

2.4 COASTAL DEVELOPMENT PRIORITIES

The LCLUP aims to ensure that the goals of the California Coastal Act are furthered by land use actions and policies that affect land within the Coastal Zone as defined by the California Coastal Commission. LCLUP provisions for public shoreline access and recreation are provided in Chapter 3. Policies to protect water quality, sensitive habitats, and natural and scenic resources are in Chapter 4. Policies to protect against seismic hazards, erosion and flooding, and other natural hazards are in Chapter 5. This chapter covers how this Plan supports Coastal Act priorities for development, as follows.

Concentrated Development

The Coastal Act seeks to concentrate new development along the coast in already-developed areas and areas where it will not adversely affect coastal resources (Section 30250). Pacifica's Local Coastal Land Use Plan reinforces the clear distinctions between areas of preserved open space (nearly 50 percent of the Planning Area) and established neighborhoods. It seeks to ensure that sensitive coastal open spaces on the Northern Coastal Bluffs and Pedro Point Headlands are preserved and enhanced, while promoting new development in and directly adjacent to the Rockaway Beach and West Sharp Park districts, and make these areas more commercially vibrant and transit-supportive, as described in Section 30252. These efforts are clearly defined in policies of this section as well as policies for each sub-area detailed in Section 3.3.

Coastal-Dependent, Visitor-Serving and Recreational Development

Section 30255 of the Coastal Act states that "coastal-dependent developments shall have priority over other developments on or near the shoreline." Lower-cost visitor and recreation facilities (Section 30213); recreational uses and development (Section 30221); and coastal-dependent industry (Section 30260) are specifically called out. Section 30222 provides that "the use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development."

San Francisco and San Mateo Counties are major tourist destinations, attracting domestic as well as international travelers. The nine-county Bay Area region accounts for almost 30 percent of the visitor-generated tax receipts in California. Located along scenic Highway 1, south of San Francisco, Pacifica enjoys exposure to a number of visitors to the County's coast, State parks, and other attractions. Pacifica itself has a wealth of public park land and amenities along the coastline, including Pacifica State Beach and the Pacifica Pier at Sharp Park Beach.

The current demand for hotel rooms in Pacifica is served by six hotels with a total of 282 rooms. The establishments are moderately-priced with an average daily rate of \$144.² A majority of these hotels are clustered around Rockaway Beach. Pacifica is also home to the San Francisco RV Park. These accommodations are shown on the Existing Land Use map, Figure 2-2. The General Plan provides a tourism-related economic development strategy that will help Pacifica to better leverage its coastal location and other physical and cultural amenities, and a land use plan that emphasizes visitor-oriented commercial development.

In the Visitor-Serving Commercial (VC) designation, for larger sites (with developable areas of two acres or larger), a hotel or visitor attraction is a required part of new development. Development on large sites may

² Source: Respective hotels; City of Pacifica; hotels.com; Economic & Planning Systems, Inc., 2008.

also include restaurants, retail and services, commercial recreation, or other compatible uses. New inns, resorts, or other overnight lodging should enliven the Rockaway Beach district and provide a basis for new development on the Quarry site. Such uses can enhance the public’s enjoyment of the coastal setting.

The extensive public lands in Pacifica’s Coastal Zone and the recreation opportunities they afford are protected with Park and Conservation designations. The LVC district allows uses that create public access to the natural setting and are adaptable to changing environmental conditions. Low-intensity visitor-serving development along northern Palmetto would add new ways of enjoying the coast. Potential uses such as rustic lodging or “hikers’ huts” could occur on the Rockaway Headlands and enrich the recreational appeal of both Pacifica State Beach and Rockaway Beach for visitors.

Energy Facilities and Coastal Dependent Industries

Pacifica does not currently contain any coastal-dependent industry or energy facilities, and the Plan does not accommodate the new development of these uses. The types of industries that are the subject of Coastal Act policies—tanker facilities, oil and gas development, refineries, and thermal electric generating plants—are not foreseen to be feasible or appropriate. However, in keeping with the Coastal Act, new coastal-dependent industries may be permitted in the Coastal Zone under specific conditions, as outlined in the policies below.

