

# Shasta Dam Boulevard Corridor Summary Report

December, 2009

Prepared for



Prepared by

**AECOM**

Made possible by funding from the State of California Housing and Community Development CDBG Planning and Technical Assistance Grant No. 07-PTAE-3339.





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**NOTE:**

**STAFF REPORT AND APPROVED RESOLUTION  
WILL BE INSERTED POST CITY COUNCIL MEETING**

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# APPENDIX A

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## Economic Report



**AECOM**

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## Memorandum

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Date: December 10, 2009  
To: City of Shasta Lake  
From: EDAW Sustainable Economics  
Subject: Peer Review of *Shasta Lake Comprehensive Economic Development Strategy*, *Central Business District Conceptual Plan and Implementation Strategy*, and *Downtown Market Absorption Study*

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EDAW has reviewed the *Shasta Lake Comprehensive Economic Development Strategy* (2003 Economic Development Strategy), the *Central Business District Conceptual Plan and Implementation Strategy* (1998 CBD Plan), and the *Downtown Market Absorption Study* (2005 Market Absorption Study). The 1998 CBD Plan is primarily a design document that has influenced the creation of Proposed Zoning Districts (Appendix C) and Opportunity Site Concept Plans (Appendix D) of the overall *Shasta Lake Healthy Communities Planning Report*. The 2005 Market Absorption Study and 2003 Economic Development Strategy are analyzed in this report for their economic relevance. Six recommendations have been prepared for the City of Shasta Lake (City) to consider when updating this strategy.

### **Recommendation #1: Update Data and Consider the New Economic Climate**

Since the 2003 Economic Development Strategy and 2005 Market Absorption Study were prepared, the California economy, like most of the nation, has undergone a severe downturn marked by massive job losses and rapidly rising unemployment. According to the California Economic Development Department (CA EDD), California has lost 791,000 nonfarm jobs (5.2 percent) between July 2007 and April 2009, constituting the largest loss of jobs since World War II. These economic problems originated in the housing and financial sectors and have since spread into the rest of the economy; consumer confidence is considered to be at an all-time low. Economic development strategies centered on building housing and adding to the retail health of local economy have to be re-evaluated.

Economic recessions tend to be cyclical, so while this current downturn may be unique, a downturn of noticeable magnitude will happen again. Therefore, it is important for Shasta Lake's economic development strategy to consider this possibility and to plan for future downturns, namely through a focus on developing a diversified, resilient economy and workforce. This can be particularly challenging in more rural areas, as these locations tend to be dominated by a select number of industries. However, the ability to create a resilient economy – a diverse, highly skilled, flexible, enterprising, inclusive, and connected economy – is possible in cities of all sizes.

Table 1 displays the unemployment rates in the City of Shasta Lake, Shasta County (County), and California from 2007 through August 2009. As this table demonstrates, it is not uncommon for Shasta Lake to have a higher unemployment rate than the county and state. However, the City's unemployment rate has been markedly high in recent months. This indicates a clear need to update the economic development strategy that prepares the City to better weather economic recessions.

**Table 1: Unemployment Rates, 2007 - 2009**

	Shasta Lake	Shasta County	California
2006 - Avg Annual Rate	8.7%	6.6%	4.9%
2007 - Avg Annual Rate	9.9%	7.5%	5.4%
2008 - Avg Annual Rate	13.2%	10.1%	7.2%
Jan-09	19.7%	15.3%	10.6%
Feb-09	20.6%	16.1%	11.0%
Mar-09	21.5%	16.8%	11.5%
Apr-09	19.7%	15.3%	11.0%
May-09	19.4%	15.1%	11.3%
Jun-09	19.5%	15.1%	11.2%
Jul-09	19.8%	15.4%	11.6%
Aug-09	20.1%	15.6%	12.1%

Source: CA EDD, 2009; EDAW, 2009.

The data in the 2003 Economic Development Strategy relies heavily on 2000 U.S. Census data and on countywide employment information that is nearly ten years old and needs to be updated. In addition, the economic development strategy needs to be re-evaluated to consider the altered economic climate in California and the United States as a whole. While recessions are cyclical, many economists are predicting that this current downturn has fundamentally changed the economy. Consumers are expected to control their spending and increase their savings rate; this will significantly impact retail and tourism industries, as has been seen in recent months, and is expected to continue for years to come. As will be discussed later in this memo, this shift indicates that the City may want to consider an economic development focus on tourism that is combined with a more diverse and sustainable economic base.

The Downtown Market Absorption Study includes information that is still valuable for the City to consider and implement. The household survey and merchant interviews of the Downtown Market Absorption Study still provide useful insights into the residential shopping patterns of Shasta Lake and the needs of the retail businesses that are likely still relevant today. In addition, the recommendation to focus on local serving retail still holds true. However, the Downtown Market Absorption Study's land absorption analysis, along with the retail leakage analysis of the 2003 Comprehensive Economic Development Strategy, need to be updated to reflect the current economic climate and to evaluate retail growth in the City of Shasta Lake, the City of Redding, and Shasta County to determine the current gap between supply and demand for commercial land and services. The City might also consider modeling land absorption based on historic development trends within the City and County, in addition to an analysis based on employment growth.

**Recommendation #2: Focus on Improving the Workforce**

Absent from the 2003 Economic Development Strategy is a description and discussion of the labor market of the City of Shasta Lake and Shasta County. This information is included in the Appendix of the report but is not incorporated into the analysis. A city's economic composition and success is largely dependent on the characteristics of its workforce (primarily educational attainment and age). Without a discussion of this information, as well as information on the educational opportunities available in Shasta Lake and Shasta County, it is difficult to assess the aptitude of existing residents to attract new businesses and industries and also to determine whether an emphasis on workforce

training needs to be a component of this economic development strategy. A skilled and educated workforce is one of a city's greatest assets in attracting and retaining employers. Furthermore, the skill level of a workforce impacts a city's ability to withstand economic downturns; according to the California EDD, unemployment rates in April 2009<sup>1</sup> were highest among workers in less skilled occupations.

As shown in Table 2, in 2000<sup>2</sup>, educational attainment was lower in Shasta Lake than in Shasta County and California; seven percent of Shasta Lake residents over age 25 had at least a bachelor's degree while 16 percent of Shasta County residents and 27 percent of California residents achieved this level of educational attainment. At the opposite end of the spectrum, 58 percent of Shasta Lake residents had a high school education or less versus 45 percent of Shasta County residents and 43 percent of Californians. These low levels of educational attainment within the City suggest that the City's workforce would benefit from job training and adult education opportunities, and strategies to increase the skill set of the Shasta Lake workforce should be included in the economic development strategy. Also important is attracting more highly educated persons to Shasta Lake by offering better quality of life and housing that would attract more skilled professionals.

