



# CRESCENT CITY DOWNTOWN SPECIFIC PLAN EXISTING CONDITIONS REPORT

August 2025

**CRANDALL ARAMBULA**  
URBAN DESIGN | ARCHITECTURE | PLANNING

GREENWORKS | JOHNSON ECONOMICS

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## INTRODUCTION

The Crandall Arambula team has gathered, reviewed, and analyzed background Downtown Crescent City planning information to establish the technical framework that will form the foundation for development of land use, mobility/ transportation, and implementation planning work tasks. The analysis is based on the best practice criteria that team members have used for similar communities with similar demographics, economic, social, and physical characteristics.

### Report Chapters

- **Chapter A. Existing Land Use Conditions.** Crandall Arambula has assessed land use policies and regulations and has provided an inventory of Downtown existing use types, conditions, and potential constraints and opportunities for retail, employment, civic uses, and residential development.
- **Chapter B. Mobility/Active Transportation Conditions.** Greenworks have reviewed existing active transportation plans and has provided analysis, mapping, and documentation of mobility/activity of primary and secondary connections through the Downtown planning areas for all modes including, truck and automobile, pedestrian, and modes.
- **Chapter C. Market Analysis** Johnson Economics has conducted a market analysis in support of the development of the Crescent City Downtown Specific Plan. While this analysis summarizes recent trends and current conditions, it is focused on short- and mid-term opportunities for new development in the downtown study area.

## Specific Plan Area

The Crescent City Downtown Specific Plan area is compact, diverse, and includes a mix of uses. It is made up of 85 acres of private and publicly owned occupied and vacant parcels laid out in grid of streets and blocks at the confluence of Highway 101, Beach Front Park and Crescent Harbor. All parcels are within a 10 minute (half mile distance) walking radius of the centroid of the downtown at the intersection of Third Street and H Street.

The existing Crescent City Specific Plan is made up of two subareas (Figure 1):

- **Downtown Core.** The original ‘heart’ of the downtown, this subarea includes 18 blocks between Front Street, Fourth Street, L Street, F Street, and a two blocks between Front Street, D Street, Second Street and F Street. Downtown planning tasks will focus upon addressing the issues and needs and providing action strategies for this subarea in the short and mid-term of specific plan implementation.
- **Perimeter Downtown Quarters.** The subarea includes the outlying ‘quarters’ of the planning area, including the parcels along the Highway 101 couplet, parcels comprised of city and county government and supportive professional uses, and parcel areas where residential uses currently occur.

**Table 7. Specific Plan Area \***

PLANNING SUBAREAS	DEVELOPABLE AREA (ACRES)
Downtown Core	27
Perimeter Downtown Quarters	58
<b>Total</b>	<b>85</b>

\*Total area does not include Crescent City or Caltrans public rights-of-way.

Figure 1. Downtown Specific Plan Area



## Downtown Specific Planning Area Urban Design Framework

The downtown planning area is defined by the urban design elements and characteristics that have been shaped by historic social, cultural, and economic conditions, a regionally isolated coastal physical location, proximity to the Redwood State and National Parks and Crescent Harbor, impacts of recent natural geological and climatic events, and city policies and regulations.

- Street Grid and Block Pattern.** The downtown street grid was originally surveyed in 1853 when the harbor area was first laid out into town lots. However, the more formal and structured grid present today largely took shape in 1876 when the land was organized into blocks, each subdivided into one-acre lots.



- Downtown Streets.** Largely unchanged from the design by community founders, the downtown is divided by a network of 16 public 60 foot wide rights-of-way organized on a northwest to southeast orientation toward the Crescent Harbor. The network includes multiple access points that enable the spread of traffic into the Downtown from adjacent neighborhoods. All downtown streets include two lane, two way traffic patterns, curbside parallel parking, and 10 foot wide sidewalks with no or sparse landscaping throughout.



- **Downtown Access.** The US Highway 101 one-way L and M street couplet, constructed between 1930 and 1934 serves as the primary regional motor vehicle access route. Through policies of the 2001 Crescent City General Plan and Municipal Code zoning ordinances, the focus of local and visitor-serving commercial development has migrated to the corridor as auto-oriented low intensity suburban-styled shopping center comprised of box stores in expansive parking lots, budget motels, and remnant historic commercial and service uses.



- **Front Street Reconstruction.** Closest to the harbor, Front Street was the focus of early notable downtown development like the Cushing House and Bay Hotel by 1853. By around 1900-1920, it flourished with lumber-related businesses and wharfs, as evidenced in period photographs. The 1964 tsunami following the Alaska earthquake devastated much of Front Street, sweeping away buildings, docks, and infrastructure. Structures like the Bay Hotel were destroyed and replaced by new structures. Guided by visitor-oriented development policies of the 2001 Crescent City General Plan, in 2012 the city approved a design plan to better utilize the excessively wide right-of-way and transform Front Street into a two-lane 'complete street.' The initial implementation phase was completed in 2023 between G and Play Streets. The final phase between Play Street and L Street, including gateway monuments, is anticipated to be completed by 2027.



- **Tsunami Memorial Landing Plaza and Mall.** Tsunami Landing Plaza was built around 1965 repurposing Second Street between H Street and K Street, and J Street between Front Street and Third Street as a pedestrian only walkways and development of the paved public gathering and public art space at the western corner of the intersection of J Street and Second Street. It was built after the 1964 tsunami to memorialize the 11

lost lives and rebuild the downtown area. The areas consist of generally underutilized and often vandalized plaza paved, seating, fountain amenities. An overhead covered walkway structure was removed two decades ago due to structural safety and maintenance concerns. Current city policy seeks to incorporate the spaces into Beach Front Park and Front Street projects.



**A.**  
**EXISTING LAND USE CONDITIONS**

**CRESCENT CITY  
DOWNTOWN  
SPECIFIC PLAN  
EXISTING CONDITIONS REPORT**

August 2025

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# A. EXISTING LAND USE CONDITIONS

## A.1 SUMMARY OF FINDINGS

The summary provides a synopsis of Crandall Arambula's qualitative and quantitative investigation and diagnosis of opportunities and challenges for each land use. Definitions, criteria, issues, concerns and a more detailed audit of policies and regulations, and inventory and examination of all land uses are provided on subsequent pages of the report.

### Policy and Regulatory Analysis Findings

#### General Plan

- **Influential Commercial Economic Development Policy.** The Visitor and Local Commercial (VLC) land use designation introduced in 2001, established policies to transfer the traditional commercial focus on the central business district to auto-oriented land parcels fronting along Highway 101 and Front Street. In large measure this has been to the detriment of the historic downtown core pedestrian oriented retail uses on Third, H, and I Streets.
- **Consequential Employment Economic Development Policy.** The Business Professional (BP) designation introduced in 2001, to attract and retain professional, administrative, government, business, and related uses has succeeded in maintaining downtown as the Del Norte County Central Business District (CBD) hub of employment uses. However, existing retail and housing uses within the designated have been impacted by 'Civic Use Creep' where government-related office and quasi-government service uses have displaced these desirable uses.

#### Code of Ordinance

- **General Plan Inconsistency.** The zoning districts permitted uses, regulations, and standards in many instances are inconsistent with General Plan designations, resulting in many existing uses that are non-conforming with General Plan policy for downtown. Moreover, for new development, the lack of consistency reduces development approval predictability and certainty, while possibly increasing approval timelines and costs for developers.
- **Outdated Regulations.** Design standards of all districts lack the necessary 'state of the art' regulatory requirements to promote efficient use of land, an active and vital pedestrian oriented downtown, and the accelerated production of mixed income housing. Future updates to the Code of Ordinances will be required to ensure that the types of uses, amounts, and characteristics of envisaged Specific Plan development concepts occur.
- **Tools for Change.** Crescent City has earned the coveted state of California Pro Housing Designation. This designation comes with funding incentives and additional resources to help speed housing production by reducing or removing regulatory barriers.

## Existing Land Use Inventory and Analysis Findings

### Retail Use

- **'Right-sized' Retail Aggregation.** Understanding the right types, appropriate amount, and blend of retail to serve the local residential population is a precondition for developing an effective downtown retail framework. Successful downtowns provide neither too few nor too many retail uses. Crandall Arambula's retail research indicates that 12 square feet per person is an ideal target amount for a vigorous downtown. Overall, the total amount of retail in the downtown planning area is an estimated 244,899 square feet building floor area. There are 9 square feet of retail building area per person within the planning area, which is an adequate amount to serve the Del Norte County primary market area while providing room for additional retail uses that may fill untapped retail categories, such as visitor serving retail. Collaboration with Del Norte County to discouraging competing retail development, principally visitor-oriented destinations, in outlying areas, is essential to perpetuate the retail health of the downtown.
- **Local Resident Serving Retail.** Nurturing and augmenting local serving retail uses is crucial to guarantee that downtown residents have an accessible array goods and services, and that a robust sales and property taxes are provided to fund city services. The Jedediah Smith Square 70,000 square foot shopping center consist mostly of auto-oriented national brand stores and services. Site reconnaissance of these parcels reveals that there are approximately 39,500 square feet of vacant building area, and many of the other structures may be nearing the end of their lifespan. Attracting new shopping center tenants will be challenging due to the rise of e-commerce and other changing consumer habits that have reduced the demand for chain stores like those of the shopping center. Long-term building and parcel use changes– re-envisioning, redevelopment, or repurposing of a portion or all of Jedediah Smith Square parcels may be appropriate.
- **Highway 101 Corridor Visitor Retail Advantages and Deficiencies.** Attracting tourist to visit, stay, and spend money is a key objective of the city's economic development strategy. Thousands of visitors pass through Crescent City on Highway 101 to Redwood Park, Smith River, and other recreation destinations, and L Street and M Street uses benefit from this exposure. However, Highway 101 fronting retail parcels lack many of the right type of uses, authentic North Coast architectural characteristics, and physical layout to attract tourists seeking a unique redwood and seaside experience. Because of these constraints, creating a near-term 5 year focus for tourism here will be challenging.
- **Downtown Core Visitor Retail Attributes.** The best opportunity to create a unique and authentic environment is to return to Crescent City's historic core where there are ripe opportunities to expand the existing retail aggregation. Crandall Arambula's best practice criterion for a prosperous 'main street' destination requires that a minimum of 100,000 square feet of contiguous, edge-to-edge retail store floor area be present.

Currently, street-oriented retail storefronts on Third Street and H Streets include only 46,608 square feet of occupied floor area, which falls short of the 100,000 square foot target. However, there are 97,700 square feet of existing storefronts that are vacant, underutilized, or occupied by non-retail uses that could possibly be relocated, over time, to other downtown buildings to accommodate visitor-oriented retail businesses in their place.

- **Downtown Core Visitor Retail Deficiencies.** Most retail buildings along Third Street and H Streets suffer from deferred maintenance and poor remodeling. The building facades have a poor retail ‘presentation’– a lack of façade door and window transparency, and unsightly walls clad with materials not well suited for Crescent City’s climate. To attract high quality tenants, façade improvements, along with other potential building structural, mechanical or other upgrades will be necessary. Architectural design, engineering, and construction services paid in part by grants, loans, or other subsidy financing tools will be helpful to assist property owners with improvements.
- **Poor Storefront Visibility and Exposure.** The greatest impediment for retail success in the downtown area is the lack of excessive drive-by traffic exposure to existing storefronts along retail ‘main streets.’ Too little drive-by exposure results in a ‘backwater’ condition, and too much creates a ‘hostile’ pedestrian environment where sidewalk strolling, sitting and conversing is uncomfortable. Crandall Arambula best practice criterion indicates that the ‘sweet spot’ for the appropriate amount of drive-by traffic is between 5,000 and 15,000 Average Daily Trips (ADT). No ADT traffic data is available for the historic Third Main Street; however, reconnaissance indicates that data would indicate that drive-by traffic is anemic. Revitalization of Third Street will require inducing additional drive-by traffic. Methods of inducing traffic include streetscape improvements, gateways, traffic calming measures, and locating trip generating ‘anchor’ uses at strategic corner locations along Highway 101.
- **Ideal Retail Anchors.** Grocery stores are a keystone downtown retail use that draws people into the downtown to shop. Households in the US on average make about 1.6 grocery shopping trips per week, which is the highest trip generating downtown land use. This translates into up to approximately 40,000 weekly shoppers who come to Crescent City for groceries who may in turn visit other retail establishments during their visit. Crescent City is fortunate that downtown has three grocery stores that serve different market segments. Efforts must be made to maintain this precious resource.

### Commercial Use Inventory and Analysis Findings

- **Central Business District.** Today, downtown Crescent City has 494,466 square feet of professional office and other business uses, with 70 percent located outside the downtown core. Retention and expanding the number of businesses that benefit from adjacency to Del Norte County, Crescent City, and Federal government uses is important to maintain downtown’s function as the region’s Central Business District (CBD).

- **Weakening Office Demand.** Maintaining a strong CBD will be a challenge because the COVID-19 pandemic significantly impacted downtown office development nationwide, leading to a shift to remote work patterns that have lessened the need for downtown office space. Long term recruitment strategies to attract and support industries that necessitate in-person work, like healthcare, will be important to help revitalize downtown.
- **Inactive storefronts.** Commercial uses that occupy strategically important retail parcels along Third Street and H Street include, Chase Bank, Edward Jones Investments, Tri Counties Bank, and the US Bank. These and other similar commercial use along Third Street have ‘banker hours’ of operation from nine to five on weekdays and they have limited hours of operation or are closed on weekends. This condition creates pockets of inactivity along fronting sidewalks where ‘18 hour’ daily, morning through evening pedestrian window shopping, dining, and entertainment activity is more desirable. Ways to activate sidewalks along these frontages such as public art, water fountains, vendor or information kiosks, additional seating, and landscaping will be needed.
- **Bank Reuse.** The City of Crescent City’s acquired the former bank building on H Street with the intent to repurpose it as a new City Hall. Because of its strategic retail location, other options for its reuse can be explored. A recommendation for its reuse can be made as part of this planning process.
- **Long term strategy.** As downtown retail revitalization occurs, there will be a need for additional retail storefronts possibly as soon as in 5 to 10 years. At this point, the relocation of commercial tenants that occupy strategic retail frontages should be explored. Relocation would only occur if property owners can recruit tenants who can pay equal or higher storefront lease rates, and tenants can find equal or better downtown business locations.

### Lodging Use Inventory and Analysis Findings

- **Limited hospitality choices.** Today, Crescent City downtown lodging includes only one bed and breakfast inn with nine guest rooms, and 127 rooms in four budget motel properties that prioritize affordability and essential comforts, catering to cost-conscious travelers. Located along the Highway 101 couplet, they are visible and easily accessible by automobile.
- **Expanding hospitality options.** Creating a successful Downtown visitor destination will benefit from new hospitality options. More affluent downtown hotel guests can expand downtown foot traffic and revenue generation for nearby specialty shops, restaurants, entertainment venues, and attractions. A small upscale or ‘boutique’ hotel that emphasizes an elevated experience, featuring more spacious rooms, a wider range of amenities, and enhanced service is needed.
- **Minimum requirements.** Hotel investors have formulaic proforma requirements and to attract a hotel into the downtown area will require meeting all fundamental investment needs. To attract a new hotel, an amenity package of streetscape and other green

space improvements that draw a critical mass of visitor-supportive retail uses must first be provided. In addition, other issues such as concerns about safety, including homelessness, and illicit activities that can deter visitors from choosing to stay downtown must be addressed.

### Residential Use Inventory and Analysis Findings

- **Revitalization Needs.** Downtown residential development is essential for a revitalized downtown. The presence of downtown residents help animate the public realm throughout the day and during all seasons, providing passive ‘eyes on the street’ security, and customers for downtown businesses. To support downtown commercial services, a minimum of 1000 downtown residences within a half mile radius of the centroid of the downtown is needed, based on Crandall Arambula’s experience.
- **Meager Supply.** Today, there are only 206 downtown residential units, far below an adequate number to support existing businesses. Infusing meaningful amounts of new housing units will require concerted efforts to identify sites where housing is viable—parcels of adequate size or sites that can be assembled to efficiently accommodate higher density apartments or condominiums.
- **Affordable Housing.** The General Plan Housing Element targets 11 potential downtown affordable housing sites that meet state mandated RHNA requirements. Four sites that have a General Plan RP designation are well suited to provide downtown housing downtown lower income residents who would profit from a close proximity to downtown employment, retail, and services uses, although their small size may limit their ability to provide any meaningful amount of additional housing. The seven sites within the downtown core with a CW designation may be better suited for and more attractive to residents who can pay high rents. Potential alternative sites for both affordable and market-rate housing will need to be identified.
- **Balanced Supply.** A ‘mix-income’ downtown housing neighborhood of affordable housing constructed with subsidies or government assistance to reduce costs, and full price residential units built without any financial assistance is desirable, rather than development of only affordable units.
- **Appropriate Types, Amounts, and Mix.** Crandall Arambula experience creating mixed income neighborhoods, which is supported by Federal Housing and Urban Development (HUD) policy, suggest that no more than 25 percent of the total housing stock in the downtown 101 census tract should be comprised of affordable housing serving residents below 50% average median income (AMI) to avoid unintentionally creating a concentration of poverty. This does not mean that the number of affordable units should be reduced, rather more market rate units need to be added.
- **Improved Downtown Livability.** To draw desirable affordable housing above 50% AMI and market rate housing will first require creating an environment where these uses will be desirable. This means first adding additional amenities that will attract residents who can afford higher rents. Minimum requirements include improved walking and biking access to local serving retail uses such as grocery stores and providing

additional parks and open space. To attract desirable market rate uses such as senior housing, additional medical services downtown would be important as well.

### **Public/Quasi Public Use Inventory and Analysis Findings**

- **CBD Anchor Use.** Maintaining and strengthening existing uses is essential for the revitalization of downtown. Public buildings draw large numbers of employees, visitors, and citizens seeking services, increasing foot traffic and creating demand for local businesses like restaurants and retail stores, and services like salons downtown. Moreover, the presence of government offices and related activities, like court proceedings, has stimulated the growth of supporting businesses such as law firms and title companies.
- **Concentration of Public Buildings.** Spread randomly across downtown, existing Public/Quasi Public development consists of 18.3 parcel acres, which is more than 20 percent of the total Specific Plan Area. Within these parcels, the building area of all structures is a total of 292,506 square feet. The greatest concentration of these uses is the collection of Del Norte County government buildings, including the Courthouse, District Attorney's office, Sheriff's Office and Jail, and other quasi-public uses such as the Historical Museum, Methodist Church, along with supportive professional office uses, are located adjacent to the downtown core in a nine block area bound by Fourth and Seventh Streets, and F and I Streets.
- **Civic Campus.** Existing Del Norte County, Crescent City, and possibly federal and tribal government uses should be organized into a distinguishable civic government campus comprised of interlinked existing and potential new buildings, parking lots, walkways, and verdant publicly accessible open spaces within the vicinity of existing nine block County government area. Establishing a defined government campus can facilitate a more efficient use of land, a collaboration between inter-related departments and branches of government, and also between intra-related government and quasi-public entities, businesses, and community organizations, leading to more cost-effective and innovative solutions for addressing community needs. This planning process can provide a broad land use and mobility framework for civic uses, but a 'Civic Master Plan' possibly developed by and led by Del Norte County in collaboration with the City and other stakeholders is needed. The programmatic facility assessments, development of building and open space concepts and cost estimates, possible land acquisitions, and financing strategies that the master plan would address is beyond the scope of this project.

### **Parking Inventory and Analysis Findings**

- **Retail-friendly Parking.** The majority of residents and nearly all visitors downtown Crescent City will be arriving by automobile. Providing an adequate supply of parking that is in close proximity to retail shops, including both off-street and on-street curbside parking is essential for retail success.

- **Supply.** Combined with the public off-street and curbside parking spaces available today in the downtown core, approximately 1,445 parking spaces are available for downtown residents, employees, clients and customers, which is approximately 67 percent of the amount of parking that would be required should all existing buildings be fully occupied.
- **Demand.** Because the buildings are not fully occupied, the current supply of private and parking is adequate to serve current users, and the parking deficit is not a problem. However, as the downtown gains additional infill development and underutilized buildings are filled, an increased demand for parking will occur.
- **Management Strategies.** Future parking demand management strategies such improved walking and biking access and bus service that reduce auto trips for employees and local residents, and other strategies such as a parking assessment district that could finance new facilities using fees in-lieu of building off-street parking as the City Code of Ordinances Chapters 17.42.140 Assessment districts for parking, and Chapter 5.100 Downtown Parking and Assessment District specify may be means to address future parking demand.

## A.2 EXISTING POLICY AND REGULATION ANALYSIS

### General Plan Land Use Element.

The Downtown Specific Planning area is guided by Crescent City General Plan which formalizes a long-term vision for the physical evolution of Crescent City and outlines policies, standards, and programs to guide day-to-day decisions concerning Crescent City's development and identifies the general distribution and intensity of all existing and proposed uses in the downtown planning area. There are two designations (Figure 2) in the downtown planning area:

- **Visitor and Local Commercial.** A land use designation introduced in 2001 promotes both visitor-serving and regional commercial development. This designated area transfers the traditional commercial focus on the central business district to land parcels fronting along Highway 101 and Front Street. The intent of the change is to take advantage of drive-by automotive exposure of Highway 101 and adjacent to the Beach Front Park recreational amenities along Front Street.
- **Business Professional.** Also introduced in 2001, the designation is intended to serve as a transition between residential uses on the northwest side and commercial uses located along the Highway 101 couplet and Front Street and to attract and retain professional, administrative, government, business, and related uses.

### General Plan Allowable Uses and Development Standards.

- **Visitor and Local Commercial (VLC).** The principal permitted uses under the designation include but are not limited to commercial activities such as regional shopping and service centers including wholesale club stores and factory outlets; a full range of retail uses including apparel stores, specialty shops, durable goods, and home furnishings; travel and transportation services such as motel/hotels and gas stations; restaurants; entertainment centers; banks; savings and loans, and recreation facilities. Multiple-unit residential uses as a secondary/mixed use at a density of 6-15 units per acre may be considered with a conditional use permit. Other uses requiring a conditional use permit include, but are not limited to, timeshare resort hotels, recreation vehicle parks, mini-storage, medical offices, and public facilities.
- **Business-Professional (BP).** Multiple-unit residential uses are permitted as a secondary/mixed use at a density of 6-15 units per acre. The maximum FAR for non-residential buildings in this designation is 0.85. Examples of specific uses permitted under this designation generally include the following: medical offices and clinics; law firms; accountant offices; insurance, real estate, and financial offices; government facilities (including corporation service yards); social services; entertainment; nonprofit organizations; travel agencies; retail stores, including specialty food production and sales; restaurants; and multi-family residential units.

Figure 1. 2001 Crescent City General Plan Land Use Map



**Crescent City Land Use Designations**

<p><b>Residential</b></p> <ul style="list-style-type: none"> <li> Single Family (0-2)</li> <li> Single Family (2-6)</li> <li> Multi-Family (6-15)</li> <li> Multi-Family (15-30)</li> <li> Mobilehome Park</li> </ul> <p><b>Commercial</b></p> <ul style="list-style-type: none"> <li> Business-Professional</li> <li> Visitor and Local Commercial</li> <li> General Commercial</li> </ul> <p><b>Industrial</b></p> <ul style="list-style-type: none"> <li> Light Industrial</li> <li> General Industrial</li> </ul> <p><b>Public</b></p> <ul style="list-style-type: none"> <li> Public Facilities and Tribal Lands</li> </ul>	<p><b>Harbor</b></p> <ul style="list-style-type: none"> <li> Harbor Related</li> <li> Harbor Dependent</li> <li> Harbor Dependent Recreation</li> <li> Harbor Dependent Commercial</li> </ul> <p><b>Conservation and Open Space</b></p> <ul style="list-style-type: none"> <li> Open Space</li> <li> Natural Resources</li> </ul> <p><b>Overlays</b></p> <ul style="list-style-type: none"> <li> Urban Reserve Overlay</li> </ul> <p><b>Countywide Designation</b></p> <ul style="list-style-type: none"> <li> County Rural Development</li> <li> County Resources</li> </ul>
<ul style="list-style-type: none"> <li> Crescent City City Limit</li> <li> Planning Area Boundary</li> </ul>	<ul style="list-style-type: none"> <li> Urban Boundary</li> <li> Coastal Zone Boundary</li> </ul>

## General Plan Development Goals, Policies, and Programs

The General Plan includes four overall goals, policies, and program categories that the Crandall Arambula team shall utilize as a touchstone in the creation of a vision for downtown development and address as part of the development of land concepts and implementation strategies of the Specific Plan process. These include:

### Visitor and Local Commercial (VLC) Development Goals, Policies, and Programs

**Goal.** To create a compact, pedestrian-oriented, economically robust VLC area that provides a clear geographic focus for attracting visitors and residents and for increasing private sector investment. Key policies of the General Plan that address the Specific Plan area include:

- **Policy 1.B.1.** The City shall work jointly with the Redevelopment Agency to promote the development of a compact downtown of concentrated commercial, residential, civic, cultural, and recreational activities.
- **Policy 1.B.2.** The City shall actively encourage, support, and provide incentives, where feasible, for the types of development it prefers in the VLC area, including the following:
  - i. Mixed-use projects
  - ii. Regional anchor stores
  - iii. Tourism-related uses
  - iv. Projects that reinforce viable existing uses
  - v. Projects that reinforce the identity of the VLC area
- **Policy 1.B.3.** The City shall work jointly with the Redevelopment Agency to promote the VLC area as the city's primary pedestrian, commercial, entertainment center, and gathering place for residents and tourist.
- **Policy 1.B.4.** The City shall establish a better relationship of Beach Front Park to Downtown Third Street through improved signage and enhanced pedestrian access.
- **Policy 1.B.7.** The City shall work jointly with the Redevelopment Agency to provide public parking facilities in the VLC area to accommodate tourist traffic.
- **Policy 1.B.8.** The City shall work jointly with the Redevelopment Agency to design and install a traffic light at 3<sup>rd</sup> Street at Highway 101.
- **Policy 1.B.11.** The City shall underground powerlines located on Third Street. When undergrounding the utilities, streetscape and sidewalk improvements, when feasible, shall be made at the same time.
- **Policy 1.B.14.** The City shall work jointly with the Redevelopment Agency to encourage economic investment in buildings, ranging from modest signage improvements and new paint to major façade improvements, remodels, and new buildings.
- **Policy 1.B.15.** The City shall promote the creation of a strong and appealing retail environment by requiring the use of transparent commercial storefronts (i.e., windows and doors) and continuous and compatible building facades.

### **Public Open Space Development Goals, Policies, and Programs.**

**Goal.** To enrich and enhance pedestrian. Tourist activity downtown by creating attractive and well maintained public open space that will provide a sense of central space or village atmosphere where people could meet, socialize, and eat. Key policies of the General Plan that address the Specific Plan area include:

- **Policy 1.C.1** The City shall work jointly with the Redevelopment Agency to renovate Tsunami Landing to make it more visible to the traveling public, make it more pedestrian-friendly, and create a town square or public space for community events.
- **Policy 1.C.3.** The City shall create linkages from downtown open space to Beach Front Park near Front Street.

### **Tourism Development Goals, Policies, and Programs**

**Goal.** To expand and enhance the VLC area, Crescent City Harbor, and downtown as a tourist destination. Key policies of the General Plan that address the Specific Plan area include:

- **Policy 1.D.2** The City shall actively encourage, support, and provide incentives, where feasible, for locating visitor-serving development, particularly hotels and bed and breakfast inns, in the area designated as Visitor and Local Commercial (VLC).
- **Policy 1.D.4.** The City shall support improved pedestrian, bicycle, and transit facilities in the VLC area to provide greater access and mobility for visitors/tourists.

### **Community Design, Visual Quality, and Appearance Development Goals, Policies, and Programs**

**Goal.** To maintain and enhance the quality of Crescent City's built environment (i.e., historic buildings, major corridors, city entrances, landscape, and streetscape). Key policies of the General Plan that address the Specific Plan area include:

- **Policy 1.J.2** The City shall work jointly with the Redevelopment Agency to aggressively support façade improvements for buildings in the VLC area, including provisions for incentives. Buildings along the Highway 101 couplet, Front Street, and 3<sup>rd</sup> Street should have the highest priority.
- **Policy 1.J.4.** The City shall pursue streetscape improvements, such as public art, landscaping, and street enhancements, in the VLC area.

## General Plan Housing Element Update

**Downtown Housing Requirements.** The Crescent City General Plan 6<sup>th</sup> Cycle Housing Element 2022-2023 Update including all technical modifications, in substantial compliance with State Housing Element Law. Key policies of the General Plan Housing Update that address the Specific Plan area include:

The California Department of Housing and Community Development (HCD) has required the City to continue in a timely and effective implementation of the Program P-1 (Downtown Mixed Use) in particular, and other related programs. The P-1 Implementation Program of the Housing Element is described as:

**Downtown Mixed-Use Sites.** Promote infill and rehabilitation in the downtown core (C-1 zoning district) in three parts:

1. Amend zoning code to permit multi-family residential in a mixed-use project by-right (subject to Site Plan and Architectural Review). Amend zoning code densities in the RP, C-1, and CW to be consistent with the General Plan.
2. Amend the zoning code to reduce parking requirements for the C-1 zone.
3. Revise the existing Site Plan and Architectural Review section to list objective design standards and ministerial review for certain types of housing development projects in the C-1 district, thereby reducing the need to obtain approval from the Planning Commission.

These zoning code amendments will increase the availability of sites for residential development in Census Tract 1.01, which contains the City's downtown core. During the current planning period, it is projected that these rezoning actions could result in the development of a minimum of 25 additional multi-family residential units.

**RHNA Requirements for Downtown.** The Regional Housing Needs Allocation (RHNA) is the minimum projection of additional housing units needed to accommodate projected household growth at all income levels by the end of the Housing Element's statutory period.

- Citywide, the City must plan to accommodate at least 189 units, 39 of which are for very low-income households in the 6th Cycle planning period. The current planning period began December 31, 2018, and will end September 15, 2030.
- Four sites with a General Plan RP designation and seven sites with a CW designation were identified in the Housing Element Inventory Map within the Downtown Specific Planning area (Figure 2).

### Constraints on the Development of Housing.

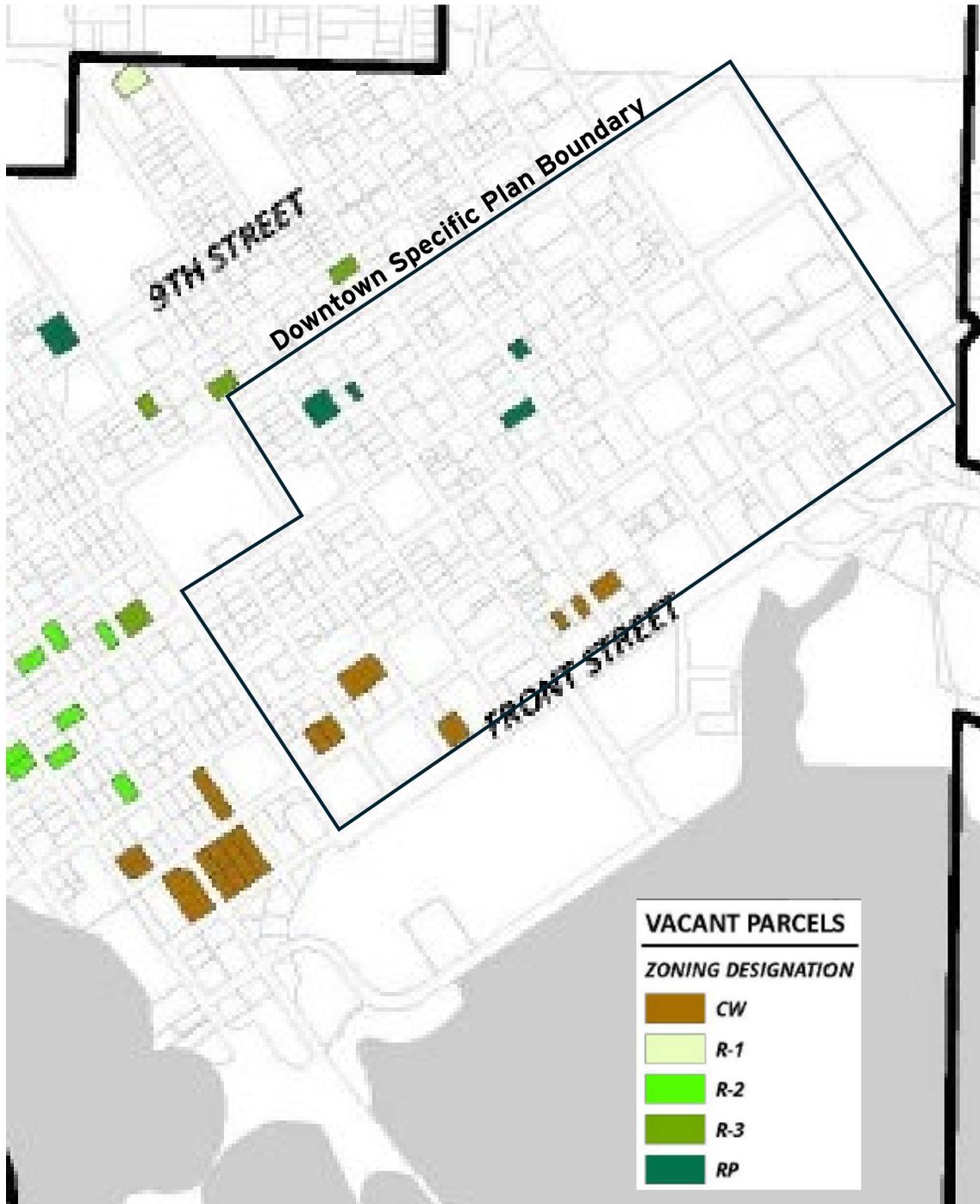
Various interrelated factors can constrain the ability of the private and public sectors to provide adequate housing and meet the housing needs for all economic segments of the community. Governmental constraints consist of land use controls, development standards, processing fees, development impact fees, code enforcement, site improvement costs, development permit and approval processing, and provision for a variety of housing.

- **Downtown Zoning Standards.** The City currently allows residential and mixed-use development (at higher density than solely residential) in commercial zones subject to a conditional use permit. Although the Zoning Code in the RP, C-1, and CW districts allows for these larger densities, the General Plan has a maximum density of 30 units per acre. Implementation Program P-1, step one, aims to amend the Zoning Code to be consistent with the General Plan. Until the RP, C-1, and CW zones are amended to be consistent with the General Plan, the General Plan's maximum density of 30 units per acre shall be the regulating authority on residential development densities. The City will give concessions to development standards, including but not limited to, lot coverage and density, to ensure they do not constrain the development of housing.
- **Design Guidelines.** The City does not currently have design guidelines or objective design standards. The City's Municipal Code Chapter 17.46 - Site Plan and Architectural Review, describes the City's process for evaluating site plans and design to ensure compatibility, harmony in appearance in neighborhoods, reduce negative impacts on adjacent properties, reduce unnecessary destruction of the environment and ground cover to avoid the creation of hazardous conditions and drainage problems, to avoid monotonous and otherwise nonaesthetic development injurious to the overall community, to provide a vehicle to encourage full development of streets servicing the properties, and to assure full installation of all public utilities necessary to serve such properties.

### Opportunities to address Development of Housing Needs

**Pro-Housing Designation.** Crescent City has earned the coveted state of California Pro Housing Designation for their efforts to encourage housing development at all income levels by its willingness to cut through red tape, reduce construction and development costs, and create housing policies with a growth mindset by providing them with funding incentives and additional resources that help scale up those innovative efforts. This designation comes with funding incentives and additional resources to help speed housing production.

