remain that are comprised of clay, while new pipelines installed by the City are either made of PVC or high-density polyethylene (HDPE). The typical pipeline diameter is 12-15 inches although both smaller and larger pipelines, up to 72 inches, exist. Maintenance and repair of the City's storm drain system is conducted by the Public Works Department (City of Santa Cruz, April 2012, DEIR volume).

In general, the City's downtown area drains to the San Lorenzo River. Although some stormwater reaches the river by absorption and gravity, the five pump stations along the river were installed in order to transfer the majority of the stormwater over (actually through) the river levees. There are three pump stations located on the west side of the river and two on the east side. The west side pump stations are located at Broadway and in Beach Flats area. The east side locations pump stations are located at lower Ocean Street and at Water Street (City of Santa Cruz, April 2012, DEIR volume).

In addition to the San Lorenzo River, there are numerous creeks traversing the City as indicated above. In certain areas of the City, natural spring water and stormwater flows through a network of conveyance systems, such as small creeks and underground piping. This is especially the case in the west side of Santa Cruz, particularly the upper west side. The upper west side is dotted by natural springs, which feed the small creeks that run through residential yards and cross streets via underground piping. These creeks drain either into Neary Lagoon or run through the storm drains and discharge from West Cliff Drive into Monterey Bay. As expected, the flow from some of these smaller creeks is seasonal or intermittent with the greatest flows occurring during the rainy season (City of Santa Cruz, April 2012, DEIR volume).

### **Water Quality**

Urban development can result in the degradation of water quality due to the introduction of pollutants and erosion. Development and pervious pavement can result in increased runoff and higher velocities in creeks and streams. These changes can, in turn, cause erosion. Urban pollutants may include toxic metals, hydrocarbons, nutrients, suspended solids, and many other chemicals (City of Santa Cruz, April 2012, DEIR volume). The significant sources and examples of activities that may generate include industrial facilities, commercial businesses, residences, construction and remodeling projects, municipal sewer system and private sewer laterals (Ibid.).

The City's "Storm Water Management Plan" (SWMP) is a comprehensive program to reduce the amount of pollutants discharged in urban runoff and to improve and protect water quality. The SWMP includes six required control programs and two recommended control programs for industrial and commercial facilities, and BMPs. The City's SWMP was approved by the Central Coast RWQCB on April 14, 2009, and thus, the City is granted coverage under the statewide NPDES Small Municipal Separate Storm Sewer Systems General Permit.

The primary pollutants of concern in the City watersheds are sediment and silt and fecal indicator bacteria. The City has targeted these primary pollutants of concern in the SWMP because certain water bodies within the City are listed on the Clean Water Act Section 303(3) list as impaired for these specific pollutants as further discussed below (Ibid.). As previously indicated, the City's SWMP is a comprehensive program to reduce the amount of pollutants discharged in urban runoff and to improve and protect water quality that includes requirements for stormwater treatment in development projects in accordance with the federal state requirements.

The Clean Water Act requires states to identify and prepare a list of water bodies that do not meet water quality objectives, and to establish Total Maximum Daily Loads (TMDL) for each water body to ensure attainment of water quality objectives. The City of Santa Cruz storm drain system (MS4) discharges into four water bodies that are currently on the 303(d) list of impaired water bodies, one of which is the San Lorenzo River. The San Lorenzo River is listed for: sediment, nutrients and pathogens. The City's SWMP addresses the primary pollutants of concern through City measures and BMPs to the Maximum Extent Practicable.

### **Flood Hazards**

Flooding and coastal storms present similar risks and are frequently related types of hazards in the City of Santa Cruz. A flood is a natural event for rivers and streams. Coastal storms can cause increases in tidal elevations (called storm surge) wind speed and erosion as well as flooding. Floodplains are lowlands adjacent to rivers, lakes and oceans that are subject to recurring floods (City of Santa Cruz, September 2013).

The City of Santa Cruz Climate Adaptation Plan considers flooding and severe coastal storms to be a considerable, potential risk to the city and its residents. Intense, increased rainfall may lead to larger flood flows. Noted in the CAP are the potential for greater storm surges, wind speeds and resultant coastal erosion. These events are predicted to occur more frequently due to climate change impacts, including the impacts from sea level rise (City of Santa Cruz, 2013a).

#### ***Flood Hazards***

Within the City of Santa Cruz there are several areas subject to flooding. The San Lorenzo River runs through the downtown corridor and the majority of the downtown area is in the San Lorenzo floodplain. Flooding along the coast of Santa Cruz may occur with the simultaneous occurrence of large waves and storm swells during the winter. When storms occur simultaneously with high tides,

flood conditions including flooding at the mouth of the San Lorenzo River are exacerbated. There are several smaller creeks in the City that are subject to periodic flooding.

According to maps developed as part of the City's adopted *General Plan 2030* and included in the General Plan and General Plan EIR, areas subject to flood hazards generally include those along the San Lorenzo River, including most of the downtown, and several other drainages including Arroyo Seco and Arana Gulch (City of Santa Cruz, April 2013, DEIR volume). Flooding is a hazard on the lower reaches of Moore Creek where only shallow stream channels are present, the lower portion of Arana Gulch, north of Santa Cruz Yacht Harbor, and along portions of Branciforte and Carbonera Creeks. In these areas there is minimal impact on public structures and facilities and only a few residential structures are within these flood zones (Ibid.).

### ***Sea Level Rise Hazards***

The rise in global sea level is attributed to the thermal expansion of ocean water and the melting of mountain glaciers and ice sheets around the globe. Sea level rise will result in direct and indirect impacts including increased risk of flooding, storm surges and inundations, erosion, and shoreline retreat. Average global sea level has risen between five to nine inches during the 20th century as reported by the International Panel on Climate Change (IPCC), nearly one-tenth of an inch each year. Along California's coast, sea level already has risen by an average of seven inches over the last century – three inches at Los Angeles, eight inches at San Francisco, and an estimated six inches at La Jolla near San Diego (City of Santa Cruz, October 2017).

Although sea level rise is not a new phenomenon, having been a major natural component of coastal change throughout time, the current concern is that with increased global warming and melting of ice sheets on Greenland and West Antarctica, the rate of change may increase. The "State of California Sea-Level Rise Guidance Document" (March 2013) provides guidance for incorporating sea-level rise projections into planning and projects in California in response to Governor Schwarzenegger's Executive Order S-13-08, issued on November 14, 2008 that directed state agencies to plan for sea level rise and coastal impacts. According to this document<sup>1</sup>, sea level rise is projected (using the year 2000 as a baseline) as: 0.13-0.98 feet between 2000 and 2030; 0.39-2.0 feet between 2000-2050; and 1.38-5.48 feet between 2000 and 2100 (see Table 4.5-1). Impacts of sea level rise in California include flooding and inundation, increased coastal erosion, changes in sediment supply and movement, and saltwater intrusion to varying degrees along the California coast (California Coastal Commission, August 2015).

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<sup>1</sup> The State of California supported the preparation of the 2012 National Research Council's Report, *Sea-Level Rise for the Coasts of California, Oregon and Washington: Past, Present, and Future*, which is currently considered the best available science on sea level rise for California (California Coastal Commission, August 2015). This estimate is current reference by California: a) March 2013-"State of California Sea Level Rise Document"; b) August 2013-"Indicators of Climate Change in California"; and c) August 2015-"California Coastal Sea Level Rise Policy Guidance."

**TABLE 4.7-1: Sea Level Rise Projections for California**

TIME PERIOD	NORTH OF CAPE MENDOCINO	SOUTH OF CAPE MENDOCINO
By 2030	2 – 9 in (-4 – +23 cm)	2 – 12 in (4 – 30 cm)
By 2050	-1 – 19 in (-3 – + 48 cm)	5 – 24 in (12 – 61 cm)
By 2100	4 – 56 in (10 – 143 cm)	17 – 66 in (42 – 167 cm)

**SOURCE:** National Research Council, 2012 as cited in State of California Sea Level Rise Document, 2013

Portions of downtown and beach areas have been mapped as being within areas of sea level rise. As sea level continues to rise, seawater could extend farther upstream in the San Lorenzo River flood control channel more frequently, and rising gradually to higher elevations. This would lead to a rise in the water table beneath downtown, likely resulting in the need for more pumping and implementation of other adaptation strategies (Griggs, Haddad, January 2011).

In response to impacts of climate change, including rising sea levels, the City has prepared a “Climate Adaptation Plan” with funding from FEMA. The objectives of this Plan are to identify and evaluate the potential impacts of climate change on the City of Santa Cruz, analyze the severity of the hazards that the City faces, and develop potential adaptation responses to reduce the risk and exposure of the City to these hazards. The potential risks were identified in a “Vulnerability Study”, prepared as a collaborative effort between the City’s Adaptation Team and University of California (UCSC) scientists. The study identified potential facilities vulnerable to risks of sea level rise, including beaches, West Cliff Drive, the City’s wastewater treatment facility and the Santa Cruz Harbor (Griggs, Haddad, January 2011). The study also addressed coastal storm and cliff erosions hazards, as well as the potential for increased precipitation and flooding.

Based on the Vulnerability Study, the Climate Adaptation Plan identifies 41 priorities and actions to respond to specific risks and hazards related to climate change. Climate change mitigation and adaptation planning also was identified as a critical action item in the City’s Local Hazard Mitigation Plan. FEMA reviews and approves LHMPs and requires an update on a five-year cycle.

### ***Coastal Issues and Hazards***

A tsunami is a series of waves generated by an impulsive disturbance in the ocean or in a small, connected body of water. Tsunamis are produced when movement occurs on faults in the ocean floor, usually during very large earthquakes. Sudden vertical movement of the ocean floor by fault movement displaces the overlying water column, creating a wave that travels outward from the earthquake source. An earthquake anywhere in the Pacific can cause tsunamis around the entire Pacific basin. Since the Pacific Rim is highly seismically active, tsunamis are not uncommon (City of Santa Cruz, April 2012, DEIR volume).

According to maps developed as part of the City's recently adopted *General Plan 2030* and included in the General Plan and General Plan EIR, some areas along the coast, including Neary Lagoon, are located in a mapped tsunami inundation zone (City of Santa Cruz, April 2013, DEIR volume).

## 4.7.2 Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- HYDRO-1 Violate any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality;
- HYDRO-2 Substantially decrease groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin;
- HYDRO-3 Substantially alter the existing drainage pattern of the site or area, including through alteration of the course of a stream or through the addition of impervious surfaces, in a manner which would: i) result in substantial off-site erosion or siltation; ii) substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site; iii) create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff;
- HYDRO-4 Be located in flood hazard, tsunami or seiche zones and risk release of release of pollutants due to project inundation; or
- HYDRO-5 Conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan.

### Impacts and Mitigation Measures

#### *Areas of No Project Impact*

- HYDRO-2 *Groundwater Impacts.* The recommendations included in the proposed Parks Master Plan relate to minor additions to recreational facilities, potential new or expanded uses, and a number of small structures. None of these types of projects would affect groundwater supplies or interfere substantially with groundwater recharge such that the project may impede sustainable groundwater management of the basin.
- HYDRO-4 *Flood Hazards / Tsunamis.* The proposed Parks Master Plan does not include recommendations for habitable structures, except for several small restroom and similar facilities, none of which are located in a flood hazard area. Construction of recommended

improvements at Neary Lagoon Park and Wildlife Refuge would not result in new habitable development or increased exposure to tsunami hazards. The National Oceanic and Atmospheric Administration operates a tsunami warning system, giving several hours' notice to allow evacuation of threatened areas to prevent injuries. None of the project components would result in construction of habitable structures or increase exposure to inundation from dam failure or tsunamis. Therefore, the project would have *no impact* related to flood or tsunami hazards.

HYDRO-5 *Conflict with Water Quality or Groundwater Plans.* The recommendations included in the proposed Parks Master Plan relate to minor additions to recreational facilities, potential new or expanded uses, and a number of small structures. None of the types of recommendations included in the Master Plan would result in development that would conflict with or obstruct implementation of a water quality control plan or sustainable groundwater management plan.

### *Project Impacts*

**Impact HYD-1:** **Water Quality.** Future development accommodated by the proposed *Parks Master Plan 2030* could result in minor increases in stormwater runoff, but would not result in violations of any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality, except for potential erosion due to construction. This is considered a *potentially significant* impact.

Within urbanized areas such as the City, pollutants frequently associated with stormwater include sediment, nutrients, oil and grease, heavy metals, and litter. The primary sources of stormwater pollution in urban areas include automobiles, parking lots, landscape maintenance, construction, illegal connections to the stormwater system, accidental spills, and illegal dumping.

The proposed Parks Master Plan identifies a range of projects that would result in improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities or minor improvements. There would be limited structural development or creation of impervious surfaces that would affect stormwater runoff. New facilities recommended in the Parks Master Plan include several types of small buildings, such as restrooms and potential small parking lots at Lower DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space. The potential structural development is not anticipated to result in substantial amounts of impermeable surfacing that would lead to degradation of water quality because all new development must comply with City regulations related to stormwater management. Future parking lots are expected to be relatively small with capacity of approximately 30 vehicles or less and also would be required to be designed in accordance with City requirements that would prevent water quality degradation. City regulations (Municipal Code section 16.19.140) requires that any construction project shall implement BMPs including the City's mandatory BMPs as



detailed in the latest BMP manual published by the City's Public Works Department. BMPs shall be maintained in full force and effect during the duration of construction of a project. The City's BMP manual requires a development project to include a structural or treatment control BMPs, or a combination of BMPs, to reduce potential pollutant loadings in storm water runoff to the maximum extent practicable.

Some recommendations in the Parks Master Plan could result in erosion or otherwise degrade water quality. A pedestrian bridge over Branciforte Creek is recommended at DeLaveaga Park. A future pedestrian bridge would be designed to avoid construction in the creek in accordance with development standards in the City-wide Creeks and Wetlands Management Plan to protect water quality.

Runoff from new trails constructed in the future could result in erosion and degradation of water quality due to siltation if proper drainage and erosion control measures are not implemented. As indicated in section 4.5, Geology and Soils, the Parks Master Plan includes actions to prevent or minimize erosion with appropriate design and construction of new trails, and additional erosion control mitigation measures are included in this EIR to ensure that any erosion from future trail development is minimized and would not result in substantial additional sources of polluted runoff. Furthermore, trail development at Pogonip, including implementation of the Sycamore Grove interpretative trail, would be subject to mitigation measures included in the Pogonip Master Plan EIR to prevent water quality degradation resulting from stormwater runoff or (WAT-1d through 1i, 1k, 1m-p, 1r, and 1s) in addition to or in combination with actions specified in the Parks Master Plan. Similar measures for trail development should be applied to other areas recommended for consideration of new trails (DeLaveaga Park, Moore Creek Preserve, and Arroyo Seco) in order to prevent erosion from construction or operation.

Construction activity on projects that disturb one or more acres of soil must obtain coverage under the state's General Permit for Discharges of Storm Water Associated with Construction Activity (Construction General Permit, 99-08-DWQ). Construction activity subject to this permit includes clearing, grading, and disturbances to the ground such as stockpiling or excavation. The Construction General Permit requires the development and implementation of a Storm Water Pollution Prevention Plan (SWPPP). The SWPPP must list BMPs that the discharger would use to protect storm water runoff and the placement of those BMPs.

As indicated above, future development would be subject to the City's stormwater management requirements in which both volume and quality of stormwater runoff would be assessed, required BMPs incorporated into designs, such as bioretention and use of pervious pavement. Furthermore, the proposed Parks Master Plan includes several policies and actions that seek to manage runoff and prevent erosion and sedimentation, which would serve to avoid or minimize water quality impacts. These include policies and actions identified in Impact GEO-2, as well as those identified below.

- ❑ *Goal I-Policy A, Action 1h:* Increase bioswales and continue to implement stormwater erosion best management practices to reduce runoff, erosion, and sedimentation.

- ❑ *Goal III-Policy F, Action 1f:* Realign trails or perform design improvements to address runoff, erosion, steepness of grade, and/or use conflicts.
- ❑ *Goal IV-Policy B, Action 3b:* Increase bioswales to increase percolation, entrap and filter sediments and reduce stormwater runoff from developed areas.
- ❑ *Goal IV-Policy C, Action 1:* Continue to partner with the Resources Conservation District to reduce stormwater run-off, sedimentation, and erosion.
- ❑ *Goal IV-Policy C, Action 2:* Pursue reclaimed water, water capture, and water recharge projects to decrease erosion and sedimentation and conserve water.

### **Mitigation Measures**

Implementation of the Project policies and actions that would avoid or minimize runoff and water quality impacts, as well as City stormwater management requirements, provisions of adopted park plans and accompanying EIR requirements, and Mitigation Measures GEO-2A and GEO-2B would reduce potential erosion impacts from future trails and other development to a *less-than-significant* impact.

**Impact HYD-3:      Alteration of Drainage Patterns and Stormwater Runoff.** Future development accommodated by the proposed *Parks Master Plan 2030* could result in minor increases in stormwater runoff, but would not substantially alter the existing drainage pattern of the area or increase impervious surfaces in a manner that would result in substantial off-site erosion, a substantial increase in the rate or amount of surface runoff that would result in flooding, runoff that would exceed the capacity of existing or planned stormwater drainage systems or provide additional sources of polluted runoff. This is considered a *less-than-significant* impact.

The Parks Master Plan includes goals, policies and actions for the provision of parks and recreational services. These include general recommendations for new and/or expanded recreational uses. The Master Plan also provides and specific recommendations for improvements at the City's individual parks, beaches, open spaces, and recreational facilities. The proposed Parks Master Plan identifies a range of improvements, most of which would be considered enhancements with the addition of amenities or minor improvements, such as benches, picnic and play areas, improved signage, and facility renovations. Most of the recommendations in the Parks Master Plan would not result in new structural development or an increase in impervious surfaces. New structural development recommendations include:

- Potential restrooms at a few neighborhood parks within developed areas (Sgt. Derby Park, University Terrace Park<sup>2</sup>, and Westlake Park) and restroom renovation at DeLaveaga Park;

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<sup>2</sup> Restroom construction is underway at University Terrace Park

- Permanent restroom and dressing room facilities the Audrey Stanley Grove amphitheater at DeLaveaga Park<sup>3</sup>;
- Potential addition of a caretaker residence at Pogonip;
- Potential workshop and storage structure at the Wharf Yard (at Depot Park); and
- Structural renovations at the Civic Auditorium, Loudon Nelson Community Center, and Pogonip clubhouse. The Master Plan recommends implementation of the DeLaveaga Golf Course Master Plan that includes construction of a new DeLaveaga Golf Course clubhouse. However, the DeLaveaga Golf Course clubhouse is currently being remodeled, and according to City staff, a new structure would not be pursued during the 2030 timeframe of the Parks Master Plan.

Other potential improvements include small parking lots at three locations (Lower DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space) and potential new trails at DeLaveaga Park, Arroyo Seco, Moore Creek Preserve, and Pogonip. A pedestrian bridge over Branciforte Creek at DeLaveaga Park would be designed to avoid construction in the creek and in accordance with standards in the *City-wide Creeks and Wetlands Management Plan* to protect water quality.

The recommended facilities would not result in substantial increases in impervious surfaces or runoff due to small sizes. There are no recommendations that would lead to alteration of existing drainage patterns. Future development would be subject to the City's stormwater management requirements in which both volume and quality of stormwater runoff would be assessed, with implementation required BMPs incorporated into designs, such as bioretention and use of pervious pavement. Furthermore, the proposed Parks Master Plan includes several policies and actions that seek to manage runoff, which would serve to avoid or minimize runoff impacts. These include the policies and actions identified in Impact GEO2, as the well as those identified below.

- ☐ *Goal I-Policy A, Action 1:* Use sustainable landscaping design to prevent erosion and runoff.
- ☐ *Goal I-Policy A, Action 1h:* Increase bioswales and continue to implement stormwater erosion best management practices to reduce runoff, erosion, and sedimentation.
- ☐ *Goal III-Policy D, Action3:* Ensure sport fields have adequate drainage systems
- ☐ *Goal III-Policy F, Action 1f:* Realign trails or perform design improvements to address runoff, erosion, steepness of grade, and/or use conflicts.
- ☐ *Goal IV-Policy A, Action 4d:* Increase tree canopy and/or plant features to provide drainage.
- ☐ *Goal IV-Policy B, Action 1d:* Evaluate new uses for potential impacts to watershed, riverine, stream, and riparian environments
- ☐ *Goal IV-Policy B, Action 2k:* Evaluate new uses for potential impacts to watershed, riverine, stream, and riparian environment.

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<sup>3</sup> An application for a Design Permit to construct a 5,500 square foot multi-purpose building to replace existing trailer at the amphitheater has been submitted to the City's Planning and Community Development Department.

- ❑ *Goal IV-Policy B, Action 3b:* Increase bioswales to increase percolation, entrap and filter sediments and reduce stormwater runoff from developed areas.
- ❑ *Goal IV-Policy C, Action 1:* Continue to partner with the Resources Conservation District to reduce stormwater run-off, sedimentation, and erosion.
- ❑ *Goal IV-Policy C, Action 2:* Pursue reclaimed water, water capture, and water recharge projects to decrease erosion and sedimentation and conserve water.

Goal III-Policy D, Action 1, calls for consideration of synthetic turf as part of an athletic field feasibility study conducted in the future to explore locations and options for additional multi-use field space. The Parks Master Plan also includes recommendations to consider use of synthetic turf at several City parks: Lower DeLaveaga, Harvey West, and University Terrace Parks. Synthetic turf can result in increased runoff and often require subsurface treatment to control runoff and drainage of sports fields. Goal III-Policy D, Action 3, seeks to ensure that sports fields have adequate drainage and lighting to increase the duration of play and that careful consideration be given to health, environmental, and long-term costs when determining whether or not to convert grass to synthetic turf fields, which would include consideration of drainage issues.

Therefore, with implementation of proposed Parks Master Plan policies, actions and recommendations, which would avoid or minimize runoff, and compliance with City stormwater regulations, future park improvements would not result in a substantial increases in impervious surfacing that would lead to erosion, flooding, storm drainage or water quality impacts. The City's regulatory requirements and BMPs, as detailed in the "Stormwater Best Management Practices Manual" published by the City's Public Works Department, must be implemented as part of development projects, and projects over one acre in size would be required to prepare a SWPPP to protect water quality during construction. Therefore, with implementation of the Parks Master Plan policies and actions and other required City regulations for stormwater compliance, the potential impact to storm water drainage systems and water quality as a result of future park and recreational facility improvements or development is considered *less than significant*.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

## 4.8 NOISE

This section analyzes noise impacts of the proposed Parks Master Plan (Project). This section is based on a review of existing City plans and studies and also draws from the City of Santa Cruz *General Plan 2030* EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on regulatory setting. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.9.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at:

<http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding noise. Public comments received during the public scoping period are included in Appendix A.

### 4.8.1 Environmental Setting

#### Regulatory Setting

##### *Federal*

No federal laws, regulations, or policies for construction-related or operational noise and vibration apply to the proposed Project.

##### *State*

Sections 46000 through 46080 of the California Health and Safety Code, known as the California Noise Control Act of 1973, declare that excessive noise is a serious hazard to the public health and welfare and that exposure to certain levels of noise can result in physiological, psychological, and economic damage. It also identifies a continuous and increasing bombardment of noise in the urban, suburban, and rural areas. The California Noise Control Act declares that the State of California has a responsibility to protect the health and welfare of its citizens by the control, prevention, and abatement of noise. It is the policy of the State to provide an environment for all Californians free from noise that jeopardizes their health or welfare.

The State of California requires each local government entity to implement a noise element as part of its general plan. California Administrative Code, Title 4, presents guidelines for evaluating the compatibility of various land uses as a function of community noise exposure. The State also

establishes minimum noise insulation performance standards for hotels, motels, dormitories, apartment houses and dwellings other than detached single-family dwellings.

### ***Local***

Regulations within the City of Santa Cruz Municipal Code include performance standards regarding noise and vibration. Section 24.14 includes performance standards for the control of land uses to enable potential nuisance factors to be measured factually and objectively where possible and to protect the community as a whole from hazards and nuisances which can be prevented by methods of control and elimination. Sections 24.14.220 indicate that no land or building in any district shall be used or occupied in any manner so as to create noise or vibration in such a manner or in an amount as to adversely affect the surrounding area or adjoining premises. Section 24.14.260 establishes the maximum sound level that shall not be exceeded as more than five dBA above the local ambient for residential uses and six dBA for commercial uses. Section 24.14.262 indicates that no vibration (other than from transportation facilities or temporary construction work) shall be permitted which is discernible without instruments at the points of measurement specified in the regulations. Chapter 9.36 regulates “offensive” and disturbing noise, which generally prohibits loud noise between the hours of 10 PM and 8 AM.

## **Noise and Vibration Fundamentals**

### ***Definitions of Noise and Effects of Noise***

The following is a brief discussion of fundamental noise concepts and terminology from the General Plan 2030 Draft EIR, which is incorporated by reference. (For details on noise standards, see pages 4.13-3 – 4.13-4.

“Sound” is mechanical energy transmitted by pressure waves in a compressible medium such as air. “Noise” is generally defined as “unwanted or disturbing sound.” Sound becomes unwanted when it either interferes with normal activities such as sleeping, conversation or disrupts or diminishes one’s quality of life.

Loudness is measured in decibels (dB) and is typically expressed in dBA, which approximates human hearing. The human ear can generally perceive noise from 0 to 140 decibels. Sounds as faint as 0 decibels are barely audible, and then only when there are no other sounds. Ordinary conversation is about 60 dB. People can tolerate some noise, but brief exposure to intense sounds of 120 to 140 dB can threaten physical or psychological well-being.

Because of the time-varying nature of environmental sound, there are many descriptors that are used to quantify the sound level. Although one individual descriptor alone does not fully describe a particular noise environment, taken together, they can more accurately represent the noise environment. The maximum instantaneous noise level (Lmax) is often used to identify the loudness of a single event such as a car passing by or an airplane flyover. To express the average noise level

the Leq (equivalent noise level) is used. The Leq can be measured over any length of time but is typically reported for periods of 15 minutes to 1 hour. The background noise level (or residual noise level) is the sound level during the quietest moments. It is usually generated by steady sources such as distant highway traffic. It can be quantified with a descriptor called the L90 which is the sound level exceeded 90 percent of the time (City of Santa Cruz, April 2010, DEIR volume).

To quantify the noise level over a 24-hour period, the Day/Night Average Sound Level (DNL or Ldn) or Community Noise Equivalent Level (CNEL) is used. These descriptors are averages like the Leq except they include a 10 dB penalty during nighttime hours (and a 5 dB penalty during evening hours in the CNEL) to account for peoples increased sensitivity during these hours (City of Santa Cruz, April 2010, DEIR volume). People are generally more sensitive and annoyed by noise occurring during the evening and nighttime hours. The CNEL accounts for the increased noise sensitivity during the evening hours (7 p.m. to 10 p.m.) and nighttime hours (10 p.m. to 7 a.m.).

Examples of typical noise levels for common indoor and outdoor activities are depicted in Table 4.8-1.

**TABLE 4.8-1: Typical Sound Levels in the Environment**

Common Outdoor Activities	Noise Level (dB)	Common Indoor Activities
—	110	Rock band
Jet fly over at 300 meters (1,000 feet)	100	—
Gas lawn mower at 1 meter (3 feet)	90	—
Diesel truck at 15 meters (50 feet), at 80 kilometers per hour (50 miles per hour)	80	Food blender at 1 meter (3 feet); garbage disposal at 1 meter (3 feet)
Noisy urban area, daytime; gas lawn mower at 30 meters (100 feet)	70	Vacuum cleaner at 3 meters (10 feet)
Commercial area; heavy traffic at 90 meters (300 feet)	60	Normal speech at 1 meter (3 feet)
Quiet urban, daytime	50	Large business office; dishwasher next room
Quiet urban, nighttime	40	Theater; large conference room (background)
Quiet suburban, nighttime	30	Library
Quiet rural, nighttime	20	Bedroom at night; concert hall (background)
—	10	Broadcast/Recording studio
Lowest threshold of human hearing	0	Lowest threshold of human hearing

**Source:** Caltrans 1998

### ***Groundborne Vibration Fundamentals***

Groundborne vibration is a small, rapidly fluctuating motion transmitted through the ground. The strength of groundborne vibration attenuates rapidly over distance through encountered soils and rock strata. Some strata and soil types transmit vibration quite efficiently; other types (primarily sandy soils) do not. Several basic measurement units are commonly used to describe the intensity of ground vibration. The common descriptors used by the California Department of Transportation (Caltrans) and the Federal Transit Administration (FTA) include peak particle velocity (PPV), in units of inches per second (ips). The velocity parameter (instead of acceleration or displacement) best correlates with human perception of vibration. Thus, the response of humans, buildings, and sensitive equipment to vibration is described in this section in terms of the root-mean square velocity level in VdB units relative to 1 microinch per second. As a point of reference, the average person can just barely perceive vibration velocity levels below 70 VdB (typically in the vertical direction). Typical background vibration levels are between 50 and 60 VdB, and the level for minor cosmetic damage to fragile buildings or blasting generally begins at 100 VdB.

### ***Existing Noise Conditions in City of Santa Cruz***

The primary noise sources in the City of Santa Cruz are roadway noise, industrial noise, and some specific uses. The noisiest roadways are those with the greatest traffic volumes and highest travel speeds. For example, the highways (State Route 1 and State Route 17) generate noise which affects large areas. The noise from arterials affects the development that is directly adjacent but the effects are significantly reduced beyond the first row of buildings. Examples are Mission Street (State Route 1), Water Street, Soquel Avenue, Ocean Street, Broadway, River Street, Bay Street and Laurel Street. Soundwalls along freeways and highways reduce noise levels at the land uses behind them. Typical noise reductions are in the 5 to 15 dBA range depending on the location of the noise receptor (City of Santa Cruz, April 2012, DEIR volume). Noise levels along highways and major roadways were modeled as part of the General Plan 2030 EIR.

Much of the industrial land use in the City is located north of Highway 1 and west of River Street (State Route 9). Concrete production and distribution is a common noise source in this area. Measurements along Coral Street indicate that the steady noise level from machinery at the Graniterock facility is 65 to 67 dBA at a distance of 185 feet (City of Santa Cruz, April 2012, DEIR volume).

The Santa Cruz Beach Boardwalk is the predominant noise source in the beach area during the summer months. Major noise sources include roller coasters, people screaming and outdoor concerts. Noise measurements conducted for the Beach Area/South of Laurel Master Plan EIR3 indicated that roller coasters generate maximum noise levels (Lmax) of 69 to 78 dBA at the residences and businesses across Beach Street. The DNL along Leibrandt Street was 68 dBA. Along East Cliff Drive, homes on the bluff overlooking the boardwalk, were exposed to an Lmax of 60 to 65 dBA from music at the bandstand and 65 to 70 dBA from the screams of people on the wooden roller coaster (Giant Dipper) (City of Santa Cruz, April 2012, DEIR volume).



## 4.8.2 Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- NOISE-1 Generate a substantial temporary or permanent increase in ambient noise levels in the vicinity of the project in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies;
- NOISE-2 Generate excessive groundborne vibration or groundborne noise levels; or
- NOISE-3 For a project located within the vicinity of a private airstrip or an airport land use plan or, where such a plan has not been adopted, within two miles of a public airport or public use airport, expose people residing or working in the project area to excessive noise levels.

In environmental noise, a change in noise level of 3 dB is considered just a noticeable difference. A 5 dB change is clearly noticeable, but not dramatic. A 10 dB change is perceived as a halving or doubling in loudness (City of Santa Cruz, April 2012, DEIR volume). For permanent noise increases, an increase of 5 dB is considered significant where existing noise levels are below 60 dBA  $L_{dn}$ .

Groundborne vibration information related to construction activities that has been collected by Caltrans (2013) indicates that transient vibrations with a PPV of approximately 0.035 inches per second may be characterized as barely perceptible, and vibration levels of 0.24 inches per second (ips) may be characterized as distinctly perceptible. The threshold of 0.24 inches per second (distinctly perceptible) is used for this project as the significance threshold for the exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels. For building damage risk with respect to “older residential structures”, Caltrans suggests a threshold of 0.5 ips PPV for “transient” events such as a demolition blast.

### Impacts and Mitigation Measures

#### *Areas of No Project Impact*

- NOISE-2 *Vibration*. Construction activities associated with projects and improvements recommended in the Parks Master Plan are not expected to create significant sources of groundborne vibration. Most recommended improvements are for minor improvements or addition of amenities to existing parks and facilities within developed areas. Where structural development is recommended for future consideration, potential buildings would be small, e.g., restrooms and storage buildings and in three areas, parking lots. None of the types of improvements or potential expanded uses

would utilize equipment that would result in generation of vibration, such as pile drivers. Therefore, *no* impact would occur.

NOISE-3 *Location near Airports.* The City is not located near an airport or airstrip. Therefore, *no* impact would occur.

### ***Project Impacts***

**Impact NOISE-1: Increase in Ambient Noise Levels.** The proposed Project would not generate a substantial increase in temporary or permanent ambient noise levels. Therefore, this is a *less-than-significant* impact.

**Permanent Noise.** Parks, open spaces and recreational facilities are located throughout the City. For neighborhood park uses, normally acceptable exterior noise levels are 70 decibels (dB) and conditionally acceptable levels are identified as 65-75 dB. Normally acceptable noise levels are higher for golf courses at 75 dB (City of Santa Cruz, April, 2012, DEIR volume).

Park and recreational facilities are generally located within existing neighborhoods. Open spaces tend to have a quieter ambient noise level and typically support quieter recreational uses, such as walking, hiking and biking. Sports fields often are located in parks in developed neighborhoods, but also are located in natural settings, such as DeLaveaga Park and Harvey West Park.

Generally, park and recreational facilities do not generate substantial noise levels. The recommendations and improvements recommended in the proposed Parks Master Plan are at existing facilities and would not lead to new uses that would result in substantial increases in noise. Implementation of the improvements or uses recommended in the Parks Master Plan is not expected to significantly increase vehicles trips or result in substantial increases in noise levels due to increased traffic.

The Master Plan recommends expanded use at the Audrey Stanley Grove amphitheater at DeLaveaga Park during the off-season. The existing amphitheater capacity is approximately 500 people during the Santa Cruz Shakespeare season. Private events during the off-season are limited to 200 people. No specific changes are identified, but if events are generally held during the day and without amplified music or loud speakers, no significant noise increases would be expected. The environmental review for the outdoor amphitheater concluded no significant noise generation or impacts would result from the Santa Cruz Shakespeare use (City of Santa Cruz, December 2015), and the City has not received complaints from this use.

Expanded uses that are within similar sound levels would not be expected to result in significant impacts. Should concerts or other events with amplified music or speaking be proposed, the expanded use would need to conform to the City's noise regulations. Section 24.14.260 of the City's Municipal Code prohibits noise levels of more than five dBA above the local ambient for residential properties and six dBA for commercial/industrial properties. Therefore, compliance with City

regulations would ensure that sound levels do not result in significant impacts. It is likely that an acoustical study would be needed to confirm that any events with amplified sound systems would not exceed these standards. Development of a small outdoor amphitheater also is recommended at Harvey West Park, and the amphitheater would be small and limited to day use with sound restrictions to ensure compliance with the City's noise ordinance. Therefore, the project would result in a *less-than-significant impact* related to permanent increases in noise levels.

