



VII. GOAL 3 - PROTECTING AND EXPANDING THE PASEO SYSTEM

Introduction

This chapter is intended to serve as both an element of the Pedestrian Master Plan, and as a stand alone document focused on the paseo network and complimenting the goals, policies, and strategies of the General Plan and Urban Design Guidelines. While the General Plan and Urban Design Guidelines provide excellent policy and design guidance, this chapter focuses on methods to protect, preserve, and enhance the paseos.

The General Plan states: “Most of the stores and businesses in the Central Business District (CBD) front on State Street and it is here that first consideration should be given to the creation of a paseo—a pedestrian-oriented shopping street.”

Santa Barbara’s paseos are an important component of the City’s pedestrian circulation network. Map VII-1 provides an overview of the existing paseo system in Downtown Santa Barbara. Paseos provide visitors and residents with access and connectivity to cafes, restaurants, shops, parks, plazas, courtyards, theatres, and cultural facilities. Paseos also offer walking opportunities separated from automobiles and other vehicle traffic. They create a dynamic pedestrian environment in which private businesses intersect with public uses, stimulating both sectors of the economy. Specifically, paseos serve to:



Historic “El Paseo” – One of the first paseos in Santa Barbara

- Aid the establishment of retail centers by increasing retail sales and tax revenues as well as attracting additional tourists and residents.
- Provide a sense of discovery from State Street.
- Improve air and noise quality.
- Develop a unique environment emphasizing the street in Spain style.

- Improve social interaction.
- Provide access from City parking lots.
- Enhance the pedestrian environment by providing alternative transportation opportunities.



Paseo to Ortega Parking Garage



Paseo Nuevo

While the Santa Barbara paseos may look and feel like remnants from the mission days, in fact they are relatively recent additions to the City. The Downtown Plaza project in 1969 included the removal of parking lanes on State Street between Victoria and Ortega Streets, which required that parking be provided behind the businesses off of Chapala and Anacapa. The paseos were the result of the need to provide direct pedestrian connections from these new parking facilities to State Street, utilizing existing alleys and in some cases walkways through buildings. This allowed the City to ultimately remove all parking and curb cuts from State Street in the Downtown. The success of the initial paseos, not only as pass-throughs to parking but as retail frontages themselves, led to a network that expanded over time into other alleys and new developments. The Paseo Nuevo is an expansion of the concept of shops located on a pedestrian street. As the system expanded, additional paseo functions such as access for deliveries and trash removal, operating hours, and management have become issues.

Because of the success of the City's unique paseo system, it is clear that the paseo concept should and can be replicated in many locations and not only in Downtown. For example, La Cumbre Plaza could someday be redeveloped as a retail village lined with paseos. The paseos are currently managed and maintained in various ways:

- Private Ownership - 18% of the paseos are privately owned and maintained, yet are physically open for the public to enjoy, sometimes without specific knowledge, consent, or apparent concern by underlying property owners. Other times, there are bronze plaques inlaid in the sidewalk entries stating that certain paseos are privately held and the right of passage may be revoked at any time. This is a mechanism used by private property owners, referring to the applicable civil code statute, to reduce possible claims of prescriptive easement rights.
- Public Ownership - 63% of the paseos are publicly owned either by the City of Santa Barbara or the Redevelopment Agency. These paseos are sometimes held in ownership in fee or by easement agreements. Many of the publicly-held paseos connect to public parking structures.
- Unknown Ownership - The ownership status of about 19% of the paseos is unclear at this time.