**Table 2: Educational Attainment (Population 25 Years and Older)**

	<u>Shasta Lake</u>		<u>Shasta County</u>		<u>California</u>	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Less than high school	1,360	24%	17,952	17%	4,942,743	23%
High school graduate	1,914	34%	29,658	28%	4,288,452	20%
Some college	1,524	27%	31,938	30%	4,879,336	23%
Associate's degree	503	9%	9,916	9%	1,518,403	7%
Bachelor's degree	315	6%	12,118	11%	3,640,157	17%
Master's degree or higher	73	1%	5,690	5%	2,029,809	10%
<b>Total</b>	<b>5,689</b>	<b>100%</b>	<b>107,272</b>	<b>100%</b>	<b>21,298,900</b>	<b>100%</b>

Source: U.S. Census, 2000; EDAW, 2009.

Workforce participation is also relatively low and indicative of the age distribution and higher proportion of disabled persons in Shasta Lake compared to the Shasta County and California. As shown in Table 3, approximately 43 percent of the population participates in the labor force. This is compared to 46 percent for Shasta County overall and 48 percent for California. When considering labor markets, employers generally pursue areas with higher concentrations of well-educated and young professionals. While Shasta Lake cannot massively change its labor force, it is important to understand its strengths and weaknesses to identify which type of industries may be suited for Shasta Lake's labor force and factors that will attract the region's top labor force.

<sup>1</sup> California Employment Development Department at <http://www.labormarketinfo.edd.ca.gov/>

<sup>2</sup> 2000 is the most recent year data is available.

**Table 3: Labor Force Participation, 2008**

	Shasta Lake	Shasta County	California
Labor Force	4,400	83,700	18,391,800
Population	10,279	182,236	38,049,462
<b>Labor Force / Population (%)</b>	<b>43%</b>	<b>46%</b>	<b>48%</b>

Source: CA EDD, 2009; CA DOF, 2009; EDAW, 2009.

**Recommendation #3: Grow Basic Industries and Industry Clusters**

A city’s economic development strategy should primarily be based on attracting or growing basic industries. A basic industry exports the majority of its production and brings money from other locations into the region. As a result, it is able to create new income and additional spending power in the area’s economy. It generates housing demand as employment grows and increases service and retail employment as external dollars are injected into the local economy. In contrast, a non-basic or support industry produces outputs that only satisfy local demand and, thus, does not bring additional income into a region.

While the 2003 Economic Development Strategy includes a thorough discussion of many of the basic industries in the county, the strategy would benefit from an industry cluster analysis rather than a listing of the individual industries. A cluster analysis accounts for synergies across industries and hones in on a region’s true competitive advantage.<sup>3</sup> After the clusters of the region are defined and their concentrations and growth analyzed through a shift-share analysis, key industries that further contribute to growing clusters could be identified for targeted recruitment in the economic development strategy.

It is important to perform an economic analysis at a regional level (such as Shasta County), as the flow of people, capital, and commodities is not limited to city boundaries. However, the strategy also should include more specific information about the industries in Shasta Lake. The 2003 Economic Development Strategy states that the City has the best industrial park product in Shasta Valley, but there is little discussion of the types of industries that occupying this space or are best suited to this product. Maps and graphical representations of the concentrations of industry and commercial space within Shasta Lake would also be beneficial, as would a more thorough description of the City’s resources (water, power, rail, etc.). For example, rail, which is mentioned as an asset in the SWOT (strengths, weaknesses, opportunities, and threats) analysis, is highly desired by certain industries, but the study does not discuss the rail line’s proximity to vacant industrial land or available industrial space. While a cluster analysis can speak to a region’s competitive advantage, a thorough description of the city’s existing industries, land capacity, locations of industrial or commercial-designated space, and resources is important to fully understand the City’s competitive advantage within the region.

As shown in Table 4, an analysis of the jobs by industry type reveals that Shasta Lake has a distinctly different mix of industries than the county as a whole. Shasta Lake’s top two industry sectors in 2006 were manufacturing (30 percent of total jobs) and education (23 percent of total jobs) while Shasta County’s percentage of jobs in these sectors were 5 percent and 9 percent, respectively. Shasta County’s employment is considerably more diversified than Shasta Lake as no industry makes up more than 16 percent of the jobs in the county. Health care and retail trade are the county’s largest

<sup>3</sup> Simply put, an industry cluster is a geographical concentration of industries that gain performance advantages through co-location.

employers. A more thorough discussion of the industry sector differences between Shasta Lake and Shasta County and the reasons for these variations should be included in the updated strategy.

Table 4 states that there were 1,230 jobs in Shasta Lake in 2006 while the 2003 Economic Development Strategy states that industries in Shasta Lake employed approximately 3,374 people in 2000. It should be noted that the 2003 Economic Development Strategy has incorrectly reported employed residents as employment in Shasta Lake. According to the U.S. Census, Shasta Lake's employed civilian population age 16 years and older was 3,374 persons in 2000. These residents, however, may not have worked in Shasta Lake. In fact, according to the U.S. Census Bureau Longitudinal Employer-Household Dynamics tool, only 7 percent of Shasta Lake's employed residents worked in Shasta Lake in 2006. The majority (59 percent) worked in Redding while 40 percent of Shasta Lake workers lived in Redding. Given Redding is a large population center for the county and its close proximity to Shasta Lake, it is not surprising that there is a significant exchange of workers between the two cities.

**Table 4: Jobs by Industry Type, 2006**

Industry Sector	Shasta Lake		Shasta County	
	Estimate	Percentage	Estimate	Percentage
Manufacturing	367	30%	2,829	5%
Education	283	23%	5,345	9%
Retail Trade	178	15%	8,834	16%
Utilities and Construction	156	13%	4,668	8%
Health Care	59	5%	9,112	16%
Professional Services	49	4%	5,739	10%
Arts, Recreation, and Accommodation	50	4%	7,210	13%
Fire	18	1%	2,853	5%
Public Administration	9	1%	2,836	5%
Other	61	5%	7,568	13%
<b>Total</b>	<b>1,230</b>	<b>100%</b>	<b>56,994</b>	<b>100%</b>

Source: U.S. Census Bureau Longitudinal Employer-Household Dynamics, 2006; EDAW, 2009.

#### **Recommendation #4: Be Wary of a Tourism-Based Economy**

Though tourism is a basic industry, an economy based largely on tourism can be especially vulnerable to economic swings and risk of decline during an economic downturn. This is due to the low wages and skill levels of the industry's jobs and its non-essential (luxury) function. The mean hourly wages for occupations in the tourism industry are lower than the wages of typical occupations in other basic industries, such as the manufacturing industry (Table 5). As discussed earlier, low wage and skill workers are more at-risk at losing their jobs in a downturn than workers with skilled occupations.

There is much speculation among economists at present that consumers will not drive economic growth as they did in the last economic expansion but will, instead, increase savings and spend more modestly. In theory, this could benefit local tourism. As Californians are already the main contributor to tourism-based spending in the state, many state residents may choose to vacation in-state to decrease costs. However, when consumer confidence is low, the tourism industry suffers even if more California residents visit in-state tourist destinations. The Access America Vacation Confidence Index surveyed one thousand Americans and found that, while the

majority of respondents (67%) felt that vacations are important, 23 percent of those who place an emphasis on travel are not planning to take a trip in 2009.<sup>4</sup> Furthermore, the California Travel and Tourism Commission reported that California’s tourism industry is slightly worse off than the rest of the country. California has experienced a 22 percent decline in revenue per available room for the first half of 2009, while the country as a whole saw a decline of 19 percent.

