CITY OF EUREKA GENERAL PLAN

Policy Document

Adopted February 27, 1997
As amended through February 23, 1999
As amended by Council Resolution 2008-08, adopted March 4, 2008
Certified by the Coastal Commission September 9, 1998

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PART I
GENERAL PLAN SUMMARY

PART I

GENERAL PLAN SUMMARY

INTRODUCTION

This General Plan formalizes a long-term vision for the physical evolution of Eureka and outlines policies, standards, and programs to guide day-to-day decisions concerning Eureka's development. Designed to meet state general plan and coastal planning requirements, the General Plan consists of two documents: this *General Plan Policy Document* and a *General Plan Background Report*. This *Policy Document* is divided into two main parts. Part I is this General Plan Summary, which provides background about the General Plan and reviews the plan's major themes and proposals. The lengthier and more detailed Part II of the *Policy Document* presents the City of Eureka's formal statements of General Plan policy in the form of goals, policies, standards, implementation programs, and quantified objectives, expressed in both text and diagrams.

NATURE, CONTENT, AND PURPOSE OF THE GENERAL PLAN

Every city and county in California must adopt a general plan. A general plan is a legal document that serves as a community's "constitution" for land use and development. The plan must be *comprehensive* and *long-term*, outlining proposals for the physical development of the county or city, and any land outside its boundaries which in the planning agency's judgment bears relation to its planning." (Government Code Section 65300 et seq.) The plan must be comprehensive in covering all territory within the adopting jurisdiction and it must be comprehensive in addressing all physical aspects of the community's development. While state law does not define "long-term," most general plans look 15 to 25 years into the future.

The law specifically requires that the general plan address seven topics or "elements." These are land use, circulation (transportation), housing, conservation, open space, noise, and safety. The general plan may also address other topics the community feels are relevant to its development. For each topic addressed, the plan must analyze the significance of the issue in the community, set forth policy in text and diagrams, and outline specific programs for implementing these policies. The format and structure of the general plan is left to local discretion, but regardless of the format or issues addressed, all substantive parts of the plan must be consistent with one another.

PREPARING AND ADOPTING THE GENERAL PLAN

Local governments have broad latitude in how they prepare their general plans. State law requires local governments in preparing their plans to consult with other affected and interested public agencies and provide opportunities for the public to participate (Government Code Section 65350 et seq.) Under the requirement of the California Environmental Quality Act, draft general plans must be reviewed for

their potential environmental impacts, typically through preparation of an environmental impact report (EIR). Before the plan's adoption, both the planning commission and city council must hold public hearings, and the planning commission must make a recommendation to the city council.

PURPOSE OF THE GENERAL PLAN

Preparing, adopting and maintaining a general plan serves several important purposes:

- Establishes within City government the capacity to analyze local and regional conditions and needs in order to respond effectively to the problems and opportunities facing the Eureka community;
- Identifies Eureka's environmental, social, and economic goals;
- Records the City government's policies and standards for the maintenance and improvement of existing development and the location and characteristics of future development;
- Provides Eureka's citizens with information about their community and with opportunities to participate in the local planning and decision-making process;
- Improves the coordination of community development and environmental protection activities between the City, the County, and other regional, state, and federal agencies; and
- Establishes a basis for subsequent planning efforts, such as preparation of specific plans, redevelopment plans, and special studies, to deal with unique problems or areas in the community.

IMPLEMENTING THE GENERAL PLAN

Carrying out the plan following its adoption requires a multitude of individual actions and ongoing programs involving virtually every City department and many other public agencies and private organizations. The legal authority for these various actions and programs derive from two essential powers of local government: corporate and police powers. Using their "corporate power," local governments collect money through bonds, fees, assessments, and taxes, and spend it to provide services and facilities such as police and fire protection, streets, water systems, sewage disposal facilities, drainage facilities, and parks. Using their "police power," local governments regulate the use of private property through zoning, subdivision, and building regulations in order "to promote the health, safety, and welfare of the public." The general plan provides the formal framework for the exercise of these powers by local officials.

To ensure that the policies and proposals of the general plan are systematically implemented, state law since the early 1970s has increasingly insisted that the actions and decisions of local government concerning both its own projects and the private projects it approves are consistent with its adopted general plan. The courts have

supported and furthered this trend through their interpretations of state law. Generally, zoning must be consistent with the general plan (although charter cities like Eureka are exempt from this requirement). Local government approval of subdivisions must be consistent with the general plan. Local public works projects must be consistent with the general plan. The same is true for development agreements, coastal zoning, redevelopment plans, specific plans, and many other plans and actions of cities and counties.

REVISING AND AMENDING THE GENERAL PLAN

The general plan is a long-term document with a planning horizon of 15 to 25 years. To achieve its purposes, the plan must be flexible enough to respond to changing conditions and at the same time specific enough to provide predictability and consistency in guiding day-to-day land use and development decisions. Over the years, conditions and community needs change and new opportunities arise; the plan needs to keep up with these changes and new opportunities. Every year the Planning Commission should review the plan's implementation programs to assess the City's progress in carrying out the plan. Every five to ten years, the plan should be thoroughly reviewed and updated as necessary. From time to time, the City will be asked to consider proposals for specific amendments to the plan. The City will initiate some of these proposals itself, but most will be initiated by private property owners and developers. Most general plan amendments involve changes in land use designations for individual parcels.

State law limits general plan amendments to four times per year, but each amendment can include multiple changes. Like the adoption of the general plan itself, general amendments are subject to environmental review, public notice, and hearing requirements and must not create inconsistencies with other parts of the plan.

REGIONAL SETTING AND PLANNING AREA

Located on California's North Coast, Eureka is the westernmost city of the contiguous United States and the largest coastal city in California north of San Francisco. Eureka is situated on Humboldt Bay, which is the most important port between San Francisco and Coos Bay, Oregon. San Francisco is approximately 275 miles south of Eureka, Portland is approximately 350 miles north, and Redding is approximately 150 miles east. Figure 1 shows Eureka's location within the county, state, and region.

The Planning Area for the Eureka General Plan (also referred to as the "Study Area") includes incorporated Eureka (within the city limits) plus territory east to Indianola including Freshwater Corners, south to the northern boundary of the College of the Redwoods, west to include the Samoa Peninsula, and north to just above the town of Samoa. The Planning Area (including the incorporated city) contains approximately 46.8 square miles (29,960 acres) of land and water area, including streets and other rights-of-way.

Eureka's current city limits (1997) are defined on the west and north by Humboldt Bay and Arcata Bay, respectively, and include Indian and

Woodley Islands. On the east, the city limit line extends to Indianola Cutoff and then runs in a westerly direction parallel with Arcata Bay south of Murray Field to Harrison Avenue, excluding Myrtletowne. On the south, the city limits extend to the Eureka Municipal Golf Course, but exclude the Cutten and Pine Hill areas. The incorporated city contains approximately 16.4 square miles (10,477 acres) of land and water area, including streets and other rights-of-way. Figure 2 shows the Eureka city limits and the City's sphere of influence.

EUREKA'S HISTORICAL DEVELOPMENT

Excerpt from early map of Eureka

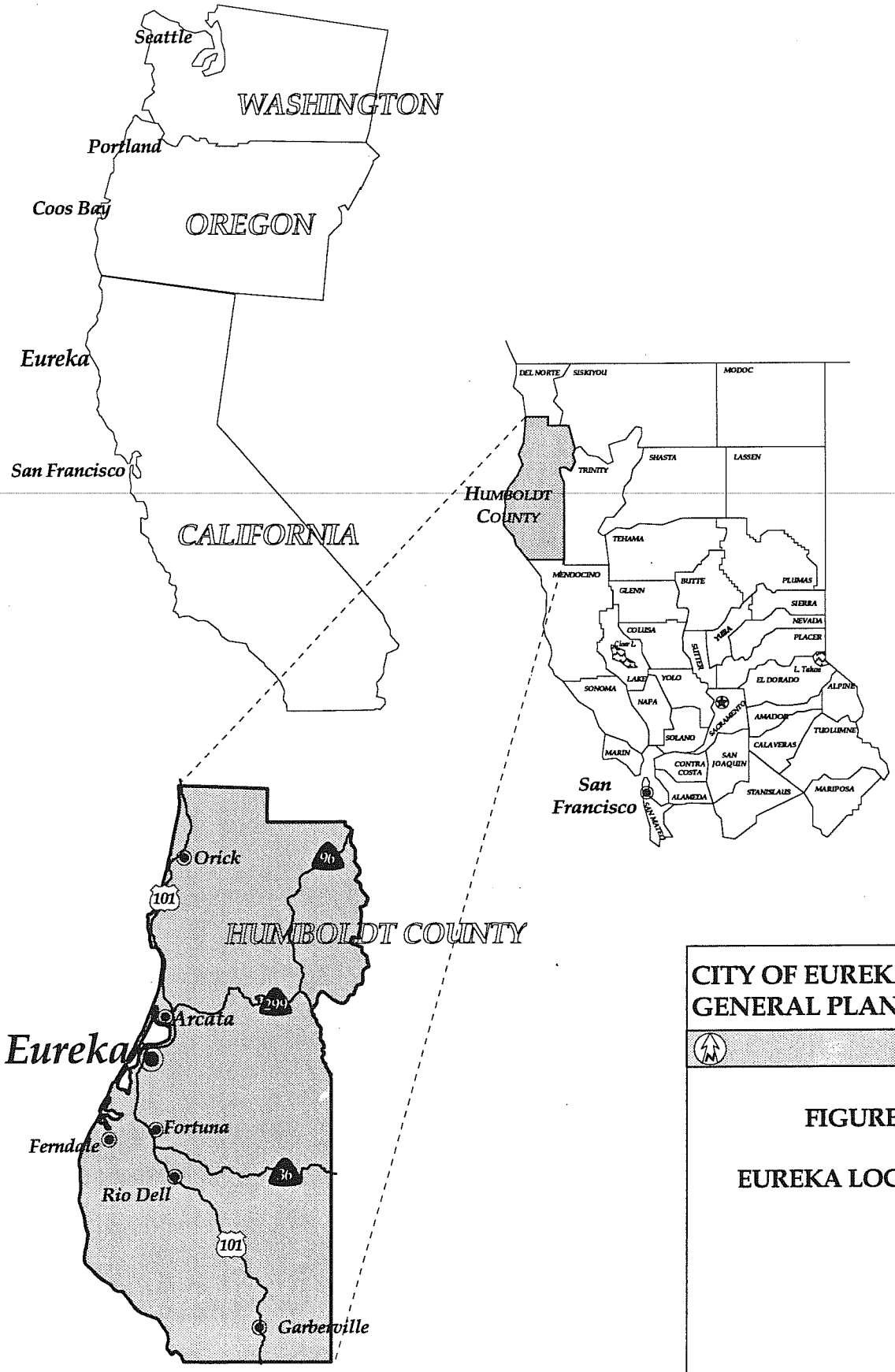
Before European settlement, the region that includes present-day Eureka was populated by the Wiyot Indians. The Wiyot lived in several villages of split redwood plank dwellings along the protected shores of Humboldt Bay and near the mouths of the Eel and Mad Rivers. They fished and traveled between villages in redwood dugout canoes and lived largely on salmon, steelhead, deer, elk, and acorns. Because of their sophisticated fishing technology, the Wiyot were able to maintain one of the highest population densities in prehistoric northern California.

Soon after Europeans established their first settlements on Humboldt Bay, the Wiyot population was decimated by Euro-American violence and diseases. Those who did not die from these causes were displaced from their villages and driven to reservations or marginal lands within the Humboldt Bay Region.

