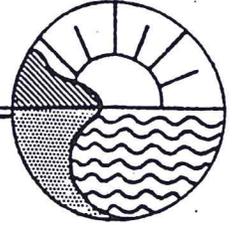


# AGENDA



## Planning Commission – City of Pacifica

**DATE:** July 15, 2013  
**LOCATION:** Council Chambers, 2212 Beach Boulevard  
**TIME:** 7:00 PM  
**ROLL CALL:**  
**SALUTE TO FLAG:**  
**ADMINISTRATIVE BUSINESS:**

- Approval of Order of Agenda
- Approval of Minutes: June 17, 2013
- Designation of Liaison to City Council

**CONSENT ITEMS:**

None.

**PUBLIC HEARINGS:**

1. RZ-191-12,GPA-89-12, DP-74-12      **CERTIFICATION OF AN ENVIRONMENTAL IMPACT REPORT (EIR) AND ADOPTION OF MITIGATION MONITORING PROGRAM, AND ADOPTION OF A RESOLUTION RECOMMENDING THAT THE CITY COUNCIL APPROVE A GENERAL PLAN/LOCAL COASTAL LAND USE PLAN AMENDMENT, REZONING, AND DEVELOPMENT PLAN** for the redevelopment of a 3.5 acre, publicly-owned property located at 2212 Beach Boulevard (APN: 016-204-020 and 016-294-510). The conceptual plan for the site would include an approximately 36,500 square-foot library, up to 84 attached residential units, a boutique hotel of up to 75 rooms, and a restaurant of up to 4,500 square feet. Recommended CEQA status: Certify EIR. Proposed Action: Certify Final EIR and forward recommendations to City Council to approve General Plan/Local Coastal Land Use Plan amendment and Rezoning/Development Plan for the mixed-use project.

**COMMISSION ITEMS:**

None.

**COMMUNICATIONS:**

**Commission Communications:**

**Staff Communications:**

**Oral Communications:**

This portion of the agenda is available to the public to address the Planning Commission on any issue within the subject matter jurisdiction of the Commission that is not on the agenda. The time allowed for any speaker will be three minutes.

**ADJOURNMENT**

Anyone aggrieved by the action of the Planning Commission has 10 calendar days to appeal the decision in writing to the City Council. If any of the above actions are challenged in court, issues which may be raised are limited to those raised at the public hearing or in written correspondence delivered to the City at, or prior to, the public hearing. Judicial review of any City administrative decision may be had only if a petition is filed with the court not later than the 90th day following the date upon which the decision becomes final. Judicial review of environmental determinations may be subject to a shorter time period for litigation, in certain cases 30 days following the date of final decision.

The City of Pacifica will provide special assistance for disabled citizens upon at least 24-hour advance notice to the City Manager's office (738-7301). If you need sign language assistance or written material printed in a larger font or taped, advance notice is necessary. All meeting rooms are accessible to the disabled.

**NOTE: Off-street parking is allowed by permit for attendance at official public meetings. Vehicles parked without permits are subject to citation. You should obtain a permit from the rack in the lobby and place it on the dashboard of your vehicle in such a manner as is visible to law enforcement personnel.**

# STAFF REPORT

PLANNING COMMISSION-CITY OF PACIFICA



DATE: July 15, 2013

ITEM NO: 1

## PROJECT SUMMARY/RECOMMENDATION AND FINDINGS

Notice of public hearing was published in the Pacifica Tribune on July 3, 2013 and 80 surrounding property owners, 16 residents and interested agencies were notified by mail

FILE: RZ-191-12  
GPA-89-12  
DP-74-12

### **APPLICANT/ PROPERTY OWNERS:**

City of Pacifica  
170 Santa Maria Avenue  
Pacifica, CA 94044

### **LOCATION: PROJECT DESCRIPTION:**

2212 Beach Boulevard (APN 016-204-020 and 016-294-510)

Conceptual Plan for the Redevelopment of a 3.5 acre, publicly-owned property with a mixed-use development that would include a 36,000 square foot library, up to 84 attached residential units, a boutique hotel of up to 75 rooms, and a restaurant of up to 4,500 square feet

### **Zoning**

Current - P-F, Public Facilities  
Proposed - P-D, Planned Development

### **General plan**

Current - Public Facilities  
Proposed - Mixed-Use

**CEQA STATUS:** A Final Environmental Impact Report has been prepared for certification.

**ADDITIONAL REQUIRED APPROVALS:** City Council approval of Rezoning, General Plan/Local Coastal Land Use Plan Amendment, Development Plan, and Coastal Commission Approval of Local Coastal Land Use Plan Amendment

**RECOMMENDED ACTION:** Certify Environmental Impact Report, adopt CEQA Findings And Mitigation Monitoring and Reporting Plan, Recommend Approval of Development Plan, Rezoning, General Plan/Local Coastal Land Use Plan Amendment

**PREPARED BY:** Lee Diaz, Associate Planner

### PROJECT SUMMARY

#### **A. STAFF NOTES:**

1. **Site Description:** The 3.5 acre site is the former location of Sharp Park Waste Water Treatment Plant (SPWWTP). When the Calera Creek Water Recycling Plant was completed in 2000, the SPWWTP was demolished. A majority of the site has been cleared, but there are four buildings that remain on the site. The Administration Building and the Chlorine/Pump Station Building are located on the northwestern corner of the property. The Administration Building is a two-story structure with a footprint of roughly 4,400 square feet. The building exterior has a Spanish design including arches along the building frontage and red tile roofing. The lower floor is vacant and formerly housed mechanical equipment, office and laboratory space, a conference room/lunch room, a locker room and restrooms. The second floor is currently used by the City of Pacifica as Council Chambers and includes a Council conference room, restrooms, and storage space. The Pump Station Building is an approximately 8,100 square foot building located east of the Administration Building. It pumps wastewater from all of Pacifica north of the Fairway Park neighborhood to the Calera Creek Water Recycling Plant. The buildings stucco exterior and red tile roofing match the adjoining Administration Building. The Thickening Building is a single-story structure located on the southern end of the project site and is constructed in the same exterior design as the Administration and Pump Station Buildings. The building footprint is roughly 3,300 square feet and is presently vacant. It formerly housed equipment processing wastewater sludge generated from the plant operations. The fourth building on the project site is a small 2,000 square foot garage located at the southeastern corner of the property. The garage was used as an equipment maintenance work area for the SPWWTP. All of the buildings are proposed to be removed with the exception of the pump station.

