CITY OF PACIFICA

DRAFT HOUSING ELEMENT
(v. 3.0, 5/7/2015)

2015-~~2022~~2023

Planning Period: January 31, 2015 – January 31, 2023

Prepared by: Planning Department

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I. COMMUNITY PROFILE

1. The Housing Element

Pacifica's General Plan, comprised of 12 elements, guides all City activities. The Housing Element is an integral part of the General Plan, focusing on analysis of future housing needs and methods to provide adequate housing for Pacificans from all walks of life. It contains goals and policies for housing and action programs which detail the steps the City can take to respond to the community's evolving housing needs. One of the most important aspects of the Housing Element is its identification of sites for housing development that are sufficient to accommodate the City's share of the regional housing need for the planning period (in this case, 2015-2023[1]).

The Association of Bay Area Governments (ABAG) develops a regional housing needs allocation (RHNA) for all counties in the Bay Area[2]. Based upon that allocation, the City/County Association of Governments of San Mateo (C/CAG) assigns specific allocations to incorporated and unincorporated areas within the County. The Bay Area overall received a housing unit allocation of 187,990 units for the period between 2014-2022. ABAG apportioned to San Mateo County 16,418 of those units. Pacifica's share of the County total was 413 units, constituting 2.5 percent of the County's allocation and .22 percent of the Bay Area's allocation. Pacifica will play a small, yet critically important part in meeting regional housing needs.

Out of the total of 413 units allocated to Pacifica as part of the RHNA process for 2014 to 2022, the City has already approved ~~seven~~ eight units through ~~December~~ April 3~~1~~0, 201~~4~~5. The City can accommodate the balance of its RHNA through the identification of sites properly zoned for residential development that can occur during the planning period. The RHNA segments housing need by income level in the categories very low, low, moderate, and above moderate. The result is that the City must plan for a variety of housing types affordable to persons with varying incomes.

Past housing elements have helped the City of Pacifica work towards meeting its housing needs. The following is a summary of housing elements adopted along with and subsequent to Pacifica's 1980 General Plan:

1980 Housing Element

- Identified the number of housing units needed over the 20-year period between 1980-2000. The Element called for an average of 79 affordable units per year between 1980-2000. From 1980-1985, the projected need was 89 units per year; between 1985-2000, the figure was revised to 73-77 units per year;

- Identified seven vacant sites having the potential for meeting the housing needs indicated for low- and moderate-income groups over the 20-year period;

[1] ABAG's coordinated Housing Element Planning Period is January 31, 2015 through January 31, 2023.
[2] ABAG's 5th RHNA Projection Period runs from January 1, 2014 through October 31, 2022 (8.8 years).

- Summarized each housing program available;

- Identified short- and long-term housing goals and programs; and

- Discussed administration of housing programs.

1983 Housing Element Supplement

- Updated information in the 1980 Element. By 1983, the housing situation in the city had changed, due to infrastructure and land constraints, as well as approval of the Growth Control Ordinance in 1982;

- Estimated the amount of vacant land available for housing development;

- Identified Pacifica's fair share housing need, based on Association of Bay Area Governments (ABAG) figures. The 1983 ABAG Housing Needs Determinations called for 81 units per year to meet growth needs. The number of low- and moderate-income units had been reduced to 45 units per year from the 73-77 units per year called for in the 1980 General Plan; and,

- Identified current housing programs available.

1986 Housing Element

- Analyzed 1980 Census data, and included a more complete, city-wide vacant land survey;

- Included 1983 ABAG Regional Fair Share Housing needs; and,

- Described the most current housing programs available to maintain, improve, and develop housing.

1990 Housing Element

- Analyzed 1990 Census data; and,

- Added new Action Programs.

2007 Housing Element

- Analyzed 2000 Census data; and,

- Addressed SB 2 requirements related to site identification and zoning for emergency shelters as well as transitional and supportive housing.

The 2014 Housing Element seeks to continue the periodic refinement of the document to address projected housing needs. Notable changes include updated demographics based on the 2010 Census;

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realignment of the planning period to eight years (SB 375); identification of "beneficial impacts" from action programs (SB 375); assessment of needs of those with developmental disabilities (SB 812); and, adaptation of housing-related activities to the 2012 dissolution of the City's Redevelopment Agency (ABx1 26 and AB 1484).

A. Public Participation Process

The City of Pacifica developed the 2015-202~~2~~3 Housing Element with participation from members of the Pacifica community, as well as housing advocates and other interested parties. The City convened a study session with the Planning Commission to solicit input from the public on the City's housings needs, and to provide the public with an opportunity to shape the City's housing goals, policies, and objectives. The study session was publicized in the local print media, the "Coastal Connection" community event list, the City's web site, and Nextdoor, Twitter, and Facebook social media platforms. In conducting outreach for the study session, care was taken to recruit potential participants that reflect the City's full ethnic and economic diversity.

A study session is a public meeting for which the City provides public notice, but at which no action is taken by the Planning Commission. The informal format of a study session encourages planning commissioners, project proponents, and community members to engage in a vigorous dialogue with question-and-answer exchanges among all participants. A dozen community members attended the housing element study session, with nearly all attendees expressing ideas and communicating with the Commission and fellow community members. The public input focused on the need for more affordable housing in Pacifica; integrating affordable housing with improved access to public transportation; focusing future housing development into mixed use sites rather than the few remaining vacant parcels in the city; and, concerns with specific sites identified in the draft housing element's "Potential Housing Development Sites" (Table III-1 in Section III.2).

In response to the public input received, staff revised the draft housing element to address community concerns where possible. Staff revised Table III-1 containing "Potential Housing Development Sites" to represent the community's desire for higher density, mixed use housing near transit access. The result was the identification of numerous sites clustered primarily around the Pacific Manor Shopping Center in the northern portion of Pacifica. Existing transit routes within this neighborhood provide bus service to the area, including connections to the Bay Area Rapid Transit (BART) system in Colma and Daly City. Furthermore, the underlying commercial land use designation in the neighborhood allows high-density mixed use housing development. An additional result of incorporating the newly-identified sites was the ability to remove from Table III-1 the two sites discussed the most ~~contentious sites~~at the Study Session - ~~known as~~ the "Calson Property" and "Hacienda Court." ~~- from Table III-1.~~

The public participation process continued after the study session phase with a public hearing~~s~~ before the Planning Commission on April 20, 2015~~MM/DD/YYYY,~~ . At the meeting, 13 members of the public provided comments on various aspects of the draft Housing Element, draft Negative Declaration, and other matters. A result of the public input was another revision of the housing site land inventories contained in Tables III-1 and Tables III-2 to remove all sites that were also listed within the City's Open Space Task Force Report. Public input also resulted in continuation as ongoing policies two action programs that staff had proposed for discontinuance.~~and~~

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The final opportunity for public participation was during a public hearing before the City Council on May 11, 2015~~MM/DD/YYYY~~.

The City provided public notice of ~~these~~ all hearings and further encouraged community members and advocates to attend. After these public discussions and additional revisions based on the public input received, the City Council adopted the housing element on MM/DD/YYYY.

B. Housing Accomplishments: 2007 to 2014

Pacifica's housing allocation for the 2007-2014 period was 275 units, of which 63 were needed for Very Low Income households, 45 for Low Income households, 53 for Moderate Income households, and 114 for Above Moderate Income households. Pacifica met ~~three-quarters~~95 percent of its overall housing need during the period, approving, building, or constructing ~~205~~ 262 housing units. Accomplishment by income category, however, reflects a differing levels of success. The City met all of the need for Above Moderate Income units; ~~80~~ 91 percent of the Moderate Income need; but less than 4 percent of combined Low and Very Low Income need.

Development of affordable housing was highly challenging during the 2007 to 2014 planning period. Among other factors, the economic recession during the planning period slowed all types of development. This in turn limited opportunities to apply inclusionary zoning and housing in-lieu policies to larger developments in order to create new affordable units. The dissolution of redevelopment agencies during the planning period also presented new challenges to the financing of affordable housing projects in the City.

2. The City

Pacifica is located on the Pacific coast side of the San Francisco Peninsula, 13 miles south of downtown San Francisco, in San Mateo County. Two prominent features frame the city, with the ridges of the Coast Range to the east and the shoreline of the Pacific Ocean to the west. Pacifica possesses an attractive combination of secluded valleys and open hillsides set against a coastline of long beaches and rugged headlands.

Regional access is via State Highways 1 and 35 that, in turn, connect to Interstate Highway 280 and 80, and US-101. Through the northern half of the City, Highway 1 is a four-lane freeway. South of Sharp Park Road, the highway becomes a four-lane arterial with ~~unregulated~~ uncontrolled access, climbing south of the City and through the Lantos Tunnels (bypassing the infamous Devil's Slide) to the unincorporated villages of Montara and Moss Beach.

Originally visited by the Portola expedition in 1769, the area around what is now Pacifica remained primarily agricultural until after the San Francisco earthquake in 1906. Land speculators, stimulated by the construction of the Ocean Shore Railroad, subdivided and developed a series of small coast-side communities. Several of these communities incorporated in 1957 as the City of Pacifica. Despite

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incorporating nearly 60 years ago, neighborhood integrity retains special significance in the city. Although recognizing their interdependence, each of the original communities desires to protect those characteristics which make them unique. The Neighborhood Map (Figure I-1) shows the various neighborhoods in the City.

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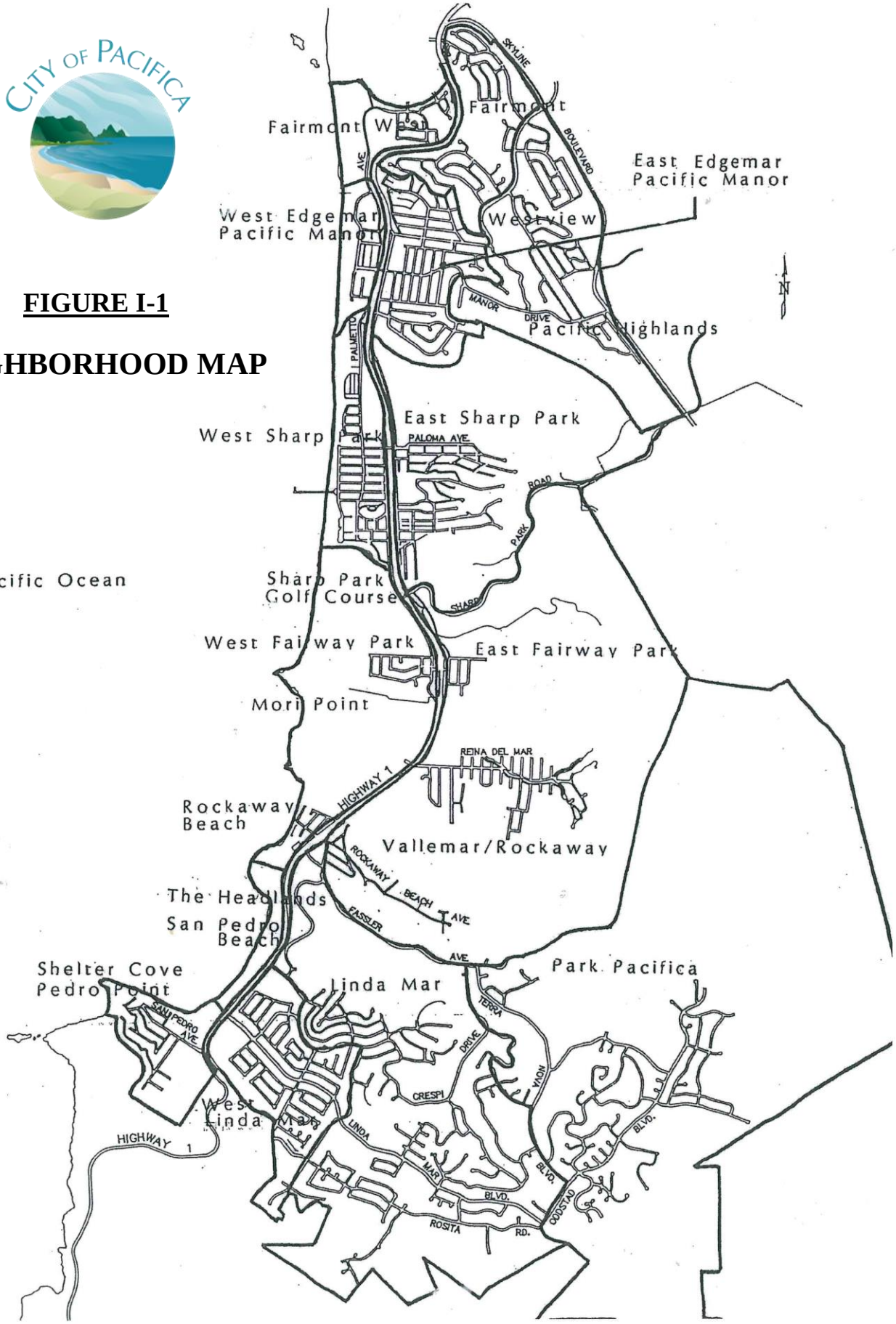
FIGURE I-1

NEIGHBORHOOD MAP



3. Population Characteristics

A. Population

Rapid residential development occurred in Pacifica during the 1960s, with the 1960 population of 20,995 residents nearly doubling to 36,020 residents by 1970. From the 1970s onward, residential development tapered off and population increase became more moderate. Despite slowing residential development, Pacifica's population peaked more three decades later in 2000 at 38,390 residents. Pacifica's population, average household size, and median age from the last six decennial censuses are shown in Table I-1, below:

TABLE I-1

Population, Average Household Size, and Median Age – 1960 through 2010

	1960	1970	1980	1990	2000	2010
Population	20,995	36,020	36,866	37,670	38,390	37,234
Household Size (avg.)	*	*	2.88	2.82	2.73	2.65
Median Age	22.5	23.6	29.2	33.5	37.6	41.5

Source: US Census Bureau.
**The U.S. Census from 1960 and 1970 calculated household size using a different methodology, making it incomparable to figures from 1980 onward.*

Changes in average household size and the age of Pacifica's residents in recent decades have contributed to a shift in housing needs. The table above demonstrates how average household size has steadily decreased since 1980, while median age has increased dramatically during the same period.

The ~~characteristics of Pacifica's housing stock has~~characteristics of Pacifica's housing stock have also changed in recent decades. In 1970, 87 percent of the City's housing stock was single-family residential; by 2010, this had declined to 77 percent. The majority of apartments and other multi-family housing units have been constructed in the West Sharp Park, ~~and~~ West Edgemar, and Fairmont neighborhoods, although several senior housing developments have been constructed in other ~~neighborhoods throughout~~parts of the City. Despite multi-family development increasing in popularity after 1970, by 2000 all kinds of residential development had leveled-off. Table I-2 summarizes the rates of residential development in Pacifica since 1960. Between 1990 and 2010, 1,265 housing units were developed in Pacifica (with only 391 from 2000-2010). Compared to 1,146 units from 1980-1989 and more than 3,000 units in each of the three preceding decades, it is apparent that housing production has slowed tremendously in recent years. While it is difficult to pinpoint the cause of the dramatic reduction in housing unit production, the increasing scarcity of vacant, buildable sites in Pacifica is believed to be a significant factor.

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TABLE I-2

Residential Units Constructed in Pacifica – 1960 through 2010					
	1960-1970	1970-1980	1980-1990	1990-2000	2000-2010
Units Constructed	>3,000	>3,000	1,146	874	391

Source: US Census Bureau.

To gain a better perspective of Pacifica's population, it is helpful to compare its various aspects to those of the broader populations in San Mateo County and statewide. The next several tables and figures make comparisons across several dimensions.

In 2011, 37,361 people lived in Pacifica, down more than 1,000 residents from a decade earlier. Pacifica's population was comprised of slightly fewer children and many more seniors than San Mateo County. Table I-~~2~~ 3 summarizes population by age group.

TABLE I-~~2~~3

Population by Age Group – 2000 vs. 2011				
	2000	**2011**		
	Pacifica	Pacifica	County	State
Under 5 years	6%	5%	6%	7%
5 to 19 years	20%	17%	18%	21%
20 to 34 years	20%	18%	19%	22%
35 to 44 years	18%	15%	15%	14%
45 to 59 years	23%	26%	22%	20%
60 to 74 years	10%	15%	13%	11%
75 years and over	4%	5%	6%	5%
Median age	38	42	39	35
Total population	38,390	37,361	720,143	37,330,448

Source: 2000 US Census SF1, 2009-2011 American Community Survey

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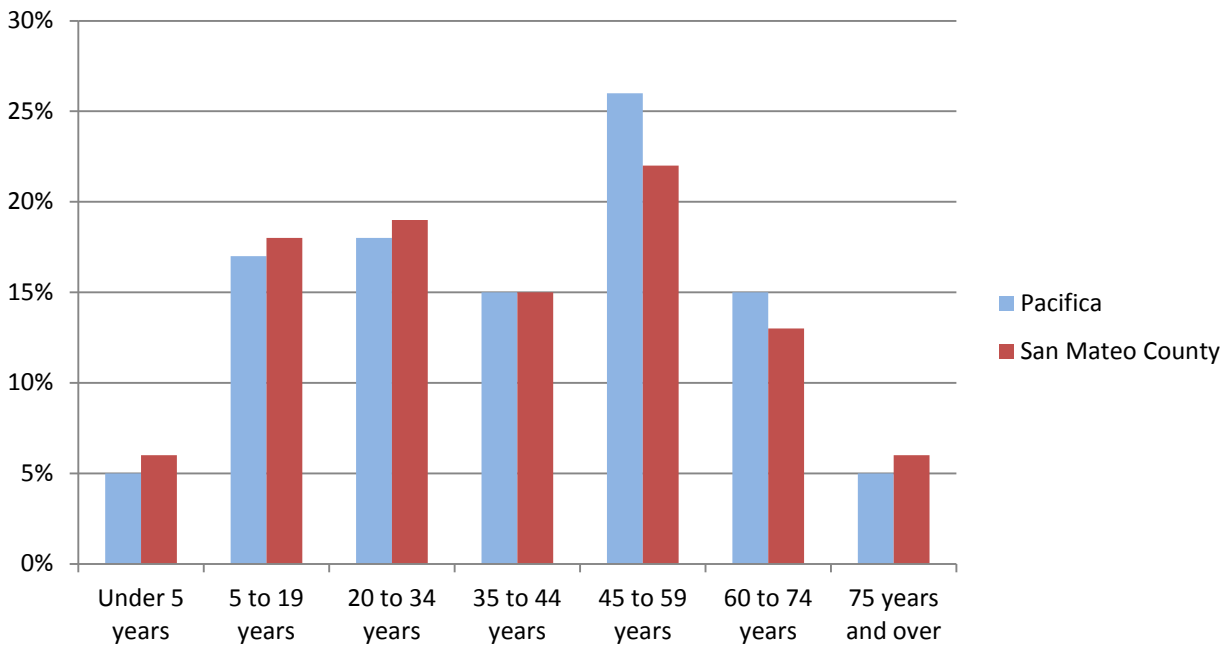
FIGURE I-2

Population by Age Group – 2011



Pacifica's population decreased by 3.0 percent between 2000 and 2010, while San Mateo County's population increased 1.6 percent over the same period. Pacifica's population increased a modest 1.9 percent between 1990 and 2000. Within the last 30 years, the most rapid population increase occurred between 1980 and 1990 (2.2 percent). Table I-~~3~~ 4 shows rate of population change in Pacifica for the period 1980-2010. Pacifica's population growth rate has lagged behind that of San Mateo County since 1980, as shown in Figure I-3.

TABLE I-~~3~~4

Pacifica Population Rate of Change, 1980-2010[3]

	Population	% Change
~~1980~~	~~36,866~~	~~-~~
1980-1990	37,670	2.2
1990-2000	38,390	1.9
2000-2010	37,234	-3.0

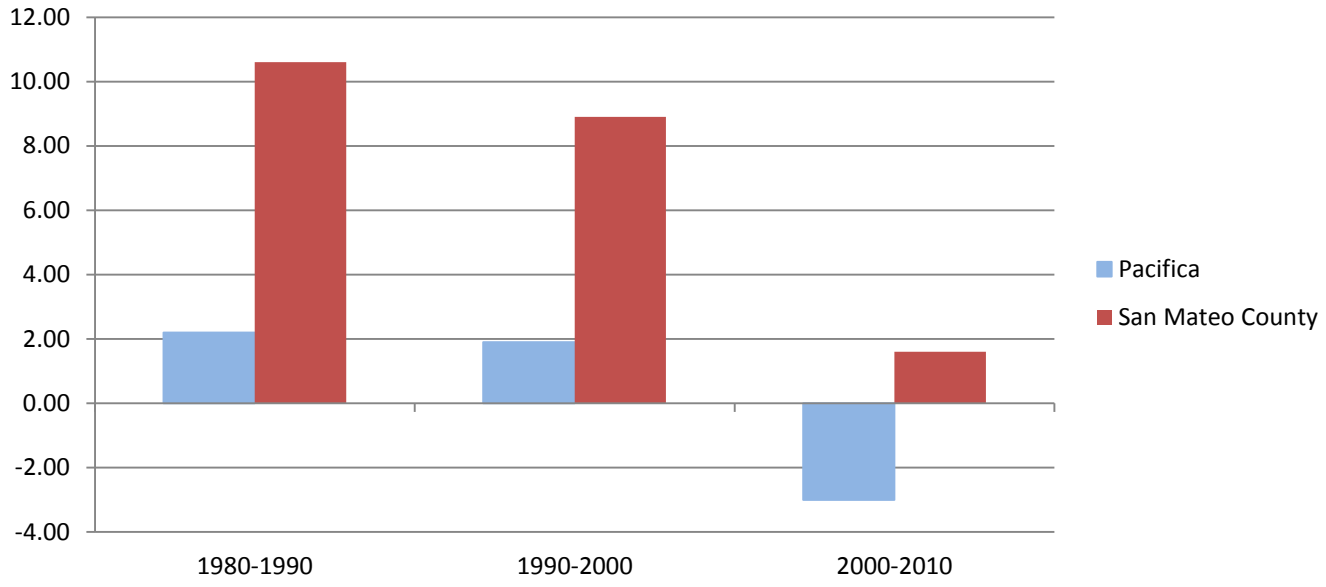
Base Year 1980 population was 36,866

Source: US Census Bureau

[3] Decennial U.S. Census counts for 1980, 1990, 2000, and 2010.

FIGURE I-3

Rate of Population Change (%) - 1980 to 2010



B. Ethnicity

Pacifica's largest racial group was white persons, who comprised 68 percent of the population in 2011. The largest minority group was Asian persons, at 19 percent of the population. Filipino and Chinese persons comprised two-thirds of the city's Asian population. Black persons accounted for the smallest share of population of any single-race group at 3 percent. Persons of Hispanic or Latino ethnicity, while not counted by the U.S. Census as a separate racial group, comprised 18 percent of the population (~~,~~ ~~with~~ most of these persons were counted within the "white" racial group). Non-Hispanic whites comprised 55 percent of the population. Table I-~~4~~ 5 provides additional information on Pacifica's racial composition.

TABLE I-45

Race and Ethnicity	Pacifica	County	State
White	68%	59%	62%
Black	3%	3%	6%
Asian	19%	25%	13%
Other	4%	8%	14%
More than one Race	6%	5%	4%
Hispanic	18%	25%	38%
Not Hispanic	82%	75%	62%
Total population	37,361	720,143	37,330,448

Source: 2009-2011 American Community Survey

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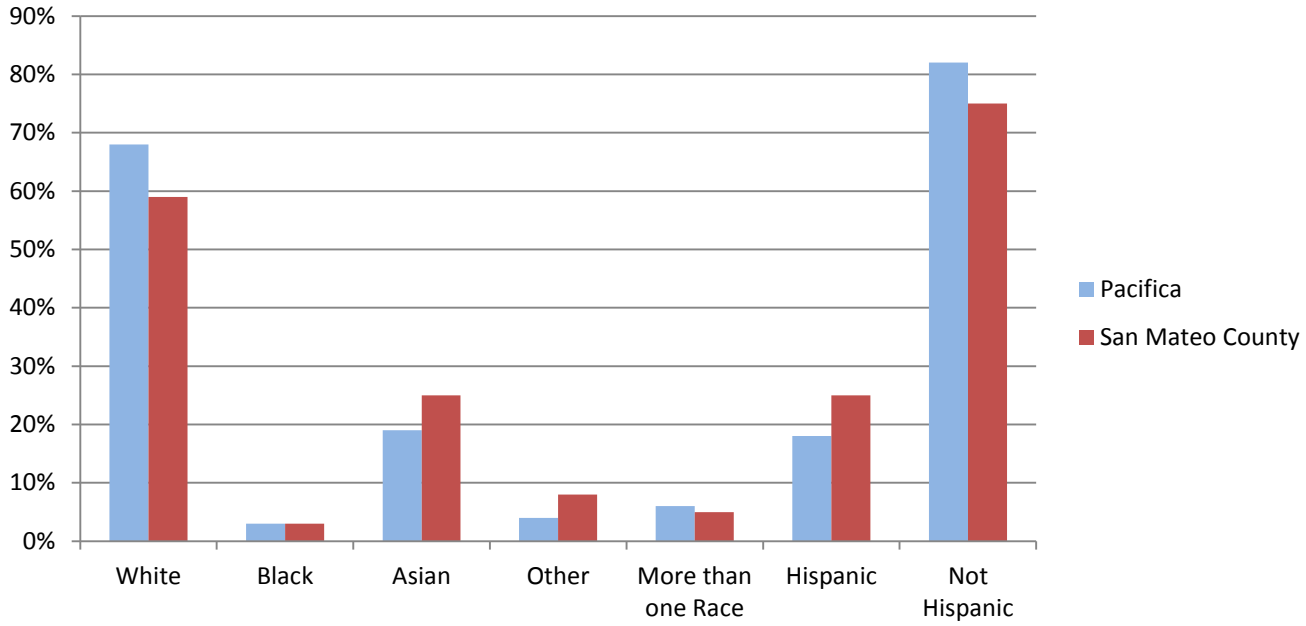
FIGURE I-4

Race and Ethnicity



C. Persons with Disabilities

In 2011, 8 percent of Pacificans had one or more diagnosed disabilities, the same rate as San Mateo County (8 percent). Disabilities include physical and mental disabilities such as deafness, blindness, immobility, and cognitive challenges, as well as other conditions. As used throughout the housing element, the term "disability" includes, without limitation, developmental disability. Disabilities can affect the ability of affected persons to work, live independently, drive, and ride public transportation. Limitations of this sort can affect the type of housing needed by persons with disabilities. Perhaps most impactful to housing needs is the ability of persons with disabilities to live independently and to travel outside the home to work and shop. ~~As used throughout the housing element, the term "disability" includes, without limitation, developmental disability.~~

The prevalence of disabilities in Pacifica varied widely by age group. The population segment with the greatest rate of disabilities was persons age 65 years or older, at 28 percent. Among the working age population 18 to 64 years of age, the disability rate was 5.8 percent. San Mateo County's respective rates were 31 percent and 5.0 percent. Information on persons with ambulatory (i.e. mobility), self-care, independent living, and other disabilities is summarized in ~~the following table~~Table I-6:

TABLE I-~~5~~6

Age and Type of Disability of Residents	Number			Percent		
	Pacifica	County	State	Pacifica	County	State
Under 18 with Disability	173	3,270	280,649	2.3%	2.1%	3.0%
Age 18-64 with Disability	1,481	23,231	1,843,497	5.8%	5.0%	7.9%
Age 65 + with Disability	1,195	28,703	1,547,712	28%	31%	37%
Any Age with Any Disability	2,849	55,204	3,671,858	8%	8%	10%
Any Age With Hearing Disability	812	15,651	1,022,928	2.2%	2.2%	2.8%
With Vision Disability	299	8,199	685,600	0.8%	1.1%	1.9%
With Cognitive Disability	717	19,549	1,400,745	1.9%	2.7%	3.8%
With Ambulatory Disability	1,474	29,757	1,960,853	4.0%	4.2%	5.3%
With Self Care Disability	663	12,819	862,575	1.8%	1.8%	2.3%
With Independent Living Disability	980	22,735	1,438,328	2.6%	3.2%	3.9%

Source: 2009-2011 American Community Survey
Note: Some people may have multiple disabilities

A segment of the disabled population with particularly challenging housing needs is those with developmental disabilities. The California Welfare and Institutions Code describes a developmental disability to be one that originates prior to adulthood, that continues or can be expected to continue indefinitely, and that constitutes a substantial disability for that individual. Specific conditions include intellectual disability, cerebral palsy, epilepsy, and autism, but not disabilities that are solely physical in nature. Many developmentally disabled persons can live and work independently within a conventional housing environment; however, more severely disabled individuals require a supervised group living environment, often with medical care and physical therapy provided on-site. Given the pre-adulthood onset of developmental disabilities, a primary concern is transitioning a developmentally disabled person to an appropriate level of independence as an adult.

The U.S. Census does not track developmental disabilities specifically, meaning the City must estimate the population with a developmental disability in another way. The State Department of Developmental Services (DDS) is the lead agency in providing community-based services to approximately 243,000 developmentally disabled persons statewide through a system of 21 regional centers. The Golden Gate Regional Center provides services within San Mateo, San Francisco, and Marin counties. The ~~following~~ information from the Golden Gate Regional Center in Table I-7 shows the number of Pacificans (ZIP Code 94044) ~~that~~ who received services for a developmental disability in 2014:

TABLE I-~~6~~7

Developmentally Disabled Residents, by Age, City of Pacifica (2014)					
0-18 Years	19-34 Years	35-54 Years	55-64 Years	65+ Years	Total
54	40	33	9	2	138

Source: Golden Gate Regional Center Service Data for January 2014

San Mateo County is fortunate to have access to a variety of resources to assist persons with developmental disabilities in addition to the Golden Gate Regional Center. Many of the organizations work in close partnership with the Regional Center on a referral basis to ensure continuity of care for developmentally disabled persons. Services of these groups include focusing on job skills to enhance

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economic stability, and thereby housing stability, as well as direct housing support through counseling, advocacy, search assistance, and direct placement into units. The organizations available to Pacifica residents include the following:

- Abilities United: Provides training, education, and support for persons with developmental and physical challenges.

- The Arc: Provides a range of services relevant to all areas of adult life, from independent living supports and skills building to employment training and creative expression.

- Poplar ReCare: Provides therapeutic treatment, equipment loan, and other services for those with developmental disabilities, illness, or injury.

- Puente Clinic: Provides mental health services for developmentally disabled clients by bridging resources from San Mateo County Behavioral Health & Recovery Services (BHRS), Golden Gate Regional Center (GGRC) and Health Plan of San Mateo (HPSM).

- West Bay Housing Corporation: Provides affordable, community-based supportive housing for individuals with developmental disabilities and other people with special housing needs.

4. Housing Characteristics

A. Households and Housing Units

In 2010, there were 13,967 households[4] and 14,523 housing units[5] in Pacifica. Compared to 2000, these figures decreased .2 percent and increased 2 percent, respectively. The annualized production of housing units from 2000 to 2010 was 27 units per year. In effect, Pacifica's household creation and housing unit production have remained relatively static. Average household size reduced to 2.65 persons per household in 2010 from 2.73 in 2000, a decrease of 3 percent. This continues a trend of shrinking household size that started at least as early as 1980. Basic information on households, housing units, and average household size for Pacifica for 1990, 2000, and 2010 are summarized in Table I-~~7~~8.

[4] The U.S. Census Bureau defines "household" as "all the persons who occupy a housing unit as their usual place of residence."

[5] The U.S. Census Bureau defines "housing unit" as "a house, an apartment, a mobile home, a group of rooms, or a single room that is occupied (or if vacant, is intended for occupancy) as separate living quarters." Separate living quarters are those in which the occupants live and eat separately from any other persons in the building and which have direct access from outside the building or through a common hall. The occupants may be a single family, one person living alone, two or more families living together, or any other group of related or unrelated persons who share living arrangements. People not living in households are classified as living in group quarters.

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TABLE I-~~7~~8

Households and Housing Units, City of Pacifica, 1990 through 2010			
	1990	**2000**	**2010**
Households	13,318	13,994	13,967
Housing Units	13,853	14,245	14,523
Household Size (avg.)	2.82	2.73	2.65

Source: US Census Bureau

Single-family detached housing dominates Pacifica's housing stock. This housing type comprised 73 percent of housing units in 2011, with another 6.8 percent of units in the single-family attached category. Combined, approximately 80 percent of the housing stock is single-family. The share of the housing stock comprised by single-family-type units has increased since 2000, when attached and detached types were 72 percent and 5.4 percent of the housing stock, respectively. Compared to San Mateo County, Pacifica has a much greater share of detached single-family housing units. The County edges out Pacifica in all other housing categories, except that they both have similar shares of the mobile home housing type. Table I-~~8~~ 9 summarizes Pacifica's housing types.