Figure 2. 2023 General Plan Housing Element Update– Downtown Site Inventory

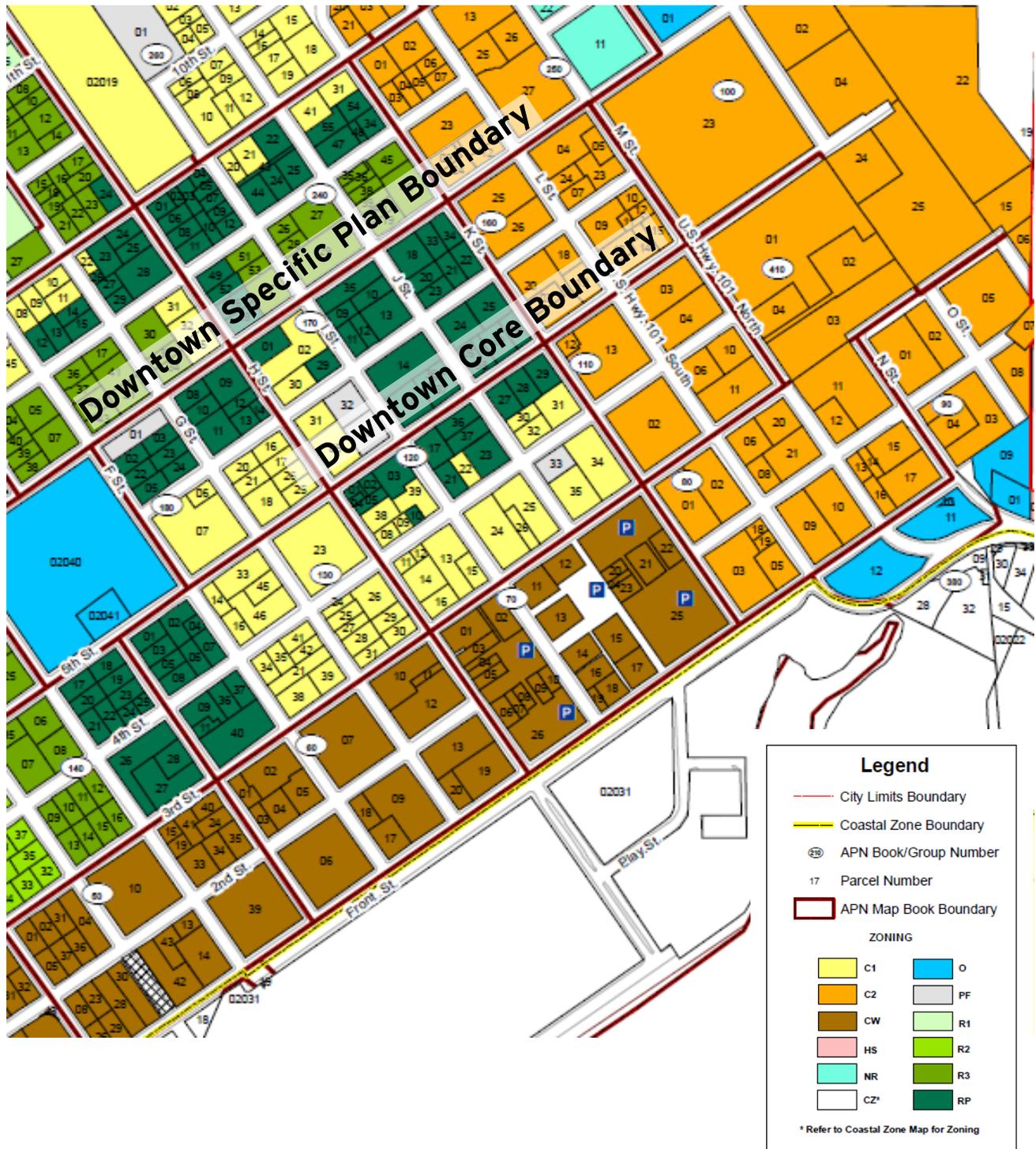


## Code of Ordinance Zoning Districts Inventory.

The existing Downtown Specific Plan Area is made up of four zoning districts that provide the regulatory requirements for the two General Plan Land Use Element designations, as defined in Chapter 17 <https://ecode360.com/44241370> , of the Crescent City Code of Ordinances. The purpose of each district is as follows:

- **Chapter 17.80 R-P Residential Professional District.** the purpose of the R-P Residential-Professional district is to provide transition between residential and commercial areas near the downtown core by providing for a mixture of residential and professional office uses.
- **Chapter 17.20 C-1 Downtown Business District.** The purpose of the C-1 downtown business district is to provide for a vibrant business, government, and professional core in the downtown area and to serve as an overall mix of commercial and multifamily residential uses. This mixed-use district is inviting residential uses to blend in with the commercial activities and it is anticipated that residential uses will need to adapt to activities prone to a downtown center.
- **Chapter 17.22 C-2 General Commercial.** The general commercial district is intended primarily to serve as the central trading area of the city. The district accommodates and enhances several of the existing dominant features of the central area and provides the permanent shopping goods, financial and business, as well as the entertainment center of the community. In the C-2 district no building or land shall be used and no building shall be erected or structurally altered, unless otherwise provided in the Code of Ordinances except for one or more of the uses set forth in Section 17.22.020.
- **Chapter 17.23 CW Commercial Waterfront District.** The purpose of the CW waterfront commercial district is to provide for a mixture of commercial shops and services, accommodation uses, and public services in the downtown area which is adjacent to Beachfront Park and the Crescent City harbor area which serves a mixture of tourists, seasonal and year-round residents.
- **Chapter 17.33 Public Facility or PF District.** The Public Facility or PF District is intended to be applied to lands owned by public agencies.

Figure 3. Code of Ordinances Zoning Reference Map.



**Zoning District Permitted Uses Assessment.**

Table 1. include information extracted from the code of ordinances for an at-a- glance assessment of potential uses for the five districts in the Downtown Specific Plan area only. Uses that are permitted or subject to a use permit that are not likely to be included in a revitalization concept have not been included in the table.

**Table 1. Downtown Permitted Uses (Crandall Arambula)**

Downtown Specific Plan District Permitted Uses										
Use	Principally Permitted Use					Subject to a Use Permit				
Professional Offices	R-P	C-1								
Non-Profit Agency	R-P									
MF Dwelling as a Secondary Use	R-P	C-1						C-2	C-W	
Home Occupations	R-P									
Accessory Buildings	R-P									
ADU	R-P									
Bed & Breakfast						R-P	C-1			
Personal Services (Salon)						R-P				
Public and Fee Parking Lots		C-1				R-P		C-2	C-W	PF
Retail and Personal Services		C-1	C-2	C-W						
Restaurants and Appurtenant Services		C-1	C-2	C-W						
Instructional and Recreation Facilities		C-1		C-W						
Visitor Serving Lodging		C-1		C-W						
Museums, arts and craft shops and galleries		C-1								
Services located inside a building, such as offices, financial institutions			C-2	C-W						
Medical Centers			C-2							
Theatres and Auditoriums									C-W	
Public Buildings										PF

**Zoning District Development Standards Assessment.**

Table 2 has been assembled for at-a- glance assessment of current development standards for the five districts in the Downtown Specific Plan area. This information will be utilized for the development of redevelopment concepts. Should concepts be developed that are inconsistent with current standards, Crandall Arambula shall identify necessary code changes or adjust design concepts to meet current regulations.

**Table 2. Downtown Development Standards (Crandall Arambula)**

<b>Downtown Specific Plan Property Development Standards Assessment</b>					
<b>Zoning District</b>	<b>A. Height</b>	<b>B. Yard Setbacks from Property Boundary</b>	<b>C. Lot Area.</b>	<b>D. Density</b>	<b>E. Lot Coverage.</b>
<b>R-P</b> Residential Professional (office) District	<p><b>1. Main Building.</b> Maximum thirty-five feet (35 ft)</p> <p><b>2. Accessory Building.</b> Maximum sixteen feet (16 ft).</p>	<p><b>1. Front Yard Setbacks.</b> a. Residential uses. Minimum twenty feet (20 ft). b. Nonresidential and mixed uses. Minimum ten feet (10 ft). c. Garage doors and carports entrances for residential uses. Minimum twenty-five feet (25 ft). <b>2. Side Yard Setbacks.</b> a. Interior. Minimum five feet (5 ft). b. Exterior. Minimum ten feet (10 ft). c. Garage doors and carports entrances for residential uses: Minimum twenty-five feet (25 ft). <b>3. Rear Yard Setbacks.</b> a. Main Buildings. Minimum ten feet (10 ft). b. Accessory Building. Minimum five feet (5 ft).</p>	<p><b>1. Residential &amp; mixed uses.</b> Minimum six thousand square feet (6, 000 sf). <b>2. Non-residential.</b> No minimum for non- residential uses.</p>	<p><b>1. Minimum</b> one dwelling unit per fifteen hundred square feet (1 du/ 1, 500 sf)</p> <p><b>2. Maximum</b> thirty dwelling units per acre (30 du/ acre).</p>	<p><b>1. Non- residential uses.</b> Maximum eighty-five percent ( 85%) for all buildings and structures. <b>2. Residential and mixed uses.</b> Maximum sixty-five percent ( 65%) for all buildings and structures. <b>3. Dwelling units above</b> the ground floor and all parking areas shall not be counted in lot coverage.</p>
<b>C-1</b> Downtown Business District	<p><b>1. Maximum</b> Forty feet (40 ft), except as allowed by Section 17. 20. 025</p>	<p><b>1. Front Yard Setbacks.</b> None required except where adjacent properties abutting upon the C- 1 use are in a zone of greater requirements, then the front yard shall be equal to one half of the adjacent zone requirement. <b>2. Side Yard Setbacks.</b> a. Interior (facing another parcel): none required, except where necessary to meet building code requirements. b. Exterior (facing street): none required. <b>3. Rear Yard Setbacks.</b> Minimum ten feet (10 ft).</p>	<p><b>No minimum.</b></p>	<p><b>1. Multifamily residential units</b> at the designated general plan densities ( e. g., 15- 30 du/ acre).</p>	<p><b>Maximum</b> Eighty-five percent (85%) for all buildings excluding parking areas and residential units which are above the ground floor.</p>

Table 3. Downtown Development Standards Continued (Crandall Arambula)

Downtown Specific Plan Property Development Standards Assessment					
<p><b>C-2</b> General Business District</p>	<p><b>Maximum</b> building height shall be forty-five feet.</p>	<p><b>1. Front Yard.</b> None required except where adjacent properties abutting upon the C-2 use are in a zone of greater requirements, then the front yard shall conform to the more restrictive zone; <b>2. Side Yards.</b> None required except where the side yard of the C-2 use abuts upon the side yard of a residential or an RP use, and the side yard shall be five feet; <b>3. Rear Yard.</b> Minimum ten feet</p>	<p><b>No minimum.</b></p>	<p>Residential units up to thirty units per acre density, as either a mixed-use activity which is secondary to an existing or proposed commercial use, or as a residential-only development.</p>	<p><b>Maximum</b> Total building square footage shall be fifty percent of the size of the lot. Parking areas shall not be counted as building square footage. Residential units which are on the ground floor shall be counted, however residential units above the ground floor shall not be counted in the square footage.</p>
<p><b>CW</b> Waterfront Commercial District</p>	<p><b>Maximum</b> building height shall be seventy feet.</p>	<p><b>Front Yard.</b> None required except that where a portion of the street frontage of the block in which the site is located is in a zone of greater requirements, the front yard of the CW zone shall conform to the minimum requirements of the more restrictive zone; <b>Side Yard.</b> None required except where the side yard of the CW use abuts upon the side yard of a residential or RP use, and the side yard shall be five feet <b>Rear Yard.</b> Minimum of ten feet;</p>	<p><b>No minimum.</b></p>	<p>Residential uses located above the ground floor of commercial structures not to exceed sixty units per acre density, New residential-only development or the expansion of existing residential-only development up to thirty units per acre density</p>	<p>Site coverage for the total building square footage shall not exceed fifty percent of the size of the lot. Parking areas shall not be counted as building square footage. Residential units which are above the ground floor shall not be counted in the square footage.</p>
<p><b>PF</b> Public Facility District</p>	<p><b>Maximum</b> building height shall be forty feet.</p>	<p><b>Front Yard.</b> None required except that where a portion of the street frontage of the block in which the site is located is in a zone of greater requirements, the front yard of the CW zone shall conform to the minimum requirements of the more restrictive zone; <b>Side Yard.</b> None required except where the side yard of the CW use abuts upon the side yard of a residential or RP use, and the side yard shall be five feet <b>Rear Yard.</b> Minimum of ten feet;</p>			

### A.3 EXISTING LAND USE INVENTORY & ANALYSIS

While the General Plan and Code of Ordinance provide policies and regulations for future development, much of the downtown has been developed prior to the adoption of the General Plan and Code of Ordinance and the uses, site conditions, building forms, massing, and character, in some instances may not be consistent with current policies and regulations of the General Plan and Code of Ordinances.

**Intent.** The land use inventory is intended to provide an understanding of what are the 'as built' uses, their location, arrangement and adjacencies or clusters of like uses. The analysis of these conditions is intended to identify the development capacity, and the development opportunities and constraints of downtown, where new development, the type of new uses, and potential amenities to support these might be located.

Uses inventoried and analyzed include:

1. Retail
2. Commercial
3. Lodging
4. Residential
5. Public/Quasi Public
6. Parking- Off-Street and Curbside.

## Land Use Definitions & Criteria, Issues, Concerns & Considerations.

### 1. Retail Use.

- **Specific Plan Definition.** Retail is defined as those businesses that provide the sale of food, beverages, entertainment; and the sale of goods such as clothing or hardware, and personal services such hair salons. The benefit of these uses is that they are typically are open throughout the day from morning to evening, as a result they activate and animate the downtown.
- **Criterion.** Successful downtowns that attract both local and visitors must include a cluster or a 'critical mass' of continuous adjacent storefronts to be competitive with outlying destinations, and to provide enough storefronts for a variety of retail uses. Crandall Arambula's experience indicates that ideally a minimum of 100,000 square feet of available contiguous street-oriented, pedestrian-friendly storefronts is needed to re-establish or maintain the downtown Crescent City as a retail destination that can be marketed to potential local, regional, or national tenants.

### Issues, concerns and considerations.

- **Changing behavior.** Downtown Crescent City retail revitalization faces several significant challenges, including the lingering effects of the pandemic and shifting consumer behaviors. These factors contribute to declining foot traffic, and increased vacancies such as the downtown Rite Aid store. Downtown retail is the most essential use and a formula to position it to adapt to a more digital and service-oriented landscape requires diligent adherence to a disciplined revitalization strategy that Crandall Arambula will prescribe.
- **E-Commerce.** The shift to on-line shopping convenience has significantly reduced the need for physical retail spaces, particularly for certain types of goods such as clothing and accessories, electronics, home furnishings, personal care products, and pet supplies. While there will continue to be a need for 'brick and mortar' retail such as downtown grocery stores, demand for national chain stores will likely continue to decline.
- **Focus on Experiences.** Successful downtowns, especially those that have attracted tourists, have diversified their offerings beyond contemporary retail uses, incorporating more local or regionally owned and operated entertainment, personal services, and food and beverage options. Attracting visitors requires providing a unique and authentic experience that meets the expectation of what visitors envisage Crescent City to be is essential. The downtown must capitalize upon its relationship to the North Coast, Redwood Parks, and Smith River destinations to fill a latent retail niche not served by Eureka, Arcata, or other regional communities. The downtown cannot expect success if it simply provides the same national name brand stores, restaurants and services that are present in the communities where tourist came from.
- **Animated, pleasant environment.** Clean, well-maintained sidewalks, landscaping, and adequate parking are crucial for attracting shoppers and improving the overall

experience. Moreover, concerns about safety, including homelessness, illicit activities, and general security, can deter shoppers from visiting downtown Crescent City and need to be addressed utilizing 'Clean and Safe Ambassadors' that provide maintenance, visitor information, and security services that typically are funded through a Downtown Business Association or other similar means.

- **Maintaining existing critical existing anchor uses.** Crescent City is unique for a small city in that there are 3 grocery stores downtown. Grocery stores are a keystone use for healthy downtowns because they generate the greatest amount of daily weekly shopping trips of any downtown land use. The spillover benefit is that shoppers often 'chain' trips, in that they often combine dining, entertainment, or shopping for goods with a trip to the grocery store, thereby helping nearby retailers. The loss of the downtown Safeway, Grocery Outlet, or Wild Rivers stores would be a setback in the revitalization of the downtown framework.

## 2. Commercial Use.

- **Specific Plan Definition.** Downtown Commercial land use refers to the classification and utilization of land for business and profit-generating activities, excluding retail uses. It encompasses a range of types of downtown properties designed to support commerce, including single use office buildings, and mixed use buildings where the commercial use is the primary tenant. Commercial includes those businesses that provide professional services such as real estate, design and engineering offices, medical and dental clinics and offices, financial services such as banks and investment brokerages, and recreation uses such as fitness clubs and yoga studios. They provide employees and clients that help serve as customers for downtown uses, especially eating and beverage establishments.

### Issues, concerns and considerations.

- **Remote and In-Person Work.** The COVID-19 pandemic significantly impacted downtown office development nationwide, leading to a shift in work patterns and challenges for urban centers, including Crescent City. Increased remote and hybrid work as a result of the need for social distancing and lockdowns during the pandemic accelerated the adoption of remote and hybrid work models. This shift has led to a significant reduction in downtown office occupancy and a decline in demand for traditional office space. The reduced presence of office workers has led to a decline in foot traffic, impacting restaurants, shops, and service providers that rely on the weekday office crowd.
- **Retention of Existing Commercial Uses.** Unlike many small cities, Crescent City continues to serve as the Central Business District, without significant competition from outlying areas, and it is important to maintain and strengthen the employment population downtown.
- **Attracting New Commercial Uses.** Attracting and supporting emerging new businesses and entrepreneurs such as targeting locations for creative space tenants, and implementing strategies such as incentives, streamlined regulations, and dedicated

support programs can diversify the downtown economy and attract new businesses. Long term recruitment strategies to attract and support industries that necessitate in-person work, like healthcare, will be important to help revitalize downtown as well.

- **Ideal Commercial Locations.** Professional service uses generally have limited ‘banker hours’ of operation from nine to five on weekdays and they have limited hours of operation or are closed on weekends. A successful downtown will include commercial uses that do not occupy retail storefront spaces, rather they are located in cross-street buildings adjacent to the retail streets, or on upper floors of mixed use buildings on retail streets.
- **Civic use ‘creep.’** Government related businesses such as law firms often have the financial resources to fill desirable retail storefronts or adaptively reuse residential properties, which reduce the potential for retail shops and housing opportunities downtown. Crescent City C-1 and CW zoning ordinances permit and foster this condition. To limit this impact, the downtown land use framework and regulatory update recommendations must identify cross streets, or upper floors of mixed use buildings where these conversions are appropriate are essential for the vitality of downtown.

### 3. Lodging Use.

- **Specific Plan Definition.** An establishment providing accommodations, meals, recreation, meeting rooms, business centers, spas, and other amenities and services for travelers, businesspeople, and vacationers.
- **Types of Lodging.** Lodging uses include hotels, motels, hostels, bed and breakfast, and resort commercial establishments. Lodging differs in their typical size, amenities, access, and cost of accommodation. Hotels are generally larger, offering a wider range of services and amenities, with rooms accessed from interior hallways. Motels are typically smaller, focusing on convenience and accessibility, with rooms often accessed directly from exterior parking areas.

#### Issues, concerns and considerations.

- Hotels can contribute to the revitalization of Downtown Crescent City. Economic benefits include, job creation, increased property values, and tax revenue generation. Most importantly, downtown hotels encourage guests to explore the surrounding area, driving foot traffic and revenue to nearby shops, restaurants, entertainment venues, and attractions. Moreover, a downtown hotel can support related industries by partnering with local artisans, chefs, and other businesses to provide guests with unique local Crescent City experiences, further stimulating the local economy beyond the hospitality sector itself.
- **Hotel Location.** A centralized anchor location allows easy access to cultural venues, entertainment, restaurants, and other attractions, offering visitors a more immersive experience. A new hotel(s) should serve as a hub, attracting visitors eager to

experience Crescent City's unique charm, culture, and attractions such as Beach Front Park.

- **Hotel Noise levels.** A revitalized downtown is likely to be bustling and noisy, which may affect the guest experience for those seeking a tranquil environment. Boutique or luxury hotels should be located near quiet green space amenities rather than over entertainment venues and bars.

#### 4. Residential

- **Specific Plan Definition.** Residential housing refers to any building or structure primarily used for living purposes, including houses, apartments, and other forms of attached dwellings. These properties are typically designed to accommodate individuals, families, or households, and can be either owned or rented.
- **Types of Housing.** In the downtown boundary area, there are single family standalone structures on their own land, multi-family homes with shared walls, including walk-up garden apartments surrounded by green space and parking lots, senior apartment housing building designed for older adults, and townhomes with individual attached garages.

#### Issues, concerns and considerations.

- **Mixed Income Housing.** Downtown residential development is essential for a revitalized downtown. The presence of downtown residents help animate the public realm throughout the day and during all seasons, providing passive 'eyes on the street' security, and customers for downtown businesses. A mix of affordable housing constructed with subsidies or government assistance to reduce costs, and full price residential units built without any financial assistance is desirable. Providing only affordable housing in the downtown may have unintended result of the creation of a 'concentration of poverty,' defined the United States Department of Housing and Urban Development (HUD), as census tracts where the poverty rate is 30 percent or more, should be avoided. Providing 'market-rate' or upscale housing benefits retail shops, restaurants, and entertainment establishments by providing nearby customers with disposable income that can be used for discretionary spending on non-essential expenses beyond basic daily needs.
- **Location.** Ideally there should be a mix of attached housing types– apartments, condominiums and townhomes in walking and cycling distance of retail, services, and jobs to reduce the need for automobile travel and lessen parking impacts. Mixed use residential homes developed over or adjacent to retail or commercial uses on a parcel can be provided but are not necessary for a successful downtown, and in fact may make downtown development projects less financially viable. Desirable homes should be arranged in clusters near parks, pathways, and along quiet pedestrian-oriented, well landscaped streets, creating a quarter, district, or neighborhood.

#### 5. Public/Quasi-Public Use.

- **Specific Plan Definition.** Public and quasi-public uses refer to facilities and services that are either owned and operated by the government or operated under a government charter with a public purpose, serving the general public. Public uses are typically government-owned and operated, like the library and city hall. Quasi-public uses are often privately owned or run but have a mission to provide public services, such as non-profit organizations offering educational, cultural, or healthcare services. Places of worship, such as churches, are also quasi-public uses.

#### **Issues, concerns and considerations.**

- **Location.** Downtown Crescent City should continue to serve as the civic and cultural heart of the community, and the presence of government buildings reinforces this identity. Locating local and federal government offices, city hall, the courthouse, police station, and other public services in downtown areas offer numerous benefits that contribute to the economic, social, and civic well-being of Crescent City. Public buildings draw large numbers of employees, visitors, and citizens seeking services, increasing foot traffic and creating demand for local businesses like restaurants and retail stores, and services like salons. The presence of government offices and related activities, like court proceedings, stimulates the growth of supporting businesses such as law firms and title companies. Moreover, downtown is centrally located and is the hub of public transportation, making government services more accessible to a wider range of residents.
- **Dead zone.** Because government and government related uses have a need for security such as the courthouse and jail, access through sites may be limited and may create a sense of exclusion and even danger for visitors in particular. Moreover, because these uses are typically closed during the evening and weekends, their contribution to downtown vitality beyond business hours is limited, and as a result can create a zone of inactivity in the downtown. Government and supportive uses should be clustered into a 'campus' where they can support downtown vitality but not located in areas where an animated street and open space conditions are desirable.

#### **6. Parking Use. - Off-street and Curbside.**

- **Specific Plan Definition.** Off-street parking refers to designated parking areas that are not directly on the public street, such as parking lots, garages, or other mixed use structures designed for motor vehicle storage. They may include other amenities such as electric vehicle charging stations, secured bike lockers, and restrooms. Curbside parking, or on-street parking, is auto storage along the side of a public street, often marked by painted lines or sign designated spaces. Curbside parking spaces may be utilized for bicycle parking rack 'corrals,' or temporary outdoor cafe seating and tables for adjacent dining establishments.
- **Types of parking.** Downtown Crescent City should include both long term and short term parking. Off-street parking found in public parking lots should be targeted for

more than 2 hour long-term use. These facilities include reserved spaces for people with disabilities, and may include reserved, paid spaces for downtown residents and employees. These facilities may be managed by private companies or public entities and can involve various payment systems and security measures. On-street parking provides convenient access to front doors of businesses and residences, and should be restricted to less than 2 hour, and with high turnover parking. Curbside parking may include 5-15 minute 'drop-off' or valet attendant spaces, especially adjacent to hotels or entertainment venues.

#### **Issues, concerns and considerations.**

- **Location.** The majority of residents and nearly all visitors downtown Crescent City will be arriving by automobile. Providing an adequate supply of parking that is in close proximity to retail shops, including both off-street and on-street curbside parking is essential for retail success. Generally, off-street parking is best utilized if it is easily accessible by travelers from primary downtown roadways and located no more than a half-block way from retail destinations along Third Street and H Street. Curbside parking is most preferred by retail customers, and essential along blocks with storefronts. While most parking demand will be met by off-street lots, curbside parking provides short-term 'teaser' parking and drop-off convenience and provides essential front door access for those with customers with physical disabilities that limit their mobility.
- **Curbside Parking Management.** As Crescent City revitalizes, there will be growing demand on limited urban curbside space and the development of innovative solutions for managing it efficiently and sustainably will be needed. In the near-term curbside space should not be metered because of low utilization of current spaces and potential loss of downtown customers and clients to outlying retail and commercial areas where there is no charge for parking. However, as demand increases, parking meters or parking time limits indicated by signs may be appropriate as part of the development of a downtown parking district. Any fees generated by downtown parking should be directed to management and construction of public parking facilities.
- **Fee-in-Lieu of Parking.** A fee-in-lieu of parking management strategy allows developers to pay a fee to a Crescent City instead of providing the required number of on-site parking spaces specified in the Code of Ordinances. This fee is then used to fund additional or maintain the existing 5 public parking facilities or other walking and biking transportation improvements that reduce parking demand and benefit the downtown. This approach can encourage infill development, reduce parking requirements, and promote more efficient use of land.

### Existing Land Use Inventory Summary

Crandall Arambula has inventoried, assessed, and summarized the supply of all downtown development (Figure 4) throughout the downtown planning area (Table 4). The following pages provide detailed inventory information for each land use.

**Table 4. Total Land Use Summary**

Use	Parcel Area (Acres)	Building Area (Square Feet)	Rooms	Units	Parking Spaces
Retail	24	244,899	-	-	-
Commercial	15	242,965			
Lodging	4	33,658	138	-	-
Residential	15	173,221	-	206	-
Public/Quasi Public	18	292,506	-	-	-
Parking	4	-	-	-	669
Vacant Parcels	5	-	-	-	-
<b>Total</b>	<b>85</b>	<b>987,249</b>	<b>138</b>		

### Total Land Use Area Summary Chart

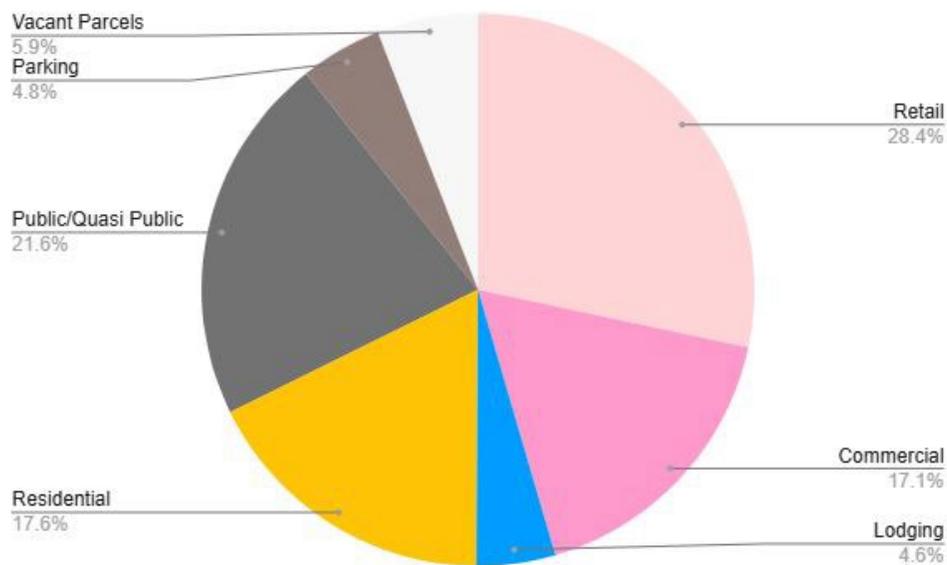
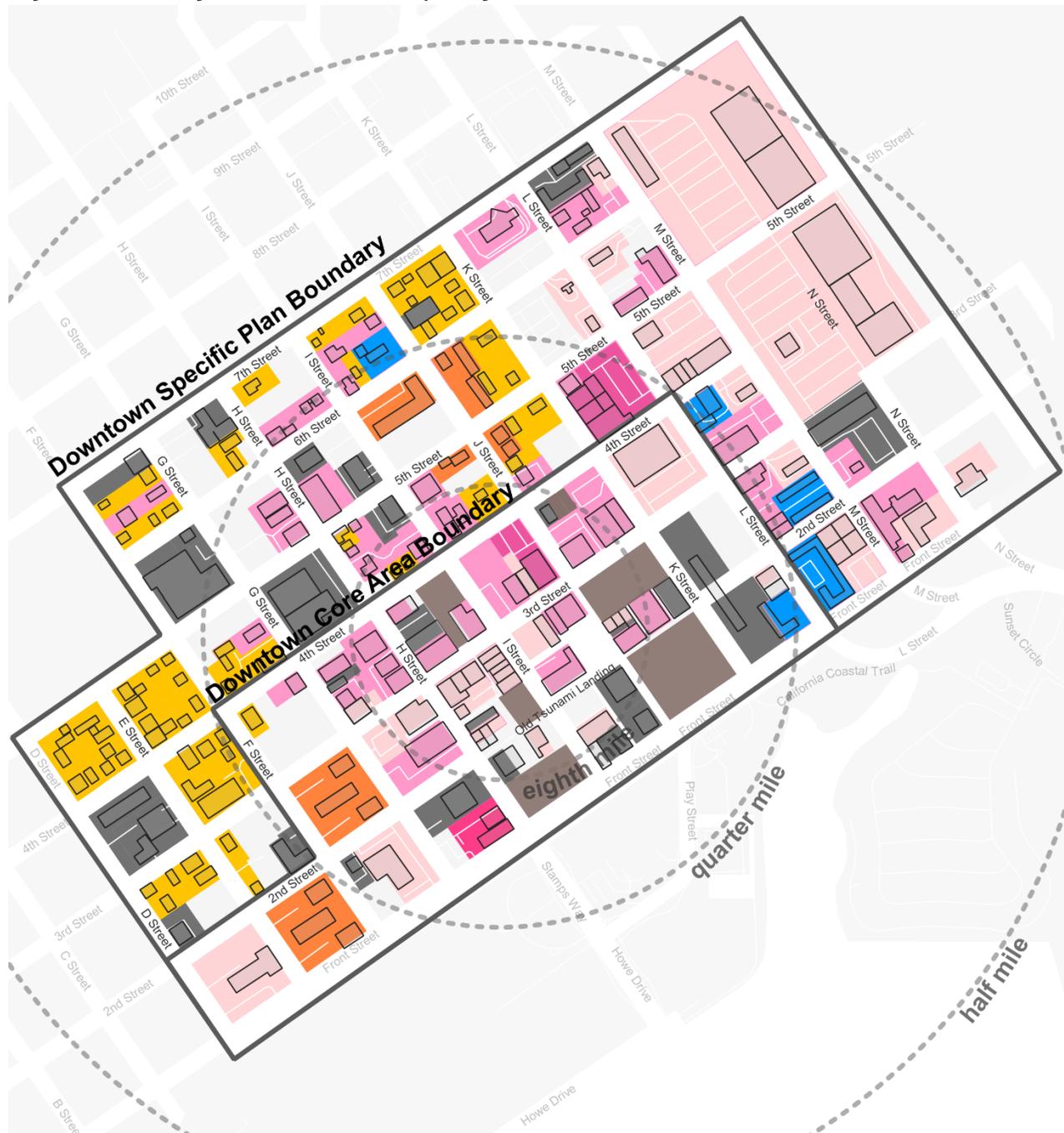


Figure 4. Existing Land Use Summary Diagram



- Public & Quasi-Public Parcels
- Public Parking Lots
- Lodging Parcels
- Mixed-Use Multi-Unit Residential Parcels
- Multi-Unit Residential Parcels
- Single Unit Residential Parcels
- Retail Parcels
- Commercial Parcels
- Mixed-Use Commercial Parcels

North

0
250
500
750
1,000 ft

## Existing Retail Land Use Inventory and Assessment

Crandall Arambula has inventoried and assessed both the supply of downtown street-oriented retail development and contemporary auto-oriented development throughout the downtown. The inventory is intended to identify current supply and capacity to meet potential future demand that has been identified in the market analysis, and consistency with Crescent City General Plan policies and Code of Ordinance regulations.

### Retail Types and Market Segments

The downtown area is comprised of retail development (Figure 5) that is divergent in character and market focus, including:

**Traditional Pedestrian-oriented Retail.** The existing historic downtown core retail ‘main streets,’ Third Street, H Street, and Front Street served as Crescent City’s primary pedestrian-oriented retail corridors since the city’s founding. The Third Street corridor extends from the Highway 101 couplet to G Street and includes the single largest use in the downtown core, the Grocery Outlet market. The complementary pedestrian-oriented retail street, H Street extends from Front to Third and provides a direct connection southwest to Beach Front Park and the cluster of City and County civic use uses to the northwest. Along both of these streets, retail occurs mostly in buildings that were constructed following the 1964 tsunami flooding event. These streets offer the best opportunities to reestablish downtown as a distinctive retail destination for tourists.

**Contemporary Auto-oriented Retail.** Outside the downtown core, existing retail development (Figure 5) includes the Highway 101 oriented retail uses that includes auto-oriented Jedediah Smith Square Shopping Center large format ‘box’ stores, adjacent ‘in-line shops, and free-standing ‘retail pad’ building uses mostly constructed within the last 50 years. Interspersed along the L and M couplet frontages are mostly older structures that include a specialty grocery store, furniture stores, automotive parts, thrift shops, fast food and coffee shops and similar uses catering to local residents and travelers.

### Inventory

Overall, the downtown includes an estimated 244,899 square feet of a full complement of retail uses– restaurants, a cinema, three grocery stores, hardware, clothing shops, coffee shops, a bakery, barber and hair salons, and other similar uses serving not only Crescent City residents but also those residing in outlying areas within a half hour driving distance of Crescent City, and to a lesser degree visitors passing through the downtown. Subareas of retail types are summarized in Table 5.

- Downtown Core.** Within the downtown core boundary, existing retail spread throughout the core, without a focus and cluster continuous storefronts. Based upon tax assessor data, field observation, and Google Maps and Streetview assessment, 8 acres and 95,799 square feet of ground floor retail development spread throughout the core, comprising approximately 33 percent of the total amount of downtown retail.
- Downtown Retail Quarters (Areas outside the downtown core boundary).** All retail uses outside the downtown core occur in parcels fronting Highway 101 (L Street and M Street couplet). There is no retail in northern and western quarters of the downtown. Based upon tax assessor data, field observation, and Google Streetview assessment, 16 acres and 149,000 square feet of ground floor retail development comprising approximately 33 percent of the total amount of downtown retail.

**Table 5. Total Existing Retail Land Use\***

Sub Area	Parcel Area (Acres)	Building Area (Square Feet)
Downtown Core Area	8	95,799
Downtown Quarters (Hwy.101)	16	149,100
<b>Total</b>	<b>24</b>	<b>244,899</b>

\*Based on July 2025 data and observations. Current totals are likely to vary slightly due to the volatility of the marketplace.

