

# 4 FUTURE DEVELOPMENT POTENTIAL



## 4.1 DEVELOPMENT CHARACTERISTICS

Pacifica was incorporated in 1957, bringing together a string of communities which had grown up along the Ocean. The City grew rapidly in the 1950s and 1960s, and most of its current housing – 60% as of the 2000 Census – was built during those decades. Growth slowed in the 1970s, and then slowed further in the 1980s and '90s.

As of 2000, nearly three-quarters (72 percent) of Pacifica's housing units were single-family detached units, while 12 percent were in structures with 10 or more units. Pacifica is home to several commercial areas, including Pacific Manor, Rockaway Beach, and the Linda Mar and Fairmont shopping centers.

Between 1998 and 2008, home remodels and additions were the predominant type of construction in Pacifica, accounting for 90 percent of all residential building permits issued. Permits for new houses greatly outnumbered permits for new commercial buildings. Altogether, 301 new residential units were issued permits during the period, and 90 percent of these were single-family houses. Only nine new commercial buildings were permitted, and commercial development accounted for 11 percent of the valuation of permitted projects (see Table 4-1).

### Recent Development

The pace of new commercial and multi-family building permits during the last decade in Pacifica was slow but relatively even. Single-family houses, on the other hand, experienced significant fluctuations, with one-third of the period's permits issued between September 1998 and September 2000, and another third in 2006-07 (see Chart 4-1).

**TABLE 4-1: PACIFICA BUILDING PERMIT SUMMARY, SEPTEMBER 1998 – SEPTEMBER 2008**

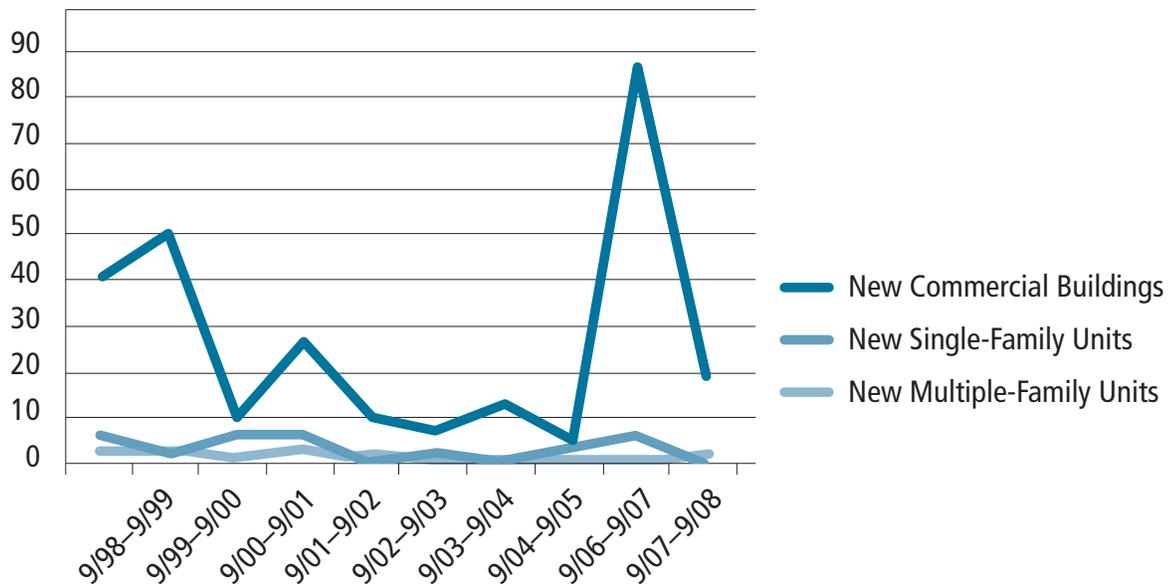
	10-Year Totals		
	Permits	Units	Valuation (millions)
<b>Commercial and Institutional</b>			
New Buildings	9	–	8.0
New Churches and Church Remodels	11	–	4.4
Remodels, Additions	185	–	15.0
<b>SUBTOTAL COMMERCIAL</b>	<b>205</b>	<b>–</b>	<b>27.4</b>
<b>Residential</b>			
Single Family Dwellings	270	270	93.9
2- to 4-Family Dwellings	16	31	6.5
Multiple Family Dwellings	2	0	1.9
Remodels, Additions	2,440	–	83.3
Carports, Garages	69	–	1.0
<b>SUBTOTAL RESIDENTIAL</b>	<b>2,797</b>	<b>301</b>	<b>186.6</b>
<b>TOTAL<sup>1</sup></b>	<b>3,207</b>	<b>301</b>	<b>241.5</b>

Source: City of Pacifica, 2009.

Note:

<sup>1</sup> Table does not include permits for electrical, plumbing, mechanical, or roofing work.

**CHART 4-1: Pacifica Building Permit Detail, September 1998 – September 2008**





**House Remodels and Additions.** Over the past ten years, home remodels and additions have been the predominant type of construction in Pacifica, accounting for 90 percent of all residential building permits issued over the last ten years. Often, single-family houses have added second and third stories, approaching the 35' height allowed by zoning.

**Single-Family Houses.** 301 new residential units were issued permits during the last decade, and 90 percent of these were single-family houses. New houses were built both on individual infill lots and as part of new subdivisions. Some houses were built as "second units," sharing lots with existing single-family houses.



**Commercial Buildings.** Nine new commercial buildings were issued permits between 1998 and 2008. Among these were a fast food restaurant and new street-fronting retail buildings. The City experienced 185 commercial remodels and additions such as the Best Western Lighthouse Inn pictured above.

**Commercial Mixed Use Development.** Some of Pacifica's new commercial development has been mixed-use, with a combination of retail, office, and residential space. The projects above show variations on new mixed-use development, on Palmetto Avenue, in Rockaway Beach, and on Danmann Avenue in the Pedro Point neighborhood.

### *Development in the Rockaway Beach Redevelopment Area*

The Rockaway Beach Redevelopment Area was established in 1986 to spur private investment and high-quality development in the Rockaway Beach commercial district and on the undeveloped quarry site. The 2006 Implementation Plan for the Rockaway Beach Redevelopment Project identifies projects completed over its 20-year history. In the Rockaway Beach area, these include:

- three mixed-use developments, including the “Clock Tower” project;
- new public parking lots and improvements to existing parking areas;
- the replacement of dilapidated houses with commercial properties, including three hotels;
- the addition of new streets, curbs, and gutters.

The project has also provided funding for an accessible walkway over the Headlands connecting Rockaway Beach with Pacifica State Beach; the new Wastewater Treatment Plant and wetlands area at the north end of the quarry site; and the relocation of Calera Creek. Finally, offsite, the Redevelopment Agency acquired the Oceanview senior housing project, guaranteed its continued operation as affordable housing, and transferred it to a new operator.



*New public parking and mixed-use development have been facilitated in the Rockaway Beach Redevelopment Area.*



**New Retail Development.** The Walgreen's store under construction at Palmetto Avenue and Manor Drive. The roughly 14,000-square foot store occupies approximately 90 percent of its site.



**New Residential Development.** The Connemara development includes 23 single-family houses and two small commercial buildings on a 43-acre site on lower Milagra Ridge. The project involved the preservation of 35 acres of open space, resulting in an overall density of 0.5 units per acre.



**Proposed Residential Development.** Development of a 65-acre site bordering Fassler Avenue and Roberts Road is under review. The proposed development, known as Harmony at 1, would involve 15 units, at a density of 0.2 units per acre.

## Planned and Ongoing Projects

As of April 2009, two commercial developments, two mixed-use projects, and four residential developments were in progress. Of these, three were under construction: Connemara, which will include 23 single-family homes and two commercial buildings on Lower Milagra Ridge; Cypress Walk, a 95-unit residential development on the Westview School site; and a new 14,000-square foot Walgreens store on Palmetto Avenue. The latter two projects are now completed.

Projects anticipated to move forward include a 3-story retail and office building in Rockaway Beach, a small mixed-use infill projection Monterey Road, and 29-unit and 15-unit residential developments adjacent to Fassler Avenue. Altogether, ongoing and planned projects account for 66,074 square feet of new commercial space at an average FAR of 1.10, and 176 residential units at an average density of eight units per acre. These new development projects are shown in Figure 4-1.