Following sporadic exploration of the north coast and Humboldt Bay in the late 1700s and early 1800s, Euro-Americans established their first permanent settlement on Humboldt Bay in 1850. Maps and drawings from the 1860s suggest an early vision of Eureka as a major city. By the late 1800s, a regular grid street pattern stretched from A Street on the west to Z Street on the east and from First Street along the waterfront to Harris Street.

Eureka's early settlers claimed large pieces of property and sold off smaller blocks or lots. People bought single lots and erected houses, either on their own or through hired carpenters and their crews. Sometimes individuals or families bought entire blocks, constructed family houses, and then subdivided the remaining land. Others subdivided large tracts of land into lots and streets. Many of today's residential neighborhoods developed in these early additions. By 1890, Eureka had a population of about 7,000.

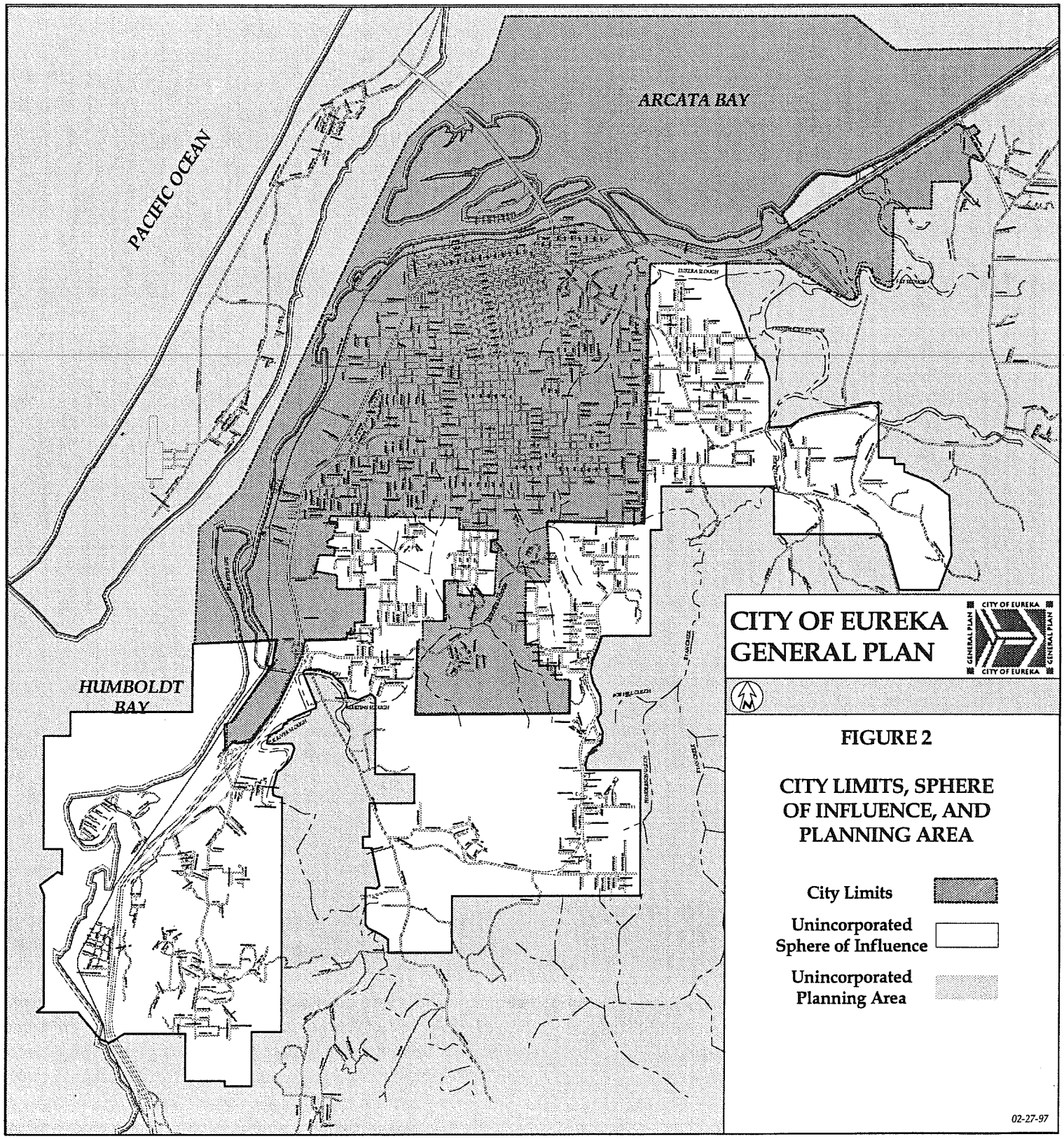
By the 1920s, Eureka was an up-and-coming city, with a population of 14,000 and an area of about 12 square miles on which to build the "future metropolis of northern California." At that time, the urbanized area covered only a square mile. It was, however, a modern place with paved streets, gas and electric lights, an electric car service, a municipal water system, a polytechnic high school, extensive manufacturing plants, a ferry system to the Samoa Peninsula, five local railroad lines, a magnificent harbor, and rail connections to the outside world.

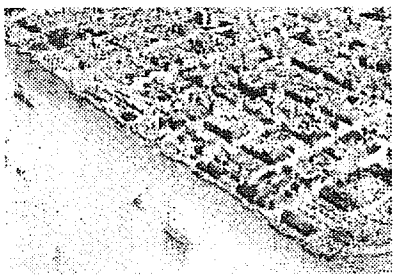


CITY OF EUREKA GENERAL PLAN

FIGURE 1

EUREKA LOCATION


ARCATA BAY
PACIFIC OCEAN
HUMBOLDT BAY
CITY OF EUREKA
GENERAL PLAN
CITY OF EUREKA
GENERAL PLAN
GENERAL PLAN
CITY OF EUREKA
FIGURE 2
CITY LIMITS, SPHERE OF INFLUENCE, AND PLANNING AREA
City Limits
Unincorporated Sphere of Influence
Unincorporated Planning Area
02-27-97



1902 view of Eureka waterfront

The Depression slowed residential construction in Eureka, yet there was continual building throughout the 1930s up to the war years. Little residential construction occurred during the war years, however; not a single subdivision map was filed between 1940 and 1947.

After the War, Eureka experienced a building boom matching the boom in the logging industry. Building and construction hit a new high in 1948 with housing for returning veterans and new workers in great demand. Housing tracts built during this era expanded Eureka's residential areas on the south and east, creating entire neighborhoods of similar-style houses within a matter of months. By the 1950s, Eureka's population had grown to nearly 23,000.

Eureka's incorporated population reached about 28,000 in the 1960s, then declined in the 1980s before climbing back to 28,000 in the mid-1990s. Since the 1950s, development in the area has occurred increasingly beyond the city's original grid street pattern in hilly and steep terrain in unincorporated communities such as Myrtletowne, Cutten, Pine Hill, Ridgewood Heights, Elk River, and Humboldt Hill. As of 1997, an estimated 20,000 to 25,000 persons lived in these surrounding unincorporated neighborhoods, making Eureka effectively a community of roughly 50,000.

EARLIER PLANNING EFFORTS IN EUREKA

The City of Eureka established its first Planning Commission in 1940, and adopted its first zoning ordinance soon after in 1942. The City rewrote its zoning ordinance in 1953, and enacted a subdivision ordinance in 1957. A full-time planning staff was hired in 1960 and in 1962 began preparing the City's first general plan, which was adopted in 1965.

1965 GENERAL PLAN

The 1965 General Plan was Eureka's first effort to develop a coordinated plan for the physical development of the city. The Planning Area included territory extending east to Freshwater, south to include Humboldt Hill, west to and including the Samoa Peninsula, and north to include Indian Island and the town of Samoa. The 1965 Plan looked ahead 25 years, anticipating a population increase in the Planning Area from 43,000 in 1960 to 57,000 in 1990.

Major proposals of the 1965 General Plan included the following:

- Build an elevated Highway 101 freeway between Downtown and the Waterfront (i.e., between 2nd Street and 3rd Street) where it would "do most to enhance both the economy and the appearance of the community, and . . . remove the fewest homes."

- Replace vacant warehouses along the waterfront with a complex of motels, restaurants, and a convention center "modeled after Jack London Square in Oakland or Fisherman's Wharf in San Francisco."

- Build a bridge to the Samoa Peninsula connecting Eureka with Indian Island, Woodley Island, and the peninsula.

- Combine City park land with elementary school playgrounds and develop community parks in Cooper Gulch and in Harrison Avenue Gulch.

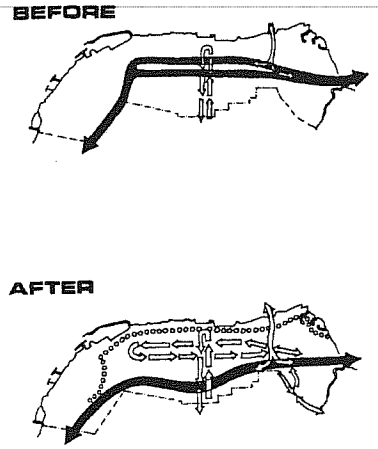
- Retain gulches in their natural condition "because they are among the most important contributors to Eureka's desirability as a residential community."

1973 CORE AREA PLAN

In January 1973, the City of Eureka completed a Core Area/ Downtown-Waterfront Development Plan. Using 1990 as its planning horizon, the document contained a precise plan, a design plan, an implementation plan, and design guidelines.

Major proposals of the 1973 Core Area Plan included the following:

- Build a depressed freeway between 9th Street and 10th Street (instead of an elevated freeway between 2nd and 3rd Streets).



Source: *Eureka Core Area Development Plan*, January 1973.

- Redevelop the "West End Industrial Area," extending westward from Highway 101 and southward from the rail yards, to accommodate industrial development. One use targeted by the plan as particularly well-suited to the site was an auto center.

- Redevelop the "West End Commercial Area," extending westward from C Street and including the rail yards, to accommodate new commercial development.

- Expand the Small Craft Harbor and construct a new marina in the area now occupied by the Adorni Center.

- Develop a waterfront park at the foot of F Street and extend a boardwalk from C Street to M Street. The plan also proposed to concentrate tourist, recreation, and specialty shops between C and G Streets.

- Transform F Street and portions of 4th Street into a covered pedestrian mall between the Waterfront and the proposed crosstown freeway (approximately Tenth Street).

- Develop Old Town in an eight-block area between I and M Streets and 2nd and 3rd Streets.

- Develop a significant amount of new housing along the bayshore east of what is today the Samoa Bridge.

1977 GENERAL PLAN

In September 1977, the City of Eureka adopted a new General Plan consisting of a policy document and 13 technical background reports. The 1977 General Plan incorporated proposals from both the 1965 General Plan and the 1973 Core Area Plan. The document identified three concepts as basic to the structure of the plan: compatibility, convenience, and the neighborhood unit. Unlike previous plans, the

1977 General Plan focused attention primarily on Eureka's neighborhood life.

The Planning Area for the 1977 General Plan was significantly smaller than the Planning Area for the 1965 General Plan. The 1977 Planning Area included territory extending east to include Indianola Cutoff and Old Arcata Road, south to the southern city limits, west to and including the Samoa Peninsula, and north to include Indian Island and the town of Samoa. Missing from the 1977 Planning Area was the territory east to Freshwater and south to Humboldt Hill that was previously included in the 1965 General Plan. The 1977 General Plan looked ahead approximately 20 years to 1995 and anticipated that the population in the Planning Area would grow to between 43,900 and 51,900 during this time frame.