### Total Existing Retail Development Land Use Summary Chart

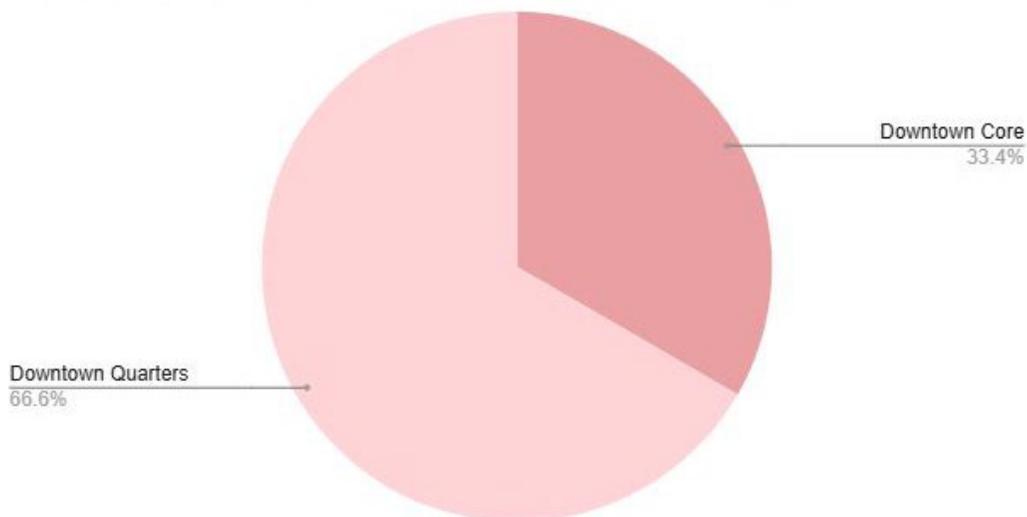
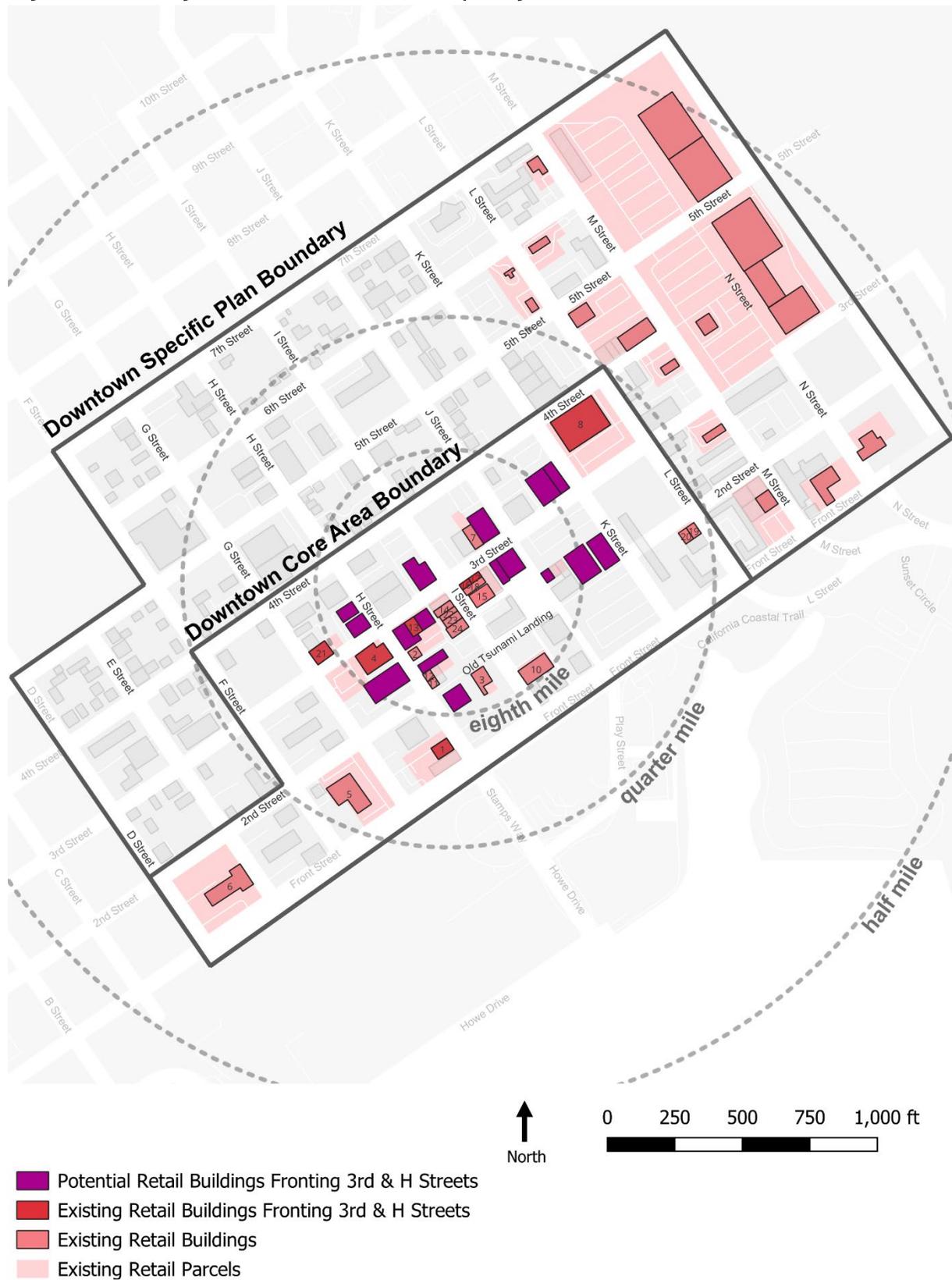


Figure 5. Existing Retail Land Use Inventory Diagram



### Downtown Core Retail Assessment

Crandall Arambula has prepared additional assessment of the location and characteristics of retail in the downtown core to determine current capacity, adjacencies, and identify where existing storefronts that are not currently being occupied by retail uses could, over time be filled with retail tenants to meet a target of 100,000 square feet of contiguous, edge to edge retail storefronts.

**Traditional Main Street Retail.** Currently, street-oriented retail storefronts on Third and H Streets include 46,608 square feet of retail uses (Table 4), which is 40 percent of the 100,000 square foot target. However, there are more than 60,000 square feet of existing storefronts that could accommodate retail storefronts over time to meet this target. To achieve this, non-retail current tenants would need to be relocated, or leases terminated, with business owner and tenant consent.

**Table 6. Retail Fronting Third Street & H Street**

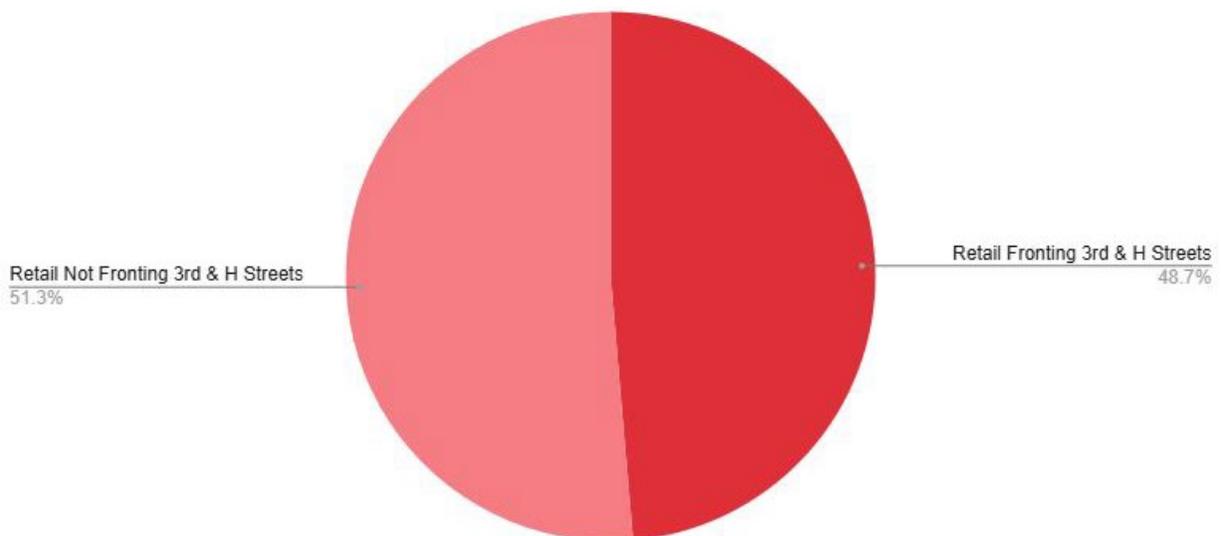
RETAIL FRONTING 3RD & H STREETS		
Number	Business Name	Square feet
1	Martie's Hair Salon	3,453
4	Paragon Coffeehouse/Del Norte Office Supply	8,993
28	The Beat Box Clothing	2,621
31	Tsunami Beach Company	953
32	The Cypress Company Boutique	1,024
8	Grocery Outlet	23,625
2	Fuego	1,479
11	Cutting Loose Salon	1,081
7	Enoteca	3,379
<b>TOTAL</b>		<b>46,608</b>

**Downtown Core Supportive Retail** . As the Third and H Street revitalize and fill with retail tenants, other subarea corridors– Front Street and I Street are likely to see spill over retail tenants that complement and strengthen the traditional Third Street and H Street retail main street corridors. Along these street frontages there are few existing retail establishments. Currently 49,191 square feet of supportive retail present with the largest concentration along Front Street where SeaQuake and Sylvia’s Attic uses exist.

**Table 7. Downtown Core Retail Not Fronting Third Street & H Street**

RETAIL NOT FRONTING 3RD & H STREETS		
Number	Business Name	Square feet
3	North Coast Frame Shop	3,935
5	Sylvia's Attic	12,021
6	SeaQuake Brewing	11,091
9	Cristina's	1,487
10	Lily's Wok	7,433
12	Sisson's Emporium and Tattoo	1,058
14	Aidan's Toy Trove	2,103
15	En Vogue The Studio, A Gentle Touch Grooming	4,424
18	Enchanted Florist	2,224
19	Local Boys Surf & Skate	1,712
20	Elise's Eatery	1,702
<b>TOTAL</b>		<b>49,191</b>

**Existing Downtown Core Retail Summary Chart**



## Existing Commercial Land Use Inventory and Assessment

Crandall Arambula has inventoried and assessed both the supply of downtown commercial development throughout the downtown. The inventory is intended to identify current supply and location of commercial uses, clusters of similar commercial uses, and parcels where mixed use commercial occurs.

### Inventory

**Existing Downtown Core Commercial Supply.** Commercial development types and locations are clustered between G Street and K Street and northwest of the Tsunami Landing pedestrian Mall.

- **Northwest of Third.** The majority of downtown core uses occur north of Third Street and are consistent with the policies of the General Plan Business - Professional District. Uses that occupy strategically important retail parcels include Chase Bank, Edward Jones Investments, Tri Counties Bank, and the US Bank. Other commercial uses fronting Third include Crescent City Land and Title and Western Valley Insurance. No commercial uses are visitor oriented.
- **Southwest of Third.** Commercial services and professional office uses are within the General Plan Visitor and Local Commercial District. Local serving uses include the tenants of the Redwood Plaza building and State Farm Insurance storefront use along the Clock Tower parking lot. Other local serving professional office, real estate and other commercial uses are along H Street and the Tsunami Mall. No commercial uses are visitor oriented.

**Existing Downtown Quarters (Areas Outside the Core) Commercial Supply.** Existing Commercial uses outside the downtown core are cluster within two quarters.

- **Highway 101 Quarter.** Along the Highway 101 couplet, located on parcels that the General Plan has targeted for General Plan VLC commercial uses, there are numerous commercial uses that benefit from drive-by visibility and exposure to thousands of drivers who pass by daily. The area is comprised of financial, insurance, real estate, automotive, equipment rental, and professional office and similar uses that serve the local Del Norte County population. No commercial uses are visitor oriented. There is one mixed use development parcel along the western frontage of L Street between Fifth Street and Fourth Street where local serving uses include an Edward Jones Financial Services and a State Farm Insurance business that share a contemporary auto-oriented shopping center development site with the Del Norte County Health Department office and the Del Norte County's social service Women, Infants, and Children (WIC) supplemental nutrition program office.
- **Del Norte Government Quarter.** Uses ranging generally from Fourth Street to Seventh Street and between F Street and K Street are consistent with the policies of the General

Plan Business - Professional District. Existing professional office consisting of law firms and government-related services are clustered around the Del Norte County government uses. Most commercial uses occur in buildings comprised of office suites, or repurposed retail and residential properties.

**Table 8. Existing Commercial Land Use Inventory**

Sub Area	Building Area
Downtown Core Commercial Buildings	142,594 sf
Downtown Quarters Commercial Buildings	351,872 sf
<b>Total</b>	<b>494,466 sf</b>

**Existing Commercial Land Use Summary Chart**

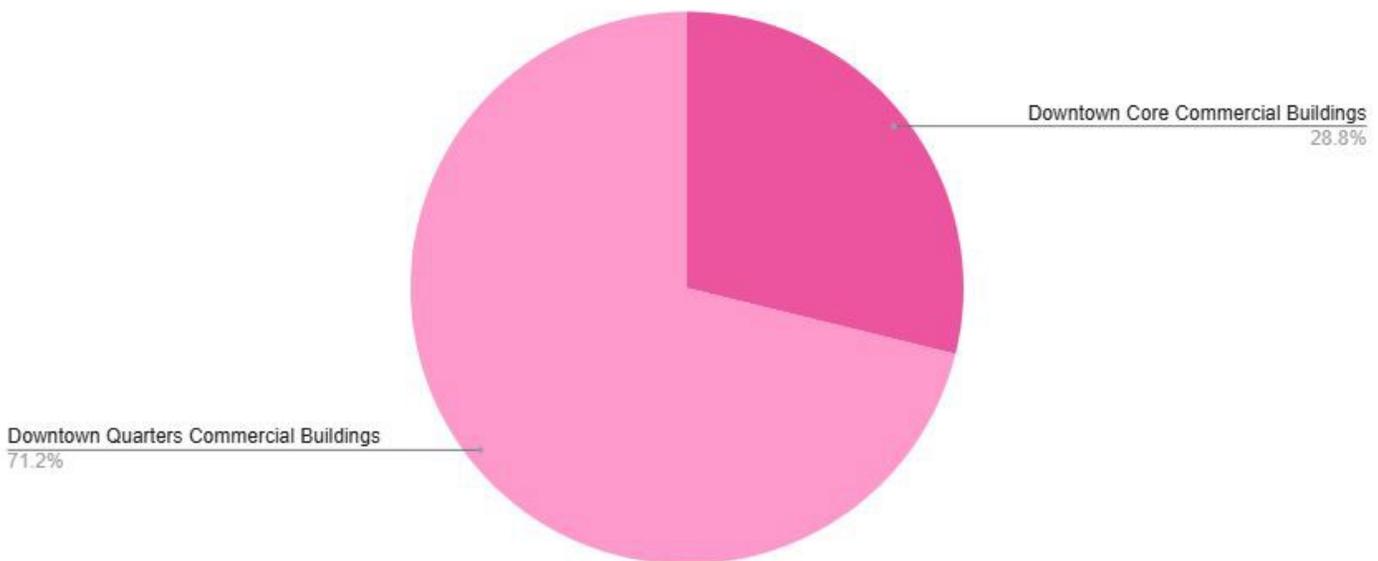
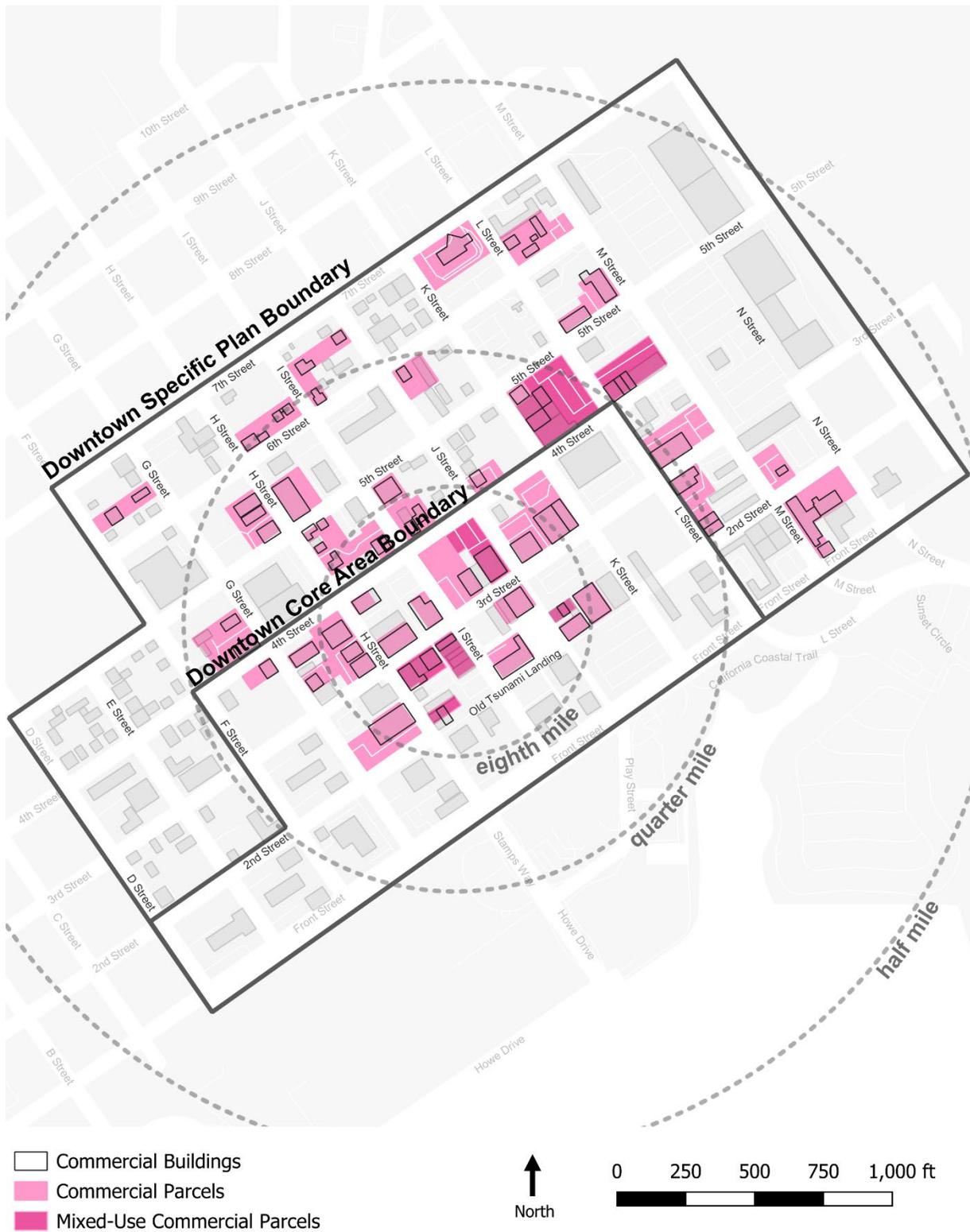


Figure 6. Existing Commercial Land Use Inventory Diagram



## Existing Lodging Land Use Inventory and Assessment

Crandall Arambula has inventoried and assessed both the supply of downtown lodging development throughout the downtown. The inventory identifies current supply, type, and location of lodging.

**Lodging Type and Location.** Today, Crescent City downtown lodging includes only budget motel properties that prioritize affordability and essential comforts, catering to cost-conscious travelers. Located along the Highway 101 couplet, they are visible and easily accessible to automobile travelers and tourists. Currently, there are no up-scale or boutique hotels or resorts that emphasize an elevated experience, featuring more spacious rooms, a wider range of amenities, and enhanced service

### Inventory

**Lodging Supply.** The current supply of downtown lodging supply includes 153 total rooms in 5 independently operated and franchise chain motels. The Motel 6, located at the intersection of L Street and Front Street, is the largest motel, providing 49 rooms.

**Table 9. Existing Lodging Use Inventory**

Number	Type Lodging	Name	Building Area (SF)	Parcel Area (Acres)	Rooms
1	Motel	Front Street Inn	5,297	0.6	30
2	Motel	Beachside Inn	10,892	1.2	49
3	Motel	Pacific Inn Crescent City	7,884	0.7	24
4	Motel	Redwood Inn	6,263	0.6	26
5	B & B	Anna Wulf House	7,884	0.8	9
Total			33,658	3.9	138

Figure 7. Existing Lodging Land Use Diagram



## Existing Residential Land Use Inventory and Assessment

Crandall Arambula has assessed downtown residential development throughout the downtown planning area. The inventory identifies current types, amounts, densities, and location. An assessment of consistency with policies and regulations has also been provided.

### Inventory

Currently there is a mix of 206 residential development units (Figure 4) within **14.9 acres** of the existing Specific Plan Area (Table 10), including:

- **Single Unit Residential Housing.** All 69 units are located outside the downtown core boundary with the exception of one unit. Housing parcels north of Third Street have a General Plan designation of B-P and zoned RP or C-1. South of Third Street, parcels are designated VLC and zoned CW.
- **Multi-Unit Residential Housing. 80 units** are concentrated at six sites. Apartments are located north of the downtown core, along J Street between Fifth Street and Sixth Street have a designation of B-P and are zoned RP or C-1. Apartments in the core located at Second Street and F Street are designated VLC in the General Plan and zoned C-1.
- **Mixed Use Multi Unit Housing.** There is a single horizontal mixed use multi-unit development, found the intersection of Front Street and H Street. With 57 affordable senior (55 years +) units. The parcel is designated Visitor-Local Commercial in the General Plan and zoned CW.

Table 10. Existing Residential Use Inventory

Residential Type	Parcel Area (acres)	Number of Buildings	Units	Density (du/ac)
Mixed-Use Multi-Unit	0.5	1	57	114.0
Multi-Unit	4.3	11	80	18.6
Single Unit	10.1	69	69	6.8
<b>TOTAL</b>	<b>14.9</b>	<b>81</b>	<b>206</b>	<b>13.8</b>

### Existing Residential Land Use Summary Chart

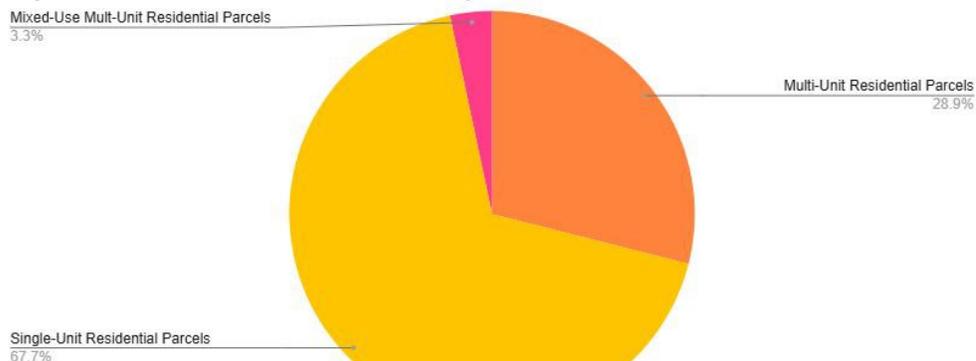


Figure 8. Existing Residential Land Use Diagram



## Existing Public/Quasi Public Use

### Inventory.

Existing Public/Quasi Public development (Figure 9) makes up 18.3 acres, which more than 20 percent of the total Specific Plan Area (Table 11). Within these parcels, the building area of all structures is a total of 292,506 square feet.

- **Del Norte County Civic Cluster.** the Del Norte County Sheriff, Courthouse, District Attorney buildings and other uses such as the library have a total parcel area of 9.5 acres and a combined floor area 4,212 square feet, which is largest public use in the planning area.
- **Crescent City Hall** is the sole city use in the planning area. The one acre site includes a 16,221 square foot building.
- **Federal and State Offices.** A total building area of 64,573 square feet of building area on 4.5 cumulative site area. The largest single use is the 25,822 square foot Redwood State and National Park office use on K Street.
- **Churches and Other Places of Worship.** There is a total of 22,947 square feet of building area on 1.2 total site area.
- **Quasi-Public Uses.** Services such as the Wild Rivers Community Foundation comprise a total of 22,947 square feet of building area on 1.2 acres of combined site area.

Table 11. Existing Public/Quasi Public Use Inventory

Use	Parcel Area (acres)	Building Area (square feet)
City of Crescent City Uses	1.0	16,221
Del Norte County Uses	9.5	148,260
Federal, State, and Tribal Uses	4.5	64,573
Places of Worship	2.2	40,506
Quasi-Public Uses	1.2	22,947
<b>TOTAL</b>	<b>18.3</b>	<b>292,506</b>

### Existing Public/Quasi Public Land Use Summary Chart

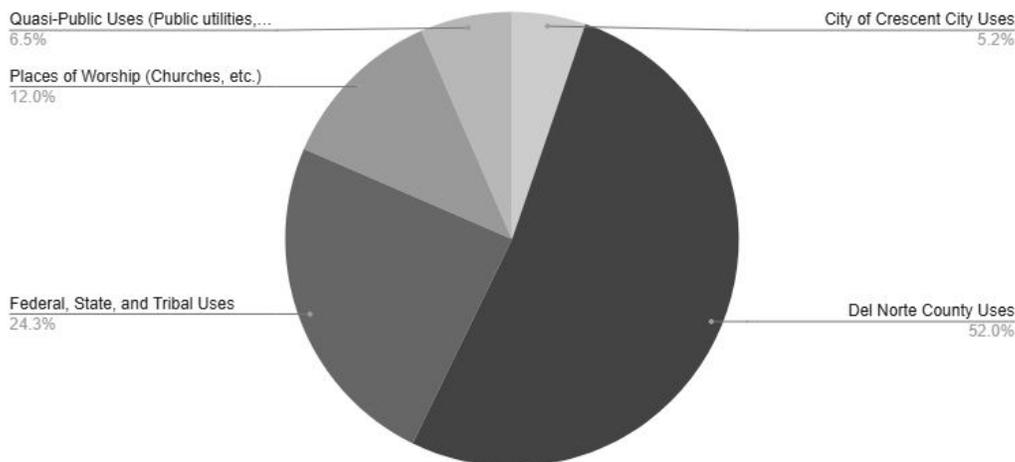


Figure 9. Existing Public/Quasi Public Land Use Diagram



## Downtown Parking Land Use Inventory & Assessment

Crandall Arambula has inventoried and assessed the total supply of both private and public parking spaces throughout the downtown core. The inventory identifies current location and amount of parking by block. The intent of the inventory is to better understand current supply and utilization and understanding how future parking demand created by new infill development may impact current supply, and if needed, where additional parking capacity may be required, and what possible strategies may be taken to address parking demand.

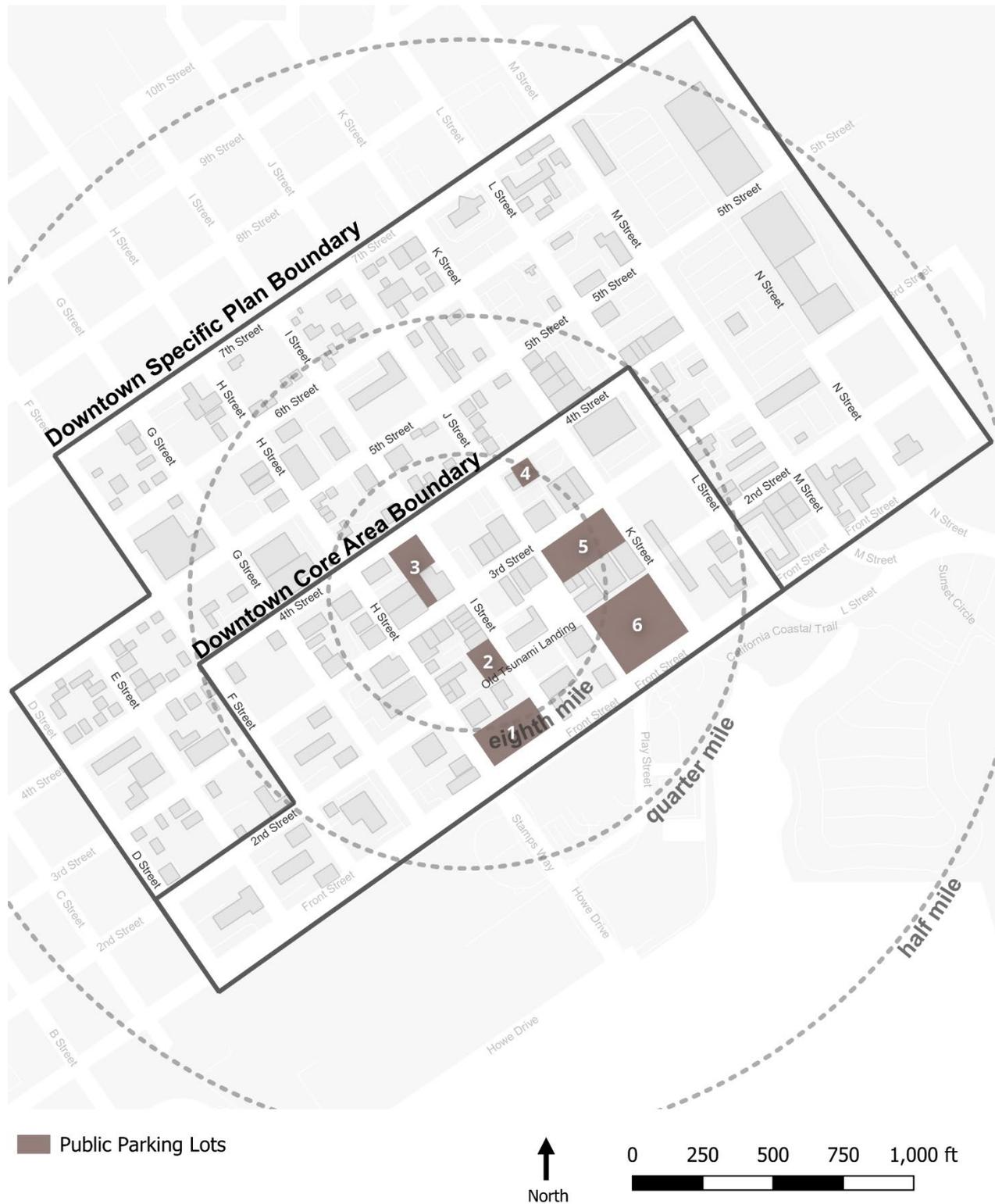
### Inventory

- **Curbside Parking Supply.** Within the downtown core, around 20 blocks, there are approximately 430 curbside parking spaces. In addition, along Front Street, angled parking spaces are provided along Beach Front Park frontage between D Street and L Street. All downtown core spaces are not metered or time restricted.
- **Off-Street Parking Supply.** Crescent City provides 346 parking spaces in 6 public parking lots in the downtown core, including:

**Table 12. Public Parking Inventory**

Lot	Parcel Area (Acres)	EV Charging Spaces	Disabled Spaces	Standards Spaces	Total Spaces
1	0.7	12	4	116	130
2	0.3	-	4	72	76
3	0.4	-	1	57	58
4	0.1	-	1	23	24
5	0.9	-	2	46	48
6	1.6	-	1	15	16
Total	4	12	13	329	352

Figure 10. Public Parking Use Diagram



## Private Parking Land Use

Crandall Arambula has prepared an inventory of current off-street parking for the downtown core (Figure 5). Supply is summarized in Table 3. The assessment assumes that there is full occupancy of all existing structures, no change in use, and no infill development.

**Parking Demand Methodology.** Crandall Arambula’s more conservative, best practice downtown-specific off-street parking space requirements have been utilized rather than Code of Ordinance Chapter 17.42.060 and 17.42.110 off-street parking space requirements to determine the number of required parking spaces. It also assumes there are no reductions or waivers of parking made per the provisions of Chapter 17.42.130. Requirements are:

- Retail parking at 5 spaces per 1000 sf floor area;
- Commercial parking at 4 per 1000 sf floor area;
- Multi-unit housing at 1 space per unit;
- Lodging parking at 1 spaces per room.
- Public uses, quasi-public, or single unit housing uses are not included in calculations.

**Table 13. Existing Private Parking Inventory**

Block	Land Use	Building Area <sup>1</sup> (Square Feet)	Spaces Required <sup>2</sup>	Spaces Provided
1	Retail	19,953	99	32
2	Multi-unit Housing	30 units	30	40
3	Retail and Quasi Public	25,226	108	60
4	Multi-unit housing & Public	56 units	56	97
5	Retail & Commercial	10,319	79	3
6	Commercial	26,156	104	14
7	Public (Transit Center/Parking)	-	-	-
8	Lodging & Commercial	30 rooms/ 11,916	77	13
9	Multi-Unit Housing	30 units	30	40
10	Retail & Commercial	38,381	168	81
11	Retail & Commercial	39,587	176	17
12	Commercial	51,350	221	19
13	Retail & Commercial	36,537	147	-
14	Public	-	-	26
15	Commercial	4,931	19	6
16	Retail & Commercial	46,218	192	26
17	Commercial	36,326	145	31
18	Commercial & Retail	28,974	136	27
19	Commercial & Retail	37,975	151	27
20	Retail	42,507	212	29
<b>Total</b>			<b>2,150</b>	<b>669</b>

<sup>1</sup>Source: Del Norte County Assessor Data

<sup>2</sup> Estimated amount required for full occupancy of all existing buildings

Figure 11. Private Parking Use Diagram



## A.4 DEVELOPMENT AREA CAPACITY ANALYSIS

### **Purpose.**

Crandall Arambula has prepared an analysis to show the potential development area that are available and show locations where short, mid, and long-term housing, retail, lodging, commercial, or public land uses might be built.

### **Intent.**

The analysis will be used to evaluate sites that may be appropriate for new development to meet market demand, and other areas that could be developed should market demand be induced and expanded through strategic infrastructure and amenity improvements.

**The assessment does not recommend acquisition, reuse, demolition, or other change of any existing site or building without owner or property tenant consent, or other planning action required for development.**

### **Methodology.**

Sites that are most economically feasible for development were found using property, building, and site improvement value as the sole criteria. The analysis utilized the current 2025 Del Norte County Assessor data, and parcel uses were confirmed through Google Earth aerial and Streetview photography, and July 2025 site reconnaissance. In some instances, Assessor data and Google Earth photography appears to be outdated and not consistent with observed conditions. As a result, some parcels may not be classified correctly.

**The analysis does not assess the viability of development parcels based on real estate industry siting criteria, zoning, or other planning and design criteria.**

## Existing Parcel Types.

All existing parcels were organized and summarized as five parcel types within the existing downtown core sub area, including:

- **Vacant.** Those privately-owned sites that include only a land value and no building value. Vacant sites do not include roadway right-of-way, utility easements, or similar uses.
- **Underutilized.** Parcels where currently an inefficient use of land exist and new development, or additions or renovation of existing structures, may be practical. The criterion for underutilized parcels is, where the land value is greater than any improvement value (>1:1). Typically, these parcels are made up primarily by uses such as parking lots, storage yards, or residential parcels with either small building floor areas, or parcels with lower assessed values due to the age or condition of the existing structures.
- **Redevelopable.** Parcels where infill development or demolition and reconstruction may be practical to create more intensive uses or higher value uses. The criterion for redevelopable parcels is, where the land to improvement value is a minimum of one to one (1:1) and a maximum of one to one and one half (1:1.5). Typically, these parcels are characterized by parcels made up of residential, commercial, and industrial parcels with lower assessed values due to the age or condition of the existing structures.
- **Stable.** Parcels where change is less likely to occur over a twenty year planning horizon. The criterion for stable parcels is where the land to improvement value is more than one to one and one half (>1:1.5) land to improvement value. In many cases, parcels where the building(s) cover a high percentage of the site are also identified as stable, but parcels may be in fact underutilized or redevelopable depending on the condition of the structure.
- **Publicly Owned or Quasi Public.** This includes parcels where there is no assessed value. The public sector or service provider would initiate any future development.

### Downtown Core Development Area Capacity Inventory

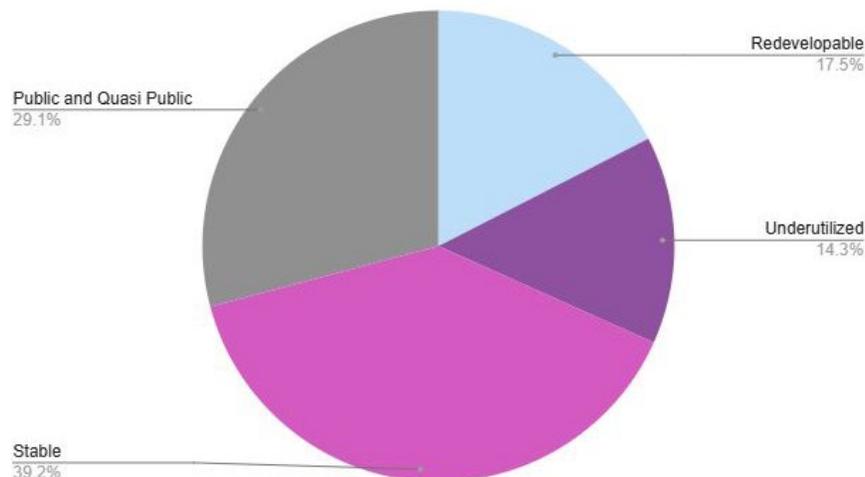
The development area capacity of the existing Specific Plan area is summarized on Figure 12. and Table 14.