**Table 5: Hourly Mean Wage in Redding MSA, 2009**

Occupation	Hourly Mean Wage
<i>Tourism</i>	
Hotel, Motel, and Resort Desk Clerk	\$10.19
Housekeeping Cleaners	\$9.56
Recreation Workers	\$10.93
Waiters and Waitresses	\$8.92
<i>Manufacturing</i>	
Assemblers and Fabricators	\$13.06
Cutting Machine Workers	\$17.56
Electrical Equipment Assemblers	\$14.57
Food Batchmakers	\$13.26
Production Workers	\$11.14
Engineers	\$48.60

Source: CA EDD, 2009; EDAW, 2009.

The Redding/Chico area has fared worse than California. According to Smith Travel Research, occupancy declined 15.2 percent in Redding/Chico and 12.7 percent in the state between January 2008 and January 2009. Many jurisdictions in California also consider tourism to be a key component of their economy, and there is ample competition for visitors. For these reasons, Shasta Lake should be cautious about placing too much emphasis on tourism in its economic development strategy. Granted, increased quality of life, accentuating local historic land marks, and building on natural features can increase tourism and attract employers to Shasta Lake. Moreover, the City should consider focusing tourism attraction as supplemental to a larger economic development strategy that supports basic employment growth in Shasta Lake.

**Recommendation #5: Focused Retail Zones**

The 2003 Economic Development Strategy includes a thorough discussion of the retail leakage and retail potential in Shasta Lake. This information needs to be updated to determine whether the Shasta Lake market is still underserved by retail opportunities. If still underserved, improving the supply of retail in the city could be an important component of economic development, as retail can improve the quality of life of residents, make a city a more attractive place to do business, and increase the City’s tax revenue. However, similar to the tourism industry, Shasta Lake should be cautious about focusing too heavily on retail as an economic development strategy, as wages in this industry are generally low. If an analysis finds that Shasta Lake is still losing retail sales revenue to other locations within the region, the City should concentrate retail in zones in order to take advantage of comparison

<sup>4</sup> Hospitality Trends. “Travel Survey Finds Americans Suffering from ‘Vacation Deficit,’” <http://www.htrends.com/researcharticle40428.html> (accessed September 17, 2009).

shopping and to ensure sufficient foot traffic. Concentrated commercial nodes can create synergies across retailers rather than offering long retail corridors which can generate an oversupply of retail and dilute the viable retail businesses along the corridor.

## **Recommendation #6: Develop the Green Economy**

California is leading the way in adopting strategies and implementing technology related to climate change and renewable energy, thanks in part to legislation such as AB 32 and SB 375. Furthermore, in September of 2008, the Green Collar Jobs Act was signed into law in order to ensure the California workforce is prepared to meet the needs of the green economy. The California Energy Commission recently announced that approximately \$70 million will be invested in the Clean Energy Workforce Training Program to create a workforce capable of filling the jobs necessary to promote renewable energy development, greenhouse gas reduction strategies, and green buildings. The federal government has also taken a keen interest in climate change in recent months and offers funding through the American Recovery and Reinvestment Act (ARRA) for energy efficiency and green job activities. Consequently, green jobs or green economy initiatives are becoming an increasingly important component of economic development strategies to ensure the workforce of the City is prepared to work in this growing field and to ensure residents and City staff do not have to look outside of the City for the expertise necessary to meet their own energy efficiency or greenhouse gas reduction goals.

Depending on the natural, renewable resources available in Shasta Lake, the green economy in the city may or may not be a basic industry. Regardless, there are a number of tax incentives, rebates, and other funding sources available to homeowners, businesses, and the local government from the state and federal government to assist in the installation of renewable energy and to improve the energy efficiency of existing buildings. This outside funding can cause the green industry to act like a basic industry, as it increases the spending power in the city's economy and assists in the creation of green jobs. While it is unknown how long such tax incentives will continue to be available, most economists expect that green building, energy efficiency, and renewable energy fields will continue to grow. Furthermore, the savings experienced by consumers of energy and water efficient technologies can increase discretionary spending, adding more money to the local economy. Some economists have also found that investment in green energy development has a higher multiplier than tax cuts or fossil-fuel investments.<sup>5</sup> Therefore, it is important for contractors, construction workers, electricians, engineers, landscapers, and other related professionals in every city to be capable of working in these fields, and developing Shasta Lake's green economy should be included in its updated economic development strategy.

## **Summary of Recommendations**

Based on our review of the 2003 Economic Development Strategy, EDAW recommends that the City of Shasta Lake update the strategy with the following additions or changes:

1. Update data with current estimates and consider the new economic climate.
2. Analyze and develop the City's workforce.
3. Determine the region's industry clusters and its competitive advantage. Focus efforts on attracting or growing basic industries that contribute to these clusters.
4. Be wary of placing too much emphasis on tourism.

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<sup>5</sup> "Growing 'Green' Jobs Is a Long-Term Task, Advocates Say," 14 August 2009. New York Times: <http://www.nytimes.com/cwire/2009/08/14/14climatewire-growing-green-jobs-is-a-long-term-task-advoc-28651.html> (accessed September 21, 2009).



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5. Evaluate the retail supply and leakage to other cities. Create focused retail zones.
6. Take advantage of state and federal green jobs resources. Grow Shasta Lake's green economy and train the workforce for this emergent field.

## **APPENDIX B**

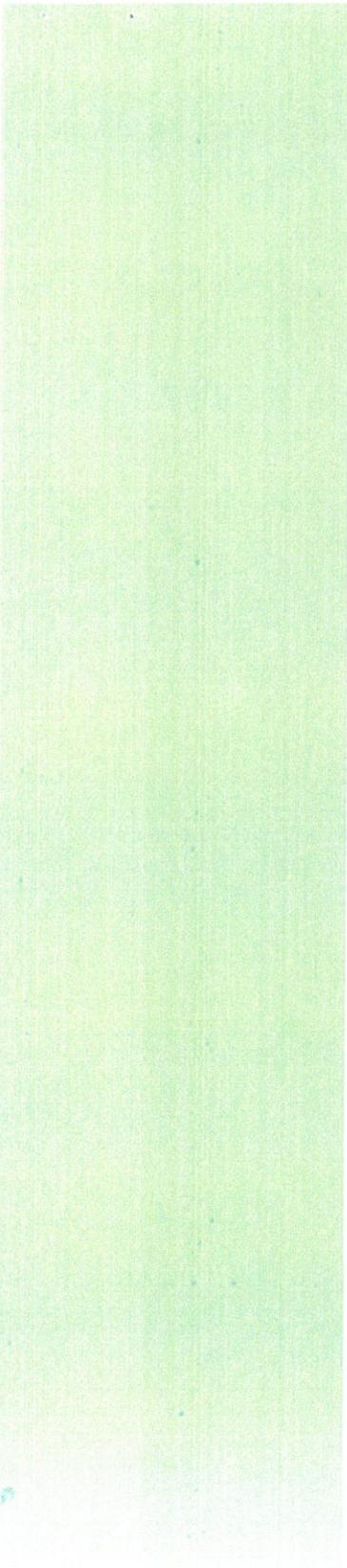
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### **October 13, 2009 Workshop Summary**



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# Shasta Lake 3<sup>rd</sup> Community Meeting Summary

Held at:  
John Beaudet Community Center

October 13, 2009



EDAW | AECOM



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## 1.0 OVERVIEW AND PURPOSE OF WORKSHOP

A community meeting was held on October 13, 2009, the last in a series of three workshops intended to contribute to the City's general plan update. An earlier workshop in May focused on healthy community principles and provided some guidance on community design preferences. The resulting May/June Summary Report was presented to the public and city council on October 6, 2009.