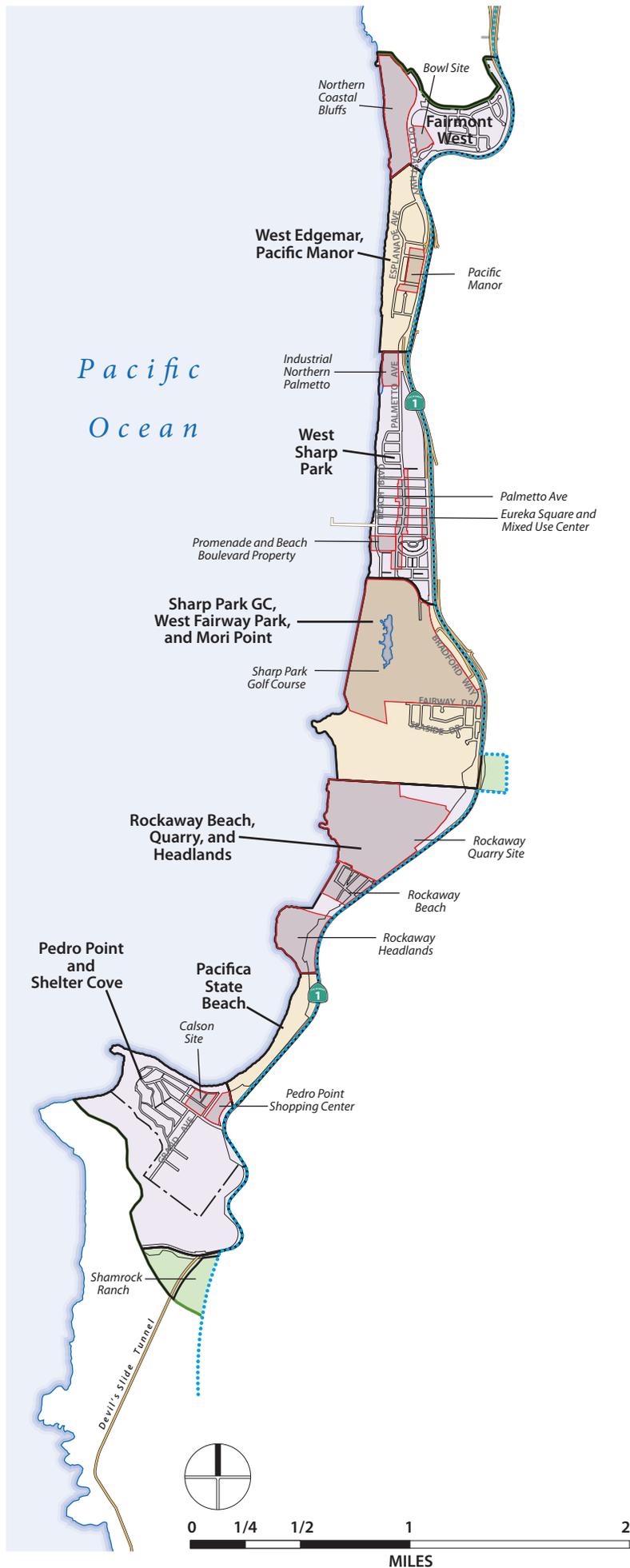
Sub-Areas and Specific Sites

Pacifica’s Coastal Zone extends from the eastern edge of Highway 1 to the Pacific Ocean. The Coastal Zone features a wide variety of land uses, including public recreation areas, distinct residential neighborhoods, visitor-serving and neighborhood commercial development, and sensitive wildlife habitats. The varied types of development of each coastal sub-area and the geographic relationships between them are an inherent and vital part of the character of the City. The LCLUP strives to designate land uses and intensities suitable to the unique circumstances of each coastal area, adequately meet the needs of the City’s residents and visitors, and be consistent with State Coastal Act policies.

Figure 2-4 shows seven sub-areas. Sub-areas may be referred to as neighborhoods at times. The “sub-area” designation is not intended to correspond with any jurisdictional boundaries, but to help readers understand the way the LCLUP affects Pacifica’s distinct geographic areas. Figure 2-4 also identifies specific sites that are the subject of Plan policies. This chapter contains land use policies for specific sites. In many cases, site-specific policies touch on a range of issues, including biological resources and natural hazards. These policies are included here, and are also relevant to later chapters. Citywide policies on open space, parks and coastal access are in Chapter 3. Policies on environmental and visual resources are in Chapter 4. Policies on natural hazards are in Chapter 5.