Paseos Plan

Map VII-1 Overview Map



State Street connects Paseos



Pavement markers show the way



Mid-block crossing

Arlington Theater

Karpeles Manuscript Library

Bus Station

Public Library

Court House

Lobero Theater

Post Office

City Hall

Presidio Plaza

El Paseo

Paseo Nuevo

De La Guerra Plaza

Amtrak Station



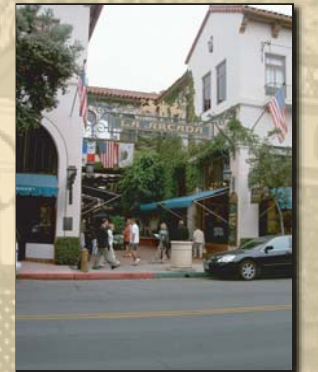
Outdoor dining along Paseo



Paseo turns plaza



Access to office & residential



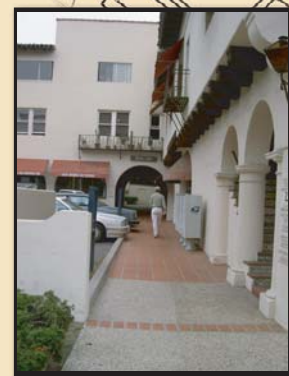
Paseos as a part of retail complex



Difficult to find entrances



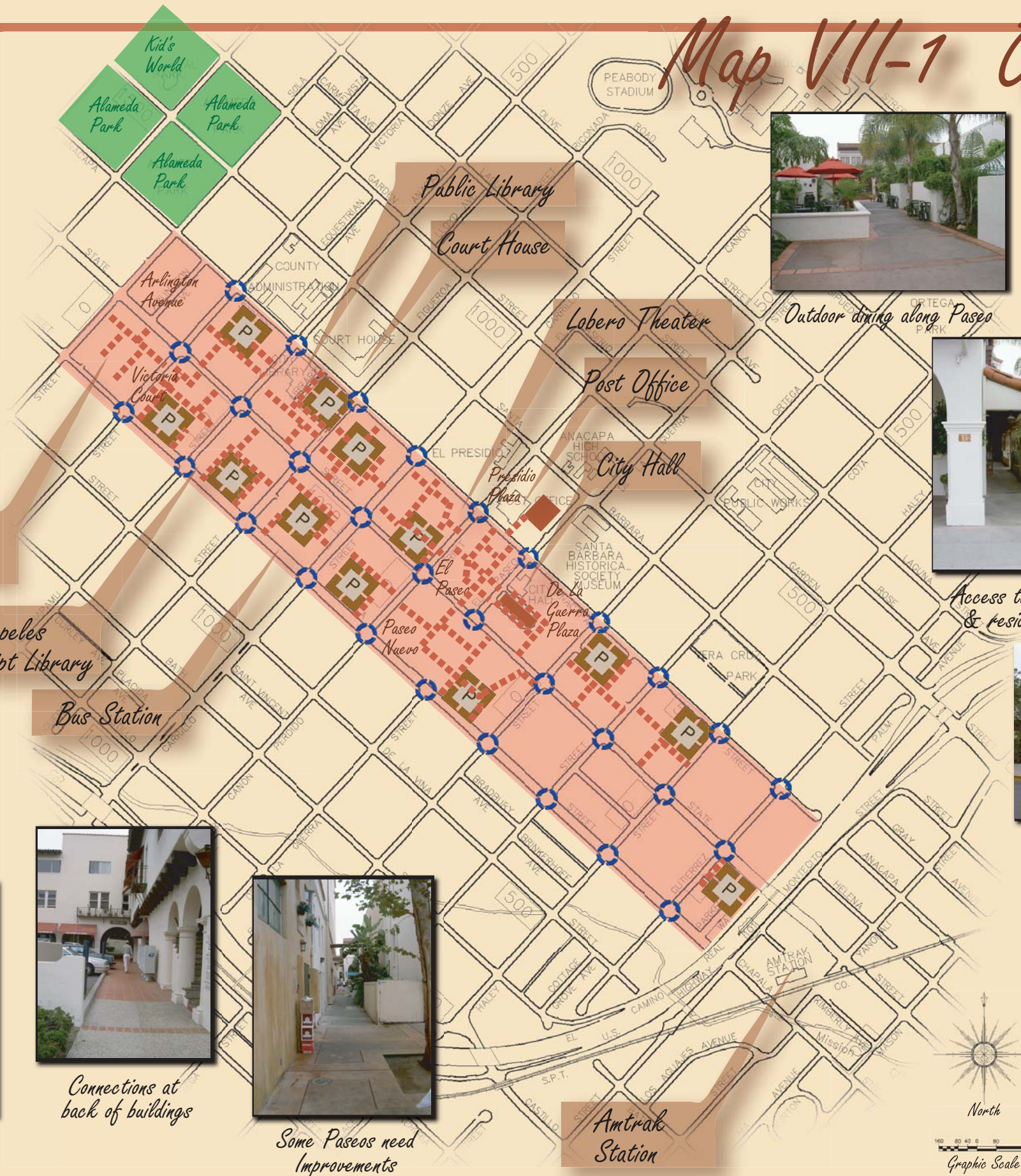
Ample landscaping & Comfortable widths



Connections at back of buildings



Some Paseos need Improvements



Legend

-  Existing Pedestrian Crossings
-  Existing Public Parking
-  Existing Parks
-  Existing Plazas
-  Existing Paseos