**Temporary Construction Noise.** Construction noise is a temporary noise source that is generated from a variety of construction activities. These activities can include demolition, hauling of materials, grading, building construction, and construction traffic. Generally, construction equipment can generate noise levels in the range of 70 to 90 dB at a distance of 50 feet. However, construction noise is generally not constant during the daytime hours and stops toward the evening when construction crews complete their daily work.

Short-term noise could occur from construction activities that relate to projects identified in the Parks Master Plan. However, very little new development is proposed, and most recommendations are improvements that would not result in significant increases in noise. There would be a temporary increase in existing noise levels during construction of development projects accommodated by the Parks Master Plan. The proposed project would not directly result in temporary increases in noise due to construction as no projects are proposed as part of the proposed project.

Noise impacts resulting from construction depend on the noise generated by various pieces of construction equipment, the timing and duration of noise-generating activities, and the distance between construction noise sources and noise-sensitive receptors, as well as existing ambient noise levels. Noise generated during construction would vary throughout the construction period and on any given day, depending on the construction phase and the type and amount of equipment used at the construction site. The highest noise levels would be generated during grading of the site, with lower noise levels occurring during building construction and finishing. Overall, construction noise levels would be temporary, be short-term, and fluctuate throughout the construction period. Because construction noise impacts would be temporary, the impact of construction noise would be less than significant. Therefore, temporary increased noise levels during construction of future parks projects and improvements is considered a *less-than-significant impact*.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

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## 4.9 PUBLIC SERVICES

This section analyzes potential impacts to the following public services of the proposed Parks Master Plan (Project).

- Fire Protection Services
- Police Protection Services
- Parks and Recreation

This section is based on a review of existing City plans and studies and also draws from the City of Santa Cruz *General Plan 2030* EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on regulatory setting. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.9.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at:

<http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments related to public services were received during the public scoping period in response to the Notice of Preparation (NOP). Issues raised in these comments include:

- ☐ Request to take into account individual Parks Management Plans and address all impacts to parks cumulatively.
- ☐ Address the anticipated increased usage of parks and open space.
- ☐ Concern was expressed that there is no enforcement of City regulations contained in the City's Municipal Code regarding dogs, on or off leash.

To the extent that issues identified in public comments involve potentially significant effects on the environment according to the California Environmental Quality Act (CEQA) and/or are raised by responsible agencies, they are identified and addressed within this EIR. Public comments received during the public scoping period are included in Appendix A.

### 4.9.1 Environmental Setting

#### Regulatory Setting

There are a number of state laws and regulations governing the provision of specified services. These are discussed in the General Plan 2030 EIR (DEIR volume) on pages 4.6-1-4.6-2 and 4.6-5-4.6-6, which is incorporated by reference. Key applicable regulations are summarized for each service in the following sections.

## Fire Protection Services

The City of Santa Cruz Fire Department is an all hazard emergency response and fire protection agency that serves the City, the University of California at Santa Cruz (UCSC), and participates in mutual aid responses within the County and State. The Fire Department also provides various contract services within the County. Agreements include a long-term contract for full fire protection services with UCSC, specialized arrangements for seasonal lifeguards with the City of Capitola and the Santa Cruz Port District, and an automatic aid agreement with County Fire/CalFire into Paradise Park. The City of Santa Cruz Fire Department maintains mutual aid agreements with all surrounding fire agencies to provide, and receive, aid on an as needed basis. The department is also a participant in the California Fire Assistance Agreement (CFAA) which allows for statewide mutual aid.

The Fire Department provides a variety of services which include fire protection, marine rescue, technical rope/cliff rescue, advanced life support/paramedic, and hazardous materials emergency response. In addition, the department serves the community through a wide array of non-emergency interactions by providing fire prevention, community risk reduction, public education, disaster preparedness training, and ongoing emergency management preparation.

### *Existing Facilities and Operations*

The City of Santa Cruz Fire Department operates out of four fire stations, including a station at the University of California at Santa Cruz, and houses its administrative functions at a separate office downtown. The Department also maintains a Marine Rescue Headquarters (Station Five) on the Municipal Wharf. The Department has seven fire engines, two fire trucks, and other related vehicles.

The Fire Department has 66 staff, including a Fire Chief, 2 Division Chiefs, 21 firefighters/paramedics, 15 fire engineers, 15 fire captains, 3 battalion chiefs, 1 training chief, 1 marine safety officer, 1 marine safety captain, 1 fire prevention technician, 1 fire inspector, 1 deputy fire marshal, 1 PMA/OES manager, and 2 administrative staff. Additionally, the Fire Department utilizes 70 seasonal and 20 year-round part-time staff within the Marine Safety Division. Each shift has 18 assigned personnel. The Fire Department has a minimum staffing standard of 15 firefighters and one battalion chief on duty per day.

The number of service calls received by the fire department in 2019 **was** approximately 9,000 calls. The majority of the calls are for non-fire emergencies, with about 65% of the calls being for medical assistance. Average response times from each of the four fire stations is approximately 5 minutes. The Department's goal is to respond to emergency medical calls in less than five minutes 90% of the time and to fire emergency calls within eight minutes 90% of the time (City of Santa Cruz, October 2017).

The Department does not have a Training Facility, the construction of which was included as a recommendation in the Department's "Three Year Strategic Plan, 2009-2011." The Plan also

recommends improvements to apparatus bays at Stations One and Three to accommodate new equipment, and investigation of constructing a new fire station at the present Station Two location and relocation of Station Four (Marine Rescue Headquarters) (City of Santa Cruz, April 2012, DEIR volume).

### **Police Protection Services**

The City of Santa Cruz Police Department provides crime protection and prevention activities throughout the City, including patrols, response to calls, education and community outreach. Its range of services include patrol, investigations, traffic, parks unit, neighborhood enforcement team, gang unit, dive team, hostage negotiation team, tactical team and School Resource officer. The Department recently initiated an application for mobile phones/IPADs that allows citizens to download Crime Alerts and crime tips. The City has mutual aid agreements with county law enforcement (Sheriff's Office, Capitola, Scotts Valley, Watsonville, California Highway Patrol, State Parks and UCSC Police Departments).

The Police Department operates out of one police station/headquarters, located in downtown Santa Cruz. The Department's existing facility and vehicles are adequate for the existing population, although additional storage space is needed (City of Santa Cruz, October 2017). The Department is currently staffed by 94 authorized sworn officer positions and 28 non-sworn (civilian) positions, including four community service officers and three administrative staff (City of Santa Cruz Police Department, 2015). The Department plans to begin a study on staffing levels, starting in the summer of 2017 (Ibid.).

With a finite amount of resources, the city is divided into five patrol beats that are designed to maximize coverage and provide efficient response to calls for service: West, East, Beach, Central, and Downtown. Approximately 40% of the annual calls are for service in the Downtown area 2017 (City of Santa Cruz, October 2017). The average response time is four minutes, 22 seconds, which is under the Department's target of four minutes, 30 seconds. Dispatching services are provided through the Santa Cruz Consolidated Emergency Communications Center.

### **Parks and Recreation**

The City manages, maintains and operates more than 1,700 acres of parks and open space lands, including various community/recreational facilities. In addition to maintaining the existing park system, the City must develop new parks or add amenities within existing parks to meet community recreational needs. The City also manages the Heritage Tree Program, Urban Forest Program, as well as maintains street and median landscaping within public rights-of-way. Within the City limits, open space and beaches are also provided on State-owned lands, including three State Park units and the University of California campus.

#### ***Existing Facilities and Operations***

Santa Cruz offers residents and visitors a wide range of parks, open space, beaches, trails, and recreational opportunities. The City operates and maintains a range of neighborhood parks,

community/regional parks, community facilities, and recreational programs. Most of these parks, facilities and programs are operated and maintained by the City Parks and Recreation Department. Some facilities and programs are operated and organized in partnership with community organizations.

The City's parks system covers more than 1,700 acres of parks, open spaces, beaches, and recreational facilities. The park system is comprised of neighborhood parks, community parks, regional parks, open spaces, beaches, and recreational facilities. The parks system offers a variety of recreational opportunities. Many recreational facilities are located within individual parks and open spaces and some stand alone. Existing City parks, open spaces, beaches, and recreational facilities are identified in Table 4.9-1 and shown on Figure 2-1 in Chapter 3, Project Description, and together include:

- 32 Neighborhood Parks (49 acres);
- 6 Community Parks (181 acres);
- 1 Regional Park – DeLaveaga Golf Course;
- 7 Open Space Lands (1,315 acres); and
- 4 Beaches (33 acres).

Neighborhood parks serve the recreational needs of those living or working within a service radius of 0.5 miles and provide recreational facilities such as children's play areas, picnic areas, athletic fields, and outdoor basketball courts. The City's standard is to provide neighborhood parks at a ratio of 2.0 acres per 1,000 people. The City does not currently differentiate neighborhood parks from mini parks.

Community parks are designed to serve the entire community and are generally larger than neighborhood parks and offer unique facilities such as larger picnic areas, swimming pools, ball fields, tennis courts, and recreation centers. They also host larger community events and recreation facilities. The City's standard for community parks is 2.5 acres per 1,000 people, with a service radius of 1.5 miles.

Regional parks serve the recreational needs of a regional population and are 150 acres in size or larger and offer active and passive recreation with activities and amenities not found in neighborhood and community parks, such as large areas of open space, large picnic facilities, golf courses, lake boating, ball fields, and multi-use trails. An accepted national standard for regional parks is 20 acres per 1,000 people. DeLaveaga Park could be categorized as a regional park because it is greater than 150 acres in size and includes active and passive recreation activities that serve the region. However, many of the activities that are provided can also be described under Community Parks because they serve the entire community and are similar in scale to other community park uses. Therefore, DeLaveaga Park has multiple functions that are reflected in the inventory in different categories.



**TABLE 4.9-1: Existing City Parks, Open Space Lands and Beaches**

<b>TYPE</b>	<b>FACILITY</b>	<b>SIZE (in acres)</b>
<b>Neighborhood Parks</b>	Beach Flats Park	0.22
	Bethany Curve Greenbelt – Delaware to West Cliff	3.40
	Branciforte Dog Park	0.22
	Central Park	0.16
	Chestnut Park	0.28
	El Portal Park	0.21
	Frederick Street Park	3.97
	Garfield Park	1.78
	Grant Park	2.36
	John Franks Park	0.48
	La Barranca Park	2.26
	Laurel Park – 301 Center Street	1.77
	Lighthouse Avenue Park	0.35
	Mimi de Marta Dog Park	0.50
	Mission Plaza	0.94
	Moore Creek Overlook	0.12
	Neary Lagoon Park	1.27
	Ocean View Park	3.06
	Pacheco Dog Park	0.45
	Poets Park	0.13
	Rincon Park	0.06
	Riverside Gardens Park	0.52
	Round Tree Park	0.28
	Scope Park	0.1
	Sgt. Derby Park	3.65
	Star of the Sea	2.10
	Town Clock	0.19
	Trescony	2.00
	Tyrrell Park	1.20
	University Terrace	8.70
	Westlake Park	6.03
	Westside Pump Track (Leased)	
	<i>TOTAL ACRES (rounded)</i>	<i>49</i>
<b>Community Parks</b>	DeLaveaga Park- Lower DeLaveaga Park, George Washington Park, Audrey Stanley Grove, DeLaveaga Disc Golf Course, DeLaveaga Archery Range	100
	Depot Park	9.00
	Harvey West Park	44.77
	<i>CONTINUED ON NEXT PAGE</i>	

**TABLE 4.9-1: Existing City Parks, Open Space Lands and Beaches**

<b>TYPE</b>	<b>FACILITY</b>	<b>SIZE (in acres)</b>
<b>Community Parks</b>	Ken Wormhoudt Skate Park at Mike Fox Park	1.25
	San Lorenzo Park – 137 Dakota Street	11.12
	West Cliff	14.64
	<i>TOTAL ACRES (rounded)</i>	<i>181</i>
<b>Regional Parks</b>	DeLaveaga Golf Course	151.00
	<i>TOTAL ACRES (rounded)</i>	<i>151</i>
<b>Open Space</b>	Arana Gulch	67.7
	Arroyo Seco Canyon	33.94
	DeLaveaga Park Wilderness Area	269
	Jessie Street Marsh	3.2
	Moore Creek Preserve	263.75
	Neary Lagoon Wildlife Refuge	37
	Pogonip	640.0
	<i>TOTAL ACRES (rounded)</i>	<i>1,315</i>
<b>Beaches</b>	Its Beach (City-owned portion)	1.5
	Cowell Beach	5.0
	Main Beach	26.0
	Mitchell's Cove	0.4
	<i>TOTAL ACRES (rounded)</i>	<i>33</i>
<b>TOTAL ACRES (rounded)</b>		<b>1,730</b>

The City's parks system includes seven open space properties, totaling about 1,315 acres that include Arana Gulch Open Space, Arroyo Seco Canyon, DeLaveaga Park Wilderness Area, Jessie Street Marsh, Moore Creek Preserve, Neary Lagoon Wildlife Refuge, and Pogonip Open space. The system also includes four beaches (Main, Cowell, Its, and Mitchell's Cove).

Additionally, there are a variety of community facilities, such as the Civic Auditorium, Loudon Nelson Community Center, Santa Cruz Wharf, and Surfing Museum located inside the Mark Abbott Memorial Lighthouse on Lighthouse Point. There are also joint-use agreements with the Santa Cruz City School District and Diocese of Monterey County that provide access to some school playgrounds during off-school hours.

The General Plan 2030 established per capita goals for neighborhood and community parks to ensure adequate parks throughout the City. The City's standard is to provide neighborhood parks at a ratio of 2.0 acres per 1,000 people with a service radius of ½ mile. The City's goal for community parks is 2.5 acres per 1,000 people with a service radius of 1.5 miles. According to the Parks Master Plan, the City is currently underserved for neighborhood and community park space. To meet existing goals, a

total of 67 acres of parks would need to be created to meet the forecasted population growth associated with the City of *Santa Cruz General Plan 2030* growth estimates.

The City also provides nearly 35 miles of trails throughout the City, which not only allow for a variety of forms of recreation, but also serve as important links between parks, recreation facilities, and natural and urban areas in some areas. The existing trail system allows for hiking, biking, dog walking, and horseback riding. Many trails provide access through designated open spaces or along the coastline, and others provide linkages across the City to a regional network. According to the Parks Master Plan, significant trails in the City include the Santa Cruz Riverwalk, an important north-south connector along the San Lorenzo River and the Monterey Bay Scenic Rail Trail, which will provide a multi-use trail through the City, and ultimately connect Davenport to Monterey. Multi-use trails also provide mountain biking and horseback riding opportunities in DeLaveaga Park Wilderness Area and Pogonip Open Space, and a paved multi-use path enables bicyclists to access and pass through Arana Gulch Open Space.

The City has adopted master or management plans for some facilities that help guide future uses and corresponding management. Facilities with previously adopted master or management plans include the following:

- Arana Gulch Master Plan (2006)
- Cowell and Main Beach Management Plan (2014)
- DeLaveaga Park Master Plan (1960)
- DeLaveaga Golf Course Master Plan (2002)
- Depot Park Master Plan (2001)
- Jessie Street Marsh Management Plan (1998)
- Moore Creek Preserve Interim Management Plan (2002)
- Neary Lagoon Management Plan (1992)
- Pogonip Clubhouse Rehabilitation Plan (2002)
- Pogonip Master Plan (1998)
- San Lorenzo Urban River Plan (2003)

The City imposes a “Parks and Recreation Facilities Tax” (pursuant to Chapter 5.72 of the Municipal Code) on new residential development (including mobile homes) within the City, payable at the time of issuance of a building permit. The collected taxes are placed into a special fund, and “shall be used and expended solely for the acquisition, improvement and expansion of public park, playground and recreational facilities in the city” (section 5.72.100). Projects that have dedicated land or fees in accordance with Municipal Code Chapter 23.28 requirements for subdivisions are exempt from this tax.

### ***Existing Setting at Major Parks, Open Space Areas, and Recreational Areas***

Most of the City's parks are located within developed areas of the City. A brief overview of some of the City's larger community parks and open space properties is provided as follows.

**Arana Gulch Open Space** features coastal prairie, riparian and oak woodland, seasonal wetlands, and the lower reaches of Arana Gulch Creek. Arana Gulch Open Space supports three sensitive habitat areas: (1) areas of Santa Cruz tarplant (*Holocarpha macradenia*), a state-listed endangered species and a federally listed threatened species; (2) riparian habitat; and (3) seasonal wetlands.

The property has a recently developed ADA compliant, multi-use path that connects Brommer Street, Broadway, and Agnes Street, and also includes approximately one mile of trails on grasslands overlooking the Santa Cruz Harbor. Grazing is conducted onsite to help restore the Santa Cruz tarplant and coastal prairie habitat. A City-adopted Habitat Management Plan is being implemented in association with a Technical Advisory Group to help guide restoration efforts.

**Arroyo Seco Canyon** is a natural ravine with an approximately one mile long multi-use path (bike-pedestrian)/maintenance road connecting University Terrace Park to Grandview Street. The top section is paved. The Meder Creek Management Plan was developed by Public Works and provides recommendations for maintenance and restoration activities.

**DeLaveaga Park Wilderness** area contains the undeveloped portions of DeLaveaga Park and supports multi-use trails that connect the other DeLaveaga Park facilities located within the George Washington Grove, Lower DeLaveaga Park, and the Upper DeLaveaga Park areas. The City adopted a Master Plan for DeLaveaga Park in 1960 that conceptually depicts a trail system throughout the park. Arana Gulch Creek deposits sediment into the lower portion of the watershed, and the City works with the Resource Conservation District to seek grant opportunities for watershed enhancement projects.

**DeLaveaga Golf Course** is an 18-hole golf course with other facilities, including driving range, a barbeque group picnic area, a clubhouse with a banquet facility, and practice greens for putting and chipping. The operations of the golf course, driving range, and restaurant are leased to a concessionaire. The City maintains the golf course, and a maintenance yard is located on the site. The City adopted the DeLaveaga Golf Course Master Plan in 2002, which recommends a variety of improvements, including constructing a new clubhouse to accommodate larger events, installing a new irrigation system to conserve water, adding solar to the upper deck of the golf course to provide shade and conserve energy, performing tree management work to reduce dead and diseased trees, redesigning and updating the sand traps, leveling the tees, grading the fairways, increasing the parking areas, and improving the maintenance yard. Instead of constructing a new clubhouse, the City and lessee are currently renovating the existing one.

**Lower DeLaveaga Park and George Washington Grove** are located along Branciforte Drive. George Washington Grove is located across Branciforte Creek to the north of Lower DeLaveaga Park and

contains a seasonally opened group picnic area, two bocce ball courts, and restrooms. Lower DeLaveaga Park supports two softball fields, a large grass field, a sand volleyball court, two horseshoe pits, and a playground. There is currently no access between these two portions of the park.

**Depot Park** is a community park in a developed area near the beach area, just outside of the downtown area. The park has an adult soccer field and practice area which can be used as two practice or youth fields. Other facilities include: the Depot Freight Building that have restrooms, which are open to park visitors; the only ramped, wooden bicycle park in the area; a large plaza area; picnic tables, and artwork; parking; and a small play features. A pathway connects the southern end to Beach Street towards Cowell Beach. The park includes the Monterey Bay National Marine Sanctuary Exploration Center and adjacent parking area. An approximately half acre site at 101 Washington Street (former location of Lighthouse Liquors) was purchased for incorporation into the park and is currently being leased.

**Harvey West Park** is a large community park that is used for a variety of recreational activities, including recreation programming and summer camps, events, sports, and large gatherings. It contains a pump track, athletic fields, reservable picnic areas, a playground and tot lot, exercise equipment, a sand volleyball court, horseshoe pits, and bocce ball courts. The park hosts large community events. It also contains Community Recreational Facilities that include the Harvey West Pool, Wagner Cottage, Kids Kottage, and Scout and Clubhouse. The Ranger Station and Parks Maintenance Yard are also located on the grounds. Hiking trails connect to the Upper Westside Neighborhood and Pogonip Open Space.

**Jessie Street Marsh** is adjacent to Ocean View Park and East Cliff Drive and currently has an ad-hoc trail that extends from E. Cliff Drive to Lemos Avenue. The property is a City-owned wetland and open space site located north of San Lorenzo Boulevard and the San Lorenzo River. In 1998, the City prepared the Jessie Street Marsh Management Plan, which includes goals to restore the marsh and improve access. The Plan identifies actions to improve hydrologic functions of the marsh (including hydrologic interaction with the San Lorenzo River), habitat restoration actions, and measures to enhance public access. Historically, Jessie Street Marsh was part of a large tidal estuary open to the San Lorenzo River. Since adoption of the plan, the City has implemented some management actions, including control of invasive plant species and marsh vegetation management.

**Moore Creek Preserve** is a 246-acre natural preserve area that supports coastal prairie, riparian, and oak woodland habitats, as well mixed eucalyptus and Monterey cypress groves and special status species. The preserve has nearly three miles of hiking trails (no dogs are allowed) that wind through canyon, forest, and grassland natural settings. Many of the trails overlook the Pacific Ocean. Cattle graze the coastal prairie areas to help restore native plants and the Ohlone tiger beetle (*Cicindela ohlone*). Access to the site is limited. Visitors can park on Shaffer Road and cross Highway 1 to enter the southern entrance or park east of Western Drive to walk down Meder Street to enter the northeastern entrance.

**Neary Lagoon Wildlife Refuge** is a 37-acre-owned wetland and natural area situated in the central part of the City. Habitat areas include freshwater marsh, open water, riparian and mixed oak woodland, and grassland. Habitat and wildlife/fisheries management actions include removal of non-native plant and wildlife species, maintaining a balance between freshwater marsh and open water habitat through removal of tules and cattails, sediment removal, establishing and enhancing islands within the lagoon for waterfowl, grassland restoration, and conducting annual surveys and monitoring. The facility offers a boardwalk loop trail where visitors can bird watch and explore a variety of natural habitats such as riparian forest, freshwater marsh, mixed oak woodland, and open water. The floating walkway offers a truly unique experience within the City and region. Interpretive signs provide information about some of the wildlife that inhabit the refuge. The Museum of Natural History leads educational tours funded by the City.

**Pogonip Open Space** contains approximately eight miles of hiking trails and three miles of multi-use (hiking, biking, and horseback riding) trails that weave through a variety of natural and historic landscapes. The property supports a variety of plant communities, as well as sensitive habitat (coastal prairie) and special status species. The open space is located adjacent to Harvey West Park, UCSC (which includes trails that connect to Wilder Ranch State Park), and Henry Cowell Redwoods State Park. The Emma McCrary Trail was constructed in 2013 with the help of volunteers and has become a very popular trail, especially for mountain biking.

The City-adopted Pogonip Master Plan envisioned a variety of recreational and educational activities for the open space, including new trails. The Homeless Garden Project will soon be locating in Pogonip. The Homeless Garden Project is a non-profit organization that provides programs and training to people who are or have previously been homeless. The property includes the historic Pogonip Clubhouse, which was constructed in 1911 as the Casa del Rey Golf and Country Clubhouse. The clubhouse is currently in a dilapidated condition and is closed off from public access. The Pogonip Master Plan envisions the restoration of the Pogonip Clubhouse as a staging area for educational programs, a meeting and retreat center, and a site for special events. The former tennis courts are also closed, and the swimming pool has been filled in. The Parks Master Plan recommended replacing the tennis and pool area with event grounds and parking. The Parks Master Plan also planned for an outdoor education camp in the Lower Main Meadow and an interpretive trail through Sycamore Grove, which is located to the east of Highway 9 along the San Lorenzo River and is currently closed as a result of illegal camping issues. The habitat types most common along the San Lorenzo River within the City of Santa Cruz are ruderal grassland, mixed riparian forest, willow thickets, freshwater marsh, and brackish water tule marsh.

**San Lorenzo Park** is located along the eastern edge of the San Lorenzo River and is bordered by Water Street to the north; the Santa Cruz County Government Center, a hotel, and an apartment complex to the east; and Branciforte Creek to the south. The park is connected to downtown by a pedestrian bridge over San Lorenzo River. The benchlands area of the park is located within a San Lorenzo River floodplain. San Lorenzo Park hosts multiple events throughout the year and parking is often provided at the County Government Center and in the benchlands area for the events. The park has a

playground, a tot-lot, nine disc golf baskets, the San Lorenzo Lawn Bowling facility, and a pond with a small stage.

**San Lorenzo River** is the major watercourse through the City and a major physical feature in the City. The river originates in the Santa Cruz Mountains and traverses through the center of the City. Following severe flooding in downtown Santa Cruz in the winters of 1938, 1941, and 1955, the ACOE completed a flood control project along the San Lorenzo River in 1959 that straightened and confined the river within its current configuration. The project created a channelized flood control channel for the river's lower 2.5 miles south of Highway 1. The project included rip-rap levee banks, removal of all vegetation from the banks, and dredging of the river channel bottom with an excavated channel. Significant flood improvements along the river were completed in 2000 as part of the ACOE's San Lorenzo River Flood Control and Environmental Restoration Project. This project raised the river levee height, provided landscaping and improved the pedestrian/bicycle path on the levee, and rehabilitated three of the four downtown bridges (over the San Lorenzo River) to increase flood flow capacity. The habitat enhancement efforts focused on the land side of the levees in the study area which were landscaped with native trees, shrubs, and groundcover (SOURCE V6.a).

**The West Cliff Pathway** and accents is a multi-use path located on a coastal bluff along West Cliff Drive, which extends from Natural Bridges State Park to Cowell Beach. Stairs provide access to popular surfing breaks and beaches. The path and adjacent bluffs support a variety of coastal recreational activities, including ocean and wildlife viewing, rock fishing, biking, walking, and exercising. The park has benches, landscape accents, coastal overlook/viewing areas, artwork, and one turf field. The adjacent Monterey Bay is a popular surfing location, and areas also are used for swimming and kayaking. Surf contests are held at Steamer Lane and marathons are held along the pathway. The Surfing Museum is located at Lighthouse Point, which offers an un-paralleled viewing opportunity of surfing. Natural Bridges State Park is located at the western edge of West Cliff, and Lighthouse Field State Park is located across the street from Lighthouse Point.

## 4.9.2 Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- PUB-1 Result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times, or other performance objectives for any of the public services:
- Fire protection
  - Police protection

- Parks
  - Other public facilities;
- PUB-2     Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated; or
- PUB-3     Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

### Impacts and Mitigation Measures

**Impact PUB-1:     New or Expanded Public Service Facilities.** The proposed Project would not require new or physically altered governmental facilities. Therefore, this is a *less-than-significant* impact.

The project consists of a program-level plan to guide future parks and recreational facility planning and development. The proposed Parks Master Plan includes goals, policies, actions and recommendations that would result in future improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping or minor improvements.

The Parks Master Plan was developed in response to resident needs. Most of the recommendations are for minor improvements, and there are no recommendations that would substantially increase uses at existing facilities, except for potential off-season weekend events at the Audrey Stanley Grove theater at DeLaveaga Park. The Parks Master Plan addresses the need for adequate public parks and recreational facilities to accommodate residents and visitors within the City. While, continued and future uses at parks and recreational facilities may result in additional calls for police or fire emergency services, these would not be of the magnitude that would result in the need for new or expanded fire or police facilities.

Public concerns have been raised about the City's failure to enforce dog regulations, especially off-leash dog use at Its Beach. The Parks Master Plan calls for increased enforcement of off-leash and dog access laws (Goal III-Policy 1, Action 5) and review of the existing day-use access areas for domestic animals onto beaches and open spaces with consideration of creation of a licensing program to manage off-leash dog use (Goal III-Policy 1, Action7). At Mitchell's Cove, the Master Plan includes a recommendation to consider programs and enforcement to ensure that off-leash dog use does not overwhelm the small beach area. Furthermore, the proposed Parks Master Plan does not propose legalizing illegal off-leash use, but rather supports fenced areas for such use and increased enforcement as indicated above.

Therefore, potential indirect project impacts public services resulting from future improvements and park uses are considered *less than significant*.



### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact PUB-2: Increased Use of Parks.** The proposed Project would not cause a substantial increase in use of parks and recreational facilities. Therefore, this is a *less-than-significant* impact.

Santa Cruz offers residents and visitors a wide range of parks, open space, beaches, trails, and recreational opportunities. The City has responsibility for management, maintenance, and operation of more than 1,700 acres of parks and open space lands, and various community/recreational facilities, and oversees development of new parks and improvements within City-owned parks, open space, beaches and community facilities.

The proposed Parks Master Plan includes improvements to existing facilities, and no new parks or facilities are specifically identified. The projects and recommendations in the Parks Master Plan will support the City's resident and visitor population. While increased use at some facilities may occur, with ongoing City maintenance and the Plan's administration policies and actions, future continued and/or expanded use would not be expected to be of a magnitude that would cause substantial physical deterioration to facilities. The recommendations in the Parks Master Plan could increase the attractiveness and use of certain recreation facilities. However, the Plan is developed in order to maintain and enhance parks and recreation facilities such that they do not substantially deteriorate.

Furthermore, the General Plan 2030 EIR evaluated potential impacts to parks while estimated growth that could be accommodated by the General Plan and concluded that the estimated growth would not increase use of parks or recreational facilities such that a substantial physical deterioration would occur. The largest projected increases in population would be distributed along existing transportation corridors throughout the City and in downtown. Thus, it is anticipated that the increased use of parks and recreational facilities would be distributed throughout existing neighborhood and community parks. A geographically widespread increase in use would not likely result in substantial physical deterioration of specific parks and recreational facilities. The EIR concluded that the increased population accommodated by the General Plan would result in increased use of existing parks and school playgrounds, but was expected to be spread out throughout the City so that no substantial deterioration would occur at any one facility. With implementation of the proposed General Plan 2030 goals, policies and actions that set forth measures to avoid and minimize adverse impacts on parks and recreational facilities, indirect impact on parks and recreational facilities were considered less-than-significant.

Therefore, the impact related to increased park use and deterioration of facilities is less than significant.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

**Impact PUB-3: New Recreational Facilities.** The proposed Project would not include recreational facilities or require expansion of recreational facilities which might have an adverse effect on the environment. Therefore, this is a *less-than-significant impact with mitigation*.

The proposed Parks Master Plan recommends improvements to existing parks and recreation facilities within the planning area, but no site-specific proposals are included in the plan. Potential indirect impacts resulting from future development of park and trail improvements would be avoided or minimized with implementation of the policies and actions included in the Master Plan as discussed in this EIR. Additionally, future development would be subject to compliance with City General Plan policies and regulations. As such, projects would be evaluated and designed to avoid significant impacts in accordance with policies and actions included in both the proposed Parks Master Plan and the City's General Plan, as well as in accordance with guidelines and measures included in parks management plans. Potential indirect significant impacts related to biological resources (nesting birds) and geology-soils (erosion) identified in this EIR would be mitigated to a less-than-significant level. Therefore, potential indirect impacts resulting from development of parks and recreational facilities are considered *less than significant with mitigation*.

### Mitigation Measures

No mitigation measures are required as a significant impact has not been identified.

## 4.10 TRANSPORTATION

This section analyzes transportation impacts of the proposed Parks Master Plan (Project) based on a review of existing city plans and studies. This section also draws from the City of Santa Cruz General Plan 2030 EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on regulatory setting and sensitive habitats. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.3.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at:

<http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Public and agency comments related to transportation were received during the public scoping period in response to the Notice of Preparation (NOP). Issues raised in these comments include:

- ☐ Caltrans supports local development that is consistent with State planning priorities.
- ☐ Work in the State's right-of-way will require an encroachment permit from Caltrans.

To the extent that issues identified in public comments involve potentially significant effects on the environment according to the California Environmental Quality Act (CEQA) and/or are raised by responsible agencies, they are identified and addressed within this EIR. Public comments received during the public scoping period are included in Appendix A.

### 4.10.1 Environmental Setting

#### Regulatory Setting

A number of local, regional and state agencies are involved with transportation planning and implementation of transportation programs and improvements within the City of Santa Cruz. The City maintains local roadways and transportation facilities. The California Department of Transportation (Caltrans) has jurisdiction over State highway segments that traverse the City, including portions of Highways 1, 9, and 17. To address roadway and intersection improvements needed as a result of impacts of new development, the City has developed a "Traffic Impact Fee" (TIF) program. The TIF is applied to new development and redevelopment and is collected at the time of issuance of building permits (see discussion below in the "Planned Transportation Improvements" subsection for more details). The City also is active in acquiring transportation funding from federal, state, and local sources.

Other local and regional agencies responsible for transportation services and/or transportation planning are summarized below.

- ❑ *The Association of Monterey Bay Area Governments (AMBAG)* is the federally designated Metropolitan Planning Organization (MPO) for transportation planning activities in the tri-county Monterey Bay region (Santa Cruz, Monterey and San Benito counties). It is the lead agency responsible for developing and administering plans and programs to maintain eligibility and receive federal funds for the transportation systems in the region. AMBAG conducts regional transportation planning activities through its Metropolitan Transportation Plan (MTP), the Metropolitan Transportation Improvement Program (MTIP), maintenance of a regional travel demand model and demographic forecasts. AMBAG works with regional transportation planning agencies, transit providers, the Monterey Bay Unified Air Pollution Control District (MBUAPCD), state and federal governments, and organizations having interest in or responsibility for transportation planning and programming.
- ❑ *The Santa Cruz Regional Transportation Commission (SCCRTC)* is the State designated Regional Transportation Planning Authority (RTPA) for transportation planning activities in Santa Cruz County. SCCRTC oversees planning and funding programs for local and countywide projects within Santa Cruz County using state and federal transportation funds. The City of Santa Cruz has one City representative on the 12-member SCCRTC board, and some City transportation projects are funded through grant programs administered by the SCCRTC.
- ❑ *The Santa Cruz Metropolitan Transit District (SCMTD)* provides transit services throughout Santa Cruz County.

## **Roadway Network**

### ***Local Roadways***

The City's road system consists of arterial highways and arterial, collector and local streets. These different classifications relate to different transportation functions and are classified in terms of access, mobility, design and use. Additionally, visitor/coastal access and truck routes have been designated to facilitate the movement of visitor traffic and commodities.

Highways and arterial streets carry the City's heaviest traffic flows and provide regional and inter-community access. State highways through the City are described in the following section. Major arterial streets within the City include:

- Ocean Street (the primary north-south arterial);
- Mission Street, Water Street, Soquel Avenue, and Broadway Avenue-Laurel Street (the primary east-west arterials);
- Other designated arterial streets include Bay Street, Delaware Avenue, Morrissey Blvd., Murray Street-San Lorenzo Blvd., Seabright Avenue, Market Street, Beach Street, Second Street, Front Street, Pacific Avenue, Cedar Avenue, Center Street, Walnut Street, River Street, and High Street.