Major proposals of the 1977 General Plan included the following:

- Maintain and upgrade the city's neighborhood environment and encourage infill development based on a "neighborhood-unit concept."
- Direct new development into "non-sensitive, non-hazardous" open space adjacent to the city's gulch greenways.
- Develop eight new neighborhood parks (in Jefferson, Lundbar Hills, Samoa, LaFayette, Worthington, Grant, Pine Hill, and along the Waterfront near K Street) and seven waterfront plazas along Humboldt Bay shores, and create a formal gulch greenway system.
- Develop a new marina on Woodley Island.
- Expand commercial use on the east side of town in the Bazaar-Montgomery Ward area and revitalize the Central Business District according to the 1973 Core Area Plan.
- Concentrate industrial uses on the west side of town and upgrade the northwestern waterfront area for fishery-related uses.

1984 LOCAL COASTAL PROGRAM

In May 1984, the City of Eureka adopted its Local Coastal Program (LCP) in accordance with the California Coastal Act. The LCP included a Land Use Plan (LUP) that governed land use and development within the Coastal Zone. Upon adoption in 1984, the LUP superseded the 1977 General Plan and preexisting [illegible] for the area of Eureka within the Coastal Zone. The [illegible] numerous goals and policies related to land use [illegible]mented primarily through land use and zoning [illegible], in the case of Eureka's LCP, are synonymous ([illegible] designations also serve as zoning designations).

Amended by Council Resolution 2008-08. (amended section on next page)

This General Plan updates and supersedes the Land Use Plan of the 1984 Local Coastal Program. Appendix B describes how the land use

The first two paragraphs of "1984 Local Coastal Program" segment of the General Plan Policy Document Part One *Summary* (pp. 7–8) is amended by Council Resolution 2008-08, adopted March 4, 2008, as follows:

1984 LOCAL COASTAL PROGRAM

In May 1984, the City of Eureka adopted its Local Coastal Program (LCP) in accordance with the California Coastal Act. The LCP included a Land Use Plan (LUP) that governed land use and development within the Coastal Zone. Upon adoption in 1984, the LUP superseded the 1977 General Plan and preexisting zoning for the area of Eureka within the Coastal Zone. The LUP contains numerous goals and policies related to land use. These goals and policies are implemented primarily through textual land use policies set forth in Part II, Section 1 through 8 of the General Plan and the prescriptive development standards enumerated for the various implementing zoning designations, which, in some cases, are synonymous in title with the land use designations they implement (e.g., "Coastal-Dependent Industrial" (CDI) land use designation / "Coastal Dependent Industrial" (MC) zoning district).

This LUP, as may be further subsequently amended and certified by the Coastal Commission, updates and supersedes the Land Use Plan of the 1984 Local Coastal Program. Appendix B describes which of the land use maps, policies, and programs of the overall City-wide General Plan comprise the Land Use Plan component of the City's LCP applicable to the portions of the City situated within the Coastal Zone.

maps, policies, and programs of the LUP have been reflected in this plan.

HOW THIS GENERAL PLAN WAS PREPARED

The City of Eureka initiated its General Plan Update program in December 1992 when it retained a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates to assist the City in its comprehensive update. As the initial step in the update, in Spring 1993, the consulting team collaborated with the City's Community Development Department to reach out to the community to identify the important planning issues in Eureka. This outreach consisted of three separate efforts: a community concerns survey, interviews with City officials, and a townhall meeting. The results of these efforts were summarized in the *Community Concerns Summary Report*, published in June 1993. Also, in June 1993, the consulting team conducted a weekend-long community design charrette (workshop) at the Adorni Center to focus attention on Downtown, Old Town, and the Waterfront. The purpose of the charrette was to solicit public comment on the Core Area, specifically to explore ways to link the Downtown, Old Town, and the Waterfront into a coherent town center. The charrette resulted in a series of schematic drawings that responded to community concerns. These drawings focused on land use, circulation and parking, and urban design factors such as historic preservation, pedestrian and economic vitality, and the quality of public space.

The first major report produced as part of the General Plan Update was the *Draft General Plan Background Report* describing existing conditions and trends in Eureka. After publication of the *Draft Background Report* in January 1994, the next major step in the Update process was to identify key constraints, opportunities, and options for the General Plan and to summarize them for public review. The result was the *Constraints, Opportunities, and Directions Report*, published in October 1994, which presented the most critical policy issues to be addressed in the new General Plan. These issues emerged from the *Draft General Plan Background Report, Community Concerns Summary Report*, the community design charrette conducted in June 1993, and extensive discussion with local officials and other community and business leaders.

Following publication of the *Constraints, Opportunities, and Directions Report*, the City held a townhall meeting in early November 1994 to present the report to the public, and in November and December 1994 the City Council and Planning Commission held joint public hearings to receive public input on the report.

In January and February 1995, the Planning Commission deliberated on the report and formulated its recommendations to the City Council. In March and April 1995, the City Council in turn deliberated and, by resolution, provided staff and the Consultants with policy direction for preparing the Draft General Plan. That direction provided the foundation for development of new policies and modification of existing policies for incorporation into this *Policy Document*.

Following publication of the *Draft General Plan* and the *Draft EIR* on the plan in July 1996, the City held a townhall meetings and public hearings to receive public comments. In October, the Planning Commission deliberated and formulated its recommendations on the plan. The City Council in turn deliberated and provided policy direction on the plan in January 1997. Following final revisions by staff and Consultants, the City Council adopted the plan in February 1997.

ORGANIZATION OF THE GENERAL PLAN

As noted in the Introduction, the *Eureka General Plan* consists of two documents: the *General Plan Background Report* and this *General Plan Policy Document*.

GENERAL PLAN BACKGROUND REPORT

The *General Plan Background Report*, which inventories and analyzes existing conditions and trends in Eureka, provides the formal supporting documentation for general plan policy. It addresses the following 11 subject areas:

- Chapter 1: Land Use
- Chapter 2: Housing
- Chapter 3: Urban Form and Design
- Chapter 4: Population
- Chapter 5: Economic Conditions and Fiscal Considerations
- Chapter 6: Transportation
- Chapter 7: Public Facilities and Services
- Chapter 8: Recreational and Cultural Resources
- Chapter 9: Natural Resources
- Chapter 10: Safety
- Chapter 11: Noise

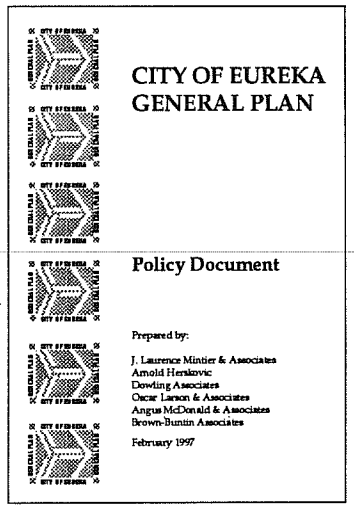
GENERAL PLAN POLICY DOCUMENT

This *General Plan Policy Document* is divided into two main parts. Part I is a summary of the General Plan, describing the nature of the plan, highlighting the key issues addressed in the plan, setting forth a vision of the city's development, and outlining the plan's main proposals. Part I does not constitute formal general plan policy, but is rather a guide to understanding and interpreting Part II of the *Policy Document*.

Part II contains explicit statements of goals, policies, standards, implementation programs, and quantified objectives that constitute the formal policy of the City of Eureka for land use, development, and environmental quality. Part II is divided into eight sections roughly corresponding to the organization of issues addressed in the *General Plan Background Report*:

- Section 1: Land Use and Community Design
- Section 2: Housing

- Section 3: Transportation
- Section 4: Public Facilities and Services
- Section 5: Recreational and Cultural Resources
- Section 6: Natural Resources
- Section 7: Health and Safety
- Section 8: Administration and Implementation


CITY OF EUREKA
GENERAL PLAN

Policy Document

Prepared by:

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Arnold Herskovic
Dowling Associates
Oscar Larson & Associates
Angus McDonald & Associates
Brown-Buntin Associates

February 1997

Each section includes goal statements relating to different sub-issues or different aspects of the issue addressed in the section. Under each goal statement there are policies which amplify the goal statement. Implementation programs are listed at the end of each section and describe briefly the proposed action, the City agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. Section 1 (Land Use and Community Design) also describes the designations appearing on the Land Use Diagram and outlines the legally-required standards of population density and building intensity for these land use designations. Section 3 (Transportation) contains a diagram depicting the proposed circulation system and a description of the street classification system. Section 2 (Housing) also includes a statement of quantified housing objectives required by state law as part of the housing element.

The following statements define goals, policies, standards, implementation programs, and quantified objectives as they are used in this document:

Goal: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.

Policy: A specific statement in text or diagram guiding action and implying clear commitment.

Standard: A specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.

Implementation Program: An action, procedure, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.

Quantified Objective (Housing only): The number of housing units that the City expects to be constructed and the number of households the City expects will be assisted through Housing Element programs and based on general market conditions during the time frame of the Housing Element.

This *Policy Document* concludes with a Glossary of key terms used in the document and an appendix summarizing the City's coastal land use policy.

In addition to the *General Plan Background Report* and *General Plan Policy Document*, an *Environmental Impact Report* analyzing the impacts and implications of the *General Plan* was prepared in conjunction with the *Draft Policy Document*. The *EIR*, which is not formally part of the *General Plan*, was prepared to meet the requirements of the California Environmental Quality Act.

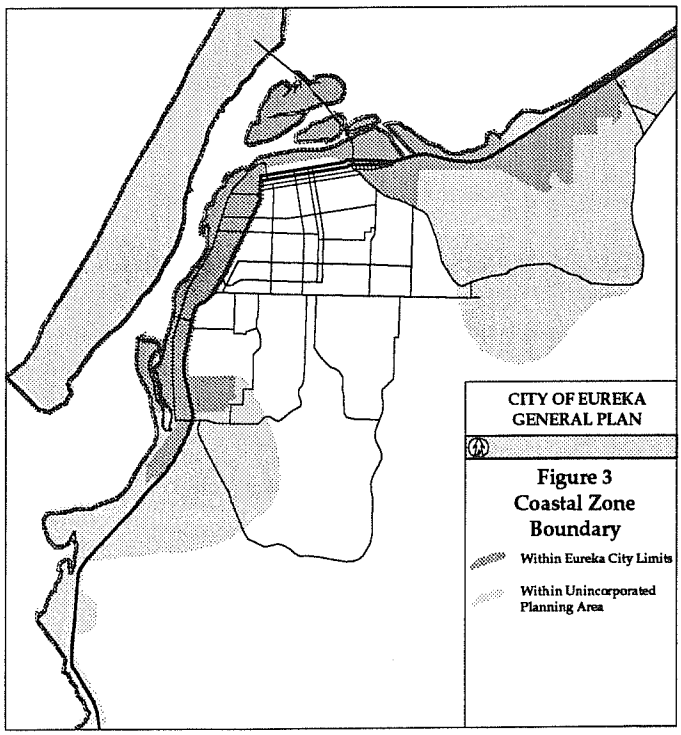
LOCAL COASTAL LAND USE PLAN

This *Policy Document* includes policies, programs, and proposals designed specifically to meet California Coastal Act requirements. This plan updates and, following Coastal Commission approval, will supersede the City's *Coastal Land Use Plan*, which was part of the City's *Local Coastal Program* adopted in 1984.