A stucco wall exists along the northern, eastern, and western property boundary. An active six-inch sanitary sewer line extends from west to east through the center of the site and within the existing Pacific Avenue right-of-way. A 55-space public parking lot is located on the western side of the property, west of Beach Boulevard.

2. **Project Description:** The City of Pacifica is proposing to adopt a conceptual plan that would lead to the redevelopment of the 3.5 acre, publicly-owned property. The City is proposing to rezone the site to allow for a mixed-use development that would include an approximately

36,500 square-foot public library with internal cafe, a boutique hotel of up to 75 rooms, a waterfront restaurant of up to 4,500 square feet, and up to 84 attached residential units. The proposed project has been developed through a process that has involved public input and meetings, and a partnership between the City of Pacifica and San Mateo County. Development and operation of the library will be managed jointly by the City of Pacifica and San Mateo County. For the remaining portions of the site, the City expects to enter into a negotiated sale (public-private partnership) with one or more private developers, who will then build the residential and commercial (hotel and restaurant) portions of the project per a development and disposition agreement (DDA) or other binding agreement. Based on market conditions and the final agreement between the City and developer, the amount of housing, hotel rooms, and commercial space may be less than the amount identified above. Therefore, for this purpose, the land uses identified represent an estimate of the future uses and a maximum envelope that future development will not exceed, with the final build out possibly being less than the building program described herein.

The objective of the proposed project is to reposition the project site to become a centerpiece of the redevelopment and revitalization of the Palmetto Avenue “main street” and the West Sharp Park Neighborhood, and to better connect the city’s designated main street to the promenade and beach. The City engaged a multidisciplinary planning team led by Leland Consulting Group, urban strategists, to complete an assessment of the site, a public outreach program, and identify the preferred land uses and development program for the site to achieve the City’s goals. This planning process was conducted between June and November 2011. The outreach used to inform the plan included stakeholder interviews in small groups, two public open houses, a web site through which public comment could be submitted, and presentations to and discussions with the City Council. Stakeholders who participated in the process included residents from the West Sharp Park and other Pacifica neighborhoods, Palmetto Avenue business and property owners, and library staff and foundation members. The planning team’s findings are summarized in the Beach Boulevard Property Redevelopment Strategy (April 2012). Following the City Council’s adoption of the Beach Boulevard Property Redevelopment Strategy, the City and County engaged another consulting team to create conceptual designs for the library. This planning process was guided by a combined City-County advisory committee, and included a number of public workshops, and additional opportunities for written public input.

The City's objectives of the proposed project site are as follows:

- Create a public-private development project that acts as a catalyst for the further revitalization of Palmetto Avenue, the City’s designated main street, and a street intended to be a commercial center and community gathering place.
- Create an active and vibrant public-private development project that is readily recognized as a positive economic and social feature by the community of Pacifica.

- Improve connections between Palmetto Avenue and the waterfront—including the Beach Boulevard Promenade, Pier, beach, and open spaces to the south. This will connect Pacifica’s commercial and cultural hub to the community’s greatest natural asset—the ocean.
- Take advantage of the oceanfront views on the western edge of the property with uses that attract both local residents and visitors.
- Make better use of a relatively large site that is publicly-owned, underutilized, and located in the heart of one of the Pacifica’s most historic neighborhoods.
- Provide a location for a new city library that includes community rooms and meeting space that can also be used as the new City Council chambers.
- Create active retail corners, including retail space located within the library.
- Entitle a high-quality development project that provides long-term economic return to the city.
- Create high quality plazas, sidewalks and an interior pedestrian street.
- Ensure that the entitlements and regulations that apply to the site (General Plan, zoning, etc.) are appropriate and will allow the public and private development envisioned by the Beach Boulevard Property Redevelopment Strategy. Where necessary, modify regulations to fit the strategy.

The proposed project is comprised of a mix of complementary uses that meet the project objectives identified above and was approved by the Pacifica City Council in October 2011 as part of the Beach Boulevard Property Redevelopment Strategy. Land uses include a new library, a boutique hotel, a restaurant, housing, and parking, each of which are described below. The attached conceptual plans provide an illustration of the proposed project.

### **Library**

The new library will be approximately 36,500 square-feet on two floors. It will include space for reading and studying, community meeting rooms, internet access, books, and other resources. A large meeting room (3,000 square feet) will also double as the City Council Chambers. Approximately 500 square-feet of retail may be included within the library building and will likely be located at the corner of Montecito and Palmetto Avenues. The building height is estimated to be approximately 35’. One level of below grade parking is planned as a part of the library building. The remainder of the required parking will be surface parking behind the building.

The building and interior plans for the library have received more detailed attention to this point than those than for the rest of the site. San Mateo County Library has hired an architecture firm and conducted a number of focused community meetings to address building programming and facilities. However, the library design process is still ongoing at this time, and some relatively

minor adjustments to the building program are likely to be made going forward.