Collector streets provide circulation within and between neighborhoods and commercial and industrial areas. These streets usually serve relatively short trips and are meant to collect traffic from

local streets and distribute them to the arterial network. Examples of collector streets include California Street, Chestnut Street, Escalona Drive, Fairmount Street, Frederick Street, King Street, Swift Street, and West Cliff Drive.

Local streets provide direct access to abutting land uses, collectors, or arterials, and usually do not accommodate bus routes.

Visitor/coastal access routes are intended to be inviting to visitors and to provide convenient, clear access to and from visitor and coastal destinations. Highways 1 and 17, Ocean Street, and Mission Street are key visitor routes into Santa Cruz and the City's beach areas. West Cliff Drive also provides a scenic route along the coast.

Truck routes are intended to channel trucks through the community and away from residential and other areas where they would be a nuisance. The truck routes in the City are Highway 1 – Mission Street, Highway 17, Bay Street north of Mission, Empire Grade west of Bay, Highway 9, Morrissey Boulevard, and Soquel Avenue.

### ***State Highways***

State highways that go through the City of Santa Cruz include segments of Highways 1, 17, and 9. Though referenced as “state routes” in Caltrans documents, the more common term, “highway”, is used in this EIR. Highways 1 and 17 serve regional traffic, including motorists who commute to jobs in the Santa Clara Valley and motorists who travel into Santa Cruz County for recreational opportunities offered in the county. A short segment of Highway 9 also is within city limits.

**Highway 1** provides access to San Francisco to the north and Monterey to the south. Regionally, Highway 1 is the major inter- and intra-county route for Santa Cruz County. Within the City of Santa Cruz, it is oriented in an east-west direction, although the interregional alignment of Highway 1 is primarily north-south. It is a four-lane arterial along Mission Street from the west side of Santa Cruz to Chestnut Street Extension, a four-lane expressway between Mission Street-Chestnut Street and River Street, and a four-lane freeway east of River Street. The speed limit on Highway 1 is 25 miles per hour (mph) along Mission Street, 45 mph along the expressway section, and 55 and 65 mph on the freeway sections further east. Recurrent congestion results in queuing on Highway 1 that extends for several miles during peak hours. Accidents, events, and other incidents in the corridor can further increase congestion related delays in either direction, on any day, including weekends.

**Highway 9** is a two-lane state highway that connects the City of Santa Cruz with the San Lorenzo Valley, and eventually, Saratoga and Los Gatos. Approximately 0.5 miles of Route 9 are located within Santa Cruz city limits.

**Highway 17** connects Santa Cruz with Scotts Valley and San Jose and other Santa Clara County communities. It is a four-lane freeway north of the Highway 1/ Highway 9 intersection. Highway 17 is the primary route between the Santa Clara Valley and Santa Cruz County that serves as both a

commuter route for Santa Cruz County residents that work in Santa Clara County and for recreational visitors that come to Cruz County. Congestion occurs both during weekday commute times and on summer weekends. This winding, four-lane road has steep sections, frequent road crossings, and substandard median shoulders and outside shoulders for most of its length. In addition to the challenging roadway configuration, weather-related conditions such as thick fog, heavy rains and mudslides affect roadway operations.

### ***Vehicle Miles Traveled***

In September 2013, Governor Brown signed Senate Bill 743 which made significant changes to how transportation impacts are to be assessed under CEQA. SB 743 directs the Governor’s Office of Planning and Research (OPR) to develop a new metric to replace LOS as a measure of impact significance and suggests vehicle miles traveled (VMT) as that metric. One vehicle (regardless of the number of passengers) traveling one mile constitutes one “vehicle mile” (Santa Cruz County Regional Transportation Commission, 2018). SB 743 also creates a new CEQA exemption for certain projects that are consistent with the regional Sustainable Communities Strategy.

The State CEQA Guidelines, which were amended at the end of 2018 and went into effect in 2019, include a new section 15064.3 regarding analysis of transportation impacts. This section indicates that “generally, VMT is the most appropriate measure of transportation impacts.” For the purposes of this section, “vehicle miles traveled” refers to the amount and distance of automobile travel attributable to a project. Other relevant considerations may include the effects of the project on transit and non-motorized travel. The section further indicates that “except as provided in subdivision (b)(2) below (regarding roadway capacity), a project’s effect on automobile delay shall not constitute a significant environmental impact.”

A lead agency has discretion to choose the most appropriate methodology to evaluate a project’s VMT, including whether to express the change in absolute terms, per capita, per household or in any other measure. A lead agency may use models to estimate a project’s VMT and may revise those estimates to reflect professional judgment based on substantial evidence. A lead agency may elect to be governed by the provisions at the time of the amended CEQA Guidelines, however, beginning on July 1, 2020, the provisions shall apply statewide. The City of Santa Cruz is in the process of developing a VMT threshold, but has not yet adopted one and has until July 1, 2020 to do so. Technical guidelines published by the California Office of Planning and Research indicate that a per capita or per employee VMT that is 15 percent below that of existing development may be a reasonable threshold based on reductions needed to meet targeted greenhouse gas emissions reductions, and below these levels, a project could be considered to have a low VMT (California Office of Planning and Research, December 2018). Furthermore, according to these guidelines residential development that would generate vehicle travel that is 15 or more percent below the existing residential VMT per capita, measured against the region or city, may indicate a less-than-significant transportation impact.

According to the SCCRTC, VMT per capita within Santa Cruz County is estimated to decrease by 17% from approximately 15.3 to approximately 12.5 between 2005 and 2035 (Santa Cruz County Regional

Transportation Commission, 2018). Furthermore, preliminary reviews by the City indicates that residential development in the city of Santa Cruz generates VMT per capita more than 15 percent lower than the County average per capita VMT per the California Travel Model. Based on the California Travel Model, the City's VMT residential per capita is 11.04 compared to the County per capita VMT of 15.41. The City per capita figure is 28 percent less than the County figure, which would indicate that the City's per capita VMT is low compared to the region. The City's employee per capita VMT is 20.06 compared to the County's employee per capita VMT of 22.09, which is about 9 percent lower than the County employee per capita VMT.

## **Bicycle and Pedestrian Circulation**

The City of Santa Cruz has high percentages of its population that commute by walking and bicycling; approximately, 10 percent of the City's population walked and bicycled between 2011-2014 as compared to the state averages of 2.7 and 1.1 percent, respectively. Rates of cycling in the City have more than doubled since the 2008 Bicycle Transportation Plan, where Census data from 2000 showed that 4.7 percent of the population commuted by bike (City of Santa Cruz, February 2017).

The City of Santa Cruz' bicycle system is comprised of off-street multi-use paths (Class I), on-street bicycle lanes (Class II) and on-street bicycle routes (Class III). Class I and Class II bike facilities. In 2017, the City started a bike share program with electric bikes that currently offers approximately 550 bikes for public use. Bicycle support facilities include different classes of bicycle parking facilities, which are required by City zoning code regulations, and shower facilities at major employment facilities. Future planning for bike and pedestrian infrastructure projects is guided by the City of Santa Cruz Active Transportation Plan (2017). All of the SCMTD buses are equipped with front-mounted bicycle racks capable of carrying three bicycles. The University of California operates a bike shuttle near the intersection of Bay/Mission Streets to transport bicycles to the University. The City has approximately 135 miles of sidewalks.

## **Public Transit**

Transit service within Santa Cruz County is primarily provided by the Santa Cruz Metropolitan Transit District (SCMTD). Regional bus routes provide service to destinations in Santa Clara and Monterey Counties including daily weekday service via Highway 17 by the SCMTD. SCMTD buses provide service from the downtown Santa Cruz transit center to the San Jose Caltrain station, with connections to San Francisco, Sacramento, Stockton and other cities. Greyhound bus service also is provided from Downtown Santa Cruz to select destinations.

In addition to the SCMTD transit services, a Downtown Trolley service has been in operation since 2012 and provides service between the Downtown and the Wharf/Beach areas weekends and holidays between Memorial Day and Labor Day. The shuttle operates on 30-minute headways in either direction. The City of Santa Cruz received a grant from the Monterey Bay Air Resources District in 2018 to purchase two electric shuttles and will be launching an all-electric shuttle program in the summer of 2020. The trollies will provide service between downtown Santa Cruz and the Main Beach

on weekends and holidays during the summer. The service is sponsored by the Downtown Association and numerous businesses and organizations.

### **Rail Service**

The former Union Pacific Railroad rail line forms a continuous, single-track, 32-mile corridor from Davenport to the City of Watsonville. The Santa Cruz County Regional Transportation Commission (RTC) finalized purchase of the right-of-way in October 2012. The Santa Cruz County RTC selected the Santa Cruz and Monterey Bay Railway to operate freight and potential future passenger rail service along the corridor. The St. Paul & Pacific Railroad Co. LLC, a subsidiary of Progressive Rail Incorporated, began operating on the Santa Cruz Branch Rail Line on August 16, 2018.

The Santa Cruz Big Trees and Pacific Railway Company operates a tourist-oriented passenger service between Felton and the Santa Cruz Beach Boardwalk on its nine-mile track line from Santa Cruz to its current terminus at Roaring Camp. The service is provided daily during mid-June through the end of August, and weekends and holidays in May, early June, September through October, late November, and December. The trains run twice in each direction every day during regular operations and use the tracks that cross Pacific Avenue just north of the intersection of Pacific Avenue and Beach Street.

## **4.10.2 Impacts and Mitigation Measures**

### **Thresholds of Significance**

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- TRANS-1 Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadways, bicycle, and pedestrian facilities;
- TRANS-2 Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b);
- TRANS-3 Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment); or
- TRANS-4 Result in inadequate emergency access.

### **Impacts and Mitigation Measures**

#### ***Areas of No Project Impact***

- TRANS-2 *Conflict with State CEQA Guidelines Section 15064.3 - Vehicle Miles Traveled.* CEQA Guidelines section 15064.3, subdivision (b) codifies the switch from LOS to vehicle miles traveled (VMT) as the metric for transportation impact analysis pursuant to state legislation adopted in 2013. CEQA Guidelines section 15064.3(b) indicates that



development projects that exceed an applicable VMT threshold of significance may indicate a significant impact. Generally, projects within one-half mile of either an existing major transit stop or a stop along an existing high-quality transit corridor should be presumed to cause a less than significant transportation impact. Projects that decrease vehicle miles traveled in the project area compared to existing conditions should be presumed to have a less than significant transportation impact. If existing models or methods are not available to estimate the vehicle miles traveled for the particular project being considered, a lead agency may analyze the project's vehicle miles traveled qualitatively. Such a qualitative analysis would evaluate factors such as the availability of transit, proximity to other destinations, etc. For many projects, a qualitative analysis of construction traffic may be appropriate.

As previously indicated, the City of Santa Cruz is in the process of developing a VMT threshold, but has not yet adopted one and has until July 1, 2020 to do so. Thus, at the present time, the project would not conflict or be inconsistent with CEQA Guidelines section 15064.3.

The Project is a Parks Master Plan that includes recommendations for improvements to existing park and recreational facilities. The Project would not include residential, commercial or office uses that could increase vehicle miles traveled. None of the recommended improvements or new structural development would result in significant increased traffic volumes. Recommended park facility improvements are for ancillary features to serve existing parks. Many City parks and recreational facilities are accessible by non-vehicular travel modes.

Technical guidelines published by the California Office of Planning and Research indicate that overall per-capita vehicle travel would need to be approximately 14.3 percent lower than existing levels to meet targeted greenhouse gas emissions reductions, and below these levels, a project could be considered low VMT (California Office of Planning and Research, December 2018). Furthermore, residential development that would generate vehicle travel that is 15 or more percent below the existing residential VMT per capita, measured against the region or city, may indicate a less-than-significant transportation impact. Implementation of recommendations in the proposed Parks Master Plan would lead to improvements at existing parks that generally serve City residents. The City's per capita VMT is 28% lower than the County (regional), and therefore, is at a level that would be considered less-than-significant. Implementation of the proposed Parks Master Plan would not lead to new development that would increase VMT. Therefore, the project would not conflict or be inconsistent with CEQA Guidelines section 15064.3. Therefore, *no impact* would occur.

TRANS-3     *Geometric Design Hazards.* The Project would consist of improvements to existing park and recreational facilities. The Project would not include changes to existing roadway design or introduce incompatible uses. Therefore, *no impact* would occur.

TRANS-4 *Emergency Access.* The Project would consist of improvements to existing park and recreational facilities. The Project would not include changes to existing roadway design or introduce incompatible uses. Therefore, *no impact* would occur.

### ***Project Impacts***

**Impact TRANS-1: Conflicts with Plans Addressing the Circulation System.** The proposed Project would not conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadways, bicycle, and pedestrian facilities. Therefore, this is a *less-than-significant* impact.

The proposed Project consists of recommendations that could result in improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with the addition of amenities, landscaping, or minor improvements, such as benches, picnic and play areas, improved signage, and facility renovations. Expanded or upgraded playgrounds are recommended for consideration at five neighborhood parks (Central, Harvey West, Frederick Street, Garfield, Lighthouse Avenue, and Sgt. Derby Parks). Most of the recommendations in the Parks Master Plan would not result in new structural development.

New structural development recommendations include: potential restrooms at several facilities; permanent restroom and dressing room facilities the Audrey Stanley Grove amphitheater at DeLaveaga Park; potential addition of a caretaker residence at Pogonip; potential workshop and storage structure at the Wharf Yard (at Depot Park); and structural renovations at existing facilities (the Civic Auditorium, Loudon Nelson Community Center, and Pogonip clubhouse). No specific development is proposed as a part of the Parks Master Plan. Feasibility studies would be conducted for new or expanded parks and facilities before site plans are developed. Potential future trails would be considered after additional studies and routes are reviewed. No specific trail alignments are included in the Parks Master Plan.

None of the recommended improvements or new structural development would result in significant increased traffic volumes. Recommended improvements are for ancillary features to serve existing parks. Most City parks and recreational facilities are accessible by non-vehicular travel modes. Potential expanded use at the Audrey Stanley Grove amphitheater at DeLaveaga Park and San Lorenzo Park is expected to occur on weekends and/or during the day outside of weekday AM and PM peak hours for traffic and, thus, would not result in significant traffic increases that would conflict with a program, plan, ordinance, or policy addressing the circulation system.

Potential small parking lots at Lower DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space are identified for consideration in the Parks Master Plan. The introduction of new parking areas could result in an increase in traffic. However, future parking lots are expected to be relatively small with capacity of approximately 30 vehicles or less given the limited site availability in the areas where additional parking would be considered. This minor increase in parking would not be expected to

result in a substantial increase in peak hour traffic or conflict with plans or policies related to circulation.

The Parks Master Plan recommendation to consider developing a parking area off of Highway 1 to improve access to the Moore Creek Preserve does not provide a specific proposal in terms of size, layout or driveway location. Further study and design would be necessary should the City decide to propose a parking area in the future. The Parks Master Plan also acknowledges that recommendations in the Plan are conceptual and further study would be needed once specific improvements are proposed, sited and designed.

As previously indicated, the City of Santa Cruz has high percentages of its population that commute by walking and bicycling, which indicates a need and high demand beyond recreation for pedestrian and bike routes and trails. The Parks Master Plan recognizes that an increasingly urban population relies on public transportation and alternative means of transit, such as bicycles, as a primary mode of transport. Goal VI of the Parks Master Plan, Connectivity and Access, notes that national trends indicate a move towards more interconnected park systems, and a greater emphasis on pedestrian and bicycle pathways also aligns with national trends indicating an increase in the popularity of health and fitness recreation. It is also noted that Goal VI supports an integrated park system that in part provides a means for alternative transportation, and Policy A, Action 7 of this goal supports a Felton-Santa Cruz recreational trail and transportation/commuter corridor. Thus, the Project supports and is consistent with City General Plan policies that support alternative modes of transportation. Therefore, potential indirect project impacts related to transportation or traffic resulting from future improvements and/or expanded uses would not result in potential conflicts with plans and policies regarding the City's circulation system are considered *less than significant*.

### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

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## 4.11 UTILITIES AND ENERGY CONSERVATION

This section analyzes potential impacts of the proposed Parks Master Plan (Project) to the following utilities.

- Water Supply
- Wastewater Treatment
- Solid Waste Disposal
- Energy – Electrical and Natural Gas Utilities

This section draws from the City of Santa Cruz *General Plan 2030* EIR (SCH#2009032007), which was certified on June 26, 2012, regarding background information on the City's wastewater treatment facility and solid waste disposal. The General Plan EIR is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines. Relevant discussions are summarized in subsection 4.11.1. The General Plan EIR is available for review at the City of Santa Cruz Planning and Community Development Department (809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 3 PM. The General Plan EIR is also available online on the City's website at:

<http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

This section also draws from the City of Santa Cruz *2015 Urban Water Management Plan* (UWMP), which was adopted in August 2016 in accordance with state law. The UWMP, which must be updated every five years, evaluates water supply and demand within the City's water service area over the next 20 years. The 2015 UWMP is incorporated by reference in accordance with section 15150 of the State CEQA Guidelines, and relevant discussions are summarized in section 4.11.1. The 2015 UWMP Plan is available for review at the City of Santa Cruz Water Department (212 Locust Street, Suite A, Santa Cruz, California) during business hours: Monday through Thursday, 8 AM to 12 PM and 1 PM to 5 PM. The plan also is available for review on the City's website at: <http://www.cityofsantacruz.com/government/city-departments/water/2015-urban-water-mgmt-plan>.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding utilities and energy conservation. Public comments received during the public scoping period are included in Appendix A.

### 4.11.1 Environmental Setting

#### Regulatory Setting

There are a number of state laws and regulations governing the provision of specified services. These are discussed in the General Plan 2030 EIR (DEIR volume) on pages 4.5-1-3, 4.6-21-4.6-22, and 4.6-25, which is incorporated by reference. Key regulations are summarized below.

##### *State Regulations*

**Water Supply Assessments.** In 2001, Senate Bill (SB) 610 amended California law regarding review of water availability for large projects (Section 10910 et seq. of the Water Code; Section 21151.9 of the Public Resources Code [CEQA]; see also Section 15155 of the State CEQA Guidelines). Pursuant to SB 610, preparation of a “water supply assessment” (WSA) is required for projects subject to CEQA that meet specified criteria regarding project size: projects of 500 or more residential units, 500,000 square feet or more of retail commercial space, 250,000 square feet or more of office commercial space, 500 or more hotel rooms, specified industrial uses, or a project that would result in a water demand equal to or greater than the amount needed to serve a 500-unit residential project. These assessments, prepared by “public water systems” responsible for service, address whether there are adequate existing or projected water supplies available to serve proposed projects over a 20-year period, in addition to existing demand and other anticipated development in the service area. The proposed Project does not meet the above size requirements that would trigger the preparation of a WSA.

**Sustainable Groundwater Management.** In 2014, California enacted the “Sustainable Groundwater Management Act” to bring the state’s groundwater basins into a more sustainable regime of pumping and recharge. The legislation provides for the sustainable management of groundwater through the formation of local groundwater sustainability agencies (GSAs) and the development and implementation of groundwater sustainability plans (GSPs), and requires GSAs and GSPs for all groundwater basins identified by the California Department of Water Resources (DWR) as high or medium priority. The law also authorizes the intervention of the State Water Resources Control Board in the event that no GSA, or equivalent local authority, is formed for a high- or medium-priority basin, or if an adequate GSP is not submitted for those basins. Additionally, it establishes criteria for the sustainable management of groundwater and authorizes DWR to establish best management practices for groundwater (California Department of Water Resources, December 2016).

The City of Santa Cruz is part of the Santa Cruz Mid-County Groundwater Basin formed pursuant to this legislation. The portion of the City’s water service area not represented by the Agency is a remaining portion of the previously designated West Santa Cruz Terrace Basin and this basin is not currently managed by a GSA and may undergo further modification.

**Wastewater Treatment.** The Clean Water Act (CWA) regulates the discharge of pollutants to waters of the United States from any point source, enacted in 1972. The California State Water Resources Control Board (State Board) and the nine Regional Water Quality Control Boards (RWQCB) have the authority in California to protect and enhance water quality, including administration of the National Pollutant Discharge Elimination System (NPDES) permit program for discharges, storm water and construction site runoff. The discharge of treated wastewater is included in the NPDES program. The RWQCB regulates operations and discharges from sewage systems through the NPDES permit. Further discussion is provided on pages 4.6-21 to 4.6-22 of the General Plan 2030 EIR (DEIR volume), which is incorporated by reference.

### ***Local Regulations***

**Water Supply.** Title 16 of the City's Municipal Code addresses water, sewers, and other public services. Title 16 chapters relevant to water service include:

- Chapter 16.01 Water Shortage Regulations and Restrictions
- Chapter 16.02 Water Conservation
- Chapter 16.03 Plumbing Fixture Retrofit Regulations
- Chapter 16.04 Water Services
- Chapter 16.05 Loch Lomond Recreation Area, Watershed Lands and Riparian Conservation Areas
- Chapter 16.06 Regulation of Water Wells
- Chapter 16.08 Sewer System: Graywater Systems (section 16.08.065)
- Chapter 16.09 Water System Improvements
- Chapter 16.10 Desalination Plant – Voter Approval
- Chapter 16.11 Water Service Accounts
- Chapter 16.13 Unified Utilities Billing System
- Chapter 16.14 System Development Charges
- Chapter 16.15 Water Use
- Chapter 16.16 Water –Efficient Landscaping
- Chapter 16.24 Utility Service Area Expansion

The City of Santa Cruz has enacted several ordinances regarding water conservation. Chapter 16.01 identifies regulations and restrictions during declared times of water shortages. Chapter 16.02 sets forth water conservation provisions to prevent the waste or unreasonable use or method of use of water. Chapter 16.16 sets forth requirements for water-efficient landscaping and also is intended to comply with the California Government Code section 65591 et seq., the Water Conservation in Landscaping Act. The regulations are applicable to applicants for new, increased, or modified water service within the City's water service area. On June 28, 2011, the City Council adopted Ordinance 2011-04, which amends the Municipal Code and adds a new section (16.08.065) to allow graywater use for irrigation. Graywater is wastewater that originates from showers, bathtubs, bathroom sinks, and clothes washing machines.

**Wastewater Treatment.** Chapter 16.08 (“Sewer System Ordinance”) of the City of Santa Cruz Municipal Code regulates discharge to sanitary sewer and requires that all wastewater be discharged to public sewers, with the exception of graywater as allowed by Municipal Code Chapter 16.08. Septic tanks and cesspools are not allowed within city boundaries except as specified for limited conditions in Chapter 6.20 of the Municipal Code.

#### **4.11.1.1 Water Service**

##### **City Water Service System**

###### ***Water Supply Sources***

The City’s water system is comprised of four main sources of supply: San Lorenzo River diversions (including the Tait wells); North Coast spring and creeks; Loch Lomond Reservoir; and the Beltz well system. Over the past decade, the North Coast sources represented 26 percent of the total water supply, the San Lorenzo River represented 55 percent, Newell Creek (Loch Lomond Reservoir) represented 14 percent, and Beltz wells contributed the remaining 5 percent (City of Santa Cruz, August 2016).

The San Lorenzo River is the City’s largest source of water supply. The main surface water diversion, known as the Tait Diversion or San Lorenzo, is located adjacent to the City’s coast pump station on Highway 9 near the City limits just north of Highway 1. The Tait Diversion is supplemented by shallow, auxiliary wells located directly across the river, the Tait wells. The other diversion on the San Lorenzo River is Felton Diversion, which is an inflatable dam and intake structure built in 1974, located about 6 miles upstream from the Tait Diversion. When the diversion is being operated, water is pumped from this diversion through the Felton Booster Station to Loch Lomond Reservoir. Loch Lomond Reservoir is located near the town of Ben Lomond in the Santa Cruz Mountains and has a maximum capacity of 2,810 million gallons (mg). In addition to the City, the San Lorenzo Valley Water District is entitled by contract to receive a 314.4 acre-feet per year (AFY) of the water stored in Loch Lomond Reservoir (City of Santa Cruz, August 2016).

The North Coast water sources consist of surface diversions from three coastal creeks and a natural spring located approximately 6 to 8 miles northwest of downtown Santa Cruz. These sources are: Liddell Spring, Laguna Creek, Reggiardo Creek, and Majors Creek. The use of these sources by the City dates back as far as 1890 (City of Santa Cruz, August 2016).

The Beltz well system consists of four production wells and two water treatment plants located in the eastern portion of the City water service area. The facilities were originally acquired by the City from the Beltz Water Company in 1964. The majority of the groundwater production of the City’s Beltz well field is in a geographical area identified as the Santa Cruz Mid-County Groundwater Basin. Groundwater from this basin is used by the City, the Soquel Creek and Central Water Districts, several small water systems, and numerous private rural water wells. Even though groundwater constitutes only about five percent of the City’s water supply, it is a crucial component of the water system for



meeting peak season demands, maintaining pressure in the eastern portion of the distribution system, and weathering periods of drought (City of Santa Cruz, August 2016).

### ***Water System Production and Operations***

The Water Department follows a variety of policies, procedures and legal restrictions in operating the City's water supply system, and the amount of water produced from each of the City surface water sources is controlled by different water rights and operational agreements. A summary of water rights held by the City of Santa Cruz is provided on page 6-10 of the 2015 UWMP that is incorporated by reference. In general, the system is managed to use available flowing sources to meet daily demands as much as possible. Groundwater and stored water from Loch Lomond are used primarily in the summer and fall months when flows in the coast and river sources decline and additional supply is needed to meet higher daily water demands. In accordance with requirements of its water rights, the City releases a minimum flow of 1.0 cfs from storage in Loch Lomond Reservoir to support fishery resources beneath the dam (City of Santa Cruz, August 2016).

The UWMP reported that annual water production has declined from a high of nearly 3,800 million gallons per year (MGY) in 2006 to a low of approximately 2,650 MGY in 2015 (City of Santa Cruz, August 2016). The 2015 water production rate represents production volumes experienced under severe drought conditions during a second year of rationing with emergency water shortage regulations and state-mandated local restrictions in effect. In 2018, water demand in the service area totaled approximately 2,650 MGY.

The 2015 UWMP estimates a 20-year water supply at about 3,200 MGY in the year 2035 based on deliveries for average years, projected water demands, and available surface water flows consistent with ecosystem protection goals regarding fish habitat.

Water is treated at the City's Graham Hill Water Treatment Plant (GHWTP), except for groundwater, which is treated as part of the Beltz well system. The GHWTP complies with all drinking water standards set by the US Environmental Protection Agency and the State Water Resources Control Board Division of Drinking Water (DDW). GHWTP is a conventional surface water treatment plant that was commissioned in 1960 with a capacity of 12 million gallons per day (MGD) and has undergone an expansion and numerous plant improvements over the last 55 years. Currently the plant can process up to 16 MGD and a year-round average production of 10 MGD. Groundwater treatment occurs within the Beltz well system, and the current operational capacity for production in the Beltz system is approximately 1 MGD when the City draws groundwater (City of Santa Cruz, August 2016).

### ***Water Demand***

Water demand in the City's water service area has declined over the past 15 years. The 2015 UWMP indicates that water consumption in the service area ranged between nearly 3,800 MGY in 2006 to approximately 2,500 MGY in 2015 (City of Santa Cruz, August 2016). The 2015 water demand was during the second year of a severe drought with water use restrictions and rationing in place. In 2018, water demand in the service area totaled approximately 2,650 MGY, and recent reviews by the Water

Department indicate that, in the near term, water demand is likely going to remain relatively flat (City of Santa Cruz Water Department, November 1, 2019).

The adopted 2015 UWMP forecasts a 20-year water demand forecast at approximately 3,200 MGY. This is slightly reduced from the estimated 3,500 MGY forecast in the 2010 UWMP due to continuing conservation efforts (City of Santa Cruz, August 2016). Until recently, the general trend in system demand was one in which water use rose roughly in parallel with account and population growth over time, except during two major drought periods in the late 1970s and the early 1990s. Around 2000, this pattern changed and system demand began a long period of decline, accelerated by pricing changes, drought, economic downturn, and other factors (Ibid.). The UWMP predicts a decrease in water use of approximately 100 MGY over the next 20 years despite regional population growth forecasts.

### **Water Supply Reliability and Constraints**

There are several constraints and challenges that affect the long-term reliability of the City's water supplies. The primary constraint relates to potential water shortfalls during multi-year droughts. In addition, the City also faces other challenges that potentially could affect water supplies, including: potential fish flow releases associated with a Habitat Conservation Plan (HCP) currently under development, the outcome of water rights petitions, groundwater availability and climate change issues.

#### ***Supply Variability and Availability During Droughts***

The City's primary water supply reliability issue relates to potential shortfalls during dry and critically dry years. The City Council-appointed Water Supply Advisory Committee (WSAC)<sup>1</sup> issued the following problem statement, which also is included in the 2015 UWMP, which summarizes the key water supply issues within the City's water service area:

*Santa Cruz's water supply reliability issue is the result of having only a marginally adequate amount of storage to serve demand during dry and critically dry years when the system's reservoir doesn't fill completely. Both expected requirements for fish flow releases and anticipated impacts of climate change will turn a marginally adequate situation into a seriously inadequate one in the coming years. Santa Cruz's lack of storage makes it particularly vulnerable to multi-year droughts. The key management strategy currently available for dealing with this vulnerability is to very conservatively manage available storage. This strategy typically results in regular calls for annual curtailments of demand that may lead to modest, significant, or even critical requirements for reduction. In addition, the Santa Cruz supply lacks diversity, thereby further increasing the system's vulnerability to drought conditions and other risks. The projected worst-year gap between peak-season available supply and demand during*

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<sup>1</sup> See discussion in the following subsection regarding WSAC.

*an extended drought is about 1.2 billion gallons. While aggressive implementation of conservation programs will help reduce this gap, conservation alone cannot close this gap. The Committee's goal is to establish a reasonable level of reliability for Santa Cruz water customers by substantially decreasing this worst-year gap while also reducing the frequency of shortages in less extreme years.*

As described above, the City's water supply is almost exclusively from local surface water sources whose yield varies from year to year depending on the amount of rainfall received. The water system is capable of meeting demands during normal and wet years, but is vulnerable to shortage in extended dry periods or critically dry periods. The City predicts that future water demand will be met for 90 percent of all normal water years and that existing and planned sources of water available to the City over the next twenty years will meet the predicted service area total annual water demand of about 3,200 to 3,300 MGY (City of Santa Cruz, August 2016).

The UWMP's projections for the year 2035 show a shortfall of approximately 40 MGY during normal periods, 528 MGY during single dry year periods, and 1,250 to 1,639 MGY during multiple dry year periods. The City has not previously seen shortages in normal water years, but expected reductions in water production for ecosystem protection are likely to result in small shortages (1-3 percent) prior to 2020. However, operationally the City predicts sufficient water supplies in normal years to meet demand even though a slight deficit seems to exist in the modelled projections (City of Santa Cruz, August 2016).

In an extreme multi-year drought, available water supplies are estimated to be 25 to 50 percent less than what is available during normal years depending on the severity and duration of the dry years. In multi-year or critical drought conditions, the combination of very low surface flows in the coast and river sources and depleted storage in Loch Lomond Reservoir reduces available supply to a level which cannot support average dry season demands. Compounding the situation is the need to retain a certain amount of water in the reservoir to provide supply if drought conditions continue into the following year. The existing system is not able to provide a reliable supply during multi-year droughts or prolonged periods of drier than normal hydrologic conditions (City of Santa Cruz, August 2016). As the City chose to create a representative average year by using the historic record, the inclusion of the dry years and critically dry years within the average may explain the predicted small deficit. It is important to note that the City predicts the supply and demand volumes to be in balance for 90% of all normal water years for 2020-2035.

### ***Ecosystem Protection***

The amount of water supply available from the City's flowing sources will likely change in the future. Since 2001, the City of Santa Cruz has been working toward the development of an HCP that covers effects on anadromous fish incidental to operation and maintenance of the City's water system, which may result in "take" of threatened and/or endangered species. An HCP is an operational avoidance and minimization and mitigation plan prepared under Section 10 of the Federal Endangered Species Act (FESA) and Section 2081 of the California Fish and Game Code for incidental

take of federally or state-listed threatened and endangered species. The City initiated the HCP process because the streams from which the City diverts water currently support Central California Coastal steelhead (*Oncorhynchus mykiss*), a federally-listed “threatened” species, and the San Lorenzo River and Laguna Creek supports Central California Coast coho salmon (*Oncorhynchus kisutch*), a federally and state listed “endangered” species.

The City has been actively meeting with the federal and state agencies on HCP-related issues and has conducted numerous studies. These studies have evaluated what limiting factors may be affecting the threatened and endangered anadromous fish in these streams and measures that the City can take to avoid and minimize effects of its operations on these species. Because these studies indicate that habitat conditions in these streams could be improved with increased instream flows, the City began voluntarily diverting less flow in 2007 on an interim basis in connection with the pursuit of FESA and CESA take authorization as well Streambed Alteration Agreements for its diversion facilities. A final draft HCP and permit applications were submitted to CDFW and NMFS in late spring of 2019. Initiation of environmental review for the HCP and associated permits is expected to commence in fiscal year 2019-2020 with the goal of permit process completion by late 2021 or early 2022. The City has also filed Lake and Streambed Alteration Notification with CDFW. Although permit negotiations are ongoing, the City forecasts that ultimate compliance will result in less water being available from the City’s surface water sources for supply in future years compared to the past. This, in turn, will place greater reliance on water stored in Loch Lomond Reservoir to meet the community’s annual water needs and exacerbate the potential vulnerability to shortages described above (City of Santa Cruz, August 2016), if other water supply solutions are not pursued, as further described below.

### ***Water Rights Petitions***

In 2008, the City submitted petitions to the State Water Resources Control Board (SWRCB) to address a historical oversight in the language of the City’s water rights documents for Newell Creek and the San Lorenzo River at Felton (Felton Diversion) and to request a time extension for the full development of the 3,000 acre-feet permit to divert water from the San Lorenzo River at Felton and to add the rights of direct diversion at Newell Creek and the Felton Diversion. The City’s intent was to eliminate technical constraints for operations of its water supplies. Recently completed water supply planning work done by the Water Supply Advisory Committee (described in more detail below) identified water from the Felton Permits as being critical to meeting the City’s projected future demand (City of Santa Cruz, August 2016).

New change petitions were filed by the City with SWRCB in January 2019 and further refinements to these petitions are underway as part of the Santa Cruz Water Rights Project. The underlying purpose of this project is to improve City water system flexibility while enhancing stream flows for local anadromous fisheries. The project would include modifying City water rights to incorporate the minimum bypass flows the City negotiated with CDFW and NMFS during development of the HCP to better protect federally listed coho and steelhead in all watersheds from which the City diverts water (called Agreed Flows). The Agreed Flows would be incorporated into both pre-1914 rights on the North Coast streams and post-1914 permits and licenses on the San Lorenzo River and Newell Creek

to improve instream habitat and flow conditions for these fish species. While it is expected that Agreed Flows will be further codified through the HCP process and a Streambed Alteration Agreement with CDFW, the project would commit the City to these flows regardless of the outcomes of these processes.