The California Coastal Act of 1976 requires every city and county lying partly or wholly within the designated c tal zone to prepare a Local Coastal Program. The Coastal Act de ocal Coastal Program as "a local government's (a) land us zoning ordinances, (c) zoning district maps, (d) withi oastal resource areas, other implementing actions, wh taken together, meet the requirements of, and im provisions of this division at the local level." (Resource on 30108.6)

Amended by Council Resolution 2008-08. (amended section on next page)

The policies, programs, a proposals in this *Policy Document* designed to meet Coastal Land Use Plan requirements apply only to land within the city limits of Eureka. Humboldt County's own *Local Coastal Program* regulates land use and development within unincorporated coastal zone areas surrounding Eureka. Figure 3 shows both the incorporated and unincorporated areas falling within the coastal zone defined by state law.



The "Local Coastal Land Use Plan" segment of the General Plan Policy Document Part One *Summary* (pp. 11–12) is amended by Council Resolution 2008-08, adopted March 4, 2008, as follows:

LOCAL COASTAL LAND USE PLAN

This *Policy Document* includes policies, programs, and proposals designed specifically to meet California Coastal Act requirements. This plan updates and, following Coastal Commission approval, will supersede the City's *Coastal Land Use Plan*, which was part of the City's *Local Coastal Program* adopted in 1984.

The California Coastal Act of 1976 requires every city and county lying partly or wholly within the designated coastal zone to prepare a Local Coastal Program. The Coastal Act defines a Local Coastal Program as "a local government's (a) land use plans, (b) zoning ordinances, (c) zoning district maps, (d) within sensitive coastal resource areas, other implementing actions, which, when taken together, meet the requirements of, and implement the provisions of this division at the local level." (Public Resources Code Section 30108.6)

The policies, programs, and proposals in this *Policy Document* designed to meet Coastal Land Use Plan requirements apply only to land within the city limits of Eureka. Humboldt County's own *Local Coastal Program* regulates land use and development within unincorporated coastal zone areas surrounding Eureka. Figure 3 shows both the incorporated and unincorporated areas falling within the coastal zone defined by state law.

In this *Policy Document*, policies, programs, standards, and plan proposals designed to meet Coastal A[illegible] [illegible]ments are noted with the following wave sym[illegible] [illegible]ams, standards, and plan proposals with [illegible]er, also apply outside the coastal zone uni[illegible] [illegible]ation is explicitly limited to the Coastal Zone.

Amended by Council Resolution 2008-08.
(amended section on next page)

EUREKA GENERAL PLAN CONTEXT

The following discussions briefly describe conditions and trends in Eureka that are the context for this General Plan.

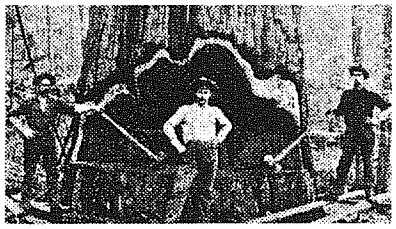
POPULATION AND EMPLOYMENT CENTER OF THE NORTH COAST

As of January 1996, 27,500 people lived within Eureka's city limits, with another 20,000 to 25,000 residents in unincorporated areas immediately adjacent to the city. This combined population of approximately 50,000 makes Eureka the second largest urban area in the north part of the state (after Redding) and the largest urban area in the North Coast region. Eureka is also the economic and governmental center of the North Coast region. It captures a large part of the retail sales and visitor accommodation activity in the region and, as the county seat, is home to numerous local, regional, state, and federal offices.

HIGH SCENIC AND RECREATIONAL VALUE

Eureka is located in the midst of great natural beauty. The city commands dramatic views of Humboldt Bay and is flanked on the east and south by wetlands and agricultural lands. To the southeast, the city's topography rises to merge with the Pacific Coast Range that forms a scenic backdrop to the Humboldt Bay plain. Eureka has tens of thousands of acres of public recreation lands within a one-hour driving radius, including Redwood National Park, Six Rivers National Forest, Humboldt Bay National Wildlife Refuge, Patrick's Point State Park, and Humboldt Redwoods State Park.

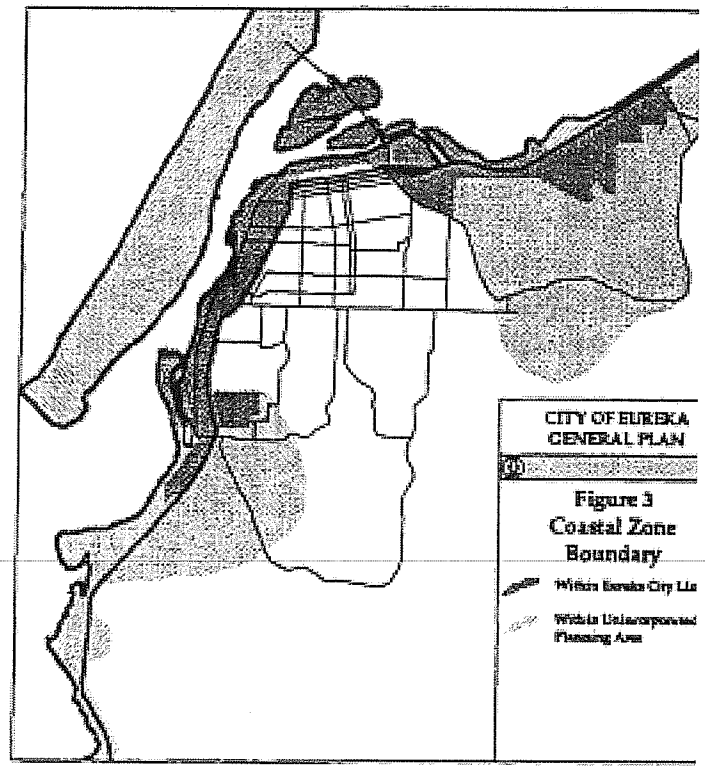
ECONOMIC BASE IN TRANSITION



Eureka's and Humboldt County's economy is in transition. The timber industry, the area's main historical economic activity, has been in decline for many years. The fishing industry is also in decline, but due to new products and aquaculture activities, has managed to hold its own in recent years. In recent years, government, service, and retail activities have been replacing these traditional sources of employment in the Eureka area. According to recent economic reports, tourism and small-scale manufacturing hold promise for economic development in the Eureka area. On the other hand, the prospects for significant port-related development appear to be limited in the next 10 to 15 years.

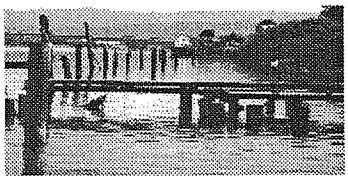
DEEPWATER PORT

Humboldt Bay has served as a major seaport on the Northern California coast for over 100 years. It is the only deep-draft port of commercial importance between San Francisco and Coos Bay, Oregon. Humboldt Bay Harbor historically served large ships transporting timber and wood products and a substantial fishing fleet. Harbor activity has, however, diminished substantially with the decline of the timber and fishing industries.



In this *Policy Document*, policies, programs, standards, and plan proposals designed to meet Coastal Act requirements are noted with the following wave symbol: Policies, programs, standards, and plan proposals with the coastal notation, however, also apply outside the coastal zone unless their application is explicitly limited to the Coastal Zone. With regard to land use designations, Appendix B provides further detail as to the sub-set of General Plan categories applied to the coastal zone portions of the City (i.e., the LUP land use designations), the purposes for, and primary and conditional uses identified for each designation, and the zoning districts which would implement the various plan policies, programs, standards, and proposals.

WATERFRONT

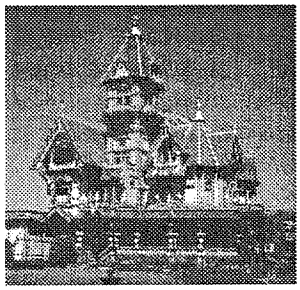


Eureka has an extensive urban waterfront--some seven miles long--devoted primarily to commercial and industrial uses. There are six deepwater cargo facilities and eight fishing boat and other facilities in the incorporated area alone. There are also numerous warehouses, seafood processing plants, and other structures on the waterfront. However, much of Eureka's urban waterfront is in disrepair and/or underutilized. The development and redevelopment of the waterfront is subject to strict coastal regulations and is constrained in many areas by the presence of toxic soils, contaminated groundwater, and unresolved tideland jurisdictional issues.

LIMITED VACANT DEVELOPABLE LAND

There is very little vacant developable land remaining within Eureka's city limits. By 1995, the city limits contained less than 30 acres of vacant residentially-zoned land, with the capacity to accommodate fewer than 300 new housing units. Vacant developable industrial and commercial land is also in short supply. Annexation potential is constrained by topographical, environmental, and financial impediments, and much of the surrounding unincorporated area is already developed.

HISTORIC BUILDING STOCK



Eureka has an impressive legacy of historically-significant buildings. The city's stock of Victorian-era homes is one of the largest in California, and Old Town Eureka, with its numerous historic commercial buildings, is listed on the National Register of Historic Places. Unfortunately, several large historic commercial buildings in Downtown are constructed of unreinforced masonry (URM), posing a safety hazard in a region known for seismic activity. While many have been preserved and rehabilitated, other historic structures have either been poorly maintained and fallen into disrepair or have been demolished because of these conditions.

POTENTIAL FOR TOURISM

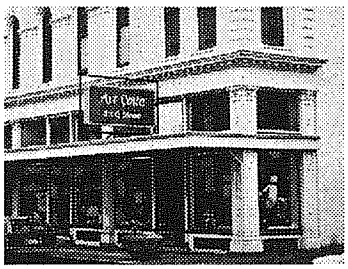
While there are many attractions for the vacationer in Humboldt County, Eureka has yet to establish itself as a major tourist destination. Eureka captures a majority of the total gross room receipts in Humboldt County, indicating the city's tourist accommodations dominate the market. There are, however, limited activities to keep tourists in Eureka for longer than an overnight stay. Eureka's Old Town and Central Waterfront hold the greatest potential for increasing the attractiveness of Eureka as a tourist destination, but suffer from blight and vagrancy. Furthermore, the Central Waterfront contributes little to tourism because tourist/retail activities are largely absent in the area. In both cases, there is significant potential for expanded tourism if economic and pedestrian vitality can be restored in these areas.

DECLINING RETAIL AND OFFICE ACTIVITY IN DOWNTOWN

Closely related to the prospects for improving tourism in Eureka is declining retail and office activity in Eureka's Downtown. Over the last several years, the Downtown area has lost much of its retail and office business to outlying retail areas. The largest of these is the Bayshore Mall, which opened in 1987. More recently, other areas like Henderson Center and the Westside Industrial Area have started to compete with Downtown for retail and office uses, as exemplified by the construction

of the Price-Costco store in the Westside Industrial Area in 1994. If retail business continues to decline in Downtown, it will be difficult to maintain, let alone improve, the attractiveness of the area for tourism.

ACTIVE ARTS COMMUNITY



The Eureka/Humboldt County area is one of the leading art centers for regions of its size, according to a 1990 nationwide survey funded by the National Endowment for the Arts. Eureka has more than 50 non-profit arts organizations that serve the visual, performing, and literary arts in the community. It is also home to numerous art galleries, museums, and theaters. In September 1994, the City of Eureka designated a Cultural Arts Resource District in the Old Town/Downtown area. The district, and the expansion of arts and cultural activities that it will encourage, should enhance the attractiveness of the Old Town Area as a tourist destination and should also increase the overall level of pedestrian activity in the area.

U.S. HIGHWAY 101

Eureka's circulation system is dominated by a grid-street network, with U.S. 101 operating as two one-way streets as it bisects the city's Downtown. U.S. 101 carries heavy traffic, a significant part of which is made up of heavy trucks and recreational vehicles. While traffic problems on U.S. 101 have long irritated Eurekans, nearly 30 years of study and discussion have not identified a feasible alternative to its current configuration.