The workshop opened with an overview of a memo summarizing an economic peer review. The workshop then moved to its primary purpose: an expansion of the design preferences identified in earlier workshops to provide guidance for development standards to be included in the General Plan. Workshop participants consisted of business owners, including property owners with businesses located in the opportunity site; City Council and Planning Commission members; City staff; and members of the general public. Workshop activities focused on design include:

- A branding exercise to identify preferences for the emerging character of Shasta Lake;
- A discussion of imagery from other communities to elicit preferences for the potential design of the Shasta Dam Blvd. corridor; and
- An interactive, hands-on design exercise focusing on an opportunity site between Median and Grand Avenues that could be representative of future development in the corridor.

These workshop activities and their results are summarized in the remainder of this Community Meeting Summary.



*Some participants at the October 13, 2009 workshop*

## 2.0 ECONOMIC DEVELOPMENT MEMO

EDAW-AECOM completed a peer review of the city's economic reports which was provided to the city and distributed prior to the workshop. The workshop opened with an introductory overview of the Economic Development Memo, followed by a discussion period during which questions and comments were collected to be relayed to the economist, which included:

- What cities of a similar size could be used for an economic comparison?
- Shasta Lake is number one in affordable housing, and people come there just to take advantage of its inexpensive housing. What effect does this have on the local economy?
- There is currently retail leakage in two main areas:
  - Local retail to Redding
  - Tourist retail to I-5 off-ramps south of Shasta Lake
- Agreement that manufacturing jobs are needed to generate higher incomes
- How many people live in Shasta Lake and work outside the city?  
How many live in Redding and come to Shasta Lake to work?
- How does the city become known for its highly trained/educated workforce?
  - The area lacks a 4-year college
  - Could there be coordination with Shasta College in Redding?

City staff also noted that the City has successfully pursued a CDBG grant to support a feasibility study for development of a green business park.

## 3.0 COMMUNITY SENSITIVE BRAND

### 3.1 BRANDING EXERCISE

The purpose of this exercise was to initiate the development of a brand that reflects the unique characteristics of the City of Shasta Lake. The 30-minute branding exercise was specifically carried out in order to identify the type of design characteristics that participants would prefer for future development. These preferences, as well as the design preferences identified in the May/June Summary Report, will be codified in a set of development standards that will guide new development along Shasta Dam Boulevard, which is the primary commercial corridor in the city.

To identify preferences, participants were shown a series of images representing different geographic areas, ranging from the U.S. to other northern California cities, and finally, Shasta Lake itself. Following the images, participants were then asked to respond with their own impressions of what these geographic areas represent, using succinct words and ideas. The results of this exercise are summarized below:

#### UNITES STATES

- Opportunity
- Baseball
- Land of the free
- Open spaces
- Autos
- Hollywood

#### CALIFORNIA

- Diversity
- Disneyland
- Trading/shipping/ports
- Technology
- Golden Gate
- Liberal

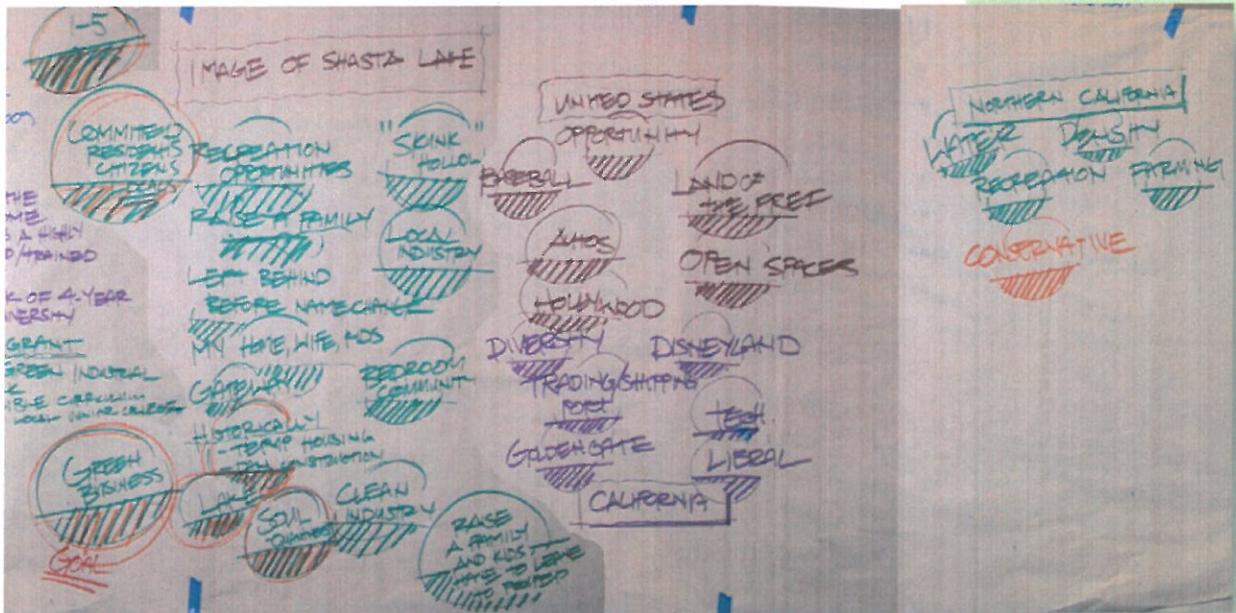
#### Northern California

- Farming
- Recreation
- Water
- Conservative
- Low density



### Shasta Lake

- I-5
- Committed residents and citizens
- Recreational opportunities
- Good place to raise a family
- "Skunk Hollow" (Shasta Park)
- Local industry
- A place that was left behind before the name change [incorporation]
- My home, wife, and kids
- Bedroom community
- Gateway [to the dam and reservoir]
- Green business
- Lake Shasta
- Soul/quaintness
- Clean industry
- Historical (temporary housing and dam construction)
- Raise a family and kids, but have to leave to prosper



Community branding notes

## 3.2 RESULTS

In the discussion accompanying the branding exercise it became apparent that residents see Shasta Lake as a healthy, family-friendly place to live that offers an interesting local history and many recreational opportunities. At the same time, City residents are forward-looking and see the “green” industry and business as an opportunity to maintain their lifestyle while also promoting new employment. This self-view can serve to initiate further actions on the part of the City to promote its unique values, which could include additional efforts to identify target groups, with different branding tools to attract each group, as appropriate.