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March 21, 2005



Aside from providing pedestrian circulation, Santa Barbara's paseos are an important part of the Downtown economy and the City's identity. Paseos are a unique and attractive pedestrian feature that helps attract visitors to the area for day, weekend, and extended trips. The success of Santa Barbara's Downtown has been at least partially due to three factors related to the paseos:

1. the ability to provide parking on the blocks behind State Street that are linked by the paseos,
2. the ability to expand the commercial uses without major vertical or horizontal construction—while maintaining the intimate nature of the environment, and
3. the ability to establish a strong historical identity to early California that helps make the area unique.

The General Plan provides excellent insight into the economic role of the paseo system. "The mere closing of a street to traffic and allowing the pedestrian to wander at will in the street is, of course, not enough. The same care must be given to the design of the paseo as the storekeeper gives to the design and décor of his windows and store. The important feature which distinguishes the CBD is the fact that it is one large store in which each merchandizing outlet is vitally involved in the prosperity of the whole as well as the individual unit."

Continuity and coherence throughout the paseo system have been provided through the use of form, color, texture, surface material, and signage. Consistent integration of these elements help to create a discernable and obvious pedestrian environment. A well-designed paseo will demonstrate consideration for the pedestrian's comfort, safety, and security while offering a stimulating and enjoyable pedestrian environment.

Policy 3.1 The City shall protect, preserve, and enhance the paseo network

Purpose

Unlike other facilities where ownership and management responsibilities are clear and future expansion can be planned well in advance, paseos require more care and attention. First, ownership patterns are more complex, with some paseos being publicly owned and others privately owned, making consistent management practices and policies more challenging. Second, paseos typically are initiated through the private development process rather than the City, making the timing and control of the system less certain.

This plan is intended to strengthen and protect the City's existing paseo network, enhance linkages to internal and external destinations and between existing paseo segments, and provide guidance for future paseos. While this plan focuses on the Downtown area depicted in the Paseos Plan map, the tools and guidelines presented can be applied to other areas of Santa Barbara where paseos exist or are proposed. For design guidelines for paseos and associated pedestrian improvements, refer to Chapter VIII, "Pedestrian Design Guide."

Strategy 3.1.1 Identify conditions of existing paseos that are at risk of being lost, are blighted, or require enhanced connectivity, access, or maintenance

Existing Conditions

The Downtown core paseo network is generally located on blocks between Anacapa and Chapala Streets and between Sola and Haley Streets (see **Error! Reference source not found.**Map VII-2, Downtown Core Area). The Paseos Plan map provides an overview of the paseo network, key landmarks, and parking facilities that draw pedestrian activity.

As part of this planning process, staff evaluated the existing conditions of the paseo system, including those paseos at risk of being lost or requiring enhanced connectivity, access, or maintenance. There is currently a large network of paseos, most of which provide direct connections between State Street and parking located behind businesses, or provide internal circulation as part of a retail complex. The network does not function as an alternative to street sidewalks and generally pedestrians do not use the paseo's for longer multi-block trips. In most cases, paseos terminate at mid-block locations. Existing and future links between paseo segments require mid-block enhancements if they are too far from existing legal crossings.

