BAYSINGER PARTNERS

March 6, 2006

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DEPARTMENT OF
COMMUNITY DEVELOPMENT

Mr. Kevin Hamblin, Director
Community Development Department
City of Eureka
531 K Street
Eureka, CA 95501

Re: General Plan Amendment for
Assessor Parcel Numbers: 001-014-002; 003-021-009; 003-031-003; 003-031-006; 003-031-007; 003-031-012; 003-031-013; 003-041-007; 003-051-001

Dear Mr. Hamblin,

Baysinger Partners Architecture PC, an authorized agent on behalf of Security National Properties of Eureka respectfully propose a General Plan Amendment (Local Coastal Program amendment to amend the Land Use Plan) to change the land use designation of a site commonly known as the "Balloon Tract" (including some adjacent parcels).

THE SITE

The Balloon Tract is an abandoned rail yard currently owned by Union Pacific Railroad near the historic downtown commercial core. It is approximately 38.55 acres in size (including some adjacent parcels) that has been cleared of almost all rails, the rail car roundhouse, and other facilities. The site is generally bounded by Waterfront Drive which parallels the shoreline to the north and west; and at the southern end, Washington Street intersects Waterfront Drive and extends east to Broadway (Hwy 101); Broadway bounds the site on the east from Washington Street top Second Street; then Second Street completes the closure of the site boundaries with a finger of land north of Second Street between Broadway to about 400 feet east of Commercial Street.

WHAT IS PROPOSED

Security National Properties has agreed to purchase the site and proposes to complement the downtown commercial core by extending it to the Balloon Tract. The plan is to build a mixed-use, urban infill development that will benefit the community and encourage commercial and tourism activities. The plan is to promote neighborhood livability by providing a safe, convenient, and attractive place to shop, live, and work. The intent of the design is to complement the existing downtown by pulling in some of the existing character and incorporating smart-growth attributes as well. The plan discourages sprawl by promoting in-fill development adjacent to already existing downtown development. By virtue of its location, the site can be developed to be easily accessed by private

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automobiles, public transportation, bicycles, and walking. Also, an important connection will be provided to the waterfront boardwalk linking the Old Town with the site. The plan will provide sufficient transition in massing and uses by providing opportunity for larger scale retail and lifestyle tenants into mixed-use industrial, multi-family, retail, and office uses – then carefully transitioning into the existing light-industrial and historic Old Town.

STATEMENT OF PUBLIC INTEREST

- How the fundamental information upon which the GP was prepared and adopted has changed.

The purpose of this application for a General Plan Amendment is to re-designate the property to a land-use designation consistent with the adjacent downtown and to provide new opportunities for land that has remained vacant, contaminated, and underutilized for over 20 years. The amendment will result in a land use designation compatible with the surrounding uses. A large proportion of the site is currently designated as Public / Quasi-Public (PQP) and implemented by the zoning designation of Public (P). This no longer accurately reflects the existing development patterns in the area. When the General Plan / Local Coastal Plan were adopted by the City in 1984, the site was then vacant and underutilized for many years. During that time, the City as petitioner elected to zone the property "Public" because it gave Northwest Railroad the opportunity to renew its historic use of the Balloon Tract as a railroad "corporation yard", if it chose to do so, while at the same time providing the City the opportunity to consider any future uses made of the site.

In 1986, the Northwest Railroad was purchased by Southern Pacific Transportation Company who in turn leased the yard to Eureka Southern Railroad Company who operated two railroad lines on the far Western boundary of the site. All other tracks were removed from the Balloon Tract around 1990 and all railroad uses have ceased due to lack of business and capital maintenance costs.

The most recent version of the General Plan was adopted on February 27, 1997 and amended on February 23, 1999. This General Plan identified the City of Eureka and County of Humboldt economies as "economies in transition" such that the City needed to "focus its energy on establishing a framework for encouraging new employment-generating development in Eureka."

The Balloon Tract was identified by the General Plan as a location for inviting and supporting "private investment in industrial activities" and a General Industrial (GI) designation was proposed to allow for manufacturing, processing, and assembly uses on the site. In the case that two City of Eureka owned parcels that comprise 7.1 acres of Dock B area were not developed for industrial uses, the Balloon Tract was specifically envisioned as a non-coastal industrial park. To date Dock B has not been developed and the individual parcels of city owned land comprising the 7.1 acres are being leased or marketed for sale separately.