Figure 4-5 also serves as a key map for the three maps that follow, showing these sub-areas and specific sites at a larger scale. These maps show LCLUP land use at the parcel level, as well as coastal access points; park opportunity sites; coastal view corridors; trails and proposed trail improvements. The sub-area maps and the sub-area descriptions below are intended to demonstrate how various aspects of the Plan—including land use, parks and recreation facilities, coastal access, and environmental resources and hazards—work together in the more localized context. The maps do not show different information than is contained in other LCLUP maps.

Figure 2-4:
Sub-Areas &
Specific Sites



- Subarea
- Specific Sites
- Coastal Zone
- City Limits
- Planning Area

Key to Area Maps

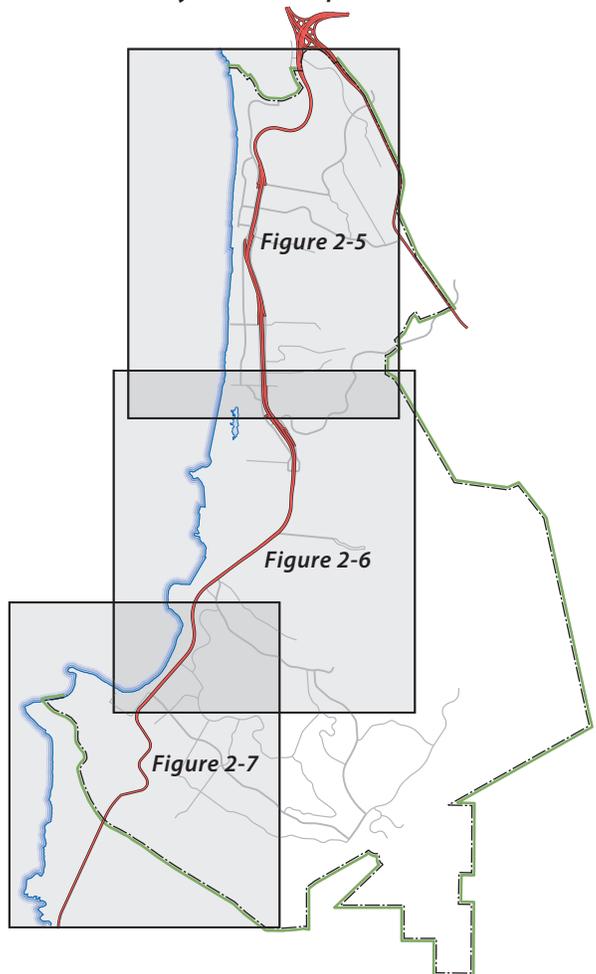
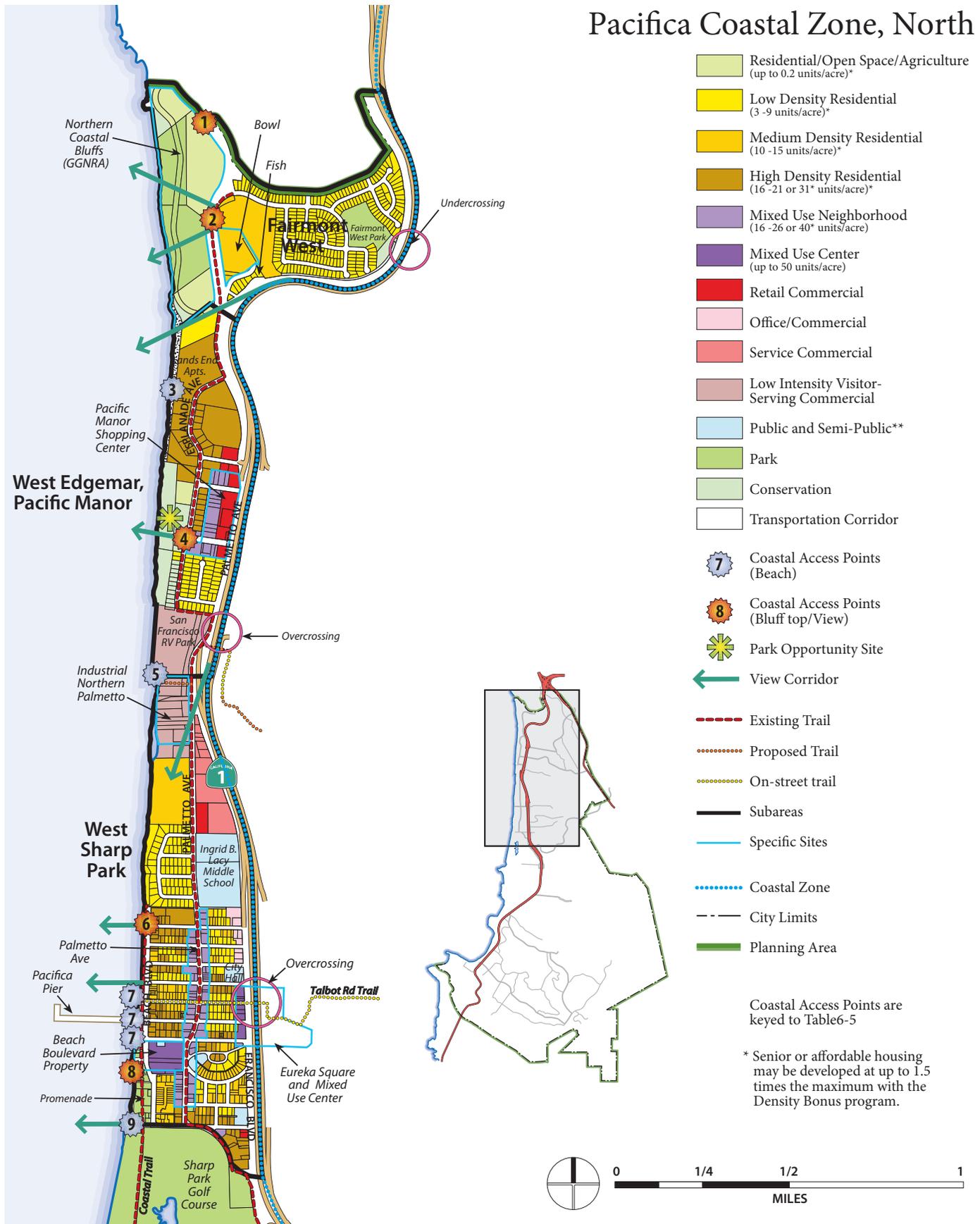