## 4.0 DESIGNING THE SHASTA DAM BOULEVARD CORRIDOR

Recognizing that urban design helps to contribute to the development of a recognizable city brand, the next segment of the workshop solicited input on the type of land uses that could be suitable for the Shasta Dam Boulevard corridor.

Images of different development types were provided for comment. Participants were not asked to rank their preferences, but could react to each image and note whether or not it was suitable for the corridor. Participants were not asked to respond to a proposed theme, architectural style, or design elements. However, comments regarding design preferences such as height or parking were encouraged.

Responses to the photos suggest that there are two, and perhaps three, important activity areas along Shasta Dam Blvd.:

- An area focused around the intersection of I-5 and Shasta Dam Blvd., with highway commercial as the primary use, to serve the primary needs of visitors and travelers.
- A commercial/retail/service core focused that could provide secondary goods and services to visitors and travelers (e.g., restaurants, outdoor goods and accessories). The area could also capture some of the retail leakage to Redding by meeting local needs for goods and services. The opportunity site at Median and Grand Avenues would be the central focus.

Shasta Dam Blvd. presents opportunities for both reuse and redevelopment of existing sites; as such, development has the potential to exhibit varied setbacks, parking arrangements, and design features. This diversity is seen as a positive aspect of Shasta Lake's character, and no interest was expressed in developing a single, unified style for the corridor. Rather, the words that seemed to capture Shasta Lake's style were "soul," "quaint," and "green," suggesting an openness to diverse styles of development.

Participants were encouraged to design the site, using trace paper over an aerial map. The following site opportunities and constraints were identified:

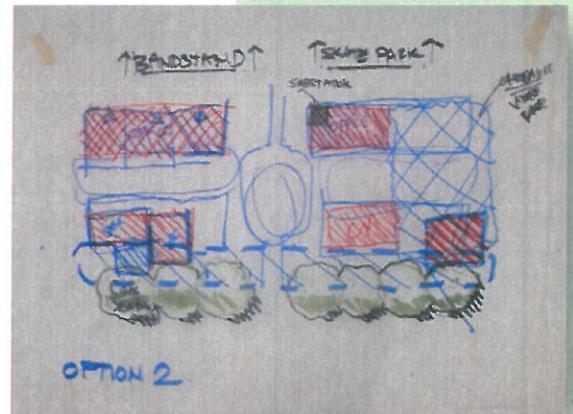
- The vacant gas station at the corner of Grand and Shasta Lake Blvd. is a contaminated site and has been identified for parking.
- The skate park is considered to have the potential to limit residential use, although there was some disagreement about this
- The property at the corner of Median and Shasta Dam Blvd. (originally known as the K-Med Pharmacy) is in abatement and the building may be removed.
- The Shasta Coffee Co. and Redding Boat Works are under same ownership.

Design focused on several variations of commercial and mixed-use options. Residential was seen as a possible component of a mixed-use alternative, with ground floor commercial or office uses and residential above and/or behind. There was a strong preference for more specific uses, including:

- Gathering places, including
  - Full-service restaurant
  - Café seating
  - Plaza
- Retail incubator offering bookkeeping and reception services for start-up businesses and home occupations

Other design features valued by participants included:

- Potential for year-round use, with shade and protection from winter weather
- Room for awnings and signage at the front of the buildings
- Streetscape improvements to supplement the recently installed sidewalks, including trees and street furniture
- Varied setbacks to allow for café seating and gathering spaces
- Room to accommodate solar on buildings and carports
- Good pedestrian circulation





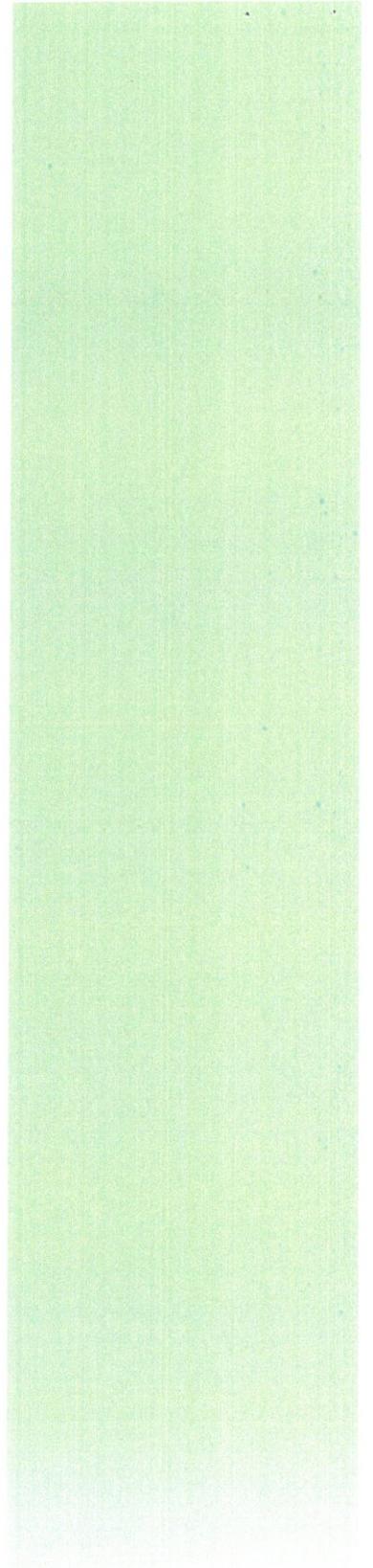
## 6.0 WORKSHOP SUMMARY

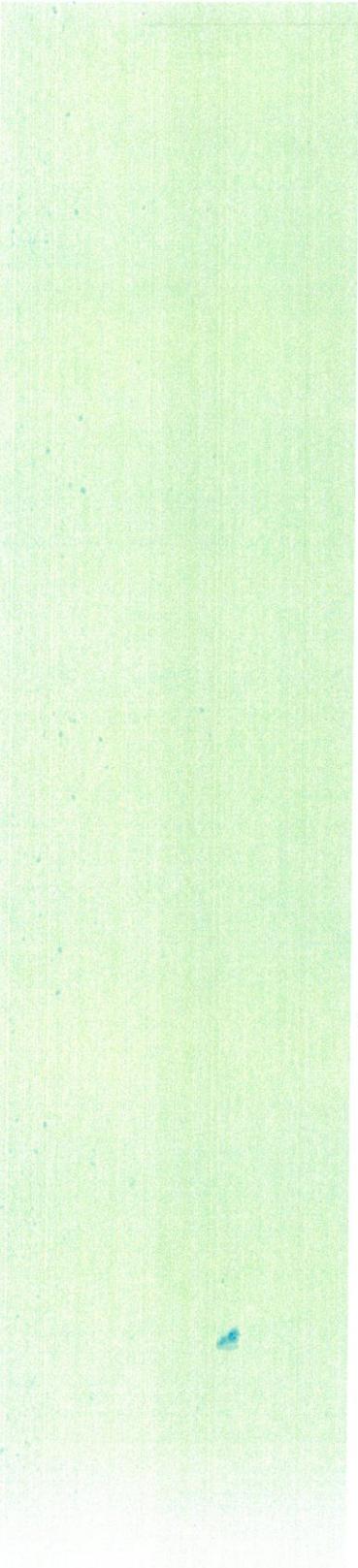
Several key concepts became apparent during the workshop that can inform the City's development standards:

- Residents want a corridor that will attract visitors, but also clearly serves the community. This may mean identifying an area around the intersection of Shasta Dam Blvd. and I-5 that primarily serves travelers. The portion of the corridor west of this I-5 activity area, particularly that located at the opportunity site, could be developed as a walkable commercial center with a mix of neighborhood and visitor-oriented uses.
- Inside and outside gathering places, including restaurants, cafes, and small parks and plazas are particularly appealing to Shasta Lake residents. These areas should be enhanced at the street level with attractive signage, pedestrian furnishings, and landscaping.
- Shasta Lake residents envision a sustainable future, with the development of green industries, and the inclusion of up-to-date technologies and materials in the design of the Shasta Dam Blvd. corridor.
- Residents are willing to consider a variety of styles and design elements, provided that they are high-quality and contribute to the overall appearance of the Shasta Dam Blvd. corridor.



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# APPENDIX C

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## Proposed Zoning Districts



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## **PROPOSED ZONING DISTRICTS**

The Shasta Dam Boulevard corridor (corridor) is proposed to include two distinct mixed-use districts, Village Mixed Use (VMU) and Community Mixed Use (CMU), and a commercial district, Highway Commercial (C-H). These proposed zoning designations represent a simplification and reorganization of existing zoning designations, as identified in Table 1, "Proposed District Identification and Zoning," on the following page. Although these proposed zoning designations may apply to other areas within Shasta Lake, for purposes of this report, they are represented by the corridor districts shown in Figure 1, "Proposed Zoning District Diagram," also on the following page. The proposed zoning districts have been devised to encourage development patterns suitable to different segments of the corridor, as described below.

### **Village Mixed Use District**

The Village Mixed Use (VMU) District is envisioned as a pedestrian-oriented "village" providing a variety of commercial/retail, office, and public uses intended to offer goods and services to the surrounding residential community. Medium density residential uses are also encouraged to promote local pedestrian access and may be located above or behind commercial/retail and office uses along Shasta Dam Boulevard, or may include stoops with entries that open onto Shasta Dam Boulevard. The district provides for the rehabilitation of existing legal, conforming structures, or those which can be made legal or conforming, as well as the development of new mixed-use infill development along Shasta Dam Boulevard. The Village Mixed Use District commercial/retail and office buildings are to be constructed at the back of the sidewalk along Shasta Dam Boulevard and may include storefront windows, entrances, and awnings along that street. Plazas, courtyards, and alleys, and landscaping and street furniture along Shasta Dam Boulevard encourage pedestrian circulation and activity.

### **Community Mixed Use District**

The Community Mixed Use (CMU or C-2) District is envisioned as the commercial/retail town center and central gathering place for the Shasta Dam Boulevard corridor. The district is intended to provide services integrated with specialty retail shopping, entertainment, recreational opportunities, and open space to serve local residents and visitors to Shasta Lake. To encourage pedestrian activity and transit use, medium density residential uses may be located above or behind commercial/retail and office uses along Shasta Dam Boulevard, but street frontage along Shasta Dam Boulevard should primarily consist of commercial/retail and office uses. Distinctive lighting, signage, and pedestrian amenities may be used to create a concentrated pedestrian activity center in the district.

### **Highway Commercial District**

The Highway Commercial (C-H) district, which includes the Interstate 5 off-ramp, is envisioned as a commercial and service center serving travelers, recreational visitors, and local residents. The district is more auto-oriented than the VMU and CMU districts, with the expectation of higher parking ratios and more limited pedestrian facilities. The district should encourage convenient access and efficient circulation from Shasta Dam Boulevard, and should provide a range of goods and services appropriate for a region-serving commercial area.



TABLE 1: PROPOSED DISTRICT IDENTIFICATION AND ZONING		
Districts	Existing Zoning	Proposed Zoning
Village Mixed Use	C-M (Commercial Light Industrial); C-M-DR (Design Review); PF (Public Facilities); VC (Village Commercial)	VMU (Village Mixed Use); PF (Public Facilities)
Community Mixed Use	CC (City Center Commercial); C-M-DR (Design Review); PF (Public Facilities); R-3 & R3-DR (Multiple Family Residential);	CMU (Community Mixed Use); PF (Public Facilities)
Highway Commercial	C-2-DR (Community Commercial-Design Review); CPD (Commercial Planned Development); R-3 (Multiple Family Residential)	C-H (Highway Commercial)

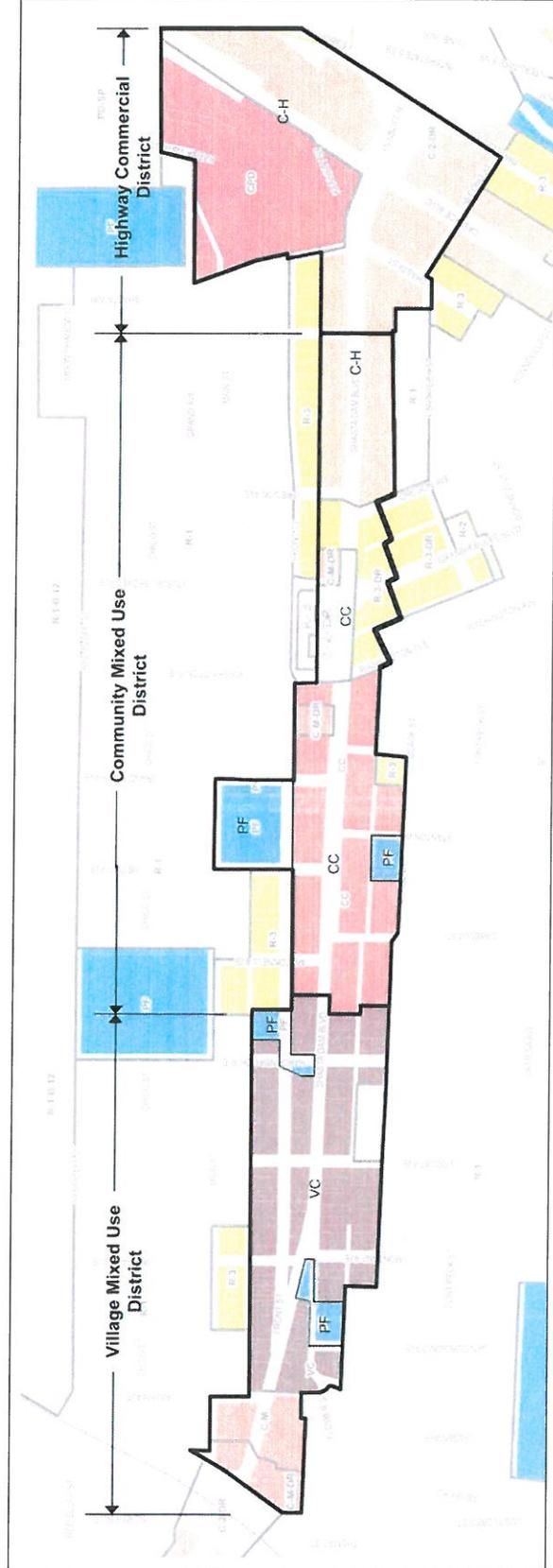


Figure 1, Proposed Zoning District Diagram



## PROPOSED DISTRICT DEVELOPMENT STANDARDS

Table 2, "Proposed District Development Standards," has been devised to encourage the desired development patterns for the VMU, CMU, and C-H districts. Public facilities, an existing zoning designation, has also been updated for consistency with development along the corridor.