TABLE I-~~8~~9

Building Type of Housing Stock			
	Pacifica	**County**	**State**
Single Family Detached	73%	57%	58%
Single Family Attached	7%	9%	7%
2 units	1%	2%	3%
3 or 4 units	4%	5%	6%
5 to 9 units	4%	6%	6%
10 to 19 units	4%	6%	5%
20 or more units	7%	14%	11%
Mobile Home or Other	1%	1%	4%
Total	14,577	271,140	13,688,351

Source: 2009-2011 American Community Survey

Pacifica's predominately single-family housing stock has contributed to high rates of home ownership. Owner-occupied housing units accounted for 69 percent of the housing stock in 2011, a rate that held steady since 2000 and which is 10 percent greater than in San Mateo County. Vacancy rates in Pacifica in 2011 were very low, with the homeowner vacancy rate at 1.5 percent and the rental vacancy rate at 2.4 percent[6]. Vacancy rates in each category increased since 2000.

[6] The U.S. Census Bureau considers a housing unit as vacant if no one is living in it at the time of the Census interview, unless its occupants are only temporarily absent. In addition, a vacant unit may be one which is entirely occupied by persons who have a usual residence elsewhere. New units not yet occupied are classified as vacant housing units if construction has reached a point where all exterior windows and doors are installed and final usable floors are in place. Vacant sleeping rooms in lodging houses, transient accommodations, barracks, and other quarters not defined as housing

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Homeowner vacancy was comparable to San Mateo County, although rental vacancy was almost-half of the County's rate. It is generally accepted that an overall vacancy rate of 4 percent is needed to provide for normal turnover in housing units, which means ~~for~~ Pacifica ~~means~~ was experiencing an insufficient ~~the~~ supply of housing ~~was tight~~. Table I-~~9~~ 10 summarizes vacancy rates for Pacifica, San Mateo County, and the State of California.

TABLE I-~~9~~10

Vacancy Rates of Owner and Rental Housing Units

		Pacifica	County	State
2000	Owner	0.2%	0.5%	1.4%
	Renter	1.9%	1.8%	3.7%
2011	Owner	1.5%	1.2%	2.2%
	Renter	2.4%	4.0%	5.5%

Source: 2009-2011 American Community Survey, 2000 US Census

B. Income

Pacifica's residents enjoy greater household incomes than those in San Mateo County as a whole. Median household income in Pacifica in 2011 was 4.7 percent higher than ~~elsewhere~~ in the County as a whole. Nearly half of all households earned $100,000 or more per year, and there were also fewer Pacifica households at the lowest income levels than in the County. Household income characteristics, summarized in Table I-~~9~~11, contribute to the particular housing needs of the City's population.

TABLE I-~~10~~11

Household Income of Residents

	Pacifica	County	State
Under $25,000	8%	12%	21%
$25,000 to $34,999	7%	6%	9%
$35,000 to $49,999	6%	10%	13%
$50,000 to $74,999	18%	16%	17%
$75,000 to $99,999	15%	12%	12%
$100,000+	45%	44%	28%
Poverty Rate	4.0%	7.4%	16%
Total	14,061	256,305	12,433,049
Median Income 2000	$96,845	$95,606	$64,116
Median Income 2011	$96,289	$91,958	$63,816

Source: Association of Bay Area Governments
Note: Adjusted for inflation to 2013 dollars

Household income is only one part of determining housing needs, however. Family size also contributes to the amount of income needed to secure suitable housing and to provide for other needs. Table I-~~10~~ 12 depicts California Department of Housing and Community Development (HCD) 2014

units are not included in the statistics in this report.

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income thresholds for San Mateo County based on family size, which are integral to obtaining adequate and affordable housing.

TABLE I-~~11~~12

HCD Income Limits for 2014					
Family Size	**Extremely Low** 30% of Median Income	**Very Low** 50% of Median Income	**Low** 80% of Median Income	**Median** 100% of Median	**Moderate** 120% of Median
1	$23,750	$39,600	$63,350	$72,100	$86,500
2	$27,150	$45,250	$72,400	$82,400	$98,900
3	$30,550	$50,900	$81,450	$92,700	$111,250
4	$33,950	$56,550	$90,500	$103,000	$123,600
5	$36,650	$61,050	$97,700	$111,250	$133,500
6	$39,400	$65,600	$104,950	$119,500	$143,400
7	$42,100	$70,100	$112,200	$127,700	$153,250
8	$44,800	$74,650	$119,450	$135,950	$163,150

Source: California Department of Housing and Community Development, February 28, 2014 — http://www.hcd.ca.gov/hpd/hrc/rep/state/inc2k14.pdf

The poverty threshold income as defined by the U.S. Census Bureau is another measure commonly used to assess income levels of a given population. The Census Bureau establishes poverty-level income based on family size, and for 2011 the level ranged from $10,788 for an individual over 65 years of age with no dependent children to $43,487 for a family with eight or more children. Poverty threshold amounts are set nationally, and the Census Bureau does not adjust them for variations in cost of living throughout the country. The overall poverty rate for families in Pacifica in 2011 was 1.9 percent, less than half the rate for San Mateo County. The lowest observed rate among various family groups was for married couples at 0.2 percent. The highest rate was for families headed by a female with no husband present, at 7.7 percent. Across all family categories, the presence of children under 18 years of age dramatically increased family poverty rates.

The Census Bureau also calculates poverty rates for individuals by age. The overall individual poverty rate in Pacifica was 4 percent. The highest observed poverty rate was for working age individuals from 18 to 64 years old at 4.7 percent. The poverty rate for persons 65 years of age and older was 2.7 percent. All poverty rates for Pacifica were noticeably lower than corresponding rates for San Mateo County, as shown in Table I-~~11~~13.

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TABLE I-~~12~~13

Poverty Rates of Familes and Individuals	Pacifica	County	State
Families (All)	1.9%	4.8%	12%
Married Couples	0.2%	2.8%	7.0%
Female Householder (no husband present)	7.7%	13%	26%
Individuals (All)	4.0%	7.4%	16%
Under 18 years	2.8%	9.1%	22%
18 to 64 years	4.7%	7.0%	14%
65 years and over	2.7%	6.2%	9.5%

Source: 2009-2011 American Community Survey

In January 2014, San Mateo County Housing Authority indicated that 4,416 households countywide received housing assistance either through vouchers or by direct placement into public housing units. Within Pacifica, 208 residents received housing assistance, all of them through vouchers.

C. Housing Costs

Housing costs in Pacifica, as in much of the Bay Area, tend to be higher than California as a whole. Pacifica is a costly place to live for homeowners and renters alike. Given the predominance of single-family housing among Pacifica's housing stock and the high rates of homeownership, the prices of single-family homes have a significant effect on housing affordability. Table I-~~13~~ 14 lists median home sale prices for detached and attached single-family units from 2005 through 2012.

TABLE I-~~13~~14

Median Single-Family Home Sale Prices	Detached Units			Attached Units		
	Pacifica	County	State	Pacifica	County	State
2005	$916,387	$939,148	$576,436	$662,830	$586,432	$498,848
2006	$874,054	$961,170	$636,410	$592,250	$625,140	$534,980
2007	$841,860	$935,536	$594,272	$589,120	$600,432	$493,920
2008	$698,772	$865,512	$485,784	$494,640	$554,364	$412,776
2009	$614,535	$749,304	$365,580	$395,820	$465,696	$337,716
2010	$622,260	$762,910	$359,948	$385,200	$449,507	$333,733
2011	$527,638	$691,439	$330,527	$298,700	$390,576	$300,142
2012	$535,846	$660,944	$305,727	$314,363	$360,065	$271,185

Source: San Mateo County Association of Realtors, based on actual sales of each year; State based on Zillow/MLS

Note: Adjusted for inflation to 2013 dollars

The table shows that detached single-family housing in Pacifica tends to be 40 to 70 percent more expensive than elsewhere in the State but 10 to 20 percent less expensive than San Mateo County.

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Attached single-family housing in Pacifica tends to be 15 to 20 percent more expensive than elsewhere in the State but 10 to 15 percent less expensive than elsewhere in the County.

The cost of rental housing is also an important factor in housing affordability in Pacifica. Lower "costs of entry" to rental housing as compared to ownership units makes it a vital source of housing for those with lower incomes, which can include single heads of household with children, young professionals, or senior citizens. Table I-~~13~~ 15 shows average rents for a variety of unit types in Pacifica from 2005 through 2013, and Table I-~~14~~ 16 compares average rents in Pacifica to those in San Mateo County.

TABLE I-~~14~~15

Average Rents in Pacifica

	Studio		1 Bed, 1 Bath		2 Bed, 1 Bath	
	Price	Percent Increase	Price	Percent Increase	Price	Percent Increase
2005	$1,420	x	$1,512	x	$1,755	x
2006	$1,615	14%	$1,577	4%	$1,799	2%
2007	$1,560	-3%	$1,617	3%	$1,844	2%
2008	$1,619	4%	$1,666	3%	$1,893	3%
2009	$1,518	-6%	$1,604	-4%	$1,786	-6%
2010	$1,404	-8%	$1,548	-3%	$1,722	-4%
2011	$1,533	9%	$1,594	3%	$1,762	2%
2012	$1,541	1%	$1,743	9%	$2,047	16%
2013	$1,535	0%	$1,778	2%	$1,979	-3%

Source: RealFacts Annual Trends Report, based on reporting from large apartment complexes

Note: Adjusted for inflation to 2013 dollars

TABLE I-~~15~~16

Summary of 2013 Rents

	Pacifica	County
Studio	$1,535	$1,463
One Bedroom	$1,778	$2,004
Two Bedroom	$1,979	$2,285

Source: RealFacts Annual Trends Report, based on reporting from large apartment complexes, Craigslist Survey conducted in June and July 2013

The tables show that, with the exception of studio rental units, rental housing in Pacifica was less expensive than in San Mateo County. Rents for one- and two-bedroom units in Pacifica in 2013 were approximately 10% less expensive than those elsewhere in the County. However, with both ownership and rental units, affordability depends on income, and it is important to assess household housing costs from that perspective. Housing cost burden, or overpayment, will be discussed later in this document.

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D. Household Characteristics

The make-up and size of households can have an important influence on the type of housing units needed and desired within a community. In 2011, Pacifica's most common household type was the family with no ~~kids~~children, which comprised 41 percent of households. The least common household type was multi-person, nonfamily, at 7 percent. Table I-~~14~~ 17 summarizes Pacifica's household types in relation to San Mateo County and State households.

TABLE I-~~16~~17

Household Type	Pacifica	County	State
Single person	24%	25%	24%
Family (no children)	41%	37%	35%
Family (with children)	28%	31%	33%
Multi-person, nonfamily	7%	7%	7%
Total households	14,061	256,305	12,433,049

Source: 2009-2011 American Community Survey

The composition of Pacifica's households has changed in recent years. In 2000, single-person households made up 16 percent of the City's households. Only 31 percent of households were families without children, and 32 percent of households had children.

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II. HOUSING NEEDS ASSESSMENT

1. Purpose

The housing needs assessment summarizes the specific types of housing needed by various populations within Pacifica. Data and housing issues are discussed and analyzed, and housing needs are quantified wherever possible. The Community Profile (Section I) provides background information for these housing needs.

State housing law, in Government Code Sections 65583(a)(1)-(9), requires that a housing element shall consist of "an identification and analysis of existing and projected housing needs," which includes:

- Analysis of population and employment trends and documentation of projections;
- Analysis and documentation of household and housing characteristics;
- Analysis of any special housing needs, such as those of the elderly, persons with disabilities, large families, farmworkers, families with female heads of household, and families and persons in need of emergency shelter;
- Identification of at least one zone where emergency shelters are allowed as a permitted use;
- Analysis of potential and actual governmental and nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels and for persons with disabilities;
- Analysis of existing assisted housing developments that are eligible to change from low-income housing uses during the next 10 years due to certain conditions.
- Analysis of opportunities for energy conservation with respect to residential development; and,
- Inventory of land suitable for residential development and an analysis of the relationship of zoning and public facilities and services to these sites;

The following analysis satisfies the requirements outlined above.

2. Population Trends and Projections

The Association of Bay Area Governments (ABAG) has estimated Pacifica's future population growth in its publication "Projections 2009." ABAG expects the City's population to increase 6 percent from 2010 to 2020 and 1 percent from 2020 to 2030. Both growth rates are significantly lower than those projected for San Mateo County. Table II-1 demonstrates population growth from 1990 through 2030 (projected), and compares Pacifica to San Mateo County and the State of California.

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TABLE II-1

Population Growth						
		Number			Percent Change	
	Pacifica	County	State	Pacifica	County	State
1990	37,670	649,623	29,760,021	x	x	x
2000	38,390	707,163	33,871,648	2%	9%	14%
2010	37,234	718,451	37,253,956	-3%	2%	10%
2020 (Projected)	39,300	801,300	x	6%	12%	x
2030 (Projected)	39,600	862,800	x	1%	8%	x

Source: Association of Bay Area Governments (ABAG), Projections 2009; US Census SF1 1990-2010
Note: ABAG does not prepare statewide projections

ABAG similarly projected household growth for Pacifica through 2030. Expected household growth in Pacifica will trail growth in San Mateo County by an even greater percentage than in population growth. Table II-2 shows these projected figures.

TABLE II-2

Household Growth						
		Number			Percent Change	
	Pacifica	County	State	Pacifica	County	State
1990	9,765	242,348	10,381,206	x	x	x
2000	13,994	254,104	11,502,870	30%	5%	10%
2010	14,320	264,400	12,577,498	2%	4%	9%
2020 (Projected)	14,410	287,350	x	1%	8%	x
2030 (Projected)	14,550	310,970	x	1%	8%	x

Source: Association of Bay Area Governments, Projections 2009; US Census SF1 1990-2010
Note: ABAG does not prepare statewide projections

Pacifica's projected low growth rate may be attributable to certain governmental and nongovernmental constraints, as this document will discuss later in this section.

3. Employment Trends and Projections

Pacifica is primarily a residential community, and contained nearly three-times more employed residents than jobs in 2010. Despite the existing imbalance, employment growth increased at a faster rate than population growth between 2000 and 2010. Job growth increased 14 percent with the addition of 780 jobs, while population growth was -3 percent with a loss of 1,156 residents over the same period. Relative to San Mateo County, Pacifica's job growth was positive compared to a 10 percent contraction countywide.

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In 2011, there were 30,807 persons of working age (16 years and over) in Pacifica, 21,582 of which were in the labor force (70 percent). Of those in the labor force, the unemployment rate was 6.7 percent.[7] Pacifica's unemployment rate was slightly higher than San Mateo County's (6.0 percent) but lower than California's (7.7 percent). Table II-3 displays historical and 2025 projected figures for jobs and employment in Pacifica.[8] The 2025 projection of a reduction in employed residents may be attributable to the aging of Pacifica's population as many residents will leave the workforce during that timeframe. Still, it appears Pacifica will ~~appear to~~ benefit from strong job growth through 2025, providing greater employment opportunities for residents.

TABLE II-3

Projections for Population, Households and Total Jobs (2000-2025)

Geographical Area	2000	2010	2020	2025	2000-2025 Change	2000-2025 Percent Change
Pacifica Planning Area (City Limits and Sphere of Influence)						
Jobs/Employed Residents	0.26	0.33	0.36	0.38	**x**	x
Employed Residents	21,836	19,050	19,250	19,420	**-2,416**	**-12%**
Jobs	5,580	6,360	7,020	7,290	**1,710**	**23%**
Percent of County Population	5.4%	5.3%	4.9%	4.7%	**x**	**x**
Percent of County Jobs	1.4%	1.8%	1.7%	1.7%	**x**	**x**
San Mateo County						
Jobs/Employed Residents	1.05	1.05	1.07	1.08	**x**	**x**
Employed Residents	369,725	330,700	379,300	408,600	**38,875**	**10%**
Jobs	386,590	346,320	404,400	439,850	**53,260**	**12%**
Percent of Bay Area Population	10.4%	10.0%	10.0%	10.0%	**x**	**x**
Percent of Bay Area Jobs	10.3%	10.0%	10.0%	10.0%	**x**	**x**
Bay Area Regional Total						
Jobs/Employed Residents	1.09	1.02	1.02	1.03	**x**	**x**
Employed Residents	3,452,117	3,410,300	3,962,800	4,264,600	**812,483**	**19%**
Jobs	3,753,460	3,475,840	4,040,690	4,379,900	**626,440**	**14%**

Source: Association of Bay Area Governments, Projections 2009

Pacifica has few major employers. Employment is greatest in education, government, and food retailing. Table II-4 summarizes Pacifica's largest employers in 2013.

[7] Unemployment data from 2011 were provided for consistency with other statistics in the housing element. However, by 2013 the Pacifica economy had improved to 22,082 residents in the labor force with an unemployment rate of 4.2 percent.

[8] Employment figures may vary somewhat between the narrative and the table due to the former's reliance on U.S. Census Bureau 2009-2011 American Community Survey data and the latter's reliance on ABAG Projections 2009 data.

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TABLE II-4

Major Employers in Pacifica, 2013		
Employer Name	**Persons Employed**	**Business Type**
Pacifica School District	301	Education
City of Pacifica	225	Government
Safeway Stores, Inc.	210	Food Retailer
Jefferson Union High School District	90	Education
Lucky (Save Mart Supermarkets)	90	Food Retailer
Recology of the Coast	49	Solid Waste Mgmt.
Rite Aid Pharmacy	40	Pharmacy
Ross Dress for Less	40	Clothing Retailer
North Coast County Water District	22	Government

Source: City of Pacifica Comprehensive Annual Financial Report (CAFR), 2013

~~Fortunately~~Clearly, Pacifica's residents have access to jobs not only within the city, but also jobs in large employment centers throughout the Bay Area. Employers outside of Pacifica represent a broader variety of sectors than those found in the city. Table II-5 provides a more compressive depiction of the San Mateo County and Bay Area job market, including employment projections through 2025.

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TABLE II-5

Projections for Types of Jobs (2000-2025)

Geographical Area	2000	2010	2020	2025	2000-2025 Change	2000-2025 Percent Change
Pacifica						
Agriculture and Natural Resources	70	70	70	70	0	0%
Manufacturing, Wholesale and Transportation	380	360	320	330	-50	-13%
Retail	830	690	770	820	-10	-1%
Financial and Professional Services	1,010	1,260	1,380	1,460	450	45%
Health, Educational and Recreational Service	2,390	2,920	3,270	3,310	920	38%
Other	900	1,060	1,210	1,300	400	44%
Total	5,580	6,360	7,020	7,290	1,710	31%
San Mateo County						
Agriculture and Natural Resources	1,910	1,900	1,910	1,900	**-10**	**-1%**
Manufacturing, Wholesale and Transportation	93,260	73,940	84,490	86,860	**-6,400**	**-7%**
Retail	45,930	33,840	39,030	45,540	**-390**	**-1%**
Financial and Professional Services	95,150	90,990	104,950	118,880	**23,730**	**25%**
Health, Educational and Recreational Service	94,330	93,420	113,320	117,650	**23,320**	**25%**
Other	56,010	52,230	60,700	69,020	**13,010**	**23%**
Total	386,590	346,320	404,400	439,850	**53,260**	**14%**
Bay Area Regional Total						
Agriculture and Natural Resources	24,470	24,520	25,070	25,270	**800**	**3%**
Manufacturing, Wholesale and Transportation	863,420	717,180	819,010	861,170	**-2,250**	**0%**
Retail	402,670	347,400	399,950	453,870	**51,200**	**13%**
Health, Educational and Recreational Service	1,056,030	1,120,700	1,322,650	1,403,080	**347,050**	**33%**
Financial and Professional Services	851,610	766,860	893,550	990,840	**139,230**	**16%**
Other	555,260	499,180	580,460	645,670	**90,410**	**16%**
Total	3,753,460	3,693,920	4,280,700	4,595,170	**841,710**	**22%**

Source: Association of Bay Area Governments, Projections 2009
Note: Employment data includes jobs within the jurisdictional sphere of influence

Major Bay Area employment sectors in 2010 included Health, Educational and Recreational Services, and Financial and Professional Services. The greatest regional employment growth projected by ABAG is in Health, Educational and Recreational Services. In Pacifica, ABAG projects the greatest growth in Financial and Professional Services.

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4. Household and Housing Characteristics

A. Income

In 2011, median household income in Pacifica was $96,289. Household income increased by 2.1 percent over the 2000 figure of $94,300. When adjusted for inflation, however, real household income decreased by 22 percent during this period. Shrinking purchasing power can pose a serious challenge for individuals and families seeking quality, affordable housing, especially in the expensive Bay Area housing market. Still, Pacifica's households had 4.7 percent higher household income compared to San Mateo County households, which in 2011 had a median household income of $91,958. This is a significant change from 2000, when Pacifica's household income trailed San Mateo County by 17 percent.

Median income is a helpful measure to demonstrate community-wide economic strength. Yet, it does not provide a complete picture of the earnings of different subsets of the population. For instance, Table II-6 demonstrates income levels of seniors in Pacifica.

TABLE II-6

Senior Citizen Income Levels			
	Pacifica	County	State
Below Poverty Level	3%	6%	10%
Income under $30,000	30%	28%	38%
$30000-$49,000	18%	19%	20%
$50,000-$74,999	15%	16%	16%
$75,000-$99,999	13%	11%	9%
$100,000+	23%	26%	17%
Total Seniors	2,517	55,093	2,474,879

Source and Notes: 2009-2011 American Community Survey, Seniors are age 65+

More than two-thirds of seniors had incomes below the Pacifica median household income level in 2011. Lower incomes can present challenges to finding adequate, affordable housing for seniors, especially at market rate. Considering the growing proportion of Pacifica's population comprised by seniors, these figures demonstrate the importance of understanding housing needs of this key population segment. There are likely other segments of Pacifica's population, such as persons with disabilities or female-headed households, which require special housing considerations.

B. Housing Costs

Pacifica's median single-family detached home sale price in 2011 was $527,638. Attached single-family homes had a median sale price of $314,363. These sales prices were 24 percent and 31 percent lower than San Mateo County, respectively. Pacifica is fortunate to enjoy a more affordable housing stock than in nearby communities.

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Overpayment

Affordability is a relative concept, not an absolute one. Affordability is relative not only to surrounding communities, but also to resident income. Overpayment for housing involves a household paying more than 30 percent of its gross income on housing expenses. Table II-7 shows the number of Pacifica households that overpaid for housing in 2011, and the proportion of each income group that overpaid.

TABLE II-7

Households Overpaying for Housing

	Income	Pacifica		County	State
		Number	Percent		
Owner-occupied	Less than $35,000	713	63%	68%	68%
	$35,000-$74,999	1000	51%	53%	54%
	$75,000+	2044	31%	33%	27%
Renter-occupied	Less than $35,000	811	94%	95%	90%
	$35,000-$74,999	1162	81%	61%	49%
	$75,000+	167	9%	11%	9%

Source: 2009-2011 American Community Survey

Note: Excludes Households with no income or cash rent.

~~Overpayment for housing involves a household paying more than 30 percent of its gross income on housing expenses.~~ Of the 14,061 total households in Pacifica in 2011 (Table I-~~9~~16), 42 percent overpaid for housing. Those with the lowest household incomes were the most likely to over pay for housing, although 40 percent of those in the highest income category still overpaid. The figures in the table are indicative of the high expense of housing in Pacifica relative to household income.

Another helpful way to assess housing affordability is to view the "amount" of housing a household can afford, both in terms of purchase price and monthly rent. Tables II-8 and II-9 demonstrate the maximum purchase price and monthly rent affordable to persons of various income levels from Extremely Low (30 percent of County median) to Moderate (120 percent of County median) income. A median price detached home in Pacifica was unaffordable to households at all income levels except those well above Moderate income. A median price attached home was affordable only to those slightly above Moderate income.

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TABLE II-8

Ability to Pay for For-Sale Housing

	Annual Income	Maximum Affordable Home Price	Median Priced Single-family Detached Home	Affordability Gap for Single-family Home	Median Priced Single-family Attached	Affordability Gap
Single Person						
Extremely Low Income	$23,750	$97,114	$535,846	-$438,732	$314,363	-$217,249
Very Low Income	$39,600	$161,925	$535,846	-$373,921	$314,363	-$152,438
Low Income	$63,350	$259,039	$535,846	-$276,807	$314,363	-$55,324
Median Income	$72,100	$294,818	$535,846	-$241,028	$314,363	-$19,545
Moderate Income	$86,500	$353,699	$535,846	-$182,147	$314,363	$39,337

Source: Baird + Driskell Community Planning; San Mateo County Association of Realtors; www.hsh.com/calc-howmuch.html

Note: Maximum Affordable House Price is based on the following assumptions: 4.5% interest rate; 30-year fixed loan; 50% Yearly Salary as Down Payment; 1% property tax; PMI, .5% insurance rate; and no other monthly payments/debt.

The situation for renters was only slightly better. Affordable rental housing was available only to those earning at the Median (100 percent of County median) and Moderate income levels.

TABLE II-9

Ability to Pay for Rental Housing

	Annual Income	Maximum Affordable Monthly Rent	2012 Market Rent	Affordability Gap
Single Person				
Extremely Low Income	$23,750	$594	$1,778	-$1,184
Very Low Income	$39,600	$990	$1,778	-$788
Low Income	$63,350	$1,584	$1,778	-$194
Median Income	$72,100	$1,803	$1,778	$24
Moderate Income	$86,500	$2,163	$1,778	$385

Source: Baird + Driskell Community Planning; RealFacts (2013)

Note: Estimates based upon upper end of income bracket. Single person analysis based upon 1 bedroom 1 bath unit, information to conduct the four person estimate is based on 3 bedroom 2 bath unit and was not available fromRealFacts. Ability to pay is based upon 30% of income devoted to housing.

Overcrowding

Overcrowding is typically defined as more than one person per room, based on the Census Bureau's definition of "room," which excludes bathrooms, porches, balconies, foyers, halls, or half-rooms. Severe overcrowding occurs when there are more than 1.5 persons per room. Overcrowding can result when there are not enough adequately sized units within a community, or when high housing costs relative to income force too many individuals or families to share housing.

In 2011, there were 282 overcrowded households in Pacifica. These comprised 2.0 percent of total households. Overcrowding was worse for owner-occupied households, where the rate of

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overcrowding was four times greater than in renter households. Pacifica had no "extremely" overcrowded households. Rates of overcrowding in Pacifica were substantially lower than elsewhere in San Mateo County, where rates of overcrowding among owner-occupied and renter households reached 4 percent and 13 percent, respectively.

TABLE II-10

Number of Overcrowded Units

		Occupied Homes	Percent		
		Pacifica	Pacifica	County	State
Owner	Not overcrowded	9,440	97%	96%	96%
	Overcrowded	254	2.6%	3%	3%
	Extremely overcrowded	0	0.0%	1%	1%
Renter	Not overcrowded	4,339	99%	86%	86%
	Overcrowded	28	0.6%	8%	8%
	Extremely overcrowded	0	0.0%	5%	6%

Source: 2009-2011 American Community Survey

Note: ~~0-1 people per room is not overcrowded~~More than one person ~~, 1-1.5 people~~ per room is overcrowded, while more than 1.5 people per room is extremely overcrowded

C. Rehabilitation

Pacifica has a relatively old housing stock (see Table II-11). In 2011, more than one-third of homes had been built more than 50 years ago and nearly two-thirds had been built more than 40 years ago. The last period of major residential construction was in the 1970s, when 22 percent of houses were built. By comparison, within the last 30 years, only 16 percent of the housing stock had been constructed. The advancing age of the housing stock means ongoing rehabilitation and preventative maintenance will be necessary to maintain homes in a habitable condition.

TABLE II-11

Year Structure Built

	Pacifica	County	State
Built in 2000 or more recently	3%	5.4%	12%
Built in 1990s	5%	6%	11%
Built in 1980s	8%	9%	15%
Build in 1970s	22%	17%	18%
Built in 1960s	26%	17%	14%
Built in 1950s or Earlier	37%	45%	30%
Total	14,577	271,140	13,688,351

Source: 2009-2011 American Community Survey

Homes in Pacifica are exposed to more extreme weather than elsewhere in the Bay Area. Strong winds, near-constant exposure to salty air, and frequent heavy rains during the winter months (in non-drought years) combine to degrade paint, rust metal objects, and blow away roof shingles. Frequent maintenance and repairs are necessary, especially for houses west of Highway 1. Neighborhoods where homes are the oldest and rehabilitation needs are greatest include Sharp Park, Pacific Manor, Edgemar, Pedro Point, Fairmont and Vallemar.

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Yet, despite the harsh weather conditions and aging nature, Pacifica's housing stock remains in good condition. The Building Official and Code Enforcement Officer, who frequently inspect residential properties, estimate that no more than 2 percent, or 291, of Pacifica's 14,577 housing units require rehabilitation. Still, rehabilitation of homes that do become distressed is important to preserve their viability as housing choices and to sustain neighborhood attractiveness.

5. Regional Housing Needs

The State of California, Association of Bay Area Governments (ABAG), and local governments determine each locality's share of regional housing needs through a process known as the Regional Housing Needs Allocation (RHNA). The RHNA allocations set housing production goals for the planning period that runs from January 31, 2015, through January 31, 2023, using a "fair share" approach. The approach is based mainly on projected household and employment growth.

San Mateo County benefits from the ability to more precisely allocate planned housing units among the 21 local jurisdictions (20 cities/towns and unincorporated San Mateo County). Through the creation of a subregion – known as the City/County Association of Governments (C/CAG) – local governments were able to exercise more control over the allocation process. Those jurisdictions with a higher likelihood or ability to accommodate more housing units received a greater allocation, while others with limited development capacity received a lower allocation.

Overall, ABAG has determined that the Bay Area region must plan for 187,990 new housing units during the planning period. Of those, San Mateo County must plan for 16,418 units, and Pacifica must plan for 413 units. Table II-12 shows the income categories for which Pacifica must plan.

TABLE II-12

Pacifica's Regional Housing Needs Allocation (RHNA) 2014 - 2022

	Extremely Low Income 30% of Median Income	Very Low Income 50% of Median Income	Low Income 80% of Median Income	Moderate Income 100% of Median	Above Moderate Income 120% of Median	Total
# of Units	**60**	**61**	**68**	**70**	**154**	**413**

Source: Association of Bay Area Governments, Final 2014-2022 Regional Housing Need Allocation by County

The table depicts planning requirements for housing units affordable to a range of income levels. In practical terms, it means a mix of housing types may be necessary to meet future housing needs, to include low-density single-family housing and higher-density housing in mixed-use developments.

~~Unaccomodated~~Unaccommodated Need for Past Planning Period (2007-2014)

The City of Pacifica had an adjusted RHNA of 115 housing units for the 2007-2014 planning period (revised downward from 275 units, to reflect units constructed prior to the late adoption of the 2007-

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2014 Housing Element in 2012). Subsequent to 2007 Housing Element adoption, the City approved 10 total units. When combined with the 195 units approved prior to 2007 Housing Element adoption but during the planning period, the City ultimately met 75 percent of its original 275-unit allocation. Table II-13 demonstrates the income-level breakdown of approved units, as well as unmet housing needs. ABAG did not carry forward Pacifica's unmet housing needs from the 2007-2014 planning period into the City's total allocation for the 2014-2022 planning period. The allocation for the 2014-2022 period is based upon new analysis of regional growth projections.

TABLE II-13

Unmet Housing Unit Needs for 2007 - 2014 Planning Period

	Planned Units Needed	Units Approved/Permitted/Built~~/Approved~~	Second Units Approved/Permitted/Built~~/Approved~~	Unmet Housing Needs
Extremely Low Income	32	0	3	29
Very Low Income	31	0	0	31
Low Income	45	1	0	44
Median Income	53	~~45~~48	0	~~8~~5
Moderate Income	114	~~156~~210	0	0
TOTAL	275	259	3	109

Section III "Land Inventory," found later in the Housing Element, analyzes land in the City to determine sites suitable for housing unit construction. The Land Inventory will assess whether adequate sites exist to meet the RHNA for the current planning period.

6. Special Housing Needs

A. Large Families

The Census Bureau defines "large family households" as households containing five or more persons. Due to the limited supply of adequately sized units to accommodate large family households, large families face above-average difficulty in locating adequately-sized, affordable housing. The lack of supply, compounded with incomes stretched thin by the greater needs of large families, can result in large families living in overcrowded conditions. Table II-14 shows household sizes in 2011.

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TABLE II-14

Household Size	Number	Percent of Households		
	Pacifica	Pacifica	County	State
1-person	3,387	24%	25%	24%
2-person	4893	35%	31%	30%
3-person	2381	17%	16%	16%
4-person	2059	15%	16%	15%
5-person	924	6.6%	7.2%	8%
6-person	257	1.8%	2.8%	3.7%
7-or-more person	160	1.1%	2.3%	3.0%
Total Households		14,061	256,305	12,433,049

Source: 2009-2011 American Community Survey

In 2011, 9.5 percent of Pacifica's households had five or more persons. Fewer large family households live in Pacifica than in either San Mateo County or statewide. Fortunately, reported overcrowding does not appear to be widespread in the City (Table II-10). Yet, it is apparent large family households are facing challenges finding appropriate housing in light of Pacifica's existing housing stock.

Table II-15 shows the number of bedrooms per housing unit in the City. Only 3 percent of units have five or more bedrooms, although nearly 10 percent of households have more than five members. Despite low reported levels of overcrowding, large families must be using large areas of housing units for sleeping purposes. Doing so is unfortunate, as it denies them optimal use of their housing, which should include open areas for relaxation or recreation (living rooms, offices, etc.).