Figure 2-5:
Pacifica Coastal Zone, North



Northern Pacifica Coastal Zone

Figure 2-5 covers the Coastal Zone north of Sharp Park, including Fairmont West; West Edgemar-Pacific Manor; and West Sharp Park. This area includes Palmetto Avenue, the Pacifica Pier and Promenade, the Pacific Manor shopping area, and the northern coastal bluffs.

FAIRMONT WEST

Fairmont West is a small residential area in northwestern Pacifica between Highway 1 and the Pacific Ocean, extending from Daly City along the Northern Coastal Bluffs. It is separated from inland neighborhoods by the highway and a significant grade change. Fairmont West is composed mainly of single-family houses, with a condominium development and a neighborhood park. Palmetto Avenue is Fairmont West's principal roadway, and provides open views of the Pacific Ocean. The National Park Service owns approximately 14 acres of land on the northern coastal bluffs along the west side of Palmetto Avenue as part of the GGNRA.

Given the extraordinary natural and scenic value, the interest of public access, and the potential erosion hazards, undeveloped land on the northern coastal bluffs is designated Residential/Open Space/Agriculture, and identified as a priority for permanent conservation. Sensitive, clustered development could occur on the east side of Palmetto.

GGNRA plans to continue to manage its land along the northern coastal bluffs as a "natural zone" emphasizing protection of habitat and natural coastal processes. No formal beach access exists or is planned. Undeveloped land west of Palmetto Avenue contains areas of Coastal bluff scrub, which is considered a special status community of high value, important for stabilizing sand dunes. The entire bluff-top area is currently undeveloped and offers an open, highly scenic view of the entire length of Pacifica's coastline.

WEST EDGEMAR-PACIFIC MANOR

West Edgemar-Pacific Manor is an established coastal neighborhood extending from north of the Land's End Apartments to south of the San Francisco RV Park between Highway 1 and the ocean. The area is centered on the Pacific Manor shopping center. Multi-family development accounts for over 90 percent of the area's approximately 870 housing units. West Edgemar-Pacific Manor's residential areas have the highest density in Pacifica.