Since then the choice of the Balloon Tract as an industrial site was found not appropriate. There has been a steady decline in general resource based industries such as wood and pulp products and the marine industries related to fishing and fishing by-products operating

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in the Eureka area because of the regional isolation of Eureka, the high costs of shipping goods from Eureka, and the difficulties with expanding these industries due to social and regulatory pressures to practice sustainable harvesting of forest products and marine resources. There has not been any notable interest from new industries to relocate their operations to Eureka since available "ready-to-build" industrial land is available within the Humboldt County region and at other centralized locations in Northern California which do not face the numerous physical, regulatory and economic constraints the Balloon Tract faces.

In contrast to the decline in historic industries, there has been an increase in government, service, and retail work. There has been an increased need for keeping office space near Eureka's downtown and preventing its migration to outlying areas. A number of retailers both national and local have expressed interest in locating businesses in Eureka. Likewise, the City of Eureka has demonstrated an active interest in promoting itself as a base for tourism for visitors to see Eureka's Victorian homes and Old Town, Redwood Coast, Heritage Trails, and Humboldt Redwood State Park.

As has been made clear through consultation with City staff, the Public zone designation has historically served primarily as a "holding" zone, and the City has always contemplated, at some point, a zone change for the subject property. Likewise, at no time has there ever been a specific public project intended for the Balloon Tract incidental to its zoning (except for a proposed jail during the late 80's). In short, the "Public" zone designation was adopted, in part, to facilitate a future transition for the Balloon Tract, and, as has been previously recognized by the City in its 1994 publications the *Westside Industrial Area Development Plan* and the *City of Eureka General Plan, Constraints, Opportunities and Directions Report,* the Balloon Tract's location has always rendered it suitable for conversion to light industrial and/or commercial use(s).

Neither the 1997 General Plan designation of the Balloon Tract as "General Industrial" nor the 1984 Local Coastal Plan designation as "Public" is appropriate in terms of the changes in the Eureka economy base and the changes in the operation of the railroad and marine industries in Eureka.

- *How have the community values, standards or principles changed.*

Since 1997, Eureka has grown as a community but the downtown core area has struggled since retail and office business have moved to outlying areas or to neighboring towns. Simultaneously, Eureka's historic economic industries such as timber and fishing have decreased significantly due to regulatory constraints and tremendous economic hurdles in an age of global trading and manufacturing of wood and marine products. In light of these issues, the City of Eureka has been and will continue to be faced with redefining itself as a community.

The community has expressed real interest in revitalizing Eureka as a cohesive commercial center for the County of Humboldt and creating a nascent tourist industry. The site is known to contain hydrocarbons and would preclude development for residential or as a public space (multi-family residential shown on site plan is outside of Balloon Tract) and

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would pose liability for the current owner. The community has expressed interest in having the former rail yard's contaminated soils remediated to safe levels. Although the site has substantial constraints to development, it has been identified in a number of reports and plans as a location for infill development. The reports and plans include the 1965 General Plan, 1973 Eureka Core Area Development Plan, 1977 General Plan, 1981 Westside Industrial Development Plan, 1984 Local Coastal Program, 1986 Enterprise Zone application, 1989 Mountain West report, 1990 Eureka Waterfront Facilities Plan, 1991 Humboldt Bay Development Plan, 1993 Waterfront Revitalization Program, and the 1993 Humboldt Bay Harbor Public Terminal Implementation Plan. The existing general plan designation and Local Coastal Plan designation will continue to delay site cleanup efforts.

AMENDMENT REQUEST

We request that this site be reconsidered as a valuable addition to the predominant surrounding commercial, light industrial, and office/multi-family zones, and as such request to amend the existing general plan designation into appropriate land use designations.