### **Residential**

Up to 84 housing units are proposed for the project site. The housing will be attached units that will range in size and scale from two-story townhomes to three or four story podium style units over parking. Full floor building heights will not exceed 45 feet, though view towers, or smaller projections may exceed this height in order to add architectural interest to the buildings.

### **Boutique Hotel**

A boutique hotel of between 35 and 75 rooms is proposed along the western edge of the project site, adjacent to Beach Boulevard. A boutique hotel is a small hotel with a unique niche or stylish theme to help differentiate it from the competition and make it a unique destination. The location of the project site on the waterfront, near the Pacifica Pier, Beach Boulevard Pedestrian Promenade and Palmetto Avenue create a unique site that is well suited to this type of use. The building will be two or three stories, and up to 45 feet in height.

### **Waterfront Restaurant**

A full service restaurant of up to 4,500 square feet is proposed along the southwestern edge of the project site, adjacent to Beach Boulevard. The restaurant will be either a standalone one-to-two story building, approximately 35 feet in height, or be integrated into the boutique hotel structure.

### **Circulation**

At present, there is no vehicular circulation through the site. The project would add several multimodal roadways through the site, all of which will be designed to enhance pedestrians' walking experience, while encouraging automobiles to travel slowly through pavement design and in some cases relatively narrow lane widths.

The proposed project will create Pacific Avenue, an east-west multimodal link from Palmetto Avenue to the Beach Boulevard. While this roadway will be accessible by vehicles, it will function as a linear public plaza and include special pavement treatments, narrow intersections, street trees, special lighting and pedestrian amenities such as benches, trash receptacles, etc. The design will purposefully constrict vehicles (e.g. curbing, street trees, etc.) requiring them to move slowly and thereby ensure safe use by pedestrian and bicyclists.

The proposed project will add two north-south alleyways through the site from Montecito Avenue to Birch Lane. The westerly alley will be one-way north while the easterly alley will be one-way south. These two alleys will provide access to the interior of the project site.

As part of the proposed project, the westerly property line along Beach Boulevard will be reconfigured to allow more efficient use of the space and improve circulation and parking along Beach Boulevard.

**Parking**

The general public currently uses parking on and adjacent to the site to access the Pacifica Promenade, beach and pier, Palmetto Avenue merchants, and other destinations. The table below shows the public parking that currently is available and following redevelopment of the site.

The Beach Boulevard parking lot currently has 54 spaces. Of these, 20 are associated with on-site use of the Administration Building (city offices and Council Chambers), however these spaces are often used by the public, particularly when there is no City Council or Planning Commission meetings. As part of the proposed project, this parking will be relocated to the western edge of Beach Boulevard in order to allow site redevelopment. In addition, parking on Montecito Avenue will be reconfigured from parallel to angled parking, netting an additional seven spaces on the block between Beach Boulevard and Palmetto Avenue. Following redevelopment, there will be a net addition of four public spaces.

Public Roadway	Existing Spaces	Future Spaces
Beach Boulevard Parking Area <sup>1</sup>	34	31
Montecito	13	20
<b>Total</b>	<b>47</b>	<b>51</b>

Notes:  
 (1) Total parking is 54 spaces, 20 of which are appropriated to on-site uses and are also used for public parking.  
 Source: City of Pacifica, 2012.

On-site Project Parking

Parking requirements are regulated by Municipal Code, Section 9-4.2818. These regulations prescribe parking for each respective land use, as shown in the table below. Special consideration for mixed-use developments (as is proposed), is allowed under these regulations, as follows:

1. Where two (2) or more uses under the same or different owners and/or managers are located in the same structure and/or in a common development, the sum of the separate requirements for each use shall be provided. In the event of multiple uses, the Planning Commission may require areas of less intensive use to provide a higher parking requirement if it is determined that the health, safety, and general welfare of the area requires the higher standard. No parking space, or portion thereof, shall serve as a required space for more than one use unless otherwise authorized by the Planning Commission.
2. In cases where shared uses complement each other, parking requirements may be reduced as determined by the Planning Commission.

Given the fact that the proposed project is a mixed-use development and located within a walkable, relatively urban environment, parking standards for shared-use development were utilized. Because the City does not have a specific shared-use parking standard for mixed-use residential and retail development, parking standards for “suburban center/town centers”, were used based standards endorsed by the Metropolitan Transportation Commission (MTC 2007).

Land Use	Size	Parking Standard	Spaces Required (Demand)		Spaces Provided (Supply)	Net Difference
			by Use	Shared		
Library <sup>1</sup>	36,500 sf	2/1,000 sf <sup>2</sup>	73		77	4
Hotel	75	1/room <sup>3</sup>	75	198	198	--
Restaurant	4,500	4/1,000 sf <sup>4</sup>	18			
Housing	84 units	1.25/unit <sup>4</sup>	105			

Notes:

- (1) Includes café and meeting space / Council Chambers.
- (2) Per Sec. 9-4.2818 of the Pacifica Municipal Code with 20 % discount for shared use and patrons arriving via walking, bike, and bus.
- (3) Per Sec. 9-4.2818 of the Pacifica Municipal Code.
- (4) MTC 2007, page 47 for shared-use parking standards for Small Towns.

On-site parking for the project site will be accommodated by both below-grade and surface parking. Parking for each use will be dedicated to that use, though there will be some shared parking, particularly between the boutique hotel and restaurant.

Library parking (77 spaces) will be shared with events taking place in the multipurpose room (e.g. City Council and Planning Commission meetings, community functions, etc.), typically during the evenings. Because the peak library use occurs from noon to 6:00 p.m., and most council meetings and other community events will occur in the evenings, the library and multipurpose room will be a shared parking facility.