**Figure 4-1: Development Projects**

- Single Family Residential
- Multi-Family Residential
- Retail/Office
- Mixed Use
- Park or Open Space

Rockaway Beach Redevelopment Area

Planning Area Boundary

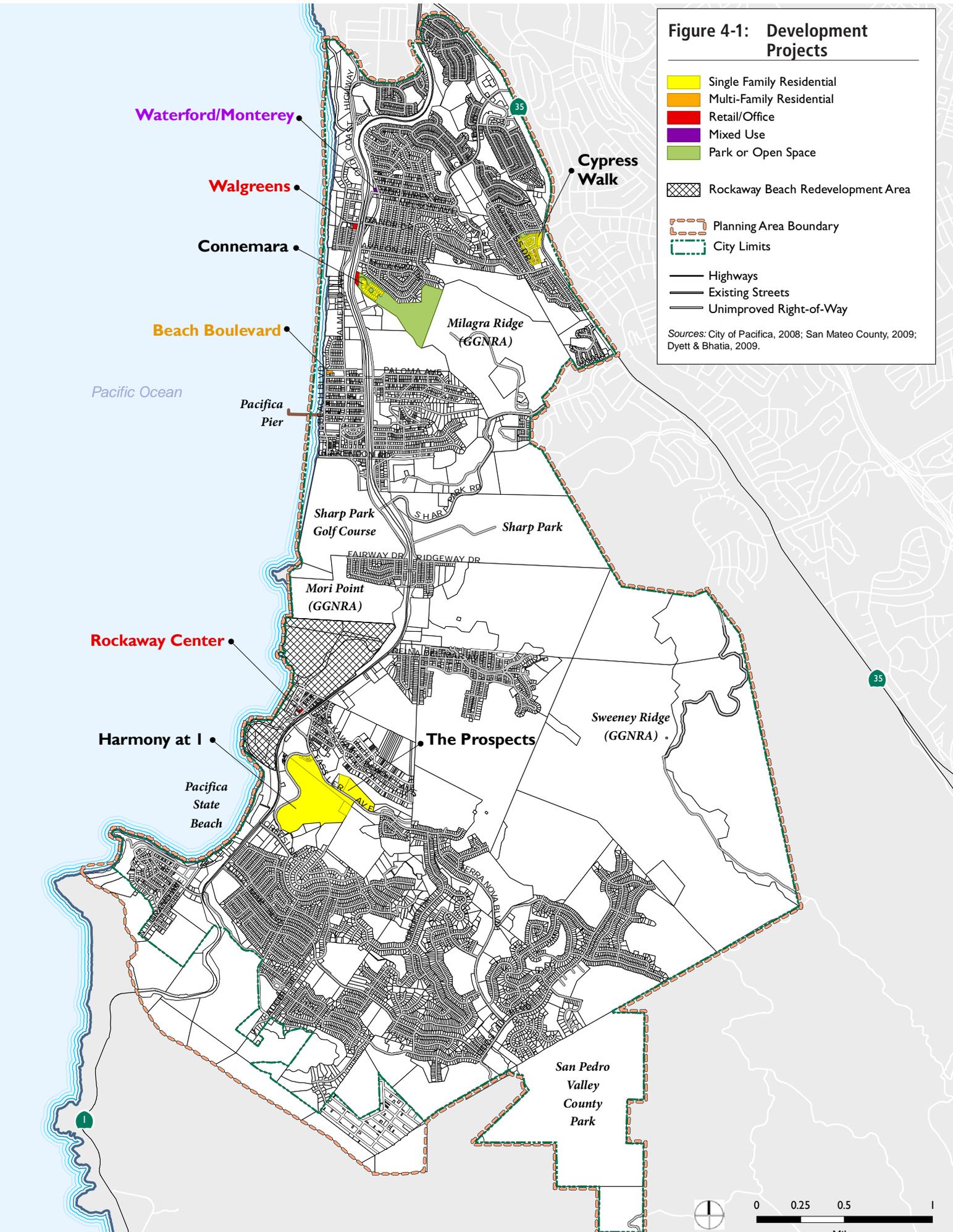
City Limits

Highways

Existing Streets

Unimproved Right-of-Way

Sources: City of Pacifica, 2008; San Mateo County, 2009; Dyett & Bhatia, 2009.



**TABLE 4-2: CURRENT DEVELOPMENT PROJECTS, APRIL 2009**

Description	Address	Zoning	Site Area (sq. ft.)	Commercial Area (sq. ft.)	FAR	Residential Units	Density (du/gross acre)	Status
<b>Retail / Office</b>								
Walgreens	520 Palmetto Ave.	C-1 Neighborhood Commercial	15,600	13,870	0.89	–	NA	Completed
Rockaway Center	270 Rockaway Beach Ave.	C-1 Neighborhood Commercial	14,056	33,594	2.39	–	NA	Approved
<b>Mixed Use</b>								
Connemara	900 Oceana Blvd.	PD Planned Development	43.33	10,000	0.24	23	0.54	Under Construction
Mixed-use Bldg.	Waterford and Monterey	R-3 Multi-Family Residential	9,594	8,610	0.90	5	22.70	Under Review
<b>Single Family Detached</b>								
Cypress Walk	367 Glencourt Way	PD Planned Development	10.45	–	NA	95	9.09	Completed
The Prospects (condos)	Fassler Ave.	PD Planned Development	11	–	NA	29	2.64	Under Review
Harmony at 1 (subdivision)	Fassler Ave., Roberts Rd.	PD Planned Development	65+	–	NA	15	0.2	Under Review
<b>Townhouses and Attached Condominiums</b>								
Beach Boulevard	1567 Beach Blvd.	R-3 Multi-Family Residential	0.70			9	12.77	Under Review
<b>TOTAL OR AVERAGE</b>			<b>66,074</b>	<b>1.10</b>	<b>176</b>	<b>8.00</b>		

Source: City of Pacifica, 2009.

Note:

1 Table does not include permits for electrical, plumbing, mechanical, or roofing work.

## 4.2 DEVELOPMENT POTENTIAL

Most of the Planning Area’s privately-owned land with road access and flat or moderate slopes has been developed. There remain some parcels of land with the potential to be developed or redeveloped over the course of the plan period. Approximately 1,347 acres in Pacifica, and 287 acres outside the City limits but within the Planning Area, are considered to have development potential. Figure 4-2, Vacant and Underutilized Land, shows the location and extent of these development sites, while Table 4-3 details their current land use characteristics.

### Vacant or Undeveloped Sites

Vacant or undeveloped sites were identified by field surveys, aerial photography, and County assessor data. Altogether, there are approximately 1,110 acres of undeveloped land in the Planning Area, including 926 acres within City limits. These sites range from typical urban lots—often on steep slopes in developed neighborhoods—to large hillside parcels as large as 166 acres.

### Underutilized Sites

A ratio of the assessed value of improvements to the assessed value of land (AV ratio) was used to identify underutilized land. 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 initial analysis; nor were protected open space, churches and institutional uses, or sites in public ownership. This preliminary set of underutilized parcels was adjusted through consultation with City staff, to account for conditions affecting particular sites or areas that were not captured by the AV ratio. As a result, some sites that currently have houses or public facilities are included.

The analysis found 170 parcels or 524 acres of “underutilized” land in the Planning Area. About 70 percent of this land, or 361 acres, is agricultural land. This leaves 163 acres, all within City limits, that could experience redevelopment in the next 20 years. Vacant and underutilized land in the Planning Area is further characterized below.