As envisioned by the Plan, redevelopment and/or shopping center improvements will enhance the area's walkability, help integrate the commercial center with its coastal setting, and improve the area's visual appeal. The City-owned bluff-top land along the west side of Esplanade Avenue may present an opportunity to develop a small park, if this can be done without aggravating slope instability. Esplanade Avenue is also identified as a future bluff-top coastal access point, which may be achieved by redesigning the Esplanade right-of-way to enhance views and pedestrian access.

WEST SHARP PARK

Sharp Park is one of Pacifica's original beach communities. Its western and eastern portions are divided by Highway 1. The northern half of West Sharp Park includes some of Pacifica's only industrial and service commercial uses. The southern half of the neighborhood has a mixture of single-family and multi-family housing, with retail commercial uses prevailing along Palmetto Avenue, and commercial and civic buildings along Francisco Boulevard. A majority of the neighborhood's approximately 900 housing units are in multi-family buildings. West Sharp Park includes many of Pacifica's community facilities, including a branch of the San Mateo County Library, the Pacifica Resource Center, and City Hall. The neighborhood features the

Pacifica Pier and Beach Boulevard Promenade, and public parking for the Pier, Promenade, and Sharp Park Beach.

The Plan envisions the area along northern Palmetto transitioning to commercial recreation uses over time. Southern Palmetto Avenue will grow into a higher-density mixed use corridor, supported by higher-intensity development on Francisco Boulevard, and with an enhanced connection to the coast achieved with redevelopment of the Beach Boulevard property. The Beach Boulevard Promenade and park, together with the Pier and Sharp Park Beach, provide extensive recreation opportunities, and are tremendous assets for both the neighborhood and the City. The maintenance of park facilities, the pier, and public parking at this location is a high priority. Views to and along the ocean are essential to the neighborhood's character and must be maintained.

Central Pacifica Coastal Zone

Figure 2-6 shows the central section of Pacifica's Coastal Zone. The map includes Sharp Park Golf Course, the West Fairway Park neighborhood, Mori Point, the Rockaway Quarry, Rockaway Beach, the Rockaway Headlands, and the Sheldance Nursery.

SHARP PARK GOLF COURSE, WEST FAIRWAY PARK, AND MORI POINT

The central stretch of Pacifica's coast includes Sharp Park Golf Course, Mori Point, and the small single-family subdivision of West Fairway Park. Sharp Park Municipal Golf Course is part of a land bequest made early in the 20th Century on the condition that the land be used for public recreation. Laguna Salada and its marsh, located on the western side of the golf course, provide habitat for the San Francisco garter snake and California red-legged frog. West Fairway Park is a small single-family subdivision. On the south, the neighborhood meets the base of undeveloped Mori Point, managed as part of Golden Gate National Recreation Area.