There are numerous paseos and inter-block pedestrian connections that are in good condition and well used. There are others that are in need of repair, enhancement, and way-finding improvements, including the following:

- from State Street to Lot 6
- from Figueroa to Lot 3
- from Figueroa to Lot 4
- from Figueroa adjacent to Lot 7
- from Figueroa to Lot 8
- from Ortega to Lot 10
- from Cota to Lot 10
- from State Street to Lot 11
- from Haley to Lot 11

Paseos Plan

Map VII-2 Downtown Core Area

Kid's World

Alameda Park

Alameda Park

Alameda Park

Santa Barbara Street

Anacapa Street

State Street

Chapala Street

Sola Street

Victoria Street

Anapamu Street

Figueroa Street

Carrillo Street

Canon Perdido Street

De La Guerra Street

Ortega Street

Loa Street

Haley Street

Gutierrez Street

Legend

- Existing Pedestrian Crossings
- Proposed/Enhanced Pedestrian Crossings
- Existing Public Parking
- Existing Parks
- Existing Plazas
- Enhanced Signage/ Wayfinding
- Existing Paseos
- Proposed/Enhanced Paseo
- Future Paseo Connection

OPPORTUNITY FOR MID-BLOCK CROSSING FEATURES MIGHT INCLUDE:

- * CURB EXTENSIONS
- * TEXTURED PAVING
- * SEPARATE ADA RAMP
- * LIGHTING

ENHANCE PASEOS AND PEDESTRIAN CONNECTIONS WITH SPECIAL PAVING (PREFERABLY BRICK)

INCORPORATE WAYFINDING FEATURES TO ACCENT PASEO ENTRANCES SUCH AS:

- * PAVING ACCENTS
- * SIGNAGE
- * OVERHEAD STRUCTURES

ENHANCE SIGNAGE THROUGHOUT THE PASEO SYSTEM



Graphic Scale
160 80 40 0 80 240

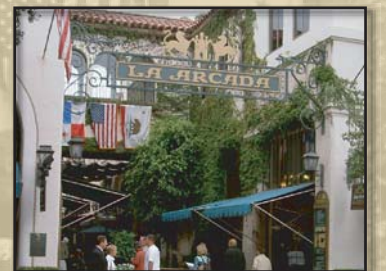
NO MID-BLOCK CROSSING IS RECOMMENDED.
PASEOS ARE CLOSE TO EXISTING CORNER CROSSING CONNECTIONS



Brick Paving Denotes Pedestrian Connection



Paseo Sign Examples



Overhead Signs



Paseo Entry Features



Paving Accents at Paseo Entries



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March 21, 2005

alta
PLANNING + DESIGN

RRM DESIGN GROUP
Creating Environments People Enjoy



Paseo at La Arcada



Strategy 3.1.2 Identify protective mechanisms and develop guidelines for optimal operational conditions including responsibility, control, access, and maintenance

Paseos' Management and Maintenance

The paseos are in varying conditions, ranging from attractive, well-designed, people-oriented passages to alleys. Paseo maintenance will vary depending on amenities within the paseo and other factors. There are generally seven elements of a paseo that need to be maintained. There are more detailed maintenance activities involved in each of these seven areas (listed below):

1. Paving
 - Pavement cleaning and repair
 - Drainage system cleaning and repair
2. Building facades
 - Graffiti removal
 - Façade cleaning, repairing, and repainting (including awnings)
3. Signage
 - Sign replacement and repair

4. Furniture (benches, drinking fountains, fountains, public art)
 - Bollard replacement
 - Fountain cleaning and repair
 - Furniture cleaning, repair, and replacement
5. Lighting
 - Lighting repair and replacement
6. Trash and recycling
 - Trash and recycling disposal
 - Trash and recycling container replacement and repair
7. Landscaping
 - Planters, planter pots, weekly maintenance, replanting, and irrigation maintenance
 - Pruning, removal, and replanting of trees

Currently, each of these issues is addressed by either the City or by private landowners. Ideally, a unified management approach would be applied to all paseos so that the general public could be assured of a consistent experience. One option may be to form a paseo management entity whereby all paseo maintenance and operational functions are managed by one source, which could be a public or private entity. All paseo owners would contribute equally to this entity based on square feet of paseo. The Downtown Organization may be an appropriate entity to manage the ongoing maintenance of paseos.

Costs associated with the management and maintenance of paseos may include design, construction, right-of-way acquisition, electrical and water expenses, and maintenance. Funding opportunities may include State and Federal Grants, Redevelopment Funds, Assessment Districts, and public-private partnerships.