Parking for housing will include 106 below-grade spaces and 18 surface spaces. Parking for the boutique hotel will be a combination of five surface spaces and ~50 below-grade spaces. 19 surface spaces will be allocated for the restaurant.

The number of spaces represent the maximum to be provided; if less of a given land use is built (i.e. fewer housing units than the maximum possible on the site), then fewer parking spaces would be constructed. It should be noted that the final parking plan may vary depending on the ultimate development program and densities developed on the site.

Some parking will be located along interior access alleys; however, no parking will be provided along Pacific Avenue in order to enhance this street’s pedestrian-oriented nature.

### **Infrastructure Improvements**

The existing infrastructure including water, sewer and storm drainage facilities are readily accessible to the project site. A 27-inch sewer line extends west on Montecito Avenue and into the pump station. A six-inch sewer line also extends along Birch Lane. The eight-inch sewer line that extends along the Pacific Avenue right-of-way and a portion of Palmetto Avenue would likely be removed as part of project construction.

As part of final grading and site plan, surface water will flow east to west across the site and be intercepted by a 21-inch storm drain that extends via a pipeline into the Pacific Ocean. Prior to discharge into the storm drain, all surface water will be detained and treated consistent with local and state water quality requirements.

Construction of the project is anticipated to occur in phases depending on the timing requirements of the San Mateo Library, market conditions, and interest by the development community. It is possible that the library it will be constructed prior to the remaining portions of the project. Should the library be constructed first and separately from the rest of the site, sufficient parking and all necessary infrastructure improvement will be constructed accordingly.

Required Permits: The project requires a Rezoning, General Plan/Local Coastal Land Use Plan Amendment, and Development Plan. Additionally, a Specific Plan must be approved for the ultimate development on the site. The Development Plan sets out the parameters for development, including land use, circulation, grading, and concepts for building siting, and configuration. A Specific Plan provides more detail on building plans and would be required to be subsequently approved along with a Coastal Development Permit by the Planning Commission. The California Coastal Commission would also need to approve the Local Coastal Land Use Plan amendment.

**3. General Plan, Zoning, and Surrounding Land Use:** The project site comprises two parcels, and an existing public parking lot that is accessed from Beach Boulevard and Montecito, and a right of way easement for a future Pacific Avenue roadway. The site is designated Public Facilities (P-F) in the General Plan/Local Coastal Land Use Plan. The General Plan/Local Coastal Land Use Plan designations would need to be amended to Mixed-Use. The project site is also zoned P-F. A rezoning from P-F to P-D, Planned Development is required to permit the proposed project.

Surrounding Land Uses: Land uses in the area are comprised primarily of single- and multi-family residential uses directly north and south of the property. Retail commercial uses are located on both sides of Palmetto Avenue. Hilton Way Library is located east of Palmetto Avenue on Hilton Way. West of the project site is an oceanfront pedestrian promenade. It should be noted that the approved Palmetto streetscape plan that will extend from Paloma Avenue to Clarendon Road is scheduled to start construction in 2013.

**4. Municipal Code Requirements:** As stated above, the project, as proposed, requires that the site be rezoned to P-D. The purpose of the Planned Development District is to allow diversification of the relationships of various buildings, structures and open spaces in planned building groups. In this case, the entire site is being designed to accommodate a unique variety of civic, residential, and commercial land uses, as well as a public plaza extending through the center of the site. The architectural character of the buildings, streetscape, and open space areas would all be designed as a cohesive set of elements that would be integrated in their form and function and would aesthetically complement each other.

As described in Sec. 9-4.2211 of the Pacifica Municipal Code, Modification of Regulations for the Planned Development (P-D) District, regulations for the lot area, coverage, density, yard requirements, parking, building height, fences, and landscaping are generally the same as for the residential, commercial, or other zoning district most similar in nature and function to the proposed P-D District land uses. However, such regulations may be modified in the P-D district when certain conditions have been determined by the Planning Commission to exist. These include the following:

- There is improved site design utilizing progressive concepts of building groupings,
- Provisions have been made for substantial usable open space (maximum slope ten (10 percent) for the use of the occupants of the area or the general public,
- A better community environment or improved public safety has been created by the dedication of public areas or space; and
- Utility and all other service distribution lines will be put underground.

With the exception of the residential buildings, all of the structures would be 35 feet in height and are located on the periphery of the project site. Two of the four residential structures would be located in the interior of the project site and would be a maximum of 45 feet in height. A third 45-foot residential structure would front Palmetto Avenue which contains commercial uses. Across the street is a surface parking lot. South of this proposed structure is single-family residential, however, a landscaped buffer, which would include trees, would separate the two structures. The fourth residential structure would be two-to-four townhouses along Birch Lane and would be no taller than 35 feet.

Because the project would be developed as a Planned Development requiring careful site planning and design, it is not anticipated that the proposed project would create incompatibilities with adjacent land uses.

**5. Design:** There are no specific design plans for the project site. While designs for the library are in development, designs for the rest of the project site are conceptual and more

programmatic. However, ultimate development will likely be less than the building program described in the Draft EIR. Development of the library will be managed jointly by the City and San Mateo County. For the remaining portions of the site, the City expects to enter into a negotiated sale (public-private partnership with one or more private developers, who will then build the residential and commercial (hotel and restaurant) portions of the project per a development and disposition agreement or other binding agreement. Subsequent to certification of the Final EIR, the City would permit the project as a part of a Planned Development District. As mentioned above, the primary purpose of the P-D District is to allow diversification of the relationships of various buildings, structures and open spaces in planned building groups. In this case, the entire site is being designed to accommodate of unique variety of civic, residential, and commercial land uses, as well as a public plaza extending through the center of the project site. The architectural character of the buildings, streetscape, and open space areas would all be designed as a cohesive set of elements that would be integrated in their form and function and would aesthetically complement each other. The City of Pacifica's adopted Design Guidelines also provide a framework for the review and evaluation of new construction. Design Guidelines generally address site planning, building design, landscaping, and water conservation.