**TABLE 4-3: CURRENT LAND USE OF VACANT AND UNDERUTILIZED SITES – ACRES**

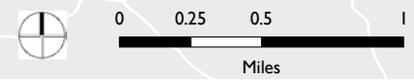
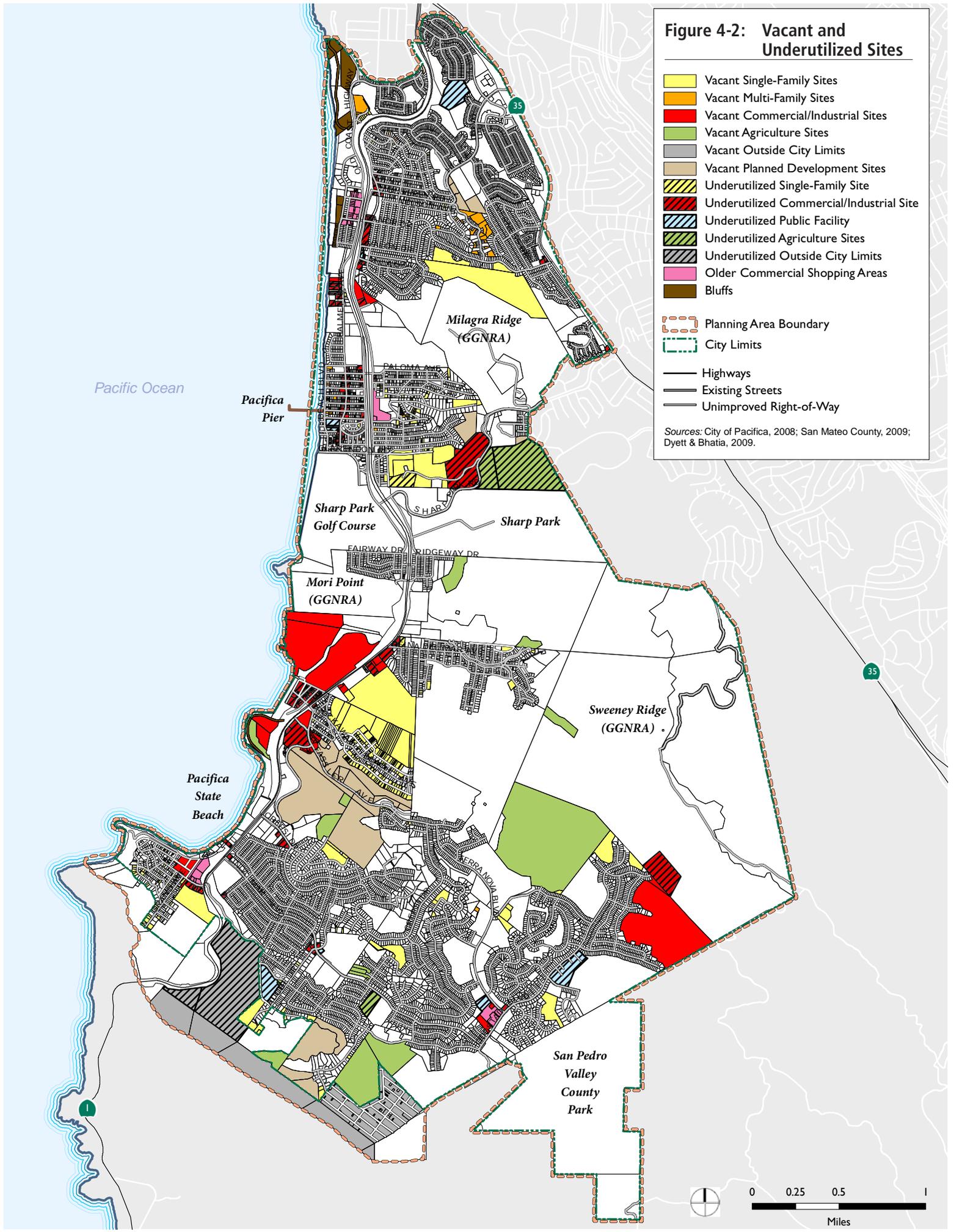
	In Planning Area		In City Limits		Outside City Limits	
	Acres	Percentage	Acres	Percentage	Acres	Percentage
Vacant or Undeveloped	1,110	68%	926	69%	184	64%
Agriculture	361	22%	257	19%	104	36%
Industrial Uses	11	1%	11	1%	–	–
Commercial Uses	61	4%	61	5%	–	0%
Residential Uses	46	3%	46	3%	–	0%
Mixed Use	–	0%	3	0%	–	0%
Public, Community, Institutional	43	3%	43	3%	–	0%
<b>TOTAL</b>	<b>1,634</b>	<b>100%</b>	<b>1,347</b>	<b>100%</b>	<b>287</b>	<b>100%</b>

Sources: City of Pacifica, 2009; Dyett & Bhatia, 2009.

**Figure 4-2: Vacant and Underutilized Sites**

- Vacant Single-Family Sites
  - Vacant Multi-Family Sites
  - Vacant Commercial/Industrial Sites
  - Vacant Agriculture Sites
  - Vacant Outside City Limits
  - Vacant Planned Development Sites
  - Underutilized Single-Family Site
  - Underutilized Commercial/Industrial Site
  - Underutilized Public Facility
  - Underutilized Agriculture Sites
  - Underutilized Outside City Limits
  - Older Commercial Shopping Areas
  - Bluffs
- Planning Area Boundary
  - City Limits
  - Highways
  - Existing Streets
  - Unimproved Right-of-Way

Sources: City of Pacifica, 2008; San Mateo County, 2009; Dyett & Bhatia, 2009.



## Location of Potential Development Sites

Vacant and underutilized land in Pacifica falls into several categories: undeveloped hillsides and bluffs; agricultural land; the former Rockaway Quarry; infill sites in residential neighborhoods; aging shopping centers and commercial corridors; and under-used or obsolete public facilities.

### *Undeveloped Hillsides and Bluffs*

Most of the Planning Area's large, undeveloped, privately-owned parcels are on the slopes of ridges or along ocean bluffs. These include the land south of Manor Drive opposite Milagra Ridge; on Gypsy Hill; on Cattle Hill; on Fassler Ridge; on the upper slopes of Rockaway Valley; on the north slope of Montara Mountain; on the Headlands; and on the northern coastal bluffs. This land is distributed among several zoning designations: Single-Family Residential, large lot residential (in several zones), Hillside Residential, Agricultural, Commercial Recreation, Community Commercial, and Planned Development.

### *Agricultural Sites*

The Planning Area has a handful of parcels in agricultural use. These range from the relatively large Millwood Ranch to the smaller sites of Park Pacifica Stables and the nursery on Linda Mar Boulevard. Shamrock ranch is outside City limits, but is included because it could conceivably be incorporated. This land is zoned for Agriculture or rural residential use.

### *Former Rockaway Quarry*

The former Rockaway Quarry comprises 94 acres of vacant land directly north of Rockaway Beach. The quarry is the subject of a Specific Plan, discussed in more detail below, whose primary goal is to stimulate high-quality private development. Both the Specific Plan and the General Plan recommend a mixture of uses on the site, with a principal focus on visitor-serving commercial development. The General Plan recommends high-density residential use on portions of the site. However, a ballot measure passed in 1983 determined that any rezoning allowing residential development on the quarry site shall require a public vote.



*The Shamrock Ranch property is currently outside City Limits, but could have the potential to be developed during the planning period.*



*The former Rockaway Quarry consists of 94 acres of land between Highway 1 and the Ocean and between Rockaway Beach and Mori Point. The site has been the subject of multiple development proposals. Any residential development on the quarry site must be approved by a vote of the public.*



*Pacifica's established neighborhoods contain a scattering of vacant lots, such as this one in the East Edgemar-Pacific Manor neighborhood.*



*Aging shopping centers may experience renovation and/or redevelopment during the planning period.*



*Planned streetscape improvements for Palmetto Avenue in the West Sharp Park neighborhood are intended to encourage redevelopment of vacant and underutilized land and the creation of a vibrant main street environment.*



*The Sanchez branch library adjacent to Park Mall has a relatively large site which could be redeveloped if the library were to move to a new facility.*

### *Residential Infill Sites*

Vacant residential lots are scattered throughout the City, but are most prevalent in the hilly sections of East Edgemar-Pacific Manor, East Sharp Park, and Pedro Point. Larger pieces of undeveloped land are found in the Linda Mar and Park Pacifica neighborhoods. These parcels are mainly zoned for Single-Family Residential use, though a few are zoned for Multi-Family Residential.

### *Aging Shopping Centers*

Pacifica's land use pattern features several shopping centers, built at low densities. Several of these, including Pacific Manor, Eureka Square, Park Mall, and Pedro Point, are candidates for renovation and/or redevelopment. These shopping centers are zoned for Neighborhood or Community Commercial use.

### *Underutilized Commercial Corridors*

The City also has a number of commercial districts or clusters of commercial development, which could be redeveloped at a higher intensity. The most notable of these are the Rockaway Beach district and Palmetto Avenue; other areas that could see redevelopment are Francisco and Oceana Boulevards, and the commercial areas at Vallemar and on Crespi Drive. The commercial corridors are mainly zoned Neighborhood Commercial. Streetscape improvements currently planned for Palmetto Avenue in the West Sharp Park neighborhood are intended to foster such redevelopment.

### *Underutilized Public Facilities*

Finally, there are a handful of public facilities that are reasonably likely to be redeveloped during the course of the planning period, because they no longer serve their original function. Most prominent among these is the former Sharp Park Wastewater Treatment Plant. Others are the Oddstad, Linda Mar, and Fairmont schools and the Sanchez branch library. These sites are zoned, variously, for Public Facility use, Planned Development, and Single-Family and Multi-Family Residential use.