TABLE II-15

Bedrooms in Housing Stock	Pacifica	County	State
No bedroom	2%	4%	4%
1 bedroom	12%	16%	14%
2 bedrooms	19%	26%	28%
3 bedrooms	44%	34%	33%
4 bedrooms	21%	16%	16%
5 or more bedrooms	3%	5%	4%
Total	14,577	271,140	13,688,351

B. Single Parent Households

Single-parent households frequently have lower incomes and higher living expenses than dual-head households. Lower incomes make the search for adequate, affordable housing more important, but also more difficult. Single-parent households also need convenient access to other support services to assist with their parenting responsibilities while balancing employment, such as childcare, recreation programs, proximity to public transit, and other social services. These needs influence their housing decisions and should shape future housing developments in Pacifica.

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In 2011, a single parent headed 7.2 percent of Pacifica households, as shown in Table II-16. Single-parent households were more than twice as likely to be female-headed. These figures were higher than in San Mateo County but lower than elsewhere in the State.

TABLE II-16

Single Parent Households

	Pacifica		County	State
	Number	Percent		
Living with own children	1,018	7.2%	6.2%	10%
Female-headed, no husband	717	5.1%	4.4%	7.3%
Male-headed, no wife	301	2.1%	1.8%	2.7%
Total Households	14,061	100%	256,305	12,433,049

Source: 2009-2011 American Community Survey, Table DP02

Income levels of single-parent households are also of critical importance when considering housing needs. Single parents must provide for themselves and for their children on one income, stressing their abilities to afford housing. The poverty rate in Pacifica in 2011 for female-headed households with children was 12 percent, as compared to 0.6 percent for married households with children. Comparable figures for male-headed single-parent households were unavailable.

To address both the housing needs and the supportive service needs of single-parent households, the City may consider encouraging development of additional multi-family housing units with integrated child care facilities.

C. Seniors

The 2010 U.S. Census found that 12.1 percent of Pacifica's population was age 65 years or older, up from 9.7 percent in the 2000 Census. The number of seniors as a percentage of the total population is expected to continue increasing due to the aging of the "Baby Boom" generation, lower birth rates, and extended life expectancies. San Mateo County's share of population over 65 years is higher than Pacifica's, although Pacifica has a higher median age – 41.5 years – than both the County and the State. Table II-17 shows comparative figures for Pacifica, San Mateo County, and California.

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TABLE II-17

Population by Age Group	2000			2010		
	Pacifica	County	State	Pacifica	County	State
Under 5 years	5.7%	6.4%	7.3%	5.4%	6.5%	6.8%
5 to 14 years	13.5%	12.8%	15.6%	11.5%	12.1%	13.7%
15 to 24 years	11.6%	11.6%	14.2%	11.4%	11.3%	15.0%
25 to 34 years	14.4%	15.9%	15.4%	12.3%	13.8%	14.3%
35 to 44 years	18.4%	17.4%	16.2%	14.6%	15.0%	13.9%
45 to 54 years	17.3%	14.5%	12.8%	17.4%	15.5%	14.1%
55 to 64 years	9.3%	8.9%	7.7%	15.2%	12.5%	10.8%
65 years and over	9.7%	12.5%	10.6%	12.1%	13.4%	11.4%
Median age	37.6	36.8	33.3	41.5	39.3	35.2
Total population	38,390	707,161	33,871,648	37,234	718,451	37,253,956

Source: 2000 and 2010 US Census SF1

Seniors comprised the largest group in Pacifica with special housing needs in 2011. There were 4,519 residents 65 years of age or older and demographic trends suggest this segment of the population will continue to grow. The growing senior population has distinct housing needs, considering seniors are more likely than the general population to have one or more disabilities (Section I.3.C) and to have lower incomes (Tables II-6, II-18, and II-19). In fact, some seniors subsist on Social Security income alone. The average pension under this program in 2013 was $1,294 monthly ($15,528 annually). For a family of two, each receiving his or her own pension, an annual income of $31,056 would result in the household being considered to have Very Low income. The situation is more acute for a senior living alone, as he or she would be considered to have Extremely Low income. It is apparent then that the combination of disabilities and low incomes present unique challenges to seniors searching for accessible, affordable housing.

TABLE II-18

Median Household Income by Age for Family Size of Two	Pacifica	Income Category
25 to 44 years	$103,397	Moderate
45 to 64 years	$97,766	Median
65 years and over	$52,422	Very Low

Source: 2009-2011 American Community Survey, Table S1903

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TABLE II-19

Seniors by Income, Tenure and Age		Extremely Low <30% of Median Income	Very Low 50% of Median Income	Low 80% of Median Income	Lower Moderate 100% of Median	Above Median >100% of Median
All Ages	Owner	48%	58%	56%	74%	76%
	Renter	52%	42%	44%	26%	24%
	Total	1,315	1,440	2,515	1,490	7,215
Age 62-74	Owner	75%	81%	72%	95%	89%
	Renter	25%	19%	28%	5%	11%
	Total	415	315	710	215	1,225
Age 75+	Owner	71%	79%	92%	100%	95%
	Renter	29%	21%	8%	0%	5%
	Total	245	380	180	175	205

Sources: CHAS Data 2006-2010

Housing choices for seniors are further complicated by their homeownership status. As shown in Table II-20, 69 percent of Pacifica households own their homes. Among the senior population, however, that figure is 87 percent. The incredibly high homeownership rate for seniors provides both opportunities and risks as they age. Having a large asset such as a home can help to provide the financial means for a senior to pursue alternative housing, whether by downsizing to a home requiring less maintenance or to an assisted living facility that provides for their daily needs. Yet, many seniors are reluctant to sell the homes they have owned and lived in for years. And retrofitting single-family homes to be accessible to persons with disabilities can be complex and costly. The result is that many seniors are not living in housing optimized to the needs they have later in life.

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TABLE II-20

Homeownership by Senior Households		Pacifica	County	State
All Ages	Owners	69%	60%	57%
	Renters	31%	40%	43%
	Total	14,153	256,423	12,433,172
Age 65-74	Owners	89%	79%	75%
	Renters	11%	21%	25%
	Total	1,460	27,053	1,265,873
Age 75-84	Owners	84%	81%	75%
	Renters	16%	19%	25%
	Total	744	18,014	823,750
Age 85 +	Owners	82%	75%	69%
	Renters	18%	25%	31%
	Total	304	9,136	342,029

Source and Notes: 2009-2011 American Community Survey, Seniors are age 65 +

D. Extremely Low Income

Households with low incomes often experience difficulty finding affordable housing. Housing-related challenges are greatest for those in the lowest defined income category, Extremely Low. The California Department of Housing and Community Development (HCD) defines "Extremely Low" income as household income at or below 30 percent of County median. The threshold values vary by family size from one to eight members. In San Mateo County, that ranges from $23,750 for an individual to $44,800 for a family of eight (see Table I-~~10~~12). For the purposes of this section, the analysis will rely upon the threshold value for a family of four, $33,950.

Households with Extremely Low income (ELI) encompass those in many different life situations. This includes households with one or more full-time wage earners. A person working a full-time, 2,080 hour-per-year job earning an $8.00 hourly wage (the 2011 California minimum wage) would earn $16,640 annually, well below the ELI level. Even with two minimum wage incomes, a family of four would still have ELI.

Available household income statistics do not categorize household income to align precisely with HCD income levels. However, the income data in Table I-12~~9~~ approximate the ELI level for a family of four. Using this rough measure, as many as 1,968 Pacifica households have ELI, representing 14 percent of total households. The same rough measure, based on the data in Table II-7, demonstrates that as many as 63 percent of homeowner and 94 percent of renter households with ELI overpay for housing (1,524 total households). These figures, especially for households that rent, demonstrate the acute need for housing affordable to those with ELI.

E. Families and Persons in Need of Emergency Shelters

Many groups in Pacifica have ongoing special needs, but none are more urgent than the needs of families and persons who are homeless or in immediate risk of becoming homeless. Government Code Section 65583(a)(7) requires cities to provide an analysis of these needs in order to plan for appropriate shelter. Measuring the scale of the homeless population has historically been very

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difficult as it tends to be transient and strives to remain unseen (and thus, undisturbed). In response, the County of San Mateo spearheads an annual Homeless Census and Survey to attempt to obtain a maximum count of the County's homeless population. An accurate count is a prerequisite to marshalling resources appropriate for the problem.

The 2013 San Mateo County Homeless Census and Survey found there were 2,281 homeless persons in San Mateo County. The number of homeless counted increased by 217, or 11 percent, since 2007. Within Pacifica, census takers identified 150 homeless persons, all of whom were unsheltered. Table II-21 lists the various locations where census takers found homeless (based on countywide figures). The most common location was on the street, followed by a car, recreational vehicle (RV), or encampment. These locations accounted for more than half of the homeless population identified. Around 34 percent were found in a shelter or transitional housing, while the remaining 13 percent were institutionalized (hospital, jail, or substance abuse treatment). Using an annualization formula the Census and Survey estimated there were 6,737 homeless persons in San Mateo County in 2013.

TABLE II-21

County Homeless Population Location – 2007 & 2013

	2007	2013	Change
On the Street	29%	15%	-41%
In Car, R.V., or Encampment	24%	41%	90%
In Emergency Shelter	14%	11%	-18%
In Motel with Motel Voucher	5%	1%	-73%
In Transitional Housing	15%	19%	41%
In Institution	13%	12%	7%
Total:	2,064	2,281	217

Source: 2013 San Mateo County Homeless Census and Survey, 2011 San Mateo County Homeless Census and Survey, 2009 San Mateo County Homeless Census and Survey, prepared by the San Mateo Human Services Agency, Center on Homelessness

The demographics of homelessness in San Mateo County show that there are certain characteristics commonly associated with the homeless. Table II-22 shows several categories including marital status, gender, race, and others. Nearly all homeless identified in the County were single male adults, white, non-veteran, and suffering from one or more incapacities such as alcohol/drug addiction, disability, and physical/mental illness.

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TABLE II-22

Demographics of Homeless Population	County	
	Unsheltered Homeless	Sheltered Homeless
Single Adult or Living w/Another Adult	94%	79%
Family	6%	21%
Male	71%	60%
Female	29%	40%
White	60%	x
Latino	19%	x
African American	13%	x
Other Races	10%	x
Non-Veteran	89%	76%
Veteran	11%	24%
Alcohol / Drug Problems	72%	8%
Physical Disability	52%	x
Chronic Health Problem	47%	x
Mental Illness	37%	10%

Source: 2013 San Mateo County Homeless Census and Survey, prepared by the San Mateo Human Services Agency, Center on Homelessness. May not total 100% due to rounding

The complexity of the individual situations of homeless persons makes providing shelter and support services all the more difficult. Providing a place to sleep is but one part of the solution, along with physical and psychological treatment programs. Homeless families with children and homeless, unaccompanied children are among the neediest categories. Additional support services are needed to help children cope with the mental and other stigmas associated with homelessness. The County Census and Survey found many instances of homelessness involving children, as summarized in Table II-23. Fortunately, all homeless children without parents had been sheltered, but sadly, many families with children remained without proper shelter (all but one "adults with children" household were found in cars or RVs, and none were found in encampments).

TABLE II-23

County Homeless Households with Children	Adults with Children	Children Only
On the Street	1	0
In Car, R.V., or Encampment	64	0
In Emergency Shelter	7	6
In Motel with Motel Voucher	11	0
In Transitional Housing	97	3
In Institution	0	0
Total:	180	9

Source: 2013 San Mateo County Homeless Census and Survey

The City of Pacifica has strived to expand shelter opportunities for homeless families and persons. To that end, it has removed any zoning obstacles to establishment of emergency shelters in several zoning districts. The Pacifica Municipal Code in Title 9 "Planning and Zoning" permits by-right in all

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residential districts "special care facilities" for up to six persons. A special care facility includes "twenty four (24) hour shelters for victims of family violence, homeless persons, or other need categories" (PMC Section 9-4.273.1). Residential zones are inherently suitable for establishment of small shelters due to the wide availability of existing structures available for conversion to shelter use. There are also sufficient undeveloped areas with residential zoning that could accommodate new construction of a shelter. The clean, quiet, and safe character of Pacifica's residential neighborhoods also provides a welcoming environment to those in need of emergency shelter.

Any special care facility seeking to open in any residential zoning district would simply need to comply with the objective development standards for residential construction. Residential development standards regulate physical aspects of development such as setbacks, height, lot coverage, landscaping, and off-street parking, and there is no public notice requirement. Notwithstanding the City's zoning, however, special care facilities proposed for construction within the Coastal Zone Appeals Zone would still require a discretionary Coastal Development Permit under the Coastal Act (see PMC Title 9, Article 43 "Coast Zone Combining District). Additionally, certain additions to a single-family residential structure resulting in floor area over 2,800 square feet, or additions increasing floor area by 50 percent or more in certain residential zoning districts, would require issuance of a discretionary Site Development Permit.[9] Special care facilities for more than six persons in a residential zone, and any special care facility in a commercial zone, must obtain a discretionary conditional use permit.

According to the San Mateo County Human Services Agency, there were a total of 1,258 shelter beds in the County in 2010, the most recent year for which data were available. This figure includes agencies that are not a part of the County of San Mateo such as Samaritan House, Shelter Network, and Telecare, among others. Of the 1,258 beds, 142 were in emergency shelters, 660 were in transitional shelters, and 456 were in permanent supportive housing.

An insufficient number of shelter beds exist in Pacifica to accommodate the number of homeless observed during the 2013 count. By applying the County's annualization formula to Pacifica's 2013 count, there were an estimated 469 homeless in the City in 2013. The annualization formula also estimates the number of individuals that became homeless within the last seven days, which was 10 persons based on Pacifica's overall count. The "last seven-day" figure should serve as a minimum figure for determining the number of emergency shelter beds needed in the City. Ultimately, at least 150 emergency shelter beds should be available to accommodate actual need by all homeless individuals on any night. Using these figures, it is next important to estimate the specific needs of these homeless groups in order to provide appropriate shelter and services. Applying countywide demographics of the unsheltered homeless population to the number of persons needing shelter within Pacifica, Table II-24 shows specific needs.[10]

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[9] The residential districts subjected to the 50 percent floor area threshold by Pacifica Municipal Code Title 9, Article 32 "Site Development Permit" are R-1-H, R-3, R-3.1, R-3-G, R-3/L.D., and R-5.

[10] The year-round and seasonal shelter beds needed in Pacifica are equal given the city's temperate year-round climate.

TABLE II-24

Estimated Shelter and Support Needs of Pacifica's Population	Minimum Beds (10 Homeless)	Optimal Beds (150 Homeless)
Single Adult or Living w/Another Adult	9	141
Family	1	9
Male	7	107
Female	3	43
Non-Veteran	9	134
Veteran	1	16
Alcohol / Drug Problems	7	108
Physical Disability	5	78
Chronic Health Problem	5	71
Mental Illness	4	56

Note: Totals for Alcohol/Drug Problems, Physical Disability, Chronic Health Problem, and Mental Illness may exceed the number of homeless in each need category since these are not mutually exclusive characteristics.

Source: Derived from 2013 San Mateo County Homeless Census and Survey homeless population demographics applied to Pacifica's population in need of emergency shelter.

Other, non-shelter resources exist in Pacifica to help families and persons experiencing or at-risk of homelessness. The Pacifica Resource Center provides families and individuals with shelter referral, housing assistance, food, clothing and other information and on available services. Shelter referral requires a screening interview at the Resource Center and an intensive interview at the shelter site before acceptance. The Pacifica Resource Center also provides referrals to Communities Overcoming Relationship Abuse (CORA), which provides emergency shelter for battered women.

F. Transitional and Supportive Housing

Transitional and supportive housing are two important links in the continuum of care for homeless families and persons. Emergency shelters provide immediate relief from the jarring impacts of sudden homelessness, but transitional and supportive housing provide the basis for long-term improvement in the situations of the homeless. Transitional housing is rental-type housing that allows residency for not less than six months, but that ultimately requires the termination of assistance and recirculation of the unit to another eligible recipient. Supportive housing provides long-term residency with no limit on length of stay for target populations, and links the target populations to on- or off-site services that improve health or enhance their ability to live and work in the community. The target populations for supportive housing are those suffering from mental illness, human immunodeficiency virus (HIV) or acquired immune deficiency syndrome (AIDS), substance abuse, or other chronic health conditions, or individuals eligible for services provided under the Lanterman Developmental Disabilities Services Act.

Senate Bill 2 (SB 2), enacted in 2007, expanded protections for transitional and supportive housing from local zoning discrimination. Pursuant to SB 2, the City must explicitly permit transitional and supportive housing and apply development standards to these uses in an identical fashion as applied to other residential uses in the same zone. The City of Pacifica has yet to amend its zoning ordinance to explicitly permit by-right these uses in residential zoning districts, but the City is aware

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of SB 2's requirements and will process any application for a transitional or supportive housing facility in accordance with state law. The City also will amend its zoning code within one year of adoption of the housing element in order to comply with SB 2, as described in an action program.

G. Persons with Disabilities

A disability is a physical or mental impairment that substantially limits one or more major life activities. Persons with disabilities in Pacifica face unique problems in obtaining adequate and affordable housing. This segment of the population, which includes individuals with mental, physical, and developmental disabilities, needs affordable, conveniently-located housing which is near supportive services and which is adapted to special needs, such as wheelchair accessibility.

In 2011, 7.6 percent of Pacifica's residents, or 2,849 persons, experienced a disability of some sort (Table I-~~7~~6). The single largest category of disabilities was ambulatory disability. Ambulatory disabilities limit or restrict one's ability to walk, significantly affecting the suitability of many housing options. Many individuals experienced multiple disabilities, compounding the challenges to finding appropriate housing. Living arrangements for persons with disabilities depend on the severity of their disabilities. Independent living, or mostly independent living with limited assistance from family members, are options for some persons with disabilities. Others, including those with severe developmental disabilities, require dedicated caregivers and housing with special design features to accommodate a specific disability or combination of disabilities. A common example is wheelchair accessible housing, which might include a single-story residence without interior level changes; or, apartment housing with an elevator, wide hallways and doorways, and other design factors that enable full wheelchair mobility throughout. Additionally, certain disabilities – or even the costs of owning a specially-equipped automobile – make it impossible to drive. In such cases, housing proximate to public transportation is important.

Persons with disabilities face heightened challenges with securing adequate, affordable housing. In addition to the special requirements of the built environment briefly discussed above, there are significant financial challenges, as well. The majority of persons with disabilities live on incomes that are significantly lower than the non-disabled population. Many disabled individuals live on a small fixed income which severely limits their ability to pay for housing. Table II-25 demonstrates that in 2011 the annual earnings of persons with disabilities were 31 percent lower than persons without disabilities. For females with disabilities, the situation was even more challenging. They earned 25 percent less than males with disabilities, and 41 percent less than the non-disabled population overall.

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TABLE II-25

Median Earnings of Disabled Persons (2011 Dollars)				
		Pacifica	County	State
With Disability	Total	$21,389	$26,401	$21,389
	Male	$24,352	$27,961	$24,352
	Female	$18,244	$25,082	$18,244
No Disability	Total	$31,138	$42,807	$31,138
	Male	$35,697	$47,869	$35,697
	Female	$26,596	$38,852	$26,596

Source: 2009-2011 American Community Survey, Table B18140

Employment is also a challenge for persons with disabilities. Table II-26 demonstrates the employment status in 2011 for those aged 18-64 years, with and without disabilities. Persons with disabilities were employed at less than half the rate as those with no disabilities. Unemployment was also higher among persons with disabilities, but not substantially greater.

TABLE II-26

Employment Status by Disability Status – Persons 18-64 Years					
		Pacifica		County	State
Employed	Total	19,040	-		
	Disability	471	32%	%	%
	No Disability	18,569	77 %	%	%
Unemployed	Total	1,832	-		
	Disability	155	10%	%	%
	No Disability	1,677	7%	%	%
Not in labor force	Total	4,595	-		
	Disability	855	58%	%	%
	No Disability	3,740	16%	%	%

Source: 2009-2011 American Community Survey, Table B18120
Percentages are of total population subsets in Pacifica, as follows: Aged 18-64 years – Disability (1,481 persons); and, No Disability (23,986 persons)

The greatest difference between the disabled and non-disabled working age populations, however, was among those not in the labor force. Persons with disabilities were nearly four times as likely not to be in the labor force, meaning they were either unable to work or not seeking employment. This much higher rate reflects the economic disadvantage faced by persons with disabilities, which translates into additional difficulty finding suitable housing. Accordingly, housing affordability at all income levels is a major consideration for the disabled population.

A large proportion of disabled persons are also seniors. Forty-two percent of those with disabilities in Pacifica, or 1,195 persons, were aged 65 years or above in 2011. The multi-faceted nature of housing needs for this population presents many challenges, but also a unique opportunity. By providing adequate and affordable senior housing, with design features and support services suitable to persons with a variety of disabilities, the City can meet the housing requirements of two or more special needs categories. Due to the unique opportunity it presents, the City may consider making affordable senior housing a priority for future housing development in order to make the most of scarce building sites.

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The State Department of Social Services Community Care Licensing Division indicated that in 2014, there were four adult residential facilities in Pacifica that provided 24-hour non-medical care for adults aged 18-59 years who were unable to provide for their own daily needs. These four facilities provided capacity for 28 adults. Consistent with State law, group homes such as these (known under the City's zoning regulations as "special care facilities") with six or fewer residents per facility are allowed by right in all residential zones. The City may allow special care facilities with more than six residents in residential and commercial zoning districts with the approval of a Conditional Use Permit. The purpose of a Conditional Use Permit is to establish a procedure for approving or denying land uses that are not automatically permitted because of their unique nature. The City can approve a unique land use if its effect on the surrounding environment is found to be acceptable through the application of conditions of approval. Several findings need to be made to approve a Conditional Use Permit, including that the proposed use will not, under the circumstances of the particular case, be detrimental to the health, safety, and welfare of persons residing or working in the neighborhood or to the general welfare and that it will be consistent with the applicable provisions of the General Plan and other applicable laws of the City and, where applicable, the local Coastal Plan, and where applicable that the use is consistent with the City's adopted Design Guidelines.

Other appropriate housing for persons with disabilities includes very low cost units in large group home settings; supervised apartment settings with on- or off-site support services; outpatient/day treatment programs; inpatient/day treatment programs; crisis shelters; and, transitional housing. Ideally, these housing types would be near retail services and public transit. The age of Pacifica's housing stock, with much of it built prior to the Americans with Disabilities Act of 1990, unfortunately complicates locating accessible housing within existing structures. Often times, expensive upgrades are necessary to make housing accessible for persons with a variety of disabilities. Fortunately, Federal and State law now require that all multi-family residential construction projects containing five or more dwelling units be accessible and adaptable to disabled persons. This means any new multi-family housing projects should be more suitable for conversion to housing for disabled persons.

The City ensures that new housing developments comply with California building standards in the California Building Code (Title 24 of the California Code of Regulations), including disabled accessibility requirements. The City also works with applicants who wish to retrofit their single- or multi-family residences to make them suitable for persons with disabilities and to ensure that application of the building code requirements does not create a constraint. There are no identified zoning or other land use regulation practices that could discriminate against persons with disabilities and impede the availability of such housing for this special segment of the population. In fact, the City's regulations encourage production of housing for persons with disabilities. Projects that provide housing for persons with disabilities in accordance with the City's Density Bonus Program are entitled to a reduction of planning application fees and certain other incentives, including greater allowable unit density.

Additionally, the City of Pacifica's Zoning Ordinance allows second units constructed on single-family properties to be larger than standard size if they are designed to be accessible to persons with disabilities. The standard second unit size limitation is 750 square feet. Accessible units may measure up to 850 square feet. Zoning allows second units in the R-1(Single-Family Residential) zoning district

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on lots measuring at least 5,000 square feet. Other development standards also apply, but in many cases it is possible to construct a second unit accessible to disabled persons with a building permit application only, without undergoing a discretionary review process.

In order to explicitly communicate its support for housing retrofits that expand accessibility for persons with disabilities, the City will undertake an action program to adopt a reasonable accommodation policy and procedures. Reasonable accommodation policies provide a formal mechanism to waive local zoning standards that might otherwise inhibit the construction of access-related architectural features. For instance, a minimum front setback of 15 feet might prohibit construction of a wheelchair ramp to provide access to a front door. By following the reasonable accommodation procedure, a property owner or resident can petition the City for waiver of the setback requirement, and can also appeal any adverse decisions by City staff.

H. Farm Workers

Farm workers are traditionally defined as persons whose primary incomes are earned through permanent or seasonal agricultural labor. Farm workers are generally considered to have special housing needs due to their limited income and the often unstable nature of their employment. Traditional leases for rental property can be a barrier for farm workers to access adequate, affordable housing. Lower incomes make it difficult for them to qualify for leases, and the mobility they require to pursue work in different regions limits makes it difficult for them to commit to typical long-term leases.

The housing needs of farm workers are many throughout the state, but in Pacifica there is little need for farmworker housing. Pacifica is an urbanized area of San Mateo County and does not have any working farms. In 2011, U.S. Census data found that only 70 residents worked in agriculture, forestry, fishing, hunting, and mining. The figure increased from 23 residents in 2000, but remains a very small segment of the population.

The City has several parcels of land zoned for agriculture use, but none of those parcels are being actively used for agriculture purposes. Should agricultural employment increase during the planning period and a need for farmworker housing arise, it will be possible to accommodate the need. The City's A (Agricultural) zoning district allows ranch and farm dwellings appurtenant to the agricultural district without a Use Permit or Site Development Permit. These dwellings could house a small number of workers depending on the size of the farm. Larger agriculture operations requiring more housing, such as a labor camp, could construct farmworker housing consisting of no more than 36 beds in a group quarters or 12 units or spaces designed for use by a single family or household without issuance of a Conditional Use Permit, in accordance with Health and Safety (H&S) Code Section 17021.6. Development of larger farmworker housing developments is permissible subject to approval of a Conditional Use Permit and Site Development Permit. Within the Coastal Zone, all housing developments would require a Coastal Development Permit.

Residential zones provide another alternative for lower-cost farmworker housing. In all residential zones, farmworker housing for six or fewer employees is permissible subject to development standards applicable to other single-family housing in the same zone, in accordance with H&S Code Section 17021.6. The R-3 (Multiple-Family Residential) zoning district further allows rooming houses and

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boarding houses for more than six farm workers upon approval of a Conditional Use Permit and Site Development Permit. Sites located within the Coastal Zone would require approval of a Coastal Development Permit for any residential development.

The City has yet to amend its zoning code to explicitly permit by-right the types of housing described in H&S Code Sections 17021.5 and 17021.6, but will process any application in accordance with state law. It will consider an action program amending all residential zones and the A zone to comply with these provisions.

7. Constraints Upon Housing Maintenance, Improvement, and Development

State housing element law requires local agencies to analyze actual and potential constraints upon the maintenance, improvement, or development of housing for all income levels. The following section discusses governmental, nongovernmental, and environmental constraints affecting housing in Pacifica.

A. Governmental Constraints

Several actual and potential constraints upon housing maintenance, improvement, and development exist in Pacifica as a result of City regulations and procedures. They include:

- Building Codes and Improvement Fees
- Land Use Controls
- Processing and Permitting Procedures
- Growth Control Ordinance

i. Building Codes and Improvement Fees

State law requires local agencies, including the City of Pacifica, to enforce the California Building Code (CBD) and other construction-related codes when reviewing and inspecting new developments and modifications to existing developments. In addition to the minimum standards set forth in the CBC, the City has adopted minor amendments to address certain unique aspects of development in Pacifica. For example, the requirement for the installation of fire sprinkler systems was adopted in 1998 to better protect life and property from fire hazards. The City has also prohibited wood shake shingle roofing due to fire hazards. Building codes, to include the CBC and local amendments, preserve the public welfare by setting standards for structural, electrical, plumbing, and environmental safety. Application of these building codes does, however, lead to increased housing costs. It takes architects, engineers, and contractors additional time to comply with detailed provisions of the codes. Code-compliant construction materials and fixtures may also have additional associated costs as compared to lesser quality items. It also takes the time of City staff to review project plans and to conduct inspections in the field to ensure compliance.

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There are many tangible examples of building codes that enhance public safety but that also increase maintenance, improvement, and development costs for housing projects. Once such example is that of fire sprinkler installations. All new buildings and additions to existing structures in excess of 1,000 square feet require fire sprinkler systems. These improvements can cost tens of thousands of dollars, yet provide greatly enhanced protection to life and property in the event of a fire. Another example is the California Energy Code. Energy Code requirements can increase construction costs (and the subsequent sales prices) by several dollars per square foot.

Improvement fees can also constrain maintenance, improvement, and development of housing. The most common improvement fee is the building permit fee. Building permit fees include initial review of construction plans and subsequent inspections of the work at the job site. Plan review fees are related to the floor area of projects and the number of electrical, plumbing, and other specialized fixtures installed. Inspection fees relate to the number of inspections and time spent during each inspection at an hourly rate. Simple projects, such as a 500 square foot addition of two bedrooms and a half-bathroom to a single-family residence would typically incur approximately $3,000 in review fees and $570 in inspection fees. Building permit fees for a small project of this sort are modest. However, cumulative fees for larger multi-family new development projects can be much higher. Total fees for a substantial multi-family residential apartment complex renovation to improve housing might also be so costly as to discourage property owner investment to enhance the housing stock. Fees are also likely to increase annually in response to increased City staff administrative costs. The City Council has mandated that staff recover actual costs of providing services to the community. During the last fiscal year, the City Council altered how staff calculated building permit fees to better align with industry standard practices, ~~but~~ and the results was an overall increase in fees. However, Pacifica's fees are average when compared to those found in other communities in the Bay Area.

There are other improvement fees associated with maintenance, improvement, and development of housing. The Planning Department assesses fees for its review of entitlement applications, which generally precede building permit reviews and fees. Entitlement applications include major efforts, like amending the City's General Plan to allow housing or processing a subdivision or condominium map for new single-family housing. Entitlements can also be smaller, such as a Use Permit to allow an addition to a house that does not conform ~~with~~to the City's current zoning standards. A common entitlement in Pacifica is a Coastal Development permit, mandated by the state for many types of work within the Coastal Zone. In some areas of the Coastal Zone (the Coastal Zone Appeals Zone), additions exceeding 10 percent of existing floor area require a Coastal Development Permit.

The cost of Planning Department fees generally will not be cost prohibitive to a project. Planning Department fees relate directly to the scale of a project, with the City charging an hourly fee for actual time spent working on a project. For instance, a modest-sized multi-family development project of 30 units may typically take 40 hours of staff time to complete the Planning process, not including environmental review. Planning fees would amount to $7,200 or $240 per dwelling unit, based on a 2014 hourly rate of $180 per hour. Like building permit fees, Planning Department fees are subject to annual increases if administrative costs increase. However, the true cost of entitlement processing can be in the time it takes to receive an approval. Common entitlement processing can take three to four months, with larger projects sometimes taking a year or more to clear all review and appeal processes. Major delays add uncertainty and cost to housing projects, and may act to discourage pursuit of certain housing-related activities.

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The City maintains its annual list of user fees in Administrative No. 2. An attachment to the Housing Element is the 2014-2015 Master Schedule of Fees.

Beyond basic permit review and inspection fees, the City commonly assesses fees for infrastructure or other improvements associated with development. These fees are generally described as "impact fees." Frequently, these come in the form of off-site improvements, although sometimes developers pay fees in lieu of physical improvements. The City's requirements regarding off-site improvements vary, depending on the scale of the project or its relative location within the city.

Redevelopment or in-fill development of existing sites in some cases may incur fewer impact fees. However, the City's Complete Streets Policy, adopted in 2012, requires ~~In improved areas of the City,~~ developers of in-fill sites ~~must~~to either install sidewalks, curbs, and gutters along the site frontage, or sign a~~n~~ deferred improvements agreement to install~~ such improvements~~them at a later time. In-fill ~~D~~developers must install on-site utilities underground between ~~the~~ structures and utility poles, but in most cases need not "underground" the utility poles. Larger projects (i.e.~~,~~ subdivisions of more than four parcels) may have to underground utility poles in addition to providing other improvements listed above.~~ In developed neighborhoods that do not currently have sidewalks, curbs, and gutters (i.e. Pedro Point, Vallemar, and Rockaway Beach), the City does not require construction of these improvements.~~

Street construction ~~or improvement~~ is a~~nother~~ major off-site improvement cost for new developments. Where a development requires new streets, the slope of the development site determines the minimum street width requirement. The wider the street, the more expensive it is to construct. In general, the steeper the slope the narrower the required street width. However, with rare exception, the City's minimum street width requirement is 22 feet.