**6. Environmental Review:** A Draft Environmental Impact Report (DEIR) was prepared by the City's environmental consultant, RBF Consulting and circulated for public comments. A copy of the DEIR has been previously distributed for Commission consideration. Written comments were accepted until November 26, 2012 when the 45-day public comment period on the Draft EIR ended. There were two (2) written responses; California Department of Transportation and California Coastal Commission. All the comments received on the DEIR are addressed in the Final EIR document which has been provided to all who submitted public comments and circulated to the Commission.

In summary, the Environmental Impact Report found that the environmental impacts associated with this project can be mitigated and reduced to less than significant levels. In particular, the EIR found that air quality, geology, hydrological and water quality impacts will have less than significant impacts provided mitigation measures are incorporated. Geology and hydrology issues are always important in Pacifica. Seismic shaking, land stability, erosion, and drainage all bear on safety of a project and its neighbors. Below is a summary of some of the environmental issues associated with the proposed project:

a) Geology - This section addresses the geologic conditions of the project site and the potential effects of the development. A preliminary geotechnical investigation was prepared by Cornerstone Earth Group in March 2012. The DEIR recommended as a mitigation that the City consult with a registered geotechnical engineer to prepare a design level geotechnical report once detailed site development plans are available that incorporates the recommendations in the preliminary geotechnical investigation by Cornerstone Earth Group (March 2012), including: earthwork measures, and foundation recommendations. This report shall be prepared in conjunction with final building plans. Prior to final inspection, the project applicant shall provide certification from a qualified professional that the proposed project was constructed in

accordance with the design-level geotechnical investigation.

b) Hydrology & Water Quality – The project development would increase impervious surfaces on the site resulting in increased storm runoff. Water quality of the storm runoff would be impacted by increased sediment loads and oil or grease from the project road and driveways. To mitigate the impact, the applicant must comply with all conditions of the State General Construction Activity National Pollutant Discharge Elimination System (NPDES) permit to reduce sediment in storm water. Prior to issuance of a grading permit, a Notice of Intent (NOI) must be filed as required by the Regional Water Quality Control Board regarding stormwater discharges associated with construction activities.

Prior to issuance of any building or grading permits, a Storm Water Pollution Prevention Plan (SWPPP) will also need to be prepared by the project contractors and submitted to the Regional Water Quality Control Board for review and comment and to the City of Pacifica in conjunction with the Building/Grading/Site work permit and shall be found to be acceptable by the City prior to ground disturbance activities. The SWPPP shall include best available technology, engineering, and design solutions such as the use of silt screens, hay bales, modern trash screens, energy dissipaters, and/or absorbent devices. Stormwater runoff water quality monitoring procedures shall be clearly detailed in the SWPPP.

c) Aesthetics - The Draft EIR has identified a theoretical project build-out for the project site. The land uses identified represent an estimate of the future uses and a maximum envelope that future development will not exceed. However, ultimate development will likely be less than the building program described in the Draft EIR.

With the exception of the residential buildings, all of the structures would be 35 feet in height and are located on the periphery of the project site, adjacent to existing development. Two of the four residential structures would be located in the interior of the project site and would be a maximum of 45 feet in height. A third 45-foot residential structure would front Palmetto Avenue which is located across the street from existing commercial uses and a surface parking lot. South of this proposed structure is single-family residential; however, a landscaped buffer, which would include trees, would separate the two structures. The fourth residential structure would be two-to-four townhouses along Birch Lane and would be no taller than 35 feet. Current zoning allows for buildings up to 35 feet in height.

### **Visual Simulations**

Three simulations were prepared from public vantage points. Highway 1 was reviewed as a candidate site for a simulation, however, at its closest point, Highway 1 is approximately 850 feet east of the project site and views to the project site are blocked by a hill which is generally bisected by Hilton Way. More than a mile north of the project site, the project site is barely visible looking south from Highway 1. At this distance, the proposed project would make up a very small fraction of the viewscape and its perceived change from existing conditions would be

barely noticeable and very briefly as one is traveling on the highway. As such, a simulation was not included from this vantage point. The photosimulations are contained in the Final EIR.

Three public vantage points more proximate to the project site were selected from which simulations were prepared. It is important to note that because no architectural plans have been prepared, these simulations only show building massing (wire frame and opaque volume) and do not include any building details such as articulation, fenestration, variation in color and materials, etc. which would create a more realistic representation of what is intended for the project site. More detailed analysis of the final building designs will be required as part of the Planned Development and Specific Plan review process.

*View Looking West from Montecito Avenue and Palmetto Avenue*

This view illustrates building massing looking west on Palmetto Avenue toward the Pacific Ocean. As seen in this simulation, there would be no significant impact on coastal views. The proposed buildings shown in this view would be no taller than 35 feet, consistent with current zoning requirements. While they would be taller than the two-story apartment buildings (approximately 25 feet in height) on the north side of Palmetto Avenue, the difference is relatively minor and is not considered significantly out of scale, height, or massing such that it would be considered out of character.

Furthermore, the ultimate design of the buildings proposed would be architecturally much better than the expanse of blank walls and flat facades that exists on the two two-story apartment buildings that anchor each corner. And finally, the overhead electrical lines are going to be relocated underground, which would further improve the visual appearance of the streetscape.