## Estimated Development Capacity

### *Density Allowed Under Current Zoning, and Average Density of Recent Development*

For the purposes of this analysis, it was assumed that all of the identified vacant and underutilized land would be developed or redeveloped during the planning period. Further, it was assumed that land would be developed with the prevailing land use type and density range allowed by current zoning.

In projecting the density or intensity of new development, the following characteristics were considered:

- (a) The *maximum* density, measured in units per acre for residential development, permitted in each zoning district. (Maximum Floor Area Ratio is not set for commercial zones. Instead, development size is governed by height, setbacks, and parking requirements.)
- (b) The *average* density of existing development of the most likely type in each zoning district. For example, in the C-1 zone, the average density of existing commercial development was considered.
- (c) The average density of *recent and current development*, in the Planned Development (PD) District, which applies to four current development projects.
- (d) The amount of development projected by the Rockaway Beach Specific Plan, for the quarry site and Headlands.

Characteristic (b), noted immediately above, the average density of existing development of the expected type, was chosen as the projected density of future development for each zone, with the following exceptions:

- Average FAR and density of current and approved development (characteristic c) is used for sites in the Planned Development (PD) or Planned Development/Hillside Preservation District (PD/HPD) zones. Four current development proposals in the PD zones comprise 130

acres of the vacant and underutilized land for which development is being projected.

- For residential sites with Hillside Preservation District overlay zoning, in zones where there is no current single family development, the lesser of the average density of residential development in the underlying zone or in the Planned Development zone was used.
- For commercial sites with Hillside Preservation District overlay zoning, in zones where there is no current commercial development, half (50 percent) of the average density of commercial development in the underlying zoning was used.
- For the undeveloped Quarry and Headlands sites in the Rockaway Beach Redevelopment Area, the amount of development estimated for those sites by the Specific Plan was used, adjusted for the decreased size of the quarry site since adoption of the Specific Plan.
- Sites in the parking zone, P, that are considered to have development potential are parking lots of shopping centers. It is projected that development of parking lots and the surrounding shopping centers will occur at the higher projected density of the C-1 zone which covers the shopping centers.
- Development sites currently zoned for public facilities are projected to redevelop commercially at the projected density of the C-1 zone.
- Land outside the City boundary but within the Planning Area is projected to develop residentially at the density of the A/B-5 district, which covers comparable land within the City boundary.
- In other zones where the average density of the expected land use either exceeded the maximum density or was unreasonably low, the maximum allowed density was used.

## Projected Density of Development

The projected density assumptions for each zone follow in Tables 4-4 and 4-5. As described above, these projections are in most cases based on the average density of current development, and not on the maximum density permitted. The text below describes each of the zoning districts, and is a supplement to the tables.

### Commercial Zoning Districts

#### **C-1 AND C-1+, NEIGHBORHOOD COMMERCIAL: 0.5 FAR**

This district covers most vacant and underutilized sites along Palmetto Avenue and Francisco Boulevard; on Crespi Drive, in the Rockaway Beach district and the Manor shopping district; Eureka Square, Linda Mar, and Park Mall shopping centers; the Sea Bowl bowling alley site and neighboring properties; and properties at the base of Milagra Ridge. Altogether, there are 68 acres of vacant or undeveloped land in the C-1 district (when the C-1+ district is included). An additional nine acres of vacant or undeveloped land are in the P (Parking) or PF (Public Facilities) zones, which are assumed to develop commercially at the same average density as property in the C-1 zone.

#### **C-2, COMMUNITY COMMERCIAL: 0.3 FAR (0.15 FAR IN HILLSIDE PRESERVATION DISTRICT)**

This district covers potential development sites along Oceana Boulevard; on the east side of Highway 1 at the base of Cattle Hill; the Pedro Point Shopping Center; and a site on Gypsy Hill. It comprises 51 acres of vacant and underutilized land in the planning area, 31 acres of which are in the HPD.

#### **C-3, SERVICE COMMERCIAL: 0.2 FAR**

The C-3 district covers sites along northern Palmetto Avenue totaling just under seven acres.

#### **C-R, COMMERCIAL RECREATION: 0.2 FAR (0.1 FAR IN HILLSIDE PRESERVATION DISTRICT)**

Excluding the Headlands, covered separately, the Commercial Recreation district covers the vacant site west of Pedro Point Shopping Center, the Park Pacifica Stables and adjacent land at the edge of the Park Pacifica neighborhood. The latter two sites are in the Hillside Preservation District, and account for 73 of the 84 acres.

#### **O, OFFICE: 0.2 FAR**

The Office zone applies to 1.8 acres of vacant or underutilized parcels in the vicinity of Linda Mar Boulevard and Adobe Drive and at the base of Milagra Ridge.

### Residential Zoning Districts

#### **R-1/B-10 SINGLE-FAMILY RESIDENTIAL, MINIMUM LOT AREA 5 ACRES: 0.2 UNITS PER ACRE**

The B-10 overlay, Pacifica's lowest-density zoning designation, applies to 131 acres of vacant land on Gypsy Hill and Cattle Hill.

#### **A/B-5 AGRICULTURE, MINIMUM LOT AREA 1 ACRE: 1.0 UNITS PER ACRE**

The B-5 overlay is applied to the Agricultural base zone, and a small amount of the residential R-1 zone, and applies to 357 acres of vacant or underutilized land, including a large site north of Sharp Park and the Millwood Ranch property behind Terra Nova High School. Most of this land is in the Hillside Preservation District.

#### **R-1/B-4 SINGLE-FAMILY RESIDENTIAL, MINIMUM LOT AREA 20,000 SQUARE FEET: 1.8 UNITS PER ACRE**

The B-4 overlay applies to 11 acres of vacant land, at the southern end of Adobe Drive.

**R-1/B-3 SINGLE-FAMILY RESIDENTIAL, MINIMUM LOT AREA 10,000 SQUARE FEET: 3.2 UNITS PER ACRE (1.3 UNITS PER ACRE IN THE HILLSIDE PRESERVATION DISTRICT)**

The B-3 overlay applies to vacant land, on Gypsy Hill and lower Cattle Hill. Fourteen of the 18 acres of vacant land in this zone is in the Hillside Preservation District.

**R-1-H SINGLE-FAMILY RESIDENTIAL HILLSIDE: 4.3 UNITS PER ACRE**

The Hillside Residential district applies to about 25 acres of vacant land, mainly on the upper slopes of the Rockaway Valley.

**R-1/B-2 SINGLE-FAMILY RESIDENTIAL, MINIMUM LOT AREA 7,500 SQUARE FEET: 4.6 UNITS PER ACRE**

The B-2 overlay district applies to 0.2 acres of vacant land in the planning area.

**R-1/B-1 SINGLE-FAMILY RESIDENTIAL, MINIMUM LOT AREA 6,000 SQUARE FEET: 7.0 UNITS PER ACRE**

The B-1 overlay district covers about 60 acres of vacant land, on the slope south of Manor Drive.

**R-1 SINGLE-FAMILY RESIDENTIAL, MINIMUM LOT AREA 5,000 SQUARE FEET: 7.3 UNITS PER ACRE (1.3 UNITS PER ACRE IN HILLSIDE PRESERVATION DISTRICT)**

The basic R-1 single-family residential district covers 140 acres of vacant land in the planning area, on infill lots mainly in the East Sharp Park, Park Pacifica, Linda Mar, and Pedro Point neighborhoods. Approximately half the potential development sites in this zone are in the Hillside Preservation District, and are projected to develop at a lower density.

**R-2 TWO-FAMILY RESIDENTIAL: 15.0 UNITS PER ACRE**

There are 1.6 acres of vacant or underutilized land in the R-2 district.

**R-3-G MULTI-FAMILY RESIDENTIAL GARDEN: 18.9 UNITS PER ACRE**

There are about ten acres of vacant or underutilized land in the R-3-G district, on two sites on both sides of the northernmost part of Palmetto Avenue.

**R-3 AND R-3.1 MULTI-FAMILY RESIDENTIAL: 21.0 UNITS PER ACRE**

About 15 acres of vacant or underutilized land is in Pacifica's highest-density residential district. These sites are located on upper Monterey Road, in the West Sharp Park neighborhood, and on Esplanade Avenue.