Strategy 3.1.3 Develop a legal or planning strategy to prevent the loss of existing paseos

Protective Mechanisms

As described above, paseos in Santa Barbara are currently held both privately and publicly. There is a long list of tools and mechanisms the City and property owners can use to protect and retain paseos in Santa Barbara. Some of the mechanisms can be used in association with new development; others may be used to protect existing paseos. A description of each mechanism, as well as advantages and disadvantages of each, has been provided as they pertain to new and existing paseos.

The first priority is to preserve the existing paseos. This can be done most effectively by amending the Zoning Ordinance to include a Paseo Preservation Overlay Zone. The Overlay Zone, superimposed upon existing zoning, will specify written regulations and procedures for considering projects within the Downtown area in the vicinity of existing and proposed paseos. The Overlay Zone would include a discussion of the purpose and intent, objectives, permitted and prohibited uses, standards for preserving the paseos, supplementary provisions (including incentives), minimum public access, management, performance standards and design guidelines, paseo plan overlay zone map, and application and procedure for overlay districts. It could also include exactions of improvements and

dedications by owners to establish new paseos in connection with developments lying within targeted areas. Subsequent development must comply with the requirements of both the overlay zone and the base district. Establishing a Paseo Preservation Overlay Zone offers the City a long-term mechanism for the protection of paseos that does not require large capital expenditure. However, it may be politically difficult to get private property owners to support adoption of the Overlay Zone unless they see the economic benefit of being linked into the paseo network.

Policy 3.2 The City shall expand the network of paseos

The paseo network has proved to be an effective economic, historic, and access element in Downtown Santa Barbara. It is the goal of this plan to expand the paseo system to the extent practical to provide an alternate pedestrian circulation system and also to help achieve the City's economic, land use, and transportation goals. Expansion of the system would help improve internal access and connectivity in the Downtown and linkages to nearby areas including the waterfront, and provide additional opportunities for ground floor retail uses that provide additional economic benefits.

Other commercial areas of the City should be considered for future paseos or paseo systems. The Outer State Street commercial area is a prime location where redevelopment can provide paseos for interblock connections that will increase walking and enhance commercial activity on a Santa Barbara scale.

Strategy 3.2.1 Identify opportunities to expand the paseo network

Paseo Expansion

Expanding the paseo network requires close public and private coordination, since most paseos are developed as part of private development projects. While ultimately the City would like to see the paseo network expand towards and connect to the waterfront area, the most important short term goals are to complete the paseo network in the Downtown. Top priority connections include:

1. Linking Lots 2 and 3 to State Street,
2. From Anapamu Street to Lot 4,
3. 600 (west), 500 (west), and 400 (east) blocks of State Street (as appropriate)

The need for and benefit of new paseos is largely dependent on two factors: (a) connectivity to parking facilities and/or other facilities, and (b) development or redevelopment that are compatible with paseos. This plan recommends that all new development or redevelopment projects in Downtown Santa Barbara be examined for compatibility with this goal, and that paseos be included in the approved site plan when it is determined that the paseo would serve a functional purpose. There may be some opportunities to provide paseos on other blocks in the Downtown, specifically the blocks to the west of Chapala. Map VII-3 identifies approximate locations for future paseos.