*View Looking Southeast from End of Pacifica Municipal Pier*

This view illustrates building massing looking east from the Pacifica Municipal Pier southeast toward the project site and hillside development in the background. The building massing of the proposed hotel and restaurant (both no taller than 35 feet) located in the foreground along the shoreline, would be similar in height as the existing City Administration Building on the northwest corner of the project site. This Spanish-style stucco building with terracotta roofing is 32 feet in height.

The proposed two-story library located on the northeast corner will be no taller than 35 feet and is generally similar in scale and height to the adjacent residential apartment buildings. The two main residential buildings will be up to 45 feet in height and located in the interior of the project site.

When viewed in the context of the surrounding urban development, the proposed project will be visually compatible as there are existing built structures along the entire coastline consisting largely of one- and two-story residential structures, similar to the proposed hotel and restaurant.

Because the proposed project is situated at the base of the hillside, it would not block views nor diminish with quality of the overall viewscape of the Pacific Ocean from higher elevations. The proposed buildings would not disrupt any ridgeline views and there are no publicly designated scenic viewpoints that would be disrupted.

*View Looking North from Sharp Park*

This view illustrates building massing looking north from Sharp Park, west of the project site. Along the shoreline, the proposed hotel and restaurant will be no taller than 35 feet in height, similar to the existing City Administration Building (32 feet) and within the existing zoning height limit.

The proposed townhouses on the southern edge of the project site would also be no taller than 35 feet in height and would be compatible with the existing adjacent residential structures to the south.

The two proposed residential buildings would be taller than the existing surrounding structures; however, these proposed buildings would be located within the interior of the lot and away from the street edge.

As seen from this view, the hillsides in the background (to the north and northeast) are already developed with a significant number of single-family residential structures that extend nearly to the top of the ridgeline. As such, the proposed project would not obstruct any scenic natural landscape features, nor would the project disrupt the view of the ridgeline itself.

## **Conclusions**

Preliminary design considerations for the project site call for taller residential buildings (but no more than 45 feet in height) to be located in the interior of the lot, and one residential building located perpendicular and adjacent to Palmetto Avenue. Lower-height buildings including the library, hotel and restaurant (up to 35 feet) would be located along the periphery of the site, particularly along Beach Boulevard and the coastal shoreline.

The proposed project is located at the base of a relatively steeply inclining hillside. The project would not obstruct any publicly-designated scenic viewpoints nor would it obstruct views in general from these hillsides.

When viewed from the shoreline, including the Pacifica Municipal Pier, Pacifica State Park, and Sharp Park, the proposed project would not visually break the ridgeline and would be developed against of backdrop of existing urbanized development (e.g. single-family tract housing) and therefore would not diminish a natural landscape view.

The proposed project will be developed as part of a Planned Development and Specific Plan

which will require subsequent detailed architectural design review and consistency with existing City policies and zoning regulations. As such, the ultimate building design will include articulation of building mass (e.g. setbacks), fenestrations such as windows, doors, eaves, etc., and variation in building materials and colors, which would be compatible with the other existing built structures that surround the project site and likely improve the overall visual character of the existing urban landscape. The project site is not located next to any coastal bluffs and would not block any coastal scenic views.

d) Traffic and Circulation – To determine the impacts of the Project, a project conditions intersectional conditions analysis was performed. All the study intersections (Oceana Blvd/NB Highway 1 on-ramp, Francisco Blvd./Paloma Ave., Palmetto Ave./Paloma Ave., Francisco Blvd./Montecito Ave., Palmetto Ave./Montecito Ave., Palmetto Ave./Clarendon Ave., Francisco Blvd./Clarendon Ave., Oceana Blvd./Clarendon Ave., Francisco Blvd./Highway 1 SB on-ramp) are anticipated to operate at an acceptable level of service during the AM and PM peak hours, except for the intersection of Oceana Boulevard and Paloma Avenue.

The intersection of Oceana Boulevard and Paloma Avenue would operate at a Level of Service (LOS) E during the AM peak hour without the project. Under Existing plus Background Project conditions, traffic operations at this intersection will deteriorate to LOS F during the AM peak hour. The impact is primarily associated with the residential portion of the proposed project due to residents who would be commuting north during the AM peak period. Implementation of mitigation measures listed below will improve traffic operations at this intersection to an acceptable LOS D during the AM peak hour and maintain the existing acceptable LOS C during the PM peak hour.

Prior to any final residential occupancy permit for the residential portion of the project, the project applicant must implement restriping and bicycle facility improvements at the intersection of Oceana Boulevard and Paloma Avenue as follows:

- Eastbound Approach (Paloma Avenue): Provide a 75 foot exclusive right-turn lane on the eastbound approach by removing on-street parking on the north side of Paloma Street. This distance will accommodate the anticipated right-turn lane 95<sup>th</sup> percentile queue, approximately 3 vehicles.
- Westbound Approach (Paloma Avenue): Restripe the westbound approach of Paloma Avenue to include an exclusive left-turn lane and a shared through/right-turn lane.
- Provide class-III bicycle facility signage and pavement markings in both the eastbound and westbound directions on the Paloma Avenue bridge between Oceana Boulevard and Francisco Boulevard.

e) Alternatives - Five alternatives to the project are considered in the Draft EIR. They are as

follows:

- The **No Project Alternative** assumes the continuation of existing conditions within the project site.
- The **Civic and Residential Focus Alternative** would consist of construction of a 36,500 square foot library and 4,500 square foot of commercial (restaurant) similar to the proposed project, but would eliminate construction of the boutique hotel and increase the number of residential units by 28 for a total of up to 112 residential units. Given the proximity to the ocean, and the fact that, the project site is located within the coastal zone (and therefore subject to the City's LCP), this alternative would limit the maximum building height to 35 feet for the project site (as opposed to 45 feet as described in the proposed project), as is currently allowed under the City's existing zoning code and Local Coastal Plan
- The **Civic & Commercial Focus Alternative** would include a reduction in the amount of residential units by 50 percent for a total of 42 units. This alternative would also include a boutique hotel with up to 125 rooms and 10,000 square feet of commercial uses (restaurant and retail convenience). The square footage of the proposed library would be 36,500 square feet, which is similar to the proposed project. Impacts would result in similar impact to the proposed project.
- The **Environmentally Superior alternative**-- CEQA requires that the EIR analysis of project alternatives identify an "environmentally superior" alternative. If the environmentally superior alternative is the "No Project" alternative, the EIR shall also identify an environmentally superior alternative from among the other alternatives. Based on the above alternative analysis, it is determined that the **Civic and Residential Focus Alternative** is the environmentally superior alternative which allows project objectives to be accomplished. The **Civic and Residential Focus Alternative** would reduce impacts to aesthetics, air quality, noise, and transportation due to a reduction in building heights, and a reduction in the number of vehicle trips.

Since publication of the DEIR, the California Coastal Commission recommended the evaluation of a number of additional alternatives, namely:

"i) the reduction of and ii) the elimination of both residential and other non-priority uses such as the boutique hotel and restaurant. Other project alternatives should include but are not limited to: iii) design without construction of a road; iv) the relocation of open space areas to be in front of the residential units and accessible to the public as open space; v) the relocation of Beach Boulevard parking to be moved further inland; and vi) overall reduction in the size and scope of the project."

In general terms, it should be noted that the Draft EIR did not identify any significant impacts

associated with land uses nor inconsistency with relevant policies, including those of the California Coastal Commission. The FEIR addressed those recommendations that are listed below:

#### Elimination of Residential and Other Non-priority Uses

CEQA only requires an analysis of a “reasonable range alternatives” that achieve most of the project objectives and would reduce or avoid identified significant environmental impacts (see CEQA Guidelines Section 15126.6). A key project of the City as stated in the Draft EIR is to “Entitle a high-quality development project that provides long-term economic return to the City.” Based on the preparation of the Beach Boulevard Property Development Evaluation and Beach Boulevard Development Program (both by Leland Consulting Group, 2011), housing is required to make the rest of the project financially feasible. The revenue that the City generates through the sale of land for housing will be used to; finish site clean-up, built the street and sidewalk improvements, build the new Beach Boulevard parking lot, assist in the construction of the library, relocate utilities, process entitlements and permits, and otherwise make the project possible.

#### Design without Construction of a Road(s)

Design without construction of a road(s) is not feasible as there would be no vehicular access to the buildings and proposed underground parking and would not allow construction of the proposed new Pacific Avenue. As stated in the Draft EIR, “Pacific Avenue will be an east-west multi-modal link from Palmetto Avenue to the Beach Boulevard. While this roadway will be accessible by vehicles, it will function as a linear public plaza and include special pavement treatments, narrow intersections, street trees, special lighting and pedestrian amenities such as benches, trash receptacles, etc. The design will purposefully constrict vehicles (e.g. curbing, street trees, etc.) requiring them to move slowly and thereby ensure safe use by pedestrian and bicyclists.

Removal of internal roadways as an EIR alternative would preclude the City from meeting a key coastal access-related project objective, namely: “(To) Improve connections between Palmetto Avenue and the waterfront—including the Beach Boulevard Promenade, Pacifica Municipal Pier, the beach, and open spaces to the south. This will connect Pacifica’s commercial and cultural hub to the community’s greatest natural asset – the ocean.”

As such, this alternative is considered infeasible for both internal circulation, which is a critical design requirement; and coastal access requirements, which is a fundamental project objective.

#### Relocation of Open Space Areas

The minimal amount of open space within the project site is dedicated to private yard space and landscape setbacks as required for any residential land use. The only public space is the

proposed roadways, including the Pacific Avenue Paseo.

The project site directly borders the existing Sharp Park and Pacifica State Beach and the Beach Boulevard Promenade, which is integrated with the regionally-serving coastal trail. The proposed project would provide enhanced coastal access to this significant coastal-related open space amenity, primarily via the proposed new Pacific Avenue, consistent with Coastal Commission coastal access policies. This existing Beach Boulevard Promenade, while well-used, is not at capacity, and the northern portion of Sharp Park (as shown in Figure 4) is often underutilized. The development of yet additional open space would not appreciably enhance the existing coastal open space and would make the project financially infeasible, as documented in the Beach Boulevard Property Development Evaluation and associated financial feasibility analysis (Leland Consulting Group, 2011).

#### Relocation of Beach Boulevard Parking Inland

The existing Beach Boulevard parking lot is accessed directly from Beach Boulevard which extends along the Beach Boulevard Promenade and the coastal shoreline. Not only does the parking lot provide direct access to the coast, it also provides a place for the public to look out at the ocean without getting out of their cars. This is particularly useful for people who are disabled, want to stop for a short period, and/or during times of inclement weather (e.g., cold, windy, rainy, etc.). Similar to other coast-front parking areas such as the Esplanade in Capitola Beach, the Coastal Commission has long considered parking along the shoreline to be an important coastal access amenity.

The proposed project will reconfigure the existing Beach Boulevard parking lot by moving it closer to the shoreline and improving access and circulation, particularly through traffic traveling south on Beach Boulevard. It will also allow more efficient development of the project site. Montecito Avenue will be reconfigured from parallel to angled parking. The result will be an overall improvement in the safety, location and circulation of parking, particularly for public access. Additional parking will be constructed internally along the two north-south roadways.