Given that the implementation of the Agreed Flows in all City water rights will further constrain the City's limited surface water supply, the City is proposing to improve water system flexibility within existing allocations through water rights modifications to expand its authorized place of use (POU) to improve the potential for conjunctive use of the regions resources with adjoining water agencies, to better utilize existing diversions, to extend the City's time to put water to full beneficial use under the Felton Permits, to add underground storage to the City's water rights to allow for injection and extraction of groundwater from the City's Beltz well system and to include groundwater quality as a beneficial use. The project also includes aquifer storage and recovery facilities at the Beltz well system to allow for injection and extraction of groundwater from this system. An Environmental Impact Report is currently being prepared to evaluate this project and is expected to be released for public review in 2020.

### ***Groundwater Availability and Management***

The City has joined with the Soquel Creek and Central Water Districts, the County of Santa Cruz, and private well representatives to form the Santa Cruz Mid-County Groundwater Agency (MGA), the local GSA created pursuant to the requirements of the California Sustainable Groundwater Management Act. The MGA has overseen the preparation of a cooperative groundwater sustainability plan (GSP) for the now redefined Santa Cruz Mid-County Groundwater Basin, which includes the former Soquel Valley Basin and portions of three adjacent basins – the West Santa Cruz Terrace Basin, the former Santa Cruz Purisima Formation Basin, and the original Pajaro Valley Basin. The Soquel Valley Basin was identified by the State as a groundwater basin subject to critical conditions of overdraft (California Department of Water Resources, December 2016). Over-pumping in the Soquel-Aptos Basin resulted in a groundwater overdraft condition and seawater intrusion along the coast. The portion of the Purisima aquifer from which the City pumps has been recognized locally as being threatened by potential over-pumping with an ongoing risk of seawater intrusion that could jeopardize the future production of the City's groundwater sources (City of Santa Cruz, August 2016).

A Draft GSP for the Santa Cruz Mid-County Groundwater Basin was released for public review in July of 2019 (Santa Cruz Mid-County Groundwater Agency 2019). A final GSP was adopted in November 2019 and submitted to the California Department of Water Resources on January 20, 2020. The Plan sets sustainability management criteria (SMC) for each of the five sustainability indicators applicable to the Basin and identifies projects and management actions to achieve and maintain Basin sustainability. Baseline projects and management actions and projects Identified to reach sustainability include water conservation and demand management, installation and redistribution of municipal groundwater pumping, and near-term activities to include Pure Water Soquel, aquifer storage and recovery in the Beltz well system and elsewhere, water transfers/in lieu groundwater recharge and distributed stormwater managed aquifer recharge. Additional potential future projects

and management actions may be evaluated in the future. The GSP will guide ongoing management of the groundwater basin with a goal to achieve and maintain Basin sustainability over a 50-year planning and implementation horizon (Santa Cruz Mid-County Groundwater Agency 2019). Because the City of Santa Cruz water system relies heavily on surface water, an additional focus of several of the management actions is creation of a supplemental drought supply to improve reliability for the City's water service area (Ibid.).

### ***Climate Change***

As the City of Santa Cruz water supply consists of only local sources maintained and recharged by natural processes, the potential effects related to climate change could greatly impact the sources of supply. According to the 2015 UWMP, it is widely accepted that climate change may make the future hydrology drier than the historical record maintained in the region, and general forecasts describe deviation in the seasonal patterns of rainfall with longer and more severe droughts. Additionally, the annual average temperature in the region may increase leading to variability in the rate of evaporative processes that can greatly impact local sources and watersheds. Climate change impacts are likely to be a contributor to a less reliable supply and also a driver for strengthening demand management planning (City of Santa Cruz, August 2016).

### **Water Supply Planning and Water Shortage Contingency Plan**

Given water supply reliability issues discussed in the previous section, the City of Santa Cruz has actively considered and pursued water supply and demand management projects over the past 20 years to enhance the reliability of the system. In October 2013, the City Council directed City staff to develop a detailed engagement program for a community examination of water supply issues. City staff developed a framework for a WSAC, and the Council approved the 14-member WSAC in March 2014. The purpose of the WSAC, as established by Council-approved WSAC charter on June 24, 2014, was to “explore, through an interactive, fact-based process, the City's water profile, including supply, demand and future threats, and analyze potential solutions to deliver a safe, adequate, reliable and environmentally sustainable water supply, and develop strategy recommendations for City Council consideration”. The WSAC completed their work in October 2015, and the City Council accepted their Final Report in late 2015 that included the following recommendations for water augmentation strategies:

- ☐ Additional water conservation with a goal of achieving an additional 200 to 250 million gallons of demand reduction by the year 2035.
- ☐ Passive recharge of regional aquifers by working to develop agreements for delivering surface water as an in lieu supply to the Soquel Creek Water District and/or Scotts Valley Water District so they can “rest their wells”, help aquifers recover and store water that can become available to the City of Santa Cruz Water Department in drought years.
- ☐ Active recharge of regional aquifers by using existing and some potential new infrastructure in the regionally shared Purisima aquifer in the Soquel-Aptos basin and/or

in the Santa Margarita/Lompico/Butano aquifers in the Scotts Valley area to store water that can be available for use by Santa Cruz in drought years.

- ☐ A potable water supply using advanced treated recycled water as its source, as a supplemental or replacement supply in the event the groundwater storage strategies described above prove insufficient to meet the Plan's goals of cost effectiveness, timeliness and yield. In the event advanced treated recycled water does not meet the needs, desalination would become the last element (City of Santa Cruz, August 2016).

Upon acceptance of the WSAC report by City Council, development began on the supply augmentation strategy work plan that further defines the components of the implementation plan and timeline included in the WSAC Final Report. The work plan is comprised of the following parts:

- ☐ Water Conservation or Demand Management (Element 0)
- ☐ In lieu water transfers with neighboring agencies (Element 1)
- ☐ Aquifer Storage and Recover (Element 2)
- ☐ Advanced Treated Recycled Water or Seawater Desalination (Element 3)

The initial phase of the supply augmentation strategy involves enhancement of the existing conservation programs as well as evaluation of the feasibility of alternative future supply projects focused on solving the 1.2 billion gallon annual (or 1,200 MGY) shortfall identified in the WSAC report under multiple year droughts. An updated Water Conservation Master Plan was completed in 2016 to define the next generation of water conservation activities. The draft plan includes 35 measures for implementation by 2021, many of which are already underway. The projected per capita water use in gallons per person per day (gpcd) is expected to decline to about 92 gallons per person per day, far below the City's 2020 target of 110 gpcd, and continue to decline to a level of about 78 gpcd by 2035 (City of Santa Cruz, August 2016).

In April 2019, Water Department staff presented a comprehensive update on the outcomes of work on the WSAS work plan between 2015 and the end of 2018 to the Water Commission. The update included revisiting the WSAC's key assumptions about water demand and added new information about the Department's CIP program and its costs and implications related to supplemental supply development and broader system priorities for improving infrastructure resiliency as well as adapting to climate change. In November 19, 2019, the City Council approved the Water Commission's recommended changes to the work plan that are summarized below:

- a. Retain the elements of the current WSAS relating to in-lieu water transfers to support ongoing regional discussions about the potential for working with regional entities on in-lieu water transfers or exchanges;
- b. Continue exploring additional opportunities for developing Aquifer Storage and Recovery (ASR) in the Santa Margarita Basin as well as additional opportunities for further development of ASR facilities and infrastructure in the Mid-County Groundwater Basin;

- c. Design and implement an approach to evaluating the sensitivity of the City's surface water resources to the impacts of climate change with a goal of providing the information necessary to appropriately compare the long-term viability of additional surface water development with other available alternative strategies identified by the WSAC;
- d. Given the results of the climate change analyses, develop feasible supplemental water supply projects using surface water as the source of supply to be used in the WSAC recommended comparative analysis methodology;
- e. Complete the planned Phase II Recycled Water Study, including developing feasible supplemental water supply projects using recycled water as the source of supply; and
- f. Plan to make decisions about any additional supplemental supply project based on all the information developed in items a through e above, and by using the WSAC recommended comparative analysis methodology.

The City also is working with the Soquel Creek Water District (SqCWD) on an in-lieu transfer project. In-lieu transfers include short-term and long-term projects that would deliver excess City water to SqCWD and/or neighboring water districts during winter that would reduce pumping from regional aquifers and assist with groundwater recharge and recovery. The short-term project utilizes existing infrastructure that connects the SqCWD and the City water system and uses surplus water from the City's North Coast sources. The City and District entered into a 5-year agreement, which sunsets at the end of 2020, under which the City will transfer available winter supply from Majors Creek and Liddell Springs to the District under a resource management pilot program. The Project also considers potential future extension of the agreement beyond the 5-year pilot period. Under certain conditions, winter water would be directed from existing intakes on Liddell Spring and/or Majors Creek to the GHWTP for treatment. Water is then distributed through the City's system to existing metered interties with the District. No physical improvements to the City's or District's systems are required for this Project. Additionally, the source water is from the City's pre-1914 appropriative water rights, and the amount of water transferred would be within the range of what has been delivered to and used in the City in the past. A pilot program is in place to collect information related to physical operations, water quality, response of groundwater levels, and the potential to develop a larger and/or long-term project. The long-term project may include higher volumes of water transfers including those from the San Lorenzo River, which would require modifications to the City's water rights, as described above under Water Rights Petitions.

An aquifer storage and recovery (ASR) study is also underway that is looking at regional options for groundwater injection, storage, and future extraction in order to actively recharge regional aquifers. ASR piloting is currently underway utilizing the City's existing Beltz wells. A portion of the water delivered using in-lieu transfers or ASR facilities would be effectively banked in the aquifers to be extracted and returned to the City when needed in future dry years. The City's current work plan includes continued piloting and implementation of in-lieu transfers and ASR at the Beltz wells and provides for a decision on pursuit of additional ASR and/or recycled water options in 2022.



A phase two recycled water study is being initiated to look further at recycled water alternatives. The phase one study provided a review of the beneficial uses of recycled water. The phase two study will develop several alternatives showing promise from phase one, add any new alternatives based on current activities by Soquel Creek and Scotts Valley, and develop the alternatives to a level of detail for a comparative analysis with ASR and in-lieu projects. As per the WSAC recommendations, advanced treated recycled water or desalinated water would be developed as a supplemental or replacement supply in the event the groundwater storage strategies described above prove insufficient to meet the plan's goals of cost-effectiveness, timeliness and yield. If it is determined that recycled water cannot meet the City's shortfall needs, desalinated seawater would be used. A recycled water feasibility study was completed in June 2018, and a desalination project feasibility update was completed in August 2018. In November of 2018, City Council accepted staff recommendations to prioritize recycled water over desalination, understanding that if the other alternative water supply augmentation strategies being considered are not able to meet the plan goal, then desalination would be reconsidered. Specifically, the City determined to continue to evaluate the opportunities and benefits of replacement and expansion of the existing tertiary treatment facility at the Wastewater Treatment Facility (WWTF) and to continue to evaluate treating wastewater to advanced treatment standards for potential groundwater replenishment and/or as surface water augmentation by sending to Loch Lomond Reservoir.

Additionally, in 2009, the City of Santa Cruz completed a comprehensive update of its Water Shortage Contingency Plan. Since then, the City has had to declare a water shortage in six of the past eleven years, including a Stage 3 Water Shortage Emergency in both 2014 and 2015. The City's Water Shortage Contingency Plan describes the conditions which constitute a water shortage and provides guidelines, actions, and procedures for managing water supply and demands during a declared water shortage. The primary focus of the plan is on measures that reduce customer demand for water, but it also covers actions that can be implemented to stretch or increase the water supply (City of Santa Cruz, August 2016).

#### **4.11.1.2 Wastewater Treatment**

The City of Santa Cruz owns and operates a regional wastewater treatment facility (WWTF), located on California Street adjacent to Neary Lagoon, that provides secondary level of treatment. The City treats sewage from domestic and industrial sources and discharges the treated effluent into the Pacific Ocean under the provisions of a waste discharge permit (NPDES No. CA0048194) issued by the California RWQCB, Central Coast Region (Order No. R3 - 2005 - 0003). Monterey Bay, into which the region's treated wastewater is disposed, was designated in 1992 as a National Marine Sanctuary. Wastewater influent and effluent characteristics are carefully monitored for compliance with state water quality requirements. The City also participates in a regional receiving water monitoring program with other dischargers in the Monterey Bay area (City of Santa Cruz Water, April 2012, DEIR volume).

### **Treatment Levels and Plant Capacity**

The City's WWTF was upgraded in 1998 to provide secondary treatment in order to meet state and federal waste discharge requirements, and currently produces wastewater of a quality that would be classified as Disinfected Secondary-23. The treatment process consists of a series of steps, including screening, aerated grit removal, primary sedimentation, trickling filter treatment, solids contact, secondary clarification, and ultraviolet disinfection (City of Santa Cruz, April 2012, DEIR Volume).

The WWTF is not currently permitted for and does not now produce recycled water for offsite reuse. The current level of treatment is not sufficient for general irrigation without additional treatment and facility upgrades. In addition to the treatment upgrades, a distribution system, including pumps, meters, storage facilities, and separate piping would be required to convey the recycled water to customers (City of Santa Cruz, April 2012, DEIR volume). The City of Santa Cruz is actively investigating the feasibility of recycled water.

The WWTF has a permitted wastewater treatment capacity of 17.0 million gallons per day (mgd). In 2016, the WWTP treated 3.3 billion gallons of wastewater effluent at an average daily rate of 9.04 mgd (Ibid.). The Santa Cruz County Sanitation District has treatment capacity rights of 8 mgd at the City of Santa Cruz WWTF. The City contributes approximately 5.0 mgd with a remaining capacity of 4.0 mgd. The Sanitation District contributes 5.5 mgd with a remaining capacity of 2.5 mgd. Approximately 50% of the wastewater treated at the plant is generated within the City of Santa Cruz. The total remaining treatment plant capacity, therefore, is 7.5 mgd.

### **Treated Effluent Disposal**

The treated effluent is disposed into the Monterey Bay via a deep ocean outfall constructed in 1987. The outfall extends 12,250 feet on the ocean bottom and terminates one mile offshore at a depth of approximately 110 feet below sea level. A 1,200-foot diffuser at the end of the pipe provides an initial dilution of greater than 139 parts seawater to one part wastewater (City of Santa Cruz, April 2012, DEIR volume). The City of Scotts Valley discharges its treated effluent via the City's ocean outfall. The Scotts Valley Wastewater Treatment Plant has a permitted capacity of 1.5 mgd and treats water to secondary and tertiary levels. Secondarily treated effluent that is not used for recycled water is transmitted via a main to Santa Cruz and discharged to the ocean through the outfall shared with the City of Santa Cruz.

### **Wastewater Collection**

The City of Santa Cruz wastewater collection system serves approximately 15,000 connections. The collection system includes 23 pump stations and over 160 miles of sewer pipeline ranging in size from 6 to 54 inches in diameter. The City has a hydraulic model for the sewer system, and continues to focus on collections system projects that reduce infiltration and inflow into the system (City of Santa Cruz, April 2012, DEIR Volume).

#### **4.11.1.3 Solid Waste Disposal**

Solid waste collection and disposal, including recycling services, are provided by the City of Santa Cruz to residents, businesses and institutions within the City's boundaries, is provided at the Resource Recovery Facility (RRF), which includes a sanitary landfill, recycling center, green waste drop-off area, and Household Hazardous Waste Drop-Off Facility. The City owns and operates this facility, including a Class III sanitary landfill, which is located approximately three miles west of the City off Highway 1 on Dimeo Lane. The site covers 100 acres with approximately 70 acres available for disposal use, and the City's RRF. The RRF only accepts municipal solid waste and serves as a sorting facility to remove any recyclable or composting materials. The Recycling Center accepts a variety of recyclable materials.

In the mid-1990s the permitted disposal area of the landfill increased from 40 to 67 acres. The additional acreage was designed with a liner system that meets EPA requirements for new municipal solid waste landfills. The new area replaced the former leachate evaporation ponds, which were cleaned and closed in 1997. The expansion increased the life of the landfill by approximately 30 years at that time, but the lifespan has been increased through implementation of additional waste reduction measures (City of Santa Cruz, April 2012, DEIR volume).

The City's solid waste operations are in full compliance with federal, state, and local air, water and waste regulations for collection vehicles, processing operations, and landfill disposal operations. The City has implemented several best management practices to improve its solid waste services, including a landfill gas collection system that is used to run an engine to produce electricity and use of bio-diesel for collection and landfill equipment to reduce CHG emissions (City of Santa Cruz, April 2012, DEIR volume).

The City of Santa Cruz met the state-mandated waste diversion goals of 25% of their 1990 waste-streams from landfill disposal by 1995 and 50% by 2000 through community education and the implementation of expanded curbside recycling programs. In the year 2000, the City established a Zero-Waste goal with the ultimate intention of eliminating the City's need for a landfill. As of 2015, the City had achieved a diversion rate of 65-68%, which exceeds the state requirements (City of Santa Cruz, April 2012, DEIR volume).

Assuming growth trends similar to the past 10-15 years in the City of Santa Cruz, the RRF has more than adequate capacity to accommodate all municipal solid waste generated by City residents, visitors and businesses. Based on continued waste reduction, annual aerial surveys, and calculations, the landfill is estimated to have capacity through the year 2056 (City of Santa Cruz, April 2012, DEIR volume). State law requires that facilities begin planning for future waste disposal/reuse facilities at least 15 years in advance of existing landfill closure dates, which would be around the year 2043.

#### **4.11.1.4 Electrical and Natural Gas Utilities**

Pacific Gas and Electric Company (PG&E) provides electrical and natural gas service to the City. Incorporated in California in 1905, PG&E is one of the largest combination natural gas and electric utilities in the United States. PG&E and other utilities in the state are regulated by the California Public Utilities Commission (City of Santa Cruz, April 2012-DEIR volume). It currently provides service to approximately 16 million people throughout a 70,000-square-mile service area in northern and central California from Eureka in the north to Bakersfield in the south, and from the Pacific Ocean in the west to the Sierra Nevada in the east. The service area includes 106,681 circuit miles of electric distribution lines, 18,466 circuit miles of interconnected transmission lines. 42,141 miles of natural gas distribution pipelines and 6,438 miles of transportation pipelines. PG&E and other utilities in the state are regulated by the California Public Utilities Commission (Pacific Gas and Electric Company, 2018).

Monterey Bay Community Power (MBCP) was formed in March 2017 as a joint powers authority to provide locally controlled, 100% carbon-free electricity to residents and businesses in Monterey, San Benito and Santa Cruz Counties through the Community Choice Energy (CCE) model established by the State of California. The CCE model enables communities to choose clean-source power at a cost equivalent to PG&E while retaining PG&E's role in maintaining power lines and providing customer service. The CCE model helps ensure local economic vitality because surplus revenues that would normally flow to PG&E will stay in the community. MBCP anticipates serving electricity to customers beginning spring 2018. Current PG&E customers will be automatically enrolled in MBCP. All "exit fees" charged by PG&E will be absorbed by MBCP at the time of enrollment. Currently available PG&E programs, such as energy efficiency programs and CARE, will continue to be accessible by MBCP customers (Monterey Bay Community Power, 2017).

According to the U.S. Energy Information Administration (EIA), California used approximately 257,268 gigawatt hours (GWh) of electricity in 2017 (EIA 2019a). Electricity usage in California for differing land uses varies substantially by the type of uses in a building, type of construction materials used in a building, and the efficiency of all electricity-consuming devices within a building. Due to the state's energy efficiency building standards and efficiency and conservation programs, California's electricity use per capita in the residential sector is lower than any other state except Hawaii (U.S. Energy Information Administration [EIA], 2018).

PG&E customers consumed a total of 79,776 million kilowatt hours (kWh) of electricity in 2018 (CEC 2018a). In Santa Cruz County, PG&E reported an annual electrical consumption of approximately 1,207 million kWh in 2018, with 657 million kWh for non-residential use and 550 million kWh for residential use (CEC 2018b).

According to the EIA, California used approximately 2,110,829 million cubic feet of natural gas in 2017 (EIA, 2019b). The majority of California's natural gas customers are residential and small commercial customers (core customers). These customers accounted for approximately 32% of the natural gas delivered by California utilities (CPUC, 2019). Large consumers, such as electric generators and

industrial customers (noncore customers), accounted for approximately 68% of the natural gas delivered by California utilities (CPUC, 2019). CPUC regulates California natural gas rates and natural gas services, including in-state transportation over transmission and distribution pipeline systems, storage, procurement, metering, and billing. Most of the natural gas used in California comes from out-of-state natural gas basins. California gas utilities may soon also begin receiving biogas into their pipeline systems (CPU,C 2019).

PG&E customers consumed approximately 4,794 million therms of natural gas in 2018 (CEC, 2018c). PG&E had delivered approximately 52 million therms to Santa Cruz County, with 21 million therms for non-residential use and 31 million therms for residential use (CEC, 2018d).

### **Transportation-Related Energy Consumption**

According to the EIA, California used approximately a total of 683 million barrels of petroleum in 2017, with the majority (585 million barrels) used for the transportation sector (EIA 2019c). This total annual consumption equates to a daily use of approximately 1.9 million barrels of petroleum. There are 42 U.S. gallons in a barrel, so California consumes approximately 78.6 million gallons of petroleum per day, adding up to an annual consumption of 28.7 billion gallons of petroleum. In California, petroleum fuels refined from crude oil are the dominant source of energy for transportation sources. Petroleum usage in California includes petroleum products such as motor gasoline, distillate fuel, liquefied petroleum gases, and jet fuel. California has implemented policies to improve vehicle efficiency and to support use of alternative transportation. As such, the California Energy Commission (CEC) anticipates an overall decrease of gasoline demand in the state over the next decade.

### **Renewable Energy Resources**

In 2014, California became the first state in the nation to get more than 5% of its utility-scale electricity generation from its solar resource (U.S. Energy Information Administration, 2017) and in 2015, California ranked second in the nation in net electricity generation from all renewable energy resources other than hydroelectric and wind, and first as a producer of electricity from biomass, geothermal, and solar energy (Ibid.).

There are also over 2,000 residential solar photovoltaic (PV) systems and about 60 commercial solar PV systems that provide renewable electricity within the City. All residential, commercial, and industrial PG&E electricity accounts will be opted into Monterey Bay Community Power's (MBCP) community choice energy program in Spring 2018. At that time, switching the City's overall electricity procurement to MBCP will increase the proportion of electricity supplied from renewable sources from 30% (with PG&E) to 50% and eventually consumers may elect to pay a premium for electricity from 100% renewable sources.

In 2015, the latest year for which data are available, the City of Santa Cruz's municipal operations consumed about 14 million kilowatt-hours of electricity (~5.7% of overall City use) and about 433,000 therms of natural gas (~3.7% of overall City use). The power mix for municipal operations includes

43% natural gas (from PG&E), 29% electricity (from PG&E), 23% from methane capture and conversion to electricity at the wastewater treatment facility, and 5% solar PV. Methane capture and conversion to electricity and solar PV are considered renewable energy sources. The City plans to install solar PV to increase the proportion of overall energy use met by solar PV from 5% in 2016 to 11% by 2018 and 16% by 2020.

### **Energy Efficiency and Conservation**

Studies have demonstrated the value and cost-effectiveness of weather-stripping, replacing single pane windows, old appliances and lighting, and increasing insulation in reducing energy use and saving money. Significant energy and cost savings have already been achieved through the implementation of such measures throughout the City of Santa Cruz, although further savings could be achieved (City of Santa Cruz Climate Action Program, October 2012). Over the past 15 years, the combined influences of energy efficiency rebate programs, a public education campaign, and significant increases in energy prices have led to a 22% reduction in energy use within Santa Cruz homes. While this drop in energy use is significant, home energy use in Santa Cruz is again on the rise, but still far below 1996 levels (Ibid.).

In 2007, Santa Cruz became one of the first municipalities in the nation to require new construction to include the adoption of environmentally superior building materials and designs. Builders in Santa Cruz now use best practices for their construction projects that enhance building energy efficiency and water conservation as well as to improve air quality, waste reduction and recycling, and erosion and runoff control. The Green Building Program currently includes residential and commercial development (City of Santa Cruz Climate Action Program, September 2010). Reviews conducted as part of the preparation of the City's Climate Action Plan (CAP) indicate that an "award-winning" home under the City's Green Building Program produces a home that is more efficient than standard homes built in 2008 and almost twice as efficient as homes built in 1990 (City of Santa Cruz, October 2012).

The Association of Monterey Bay Area Governments (AMBAG) Energy Watch Program is a partnership between AMBAG and PG&E, which seeks to reduce energy use in the Monterey Bay region by providing the resources listed below to eligible PG&E customers.

- energy assessments and audits
- direct installation of energy efficient equipment
- technical assistance and financial incentives for energy efficient retrofits in municipal buildings
- energy efficiency seminars and training courses in the region
- information on other PG&E energy efficiency programs and services

AMBAG is the metropolitan planning organization (MPO) for the Project region, which includes Monterey, San Benito, and Santa Cruz counties. In 2008, AMBAG adopted the Monterey Bay Regional Energy Plan, which provides a framework that local cities and counties can adopt, or use as guidelines to reduce energy use (AMBAG 2008). Also, AMBAG adopted the Monterey Bay 2040 Moving Forward – 2040 Metropolitan Transportation Plan/Sustainable Communities Strategy (2040 MTP/SCS), the

implementation of which is anticipated to achieve a 4 percent per capita reduction and nearly 7 percent per capita reduction in GHG emissions from passenger vehicles by 2020 and 2035, respectively (AMBAG, 2018). The 2040 MTP/SCS outlines the region's proposed transportation network, emphasizing multimodal system enhancements, system preservation, and improved access to high quality transit, as well as land use development that complements this transportation network (AMBAG 2018). These transportation strategies would reduce vehicle miles traveled (VMT) and associated petroleum fuels.

### 4.11.2 Impacts and Mitigation Measures

#### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- UTIL-1     Require or result in the relocation or construction of new or expanded water, or wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction of which could cause significant environmental effects;
- UTIL-2     Have sufficient water supplies available to serve the project and reasonably foreseeable future development during normal, dry and multiple dry years;
- UTIL-3     Result in a determination by the wastewater treatment provider which serves or may serve the project that it has adequate capacity to serve the project's projected demand in addition to the provider's existing commitments;
- UTIL-4     Generate solid waste in excess of State or local standards, or in excess of the capacity of local infrastructure, or otherwise impair the attainment of solid waste reduction goals;
- UTIL-5     Comply with federal, state, and local management and reduction statutes and regulations related to solid waste;
- UTIL-6     Result in potentially significant environmental impact due to wasteful, inefficient, or unnecessary consumption of energy resources, during project construction or operation; or
- UTIL-7     Conflict with or obstruct a state or local plan for renewable energy or energy efficiency

#### Impacts and Mitigation Measures

##### *Areas of No Project Impact*

- UTIL-1     *New or Expanded Utilities.* The proposed Project consists of a Parks Master Plan, which is a program-level plan document to guide future parks and recreational facility planning

and development. The proposed Parks Master Plan includes policies, actions and facility recommendations that could result in future improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping or minor improvements. None of the recommendations would result in development that would require or result in the relocation or construction of new or expanded water, wastewater treatment or storm water drainage, electric power, natural gas, or telecommunications facilities, the construction or which could cause significant environmental effects. Therefore, the Project would result in no impact related to new or relocated utilities.

UTIL-5      *Conflict with Solid Waste Regulations.* The proposed Project consists of a Parks Master Plan. Future improvements constructed as a result of the Master Plan would be recreational improvements that would not conflict with any federal, state or local management or reduction statute or regulation.

UTIL-7      *Conflict with Energy Plan.* The proposed Project consists of a Parks Master Plan. Future improvements constructed as a result of the Master Plan would be recreational improvements that would not conflict with or obstruct a state or local plan for renewable energy or energy efficiency.

### ***Project Impacts***

**Impact UTIL-2:      Water Supply.** The proposed Project would have sufficient water supplies available to serve the Project and reasonably foreseeable future development during normal, dry and multiple dry years. Therefore, this is a *less-than-significant* impact.

The Project consists of a program-level plan document to guide future parks and recreational facility planning and development. The proposed Parks Master Plan includes policies, actions and recommendations for a range of improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping, or minor improvements. No new facilities or site-specific development are proposed as a part of the Parks Master Plan. Feasibility studies would be conducted for new parks and facilities before site plans are developed, and future proposed improvements and projects will be subject to additional environmental analysis once project-level plans are developed.

The Parks Master Plan does not include recommendations for major new uses or facilities that would result in a substantial increase in water demand. While there may be some increased use in potable water demand associated with citywide population and visitor growth, there would not be substantial water usage increases. Furthermore, the proposed Parks Master Plan includes policies, actions and recommendations that call for sustainable landscaping and maintenance practices to conserve water, conduct water audits and replacement of irrigated turf in some locations. The Master Plan also



supports other water conservation strategies, including the use of recycled and captured stormwater. Specific policies and actions include:

- ☐ *Goal I-Policy A, Action 1:* Use sustainable landscaping design to conserve water
- ☐ *Goal I-Policy A, Action 1a:* Implement use for recycled water and irrigation.
- ☐ *Goal I-Policy A, Action 1b:* Update irrigation system to be weather-based, monitored and controlled remotely.
- ☐ *Goal I-Policy A, Action 1d:* Replace turf in non-recreational areas; Design to include water conserving landscapes.
- ☐ *Goal I-Policy A, Action 3:* Use water conserving practices to reduce potable water.
- ☐ *Goal I-Policy A, Action 3a:* Install waterless urinals and low flow fixtures.
- ☐ *Goal I-Policy A, Action 3b:* Investigate water capture and reuse for large water users such as DeLaveaga Golf Course.
- ☐ *Goal I-Policy A, Action 3c:* Consider installing composting toilets in remote restrooms.
- ☐ *Goal I-Policy A, Action 3d:* Install recycled water systems in facilities.
- ☐ *Goal IC-Policy C, Action 2:* Pursue reclaimed water, water capture and water recharge projects to decrease erosion and sedimentation and conserve water.

The 2015 UWMP documents a trend of declining water demand since the year 2000, and total water demand is projected to decline over the 20-year UWMP period due to continued implementation of conservation programs and other measures. However, as indicated in section 4.11.1.1, projections for the year 2035 estimate a shortfall of approximately 40 MGY during normal periods, 528 MGY during single dry year periods, and 1,639 MGY during multiple dry year periods (City of Santa Cruz, August 2016). Current water supplies are adequate during average and normal years to serve the project and other growth forecast in the UWMP. During periods of dry years and drought, water customers would be subject to water curtailment as enacted by the City. A multiple dry year scenario would require more substantial curtailment of all water customers. However, the proposed Project's minimal demand would not have significant effects on the levels of water supply or curtailment that would be required throughout the service area. Any potential increased water demand associated with future park development is expected to be offset by reductions in current irrigated turf that are recommended in the Master Plan.

The City also considered availability of water supplies to serve the project and other "reasonably foreseeable future development" in accordance with the recently revised CEQA Guidelines (Appendix G). Reasonably foreseeable development was determined to be those projects that are under construction or approved within the City's service area.<sup>2</sup> Based on this review, approximately 1,107

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<sup>2</sup> Based on review of City cumulative projects; see <http://www.cityofsantacruz.com/government/city-departments/planning-and-community-development/active-planning-applications-and-status>, and review with Santa Cruz County Planning Department.

residential units, 370 hotel rooms, and 291,000 square feet of commercial uses would be considered reasonably foreseeable as projects have been approved or are under construction. Based on City water demand rates, reasonably foreseeable development could result in a water demand of approximately 46 MGY and approximately 49 MGY with the water demand associated with the proposed Project. Based on the water demand trends observed over the last few years, total water demand in the service area has been about 2,400 MGY. Based on the UWMP supply projections, adequate supplies would be available to serve the project and reasonably foreseeable development in normal and single-year drought periods. Water supplies would be deficient during multiple dry years without implementation of the City's planned water augmentation strategies. However, the demand from the project and reasonably foreseeable development represents about two percent of total demand, which would not result in more stringent contingency measures than already anticipated for a multiple dry year period. Therefore, water supplies are sufficient to serve the project and reasonably foreseeable development, and the impact is less than significant.

As described above, the City continues to administer its water conservation program, has completed a Conservation Master Plan, and is implementing a water augmentation plan. The City has defined water supply augmentation strategies that are being studied in order to provide increased production between 2020 and 2035 to address potential drought shortages. The plan includes the pursuit of the following portfolio of options: continued and enhanced conservation programs; passive recharge of regional aquifers; active recharge of regional aquifers; and a potable supply using advanced treated recycled wastewater or desalinated water if recycled water did not meet City needs. These prospective sources are still under evaluation. A water transfer pilot program is underway for the passive recharge strategy. Therefore, there would be sufficient water supplies to serve the Project and reasonably foreseeable future development, and the Project would result in a *less-than-significant impact*.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact UTIL-3: Wastewater Treatment.** Adoption and implementation of the proposed Parks Master Plan could indirectly result in increased generation of wastewater that could be accommodated by the existing wastewater treatment plant. Therefore, the impact is considered a *less-than-significant impact*.

The proposed project would not directly result in new development, but could lead to intensified development in the project study area, resulting in increased water demand over the next 25 years. The Parks Master Plan does not include recommendations for major new uses or facilities that would result in a substantial increase in water demand. While there may be some increased use in potable water demand associated with citywide population and visitor growth, there would not be substantial water usage increases or substantial increases in wastewater generation.

**Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact UTIL-4: Solid Waste Disposal.** The proposed Project would not exceed existing landfill capacity. Therefore, this is a *less-than-significant* impact.

The project site is located within the service area of the City of Santa Cruz. As indicated above, the project consists of a program level plan document to guide future parks and recreational facility planning and development in support of the City's General Plan 2030. Future improvements could result in incremental increases in solid waste generation. However, the General Plan EIR concluded that landfill capacity was adequate to serve additional growth. While future improvements may result in increased solid waste generation, City services are adequate to serve continued growth and buildout accommodated by the City's General Plan (City of Santa Cruz, April 2012, DEIR volume). The project will be served by existing utilities and will have no measurable effect on existing solid waste disposal facilities. Therefore, the project would result in a *less-than-significant* impact.

**Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

**Impact UTIL-6: Energy.** The proposed Project would not result in the wasteful or inefficient use of energy. Therefore, this is a *less-than-significant* impact.

Future parks' improvements that are undertaken pursuant to recommendations in the Parks Master Plan would not result in a significant impact due to wasteful, inefficient or unnecessary consumption of energy resources during construction or operation. The Project consists of a program-level plan document to guide future parks and recreational facility planning and development. The proposed Parks Master Plan includes policies, actions and recommendations for a range of improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping, or minor improvements, such as picnic tables and play areas that would not result in electrical or natural gas consumption. No new facilities or site-specific development are proposed as a part of the Parks Master Plan.