STANDARD		Highway Commercial (C-H)	Community Mixed Use (CMU)	Village Mixed Use (VMU)	Public Facilities (PF)
<b>LOT REQUIREMENTS</b>					
Lot Coverage		50%	70%	65%	50%
Lot Size		10,000 sq. ft. min.	5,000 sq. ft. min.	5,000 sq. ft. min.	none
Lot Width (street/corner)		65 ft./75 ft.	65 ft./75 ft.	65 ft./75 ft.	65 ft./75 ft.
Residential Density (dwelling units/acre)		-	15-35 du/ac	12-30 du/ac	-
Single Use Non-Residential Floor Area Ratio		0.25-0.5	0.35-0.75	0.25-0.5	-
Mixed Residential and Non-Residential Floor Area Ratio		-	0.35-1.0	0.25-0.75	-
<b>SETBACK REQUIREMENTS (MINIMUM)</b>					
Front		20 ft. <sup>1</sup>	0 ft. min. - 15 ft. max.	0 ft. min. - 15 ft. max.	20 ft. <sup>1</sup>
Build-to-line from back of sidewalk on Shasta Dam Blvd		50%	70%	70%	50%
Side, Interior					
Adjacent to residential		25 ft.	15 ft.	15 ft.	10 ft.
Adjacent to nonresidential		0 ft. <sup>2</sup>	0 ft.	0 ft.	0 ft.
Side, from back of sidewalk (Street/Corner)		10 ft.	0 ft.	0 ft.	10 ft.
Rear					
Adjacent to residential		25 ft.	10 ft.	10 ft.	10 ft.
Adjacent to nonresidential		0 ft. <sup>2</sup>	0 ft.	0 ft.	0 ft.

**TABLE 2: PROPOSED DISTRICT DEVELOPMENT STANDARDS**

<b>STANDARD</b>		<b>Highway Commercial (C-H)</b>	<b>Community Mixed Use (CMU)</b>	<b>Village Mixed Use (VMU)</b>	<b>Public Facilities (PF)</b>
<b>ENCROACHMENT INTO PUBLIC RIGHT-OF-WAY (MAXIMUM)</b>					
Architectural Features (awnings, bay windows, upper floors)					
Front	3 ft.	3 ft.	3 ft.	3 ft.	3 ft.
Side adjacent to street	3 ft.	3 ft.	3 ft.	3 ft.	3 ft.
<b>ENCROACHMENT INTO SETBACKS (MAXIMUM)</b>					
Porches, patios, stoops, terraces, balconies					
Front	8 ft.	6 ft.	6 ft.	6 ft.	8 ft.
Side	3 ft.	3 ft.	3 ft.	3 ft.	3 ft.
Rear	8 ft.	6 ft.	6 ft.	6 ft.	6 ft.
<b>STRUCTURAL HEIGHT</b>					
Maximum Structural Height					
Main building	45 ft. (3 stories) <sup>3</sup>	45 ft. (3 stories)	45 ft. (3 stories)	45 ft. (3 stories)	45 ft. (3 stories)
Accessory building	None	15 ft.	15 ft.	15 ft.	none
<b>PARKING REQUIREMENTS</b>					
Residential <sup>4</sup>					
Studio/1 Bedroom	-	1/unit	1/unit	1/unit	-
2+ Bedroom	-	2/unit	2/unit	2/unit	-
Guest Spaces	-	.2/unit	.2/unit	.2/unit	-
Office <sup>5</sup>					
	4 spaces/1,000 sq. ft.	4 spaces/1,000 sq. ft.	4 spaces/1,000 sq. ft.	4 spaces/1,000 sq. ft.	Per City Standards
Commercial/Retail <sup>5</sup>					
	4 spaces/1,000 sq. ft.	4 spaces/1,000 sq. ft.	3 spaces/1,000 sq. ft.	3 spaces/1,000 sq. ft.	Per City Standards
Civic and Other Uses					
	Per City Standards	Per City Standards	Per City Standards	Per City Standards	Per City Standards

**TRASH AND RECYCLING ENCLOSURES AND LOADING DOCKS**

Minimum Setback of Trash and Recycling Enclosures	All outside trash storage and collection facilities shall be enclosed by a solid masonry wall or view-obstructing fence at least one foot higher than the trash container(s).
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**Table 2 Notes**

- <sup>1</sup> Exception for parcels next to a commercial district: the front yard setback of a public facilities or highway commercial district shall be the same as the adjacent commercial district within 25 feet of that district.
- <sup>2</sup> Exception for parcels adjacent to a freeway: if the rear yard or interior side yard abuts a freeway, a minimum 10-foot rear or interior side yard setback shall be provided.
- <sup>3</sup> Except for hotels, which may be up to four stories in this district.
- <sup>4</sup> Transitional and homeless per City standards for unit type.
- <sup>5</sup> Parking requirements may be reduced if shared parking arrangements are documented by the applicant. Shared parking calculations may be based on the Urban Land Institute's *Shared Parking* (2005) or some other method approved by the Planning Director.

# APPENDIX D

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## Opportunity Site Concept Plans



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## **OPPORTUNITY SITE CONCEPT PLANS**

### **Site**

The opportunity site includes one block of street frontage located along Shasta Dam Boulevard between Median and Grand River Avenues. The site is approximately a half-block deep, with civic facilities located at the rear, including Claire Engle Park, which includes the John Beaudet Community Center, bandstand, tot lot, skate park, and supporting parking along Front Street. The site is well-positioned to benefit from both auto and pedestrian traffic, as it is also near existing commercial and retail development, including Sentry grocery on the west side of Median, North Valley Bank on the east side of Grand, and City offices on Stanton Drive on the south side of Shasta Dam Blvd.

### **Phasing**

The concept plans have been designed to incorporate phasing, with Plan A representing a near-term option addressing existing site constraints, and Plan B designed as a longer term option that extends development along the entire street frontage. Both options include a central plaza, which received strong public support from participants at the 3<sup>rd</sup> Public Workshop in October 2009 (see Appendix B).

Continuous pedestrian circulation is addressed in both Plan A and Plan B. Direct access from City offices on the south side of Shasta Dam Boulevard is provided via a pedestrian crosswalk with traffic calming improvements. Pedestrian circulation continues through plaza with access to the community center via a new mid-block access point at the back of the parking area.