*Planned Development District*

**P-D PLANNED DEVELOPMENT DISTRICT: 1.3 UNITS PER ACRE**

Nearly 250 acres of vacant or undeveloped land in the planning area are zoned P-D, giving flexibility to the future development program and density. Most recent planned development projects have been primarily residential, and some of the vacant land in this category is the subject of current development proposals. Recent projects in this zone have been approved at an average of 9.1 units per acre in P-D zones, and 0.6 per acre in P-D zones that are also in Hillside Protection Districts.

*Areas Outside City Boundary*

**NO ZONING: 1.0 UNITS PER ACRE IS ASSUMED.**

About 285 acres of land outside City limits are considered potentially developable.

**TABLE 4-4: ANALYSIS OF DEVELOPMENT CAPACITY OF VACANT AND UNDERUTILIZED SITES IN NON-RESIDENTIAL ZONES**

Existing Zoning		Vacant or Underutilized Acres	Average FAR <sup>1</sup>	Projected FAR <sup>2</sup>
<b>Commercial Zoning</b>				
C-1	Neighborhood Commercial	65.0	0.41	0.41
C-1+	Neighborhood Commercial, Requires Vote to Rezone	3.2	NA	0.41
C-2	Community Commercial	20.0	0.25	0.25
C-2 / HPD	Community Commercial / Hillside Preservation District	31.0	NA	0.13
C-3	Service Commercial	6.9	0.11	0.11
C-R	Commercial Recreation	10.5	0.03	0.03
C-R / HPD	Commercial Recreation / Hillside Preservation District	73.3	NA	0.01
O	Office	1.8	0.18	0.18
P	Parking	4.8	0.04	0.41
<b>Public Facilities Zoning</b>				
PF	Public Facilities	4.1	0.12	0.41
PF+	Public Facilities, Requires Vote to Rezone	0.4	NA	0.41
<b>Rockaway Beach Redevelopment Area</b>				
C-3x / HPD	Service Commercial, Requires Vote to Rezone, Hillside Preservation District	94.3	NA	0.55
C-R/HPD, A/B-5	Commercial Recreation / Hillside Preservation District	15.0	NA	0.02

Sources: City of Pacifica, 2009; Dyett & Bhatia, 2010.

Notes:

- 1 Commercial zones do not have Maximum FAR. Instead, development size is governed by height, setbacks, and parking requirements.
- 2 Average FAR refers to the average intensity of existing development of the expected general land use for each zoning district. For example, "average FAR" for the C-1 zone is the average FAR of existing commercial development in the C-1 zone.
- 3 Projected intensity is based on the average of all existing development of the expected use in each zone, except for the following:
  - (i) in Commercial zones with the Hillside Preservation District overlay. Projected density is 0.5 x average density of expected use in underlying zone.
  - (ii) in the C-1+ zone. Projected density is the average density of expected use in C-1 zone.
  - (iii) on Quarry Site. Projected development based on existing Specific Plan, adjusted for reduction in site size.
    - (b) Parking (P) zone. The P zone covers parking lots of some of Pacifica's shopping centers. New development here is assumed to involve redevelopment of larger sites based on prevailing C-1 zoning.
    - (c) Public facilities(PF, PF+) zones. Sites deemed "vacant or underutilized" that are currently zoned for public facilities are assumed to redevelop at the prevailing density in the C-1 zone.

**TABLE 4-5: ANALYSIS OF DEVELOPMENT CAPACITY OF VACANT AND UNDERUTILIZED SITE IN RESIDENTIAL ZONES**

Existing Zoning		Vacant or Underutilized Acres	Maximum Density (units/acre)	Average Density (units/acre) <sup>1</sup>	Average Density of Current Development <sup>2</sup>	Projected Development Density (units/acre) <sup>3</sup>
<b>Residential Zoning</b>						
A/B-5	Agriculture/Min Lot Area 1 acre	13.5	1.0	0.2	NA	0.2
A/B-5/HPD	Agriculture / Min Lot Area 1 acre / Hillside Preservation District	342.2	1.0	NA	NA	0.1
R-1/B-10 / HPD	Single-Family Residential / Min Lot Area 5 acre / Hillside Preservation District	130.6	0.2	0.1	NA	0.1
R-1/B-5	Single-Family Residential / Min Lot Area 1 acre	0.8	1.0	1.0	NA	1.0
R-1/B-4	Single-Family Residential / Min Lot Area 20,000 sq. ft.	10.9	2.2	1.4	NA	1.4
R-1/B-3	Single-Family Residential / Min Lot Area 10,000 sq. ft.	4.2	4.4	3.1	NA	3.1
R-1/B-3/HPD	Single-Family Residential / Min Lot Area 10,000 sq. ft. / Hillside Preservation District	14.0	4.4	NA	NA	1.5
R-1/B-2	Single-Family Residential / Min Lot Area 7,500 sq. ft.	0.2	5.8	4.5	NA	4.5
R-1/B-1	Single-Family Residential / Min Lot Area 6,000 sq. ft.	0.2	7.3	6.9	NA	6.9
R-1/B-1/HPD	Single-Family Residential / Min Lot Area 6,000 sq. ft. / Hillside Preservation District	60.4	7.3	NA	NA	0.6
R-1	Single-Family Residential / Min Lot Area 5,000 sq. ft.	63.5	8.7	6.3	NA	7.3
R-1/HPD	Single-Family Residential / Min Lot Area 5,000 sq. ft. / Hillside Preservation District	76.0	8.7	NA	NA	0.6
R-1-H	Single-Family Residential / Hillside	24.7	8.7	3.7	NA	3.7
R-2	Two-Family Residential / 15 Units per Acre	1.6	15.0	11.7	NA	11.7
R-3-G	Multi-Family Residential / 19 Units per Acre	9.8	18.9	9.2	NA	9.2
R-3.1	Multi-Family Residential / 21 Units per Acre	2.4	21.0	4.4	NA	21.0
R-3	Multi-Family Residential / 21 Units per Acre	12.7	21.0	28.7	NA	21.0
<b>Planned Development Zoning</b>						
P-D	Planned Development	47.2	–	10.2	9.1	9.1
P-D/HPD	Planned Development / Hillside Preservation District	201.6	–	NA	0.6	0.6
<b>Not Zoned</b>						
Outside City	No Zoning	287.2	–	3.5	NA	0.2

Sources: City of Pacifica, 2009; Dyett & Bhatia, 2010.

Notes:

- 1 Average Density refers to the average density of existing development of the expected general land use (e.g., residential) for each zoning district.
- 2 Average Density of Current Development is calculated for PD and PD/HPD zones, which apply to four current development projects.
- 3 Projected density is based on the average of all existing development of the expected use, except for the following:
  - (a) PD zone. Average FAR and density of current and recent development is used here. Current development proposals include significant areas of the vacant and underutilized land in this category.
  - (b) Residential zones in Hillside Preservation District (HPD) overlay, where no residential development currently exists. Projected density is based on the lesser of the average density of the underlying zone, or the average density of residential development in the PD/HPD zone.
  - (c) Land outside the city determined to have development potential is projected to develop at the average density of development in the A/B-5 district, which covers similar land inside the city.
  - (d) Where the average density exceeds the maximum allowed under zoning, the maximum is used.
  - (e) Where average density for a zone is unreasonably low, the maximum is used.

### *Development Capacity Analysis*

To determine developable capacity, the acreage of vacant and underutilized land in each zoning district was multiplied by the projected development density, in dwelling units per acre for residential uses and in FAR for non-residential uses. A “land efficiency” factor of 90 percent was applied to account for the space needs of new public rights-of-way and other required land dedications for public needs and infrastructure (75 percent was used for the quarry site, where new infrastructure will be necessary throughout the site.) Potential development capacity was then adjusted so that existing housing units and commercial floor area that would be replaced were not double-counted.

As shown in Tables 4-6 and 4-7, the Planning Area’s vacant and underutilized sites could support an estimated 2,154,000 square feet of net new commercial development, and 1,511 net new housing units, if all the identified sites were to develop or intensify over the course of the planning period under existing zoning.

The commercial development capacity analysis includes the assumption that the Rockaway Quarry site will develop at the density anticipated by the Rockaway Beach Specific Plan, from 1986. The quarry site’s future remains uncertain. Without commercial development on this site, the total Citywide commercial development capacity drops to about 441,000 square feet of net new commercial development. While mixed-use development may occur on this site, it was not projected for this exercise.

The analysis of residential unit capacity includes 54 new dwellings on 287 acres which are not currently within the City, and may or may not be annexed during the planning period. Without residential development outside City limits, projected new housing falls to 1,457 units.