We request that the following Assessors Parcel Numbers are amended: 001-014-002 from Light Industrial (LI) to Waterfront Commercial (WFC); 003-021-009 from Public / Quasi Public (PQP), Light Industrial (LI) to Waterfront Commercial (WFC), General Services Commercial (GSC), and Professional Office (PO); 003-031-003 from Light Industrial (LI) to Professional Office (PO); 003-031-006 from Public / Quasi Public (PQP) to General Services Commercial (GSC) and Professional Office (PO); 003-031-007 from Light Industrial (LI) to Professional Office (PO); 003-031-012 from Light Industrial (LI) to Professional Office (PO); 003-031-013 from Light Industrial (LI) to Professional Office (PO); 003-041-007 from Public / Quasi Public (PQP) to General Services Commercial (GSC); and 003-051-001 from Public / Quasi Public (PQP) to Light Industrial (LI). See attached Matrix and Land Use Designation Map for clarification and general boundary information.

Our proposal includes a creative solution that mitigates the environmental issues and provides a strategic vision and implementation plan for the future. Realization of this plan will provide benefits community-wide.

PROJECT BENEFITS

The General Plan Amendment and intended uses for the site will greatly benefit the City of Eureka, visitors, and local residents. Some of these benefits are listed below:

- Development as a light industrial / commercial property will mitigate the impact of petroleum hydrocarbons and metals which remain onsite through the implementation of an approved Remedial Action Plan (RAP). The RAP will be an integral component of the redevelopment process and will recommend remediating the areas of concern through an approved method. The materials that are present primarily include long-chain hydrocarbons (petroleum hydrocarbons as diesel) and metals. The long-chain hydrocarbons and metals generally have low mobility characteristics in the subsurface as they are tightly bound to soil. An approved method would minimize precipitation infiltrating to the subsurface and would effectively eliminate the primary mechanism for mobilizing subsurface contaminants.

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- Site development would deter a current unauthorized use of the property. The property is currently used as a temporary encampment area for homeless people and is a drain on police and fire departments due to related emergency and nuisance calls.

- The plan discourages sprawl by promoting infill development, new growth in an already urbanized area. Infill promotes air quality by encouraging new development within an existing community versus Greenfield development which is on the fringe of a community (sprawl). Also, infill development reduces vehicle miles traveled and encourages pedestrian / bicycle use.

- The project provides economically feasible incentives to private development that will facilitate the cleanup and reuse of an urban Brownfield and blighted property.

- Currently, the Warfinger Building, Small Boat Basin, and proposed Hampton Inn areas are isolated from the Old Town and Downtown areas. Development of this property would create a link between these currently isolated community assets.

- Development will revive this property as a contributing and useful part of the community, resulting in a boost for the local economy, and promote revitalization of the area south of Old Town.

- The project proposes to mix land uses by clustering development and including a mix of retail, office, industrial, and multi-family – bringing a new vibrancy to this part of Eureka.

- Assuming standard employment ratios, the project will support about 1,271 jobs on site, including 574 retail jobs, 72 industrial jobs, and 347 office jobs. These jobs in turn will support other local jobs through the spending of worker's wages.

- The estimated value of the property upon completion is $85.9 million. This will generate annual property tax revenues of $859,079, most of which will go to the benefit of the City of Eureka's Redevelopment Agency. The Redevelopment Agency will use the revenues to fund improvement projects, such as improvements to Clark Plaza and Old Town, and "F" Street reconstruction.

- The State of California will contribute their share of the property taxes generated (approximately $575,583 annually) to local school districts.

- The City of Eureka's General Fund will receive $1,020,508 in annual sales tax revenues from the project in 2008, increasing thereafter as sales increase over time.

- The slough channel that runs through a portion of the site will be enhanced through the removal of non-native vegetation and replanted with native riparian vegetation. A surrounding 100 foot wide protective buffer will be created on both sides of the channel. This buffer area will also be planted with native riparian vegetation. Portions of the channel will also be expanded to create a mosaic of interconnected shallow slough channels and adjacent wetland areas. The area will be accessed by

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a pedestrian trail which connects with a pedestrian / bike trail that parallels the existing railroad right-of-way connecting the site to the marina area. Interpretive signs and a kiosk describing the wetlands habitat and associated biota will be placed along pedestrian access trails situated on the perimeter of the created wetlands area.

- The project promotes open space preservation by redeveloping an existing industrial property.

- The proposed design will extend the existing street grid thorough the site and provide vehicular, pedestrian, and transit connectivity.