REGIONAL ISOLATION

Eureka and the Humboldt Bay Area are isolated from the rest of California and other western states by distance, geography, and poor transportation connections. Eureka, which lies approximately 275 miles north of San Francisco and 400 miles south of Portland, is physically surrounded by mountains and Humboldt Bay on the north, mountains on the east and south, and Humboldt Bay and the Pacific Ocean on the west.

Eureka's primary highway links to the rest of California--U.S. 101 and SR 299--are only two lanes in some stretches and are frequently closed by rockslides and road work. Eureka currently has no passenger rail service and only limited freight service due to low demand and poor track conditions. Scheduled flights at the Arcata-Eureka Airport in McKinleyville, the county's principal airport, are infrequent and expensive.

MAJOR THEMES IN THE GENERAL PLAN

Five major themes provide the structure and overarching philosophy in this *General Plan*.

CORE AREA

For the past 25 years, Eureka's Downtown, Old Town, and Central Waterfront area have been the focal point of the City's planning efforts and substantial City investment. Together, these areas are the traditional center of Eureka and are still key to a successful economic development strategy. In recent years the vitality of this area has been eroded by retail competition from the Bayshore Mall and other

outlying shopping areas; relocation of offices to other areas in the city; increasing awareness of and concern for hazardous building conditions; potential problems with toxic soils; and increasing vagrancy. This *General Plan* articulates a new vision concerning the role that a well-defined, concentrated Core Area (including parts of what had been defined variously as Downtown, Old Town, and the Central Waterfront) will play in the citywide context and what can be done to revitalize this critically important area.

EMPLOYMENT AND INDUSTRIAL DEVELOPMENT

Eureka's and Humboldt County's economies are in transition. With the decline of the area's traditional economic base (i.e., timber and fishing), it is important that the City focus its energy on establishing a framework for encouraging new employment-generating development in Eureka. This General Plan outlines the City's priorities for allocating the City's limited land and public resources to facilitate and stimulate economic development.

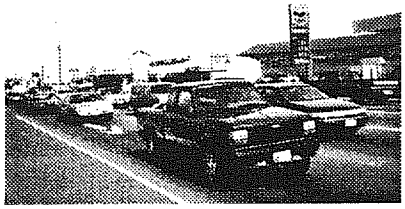
OUTLYING COMMERCIAL DEVELOPMENT

In recent years, virtually all of Eureka's new retail, commercial, and office development has occurred outside the Downtown/Old Town area. Since 1987, the Bayshore Mall has seriously eroded Downtown's local and regional markets; new businesses have continued to develop in the Broadway corridor and in the Westside Industrial Area; and Henderson Center and Myrtletown have continued to expand to serve local retail and office markets. This General Plan outlines the City's expectations for the role these outlying commercial areas will play in the future relative to the Core Area.

PHYSICAL EXPANSION/ ANNEXATION

Eureka has very little vacant land left within its city limits. Accordingly, any significant residential, commercial, or industrial development must occur either through redevelopment of existing incorporated areas or through annexation of adjacent unincorporated land. At the same time, a large unincorporated population--nearly as large as the city's incorporated population--is functionally, but not legally, part of Eureka. This *Policy Document* outlines a process for City consideration of annexations, including specific issues to be addressed in future annexation studies for specific areas. The General Plan does not, however, propose or assume annexation of any particular areas.

CIRCULATION



Eurekans have wrestled with the problems posed by U.S. 101 since the 1960s. The highway is Eureka's primary connection with the outside world and the backbone of its economy. Yet, it is a major nuisance; its heavy traffic volumes with a high proportion of trucks and recreational vehicles divide and disrupt the structure and activity patterns of the city. The adopted alternative route for U.S. 101, which would have created even more problems than the existing route, was formally abandoned in 1995 by Caltrans and the City. Given the unlikelihood that any major alternative to the current configuration of U.S. 101 will be constructed within the next 20 years, this General Plan focuses on how the 101 Corridor can be modestly upgraded to function more efficiently and to better serve local needs.

SUMMARY OF MAJOR GENERAL PLAN PROPOSALS

As indicated earlier, the formal policy content of this General Plan is presented in Part II of this *Policy Document*. Part II is divided into eight sections, each of which deals with a single topical issue and several subissues related to the main topic. The following is a section-by-section summary of the major proposals set forth in the Eureka General Plan.

SECTION 1: LAND USE AND COMMUNITY DESIGN

This section is the most familiar part of a general plan. It contains the Land Use Diagram that prescribes the uses for all of the Planning Area, describes standards for each of the land use designations shown on the Land Use Diagram, and presents a series of goals, policies, and programs designed to guide day-to-day decisions concerning land use, development, and environmental protection in Eureka.

Land Use Diagram

The Land Use Diagram depicts 28 land use designations falling within six major categories, as shown in the following chart:

CATEGORY	DESIGNATION
Core	Retail Commercial (C-RC) Waterfront Commercial (C-WFC) Coastal-Dependent Industrial (C-CDI) Residential-Office (C-RO)
Residential	Rural Residential (RR) Estate Residential (ER) Low Density Residential (LDR) Medium Density Residential (MDR) High Density Residential (HDR)
Commercial	Neighborhood Commercial (NC) Community Commercial (CC) Highway Service Commercial (HSC) Automotive Service Commercial (ASC) General Service Commercial (GSC) Professional Office (PO) Waterfront Commercial (WFC) Medical Services Commercial (MSC)
Industrial	Light Industrial (LI) General Industrial (GI) Coastal-Dependent Industrial (CDI)
Public/Quasi-Public	Public/Quasi-Public (PQP) Civic Government Center (CGC) Park and Recreation (PR)
Open Space	Agricultural (A) Timberland (T) Natural Resources (NR) Water--Development (WD) Water--Conservation (WC)

In reviewing the Land Use Diagram, the reader should note five assumptions and qualifications concerning interpretation and the boundaries of the land use designations. First, in existing developed areas within the city limits, the designations are parcel-specific. This allows for the type of precise prescription of uses that is necessary in already-developed areas to ensure that new development considers existing land use patterns and is consistent with existing development.

Second, in the few undeveloped areas within the city that are designated for new development, the designations are more general to allow for greater latitude for determination of the boundaries between designations.

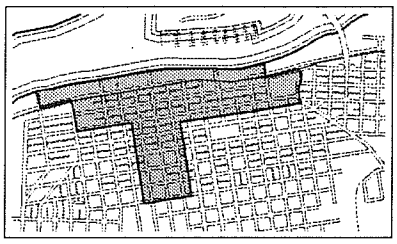
Third, in the unincorporated part of the Planning Area, the designations closely follow those of adopted Humboldt County plans (i.e., *Eureka Area Community Plan, Humboldt Bay Area Plan, Freshwater Community Plan*). In preparing this General Plan, the City translated each of the County's designations into the City designation that most closely corresponds (see Table 1-1 in Part II of this document). For more details on the County's land use standards and designations, the reader should consult the appropriate County plan.

Fourth, as noted earlier in the Summary, the City has incorporated the substantive policies of *1984 City of Eureka Local Coastal Program* into the *Policy Document*. In translating the land use designations from the LCP into the designations appearing on the Land Use Diagram, some of the detailed descriptions from the LCP were generalized. Appendix B of this *Policy Document* explains more fully how the LCP policy was translated and includes the detailed descriptions of the designations in the LCP.

Finally, in interpreting and thoroughly understanding the City's overall land use and development philosophy, users of this *Policy Document* should understand that the goals, policies, and programs contained in Part II are as important, if not more so, than the Land Use Diagram itself. Accordingly, any review of individual development proposals must consider this *Policy Document* as a whole, rather than focusing solely on the Land Use Diagram or on particular policies and programs.

Following are summaries of the General Plan's key land use proposals according to the major designation categories that appear on the Land Use Diagram.

Core Area



Eureka's Core Area is the historical center of urban activity in Eureka and the most intensely developed part of the city, as well as the principal urban center of Humboldt County. Because of these qualities, the City has developed a set of designations specifically focusing on the Core Area that are intended to enhance the vital mixed-use nature of existing development and to encourage new development that reinforces this vitality. The Core designations promote three important development principles, as described in the following paragraphs.

Clear Definition of an Appropriately-Sized Core Area

The combined territory occupied by Downtown, Old Town, and the Central Waterfront is simply too large to effectively and efficiently revitalize as a whole. This General Plan, therefore, focuses attention on a smaller Core Area, recognizing that there are limited financial resources available to both the public and private sectors, and that each

investment needs to generate the maximum benefit both within the Core and to the surrounding area. The policies and programs of this *Policy Document* emphasize immediate City action to invest in, and attract investment to, the redefined Core Area.

Creation of a Compact Pattern of Mutually Reinforcing Land Uses

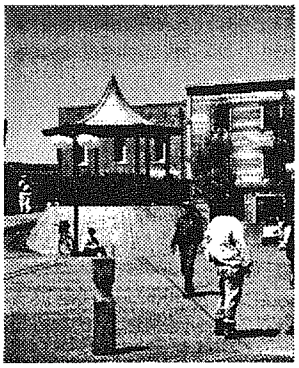
Formulating a development strategy for the Core Area requires more than designating land for different types of development; it requires integrating land uses based on the characteristics and particular requirements of each use to create a pattern of uses that takes best advantage of their functional and locational relationships. The vitality of urban core areas is a product of the synergy generated by these characteristics and relationships. This *Policy Document* does this by establishing a set of development standards that not only promotes a rich mix of uses within the Core Area, but promotes combining of uses within individual buildings to establish a fine-grained mix of activities.

Location of Key Public and Private Facilities

The effective siting of public and private facilities can effectively stimulate and focus activity within the Core. Such facilities can serve as "anchors" that define major destinations and pedestrian pathways, much like anchor stores in commercial shopping malls. This *Policy Document* establishes the land use and policy framework for development of anchors such as a performing arts center, cinemas, or galleries so that they may have the maximum positive effect on the Core Area and Eureka as a whole.

Following these three principles, the development standards for the four Core Area designations (see Figure 4) provide much more detailed direction than those for the designations applied to the rest of the Planning Area.

Core Area Designations
Retail Commercial (C-RC)
Waterfront Commercial (C-WFC)
Coastal-Dependent Industrial (C-CDI)
Residential-Office (C-RO)



This is reflected in two ways. First, the description of permitted uses distinguishes between ground floor (or street level) uses and upper floor uses. The emphasis of ground floor uses is on promoting retail and visitor-serving uses that increase the level of pedestrian activity in the area. For upper floors of buildings, this Plan calls primarily for residential and office uses that provide support for retail businesses in the area and ensure the presence of people in the Core Area around the clock (workers during the day and residents in the evening and through the night).

The second principal distinction between the Core Area land use designations and those for the rest of the city is the specification of both

primary and secondary uses. This approach allows the City to not only express its preferences for the types of development it would like to promote in the Core Area (primary uses), but also to establish a larger range of compatible uses that it will permit (secondary uses). The City has devised this strategy in the interest of establishing an open, flexible approach to development that provides maximum opportunities for new projects that will advance the City's objective of increasing the vitality of the Core Area.