Plan A depicts the City's current commitment to use the southeast corner at Shasta Dam Boulevard and Grand River Avenue as a parking lot to accommodate overflow parking from surrounding areas. The proposed parking lot would be located on a parcel that has groundwater contamination from the existing closed gasoline service station. An information kiosk is proposed for the corner of Shasta Dam Boulevard and Grand River Avenue. The remainder of the block could be developed as a three-story mixed use development with ground floor commercial/retail and two stories of residential units (approximately 18 units total). Parking would be shared and is located at the rear of the building.

Plan B extends the mixed-use development proposed for Plan A into the parking lot at the corner of Shasta Dam Boulevard and Grand River Avenue. The plan includes approximately 36-40 residential units at full build-out.

### **Economic Analysis**

Additional information would be needed to do a full evaluation of the site based on existing economic information for Shasta Lake's downtown, and a market study is proposed for the opportunity site concepts. The market study would consider Shasta Lake's housing market, as well as the retail expenditures of local residents and downtown workers, office and retail vacancy downtown and in the City as a whole, the competitive advantage of this site (in contrast

with other sites along Shasta Dam Boulevard), and case studies of revitalization efforts in other communities similar to Shasta Lake.

In the meantime, the site has been evaluated for the potential feasibility of retail services, including a full-service restaurant. As the opportunity site is envisioned to be a catalyst site to spur development, the main consideration should be its ability to draw visitors, particularly local visitors. Table 1, "Neighborhood Retail Summary," below, shows a selection of neighborhood serving retail uses that may be applicable for the site and give the space available in the proposed mixed-use development.

**Table 1, Neighborhood Retail Summary**

Neighborhood Retail Category	Space Size (sq. ft.)
Café	1,000 – 2,000 (with outdoor seating)
Full Service Restaurant	5,000 – 7,500 (with outdoor seating)
Bakery	1,000 – 5,000
Florist, Haircut, Personal Services	500 – 1,500
Drug Store	1,000 – 3,000

The studies examined for the Economic Report (Appendix A) note that Shasta Lake is underserved by restaurants. Given the limited availability of restaurant in Shasta Lake and the fact that the site has the capacity to accommodate one, a full-service restaurant may be a good use for a portion of the site. Such a restaurant could complement residential development, and the existing city offices, park, and the community center nearby.





Existing Park

Front St

Grand River Blvd

Median Ave

Shasta Dam Blvd

LAND USE SUMMARY

Commercial (ground floor)	13,6920 sf
Residential (2 story above)	27,380 sf
Parking Off-street	126 spaces
Parking On-street	27 spaces

- LEGEND
- A City Plaza
  - B Retail Patio Space
  - C Gazebo
  - D New Park Entrance

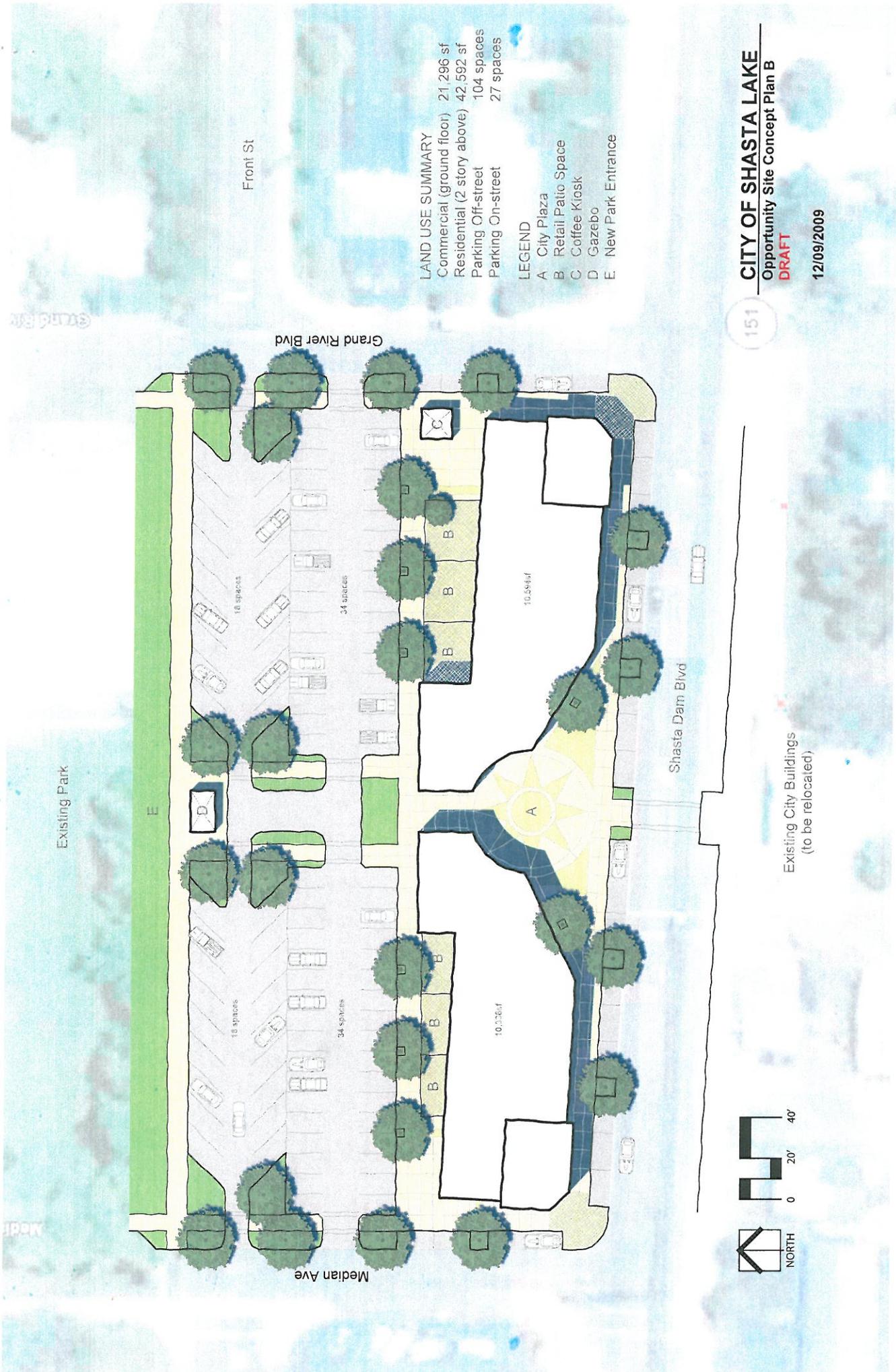
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Existing City Buildings  
(to be relocated)

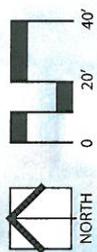
**CITY OF SHASTA LAKE**  
 Opportunity Site Concept Plan A  
**DRAFT**  
 12/09/2009





**LAND USE SUMMARY**  
 Commercial (ground floor) 21,296 sf  
 Residential (2 story above) 42,592 sf  
 Parking Off-street 104 spaces  
 Parking On-street 27 spaces

**LEGEND**  
 A City Plaza  
 B Retail Patio Space  
 C Coffee Kiosk  
 D Gazebo  
 E New Park Entrance



Existing City Buildings  
 (to be relocated)