- **Vacant Parcels.** County Assessor data indicates that there are no Vacant sites within the boundary, however, site reconnaissance reveals that a parcel at the intersection of Third Street and L Street is Vacant, and parcels Front Third Street between F Street and G Street also appear to be Vacant.
- **Redevelopable and Underutilized Parcels.** Combined, Vacant and Redevelopable Parcels comprise 31.8 percent of the downtown core area.
- **Stable Parcels.** The largest category is Stable. Parcels that are generally small with a high percentage of building coverage. These parcels are distributed along Front Street, H Street, and Third Street. Crandall Arambula site reconnaissance and discussion with some property owners has revealed that some of these Stable parcels are 'false positives,' and may be better classified as Redevelopable.
- **Public and Quasi Public.** The second largest parcels are designated as Public and Quasi Public. Public parking lots, City Hall, the Redwood State and National Park office, are largest parcel uses. All are concentrated northeast of H Street.

**Table 14. Existing Downtown Core Development Capacity Inventory**

Designation	Acres	Square Feet
Redevelopable	4.7	205,424
Underutilized	3.9	167,763
Stable	10.6	460,894
Public and Quasi Public	7.9	342,895
<b>TOTAL</b>	<b>27.0</b>	<b>1,176,975</b>

### Existing Specific Plan Development Capacity Summary Chart



**Figure 12. Existing Downtown Specific Plan Development Area Capacity Diagram**



# **B. Draft Mobility and Active Transportation Analysis**

Crescent City Downtown Specific Plan

August 2025

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## **EXECUTIVE SUMMARY**

This report presents a Complete Streets analysis of Downtown Crescent City, focusing on how well the existing street design supports pedestrian-oriented retail activity. The methodology involved dividing the public right-of-way into two zones: a vehicle zone and a pedestrian zone. Each zone was assessed for elements that support pedestrian retail. Key elements assessed in the vehicle zone included travel lanes, direction, volume, parking, and transit infrastructure, while the pedestrian zone was evaluated for sidewalk width, lighting, seating, tree canopy, and multimodal facilities.

### **Vehicle Zone**

The vehicle zone analysis found that most street segments support pedestrian retail, with favorable ratings for travel lane width, number of lanes, and general traffic direction. However, specific areas such as the intersection of Stamps Way and Front Street, and segments lacking curb extensions or adequate bus stop infrastructure, were identified as needing improvement. Bike infrastructure was notably insufficient, with only one dedicated lane present along Front Street.

### **Pedestrian Zone**

In contrast, the pedestrian zone revealed more significant challenges. Sidewalks were generally too narrow, lighting was inadequate, and street trees were sparse. While some areas offered pedestrian seating and traffic calming features, most lacked essential amenities like stormwater management, wayfinding, and multimodal transit facilities. These deficiencies suggest that substantial upgrades are needed to create a more pedestrian-friendly environment that supports retail vitality in the Downtown Core.

## A. LITERATURE REVIEW

### A.1 City of Crescent City General Plan, 2000

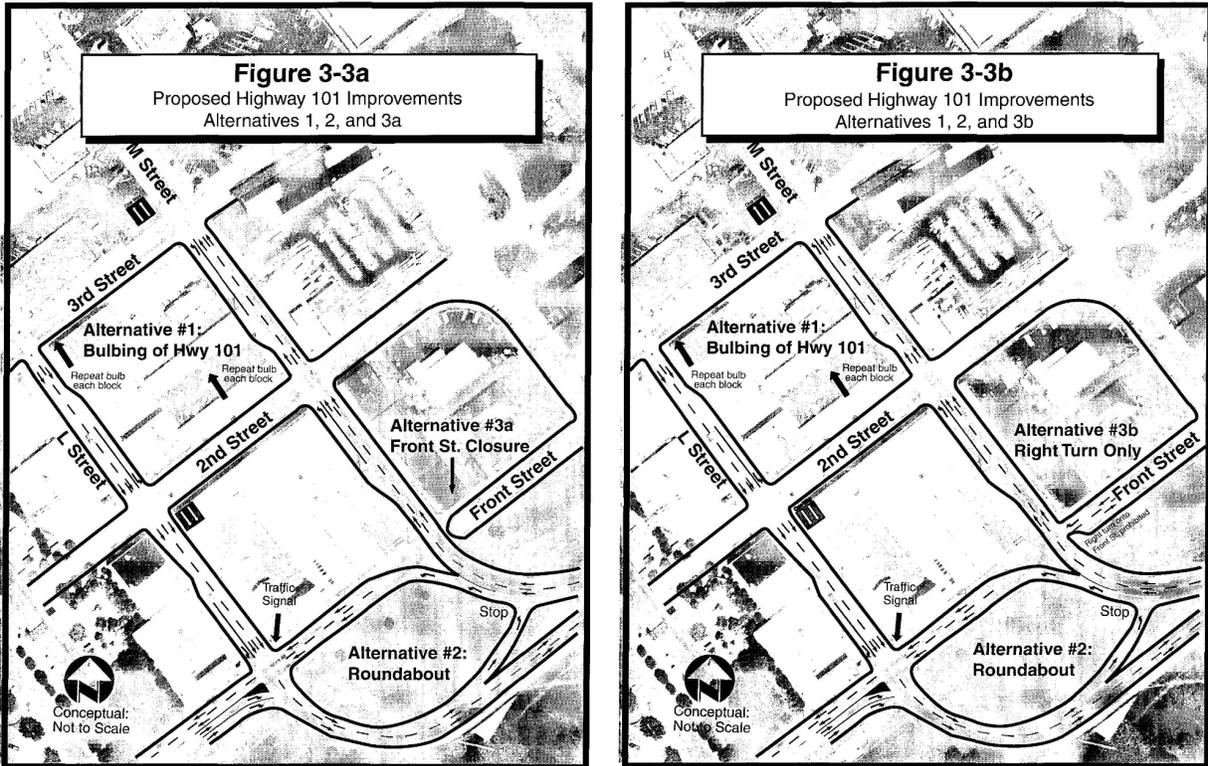
**Pedestrian route development.** This plan proposes a citywide trail system that connects neighborhoods, parks, schools, and commercial areas, including a coastal trail linking Point St. George to South Beach. The plan also suggests improving pedestrian access in the Visitor and Local Commercial (VLC) area, including a proposed pedestrian bridge over Elk Creek. New developments would be required to include accessible pedestrian infrastructure.

**Bicycle route development.** Crescent City established a bike route system that utilizes lightly used residential streets, other street sections with separate bike lanes, and sections of bike paths. The plan proposes coordinating with Del Norte County and state agencies to link city bikeways with regional trails and the Pacific Coast Bike Route.

**Transit route development.** The plan proposes requiring new developments to include transit stops and shelters where appropriate. It also suggests collaborating with transit providers to expand and improve fixed-route and demand-responsive services. Transit access in high-density and employment areas is identified as a priority.

**Automobile route development.** Highway 101, the city's primary arterial, is targeted for improvements that balance through traffic efficiency with enhanced access to downtown and waterfront areas. Proposed modifications include lane reconfigurations, pedestrian-friendly design features like bulb-outs, and improved signage. (See Figure A.1) Front Street is also identified for redesign to better serve pedestrian and recreational uses, with recommendations for angled parking, landscaped medians, and traffic calming measures.

Figure A.1 Proposed Highway 101 Improvements, City of Crescent City General Plan, 2000



**A.2 Del Norte Active Transportation Plan, 2017**

According to this document, the percentage of workers who walk and bike to work in Crescent City significantly exceeds the average percentage of workers who walk and bike to work in small cities on the West Coast. The 2017 Del Norte Active Transportation Plan concludes that it is likely that most active transportation trips in the region can be accounted for with adults commuting to and from work and children commuting to and from school.

**Proposed trails.** A major proposed pedestrian facility is the Hobbs Wall Trail, a proposed multi-purpose path that would link northern and southern Crescent City to Jedediah Smith Redwood State Park. The trail would be a joint venture between Crescent City, Del Norte County, and the Jedediah Smith Redwood State Park, and was identified as a priority project in the 2011 Regional Transportation Plan. The proposed Coast-to-Crest Trail would start in Crescent City and head to the east, terminating at Harrington Mountain and the existing Pacific Crest Trail. Another proposed trail is the Coast-to-Caves Trail, which would start in Crescent City and head to the northeast, ultimately connecting to Oregon Caves National Monument. The Coast-to-Caves trail could be used to connect to the Coast-to-Crest Trail through the Pacific Crest Trail and create a regional trails network.

**Proposed pedestrian improvements.** Plans for traffic calming improvements to Front Street include a realignment, lane reduction, improved crosswalks, and enhanced bicycle and

pedestrian facilities. The Highway 101 Traffic Calming and Gateway Projects propose traffic calming features and non-motorized improvements including sidewalk gap closures, additional crosswalks and crosswalk signalization, and raised medians. The Crescent City Non-Motorized Improvement Project includes traffic calming, operational, and safety improvements on highway 101 between the Gateway Projects. The project would enhance circulation and safety for non-motorized users including driveway and curb ramp upgrades to meet ADA standards.

**Pedestrian safety.** There were many more pedestrian fatalities (14) than bike fatalities (2) in the same time period (2004-2013). More than half of pedestrian accidents happened along the state highway system - so this document suggests that improvements that provide parallel routes to Highway 101 and Highway 109 should be prioritized in order to reduce future pedestrian fatalities.

**Bike routes.** The majority of Del Norte County's regional bicycle facilities run north and south from the Oregon border to Humboldt County along the Coastal Zone. Views of the ocean, redwood forests, light houses, beaches and coastline make these routes a significant attraction for touring and recreational cyclists. The two most significant regional routes in Del Norte County include portions of the Pacific Coast Bike Route and California Coastal Trail. Local bicycle routes serving commuter and recreation cyclists are primarily located in population centers like Crescent City, Smith River, and Fort Dick.

**Proposed bike route improvements.** In Crescent City, the priority for improvements has focused on completing the Coastal Trail and constructing the Hobbs Wall Trail. Other significant improvements include various smaller upgrades and new bike facilities throughout the region. There are both existing and proposed bicycle parking in Crescent City.

**Transit providers.** The Redwood Coast Transit Authority (RCTA) is the primary public transportation service provider in Del Norte County. RCTA offers fixed-route services as well as dial-a-ride and paratransit services. Passengers with disabilities traveling outside of Crescent City can reserve a ride from within  $\frac{3}{4}$  mile of any regional RCTA route. All RCTA buses are equipped with wheelchair lifts.

**Transit facilities.** All RCTA fixed-route buses are outfitted with two bicycle racks for use by passengers. Bus stop signs are available at all RCT bus stops. Benches and shelters are available at high ridership locations only. Ticket kiosks are not available.

**Proposed transit improvements.** The Crescent City Cultural Center bus stop is the highest ridership stop in the RCTA system and is the primary transfer point for local and regional RCTA routes. It offers 2 shelters equipped with benches. Adding additional passenger facilities to the Crescent City Cultural Center bus stop would facilitate transfers and improve access to transit for pedestrians and bicyclists.

### **A.3 City of Crescent City Local Road Safety Plan, 2022**

**Safety hot spots.** The intersection of H and 8th Street had the highest severity ranking among all city intersections and the highest number of collisions, followed by the intersection of

Highway 101 and Elk Valley Road. The segment of Highway 101 from Front Street to Elk Valley Road had the highest severity ranking among all road segments and had the highest number of collisions. This is a Caltrans road segment and is currently being upgraded with sidewalks and other safety improvements. There do not seem to be any particularly dangerous road segments on City roads, so instead the recommendation is for the City to focus on systemic safety upgrades and intersection projects.

**Collision data.** An estimated 80% of all collisions between 2011 and 2020 took place at intersections. Causes included unsafe speed, following too closely, improper turning, automobile right of way, pedestrian right of way, and traffic signals/signs. The majority of bicycle collisions took place along Highway 101. Pedestrian collisions largely took place on Caltrans roadways including a fatal incident at intersection of Highway 101 and Elk Valley Road. All collisions involved pedestrians who were either in the road or jaywalking.

**Fatal and severe injury collisions.** During the ten-year period (2011-2020), there were no fatal and one severe injury collisions recorded for the roadways under the City of Crescent City's jurisdiction. There was one fatal and one severe injury collision on Caltrans roadways at the intersections of City roadways. The fatal incident was an alcohol related vehicle-pedestrian collision where the pedestrian was not crossing the street in a crosswalk in the dark with no streetlights.

**Roadway safety improvements.** Roadways with high densities of collisions were analyzed and were found to have the following deficiencies: faded pavement markings (including crosswalks) and lack of edge lines, discontinuous sidewalk, uneven pavement, and limited ADA curb ramps.

**Successful projects.** The Front Street Project improved safety, drainage, and accessibility. The Sunset Circle Multi-Use Trail Project created a safe and convenient route for tourists and recreational users. (11)

#### **A.4 Redwood Coast Transit Authority Mini Short Range Transit Plan Update, 2022**

**Service reductions.** This Transit Plan Update notes that service was reduced in April 2020, and these service cuts have been retained post-pandemic.

**Key demographic data.** Rates of disability in Crescent City and Del Norte County are identified as being notably higher than in the state overall. A resident of Del Norte County is twice as likely to have a disability compared to the statewide average. Similarly, rates of disability in older adults are significantly higher in Crescent City and Del Norte County when compared to the statewide average. RCTA states that it is reasonable to assume that much of its service area is living in poverty. RCTA is a key resource for parolees at Pelican Bay State Prison to reach regional transfer points to other transit systems.

**Potential service improvements.** One potential service improvement identified in this report is to provide a seasonal summer service. This summer service would add additional trips to routes that connect to popular recreation destinations such as state and national parks.

Another potential service improvement would be to restore early morning service on local routes in order to serve commuting students and service workers.

#### **A.5 Front Street Transit Hub Selection Staff Report, 2023**

**Existing transit hub.** The existing transit hub is located on Front Street between K and L streets and features 2 bus shelters with benches. According to this staff report, the community perceives it as “unsavory” due to safety concerns from the surrounding homeless population and intoxicated passersby. There is minimal signage, and the transit hub lacks restrooms. Nearby amenities include the Del Norte Library District, Beachfront Park, and the Cultural Center. Potential upgrades could include improved signage, availability of information, operations office, ticket kiosk, shelters, and restrooms.

**Proposed transit hub location.** RCTA staff noted concerns that the proposed design plans for the area (part of unfunded streetscape plans) did not address the need for westward exist and infrastructure for daily human presence, such as a ticket sale/information desk. A new option was proposed for a site located at K and Front Streets. This site is 1.75 acres and has plenty of space to add facilities that could support the transit hub. Its proximity to the Redwoods National and State Parks Visitor Center means that it could also serve as an access point for National Parks Service visitors. Nearby amenities include the Crescent City Library, Redwoods National and State Parks Visitor Center, the Cultural Center, Coastal Trail, and the Discovery Center.

## B. RECENT IMPROVEMENTS

### B.1 Front Street Storm Drain Project

According to the City of Crescent City's Public Works Department, a Community Development Block Grant has been secured to help mitigate flooding in residential areas. The project will install a redundant storm drain system within the C Street drainage basin (between 5th Street and Front Street) and the F Street drainage basin (between Front Street and 4th Street). In addition to the drainage improvements, the project includes upgrades to street infrastructure, including ADA-compliant curb ramps, new sidewalks, and curb and gutter enhancements along the affected streets.

Figure B.1 Images of Front Street Storm Drain Project



Source: City of Crescent City

### B.2 Sunset Circle Multi-Use Trail Project

The City of Crescent City's Public Works Department reports that this project is funded through a combination of sources, including the Active Transportation Program, the Del Norte Local Transportation Commission, and the Coastal Conservancy. The project will complete the final segment of the California Coastal Trail through Crescent City, creating a continuous connection for pedestrians and cyclists from Pebble Beach to South Beach.

Figure B.2 Images of Sunset Circle Multi-Use Trail Project



Source: City of Crescent City

### **B.3 Beachfront Park**

A General Development Plan has been created to set the theme, elements, style, and signage of the Park. This included creating an interpretive framework for the entire park, a stormwater management strategy, and visitor experiential objectives. Plans for upgrades to the Park include a mountain bike pump track, a dog park, and additional playground facilities. Interpretive elements will include interpretive art features and an interpretive trail.

### **B.4 Cultural Gateway and Beautification Project.**

This project includes gateway monuments, landscaping, and public art along Highway 101. It also includes a design concept for the Redwoods Discovery Center entrance as well as a wayfinding plaza.

### **B.5 Highway 101 Traffic Calming and Gateway Projects**

This project proposes traffic calming features and non-motorized improvements including sidewalk gap closures, additional crosswalks and crosswalk signalization, and raised medians.

### **B.6 Crescent City Non-Motorized improvement Project**

This project includes traffic calming, operational, and safety improvements on Highway 101 between the Gateway Projects. The project will enhance circulation and safety for non-motorized users including driveway and curb ramp upgrades to meet ADA standards.

## C. EXISTING CONDITIONS

### C.1 Walking Access Routes

The 2017 Del Norte County Active Transportation Plan states that the percentage of workers who walk and bike to work in Crescent City significantly exceeds the average percentage of workers who walk and bike to work in small cities on the West Coast. It is also concluded that it is likely that the majority of active transportation trips in the region can be accounted for with adults commuting to and from work and children commuting to and from school.

An existing pedestrian walkway extends from K Street to H Street along 2nd Street. This concrete paved walkway extends from the Redwood State and National Parks Visitor Center to the intersection of 2<sup>nd</sup> and H streets. Another pedestrian walkway extends from 3<sup>rd</sup> Street to Front Street along J Street. This is a tree-lined, paved concrete walkway with some landscape plantings and pedestrian seating. The walkway crosses I Street, where a tabled crosswalk and concrete planter bollards provide safety for crossing pedestrians.

Other existing pedestrian routes include improvements along Front Street, a paved path in Beachfront Park, and a trail that connects through the RV Park. See Figure C.1 Walking Access Routes Diagram for a map that shows existing pedestrian infrastructure.

The 2017 Del Norte County Active Transportation Plan identifies future pedestrian improvements near Downtown Crescent City, which include plans for enhanced pedestrian facilities along Front Street as well as a connection to the proposed Hobbs Wall Trail. The Hobbs Wall Trail would connect Jedediah Smith Redwood State Park to Crescent City. The eastern portion of this trail would start at the intersection of Front Street and K streets.

According to the 2017 Del Norte County Active Transportation Plan, from 2004 to 2013 there were many more pedestrian fatalities (14 fatalities) than bike fatalities (2 fatalities). More than half of pedestrian collisions happened along the state highway system - so improvements that provide parallel routes to Highways 101 and 109 could help to reduce future pedestrian fatalities.

### Key Takeaways

- **Existing Pedestrian Routes.** There is an existing pedestrian walkway that runs along 2nd Street from K Street to H Street. Existing trails include the Harbor Trail, which connects to Beachfront Park, and a trail that connects to the RV Park.
- **Proposed Pedestrian Routes.** Future pedestrian improvements include a proposed sidewalk along Front Street and a proposed multi-use path that would connect Front Street to the future Hobbs Wall Trail.
- **Pedestrian Collisions.** Pedestrian collisions are most frequent along state highways, including Highway 101 which runs through Downtown Crescent City.

Figure C.1 Walking Access Routes Diagram



**LEGEND**

- Pedestrian collision (2004-2013)
- Existing pedestrian walkway
- Existing trail
- Existing beach path
- Existing sidewalk improvements
- - - Proposed multi-use path
- - - Walking distance

## C.2 Biking Access Routes

In California, bikeways are classified by Caltrans as follows:

- **Class I / Bike path:** Bike paths should provide unique opportunities beyond the road network, serving either as recreational routes or as commuting corridors.
- **Class II / Bike lane:** Bike lanes are designated in high-demand areas to clearly separate cyclists from motorists.
- **Class III / Bike route:** Bike routes are shared roadways that either connect other bike facilities or guide cyclists through high-demand areas, typically alongside motor vehicles.
- **Class IV / Separated bikeway:** A separated bikeway is a bike path designated solely for bicycles and physically divided from vehicle traffic by features like barriers, posts, grade changes, or parked cars.

The 2000 Crescent City General Plan established a bike route system that utilizes lightly used residential streets, other street sections with separate bike lanes, and sections of bike paths. Existing bike infrastructure in Downtown Crescent City is limited, with no bike parking available. The nearest bike parking facility is a bike rack at the Cultural Center that can only accommodate 3 bikes. The primary bike route through Downtown is an on-street bike route on Highway 101. This Class III route requires cyclists to share the road with cars and does not have any sharrows. Recent improvements to Front Street have added a Class II bike lane. Connecting to this bike lane, Beachfront Park has a Class I bike path that also accommodates pedestrian use. See Figure C.2 Biking Access Routes Diagram for a map that shows existing bike infrastructure.

The 2017 Del Norte County Active Transportation Plan notes that potential bike improvements in Crescent City have focused on completing the Coastal Trail and constructing the Hobbs Wall Trail. Other significant improvements would include various smaller upgrades and new bike facilities throughout the region.

According to the 2017 Del Norte County Active Transportation Plan, from 2004 to 2013 there were 3 bike collisions in Downtown Crescent City. All these bike collisions occurred along Highway 101.

### Key Takeaways

- **Existing Bike Routes.** There is an existing bike path that runs through Beachfront Park, and there is an existing on-street bike route on Highway 101.
- **Existing Bike Facilities.** Bike parking is currently very limited, with only 1 bike rack located within the downtown core.
- **Proposed Bike Routes.** Future pedestrian improvements include a proposed sidewalk along Front Street and a proposed multi-use path that would connect Front Street to the future Hobbs Wall Trail.

Figure C.2 Biking Access Routes Diagram



**LEGEND**

- Bike collision (2004-2013)
- Bike parking
- Bike path (Class I bike route)
- Bike lane (Class II bike route)
- On-street bike route (Class III bike route)
- Proposed bike path (Class I bike route)
- Proposed bike lane (Class II bike route)

### C.3 Transit Access Routes

Redwood Coast Transit Authority (RCTA) is the primary public transportation service provider in Del Norte County. RCTA offers fixed-route services as well as dial-a-ride and paratransit services. There are currently 4 fixed routes in Crescent City (Routes 1, 2, 3, 4), 1 intercity route (Route 20) and a regional route (Route 199). There is no service on Sundays. Routes 1, 3, 199 operate on weekdays only. Routes 2, 4, and 20 operate from Monday through Saturday.

Passengers with disabilities traveling outside of Crescent City can reserve a ride from within ¼ mile of any regional RCTA route, and all RCTA buses are equipped with wheelchair lifts. Dial-A-Ride, the RCTA paratransit service, operates from 7:00 am to 6:00 pm Monday through Friday and 8:00 am to 5:00 pm on Saturdays and holidays.

While bicycle racks are not available at bus stops, all fixed-route RCTA buses are outfitted with 2 bicycle racks. All bus stops have bus stop signs, but only high ridership locations have benches and shelters. Ticket kiosks are not available.

There is an existing transit hub at the Crescent City Cultural Center. This is currently the highest ridership stop in the RCTA system and is the primary transfer point for local and regional RCTA routes. It offers 2 shelters, which are equipped with benches. A future transit hub will be located at Front Street and K Street. See Figure C.3 Transit Access Routes Diagram for a map that shows existing transit infrastructure.

#### Key Takeaways

- **Existing Transit Routes.** RCTA Routes 1, 2, 3, and 4 serve Crescent City. Route 20 provides intercity service to Smith River and Eureka, while Route 199 provides regional service to Gasquet.
- **Existing Transit Hub.** Located in front of the Crescent City Visitor Center, along Front Street.
- **Future Transit Hub.** A future transit hub will be located at Front Street and K Street.

Figure C.3 Transit Access Routes Diagram



**LEGEND**

- RTCA Bus Stop
- Transit Hub
- Future Transit Hub Location
- Route 1 - Parkway / El Dorado
- Route 2 - A / Inyo / Washington
- Route 3 - Northcrest
- Route 4 - Bertsch / Howland Hill
- Route 20 - Smith River / Crescent City / Eureka
- Route 199 - Crescent City / Gasquet

#### C.4 Future Transit Hub

The Redwood Coast Transit Authority (RCTA) is in the process of moving its transit center from its current location on Front Street between K Street and US 101. The current location does not currently meet the needs of the community. In response to public feedback, RCTA teamed up with the City of Crescent City to explore new transit center locations that would improve comfort and ease of use for passengers.

Initially, a design for the hub was proposed as part of streetscape improvements along Front street; however, this location was moved as part of the streetscape design refinement. After reviewing several potential locations, RCTA and the City agreed on a new site just half a block away from the current station, at the parking lot on Front Street and K Street in Downtown Crescent City. A site location map can be seen in Figure C.4 and a site plan prepared by Stover Engineering can be seen in Figure C.5.

According to RCTA, key goals for this project are to improve connectivity, increase ridership, and promote safety and security. Along with the new facility, travel to and from the transit center will be enhanced by streetscape improvements that the City is making along Front Street.

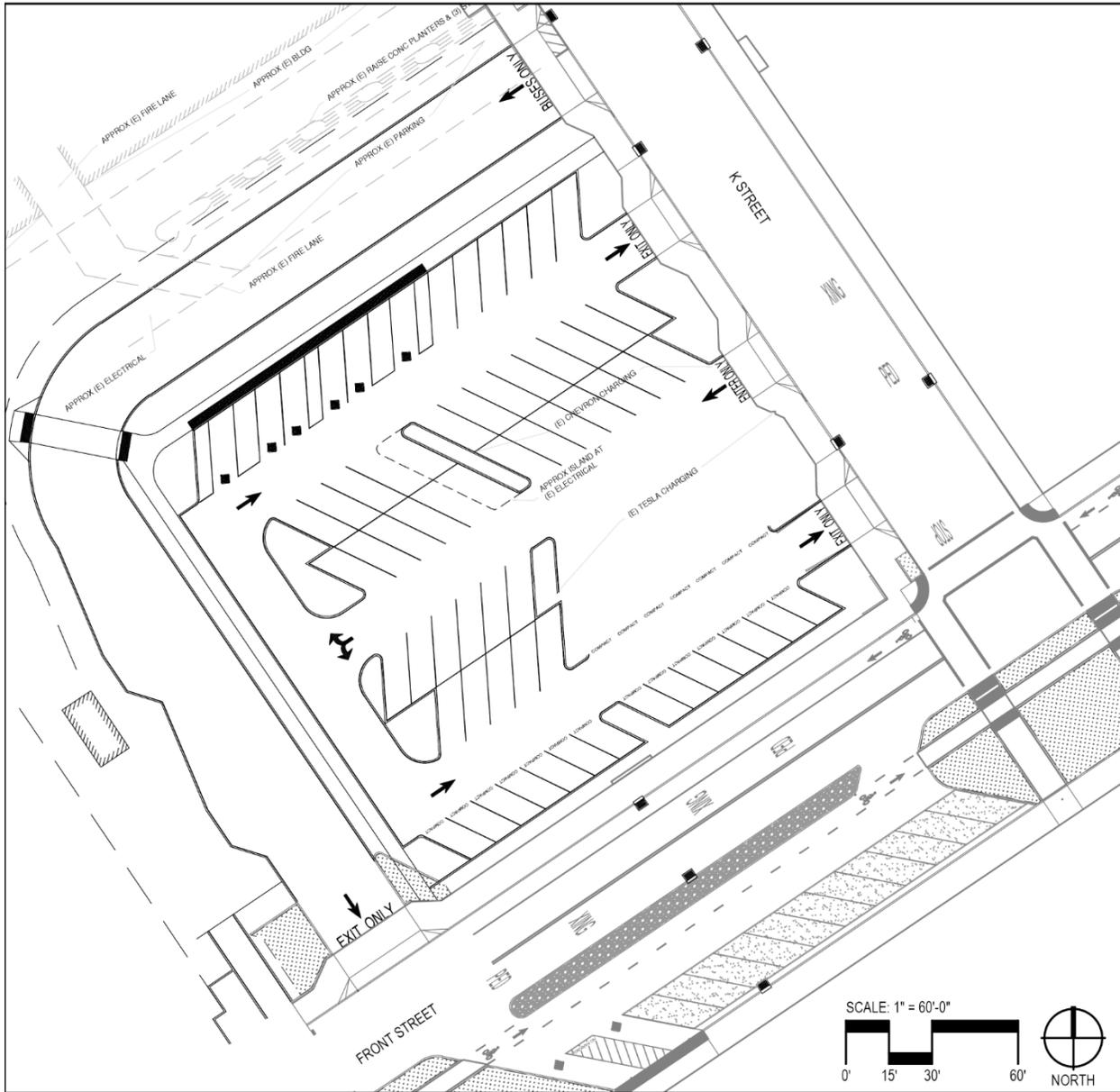
#### Key Takeaways

- **Location.** Parking lot on Front Street and K Street in Downtown Crescent City.
- **Timeline.** Projected to begin construction in Summer 2027.
- **Amenities.** Staffed building with on-site ticket sales, restrooms, breakroom for bus drivers, waiting area for passengers.

Figure C.4 Future Transit Hub Site Location



Figure C.5 Future Transit Hub Site Plan (Stover Engineering)



## C.5 Automobile Access Routes

The arterial roads in Downtown Crescent City are Highway 101, (managed by Caltrans) and Front Street (managed by Crescent City). Collector roads include Howe Drive, 5th Street, and 9th Street. See Figure C.7 Automobile Access Routes Diagram for a map that shows existing automobile infrastructure.

When considering roadway volume, 18,000 average daily traffic (ADT) is typically the tipping point at which a street is no longer desirable for pedestrians to linger. The City of Crescent City does not currently collect any ADT data for city streets. The most recent roadway volume data for Highway 101 from Caltrans can be found in Table C.1 Caltrans Traffic Counts, 2023. A diagram explaining how these counts were collected can be found in Figure C.6 Explanation of Traffic Counts.

According to the 2022 Crescent City Local Road Safety Plan, 80% of all collisions between 2011 and 2020 took place at intersections. The intersection of H and 8th Street had the highest severity ranking among all city intersections. Roadways with high densities of collisions were analyzed and were documented to have the following deficiencies: Faded pavement markings, discontinuous sidewalks, uneven pavement, and limited ADA curb ramps.

This Safety Plan recommended that the City focus on systemic safety upgrades and intersection projects. It also identified priority intersections to address, which include the intersection of J Street and 7th Street as well as the intersection of H Street and 8th Street. Priority street segments to address included Highway 101 from Front Street to Elk Valley Road.

### Key Takeaways

- **Existing Automobile Access Routes.** Highway 101 and Front Street are arterial roads that move cars and trucks through Downtown Crescent City. Howe Drive, 5th Street, and 9th Street serve as collector roads.
- **Collisions.** Most likely to occur at intersections.
- **Priority Safety Concerns.** Priority intersections to address in Downtown Crescent City are the intersection of J Street and 7th Street and the intersection of H Street and 8th Street. The priority street segment to address Downtown is the segment of Highway 101 from Front Street to Elk Valley Road.

Figure C.6 Explanation of Traffic Counts (Caltrans)

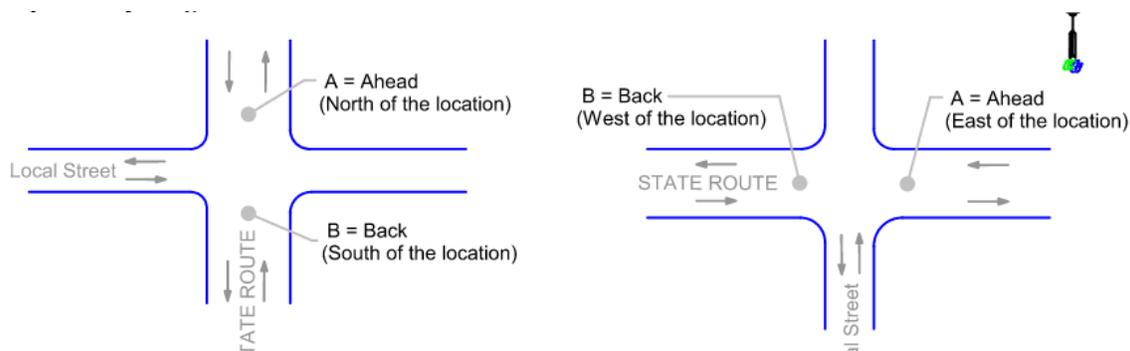


Table C.1 Caltrans Traffic Counts, 2023

2023 HIGHWAY 101 TRAFFIC COUNTS						
	BACK			AHEAD		
	Peak Hour	Peak Monthly ADT	Average ADT	Peak Hour	Peak Monthly ADT	Average ADT
Crescent City, Elk Valley Road	1500	13700	10700	1300	13700	12990
Crescent City, on M Street	3300	25500	20000	NO DATA	NO DATA	NO DATA
Crescent City, on M Street, Right Alignment	NO DATA	NO DATA	NO DATA	900	12300	9800
Crescent City, on M Street at Front Street, Right Alignment	700	8200	6700	900	9600	7800
Crescent City, on M Street at 4 <sup>th</sup> Street, Right Alignment	900	9600	7800	900	9700	7900
Crescent City, on M Street at 9th Street, Right Alignment	900	9700	7900	900	9700	8000
Crescent City, North of 9th Street, Right Alignment	1000	10000	9000	NO DATA	NO DATA	NO DATA
Crescent City, on L Street at Front Street, Left Alignment	NO DATA	NO DATA	NO DATA	990	8800	7100
Crescent City, on L Street at Front Street, Left Alignment	990	8800	7100	940	9500	7500
Crescent City, on L Street at 4th Street, Left Alignment	990	9500	7500	990	9500	7700
Crescent City, on L Street at 9th Street, Left Alignment	990	9500	7700	990	9300	7500
Crescent City, end of L Street Couplet, End of Left Alignment	990	9300	7500	NO DATA	NO DATA	NO DATA
Crescent City, North of 9th Street	NO DATA	NO DATA	NO DATA	2200	23000	20000
Crescent City, Northcrest Drive	2200	23000	20000	1900	19700	15300

Figure C.7 Automobile Access Routes Diagram



**LEGEND**

- Auto collision (2011-2020)
- Priority road locations identified in 2022 Local Road Safety Plan
- Arterial road
- Collector road

### D. COMPLETE STREETS ANALYSIS

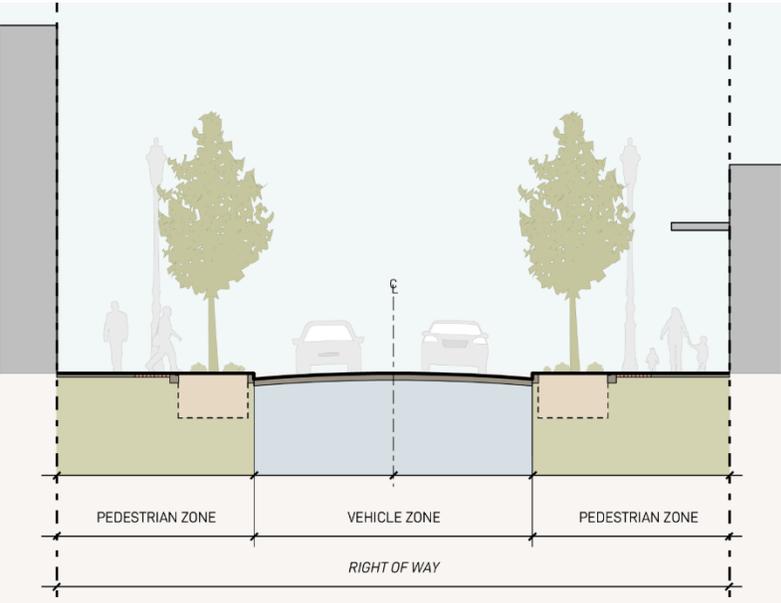
#### D.1 Methodology

Complete Streets is a multimodal approach to roadway planning and design that aims to support safe and efficient travel for all users. This report used a Complete Streets analysis to evaluate how well the design of the streets in Downtown Crescent City support pedestrian retail uses. Both qualitative and quantitative criteria were used as part of this assessment. The analysis involved a review of existing infrastructure and design elements in the Downtown Core Area. In order to evaluate Complete Street elements, the Right of Way was split into two zones: the vehicle zone and the pedestrian zone. The vehicle zone represents the travel area for cars, while the pedestrian zone represents the travel area for people. For an illustration of these zones, see Figure D.1 Street Zone Diagram.