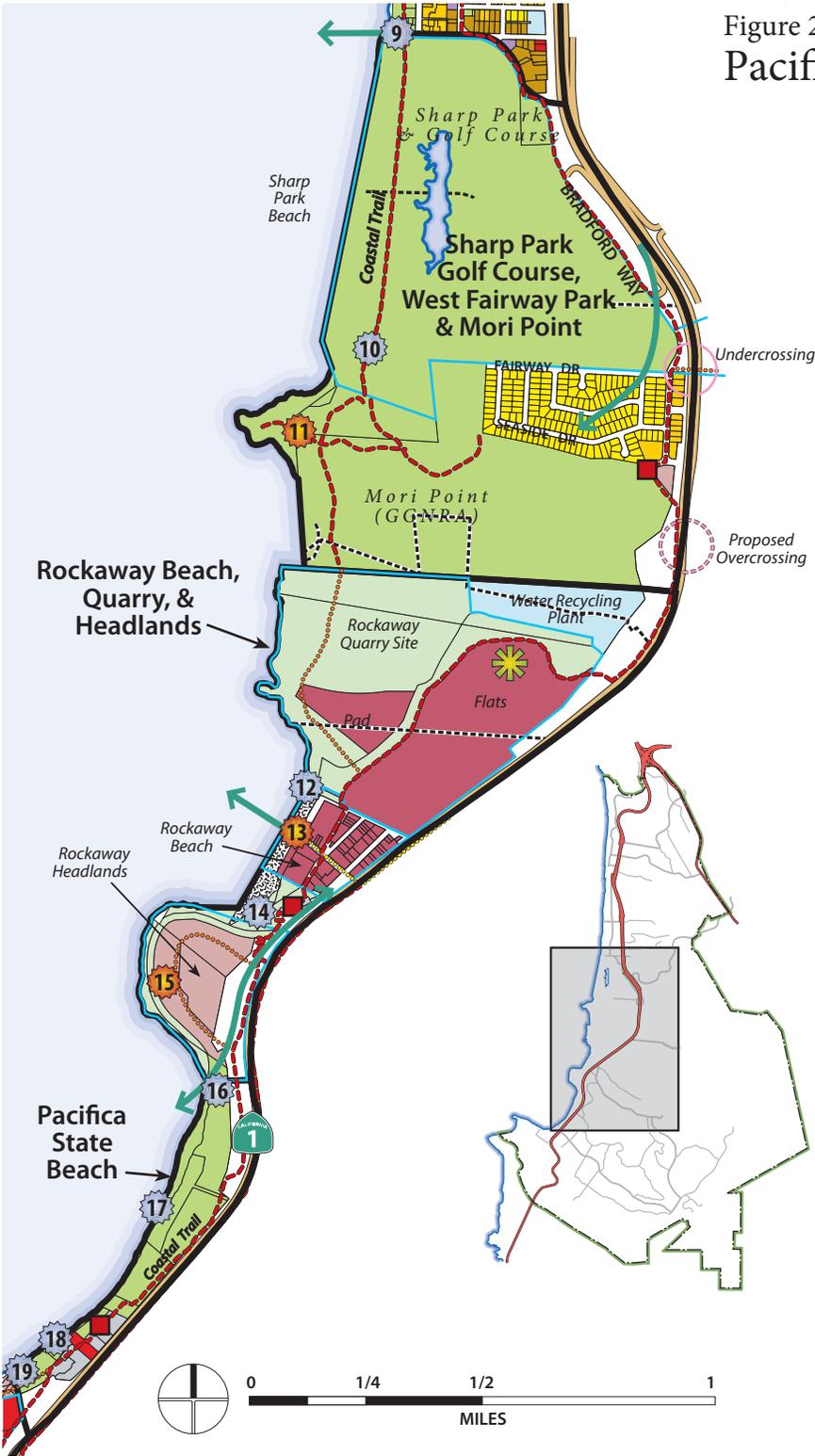
The Plan designates Sharp Park Golf Course and Mori Point as regional park land. Current characteristics may be maintained, and environmental restoration will be a priority. The West Fairway Park neighborhood's existing land use is reinforced by the Plan's land use designations.

Sharp Park Beach is open to the public between the Pier and Mori Point, while Sharp Park Golf Course provides a unique recreational asset. Mori Point is a spectacular section of the GGNRA. The General Plan proposes trail improvements and critical new trail segments that would link the coastal trails with the inland ridges. This segment of the Pacifica coastline includes view corridors from Highway 1 into Sharp Park Golf Course and toward Mori Point and Mori Ridge that will be preserved.

ROCKAWAY BEACH, QUARRY, AND HEADLANDS

Rockaway Beach is a small, pedestrian-oriented area with shops, restaurants, and lodging and a small beach, with parking and other amenities. The vacant Quarry site occupies about 94 acres west of Highway 1 and south of Mori Point. About 30 acres of the site are on slopes of 35 percent or steeper. The Calera Creek Water Recycling Plant, at the north end of the former quarry, releases treated wastewater into Calera Creek, which has a naturalized channel, a restored riparian corridor, and a paved walking and cycling path. The Headlands is a rocky promontory separating Rockaway Beach and Pacifica State Beach, and is crossed by a scenic trail.