The City's Subdivision Ordinance allows the Planning Commission to relax utility and street improvement standards where topography, probable future traffic, or other circumstances justify a lesser standard. The City Engineer may waive the requirement to underground utilities if ~~t~~he finds that the subdivision is within an area where previous developers had not installed underground utilities, that underground utility installation is impractical due to physical constraints, or that overhead utilities will have no significant visual impact. While the City Engineer can waive certain off-site improvements, he can also require others such as street lights, street signs, street trees, fire hydrants, and monuments. These requirements are consistent with most surrounding jurisdictions.

ii. Land Use Controls

The City of Pacifica mostly relies on two sources of authority to regulate all development, including housing – the General Plan and Zoning Code. The Land Use Element of the General Plan provides overarching guidelines for land categories and includes a map of assigned land uses. The Local Coastal Land Use Plan is a companion to the General Plan, and contains additional provisions for land uses in the Coastal Zone. The Zoning Code also includes a map and contains detailed standards for development, regulating specific uses and imposing physical development standards. These development standards can ~~impactthe~~impact the type and intensity of development, which can directly translate into the cost to maintain, improve, and develop housing units. In the event of any conflict, the provisions of the General Plan are controlling.

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Zoning Development Standards

Table II-27 summarizes Pacifica's residential development standards. The table includes standards for minimum lot size, minimum site area per unit, minimum setbacks, maximum height, maximum lot coverage, minimum landscaping, minimum open space, and minimum parking. The standards apply to each of the City's residential zoning districts; different standards apply to mixed-use developments within commercial zones.

TABLE II-27

Development Standards by Residential Zoning District

	Zoning District			
Standard	R-1	R-2	R-3	R-3-G
Lot Area (min.)	5,000 sq. ft.	5,000 sq. ft.	5,000 sq. ft.	7,500 sq. ft.
Lot Area Per Dwelling Unit (min.)	5,000 sq. ft.	2,900 sq. ft.	2,075 sq. ft.	2,300 sq. ft.
Lot Width (min.)	50'	50'	50'	60'
Front Setback (min.)	15'	15'	15'	15'
Front Setback to Garage (min.)	20'	20'	20'	20'
Side Setback (min.)	5'	5'	5'	5'
Rear Setback (min.)	20'	20'	20'	20'
Maximum Lot Coverage	40%	50%	60%	50%
Landscaped Area (min.)	20%	20%	20%	25%
Usable Open Space Per Unit (min.)[11]	N/A	N/A	400 sq. ft.	450 sq. ft.
Height (max.)	35'	35'	35'	35'
Parking Spaces (min.)	2 covered	2 covered	1 per studio; 1.5 per 1 BR; 2 per 2+ BR; and, 1 guest per 4 units	Same as R-3

Source: Pacifica Municipal Code, Title 9, Chapter 4 "Zoning"

The City's main residential zoning districts are the R-1 (Single-Family Residential), R-2 (Two-Family Residential), R-3 (Multiple-Family Residential), and R-3-G (Multiple-Family Residential Garden) districts. The City's zoning regulations also permit residential development in the C-1 (Neighborhood Commercial) and C-2 (Community Commercial) zoning districts. The allowable densities for residential development based on the zoning development standards range from 9 to 21 dwelling units per acre in the residential zones (R-1, R-2, R-3, and R-3-G) and up to 22 dwelling units per acre (2000 square feet of lot area per dwelling unit) in the commercial zones (C-1 and C-2).

The development standards in each zoning district can restrict the maximum number of housing units it is possible to construct on a given site. Sometimes a trade-off is made to reduce density in order to preserve other desirable aspects of development, including open space, views, and reduced congestion. These trade-offs can increase the per-unit cost of housing. Trade-offs among zoning

[11] Usable open space shall mean common or private outdoor living, recreation, domestic use, or landscaping. Such area may be on the ground or on, a roof, porch, deck, court, or balcony.

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districts notwithstanding, the internal consistency that exists between the General Plan densities and Zoning Code standards results in a situation where it is feasible for developers to achieve maximum allowable residential densities within each respective zoning district. Furthermore, in certain cases, the Density Bonus Ordinance (discussed later) may allow density up to 50 percent beyond the basic allowance.

Listed below are various types of residential uses allowed in the City and a description of which zoning districts in which they are permitted. The lower the density of development, the higher the per-unit cost of housing.

Single-Family Residential-- The Zoning Code allows single-family residential development by-right in the R-1 and R-2 districts and subject to a conditional use permit in the R-3 and R-3-G districts.

The R-1 district includes most of the City's established neighborhoods. It allows detached single-family residential development on lots of 5,000 square feet or greater. Subject to more restrictive regulations, it is also possible to develop housing on lots of less than 5,000 square feet. The purpose of the R-1 district is to retain the low-density character of these areas and its development standards are structured accordingly.

The R-2 district encourages the development of slightly more dense, attached single-family housing that blends easily with single family neighborhoods. Minimum lot sizes are 5,000 square feet and the minimum lot area per dwelling unit is 2,900 square feet. It permits single-family detached housing on lo~~e~~ts of 5,800 square feet or less.

In both the R-1 and R-2 districts, a Coastal Development Permit is necessary if a development is located in the Coastal Zone.

Multiple-Family Residential-- The Zoning Code allows multiple-family residential development in the R-3 and R-3-G districts subject to a Site Development Permit and in the C-1 and C-2 districts subject to a Conditional Use Permit. A Coastal Development Permit is necessary if a development is located in the Coastal Zone.

Pacifica's multi-family residential districts vary only slightly. In each one, duplexes and multi-family dwellings are permitted, while single-family detached houses are permitted with approval of a Conditional Use Permit. Multi-family residential zoning covers a significant area between the ~~ocean~~ coastal bluff and Highway 1 at the north end of the city, sections of West Sharp Park, and other pockets of the city.

~~It is worth nothing that m~~Most of the recent large~~r~~ developments in Pacifica ~~were~~ have been within the Planned Development (P-D) zoning district. The purpose of the P-D district is to allow diversification of the relationships of various buildings, structures and open spaces in planned building groups, while ensuring substantial compliance with the district regulations and other provisions. The P-D section of the Zoning Code states that development standards shall be guided by the regulations of the zoning district most similar in nature to the proposed use. In some of these cases, the R-3 development standards guided the developments. The P-D designation allowed development of these sites with more flexibility and in some cases included new parks and open space.

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Parking Standards

Parking can account for a substantial share of residential development expenses. Surface parking – the least expensive parking ~~alternative~~ option – can occupy large portions of a development site, rendering the underlying areas unsuitable for other development. Covered parking, especially garage parking, requires effort and expense to incorporate it into the architecture of the associated structure. Parking structures – the most expensive parking option — can allow development above or below the parking area, but require substantial engineering and construction resources.

The Zoning Code sets different parking requirements depending on the type of housing development. Single- and two-family structures have a parking requirement of two garage spaces per unit. Attached or detached garages satisfy this requirement. Multi-family structures, including apartments, townhouses, and condominiums, have parking standards that vary by the size of the units. Standards range from one parking space per studio unit to two spaces for units with two or more bedrooms. Every four units ~~requires~~require a guest parking space. At least one of the required spaces for each unit must be in a garage or carport. A carport is less expensive to construct than a garage space, which can make a housing unit more affordable. The Zoning Code does not allow tandem parking to satisfy parking requirements except in mobile home developments, which can further add to development costs on smaller lots or those with unique design challenges. The Zoning Code does, however, allow for a reduced parking requirement for senior housing (1 space for every 2 units and 1 guest parking space for each 5 units), which can reduce the cost of senior housing development. Certain other parking requirements exist for mobile home parks, lodging and boarding houses, and projects with affordable units. The standards for each are less restrictive and assist with reducing the housing unit development costs.

Clustered Housing Standards

The Zoning Code's Residential Clustered Housing Development Standards apply to condominiums, community apartments, stock cooperatives, zero lot line projects, and similar developments. Clustered housing standards impose additional requirements onto such developments in order to ensure high-quality site design and resident amenities. Additional requirements imposed on clustered housing, but which do not automatically apply to multi-family rental housing, include minimum amounts of usable open space, private open space, building separation, laundry facilities private storage, and individual utility metering. Furthermore, every clustered housing development must undergo a discretionary review process for a Conditional Use Permit and Site Development Permit, unless the site is within the P-D zoning district (which has its own process for discretionary review). The high level of design and lengthy processing required by the clustered housing standards result in greater development costs per housing unit.

Park Dedication Fees

The City's Subdivision Ordinance requires that any subdivision of more than four (4) parcels either:

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- Dedicate land for park and recreation facilities sufficient in size and topography to serve present and future needs of subdivision residents (.02 acre per unit), or

- Pay a fee in-lieu of dedication equal to the value of the land which would otherwise be dedicated.

The City uses in-lieu fees it has collected for developing new or rehabilitating existing neighborhood or community parks or recreational facilities reasonably related to serving the subdivision. Parkland dedication can add substantially to the cost of housing development. Dedication of land in the case of single-family detached dwellings can comprise as much as 15 percent of the area developed, or between 17 and 30 percent for multi-family developments.

The City's parkland dedication requirement is consistent with those of neighboring communities. This requirement is typically associated with mitigating environmental impacts of a development. If it is found that the parkland dedication requirement is impossible or impracticable in a particular case for a subdivider to conform fully to the subdivision regulations, the Planning Commission may approve a modification to the subdivision regulations. Additionally, where a substantial private park and recreational area is provided in a proposed subdivision, and the space is to be privately owned and maintained by the future residents of the subdivision as permanent open space, partial credit, not to exceed fifty percent, may be given against the requirement of land dedication or the payment of fees in lieu of dedication if the Parks, Beaches, and Recreation Commission finds that it is in the public interest to do so and certain standards are met. In addition, the Density Bonus Ordinance allows the Planning Commission to grant additional incentives if necessary to make the housing units economically feasible.

Inclusionary Zoning Ordinance

The City's Below Market Rate (Inclusionary) Program (i.e. Inclusionary Ordinance) codified in Pacifica Municipal Code Title 9, Article 47 establishes requirements for housing developers to provide housing units affordable to a range of income levels under certain circumstances. The Inclusionary Ordinance applies to all residential developments of eight or more units, lots, or parcels, including those in which eight or more units will be added to existing projects. Projects subject to the requirement must ensure at least 15 percent of all units, lots, or parcels are affordable to persons with very low, lower, or moderate income.

The Inclusionary Ordinance establishes affordability as follows:

> Outside the redevelopment project area, the first required below-market rate (BMR) unit and at least 50 percent of the required BMR units shall be restricted to occupancy by lower income households and the remaining required BMR units shall be restricted to occupancy by moderate income households. Provided, the developer has the right but is not required to increase the percentage of lower income household BMR units.

The City approves sales prices and rental rates to ensure their affordability to low, lower, or moderate income individuals and families. The Inclusionary Ordinance also establishes minimum periods of affordability of 45 years for ownership units and 55 years for rental units, in addition to other use restrictions. In lieu of constructing affordable units, a developer may pay a fee to the City's housing trust fund to enable housing construction by another developer at a different site. Developers providing affordable housing on-site can qualify for a density bonus and other development incentives.

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Permit and Impact Fees for Two Sample Developments

In order to provide some context for prospective developers considering the development of housing in Pacifica, Table II-28 presents two sample developments that could foreseeably occur during the planning period and estimated permit and impact fees associated with them. The estimates rely on certain assumptions regarding the size and architectural details of the sample developments. Considering the number of variables inherent in any land use development, estimating permit and impact fees is challenging. Accordingly, these estimates may not be applicable to an actual development undertaken in the future. Furthermore, the estimates reflect fees set in the Fiscal Year 2014-2015 Master Schedule of Fees and Charges, which is subject to change.

TABLE II-28

Estimated Permit and Impact Fees for Sample Developments

Fee Type	5-unit Detached Single-Family Residential (R-1 Zone)	20-unit Attached Multiple-Family Residential (R-3 Zone)
Planning Entitlement[12]	$7,500	$4,500
Legal	$10,000	$10,000
Environmental	$40,000	$40,000
Building Permit	$37,000	$60,500
Sewer	$15,000	$45,000
Encroachment Permit		
Park Dedication	$35,000	$34,000
Highway Impact	$25,000	$92,000
Total:	$169,500	$286,000

The 5-unit SFR fee estimate is based on three-bedroom,1.5 bathroom, 1,500 sq. ft. units, with an overall site area of 25,000 sq. ft. (0.574 acres). The 20-unit MFR fee estimate is based on a mix of three unit types, each with one bathroom: 5 studio units of 500 sq. ft. each; 10 one-bedroom units of 750 sq. ft. each; and, 5 two-bedroom units of 1,000 sq. ft. each. Overall site area estimated at 41,500 sq. ft. (.953 acres).

Highway Impact Fees reflect the maximum anticipated amount based on a project located North of Sharp Park Road. Projects located south of Sharp Park Road are assessed a lower fee of $1,485 per unit, plus Oceana Boulevard trip-based fees of $309 per estimated trip (10 trip minimum per development).

Source: Pacifica Planning Department Staff

[12] Typical entitlements required for a 5-unit detached single-family residential development include Tentative and Final Subdivision Maps and a Negative Declaration. Typical entitlements required for a 20-unit attached multiple-family residential development include a Site Development Permit and Negative Declaration. See Table II-29 for typical processing times for these permits.

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iii. Processing and Permitting Procedures

Special processing and permitting procedures required for certain types of housing projects may increase the costs of development and delay the start of construction. Even projects that may otherwise meet zoning development standards and General Plan development guidelines still must undergo special processing due to requirements established in the Zoning Code. For example, all projects within the R-3 (Multiple-Family Residential) or any commercial zone require issuance of a Site Development Permit prior to authorizing construction. Furthermore, housing developments within any commercial zone require approval of a Use Permit. Typical processing times for projects of this sort are between three and eight months. Appeals to the City Council or Coastal Commission can extend that timeline further. Delays and uncertainty complicate the investment decisions of developers. For those that choose to proceed, they often must price housing units higher to account for the delays and risks they incurred to reach the construction phase.

Projects within the P-D (Planned Development) district also receive careful scrutiny through the discretionary review process. Review and approval of an overarching Development Plan is necessary for any project within the P-D (Planned Development) zone as a pre-requisite to considering more detailed plans for each parcel. After Development Plan approval, a developer must then seek approval of a Specific Plan for each structure or parcel within the Development Plan area. The only housing projects in the city that may avoid discretionary review in most cases are single-family homes and duplexes outside of the Coastal Zone. These types of housing developments are unlikely to meet the total housing demand in Pacifica given the scarcity of buildable land for these housing types and their relatively high per-unit development costs. Therefore, the bulk of the city's future housing development will undergo lengthy develop processing and permitting prior to receiving construction approvals.

The City's Zoning Code vests the Planning Commission with authority to approve, deny, or approve with conditions most developments in Pacifica. Decisions of the Planning Commission are subject to appeal to the City Council. The Planning Commission must make certain findings in order to approve each permit type. A summary of these findings for the most common permit types is below. In addition to these findings, in most cases the Planning Commission must also affirm environmental findings unique to each development site.

Site Development Permit Findings – A permit shall not be issued if the Commission finds:

1) That the location, size, and intensity of the proposed operation will create a hazardous or inconvenient vehicular or pedestrian traffic pattern, taking into account the proposed use as compared with the general character and intensity of the neighborhood;

2) That the accessibility of off-street parking areas and the relation of parking areas with respect to traffic on adjacent streets will create a hazardous or inconvenient condition to adjacent or surrounding uses;

3) That insufficient landscaped areas have been reserved for the purposes of separating or screening service and storage areas from the street and adjoining building sites,

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breaking up large expanses of paved areas, and separating or screening parking lots from the street and adjoining building areas from paved areas to provide access from buildings to open areas;

4**)** That the proposed development, as set forth on the plans, will unreasonably restrict or cut out light and air on the property and on other property in the neighborhood, or will hinder or discourage the appropriate development and use of land and buildings in the neighborhood, or impair the value thereof;

5) That the improvement of any commercial or industrial structure, as shown on the elevations as submitted, is substantially detrimental to the character or value of an adjacent R District area;

6) That the proposed development will excessively damage or destroy natural features, including trees, shrubs, creeks, and rocks, and the natural grade of the site, except as provided in the subdivision regulations as set forth in Chapter 1 of Title 10 of this Code;

7) That there is insufficient variety in the design of the structure and grounds to avoid monotony in the external appearance;

8) That the proposed development is inconsistent with the City's adopted Design Guidelines; or

9) That the proposed development is inconsistent with the General Plan, Local Coastal Plan, or other applicable laws of the City. If the proposal, however, does not have any of the impacts listed above, the Site Development Permit may be granted.

Conditional Use Permit Findings – A permit shall be issued only if the Commission finds:

1) That the establishment, maintenance, or operation of the use or building applied for will not, under the circumstances of the particular case, be detrimental to the health, safety, and welfare of the persons residing or working in the neighborhood or to the general welfare of the City;

2) That the use or building applied for is consistent with the applicable provisions of the General Plan and other applicable laws of the City and, where applicable, the local Coastal Plan; and

3) Where applicable, that the use or building applied for is consistent with the City's adopted Design Guidelines.

Development Plan Findings (P-D District) – Approval shall be granted only if the Commission finds that:

1) The proposed P-D District can be substantially completed within the time schedule submitted by the applicant;

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2) Each unit of the development, as well as the total development, can exist as an independent development capable of creating an environment of sustained desirability and stability or adequate assurance that such objective will be attained;

3) The land uses proposed will not be detrimental to the present or potential surrounding uses but will have a beneficial effect which would not be achieved through other districts;

4) The streets and thoroughfares proposed are suitable and adequate to carry anticipated traffic, and increased densities will not generate traffic in such amounts as to overload the street network outside the P-D District;

5) Any proposed commercial development can be justified economically at the location proposed and will provide adequate commercial facilities for the area;

6) Any exception from the standard district requirement is warranted by the design of the project and amenities incorporated in the development plan;

7) The area surrounding the development can be planned and zoned in coordination and substantial compatibility with the proposed development, and the P-D District uses proposed are in conformance with the General Plan and, where applicable, the Local Coastal Plan, or that changes in the General Plan or Local Coastal Plan are justified;

8) The project is consistent with the City's adopted Design Guidelines; and

9) The project is consistent with the City's General Plan and, if applicable, Local Coastal Plan.

Specific Plan Findings (P-D District) – Approval shall be granted only if the Commission finds:

1) That the specific plan is consistent with the approved development plan; and

2) That the specific plan is consistent with the City's adopted Design Guidelines.

The time required to process a project varies greatly from one project to another and is directly related to the size and complexity of the proposal and the number of actions or approvals needed to complete the process. Table II-29 identifies typical entitlement processing timelines. It should be noted that each project does not necessarily have to complete each step in the process (i.e., small-scale projects consistent with General Plan and zoning designations do not generally require Environmental Impact Reports (EIR), General Plan Amendments, Zone Changes, or Variances). Also, in most cases certain review and approval procedures run concurrently. For example, a review for a condominium project would be processed concurrently with the Site Development Permit, Conditional Use Permit, and Tentative Subdivision Map, as well as any necessary Variances, Parking Exceptions or other permits. Environmental review is also processed simultaneously.

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TABLE II-29

Timelines for Discretionary Permit Processing		
Permit/Approval Type	**Typical Processing Time**	**Approval Body**
Site Development Permit, Conditional Use Permit, Variance, Coastal Development Permit, Parking Exception	6-8 weeks	Planning Commission
Zone Change	12-24 weeks	Planning Commission/City Council
General Plan Amendment	12-24 weeks	Planning Commission/City Council
Tentative Subdivision Map	12-24 weeks	Planning Commission/City Council
General Plan Amendment	12-24 weeks	City Council
Final Subdivision Map	6-8 weeks	City Council
Negative Declaration	12-30 weeks	Planning Commission/City Council
Environmental Impact Report	6-18 months	Planning Commission /City Council

Source: Pacifica Planning Department Staff

Planning Department processing fees also act as a constraint to housing maintenance, improvement, and development. The Planning Department bases its review fees on the City Council-adopted fee schedule, which for 2014-2015 established an hourly rate of $180.00. Some projects require minimal staff review and are relatively inexpensive to process for entitlements. However, large projects – such as those requiring an environmental impact report (EIR) – require a public hearing and can take from 6 to 8 months to process, with a corresponding increase in staff time and cost. The City works closely with developers to expedite approval procedures so as not to put any unnecessary timing constraints on development. Other agencies including Public Works, Fire, Building, and Police review submittals concurrently for consistency with City ordinances, Design Guidelines and General Plan consistency.

After project approval by the Planning Commission or City Council, City permitting and processing continues during the Building Permit stage. The Building Division of the Planning Department performs plan checks and issues building permits. Throughout construction, the Building Division performs building inspections to monitor the progress of the project. Corrections needed during the plan review portion of the building permit stage, or failed inspections during the construction phase, can delay project completion. State law requires local agencies to implement plan reviews and construction site inspections to ensure compliance with the California Building Code, limiting Pacifica's ability to mitigate this constraint.

Table II-30 lists the typical discretionary permits required for the sample developments presented in Table II-28. Certain discretionary permit requirements tend to be site specific, and will depend on site location, topography, zoning, and other factors. Thus, as with the fee estimates for these sample developments, determining the discretionary permits required for the sample developments relied on certain assumptions that may be different for an actual project.

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TABLE II-30

Discretionary Permit Requirements for Sample Developments		
Permit Type	**5-unit Detached Single-Family Residential (R-1 Zone)**	**20-unit Attached Multiple-Family Residential (R-3 Zone)**
Site Development Permit		X
Conditional Use Permit		Req'd for condominium/townhome projects only
Coastal Development Permit	Only within Coastal Zone	Only within Coastal Zone
Tentative Subdivision Map	X	
Final Subdivision Map	X	
Negative Declaration	X	X
Environmental Impact Report		
Total Review Time:	6-8 months	6-8 months

The 5-unit SFR permit estimate is based on an development site comprised of a single 25,000 sq. ft. (0.574 acres) parcel requiring subdivision. The 20-unit MFR permit estimate is based on an apartment project on a single 41,500 sq. ft. (.953 acres) parcel not requiring subdivision. Neither site is within the Coastal Zone, nor within a wetlands or other highly sensitive area for environmental purposes, nor requiring a deviation from any development standards (variance or parking exception).

Source: Pacifica Planning Department Staff

Second Units

Construction of second dwelling units in conjunction with existing single-family detached residential structures is an important way to expand the City's housing stock. It can benefit property owners with additional income, or allow them to care for a family member that needs to be close to care, but still desires some independence. Pacifica's zoning regulations allow construction of second units in many situations within the R-1 zoning district subject only to issuance of a building permit, in accordance with state law. Government Code Section 65852.2(a) allows a local agency to establish regulations for construction of second units. The City of Pacifica has adopted regulations that impose certain limited restrictions on second unit construction.

Pacifica's ordinance allows second units only within the R-1 district. In the R-1 district, the ordinance limits by-right construction of second units to lots in full conformance to development standards. It further limits the density of second units to no more than 25 percent of lots on any block. Additional development standards and density limitations exist, as provided in Pacifica Municipal Code Section 9-4.453. The City's current ordinance requires more than one parking space for a second unit; prohibits the use of tandem parking spaces to meet the minimum parking requirements; and prohibits locating a required parking space for a second unit within a required front yard setback. These provisions are inconsistent with state law, and the City has included an action program in this housing element to adopt a revised ordinance to comply with the Government Code.

iv. Growth Control Ordinance

In January 1982, the Pacifica City Council adopted Ordinance No. 322-C.S., an initiative ordinance known as the "Growth Control Ordinance" which provided for controlled residential growth through

1992. A series of ordinances have extended growth control policies to present day. The current ordinance controlling growth in Pacifica is set to terminate on June 30, 2017. The purpose of the Growth Control Ordinance (GCO) is to manage the timing of residential growth in Pacifica so that development does not outpace the City's ability to provide essential services and infrastructure to support the growth. The Ordinance does not place a cap on residential development. The GCO contains findings concerning adverse effects of rapid residential growth in Pacifica and, as a result, limits new dwelling units to a maximum of 70 units annually. To ensure an equitable distribution of units and to encourage in-fill, the GCO provides that no applicant for development approval shall receive greater than 20% of the annual allotment each year.

There are a number of factors that determine actual development allocations under the GCO. Since enactment, the City has interpreted the GCO to allow accumulation of unallocated units for development in subsequent years. As of December 2014, the balance of units available for allocation was 1,415, resulting from a large number of unused development applications in recent years. A single housing developer could propose a project at any time for up to 283 housing units, or 20 percent of the available allocations. There are also a number of exclusions from the annual development limitations. These include one single-family dwelling unit on an individual existing lot; affordable, senior, or accessible dwelling units; second units; any statutory housing programs which are excluded from growth controls limitations; and any future amendments to the Growth Control Ordinance. At the beginning of fiscal year 2008-2009, there were 1067 allocations available. As of July 2010, a balance of 1,144 permits remained. An excess of permits (over the 70 units allotted per year) has accumulated due to a carry-over of unused permits from previous years.

The GCO provides for a competitive evaluation system to distribute development allocations. The competitive allocation procedure includes criteria and a ranking process. Criteria include, but are not limited to, the following: ability of public facilities, utilities and services to meet the demands created by the project; presence or absence of adverse environmental impacts; site and architectural design quality; the provision of private or public usable open space; consistency with neighborhood character; and, provision of affordable housing, senior housing and housing for persons with disabilities. Low and moderate income projects receive preferential ranking. The Planning Commission must consider each application for a residential development allocation at a public meeting and evaluate and rank the applications according to these criteria. The Planning Commission recommendations are forwarded to the City Council for review and approval. At the public hearing, the City Council must consider the Planning Commission's recommendations and ranking. The City Council then adopts a final ranking list and award residential development allocations pursuant to that list. The City Council may adopt, reject or modify the recommendations and ranking of the Planning Commission.

To permit phasing of multi-unit projects, where such projects exceed the available annual allotment of residential development allocations, the allocation procedure includes a procedure for the phasing of such projects over more than one fiscal year by reservation of succeeding year allotments. Such reservations can be deducted from the number of residential development allocations to be awarded for the fiscal year under consideration. When the number of available residential development allocations exceeds demand for the allocations, the City Council may issue the allocations on an "as needed basis" (i.e., without following the competitive evaluation system process) throughout the year.

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The GCO also provides that property zoned A (Agricultural) or HPD (Hillside Preservation) district may not be rezoned out of agriculture or hillside preservation uses without a vote of the people. The purpose of retaining agricultural zoning is to prevent premature conversion of agricultural land to urban uses, to prevent urban sprawl, and to conserve coastal and open space resources upon which Pacifica's economy depends. The purpose of retaining hillside areas is to protect against potentially hazardous conditions peculiar to hillsides, to ensure development compatible with Pacifica's hillside resources, to preserve open space, and to retain natural terrain by encouraging the concentration of dwelling within developed areas of the city.

The GCO in its current state is not constraining housing maintenance, improvement, or development. Several large developments could occur simultaneously before depleting the existing balance of housing unit allocations. However, should several years of strong residential development occur during the planning period, it is possible the GCO could constrain housing development in the mid- to long-term, especially for larger mixed-use developments with many units. Developments of this sort are essential to meeting Pacifica's housing needs, especially for affordable housing units for extremely low-, very low-, and low-income families, seniors, and persons with disabilities.

B. Nongovernmental Constraints

Many nongovernmental factors can constrain the maintenance, improvement, and construction of housing. Factors include access to financing, costs of land and construction, and community opposition.

i. Availability of Financing

Housing prices continue to recover from the devastating economic downturn that occurred during the Great Recession starting in 2007. The median sales price of a single-family detached home in 2007 was $841,860, while in 2012 it was down to $535,846 (in 2013 dollars). The median sales price for a single-family attached home was similarly depressed, falling from $589,120 in 2007 to $314,363 in 2012. Falling housing prices makes access to financing for purchases more difficult for home buyers. Lenders face uncertainty about the future value of the property serving as collateral for the loans, and as a result are less likely to lend to prospective purchasers. This limits the ability of purchasers, especially those with lower incomes or imperfect credit histories, to pursue home ownership. When individuals and families are unable to access financing to purchase homes, residential developers in turn are less likely to pursue permits for housing developments. The cycle results in fewer home ownership opportunities for Pacificans.

Limited access to financing not only affects home buyers and residential developers, but it also affects existing owners seeking to maintain or improve their housing. Financing plays an important role in funding additions to accommodate growing families or aging family members. It also helps with renovations and upgrades to beautify or improve energy efficiency of the housing stock.

Unfortunately, the City of Pacifica can do little to affect the mortgage lending market. Until mid-2008, home mortgage financing was readily available at attractive rates throughout San Mateo County and California. Rates varied, but ranged from 6.25 percent to 7 percent from 2006-2008 for a 30 year

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fixed rate loan (HSH Associates Financial Publishers).[13] Starting in late-2008, it became difficult to obtain a home purchase loan, even though the average interest rate had fallen to around 5 percent. In particular, people with short credit histories, lower incomes, or self-employment incomes, or those with other unusual circumstances, have had trouble qualifying for a loan or were charged higher interest rates.

Small changes in the interest rate for home purchases can dramatically affect affordability. A 30-year home loan for $400,000 at 5 percent interest would result in monthly payments of roughly $2,150. A similar home loan at 7 percent interest would result in payments of roughly $2660, an increase of more than 20 percent.

Many builders have also struggled recently to find construction loans for residential properties. Complicated projects, like mixed-use developments, are often the hardest to finance. Nonprofit developers find it especially difficult to secure funding from the private sector. In past years, lenders would provide up to 80 percent of the cost of new construction. Yet in recent years, due to market conditions and government regulations, banks require larger investments by builders. All of these factors combine to constrain residential development in Pacifica.

ii. Land Costs

The cost of land is one of the most basic elements of housing development. The more expensive the underlying land, the more expensive the resulting units for prospective purchasers or renters. Opinions vary as to the relative importance of land costs in contributing to housing price increases, although the price of land undoubtedly plays a major role.[14] For example, in 1990 a standard size (5,000 square feet) vacant infill lot in Pacifica, zoned for residential use, sold for $~~85~~150,000 to $175~~00~~,000 (in 2013 dollars). In 2001, a similar lot sold for $~~125~~165,000 to $~~225~~295,000 (in 2013 dollars). In 2009 a standard lot for residential use sold for $~~299~~325,000 to $~~499~~540,~~9~~000 (in 2013 dollars).[15] Prices have moderated ~~somewhat~~ for some ~~basic~~ inland lots, with several selling for approximately $155,000 in 2014. Still, land prices in Pacifica are high, equating to well over a $1,000,000 per acre based on ~~the most~~ recent sales data. It is difficult to estimate the cost of land zoned for multi-family residential development since so few vacant sites exist. However, an estimate of $107,000 to 200,000 per unit is generally considered satisfactory.[16]

iii. Construction Costs

According to the Pacifica Building Division, in 2014 the cost of developing a 2,000 square foot single-family residence in Pacifica ranged from $180 to $220 per square foot, including the price of land. Construction costs for multi-family developments ranged from $150 to $200 per square foot. Costs vary depending upon the type of construction, building materials, and quality of finishes. Soft costs, such as architectural and engineering services, development fees, etc., usually comprise an additional 10 to 15 percent of the construction and land costs. The City attempts to mitigate the cost of construction

[13]Source --San Mateo County Department of Housing and Baird + Driskell Community Planning.
[14]Schwartz, Seymour and Johnson, Robert, Local Government Initiatives for Affordable Housing, U.C. Davis, 1981.
[15]Estimate based on August 2009 MLS listings.
[16]Estimate based on August 2009MLS listings.

of affordable rental and ownership housing through granting density bonuses and allowing second residential units.

iv. Community Opposition

Community opposition can be a significant obstacle to obtaining approvals for new housing developments. Traffic, parking, and/or visual impacts are usually the greatest concerns of residents opposed to new developments. Among the visual impacts that are most sensitive in Pacifica is the concept of "private open space." Many residents have become accustomed to certain privately-owned properties in their neighborhoods remaining undeveloped for many years. These undeveloped properties have served as open space for them, and there is a perception they will remain indefinitely in this state. However, these properties are owned by private individuals who may have expectations of development and corresponding financial returns. When owners finally unveil development plans, resident opposition can be fierce. Affordable housing developments also elicit community concerns about crime and property values. Residents can exert significant political pressure on the elected City Council to oppose developments on vacant land or affordable housing developments. Unknown likelihood of approval or a bruising public engagement process that could tarnish a developer's reputation can discourage new developments in these circumstances. The City can strive to provide accurate information on all aspects of new developments, but cannot always satisfy resident concerns and quell community opposition.

C. Other Constraints

Pacifica has two constraints to development which are not governmental or nongovernmental limitations. They include geologic hazards and highway capacity.

i. Geological Hazards

In January 1982, Pacifica experienced widespread and severe landslides and flooding which caused loss of life and significant property damage. These events caused Pacifica to undertake a new approach to development, including instituting a new geological review process and retaining an independent engineering and geology firm to review all hillside projects. According to Pacifica's geotechnical consultant, slope stability has been overrated in the past in Pacifica, and standards used to evaluate hillside development must be reassessed and strengthened. Pacifica's Seismic and Safety Element (adopted in September 1983) addressed and assessed these geologic events.