Finally, it should be noted that most people traveling to the coast drive south on Beach Boulevard and look for parking. Therefore, the recommendation to locate the parking further east (inland) is contrary to the recommended alternative to “design without construction of a road” as a roadway would be needed if parking access from Beach Boulevard were to be maintained.

#### Reduction in the Size and Scope of the Project

A reduction in the size and scope of the Project was considered in the Draft EIR. Alternative #2 - Civic and Residential Focus Alternative would consist of construction of a 36,500 square foot library and 4,500 square foot of commercial (restaurant) similar to the proposed project, but would eliminate construction of the boutique hotel and increase the number of residential units

by 28 for a total of up to 112 residential units. Given the proximity to the ocean, and the fact that the project site is located within the coastal zone (and therefore subject to the City's LCP), this alternative would limit the maximum building height to 35 feet for the project site (as opposed to 45 feet as described for the proposed project), as is currently allowed under the City's existing Zoning Code and Local Coastal Plan.

Alternative #2 was determined be the environmentally superior alternative, as it would reduce impacts to aesthetics, air quality, noise, and transportation due to a reduction in building heights and a reduction in the number of vehicle trips.

The above is not meant to summarize the EIR, but merely to highlight some of the issues discussed in greater detail in the document.

**7. Summary:** The objective of the proposed project is to redevelop the project site to become a centerpiece of the redevelopment and revitalization of the Palmetto Avenue "main street" and the West Sharp Park neighborhood, and to better connect the City's designated main street to the promenade and beach. The subject site has the potential to accommodate housing, lodging, restaurant, civic uses and public space. The proposed project is comprised of a mix of complementary uses that meet the following project objectives approved by the City Council:

- Create a public-private development project that acts as a catalyst for the further revitalization of Palmetto Avenue, the City's designated main street, and a street intended to be a commercial center and community gathering place.
- Create an active and vibrant public-private development project that is readily recognized as a positive economic and social feature by the community of Pacifica.
- Improve connections between Palmetto Avenue and the waterfront—including the Beach Boulevard Promenade, Pier, beach, and open spaces to the south. This will connect Pacifica's commercial and cultural hub to the community's greatest natural asset—the ocean.
- Take advantage of the oceanfront views on the western edge of the property with uses that attract both local residents and visitors.
- Make better use of a relatively large site that is publicly-owned, underutilized, and located in the heart of one of the Pacifica's most historic neighborhoods.
- Provide a location for a new city library that includes community rooms and meeting space that can also be used as the new City Council chambers.
- Create active retail corners, including retail space located within the library.
- Entitle a high-quality development project that provides long-term economic return to the city.
- Create high quality plazas, sidewalks and an interior pedestrian street.

- Ensure that the entitlements and regulations that apply to the site (General Plan, zoning, etc.) are appropriate and will allow the public and private development envisioned by the Beach Boulevard Property Redevelopment Strategy. Where necessary, modify regulations to fit the strategy.

In addition, an Environmental Impact Report has been prepared that concludes that all potential environmental impacts have been reduced to a level of insignificance through appropriate mitigation measures.

## **RECOMMENDATIONS AND FINDINGS**

### **B. Recommendation:**

Staff recommends that the Planning Commission ADOPT the attached resolution certifying the Final Environmental Report and adopt the Mitigation Monitoring and Reporting Plan for the redevelopment of a 3.5 acre, publicly-owned property located at 2212 Beach Boulevard (APN: 016-204-020 and 016-294-510) that would allow for a mixed-use development. The conceptual plan for the site would include an approximately 36,500 square-foot library, up to 84 attached residential units, a boutique hotel of up to 75 rooms, and a restaurant of up to 4,500 square feet. The library will have a large meeting space which will also function as the City Council Chambers and multipurpose meeting room for the community, and RECOMMEND APPROVAL of the General Plan/Local Coastal Lane Use Plan (GPA-89-12), Rezoning (RZ-191-12, and Development Plan (DP-74-12), subject to the following conditions:

#### Planning Department:

1. Development shall be substantially in accord with the Conceptual Plans contained in the "City of Pacifica Redevelopment of the Beach Boulevard Property Draft Environmental Impact Report, dated October 2012.
2. The applicant shall comply with all Mitigation Measures and implement the Mitigation, Monitoring and Reporting Program (Redevelopment of the Beach Boulevard Property) adopted as part of the Environmental Impact Report and attached to the Resolution Certifying the EIR.

## COMMISSION ACTION

### **C. MOTION FOR APPROVAL:**

1. Move that the Planning Commission ADOPT the attached resolution certifying the Environmental Impact Report, adopt the CEQA Findings for Proposed Project attached as an Exhibit and adopt the Mitigation Monitoring and Reporting Plan for the Redevelopment of the Beach Boulevard Project attached as an Exhibit.

2. Move that the Planning Commission of the City of Pacifica incorporate all maps and testimony into the record by reference, and ADOPT the following resolutions:

- P.C. Resolution recommending approval of a General Plan/Local Coastal Land Use Plan amendment
- P.C. Resolution recommending approval of Rezoning/Development Plan

ATTACHMENTS:

- a. P.C. Resolution (Certifying Environmental Impact Report and Adopting Mitigation, Monitoring and Reporting Plan and MMRP attached as Exhibit A and CEQA Findings attached as Exhibit B)
- b. P.C. Resolution for General Plan/Local Coastal Land Use Plan amendment
- c. P.C. Resolution for Rezoning/Development Plan

Planning Commission Only:

- a. Draft EIR/Final EIR (previously distributed)
- b. Conceptual Plans