Figure 2-6:
Pacifica Coastal Zone, Central



- Residential/Open Space/Agriculture (up to 0.2 units/acre)*
- Low Density Residential (3 -9 units/acre)*
- Medium Density Residential (10 -15 units/acre)*
- High Density Residential (16-21 or 31* units/acre)*
- Mixed Use Neighborhood (16 -26 or 40* units/acre)
- Mixed Use Center (up to 50 units/acre)
- Retail Commercial
- Office/Commercial
- Service Commercial
- Low Intensity Visitor-Serving Commercial
- Public and Semi-Public**
- Park
- Conservation
- Transportation Corridor
- 7 Coastal Access Points (Beach)
- 8 Coastal Access Points (Bluff top/View)
- ✱ Park Opportunity Site
- View Corridor
- Existing Trail
- Proposed Trail
- On-street trail
- Subareas
- Specific Sites
- Coastal Zone
- City Limits
- Planning Area

Coastal Access Points are keyed to Table 6-5

* Senior or affordable housing may be developed at up to 1.5 times the maximum with the Density Bonus program.

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The Quarry site is Pacifica's most visible potential development site. Approximately half of the site, including the upland areas and the Calera Creek riparian corridor, is designated for Conservation. This area will remain open space, with trail improvements connecting Mori Point with Rockaway Beach. The Flats and the Pad overlooking Rockaway Beach are designated for Visitor-Serving Commercial development, supporting such potential uses as a resort hotel, boutique hotels, visitor attractions, and retail uses integrated with the Rockaway Beach district. Redevelopment of the Quarry site could expand this visitor-oriented area. Any development of the Quarry site will require detailed evaluation of biological resources to ensure that sensitive habitat and wetlands are protected; the likely footprint of development could be much smaller than the area designated. While upper-story housing may be proposed as part of a specific plan for the site, this would require a vote. Development in the Quarry Flats should include new public open space. The existing Rockaway Beach district also offers opportunities for infill and redevelopment. The Plan envisions the Rockaway Beach district growing into a more distinct and high-profile visitor destination, with strong links to the natural setting of beaches, headlands, and ridges.

The Plan proposes new coastal trail segments, and new trails would link the coastal trails with the inland ridges. Improvements to Highway 1 should ease travel, accommodate vehicles as well as bikes and pedestrians, and improve access into the Rockaway Beach district. Coastal views from Highway 1 toward Mori Point, Cattle Hill, and the Rockaway Headlands are important in establishing the identity of this area and Pacifica as a whole.

Southern Pacifica Coastal Zone

Figure 2-7 shows the southern part of the Coastal Zone, including Pacifica State Beach, Shelter Cove, and the Pedro Point neighborhood, as well as Pedro Point Headlands.

PACIFICA STATE BEACH

Pacifica State Beach, also known as Linda Mar Beach, is a long sandy beach on a small bay formed by the Rockaway Headlands and Pedro Point. Pacifica State Beach is an outstanding recreational asset for the City and attracts over one million visitors annually from the region and beyond for its surfing, beach environment and scenery in close proximity to San Francisco. Recent restoration work and improvements to parking and access has helped to ensure that the beach will remain a popular natural environment for years to come. Views from Highway 1 toward the crescent sweep of Pacifica State Beach, the Headlands, and Pedro Point are a defining element for Pacifica, and will be preserved across the protected park land.

Pacifica State Beach supports primarily wintering and/or migrating Western snowy plovers, a federally threatened bird species. The beach must continue to be managed to ensure that recreational use does not interfere with the species' habitat requirements. Steelhead trout from the Central California Coast Ecologically Significant Unit are listed as threatened under the federal Endangered Species Act. Steelhead are known to spawn in several parts of San Pedro Creek, and the City will continue to support the preservation of viable steelhead migration.

PEDRO POINT AND SHELTER COVE

The Pedro Point neighborhood sits on the slope of the promontory that marks Pacifica's southern boundary. The neighborhood is characterized by single-family houses climbing up the slope, with some commercial development, including a small shopping center, on the flat land near the beach. The neighborhood is separated from the coastline by the berm of the former Ocean Shore Railroad. Pedro Point abuts City- and State-owned land at the Point's higher elevations. This land is within the Golden Gate National Recreation