CONSISTENCY WITH GENERAL PLAN

The proposed land use designations are internally consistent with the City of Eureka General Plan and Local Coastal Program. Land Use and Development Framework Goal 1.A states, *"To ensure an adequate supply of commercial land for and promote the development of commercial uses to meet the present and future needs of Eureka residents and visitors and to maintain economic vitality."* And Commercial Development Goal 1.L states, *"To ensure an adequate supply of commercial land for and promote the development of commercial uses to meet the present and future needs of Eureka residents and visitors and to maintain economic vitality."* In recent years, both Eureka and Humboldt County have been attracting a higher percentage of sales from non-residents. Our proposal will further solidify Eureka's role as a regional center. A primary role of the project will be to preserve Eureka's retail sales base and maintain the city's role as the dominant retail hub in the region.

In addition, the General Plan describes how the downtown area has lost much of its retail and office businesses to outlying retail areas – and goes on to further describe how it will be difficult to maintain, let alone improve, the attractiveness for tourism if these uses continue to leave. Our proposal will help solve this dilemma by cleaning up and developing a blighted area of downtown and infusing it with smartly developed mix of uses designed to facilitate Eureka in becoming a magnet for commerce and tourism.

We appreciate your time and consideration in this important amendment.

Respectfully submitted,
Baysinger Partners Architecture PC

Jerry Baysinger, AIA
Principal

Ethan Edwards
Planning Manager

Cc: Brian Morrissey, Randy Gans – Security National Properties

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Marina Center Project

Included Parcels and Proposed General Plan Designation & Zoning District Matrix

Note: See attached Land Use Designation & Zoning District Maps for general boundary information.

APN	Owner	Authorization	Current GP	Proposed GP	Current Zoning	Proposed Zoning
001-014-002	NORTHWESTERN PACIFIC RAILROAD CO SB	yes	LI	WFC	ML	CW
003-021-009	SOUTHERN PACIFIC TRANSPORTATION CO CR	yes	PQP LI	WFC GSC & PO	P	CW CS & OR
003-031-003	CUE VI LLC	yes	LI	PO	ML	OR
003-031-006	NORTHWESTERN PACIFIC RAILROAD CO SB	yes	PQP	GSC & PO	P	CS & OR
003-031-007	ANDREW ROSAIA INC	yes	LI	PO	ML	CS
003-031-005	SECURITY NATIONAL PROPERTIES	yes	LI	PO	ML	OR
003-041-005	NORTHWESTERN PACIFIC RAILROAD CO SB	yes	HSC	No change	CS	No change
003-041-006	NORTHWESTERN PACIFIC RAILROAD CO SB	yes	HSC	No change	CS	No change
003-041-007	NORTHWESTERN PACIFIC RAILROAD CO SB	yes	PQP	GSC	P	CS
003-051-001	SOUTHERN PACIFIC TRANSPORTATION CO CR	yes	PQP	LI	P	ML

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ZONE RECLASSIFICATION/TEXT AMENDMENT
(Supplement to Application)

EXISTING & PROPOSED ZONING DISTRICTS

We request that the following Assessors Parcel Numbers are reclassified: 001-014-002 from Limited Industrial (ML) to Waterfront Commercial (CW); 003-021-009 from Public (P) to Waterfront Commercial (CW), Service Commercial (CS), and Office & Multifamily Residential (OR); 003-031-003 from Limited Industrial (ML) to Office & Multifamily Residential (OR); 003-031-006 from Public (P) to Service Commercial (CS) and Office & Multifamily Residential (OR); 003-031-007 from Limited Industrial (ML) to Service Commercial (CS); 003-031-012 from Limited Industrial (ML) to Office & Multifamily Residential (OR); 003-031-013 from Limited Industrial (ML) to Office & Multifamily Residential (OR); 003-041-007 from Public (P) to Service Commercial (CS); and 003-051-001 from Public (P) to Limited Industrial (ML). See attached Matrix and Zoning District Map for clarification and general boundary information.