**Evaluating the vehicle zone.** Essential elements evaluated within the vehicle zone included: travel lanes, travel direction, roadway volume, number of travel lanes, the presence of a median/turn lane, curbside parking, curb extensions, corner radii, direct crosswalks and tabled intersections, bus stops/shelters, and bike routes. For every road segment in the Downtown Core, each element was rated as Good, Fair, or Poor. The criteria and data used to evaluate these elements can be found in Table D.1 Complete Streets Evaluation Criteria - Vehicle Zone.

**Evaluating the pedestrian zone.** Essential elements evaluated within the pedestrian zone included: sidewalk width, street tree canopy, lighting, pedestrian seating, overhead utility lines, stormwater management, traffic calming, multimodal transit facilities, wayfinding, and frontage setbacks. For every road segment in the Downtown Core, each element was rated as Good, Fair, or Poor. The criteria and data used to evaluate these elements can be found in Table D.2 Complete Streets Evaluation Criteria - Pedestrian Zone.

Figure D.1 Street Zone Diagram



D.2 Complete Streets Evaluation Criteria

Table D.1 Complete Streets Evaluation Criteria - Vehicle Zone

VEHICLE ZONE					
Essential Elements	Design Characteristics	Score			Data Sources
Travel Lanes	10' to 12' lane width	●			On-site measurements
	12' to 14' lane width		●		
	14' or greater			●	
Travel Direction	Two-way	●			Google Street View Aerial mapping
	One-way			●	
Roadway Volume	Less than 5,000 ADT			●	No data available
	5 - 15,000 ADT	●			
	Greater than 15,000 ADT			●	
No. of Travel Lanes	2 lanes	●			Google Street View Aerial mapping
	4+ lanes			●	
Median/Turn Lane	None	●			Google Street View Aerial mapping
	Continuous			●	
	Major intersections only (no on-street parking lost)		●		
	Major intersections only (on-street parking lost)			●	
Curbside Parking	Parallel (7' - 8' width)	●			Google Street View Aerial mapping
	Angled			●	
	None			●	
Curb Extensions	All corners landscaped	●			Google Street View Aerial mapping
	Some corners landscaped		●		
	No corners landscaped			●	
Corner Radii	25' or less	●			On-site measurements
	More than 25'			●	
Direct Crosswalks and Tabled Intersections	Tabled intersection	●			Google Street View Aerial mapping
	Direct crosswalk		●		
	Not provided			●	
Bus Stops/Shelters	At curb extensions	●			Google Street View Aerial mapping 2017 Del Norte Active Transportation Plan RCTA website
	Not at curb extension		●		
	None provided			●	
Bike Routes	None			●	Google Street View Aerial mapping 2017 Del Norte Active Transportation Plan
	Protected Bikeway (8' - 9' width)	●			
	Lanes (5' - 6' width)		●		
	Sharrows			●	

Table D.2 Complete Streets Evaluation Criteria - Pedestrian Zone

PEDESTRIAN ZONE					
Essential Elements	Design Characteristics	Score			Data Sources
Sidewalk Width	10' or less			●	On-site measurements
	10' to 12'		●		
	12' to 16'	●			
	16' or more		●		
Street Tree Canopy	Full block	●			Google Street View Aerial mapping
	Partial block		●		
	Empty			●	
Lighting	Roadway (tall)		●		Google Street View Aerial mapping
	Ornamental (pedestrian-scaled)	●			
	No lighting			●	
Pedestrian Seating	Site furnishings	●			Google Street View Aerial mapping
	Seat walls		●		
	No seating available			●	
Overhead Utility Lines	Not present	●			Google Street View Aerial mapping
	Present			●	
Stormwater Management	Stormwater planters	●			Google Street View Aerial mapping
	Vegetated swales	●			
	Permeable pavement		●		
	None			●	
Traffic Calming	Curb extensions	●			Google Street View Aerial mapping
	Mid-block crossings		●		
	Crosswalk enhancements	●			
	None			●	
Multimodal Transit Facilities	Bicycle racks	●			Google Street View Aerial mapping 2017 Del Norte Active Transportation Plan RCTA website
	Bus stops	●			
	None			●	
Wayfinding	Gateway monuments	●			Google Street View Aerial mapping
	Streetscape signage	●			
	Interpretive features	●			
	Public art	●			
	None			●	
Frontage Setbacks	Forecourt	●			Google Street View Aerial mapping
	Courtyard		●		
	None provided			●	

### D.3 Results

**Vehicle zone.** The evaluation maps for the vehicle zone analysis can be found in Appendix a Complete Streets Evaluation - Vehicle Zone, and the complete results of this analysis can be found in Appendix C Complete Streets Evaluation Matrix.

- **Travel lanes:** All travel lanes within the Downtown Core Area were measured to be 12 feet or less in width and were therefore rated as Good. Overall, the travel lane widths in the Downtown Core Area support pedestrian retail.
- **Travel direction:** L Street, which functions as the southbound section of Highway 101, is a one-way street and was therefore rated Poor. All other street segments within the Downtown Core Area are two-way streets and were rated Good. Overall, the travel direction of streets in the Downtown Core Area support pedestrian retail.
- **Roadway volume:** There was no available data to evaluate roadway volume in the Downtown Core Area. In order to collect this data, traffic counters should be installed at the locations identified in Appendix A Complete Streets Evaluation - Vehicle Zone.
- **Number of travel lanes:** All street segments within the Downtown Core Area had 2 travel lanes and were therefore rated as Good. Overall, the number of travel lanes in the Downtown Core Area support pedestrian retail.
- **Median/turn lane:** The segments of Front Street that intersect with Stamps Way have turn lanes which result in a loss of parking and were therefore rated as Poor. All other street segments had no turn lanes or medians and were rated Good. Overall, the number of travel lanes in the Downtown Core Area support pedestrian retail - but the intersection of Stamps Way and Front Street may require additional consideration to make it more pedestrian friendly.
- **Curbside parking:** The parking along Front Street for Beachfront Park does not support adjacent Downtown uses and was therefore rated as Poor. The segment of 4<sup>th</sup> Street from G to H Streets was rated as Fair because it has a mix of angled and curbside parking. The rest of the street segments had curbside parking and were rated as Good. Overall, the curbside parking options in the Downtown Core Area support pedestrian retail.
- **Curb extensions:** Most of the street segments did not have any curb extensions and were rated Poor. A few street segments, mostly along Front Street, did have non-landscaped curb extensions and were therefore rated Fair. The only street segment with a Good rating was the section of Front Street between G and K Streets. Overall, the curb extensions in the Downtown Core Area do not support pedestrian retail.
- **Corner radii:** The segments of Front Street that intersect with Stamps Way have corner radii of approximately 25 feet and were therefore rated as Poor. All other street segments had corner radii of less than 25 feet and were rated Good. Overall, the corner in the Downtown Core Area support pedestrian retail - but once again, the intersection of Stamps Way and Front Street may require additional consideration to make it more pedestrian friendly.

- **Direct crosswalks and tabled intersections:** Tabled intersections, which are the safest type of intersections for pedestrians, can be found along Front Street as well as a few segments of H and I Streets. These road segments were rated as Good. The majority of the remaining street segments had direct crosswalks and were therefore rated as Fair; however, some segments along the southwest edge of the Downtown Core Area had no striped crosswalks and were rated as Poor. While the majority of crosswalks and intersections within the Downtown Core Area do a fair job of supporting pedestrian retail, there is room for improvement.
- **Bus stops/shelters:** The vast majority of street segments did not have any bus stops or shelters, and many of the street segments that did have bus stops or shelters did not have any curb extensions, sidewalk widening, or amenities for transit riders. In many cases, the bus stops interfered with the flow of pedestrian traffic. The exception to this is the street segments directly adjacent to the new transit hub located at the intersection of Front and K Streets. Overall, the bus stops/shelters in the Downtown Core Area do not support pedestrian retail.
- **Bike routes:** The only dedicated bike lane present within the study area is along Front Street, which was rated as Fair. All other street segments were rated as Poor. Overall, the bike routes in the Downtown Core Area do not support pedestrian retail.

**Pedestrian zone.** The evaluation maps for the vehicle zone analysis can be found in Appendix B Complete Streets Evaluation - Pedestrian Zone, and the complete results of this analysis can be found in Appendix C Complete Streets Evaluation Matrix.

- **Sidewalk width:** All street segments within the study area had sidewalk widths of 10 feet or less and were therefore rated as Poor. The sidewalk widths in the Downtown Core Area do not support pedestrian retail.
- **Street tree canopy:** Healthy street trees are lacking throughout the study area. Only one street segment was rated as Good, while every other segment was rated as Fair or Poor. Overall, the lack of street tree canopy in the Downtown Core Area does not support pedestrian retail.
- **Lighting:** Roughly two-thirds of the street segments within the study area received a rating of Poor due to the lack of lighting. The remaining one-third received a rating of Fair to indicate that while they had some lighting, it was not sufficient or not appropriately scaled for a pedestrian experience. Overall, the lack of lighting in the Downtown Core Area does not support pedestrian retail.
- **Pedestrian seating:** There is pedestrian seating present along much of 3<sup>rd</sup> Street as well as several adjacent road segments, which received a rating of Good. There is also pedestrian seating available along Front Street between Play and L Streets. The majority of the rest of the street segments within the study area did not have pedestrian seating and were rated as Poor. Overall, the pedestrian seating along 3<sup>rd</sup> Street could be expanded throughout the Downtown Core Area to support pedestrian retail.

- **Overhead utility lines:** Street segments that did not have overhead utility lines were rated as Good. These included most of Front Street and intersecting blocks along D, E, F, and I Streets. Almost half of the street segments had overhead utility lines along both sides of the street and were therefore rated as Poor. The remaining street segments that had fewer overhead utility lines were rated as Fair. Overall, the number of overhead utility lines in the Downtown Core Area do not support pedestrian retail.
- **Stormwater management:** There were no stormwater management design elements identified within the study area, and all street segments were therefore rated as Poor. The lack of stormwater management in the Downtown Core Area does not support pedestrian retail.
- **Traffic calming:** Traffic calming design features are present along Front Street, which received a rating of Good. A few street segments, mostly adjacent to Front Street, had a few traffic calming features and were rated as Fair. However, the majority of street segments within the study area did not have any traffic calming features and were therefore rated as Poor. Overall, the lack of traffic calming features in the Downtown Core Area does not support pedestrian retail.
- **Multimodal transit facilities:** Facilities that support multimodal transit include bus stops, transit hubs, and bike racks. The majority of street segments within the study area did not have any multimodal transit facilities and were therefore rated as Poor. Overall, the lack of multimodal transit facilities in the Downtown Core Area does not support pedestrian retail.
- **Wayfinding:** Most of the street segments within the study area did not have any wayfinding elements and were therefore rated as Poor. The segments of Front Way at the intersection of Stamps Way did have wayfinding elements, as did the intersection of 3<sup>rd</sup> and I Streets. These areas were rated as Good. Overall, the lack of wayfinding in the Downtown Core Area does not support pedestrian retail.
- **Frontage setbacks:** Frontage setbacks offer opportunities for an expansion of the pedestrian zone. Roughly half of the street segments within the study area do not have frontage setbacks and were therefore rated as Poor. The other half of the street segments were a mix of Good and Fair, reflecting that there is a good deal of opportunity to expand the pedestrian zone in these areas. Overall, the frontage setbacks in the Downtown Core Area do provide some opportunities to support pedestrian retail but there is room for improvement.

## APPENDICES

### Appendix A. Complete Streets Evaluation - Vehicle Zone



#### COMPLETE STREETS EVALUATION

#### VEHICLE ZONE | TRAVEL LANE WIDTH

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**VEHICLE ZONE | TRAVEL DIRECTION**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**VEHICLE ZONE | ROADWAY VOLUME**

- Good
- Fair
- Poor
- Missing traffic counter



**COMPLETE STREETS EVALUATION**

**VEHICLE ZONE | NUMBER OF TRAVEL LANES**





**COMPLETE STREETS EVALUATION**

**VEHICLE ZONE | MEDIAN/TURN LANE**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**VEHICLE ZONE | CURBSIDE PARKING**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**VEHICLE ZONE | CURB EXTENSIONS**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**VEHICLE ZONE | CORNER RADII**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**VEHICLE ZONE | DIRECT CROSSWALKS AND TABLED INTERSECTIONS**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**VEHICLE ZONE | BUS STOPS/SHELTERS**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**VEHICLE ZONE | BIKE ROUTES**

- Good
- Fair
- Poor



Appendix B. Complete Streets Evaluation - Pedestrian Zone



**COMPLETE STREETS EVALUATION**  
**PEDESTRIAN ZONE | SIDEWALK WIDTH**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**PEDESTRIAN ZONE | STREET TREE CANOPY**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**PEDESTRIAN ZONE | LIGHTING**

	Good
	Fair
	Poor



**COMPLETE STREETS EVALUATION**

**PEDESTRIAN ZONE | PEDESTRIAN SEATING**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**PEDESTRIAN ZONE | OVERHEAD UTILITY LINES**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**PEDESTRIAN ZONE | STORMWATER MANAGEMENT**

- Good
- Fair
- Poor





**COMPLETE STREETS EVALUATION**  
**PEDESTRIAN ZONE | TRAFFIC CALMING**

-  Good
-  Fair
-  Poor



**COMPLETE STREETS EVALUATION**

**PEDESTRIAN ZONE | MULTIMODAL TRANSIT FACILITIES**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**  
**PEDESTRIAN ZONE | WAYFINDING**

- Good
- Fair
- Poor



**COMPLETE STREETS EVALUATION**

**PEDESTRIAN ZONE | FRONTAGE SETBACKS**

- Good
- Fair
- Poor



Appendix D. Complete Streets Evaluation Matrix - Pedestrian Zone

		PEDESTRIAN ZONE										
		Sidewalk Width	Street Tree Canopy	Lighting	Pedestrian Seating	Overhead Utility Lines	Stormwater Management	Traffic Calming	Multimodal Transit Facilities	Wayfinding	Frontage Setbacks	
Front St	D Street to E Street	1- Poor	2- Fair	2- Fair	1- Poor	2- Fair	1- Poor	3- Good	1- Poor	3- Good	1- Poor	1- Poor
	E Street to F Street	1- Poor	2- Fair	2- Fair	1- Poor	3- Good	1- Poor	3- Good	1- Poor	3- Good	1- Poor	1- Poor
	F Street to G Street	1- Poor	2- Fair	2- Fair	1- Poor	3- Good	1- Poor	3- Good	1- Poor	3- Good	1- Poor	1- Poor
	G Street to H Street	1- Poor	1- Poor	2- Fair	1- Poor	3- Good	1- Poor	3- Good	1- Poor	3- Good	1- Poor	1- Poor
	H Street to I Street	1- Poor	3- Good	2- Fair	1- Poor	3- Good	1- Poor	3- Good	1- Poor	3- Good	1- Poor	2- Fair
	I Street to J Street	1- Poor	2- Fair	2- Fair	1- Poor	3- Good	1- Poor	3- Good	1- Poor	3- Good	2- Fair	1- Poor
	J Street to K Street	1- Poor	2- Fair	2- Fair	3- Good	2- Fair	1- Poor	3- Good	3- Good	3- Good	3- Good	2- Fair
K Street to L Street	1- Poor	2- Fair	2- Fair	3- Good	1- Poor	1- Poor	3- Good	3- Good	3- Good	3- Good	2- Fair	
2nd Street	D Street to E Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor
	E Street to F Street	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor
	F Street to G Street	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor
	G Street to H Street	1- Poor	1- Poor	2- Fair	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair
K Street to L Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	3- Good	
3rd Street	F Street to G Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor
	G Street to H Street	1- Poor	2- Fair	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	2- Fair	
	H Street to I Street	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	
	I Street to J Street	1- Poor	2- Fair	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	3- Good	
	J Street to K Street	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	3- Good	3- Good	3- Good	
K Street to L Street	1- Poor	2- Fair	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	3- Good	3- Good	1- Poor		
4th Street	F Street to G Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor
	G Street to H Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	2- Fair
	H Street to I Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor
	I Street to J Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor
	J Street to K Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor
K Street to L Street	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
D Street	Front Street to 2nd Street	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
E Street	Front Street to 2nd Street	1- Poor	2- Fair	1- Poor	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
F Street	Front Street to 2nd Street	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
	2nd Street to 3rd Street	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
	3rd Street to 4th Street	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
G Street	Front Street to 2nd Street	1- Poor	2- Fair	1- Poor	3- Good	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	
	2nd Street to 3rd Street	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
	3rd Street to 4th Street	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
H Street	Front Street to 2nd Street	1- Poor	2- Fair	1- Poor	1- Poor	2- Fair	1- Poor	2- Fair	1- Poor	1- Poor	3- Good	
	2nd Street to 3rd Street	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	3- Good	
	3rd Street to 4th Street	1- Poor	2- Fair	1- Poor	3- Good	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	
I Street	Front Street to 2nd Street	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	
	2nd Street to 3rd Street	1- Poor	2- Fair	1- Poor	3- Good	3- Good	1- Poor	2- Fair	1- Poor	3- Good	3- Good	
	3rd Street to 4th Street	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	
J Street	3rd Street to 4th Street	1- Poor	2- Fair	2- Fair	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
K Street	Front Street to 2nd Street	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	3- Good	1- Poor	3- Good	
	2nd Street to 3rd Street	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	3- Good	
	3rd Street to 4th Street	1- Poor	1- Poor	1- Poor	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
L Street	Front Street to 2nd Street	1- Poor	1- Poor	2- Fair	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
	2nd Street to 3rd Street	1- Poor	1- Poor	2- Fair	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	
	3rd Street to 4th Street	1- Poor	1- Poor	2- Fair	1- Poor	2- Fair	1- Poor	1- Poor	1- Poor	1- Poor	1- Poor	



**JOHNSON**  
ECONOMICS



## **CRESCENT CITY DOWNTOWN SPECIFIC PLAN MARKET OPPORTUNITY ANALYSIS**

PREPARED FOR  
THE CITY OF CRESCENT CITY  
JUNE 2025

**JOHNSON ECONOMICS, LLC**

621 SW Alder St, Suite 506  
Portland, Oregon 97205



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## I. INTRODUCTION

JOHNSON ECONOMICS was retained by CRANDALL ARAMBULA to conduct a market analysis in support of the development of the Crescent City Downtown Specific Plan. While this analysis summarizes recent trends and current conditions, it is focused on short- and mid-term opportunities for new development in the downtown study area. The main objective of the analysis is to outline current and anticipated conditions for private real estate development downtown, considering broader market trends, achievable pricing, and anticipated demand over the coming ten years. The analysis supports and expands upon the Crescent City Economic Development Strategic Action Plan policies, goals, and objectives, particularly for downtown. It also addresses the General Plan, especially the Housing Element and the Regional Housing Needs Allocation (RHNA) requirements. The three major use types evaluated in this analysis are residential (including for-sale and rentals), commercial, and hospitality, with a focus on building formats suitable within a downtown context.

## II. SUMMARY OF KEY FINDING

### Current Market Assessment

The market analysis is a key component for the land use planning efforts, in that it provides a baseline for market trend growth and a forecast for potential market segments should the investment environment of the downtown area be improved over the short-, mid-, and long-term planning horizons. Crescent City is a modest-sized community that serves as a commercial hub for a broader, more rural area. Population and income growth in the relevant trade area has been modest over the last decade, and demographic growth in the market is not expected to be a major driver of new commercial demand.

The study area has seen some limited new development over the last decade but has not established a complementary grouping of commercial businesses. While Sea Quake Brewing is a notable and welcome investment, it is largely a stand-alone destination restaurant that is not integrated into any related commercial district. Current commercial activity in the city is oriented along US 101 and Northcrest Drive, and the development is auto-oriented and appears to predominantly support the local commercial needs.

This analysis explores potential uses in downtown Crescent City, with a focus on the Downtown Core along historic Third 'Main Street' corridor and H Street connecting to Beach Front Park in the short-term. This is part of a strategy for longer-term revitalization of retail, housing, and employment uses in the historic core. Current and projected demographic growth in Crescent City is expected to support only limited new commercial demand, and increasing the community's capture of tourism-related traffic will be critical to revitalizing the historic core.

### Commercial Opportunities

The revitalization of the downtown core will rely heavily on visitor demand. The area has an opportunity to attract an increasing share of the existing pool of visitor-related traffic and expenditure. Available data indicates over 1.5 million annual visitors to the State and National Parks, as well as significant visitation to the Smith River and Harbor for recreational activities. Direct travel spending was \$1.3 billion in the North Coast area in 2022, with \$152.9 million in Del Norte County. The downtown area has an opportunity to capitalize on the latent demand associated with this activity, but it will require significant interventions to increase the attractiveness of the study area within the regional



context. The type of retail and services typically located in a thriving downtown district is consistent with tourism-supported expenditures.

The city serves as the northern entrance to multiple Redwood parks, as well as an entry point to the Crescent Harbor and Smith River recreational destinations. The city itself offers extensive park space and community events throughout the year. Del Norte County offers extensive opportunities for fishing, hiking, boating, biking, and other active pursuits within an easy drive of Crescent City. Of these parks, the Beach Front Park is best equipped to handle and benefit commercial uses in the downtown study area. The Elk Valley Casino, just southeast of town, and the Lucky 7 Casino, just north of town, offer gaming and entertainment.

Without active intervention by the city, commercial activity patterns are expected to continue along their current trajectory. We would expect a modest amount of new investment along the existing commercial corridors and negligible new retail commercial investment in the downtown core. The most viable path to increasing retail commercial activity in the city limits is to expand its capture of tourism-related traffic. A strategic approach would be to encourage development of an enhanced commercial concentration off Highway 101 on a street such as Third Street, potentially with an anchor use(s) at the intersection with the highway. This type of concentration would be less auto-oriented, complementary as opposed to competitive with existing retail space, and support longer dwell times in the district and cross-shopping.

Establishing this type of commercial concentration typically requires active intervention. The range of interventions can include actions such as entitlements (zoning), funding programs (storefront improvement grants, tenant improvement funding), infrastructure (streetscape, public spaces, signage), tax incentives, and a wide range of public/private partnership structures. The demand projections outlined in this report reflect an assumption of active intervention, without which the study area is not expected to see significant private-sector commercial investment. We expect that the district has the ability to attract roughly 50,000 square feet of induced retail commercial demand with intervention, as well as a potential hotel investment. As the scale of the concentration increases, so will its market draw.

In addition to retail investments, successful commercial districts provide a range of commercial amenities that are attractive to residents as well as visitors. For most specialty commercial concentrations without a significant anchor tenant, it is important to develop an adequate scale and complementary mix that encourages what the industry refers to as “dwell time.” This refers to the amount of time a visitor may stay within a district to cross shop. The greater the concentration and better the mix of tenants, the greater the draw of the concentration and ability to pull local traffic into the study area downtown core. The improved amenity profile and more attractive public areas can increase the marketability of proximate residential and office uses, increasing achievable pricing and/or absorption potential for these uses. In other words, development of a marketable commercial base will encourage additional investment in residential and office developments that view the commercial services as an amenity.

## Demand Profile

The city has an opportunity to develop a more pedestrian-oriented commercial grouping in the downtown core, which would have greater appeal for tourism-related and recreational traffic. This type of development would be complementary to as opposed to competitive with the existing retail space. Prospective commercial use types and tenants would include the following:



Tenant Category	Tenant Examples	Typical Square Footage	Potential Demand
<b>Food and Dining</b>	Full-Service Restaurant Deli Coffee Shop/Bakery Ice Cream	1,000-2,000 square feet	5-Year: 3,000 SF 10-Year: 8,000 SF 20-Year: 16,000 SF
<b>Specialty</b>	Brewpub/tasting room Micro Distiller Boutique retail	2,000-4,000 square feet	5-Year: 3,000 SF 10-Year: 10,000 SF 20-Year: 20,000 SF
<b>Outdoor/Recreation</b>	Recreational outfitters Sporting equipment Gear rental Charters	2,000-10,000 square feet	
<b>Lodging</b>	Boutique hotel Casino-related lodging	12-50 rooms 80-160 rooms	5-Year: Casino-related 10-Year: Boutique
<b>Service Station</b>	Convenience Retail	500-1,500 square feet	

The projected demand over the next five years is for up to 6,000 square feet of food/dining and specialty retail space, with the additional potential to support outdoor/recreation-related commercial space in the district. The area also has the short-term potential to support a casino-related hotel. As the scale of the district and amenity mix expands, there is potential for a more boutique-oriented hotel in the study area.

The magnitude of demand for space in the district will be tenant driven and a function of the area’s ability to draw traffic off Highway 101. Projected local demographic growth is limited, but tenants can be attracted to the district if they perceive it as offering them a locational and/or quality of space advantage. Commercial services benefit from an agglomeration of complementary tenants. The city needs to 'prime the pump' through infrastructure improvements and reducing development barriers as key first step to attract visitors.

Our analysis indicates an opportunity to develop a hotel in or near the study area. While the market data does not reflect a rapidly expanding market, the current inventory of available lodging in the area is largely limited to aging and price-positioned units. Introducing a new project positioned at a higher price point could expand the potential market by drawing in business and tourism traffic that may not otherwise stay overnight in Crescent City. This could be a smaller boutique hotel and/or a hotel related to the casino. In the short term, a smaller boutique hotel would likely be between 12 to 50 rooms, reflecting the modest but present demand of higher-end lodging in Crescent City. The Elk Valley Casino will provide ample demand for hospitality, as currently the only lodging directly nearby is the Crescent Beach Motel which has low vacancy and high prices. Either hotel format would be expected to provide a full-service restaurant if located in the downtown area, which would require local as well as hotel support for viability. As an activity-based destination with places such as the Redwood Parks, Smith River and casinos, hotel rooms can be made smaller than is typical. Most visitors will not plan on spending much time in their hotel rooms.

Strengthening the commercial amenity mix in the study area would be expected to translate into enhanced marketability of the area for residential uses. Residential development opportunities in the study area include market rate and income restricted rental apartment developments, as well as condominium development at a limited scale. The current adopted housing element forecasts a need for 189 additional housing units from 2018-30, reflecting a need for less than 16 per year. An estimated 53% of this demand is for units serving above-moderate income levels. The local rental market has maintained high occupancy rates, but the existing product is dated, and new development has been limited to income-restricted projects since 1995. The average rent level in Crescent City has increased at an average annual rate of 2.6% over the last fifteen years.



The housing needs outlined in the housing element reflects a need for net new units. New residential development projects will be supported by a combination of new demand as well as relocations from existing housing stock in the market. This is true for both affordable and market-rate projects. As a result, we expect that new housing projects can be supported at a larger scale than indicated in the housing needs allocation. The following is a summary of prospective demand for residential development:

Product Type	Short-Term	Mid- to Long-Term
<b>Affordable Housing</b>	60 to 80-units, in a single or multiple projects	Multiple projects can be supported, but care should be taken to balance with market rate.
<b>Market-Rate Housing</b>	42 to 100 rental units	As area becomes more amenitized, the viability of new market-rate housing will increase commensurately. Condominium units will also become more realistic.

We would anticipate that achievable pricing for new residential products in the study area would be well above existing comparables. This is primarily related to the age of product, but sites in the study area have the potential to offer water views. To the extent that the commercial district becomes more vital, it will add commercial amenities that would be highly marketable to residential tenants.

Tenant Category	Current Trends	With Intervention	Comments
<b>Food and Dining</b>	Negligible	5-Year: 3,000 SF 10-Year: 8,000 SF 20-Year: 16,000 SF	Growth in this sector will be reliant upon achieving a greater capture of tourism-related expenditures
<b>Specialty Retail</b>	Negligible	5-Year: 3,000 SF 10-Year: 10,000 SF 20-Year: 20,000 SF	Growth in this sector will be reliant upon achieving a greater capture of tourism-related expenditures
<b>Outdoor/Recreation</b>	5-Year: 2,000 SF	5-Year: 2,000 SF 10-Year: 10,000 SF 20-Year: 15,000 SF	Without intervention this type of activity will likely locate along the Highway 101 corridor.
<b>Lodging</b>	None	Boutique Hotel - 50 keys Casino-Related - 80-160 keys	The casino has the potential to support a hotel in the short-term, but the location is likely to be on the water and closer to the casino without a better commercial environment in the study area.
<b>Housing</b>	60-80 units, affordable	60-80 units, affordable 100 units, market rate	Enhanced commercial amenities will support higher achievable pricing and market rate investment.

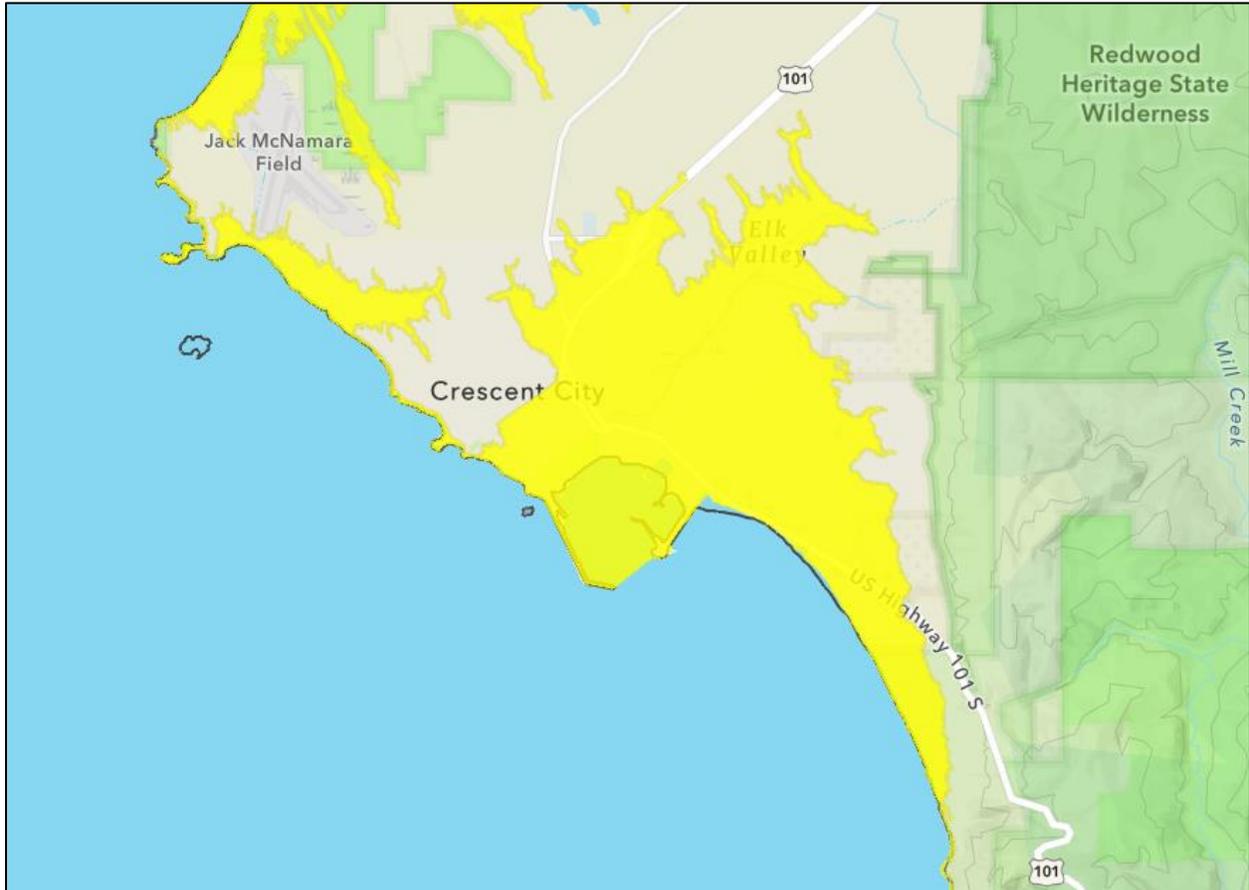
In summary, without active intervention in the market we expect investment in the study area to be modest. Increasing the capture of tourism-related expenditures travelling through the area will be key to creating a viable and marketable commercial concentration in the study area.





safety measures and mitigation plans. Even if not entirely prohibited, these measures make it exceedingly difficult to make these commercial uses work, and developers will be forced to opt for smaller scale projects. Other more specific rules include location standards and coastal erosion rules complying with the California Coastal Act.

**FIGURE 3.2: TSUNAMI EVACUATION ZONE**



*SOURCE: Del Norte County GIS, Johnson Economics*

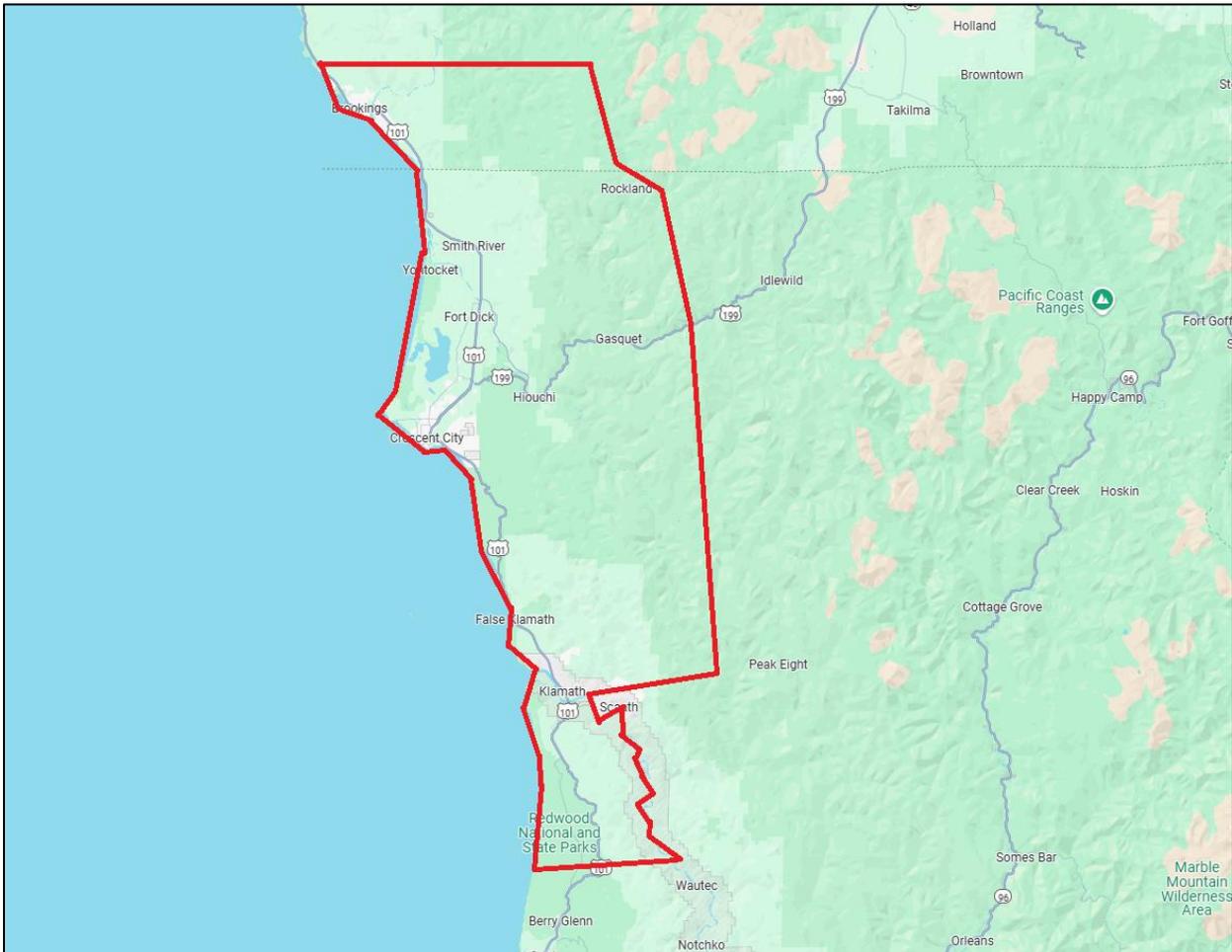
## Primary Trade Area

The Primary Market Area (PMA) is defined as the geographic region from which new development in Crescent City is expected to draw most of its market support, and within which similar projects compete on a comparable basis. In other words, it is the geographic region from which we would expect potential tenants to evaluate alternative options.