Future improvements to park lighting and renovation of existing buildings could result in energy demands. However, the consumption of these resources would not represent unnecessary, inefficient, or wasteful use of resources given the implementation of recommendations in the Parks Master Plan. The proposed Master Plan includes specific policies and that would be implemented that would ensure efficient use of energy, including the following specific policies and actions:

- ☐ *Goal 1-Policy A, Action 2:* Employ energy conserving practices to reduce energy use and produce clean energy

- ❑ *Goal I-Policy A, Action 2a:* Install computer controlled, energy efficient lighting in parks and facilities.
- ❑ *Goal I-Policy A, Action 2b:* Install solar products or panels to provide clean energy for lights, shade structures and other facilities, such as Harvey West Pool, the Golf Course Driving Range's deck, and/or Loudon Nelson Community Center.
- ❑ *Goal I-Policy A, Action 2c:* Implement the Climate Action Plan's short-term and long-term projects.

Implementation of the Parks Master Plan policies and actions would result in energy efficient facilities and any potential increases in facility use or energy demand would be offset by other actions that seek to install solar panels at City facilities. Additionally, several policies in the General Plan 2030 promote energy conservation, which could minimize or incrementally reduce the consumption of these resources as a result of future development. In addition, structural renovations would be required to be constructed in accordance with specifications contained in Title 24 of the California Code of Regulations, the City's Green Building Regulations and City regulations regarding water conservation and energy-efficient designs. Anticipated changes in state building and energy efficiency requirements to help reduce greenhouse gas emissions will also reduce the rate of energy consumption increases. Therefore, the Project would not result in a significant impact due to wasteful, inefficient or unnecessary consumption of energy resources during construction or operation.

#### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

## 4.12 LAND USE

This section reviews existing adopted plans, policies and regulations that pertain to the *Parks Master Plan 2030* (Project) as identified for review in the State CEQA Guidelines.

Public and agency comments were received during the public scoping period in response to the Notice of Preparation (NOP). No comments were received regarding land use. Public comments received during the public scoping period are included in Appendix A.

### 4.12.1 Environmental Setting

#### Regulatory Setting

The City of Santa Cruz General Plan 2030, the Local Coastal Plan, and Title 24 (Zoning) of the Municipal Code govern land use and development for parcels within City limits. The City has adopted master or management plans for some facilities that help guide future uses and corresponding management. Facilities with previously adopted master or management plans include the following:

- Arana Gulch Master Plan (2006)
- Cowell and Main Beach Management Plan (2014)
- DeLaveaga Park Master Plan (1960)
- DeLaveaga Golf Course Master Plan (2002)
- Depot Park Master Plan (2001)
- Jessie Street Marsh Management Plan (1998)
- Moore Creek Preserve Interim Management Plan (2002)
- Neary Lagoon Management Plan (1992)
- Pogonip Clubhouse Rehabilitation Plan (2002)
- Pogonip Master Plan (1998)
- San Lorenzo Urban River Plan (2003)

#### Relevant Plans and Zoning Regulations

##### ***General Plan 2030***

The PARKS, RECREATION AND OPEN SPACE chapter of the *General Plan 2030* includes goals, policies and actions that address parks and recreational facilities, open space, trails and recreation programs. This chapter includes three goals with 16 associated policies and 38 specific actions that address parks, open space and recreational facility public services. A fourth goal with policies and actions addresses recreational programs, activities and events. These goals are identified below. Several policies and actions in other chapters of the proposed General Plan also seek to protect, preserve

and/or manage open space and natural areas throughout the City (CD 1.1.3, LU 2.3, LU 3.11 NRC 1.1 river access)).

- GOAL PR1 Ample, accessible, safe and well-maintained parks, open space, and active recreational facilities.
- GOAL PR2 High-quality, affordable recreational programs, activities, events, and services for all.
- GOAL PR3 Well managed, clean and convenient public access to open space lands and coastline.
- GOAL PR4 An integrated system of citywide and regional trails.

The General Plan also strives to maintain park service standards, which call for a neighborhood park at ratio of 2.0 acres per 1,000 population (PR1.3.2) and a community parks ratio of 2.5 acres per 1000 population (PR1.3.3). The General Plan 2030 does not include any goals or policies regarding construction or expansion of a specific park or recreational facility, but does call for developing new or expanding existing athletic fields (PR1.2.2), and coordinating with local schools to expand park and recreation opportunities. However, specific sites or locations are not identified. General Plan Action PR1.1.2 calls for developing and maintaining a citywide Parks Master Plan that sets service standards and strategic goals for the development and maintenance of parks and related facilities.

The General Plan seeks to update and modify park system and services to accommodate changes in the population and its recreational need (PR1.1.1). A number of policies and actions seek to provide a system of parks and recreational facilities (PR1.1.1), planning for new parks and facilities (PR1.1.2, PR1.1.4), evaluating and acquiring parks (PR1.1.3, PR3.2 [parcels that provide access to City-owned open space lands]), developing new or expanding existing athletic fields (PR1.2.2), and coordinating with local schools to expand park and recreation opportunities (PR1.2.1, PR1.2.3). To this end, the plan establishes service standards (PR1.3, PR1.3.2, PR1.3.3), seeks to ensure that adequate park land is provided in conjunction with new development (PR1.3.1), and requires park dedication or payment of in-lieu fees from new development (PR1.7, PR1.7.1). Thus, while specific new park locations are not designated in the *General Plan 2030*, the policies and actions set forth a strategy to plan and acquire additional park lands in the future.

The General Plan also seeks to ensure ongoing maintenance needs are addressed in the development and funding plans for any new or expanded parks, recreational facilities, or open space areas (PR1.3.4, PR1.10). Maintenance of the City's Parks and Facilities tax also is recommended (PR1.9, PR1.91, PR1.9.2).

A number of policies and actions also promote provision of trails and access to open space lands and the coast (PR1.4) with enhancing the recreational value of the San Lorenzo River walkway and East and the West Cliff Drive pathways (PR4.1.3) and creating a continuous pathway along the coast by enhancing the physical links between West Cliff and East Cliff Drives and the Beach Promenade (PR4.1.4).

The General Plan 2030 includes a Parks land use designation (PR), which includes neighborhood, community, and regional parks that are owned by the City, County, or State, and which are used by residents and visitors for passive or active recreation. This designation also allows limited development of structures to support these recreational uses. The General Plan's Natural Areas (NA) designation includes land that should remain in an undeveloped state in order to protect vegetation or wildlife habitat, ensure public safety, or provide for public recreation. However, areas designated NA may include public recreational and educational uses. The suitability of these uses is determined by the Planning Commission on a case-by-case basis, and any such uses must be consistent with the Natural Resources and Conservation chapter of the General Plan. Existing City parks are primarily designated Parks, but some areas also have the following General Plan land use designations: Natural Areas, Coastal Recreation, Regional Visitor Commercial, and Community Facilities.

### ***Local Coastal Program***

A portion of the City of Santa Cruz is located within the coastal zone, which is subject to the requirements of the California Coastal Act (Public Resources Code Section 30000, et seq.). The Coastal Act is intended to "protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources." The Coastal Act requires preparation of a Local Coastal Program (LCP) for areas of cities and counties within the coastal zone, which must be certified by the California Coastal Commission (CCC).

The City of Santa Cruz prepared and adopted its LCP as a part of the 1990-2005 General Plan and Local Coastal Program document. The City's LCP was originally certified by the CCC in 1985. The LCP consists of a land use plan, implementing ordinances and maps applicable to the coastal zone portions of the City, and applies to all private and public projects located within the coastal zone. The Land Use Plan consists of: text; policies, programs and maps identified by a wave symbol; Area Plan coastal policies and maps; and a Coastal Access Plan. The Implementation Plan consists of ordinances and regulations used to implement the Land Use Plan, including sections in the Zoning Code. The City is in the process of updating and revising the LCP Land Use Plan as a separate document from the General Plan. The LCP applies to private and public projects located within the coastal zone. Until the revision is adopted by the City and certified by the California Coastal Commission, the 2005 document (with specific coastal policies, maps, and implementing ordinances) is the governing LCP for the area.

The LCP includes policies and actions that support parks and recreational facilities. In particular, the LCP calls for development of plans to repair, maintain and maximize public access and enjoyment of recreational areas along the coastline consistent with sound resource conservation principle, safety, and rights of private property owners (PR1.7). The LCP supports preparation and implementation of a beach management plan for Main and Cowell Beaches (PR1.7.3). LCP policy 4.2 calls for development of a system of recreational trails providing access to and connections between the City's various parks, recreation facilities, and natural, coastal and urban areas. Supporting LCP Action 4.2.2 provides criteria for determining appropriate uses, location and design of trail systems and

recreational corridors to minimize the impact on areas through which they travel, which include designing trails to fit the contour of the land.

### ***Zoning***

The City's Municipal Code's Zoning chapter (Title 24) includes a parks (PK) District, the purpose of which is to designate sites for public parks, and to ensure that there is a compatible relationship between such parks and the surrounding area. This section of the Zoning Ordinance is also part of the LCP Implementation Plan. Some types of recreational facilities are located in other districts as well. Most of the City's parks are zoned PK. However, some parks and recreational properties also include the following zone districts: Exclusive Agriculture (E-A) - Moore Creek Preserve only, Floodplain (F-P), Ocean Front Recreational (OF-R), Beach Commercial (C-B), and Public Facilities (PF)

### ***Parks Plans***

The City has adopted master or management plans for some facilities that help guide future uses and corresponding management actions for specific parks, open spaces, and beaches. Not all park assets have management plans. Facilities with previously adopted master or management plans include the following; key provisions related to recreational uses are summarized below:

- Arana Gulch Master Plan (2006)
- Cowell and Main Beach Management Plan (2014)
- DeLaveaga Park Master Plan (1960)
- DeLaveaga Golf Course Master Plan (2002)
- Depot Park Master Plan (2001)
- Jessie Street Marsh Management Plan (1998)
- Moore Creek Preserve Interim Management Plan (2002)
- Neary Lagoon Management Plan (1992)
- Pogonip Clubhouse Rehabilitation Plan (2002)
- Pogonip Master Plan (1998)
- San Lorenzo Urban River Plan (2003)

**Arana Gulch Master Plan.** The *Arana Gulch Master Plan*, adopted by the City in 2006 and approved by the CCC, includes a trail system featuring paved multi-use trails (wheelchair accessible), a new west entrance and bridge spanning Hagemann Gulch, unpaved pedestrian trails, interpretive displays and overlooks. Most of Arana Gulch would continue to remain undeveloped, with a focus on management and protection of the sensitive habitat areas. No on-site parking or restrooms are proposed within the greenbelt property. Specific public use guidelines contained in the Master Plan are outlined below. The Master Plan also identifies three resource management areas for coastal prairie/Santa Cruz tarplant (30.2 acres), riparian and wetland areas, and Hagemann Gulch riparian woodland; resource management guidelines are included in the Master Plan for each of these areas.



- ☐ Provide multi-use wheelchair accessible interpretive trails connecting the surrounding neighborhoods to the Upper Santa Cruz harbor.
- ☐ Establish a new west entrance at Hagemann Gulch to provide a trail connection between Arana Gulch and the Seabright neighborhood. Provide a multi-use trail and bridge crossing over Hagemann Gulch, featuring an interpretive overlook.
- ☐ Provide a pedestrian-only interpretive loop trail encircling the coastal prairie.
- ☐ Improve the existing pedestrian trail along the western edge of the Arana Gulch Creek management area.
- ☐ Allow dogs on-leash on designated trails. Prohibit off-leash dog use and off-trail use to avoid impacts to tarplant populations and other plant and animal species.

**Delaveaga Park Master Plan.** This Master Plan was prepared in 1960 and identifies improvements, including picnic areas, campgrounds, and hiking trails. The Plan also identifies a Natural Science Center-museum, clubhouse, amphitheater with a capacity for 1,000, and an archery-rifle range as potential uses at the park. The plan includes a trail map, many of which currently exist. The plan includes a trail concept to create a loop around the entire park.

**Jessie Street Marsh Management Plan.** The *Jessie Street Marsh Management Plan* was adopted by City Council in 1999 to provide a long-term plan to preserve and enhance the natural resources of the marsh, improve water quality, manage flood waters, and provide appropriate public access. In addition to public access and use recommendations, the Management Plan proposes to modify the marsh area to increase the tidal exchange with the San Lorenzo River and enhance salt/brackish marsh and freshwater marsh habitat areas. Both marsh and upland woodland habitats would also be enhanced by removing invasive, non-native plants and revegetation of degraded areas. The management approach is to maximize the biodiversity of the marsh areas and enhance the biotic resources.

**Moore Creek Preserve Interim Management Plan.** The *Moore Creek Preserve Interim Management Plan*, adopted by City Council in 2002, serves as a guide for management of the Moore Creek Preserve until preparation/approval of a long term Park Master Plan for the property. The State of California conservation easements include restrictions on various uses and activities. Existing interim uses include hiking trails (approximately 3 miles), cattle grazing, and study, preservation, enhancement and protection of native species and their habitat. Dogs are prohibited within the Preserve. The interim trail system is based primarily on trails and unpaved service roads which existed prior to City ownership and are largely a result of cattle grazing operations. No onsite parking, public access road, or restroom facilities are included in the Interim Plan. A coastal development permit was approved for construction of a bridge to mitigate existing trail impacts to Moore Creek. The *Interim Management Plan* also identifies three plant community resource management areas and addresses specific management of habitat areas for special status species.

**Neary Lagoon Management Plan.** The *Neary Lagoon Management Plan* was adopted by City Council in July 1992 and the Coastal Commission in August 1992 in fulfillment of a condition of Coastal

Commission approval in 1975 of a coastal permit for the City to construct park and wildlife refuge improvements. The Plan is a comprehensive guide that addresses public access and use, hydrology, water quality, vegetation management and habitat restoration, wildlife and fishery management, cultural resources and aesthetics. The plan also addresses management of water lagoon levels, important for flood protection, water quality, management of vegetation and wildlife habitat, and mosquito control. Specific management actions are included for each of these elements. The plan also identifies habitat types and Management Zones A through J. The habitat areas include:

- ☐ Freshwater Marsh
- ☐ Open Water
- ☐ Riparian and Mixed Oak Woodland
- ☐ Grassland, Recreational and Ruderal Areas

**Pogonip Master Plan.** The Pogonip Master Plan, adopted by City Council in 1998, addresses public access, recreational uses, historic resource rehabilitation and preservation, and natural resource management and protection. The Master Plan includes a trail system, rehabilitation of the historic clubhouse as a community facility, a permanent agricultural garden site for the Homeless Garden Project, and outdoor education areas. Limited parking within the lower and main meadow areas, minimal improvements to the one-lane access road to the clubhouse, and a Ranger facility are also addressed in the Master Plan. Dogs on-leash are allowed, but off-leash dog and off-trail use is prohibited. Specific uses identified in the plan include:

- ☐ A 9-mile trail system featuring both unpaved service roads and single-track trails open primarily to pedestrians.
- ☐ A multi-use trail (pedestrians, bicycles, horses) connector trail linking Henry Cowell Redwoods State Park, Pogonip and the University of California property.
- ☐ Rehabilitation of the historic clubhouse to serve as a staging area for educational programs, a meeting and retreat center, and a site for special events.
- ☐ Preservation and interpretation of the historic limekilns, roads and associated features.
- ☐ An outdoor education camp in the lower meadow and a nature/education area within Sycamore Grove.
- ☐ A permanent garden site for the Homeless Garden Project.

To date, the trail system has been implemented including a multi-use regional trail connection linking State Park lands, Pogonip, and the UC campus open space. Limited rehabilitation of the historic Clubhouse has occurred, but it remains closed to public access and complete rehabilitation for public use is presently unfunded. At present, the parking lots, outdoor education areas, and Homeless Garden agricultural garden have not yet been implemented.

**San Lorenzo Urban River Plan.** The *San Lorenzo Urban River Plan (SLURP)* is the outcome of a planning process initiated by City Council in 1999 to update previous plans for the San Lorenzo River, Jessie

Street Marsh, and Branciforte Creek that guided flood control, vegetation restoration and public access improvements along the San Lorenzo River. The plan, adopted by City Council in 2003, articulates a community vision for the corridor encompassing the lower Lorenzo River, Branciforte Creek and Jessie Street Marsh as both a wildlife area and as a community recreation and public open space amenity. It contains recommendations for habitat enhancement, as well as public access and ideas to promote river-oriented development.

## Impacts and Mitigation Measures

### Thresholds of Significance

In accordance with CEQA; State CEQA Guidelines (including Appendix G); City of Santa Cruz plans, policies, and/or guidelines; and agency and professional standards; a project impact would be considered significant if the project would:

- LAND-1 Physically divide an established community; or
- LAND-2 Cause a significant environmental impact due to a conflict with any land use plan, policy, or regulation adopted for the purpose of avoiding or mitigating an environmental effect.

### Impacts and Mitigation Measures

#### ***Areas of No Project Impact***

- LAND-1 *Division of an Established Community.* The project consists of a Parks Master Plan that includes goals, policies, actions and recommendations for improvements at existing parks and recreational facilities throughout the City, as well as consideration of some new uses. Implementation would not result in development that would physically divide an established community. Therefore, the project would result in *no impact*.

#### ***Project Impacts***

- Impact LAND-2: Conflicts with Plans.** The proposed project will not conflict with policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect, and therefore, will result in *no impact* related to consistency with local plans and policies.

The proposed *Parks Master Plan 2030* was developed to be consistent with the park and recreation goals and policies of the *City's General Plan 2030*. The Master Plan does not conflict with plans, policies, or regulations adopted for the purpose of avoiding or mitigating an environmental effect. Master Plan actions that call for protection of sensitive resources and avoidance of impacts are consistent with those of the General Plan.

Some parks and recreational sites are located in the coastal zone and subject to policy and regulatory provisions in the LCP. Comments from the California Coastal Commission on the January 2018 IS/MND indicates that the extent to which the Parks Master Plan “aligns” with the City’s LCP is relevant in assessing environmental effects of the Plan. The letter references the City’s LCP regarding West Cliff Drive, East Cliff Drive, sensitive habitat near Neary Lagoon, and regional trails. Review of the proposed Parks Master Plan did not identify any conflicts with the City’s LCP policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect. The Parks Master Plan specifically calls for conserving creek, riparian, and wetland resources in accordance with the City-wide Creeks and Wetlands Management Plan, San Lorenzo Urban River Plan, Moore Creek Interim Management Plan, Jessie Street Marsh Management Plan, and the Neary Lagoon Management Plan (Goal IV-Policy B, Action 2m). The Master Plan also includes policies and actions to protect sensitive habitats and special status species as discussed in Section 4.3, Biological Resources.

Recommendations in the Parks Master Plan are consistent with adopted management plans for the City’s open spaces, and the proposed Parks Master Plan would not conflict with policies or regulations adopted for the purpose of avoiding or mitigating an environmental effect. However, the Parks Master Plan indicates that some amendments to existing management plans, such as Jessie Street Marsh, Moore Creek Preserve, and Pogonip Open Space, may be necessary to implement some of the recommendations in the Parks Master Plan. Updates to existing plans would need to conform to the General Plan and would undergo a future planning process prior to implementation. The Master Plan does not amend or supersede the existing adopted management or park master plans.

Specific Parks Master Plan recommendations include:

- ☐ *East Cliff and West Cliff Drive Plans.* Goal VI-Policy A, Action of the proposed Parks Master Plan calls for development and implementation of an integrated design, land use, recreation, cliff stabilization, and landscape plan for West Cliff and East Cliff Drives to enhance public safety, access, connectivity, preservation, and recreational enjoyment along the coastline. This is similar to and consistent with existing LCP policies that call for preparation of this plan. Specifically, the LCP calls for development and implementation of an integrated design, land use, recreation, cliff stabilization, and landscaping plan for West Cliff and East Cliff Drives to enhance public access, safety and recreational enjoyment in these areas (PR1.7.6). Preparation of this plan is currently underway. In the section of recommendations for specific facilities, the Parks Plan recommends inclusion of Bethany Curve in a planning analysis of a West Cliff Drive Master Plan.
- ☐ *DeLaveaga Park Master Plan.* Potential additional trails and expanded use at the Audrey Stanley Grove amphitheater at DeLaveaga Park are consistent with recommendations in the DeLaveaga Park Master Plan.
- ☐ *Jessie Street Marsh Management Plan.* The Parks Master Plan recommends improving the connection from Jessie Street Marsh to the Santa Cruz Riverwalk; hiring a consultant to work through design issues and public concerns with the Jessie Street Marsh Management Plan; and to discuss potential modifications to the management plan through a public process. The Parks Master Plan does not identify changes to the Jessie Street Marsh Management Plan or

a specific design to address issues related to tidal exchange. The recommendations included in the Master Plan for Jessie Street Marsh are to: improve the connection from the marsh to the Santa Cruz Riverwalk; hire an engineering consultant to work through design issues and public concerns with the Jessie Street Marsh Management Plan; and discuss potential modifications to the plan through a public process.

At this time, it is not known if the Jessie Street Management Plan would be modified, and if so, in what ways. Thus, there is no proposal or concept to analyze. It would be speculative to try to determine what potential changes to the Jessie Street Marsh Management Plan may be considered and/or proposed in the future as a result of the process recommended in the Parks Master Plan. If a revision to the Jessie Street Marsh Management Plan or new improvement is proposed in the future, it would be subject to environmental review either as part of a plan amendment or project-level review. Additionally, the City's LCP calls for developing, implementing, and maintaining "updated" management plans for the protection and enhancement of natural areas throughout the City, including Jessie Street Marsh (LU3.4). To the extent that future changes in the Jessie Street Marsh Plan or improvements may result in environmental impacts, such as impacts to wetlands, the nature of the impact is addressed in this EIR.

- ❑ *Pogonip Master Plan.* Under recommendations for specific facilities, the Parks Master Plan recommends "exploring modifications" to the existing Pogonip Master Plan in two ways:

- 1) Conduct a trails assessment to evaluate existing trail conditions and use issues and identify ways to improve access, recreational enjoyment, and connectivity. The assessment will help inform the determination of whether or not future trail modifications or improvements are appropriate and provide for a range of uses (hiking, horseback riding, mountain biking). As part of the process, the City would create clearer maintenance standards, identify use conflicts and solutions, develop a signage and educational program, assess long-term maintenance costs associated with any future improvements, and evaluate potential environmental impacts and mitigations through the CEQA process.
- 2) Consider adding a parking area near the Emma McCrary trail on Golf Club Dr. in the meadow immediately to the northwest of the vehicle access gate.

These recommendations would only be undertaken after completion of assessments. Similarly, potential additional trails would only be proposed pending results of the future trail assessment. Therefore, the Parks Master Plan would not result in significant conflicts with the Pogonip Master Plan.

- ❑ *Moore Creek Preserve.* Under the recommendations section for Moore Creek Preserve, a recommendation has been added to consider developing a parking area off of Highway 1 to improve access to the property. Potential addition of a trail also is included.

The adopted master plans for Pogonip Open Space and Moore Creek Preserve would require amendment to allow parking areas, which would be separate actions in the future should the City pursue these improvements. Both an amendment to existing management plans and facility

improvements would be subject to environmental review at the time a site is selected and plans are developed. This would not result in significant conflict. The Parks Master Plan indicates that some of these management plans could be updated to accommodate new facilities and activities to meet current needs and desires, but the proposed plan does not amend or supersede the existing adopted management or park master plans.

The project site is not subject to any Habitat Conservation or Natural Community Conservation Plans.

### **Mitigation Measures**

No mitigation measures are required as a significant impact has not been identified.

## 4.13 IMPACTS NOT FOUND TO BE SIGNIFICANT

CEQA Guidelines Section 15128 requires that an EIR contain a statement briefly indicating the reasons that various possible significant effects of a project were determined not to be significant and were therefore not discussed in detail in the EIR. For this EIR, issues related to agriculture, hazards and hazardous materials, mineral resources, population and housing, and public services-schools were found not to be significant, as discussed below, and are not addressed further in the EIR.

### 4.1.1 Agriculture and Forest Resources

#### Agricultural Resources

With regard to potential impacts to agriculture, Appendix G of the CEQA Guidelines asks whether a project would directly or indirectly result in the conversion of agricultural lands to non-agricultural use, or conflict with existing zoning for agricultural use or with a Williamson Act contract. The City does not contain prime or other agricultural lands as mapped on the State Farmland Mapping and Monitoring Program (FMMP), but is designated as “Urban and Built-up Land” (City of Santa Cruz, April 2012, DEIR volume). Moore Creek Preserve is designated as “grazing land,” in the FMMP. Grazing currently occurs on the property, primarily as a means to restore natural habitat and endangered species. However, there are no recommendations in the Parks Master Plan that would affect grazing at Moore Creek. Grazing also is conducted at Arana Gulch Open Space to help restore the Santa Cruz tarplant and coastal prairie habitat.

Except for Moore Creek Preserve and Arana Gulch Open Space, none of the other existing City parks, community facilities, or open space lands is used for grazing or agricultural production or are located adjacent to lands that are in agricultural production. Grazing formerly occurred at Pogonip Open Space, and the proposed Parks Master Plan recommends renovation of the former cattle grazing infrastructure and re-initiation of grazing on the property. The Parks Master Plan policies and actions also support community garden space in higher-density or lower-income areas (Goal 1-Policy C, Action 4), on the east side of the San Lorenzo River and in the Beach Flats area (Goal III-Policy G, Action 1c), and for consideration at specific locations (Round Tree Park, Star of the Sea Park). The City currently provides community garden plots at Beach Flats Community Gardens (not city-owned), Lighthouse Avenue Park, Riverside Gardens Park, and Trescony Park. The facilities are located in developed areas and contain small plots that are available to rent for personal recreational enjoyment and non-commercial food production.

Therefore, the project and future implementation of park and recreational facility improvements would not interfere or conflict with agricultural operations or lead to conversion of agricultural lands to other uses. Therefore, the project would have *no impact* on agricultural resources.

### **Forestry Resources.**

There are no areas in the City that are zoned Timberland Preserve that are considered forestry resources. No commercial timber harvesting occurs within the City. Areas of mixed evergreen, redwood forest, and oak woodlands occur within the City, primarily within the city-owned open space greenbelt lands. Furthermore, Goal I-Policy A, Action 1f, of the proposed Parks Master Plan calls for increasing the number of trees and tree canopy, and Action 1g calls for expansion of the program to plant more trees. Thus, the proposed project would not result in or lead to the conversion of forest lands to other uses. Therefore, the project would have *no impact* on forestry resources.

## **4.1.2 Hazards and Hazardous Materials**

### **Hazards and Hazardous Materials.**

The project consists of adoption and implementation of a Parks Master Plan. The proposed Plan will guide future parks and recreational facility planning and development. The proposed Plan identifies a range of projects that would result in improvements to existing park and recreational facilities. No specific development is proposed as a part of the Parks Master Plan.

The Parks Master Plan addresses park and recreational facilities and identifies improvements to enhance the quality of the parks system. While some sites within the planning area may contain toxic materials (cleaning agents, gasoline, etc.), no specific development will be permitted upon adoption of the Parks Master Plan that is not already allowed under the General Plan and current zoning. The types of uses and activities associated with the Parks Master Plan park and facility recommendations generally would not require transport, use or disposal of hazardous materials and would not result in exposure to health hazards or creation of a health hazard. There are no park sites located within the City that are included on a list of hazardous materials compiled pursuant to Government Code section 65962.5 (known as the Cortese List). Therefore, *no impacts* related to hazardous substances would result from the adoption and implementation of the *Parks Master Plan 2030*.

### **Location Near Airports.**

The City is not located near an airport. The site is not included in a state hazardous materials site list. Therefore, *no impacts* related to hazards due to location near airports would occur as a result of the Project.

### **Emergency Response.**

The City of Santa Cruz has an Emergency Operations Plan (EOP) that details the City's concept of operations in response to disasters. The EOP outlines how information and resources are coordinated for disasters or threat of disasters. The City of Santa Cruz Emergency Operations Center Manager endeavors to conduct annual trainings, tabletop exercises, and other drills that support the



preparedness and response capabilities of city staff and the readiness of the Emergency Operations Center. Information updates and tabletop discussions are conducted to clarify staff roles and responsibilities in the EOC, in the Department Operations Centers (DOCs), and in the field to help protect people and property (SOURCE V.2b).

The proposed Parks Master Plan does not include a change to the existing circulation pattern within the City, although new bicycle and pedestrian facilities may be added in the future. Implementation of the Parks Master Plan improvements and projects would not physically interfere with emergency response or evacuation routes. The project will not significantly impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan, and there would be *no impact*.

### **4.1.3 Mineral Resources**

The CEQA Appendix G Guidelines consider that a project would have potential impacts on mineral resources if it would result in the loss of availability of a known mineral resource or locally important mineral resource recovery site. There are no identified mineral resources within the City of Santa Cruz (City of Santa Cruz, April 2012, DEIR volume). Thus, the project would have no impact on known or locally important mineral resources.

### **4.1.4 Population and Housing**

The CEQA Appendix G Guidelines related to potential population and housing impacts ask whether a project would either directly or indirectly induce substantial population growth or displace substantial numbers of existing housing or people. The proposed Project consists of adoption and implementation of a Parks Master Plan. No residential development is proposed, and the project would not directly or indirectly induce population growth. Implementation of the Plan and future improvements would be located in parks and recreational areas and would not result in displacement of existing housing or people. Therefore, the project would have no impact on population and housing.

### **4.1.5 Public Services - Schools**

With regard to potential public services impacts, the CEQA Appendix G Guidelines focus on whether a proposed project would result in substantial adverse physical impacts associated with the provision of, or need for, new or physically altered governmental facilities, including fire protection, police protection, schools, parks, and other public facilities, in order to meet acceptable performance objectives. The project would not include any new land uses that would generate new demand for public services. As described above in Section 4.1.4, the Project would not result in an increase in population, and therefore, would not generate students or have an effect on schools.

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# CHAPTER 5

## OTHER CEQA CONSIDERATIONS

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Section 15126 of the California Environmental Quality Act (CEQA) Guidelines requires that all aspects of a project must be considered when evaluating its impact on the environment, including planning, acquisition, development, and operation. The EIR must also discuss (1) significant environmental effects of the proposed project, (2) significant environmental effects that cannot be avoided if the proposed project is implemented, (3) significant irreversible environmental changes that would result from implementation of the proposed project, and (4) growth-inducing impacts of the proposed project. Chapter 2, Summary, and Chapter 4, Environmental Setting, Impacts, and Mitigation Measures, of this EIR provide a comprehensive identification and evaluation of the proposed Parks Master Plan's (Project's) environmental effects, mitigation measures, and the level of impact significance both before and after mitigation. This chapter addresses the other required topics identified above, as well as cumulative impacts and project alternatives.

### 5.1 SIGNIFICANT AND UNAVOIDABLE IMPACTS

The CEQA Guidelines require a description of any significant impacts, including those that can be mitigated but not reduced to a level of insignificance (Section 15126.2(b)). Where there are impacts that cannot be alleviated without imposing an alternative design, their implications and the reasons why the project is being proposed, notwithstanding their effect, should be described. This EIR identified no significant and unavoidable project impacts or cumulative impacts.

### 5.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

The CEQA Guidelines require a discussion of significant irreversible environmental changes with project implementation, including uses of nonrenewable resources during the initial and continued phases of the project (Section 15126.2(c)). As described in Section 15126.2(c), use of nonrenewable resources during the initial and continued phases of the project may be irreversible since a large commitment of such resources makes removal or nonuse thereafter unlikely. Primary impacts and, particularly, secondary impacts (such as highway improvement which provides access to a previously inaccessible area) generally commit future generations to similar uses. Irreversible damage can also result from environmental accidents associated with the project.

According to Section 15126.2(c), a project would generally result in a significant irreversible impact if:

- ☐ The project would involve a large commitment of nonrenewable resources during initial and continued phase of the project;
- ☐ Primary and secondary impacts would generally commit future generations to similar uses;

- ☐ The project would involve uses in which irreversible damage could result from environmental accidents; or
- ☐ The proposed consumption of resources is not justified (e.g., the project involves the wasteful use of energy).

The Project consists of a program-level plan document to guide future parks and recreational facility planning and development. The proposed Parks Master Plan identifies a range of improvements to existing park and recreational facilities. No specific development is proposed as a part of the Master Plan. Future development accommodated by the proposed Project could result in improvements to existing parks and recreational facilities, but would not result in wasteful or inefficient use of energy. The proposed Parks Master Plan includes policies, actions and recommendations for a range of improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping, or minor improvements, such as picnic tables and play areas that would not result in electrical or natural gas consumption. No new facilities or site-specific development are proposed as a part of the Parks Master Plan.

Future improvements to park lighting and renovation of existing buildings could result in energy demands. However, the consumption of these resources would not represent unnecessary, inefficient, or wasteful use of resources given the implementation of recommendations in the Parks Master Plan. The proposed Master Plan includes specific policies and that would be implemented that would ensure efficient use of energy. See section 4.11 regarding energy use and conservation. Thus, the proposed Plan would not commit future generations to uses that do not already exist. No other irreversible changes are expected to result from the adoption and implementation of the proposed amendments.

## 5.3 GROWTH-INDUCING IMPACTS

Remove obstacles to population growth (e.g., through the expansion of public services into an area that CEQA requires that any growth-inducing aspect of a project be discussed in an EIR. This discussion should include consideration of ways in which the project could directly or indirectly foster economic or population growth in adjacent and/or surrounding areas. Projects that could remove obstacles to population growth (such as major public service expansion) must also be considered in this discussion. According to CEQA, it must not be assumed that growth in any area is necessarily beneficial, detrimental, or of little significance to the environment.

According to the CEQA Guidelines, a project would have the potential to induce growth if it would:

- Extend infrastructure or services to an area that does not currently receive these services), or through the provision of new access to an area, or a change in restrictive zoning or land use designation; or

- Result in economic expansion and population growth through employment opportunities and/or construction of new housing.

As discussed in Section 4.13 of this EIR, the Project does not include new residential or commercial development that would increase population or generate employment opportunities. The Project consists of a program-level plan document to guide future parks and recreational facility planning and development. The proposed Parks Master Plan identifies a range of projects that would result in improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping or minor improvements. The Project would not include off-site improvements or extension of water or sewer into undeveloped areas, and thus, the Project would not remove obstacles to development and population growth. Therefore, the Project would not directly or indirectly induce substantial population or economic growth.

## 5.4 CUMULATIVE IMPACTS

### 5.4.1 State CEQA Requirements

The CEQA Guidelines Section 15130(a) requires that an EIR discuss cumulative impacts of a project “when the project’s incremental effect is cumulatively considerable.” As defined in Section 15355, a cumulative impact consists of an impact that is created as a result of the combination of the project evaluated in the EIR together with other projects causing related impacts. As defined in section 15065(a)(3), “cumulatively considerable” means that the incremental effects of an individual project are significant when viewed in connection with the effects of past projects, other current projects, and probable future projects. Where a lead agency is examining a project with an incremental effect that is not “cumulatively considerable,” the lead agency need not consider the effect significant.

CEQA requires an evaluation of cumulative impacts when they are significant. When the combined cumulative impact associated with the project’s incremental effect and the effects of other projects is not significant, the EIR shall briefly indicate why the cumulative impact is not significant and is not discussed in further detail in the EIR. Furthermore, according to the California State CEQA Guidelines section 15130 (a)(1), there is no need to evaluate cumulative impacts to which the project does not contribute.