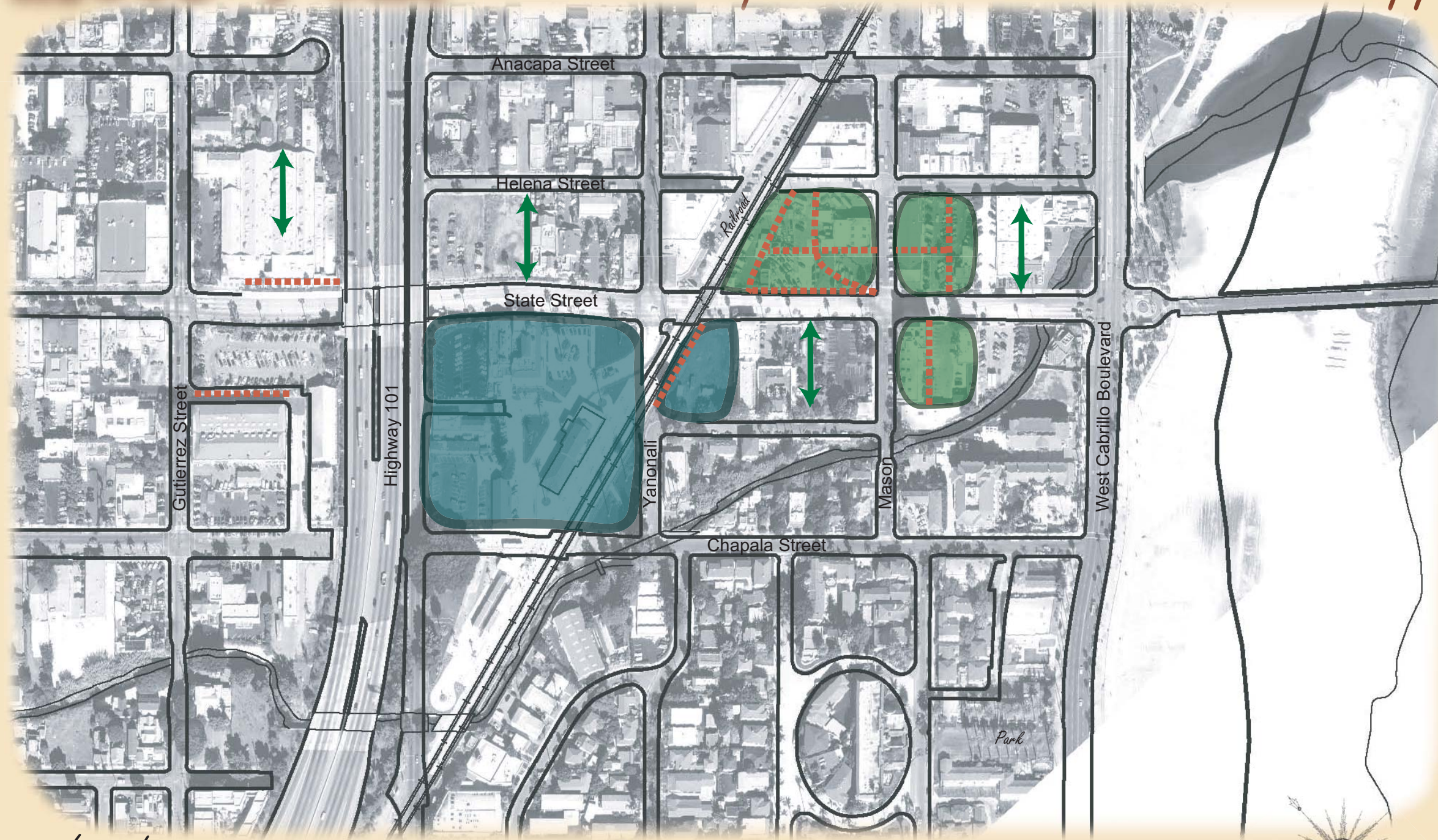
In the long term, expansion of the paseo network connecting the Downtown paseos to the waterfront would create a vital linkage between the city's two most important visitor areas. **Error! Reference source not found.** identifies several opportunities to expand the paseo system from the waterfront to the Downtown, utilizing the State Street undercrossing and possibly a new overcrossing on Chapala

Street. In the waterfront area, several Redevelopment Agency-owned sites provide excellent opportunities for new paseos, as does the Ritz Carlton site.

The Land Use Element of the General Plan states that consideration should be given to converting some portion of State Street in the Central Business District into a paseo, free of automobile traffic. While this concept may still live in the future, the community has expressed unwillingness at this time to entertain removing vehicles from State Street for fear of loss of business. Additionally, the level of pedestrian activity on State Street (currently on average 10:00 a.m. to 8:00 p.m.) will need to expand in the morning and late evening hours to make an all pedestrian street continuously inviting. In the meantime, great care has been taken to create the feel of a paseo without removing the cars. Brick sidewalks with lush landscape and ample street furniture have been installed on various blocks by the Redevelopment Agency, in essence creating the paseo vision.