This analysis represents a maximum total build-out. Not all of the vacant and underutilized land will

actually be developed. Many property and business owners may not choose to pursue development or redevelopment of their sites. Moreover, much of the vacant land in the Planning Area is subject to serious constraints on development due to environmental factors. In reality, only some of the potential development sites will change during the course of the planning period.

### **Land Demand and Development Capacity**

Table 4-8 compares the vacant and underutilized land in the Planning Area to the land that would be needed to accommodate projected growth during the planning period. It is important to emphasize that the purpose of this exercise is not to predict precisely the type and amount of development that will occur over the next 20 years. Rather, the analysis aims to evaluate in broad terms the capacity of the Planning Area to absorb growth.

Based on this work, the Planning Area has sufficient land to accommodate the amount of growth projected for Pacifica, if development can occur on the Quarry Site. It suggests that land availability per se is not likely to be as important a factor as the potential constraints of Pacifica’s vacant land, including habitat, slope, the demand for open space, and other issues.

Pacifica’s vacant and underutilized land is projected to be able to hold approximately 1,500 units, or 1,450 if land outside the City boundary is not included. This is above the 1,300 that are projected to be needed by 2030.

Employment projections suggest a need for 640,000 square feet of non-residential development land, assuming 400 square feet per employee. Pacifica’s estimated 330 acres of vacant or underutilized non-residential land are estimated to have the capacity for 2,154,000 square feet of commercial development. If the quarry site is excluded, Pacifica’s commercial development potential is for just 440,000 square feet, which would fall short of the projected need. This comparison is shown in Table 4-8.

**TABLE 4-6: NON-RESIDENTIAL DEVELOPMENT CAPACITY OF VACANT AND UNDERUTILIZED SITES**

Existing Zoning		Vacant or Underutilized Acres	Projected FAR <sup>1</sup>	Non-Residential Building Area (sq. ft.) <sup>2</sup>
<b>Commercial Zoning</b>				
C-1	Neighborhood Commercial	65.0	0.41	1,056,631
C-1+	Neighborhood Commercial, Requires Vote to Rezone	3.2	0.41	51,879
C-2	Community Commercial	20.0	0.25	199,546
C-2 / HPD	Community Commercial / Hillside Preservation District	31.0	0.13	154,861
C-3	Service Commercial	6.9	0.11	29,688
C-R	Commercial Recreation	10.5	0.03	11,925
C-R / HPD	Commercial Recreation / Hillside Preservation District	73.3	0.01	41,716
O	Office	1.8	0.18	12,444
P	Parking	4.8	0.41	77,653
<b>Public Facilities Zoning</b>				
PF	Public Facilities	4.1	0.41	67,202
PF+	Public Facilities, Requires Vote to Rezone	0.4	0.41	6,546
<b>Rockaway Beach Redevelopment Area</b>				
C-3x / HPD	Service Commercial, Requires Vote to Rezone, Hillside Preservation District	94.3	0.56	1,712,714
C-R/HPD, A/B-5	Commercial Recreation / Hillside Preservation District	15.0	0.02	10,000
Subtotal		330.2		3,432,804
<b>EXISTING COMMERCIAL BUILDING AREA ON UNDERUTILIZED SITES</b>				<b>1,278,848</b>
<b>NET NEW COMMERCIAL BUILDING AREA</b>				<b>2,153,956</b>
<b>EXCLUDING QUARRY SITE AND LAND OUTSIDE CITY LIMITS</b>				<b>441,242</b>

Sources: City of Pacifica, 2009; Dyett & Bhatia, 2010.

Notes:

- 1 Projected FAR and projected density are based on average current density of projected land use for each zoning district, with certain exceptions. See Table 4-5.
- 2 A 90% land efficiency ratio is applied to account for the need for new public rights-of-way to serve large sites. A 75% land efficiency ratio is used for the Quarry site.

**TABLE 4-7: RESIDENTIAL DEVELOPMENT CAPACITY OF VACANT AND UNDERUTILIZED SITES**

Existing Zoning		Vacant or Underutilized Acres	Projected Development Density (units/acre) <sup>1</sup>	Housing Units <sup>2</sup>
<b>Residential Zoning</b>				
A/B-5	Agriculture/Min Lot Area 1 acre	13.5	0.2	3
A/B-5 / HPD	Agriculture / Min Lot Area 1 acre / Hillside Preservation District	342.2	0.1	32
R-1/B-10 / HPD	Single-Family Residential / Min Lot Area 5 ac / Hillside Preservation District	130.6	0.1	16
R-1/B-5	Single-Family Residential / Min Lot Area 1 ac	0.8	1.0	1
R-1/B-4	Single-Family Residential / Min Lot Area 20,000 sq. ft.	10.9	1.4	14
R-1/B-3	Single-Family Residential / Min Lot Area 10,000 sq. ft.	4.2	3.1	12
R-1/B-3 / HPD	Single-Family Residential / Min Lot Area 10,000 sq. ft. / Hillside Preservation District	14.0	1.5	19
R-1/B-2	Single-Family Residential / Min Lot Area 7,500 sq. ft.	0.2	4.5	1
R-1/B-1	Single-Family Residential / Min Lot Area 6,000 sq. ft.	0.2	6.9	1
R-1/B-1 / HPD	Single-Family Residential / Min Lot Area 6,000 sq. ft. / Hillside Preservation District	60.4	0.6	31
R-1	Single-Family Residential/Min Lot Area 5,000 sq. ft.	63.5	7.3	417
R-1 / HPD	Single-Family Residential / Min Lot Area 5,000 sq. ft. / Hillside Preservation District	76.0	0.6	38
R-1-H	Single-Family Residential / Hillside Preservation District	24.7	3.7	82
R-2	Two-family Residential / 15 Units per Acre	1.6	11.7	17
R-3-G	Multi-Family Residential / 19 Units per Acre	9.8	9.2	81
R-3.1	Multi-Family Residential / 21 Units per Acre	2.4	21.0	45
R-3	Multi-Family Residential / 21 Units per Acre	12.7	21.0	240
<b>Planned Development Zoning</b>				
P-D	Planned Development	47.2	9.1	387
P-D / HPD	Planned Development / Hillside Preservation District	201.6	0.6	102
<b>Not Zoned</b>				
Outside City	No Zoning	287	1.0	230
Subtotal		1,303.7		1,592
<b>EXISTING HOUSING UNITS ON UNDERUTILIZED SITES</b>				<b>81</b>
<b>NET NEW HOUSING UNITS</b>				<b>1,511</b>
<b>EXCLUDING LAND OUTSIDE CITY LIMITS</b>				<b>1,457</b>

Sources: City of Pacifica, 2009; Dyett & Bhatia, 2010.

Notes:

- 1 Projected FAR and projected density are based on average current density of projected land use for each zoning district, with certain exceptions. See Table 4-5.
- 2 A 90% land efficiency ratio is applied to account for the need for new public rights-of-way to serve large sites. A 75% land efficiency ratio is used for the Quarry site.

**TABLE 4-8: SUMMARY OF DEVELOPMENT CAPACITY AND PROJECTED DEMAND**

	Estimated Capacity		Projected Demand	
	Vacant or Underutilized Land (acres)	Capacity of Vacant and Underutilized Sites <sup>1</sup>	Projected Population and Job Growth by 2030 <sup>2</sup>	Projected Residential and Non-Residential Demand <sup>3</sup>
Residential Development	1,304	1,511 units	3,000 residents	1,300 units
<i>Vacant Land Outside City</i>	287	54 units	NA	NA
<i>Residential Excluding Land Outside City</i>	1,016	1,457 units	3,000 residents	1,300 units
Non-Residential Development	330	2,153,956 sq. ft.	1,600 jobs	640,000 sq. ft.
<i>Quarry Site</i>	94	1,712,714 sq. ft.	NA	NA
<i>Non-Residential Excluding Quarry Site</i>	236	441,242 sq. ft.	1,600 jobs	640,000 sq.ft.

Sources: California DOF, 2009; ABAG, 2006 and 2008; US Census, 2007, Dyett & Bhatia, 2010.

Notes:

- 1 Projections based on analysis described in preceding section.
- 2 Population and job projections are from Association of Bay Area Governments. See also Chapter 3.
- 3 Housing projections from ABAG; see Chapter 3. Non-residential square feet demanded assumes 552 sq. ft. per job, based on 2009 land use data from City of Pacifica, and ABAG job estimates for 2005.