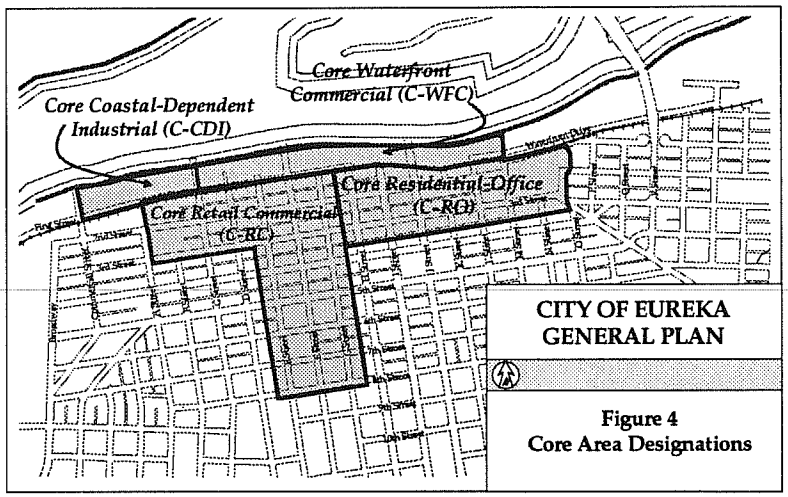
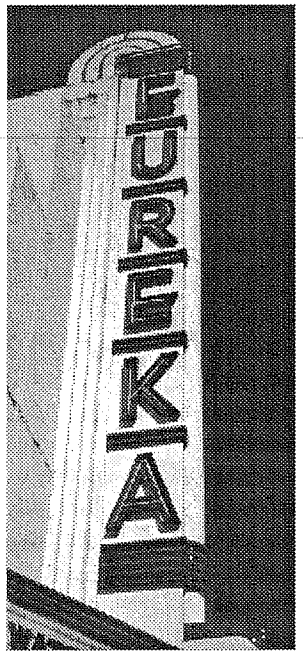


Figure 4
Core Area Designations



The Retail Commercial (C-RC) designation covers the area in the Core Area. This designation provides for a wide variety of uses, with a dual emphasis that promotes visitor-serving uses closer to the waterfront and local-serving retail and cultural uses south of Second Street. The focus of the C-RC designation is on the Core Area's two most important Corridor Streets: F Street and Second Street.

The other designations in the Core Area provide for uses that will draw activity and promote the economic resurgence of the area. This is particularly the case with the two designations along the waterfront (Waterfront Commercial and Coastal-Dependent Industrial). These two designations are particularly critical in that they establish a definitive framework for the City's pursuit of the projects outlined in the *Eureka Waterfront Revitalization Program.*

While the Land Use Diagram provides important direction for the future development of the Core Area, there are nine goals with accompanying policies that focus on different aspects of development in these areas:

- Concentrated Mixed-Use Core
- Arts and Culture
- Waterfront
- Tourism
- Residential Community
- Public Open Space
- View Corridors
- Architectural/Landscape Character
- Maintenance and Safety

Residential Land Use

The five residential designations that appear on the *Land Use Diagram* combine with a set of Residential/ Neighborhood Development policies to create a strong foundation for maintaining Eureka's existing healthy residential neighborhoods, improvement of problem residential areas, and creating sound new neighborhoods.

Residential Designations
Rural Residential (RR)
Estate Residential (ER)
Low Density Residential (LDR)
Medium Density Residential (MDR)
High Density Residential (HDR)

Figure 5 shows the general location of residential designations in the Planning Area.

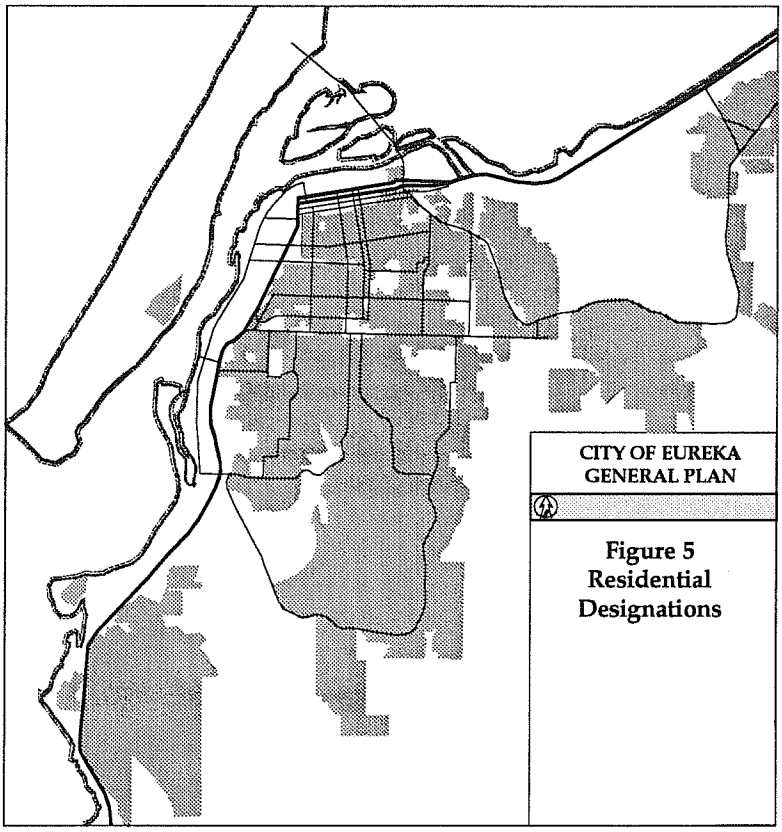


Figure 5
Residential Designations

Generally, the Core Area acts as the anchor for higher density residential uses, with densities generally decreasing as they move to the south and east from the Core.

The residential policy focus of the Plan emphasizes two main themes. The first is promotion of distinct, identifiable neighborhoods that incorporate parks, schools, shopping opportunities, and other daily support services. The second major theme is promotion of infill

development as the preferred means of increasing residential opportunities in the area. This approach accomplishes the dual objectives of making the most effective use of existing facilities and services and discouraging suburban sprawl into the valuable natural areas surrounding the urban area of Eureka.

Commercial Land Use and Development

The principles of commercial development that this *Policy Document* promotes follow themes similar to those for residential development in that they promote efficient, neighborhood-oriented infill projects that take advantage of existing facilities and services, while discouraging sprawling strip commercial development. In addition, the policies and programs of the Plan reaffirm the primary role of the Core Area as the commercial center of not only Eureka, but also of Humboldt County and the California North Coast. Figure 6 shows generally where the Land Use Diagram designates land for commercial development.

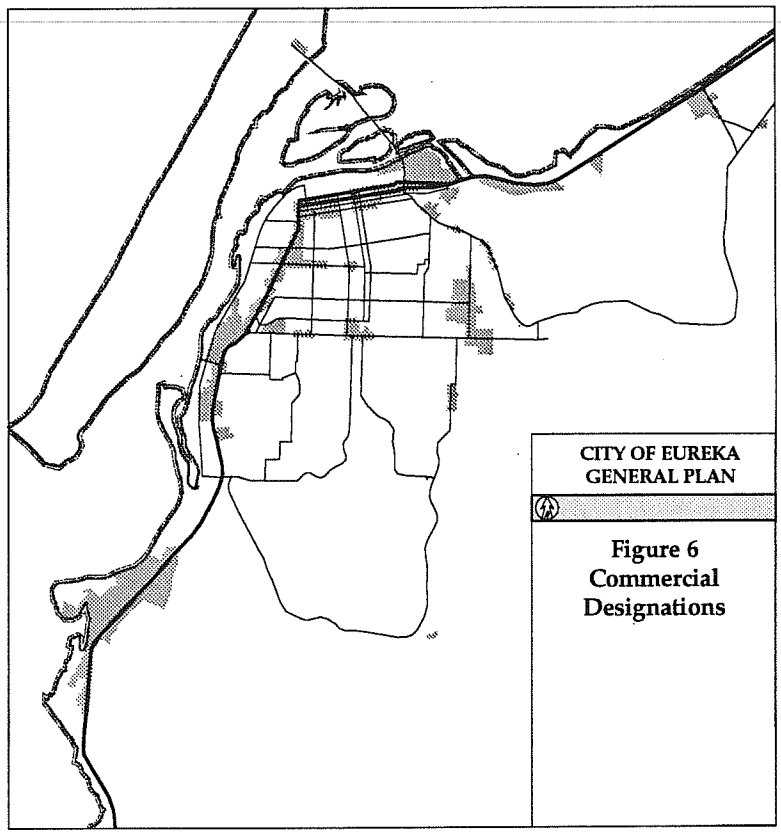
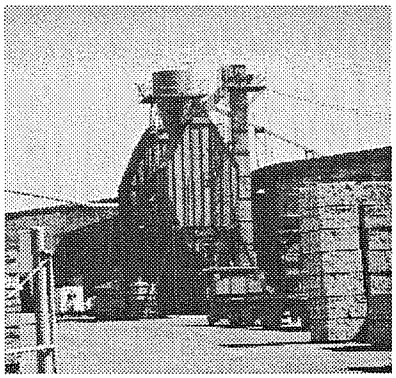


Figure 6
Commercial Designations

Commercial Designations
Neighborhood Commercial (NC)
Community Commercial (CC)
Highway Service Commercial (HSC)
Automotive Service Commercial (ASC)
General Service Commercial (GSC)
Professional Office (PO)
Waterfront Commercial (WC)
Medical Services Commercial (MSC)

Industrial Land Use and Development



Eureka's economy has long been dependent on heavy industrial activity (e.g., lumber, milling, and fishing). Over the past several decades, however, Eureka's and Humboldt County's economies have changed. With the decline of the area's traditional economic base, the City has been compelled to focus its energy on creating a framework for encouraging new employment-generating development in Eureka. Figure 7 shows the general locations of industrially-designated land in the Planning Area.

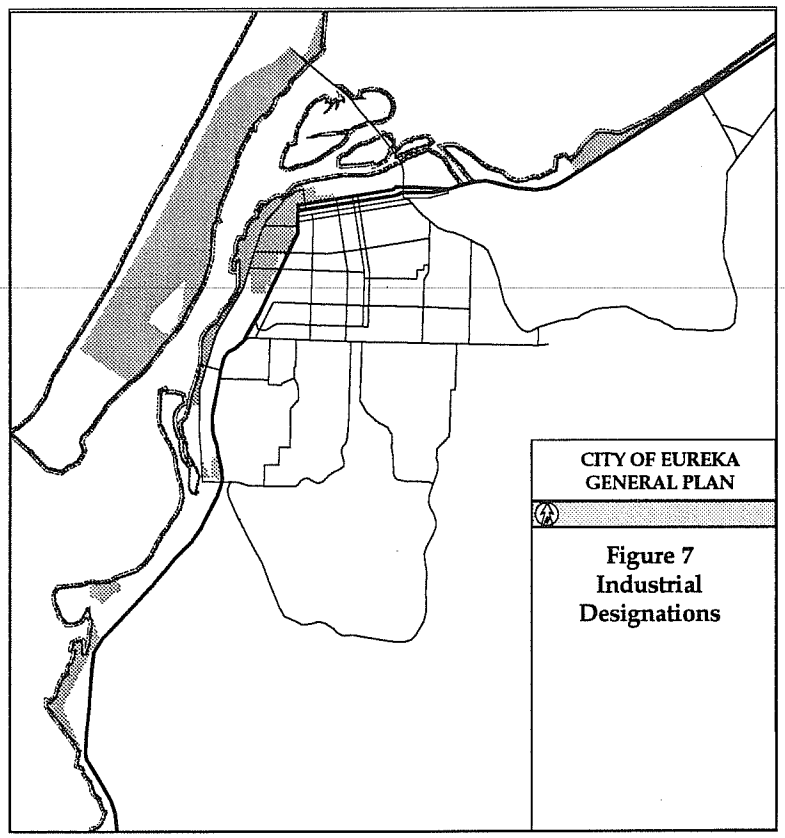
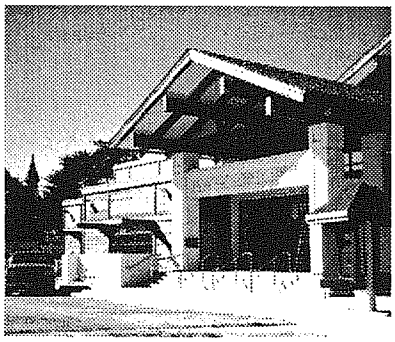


Figure 7
Industrial Designations

Industrial Designations
Light Industrial (LI) General Industrial (GI) Coastal Dependent Industrial (CDI)

The Land Use Diagram and policies and programs of this *Policy Document* establish a solid City commitment to invite and support private investment in industrial activities that will provide a firm foundation for economic transformation and growth. Specifically, this *Policy Document* promotes the development of coastal-dependent industrial uses along the city's waterfront and reuse of vacant land in the Westside Industrial Area

Public/Quasi-Public Land Use



Public uses are an important element in the overall fabric of a community. Accordingly, this *Policy Document* provides a framework for development of such public uses as government offices and facilities, schools, and parks and recreation facilities. Recognizing the status of governmental services as the largest single sector of Humboldt County's economy and Eureka's position as the county seat and regional economic center, this *Policy Document* supports the development of a vital public presence in Downtown Eureka through designation of a Civic Government Center and promotion of public development that contributes to overall economic health of Eureka. In addition, this *Policy Document* also includes land use policies and programs that recognize and reinforce the essential role that public uses (i.e., parks, libraries, and schools) play in the development and maintenance of healthy neighborhoods.