For this analysis, we define the PMA as the region outlined in Figure 3.3. The area is bounded by Brookings, Oregon in the north and the Redwood National Park to the south. We expect most residents living east of Patrick Creek along US-199 to shop in Grants Pass, Oregon. Crescent City is expected to draw commercial support from a broad rural trade area, particularly to the east along Highway 199, with the trade area truncated by Brookings to the north along Highway 101.



FIGURE 3.3: PRIMARY TRADE AREA



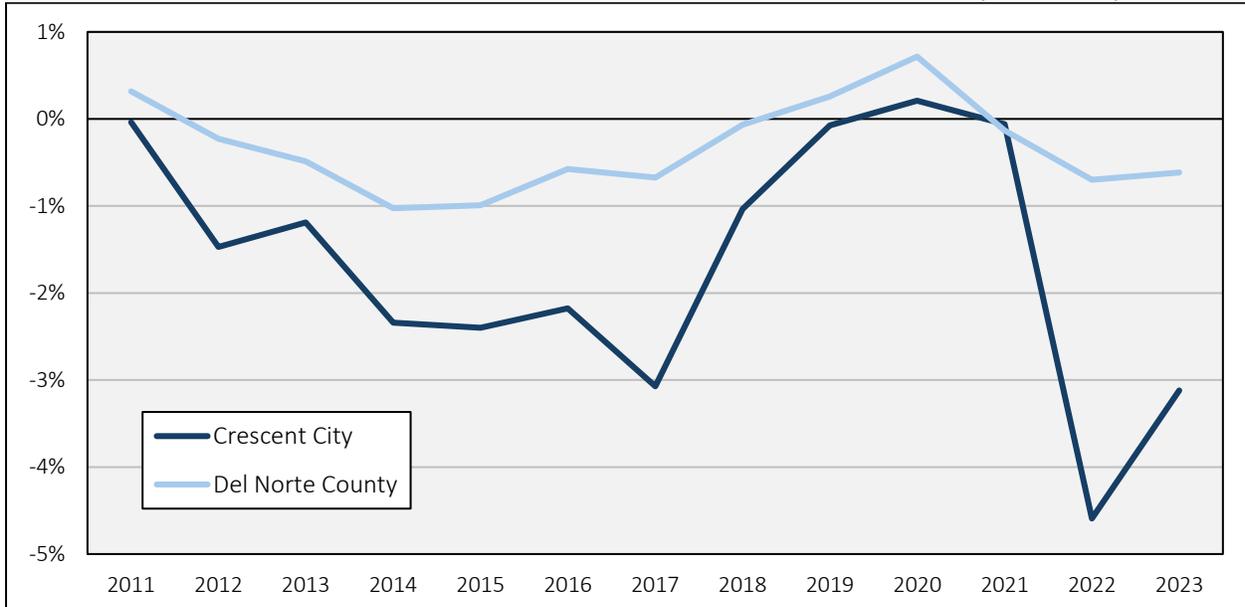
SOURCE: Google Maps, JOHNSON ECONOMICS

## Local Demographics

Since 2010, Crescent City has only seen positive population growth in 2020, which was followed by a steep decline in population levels. The bump in 2020 was in part due to early pandemic trends of people with work from home jobs moving out to more rural and inexpensive areas. 2020 was also the first year where full time inmates were counted as population, which affected population numbers due to the presence of Pelican Bay State Prison. The 2020 population growth was short lived. The population in 2021 saw a slight decrease before -4.6% growth rate in 2022. This large decrease was likely due to an aging population and a lack of employment opportunities in the area, causing young people to be more likely to migrate. This problem coupled with a lack of quality and affordable housing makes it difficult to attract and keep in-migration. Del Norte County had similar trends, however at a less extreme scale.



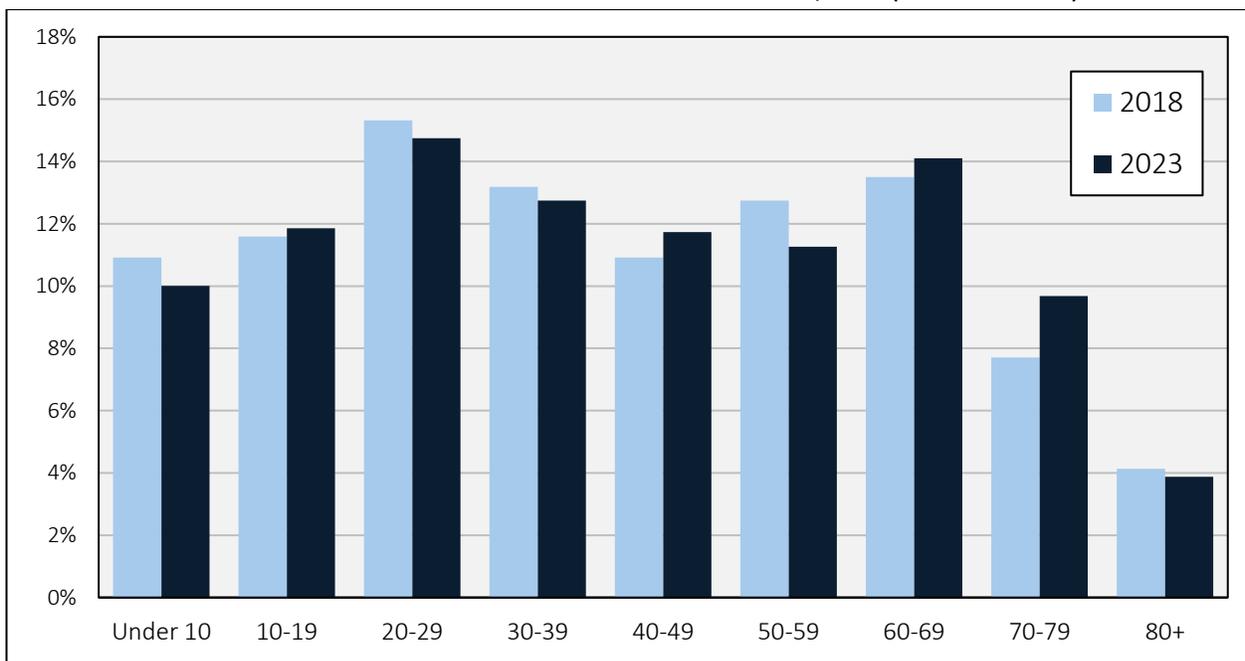
**FIGURE 3.4: POPULATION GROWTH RATE, CRESCENT CITY AND DEL NORTE COUNTY (2011-2023)**



SOURCE: US Census Bureau, JOHNSON ECONOMICS

Over the last five years, the PMA has seen growth in the 60- to 79-year-old age groups, indicating the area is increasing in popularity with retired people. Other growth is seen in young families, with slight increases in the proportion of 40- to 49-year-olds and 10- to 19-year-olds. This growth is likely due to growth in-place, as well as consistent career employment in the government and healthcare sectors. However, every other age group has seen a decrease.

**FIGURE 3.5: PROJECTED DISTRIBUTION OF HOUSEHOLDS BY AGE, PMA (2018 AND 2023)**

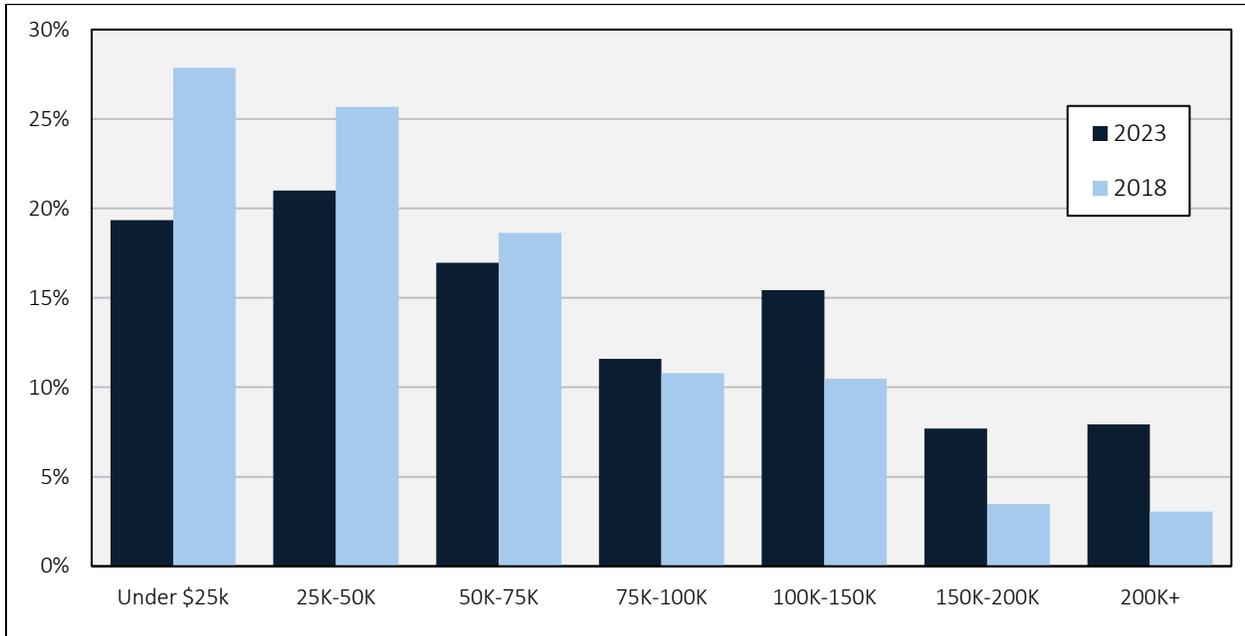


SOURCE: US Census Bureau, JOHNSON ECONOMICS



The PMA has seen significant changes in the distribution of their population by income. In 2018, over 50% of the population earned an income of less than \$50,000 annually. Since then, those numbers have dropped to just under 40%. The proportion of every earning group over \$75,000 has grown, with the proportion of those earning over \$100,000 annually growing drastically. A large part of this is due to the increase in retirement age people, who often have elevated levels of passive income. This increase in income will greatly increase the demand for and feasibility of high-quality commercial amenities.

**FIGURE 3.6: PROJECTED DISTRIBUTION OF HOUSEHOLDS BY INCOME, PMA (2018 AND 2023)**



SOURCE: US Census Bureau, Johnson Economics

## Employment

Employment in Del Norte County grew very slowly from 2010 to 2022, with an average annual growth rate of 0.06% during this period. While some industries such as health care & social assistance and construction showed promising growth, government budget tightening negatively affected state government employment and public administration. Local and state government experienced negative growth since 2010 while federal government employment had slight growth. Federal employment benefits from the Pelican Bay State Prison, which provides very stable employment to well over 1,000 people.

Over this period, the fastest growing industries have been administrative & waste services with an average annual growth rate of 8.82%, construction at 4.63%, and real estate & rental & leasing at 2.25%. Wholesale trade has experienced the fastest decline in employment by a large margin, with an average annual growth rate of -21.03%. It is followed by other services with a -8.75% average growth rate and finance & insurance at -3.08%.

In general, overall growth has been largely flat, with private sector employment growth offset by losses in government employment.



FIGURE 3.7: EMPLOYMENT BY INDUSTRY TRENDS, DEL NORTE COUNTY (2010-2022)

Industry	Net Change 2010-22	Average Annual Growth Rate
Agriculture, Forestry, Fishing & Hunting	-24	-0.66%
Construction	96	4.63%
Wholesale Trade	-16	-21.03%
Information	-16	-1.56%
Finance and Insurance	-31	-3.08%
Real Estate and Rental and Leasing	26	2.25%
Administrative and Waste Services	51	8.82%
Educational Services	85	0.90%
Health Care and Social Assistance	237	1.49%
Arts, Entertainment, and Recreation	68	1.46%
Accommodation and Food Services	44	0.47%
Other Services, Ex. Public Admin	-164	-8.75%
Public Administration	-297	-1.07%
<b>Total Private</b>	<b>195</b>	<b>0.37%</b>
Federal Government	156	0.67%
State Government	-259	-1.43%
Local Government	-34	-1.72%
<b>Total Government</b>	<b>-137</b>	<b>-0.31%</b>
<b>Total Covered</b>	<b>58</b>	<b>0.06%</b>

SOURCE: California EDD, Johnso

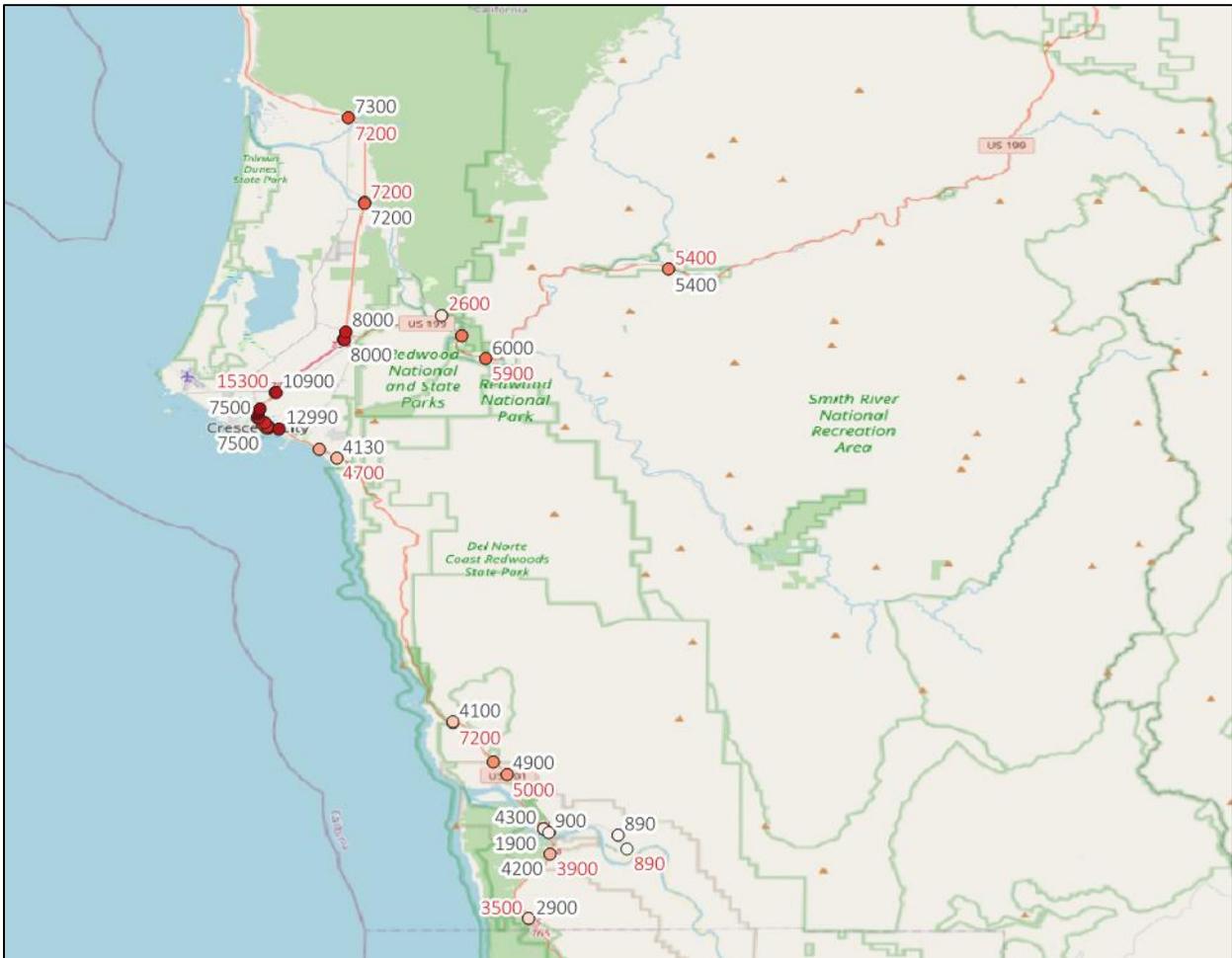
## Traffic Counts

In the maps below, the red numbers indicate “back annual average daily vehicles,” and the black numbers stand for “ahead annual average daily vehicles.” Back annual average daily vehicles show how many vehicles are driving up to that point, while ahead annual average daily vehicles continue past the traffic point. If back average annual daily vehicles greatly surpass the ahead annual average daily vehicles, it indicates that a considerable proportion of traffic exits at that point. If the inverse is true, it likely means people are turning into the street at that point.

Traffic counts in Del Norte County are the highest along US 101 in Crescent City. Traffic counts are much higher to the north of Crescent City than the south, reflecting the prominence of residential areas to the north of the city. Traffic counts along the southern border of the county reflect a mix of residential traffic in Klamath and False Klamath, as well as tourism coming to the Redwood National Park.



FIGURE 3.8: DEL NORTE COUNTY TRAFFIC COUNTS (2022)

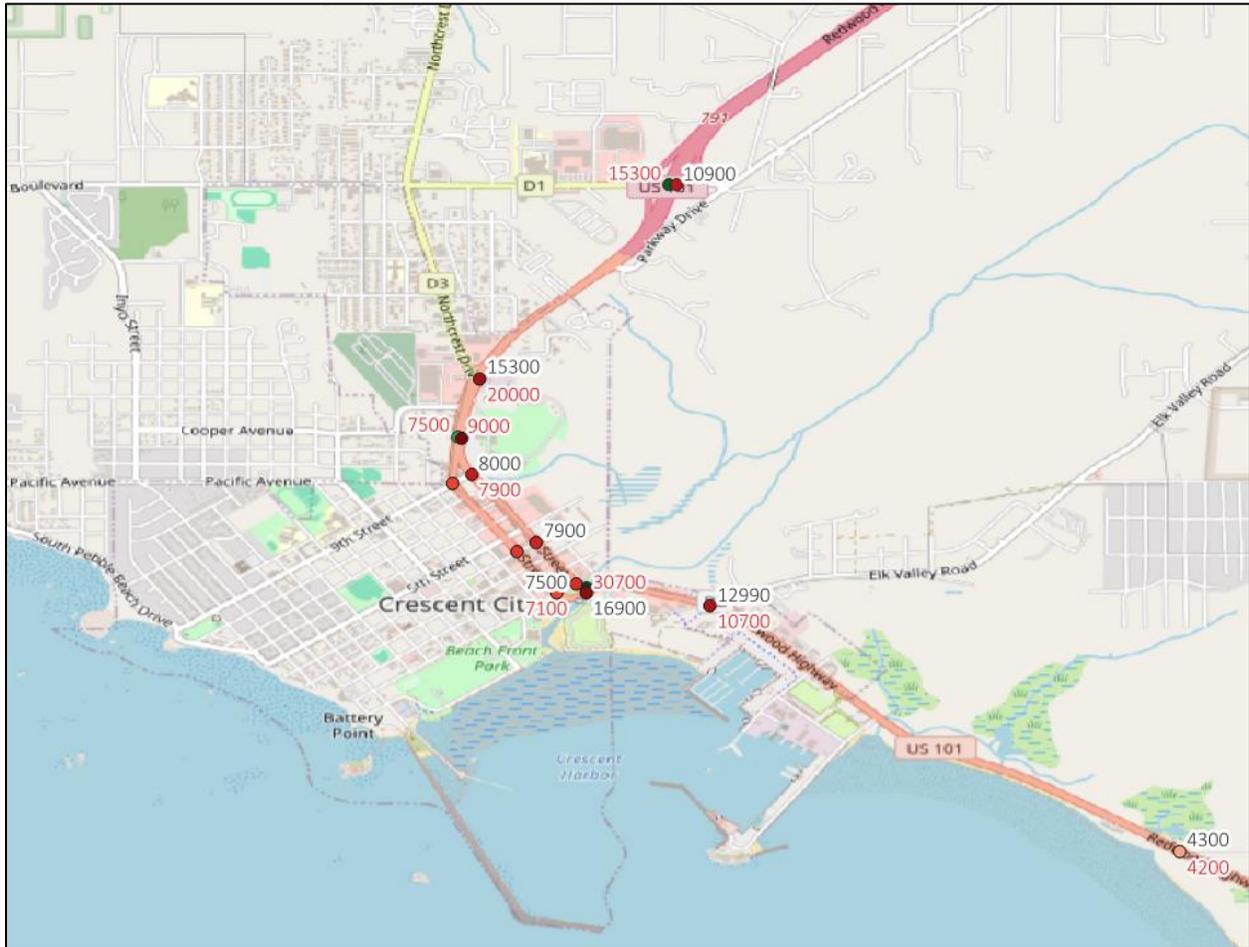


SOURCE: Caltrans, Johnson Economics

In Crescent City, traffic numbers are highest along US 101 right before it splits into M Street and L Street. M Street has higher traffic numbers than L Street, likely due to high-traffic retail such as the Safeway anchored shopping center. The back traffic vs ahead traffic numbers show that a substantial proportion of vehicles exit US 101 at Northcrest Drive, Washington Blvd, and where US 101 splits into M Street and L Street. They also show that a lot of vehicles turn on to US 101 from Elk Valley Road.



FIGURE 3.9: CRESCENT CITY TRAFFIC COUNTS (2022)



SOURCE: Caltrans, Johnson Economics

## Employment and Commuting Patterns

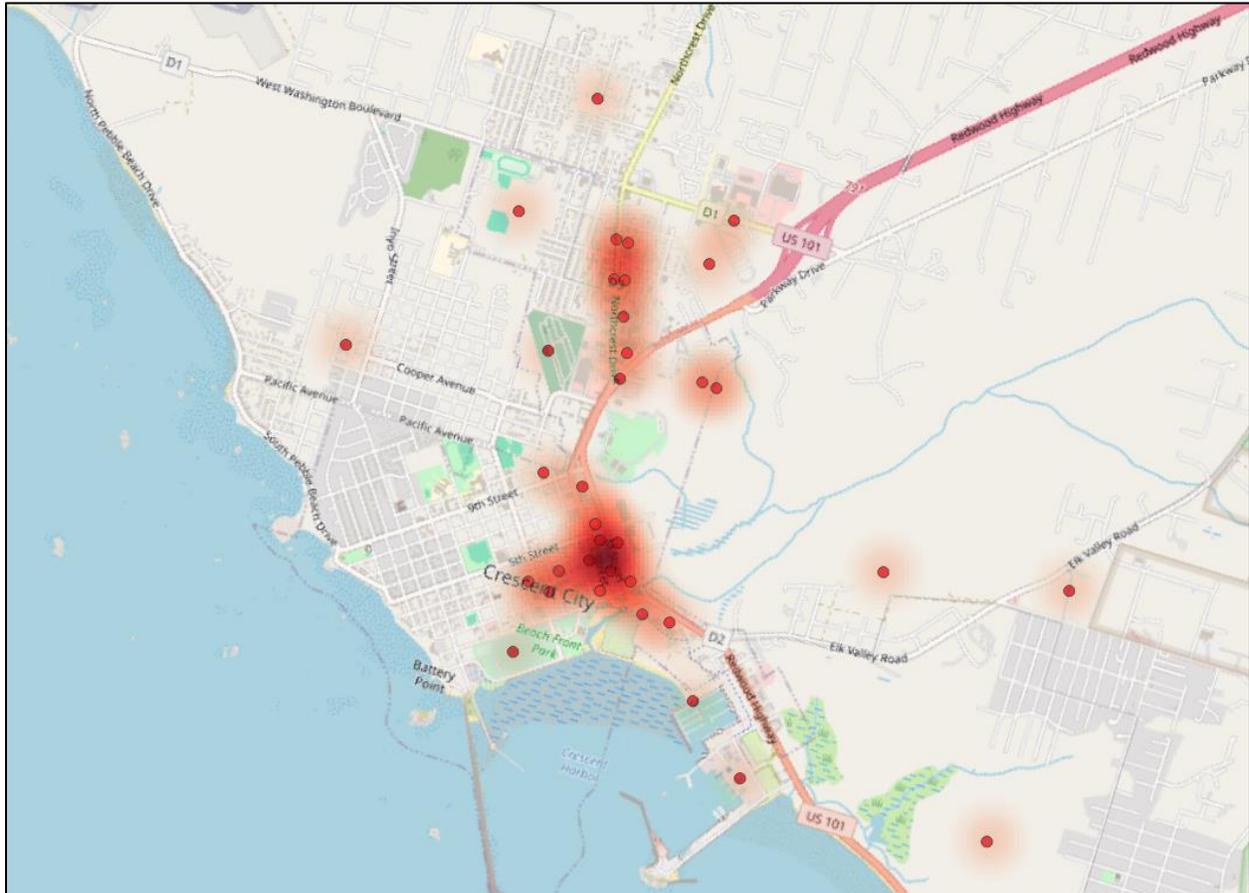
Retail employment in Crescent City is concentrated along where US-101 splits into M Street and L Street, particularly between Front Street and 7<sup>th</sup> Street. This includes the Rite Aid and Tractor Supply big box center, as well as a Safeway anchored shopping center. As is the case in most smaller cities, smaller retailers tend to concentrate around existing retail hubs such as grocery stores and big box retailers, as well as streets that allow connectivity to surrounding areas. There is also a smaller concentration of retail along Northcrest Drive, close to where it splits off from US 101. Retail on Northcrest Drive includes goods such as a bar/brewing company, Mexican restaurant, barbecue restaurant, and a diner/ice cream shop. There are also service-related businesses such as two animal medical centers, an auto shop, and a general practitioner.

In downtown, the highest concentration of retail is on 3<sup>rd</sup> Street, between H Street and J Street. Retailers include a bar, coffee shop, toy store, two boutique clothing stores, a beach goods shop, and a Mexican Restaurant. In this area, service businesses include pet grooming, two banks, and a title company. More service businesses are within a block



on 4<sup>th</sup> Street as well. On Front Street, retailers include a brew pub, Chinese restaurant, and an antique store. These retailers are much more spaced out and less cohesive than those on 3<sup>rd</sup> Street.

**FIGURE 3.10: LOCATION OF RETAIL EMPLOYMENT (2022)**

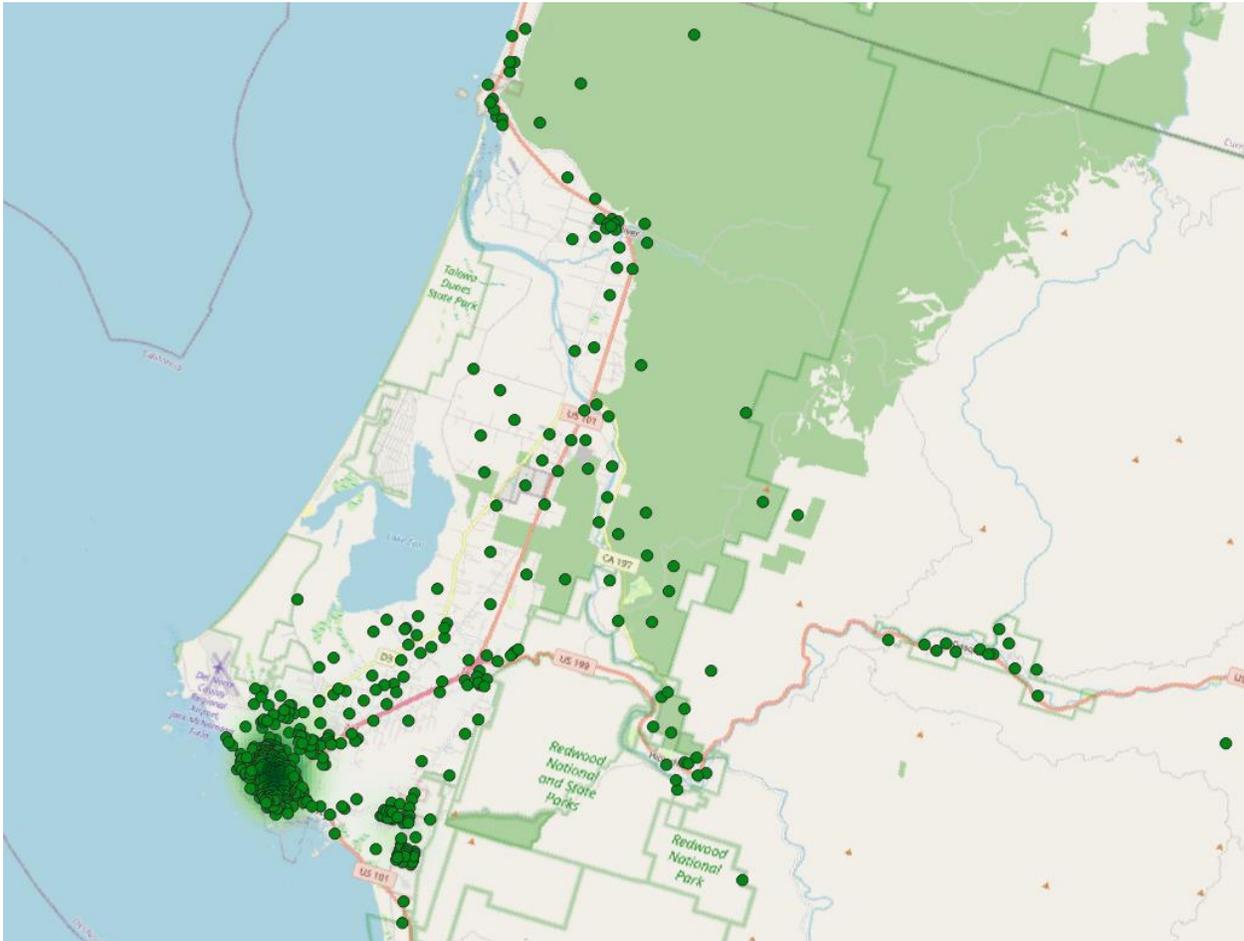


*SOURCE: US Census Bureau, Johnson Economics*

Residential areas in the Crescent City area are concentrated most heavily around downtown Crescent City. This trend continues north along US 101; residents have easy access to downtown Crescent City. Residential areas to the north are concentrated around Smith River and the Native American Reservation. There are also pockets of residential concentration along US 199, particularly in Hiouchi and Gasquet.



FIGURE 3.11: RESIDENTIAL CONCENTRATION (2022)



SOURCE: US Census Bureau, Johnson Economics

## Economic Development Strategic Plan

The City of Crescent City adopted an Economic Development Strategic Action Plan in June of 2021. The plan outlined a series of goals and target industry sectors:

### Economic Development Goals

- Build an internal economic development team
- Create and maintain systems for acquiring/analyzing key economic development data
- Simplify and streamline regulations to stimulate and ease economic development
- Undertake actions that stimulate the private sector creation of housing and development
- Establish programs that retail, attract, and create jobs
- Pursue infrastructure improvements as a form of economic development
- Invest in beautification and tourism attraction
- Focus on efforts to enhance downtown
- Launch programs to acknowledge and celebrate local businesses



### Target Industry sectors

- Transportation, technology, tourism
- Education, environment
- Agriculture, forestry and fishing
- Manufacturing, medicine
- Small business and sovereign nation success

The report includes a wide range of recommended strategic actions, including the following sampling of actions that are relevant to the Downtown Specific Plan:

- Focus on key areas to rejuvenate
- Make zoning changes to be more development friendly
- Encourage residential development
- Evaluate underutilized buildings
- Developer incentive programs
  - Façade improvement program
- Promote opportunity zone
- Business loan and micro finance program
- Evaluate use of city-owned land
- Beachfront park master plan
- Front Street improvements
- Enhancements to pedestrian and bicycle infrastructure
- Wayfinding signage expansion
- Tourism Promotion
  - Tourism marketing
  - Support tribal tourism
  - Attract modern high-end hotel
  - Attract more day visitors
  - Downtown arts district
  - Recruit cruise ships and tour buses
- Downtown business startup incentive program
  - Free business license first 2 years
  - City grant or loan program for most critical spaces
- Downtown Programs
  - Hanging flower basket program
  - Tree well adoption program
  - Downtown beautification club
  - Promote pop up business in key vacancies
  - Façade grant for owners to provide pop up
  - Recruit a downtown anchor tenant



## IV. COMMERCIAL MARKET ANALYSIS

### MARKET TRENDS

Though the commercial real estate market has recovered from the pandemic period, one of the primary challenges facing this market is the shift in retail from brick-and-mortar stores to online shopping. This trend accelerated during the pandemic.

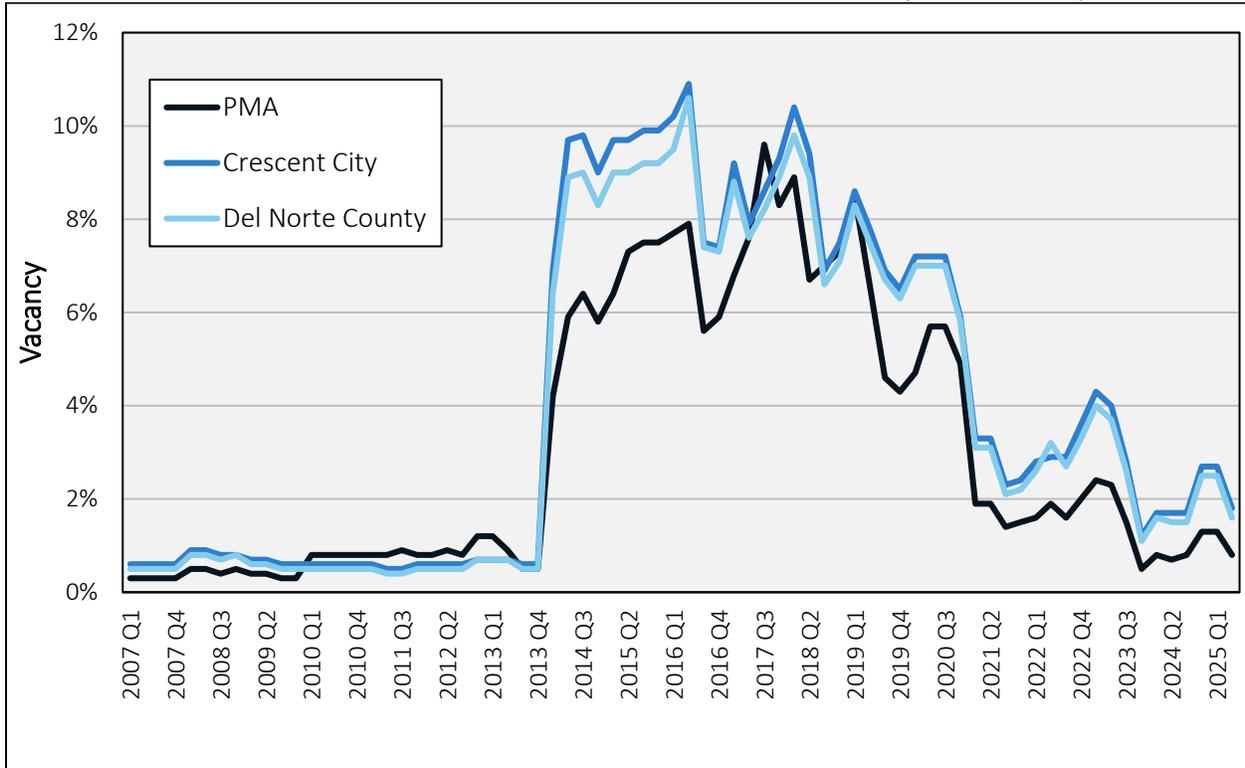
Downtown areas have fared relatively well in this decade, as these are dominated by service providers and eating/drinking places, which are not susceptible to online competition. On a net basis, eating and drinking places have accounted for nearly all the absorption of commercial space in smaller downtown areas in this decade. The best performing service providers have been personal care salons (hair, nails, spa, etc.), followed by health/leisure studios (fitness, dance, martial arts, etc.) and professional service offices (financial, legal, insurance, real estate). The best performing goods retailers have belonged to the everyday goods category (grocery, convenience, specialty food/drink, health/supplement), though wireless stores, certain hobby/pet stores, and antique shops are also increasing. The weakest categories have been retailers that have been impacted by online competition such as banks, electronics stores, and print shops.

### Vacancy

Vacancy rates for commercial space in Crescent City peaked at just under 11% in Q2 2016, well above the 7.5% typically regarded to represent a healthy market. The PMA peaked at just under 10% in Q3 2017. The rates have declined gradually since then, to a current level of 0.8% in the PMA and 1.8% in Crescent City. Vacancy rates this low indicate a substantial lack of supply of commercial real estate in the area. Areas with a smaller retail footprint such as Crescent City are prone to experiencing huge jumps in vacancy levels, typically caused by one or two large retailers closing or relocating. By nature, big box spaces take much longer to fill, keeping vacancy rates high for extended periods of time.