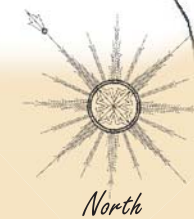
Paseos Plan

Map VII-3 Future Paseo Opportunity Area



Legend

- RDA Owned Opportunity Sites
- Recently Approved Development
- Existing Paseos
- Future Paseo Connection



160 80 40 0 80 240

Graphic Scale



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March 5, 2004



Strategy 3.2.2 Identify mechanisms to require or encourage developers to provide paseos within Downtown and Waterfront land development proposals

New Development/Redevelopment

The following mechanisms should be considered a menu of options to be used in conjunction with new development or redevelopment to protect and retain paseos.

Each site is different and may require one or more of these mechanisms to achieve the appropriate result. For example, a paseo from State Street to a public parking lot should be in public ownership, whereas a paseo connecting to State Street through a building would be better as a private facility because of security.

Development Controls

Development controls can provide for the development of paseos during private development. Various codes and related guidelines, including an applicable section of the Government Code (the Subdivision Map Act), give cities the authority to regulate the design and improvement of subdivisions, require dedications of public improvements or related impact fees as mitigation for the effects of private development, and require compliance with the objectives and policies of the general plan. Various codes and guidelines enable local public agencies to require dedications of public easements and construction of public improvements, or the payment of in-lieu fees, for streets, alleys, and public easements such as paseos. Table VII-1 lists the pros and cons of development controls.

Table VII-1. Developmental Controls

Pros	Cons
<ul style="list-style-type: none"> – Cost and responsibility for developing paseo is passed to private developer. – City regulates design and improvement. – Land is retained in private ownership. – If desired and negotiated up front, private owner provides maintenance. 	<ul style="list-style-type: none"> – Dependent upon private property owner initiating development.

Cooperative Agreements/Public-Private Partnerships

Agreements can be executed to establish incentives, including matching funds, between the City and private developers to foster development of paseos. Table VII-2 lists the pros and cons of cooperative agreements.

Table VII-2. Cooperative Agreements

Pros	Cons
<ul style="list-style-type: none"> – Promotes City objectives. – Lessens financial burden by dispersing funding responsibilities. – If negotiated up front, private owner provides maintenance. – Minimizes City liability (agreement could indemnify City). – Establishes partnerships in the community. 	<ul style="list-style-type: none"> – No guaranteed dedications.

Conditions of Approval/Exactions

Exactions and dedications of land, improvements, or impact fees may be imposed on new development at the time of project approval to establish public easements and fund the construction of capital facilities (they cannot be used for operations and maintenance). Exactions may only be imposed if they will advance a legitimate state interest (i.e., health, safety, and welfare issues) and are necessary to mitigate the adverse impact to that interest which would otherwise result from the project. As with other proposals, it is recommended that the topic of “rough proportionality” be discussed with the City Attorney and Land Development Team prior to using this tool. Table VII-3 lists the pros and cons of conditions of approval and exactions.

Table VII-3. Conditions of Approval/Exactions

Pros	Cons
<ul style="list-style-type: none"> – Requires City approval. – Promotes City objectives. – Limited financial burden. – Ensures City control over uses adjacent to paseos as well as paseos. – If desired, maintenance can be passed to property owner/tenants. 	<ul style="list-style-type: none"> – Applies to private property only. – May be legally challenged by applicant.

Declarations of Covenants, Conditions & Restrictions (CC&Rs)

A declaration by and between private owners may be executed and recorded to specify terms of use, maintenance of structures, and common areas of a development, including public paseos established as part of a development. The City sometimes asserts input as to the terms of the CC&Rs. Table VII-4 lists the pros and cons of declarations of CC&Rs.

Table VII-4. Declarations of Covenants, Conditions & Restrictions

Pros	Cons
<ul style="list-style-type: none"> – City objectives can be met by requiring specific conditions of approval be included in the CC&Rs. – Cost and responsibility for maintaining paseo remain with owners of private property. – Agreement enforceable by private owners within the development. 	<ul style="list-style-type: none"> – Difficult to enforce over time and as property ownership changes. – Only valid for the life of the development, or possibly earlier. When the development changes the paseo could be lost.