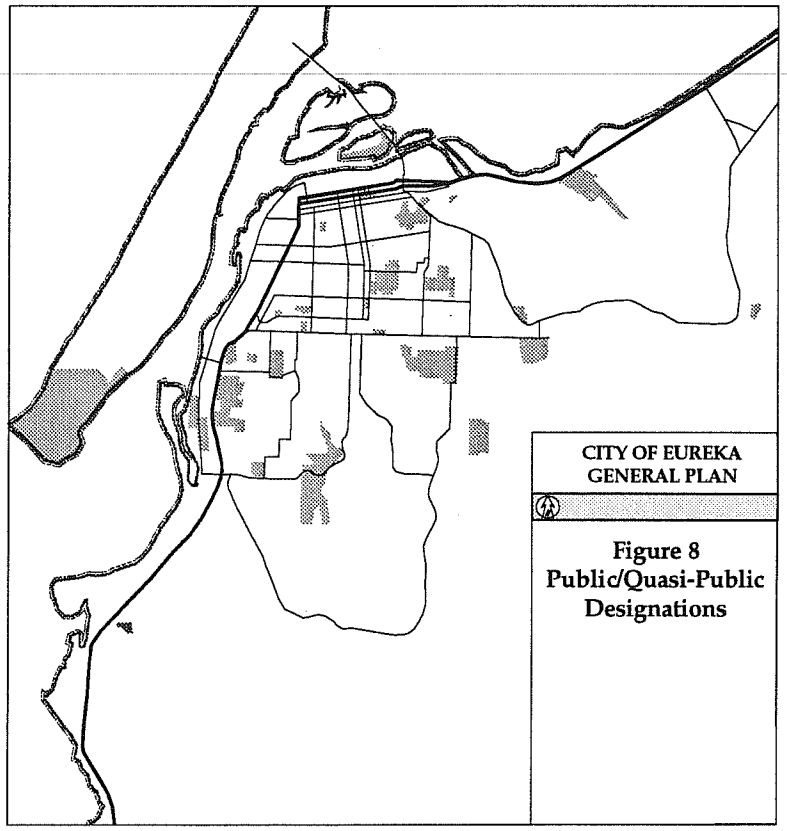


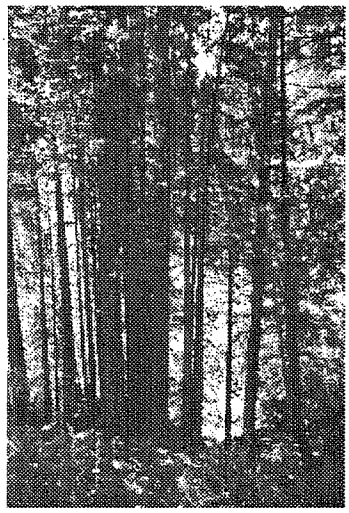
Figure 8
Public/Quasi-Public Designations

Public/Quasi-Public Designations
Public/Quasi-Public (PQP) Civic Government Center (CGC) Park and Recreation (PR)

The general locations of public and quasi-public designations on the Land Use Diagram are shown in Figure 8.

Open Space

Eureka is located in an area with a remarkable amount and diversity of open space, ranging from the gulches that are interspersed throughout the city, to the wetlands and sloughs adjacent to Humboldt Bay, to the farmed areas northeast and south of the Eureka terrace, to the impressive stands of timber in the southeastern part of the Planning Area. Recognizing the value that these resources contribute to the overall quality of Eureka's living environment as well as the local economy, this *Policy Document* grants high priority to protection and conservation of valuable open space. While the Land Use Diagram sets up the general land use regulatory framework for open space conservation, the detailed policies and programs in Section 6, Natural Resources, of this *Policy Document* provide the City's definitive strategy for protection and enhancement of open space.



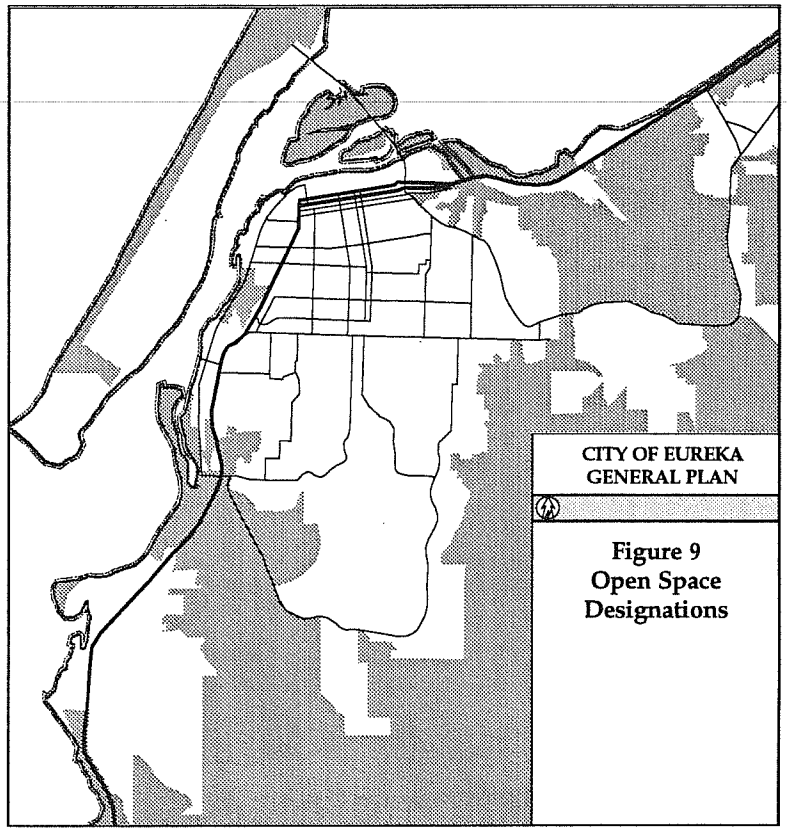


Figure 9
Open Space Designations

Open Space Designations
Agricultural (A)
Timberland (T)
Natural Resources (NR)
Water--Development (WD)
Water--Conservation (WC)

Figure 9 shows the general locations of open space designations on the Land Use Diagram.

General Land Use and Development Policies and Programs

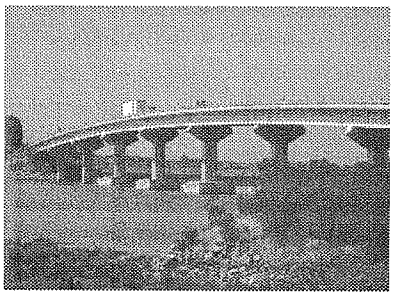
In addition to policies and programs related directly to specific types of development or particular areas of the city, Section 1 of Part II of this *Policy Document* includes the City's policy commitment to promoting an overall land use and development pattern that follows fundamental principles of good planning. In particular, the *Policy Document* commits the City to the following:

- Promotion of neighborhood infill development over sprawl.
- Emphasis on efficient use of public facilities and resources rather than wasteful practices.
- Cooperation with other agencies involved in development regulation in the region rather than competition.
- Balancing of economic development needs and environmental protection needs.

SECTION 2: HOUSING

In December 1995, the City Council adopted the *City of Eureka Housing Element* as the initial effort in the comprehensive update of its General Plan. Section 2 of Part II of this *Policy Document* consists of the policy portion of the adopted *Element*.

SECTION 3: TRANSPORTATION



This *Policy Document* addresses several transportation issues that are critical to the development of Eureka. The most critical consideration related to transportation in Eureka is the maturity of the city. Because most of the land in the city is either developed or permanently committed to its ultimate use, the range of options for dealing with some of Eureka's most important transportation issues is severely limited from a physical development standpoint. Furthermore, some solutions that may be physically feasible are almost certainly infeasible for economic and/or environmental reasons. This *Policy Document*, therefore, concentrates on several strategic solutions that will improve the overall operation of Eureka's transportation network, and which are feasible, both physically and fiscally.

U.S. 101 is Eureka's longest-standing, most difficult traffic problem, with its heavy traffic volumes, including a high percentage of trucks and recreational vehicles, dividing and disrupting the structure and activity patterns of the city. Since 1967, the City had been planning to develop a depressed freeway route (Eureka Freeway) that would have passed through Downtown between 9th and 10th Streets. The Circulation Diagram in this *Policy Document* does not include that improvement, which has been formally rejected by both the City and Caltrans. As an alternative, this *Policy Document* turns its efforts toward two approaches to addressing the problems created by traffic on 101. The first is to complete the extension of Waterfront Drive all the way to the Elk River Interchange (see Figure 10), thus providing a parallel roadway that will provide local travelers an alternative to competing with the through-traffic that causes so much congestion on 101.

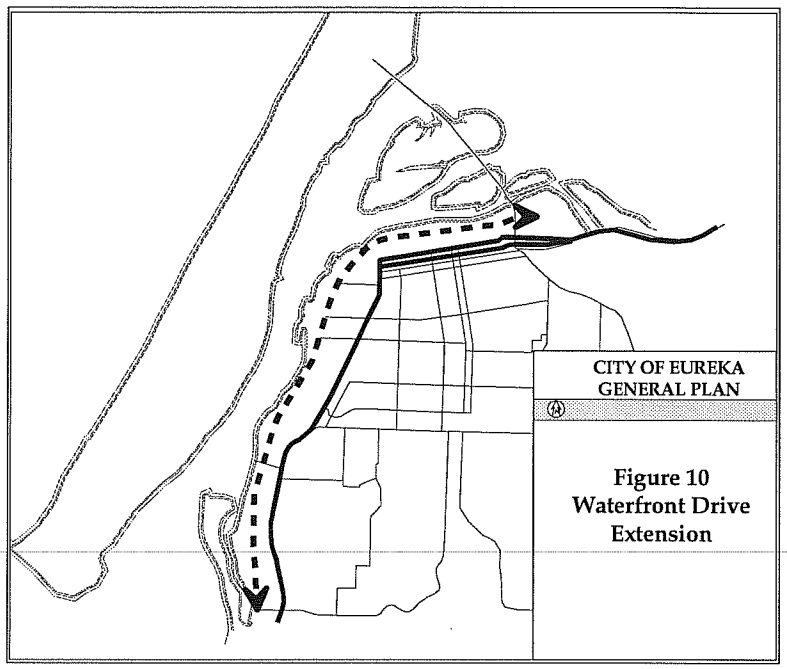


Figure 10
Waterfront Drive Extension

Because any feasible long-term solution to the 101 problem is likely beyond the 20-year time frame of this General Plan, this *Policy Document* defers specific recommendations. It does, however, include a policy calling for the City to work with HCAOG and Caltrans to continue reviewing options for some sort of higher order facility (e.g., expressway or freeway).