FIGURE 4.1: COMMERCIAL VACANCY TREND, GEOGRAPHIC COMPARISON (2007-Q2 2025)



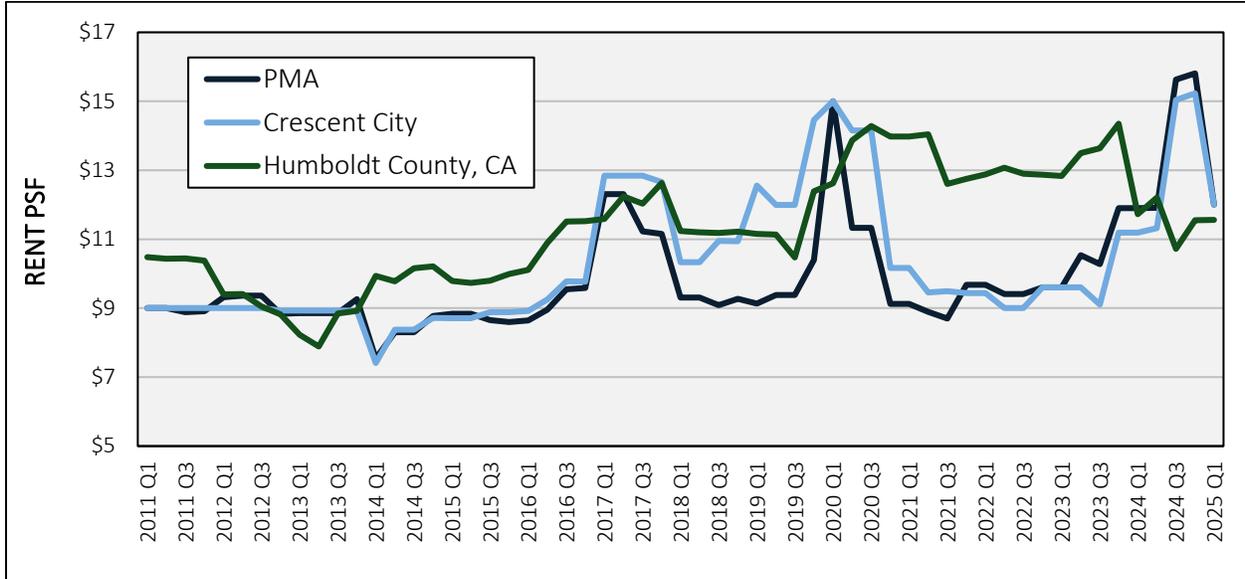
SOURCE: CoStar

## Rents

Asking rates in Crescent City and the PMA have varied greatly over the last decade. The average annual asking rent in both areas peaked in the first quarter of 2020 at \$15 per square foot. The rent levels dropped significantly during the pandemic, reaching a low of \$8.70 per square foot in the PMA and \$9.00 in Crescent City. After the pandemic, the average annual asking rent took a few years to bounce back to pre-pandemic levels. In 2024, both the PMA and Crescent City jumped to over \$15 per square foot, the highest recorded level. Currently, rent levels dropped back down in both areas to \$12 per square foot. It is also important to note that the limited amount of space available in this market makes the average asking rate extremely sensitive to changes in the quality of available spaces.



**FIGURE 4.2: AVERAGE ANNUAL ASKING RATES PER SQUARE FOOT, COMMERCIAL SPACE  
GEOGRAPHIC COMPARISON (2011-Q1 2025)**

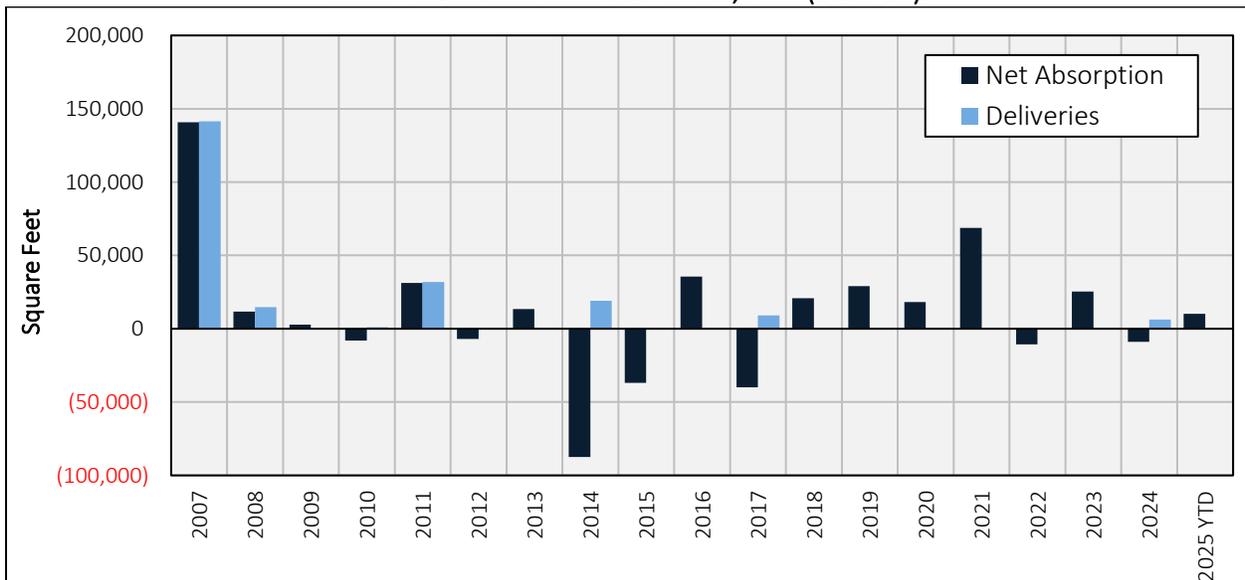


SOURCE: CoStar

### Absorption/Deliveries

Delivery levels in the PMA have been exceptionally low for over a decade, with 2014 being the last year there was over 10,000 square feet of retail being delivered. From 2014 to 2017, the PMA saw very high levels of negative absorption, indicating a lack of demand for retailers in the area. Since then, annual absorption numbers have been mostly positive, with the only years of negative absorption being 2022 and 2024. 2021 saw the most absorption since 2017, showing strong resilience during the pandemic.

**FIGURE 4.3: ABSORPTION & DELIVERIES, PMA (2007-24)**



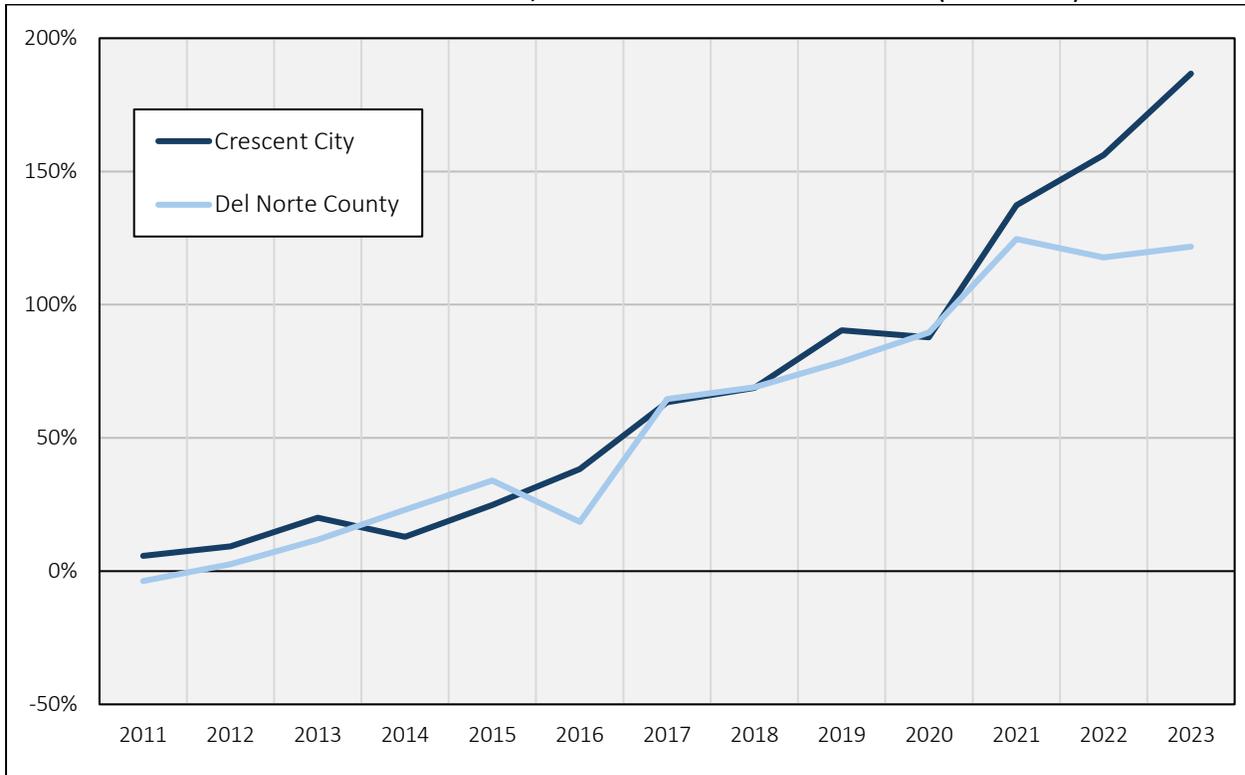
SOURCE: Costar, Johnson Economics



## Sales

Total sales growth in Crescent City and Del Norte County remained similar in the decade leading up to the pandemic. Following the pandemic, Crescent City has seen much faster sales growth than the county, having grown 187% from 2010 to 2023.

**FIGURE 4.4: TOTAL SALES GROWTH, CRESCENT CITY & DEL NORTE COUNTY (2011-2023)**



SOURCE: California State Controller, Johnson Economics

Current residents in the PTA conduct much of their shopping outside the PTA, due to the smaller scale residential character of the area. On the supply side, many retail establishments dependent on customers from large trade areas (e.g., malls, Costco, Target, auto dealers, furniture stores) do not find adequate support in smaller markets and instead draw residents from smaller markets to regional centers. On the demand side, many trade area residents have employment or leisure activities outside of the market and do some of their shopping in conjunction with these trips. The result is that significant share of the larger-scale retail demand generated within the PTA will be met by supply outside this area.

A comparison of current retail spending by households in the PTA to current retail sales at stores within this area reveals these patterns of spending leakage. For this analysis, we rely on estimates by Environics/Claritas. Data on retail spending is based on the Consumer Expenditure Survey conducted by the Bureau of Labor Statistics, while data on sales by retailers is sourced from the Census Bureau's Retail Sales Survey and Economic Census. This data reflects people who live in the area and does not consider tourist expenditures.



**FIGURE 4.5: SUMMARY OF RETAIL DEMAND AND SALES, PRIMARY TRADE AREA (2025)**

Major Category	2025		Opportunity Gap	%
	Demand (\$)	Supply (\$)	Surplus (\$)	Leakage
Motor vehicle and parts dealers	\$103,551,584	\$24,837,843	\$78,713,741	76%
Furniture and home furnishings stores	\$9,798,572	\$932,492	\$8,866,080	90%
Electronics and appliance stores	\$6,207,084	\$7,758,615	(\$1,551,531)	-25%
Building material and garden equipment and supplies dealers	\$32,149,045	\$60,861,278	(\$28,712,233)	-89%
Food and beverage stores	\$63,583,233	\$66,792,740	(\$3,209,507)	-5%
Health and personal care stores	\$27,407,904	\$28,965,482	(\$1,557,578)	-6%
Gasoline stations	\$42,654,997	\$36,651,522	\$6,003,475	14%
Clothing and clothing accessories stores	\$22,373,151	\$16,335,026	\$6,038,125	27%
Sporting goods, hobby, musical instrument, and book stores	\$7,655,799	\$19,030,648	(\$11,374,849)	-149%
General merchandise stores	\$59,761,618	\$21,365,994	\$38,395,624	64%
Miscellaneous store retailers	\$11,995,694	\$32,161,421	(\$20,165,727)	-168%
Food services and drinking places	\$86,196,877	\$37,563,816	\$48,633,061	56%
Non-store retailers	\$100,532,778	\$39,609,861	\$60,922,917	61%
<b>Total</b>	<b>\$573,868,336</b>	<b>\$392,866,738</b>	<b>\$181,001,598</b>	<b>32%</b>

SOURCE: Claritas, JOHNSON ECONOMICS

Retail sales leakage within the trade area is greatest for automotive dealerships, non-store retailers, food and drinking, and general merchandise. The data indicates that the trade area currently has an excess of building material and garden stores.

If the analysis is limited to just the City of Crescent City, it indicates significant leakage for automotive dealerships, general merchandise stores, non-store retailers, gas stations, and food and drinking places.

**FIGURE 4.6: SUMMARY OF RETAIL DEMAND AND SALES, CITY OF CRESCENT CITY (2025)**

Major Category	2025		Opportunity Gap	%
	Demand (\$)	Supply (\$)	Surplus (\$)	Leakage
Motor vehicle and parts dealers	\$18,978,894	\$9,434,359	\$9,544,535	50%
Furniture and home furnishings stores	\$1,759,894	\$203,879	\$1,556,015	88%
Electronics and appliance stores	\$1,143,798	\$6,604,234	(\$5,460,436)	-477%
Building material and garden equipment and supplies dealers	\$5,824,974	\$6,941,112	(\$1,116,138)	-19%
Food and beverage stores	\$11,795,184	\$27,390,360	(\$15,595,176)	-132%
Health and personal care stores	\$5,066,121	\$10,223,376	(\$5,157,255)	-102%
Gasoline stations	\$7,916,206	\$2,642,946	\$5,273,260	67%
Clothing and clothing accessories stores	\$4,070,814	\$10,561,169	(\$6,490,355)	-159%
Sporting goods, hobby, musical instrument, and book stores	\$1,396,677	\$5,525,170	(\$4,128,493)	-296%
General merchandise stores	\$11,013,824	\$1,936,192	\$9,077,632	82%
Miscellaneous store retailers	\$2,209,060	\$9,654,908	(\$7,445,848)	-337%
Food services and drinking places	\$15,545,099	\$13,844,364	\$1,700,735	11%
Non-store retailers	\$18,426,913	\$11,438,444	\$6,988,469	38%
<b>Total</b>	<b>\$105,147,458</b>	<b>\$116,400,513</b>	<b>(\$11,253,055)</b>	<b>-11%</b>

SOURCE: Claritas, JOHNSON ECONOMICS

Not all retail categories are likely appropriate for a downtown core district. Larger format stores and tenants that are dependent on locations that can attract regional traffic are unlikely to locate in the study area. Crescent City's downtown area is not centrally located within the demographic market area. A successful downtown district offering a range of complementary retail and service tenants may combine to create a regional draw over time.



To convert current and projected sales volumes to demand for retail space, we apply typical per-square-foot sales in each retail category. This analysis was done for the primary trade area as well as for the City of Crescent City alone.

**FIGURE 4.7: PROJECTED SUPPORTABLE RETAIL SPACE DEMAND GENERATED BY PTA HOUSEHOLDS**

	2025	2025	Average Sales/SF	Supportable SF	
	Demand	Leakage		Total	Leakage
Motor vehicle and parts dealers (NAICS 441)	\$103,551,584	\$78,713,741	\$934	110,869	84,276
Furniture and home furnishings stores (NAICS 442)	\$9,798,572	\$8,866,080	\$192	51,034	46,178
Electronics and appliance stores (NAICS 443)	\$6,207,084	(\$1,551,531)	\$492	12,616	(3,154)
Building material and garden equipment and supplies dealers (NAICS 444)	\$32,149,045	(\$28,712,233)	\$606	53,051	(47,380)
Grocery stores (NAICS 4451)	\$56,844,786	\$20,471,929	\$676	84,090	30,284
Specialty food stores (NAICS 4452)	\$1,807,124	(\$12,246,584)	\$242	7,467	(50,606)
Beer, wine, and liquor stores (NAICS 4453)	\$4,931,322	(\$11,434,853)	\$439	11,233	(26,048)
Health and personal care stores (NAICS 446)	\$27,407,904	(\$1,557,578)	\$271	101,136	(5,748)
Clothing and clothing accessories stores (NAICS 448)	\$22,373,151	\$6,038,125	\$490	45,659	12,323
Sporting goods, hobby, musical instrument, and book stores (NAICS 451)	\$7,655,799	(\$11,374,849)	\$310	24,696	(36,693)
Department stores (NAICS 4522)	\$3,985,211	\$56,986	\$557	7,155	102
Other general merchandise stores (NAICS 4523)	\$55,776,407	\$38,338,638	\$266	209,686	144,130
Miscellaneous store retailers (NAICS 453)	\$11,995,694	(\$20,165,727)	\$310	38,696	(65,051)
Full-service restaurants (NAICS 722511)	\$38,966,150	\$19,276,763	\$478	81,519	40,328
Limited-service restaurants (NAICS 722513)	\$32,590,764	\$20,106,835	\$423	77,047	47,534

<sup>1</sup>Survey of trade publications and financial reports for publicly traded retailers in 2021-22, inflation-adjusted to 2025 levels.

SOURCE: Environics, trade publications, retailer financial reports, JOHNSON ECONOMICS

**FIGURE 4.8: PROJECTED SUPPORTABLE RETAIL SPACE DEMAND GENERATED BY CRESCENT CITY HOUSEHOLDS**

	2024	2024	Average Sales/SF	Supportable SF	
	Demand	Leakage		Total	Leakage
Motor vehicle and parts dealers (NAICS 441)	\$ 18,978,894	\$9,544,535	\$934	20,320	10,219
Furniture and home furnishings stores (NAICS 442)	\$1,759,894	\$1,556,015	\$192	9,166	8,104
Electronics and appliance stores (NAICS 443)	\$1,143,798	(\$5,460,436)	\$492	2,325	(11,098)
Building material and garden equipment and supplies dealers (NAICS 444)	\$5,824,974	(\$1,116,138)	\$606	9,612	(1,842)
Grocery stores (NAICS 4451)	\$10,562,207	(\$2,666,195)	\$676	15,625	(3,944)
Specialty food stores (NAICS 4452)	\$335,822	(\$6,286,453)	\$242	1,388	(25,977)
Beer, wine, and liquor stores (NAICS 4453)	\$897,156	(\$6,642,528)	\$439	2,044	(15,131)
Health and personal care stores (NAICS 446)	\$5,066,121	(\$5,157,255)	\$271	18,694	(19,030)
Clothing and clothing accessories stores (NAICS 448)	\$4,070,814	(\$6,490,355)	\$490	8,308	(13,246)
Sporting goods, hobby, musical instrument, and book stores (NAICS 451)	\$1,396,677	(\$4,128,493)	\$310	4,505	(13,318)
Department stores (NAICS 4522)	\$725,159	\$711,705	\$557	1,302	1,278
Other general merchandise stores (NAICS 4523)	\$10,288,665	\$8,365,928	\$266	38,679	31,451
Miscellaneous store retailers (NAICS 453)	\$2,209,060	(\$7,445,848)	\$310	7,126	(24,019)
Full-service restaurants (NAICS 722511)	\$7,019,318	\$977,379	\$478	14,685	2,045
Limited-service restaurants (NAICS 722513)	\$5,891,108	\$526,529	\$423	13,927	1,245

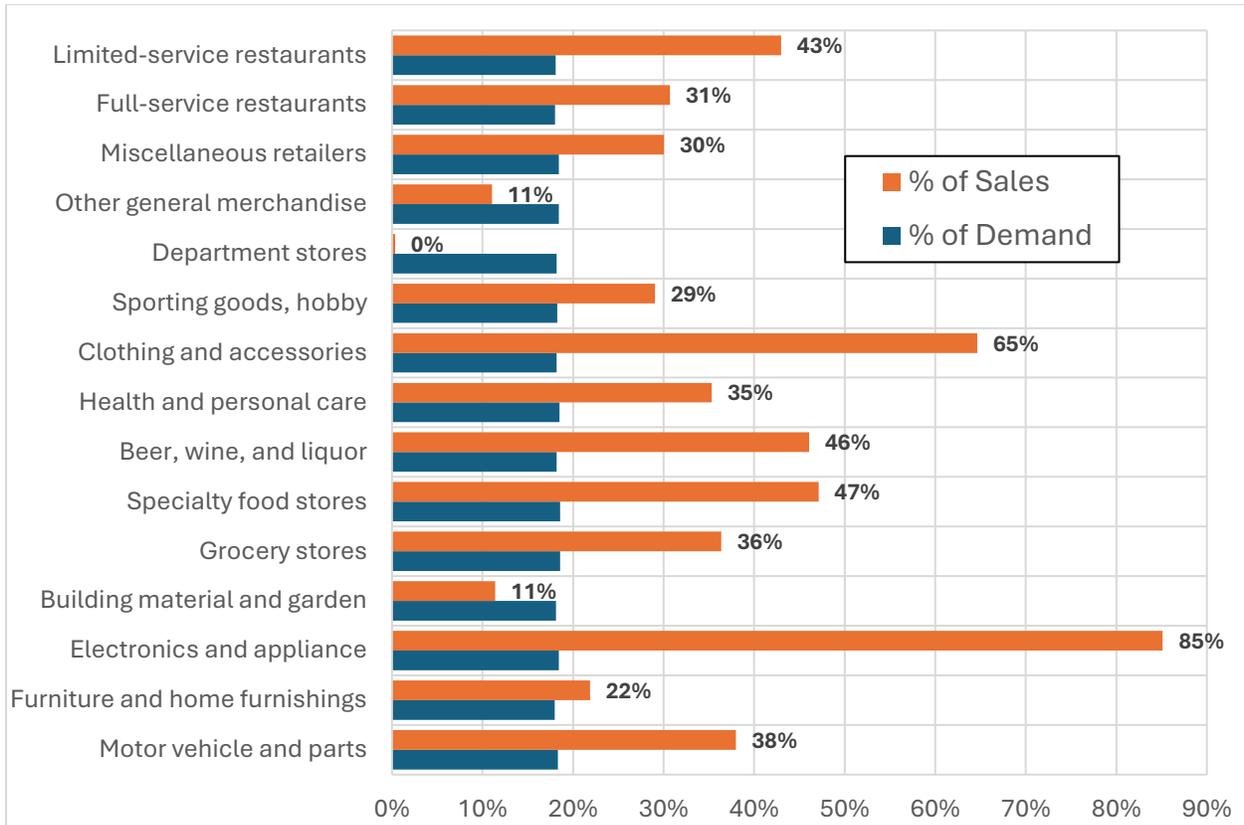
<sup>1</sup>Survey of trade publications and financial reports for publicly traded retailers in 2021-22, inflation-adjusted to 2025 levels.

SOURCE: Environics, trade publications, retailer financial reports, JOHNSON ECONOMICS

The analysis indicates support for a range of tenant types at the trade area as well as city level. The following chart shows Crescent City’s estimated share of current sales in the trade area relative to its share of demand. This comparison reflects the city’s position as the commercial hub for the broader trade area, drawing significant retail support from the remainder of the trade area.



**FIGURE 4.9: CITY OF CRESCENT CITY AS A PERCENT OF TRADE AREA**



SOURCE: *EnviroNics, JOHNSON ECONOMICS*

The previous analysis covers retail and food/beverage sales, but not professional, medical, or personal services, which have become important retail tenants in recent years. Service providers will likely be supported primarily by local demographics and will not be significantly influenced by tourist traffic.

JOHNSON ECONOMICS recently conducted an in-depth analysis of the location patterns of service providers relative to surrounding populations. The analysis analyzed 230 commercial areas/nodes in the region, with focus on establishments in commercial/retail centers. Based on the typical ratios between establishments and the surrounding household base observed in this analysis, we estimate the following support for commercial services in the PTA. It is important to note that this reflects total support for such facilities, and that these needs are already met by existing facilities elsewhere in the region. The service demand is therefore presented as prospective demand that the subject site can compete for going forward.

The tenant categories are listed in order of number of average-size establishments supported by the city and PTA households. Physicians and clinics are at the top of the list, both within the city as well as the broader PTA. Based on the average size of clinics these figures correspond to a total need for 29,500 square feet in the city and 928,000 square feet in the primary trade area. Health care providers represent roughly half of the demand for service tenants in the trade area.



FIGURE 4.10: SUPPORTABLE SERVICE TENANTS, CURRENT DEMOGRAPHICS

SERVICE CATEGORY	CRESCENT CITY		TRADE AREA	
	Supportable		Supportable	
	Tenants	SF	Tenants	SF
Physician/clinic	2.3	29,488	73.5	927,596
Dentist	2.2	4,731	69.7	148,835
Chiropractor/physical therapy	2.0	4,957	62.7	155,943
Auto service/carwash	1.9	8,898	60.8	279,893
Hair/nail/spa	1.9	3,551	59.6	111,715
Insurance	1.6	4,744	51.6	149,217
Bank	1.1	5,256	33.7	165,351
Fitness	0.9	12,477	28.4	392,482
Real estate agent	0.8	971	24.9	30,533
CPA	0.8	926	24.3	29,132
Attorney	0.8	1,379	23.7	43,376
Financial advisor/broker	0.7	671	22.9	21,120
Vet/animal clinic	0.6	1,334	21.8	49,554
<b>TOTAL</b>	<b>17.6</b>	<b>79,383</b>	<b>557.7</b>	<b>2,504,746</b>

SOURCE: JOHNSON ECONOMICS

## BUSINESS PROFILE AND NEEDS

### Current Profile

Due to Del Norte County being relatively small, much of the employment data for differing retail and service provider types is redacted. Because of this, many desirable and possibly growing industries will not be reflected in this data. The largest increases in employment between 2016 and 2021 were in coffee/juice/ice cream shops and convenience stores. These retail types are the most ideally suited for tourists and others passing by Crescent City. Among establishments, the only retail types that saw growth are auto parts stores which grew to six establishments and veterinarian/animal clinic which saw one new establishment. Most of these retail categories decreased, reflecting a more general decrease in population and employment in the area during this time. Full-service restaurants saw the largest decline, followed by banks and lawyers.



FIGURE 4.11: ESTIMATED CHANGE IN COMMERCIAL ESTABLISHMENTS AND EMPLOYMENT, STUDY AREA (2016-21)

	ESTABLISHMENTS			EMPLOYMENT		
	2016	2021	Change	2016	2021	Change
Offices of lawyers	8	5	-3	28	10	-18
Auto Parts	4	6	2	32	21	-11
Bank	5	3	-2	38	18	-20
Chiropractor/physical therapy	6	4	-2	20 to 99	10	
Coffee/juice/ice cream	5	4	-1	32	66	34
Convenience	3	5	2	48	74	26
CPA	5	3	-2	20 to 99	14	
Dentist	5	5	0	26	23	-3
Full-Service Restaurant	24	19	-5	297	145	-152
Gas Station	7	5	-2	70 to 150	74	
Grocery	6	4	-2	124	127	3
Hardware/materials/garden	9	9	0	100 to 300	89	
Insurance	6	6	0	18	20	2
Limited-service restaurant	10	8	-2	137	135	-2
Physician/clinic	12	11	-1	20 to 99	78	
Real Estate Agent	10	9	-1	60 to 100	61	
Vet/animal clinic	3	4	1	20	19	-1
Phone/internet	6	3	-3	20 to 120	31	

SOURCE: U.S. Census Bureau, JOHNSON ECONOMICS

## Business Needs: Resident-Oriented

Businesses oriented toward residents generally benefit from being located proximate to residential concentrations, employment centers, or along commute paths. In Crescent City, a sizable portion of the people live just north of the city, making US 101 an important commuter road. Consequently, much of the existing retail in the city is right off this highway. It also provides relatively quick and easy access for those who live in more rural areas outside the city.

Resident-oriented businesses also benefit from convenient and ample parking. Businesses that rely on frequent, routine visits (e.g., grocery stores) have the strongest needs in this respect. M Street and L Street are certainly the areas that attract most of the resident-oriented retail and have ample parking. In downtown areas where heavy seasonal tourist traffic is an issue, resident-oriented businesses generally benefit from locations that are off the main tourist routes and that are close to other resident-oriented businesses, allowing for available parking as well as synergies in customer traffic.

In terms of floor area needs, resident-oriented businesses vary considerably. Service providers generally occupy the smallest spaces, down to around 500 square feet. However, certain service categories – like medical clinics – can occupy large spaces, though usually less than 5,000 square feet in smaller towns like Stevenson. Eating and drinking places typically occupy 1,000-4,000 square feet in smaller towns, though coffee shops, sandwich bars, and ice cream parlors can occupy smaller spaces. Goods retailers can range from 1,000 square feet for certain boutique stores to around 20,000 square feet for grocery and hardware stores, though these larger building formats are usually located outside the downtown core.



## Business Needs: Tourist-Oriented

Tourist-oriented businesses benefit from attractive, cohesive, and walkable environments that in themselves provide an experience for visitors. Streets that are dense with active, varied uses and engaging storefronts are particularly appealing to visitors. Buildings with large storefront windows enhance the visitor experience by facilitating two-way engagement between indoor and outdoor activity. Vacant lots, parking lots, blighted structures, and structures with limited window area detract from the visitor experience.

In Crescent City, Front Street provides the most vital setting in this regard, though it does not yet have the scale, cohesion, or vitality necessary to make it a primary destination or a must stop for tourists. While there is easy access to this street from US-101, there is not direct visibility to most of the street. This furthers the need for a cohesive destination type retail area to attract people off the highway. Restaurant-type tenants are well equipped for this, as people are more willing to drive a little bit further for a nice meal as opposed to convenience-oriented goods such as coffee. This area does have a parking lot on the corner of Front Street and K Street, including a Tesla Supercharger.

Tourist-oriented businesses generally have more limited floor area needs than resident-oriented businesses. Galleries and boutique shops are often found in spaces with less than 1,000 square feet. The largest downtown spaces in tourist towns are often occupied by restaurants, up to around 5,000 square feet.

## Potential Tenant Types

Potential tenant types that will be the most feasible are tenants that appeal to tourists driving down US 101. Tenants such as coffee shops, gas stations, and limited-service restaurants will have a good chance of pulling some tourists heading towards the Redwoods off the highway. While these tenants will be ideal for people passing through, full-service restaurants and boutique retail spaces are more likely to get people to stay longer. This would create a more cohesive retail strip for tourists. Popular boutique tenant types among tourists include an ice cream shop, specialty candy shop, a local brewery, or a seafood restaurant using locally caught fish. There are likely many tenants already existing in the primary trade area that would prefer to relocate to renovated or newly constructed buildings or be part of a cohesive and centralized location where they are better equipped to draw demand from tourists as well as residents.

Resident oriented retail needs include drinking places, pet stores, and larger discount merchandise stores such as Marshalls, Ross, or Payless. These big box style tenants are often desirable and are certainly able to anchor a shopping center, however, are poorly suited for a tourist-centered downtown plan. There is a gap in the market when it comes to furniture, new vehicles, and other high-priced purchases, however it will be difficult to capture this. As Oregon is a sales tax-free state only 30 minutes from Crescent City, many residents would prefer to shop there and save money on taxes.

- Food and Dining
  - Full-Service Restaurant
  - Deli
  - Coffee Shop
  - Ice Cream
- Specialty
  - Brewpub/tasting room
  - Micro Distiller
- Outdoor/Recreation Theme
  - Recreational outfitters



- Sporting equipment
- Gear rental
- Charters
- Lodging
  - Boutique hotel
  - Casino-related lodging
- Service station

Potential tenant types that will be the most feasible are tenants that appeal to tourists driving down US 101. Tenants such as coffee shops, gas stations, and restaurants will have a good chance of pulling some tourists heading towards the Redwoods off the highway. There are restaurants with regional draws as well. The development of additional lodging rooms in or near the study area can provide significant support for a range of these types of tenants.

There are likely many tenants already existing in the primary trade area that would enjoy the development of a newer building and more centralized location from which to draw demand. The development of a commercial core in the study area has the potential to attract additional investment and relocations to capitalize on localized momentum. \

Many tenants with more expensive merchandise will be at a competitive disadvantage due to the proximity of Oregon, which has no sales tax.

## V. HOSPITALITY MARKET ANALYSIS

### MARKET TRENDS

#### National Trends

The hospitality sector at the national level has seen strong revenue growth in the current decade, particularly in higher-end hotel segments. A large part of this is luxury hotels being less affected by high-inflationary cycles or economic downswings when compared to economy hotels, as well as economy hotels having to compete more with inexpensive vacation rentals arranged through firms such as Airbnb. Higher income classes have rebounded from the pandemic quickly, being a major factor in the faster recovery of high-end lodging.

On the national level, the occupancy rate in the hotel industry had been climbing every year from 2009 until the pandemic hit. Following record lows during the pandemic, hotel occupancy has bounced back, but not to the pre-pandemic levels of 66%. Current national hotel occupancy levels are 63.6%. 65% is generally considered a healthy level and is often the assumption used for underwriting new properties. The average revenue per available room rate has increased 35.7% over the past decade, from \$74.45 to \$101.

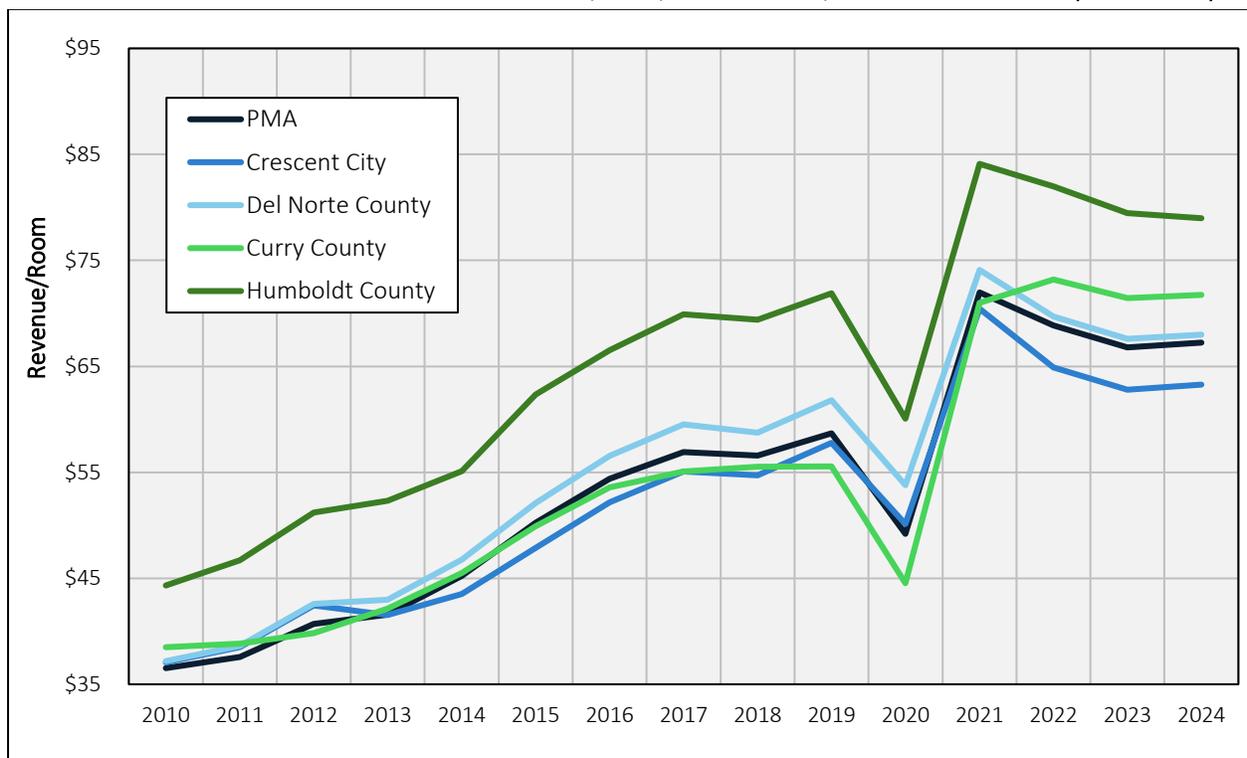
#### Hotel Revenue

In 2024, revenue per available room averaged \$63 in Crescent City, \$68 in Del Norte County and the PMA, \$72 in Curry County, and \$79 in Humboldt County. In this analysis, we compare Del Norte County to neighboring counties as they all share draws for tourists. Humboldt County enjoys a significantly higher average revenue per available room than Del Norte County, despite both benefiting from access to the coast as well as the Redwood National Park. This is



due to a few factors, mostly a higher percentage of higher quality boutique hotels in Humboldt County as well as the presence of some music festivals and cannabis tourism. Humboldt County also benefits from closer proximity to the southern half of the state. Curry County is also a good comparable for the potential of Del Norte County to grow their hospitality tourism sector. Currently Curry County experiences a higher average revenue per available room rate, which is in large part due to a higher proportion of boutique bed & breakfast style hotels as well as a more cohesive boutique retail area that is attractive to tourists. It can be expected that Crescent City and Del Norte County could decrease the gap in average revenue per available room with increased supply of boutique waterfront lodging, as well as benefit the local retail market.