Pacifica also experienced coastal bluff retreat of approximately 75 feet in some areas as a result of winter storms during 1983 and 2009. Areas previously considered stable were undercut, houses and trailers were damaged, destroyed, or had to be relocated further inland. Coastal bluff retreat continued throughout 2014 in the northwest section of the City west of Esplanade Avenue. Several apartment buildings have been deemed uninhabitable, and another is at risk of becoming uninhabitable if bluff retreat continues. City staff continues to encourage property owners to implement mitigation measures to prevent the loss of valuable rental housing stock and to restore habitability to those units already lost.

The City now recognizes that geologic hazard mitigation will be required in many areas of Pacifica. This may affect the timing, location, and intensity of future development. For example, geologic

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studies of some bluff top properties may result in lowered densities by reducing the amount of net developable acreage. Additionally, densities on inland sloping properties may be affected where geologic studies indicate that the revenue produced by locating units to achieve maximum densities does not justify the cost of providing engineering solutions sufficient to achieve those densities. In these cases, hazard avoidance may be the only acceptable mitigation measure because mitigation of both on- and off-site geotechnical hazards is a requirement of project approval or building permit issuance.

Pacifica expects that mitigation of existing and potential geologic hazards will, to some extent, reduce its growth rate; however, this effect cannot be quantified at this time, since these constraints are to some extent site specific. It is possible that land use designations may be revised to reflect changed conditions and policies, and this, too, may constrain Pacifica's future housing development potential.

ii. Highway Capacity

The primary north-south traffic corridor to, from, and through Pacifica is State Highway 1. The roadway is also known as Coast Highway and Cabrillo Highway. In 1978, Caltrans noted that considerable~~te~~ vehicular and pedestrian traffic was present (Report of Engineering and Traffic Survey - March 31, 1978). Studies prepared in 1979 (Mori Point Project and Rockaway Beach Condominiums Draft Environmental Impact Reports) indicated that service at critical intersections was at or below Level of Service (LOS) D. Roadway operation at LOS D results in unstable flow and tolerable delays. The Environmental Impact Report (EIR) for each anticipated development concluded that without mitigation, roadway operation would drop to LOS E and possibly LOS F (unacceptable and intolerable congestion and delays).

The 1985 Rockaway Beach Redevelopment Plan EIR indicated that the Highway 1/Reina Del Mar intersection operated at LOS E and F during both A.M. and P.M. peak hours. While the Highway 1/Fassler Avenue intersection operated at LOS E in the A.M. peak hour and LOS C in the P.M. peak hour, the EIR also described alternative Highway 1 improvement options to improve roadway operations.

~~Recent~~ More recent traffic studies and impact analyses along Highway 1 between Reina Del Mar and Fassler Avenue confirmed that the level of service at the Highway 1/Reina Del Mar intersection operated at LOS F during A.M. and P.M. peak hours while the Highway 1/Fassler Avenue intersection operated at LOS F in the A.M. peak hour and LOS C in the P.M. peak hour. The City has long held that LOS C (stable flow, acceptable delay) or better is a satisfactory level of service for Highway 1 and facilitates movement and commerce while preserving public safety.

In response to the ongoing peak hour congestion on Highway 1, Caltrans has ~~P~~proposed highway widening improvements between Westport Drive and Fassler Avenue. ~~are presently in the Environmental Review Phase.~~ ~~Popularly k~~Known as the "Calera Parkway Project," it would~~ill~~ (if ultimately constructed) add a third~~3~~rd lane for both northbound and southbound traffic along Highway 1 between the intersection with Reina Del Mar ~~intersection~~ and the intersection with Fassler Avenue ~~intersection~~. ~~It~~Caltrans expects the project would ~~is expected to~~ improve peak hour traffic level of service to LOS C from the current LOS F. Construction of the project is not a certainty, however. In ~~late~~mid-2013~~4~~, opponents of the highway widening challenged Caltrans's Environmental Impact

Report (EIR) for the project in Superior Court. ~~The trial has concluded and~~After conclusion of the trial, the Superior Court took no action to stop the project, and instead issued a ruling rejecting the petitioners' claims on March 10, 2015.~~a decision is pending.~~ Despite the Court's ruling to allow Caltrans to continue preparations for the project, the agency has yet to obtain approval of all required permits for the Calera Parkway Project. Whether the Calera Parkway Project is eventually constructed or not, the City should still identify the constraint that traffic flow on Highway 1 may pose to future housing development.

Another important roadway within Pacifica is Sharp Park Road. Sharp Park Road is the city's major east-west thoroughfare, handling approximately half of the total peak hour trips leaving Pacifica each day. Drivers exit Highway 1 at Sharp Park Road to drive towards South San Francisco, San Bruno, and other Peninsula cities along Skyline Boulevard or Interstate 280. The remainder of trips continue northbound on Highway 1 to San Francisco or the East Bay via Interstate 280. In the fall of 1990 the reconstruction of lower Sharp Park Road commenced. Construction lasted for one year and was reopened in 1991. This new section of Sharp Park Road now has 2 lanes for both westbound and eastbound traffic directions. The improvement resulted in a roadway with greater capacity that is less winding and safer to travel due to a new concrete median barrier. However, severe slopes along the roadway limit opportunities for future widening, and this could be a major constraint on housing development.

D. Mitigation of Constraints

The City has a strong interest in mitigating constraints on the maintenance, improvement, and development of housing. Its residents need adequate and affordable housing options so persons with extremely low, very low, and low incomes can pursue their livelihoods and care for their families. Quality housing development can strengthen the community and the economy, enhancing the already desirable character of Pacifica. The summary below addresses the City's attempts to mitigate the constraints identified above. Some constraints are extremely difficult to mitigate, but the City will continue to consider ways to promote appropriate housing development.

i. Governmental Constraints

Land Use Controls

Exemptions from Standards

Pacifica's Zoning Code contains provisions that allow relief from the strict application of development standards. Allowing flexibility for developers can result in lower construction expenses or higher densities, which lead to more housing units affordable to persons with extremely low, very low, and low incomes. In extreme cases, relaxing a particular requirement can mean the difference between pursuing project approvals and abandoning a housing development altogether.

The Planning Director, acting as the Zoning Administrator, may grant Minor Modifications to standards governing area, yard requirements, distance between buildings, lot coverage, fence/wall height, and off-street parking. Modifications approved by the Zoning Administrator may not exceed

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20 percent of the respective standards, except in the case of off-street parking, where a reduction of one space is allowable.

When circumstances warrant a greater departure from development standards, the City may grant a permit known as a Variance. A Variance authorizes any deviation from zoning regulations the Planning Commission finds is necessary to allow a property owner to enjoy the same privileges enjoyed by other owners with similarly situated property. The main limitation to a Variance is that it may not authorize a use not permitted by the zoning of the subject site.

The Planning Commission may grant a Variance only if it finds:

1) That because of special circumstances applicable to the property, including size, shape, topography, location, or surroundings, the strict application of the provisions of this chapter deprives such property of privileges enjoyed by other property in the vicinity and under an identical zoning classification;

2) That the granting of such variance will not, under the circumstances of the particular case, materially affect adversely the health or safety of persons residing or working in the neighborhood of the subject property and will not, under the circumstances of the particular case, be materially detrimental to the public welfare or injurious to property or improvements in the area;

3) Where applicable, that the application is consistent with the City's adopted Design Guidelines; and

4) If located in the Coastal Zone, that the application is consistent with the applicable provisions of the Local Coastal Plan.

Definition of "Family"

The term "single-family residential" can be confusing or misleading in some cases. In the traditional sense a family includes members such as parents, their children, and perhaps an elderly relative for whom the family provides care. The City's Zoning Code does not define a family in these same terms, however. The City has a more flexible definition that respects different associations of individuals, whether related by blood or not, that choose to live with one another.

The Zoning Code defines "family" as "one or more persons occupying a premises and living as a single housekeeping unit, as distinguished from a group occupying a hotel, club, or fraternity or sorority house. A family shall be deemed to include necessary servants." Pacifica's definition of family does not discriminate against unrelated individuals living within a single dwelling unit, whether in a single-family or multi-family residential development. The only requirement to qualify as a "family" is that the individuals living together must function as a single housekeeping unit. Generally, this means cooking and sharing meals in a common kitchen as well as sharing other housing-related expenses with one another (i.e. utility bills, insurance, groceries). Pacifica’s definition of “family” provides flexibility to those seeking adequate, affordable housing. These persons can safely and lawfully form a household with unrelated persons in order to share housing-related expenses.

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ii. Nongovernmental Constraints

Land & Construction Costs

Allowances for Residential Uses in Commercial Zoning Districts

Most of the City's future housing development potential lays in commercially-zoned sites. The days of large tract housing development on vacant sites are over in Pacifica. The few remaining vacant sites zoned for residential development are small, fragmented, and often have geological challenges to development. Therefore, it is important to consider commercial sites for their ability to meet Pacifica's future housing need.

The City permits housing development in several commercial zones, most notably the C-1 (Neighborhood Commercial) and C-2 (Community Commercial) zones. Residential development in commercial districts must have a mixed-use configuration with residential uses above ground floor commercial spaces. Approval of mixed-use housing developments is not by-right, but is subject to approval of a Conditional Use Permit and Site Development Permit. Table II-31 indicates the development standards for residential uses in the City's main commercial zones. For clarity in presentation below, the table will only display standards for the C-1 and C-2 districts. The Zoning Code applies standards from the C-1 district to developments in the C-1-A district and from the C-2 district to developments within the C-R and O districts.

TABLE II-31

Allowances for Housing in Commercial Districts

	Zoning District
Standard	C-1 & C-2
Lot Area (min.)	5,000 sq. ft.
Lot Area Per Dwelling Unit (min.)	2,000 sq. ft.
Lot Width (min.)	50'
Setbacks (min.)	None, unless req'd by Site Development Permit
Maximum Lot Coverage	None
Landscaped Area (min.)	10%
Usable Open Space Per Unit (min.)[17]	450 sq. ft.
Height (max.)	35'
Parking Spaces (min.)	1 per studio; 1.5 per 1 BR; 2 per 2+ BR; and, 1 guest per 4 units

Source: Pacifica Municipal Code, Title 9, Chapter 4 "Zoning"

Development standards in commercial zones are generally favorable to mixed-use (residential and commercial) development. These commercial zones have no front, side, or rear setbacks, no floor area ratio limitations, and no lot coverage limits. The flexibility inherent in these regulations create larger developable areas than comparably sized residential sites, helping to mitigate land costs,

[17] Usable open space shall mean common or private outdoor living, recreation, domestic use, or landscaping. Such area may be on the ground or on, a roof, porch, deck, court, or balcony.

construction costs, and delays associated with processing and permitting. Larger developable sites result in greater density, which in turn reduces the per-unit cost of development and ultimately can make housing more affordable to persons with extremely low, very low, and low incomes.

In terms of parking, multi-family units in mixed use projects are subject to the same requirements that apply to other multi-family dwellings. The requirements are cumulatively added to the requirements for the commercial portions of the project to determine the total number of spaces needed. In certain cases, the Planning Commission can grant a lower parking requirement if a developer can show the characteristics of uses within a development can offset parking demands from one another. For instance, certain commercial uses may have large parking requirements during business hours when many residents are away from the site at work. Correspondingly, during evening hours the residential use has a large parking demand while most businesses are closed.

Combined, the favorable treatment of mixed-use housing developments in commercial zones mitigates the constraints of land and construction costs. Given that the City is relying on commercial sites to accommodate housing, the City will encourage and facilitate residential development on commercial sites (mixed-use) for lower-income households.

Density Bonus Ordinance

The Density Bonus Ordinance, adopted in April 1984, offers the incentive of increased density and flexibility in development standards in exchange for housing which will meet the City's need to provide ownership and rental housing affordable to persons with extremely low, very low, and low incomes. Multi-family residential projects can exceed their maximum density, reduce unit floor area, or provide less parking, if provision is made for rental housing, affordable housing, or housing for the elderly or persons with disabilities. The amount of the density bonus ranges from 15 percent for rental housing (including market rate projects) to 50 percent for housing affordable to persons with extremely low, very low, and low incomes, elderly persons, or persons with disabilities. The Density Bonus Ordinance ensures the continued availability of housing granted a density bonus by requiring deed restrictions or other legal arrangements on properties so developed.

Higher housing density combined with relaxed floor area and parking requirements allows developers to mitigate the constraints imposed by land and construction costs. Lower per-unit costs of construction can result in lower per-unit sales costs or rental rates, making housing more affordable to persons with extremely low, very low, and low incomes. An added advantage of the Density Bonus Ordinance is that it provides the greatest bonus for providing housing to the neediest groups: those with extremely low, very low, and low incomes, and seniors or persons with disabilities.

Pacifica's Density Bonus Ordinance requires certain revisions to remain consistent with state law, and the City will undertake an action program to initiate the amendment.

Manufactured Housing

The City's development standards allow construction of manufactured housing in any zoning district that permits single-family dwellings. The R-1 (Single-Family Residential) zoning district permits single-family dwellings by-right, and a property owner or developer can construct manufactured

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housing without undergoing discretionary review. ~~.~~ In the R-2 (Two-Family Residential) and R-3 (Multiple-Family Residential) zoning districts, single-family dwellings – including manufactured housing – require a Use Permit.

The City enacted its Manufactured Housing Ordinance in January 1982. A manufactured house is a structure comprising two or more modules, including mobile homes, which is manufactured off-site and later assembled or installed on a property. Manufactured housing, by virtue of being mass-produced, can be significantly less expensive to develop and to purchase than traditional single-family structures. The design of manufactured housing has improved greatly in recent years, and is a viable option for many lower-income residents. The City's main requirement for manufactured housing is that it meets all California Building Code requirements so that the housing is safe.

Community Opposition

Study Sessions

The City offers study sessions to developers seeking to gauge community and Planning Commission receptiveness to various development proposals. Ahead of a study session, the City sends notices to property owners within 300 feet of a potential development site and holds a public meeting hosted by the Planning Commission. Commissioners, members of the public, and City staff have an opportunity to discuss details of the project in an informal setting. Developers can then build on feedback to revise their development proposals before investing substantial time in finalizing detailed plans.

Offering study sessions allows the City to help developers minimize review time and associated costs by identifying major issues prior to formal application processing. Study sessions fees for commercial projects are refundable if a developer pursues to final building permit inspection the entitlements covered in the study session. For mixed-use projects including housing, the fee refunded is proportional to the amount of the project dedicated to commercial use.

iii. Other Constraints

Highway Capacity

Collection of Improvement Fees

Pacifica has established special funds for the deposit of impact fees to assist in the construction of needed improvements to meet or approach LOS C. Developers of residential projects must contribute a per-unit fee according to the location of their projects within the City. The primary impact area south of Westport Drive in the Fairway Park neighborhood requires relatively higher contributions per unit than the secondary impact area to the north. The fee schedule has been established because the majority of improvements will be necessary along the southern stretch of the highway~~, and this area will experience the most significant increase in land use intensity based on current land use policies~~. Until traffic flow along Highway 1 improves – either by roadway widening or other improvements – the City intends to control the timing of residential development through its Growth Control Ordinance. ~~Even if the Caltrans Environmental Impact Report is upheld in court, it will still be some time until sufficient~~

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~~resources are available from roadway improvement fees and other sources to improve Highway 1 and provide adequate service levels for Pacifica's main thoroughfare.~~

8. Affordable Units at Risk

A potential threat to existing housing units affordable to persons with extremely low, very low, and low incomes is the termination of rental contracts by owners of properties subject to federal subsidy programs. Such contracts may be terminated through cancellation of a Section 8 contract ("opting out") after a certain number of years, or early pay-off of the interest loan after 20 years ("pre-payment"). Project owners who opt-out or pre-pay their rental contracts are free to rent at market rate or, with City approval, may convert rental units to condominiums or a nonhousing use.

The following analysis complies with Section 65583 of the Government Code, which requires that cities analyze and develop programs to preserve assisted housing developments:

A. Inventory of Units At-Risk of Losing Use Restrictions.

i. Period of Analysis
This analysis includes the ten-year period between July 2015 and June 2025.

a. July 2015 – June 2025

Pacifica has only one project subject to risk of losing use restrictions during this ten-year period. Relevant project information is provided below.

Project Name and Address:	Casa Pacifica 1060 Terra Nova Boulevard
Type of Assistance Received:	HUD Sec. 221(D)(3) Market Rate Interest Program
Earliest Date of Possible Change From Low-Income Use:	January 10, 2020 (Opt-out Date)
Number of Elderly and Non-Elderly Units:	Elderly: 101 Non-Elderly: 1 Elderly units are assisted by the Section 8 New Construction rental Assistance Program.
Bedroom Mix:	All units are one (1) bedroom
Building Age:	Approximately 40 years old

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Building Condition:	Good - No rehabilitation necessary
How Units are at Risk:	The owner has already renewed the Section 8 which was due on January 30, 2015. If the owner fails to renew its Section 8 participation by January 30, 2020, the project could lose its low-income use restrictions. The project could then be "converted" to market rate units. One-bedroom units rented for $2,021 per month in 2015, an increase from $1,292 per month in 2014. The substantial increase reduced market pressure for the owner to discontinue participation in the Section 8 program. However, if annual increases allowed by HUD do not keep pace with market rates over the term of participation, the owner may at some point feel financial pressure to pursue greater financial returns.
Factors Which May Eliminate or Reduce Risk:	1. Should the owner decide to "opt-out" of the Section 8 contract, this action would be subject to provisions of federal and state law designed to minimize hardship for the project's tenants. 2. The owner has had renewal options in the past (1987, 1992, 1997, 2005, 2010, 2015) and has always renewed. 3. An "opt-out" is only valid if a one-year notice is provided, allowing time to develop a strategy for preservation of units affordable to persons with extremely low, very low, and low incomes. 4. The Casa Pacifica project includes a condition of approval making the Use Permit valid only for a multi-family senior housing complex. Should the owner attempt to convert the project to non-senior housing, it would require a new Use Permit from the City. However, the condition of approval does not require that the owner maintains the units for low-income occupancy. 5. The City also granted the Casa Pacifica project a Variance from the required number of parking spaces on the condition that the property is used solely as residential housing for seniors. Should the owner attempt to convert the project to non-senior housing, the Variance would no longer be valid and the parking would have to meet current standards. ~~Or else~~Alternatively, the property owner ~~would~~ could request~~ire~~ a new Variance. However, the condition of approval does not require that the owner maintains the units for low-income occupancy.

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No other projects are "at risk" during this ten-year period.

B. Cost Analysis of Preserving Versus Replacing At-Risk Units

i. Cost to Replace
It is estimated that replacing the Casa Pacifica units would cost approximately $14,962,967 ($150 per square foot plus $50,000 per unit).

ii. Cost to Preserve
It is estimated that the cost to preserve the units would be substantially less than to replace due to the cost and scarcity of developable land and increased construction costs.

C. Resources for Preservation

i. Public Agency and Nonprofit Housing Corporations Listed below are agencies that have the ability to assist in preserving the Casa Pacifica project.

- City of Pacifica
  170 Santa Maria Avenue
  Pacifica, CA 94044
  (650) 738-7300

- Mid-Peninsula Housing Coalition
  303 Vintage Park Drive
  Foster City, CA 94404
  (650) 356-2900

- National Church Residences
  2335 North Bank Drive
  Columbus, OH 43220
  (800) 388-2151

- BRIDGE Housing
  600 California Street, Suite 900
  San Francisco, CA 94108
  (415) 989-1111

ii. Public Financing and Subsidy Programs
Listed below are financing and subsidy programs that could be used to preserve the Casa Pacifica project for low-income use.

- Community Development Block Grant Program (CDBG) funds for the purpose of preserving low-income housing.

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The City does not currently receive any CDBG funds for the purpose of preserving low-income housing.

- Administrative fees (reserves) of any housing authority operating within the community.

  There is no local housing authority operating within Pacifica.

- Pacifica Housing Fund

  The City has limited financial resources that in some instances may assist with preservation of senior housing units. The primary source of funding for affordable housing development or preservation in the future is expected to be the City's in lieu housing fee. The City adopted an inclusionary zoning ordinance in April 2007 which contains a provision allowing developers to pay an amount of money "in lieu" of constructing an affordable unit. The in-lieu payment for each below market rate unit (BMR) shall reflect the estimated cost to provide the BMR unit. ~~For instance, the City has issued two loans totaling $600,000 to assist with the purchase of the Ocean View low-income senior apartment complex. To make this transaction complete, the County Housing Authority borrowed $258,000 from the City's General Fund. Additional low-income housing is currently under consideration and will continue to be so in the future. The City also adopted an inclusionary zoning ordinance in April 2007 which contains a provision requiring developers to pay an amount of money "in lieu" of providing a unit. The in-lieu payment for each below market rate unit (BMR) shall reflect the estimated cost to provide the BMR unit.~~

D. Other Projects

Three other projects in Pacifica offer subsidized low-income housing for seniors. The Ocean View Apartments at 555 Crespi Drive are entirely occupied by seniors receiving Section 8 rental assistance. However, the owners ~~(National Church Residences)~~ of the project (National Church Residences) have already fulfilled their mortgage obligations, and the City is not required to analyze the "at-risk" potential of the project. National Church Residences has previously expressed its ~~complete~~ commitment to continuing Section 8 rentals at the site. Nevertheless, the City should continue to monitor the status of the Ocean View Apartments. As with the Casa Pacifica project, the City granted a Parking Variance to the Ocean View project on the condition that the project remains senior housing, and the Variance will become "null and void" if converted to market rate housing (and the site will require additional parking). This condition will encourage the maintenance of senior housing at the Ocean View project. If necessary, the City ~~sh~~could use the resources noted above to help preserve the project for low-income use. In 2015, BRIDGE Housing was in the process of purchasing the project from National Church Residences. BRIDGE Housing is a non-profit affordable housing development and property management organization.

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Another project for low-income seniors in Pacifica is the Pacific Oaks project at 750 Oddstad Boulevard. The covenants, conditions, and restrictions for Pacific Oaks run with the life of the project, and no preservation efforts by the City are necessary.

The Good Shepherd Senior Housing project has added an additional 42 units for the elderly population of Pacifica. The Good Shepherd project is located at 901 Oceana Boulevard and has restrictions protecting the status of the units as senior housing. No preservation efforts by the City are necessary.

9. Opportunities for Energy Conservation

In December 2013, the City of Pacifica adopted the state Green Building Standards Code in California Code of Regulations, Title 24, Part 11. These standards, more commonly known as the "Green Building Code," regulate many aspects of construction to reduce the impacts of buildings on the environment. The City's regulations are in conformance to statewide standards.

There are several benefits of green building:

Environmental benefits

- **Reduces use of natural resources**

Health and safety benefits

- **Enhances occupant comfort and health, as well as that of the greater community**

Community benefits

- **Minimizes strain on local infrastructure, improves the quality of the building stock, and extends the useful life of structure**

Economic benefits

- **Improves the bottom line for owners, building professionals, and the community**

Prior to its adoption of statewide standards, in May 2008, the City of Pacifica created a Citizens' Green Building Task Force to provide a forum for development of "green building" regulations. The City thereafter developed and adopted its own Green Building Ordinance in late-2010. The City also adopted a Climate Action Plan in 2014 which identifies strategies to reduce energy consumption, thereby reducing greenhouse gas (GHG) emissions. The City of Pacifica has demonstrated a strong commitment to pursuing energy conservation in the built environment.

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III. LAND INVENTORY

1. Purpose

State housing law (Government Code Section 65583(a)(3)) calls for "an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment and an analysis of the relationship of zoning and public services to these sites." In 2009, a City consultant completed a survey of vacant or undeveloped sites. These sites were identified by field surveys, aerial photographs, and County Assessor data. Despite being five years old, the survey remains valid due to the low-level of residential development in Pacifica during the interceding period. Furthermore, no zoning changes with significance for housing development have occurred. Based on an updated review of the survey in 2015, the City has concluded that sufficient land exists to accommodate residential development within the eight-year planning period covered by this Housing Element update.

The following section summarizes the survey results and identifies sites in Pacifica where development of housing can occur within the current housing element planning period. More detailed site specific information is available in the "Pacifica General Plan Existing Conditions and Key Issues" report from July 2010.

2. Sites Available Within the Eight-Year Planning Period

The land identified in the survey is designated in the Land Use Element of the General Plan for residential or mixed-use (commercial/residential) development, and public services are available to all the sites. For the eight-year planning period covered by this Housing Element, the 2009 survey referenced above indicated that adequate land is available for Pacifica to meet its regional housing needs. Many of the sites are easily served with utilities and roads, are close to community services and shopping, have no major physical hazards, would be consistent with adjoining development, and are zoned for residential development. These sites can also accommodate housing for all income levels. For a discussion of farm worker housing, see Section II.6.H.

It should be noted that the survey did not include second unit potential or density bonuses. Significant variability in the factors contributing to eligibility and suitability for second units and density bonuses made such analysis infeasible. Therefore, the potential number of new units presented for each site could be higher than the range of units presented in the survey.

At the time of adoption of the 2015-2023 Housing Element, the City was in the process of updating its General Plan, including the Land Use Element. Some General Plan land use designations affecting housing may change if the City Council adopts the draft Land Use Element of the General Plan ~~Land Use Element~~ in its current form. Notably, the residential component permissible in all "Commercial" designations in the current General Plan ~~will~~ may be consolidated within new mixed use designations in the draft Land Use Element of the General Plan. The result ~~is~~ would be that housing ~~will~~ would be allowed in fewer areas of the city but at higher densities. In order to circumvent the need to amend the Housing Element after ~~draft~~ adoption of a ~~General Plan~~new Land Use Element ~~adoption~~, the Housing Element contains two maps and two tables of potential housing development sites. The first map/table set identifies sites suitable for housing development under the current Land Use Element of the General

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Plan, adopted in 1980. The second map/table set identifies sites suitable for housing development under the draft Land Use Element of the General Plan if it is adopted in its current form (March 2014 version). The City will take appropriate steps to ensure General Plan ~~conformity~~ consistency and RHNA accommodation within ~~of its~~the Housing Element if there are any changes to the draft Land Use Element of the General Plan that affect the housing sites identified below.

Figure III-1 displays the locations of potential housing sites suitable under the current Land Use Element of the General Plan, and Table III-1 summarizes site-specific details pertaining to the development potential of these sites. The City has identified sites capable of accommodating ~~422~~ 434 housing units.

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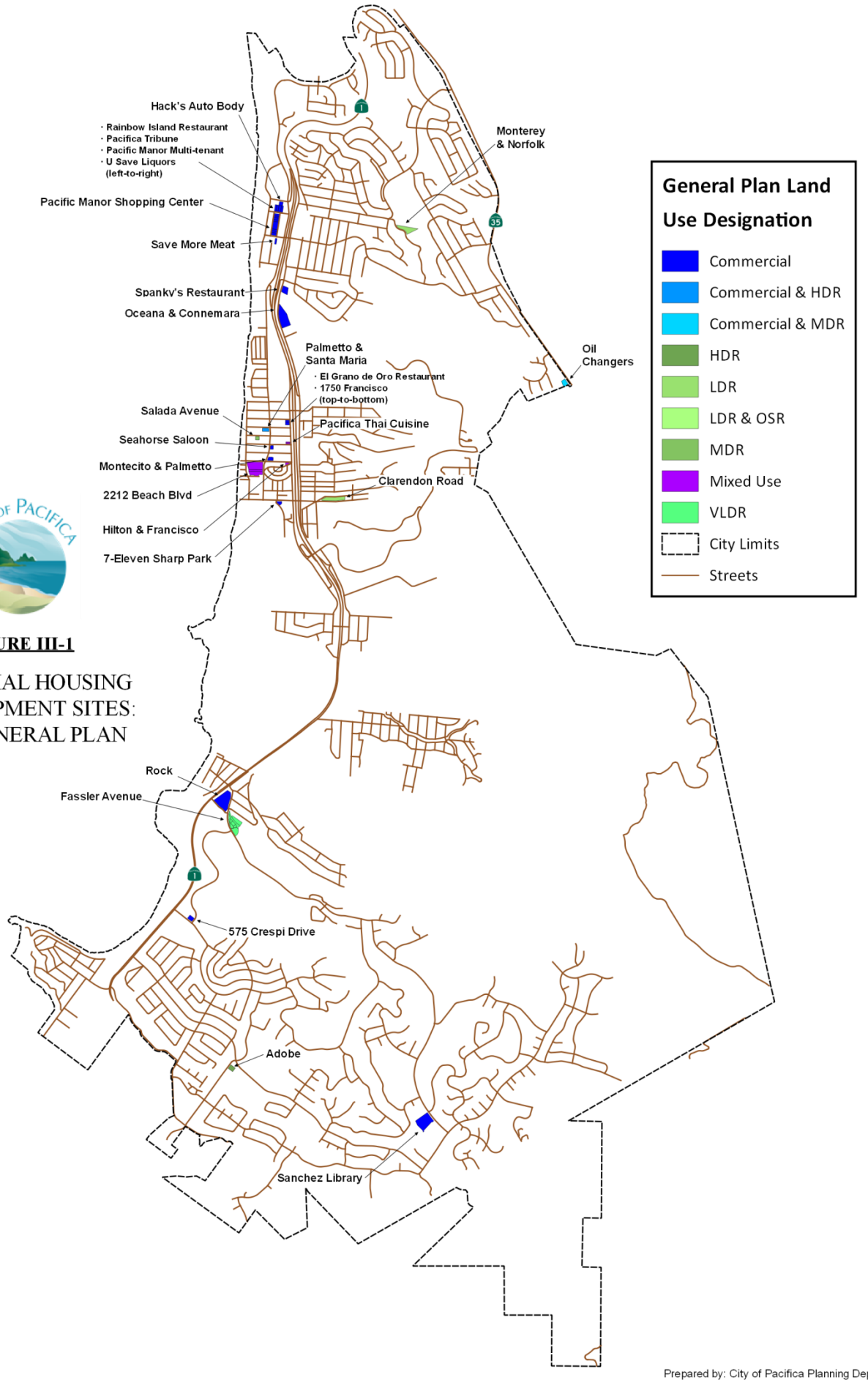

FIGURE III-1

POTENTIAL HOUSING DEVELOPMENT SITES: 1980 GENERAL PLAN

Prepared by: City of Pacifica Planning Dept. (5/1/2015)

TABLE III-1

Potential Housing Development Sites – Current General Plan[18]

Site	APN	Location/ Condition	Zoning	General Plan Designation	Lot Area (Acres)	Allowable Density	Allowable Units (#)	Existing Use
~~1~~	~~009-031-010~~ ~~009-035-140~~ ~~009-035-150~~ ~~009-035-160~~ ~~009-035-170~~ ~~009-035-180~~ ~~009-035-190~~ ~~009-035-200~~	~~Fish Palmetto & Westline/ Moderate slopes~~	~~R-1/CZ~~	~~MDR~~	~~1.03~~	~~15 du per acre~~	~~15~~	~~Vacant~~
~~2~~1	009-412-060	Hack's Auto Body/Flat	C-1/CZ	Commercial	.230	21.8 du per acre	5	Commercial
~~3~~2	009-132-020	Rainbow Island Restaurant/Flat	C-1/CZ	Commercial	.18	21.8 du per acre	4	Commercial
~~4~~3	009-132-030	Pacifica Tribune/Flat	C-1/CZ	Commercial	.23	21.8 du per acre	5	Commercial
~~5~~4	009-132-040	Pacific Manor Multi-tenant Commercial/ Flat	C-1/CZ	Commercial	.32	21.8 du per acre	7	Commercial
~~6~~5	009-132-050	U Save Liquors & Pamper Me Nail Spa/Flat	C-1/CZ	Commercial	.20	21.8 du per acre	4	Commercial
6	009-134-330 009-134-340 009-134-350 009-134-360 009-134-390 009-134-400 009-134-410 009-134-520	Pacific Manor Shopping Center/Flat	C-1	Commercial	2.1	21.8 du per acre	46	Commercial
7	009-162-590	Save More Meat Market/Flat	C-1/CZ	Commercial	.157	21.8 du per acre	3	Commercial

[18] The height limit for all potential housing development sites is 35 feet above grade.