PROPOSAL

Security National Properties has agreed to purchase the site and proposes to complement the downtown commercial core by extending it to the Balloon Tract. The plan is to build a mixed-use, urban infill development that will benefit the community and encourage commercial and tourism activities. The plan is to promote neighborhood livability by providing a safe, convenient, and attractive place to shop, live, and work. The intent of the design is to complement the existing downtown by pulling in some of the existing character and incorporating smart-growth attributes as well. The plan discourages sprawl by promoting in-fill development adjacent to already existing downtown development. By virtue of its location, the site can easily be accessed by private automobiles, public transportation, bicycles, and walking. Also, an important connection will be provided to the waterfront boardwalk linking the Old Town with the site. The plan will provide sufficient transition in massing and uses by providing opportunity for larger scale retail and lifestyle tenants into mixed-use industrial, multi-family, retail, and office uses – then carefully transitioning into the existing light-industrial and historic Old Town.

STATEMENTS (ZONE RECLASSIFICATION)

1. Indicate how the proposed use is necessary or desirable for the development of the community and in harmony with the General Plan.

   A General Plan (Local Coastal Program) Amendment application is submitted concurrently with this request. The proposed land use designations in that application will lay the groundwork for and is integral to this Zone Reclassification (Implementation Plan) application. The proposed uses in the Marina Center plan are internally consistent with the City of Eureka General Plan and Local Coastal Program. Land Use and Development Framework Goal 1.A states, *"To ensure an adequate supply of commercial land for and promote the development of commercial uses to meet the present and future needs of Eureka residents and*

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visitors and to maintain economic vitality." And Commercial Development Goal 1.L states, *"To ensure an adequate supply of commercial land for and promote the development of commercial uses to meet the present and future needs of Eureka residents and visitors and to maintain economic vitality."* In recent years, both Eureka and Humboldt County have been attracting a higher percentage of sales from non-residents. Our proposal will further solidify Eureka's role as a regional center. Studies have shown that there is a need for additional commercial uses in this area including a major home improvement retailer. A primary role of the project will be to preserve Eureka's retail sales base and maintain the city's role as the dominant retail hub in the region.

In addition, the General Plan describes how the downtown area has lost much of its retail and office businesses to outlying retail areas – and goes on to further describe how it will be difficult to maintain, let alone improve, the attractiveness for tourism if these uses continue to leave. Our proposal is necessary and desirable for the development of Eureka and will help solve economic, social, and traffic tribulations by cleaning up and developing a blighted area of downtown and infusing it with smartly developed mix of uses designed to facilitate Eureka in becoming a magnet for commerce and tourism.

2. Indicate how the proposed use is compatible and complementary to existing permitted uses in the same neighborhood.

The project will complement the downtown commercial core by extending it to the Balloon Tract. The plan is to build a mixed-use, urban infill development that will benefit the community and encourage commercial and tourism activities. It promotes neighborhood livability by providing a safe, convenient, and attractive place to shop, live, and work. The intent of the design is to complement the existing downtown by pulling in some of the existing character and incorporating smart-growth and green design attributes. The plan discourages sprawl by promoting in-fill development adjacent to already existing downtown development. By virtue of its location, the site can easily be accessed by private automobiles, public transportation, bicycles, and walking. Also, an important connection will be provided to the waterfront boardwalk linking the Old Town with the site. The plan will provide sufficient transition in massing and uses by providing opportunity for larger scale retail and lifestyle tenants into mixed-use industrial, multi-family, retail, and office uses – then carefully transitioning into the existing light-industrial and historic Old Town.

3. Indicate how the site for the proposed use properly relates to streets and highways designed and improved to carry the type and quantity of traffic which will be generated in the area.

The site is located at the western end of the central business district of Eureka. US Highway 101 is a one-way, east-west couplet on 4th and 5th Streets through downtown. When Highway 101 reaches the eastern edge of the site, Highway 101

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turns a right angle to the south along Broadway. Currently the downtown street grid is interrupted by this former rail yard. In short, the present site is a barrier between the downtown street grid and Waterfront Drive along Humboldt Bay. Broadway is also a one-way street southbound between 4th and 5th Streets, so all northbound traffic on Highway 101 must turn east on 5th Street. To continue north, traffic on 5th Street needs to again turn left on Commercial one block to the east. Once on Commercial, the driver can then cross the rail line to get to Waterfront Drive and 1st Street. The site will be redeveloped to extend the downtown street grid through the site and open new access to Waterfront Drive. Pedestrian and bicycle access will also be enhanced between downtown and Old Town and the waterfront. In addition, the project anticipates improving circulation along Broadway, returning it to two-way operation along its length, installing signals on Broadway at 4th Street and at 5th Street that will improve pedestrian crossing access and safety. Traffic signal improvements along with additional lanes at critical intersections along Broadway south to Henderson Street will more than offset the additional traffic generated by this project. In short, the project will reduce current levels of congestion, and will also enhance pedestrian and bicycle access in the vicinity.