An EIR may determine that a project’s contribution to a significant cumulative impact will be rendered less than cumulatively considerable and thus not significant when, for example, a project funds its fair share of a mitigation measure designed to alleviate the cumulative impact. An EIR shall examine reasonable, feasible options for mitigating or avoiding the project’s contribution to any significant cumulative effects.

The discussion of cumulative impacts shall reflect the severity of the impacts and their likelihood of occurrence, but the discussion need not provide detail as great as that provided for the impacts

that are attributable to the project alone. The discussion should be guided by standards of practicality and reasonableness, and should focus on the cumulative impact to which the identified project contributes.

CEQA Section 21094(e)(1) states that if a lead agency determines that a cumulative effect has been adequately addressed in a prior environmental impact report, that cumulative effect is not required to be examined in a later EIR. The section further indicates that cumulative effects are adequately addressed if the cumulative effect has been mitigated or avoided as a result of the prior EIR and adopted findings or can be mitigated or avoided by site-specific revisions, imposition of conditions or other means in connection with the approval of the later project (subsection (e)(4)). If a cumulative impact was addressed adequately in a prior EIR for a general plan, and the project is consistent with that plan or action, then an EIR for such a project need not further analyze that cumulative impact, as provided in Section 15183(j). Therefore, future projects that are determined to be consistent with the General Plan after it is adopted may rely on this analysis to streamline their environmental review.

## 5.4.2 Cumulative Analysis

### Cumulative Growth and Projects

Discussion of cumulative impacts may consider either a list of past, present, and probable future projects producing cumulative impacts or a summary of growth projections contained in an adopted plan that evaluates conditions contributing to cumulative impacts, such as those contained in a General Plan. The Santa Cruz City Council adopted an updated *General Plan 2030* in 2012 and certified the accompanying EIR. The analyses in the EIR provide an assessment of cumulative impacts within the City with projected growth in the next 20 years. The buildout estimated for the General Plan EIR assumed the following additional development in the downtown: 299 residential units, and approximately 38,900 and 4,500 square feet of commercial and office space, respectively.

The PARKS, RECREATION AND OPEN SPACE chapter of the *General Plan 2030* includes goals, policies and actions that address parks and recreational facilities, open space, trails and recreation programs. General Plan Action PR1.1.2 calls for developing and maintaining a citywide Parks Master Plan that sets service standards and strategic goals for the development and maintenance of parks and related facilities. As indicated in Chapter 3.0, Project Description, the Parks Master Plan was prepared to be consistent with and implement the General Plan policies and actions. See Section 4.13, Land Use, regarding consistency of the Parks Master Plan with the *General Plan 2030*.

The proposed Parks Master Plan is consistent with the General Plan and was prepared to help implement General Plan parks and recreation policies. Because CEQA discourages “repetitive discussions of the same issues” (CEQA Guidelines section 15152(b), and because the Project is consistent with the City’s *General Plan 2030*, the City has determined the Project meets the provisions of CEQA section 21083.3(b) and State CEQA Guidelines section 15183 and, therefore,

the City's *General Plan 2030* EIR has adequately addressed cumulative impacts for all topics. The General Plan EIR identified four significant cumulative impacts related to population and housing, noise, traffic, and water supply. The proposed Project does not include residential uses and would not contribute to cumulative population impacts. There are no Project locations in the area of the City where potential cumulative noise impacts were identified, and thus, the Project would not contribute to this cumulative impact. Improvements to parks and recreational facilities recommended in the Parks Master Plan could contribute to significant cumulative traffic and water impacts.

The General Plan 2030 EIR cumulative analysis is used for this EIR. The cumulative scenario includes General Plan buildout and University of California Santa Cruz (UCSC) growth as analyzed in the General Plan EIR. In addition, the following plans are included in the cumulative analysis in this EIR because they were not prepared at the time of preparation of the General Plan EIR or considered in the General Plan 2030 EIR.

- ❑ **Downtown Plan Amendments.** In 2017, the City Council approved a series of amendments to the Downtown Plan, General Plan, Local Coastal Program (LCP), and zoning code. The amendments primarily modified development standards in the Downtown Plan area with the main change being extension of the additional height zones. As a result, the EIR evaluated impacts associated with the Plan's indirect effects of accommodating additional development and growth in the downtown area, estimated as approximately 711 new residential units and approximately 15,000 square feet of additional commercial space.
- ❑ **Wharf Master Plan.** The Wharf Master Plan was prepared in 2014, and preparation of an EIR on the Plan is currently underway. City staff estimates that the Plan and EIR will be considered by the City Council in 2020. The Wharf Master Plan includes policies, actions and recommendations for potential expansion of the Wharf, new facilities and circulation and parking improvements. The Plan includes design standards that address building design elements, including height, materials, design, windows, roofs and displays. The Master Plan recommends the following new facilities: expansion of the Wharf to create a new promenade on the east side of the Wharf (East Promenade) for public pedestrian and bicycle access; a new walkway on the west side of the Wharf (Westside Walkway); three new public use buildings, totaling approximately 15,000 square feet for public uses; and two new accessible boat landings. The Master Plan also considers remodeling and intensified use of existing structures. Recommended structural improvements include installation of new and replacement Wharf support piles, lateral bracing, and roadway and utility improvements, including improvements to the Wharf's pavement, drainage system, and trash collection system.

Circulation and parking improvements are proposed to more efficiently utilize the existing circulation area and encourage alternative transportation, including relocation of the Wharf entrance further south onto the Wharf. Other improvements include restriping of existing parking

areas that would result in approximately 45-65 additional parking spaces, widening existing sidewalks for improved pedestrian access, and provision for up to 150 bicycle parking spaces.

- ❑ **West Cliff Drive Adaptation Plan.** The City is currently preparing a plan for West Cliff Drive that will assess climate threats along 2.5 miles of West Cliff Drive, including coastal bluff erosion, sea level rise, and other land use issues. A draft plan is being prepared and is expected to be completed by the end of 2021. The plan will include a base assessment and an inventory of current conditions, as well as a cost-benefit assessment, funding strategies, conceptual design of alternative options, and a final plan with action tasks and policies.

It is also noted that the projects listed below are currently proposed in City-owned parks, open space, and recreational facilities. As noted, in Chapter 4, the City started the process of developing conceptual site plan options for Jessie Street Marsh in 2017 to address community desires and concerns and to help facilitate community discussion regarding trail access, native revegetation, and measures to expand/enhance the existing wetland, in keeping with the provisions of the Jessie Street Marsh Management Plan. However, at this time, the conceptual options have not been finalized, and a specific design has not been selected or adopted by the City.

- Audrey Stanley Grove amphitheater: Construction of a permanent restroom, dressing room and small concession area adjacent to the existing amphitheater; an application is pending before the City Planning and Community Development Department. The project would be generally located within the area occupied by existing trailers.
- Pogonip Homeless Garden Project: Construction of four buildings and a parking lot with a farm and garden area. CEQA environmental review was included in the Pogonip Master Plan EIR, and an EIR Addendum was prepared on minor changes to the project. Construction timing is not known.

The City currently leases the Lower Main Meadow to the Homeless Garden Project. The City and Homeless Garden Project have been working together to locate their farm in the Lower Main Meadow for many years. The Homeless Garden Project plans to offer workforce training, transitional employment, and support services for homeless persons at the farm. The future Pogonip Farm will include a 1,460-square foot administration building, 1,090-square foot pole barn/equipment storage building, two 1,440 square foot greenhouses, and nine acres of cultivated land.

In April 2019, initial soils testing results documented low levels of contamination. The City submitted the preliminary soils investigation report to the County of Santa Cruz Environmental Health Division for review and consultation, and has since enrolled in the County's Voluntary Clean-up Program. The City has been awarded funding through a California Department of Toxic Substances Control (DTSC) for environmental assessment services under the Targeted Site Investigation (TSI) Program. The assessment of the Lower Main Meadow is anticipated to be



completed by May 2020 and will consider potential contamination issues that may affect the Homeless Garden Project. In November 2018, the City notified the Homeless Garden Project that the use of the property for a farm must be put on hold until the property is determined to be safe for the intended use.

The following section provides evaluation of the Project's contribution identified significant traffic and public service-water cumulative impacts and also includes potential cumulative impacts related to aesthetics, biological resources and cultural (historical) resources as a result of implementation of the Downtown Plan and Wharf Master Plan. The City of Santa Cruz *General Plan 2030* and the General Plan EIR are available for review at the City of Santa Cruz Planning and Community Development Department (located at 809 Center Street, Room 101, Santa Cruz, California) during business hours: Monday through Thursday, 7:30 AM to 12 PM and 1 PM to 5 PM. The General Plan EIR is also available online on the City's website at:

<http://www.cityofsantacruz.com/Home/Components/BusinessDirectory/BusinessDirectory/102/1775>.

Although potential hazardous materials issues have been identified at Pogonip regarding soil contamination in relation to the Homeless Garden Project, there are no other Parks Master Plan recommended improvements or uses that involve sites with hazardous materials issues. Therefore, the Project would not contribute to potential cumulative impacts related to hazardous and hazardous materials and no further discussion is warranted.

### Cumulative Impact Analysis

**Aesthetics.** The geographic area for consideration of cumulative impacts would be areas from which Project park and recreational facility locations may be visible. The proposed Project would not result in impacts to scenic views or scenic resources, and no further review of these topics is needed. Cumulative growth forecast in the *General Plan 2030*, the *Downtown Plan* and the Wharf Master Plan are generally within existing developed areas and not within the same viewshed as the park facilities. While new structures could be constructed as a result of the Downtown Plan and proposed Wharf Master Plan, there are no other structural improvements recommended for parks or recreational facilities that would occur in or near the downtown or Wharf areas that could result in potential cumulative impacts. The proposed Parks Master Plan includes recommendations for seasonal lighting at the Main Beach volleyball courts and new lighting could be installed per recommendations of the Wharf Master Plan. However, both areas are within developed areas where Wharf and street lighting are present, and both the proposed Parks Master Plan and Wharf Master plan include design guidelines to prevent lighting from impacting adjacent properties or natural areas. Therefore, no significant cumulative impacts would occur related to light and glare.

**Biological Resources.** The geographic area for consideration of cumulative impacts would be the Project areas that also include areas adjacent to the San Lorenzo River where new development under the Downtown Plan could occur or at the Wharf. There are no recommendations for

facilities that are located in these areas, except for the exploration of seasonal lighting at Main Beach. However, no significant cumulative impacts related to lighting have been identified as discussed above.

**Cultural Resources.** Recommendations in the Parks Master Plan that could affect cultural-historical resources include Potential rehabilitation of the Pogonip Clubhouse, which would be in accordance with measures identified in the Pogonip Master Plan and Master Plan. Potential impacts were found to be less than significant (City of Santa Cruz, April 2012, DEIR volume). The only other potential cumulative impact to historical resources is related to future improvements at the Santa Cruz Wharf. Although the Wharf Master Plan has not yet been adopted and environmental review is underway, the Plan identifies improvements to the Wharf, which is a historic resource due to listing in the City's Historic Building Survey and eligibility for listing in the California Register of Historical Resources (CRHR). Historical review of the Wharf Master Plan found that the proposed improvements would not result in a significant adverse effect to the historical significance of the Wharf (Architecture + History. January 20, 2016). Therefore, the cumulative projects would not result in a significant impact to historical resources.

**Public Services and Utilities.** The geographic area for consideration of cumulative impacts would be the City of Santa Cruz service area in which the Project site is located.

*Fire and Police Protection and Solid Waste.* The City's Fire and Police Departments and the City's Resource Recovery Center (landfill) serve City residents. No significant cumulative impacts have been identified with buildout under the City's General Plan and other cumulative growth, i.e. UCSC growth, and no new or expanded police or solid waste facilities are needed to serve cumulative growth, including the proposed Project.

Cumulative development and growth in the downtown area could result in the need for expanded fire facilities. According to the City's Fire Department, the existing downtown fire station is inadequate in terms of space and equipment to meet existing needs, which would be further impacted by development and growth that would be accommodated by the proposed Project and other cumulative development. Should expansion be proposed, it is likely that expanded or new fire facilities would be within developed downtown and/or eastside locations. Expansion or new construction would be considered infill development on sites surrounded by development. However, existing and future growth may require new or physically altered fire protection facilities, but locations for expansion or construction are within developed areas and are not expected to result in significant physical impacts. Therefore, no significant cumulative impact related to fire protection services is anticipated (City of Santa Cruz, October 2017).

*Schools.* Potential cumulative development that could affect school enrollment includes development and growth within the City and surrounding areas as well as the proposed Project. The General Plan 2030 EIR concluded that this is a potentially significant cumulative impact. With required payment of school impact fees to fund necessary facility expansion and/or additions, in conjunction with use of the former Natural Bridges Elementary School, the impact would be

mitigated to a less-than-significant level (City of Santa Cruz, April 2012, DEIR volume). The proposed Parks Master Plan would not directly or indirectly result in additional residential development that would generate school-aged students. Therefore, the Project would not contribute to cumulative school impacts.

*Water Supply.* The geographical area for the analysis of cumulative water supply impacts includes the area served by the City's Water Department. Background on the existing and projected future demand and supplies is provided in Section 4.11.1.1, Water Supply – Service. As indicated, the 2015 UWMP predicts water supply shortfalls by the year 2035 of approximately 40 MGY in normal rainfall years, 528 MGY during a single dry year, and 1,639 MGY in multiple dry year periods even though demand is forecast to decrease. Without augmented water supplies, cumulative future water demand during dry periods is considered a potentially significant cumulative impact on water supplies.

As discussed in Section 4.11, the City continues to administer its water conservation program, has completed a Conservation Master Plan, and is implementing a water augmentation plan. The City has defined water supply augmentation strategies that are being studied in order to provide reliable production during drought shortages between 2020 and 2035 to address potential drought shortages. The plan includes the pursuit of the following portfolio of options: continued and enhanced conservation programs; passive recharge of regional aquifers; active recharge of regional aquifers; and a potable supply using advanced treated recycled wastewater or desalinated water (if recycled water did not meet City needs). Supply volumes for the other augmentation elements have not yet been defined, and specific projects have not been selected or constructed, as these prospective sources are still under evaluation. Thus, the long-term provision of augmented water supplies is under development, but uncertain.

The Project consists of a program-level plan document to guide future parks and recreational facility planning and development. The proposed Parks Master Plan includes policies, actions and recommendations for a range of improvements to existing park and recreational facilities. Most of the improvements would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping, or minor improvements. No new facilities or site-specific development are proposed as a part of the Parks Master Plan. Feasibility studies would be conducted for new parks and facilities before site plans are developed, and future proposed improvements and projects will be subject to additional environmental analysis once project-level plans are developed. As discussed in Section 4.11, the Parks Master Plan does not include recommendations for major new uses or facilities that would result in a substantial increase in water demand. While there may be some increased use in potable water demand associated with citywide population and visitor growth, there would not be substantial water usage increases. Furthermore, the proposed Parks Master Plan includes policies, actions and recommendations that call for sustainable landscaping and maintenance practices to conserve water, conduct water audits and replace of irrigated turf in some locations. The Master Plan also supports other water conservation strategies, including the use of recycled and captured stormwater. Taken together, these measures would offset any minimal increased demand resulting from future improvements

at existing parks. Improvements implemented pursuant to the Parks Master Plan would be subject to City requirements for installation of water conserving fixtures and landscaping in accordance with City Municipal Code and building requirements. Therefore, the project's incremental contribution to a significant cumulative water supply impact would not be cumulatively considerable.

**Traffic and Transportation.** The geographic area for consideration of cumulative impacts would be those areas of the street network to which the proposed Project would contribute trips. Cumulative traffic impacts were analyzed in the *General Plan 2030* EIR based on estimated buildout accommodated by the General Plan, a number of approved and reasonably foreseeable projects, and long-range growth anticipated for UCSC.

The General Plan 2030 EIR found that cumulative development and growth would generate traffic that would result in unacceptable levels of service at 26 intersections, all of which could be improved to acceptable levels or improved operations (i.e., delays reduced to existing levels), except at 11 intersections, including five along state routes. Improvements would reduce delays below the level generated by cumulative traffic, but LOS would not be improved to meet City or Caltrans' standards at 11 intersections. Similarly, cumulative traffic along state highways would contribute to existing and future unacceptable levels of service. Therefore, the cumulative traffic would result in significant impacts at 11 intersections and along Highways 1 and 17. Funding availability for major facility improvements and expansion of transit service will likely remain constrained into the foreseeable future. Because implementation of recommended improvements and alternative transportation facilities cannot be assured, the General Plan EIR concluded that traffic impacts at some identified intersections and along highway segments would remain significant under cumulative conditions (City of Santa Cruz, April 2012).

Some parks and recreational facilities are located near cumulatively impacted intersections identified in the General Plan EIR, primarily along Highway 1-Mission Street. Improvements have been identified for the Highway 1/Highway 9, Chestnut/Mission, Laurel/Mission Bay/Mission, and Swift/Mission intersections in the City's Traffic Impact Fee (TIF) program. There are no recommended improvements at Project sites near the Wharf or downtown area that would contribute to cumulative traffic impacts in this area. Based on the General Plan 2030 EIR cumulative analyses, the proposed Project would potentially contribute to significant cumulative traffic impacts on Mission Street. However, recommendations in the Parks Master Plan would mostly result in minor upgrades or improvements to existing facilities that would not result in substantial generation of traffic. Most of the recommendations in the Parks Master Plan would not result in new structural development that would generate trips. Potential expanded use at the Audrey Stanley Grove amphitheater at DeLaveaga Park and San Lorenzo Park is expected to occur on weekends and/or during the day outside of weekday AM and PM peak hours for traffic and, thus, would not result in significant traffic increases during the peak hours that would conflict with a program, plan, ordinance, or policy addressing the circulation system. Similarly, potential small parking lots at Lower DeLaveaga Park, Moore Creek Preserve, and Pogonip Open Space are identified for consideration in the Parks Master Plan, but these parking areas would be relatively

small and would not generate a substantial increase in peak hour traffic or conflict with plans or policies related to circulation. Therefore, the project's incremental contribution to a significant cumulative traffic impact as evaluated in the General Plan 2030 EIR would not be cumulatively considerable.

As discussed in section 4.10, the pursuant to changes in the State CEQA Guidelines, effective in 2019, a project's effect on automobile delay shall not constitute a significant environmental impact. The City has not yet adopted a VMT standard. However, the City's existing VMT is over 15 percent lower than the regional per capita VMT. Technical guidelines published by the California Office of Planning and Research indicate a project that falls below an efficiency-based threshold that is aligned with long-term environmental goals and relevant plans would have no cumulative impact distinct from the project impact (California Office of Planning and Research, December 2018). Accordingly, a finding of a less-than-significant project impact would imply a less than significant cumulative impact, and vice versa (*Ibid.*). Therefore, the Project's contribution to cumulative transportation impacts would not be cumulatively considerable.

## 5.5 PROJECT ALTERNATIVES

According to CEQA Guidelines (Section 15126.6), an EIR shall describe a range of reasonable alternatives to the project or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives. The guidelines further require that the discussion focus on alternatives capable of eliminating significant adverse impacts of the project, or reducing them to a level of insignificance even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly. The alternatives analysis also should identify any significant effects that may result from a given alternative. An EIR need not consider every conceivable alternative to a project. Rather, it must consider a reasonable range of potentially feasible alternatives that will foster informed decision-making and public participation. An EIR is not required to consider alternatives which are infeasible.

The lead agency is responsible for selecting a range of potentially feasible project alternatives for examination, and must publicly disclose its reasoning for selecting those alternatives. The range of alternatives is governed by a "rule of reason" that requires the EIR to set forth only those potentially feasible alternatives necessary to permit a reasoned choice. The alternatives shall be limited to those that would avoid or substantially lessen any of the significant effects of the project. Of those alternatives, the EIR need examine in detail only those that the lead agency determines could feasibly attain most of the basic objectives of the project. An EIR need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative. Alternatives in an EIR must be "potentially feasible." Agency decision makers ultimately decide what is "actually feasible."

“Feasible” means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, legal, social, and technological factors (State CEQA Guidelines, section 15364). Among the factors that may be taken into account when addressing the feasibility of alternatives are site suitability, economic viability, availability of infrastructure, general plan consistency, other plans or regulatory limitations, jurisdictional boundaries (projects with a regionally significant impact should consider the regional context), and whether the proponent can reasonably acquire, control, or otherwise have access to the alternative site (or already owns the alternative site). None of these factors establishes a fixed limit on the scope of reasonable alternatives. The concept of feasibility also encompasses the question of whether a particular alternative or mitigation measure promotes the underlying goals and objectives of a project. Moreover, feasibility under CEQA encompasses “desirability” to the extent that desirability is based on a reasonable balancing of the relevant economic, environmental, social, legal, and technological factors.

### 5.5.1 Summary of Potentially Significant Impacts and Project Objectives

#### Potentially Significant Project Impacts

This EIR identified the following potentially significant impacts that can be reduced to a less-than-significant level with implementation of mitigation measures identified in this EIR.

- ☐ **Impact BIO-4: Wildlife Breeding – Nesting Birds.** Implementation of the Parks Master Plan and future implementation of recommended improvements could result in indirect impacts to nesting birds if any are occurring within or near future construction areas.
- ☐ **Impact GEO-2: Soils and Erosion.** The proposed Project would not directly result in substantial erosion or loss of topsoil, but may result in indirect erosion impacts related to future trail development supported by the Parks Master Plan.
- ☐ **Impact HYD-1: Water Quality.** Future development accommodated by the proposed *Parks Master Plan 2030* could result in minor increases in stormwater runoff, but would not result in violations of any water quality standards or waste discharge requirements or otherwise substantially degrade surface or groundwater quality, except for potential erosion due to construction.

#### Project Objectives

The following are the Project objectives as set forth in the *Parks Master Plan 2030* and in consultation with City staff.

1. Implement the *General Plan 2030*, by providing more detailed direction and recommendations for the future development and maintenance of parks, open spaces, beaches, and recreational facilities in Santa Cruz.

2. Identify and assess the City's various existing parks, open space, and facility assets and community needs through a comprehensive public outreach effort.
3. Create a feasible vision and goals that prioritize community needs and desires for park and recreational facility expansion and improvements that creates a quality park system.
4. Provide policies and actions to support community goals and in response to needs of all user groups.
5. Develop a plan that ensures long-term stewardship, environmental protection, and sustainability of City parks.
6. Construct an implementable action plan to accomplish community goals, while establishing phasing and funding opportunities and allowing for flexibility and updates to reflect changing and emerging conditions.
7. Maintain and enhance a park system that connects the surrounding greenbelts to the Pacific Ocean, preserves and protects the City's natural heritage, enhances its cultural and recreational environments, and provides a diversity of recreational experiences that enrich lives and support a healthy community.

### 5.5.2 Alternatives Considered

Section 15126.6(c) of the CEQA Guidelines indicates that the range of potential alternatives shall include those that could feasibly accomplish most of the basic objectives of the project and could avoid or substantially lessen one or more of the significant effects. The EIR should briefly describe the rationale for selecting the alternatives to be discussed. The EIR also should identify any alternatives that were considered by the lead agency but were rejected as infeasible, and briefly explain the reasons underlying the lead agency's determination. Among the factors that may be used to eliminate alternatives from detailed consideration in an EIR are: (1) failure to meet most of the basic project objectives, (2) infeasibility, or (3) inability to avoid significant environmental impacts.

The EIR provides a program-level analysis of the *Parks Master Plan 2030*, which is a guidance document that assesses existing conditions and community needs, and guides the short- and long-term planning of parks, recreational facilities, beaches, and open space-greenbelt lands. The Parks Master Plan includes goals, policies and actions for the provision of parks and recreational services and identifies recommendations for improvements at existing facilities and potential expansion of existing park and recreational facilities and uses and potential addition of new parks, facilities and recreational uses. Most of the Parks Master Plan recommendations are improvements to existing parks and recreational facilities that would be considered an upgrade or enhancement to an existing facility with addition of amenities, landscaping or minor improvements. Facility recommendations that may result in new or expanded development include potential new trails, three areas of potential new parking, development of a small amphitheater at Harvey West Park, construction of restrooms and small buildings, and renovation of existing structures. Potential new recreational uses and/or facilities recommended in the Parks Master Plan or recommended to be

considered include additional recreational facilities, such as athletic fields, bike parks and mountain bike facilities, community gardens, off-leash dog use areas, a drone course, pickleball courts, playgrounds, pickleball facilities, and tennis courts.

In most cases, specific site locations have not been identified for new uses, although some existing parks are identified for some facilities (e.g., community gardens, dog park facilities, playgrounds, and pickleball facilities). New and/or expanded trails are recommended at Arroyo Seco, DeLaveaga Park, Jessie Street Marsh, Moore Creek Preserve and Pogonip Open Space. However, the Parks Master Plan does not include specific proposals or details regarding the location, design, size or siting of specific recommended improvements, development or potential new uses. Although no project-specific site plans are proposed as a part of the Parks Master Plan for expanded or new facilities, and the Plan would not directly result in development, the EIR has evaluated potential indirect impacts arising from future implementation and construction of recommended improvements. The only identified significant impacts are potential indirect impacts arising from future development, which are related to construction (impacts to nesting birds and erosion) and potential development of a drone course (impacts to nesting birds).

In considering a range of alternatives, the City considered reducing the scope of the Parks Master Plan in order to eliminate potential expansion or development of new recreational facilities or uses. The City considered an alternative in which new or expanded recreational uses identified in the Master Plan would be eliminated. As identified in Chapter 3, Project Description, potential new or expanded uses include: athletic fields, mountain bike facilities, community gardens, off-leash dog facilities, a drone course, playgrounds, pickleball facility, tennis courts, and trails. In accordance with provisions of the Parks Master Plan, a feasibility study would be conducted to study potential locations and options for an athletic field. Similarly, Master Plan actions call for evaluation of new trails through a public review process to determine if they are appropriate for a specific location. Therefore, these uses would require evaluation of specific locations prior to any action being taken. Furthermore, elimination of these uses would not achieve basic Project objectives to be responsive to all user groups and provides a diversity of recreational experiences. Therefore, removal of these potential uses and studies was eliminated from further consideration.

The other identified new or potential facilities or recommended improvements generally are small in size and address a range of recreational uses identified for the community, the elimination of which would not meet basic Project objectives. Furthermore, except for a potential drone course, the other potential uses would not contribute to identify significant impacts, and thus, elimination of these potential uses would not avoid or substantially lessen an identified significant impact. Due to potential biological impacts related to use of a recreational drone facility, the City determined that this use could be considered for elimination. The City also considered some reduction in potential new trails to lessen significant biological resource and erosion impacts, which is addressed in Alternative 1.

The City also considered modification of policies and actions in the Parks Master Plan to further the City's overall objective of developing a plan that ensures long-term stewardship,



environmental protection and sustainability of City parks. In this regard, the City identified an alternative to revise or add policies and actions to better address the potentially significant impacts identified in the EIR.

Based on the above discussion, the following section evaluates the following alternatives:

- ☐ No Project – Required by CEQA
- ☐ Alternative 1 – Reduced Project
- ☐ Alternative 2 – Modified Project

Each alternative is described and analyzed below, and the ability to meet project objectives also is addressed.

### No Project Alternative

Section 15126.6(e) of the State CEQA Guidelines requires that the impacts of a “no project” alternative be evaluated in comparison to the proposed project. Section 15126(e) also requires that the No Project Alternative discuss the existing conditions that were in effect at the time the Notice of Preparation was published, as well as what would be reasonably expected to occur in the foreseeable future if the project were not approved, based on current plans and consistent with available infrastructure and community services.

**Project Description.** Under the No Project Alternative, the Parks Master Plan would not be adopted. However, improvements, expansion or additions to existing parks and facilities could occur without a City-adopted Parks Master Plan. Such improvements would be subject to recommendations in adopted Park Master Plans at those sites where plans exist.

**Impacts.** Under the No Project Alternative, none of the Project impacts identified in this EIR would occur. However, since improvements to park facilities could occur without the Plan, some level of improvement and/or expansion at park and recreational facilities would be reasonably expected to occur over the next 25 years.

**Ability to Meet Project Objectives.** The No Project Alternative would not meet any Project objectives.

### Reduced Project Alternative

**Project Description.** Under this alternative, consideration of a potential future recreational drone course would be eliminated. The Parks Master Plan calls for consideration of the establishment of a drone course (Goal III-Policy G, Action 1j), but the Master Plan does not propose a location or provide a description of facilities that might be considered. Discussions with City staff indicate that this recommendation stems from an interest to provide a dedicated area and regulate this type of use. This type of facility would be for recreational use of small drones to provide a course for

operating these devices, which are small (approximately one foot in length) and do not produce significant sounds, except for a low whirring sound. Currently there are no City regulations regarding use of drones in the City.

This alternative also considers a reduction in new trails. Goal II-Policy F calls for enhancement of trail programs, trails, and infrastructure. Action 1 seeks to “develop, improve, and enhance trails to provide for a wide range of uses.” Actions 1b and 1j call for expansion of the trail network and connections, including creation of mountain bike spurs from multi-use trails. However, Action 1a calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific location. Goal VI-Policy A, Action 6 calls for connecting major parks throughout the City with smaller loop options and spur trails that connect to the bike and pedestrian system through the City and to the regional network. Furthermore, Goal III-Policy F, Action 1a calls for evaluation of new trail uses through a public process to determine if they are appropriate for a specific open space area, which would include collection of usage data on existing trails and a study of impacts to wildlife and habitat to inform the decision-making process. The Parks Master Plan calls for considering opportunities for new and/or expanded trails and trail connections within the following existing open space areas: DeLaveaga Park-Wilderness Area, Pogonip, and Moore Creek Preserve, as well as at Jessie Street Marsh and Arroyo Seco Canyon.

This alternative would modify Master Plan recommendations to not consider new trails at DeLaveaga and Pogonip that are not already included in existing adopted master plans for these areas. It is important to note, however, that the recommendation for Pogonip was only to perform an assessment to help determine if new trails are appropriate. Nonetheless, with revisions to recommendations, there could be some reduction in potential future new trails in the City’s two primary open space areas.

**Impacts.** Under the Reduced Project Alternative, potential indirect impacts to biological resources, and in particular nesting birds, resulting from development and use of a recreational drone course would be eliminated. To the extent that development of a drone course would result in grading, potential indirect impacts related to generation of erosion and degradation of erosion also would be eliminated with elimination of this use. In the absence of other City regulations to control use and operations of recreational drones, there could be use of these devices that could result in impacts to nesting birds similar to those identified in the EIR. A reduction in potential new trail construction also would help reduce and lessen significant impacts related to nesting birds, erosion and water quality, but would not eliminate the impacts as some trail and other facility improvements or development could continue to occur, and, therefore mitigation would be required as with the proposed Project.

**Ability to Meet Project Objectives.** The Reduced Project Alternative would meet all Project objectives, except three objectives would only be partially met. Objective #1 calls for implementation of the *General Plan 2030*, by providing more detailed direction and recommendations for the future development and maintenance of parks, open spaces, beaches, and recreational facilities in Santa Cruz. Goal PR4 calls for an integrated system of citywide and

regional trails, which would be partially met with a reduction in new trails. Similarly, the Parks Master Plan includes goals and policies to create a network of trails for recreational and commuter purposes. To this end, Objective #7 calls for maintenance and enhancement of a park system that connects the surrounding greenbelts to the Pacific Ocean, which may be partially impeded with a reduction of new trails. This alternative also would only partially meet Objective #4 in that it would not respond to the needs of all user groups.

### Modified Project Alternative

**Project Description.** Under this alternative, the Parks Master Plan 2030 would be modified to expand policies and actions to address potential indirect impacts to nesting birds, erosion and water quality, potentially resulting from development or construction of facilities and improvements recommended in the Master Plan, particularly trails. The following policies and actions would be revised or expanded as follows:

- ☐ *Goal II-Policy B, Action 1j-REVISE:* Consider establishing a drone course only after further study that demonstrates use of the facility would not result in significant impacts to sensitive habitat areas and wildlife, including nesting birds.
- ☐ *Goal IV-Policy B, Action 2n-REVISE:* As part of the CEQA review process for new projects, evaluate and mitigate potential impacts to sensitive habitat (including special-status species and nesting birds) for site located within or adjacent to these areas.
- ☐ *Goal IV-Policy B, Action 2-NEW:* Implement site design and erosion control measures for new trails and other facilities in areas subject to high erosion hazards or adjacent to streams and wetland areas.

**Impacts.** Under the Modified Project Alternative, potentially significant indirect impacts related to nesting birds and erosion would be eliminated with revised and/or new Parks Master Plan actions. These actions address the potential impacts and require that future construction and/or development of recommended improvements be designed to avoid the identified biological and erosion-water quality impacts. Therefore, potentially significant impacts would be avoided with this alternative.

**Ability to Meet Project Objectives.** The Modified Project Alternative would meet all the Project objectives.

### Environmentally Superior Alternative

According to CEQA Guidelines section 15126.6(e), if the environmentally superior alternative is the “no project” alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives. Furthermore, Sections 21002 and 21081 of CEQA require lead agencies to adopt feasible mitigation measures or feasible alternatives in order to substantially

lessen or avoid otherwise significant adverse environmental effects, unless specific social or other conditions make such mitigation measures or alternatives infeasible. Where the environmentally superior alternative also is the no project alternative, CEQA Guidelines in Section 15126(d)(4) requires the EIR to identify an environmentally superior alternative from among the other alternatives.

In the present case, none of the alternatives, including the No Project Alternative would eliminate significant impacts. Table 5-1 on the next page presents a comparison of Project impacts between the proposed Project and the alternatives. Excluding the No Project Alternative, Alternative 2, Modified Project, is considered the environmentally superior alternative of the alternatives considered because it would avoid and/or reduce potentially significant impacts, while meeting Project objectives.