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Potential Housing Development Sites – Current General Plan[18]

8	009-381-010	Monterey & Norfolk/Flat	R-3	LDR	1.0	8.7 du per acre	9	Vacant
9	009-253-280	~~Dallas'~~ Spanky's Restaurant/ Partially Flat & Partially Moderate slopes	C-2	Commercial	.662	21.8 du per acre	14	Commercial & Vacant
10	009-245-010	Oceana Blvd & Connemara Dr/Moderate slopes	C-1	Commercial	2.67	21.8 du per acre	58	Vacant
11	009-320-200	Oil Changers/Flat	C-1	Commercial & MDR	.512	21.8 du per acre/15 du per acre	9	Commercial
12	016-041-090	El Grano de Oro Restaurant/Flat	C-1/CZ	Commercial	.119	21.8 du per acre	3	Commercial
13	016-041-100	1750 Francisco Blvd/Flat	C-1/CZ	Commercial	.183	21.8 du per acre	4	Commercial
14	016-032-310	Palmetto Ave & Santa Maria Ave/Flat	R-3 & C-1/CZ	Commercial & HDR	.360	21 du per acre	8	Vacant
15	016-050-050	Salada Ave b/t Beach Blvd & Palmetto Ave/Flat	R-2/CZ	MDR	.207	15 du per acre	3	Vacant
16	016-060-110 016-060-120	Pacifica Thai Cuisine/Flat	C-1/CZ	Mixed Use (HDR & Commercial)	.135	21 du per acre	3	Commercial
17	016-191-320	Seahorse Saloon/Flat	C-1/CZ	Commercial	.186	21.8 du per acre	4	Commercial
18	016-192-320	Montecito Ave & Palmetto Ave/Flat	C-1/CZ	Commercial	.31	21.8 du per acre	7	Vacant

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Potential Housing Development Sites – Current General Plan[18]

19	016-204-020 016-204-999 016-294-620	2212 Beach Blvd/ Flat	P-D/CZ	Mixed Use (HDR & Commercial)	3.5	21 du per acre	74	Public Facility
~~19~~20	016-211-180	Hilton Way & Francisco Blvd/Flat	C-1/CZ	Mixed Use (HDR & Commercial)	.117	21 du per acre	2	Vacant
~~20~~21	016-400-280	7-Eleven Sharp Park/Flat	C-1/CZ	Commercial	.23	21.8 du per acre	5	Commercial
~~21~~22	016-355-150	Clarendon/Flat	R-1	LDR	1.35	8.7 du per acre	12	Vacant
~~22~~	~~016-421-010~~	~~Lower Gypsy Hill/Hillside~~	~~R-1/B-3/B-10/HPD~~	~~LDR & OSR~~	~~4.4~~	~~9 du per acre (LDR)/1 du per 5 acres (OSR)~~	~~24~~	~~Vacant~~
~~23~~	~~018-140-620~~	~~Zeebros Coast Hwy & Harvey Way/Steep slopes~~	~~R-1/B-10/HPD & R-1/B-3/HPD~~	~~LDR & OSR~~	~~56.03~~	~~1 du per 5 acres~~	~~11~~	~~Vacant~~
~~24~~23	022-012-020	Rock/ Moderate slopes	C-1+	Commercial	2.87	21.8 du per acre	63	Vacant
~~25~~24	022-042-260 022-043-010 022-043-020 022-043-200 022-043-220 022-045-010 022-045-999	Fassler Ave/Moderate slopes	C-1	VLDR	2.65	2 du per acre	5	Vacant
~~26~~	~~023-075-050~~	~~San Pedro Rd/Moderate slopes~~	~~C-3~~	~~HDR~~	~~2.46~~	~~21 du per acre~~	~~52~~	~~Vacant~~
25	022-142-140	575 Crespi Drive/Flat	C-1	Commercial	.36	21.8 du per acre	8	Commercial
~~27~~26	023-222-080	Adobe/Flat	R-3-G	HDR	.418	21 du per acre	9	Vacant

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Potential Housing Development Sites – Current General Plan[18]

~~28~~27	023-593-140	Sanchez Library/Flat	C-1	Commercial	2.77	21.8 du per acre	60	Library
~~29~~	~~023-361-160~~	~~Hillside Meadows/ Hillside~~	~~R-1/B-4~~	~~VLDR~~	~~6.8~~	~~2 du per acre~~	~~14~~	~~Vacant~~

Source: City of Pacifica, 2015; San Mateo County, 2009; Dyett & Bhatia, 2009.
Note: Maximum building height for all sites is 35 feet under current zoning.

Figure III-2 displays the locations of potential housing sites suitable under the draft Land Use Element of the General Plan (March 2014 version), and Table III-2 summarizes site-specific details pertaining to the development potential of these sites. The City has identified sites capable of accommodating ~~430~~ 494 housing units. These sites will not take effect in the Housing Element unless and until the City Council adopts an updated Land Use Element so designating the sites in Table III-2.

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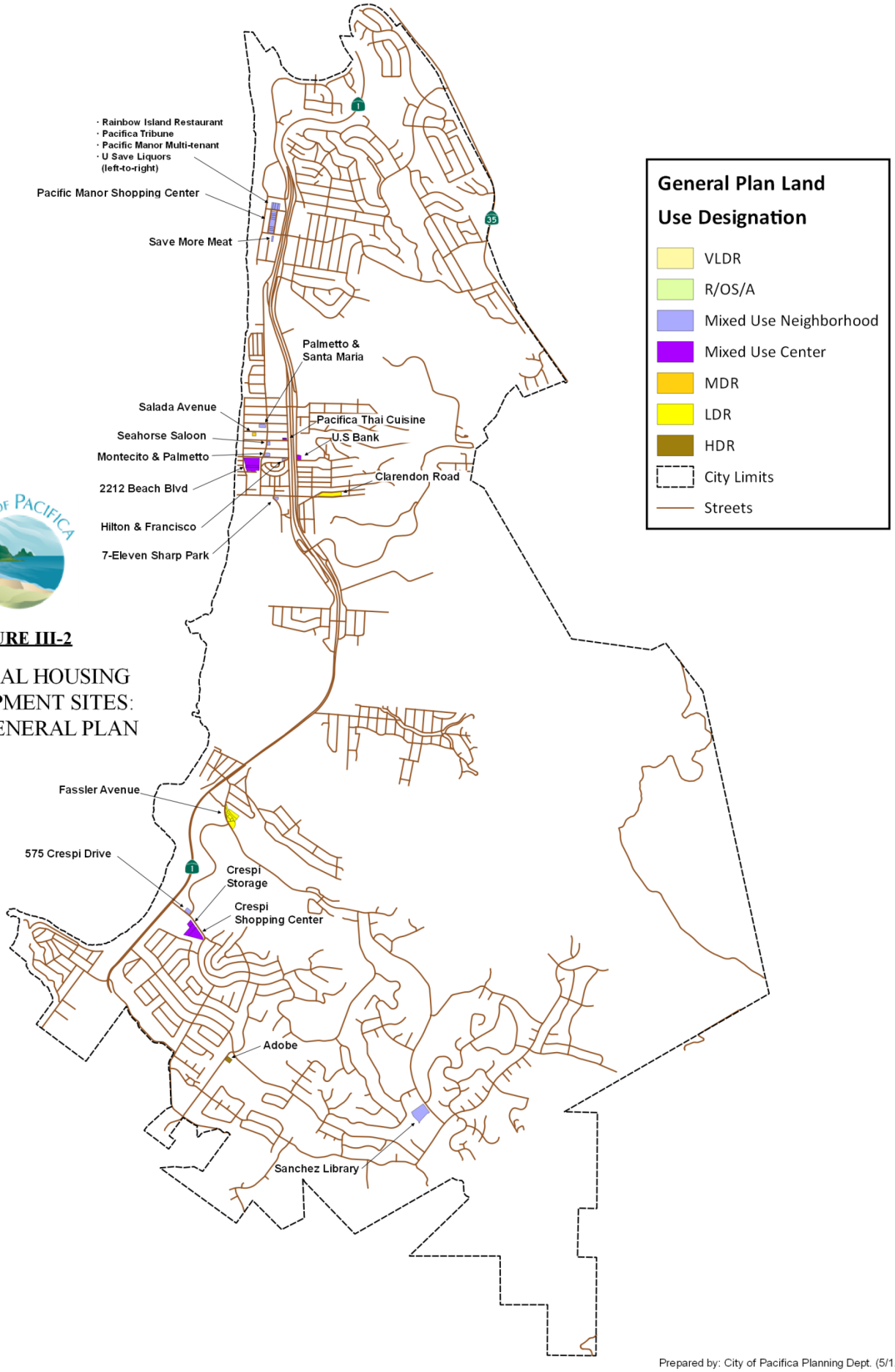

FIGURE III-2

POTENTIAL HOUSING DEVELOPMENT SITES: DRAFT GENERAL PLAN

Prepared by: City of Pacifica Planning Dept. (5/1/2015)

TABLE III-2

Potential Housing Development Sites – Draft General Plan[19]

Site	APN	Location/ Condition	Zoning	Draft General Plan Designation	Lot Area (Acres)	Allowable Density	Allowable Units (#)	Existing Use
~~1~~	~~009-031-010~~ ~~009-035-140~~ ~~009-035-150~~ ~~009-035-160~~ ~~009-035-170~~ ~~009-035-180~~ ~~009-035-190~~ ~~009-035-200~~	~~Fish Palmetto & Westline/ Moderate slopes~~	~~R-1/CZ~~	~~LDR~~	~~1.03~~	~~9 du per acre~~	~~9~~	~~Vacant~~
~~2~~1	009-132-020	Rainbow Island Restaurant/Flat	C-1/CZ	Mixed Use Neighborhood	.18	26 du per acre	5	Commercial
~~3~~2	009-132-030	Pacifica Tribune/Flat	C-1/CZ	Mixed Use Neighborhood	.23	26 du per acre	6	Commercial
~~4~~3	009-132-040	Pacific Manor Multi-tenant Commercial/ Flat	C-1/CZ	Mixed Use Neighborhood	.32	26 du per acre	8	Commercial
~~5~~4	009-132-050	U Save Liquors & Pamper Me Nail Spa/Flat	C-1/CZ	Mixed Use Neighborhood	.20	26 du per acre	5	Commercial
5	009-134-330 009-134-340 009-134-350 009-134-360 009-134-390 009-134-400 009-134-410 009-134-520	Pacific Manor Shopping Center/Flat	C-1	Mixed Use Neighborhood	2.1	26 du per acre	55	Commercial
6	009-162-590	Save More Meat Market/Flat	C-1/CZ	Mixed Use Neighborhood	.157	26 du per acre	4	Commercial
7	016-032-310	Palmetto Ave & Santa Maria Ave/Flat	R-3 & C-1/CZ	Mixed Use Neighborhood	.360	26 du per acre	9	Vacant

[19] The height limit for all potential housing development sites is 35 feet above grade.

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Potential Housing Development Sites – Draft General Plan[19]

8	016-050-050	Salada Ave b/t Beach Blvd & Palmetto Ave/Flat	R-2/CZ	MDR	.207	15 du per acre	3	Vacant
9	016-060-110 & 016-060-120	Pacifica Thai Cuisine/Flat	C-1/CZ	Mixed Use Center	.135	50 du per acre	7	Commercial
10	016-220-150	U.S. Bank/Flat	P	Mixed Use Center	.322	50 du per acre	16	Commercial
11	016-191-320	Seahorse Saloon/Flat	C-1/CZ	Mixed Use Neighborhood	.186	26 du per acre	5	Commercial
12	016-192-320	Montecito Ave & Palmetto Ave/Flat	C-1/CZ	Mixed Use Neighborhood	.31	26 du per acre	8	Vacant
13	016-204-020 016-204-999 016-294-620	2212 Beach Blvd/ Flat	P-D/CZ	Mixed Use Center	3.5	50 du per acre	84[20]	Public Facility
~~13~~14	016-211-180	Hilton Way & Francisco Blvd/Flat	C-1/CZ	Mixed Use Neighborhood	.117	26 du per acre	3	Vacant
~~14~~15	016-400-280	7-Eleven Sharp Park/Flat	C-1/CZ	Mixed Use Neighborhood	.23	26 du per acre	6	Commercial
~~15~~16	016-355-150	Clarendon/Flat	R-1	LDR	1.35	9 du per acre	12	Vacant
~~16~~	~~018-140-620~~	~~Zeebros Coast Hwy & Harvey Way/Steep slopes~~	~~R-1/B-10/HPD & R-1/B-3/HPD~~	~~R/OS/A~~	~~56.03~~	~~1 du per 5 acres~~	~~11~~	~~Vacant~~

[20] The City Council's approval on September 23, 2013, limited the site to no more than 84 housing units, less than the maximum permissible General Plan density.

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Potential Housing Development Sites – Draft General Plan[19]

17	022-042-260, 022-043-010, 022-043-020, 022-043-200, 022-043-220, 022-045-010, 022-045-999	Fassler Ave/Moderate slopes	C-1	LDR	2.65	9 du per acre	24	Vacant
~~18~~	~~022-162-310~~	~~570 Crespi Drive/Flat~~	~~M-1~~	~~Mixed Use Center~~	~~.998~~	~~50 du per acre~~	~~50~~	~~Vacant~~
18	022-142-140	575 Crespi Drive/Flat	C-1	Mixed Use Neighborhood	.36	26 du per acre	9	Commercial
19	022-162-350 022-162-380	Crespi Storage/Flat	C-3	Mixed Use Center	1.357	50 du per acre	68	Commercial
20	022-171-190	Crespi Shopping Center/Flat	C-1/P	Mixed Use Center	1.51	50 du per acre	76	Commercial
21	023-222-080	Adobe/Flat	R-3-G	HDR	.418	21 du per acre	9	Vacant
22	023-593-140	Sanchez Library/Flat	C-1	Mixed Use Neighborhood	2.77	26 du per acre	72	Library
~~23~~	~~023-361-160~~	~~Hillside Meadows/ Hillside~~	~~R-1/B-4~~	~~VLDR~~	~~6.8~~	~~2 du per acre~~	~~14~~	~~Vacant~~

Source: City of Pacifica, 2015; San Mateo County, 2009; Dyett & Bhatia, 2009.
Note: Maximum building height for all sites is 35 feet under current zoning.

A. Environmental and Physical Constraints

Environmental constraints known to the City that could affect residential development in areas planned for such use are the potential presence of the San Francisco garter snake and the California red-legged frog. These species are present in various locations throughout Pacifica, and only site-specific biological analysis can confirm their presence. When biological investigations for earlier developments have located populations of these species, the City has worked with developers to provide mitigation by protecting potential affected areas of habitat for these species. Mitigation has included altering development plans so as not to disturb site areas comprising habitat. Although the City does not

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consider the presence of these species a significant constraint to the accommodation of the City's share of regional housing needs, identification of these species at any given housing development site could be quite impactful on an individual project basis.

Physical constraints to housing development in Pacifica include hillside erosion, coastal erosion, and seismic hazards. Landslides and slope failures can result from any of the listed hazards and have presented serious problems in the past. The City is unaware of any immediate or direct threat to any of the identified housing sites from these constraints, but further geological analysis as part of a development review process could jeopardize initial site plans. Unstable or unsuitable soils for development could reduce maximum density at housing sites. It is possible, however, to address most physical constraints of this sort through enhanced engineering techniques and appropriate residential design. The trade-off to this approach is greater development expense, which can jeopardize housing affordability. None of the sites identified for residential development during the planning period are within known hazard areas. Seven of the selected sites, however, are identified in the Open Space Task Force report as candidates for preservation. These parcels include the Calson, Fish, Hacienda Court/Place, Lower Gypsy Hill, Rock, San Pedro Road, and Zeebros properties. Although these properties have been identified in the Open Space Task Force report as candidates for preservation, they have not been designated as open space and there are no development limitations imposed on these properties.

All sites identified for residential development are within existing service areas for water, sewer, and electrical utilities. The City is unaware of any service limitations that would affect any of the residential development sites.

B. Zoning Appropriate to Accommodate Lower Income Housing

Government Code Section 65583.2 provides two options to demonstrate zoning appropriate to accommodate housing affordable to lower income households. A jurisdiction may provide an analysis demonstrating how identified zoning and densities encourage and facilitate the development of housing for lower income households, or may utilize a default density deemed appropriate for the jurisdiction. State law specifies the default density for Pacifica as 30 units per acre based on its "metropolitan" location within a Metropolitan Statistical Area (MSA) with a population of 2,000,000 or greater. However, Pacifica's highest density residential designation allows 16-21 units per acre, less than the State's default density. Therefore, the City will not rely upon the default density method, and instead will conduct the alternative analysis.

The following analysis, based on factors including market demand, financial feasibility, and development project experience, will demonstrate Pacifica's existing adopted densities are appropriate to accommodate housing affordable to lower income households, including those with extremely low, very low, and low incomes.

As indicated above, the City is relying primarily on sites with High-Density Residential (HDR) and Commercial land use designations within its General Plan. The corresponding zoning for these sites is R-3, R-3-G, C-1, or C-2. The HDR land use designation has a minimum density of 16 units per acre. When combined with R-3 zoning, R-3/HDR sites allows up to 21 units per acre, the maximum permissible density under the HDR designation. Sites with Commercial land use designations have no

minimum residential density. The maximum density of Commercial sites with C-1 or C-2 zoning is 22 units per acre. The calculated maximum densities for each site in Table III-1, above, are realistically attainable, as will be shown in the analysis that follows.

Affordable housing developers have stated that Pacifica's adopted densities are appropriate for the City and that several developments at similar densities have been constructed in jurisdictions similar to Pacifica. The City evaluated its current multi-family development standards and on-site improvement requirements (e.g., setbacks, building height, parking and open space requirements, commercial component requirement in commercial zones), and determined that maximum densities could be obtained in R-3, R-3-G, C-1, and C-2 zones. As an example, using a typical site plan design for a three-story mixed-use development on a .96-acre site with a 35-foot building height requirement, 2 parking spaces per unit parking, and 450 square feet per unit open space requirement, maximum densities of 21 or more units per acre can be achieved.

Supporting the realistic capacity estimates are the high land costs. For example, residential parcels in Pacifica in 2014 cost over $1,000,000 per acre, with associated construction costs exceeding $150 per square foot (Section II.7.B). These costs promote development at maximum densities to make multi-family residential development economically feasible by maximizing the number of residential units per acre.

In addition, a review of recent multi-family residential developments approved and constructed reveal that multi-family developments, as a result of incentives for housing affordable to lower income households and a local density bonus, achieved densities greater than the maximum density of 21 units per acre. This is a direct result of City efforts to assist developers in making residential development economically feasible in a high cost area by maximizing density. See Table III-3.

TABLE III-3

Actual Build-out Density

Name	Zoning	Site Acreage	Allowable Density Per Acre	Approved/ Constructed Units Per Acre	Allowable Units at Site	Approved/ Constructed Units at Site
Casa Pacifica	R-3	2.25	21	45	47	101
Cypress Walk	P-D	10.34	21	9	217	95
Oceano	R-3	1.334	21	31	28	42
Ocean View	R-3	1.51	21	66	32	100
Pacifica Oaks	R-3	3.965	21	26	83	104

Source: City of Pacifica Planning Department, 2014

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In addition to State Density Bonus Law, the City's Density Bonus Ordinance offers the incentive of increased density and flexibility in development standards in exchange for housing which will help meet the City's need to provide rental housing and housing affordable to persons with extremely low, very low, and low incomes. Multi-family residential projects can exceed their maximum density if provision is made for rental housing, affordable housing, housing for seniors, or housing for persons with disabilities. The amount of the density bonus ranges from 15 percent for entirely rental housing to 50 percent for housing affordable to persons with extremely low, very low, and low incomes, seniors, or persons with disabilities. The ordinance allows, in addition to a density increase, a reduction in the floor area of affordable units and a relaxation of City parking standards. This has resulted in densities that exceed those allowable under the density bonus alone.

Commercially Zoned Sites

As discussed earlier, the City's Commercial-zoned sites will accommodate a majority of the housing need for lower income units based on the minimum and average expected densities. The City based this conclusion upon two assumptions: First, most sites identified in districts allowing mixed-use (C-1, C-2 and C-R), will be developed with residential components, and second, developers will build to the average expected densities for each of these districts.

The first of these assumptions is prudent in light of recent trends. As shown in Table III-4~~"B"~~, all recently proposed mixed use projects in Commercial zone sites were almost exclusively residential use projects. The commercial to residential ratios show that the developments were more residential and commercial uses were only proposed on ground floors that faced a major street. Additionally, every project listed in Table III-4 exceeded the average allowable density of the zone it was located in.

TABLE III-4

Recent Mixed-Use Developments

Address	Commercial Area (sq. ft.)	Residential Area (sq. ft.)	Commercial-to-Residential Ratio
1267 Danmann Ave	800	3,600	18%
1275 Danmann Ave	800	1,700	47%
411 Dondee Way	1,158	3,118	27%
2270 Palmetto Ave	1,235	3,246	27%
2304 Palmetto Ave	650	3,480	16%
2307 Palmetto Ave	3,245	4,969	39%
2310 Palmetto Ave	605	1,390	30%
2318 Palmetto Ave	2,018	4,056	33%

Source: City of Pacifica Planning Department, 2014

There are several other reasons why the majority of commercial sites are likely to develop as mixed-use projects during the planning period:

1. Mixed use zones have minimal commercial component requirements.
2. The City supports housing in the City's mixed-use areas.

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3. The General Plan supports residential development in mixed-use areas with incentives and programs for reduced parking and other cost-reducing measures.
4. The majority of mixed-use sites are not prime corner sites favored by commercial establishments.
5. The sites are located in close proximity to other sites where new residential development has been built or approved.

Thus, it is reasonable to assume that while not all future mixed-use sites will be developed as majority residential-use projects, the vast majority of them will be developed as such with densities at or above the average allowable densities. As mentioned previously, high land costs in Pacifica will require developers to maximize density in order to ensure sufficient returns on their investments. Finally, the City's Draft General Plan amendment that is underway also suggests increasing housing densities to as many as 50 units per acre in one of the new mixed-use designations that would be created.

Small Sites

Many of the available vacant sites identified by the City are located on smaller parcels. While it can be difficult to develop housing affordable to lower income households, the City has provided incentives and assistance resulting in such affordable housing on small sites. For example, the City approved an affordable 10-unit project on a small 11,831 square foot lot that provides rental housing for families. Three of the units are marketed to low-income families whose incomes are at or below 40 percent of the Area Median Income. Five of the units are offered to low-income families whose incomes are at or below 50 percent of the Area Median Income, and the remaining two units are leased to families whose incomes are at or below 60 percent of the Area Median Income. This project, Pacifica Pines Apartments, was financed by HOME funds, tax credit equity, and Community Development Block Grant (CDBG) funds. Based on this example, it is clear that delivering affordable housing on small lots is feasible in Pacifica. As listed in Table III-1, the Fish site is comprised of eight small parcels ranging from 3,920 to 6,818 square feet. An opportunity exists to promote parcel consolidation to ensure that minimum densities are achieved and integrated site planning occurs by working in partnership with affordable housing developers to develop a Priority Lot Consolidation List with the goal of creating a list of "ready to go" development sites that can be shown to potential developers. The list should:

1. Prioritize sites located in General Plan land use areas designed for multi-family residential development (High-Density Residential and Commercial sites);
2. Consider common ownership patterns, the physical condition of existing buildings, on-site constraints, and the Assessor's ratio of improvement value to land value – an indicator of underutilization of land; and
3. Focus efforts on specific geographic areas with the greatest development potential according to the latest development trends and expressed developer interest, further identifying sites that may be candidates for the Affordable Housing Overlay District designation. The identified sites should be ideally located to meet the criteria for affordable housing grants and financing.

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Vacant and Underutilized Properties

While the recycling (redevelopment) of sites would be new to the community, there are several examples of existing mixed-use developments in Pacifica. The mixed-use aspect of such developments is not only consistent with the City's policies, but also recent trends throughout the County and neighboring jurisdictions.

The City will assist developers in the redevelopment of nonvacant sites with residential uses by:

1. Providing regulatory incentives;
2. Developing and distributing promotional materials and public outreach;
3. Tracking and monitoring the redevelopment of nonvacant sites identified in Table III-1 to identify best practices and cite examples of successful redevelopment to residential uses; and
4. Review and revise programs as necessary if monitoring reveals that residential development of nonvacant sites is not occurring and if residential development on the sites is not resulting in appropriate affordable units to accommodate the City's housing needs for each income group, specifically those with extremely low, very low, and low incomes.

The City will also:

1. Contact owners of contiguous vacant and underutilized sites and introduce them to the idea of parcel consolidation; explaining the City's regulations and how standards may be modified to make site assembly feasible and the use of affordable housing resources for financial or technical assistance;

2. Conduct outreach to affordable housing developers informing them of development opportunities in the City through targeted mailings, emails and phone calls;

3. Provide information on these "ready to go" sites on the City's website and in response to inquiries by interested prospective affordable housing developers;

4. Sharing examples with housing developers of successful development projects in the City on consolidated parcels;

5. Offer incentives to developers to promote parcel consolidation, such as:

    a. Density bonuses;
    b. Priority permit processing;
    c. Exemptions for zoning requirements;
    d. Ministerial review of lot line adjustments;
    e. Deferred development fees; and
    f. Other incentives under the proposed Affordable Housing Overlay Zone program.

The City's analysis of vacant and undeveloped sites identified approximately 926 acres of undeveloped land within City limits. Underutilized sites were identified by using a ratio of the assessed value of

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improvement to the assessed value of land (AV ratio). Parcels with an AV ratio of less than 1.0, where the value of the building is less than the value of the land, were assumed to have redevelopment potential. Parcels zoned for single-family residential use were not included in this analysis; neither were protected open space, churches and institutional uses, or sites in public ownership. The analysis found 121 acres of "underutilized" land in Pacifica in designations other than agricultural, public, community, or institutional use.

City-owned Sites

City-owned housing sites provide unique opportunities to maximize the affordability of new housing. This is especially important when considering how to accomplish development of housing for extremely low income (ELI) individuals and families. Development of ELI housing is challenging given the lower financial return to developers. Without appropriate incentives, developers typically target affordable units to very low or low income categories.

When it owns a development site, the City may offer additional incentives if a development proposal satisfies a special housing need or a special affordable housing need, including ELI units. The City-owned Sanchez Library site shown in Table III-1 is zoned C-1 (Neighborhood Commercial) and may provide an opportunity for ELI unit development. This site was originally developed in the early 1960's with a relatively low intensity, single-story library use. While the site houses an existing library, the use will be discontinued ~~once~~ if a new library is constructed elsewhere in the city, leaving the site available for potential redevelopment. The site is near both residential and commercial areas, and has existing infrastructure (water delivery and sewage treatment). These factors make the site available and attractive for new and more intensive residential redevelopment. The development of this site in a mixed-use configuration, consisting of commercial and residential uses, would be consistent with the City's economic and land use development strategies.

The Sanchez Library site holds additional promise as an affordable housing site in that the City, as property owner, will possess greater control of its development potential. At the Sanchez Library site, the City can exert leverage on any developer to encourage to the maximum extent practicable the development of housing affordable to those with ELI. The City's leverage may include an appropriate array of development incentives, contributions from the housing trust fund, fee waivers, or other incentives. The City ~~shall~~ will consider extending this philosophy to other sites it owns should their development or redevelopment occur during the planning period.

Developable Units

As noted above, the majority of the affordable units constructed in the City are located in the R-3 (Multiple-Family Residential) district which allows for a density of 16-21 dwelling units per acre. A total of five projects with 357 affordable units have been developed at this density. Another 15 acres of vacant or underutilized land is within the R-3 zone. Based on this land availability, there is a possibility for development of another 315 units at existing General Plan densities.

Further, approximately 95 acres of vacant or underutilized land exists in the C-1 (Neighborhood Commercial), C-2 (Community Commercial), and C-R (Commercial Recreation) Districts. These commercial zoning districts provide an opportunity for extremely low, very low and low income

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housing. In the commercial districts density is controlled by a minimum lot area per dwelling unit of 2,000 square feet. Sites available within these zoning districts have the potential for an additional 2,069 residential units at maximum density.

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IV. GOALS, QUANTIFIED OBJECTIVES, AND POLICIES TO MAINTAIN, PRESERVE, IMPROVE AND DEVELOP HOUSING

1. Purpose

The City has a number of ongoing policies and ordinances guiding its actions related to housing development. These resulted from past efforts and completed programs from prior housing elements. Policies in this section are integrated into the everyday activities of the City, and support the development and preservation of housing at all income levels. In certain cases, however, the City's existing policy and legal framework are inadequate to fully support and foster housing development.

State Housing Law requires each housing element to document such situations where a local agency must undertake additional policy or legislative actions related to the need to maintain, preserve, improve and develop housing. The following section identifies these shortfalls, identifying action programs with quantified objectives the City will undertake during the planning period. Specifically, California Government Code, Article 10.6, Section 65583, states that the Housing Element shall include:

"an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, financial resources, and scheduled programs for the preservation, improvement, and development of housing..."

The following complies with state law, and also provides an analysis of Pacifica's success in achieving the objectives identified in the 2007 Housing Element. The "2007 Objectives" are stated with a brief overview of accomplishments, followed by new "2015 Objectives."

2. Overall Goals

Pacifica's General Plan contains overall goals that are applicable to each of the General Plan's ~~eleven~~ 12 elements. Goals most relevant to the Housing Element are as follows:

- Strive to provide a decent home and satisfying environment for each resident.
- Protect the social mix, variety, and fundamental character of each neighborhood by providing for the safety and welfare of all residents equally.

3. Quantified Objectives

The goals, objectives, and programs contained in the City of Pacifica Housing Element strive to encourage and incentivize the maintenance, preservation, improvement, and development of housing affordable to persons of all income levels and special needs categories. Actions to be undertaken by the City during the planning period seek to address City processes and policies (governmental constraints)

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and external factors such as development costs (nongovernmental constraints) to reduce barriers to the development of housing affordable to those with extremely low, very low, or low incomes.

Based on its goals, objectives, and programs outlined in the Housing Element, the City expects its combined efforts and resources to achieve the following quantified objectives during the planning period:

TABLE IV-1

Quantified Objectives

Income Category	New Construction (Development)	Rehabilitation (Maintenance & Improvement)	Conservation (Preservation)
Extremely-low	60	95	101**
Very-low	61	158	93*
Low	68	135	5
Moderate	70	72	8
Above Moderate	154	80	16
TOTAL	413	540	223
GRAND TOTAL		1,176	

Source: City of Pacifica Planning Department, 2014

** Includes preservation of 93 mobile home units at Pacific Skies Estates.*
*** Includes preservation of 101 senior housing units at Casa Pacifica.*

4. Ongoing Policies

The City of Pacifica embraces the need to maintain, preserve, improve, and develop housing for persons at all income levels and for persons with certain special housing needs. As a result of its past efforts, including action programs in previous housing elements, the City has incorporated various activities related to housing best practices into its standard policies and operations. The following summary lists the City's orientation to the four key aspects of housing element actions: maintenance, preservation, improvement, and development. The list is not inclusive of all housing policies of the City, but rather is representative of Pacifica's supportive orientation to housing projects. Some of the items listed were previous action programs that the City accomplished, and it is no longer appropriate to list them as action programs during the planning period. Other items listed do not have a timeline for implementation given their ongoing nature, making it inappropriate to list them as action programs during the planning period in response to SB 375's requirements pertaining to action programs. Such

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items included in this list may lack specific beneficial impacts and a defined date for accomplishment given the uncertain nature and timing of applications for housing-related permits. Nevertheless, the items below are best described as ongoing policies which are in place to facilitate housing projects whenever necessary.

A. Maintenance of Housing

i. Implement the safe and sanitary criteria of the Housing Code.

To encourage Code compliance and rehabilitation of housing in a degraded condition, City staff will note Housing Code violations during all field inspections. Common inspections include those for building permits or investigative inspections related to code enforcement complaints. The emphasis will be on voluntary compliance; however, where violations include immediate threats to life, safety, or sanitary conditions, staff will implement immediate corrective actions to mandate compliance. Staff will coordinate with the San Mateo County Health Department whenever necessary to leverage maximum resources to quickly resolve unsafe conditions.

Specific Action - Document Housing Code violations during all inspections.

Responsible Agency - Building Division and Code Enforcement Division

This policy was Action Program No. 1 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. City staff contacted more than 298 property owners related to housing maintenance issues during the 2007-2014 planning period.

ii. Prevent blight and the deterioration of housing units resulting from deferred maintenance.

The City has a large housing stock but relatively few building inspectors and code enforcement officials. Therefore, staff is unlikely to proactively identify all blighted or deteriorated conditions that exist at housing units. Staff will continue to respond to resident complaints about such conditions in their neighborhoods, partnering with property owners to make needed improvements.

Specific Action - Document Housing Code violations during all inspections.

Responsible Agency - Building Division and Code Enforcement Division

This policy was Action Program No. 2A in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. City staff responded to 209 complaints regarding blight and deterioration during the 2007-2014 planning period; staff resolved all cases with the completion of necessary upgrades to abate the blight and deterioration of the respective housing units.

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iii. Conserve energy through implementation of the California Green Building Code.

The City adopted the California Green Building Code on 12/25/2013. Building Division staff review all building permit applications for new construction and building alterations for compliance with the Green Building Code.

Specific Action	-	Adopt a Green Building Ordinance to assure that all new buildings and significant remodels incorporate green building practices and materials into the design.
Responsible Agency	-	Building Division

This policy was Action Program No. 4B in 2007-2014 Housing Element (and program accomplishment is demonstrated under Action Program No. 4 in this Housing Element). The City will continue to implement this policy on an ongoing basis.

B. Preservation of Housing

i. Smoke Detectors

In 1983, the City Council enacted Ordinance 363-C.S. requiring the installation of Fire Detection Systems in all housing units within the City. The Building Division verifies installations whenever there is an inspection related to other City permits. Otherwise, the Ordinance requires property owners to maintain smoke detectors as specified in Pacifica Municipal Code Article 4, Chapter 13.