4. Indicate how the site is adequate in size and shape to accommodate the proposed use in a manner that will meet all zoning regulations and how the dwelling types, lot sizes, and uses in the development will compliment each other and will harmonize with existing and proposed land use in the vicinity.

   The site is approximately 38.55 acres in size (as shown in the attached map) and is sufficient in size and shape to accommodate the proposed uses allowed by a zone reclassification. This will result in zoning districts compatible and complementary with the surrounding uses. A large proportion of the site is currently implemented by the zoning designation of Public (P). This no longer accurately reflects the existing development patterns in the area. The project has been carefully designed to compliment and provide uses that are harmonious with existing land use patterns. The project includes extending an existing Service Commercial district from the east into the site; extending an existing Limited Industrial district from the south into the site; extending a portion of the existing Waterfront Commercial from the northeast into the site along Waterfront Drive and incorporating an Office and Multi-Family Residential district at an important node bounded by the proposed 2nd and 4th Street extension and Broadway. The proposed uses will be accommodated with architecturally appropriate and innovative design that will meet all the required zoning regulations which are appropriate and necessary.

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CITY OF EUREKA **APPLICATION FORM**

Community Development Department, 531 "K" Street, Eureka, CA 95501, (707) 441-4160

Please complete the information below and attach supplemental information as required. A site plan and supplemental information, and the applicable application fee as shown on the back of this application form must accompany all applications. If you have questions regarding this application form, the application process, or general planning questions, please do not hesitate to contact the Community Development Department at the address and phone number shown above. Office hours are Monday - Friday, 8 a.m. - noon and 1 p.m. - 5 p.m. (*Please note we are closed during the lunch hour*).

APPLICANT/OWNER/AGENT

Applicant's Name*: RANDY GANS - SECURITY NATIONAL PROPERTIES

Mailing Address: 323 FIFTH STREET City: EUREKA ST: CA Zip: 95501

Phone: 707-476-2709 Fax: 916-801-0215 Email: RGANS@SNSC.COM

Owner of Property - Name (if not applicant)*: Union Pacific Railroad Company

Mailing Address: 1400 DOUGLAS St City: OMAHA ST: NE Zip: 68179

Phone: 402-544-8641 Fax: 402-501-0340 Email: NA

** If there is more than one applicant or owner, please list all on an attached sheet*

Agent's Name (if different than Applicant)**: ETHAN EDWARDS - BAYSINGER PARTNERS

Mailing Address: 1006 SE GRAND AVE #300 City: PORTLAND ST: OR Zip: 97214

Phone: 503-546-1600 Fax: 503-546-1601 Email: ETHANE@BAYSINGERPARTNERS.COM

***Questions/correspondence will be directed to the Agent*

PROJECT LOCATION

(1) Street/Site Address: (SEE ATTACHED) Assessor's Parcel Number(s): 003-041-007

(2) Street/Site Address: _____ Assessor's Parcel Number(s): _____

PROJECT DESCRIPTION

(*Please provide a project description, attach additional sheets as necessary*).

- APPLICATIONS RELATED TO THE DEVELOPMENT OF THE MARINA CENTER PROJECT.

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OWNER'S AUTHORIZATION

I hereby authorize the City of Eureka to process this application, and I authorize the City of Eureka and the Department of Fish and Game to enter upon the property described herein as reasonably necessary to evaluate the project. I have completed, or reviewed this application and any "Supplement to Application" forms and know that the contents thereof are true and accurate to my own knowledge and I assume all responsibility for their accuracy.

(1) Property Owner's Signature*: (PREVIOUSLY SUBMITTED) Date: _____

(2) Property Owner's Signature*: _____ Date: _____

**If more than one property or property owner is involved, please include owner's authorization for all additional properties*

STAFF USE

Assigned Case No.s: LCP-06-001 / CDP-06-003 Zone Designation: P

Assigned Planner: _____ General Plan Designation: _____