### 4.3 RELEVANT PLANS AND POLICIES

#### Plans for Rockaway Beach and Quarry

The small Rockaway Beach community and the vacant quarry site directly to the north have been critical subjects of planning in Pacifica for some time. These efforts are outlined below.

##### *Current General Plan*

Due to the size and potential importance of the Rockaway Quarry site to future development in Pacifica’s Coastal Zone, the General Plan designated it as a Special Area, “to promote integrated, planned and well designed use of the site.” The Plan recommends that the level and most accessible portions of the site be developed with primarily visitor-serving commercial uses, including a marina if it is determined feasible. Local-serving retail and services are also recommended, to help the area function year-round. High-density residential uses are proposed for the upper slopes of the quarry site, to reinforce the commercial area and to provide for households at a variety of income levels. Commercial use should account for at least 50 percent of the quarry site, and areas with slopes steeper than 35 percent should be left undeveloped.

##### *Rockaway Beach Specific Plan and Redevelopment Plan*

A Specific Plan for the area comprising Rockaway Beach, the Headlands to the south, and the quarry site to the north – some 140 acres in all – was completed in 1986. The Plan follows the recommendation of the General Plan to provide more detailed guidance for development in the area. The Plan recognizes the unique value of the area’s combination of oceanfront setting, highway access, and vacant land, and identifies the constraints – fractured ownership, unclear land use patterns, and sensitive environmental issues. The Plan’s goal is to facilitate development that buoys the local economy and enhances the image of the City – a high-quality urban environment attractive to both visitors and locals.

#### DEVELOPMENT PROVISIONS

The Specific Plan outlines provisions regarding land use, circulation and parking, and the design and intensity of buildings. The Specific Plan serves as the basis for a Redevelopment Plan, also adopted in 1986, and marking the beginning of the City’s urban renewal program for the area.

#### LAND USE

Figure 4-3 shows the Specific Plan’s land use diagram. The diagram is not meant to be precise, but



*The Rockaway Beach Redevelopment Area*

Figure 4-3: Rockaway Beach Specific Plan Land Use Map

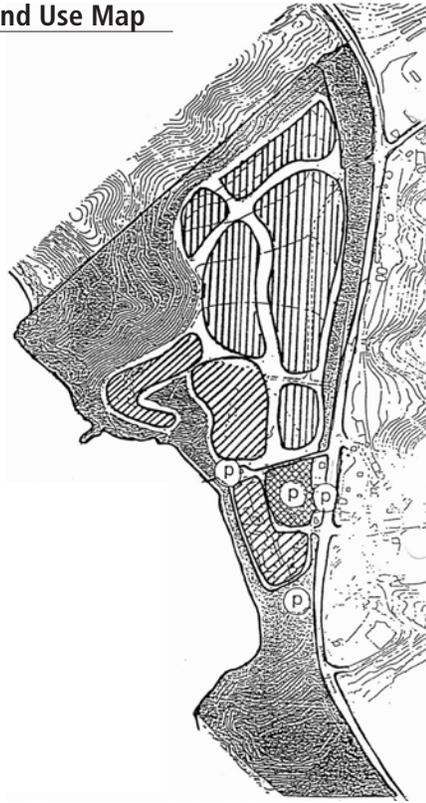
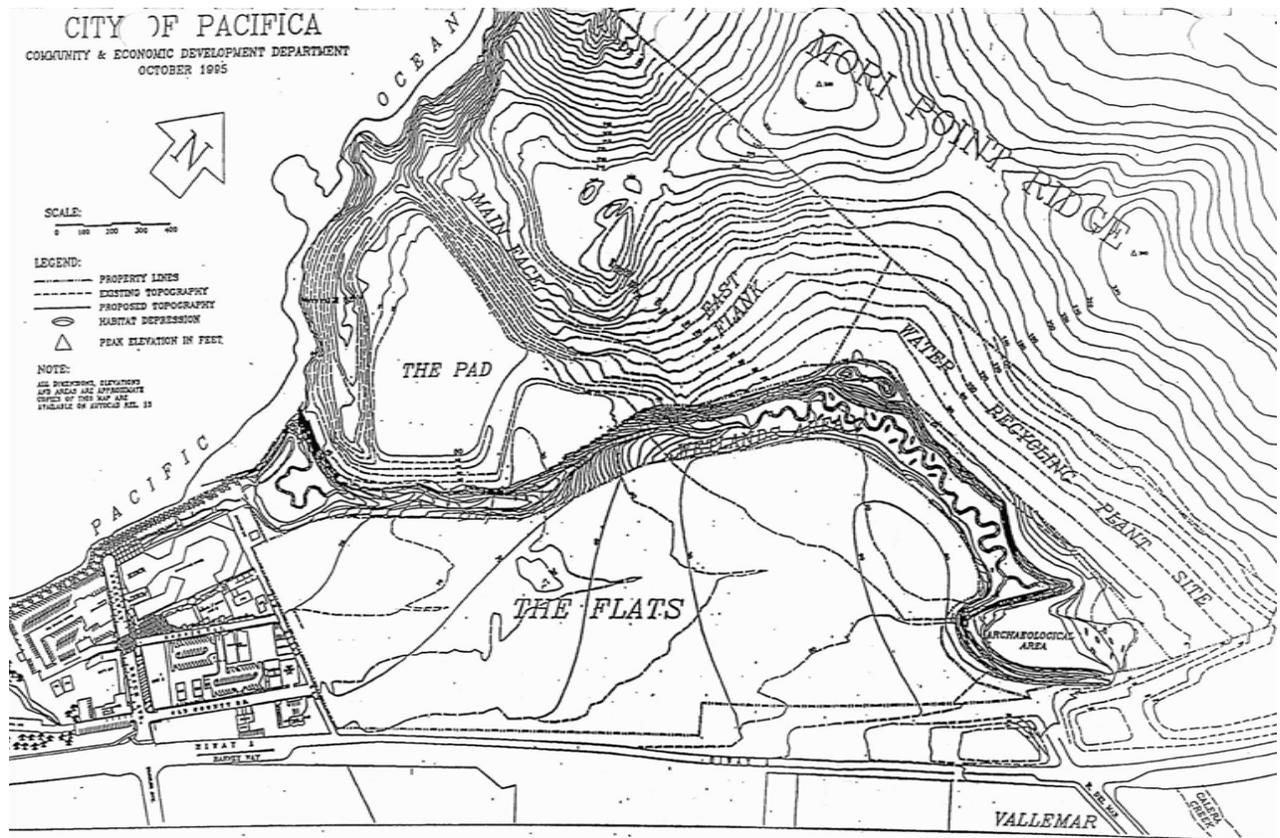


Figure 4-4: Rockaway Quarry Site Plan



rather to guide site planning and programming for a future development proposal. The Specific Plan envisions the core area of the existing Rockaway Beach community becoming an active, mixed-use place with visitor-serving attractions concentrated toward the oceanfront. This character would extend north into the oceanfront portion of the quarry site, while business development would be sought for the interior of the site. The steep slopes to the north and west, as well as the Headlands to the south, would be mainly left open, preserving views and natural areas. While the General Plan recommended inclusion of a marina as part of quarry site development, the Specific Plan accepts the conclusion of a more recent study which determined that a marina would not be feasible here.

#### **RESIDENTIAL USES**

The 1980 General Plan recommended high-density residential development for parts of the upper quarry, as part of a potential development mix on the site. Subsequently, in 1983, Pacifica voters passed an initiative which stated that residential uses of the site would not be allowed except by voter approval. In recognition of this regulatory change, the Specific Plan states that residential use “may be appropriate for portions of the Quarry if an initiative measure is approved permitting such use.”

#### **PHYSICAL DESIGN AND INTENSITY**

The Specific Plan establishes objectives regarding urban form, height and mass of buildings; pedestrian circulation; landscape; views; signage; and building design. The objectives are meant to serve as standards for the design of any proposed project.

#### **BUILDING HEIGHTS**

In the Rockaway Beach commercial district, two stories would be permitted outright, and a third story would be permitted where public benefits are demonstrated. In the Headlands area, one story is permitted, with a second story possible under appropriate conditions. In the quarry site area, two and three stories are generally permitted, and taller buildings may be appropriate where height variety adds to the urban character and does not detract from the natural backdrop.

#### **BUILDING FORM AND SPACING**

Buildings should be arranged so as to create good pedestrian and vehicle circulation, solar access to important outdoor areas, and privacy for residential areas. In addition, the Specific Plan reinforces the importance of enhancing viewsheds, especially from the highway to the ocean and the headlands.