**Table 5-1: Comparison of Impacts of Project Alternatives**

Environmental Issue	PP	NP	ALT 1	ALT 2
AES-2: Scenic Resources	LS	LS -	LS	LS
AES-3: Visual Character	LS	LS-	LS	LS
AES-4: Light and Glare	LS	LS -	LS	LS
AIR-2: Project Emissions	LS	LS -	LS	LS
AIR-3: Sensitive Receptors	LS	LS -	LS	LS
GHG-1: GHG Emissions	LS	LS -	LS	LS
Air Quality 4.2-2: GHG Emissions	LS	LS -	LS -	LS -
BIO-1: Sensitive Habitats	LS	LS -	LS	LS
BIO-2: Wetland Habitat	LS	LS -	LS	LS
BIO3: Special Status Species	LS	LS -	LS	LS
BIO-1: Sensitive Habitats	LS	LS -	LS	LS
BIO-4: Nesting Birds	LSM	LS -	LSM-	LS
CUL-1: Historical Resources	LS	LS	LS	LS
CUL-2: Archaeological Resources	LS	LS-	LS	LS
CUL-3: Human Remains	LS	LS	LS	LS
CUL-4: Tribal Cultural Resources	LS	LS	LS	LS
GEO-1: Seismic Hazards	LS	LS	LS	LS
GEO-2: Erosion	LSM	LS-	LSM-	LS
GEO 3: Unstable Geologic Units	LS	LS	LS	LS
GEO-6: Paleontological Resources	LS	LS	LS	LS
GEO-6: Paleontological Resources	LS	LS	LS	LS
HAZ-2: Wildland Fire Hazard	LS	LS-	LS	LS
HYD-1: Water Quality	LSM	LS-	LSM-	LS
HYD-3: Drainage	LS	LS	LS	LS
NOISE-1: Noise Increases	LS	LS	LS	LS
PUB-1,2, 3: Public Services	LS	LS -	LS -	LS -
TRANS-1: Conflicts with Plans	LS	LS -	LS -	LS -
UTIL-1, 2, 3, 4, 5: Utilities	LS	LS -	LS -	LS -
New Significant Impacts		None	None	None
<b>Notes:</b> PP = Proposed Project NP = No Project ALT1 = Reduced Project ALT2 = Modified Project  NI = No Impact LS = Less than significant impact S = Significant LSM = Less than significant with mitigation SU = Significant unavoidable impact + = Greater adverse impact than proposed project - = Lesser adverse impact than proposed project				

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# CHAPTER 6

## REFERENCES AND REPORT PREPARATION

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### 6.1 AGENCIES AND PERSONS CONTACTED

#### City of Santa Cruz

Fire Department: Rob Oatey

Parks and Recreation Department: Tony Elliott, Noah Downing, Travis Beck

Planning and Community Development Department: Lee Butler,

Police Department: Patricia Dodge

Public Works Department: Chris Schneider, Ron Marquez (Traffic Consultant), Claire Gallogly

Water Department: Heidi Luckenbach, Toby Goddard, Sarah Easley-Perez

Police Department: Patricia Dodge

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## 6.3 EIR TEAM

City of Santa Cruz

Noah Downing, Parks and Recreation Department

Dudek

Stephanie Strelow, Project Manager

Catherine Wade, Senior Planner

Savannah Rigney, Environmental Analyst

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# APPENDIX A

## Notice of Preparation and Initial Study

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PARKS AND RECREATION DEPARTMENT

323 CHURCH STREET, SANTA CRUZ, CA 95060 • 831 420-5270 • FAX: 831 420-5271 • [www.cityofsantacruz.com](http://www.cityofsantacruz.com)

July 26, 2019

## NOTICE OF PREPARATION OF AN ENVIRONMENTAL IMPACT REPORT

**RE: Santa Cruz Parks Master Plan 2030**

To Interested Agencies and Persons:

The City of Santa Cruz, as the lead agency, is preparing an Environmental Impact Report (EIR) on the project described herein. Please respond with written comments regarding the scope and the content of the EIR as it may relate to your agency's area of statutory responsibility or your areas of concern or expertise. Your agency may need to use the EIR prepared by our agency when considering your permit or other approval for the project, if any is required. **Responses are due within 30 days of the receipt of this Notice, as provided by State law.** The contact person's name and address are listed below. Please include the name and phone number of a contact person at your agency in your response.

1. **Project.** Santa Cruz Parks Master Plan 2030 (SCH# 2018012030)
2. **Project Location.** City of Santa Cruz. See the attached Location Map.
3. **Project Applicant.** City of Santa Cruz
4. **Project Description.** The proposed project consists of a citywide Parks Master Plan, which is a guidance document that assesses existing conditions and community needs, and guides the short- and long-term planning of parks, recreational facilities, beaches, and open space-greenbelt lands throughout the City. The Parks Master Plan includes goals, policies and actions that address the provision of parks and recreational services, as well as, general recommendations for expanded recreational uses and specific recommendations for improvements at the City's individual parks, beaches, open spaces, and recreational facilities. The Parks Master Plan lays out recommendations for the next 15 years but is designed to be updated over time, providing a guiding framework while allowing for adjustments based on both presently anticipated and unforeseen future needs and community desires.



The proposed Parks Master Plan includes the following components:

- An inventory of existing conditions, parks, open space and recreational facilities
- An assessment of emerging trends and community needs
- Goals, policies and actions
- Recommendations for specific facilities
- Implementation and funding strategies

- 5. Probable Environmental Effects of the Project.** An Initial Study and Mitigated Negative Declaration (IS/MND) were prepared and circulated for a 30-day public review period from January 22, 2018 through February 20, 2018. As a result of additional comments submitted to the City after the close of the public review period, the IS/MND was revised to provide expanded analyses in response to public comments and was recirculated for public review from February 11, 2019 through March 12, 2019. Upon receipt of additional comments and in consultation with the City Attorney, City staff decided to proceed with preparation of an EIR.

The City has identified the following possible effects of the project as topics for analysis in the EIR. Other issues are evaluated in the February 2019 Initial Study, which is available for review at the Parks and Recreation Department at the address at the bottom of this notice and on the City's website at: <http://www.cityofsantacruz.com/government/city-departments/parks-recreation/parks-beaches-open-spaces/parks-master-plan>

- Aesthetics
- Air Quality and Greenhouse Gas Emissions
- Biological Impacts
- Cultural Resources
- Geology and Soils
- Hazards – Wildland Fire Hazards
- Hydrology and Water Quality
- Land Use
- Noise
- Public Services, Utilities
- Transportation and Traffic
- Land Use
- CEQA-Required Sections: The EIR will include the additional following topics as required by the State CEQA Guidelines: growth inducement, cumulative impacts, and alternatives.



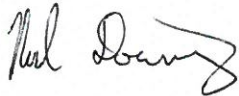
The following issues were evaluated in the Initial Study, and no significant impacts were identified. Thus, these topics will not be reviewed further in the EIR.

- Agriculture and Forest Resources
- Mineral Resources
- Population and Housing
- Tribal Cultural Resources

6. **Contact Person Name and Phone Number:** The City will consider the written comments received in response to this Notice of Preparation in determining whether any additional topics should be studied in the Draft EIR. Please provide comments to this Notice of Preparation by August 26, 2019 to:

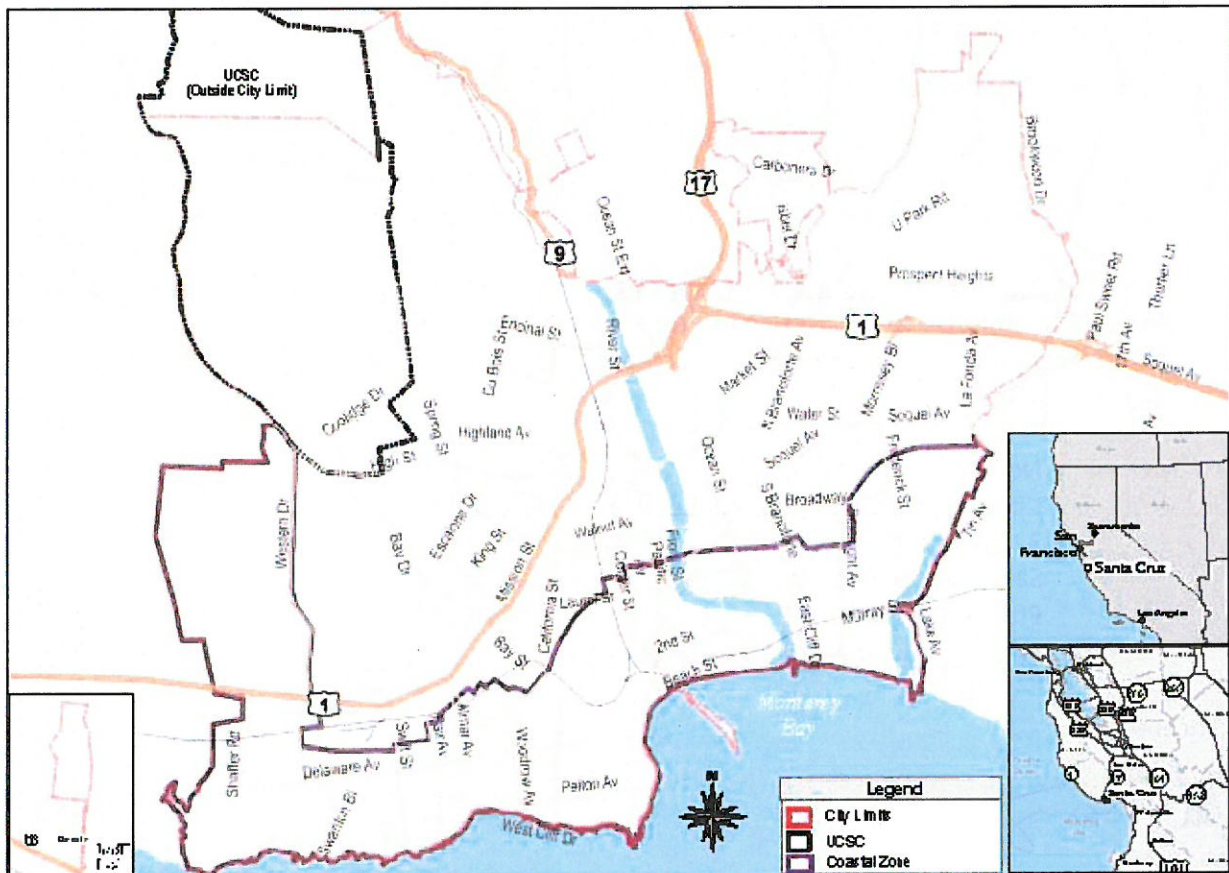
Noah Downing  
City of Santa Cruz Parks and Recreation Department  
323 Church Street  
Santa Cruz, California 95060  
Phone: 831 420-5362  
Email: [ndowning@cityofsantacruz.com](mailto:ndowning@cityofsantacruz.com)

Sincerely,



Noah Downing  
Park Planner

## LOCATION MAP



**DEPARTMENT OF TRANSPORTATION**

CALTRANS DISTRICT 5

50 HIGUERA STREET

SAN LUIS OBISPO, CA 93401-5415

PHONE (805) 549-3101

FAX (805) 549-3329

TTY 711

www.dot.ca.gov/dist05/

Making Conservation  
a California Way of Life.

August 6, 2019

SCr-1/17-VAR  
SCH#2018012030

Noah Downing  
Park Planner  
City of Santa Cruz Parks and Recreation Department  
323 Church Street  
Santa Cruz, California 95060

Dear Mr. Downing:

**COMMENTS FOR THE NOTICE OF PREPARATION (NOP) OF THE SANTA CRUZ PARKS  
MASTER PLAN 2030, SANTA CRUZ, CA**

1. Caltrans supports local development that is consistent with State planning priorities intended to promote equity, strengthen the economy, protect the environment, and promote public health and safety. We accomplish this by working with local jurisdictions to achieve a shared vision of how the transportation system should and can accommodate interregional and local travel and development. Projects that support smart growth principles which include improvements to pedestrian, bicycle, and transit infrastructure (or other key Transportation Demand Strategies) are supported by Caltrans and are consistent with our mission, vision, and goals.
2. Please be aware that if any work is completed in the State's right-of-way it will require an encroachment permit from Caltrans and must be done to our engineering and environmental standards, and at no cost to the State. The conditions of approval and the requirements for the encroachment permit are issued at the sole discretion of the Permits Office, and nothing in this letter shall be implied as limiting those future conditioned and requirements. For more information regarding the encroachment permit process, please visit our Encroachment Permit Website at:  
<http://www.dot.ca.gov/trafficops/ep/index.html>.

Noah Downing  
August 6, 2019  
Page 2

Thank you for the opportunity to review and comment on the proposed project. If you have any questions, or need further clarification on items discussed above, please contact me at (805) 549-3157 or email [christopher.bjornstad@dot.ca.gov](mailto:christopher.bjornstad@dot.ca.gov).

Sincerely,

A handwritten signature in black ink that reads "Chris Bjornstad". The signature is written in a cursive, slightly slanted style.

Chris Bjornstad  
Transportation Planner  
District 5 Development Review



**NATIVE AMERICAN HERITAGE COMMISSION**  
Cultural and Environmental Department

1550 Harbor Blvd., Suite 100

West Sacramento, CA 95691 Phone (916) 373-3710

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August 13, 2019

Noah Downing  
City of Santa Cruz  
323 Church Street  
Santa Cruz, CA 95060

RE: SCH# 2018012030 City of Santa Cruz Parks Master Plan 2030, Santa Cruz County

Dear Mr. Downing:

The Native American Heritage Commission (NAHC) has received the Notice of Preparation (NOP), Draft Environmental Impact Report (DEIR) or Early Consultation for the project referenced above. The California Environmental Quality Act (CEQA) (Pub. Resources Code §21000 et seq.), specifically Public Resources Code §21084.1, states that a project that may cause a substantial adverse change in the significance of a historical resource, is a project that may have a significant effect on the environment. (Pub. Resources Code § 21084.1; Cal. Code Regs., tit.14, §15064.5 (b) (CEQA Guidelines §15064.5 (b)). If there is substantial evidence, in light of the whole record before a lead agency, that a project may have a significant effect on the environment, an Environmental Impact Report (EIR) shall be prepared. (Pub. Resources Code §21080 (d); Cal. Code Regs., tit. 14, § 5064 subd.(a)(1) (CEQA Guidelines §15064 (a)(1)). In order to determine whether a project will cause a substantial adverse change in the significance of a historical resource, a lead agency will need to determine whether there are historical resources within the area of potential effect (APE).

CEQA was amended significantly in 2014. Assembly Bill 52 (Gatto, Chapter 532, Statutes of 2014) (AB 52) amended CEQA to create a separate category of cultural resources, "tribal cultural resources" (Pub. Resources Code §21074) and provides that a project with an effect that may cause a substantial adverse change in the significance of a tribal cultural resource is a project that may have a significant effect on the environment. (Pub. Resources Code §21084.2). Public agencies shall, when feasible, avoid damaging effects to any tribal cultural resource. (Pub. Resources Code §21084.3 (a)). **AB 52 applies to any project for which a notice of preparation, a notice of negative declaration, or a mitigated negative declaration is filed on or after July 1, 2015.** If your project involves the adoption of or amendment to a general plan or a specific plan, or the designation or proposed designation of open space, on or after March 1, 2005, it may also be subject to Senate Bill 18 (Burton, Chapter 905, Statutes of 2004) (SB 18). **Both SB 18 and AB 52 have tribal consultation requirements.** If your project is also subject to the federal National Environmental Policy Act (42 U.S.C. § 4321 et seq.) (NEPA), the tribal consultation requirements of Section 106 of the National Historic Preservation Act of 1966 (154 U.S.C. 300101, 36 C.F.R. §800 et seq.) may also apply.

The NAHC recommends consultation with California Native American tribes that are traditionally and culturally affiliated with the geographic area of your proposed project as early as possible in order to avoid inadvertent discoveries of Native American human remains and best protect tribal cultural resources. Below is a brief summary of portions of AB 52 and SB 18 as well as the NAHC's recommendations for conducting cultural resources assessments.

**Consult your legal counsel about compliance with AB 52 and SB 18 as well as compliance with any other applicable laws.**



## AB 52

AB 52 has added to CEQA the additional requirements listed below, along with many other requirements:

1. Fourteen Day Period to Provide Notice of Completion of an Application/Decision to Undertake a Project: Within fourteen (14) days of determining that an application for a project is complete or of a decision by a public agency to undertake a project, a lead agency shall provide formal notification to a designated contact of, or tribal representative of, traditionally and culturally affiliated California Native American tribes that have requested notice, to be accomplished by at least one written notice that includes:
  - a. A brief description of the project.
  - b. The lead agency contact information.
  - c. Notification that the California Native American tribe has 30 days to request consultation. (Pub. Resources Code §21080.3.1 (d)).
  - d. A "California Native American tribe" is defined as a Native American tribe located in California that is on the contact list maintained by the NAHC for the purposes of Chapter 905 of Statutes of 2004 (SB 18). (Pub. Resources Code §21073).
2. Begin Consultation Within 30 Days of Receiving a Tribe's Request for Consultation and Before Releasing a Negative Declaration, Mitigated Negative Declaration, or Environmental Impact Report: A lead agency shall begin the consultation process within 30 days of receiving a request for consultation from a California Native American tribe that is traditionally and culturally affiliated with the geographic area of the proposed project. (Pub. Resources Code §21080.3.1, subds. (d) and (e)) and prior to the release of a negative declaration, mitigated negative declaration or Environmental Impact Report. (Pub. Resources Code §21080.3.1(b)).
  - a. For purposes of AB 52, "consultation shall have the same meaning as provided in Gov. Code §65352.4 (SB 18). (Pub. Resources Code §21080.3.1 (b)).
3. Mandatory Topics of Consultation If Requested by a Tribe: The following topics of consultation, if a tribe requests to discuss them, are mandatory topics of consultation:
  - a. Alternatives to the project.
  - b. Recommended mitigation measures.
  - c. Significant effects. (Pub. Resources Code §21080.3.2 (a)).
4. Discretionary Topics of Consultation: The following topics are discretionary topics of consultation:
  - a. Type of environmental review necessary.
  - b. Significance of the tribal cultural resources.
  - c. Significance of the project's impacts on tribal cultural resources.
  - d. If necessary, project alternatives or appropriate measures for preservation or mitigation that the tribe may recommend to the lead agency. (Pub. Resources Code §21080.3.2 (a)).
5. Confidentiality of Information Submitted by a Tribe During the Environmental Review Process: With some exceptions, any information, including but not limited to, the location, description, and use of tribal cultural resources submitted by a California Native American tribe during the environmental review process shall not be included in the environmental document or otherwise disclosed by the lead agency or any other public agency to the public, consistent with Government Code §6254 (r) and §6254.10. Any information submitted by a California Native American tribe during the consultation or environmental review process shall be published in a confidential appendix to the environmental document unless the tribe that provided the information consents, in writing, to the disclosure of some or all of the information to the public. (Pub. Resources Code §21082.3 (c)(1)).
6. Discussion of Impacts to Tribal Cultural Resources in the Environmental Document: If a project may have a significant impact on a tribal cultural resource, the lead agency's environmental document shall discuss both of the following:
  - a. Whether the proposed project has a significant impact on an identified tribal cultural resource.
  - b. Whether feasible alternatives or mitigation measures, including those measures that may be agreed to pursuant to Public Resources Code §21082.3, subdivision (a), avoid or substantially lessen the impact on the identified tribal cultural resource. (Pub. Resources Code §21082.3 (b)).



7. Conclusion of Consultation: Consultation with a tribe shall be considered concluded when either of the following occurs:
- The parties agree to measures to mitigate or avoid a significant effect, if a significant effect exists, on a tribal cultural resource; or
  - A party, acting in good faith and after reasonable effort, concludes that mutual agreement cannot be reached. (Pub. Resources Code §21080.3.2 (b)).
8. Recommending Mitigation Measures Agreed Upon in Consultation in the Environmental Document: Any mitigation measures agreed upon in the consultation conducted pursuant to Public Resources Code §21080.3.2 shall be recommended for inclusion in the environmental document and in an adopted mitigation monitoring and reporting program, if determined to avoid or lessen the impact pursuant to Public Resources Code §21082.3, subdivision (b), paragraph 2, and shall be fully enforceable. (Pub. Resources Code §21082.3 (a)).
9. Required Consideration of Feasible Mitigation: If mitigation measures recommended by the staff of the lead agency as a result of the consultation process are not included in the environmental document or if there are no agreed upon mitigation measures at the conclusion of consultation, or if consultation does not occur, and if substantial evidence demonstrates that a project will cause a significant effect to a tribal cultural resource, the lead agency shall consider feasible mitigation pursuant to Public Resources Code §21084.3 (b). (Pub. Resources Code §21082.3 (e)).
10. Examples of Mitigation Measures That, If Feasible, May Be Considered to Avoid or Minimize Significant Adverse Impacts to Tribal Cultural Resources:
- Avoidance and preservation of the resources in place, including, but not limited to:
    - Planning and construction to avoid the resources and protect the cultural and natural context.
    - Planning greenspace, parks, or other open space, to incorporate the resources with culturally appropriate protection and management criteria.
  - Treating the resource with culturally appropriate dignity, taking into account the tribal cultural values and meaning of the resource, including, but not limited to, the following:
    - Protecting the cultural character and integrity of the resource.
    - Protecting the traditional use of the resource.
    - Protecting the confidentiality of the resource.
  - Permanent conservation easements or other interests in real property, with culturally appropriate management criteria for the purposes of preserving or utilizing the resources or places.
  - Protecting the resource. (Pub. Resource Code §21084.3 (b)).
  - Please note that a federally recognized California Native American tribe or a non-federally recognized California Native American tribe that is on the contact list maintained by the NAHC to protect a California prehistoric, archaeological, cultural, spiritual, or ceremonial place may acquire and hold conservation easements if the conservation easement is voluntarily conveyed. (Civ. Code §815.3 (c)).
  - Please note that it is the policy of the state that Native American remains and associated grave artifacts shall be repatriated. (Pub. Resources Code §5097.991).
11. Prerequisites for Certifying an Environmental Impact Report or Adopting a Mitigated Negative Declaration or Negative Declaration with a Significant Impact on an Identified Tribal Cultural Resource: An Environmental Impact Report may not be certified, nor may a mitigated negative declaration or a negative declaration be adopted unless one of the following occurs:
- The consultation process between the tribes and the lead agency has occurred as provided in Public Resources Code §21080.3.1 and §21080.3.2 and concluded pursuant to Public Resources Code §21080.3.2.
  - The tribe that requested consultation failed to provide comments to the lead agency or otherwise failed to engage in the consultation process.
  - The lead agency provided notice of the project to the tribe in compliance with Public Resources Code §21080.3.1 (d) and the tribe failed to request consultation within 30 days. (Pub. Resources Code §21082.3 (d)).

The NAHC's PowerPoint presentation titled, "Tribal Consultation Under AB 52: Requirements and Best Practices" may be found online at: [http://nahc.ca.gov/wp-content/uploads/2015/10/AB52TribalConsultation\\_CalEPAPDF.pdf](http://nahc.ca.gov/wp-content/uploads/2015/10/AB52TribalConsultation_CalEPAPDF.pdf)



## SB 18

SB 18 applies to local governments and requires local governments to contact, provide notice to, refer plans to, and consult with tribes prior to the adoption or amendment of a general plan or a specific plan, or the designation of open space. (Gov. Code §65352.3). Local governments should consult the Governor's Office of Planning and Research's "Tribal Consultation Guidelines," which can be found online at: [https://www.opr.ca.gov/docs/09\\_14\\_05\\_Updated\\_Guidelines\\_922.pdf](https://www.opr.ca.gov/docs/09_14_05_Updated_Guidelines_922.pdf)

Some of SB 18's provisions include:

1. Tribal Consultation: If a local government considers a proposal to adopt or amend a general plan or a specific plan, or to designate open space it is required to contact the appropriate tribes identified by the NAHC by requesting a "Tribal Consultation List." If a tribe, once contacted, requests consultation the local government must consult with the tribe on the plan proposal. **A tribe has 90 days from the date of receipt of notification to request consultation unless a shorter timeframe has been agreed to by the tribe.** (Gov. Code §65352.3 (a)(2)).
2. No Statutory Time Limit on SB 18 Tribal Consultation. There is no statutory time limit on SB 18 tribal consultation.
3. Confidentiality: Consistent with the guidelines developed and adopted by the Office of Planning and Research pursuant to Gov. Code §65040.2, the city or county shall protect the confidentiality of the information concerning the specific identity, location, character, and use of places, features and objects described in Public Resources Code §5097.9 and §5097.993 that are within the city's or county's jurisdiction. (Gov. Code §65352.3 (b)).
4. Conclusion of SB 18 Tribal Consultation: Consultation should be concluded at the point in which:
  - a. The parties to the consultation come to a mutual agreement concerning the appropriate measures for preservation or mitigation; or
  - b. Either the local government or the tribe, acting in good faith and after reasonable effort, concludes that mutual agreement cannot be reached concerning the appropriate measures of preservation or mitigation. (Tribal Consultation Guidelines, Governor's Office of Planning and Research (2005) at p. 18).

Agencies should be aware that neither AB 52 nor SB 18 precludes agencies from initiating tribal consultation with tribes that are traditionally and culturally affiliated with their jurisdictions before the timeframes provided in AB 52 and SB 18. For that reason, we urge you to continue to request Native American Tribal Contact Lists and "Sacred Lands File" searches from the NAHC. The request forms can be found online at: <http://nahc.ca.gov/resources/forms/>

## NAHC Recommendations for Cultural Resources Assessments

To adequately assess the existence and significance of tribal cultural resources and plan for avoidance, preservation in place, or barring both, mitigation of project-related impacts to tribal cultural resources, the NAHC recommends the following actions:

1. Contact the appropriate regional California Historical Research Information System (CHRIS) Center ([http://ohp.parks.ca.gov/?page\\_id=1068](http://ohp.parks.ca.gov/?page_id=1068)) for an archaeological records search. The records search will determine:
  - a. If part or all of the APE has been previously surveyed for cultural resources.
  - b. If any known cultural resources have already been recorded on or adjacent to the APE.
  - c. If the probability is low, moderate, or high that cultural resources are located in the APE.
  - d. If a survey is required to determine whether previously unrecorded cultural resources are present.
2. If an archaeological inventory survey is required, the final stage is the preparation of a professional report detailing the findings and recommendations of the records search and field survey.
  - a. The final report containing site forms, site significance, and mitigation measures should be submitted immediately to the planning department. All information regarding site locations, Native American human remains, and associated funerary objects should be in a separate confidential addendum and not be made available for public disclosure.
  - b. The final written report should be submitted within 3 months after work has been completed to the appropriate regional CHRIS center.



3. Contact the NAHC for:
  - a. A Sacred Lands File search. Remember that tribes do not always record their sacred sites in the Sacred Lands File, nor are they required to do so. A Sacred Lands File search is not a substitute for consultation with tribes that are traditionally and culturally affiliated with the geographic area of the project's APE.
  - b. A Native American Tribal Consultation List of appropriate tribes for consultation concerning the project site and to assist in planning for avoidance, preservation in place, or, failing both, mitigation measures.
4. Remember that the lack of surface evidence of archaeological resources (including tribal cultural resources) does not preclude their subsurface existence.
  - a. Lead agencies should include in their mitigation and monitoring reporting program plan provisions for the identification and evaluation of inadvertently discovered archaeological resources per Cal. Code Regs., tit. 14, §15064.5(f) (CEQA Guidelines §15064.5(f)). In areas of identified archaeological sensitivity, a certified archaeologist and a culturally affiliated Native American with knowledge of cultural resources should monitor all ground-disturbing activities.
  - b. Lead agencies should include in their mitigation and monitoring reporting program plans provisions for the disposition of recovered cultural items that are not burial associated in consultation with culturally affiliated Native Americans.
  - c. Lead agencies should include in their mitigation and monitoring reporting program plans provisions for the treatment and disposition of inadvertently discovered Native American human remains. Health and Safety Code §7050.5, Public Resources Code §5097.98, and Cal. Code Regs., tit. 14, §15064.5, subdivisions (d) and (e) (CEQA Guidelines §15064.5, subds. (d) and (e)) address the processes to be followed in the event of an inadvertent discovery of any Native American human remains and associated grave goods in a location other than a dedicated cemetery.

If you have any questions or need additional information, please contact me at my email  
address: [Nancy.Gonzalez-Lopez@nahc.ca.gov](mailto:Nancy.Gonzalez-Lopez@nahc.ca.gov).



Nancy Gonzalez-Lopez  
Staff Services Analyst

cc: State Clearinghouse

August 21st, 2019

To: Department of Parks and Rec

Re: Notice of Preparation of an Environmental Impact Report for the City Parks Master Plan

I want to express thanks to the City of Santa Cruz Parks and Recreation Department for initiating the EIR for the City Parks Master Plan.

To be comprehensive, the EIR must take into account both individual Management Plans of parks and also work to address impacts to all the parks cumulatively.

I request that riparian and watershed areas are evaluated in their entirety, thus avoiding their segmentation, which is a potentially significant CEQA issue.

Under the categories of Aesthetics and Biological Resources I ask that the effects of light impacts are studied and assessed with appropriate modeling for each of the sensitive species listed within the various habitats. If lighting will be present in areas that were previously unlit, the effects must be studied. Color temperature of lighting must be addressed. Options for dimming and shut off controls should be studied.

The EIR should study and thoroughly address the anticipated increased usage of Parks and Open Space.

The probable effects of electro-magnetic fields need be evaluated if there will be any change in EMFs compared to the present.

I hope to see a project alternative that increases biodiversity via regenerative projects.

Sincerely,  
Erica Stanojevic

Santa Cruz City Parks and Recreation  
Tony Elliot, Director  
323 Church St.  
Santa Cruz, CA 95060

August 26, 2019

For inclusion in the 2030 Parks Master Plan, EIR process

I would like to include these comments and documents into the EIR for specifically the beach that is known as "Its Beach" on W. Cliff Dr. west of the Lighthouse that adjoins Lighthouse Field State Beach. First off it needs to be understood that Its Beach, at approx. one and one half acres, is owned by the City of Santa Cruz. It is part of a parcel that includes the Lighthouse and lawn area with paved walkways. Lighthouse Field State Beach, owned and (currently) operated by the California State Parks Dept. sits west of Its Beach and makes up the larger remainder of the beach area. From 1977 to 2007 the City of Santa Cruz operated and maintained the entirety of the beach area as well as Lighthouse Field under a 30 year agreement with State Parks.

When the City in 2001 decided to update the general plan for Lighthouse Field State Beach to include off leash dogs and thus align it with their 1993 rule change that had made them legal (in conflict with their pre-existing 1976 municipal code section which prohibited all dogs, on leash or off from all City owned beaches) this opened the way for public hearings. The hearings eventually led to a lawsuit filed by Lighthouse Field Beach Rescue. The lawsuit concluded at the Sixth District Court of Appeal in San Jose in 2005 where Lighthouse Field Beach Rescue won its case when the panel declared the the city's initial study to be inadequate. It should be noted that the City's ownership of Its Beach was not made public during this time.

One of the main problems with the 2030 parks master plan for Santa Cruz is that now that Its Beach has been acknowledged as being City-owned and under the municipal code section that protects all public beaches in the City from all dogs, on leash or off, there is no enforcement of the rules. The public has been led to believe that the entire beach was State Parks domain and that State Parks default leash rules (on leash only) prevailed. So, words to the effect that in future the City and State Parks might work together to achieve compliance, as found in the draft 2030 parks masterplan, ring somewhat hollow. After the City declined to renew their 30 year management agreement with State Parks in 2007 enforcement of leash rules fell to State Parks. Unfortunately for the general public State Parks quickly learned that they did not have the resources to carry out this task and after one of their female rangers was assaulted on Its Beach while trying to perform her duties enforcement was called off. State Parks made it known that they would only be responding to "life threatening incidents" that involved dogs and their owners.

At this point the City could have stepped in and taken over enforcement, at least of their portion of the beach. The problems that plagued the State when trying to enforce on-leash only use by dogs (organized off-leashers who would signal to their cohorts when state rangers arrived and have them leashed up before rangers could park their vehicles) needn't have bothered the City. With their rules from the municipal code (no dogs, on leash or off) their rangers didn't need to go on the beach. They could have stood at the top of the stairs and issued tickets as the dog people left. Much easier, and more effective. This was never done. Even with the use of County Animal Shelter enforcement staff available to them that came with the City's joining that agency's joint powers authority no request was ever made for help in enforcing the law. City representatives on the Animal Shelter Board of Directors would not respond to public requests for explanation.

Animal shelter management appeared to be unaware that the City owned any of the beach. Recently the County Animal Shelter's enforcement staff which has been plagued by staff shortages for years and lackluster performance when they could be found in the field has taken on a new energy, declaring a "zero tolerance" policy for those who violate the leash laws on the beaches in the county. It has been said by management that "citizen complaints" have driven these stepped up enforcement efforts. However, even though the City of Santa Cruz is now a member of the JPA and has a long history of complaints about off leash dogs (see Lighthouse Field State Beach case history in "Lighthouse Field Beach Rescue v. City of Santa Cruz, et al.) only Eastside County beaches and some County parks are receiving the benefits of stepped up enforcement.

In closing, I believe the 2030 City Parks Masterplan EIR should devote a significant amount of its work to improving the number one magnet for visitors to Santa Cruz. By the City's own reckoning that would be the beaches. State Parks owns and manages several beaches in Santa Cruz including Natural Bridges, Seabright, Twin Lakes and Black's Beach. Control over dogs with negligent owners is achieved mainly by on-sight rangers or lifeguard/rangers. Natural Bridges doesn't allow dogs at all. If the general public and the natural inhabitants of our beaches are to be protected from the various levels of threatening behavior routinely exhibited by unleashed, as well as leashed dogs it is plain to see that enforcement must be on site. Dog owners, both local and from afar cannot be trusted to obey the rules in the absence of visible rangers or lifeguards. This has been proven in Santa Cruz over many, many years. The agencies charged with the responsibility of enforcement must have clear cut direction from City management and city managers need to be fully responsive to our local coastal program in assuring that all people have unimpaired access to our priceless coastal resources. Looking the other way while a coddled special interest group gets to drive the general public off our most enjoyable beaches is a major disservice to the community and visitors as well as to the birds and marine mammals with whom we share this delightful place. For Its Beach/Lighthouse Field State Beach I would highly recommend that the City of Santa Cruz and State Parks get together and default to the City's stance of "no dogs, on leash or off. State Parks has done this at Natural Bridges and more recently at Molera Beach in Big Sur. It works. But it must be enforced. As a very popular beach with humans (before all the dog people were allowed to take it over) Its/Lighthouse Field Beach deserves at least a seasonal lifeguard. While it is a fantastically beautiful beach the shorebreak there can be dangerous for smaller children and the elderly as well. Also a lifeguard there would be strategically placed to assist with the ever more common surfing incidents at Steamer's Lane around the corner. The presence of this authority figure would end the problems we have had with leash violators. I Believe that vandalism of signage would also be reduced which would help satisfy Coastal Commission concerns.

I hope you will take these comments to heart,  
Sincerely, Grant Weseman  
Santa Cruz



# ITS BEACH SANTA CRUZ



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### Nūz: Santa Cruz County News Briefs

#### Dogfight

In last week's coverage of **Monterey County's General Plan battle** (Nūz, March 21), Nūz noted how feisty land use matters can become as those plans age and time erodes the underpinnings on which they were based.

Well, here we go again: a dispute over dogs, leashes and **Lighthouse Field** that began with the city of **Santa Cruz's 1984 General Plan** has, over the last few weeks, now grown to include not only the city but its visitors, two battling community groups, two state courts and the **California's State Parks Department**.

It's no surprise that any activity on Lighthouse Field--part of a larger patch of land officially known as Lighthouse Field State Beach--would become a center of controversy.

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Now a flat coastal expanse of tall waving grasses and topped tree trunks despoiled by dappled sunlight, the field was an object of potential wonder in the 1960s. That's when a developer with a **Frank Lloyd Wright protégé** as architect, fascinated with its location just feet from West Cliff Drive, proposed an ultramodern, world-class **Court of the Seven Seas' convention center**. The field became an object of disappointment, at least to some, when investors never materialized to build it. It became a subject of controversy when a far plainer, more pallid and peculiarly oriented development emerged. Keeping that at bay launched many a local political career.