The other proposal in this *Policy Document* that deals with 101 traffic relates to the manner in which traffic is channeled through the city. There is little to alert travelers along the 4th/5th Street couplet of the proximity of the Core Area and its opportunities for visitors. This *Policy Document* includes several policies and programs that will focus attention on and increase access to this area, including the development of more formal "gateways" along the 4th/5th Street couplet (Figure 11).

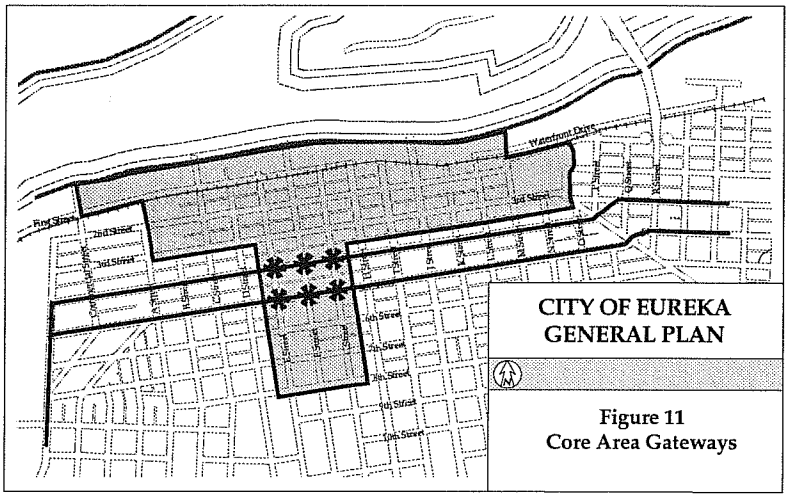
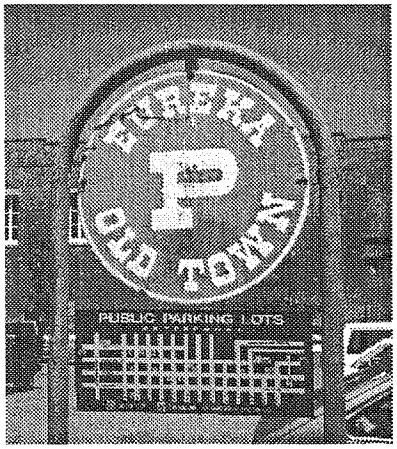


Figure 11
Core Area Gateways

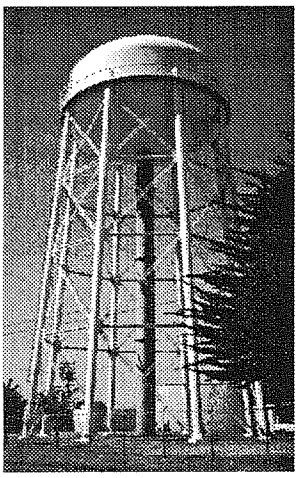


In addition to addressing future roadway plans and improvements, Section 3 of Part II of this *Policy Document* contains goals, policies, and programs related to the following issues:

- Public Transit
- Bicycle Transportation
- Pedestrian Transportation
- Goods Movement
- Rail Transportation
- Water Transportation
- Core Area Circulation and Parking

The overall emphasis of the policies and programs under these topics is the establishment and maintenance of a well-rounded transportation network that includes fully-connected and intersecting streets, pedestrian paths, and bikeways leading to all destinations within the Planning Area. In addition, several policies focus on addressing some of Eureka's difficult parking problems, particularly in the Core Area.

SECTION 4: PUBLIC FACILITIES AND SERVICES



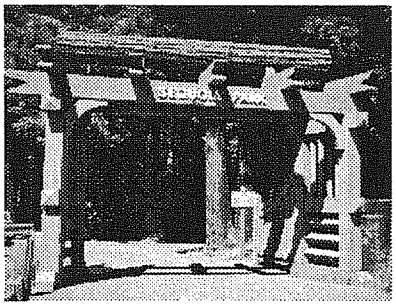
An important result of any comprehensive planning effort should be the assurance that all facilities and services needed to adequately serve development will be accounted for. While the development of specific plans for facilities and services is beyond the purview of the General Plan, this *Policy Document* does establish a framework for guiding planning decisions related to facility development and service provision. The general emphasis of the policies and programs in Section 4 of Part II is on ensuring adequate services, while discouraging unnecessary, wasteful, or inefficient extension of existing systems or development of new facilities. Specifically, this *Policy Document* contains goals, policies, and programs related to the following topics:

- Water Supply and Delivery
- Wastewater Collection, Treatment, and Disposal
- Stormwater Drainage
- Solid Waste Collection and Disposal
- Law Enforcement
- Fire Protection
- Schools

The policies and programs articulated under these topics will ensure that current and future residents of and businesses in Eureka are served by a well-rounded, efficient, and environmentally safe system of public facilities and services.

SECTION 5: RECREATIONAL AND CULTURAL RESOURCES

Eureka is blessed with an outstanding array of recreational and cultural opportunities. The city's physical setting provides outstanding natural opportunities for outdoor recreation, while the City's developed parkland and recreation programs provide ample opportunities for residents and visitors to participate in passive and active recreation. In addition, Eureka has unparalleled historic and cultural richness, including an outstanding stock of historically and architecturally significant buildings. The city also has an active arts

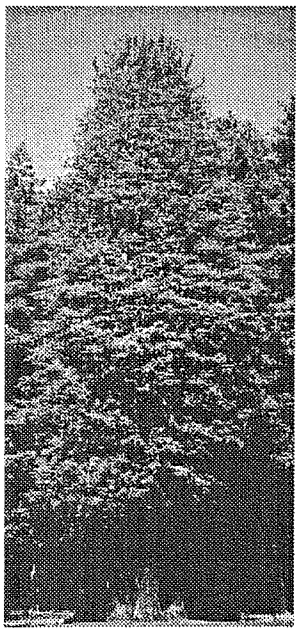


community that provides Eureka residents and visitors access to a variety of fine and performing arts activities.

The goals, policies, and programs in Section 5 of Part II of this *Policy Document* articulate the City of Eureka's high level of commitment to ensuring high quality recreational opportunities for Eureka residents and visitors, preserving the city's rich cultural heritage, and supporting the continued development of Eureka's thriving arts community. The policy content of the section is divided into following six topics:

- General Parks and Recreation
- Coastal Recreation and Access
- Recreation Services
- Arts and Culture
- Historic Preservation
- Archaeological Resources

SECTION 6: NATURAL RESOURCES



As the earlier discussion of the open space designations on the Land Use Diagram indicates, Eureka is located in an area of outstanding and diverse natural quality. The goals, policies, and programs in Section 6 of Part II of this *Policy Document* accompany the open space designations on the Land Use Diagram to provide a high level of protection for the valuable natural resources in the Planning Area. The section addresses the following issues:

- Aquatic Resources and Marine, Wetland, and Riparian Habitat
- Agricultural Preservation
- Conservation of Open Space
- Timber Resources
- Air Quality--General
- Air Quality--Transportation/Circulation

In large part, the policies and programs in this *Policy Document* represent affirmations of the City's historical attention to protecting local natural resources. In particular, it carries forward the policies and programs from the City's Local Coastal Program (LCP), while in many cases strengthening the City's policy commitment by applying coastal zone policies citywide. The result is a system of well-defined natural areas that are protected from development.

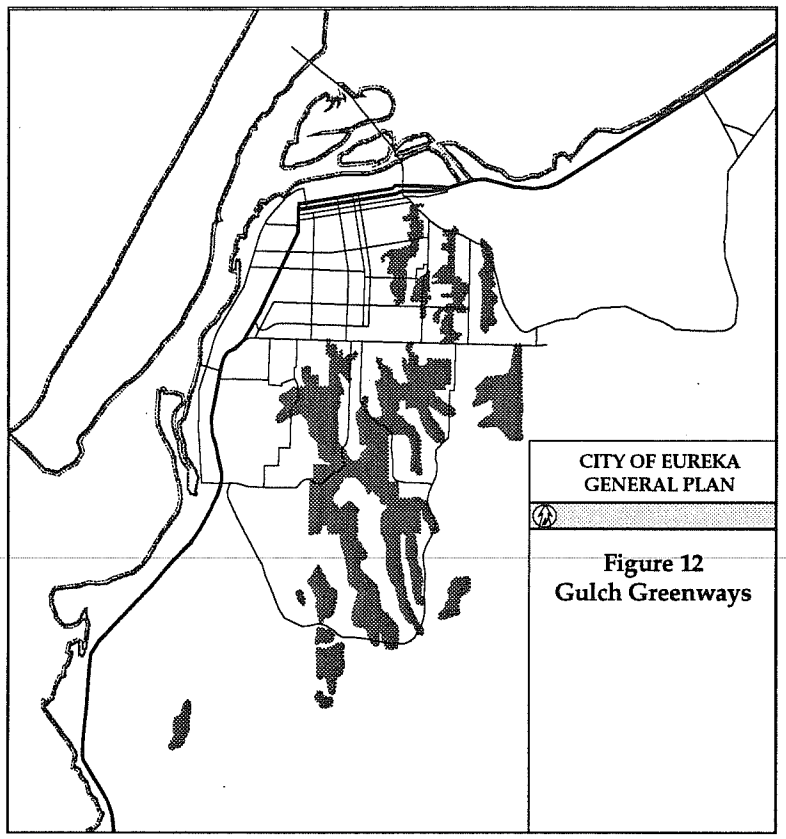


Figure 12
Gulch Greenways

The policies and programs in Section 6 reflect a particularly strong effort to protect the natural terrain, drainage, and vegetation of the community, while preserving superior examples of open space, such as the city's gulches and greenways (see Figure 12). In addition, this *Policy Document* formalizes the City's commitment to developing a comprehensive wetland development and protection strategy, as initiated in the City's LCP and articulated in the *Waterfront Revitalization Program.*

SECTION 7: HEALTH AND SAFETY

Eureka is located in a region that is subject to some potentially significant natural hazards. Most importantly, the area is vulnerable to earthquakes and their associated seismic effects. Section 7 of Part II of this *Policy Document* addresses the following health and safety issues:

- Seismic Hazards
- Geological Hazards
- Fire Safety
- Flooding
- Hazardous Materials and Toxic Contamination
- Emergency Response
- Residential Noise Exposure
- Noise Compatibility

The primary intent of all of the goals, policies, and programs listed under these topics is to protect Eureka residents, businesses, and visitors from the harmful effects of natural and man-made hazards. In doing so, the City hopes to protect both the physical well-being of Eureka residents and visitors and to ensure that development investments fully consider the implications of potentially hazardous conditions in the area.

SECTION 8: ADMINISTRATION AND IMPLEMENTATION

This section contains goals, policies, and programs to ensure that the City of Eureka maintains a high level of attention to the General Plan by providing for routine review and update of the *Policy Document* and *Background Report* and ensuring that other City regulations and ordinances are consistent with the General Plan.