#### **DEVELOPMENT STANDARDS**

The Specific Plan establishes a minimum lot area of 10,000 square feet, to encourage the consolidation of small parcels and contribute to a more consistent development pattern. A maximum Floor Area Ratio of 0.65 is prescribed for Rockaway Beach (referred to also as West Rockaway) and the areas of the quarry site designated for development. Very minimal development is provided for in the Beach and Headland area, with maximum FAR set at .05. Altogether, the Specific Plan estimates the potential for approximately one million square feet of visitor-serving commercial development and 1.3 million square feet of “business commercial” use. Approximately 42 acres of land on the quarry site and ten acres on the Headlands would be preserved as open space. Table 4-9 summarizes the development potential of the Redevelopment Area, as estimated in the Specific Plan. It should be noted that changes have occurred at the quarry site since the Specific Plan was adopted, including the development of a new Wastewater Treatment Plant, the restoration of Calera Creek, and site regrading. These are further discussed below.

The Specific Plan also outlines standards for site grading, landscaping, building and roof design, private open space, exterior lighting, screening, and signs.

#### *Rockaway Beach Design Manual*

The Specific Plan and Redevelopment Plan were followed by the creation of a design manual, with performance standards developed by a consultant and with public input. The Design Manual addresses only the existing Rockaway Beach community, and adds substance to the vision of a pedestrian-oriented environment focused on Rockaway Beach Avenue

**TABLE 4-9: SUMMARY OF DEVELOPMENT POTENTIAL FOR ROCKAWAY BEACH REDEVELOPMENT AREA**

Subarea	Total Area (acres)	Development (acres)	Maximum FAR	Visitor-serving Commercial (gross sq. ft.)	Business Commercial (gross sq. ft.)	Total Commercial Development (gross sq. ft.)
Quarry Site	117.0	75.0	0.65	850,000	1,275,000	2,125,000
West Rockaway	8.5	8.0	0.65	170,000	–	170,000
Beach and Headland	15.0	5.0	0.05	10,000	–	10,000
<b>TOTAL</b>	<b>140.5</b>	<b>88.0</b>		<b>1,030,000</b>	<b>1,275,000</b>	<b>2,305,000</b>

Source: City of Pacifica, *Rockaway Beach Specific Plan, 1986*.

and the oceanfront. It identifies the need for district-wide unity and focal points, and the opportunity to create an urban environment attuned to the climatic conditions and natural setting. It offers recommendations for architectural treatment, building materials, lighting, and landscaping.

#### *Report on Community Input Regarding Development of Rockaway Quarry*

In 1995, the City's Redevelopment Agency, appointed a steering committee to study development options for the quarry site, to gather input from the public, and to present its findings in a report.

The Report notes that various development proposals since the closure of the quarry had not succeeded. A portion of the site was purchased by the City in 1995 for the development of a new Wastewater Treatment Plant and a reconstructed wetland area, to be watered partially by treated effluent, and to sustain habitat for the endangered San Francisco garter snake and its prey. Quarry reclamation plans called for relocating Calera Creek to the edge of the largest and most accessible part of the site, called "The Flats"; raising the 6-acre "Pad" to a consistent level with the larger "Arm" of Mori Point; and grading a portion of Mori Point within the Quarry property to a gentler slope. See Figure 4-4.

"The Flats" and "The Pad" were prepared for development, while the slopes of Mori Point were anticipated to be preserved as open space. This could support General and Specific Plan recommendations for site development, and Open Space Task Force

recommendations for preservation (the Open Space Task Force Report is summarized in Chapter 7.)

The Steering Committee conducted a public outreach effort. Based on this input, the Committee determined that development of the quarry site should be both "revenue-positive," and environmentally friendly. Development should include a mixture of uses, but should follow a unifying theme. "The Pad" should be reserved for a public use; whether placed there or elsewhere, a "green" conference and performing arts center was widely supported. Residential use was controversial, and "should not be the cornerstone of quarry development." Finally, traffic impacts should be minimized, and public participation should be solicited throughout the development process.

#### *Implementation Plan for the Rockaway Beach Redevelopment Project*

California's Community Redevelopment Law requires that all redevelopment agencies complete implementation plans every five years, stating goals and objectives, identifying programs and projects, and detailing estimated expenditures. It requires an explanation of how programs will eliminate "blighting" conditions, and how they will preserve or create affordable housing.

The 2009 Implementation Plan identifies redevelopment of the quarry site as its main project for the next five years and beyond. It describes the likely project as a mix of retail, residential, hotel and pub-

lic uses but notes that plans are only conceptual. The Plan anticipates 200 residential units in the quarry redevelopment, of which 30 would be set aside for low- and very low-income households, as required by the Community Redevelopment Law. While these would be the work of private developers, the Plan also lays out a role for the City in the creation of new affordable housing throughout Pacifica, including putting proceeds from land sales into a housing fund; promoting the “density bonus” allowed by zoning; and adopting an Inclusionary Housing Ordinance. This Ordinance has since passed. It should be noted that the Implementation Plan’s vision for quarry site development would require public approval of an initiative to permit residential development.

### **Redevelopment Feasibility Eligibility Analysis**

Early in 2008, Pacifica worked with Seifel Consulting to study the potential for other areas of the City to be designated as redevelopment areas. According to the rules of the Community Redevelopment Law, redevelopment areas must be at least 80 percent urbanized, and must demonstrate both physical and economic “blighting” conditions. These include unsafe buildings, substandard lots, depreciated or stagnant property values, an excess of “problem businesses,” and other factors. As amended in 2006, inadequate public improvements are no longer recognized as a blighting condition, but may be cited as an additional consideration.

The Eligibility Analysis started with a survey of all of Pacifica west of Highway 1 and certain areas to the east. It followed with more detailed analysis of ten specific sub-areas within the Sharp Park and Pacific Manor neighborhoods. The report concludes that none of the sub-areas clearly meet the eligibility standards. Some areas – Pacific Manor, Eureka Square, and the former Wastewater Treatment Plant – demonstrated physical blight and possible signs of economic blight, but more research would be needed to determine the latter.

## 4.4 PLANNING ISSUES AND IMPLICATIONS

Analysis of recent development patterns in Pacifica, and the Planning Area's supply of potentially developable land, suggests several key points, as follows.

1. **Keeping Pace With the Need for Multi-Family Housing.** Ninety percent of the 300 new units developed in Pacifica over the last decade have been single-family houses, accessible to residents with above-moderate incomes. If Pacifica is to reach its Housing Element goals of providing housing at a range of income levels, more multi-family housing will need to be developed.
2. **Facilitating New Commercial Development and Revitalization.** Commercial development accounted for only 13.5 percent of the value of new construction permitted in Pacifica between 1998 and 2008, and an average of just one new building each year. Commercial activity is vital from the standpoint of City revenues, and a vibrant community. There is significant redevelopment potential in Pacifica's aging shopping centers and commercial areas.
3. **Accommodating Residential and Commercial Growth Over the Long Term, Given Land Constraints.** An estimated 1,600 acres in the Planning Area are undeveloped (not including protected open space) or are considered underutilized. This land is estimated to have the capacity to hold approximately 1,500 new housing units and 2.2 million square feet of commercial space, if it were all to be developed. However, approximately 1.72 million square feet of the commercial space is currently designed for the Rockaway Beach area, and only 441,000 square feet is in other locations in the city.

Most of the land lies on slopes, with difficult access and often competing demands for open space preservation or habitat protection, while other potentially developable land is challenged by fractured ownership, weak demand for commercial space, or other factors. The estimated

need for 1,300 new units and 640,000 square feet of commercial space in the next 20 years will be a challenge to achieve. The space for commercial growth may be the biggest challenge, given the location of space in the Rockaway Beach area.

4. **Creating New Development Acceptable to the Community.** Much of the land that could be developed in Pacifica is on highly-visible or sensitive sites. It will be critical to facilitate development that suits—or enhances—its context. *In the case of the Rockaway Quarry, a public vote is required to approve any development involving housing.*
5. **Resolving Development Issues at the Quarry Site.** The Specific Plan which currently governs development on the Quarry site envisions a mix of visitor-serving uses and employment uses. The Plan does not account for more recent changes to the site, including the development of the new Wastewater Treatment Plant, and does not project any residential development on the Quarry site, in deference to the ordinance requiring a public vote on any development proposal at the site which includes residential use. However, the Implementation Plan for the Redevelopment Area does project that site development will include a residential component. Resolving Quarry site development rules will be a major challenge.

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