**FIGURE 5.1: AVERAGE REVENUE PER AVAILABLE ROOM, PMA, CRESCENT CITY, & DEL NORTE COUNTY (2010-2024)**

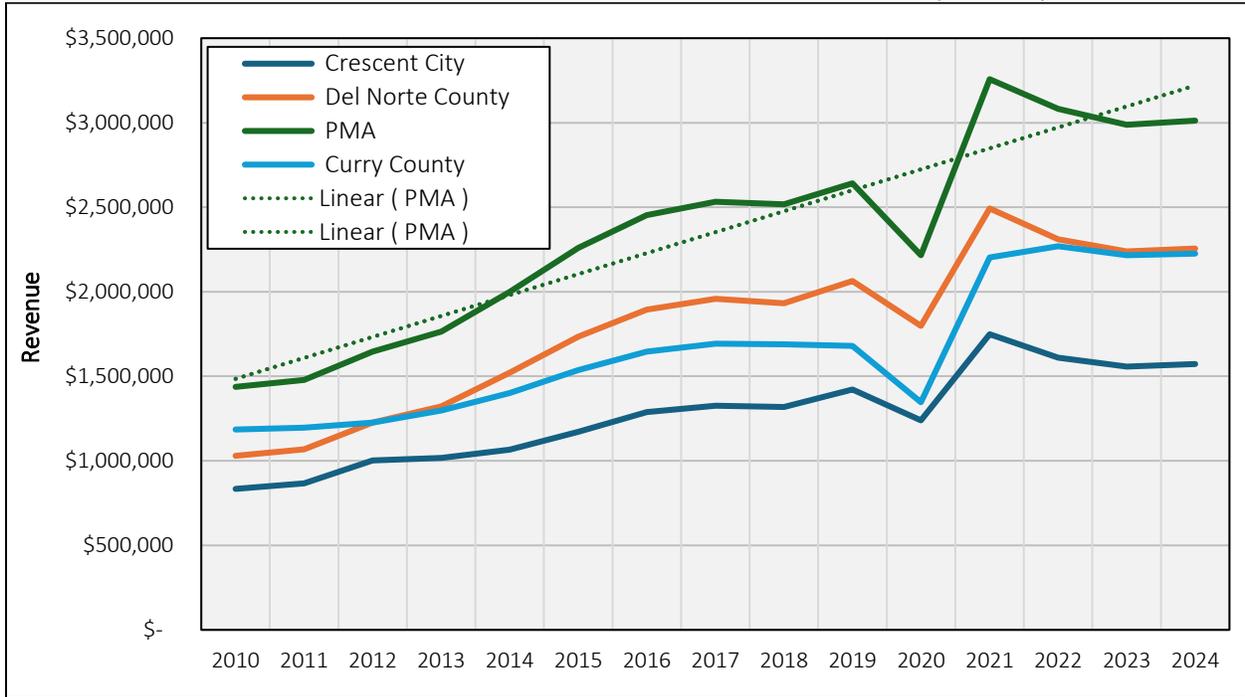


SOURCE: Smith Travel Research, JOHNSON ECONOMICS

Total lodging revenue in the PMA surpassed \$3,500,000 in 2024. The overall revenue numbers indicate that the local hotel market benefited from a sharp increase in domestic travel observed following the pandemic, but the market has fallen somewhat below the historic trendline since that time.



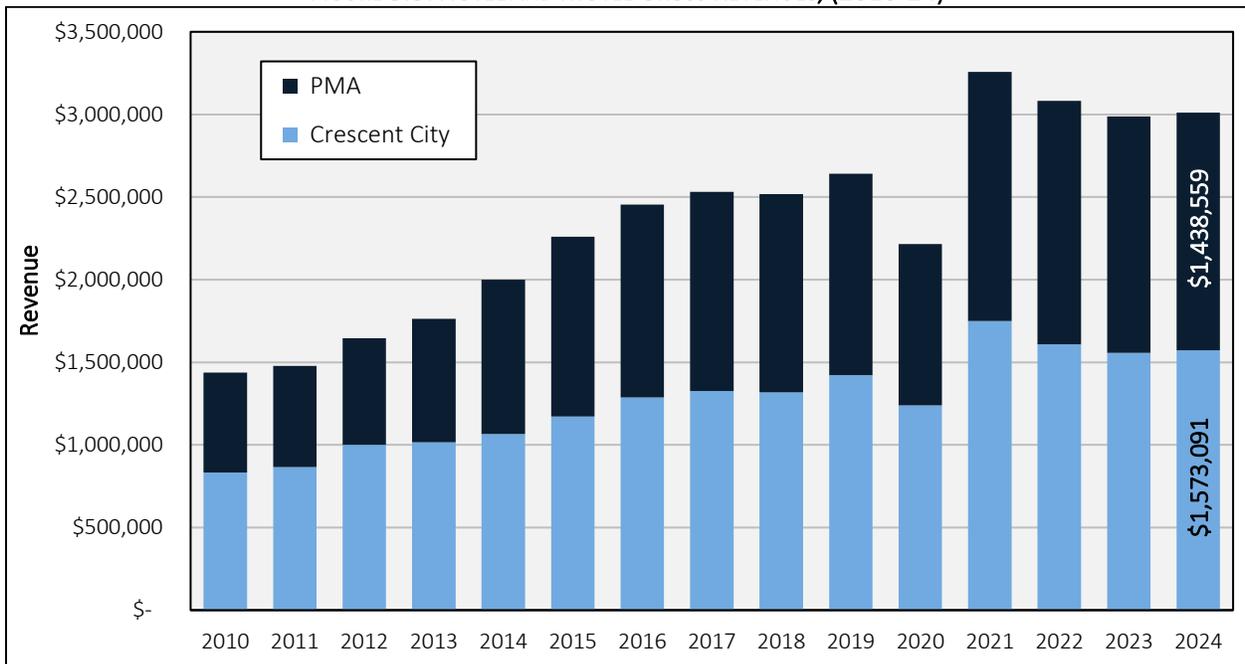
**FIGURE 5.2: HOTEL AND MOTEL REVENUES, GEOGRAPHIC COMPARISON (2010-24)**



SOURCE: Costar, Johnson Economics

Crescent City accounts for over half of the overall hotel/motel revenues in the PMA, with its share of countywide revenue increasing over the last fourteen years.

**FIGURE 5.3: HOTEL AND MOTEL GROSS REVENUES, (2010-24)**

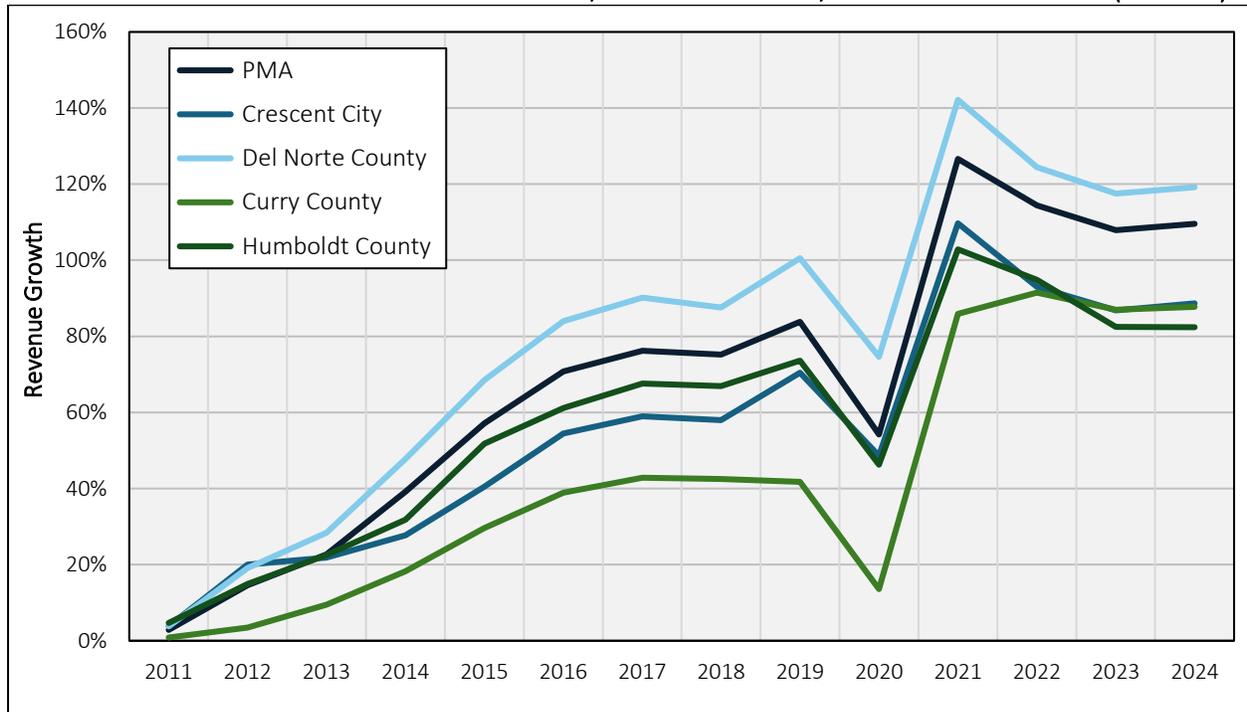


SOURCE: Costar, Johnson Economics



Over the last decade Crescent City and Del Norte County have seen growth in lodging revenue faster than the other markets surveyed. The hospitality industry took a large hit during the pandemic in 2020, before bouncing back in 2021. The PMA and Del Norte County were better adjusted for this period, as much of the tourism in this area is concentrated around outdoor activities in the Redwoods. Crescent City did not experience the same growth as the county or PMA, which is likely due to the lack of higher-end hotel options in the city. Adjusted for inflation, the PMA's revenue was up 110% over the 2011-24 period, compared to 119% in Del Norte County, 89% in Crescent City, 88% in Curry County, and 82% in the Humboldt County.

**FIGURE 5.4: GROWTH IN HOTEL AND MOTEL REVENUES, INFLATION-ADJUSTED, GEOGRAPHIC COMPARISON (2012-24)**



SOURCE: Costar, Johnson Economics

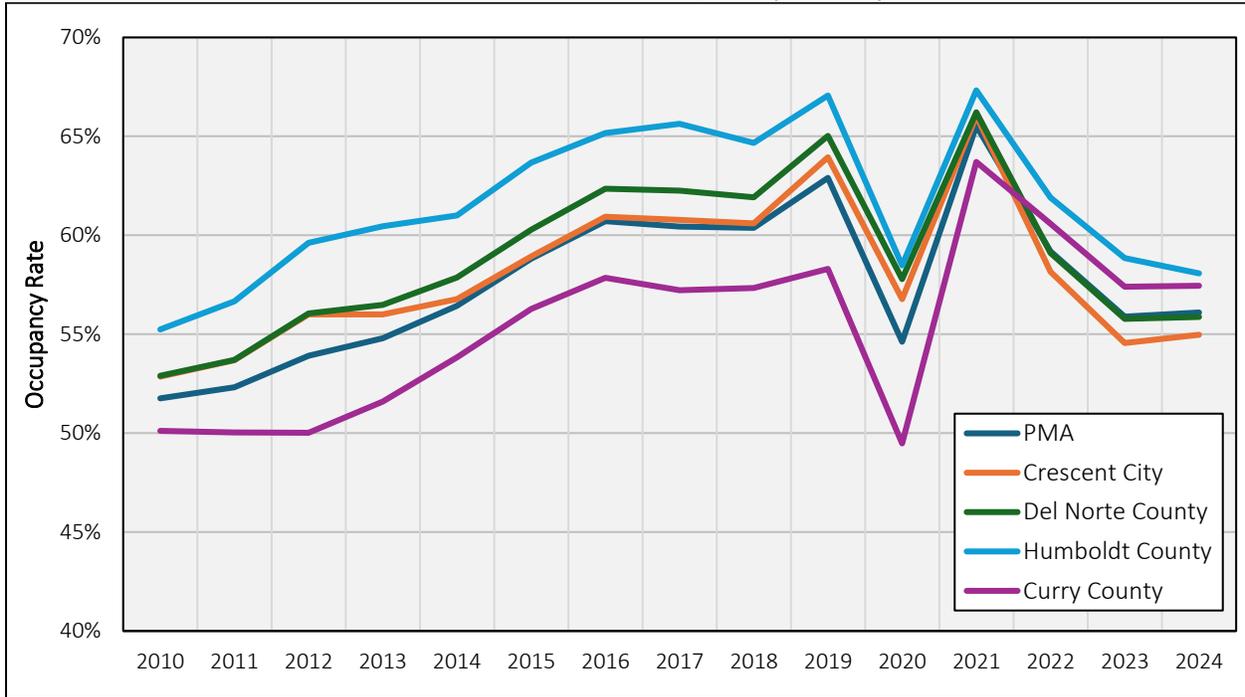
## Hotel Occupancy

For trends in occupancy and room rates, we rely on data reported to Costar through Smith Travel Research. The PMA currently has a collective occupancy rate of 56%, which is below the national average of 63-65% and the target level of most hotel managers. Below this level, room rates are often reduced, and above this level room rates are often increased. The occupancy level peaked in 2021 at 65.5% and has declined very gradually to the current level since then. The lowest occupancy was in 2010 at around 52%.

The following chart includes the occupancy trend as well as the estimated average number of rooms occupied in this market over the past ten years. The latter is estimated by applying the sample occupancy rate to the total number of rooms in this market, which extends from Brookings, Oregon on north, Patrick Creek to the east, and the Redwood National Park to the south. While only one hotel has been developed in the 2000s, seven have been renovated since 2010.



FIGURE 5.5: OCCUPANCY TREND, PMA (2010-24)



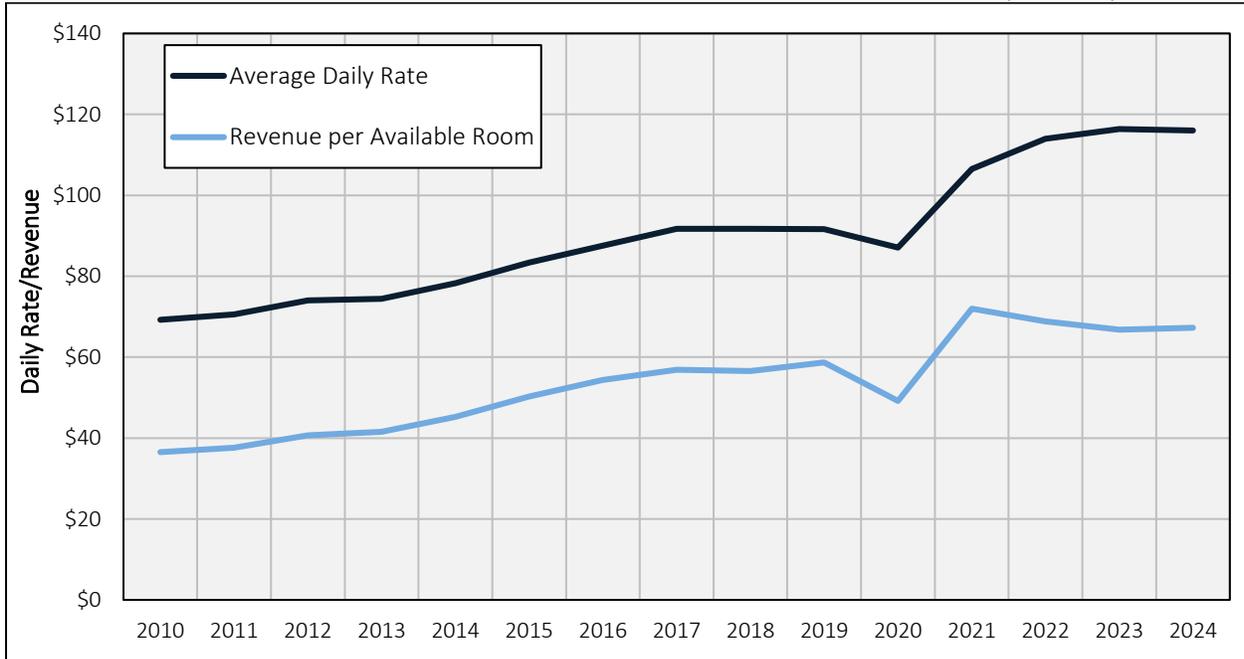
SOURCE: Smith Travel Research, JOHNSON ECONOMICS

## Room Rates

Before the pandemic average daily rate grew very modestly, growing from \$69 to \$91. Following the decline in average daily rate in 2020, the PMA saw significant growth in the two subsequent years, growing 31%. The growth has since evened off, with current average daily rate numbers at \$116. Revenue per available room did not experience the same growth from 2021 to 2022, which is due to declining occupancy rates in the area. Revenue per available room currently averages \$67 per night, roughly 15% above the 2019 level.



FIGURE 5.6: AVERAGE DAILY ROOM RATE AND REVENUE PER AVAILABLE ROOM, PMA (2010-24)



SOURCE: Smith Travel Research, Johnson Economics

## Current Supply

There are currently 18 hotels in the Crescent City area, with all but two being located along US 101. The vast majority of these are economy-style lodgings, with the exception being the Oceanfront Lodge on A Street. With the current demographics trending towards older and wealthier people, there would likely be room for another upscale hotel to market to their children and grandchildren. This would also be attractive towards those traveling long distances from Oregon to the Redwoods, many of whom would like to enjoy the scenic viewpoints on the coast.

## Demand

The demand for new hotel space is viewed as product specific. While the market data does not reflect a rapidly expanding market, the current inventory of available lodging in the area is largely limited to aging and price-positioned units. Introducing a new project positioned at a higher price point could expand the potential market by drawing in business and tourism traffic that may not otherwise stay overnight in Crescent City. This could be a smaller boutique hotel and/or a hotel supported by activity at the casino. A small boutique hotel would likely consist of 12 to 50 rooms, reflecting the somewhat modest but present demand for nicer hotel rooms. Hotels supported by casino traffic could likely support a larger number of rooms, and accessibility to the casino will greatly affect pricing power. The Elk Valley Casino would be much more likely to support additional hotel rooms than the Lucky 7 Casino, as it does not currently have any hospitality rooms directly nearby besides the Crescent Beach Motel. Vacancy is low and prices are quite high at the Crescent Beach Motel, indicating that there would almost certainly be demand for a higher-end hotel with access to the Elk Valley Casino. Hotel rooms can be small, around 200 to 300 square feet, as most people coming in will be there for specified activities such as going to Smith River, the Redwood Parks, or going to the casino so they will not be planning on spending much time in their hotel room.

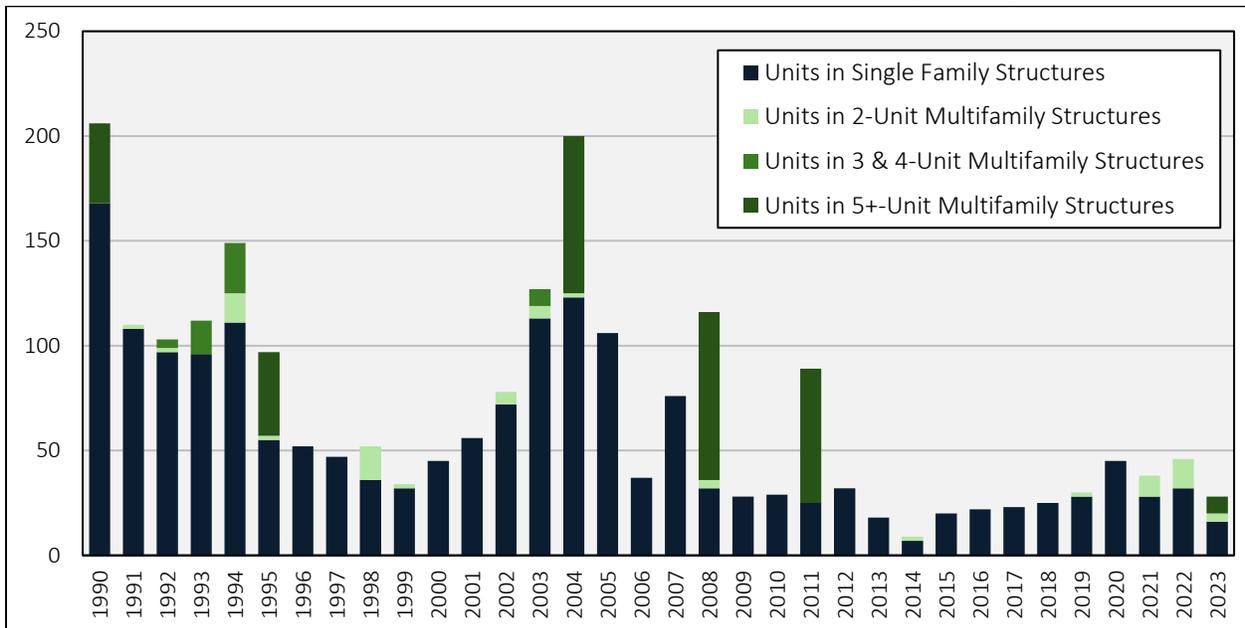


## VI. RESIDENTIAL MARKET ANALYSIS

### Building Permit Trends

Before the foreclosure crisis took place in the late 2000s, building permits were much more abundant in Del Norte County. Around 106 housing units were built annually between 2002 and 2008. Since then, residential construction activity has cooled down dramatically. From 2012 to 2023, the most recently reported year, averaged 28 units permitted annually. Very few multifamily structures have been built since 2012, with only 40 total multifamily units being built. Of those 40 multifamily units, 32 were duplexes. Del Norte County peaked at 200 units in 2004 and bottomed out at nine units in 2014.

FIGURE 6.1: RESIDENTIAL BUILDING PERMITS, DEL NORTE COUNTY (1990-23)



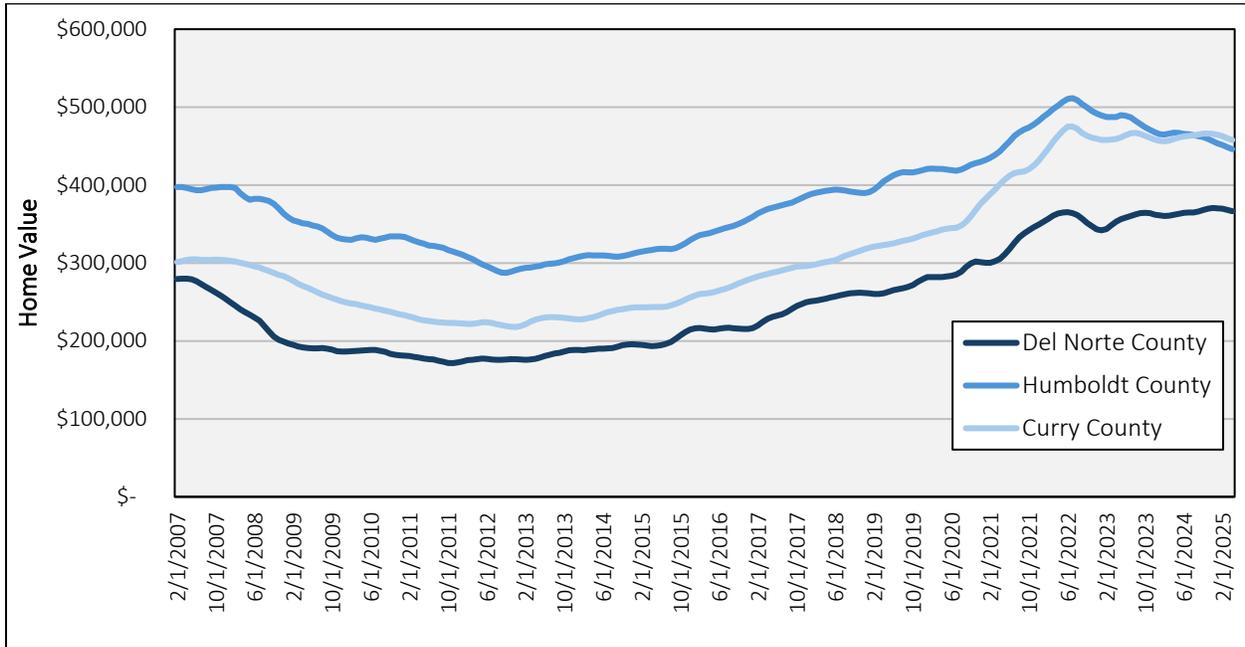
SOURCE: U.S. Census Bureau, JOHNSON ECONOMICS

### Ownership Pricing

Home values in Del Norte County have remained lower than the neighborhood counties of Humboldt County and Curry County. Del Norte County's median price level reached a bottom of \$171,500 at the end of 2011. Since then, it has more than doubled to \$366,000 in 2025. This represents an average annual price increase of 6%. This trend is in line with Curry County, and more than twice the growth rate of Humboldt County over that period. The majority of the growth came between 2012 and the first half of 2022, as the median home value has remained almost unchanged since.



FIGURE 6.2: MEDIAN HOME VALUES, GEOGRAPHIC COMPARISON (2007-25)



SOURCE: Zillow, JOHNSON ECONOMICS

## Rental Market Conditions

Demand for rental housing has been strong in this decade nationwide. The late-2000s foreclosure crisis and ensuing recession led to more restrictive lending, which shifted housing demand from the ownership market to the rental market. Demand in this decade has also been boosted by the large millennial cohort reaching adulthood and forming their first households. High thresholds to creditworthiness and down payment, coupled with elevated levels of student debt, have largely relegated the millennials to the rental market. The demand has reduced vacancy rates and increased rents all over the nation, though increased construction has alleviated market pressures in recent years.

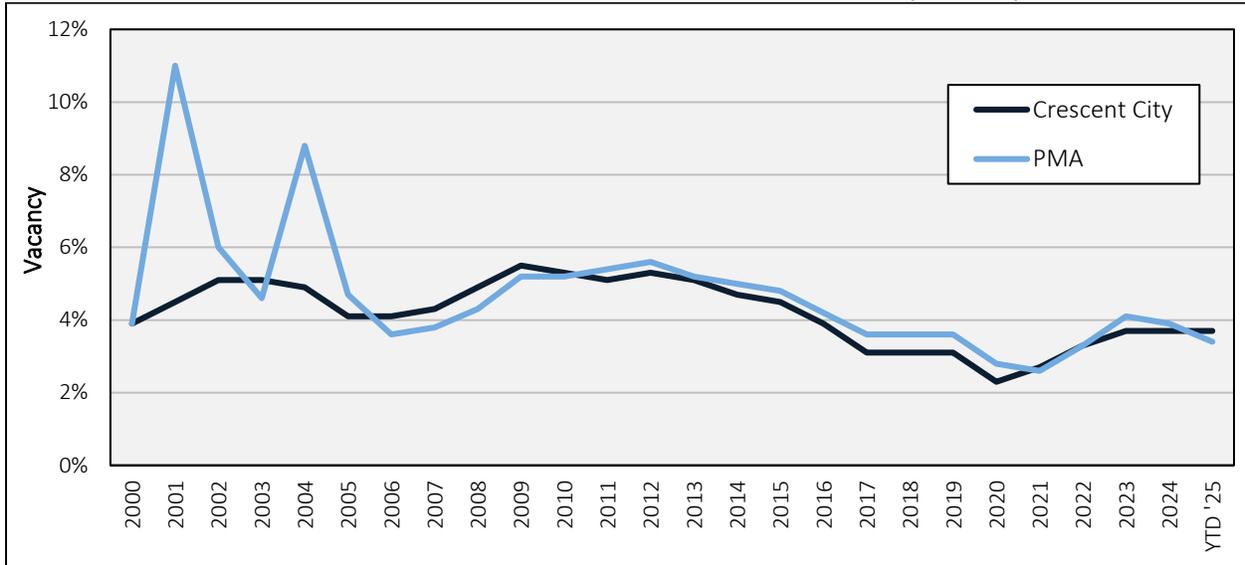
Crescent City has a limited number of professionally managed rental properties, and roughly 42% of these units are rent restricted. We compare this to trends in the PMA and Del Norte County to get a better idea of achievable rent levels for newer rental properties in Crescent City.

## Rental Vacancy

An overall vacancy rate around 5.0% typically reflects a healthy supply-demand balance where rent increases keep in line with wage and income growth. Since 2016, the vacancy rate in Crescent City has hovered between 2% and 4%, indicating a very tight market and potential lack of supply. The PMA has maintained a similar vacancy trend but has had slightly higher levels of vacancy in most years. This is a reflection of the lack of new housing units being delivered, but also the stable employment provided by the substantial proportion of government jobs in the county.



FIGURE 6.3: RENTAL VACANCY TREND, GEOGRAPHIC COMPARISON (2000-25)

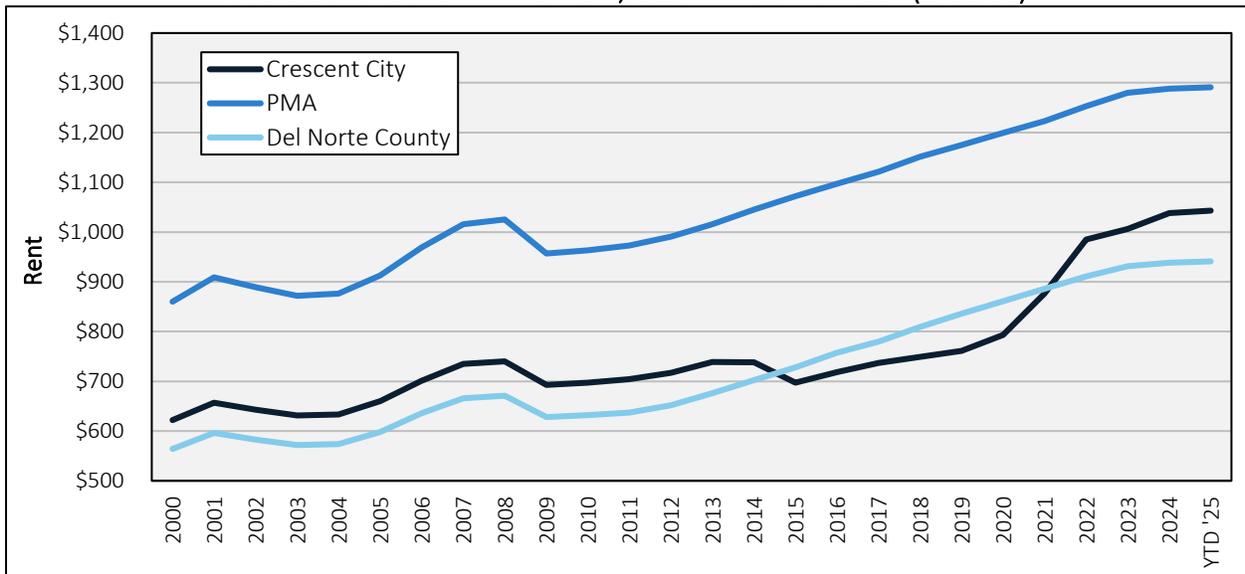


SOURCE: CoStar

### Rent Levels

The average market-rate rental unit in Crescent City currently rents for \$1,040 per month, compared to \$940 in Del Norte County and \$1,300 in the PMA. This represents a 19% discount to the average rent level in the PMA and an 11% premium relative to the county average. The rent levels of the PMA being significantly higher point to the presence of more upscale apartments in surrounding cities, particularly Brookings, Oregon. According to Costar, no new market rate apartment complex has been delivered in Crescent City since 1995. This drastically affects the average achievable rent levels. Brookings, Oregon has seen five market rate multi-family projects during this time, indicating a history of a slightly more attractive investment environment.

FIGURE 6.4: AVERAGE MONTHLY RENT, GEOGRAPHIC COMPARISON (2000-25)

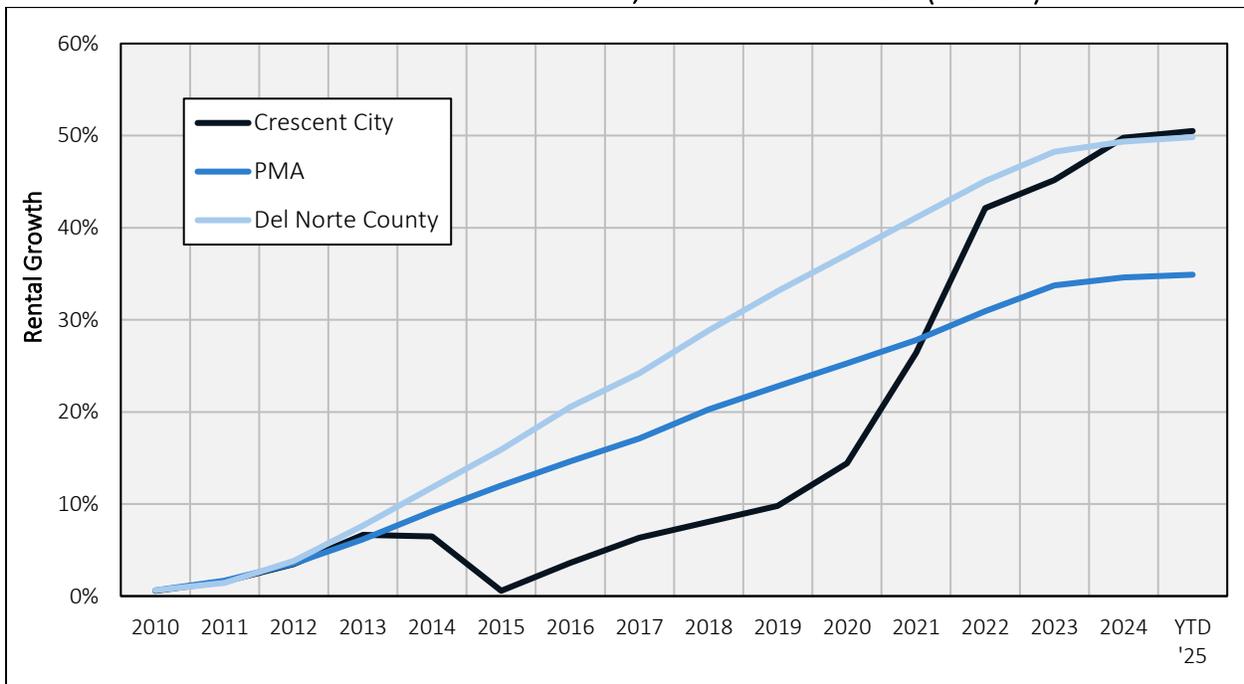




SOURCE: CoStar

Over the past fifteen years, the average rent level in Crescent City has increased 50% according to CoStar (2.6% annual average). This compares to roughly the same growth in Del Norte County and 35% in the PMA. On a year-over-year basis, the rent growth in Crescent City peaked at 12.4% from 2021 to 2022. Rent also grew 10.5% from 2020 to 2021, indicating a strong correlation with rent growth due to the pandemic. Many smaller cities nationwide experienced the same thing, as remote work allowed people to move out of larger cities to more affordable and quiet areas. The lack of deliveries of new apartment supply has greatly affected rent prices, as all the deliveries in the last fifteen years have been rent controlled units. Current year-over-year growth since 2010 is 1.8% in the PMA and 2.5% in Del Norte County. The following chart shows cumulative rent growth since 2010.

FIGURE 6.5: CUMULATIVE RENT GROWTH, GEOGRAPHIC COMPARISON (2000-25)



SOURCE: CoStar

We would anticipate that achievable pricing for new residential products in the study area would be well above existing comparables. This is primarily related to the age of product, but sites in the study area have the potential to offer water views. To the extent that the commercial district becomes more vital, it will add commercial amenities that would be highly marketable to residential tenants. Rental vacancies have been q low over the past decade, particularly when considering the number of aging units, which further indicates room for growth for achievable pricing in new units.