Eventually, public agencies purchased Lighthouse Field, and it became **public property**, both in title and--perhaps more importantly--in collective emotional investment. Not only has the local citizenry owned the field for several decades, it has also functioned as its guardian.

That's how the city of Santa Cruz, agreeing with the State Park system to operate Lighthouse Field State Beach in 1977, became the agency that set the park's rules of operation. Yes, the state might technically own the land; the county might contribute a fourth or so of maintenance funds, but the city--and therefore by implication its residents--made the rules.

And the rule it made concerning **dogs**, in the 1984 General Plan for Lighthouse Field State Beach, was very simple: they're welcome. But--just as in the other 22 state parks that allow

nūz

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dogs--they were to remain **leashed**.

This rule did not sit well with some **dog owners** who had already lived through two previous sets of rules: a **1964 ordinance** requiring leashes on all dogs in public places and a later **1976 rule** banning dogs from city-run beaches altogether. Unhappy owners began to pressure for loosening.

By 1993, they had succeeded in getting that change. As **Lisa K. Foster** wrote in a report for the Research Bureau of the California State Library, **DOGS ON THE BEACH: A REVIEW OF REGULATIONS AND ISSUES AFFECTING DOG BEACHES IN CALIFORNIA**.  
 "In 1993, the City Council changed the city leash law to allow off-leash areas. With the consent of the state and county, the City Parks and Recreation Superintendent designated Santa Cruz's three beaches--Lighthouse Field, Its Beach, and Mitchell's Cove--as **off-leash areas** during morning and late afternoon, from sunrise to 10 a.m. and 4 p.m. to sunset."

And that appeared to be that.

Until, that is, the year 2001, when the city of Santa Cruz decided to perform an **UPDATE** of the **Lighthouse Field State Beach General Plan**. Updating meant public hearings, and public hearings meant a release of long-simmering canine-related resentments.

The city received some complaints directly. Of many such communications, city records paraphrase just one, resident **Ben Korte's** email of May 31, 2002, as "complaining that the **shore birds**, pheasant, hawk, migrant ducks, and snowy white egret were gone from **Its Beach** because they could not co-exist with the numerous dogs."

Others came through online petitions. "I have been chased and bitten by off-leash dogs while minding my own business," a **RESCUE SANTA CRUZ BEACHES** petition signatory wrote. "I also don't appreciate their crotch sniffing, barking, and abandoned [sic] excrement." While that petition attracted only 16 of its desired 2,000 signatories, feelings ran high. Wrote another: "I've been approached and threatened by snarling, barking dogs while I was attempting to enjoy the ocean and sand on Its Beach, adjacent to Lighthouse Field. I no longer walk or play on that beach."

**City Parks and Recreation staff**, too, found leashless conditions less than satisfying. While the department found "only one incident involved aggressive dog behavior toward the Ranger" between March 2002 until February 2003, it also found around 600 violations of off-leash law within that year. And it reported to the City Council, for the council's May 22, 2003, meeting, that the aggression incident, along with "two other dog-related incidents at other parklands, made it necessary to give the Rangers training related to dogs and safety."

The cost of this extra training hit at a time when, the report continued, "the City's ability to perform patrols at Lighthouse Field State Beach has diminished in recent months due to budgetary cutbacks resulting in staff shortages."

Canine advocates responded in March of 2002 by forming **FRIENDS OF LIGHTHOUSE FIELD (FOLF)**, a "dog community" intended to "provide a unified voice" and to carry forth the task of keeping the field **free**, as had those who saved the field "**from planned destruction**... almost thirty years ago." FOLF bought the city a **pets' water fountain**. It organized **Paws in the Park** events. And it began selling goods through online outlet Caté Press: an "I Like Dogs and I Vote" ringed-collar T-shirt "sure to impress even the most discerning T-shirt connoisseur with an eye for retro-coolness; an "I Vote Like a Dog" canine T-shirt, meant for four-legged friends to "Do it up in **doggie style!**"

Perhaps blind to the magic of retro-coolness, opponents of free-running dogs dug in deeper. In May 2003, under the collective name **LIGHTHOUSE FIELD BEACH RESCUE**, they filed suit in **state court** demanding that any formal loosening of the 1984 must-leash rules in the old Lighthouse Field State Beach General Plan undergo a **full Environmental Impact**

**Review (EIR).** In March 2004 the local court rejected the complaint.

Beach Rescue appealed to California's **Sixth Circuit Court of Appeals** in San Jose. The Sixth ruled in August of 2005. No, a full EIR wasn't necessary, said the court, since many of the issues Beach Rescue had raised were social rather than environmental. On the environmental issues, however, the city had to do more than simply issue a **negative declaration** (a statement of no significant detrimental environmental effects); it had to at least somewhat prove it. Environmental law reports spread word of the decision nationwide.

Leash proponents were ecstatic. The August 2005 edition of **California Coastwatcher** (slogan: "We Love The Coast!") reported that "a local group of wildlife activists" had defeated the city's "illegal decision to allow Lighthouse Field Park to be destroyed by unleashed domestic dogs" generating **copious amounts of dog feces**.

Free-runners, contrarily, were apoplectic. Meeting on Nov. 30, 2005, to "turn outrage into productive action," **FRIENDS OF LIGHTHOUSE FIELD** instructed its members, "We're not here to negotiate **substandard alternatives**." One recommendation: Request that the city "do a full EIR, to silence all questions."

Meanwhile, dog devotees began developing a second approach: **blame humans**. Perhaps the softest argument from this school is dog activist and Santa Cruz blogger **nakedjen**, who posts photos of her companions, one of which "stepped on a broken bottle and nearly sliced his front left foot off." She notes that she's "spent over \$5,000 on **emergency vet bills and visits**." Why? "Accidents that have happened at Lighthouse Field." Her goal? "A place that doesn't have broken bottles or rotting Kentucky Fried Chicken or other trash."

Things seem to be moving in the opposite direction, however. On Oct. 26 of 2005, some two months after the court of appeals ruling, the state Department of Parks and Recreation wrote to the city of Santa Cruz and gave it two years' warning: If you're going to continue to operate a state park, you need to **follow state rules**. And that means **keeping dogs on leash**. The city has until Nov. 15, 2007, to conform its ordinances to those rules.

Despite Friends of Lighthouse Field's resistance--evidenced in its slogan **Stop the state--keep our parks local!**--it now appears likely that not only will state rules override local ordinances, but that the state itself may end up taking over operations of the park.

Faced with both state pressure to end the off-leash experiment and to **upgrade trails** that run through the field so that physically disabled people can use them too, city officials have begun pleading pennilessness. And in the last few weeks, they've begun speaking openly about simply turning over park operations to the state.

That, however, may not constitute the final word either. **State sen. Jackie Speier** has introduced a bill--**S.B. 712**--which if adopted will fund a **feasibility study** concerning off-leash rules, making initial identifications of places in the state parks system where **dogs might be allowed to run free**, and under what hours and conditions.

Nuz just loves juicy tips about Santa Cruz County politics.

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# San Leandro Police Shoot, Kill 2 Pit Bulls Found Running Loose, Attacking People

By [Michelle Roberts](#) and [Bay City News](#)

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Police shot and killed two pit bulls found running loose and attacking people at the San Leandro Marina on Sunday, police said Monday.

Investigators are working to track down who released the pit bulls. A jogger told police he saw someone let them out of a blue Toyota pickup truck at 6:35 a.m.

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When the unleashed dogs ran from the car, they attacked the jogger's own 7-year-old pit bull. The jogger took his dog to a veterinarian but it had suffered such

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severe wounds in the attack that it needed to be euthanized, police said.

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Another pit bull attack was reported at 11 a.m. The dogs attacked Larry Osborne's 3-year-old bull terrier and 10-year-old Chihuahua as he was walking them, police said.

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Osborne, a San Leandro resident, said the pit bull had one of his dogs in its mouth and "was shaking her like a rag doll." When he tried to step in, the pit bulls attacked him and bit his finger.

Osborne also became tangled in the dog leashes and fell about 10 feet, hitting jagged rocks before landing in the water.

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"It hurt my hips and back," he said. "And I'm in the water and I couldn't get back up."

Guests of the nearby Marina Inn came to his aid and tried to fight the pit bulls back with chairs. The dogs continued attacking but eventually ran away, police said.

- ["Scary, Crazy" Winds Topple Tree Onto Car](#)

Osborne was taken to Kaiser Medical Center in San Leandro to be treated for dog bites. The Chihuahua required surgery, police said.

Officers started searching for the vicious dogs and found them in the Marina Faire neighborhood. When they ran after them, the dogs ran in different directions. One officer tried to stop the dogs with a Taser stun gun but it didn't work, police said. Two officers later found one of the dogs on Blue Whale Drive and tried to corner it. The officers thought the aggressive dog might attack and shot it, police said.

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The other dog was found near Our Lady of Good Counsel Parish at 2500 Bermuda Ave. Everyone inside the church was told to shelter in place as police tried to stop the dog. The dog was in the back lot of the church when police arrived and acted aggressively. Officers shot the dog several times but it kept coming at them. They shot it again and it died, police said.

Both dogs died from the gunshot wounds.

Police are continuing to look for their owner and are asking anyone with information to call 510-577-3208.

"It is hard for us to understand why anyone would release aggressive dogs in a

public place, especially when there are other alternatives, such as dog rescue foundations and animal shelters that could have helped," San Leandro police Lt. Robert McManus said in a statement.



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**Gale Alston Mendoza**

Mafia Wars

Wow some people have no compassion or heart for other peoples or other animals lives. Thank God these dogs didn't get to a small child or even kill the 60 year old man they attacked. Its a shame the other dogs were attacked and 1 even having to be put to death because of the idiotic people who let these killers out in the public.

[Reply](#) [Like](#) 1 7 hours ago**Suzanne Bryant**

Pitits being pitits and pits being pits. Prayers for all the victims, including the jogger with his responsibly kept, leashed pit bull.

[Reply](#) [Like](#) 1 9 hours ago**Lorna Vierra** Holy Names University

I live at the Seagate complex. Four years ago I walked out my front door with my Westie and a "loose" pit came round the corner of my building and attacked my dog. Thank God there were two gardeners that took their shovels and got the pit off my dog. The pit ran away and I rushed my dog to the vet. He barely survived and died six months later. I called SLPD and they contacted animal control. The pit was caught in the neighborhood. I was told by the animal control officer that the pit was sick and they found she had recently had a litter. The officer also told me that pits are often dumped at the Marina after their "fighting days" are over. The pits that are being left at the Marina were bred to fight and very dangerous. I was advised to keep pepper spray with me and stay vigilant when I walked. This is a real and serious problem in the Marina area. Be careful and be aware!

[Reply](#) [Like](#) 3 hours ago**Katrina Marie Loera** San Jose, California

Why? Because these people are criminals. Animals only turn this vicious because of neglect and abuse. It is not the dog's fault! Find these people and lock them away!

[Reply](#) [Like](#) about an hour ago

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APPENDIX B  
SUMMARY OF *PARKS MASTER PLAN 2030*  
FACILITY RECOMMENDATIONS

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### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
Jessie Street Marsh		Jessie Street Marsh Management Plan (1998)	Trail connection and resource management	<ul style="list-style-type: none"> <li>• Improve connection from marsh to Santa Cruz Riverwalk</li> <li>• Address design issues and public concerns with Jessie Street Marsh Management Plan</li> </ul>	<ul style="list-style-type: none"> <li>• Biological Resources-sensitive habitat, nesting birds</li> </ul>
Moore Creek Preserve	Open Space	Moore Creek Interim Management Plan (2002)	Parking improvements, amenities, new trail, habitat management, signage	<ul style="list-style-type: none"> <li>• Consider parking area off of Highway 1</li> <li>• New trail and entry signage</li> <li>• Improve cattle grazing fencing</li> <li>• Habitat management</li> <li>• Explore opportunities to enhance access and connectivity</li> </ul>	<ul style="list-style-type: none"> <li>• Aesthetics-parking</li> <li>• Biological Resources-sensitive habitat, special status species, nesting birds</li> <li>• Geology/Soils and Hydrology/Water Quality: potential erosion</li> </ul>
Nearby Lagoon Wildlife Refuge	Open Space	Nary Lagoon Management Plan (1992)	Replace walkways, maintenance	<ul style="list-style-type: none"> <li>• Replace floating walkways</li> <li>• Biological evaluation of maintenance activities and recommendations for restoration</li> </ul>	<ul style="list-style-type: none"> <li>• Biological Resources-sensitive habitat, special status species, nesting birds</li> </ul>
Pogonip Open Space	Open Space	Pogonip Master Plan (1998)	Trail improvements, clubhouse renovation, caretaker residence, grazing, potential new parking, trails assessment	<ul style="list-style-type: none"> <li>• Restore/renovate Pogonip Clubhouse</li> <li>• Implement Sycamore Grove Interpretive Trail</li> <li>• Consider caretaker residence</li> <li>• Enhance restoration efforts</li> <li>• Renovate cattle grazing infrastructure and begin grazing</li> <li>• Construct road, parking lot, infrastructure, site improvements</li> <li>• Explore modifications to Master Plan: <ul style="list-style-type: none"> <li>• Conduct trails assessment</li> <li>• Consider parking lot near Emma McCrary Trail</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Aesthetics-parking</li> <li>• \Biological Resources-sensitive habitat, special status species, nesting birds</li> <li>• Cultural Resources – historic</li> <li>• Geology/Soils and Hydrology/Water Quality: potential erosion</li> </ul>
DeLaveaga Park Lower DeLaveaga Park and George Washington Grove	Community Park		Potential new parking, potential new recreational use (pickleball), pedestrian bridge, renovations and amenities	<ul style="list-style-type: none"> <li>• Create additional parking area</li> <li>• Construct pedestrian bridge over Branciforte Creek</li> <li>• Renovate restrooms</li> <li>• Ball field renovations</li> <li>• Consider artificial turf</li> <li>• Consider as potential location for pickleball courts</li> </ul>	<ul style="list-style-type: none"> <li>• Aesthetics-parking</li> <li>• Biological Resources-sensitive habitat</li> <li>• Water Quality-Branciforte Creek</li> </ul>

### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
Depot Park, Bicycle Trip Bike Park & Scott Kennedy Fields	Community Park	Depot Park Master Plan (2001)	Bike park and playground improvements, amenities, potential new uses	<ul style="list-style-type: none"> <li>• Bike park improvements-durable ramps</li> <li>• Additional playground equipment/facilities</li> <li>• Explore lighting field to increase use</li> <li>• Explore new uses for the parcel at 101 Washington Street</li> </ul>	<ul style="list-style-type: none"> <li>• Aesthetics – lighting</li> <li>• Cultural-historic resources</li> </ul>
Harvey West Park	Community Park		Facility use expansion and renovation	<ul style="list-style-type: none"> <li>• Upgrade sports field complex</li> <li>• Expand playground</li> <li>• Consider adding a small amphitheater to Wagner Grove</li> </ul>	
Ken Wormhoudt Skate Park at Mike Fox Park	Community Park		Facility improvements and repairs and new programs	<ul style="list-style-type: none"> <li>• Repairs and improvements to skate park</li> <li>• Consider addition of lighting</li> <li>• Increase programming to teach skateboarding</li> </ul>	<ul style="list-style-type: none"> <li>• Aesthetics - lighting</li> </ul>
San Lorenzo Park	Community Park		Renovation, amenity upgrades, new and expanded uses; partnerships	<ul style="list-style-type: none"> <li>• Consider comprehensive park renovation with upgrades and possible renovation or removal of pond</li> <li>• Increase programs and events/concerts</li> <li>• Consider permanent or seasonal food truck court</li> <li>• Partner with County to provide recreational facilities on County-owned land</li> </ul>	
West Cliff	Community Park		Partnerships for plan preparation and implementation	<ul style="list-style-type: none"> <li>• Partner with stakeholders to develop and implement integrated plan for West Cliff and East Cliff Drives</li> </ul>	<ul style="list-style-type: none"> <li>• Biological Resources-sensitive habitat, nesting birds</li> </ul>
Beach Flats Park	Neighborhood Park		Park Amenities	<ul style="list-style-type: none"> <li>• Potential installation of outdoor table game near Beach Flats Community Center</li> <li>• Add bicycle parking racks</li> <li>• Replace playground matting</li> </ul>	
Bethany Curve	Neighborhood Park		Landscaping and Improvements	<ul style="list-style-type: none"> <li>• Plant native gardens</li> <li>• Renovate paths</li> <li>• Include in West Cliff Drive Master Plan</li> </ul>	
Branciforte Dog Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>• Provide dog play features, shade structures and seating</li> </ul>	
Central Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>• Improve playground area</li> <li>• Add picnic tables</li> </ul>	
Chestnut Park	Neighborhood Park		Park amenities and signage	<ul style="list-style-type: none"> <li>• Add signage</li> </ul>	



### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
El Portal Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>Consider installing art work or interpretive elements</li> </ul>	
Frederick Street Park	Neighborhood Park		Expanded playground, renovation, and park amenities	<ul style="list-style-type: none"> <li>Improve off-leash dog area</li> <li>Expand playground with new equipment</li> <li>Renovate/replace volleyball court</li> <li>Improve drinking fountains and stairs to Harbor</li> <li>Install drainage and erosion control in picnic areas</li> </ul>	
Garfield Park	Neighborhood Park		Expanded playground and park amenities	<ul style="list-style-type: none"> <li>Expand/upgrade playgrounds</li> <li>Add maintenance shed</li> <li>Improve drinking fountains</li> <li>Tree root pruning</li> </ul>	
Grant Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>Replace restrooms</li> <li>Add tot-lot swing</li> </ul>	
John D. Franks Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>Add picnic tables, play equipment and fitness equipment</li> </ul>	
La Barranca Park	Neighborhood Park		New use	<ul style="list-style-type: none"> <li>Convert turf areas to demonstrate garden using recycled water</li> </ul>	
Laurel Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>Fencing</li> <li>Install parcourse equipment and volleyball sleeves</li> <li>Install underground electrical connections for community events</li> <li>Improve garden area for potential senior and teen gardening programs</li> </ul>	
Lighthouse Avenue Park	Neighborhood Park		Playground expansion	<ul style="list-style-type: none"> <li>Playground expansion to offer more features</li> </ul>	
Mimi De Marta Dog Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>Add dog play features and additional seating</li> </ul>	
Mission Plaza Park	Neighborhood Park		Minor improvements	<ul style="list-style-type: none"> <li>Add interpretive signage on history of site and surrounding area</li> </ul>	
Neary Lagoon Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>Consider lighting tennis courts</li> </ul>	<ul style="list-style-type: none"> <li>Aesthetics – lighting</li> <li>Biological Resources-lighting</li> </ul>

### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
Ocean View Park	Neighborhood Park		Minor improvements	<ul style="list-style-type: none"> <li>• Consider fencing off-leash dog use area or relocating</li> <li>• Upgrade playground equipment</li> <li>• Provide paved surface road</li> <li>• Add native gardens</li> </ul>	
Pacheco Dog Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>• Add dog play features, seating, tables</li> </ul>	
Poets Park and Beach Flats Community Garden	Neighborhood Park			<ul style="list-style-type: none"> <li>• Continue to pursue permanent community garden space for Beach Area</li> </ul>	
Round Tree Park	Neighborhood Park		Signage and additional recreational uses	<ul style="list-style-type: none"> <li>• Add parking signage</li> <li>• Consider additional recreational uses-exercise area, tot lot, community garden</li> </ul>	
Scope Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>• Restore or paint new mural</li> </ul>	
Sgt. Derby Park	Neighborhood Park		Park amenities, access-parking improvements, expansion of use	<ul style="list-style-type: none"> <li>• Improve entrances, parking</li> <li>• Joint-use with Santa Cruz City Schools-use of equipment and develop artificial turf field</li> <li>• Expand skate park, tennis/pickleball facilities, playground</li> <li>• Add parcourse</li> <li>• Evaluate adding restroom</li> <li>• Resurface pathway</li> </ul>	
Star of the Sea Park	Neighborhood Park		Park amenities	<ul style="list-style-type: none"> <li>• Consider additional facilities, such as community garden, pickleball court, basketball court, soccer field, play equipment</li> </ul>	
Trescony Park	Neighborhood Park		Minor improvements and signage	<ul style="list-style-type: none"> <li>• Provide porta-potty</li> <li>• Add signage</li> <li>• Improve pathway</li> </ul>	
Tyrrell Park (Museum of Natural History)	Neighborhood Park		Landscaping	<ul style="list-style-type: none"> <li>• Convert landscaping to demonstrative gardens</li> <li>• Add habitat features</li> <li>• Add bike parking</li> <li>• Upgrade plaster whale sculpture</li> </ul>	

### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
University Terrace Park	Neighborhood Park		Structural improvement, park amenities and new mini-soccer field	<ul style="list-style-type: none"> <li>• Add permanent restroom with maintenance shed</li> <li>• Update playground equipment</li> <li>• Consider a mini soccer field (synthetic)</li> </ul>	
Westlake Park	Neighborhood Park		Structural improvement, park amenities and new mini-soccer field	<ul style="list-style-type: none"> <li>• Potential restroom</li> <li>• Install walkway around lake</li> </ul>	
Westside Pump Track (Leased)	Neighborhood Park		Minor improvements	<ul style="list-style-type: none"> <li>• Consider paving pump tack</li> </ul>	
Civic Auditorium	Community, Recreational and Cultural Facility	Civic Auditorium Concept Design Study (2012) and Business Planning Study (2015)	Renovation and additional facilities	<ul style="list-style-type: none"> <li>• Renovate</li> <li>• Explore possibility indoor pickleball league</li> </ul>	<ul style="list-style-type: none"> <li>• Cultural-historic resources</li> </ul>
DeLaveaga Park Audrey Stanley Grove	Community, Recreational and Cultural Facility		Additional facilities and expanded use	<ul style="list-style-type: none"> <li>• Expand use of amphitheater for private and public events during the Santa Cruz Shakespeare off-season</li> <li>• Add permanent restroom, dressing room and small concession areas</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic, noise</li> <li>• Biological resources-sensitive habitat, special status species, nesting birds</li> <li>• Noise</li> </ul>
DeLaveaga Park DeLaveaga Disc Golf Course	Community, Recreational and Cultural Facility		Facility fees	<ul style="list-style-type: none"> <li>• Consider a pay-for-play facility to improve maintenance, including tree protection, erosion control, invasive species removal, plant restoration</li> </ul>	
DeLaveaga Park DeLaveaga Golf Course and Maintenance Yard	Community, Recreational and Cultural Facility	DeLaveaga Golf Course Master Plan (2002)	Implement adopted plan with recommended expanded facilities, improvements and resource management	<ul style="list-style-type: none"> <li>• Implement Golf Course Master Plan-new clubhouse, new irrigation system to conserve water, tree management</li> </ul>	<ul style="list-style-type: none"> <li>• Biological Resources-nesting birds</li> </ul>
Depot Park Freight Building	Community, Recreational and Cultural Facility		Minor improvements	<ul style="list-style-type: none"> <li>• Potential addition of exterior storage</li> <li>• Upgrade interior space and potential interior connection to restroom</li> <li>• Potential addition of kitchenette</li> </ul>	<ul style="list-style-type: none"> <li>• Cultural-historic resources</li> </ul>

### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
Harvey West Park-Harvey West Pool	Community, Recreational and Cultural Facility		Further study and potential renovation	<ul style="list-style-type: none"> <li>Consider use and business plan study to improve operations and funding opportunities, identify renovations and increase community use</li> </ul>	
Harvey West Park Kids Kottage and Wagner Cottage	Community, Recreational and Cultural Facility		Restroom improvements	<ul style="list-style-type: none"> <li>Improve restrooms</li> </ul>	
Harvey West Park Scout and Clubhouse	Community, Recreational and Cultural Facility		Minor renovation	<ul style="list-style-type: none"> <li>Minor renovation to improve function and appearance, such as enhancing entry and patio areas</li> </ul>	
Louden Nelson Community Center	Community, Recreational and Cultural Facility		Facility-structural renovations	<ul style="list-style-type: none"> <li>Seek funds to continue renovate and update building, including remodeling restrooms and kitchen area, interior improvements, and redesigned Teen Center exterior yard</li> </ul>	<ul style="list-style-type: none"> <li>Cultural-historic resources</li> </ul>
Pogonip Clubhouse	Community, Recreational and Cultural Facility	Pogonip Master Plan	Structural improvement	<ul style="list-style-type: none"> <li>Restore/renovate Clubhouse</li> </ul>	<ul style="list-style-type: none"> <li>Cultural-historic resources</li> </ul>
Santa Cruz Wharf	Community, Recreational and Cultural Facility	Santa Cruz Wharf Master Plan (2014)  Not Adopted environmental review underway	Plan implementation	<ul style="list-style-type: none"> <li>Inter-department coordination to implement Wharf Master Plan</li> <li>Renew lease for Wharf Yard and consider workshop and storage structure</li> </ul>	<ul style="list-style-type: none"> <li>Biological Resources-sensitive habitat, nesting birds</li> <li>Cultural-historic resources</li> </ul>
Surfing Museum	Community, Recreational and Cultural Facility		Landscaping	<ul style="list-style-type: none"> <li>Consider removal of turf and replacement with native plants and/or plaza</li> </ul>	
DeLaveaga Park – Lower DeLaveaga Park Office	Other		Minor improvements	<ul style="list-style-type: none"> <li>Add covered space for tool/equipment storage at existing office and maintenance shed</li> </ul>	

### Summary of *Parks Master Plan 2030* Facility Recommendations

Facility	Classification	Relevant Plans	Type of Improvement Recommended in Plan	Description	Potential Environmental Issues / Impacts
Downtown	Other		Potential new parklets and mini-parks; tree protection	<ul style="list-style-type: none"> <li>• Seek opportunities to build parklets, plazas and mini-parks with potential recreational facilities on top of parking garages</li> <li>• Seek opportunities to improve connections to San Lorenzo River</li> <li>• Continue installation of tree protection fencing</li> </ul>	
Harvey West Park Ranger Station	Other		Potential ranger station relocation	<ul style="list-style-type: none"> <li>• Consider relocating ranger station</li> </ul>	
Santa Cruz Riverwalk	Other	San Lorenzo Urban River Plan (2003)	Plan implementation, partnerships and site amenities	<ul style="list-style-type: none"> <li>• Implement SLURP</li> <li>• Multi-department/agency partnerships</li> <li>• Install amenities-artwork, site furnishings, amenities</li> </ul>	<ul style="list-style-type: none"> <li>• Biological Resources-sensitive habitat, special status species, nesting birds</li> </ul>

No recommendations:

- |                                 |                               |                     |                           |
|---------------------------------|-------------------------------|---------------------|---------------------------|
| • Beach Flats Community Center  | • Carmelita Cottages          | • City Hall Complex | • DeLaveaga Archery Range |
| • Moore Creek Overlook          | • Park Maintenance Yard       | • Rincon Park       | • Riverside Gardens Park  |
| • San Lorenzo Park Lawn Bowling | • Senior Citizens Opportunity | • Town Clock        |                           |



APPENDIX C  
*PARKS MASTER PLAN 2030*  
DRAFT ACTION PLAN PRIORITIES

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# DRAFT ACTION PLAN PRIORITIES

The draft Parks Master Plan 2030 (PMP) includes a number of goals, priorities, and actions to help improve the parks system in Chapter 4.1. The Parks and Recreation Commission ranked the numerous actions in the draft Parks Master Plan 2030 based on their overall value to the community. The highest ranking actions from the assessment are listed in descending order, from highest to lowest priority, under each corresponding goal. Actions are numbered to correspond to the goal and policy wherein each action is listed in the PMP. For example, GIII.PH.A5 = Goal III, Policy H, Action 5 on page 4.1-17 in the draft PMP.

## Goal I. Provide attractive and sustainably maintained parks and facilities throughout the City.

<b>GI.PA.A1</b> (Pg. 4.1-4)	Use sustainable landscaping design and maintenance practices to conserve water, prevent erosion and run-off, and provide habitat and food sources.
<b>GI.PB.A10</b> (Pg. 4.1-7)	Provide an adequate level of service of restroom facilities and renovate existing restrooms to maintain a clean, safe, inviting appearance. Place restrooms at larger or more extensively used neighborhood parks.
<b>GI.PB.A8</b> (Pg. 4.1-6)	Carefully coordinate the site furnishings, plazas, pathways, passive and active recreational features and spaces, and landscaping to create meaningful experiences, minimize conflicts between new and existing uses, and optimize use.
<b>GI.PC.A2</b> (Pg. 4.1-8)	Consider the needs of seniors in circulation and park design and expand recreational facilities for seniors.
<b>GI.PC.A3</b> (Pg. 4.1-8)	Provide fitness facilities for all users and encourage multi-generational play spaces.
<b>GI.PB.A12</b> (Pg. 4.1-7)	Maintain a signage program and other features that help maintain a united identity for the parks system as a whole.

## Goal II. Provide ample parks and facilities throughout the City.

<b>GII.PA.A1</b> (Pg. 4.1-9)	Continue to seek opportunities to purchase or lease additional parkland: 1) in areas that lack existing parks and amenities in close proximity, 2) larger properties that can accommodate a variety of recreational facilities, (3) underutilized land, 4) higher density growth areas, or 4) properties with significant cultural heritage.
<b>GII.PA.A2</b> (Pg. 4.1-9)	Explore opportunities for partnerships to use land within or adjacent to the City to help provide facilities to meet unmet needs. Examples include improving the joint-use agreements with the school district to allow public use of outdoor recreational areas during non-school hours, working with UCSC to provide pickleball striping at the tennis courts at 207 Natural Bridges Drive, and partnering with the County to provide recreational facilities on the vacant, adjacent parcel near the lawn bowling facility at San Lorenzo Park.
<b>GII.PA.A3</b> (Pg. 4.1-9)	Evaluate all lands, regardless of size, for the development of small parks and facilities.

### Goal III. Provide parks and facilities to meet the existing and emerging needs of residents and visitors of all ages and abilities.

<b>GIIL.PF.A1</b> (Pg. 4.1-14)	Develop, improve, and enhance trails to provide for a range of uses.
<b>GIIL.PD.A4</b> (Pg. 4.1-12)	Expand opportunities for informal sports play.
<b>GIIL.PE.A1</b> (Pg. 4.1-12)	Renovate and maintain playgrounds to create more unique and interesting play experiences.
<b>GIIL.PH.A5</b> (Pg. 4.1-17)	Consider partnerships to allow for public recreational uses in the permanent Kaiser Permanente Arena during the Santa Cruz Warriors off-season.
<b>GIIL.PG.A1</b> (Pg. 4.1-16)	Provide activities that improve physical activity and mental health for all ages, abilities, and interests.
<b>GIIL.PE.A2</b> (Pg. 4.1-13)	Assure accessibility and safety on all City playgrounds.
<b>GIIL.PB.A1</b> (Pg. 4.1-11)	Provide neighborhood park uses including, but not limited to, off-leash dog use areas, ball fields, skateboard parks, tennis courts, basketball courts, ping-pong tables, playgrounds and tot-lots, climbing and exercise equipment, slack-lining, pickleball courts, community gardens, pump tracks, bocce courts, disc golf courses, horseshoe pits, picnic areas, sand volleyball courts, when designed to minimize impacts to the surrounding neighborhood.

### Goal IV. Protect the City's natural resources, native wildlife habitats and plant communities, and environment.

<b>GIV.PA.A3</b> (Pg. 4.1-20)	Develop and implement restoration work plans to restore natural processes and control invasive species.
<b>GIV.PB.A1</b> (Pg. 4.1-24)	Protect and enhance the habitat and populations of special status plant and animal species.
<b>GIV.PB.A2</b> (Pg. 4.1-24)	Protect, maintain, and enhance habitat features that are important to native wildlife and native plant communities.
<b>GIV.PB.A3</b> (Pg. 4.1-26)	Protect waterbodies, including creek systems, riparian environments, and wetlands from uses that would degrade their value to native species.
<b>GIV.PA.A4</b> (Pg. 4.1-21)	Improve habitat within urban parks and facilities.

### Goal V. Maintain a safe, clean, and comfortable environment for all park users.

<b>GV.PA.A1</b> (Pg. 4.1-29)	Use defensible space design treatments to deter illegal behaviors.
<b>GV.PB.A1</b> (Pg. 4.1-30)	Increase park ranger/police presence and interaction.
<b>GV.PA.A5</b> (Pg. 4.1-30)	Increase resources to remove trash and debris from illegal camping.
<b>GV.PB.A2</b> (Pg. 4.1-30)	Increase enforcement of park rules.
<b>GV.PA.A3</b> (Pg. 4.1-29)	Develop a caretaker or park host program to help care for open spaces and community parks.

**Goal VI. Provide an integrated park system with clean, convenient public access to parks, open spaces, and the coastline.**

<b>GVII.PA.A1</b> (Pg. 4.1-31)	Continue to seek opportunities to purchase or lease additional land to enhance recreational corridors and extend network connectivity. Seek properties and improvements that fill gaps within the trail system, expand recreational opportunities along existing corridors, or provide important habitat and wildlife connections.
<b>GVII.PB.A1</b> (Pg. 4.1-32)	Ensure staffing-levels are adequate to patrol, maintain, and clean the coastal, riverfront, and open space areas.
<b>GVII.PB.A2</b> (Pg. 4.1-32)	Evaluate existing and develop new rules, policies, and programs to ensure they promote a safe and clean environment.
<b>GVII.PA.A9</b> (Pg. 4.1-32)	Develop trailhead locations.
<b>GVII.PA.A2</b> (Pg. 4.1-31)	Implement the San Lorenzo Urban River Plan and enhance and maintain the recreational value of the riverfront.
<b>GVII.PA.A3</b> (Pg. 4.1-31)	Help develop and implement an integrated design, land-use, recreation, cliff stabilization, and landscape plan for West Cliff and East Cliff Drives to enhance public safety, access, connectivity, preservation, and recreational enjoyment along the coastline.
<b>GVII.PA.A4</b> (Pg. 4.1-31)	Support and help implement and maintain the Monterey Bay Sanctuary Scenic Trail multi-use path. Seek opportunities for additional parkland along the corridor. Consider adding complementary features and design treatments at existing parks along the trail such as by placing wayfinding signage and maps, benches, trash receptacles, drinking fountains, picnic areas, shade structures, artwork, or plazas adjacent to the trail.

**Goal VII. Establish, maintain, and operate parks, facilities, and programs in a manner that is cost effective and manageable while engaging the community to maximize involvement and support.**

<b>GVII.PC.A1</b> (Pg. 4.1-35)	Increase funding for parks.
<b>GVII.PA.A1</b> (Pg. 4.1-34)	Develop maintenance and safety standards for parks and facilities and evaluate staffing levels to achieve goals.
<b>GVII.PC.A6</b> (Pg. 4.1-36)	Evaluate fees and use rates to reflect the current costs to provide services. During the fee study, consider the viability of use passes to help offset maintenance costs.
<b>GVII.PC.A5</b> (Pg. 4.1-36)	Utilize and support Friends of Parks and Recreation (FOPAR) to help in their fundraising, scholarship, and funding of smaller special projects to improve the parks system.
<b>GVII.PA.A3</b> (Pg. 4.1-34)	Coordinate efforts with CA State Park and other recreation providers to ensure public use areas are adequately maintained.