Lease Agreements and License Agreements

The City may lease land from property owners or obtain revocable licenses for access purposes. Under Lease and License Agreements, the City may use portions of real property for specified time periods, or until revoked, although underlying property owners retain full ownership and reversionary rights. If an “option” is negotiated in advance, the City may also lease portions of real property with optional intent that rental payments can be put toward purchasing the affected portion of property. Table VII-5 lists the pros and cons of lease and license agreements.

Table VII-5. Lease and License Agreements

Pros	Cons
<ul style="list-style-type: none"> – The lease-purchase (option) method spreads payments over time, eliminating the need for capital upfront. – Ensures that, for a specified time period, the rules, regulations, and policies that are applicable to a particular development will not change. 	<ul style="list-style-type: none"> – Agreement is temporary and revocable in nature. – Cost to lease land may be prohibitive. – Under the lease purchase method, the City would not become the owner until all option terms have been satisfied.

Development Agreements

A development agreement is a contractual agreement between the City and a developer that identifies vested rights that apply to a specific development project. Development agreements must specify: (1) the duration of the agreement, (2) the permitted uses of property, (3) the density or intensity of use, (4) the maximum height and size of proposed buildings, and (5) the provisions for reservation or dedication of land for public purposes (§65865.2). In addition, development agreements may: (1) include the conditions, terms, restrictions, and requirements for subsequent discretionary actions; (2) provide that such stipulations shall not prevent development of the land with regard to the uses, densities, and intensities set forth in the agreement; (3) specify the timing of project construction or completion; and (4) set forth the terms and conditions relating to applicant financing of necessary public facilities and subsequent reimbursement over time. Table VII-6 lists the pros and cons of development agreements.

Table VII-6. Development Agreements

Pros	Cons
<ul style="list-style-type: none"> – Owner and City agree on exactions and conditions. – Offers opportunities to assure the City's objectives, policies, and plan proposals will be implemented as development occurs. – Ensures for a specified time period, the rules, regulations, and policies applicable to a particular development will not change. – Enables the city to obtain certain concessions from the developer. – If negotiated up front, private owner provides maintenance. 	<ul style="list-style-type: none"> – City may be unable to respond to a changing market or apply new regulations to a project controlled by a long-term development agreement. – Difficult for City to monitor.

Existing Development

The following mechanisms can be used in conjunction with existing development to protect and retain paseos.

Easements

Public pedestrian easements allow pedestrian access across private property for the general welfare of the community. Owners retain all property rights not stipulated in the easements, and unless otherwise specified, easements stay with the land in property transfers with the affected real property. The City's acquisition of easements for pedestrian uses, rather than full ownership, ensures development will be limited to compatible uses, and allows private landowners to hold the underlying fee title rights. Table VII-7 lists the pros and cons of easements.

Table VII-7. Easements

Pros	Cons
<ul style="list-style-type: none"> – Maintenance provided by private owner (if negotiated). – Owner retains all property rights not stipulated in the easement. – Easements run with the land and are transferred with real property. – Ensures development will be limited to compatible uses. 	<ul style="list-style-type: none"> – Owner retains all property rights not stipulated in the easement; easement language should incorporate all anticipated city needs. – Generally requires compensation to landowner. – City may have to accept maintenance and liability in order to obtain easement.

Land Acquisition/Ownership in Fee

The City can acquire land for public purposes, including portions of lands needed for streets, sidewalks, bicycle paths, trails, and paseos. VII-8 lists the pros and cons of land acquisition.

Table VII-8. Land Acquisition/Ownership in Fee

Pros	Cons
<ul style="list-style-type: none">– Provides the most protection for the paseo, offering the City both security and control.	<ul style="list-style-type: none">– City's cost to acquire land may be prohibitive.– City owns and is responsible for property.

Strategy 3.2.3 **Work with Federal, State, and local agencies to identify current funding opportunities for paseo improvements**

Funding

While most paseo improvements are expected to be accomplished as part of future development or redevelopment, some aspects of the Plan may be funded through grant funding or the capital improvement program. The Redevelopment Agency is a potential partner in helping to include paseos as part of future development projects, assisting with both securing the land and also ensuring they are constructed and managed properly. Elements of the paseo plan that may be funded with grant funding include the mid-block connections. The City will actively work with Federal, State, and local agencies to seek both capital and maintenance funding for the paseo system.