Specific Action	-	During all building permit inspections, verify installation of smoke detectors in accordance with the City Ordinance.
	-	Issue correction notices and conduct follow-up inspections of housing units without required smoke detectors.
Responsible Agency	-	Building Division and Fire Department

This policy was Action Program No. 3 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. City inspectors conducted more than 2,254 building permit inspections at different housing units during the 2007-2014 planning period, verifying smoke detector installation in each case. The performed number of inspections – 322 – far exceeded the goal of inspecting 50 units per year.

ii. Conditions of Approval

As a condition of approval for housing developments dedicated to housing for seniors and/or lower income occupants and where the City grants a parking exception, parking waiver, or variance (typical Density Bonus Ordinance provisions), the City will impose a condition of approval requiring the developer to record a deed restriction on the property. The deed

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restriction will place in the chain of title notice that approval of the development was based upon a waiver or exception from City standards and that conversion of such development from its originally approved purpose may be infeasible unless it meets all applicable standards.

Specific Action	-	Impose this condition of approval on all permits benefitting from a Density Bonus Ordinance approval or other projects receiving authorization to deviate from development standards in order to develop affordable housing types.
Responsible Agency	-	Planning Division

This policy was Action Program No. 5f in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. The Casa Pacifica Apartments development received a variance during its development, and any subsequent use will need to comply with all City development standards or else apply for a new variance permit.

iii. Condominium Conversion

The City minimizes housing impacts to renters by regulating the conversion of rental apartment housing to condominiums. The City's Condominium Conversion Ordinance codified in Pacifica Municipal Code Title 9, Chapter 4, Article 24.5 requires an apartment property owner to demonstrate satisfaction of one of three pre-requisites prior to pursuing a conversion:

a. Multi-family vacancy rates exceed 5 percent citywide; or,

b. A super majority (75 percent) of existing tenants vote for conversion; or,

c. The property owner agrees to sell or rent 40 percent of converted units at rates affordable to persons with low or moderate income.

Specific Action	-	Implement the provisions of the Residential Condominium Conversions ordinance to minimize impacts on low- and moderate-income persons.
Responsible Agency	-	Planning Division

iv. Designation of Historical Structures

The City supports and encourages property owner-designation of historic structures as set forth in Pacifica's Historic Preservation Ordinance. Enacted in 1984, one of the purposes of the Ordinance is to encourage preservation of historic structures. The Pacifica Historical Society has prepared a detailed inventory of historical and cultural sites and structures that would benefit from the appropriate designation. Additional structures and sites not included in the inventory are also eligible for designation subject to certain criteria.

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Specific Action - City staff will educate and encourage property owners about the benefits of pursuing historic preservation designation, including tax benefits. The financial benefits of designation can help owners dedicate additional resources toward property maintenance and/or improvements.

Responsible Agencies - Planning Division, Pacifica Historical Society

This policy was Action Program No. 8 in 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. The City has observed little interest from property owners in pursuing historical designations for their properties. Since 2010, only one site – the Dollar Radio Station – received a historical designation. Pacifica's ability to designate historical structures and sites is contingent upon property owner willingness. However, the City will continuously monitor opportunities to designate appropriate historical resources to protect and enhance their historical character, educating property owners about the benefits of historical designation. The City will strive to designate one site every other year.

C. Improvement of Housing

i. Engage with Property Owners of Deteriorated or Deteriorating Housing

City Building Division and Code Enforcement staff will respond to complaints of substandard housing and unsafe building conditions. Upon initiating contact, City staff will inform property owners of the funding resources available to assist lower income property owners with housing improvements. The City will pursue a collaborative code enforcement posture when investigating and resolving these types of complaints whenever possible, except where immediate life or safety issues are present.

Specific Action - Respond to complaints pertaining to blight or deterioration of housing units, providing informational materials on programs and funding available to eligible property owners in order to restore substandard housing.

Responsible Agency - Building Division and Code Enforcement Division

See Section 4.A.i and ii for related policies.

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D. Development of Housing

i. Prioritize In-fill Residential Development

Specific Action - Discuss this option with individual developers on a project-by-project basis. Encourage inclusion of second floor residential units where feasible.

Responsible Agency - Planning Division, Economic Development Division

This policy was Action Program No. 9 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. The City has encouraged in-fill development in its meeting with developers. In 2013, the City encouraged infill within the Rockaway Beach neighborhood which resulted in the construction of ~~four~~ three housing units in a mixed-use development on Dondee Way. The City will continue to work with property owners to facilitate mixed-use development on underutilized and vacant lots. However, the timing of individual development applications is difficult for the City to predict, and it is thereby difficult to establish a specific timeline and quantification for goal achievement. The main ways the City will prioritize in-fill development is by encouraging developers to intensify already developed sites with residential units above ground floor commercial spaces; by encouraging developers to develop vacant lots interspersed among developed sites, ensuring housing wherever possible; and, if the pace of development was to increase during the planning period, by ranking higher in the Growth Management Ordinance scoring process those developments planned for in-fill.

ii. Provide an Encouraging Environment for Construction of Second Units

City staff shall encourage and foster construction of second units when interacting with property owners and development professionals. Staff shall strive to find solutions to challenging development standards and to provide a clear explanation of necessary permit approvals required to construct a second unit, including estimated time frames and costs.

It is not possible to assess the number of second units that will be developed in the City. The amount of such development will depend on a variety of factors including the size of individual properties, the placement and design of structures on individual sites, and neighborhood acceptance. The Second Unit Ordinance is discussed further under Action Program No. 11.

Specific Action - Discuss this option with individual property owners. Explain and encourage the development of second units where feasible.

Responsible Agency - Planning Division

This policy was Action Program No. 10 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. Since 1982, when the

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City of Pacifica passed a Second Residential Unit Ordinance, it has permitted construction of second units on single family properties. It is still confusing and intimidating for many property owners to consider construction of a second unit, however. Planning and Building Division staff shall reduce barriers to second unit construction whenever possible.

iii. Identify Opportunities to Include Housing Incentives in Development Applications

Despite the dissolution of redevelopment agencies in California, the City still has tools and programs available to encourage development of housing affordable to those with extremely low, very low, and low incomes. These include the inclusion of Section 8 units in new developments; granting additional density and relaxing development standards under the Density Bonus Ordinance; requiring affordable housing through the Inclusionary Zoning Ordinance; allowing manufactured housing in residential zones; and, ensuring sufficient zoning for mixed-use development. City staff will seek all opportunities to encourage affordable housing development using these tools and others.

Specific Action
- Train staff on available housing tools.
- Require staff to identify opportunities to explain affordable housing incentives to prospective developers.

Responsible Agency
- Planning Division

iv~~ii~~. Assist Affordable Housing Developers with Preparation of Funding and Development Applications

The City can assist with affordable housing development by providing nonfinancial support. City staff can provide assistance with affordable housing developer applications for government and nonprofit funding by serving as co-applicant or by endorsing applications. Staff can also assist developers to submit more complete planning applications by scheduling no-cost pre-application meetings to discuss City requirements and processes. More complete applications can undergo the City review process more quickly, thus saving time and money, and resulting in faster construction of affordable housing units.

Specific Action
- Co-apply or endorse funding applications.
- Provide no-cost pre-application meetings for affordable housing projects.

Responsible Agency
- Planning Division

v. Require a Geotechnical Site Investigation Prior to Permitting Site Development

Some potential building sites in Pacifica have unknown geological hazards that only a geotechnical site investigation can uncover. The potential of these hazards to threaten newly developed housing units warrants a careful investigation of each proposed housing site prior to

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granting development approvals. In most cases, appropriate structural engineering can allow a development project to proceed. However, in extreme cases, identifying geotechnical hazards will allow the City to prohibit development in hazardous areas, including flood zones.

Specific Action - Require geotechnical reports for all development applications where a property may be susceptible to hazardous impacts.

Responsible Agency - Planning Division, Building Division, Public Works Department

This policy was Action Program No. 19 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. The City has implemented expanded requirements for geotechnical investigation since 1999, and strictly applies the requirements.

vi. Reference the Open Space Task Force Report When Evaluating Development Proposals for Sites Identified in the Report

Open space preservation is an important community priority. In 1988, the City Council accepted a report prepared by the Open Space Task Force, a group comprised of Pacifica residents interested in protecting undeveloped lands within the City (the report was updated in 2000). While not regulatory in nature, the Open Space Task Force Report identifies sites within Pacifica where proposed development should receive enhanced review. The purpose of the enhanced review is to consider ways to achieve the goals of a developer while preserving the natural aesthetic of a site whenever possible.

Specific Action - Refer to the Open Space Task Force Report when reviewing residential development applications. Encourage developers to retain natural features of development sites whenever possible.

Responsible Agency - Planning Division

This policy was Action Program No. 14 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy. The City will implement this ongoing policy as part of a broader framework of General Plan objectives and policies and Municipal Code ordinances that address development of open space areas.

vii. Encourage development of a shared living community (co-housing) in an appropriate location to provide diversity in housing opportunities.

The City has included this action program in at least its previous two housing elements (covering 20 years or more). During this time, no shared living/co-housing communities have been developed in Pacifica. However, the Planning Commission and some members of the community believe this remains an important type of development that the City should

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encourage. The City's existing Zoning Code could accommodate such a development if proposed.

Specific Action - Discuss the potential for development of a co-housing project with owners, prospective developers, and organizations specializing in shared living communities. Encourage applications in appropriate locations.

Responsible Agency - Planning Division

This policy was Action Program No. 17 in the 2007 Housing Element. It had a continuous time frame for implementation, and is more appropriate as an ongoing policy.

5. Housing Maintenance

A majority of residents in Pacifica live in high-quality, safe housing. The City strives to keep the good condition of the housing stock by promoting property maintenance. It is far less expensive to maintain housing units than it is to build new housing or to renovate substantially deteriorated housing. Therefore, maintenance is an essential aspect to providing adequate, affordable housing. However, there are housing units in Pacifica that require rehabilitation. The City's Building Official estimates that approximately 3 to 5 percent of all units within the City need rehabilitation.

A. Policies, Programs and Objectives to Maintain Housing

POLICIES - ENCOURAGE UPGRADES TO AND MAINTENANCE OF THE CITY'S EXISTING HOUSING UNITS;

- IMPROVE NEIGHBORHOOD AESTHETICS;

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Action Program No. 1

Advertise available grant and loan funding for lower income property owners to rehabilitate substandard housing units.

Specific Action	- Display program literature at the Planning Department counter and website. - Distribute program literature to potential participants identified during housing-related inspections.
Responsible Agency	- Building Division; Code Enforcement Division; San Mateo County Housing and Community Development Division
Financing	- Community Development Block Grants, California Housing Finance Agency, Federal Housing Authority
2007 Objectives	- Continue to assist the San Mateo County Housing and Community Development Division with advertisement of their programs on the City's web site and by distributing literature from the County at the Planning Department, Sharp Park Library, Sanchez Library, Pacifica Resource Center, City Community Center, and other public locations while decreasing the 18 unit per year rehabilitation goal to 2 units per year. In addition, the City will explore the feasibility of applying for housing rehabilitation funds.
Accomplishments	- Distributed more than 75 program brochures throughout all City facilities. - The San Mateo County Housing Authority Rehabilitation Program rehabilitated 37 Pacifica housing units between 2007-2014 with approximately $105,000 in funding.
2015 Objectives	- The City has observed little interest from residents to apply for housing rehabilitation loans. Additionally, County program staff has indicated that budget reductions have impacted its ability to administer the program, resulting in a lower program capacity to assist Pacifica residents. The City will, however, continue to market the County's rehabilitation program to provide the opportunity to apply to any interested residents. The City will strive to refer enough residents to ensure two residents will successfully apply for the program each year.
Time Frame	- 1/31/2015 through 12/31/2015: Two applicants - 1/1/2016 through 12/31/2016: Two applicants - 1/1/2017 through 12/31/2017: Two applicants - 1/1/2018 through 12/31/2018: Two applicants - 1/1/2019 through 12/31/2019: Two applicants - 1/1/2020 through 12/31/2020: Two applicants - 1/1/2021 through 12/31/2021: Two applicants - 1/1/2022 through 1/31/2023: Two applicants

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Action Program No. 2 (formerly Action Program No. 4A in 2007-2014 Housing Element)

Reduce potential loss of life and property damage from earthquakes by requiring seismic upgrades (structural strengthening and hazard mitigation) to unsafe buildings, which includes unreinforced-masonry buildings and soft-story buildings (those with ground floors having a lateral stiffness significantly less than that of the stories above).

Specific Action	- Consider development of a mandatory seismic upgrade ordinance.
	- Develop long-term funding sources to assist property owners with the expenses of upgrading housing units.
Responsible Agency	- Building Division
Financing	- City funds; Grant funding from federal or state agencies, or nonprofit organizations.
2007 Objectives	- Develop funding sources to minimize the financial impact of retrofits on low- and moderate-income residents.
Accomplishments	- The City has not enacted a mandatory seismic upgrade ordinance. Therefore, it has not developed a funding program to implement an ordinance. The City continues to consider whether such an ordinance and funding program are feasible. In the meantime, property owners may perform seismic upgrades on a voluntary basis and obtain private financing for the work. Since 2007, zero property owners have performed voluntary seismic upgrades.
2015 Objectives	- Continue to distribute program literature.
	- Successfully refer five households per year.
Time Frame	- 12/31/2016: Determine whether development of a mandatory seismic upgrade ordinance and sourcing of sufficient funding to implement upgrades are feasible.
	- 12/31/2017: If feasible, complete enactment of ordinance and implementation of seismic upgrade funding program(s).

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6. Housing Preservation

Development of rental housing affordable to persons with extremely low, very low, and low incomes in Pacifica has lagged behind demand for affordable units for many years. Therefore, preservation of existing affordable units is essential to meeting affordable housing demands. The loss of any affordable units due to preventable circumstances would exacerbate the housing affordability problem in Pacifica. A continued supply of affordable rental housing is important to meet the housing needs of Pacifica's population.

Rental housing, dedicated housing for lower income persons, seniors, and persons with disabilities, as well as mobile homes all provide vital affordable housing. The City has many market rate apartment developments, several dedicated senior housing developments, and a 93-unit mobile home park. All of these units are essential to a mixed, affordable housing stock. Yet, units of this sort are particularly threatened by potential decisions of property owners to pursue market rate returns. Apartment owners could pursue conversion to condominiums to generate immediate capital from the long-term value of their properties. Owners of subsidized developments could choose to terminate their participation in the programs, triggering a chain of events leading to displacement of long-time low-income tenants. Additionally, the mobile home park operator could seek to develop other housing types at the site, causing the relocation of low-income tenants with existing support systems in place in the community.

There are three main ways to preserve existing rental housing affordable persons with extremely low, very low, and low incomes in Pacifica: a) to monitor rental units developed with a density bonus or other development concessions; b) to regulate conversions of rental housing to condominiums; and, c) to monitor long-term plans for the mobile home park operator. The Density Bonus Ordinance permits certain housing projects (see Section 7.D.ii) to exceed the maximum density designation for a site and also to develop the site with relaxed standards. The City grants these allowances subject to the continued affordability of units for a defined period of time. The City must monitor housing units to ensure property owners are operating the sites in conformance with their development approvals.

Conversions of apartments to condominiums can also result in significant losses of rental housing when market conditions are suitable for conversion. When conversions occur, many renter occupants are unable to obtain financing necessary to purchase their units, which can lead to their displacement. The City has enacted an ordinance regulating condominium conversions, and limits conversions to a defined set of circumstances.

The Land Use Element recognizes the importance of preserving the mobile home park. Accordingly, the City adopted an ordinance in 1990 which regulates conversion of mobile home parks to other uses. The ordinance provides procedures and standards for closure of the mobile home park to mitigate adverse impacts of displacement of existing residents while providing economically viable and reasonable use of the land.

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A. Preservation of Housing Affordability

POLICY - PREVENT THE CONVERSION OF EXISTING AFFORDABLE HOUSING UNITS TO LESS AFFORDABLE HOUSING TYPES

Action Program No. 3
Develop programs to help preserve the "at risk" units at Casa Pacifica senior housing complex.

Specific Actions
- Contact the Casa Pacifica owner to inquire about ongoing intentions to continue participation in the Section 8 program. The property owner is currently bound by a five year program participation agreement. Any decision to end program participation would require a notice by1/31/2019.
- Respond to any notice of intent required by Government Code Section 65863.10 or federal law, and send copies of any notice received to the California Department of Housing and Community Development (HCD).
- Upon any indication of owner intent to end Section 8 program participation, partner with HCD and other county, state, federal, and nonprofit partners to assess potential impacts and to formulate a strategy to mitigate any negative impacts on apartment residents.

Responsible Agency - Planning Division

Financing - City funds

2007 Objectives - The 2007 Housing Element did not contain clear objectives related to this goal. The intent of the action program was to preserve affordability of the Casa Pacifica Apartments.

Accomplishments - Casa Pacifica Apartments continued its participation in the Section 8 subsidy program throughout the 2007-2014 planning period.

2015 Objectives - Monitor Casa Pacifica Apartments for any indication of intent to cease participation in the Section 8 program. Formulate a comprehensive response with affordable housing partners to any notice of intent to cease Section 8 participation.

Time Frame - 12/31/2018: Contact property owner to inquire about long-term intentions for the site. Due to the length of the current participation agreement (1/31/2015 through 1/31/2020), a single inquiry will suffice during the planning period.

Additional Discussion: The 2007 Housing Element contemplated a variety of potential responses to a notice to cease participation in the Section 8 program at Casa Pacifica Apartments. Those responses follow, for future reference:

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- Help finance project buyout by nonprofits or other public entities through equity or gap financing, advancing purchase-option funds, carrying of second mortgages, interest write-downs, issuance of tax-exempt bonds for financing acquisition or rent reductions.

- Help finance project buyout by nonprofits or other public entities through equity or gap financing, advancing purchase-option funds, carrying of second mortgages, interest write-downs, issuance of tax-exempt bonds for financing acquisition or rent reductions.

- Provide grants and/or low interest or forgivable loans to potential purchasers to finance preliminary feasibility studies of acquisition.

- Provide financial relocation benefits for households dislocated from units with terminating affordability controls.

- Provide grants to create tenant management groups and/or local nonprofits capable of acquiring and managing the project.

- Where public acquisition on a permanent basis is not feasible, assist a public entity or nonprofit in purchasing the project on a temporary basis until a qualified long term owner can be found.

- Provide rent subsidies to ensure continued affordability by lower income tenants.

- Assess a conversion "impact fee" or "in-lieu contribution" for projects that convert to market rate rents.

- Adopt conversion protections, e.g., develop stricter condominium standards, require one-for-one replacement of units converted to market rate rents, where not preempted by State or Federal law.

- Enact some form of rent control, unless preempted by State or Federal law.

- Require owners of "at-risk" units to provide relocation assistance for displaced tenants where not already required by federal, state, or local statute.

- At such time as the project owners file a notice of intent, provide tenant and community education by involving affected constituencies in assessing the preservation problem, and provide information required for legally valid notices of intent and Plans of Action (POA) submitted by project owners, through local workshops. Include Casa Pacifica owners whenever possible.

- Submit comments on a proposed POA for the Casa Pacifica Apartments and communicate the City's concerns to HUD throughout the application process.

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Advise tenants of the Casa Pacifica Apartments immediately upon receipt of a POA. Also, upon receipt of a POA, hold a public hearing pursuant to Government Code Section 65863.10.

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Action Program No. 4

Encourage preservation of the existing mobile home park as an important source of low- and moderate-income housing.

Specific Actions	- Contact mobile home park operator to inquire about ongoing intentions to maintain the use. The City has an established relationship with the operator of the 93-unit Pacific Skies Estates mobile home park on Palmetto Avenue. The operator recently made substantial investments into park improvements, and has stated its intention to operate the mobile home park on a long-term basis. - Maintain in effect the mobile home park conversion ordinance (Ordinance No. 550-C.S.) and monitor the city's only mobile home park for any indications of a potential conversion. - Upon any indication of park operator intent to pursue site conversion, administer and enforce Ordinance No. 550-C.S. to regulate conversion of mobile home parks to other uses without relocation assistance to tenants and other mitigation measures.
Responsible Agency	- Planning Division
Financing	- City funds
2007 Objectives	- Continue preservation of the existing 93 mobile home units.
Accomplishments	- The mobile home park is still in operation, providing a valuable source of housing for low- and moderate-income individuals and families. There were no applications for conversion of the mobile home park during the 2007-2014 planning period.
2015 Objectives	- Monitor mobile home park operator's long-term intentions for the site, encouraging maintenance of the mobile home park use. Administer Ordinance No. 550-C.S. if necessary. Unless development of additional mobile home parks occurs during the planning period, the maximum performance related to this policy would be one mobile home park conversion.
Time Frame	- By 12/31 in 2017 and 2020: Contact property owner to inquire about long-term intentions for the site.

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Action Program No. 5

Ensure proper marketing of housing affordability programs and groups by partner agencies, including the Reverse Annuity Mortgage (RAM) program, Human Investment Project (H.I.P.) Homesharing Program, Lease-Purchase Program, emergency shelters, Project Sentinel, and Center for the Independence of the Disabled. These programs and organizations assist lower income persons, seniors, and persons with disabilities to stay in their homes. Project Sentinel specifically, and other organizations generally, will provide fair housing services to the City's residents and property owners. Services may include:

- *Distributing educational materials to property owners, apartment managers, and tenants.*
- *Conducting public presentations with different community groups.*
- *Responding to complaints of discrimination (e.g. complaint intake, investigation, and resolution).*
- *Referring services to appropriate agencies.*

Specific Action
- Periodically train City staff with frequent public interactions on available resources.
- Periodically contact partner agencies to verify referrals and cross-referrals are ongoing.

Responsible Agencies - Planning Division; Parks, Beaches, and Recreation Department

Financing - City funds

2007 Objectives - One (1) home per year

Accomplishments - Despite repeated attempts, staff was unable to obtain performance data indicating the number of ~~XYZ~~ Pacifica residents enrolled in the RAM program and ~~XYZ residents continue to participate in the~~ participating in the H.I.P Homesharing program.

2015 Objectives - Pacifica will change the focus of this goal to staff training and encouragement of partner organizations. City staff will train other staff on available housing referral resources, and will contact partner agencies to determine the level of service they are providing to Pacifica residents. The City has no control over the quantity of persons served by the referral programs, but can monitor the level of service being provided to residents.

Time Frame - Bi-annually by 12/31 in 2015, 2017, 2019, and 2021: Conduct training of Planning Division, Code Enforcement Division, and Parks, Beaches, and

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Recreation staff regarding available housing referral programs, services, and agencies.

- Bi-annually by 12/31 in 2015, 2017, 2019, and 2021: Contact partner agencies to verify whether they continue to make referrals and cross-referrals to other assistance agencies.

The following is a summary of the above-mentioned housing referral programs and organizations:

<u>The Reverse Annuity Mortgage (RAM) Program</u>

This program allows people over 62 to borrow from their home equity at a fixed interest rate for up to 10-12 years. To qualify, RAM loan recipients must live in their homes and have little or no mortgage balance. The loans allow homeowners to live in their homes, and convert equity into income.

<u>Human Investment Project (H.I.P.) Homesharing Program</u>

H.I.P – funded through private and public sources – matches homeowners seeking housemates with tenants seeking housing. Income provided to senior and single-parent homeowners from renting a room in their home can help them to afford monthly housing payments. The H.I.P. program identifies and screens potential tenants for program participants. Although not explicitly limited by income, the program focuses on assisting lower income individuals.

<u>Lease-Purchase Program</u>

The California Home Source Lease-Purchase Home Ownership Program is a new tool for cities, counties, and other government agencies in the Bay Area to help their constituents achieve home ownership. The program helps individuals and families overcome the cash and credit barriers they often face when attempting to purchase a home. California Home Source is a service of the Association of Bay Area Governments (ABAG) Finance Authority for Non-Profit Corporations. The program provides down payment and closing costs assistance to help working individuals and families with credit problems.

<u>Project Sentinel</u>

A program that advances fair housing by investigating complaints of discrimination in housing due to race, religion, marital status, sex or national origin.

<u>Center for Independence of Individuals with Disabilities</u>

An organization that provides services to persons with disabilities, including housing rehabilitation assistance and accessibility modifications.

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Action Program No. 6

Create a reasonable accommodation program and procedures to allow deviations from zoning standards for projects that improve access for persons with disabilities.

Specific Action	-	Adopt an ordinance with a reasonable accommodation program and procedures.
Responsible Agencies	-	Planning Division
Financing	-	City funds
2007 Objective	-	None. New program in 2015 Housing Element.
Accomplishments	-	None. New program in 2015 Housing Element.
2015 Objectives	-	Adopt an ordinance by the end of 2016.
Time Frame	-	12/31/2016: Enact Reasonable Accommodation Ordinance.

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7. Housing Improvement

There are many expenses associated with owning housing. Whether one owns a single-family home or a multi-family apartment complex, the challenges of paying monthly loans, annual taxes and insurance can leave few resources remaining to maintain the property. After extended neglect, many properties decline in exterior appearance and interior functionality. Neighborhood aesthetics and character can suffer as disinvestment by a single property owner can encourage disinvestment by others. Inside housing units, deterioration can lead to violations of building, health, and safety codes, creating substandard housing conditions.

Property owners, especially those with lower incomes, can feel trapped by declining properties. Unable to afford less expensive maintenance activities, many remain unable to afford costly repairs stemming from neglect. The result is the continued decline of distressed properties until they detract from neighborhood character and are unsuitable for habitation. Proactive measures are necessary to restore declining housing stock to a safe and attractive condition. To the maximum extent feasible, the City shall seek to leverage its own investments and available funding from external partners to improve the quality of its housing stock and neighborhoods. Energy conservation also can play an important role in improving housing. Less energy consumption means lower monthly utility bills, saving property owners money each month and allowing them to direct some of the savings towards improving their housing.

A. Policies, Objectives, and Programs to Improve Housing

POLICIES

- **ENCOURAGE CODE COMPLIANCE THROUGH PROACTIVE ENGAGEMENT, EDUCATION, AND ENFORCEMENT;**
- **LEVERAGE CITY INVESTMENTS TO IMPROVE THE CHARACTER OF NEIGHBORHOODS;**
- **ENHANCE HOUSING AFFORDABILITY THROUGH ENERGY CONSERVATION AND OTHER STRATEGIES.**

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Action Program No. 7

Emphasize housing rehabilitation to forestall decline in the housing stock. Utilize government subsidies including Section 8 or other rental assistance programs to enhance owner affordability. Use the Code Enforcement process to refer owners to apply for Community Development Block Grant (CDBG) funds for housing rehabilitation.

Specific Action	- Distribute program literature to property owners contacted during deteriorated housing-related inspections. - Include rehabilitation program information on the City's website.
Responsible Agencies	- Building Division; Code Enforcement Division; San Mateo County Housing and Community Development Division
Financing	- Community Development Block Grants, California Housing Finance Agency, Federal Housing Authority
2007 Objective	- Pacifica's goal is to increase awareness of the San Mateo County Department of Housing and Community Development's housing rehabilitation programs through more aggressive advertising on the City's web site and through the distribution of brochures at the City Hall (annex), Sharp Park Library, Sanchez Library, Pacifica Resource Center, community center and other public locations. Pacifica will modify its Action Program goal from 34 rehabilitated units per year to 10 units per year - 2 low-income rental units and 8 low-income owner occupied units.
Accomplishments	- The San Mateo County Housing Authority Rehabilitation Program rehabilitated 37 Pacifica housing units between 2007-2014.
2015 Objectives	- Distribute rehabilitation and housing affordability program information to 300 property owners during building code or property maintenance code interactions with City inspectors. Building Division and Code Enforcement staff responded to 298 housing-related complaints between 2007-2014 (42 per year), and the City estimates the figure will remain consistent during the planning period.
Time Frame	- 1/31/2015 through 12/31/2015: Three referrals - 1/1/2016 through 12/31/2016: Four referrals - 1/1/2017 through 12/31/2017: Four referrals - 1/1/2018 through 12/31/2018: Four referrals - 1/1/2019 through 12/31/2019: Four referrals - 1/1/2020 through 12/31/2020: Four referrals - 1/1/2021 through 12/31/2021: Four referrals - 1/1/2022 through 1/31/2023: Five referrals

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Action Program No.8 (formerly Action Program No. 7A in 2007-2014 Housing Element)
Establish an incentive program for voluntary housing rehabilitation.

Specific Action - Review each development application for opportunities to improve community infrastructure and aesthetics. Pursue all available funding sources to upgrade and enhance infrastructure and public property/right-of-way aesthetics with improvements to streets, gutters, sidewalks, street trees, sewer laterals, and other infrastructure.

Responsible Agencies - Department of Public Works; Planning Division

Financing - Property owner funds; City funds

2007 Objectives - The City shall support voluntary housing rehabilitation by upgrading streets, gutters, sidewalks, street trees, sewer laterals, etc. Information will be provided to developers and homeowners on the City's web site by early-2011.

Accomplishments - In 2008, the City developed a Palmetto Avenue streetscape improvement plan to underground utilities and improve the sidewalks, roadway, and landscaping between Paloma Avenue and Clarendon Road. The plan has multiple phases and timing of improvements is funding dependent. The City continues to seek funding to proceed with Phase I (Utility Undergrounding). Once completed, the project will mark a significantly improved aesthetic environment along Palmetto Avenue and should spur additional private investment in real estate improvements.

- The City Council in December 2011 enacted Ordinance No. 784-C.S. requiring inspection of sewer laterals concurrent with transfer of title to property, certain renovations, and in several other instances. Property owners must improve sewer laterals to reduce the likelihood of blockage or failure when inspections identify blockages or other substandard conditions. Since enactment, the Ordinance has led to nearly 1,000 sewer lateral inspections, of which almost two-thirds resulted in upgrades.

- The City Council took another infrastructure-related action in November 2012 with adoption of a resolution calling for complete streets throughout Pacifica. The resolution approved a new administrative policy emphasizing a connective street network and consideration of all modes of travel. Since adoption, City staff has conditioned seven development approvals to require installation of sidewalks and other pedestrian- and bicyclist-oriented improvements.

2015 Objectives - Continue implementation of Complete Streets policies. Condition all development approvals to require improvements infrastructure and multi-modal connectivity. Pursue funding to implement Phase I of the Palmetto streetscape improvements and planning for subsequent phases.

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Time Frame

- 1/31/2015 through 1/31/2023: Condition 80 projects (10 per year) requiring Complete Streets improvements.

- 12/31/2018: Secure sufficient funding to initiate Phase I improvements under the Palmetto streetscape improvement plan. Enhance the neighborhood quality of the 92 housing units in the vicinity of the streetscape improvements.

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Action Program No. 9 (formerly Action Program No. 4 in 2007-2014 Housing Element)

Promote Pacific Gas and Electric (PG&E) Company's "Energy Savings Assistance Program." The program is free and helps income-qualifying homeowners and renters make vital energy saving improvements to their homes, including weatherstripping, caulking, insulation, minor home repairs, compact fluorescent bulbs, and appliance replacement.

Specific Action	- Display program literature at the Planning Department counter and Planning Department website. - Distribute program literature to potential participants identified during housing-related inspections.
Responsible Agency	- Building Division; Planning Division; PG&E
Financing	- City funds, PG&E funds
2007 Objectives	- 35 units per year
Accomplishments	- Since 2007, PG&E has provided free weatherstripping, caulking, insulating, and minor home repairs to ~~###~~ 882 low income Pacifica residents. These improvements have led to average energy savings of 391 kilowatt-hours (kWh) for single-family residential participants; 229 kWh for multi-family residential participants; and, 401 kWh for mobile home participants~~at a cost of approximately $###,###~~. Pacifica ~~has~~ also obtained literature regarding the free weatherization/home repair program from PG&E and distribute~~s~~d the literature to all interested parties.
2015 Objectives	- Continue to distribute program literature. - Successfully refer 35 households per year.
Time Frame	- 1/31/2015 through 12/31/2015: 32 applicants - 1/1/2016 through 12/31/2016: 35 applicants - 1/1/2017 through 12/31/2017: 35 applicants - 1/1/2018 through 12/31/2018: 35 applicants - 1/1/2019 through 12/31/2019: 35 applicants - 1/1/2020 through 12/31/2020: 35 applicants - 1/1/2021 through 12/31/2021: 35 applicants - 1/1/2022 through 1/31/2023: 38 applicants

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8. Housing Development

As discussed in Section 5 "Regional Housing Needs," Pacifica must approve or develop an average of 52 housing units per year between 2015 and 2023 to meet its housing needs across all income levels. Categorized by income level, that equates to annual approval or development of 8 units each for extremely low-income and very low-income persons, 9 units each for low-income and median-income persons, and 20 units for moderate income persons. Considering the residential development trends in Pacifica in recent decades, the City faces significant challenges to meeting these needs. It must ensure to mitigate as many constraints as possible and undertake other activities to encourage and incentivize housing development.

A. Policies, Objectives, and Programs to Improve Housing

POLICY - PRIORITIZE MIXED-USE RESIDENTIAL DEVELOPMENT ON INFILL SITES.

Action Program No. 10

Prioritize in-fill mixed-use and residential development on underutilized sites and vacant sites interspersed with developed areas.

Specific Action	- Encourage property owners to redevelop underutilized sites into mixed-use developments with housing. Also encourage property owners of vacant lots within developed areas to construct mixed-use or multi-family housing at these sites.
Responsible Agency	- Planning Division, Economic Development Division
Financing	- City funds
2007 Objectives	- None. New program in 2015 Housing Element.
Accomplishments	- In 2013, the City encouraged infill within the Rockaway Beach neighborhood which resulted in the construction of ~~four~~ three housing units in a mixed-use development ~~on~~ at 411 Dondee Way.
2015 Objectives	- Contact two property owners of identified underutilized sites per year to encourage redevelopment with higher density, mixed-use projects.

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Action Program No. 11

Encourage and facilitate construction of second residential units on properties zoned for single-family residential uses in conformance with existing zoning regulations.

Specific~~y~~ Action	- The City should periodically evaluate the second unit requirements and review procedures to ensure minimal constraints exist to their construction.
Responsible Agency	- Planning Division
Financing	- City funds
2007 Objective	- Encourage the construction of two second residential units per year. There is potential that approximately 14 second residential units will be developed during this planning period. To further encourage the development of second residential units, the City shall explore the feasibility of relaxing some of the development regulations such as on-site parking. Other incentives to encourage the development of second residential units may include fee reductions and priority permit processing.
Accomplishments	- Three (3) second units were constructed from January 2007 to December 2014, resulting in an 11 unit shortfall from its 14 unit goal. Pacifica currently promotes the second-unit program by providing property owners and developers development information about adding a second unit.
2015 Objectives	- Encourage construction of two second residential units per year, or 16 second units during the planning period. Periodically evaluate the City's second unit zoning regulations and inquire with residents and construction professionals as to the perceived level of difficulty and expense associated with second unit construction. Where perceptions suggest second unit construction is difficult, develop strategies to revise the City's regulations, such as by relaxing second unit parking requirements.
Time Frame	- Bi-annually by 12/31 in 2016, 2018, 2020, and 2022: Review and revise, as necessary.

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Action Program No. 12 (formerly Action Program No. 10A in 2007-2014 Housing Element)
Amend Second Unit Ordinance to incorporate updates in state law.

Specific Action	-	Initiate the amendment of the Second Unit Ordinance to conform to state law.
Responsible Agencies	-	Planning Division
Financing	-	City funds
2007 Objective	-	Amend Second Unit Ordinance to comply with state laws by the end of 2011.
Accomplishments	-	The City did not amend its Second Unit Ordinance as planned, but processed all second unit applications in accordance with state law notwithstanding the City's codified ordinance.
2015 Objectives	-	Amend Second Unit Ordinance to comply with state law by the end of 2016.
Time Frame	-	12/31/2016: Enact amendments to Second Unit Ordinance to conform to state law.

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POLICIES - PROVIDE HOUSING OPPORTUNITIES FOR ALL INCOME GROUPS;
- PROVIDE A CHOICE OF HOUSING TYPES AND DENSITIES

Action Program No. 13 (formerly Action Program No. 15A in 2007-2014 Housing Element)
Amend Density Bonus Ordinance to reflect updates to state law.

Specific Action	-	Amendment the Density Bonus Ordinance to reflect the latest provisions of state law.
Responsible Agencies	-	Planning Division
Financing	-	City Funds
2007 Objective	-	Amend Density Bonus Ordinance to comply with state law by mid-2011.
Accomplishments	-	The City did not amend its Density Bonus Ordinance as planned.
2015 Objectives	-	Amend Density Bonus Ordinance to comply with state law by the end of 2016. The City will process density bonus applications in compliance with state law until it amends the local code provisions.
Time Frame	-	12/31/2016: Enact amendments to Density Bonus Ordinance to conform to state law.

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Action Program No. 14 (formerly Action Program No. 16A in 2007-2014 Housing Element)

Consider amending the Zoning Ordinance to allow Rooming Houses and Boardinghouses for farmworker housing as a permitted use in the R-3 (Multiple-Family Residential) District.

Specific Action	-	Planning Commission shall discuss and consider whether to amend the Zoning Ordinance to allow Rooming Houses and Boardinghouses for farmworker housing as a permitted use in the R-3 zone.[21]
Responsible Agency	-	Planning Division
Financing	-	City funds
2007 Objectives	-	Consider the zoning amendment.
Accomplishments	-	The City has not yet considered the described amendments to the Zoning Code.
2015 Objectives	-	Consider the zoning amendment and enact amendments if determined desirable and feasible.
Time Frame	-	12/31/2016: Complete consideration of the amendment. - 12/31/2017: Enact amendments to Zoning Code, if determined desirable and feasible.

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[21] Farmworker housing for six or fewer occupants is already and will continue to be permitted in any residential zone as a residential use, subject only to those regulations that apply to other residential dwellings of the same type (e.g., single family, duplex, condominiums, apartments) in the same zone.

Action Program No. 15 (formerly Action Program No. 16B in the 2007-2014 Housing Element)
Amend A (Agricultural) Zoning District to allow farmworker housing.

Specific Action	-	Amend the Zoning Code to comply with Health and Safety Code Sections 17021.5 and 17021.6 to allow housing for agricultural employees without discretionary approval.
Responsible Agencies	-	Planning Division
Financing	-	City funds
2007 Objectives	-	Amend A zoning district to comply with state law.
Accomplishments	-	The City did not amend A zoning district as planned
2015 Objectives	-	Amend A zoning district to comply with state law.
Time Frame	-	6/30/2016: Enact amendments to Zoning Code.

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Action Program No. 16 (formerly Action Program No. 16C in 2007-2014 Housing Element)
Amend Zoning Ordinance to allow Emergency Shelters, Transitional and Supportive Housing.

Specific Actions

- Amend the Zoning Code to comply with Senate Bill (SB) 2 to allow Emergency, Transitional and Supportive Housing without discretionary approval.

- Create a definition of "emergency shelter" as "housing with minimal supportive services for homeless persons that is limited to occupancy of six months or less by a homeless person. No individual or household may be denied emergency shelter because of an inability to pay."

- Create a definition of "transitional housing" as "buildings configured as rental housing developments, but operated under program requirements that require the termination of assistance and recirculating of the assisted unit to another eligible program recipient at a predetermined future point in time that shall be no less than six months from the beginning of the assistance."

- Create a definition of "supportive housing" as "housing with no limit on length of stay, that is occupied by the target population, and that is linked to an onsite or offsite service that assists the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. For the purposes of this definition, "target population" means persons with low incomes who have one or more disabilities, including mental illness, human immunodeficiency virus (HIV) or acquired immune deficiency syndrome (AIDS), substance abuse, or other chronic health condition, or individuals eligible for services provided pursuant to the Lanterman Developmental Disabilities Services Act (Division 4.5, commencing with Section 4500, of the Welfare and Institutions Code) and may include, among other populations, adults, emancipated minors, families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, and homeless people."

- Create a new permitted use in the R-1 (Single-Family Residential) zoning district, an overlay zone, or another zoning district to permit emergency shelters for up to 15 occupants, subject only to those development and management standards that apply to residential development within the same zone, except that the City may develop written, objective standards for those criteria identified in Government Code Section 65583(a)(4)(A).

- Create new permitted uses in all residential districts and in commercial districts permitting residential uses to permit transitional housing and supportive housing as a residential use, subject only to those restrictions that apply to other residential dwellings of the same type (e.g., single family, duplex, condominiums, apartments) in the same zone in accordance with

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Government Code Section 65583(a)(5). For example, transitional housing located in an apartment building is permitted in the same manner as an apartment building in the same zone or supportive housing located in a single-family home is permitted in the same manner as a single-family home in the same zone.

Responsible Agencies - Planning Division

Financing - City funds

2007 Objectives - Amend zoning ordinance to make explicit provisions for transitional and supportive housing, and emergency shelters. Develop objective standards to regulate emergency shelters as provided for under SB 2.

Accomplishments - The City's Zoning Code already permits by-right establishment of emergency shelters under the zoning classification "special care facility" in all residential districts. The by-right allowance pertains to facilities serving six or fewer individuals. The special care facility classification also allows shelters for "other need categories," which can include transitional and supportive housing. However, the City should consider enacting explicit authorization for these types of uses as well as development standards for their establishment and operations.

2015 Objectives - Amend the Zoning Code to create new definitions for emergency shelters, transitional housing, and supportive housing. Create new permitted uses for these types of facilities to clarify their treatment by the City. Create development standards for the establishment and ongoing operations of these facilities.

Time Frame - 9/30/2015: Develop and discuss at the Planning Commission potential development standards for emergency shelters, transitional housing, and supportive housing.

- 1/31/2016: Amend the Zoning Code to explicitly permit by-right emergency shelters, transitional housing, and supportive housing.

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Action Program No. 17 (formerly Action Program No. 16D in 2007-2014 Housing Element)

The City shall initiate contact with developers from the private and nonprofit sectors interested in development opportunities in the City of Pacifica for rental housing affordable to persons with extremely low, very low, and low incomes.

Specific Action	-	Proactively engage for-profit and not-for-profit housing developers on a periodic basis. Consider hosting an annual developer roundtable to discuss development opportunities sites and other development issues. Provide permit material and information about the review process at the public counter explaining the various steps in the process.
Responsible Agencies	-	Planning Division
Financing	-	City funds, Community Development Block Grants (CDBG), Affordable Housing Innovative Program (AHIP) Loan Fund, Home Investment Partnership Program (HOME), Multi-Housing Program General Component (MHP-General) Fund, and Predevelopment Loan Program (PDLP).
1999 Objectives	-	Initiate meetings with developers from the private and nonprofit sectors interested in affordable rental housing on a regular basis. Consider hosting an annual developer roundtable to discuss development opportunities sites and other development issues. Provide permit material and information about the review process at the public counter explaining the various steps in the process. This includes what materials need to be submitted and when and how long review will take at each juncture, and support applications for funding.
Accomplishments	-	The City frequently receives inquiries from developers of market rate and affordable housing. Staff provides them with information related to Pacifica's development process and encourages them to proceed with their projects.
2015 Objectives	-	Begin a bi-annual housing developer roundtable hosted by the City to provide~~d~~ factual information on development sites and the City's development process, as well as to demonstrate a strong City commitment to affordable housing development.
Time Frame	-	Bi-annually by 12/31 in 2016, 2018, 2020, and 2022: Host developer roundtable.

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POLICY - MAINTAIN A BALANCED RESIDENTIAL ENVIRONMENT WITH ACCESS TO EMPLOYMENT OPPORTUNITIES, COMMUNITY FACILITIES AND ADEQUATE SERVICES.

Action Program No. 18 (formerly Action Program No. 20 in 2007-2014 Housing Element)
Encourage development of housing for all income levels, including lower income individuals, in suitable areas to meet ABAG's projected housing need.

Specific Action	-	Prepare, publish, and distribute a regularly-updated inventory of available housing development sites to facilitate the housing development process.
Responsible Agencies	-	Planning Division
Financing	-	City funds
2007 Objectives	-	Pacifica will encourage annual development of three low-income housing units, five moderate-income housing units, and 30 above-moderate income housing units. The City will continue to update the inventory of sites for distribution to potential developers and other interested parties. The City will advertise its sites by posting a list on the City's web site and at the Planning Department, and by distributing hard copies to any persons interested in obtaining a list.
Accomplishments	-	Pacifica regularly updated its inventory of sites available for development. The City posted the inventory on its website and made the list available to persons interested in the list at its public counter.
2015 Objectives	-	Update available development site inventory annually to encourage development of housing units to satisfy the City's RHNA.
Time Frame	-	Annually by 12/31: Post updated inventory on City's website.

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POLICY - ACTIVELY MONITOR HOUSING ELEMENT IMPLEMENTATION.

Action Program No. 19 (formerly Action Program No. 26 in 2007-2014 Housing Element)
Form a committee to monitor housing trends affecting needs and development, as well as implementation of action programs. Devise strategies to accommodate housing needs that arise during the planning period that the Housing Element does not adequately address.

Specific Action	-	Form a committee which includes members of the Planning Commission and housing advocates. Hold meetings to discuss implementation of the Housing Element. Review annual Housing Element Status and Annual Progress Report prior to City Council consideration.
Responsible Agency	-	Planning Division
Financing	-	City funds
2007 Objectives	-	The committee should be constituted and continue to hold meetings to discuss implementation of the 2007 Housing Element.
Accomplishments	-	The City did not establish a committee to oversee 2007 Housing Element implementation.
2015 Objectives	-	Form a committee to assert more active oversight in Housing Element implementation. Review the draft Housing Element Status and Annual Progress Report prior to the public hearing and consideration by City Council.
Time Frame	-	8/31/2015: Establish a Housing Element implementation committee.
	-	Annually by 6/30: Planning Division staff conducts an internal review of implementation during first-half of year and projected implementation during remaining-half of year.
	-	Annually between 1/1 and 2/28: Hold a committee meeting to discuss prior year Housing Element implementation and to review the draft Housing Element Status and Annual Progress Report.
	-	Annually between 3/1 and 3/31: Present the Housing Element Status and Annual Progress Report at a City Council public hearing and seek Council approval and transmittal of the Report to the California Department of Housing and Community Development (HCD) by the April 1 deadline.

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9. Discontinued Programs

The City of Pacifica is a dynamic place, continually evolving and changing over time. This evolution impacts the City across numerous dimensions, including the natural, built, political, legal, and financial environments, The result is that certain programs proposed or undertaken in previous housing elements are no longer relevant or feasible within the context of the current planning period. The following is a summary of discontinued programs, including a brief listing of their accomplishments (if any) during the 2007-2014 Housing Element planning period.

A. Discontinued Program Listing

i. Action Program No. 4B

Complete and Adopt Green Building Ordinance.

Specific Action - Adopt a Green Building Ordinance to assure that all new buildings and significant remodels incorporate green building practices and materials into the design.

Reason for Discontinuance - The City enacted a local Green Building Ordinance on 12/13/2010, thereby establishing local standards for new and altered buildings. The City ~~superceded~~superseded its ordinance with the adoption of the California Green Building Code on 12/25/2013. The program is no longer necessary because the City completed this activity, achieving the desired outcome.

ii. Action Program No. 11

Develop program for establishment of Housing Fund from tax increment revenues to increase and improve low and moderate-income housing.

Specific Action - Develop a program which will set forth the means of distributing funds generated by the Redevelopment Agency. Establish priority system.

Reason for Discontinuance - In 2012 the California Legislature dissolved redevelopment agencies statewide with passage of Assembly Bill (AB) x1 26 and AB 1484. Dissolution of the City's Redevelopment Agency rendered this activity infeasible.

iii. Action Program No. 16F

Consider using redevelopment funds for affordable housing.

Specific Action - Consistent with State law, the City shall consider directing 20 percent of the tax increment funds accruing to the Redevelopment

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Agency to affordable housing. If successful in receiving matching funds from other sources, the City shall encourage the Redevelopment Agency to work with affordable housing developers to utilize a portion of set-aside funds for development of housing affordable to extremely low-income households.

Reason for Discontinuance - In 2012 the California Legislature dissolved redevelopment agencies statewide with passage of Assembly Bill (AB) x1 26 and AB 1484. Dissolution of the City's Redevelopment Agency rendered this activity infeasible.

iv. Action Program No. 13A

Encourage housing development in clusters.

Specific Action - Review clustered housing standards for incentives to build housing development in clusters

Reason for Discontinuance - The City already has codified development provisions within the P-D (Planned Development) zoning district that allow deviation from strict implementation of development standards in order to achieve clustered development when it would lead to superior site design. The P-D district regulations have existed in Pacifica since 1975, and this program was carried forward erroneously into the 2007-2014 Housing Element.

~~v. Action Program No. 14~~

~~*Utilize the Open Space Task Force Report as a reference to identify issues of concern when evaluating land use proposals and when considering issues relating to open space.*~~

~~Specific Action - Refer to the Open Space Task Force Report when reviewing residential development applications. Forward proposals for residential development within areas identified in the Open Space Task Force Report to the Open Space Committee.~~

~~Reason for Discontinuance - The actions described in this program relate to broader land use policies not directly related to housing development. Reviewing impacts to open space is a standard City function and is addressed elsewhere in the General Plan.~~

v~~i~~. Action Program No. 15

Promote the Density Bonus Ordinance in all new multifamily residential development. Encourage a mix of rental and owner housing types, including senior, low income, moderate, above moderate income, and entry-level home ownership for teachers, City employees, and others in Pacifica's workforce.

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Specific Action - Discuss the ordinance with individual developers. Stress incentives for inclusion of affordable units.

Reason for Discontinuance - Incorporated into ongoing policies related to Development of Housing (Section 4.D).

vi~~i~~. Action Program No. 13

Develop regulations to encourage density-open space trade-offs, such as clustering development, transferring development rights from sensitive to less sensitive land, and dedication of open space.

Specific Action - Amend Zoning Ordinance to include procedure for transfer of development rights. Prepare inventory of potential "receiver sites." Continue to administer open space dedication policies.

Reason for Discontinuance - The City enacted an ordinance governing transfer of development rights in 1989 (Ordinance No. 539-C.S.). The City also already has development provisions within the P-D (Planned Development) zoning district that allow deviation from strict implementation of development standards in order to achieve clustered development when it would lead to superior site design. This program was carried forward erroneously into the 2007-2014 Housing Element.

vii~~i~~. Action Program No. 15

Encourage development of small houses which will fit more appropriately on small lots. Encourage development of small units in multi-family projects to provide more density without increasing massing. The market should limit cost of the units based on size.

Specific Action - Utilize the City's Design Guidelines, design review process, and adaptable zoning provisions to encourage developers to build small units under appropriate circumstances.

Reason for Discontinuance - The City has reviewed its Zoning Regulations and procedures and believes they are sufficient to encourage small unit development without undertaking an additional housing element program.

viii~~x~~. Action Program No. 16E

Apply for State and Federal monies for direct support of extremely low-income housing.

Specific Action - The City shall consider applying for State and Federal monies for direct support of low-income housing construction and rehabilitation. The City shall assess potential funding sources, such as, but not limited to, the Community Development Block

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Grant (CDBG), and HOME. The City shall also seek State and Federal funding specifically targeted for the development of housing affordable to extremely low-income households, such as the Proposition 1-C funds. The City shall promote the benefits of this program to the development community by posting information on its web page and creating a handout to be distributed with land development applications.

Reason for Discontinuance - The City does not have a housing authority and does not have staff dedicated to housing programs. Given current budget constraints, establishment of such an agency with staff is infeasible. The San Mateo County Housing Authority administers the activities described in this action program and pursues funding on behalf of the City of Pacifica and other cities in San Mateo County.

~~x. Action Program No. 17~~

~~*Encourage development of a shared living community (co-housing) in an appropriate location to provide diversity in housing opportunities.*~~

~~Specific Action - Discuss the potential for development of a co-housing project with owners, prospective developers, and organizations specializing in shared living communities. Encourage applications in appropriate locations. Modify development standards to accommodate design criteria for co-housing.~~

~~Reason for Discontinuance - The City has included this action program in at least its previous two housing elements (covering 20 years or more). During this time, no shared living/co-housing communities have been developed in Pacifica. This housing type is not popular currently in the San Mateo County area, and it is unreasonable to expect a new development of this sort to occur during the Planning Period. The City's existing Zoning Code could accommodate such a development if proposed.~~

ix~~i~~. Action Program No. 18A

Consider streamlining the permit process to expedite housing construction.

Specific Action - Ensure that projects are reviewed and acted on in the shortest possible time consistent with the City's interest in complete review.

Reason for Discontinuance - The City's permitting process has not caused delays to housing development in any fashion that would benefit from streamlining actions. Major delays to projects typically stem from environmental review under the California Environmental Quality

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Act (CEQA), a state statute the City cannot affect with streamlining actions.

xii. Action Program No. 18B

Amend Manufactured Housing Ordinance regulations.

Specific Action - Initiate the amendment of the manufacture housing building regulations to comply with state law.

Reason for Discontinuance - The City has assessed its ordinance and believes it complies with state law. It allows manufactured housing to be installed in the R-1 zoning district subject to a non-discretionary building permit.

xiii. Action Program No. 18C

Consider streamlining the permit process to encourage and facilitate residential development on commercial sites (mixed-use).

Specific Action - Ensure that commercial/residential projects are reviewed and acted on in the shortest possible time.

Reason for Discontinuance - The City's permitting process has not caused delays to housing development in any fashion that would benefit from streamlining actions. Major delays to projects typically stem from environmental review under the California Environmental Quality Act (CEQA), a state statute the City cannot affect with streamlining actions.

xiv. Action Program No. 20A

Encourage development of lower and moderate income housing in suitable areas to meet ABAG's projected housing need.

Specific Action - Prepare, publish, and distribute inventory of available sites.
- Facilitate development process.

Reason for Discontinuance - Action program combined with 2015-2022 2023 Housing Element Action Program No. 22.

xiiiv. Action Program No. 21

Continue to cooperate with the Pacifica Resource Center and emphasize its role in housing assistance.

Specific Action - Refer interested parties to Center staff.

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Reason for Discontinuance - Action program combined with 2015-~~2022~~ 2023 Housing Element Action Program No. 5.

xiv~~i~~. Action Program No. 22

Promote the Human Investment Project's Shared Homes Program directed to seniors and single parents who are homeowners or tenants.

Specific Action - Obtain literature for display and distribution. Refer interested individuals to Project staff.

Reason for Discontinuance - Action program combined with 2015-~~2022~~ 2023 Housing Element Action Program No. 5.

xv~~ii~~. Action Program No. 23

Promote Project Sentinel, a program that investigates complaints of discrimination in housing due to race, religion, marital status, sex or national origin.

Specific Action - Obtain literature for display and distribution. Refer interested individuals to Project staff.

Reason for Discontinuance - Action program combined with 2015-~~2022~~ 2023 Housing Element Action Program No. 5.

xvi~~ii~~. Action Program No. 24

Promote the Center for Independence of Individuals with Disabilities, an organization that provides services to the disabled, including housing rehabilitation assistance and accessibility modifications.

Specific Action - Obtain literature for display and distribution. Refer interested individuals to Center staff.

Reason for Discontinuance - Action program combined with 2015-~~2022~~ 2023 Housing Element Action Program No. 5.

xvi~~ix~~. Action Program No. 25

Provide the opportunity for conversion of existing facilities to shelters for victims of family violence, or other special needs facilities.

Specific Action - Advise interested individuals that Special Care Facilities which include shelters for victims of family violence, homeless persons, or "other needs categories" such as transitional housing and

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emergency shelters are permitted in the R-1 (Single-Family Residential) -district.

Reason for Discontinuance - The City's existing Zoning Code permits by-right "special care facilities" for six or fewer persons in all residential zoning districts. The City does not need to pursue opportunities for conversion of existing facilities as this is already permitted.

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V. COASTAL ZONE HOUSING

1. Purpose

The coastal zone in Pacifica is that area west of Highway 1 with a small extension east of the highway between Reina del Mar and Burns Court. Pacifica has six coastal neighborhoods, which include (from north to south) Fairmont West, West Edgemar/Pacific Manor, West Sharp Park, Rockaway Beach, West Linda Mar, and Pedro Point. The coastal zone contains 16 percent of Pacifica's land area but only 13 percent of its population.

State law includes several requirements for housing in the coastal zone. Specifically, Government Code Section 65588 calls for jurisdictions to include in their housing elements information on the following:

- The number of new housing units approved for construction within the coastal zone after January 1, 1982;

- The number of existing residential dwelling units occupied by persons and families of low or moderate income that have been authorized to be demolished or converted since January 1, 1982, in the coastal zone;

- The number of housing units for persons and families of low or moderate income required to be provided in new housing developments either within the coastal zone or within three miles of the coastal zone;

- The number of residential dwelling units for persons and families of low or moderate income that have been required for replacement or authorized to be converted or demolished. The review shall include the location of the replacement units in or within three miles of the coastal zone.

State law calls for replacement of demolished if determined to be feasible. In addition, all new development in the coastal zone is required to include low and moderate income units if feasible. Due to the small size of all new development in Pacifica's coastal zone, only one project approved since 1982 has included affordable units. Future projects within the coastal zone are also unlikely to yield affordable units unless they develop eight or more housing units, and which point they become subject to the City's Inclusionary Zoning Ordinance.

2. Housing Unit Construction, Demolition, and Replacement

During the 2007-2014 Housing Element planning period, 11 housing units were constructed in the coastal zone. When including areas in or within three miles of the coastal zone, the figure rose to 17 housing units (note: all developable areas of the City are located within three miles of the coastal zone).

During this same period, four housing units were demolished within the coastal zone. All four were moderate-income units. Three units have been replaced with above-moderate income units, with two of

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these units underway in the construction phase. The replacements occurred on the same sites within the coastal zone. One unit, on Carmel Avenue, was not replaced.

While not demolished, other coastal zone housing units have been impacted during the 2007-2014 Housing Element planning period in such a way as to have the effect of demolition. The City's Building Official has determined that 20 rental housing units located at 320 Esplanade Avenue and 12 rental housing units located at 330 Esplanade Avenue (all 32 of which were affordable to low-income persons) are unsafe for habitation due to severe coastal erosion.[22] The units have not been replaced, and it is unlikely they will ever be replaced on the same site. The City's opinion of conditions at the site is that coastal erosion is too severe and that future development at the site is unlikely, including remedial measures to make the buildings once again habitable.

Since January of 1982, a total of 25 housing units have been demolished in the coastal zone. Of these, 5 were low-income units, 17 were moderate-income units, and 3 were above-moderate income units. Two of these homes, located west of Beach Boulevard in West Sharp Park were lost in a storm. Another unit on Olympian Way in Pedro Point was demolished because it was threatened by a slide. Eight of the units demolished since 1982 did not suffer storm damage. One moderate-income structure on Salada Avenue was demolished because it was not up to Building Code standards. It was not replaced. Two moderate-income units on Francisco Boulevard were demolished because they were not up to Building or Fire Code standards. These units have not yet been replaced.

Additionally, in 1998 seven homes, located on Esplanade Avenue in Pacific Manor were lost in a storm. Another above-moderate income unit on Blackburn Terrace in Pedro Point was demolished. It was replaced in 1998 by an above-moderate income unit. Two above-moderate income units in the West Rockaway Beach area were also demolished.

Twenty-two mobile homes threatened by the 1983 storm were moved out of the Pacific Skies Estates Mobile Home Park on Palmetto Avenue. To date, 14 of the mobile homes have been replaced in the park.

Nine structures outside the coastal zone have been demolished since January of 1987. Four destroyed in a 1982 storm included two on Valdez Way in Linda Mar and two on Oddstad Boulevard in Park Pacifica. Three other structures on Reina del Mar in Vallemar were demolished. They were replaced in 1984, 1998, and 2000, respectively. Another unit was demolished in 1999 on Crespi Drive in the West Linda Mar neighborhood. In 1992 a unit was demolished on Perez Drive in the Linda Mar area. The unit was replaced on-site.

No housing units for persons and families of low or moderate income were required to be provided in new housing developments either within the coastal zone or within three miles of the coastal zone during the 2007-2014 Housing Element planning period.

[22] The Building Official notified tenants of 330 Esplanade Avenue December 17, 2009, and tenants of 320 Esplanade Avenue on April 29, 2010.

VI. PUBLIC PARTICIPATION

On December 16, 2014, the Planning Commission held a study session public review workshop to discuss the draft Housing Element and to solicit new ideas for policies and action programs from residents, housing advocates, and other interested parties. Additionally, on April ~~XX~~20, 2015, the Planning Commission held a public hearing to consider the Housing Element, including public testimony. The Planning Commission forwarded to the Housing Element to the City Council with a recommendation of approval. The City Council held a public hearing on the Housing Element on ~~April~~ May 11~~XX~~, 2015, again seeking public input from residents, housing advocates, and other interested parties.

Notices of the study session workshop and public hearings were published in the Pacifica Tribune newspaper, e-mailed via the City's public information system, posted on the Nextdoor community engagement web platform, posted on the City's website, mailed to interested parties, and posted in the following locations:

1. Sanchez Library (Park Pacifica)
2. Pacifica Library (West Sharp Park)
3. Pacifica Community Center (Linda Mar)
4. Pacifica City Hall
5. Planning Department

As the public review process progressed, the City posted a draft version of the Housing Element on the City's website, as well as on the "21elements.com" for convenience of public review.

VII. CONSISTENCY WITH GENERAL PLAN

The City will review the Housing Element during the annual review of the General Plan to ensure consistency is achieved and maintained during the planning period with all other legally required elements, and revise as necessary. The City will consider whether major changes in objectives and policies are necessary to achieve its goals, and undertake revisions as necessary.

VIII. SUMMARY AND CONCLUSION

Pacifica's population decreased by 3 percent between 2000 and 2010. In the last 30 years the largest population change occurred between 1980 and 1990, with an increase of 804 residents (+2.2 percent). The City is becoming more diverse as the white population shrinks and the Asian and Latino populations increase.

The City is no longer experiencing periods of rapid population growth as it did during the mid-twentieth century, and development of housing units has slowed as a result. Slowing development of housing units places greater emphasis on maintenance, preservation, and improvement activities by the City. Yes, development of new housing units will be critically important to meet the increasing needs of

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seniors and persons with disabilities. Maintenance, preservation, and improvement alone will not meet the housing needs of these groups and other lower income persons.

The City has identified sites where focused housing development can occur. Sufficient sites exist to meet the City's Regional Housing Needs Allocation (RHNA) for the period from January 31, 2015, through January 31, 2023. The City has also identified certain programs and activities it can implement and undertake to encourage development of housing, or to enhance maintenance, preservation, and improvement of existing housing.

Constrained housing resources in a post-redevelopment environment will make development of affordable housing more challenging for Pacifica, but the City is determined to apply all available resources to meet the housing needs of current and future residents.

IX. CONTACT INFORMATION

The names, addresses and telephone numbers of the agencies named in this Housing Element are listed below. Whenever possible, the names of contact persons at the agencies are identified. Also listed are the Action Programs for which the agencies are responsible.

Agency	Action Program No.	Ongoing Policy No.
Pacifica Planning Department, Planning Division 1800 Francisco Boulevard Pacifica, CA 94044 Lee Diaz, Acting Planning Director (650) 738-7341	3, 4, 5, 6, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19	4.B.ii, 4.B.ii, 4.B.iii, 4.B.iv, 4.D.i, 4.D.ii, 4.D.iii, 4.D.iv, 4.D.v
Pacifica Planning Department, Building Division 1800 Francisco Boulevard Pacifica, CA 94044 Liz Ryder, Building Official (650) 738-7344	1, 2, 7, 9	4.A.i, 4.A.ii, 4.A.iii, 4.B.i, 4.C.i, 4.D.v
Pacifica Planning Department, Code Enforcement Division 1800 Francisco Boulevard Pacifica, CA 94044 Lawrence Ngai, Code Enforcement Officer (650) 738-7343	1, 7	4.A.i, 4.A.ii, 4.C.i
Pacifica Fire Department 616 Edgemar Boulevard Pacifica, CA 94044 Rich Johnson, Deputy Chief (650) 991-8151		4.B.i

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Agency	Action Program No.	Ongoing Policy No.
Pacifica Public Works Department 155 Milagra Pacifica, CA 94044 Van Ocampo, Director (650) 738-3760	8	4.D.v
Pacifica City Manager's Office, Economic Development Division 170 Santa Maria Avenue Pacifica, CA 94044 Lorenzo Hines, Assistant City Manager (650) 738-7409	10	4.D.i
Pacifica Finance Department 170 Santa Maria Avenue Pacifica, CA 94044 Lorenzo Hines, Assistant City Manager (650) 738-7409		
Pacifica Parks, Beaches, and Recreation Department 1810 Francisco Blvd. Pacifica, CA 94044 Michael Perez, Director (650) 738-7381	5	
Housing and Community Development Division, County of San Mateo 264 Harbor Boulevard, Building A Belmont, CA 94002 (650) 802-5050	1, 7	
Pacific Gas & Electric Company (PG&E) P.O. Box 997300 Sacramento, CA 95899 (877) 743-7782	9	
Pacifica Resource Center 1809 Palmetto Avenue Pacifica, CA 94044 Anita Rees, Director (650) 738-7470	7	
Pacifica Historical Society P.O. Box 752 Pacifica, CA 94044 (650) 359-5462		4.B.iv

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Agency	Action Program No.	Ongoing Policy No.
Abilities United 525 E. Charleston Road Palo Alto, CA 94306 (650) 494-0550		
The Arc 1500 Howard Street San Francisco, CA 94103		
BRIDGE Housing 600 California Street, Suite 900 San Francisco, CA 94108 (415) 989-1111		
Center for Independence of Individuals with Disabilities 2001 Winward Way, Suite 103 San Mateo, CA 94404 (650) 645-1780		
Human Investment Project ("HIP") 364 South Railroad Avenue San Mateo, CA 94401 Kate Comfort Harr (650) 348-6660		
Poplar ReCare 1764 Marco Polo Way Burlingame, CA 94010 (650) 259-8500		
Project Sentinel 1615 Hudson St., Suite A Redwood City, CA 94061 (650) 321-6291		
Puente Clinic 1950 Alameda de las Pulgas San Mateo, CA 94403 (650) 372-6117		
West Bay Housing Corporation 1390 Market Street, Suite 405 San Francisco, CA 94102 (415) 618-0012		

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