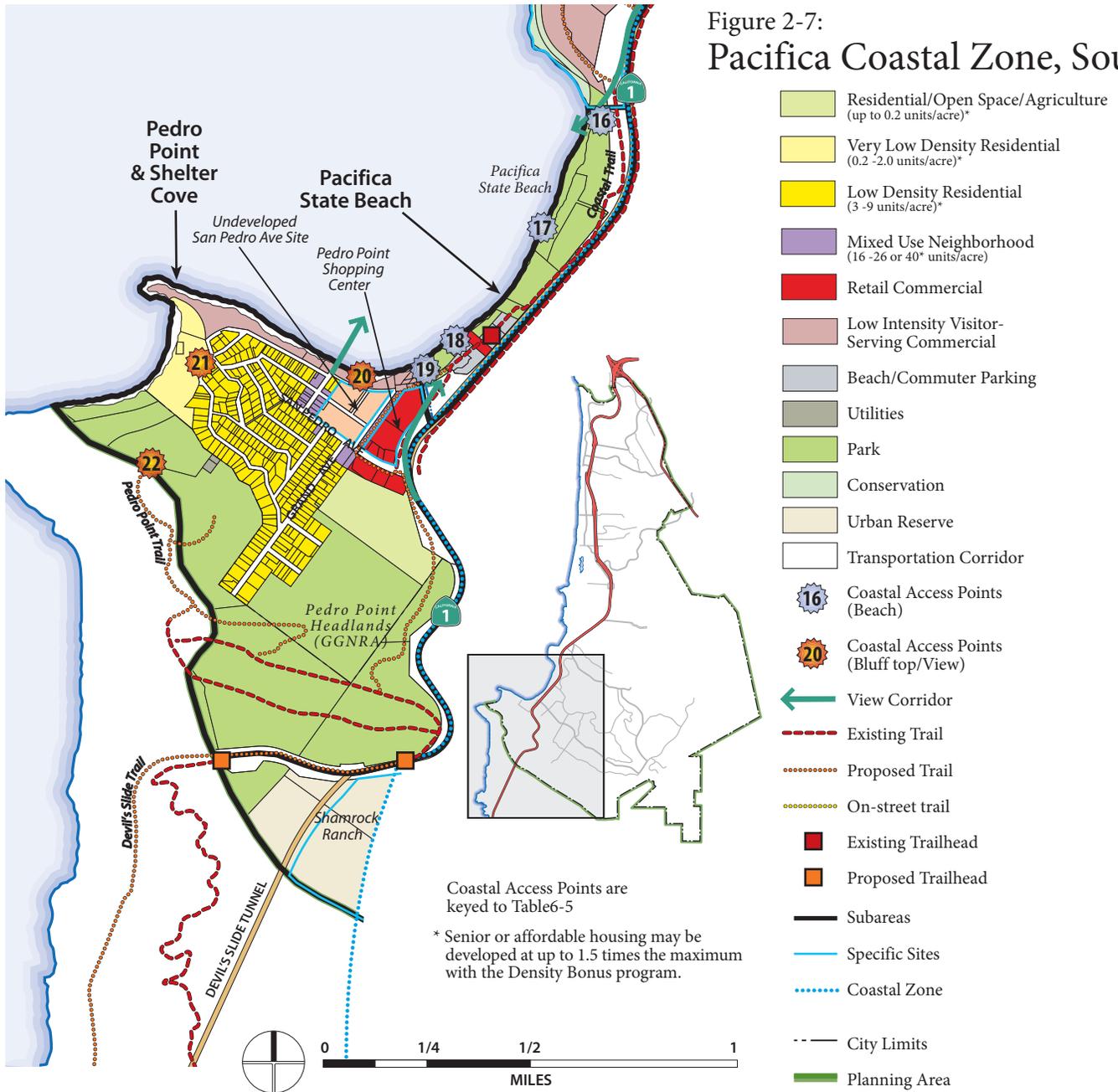
Area's legislative boundary, and could be included in the park in the future. The western tip of Pedro Point descends to Shelter Cove, where another cluster of houses exists on a single 17-acre parcel.

The Plan reinforces existing land use patterns for all developed parts of the sub-area. There is potential for Pedro Point shopping center and adjacent parcels to accommodate some new retail development, which could provide local convenience shopping as well as visitor-oriented businesses. The Plan retains flexibility for any future development on the vacant site west of the shopping center, which could have residential and small-scale commercial and visitor-oriented uses. Future development should include a small park and access to the berm and the beach beyond. Completion of the Devils Slide Tunnel project has provided the opportunity to create a new trailhead and trails through open space land on the headlands.

SPHERE OF INFLUENCE

San Pedro Mountain and Pedro Point Headlands define the southern boundary of Pacifica's Sphere of Influence. The Plan designates existing public open space in the Sphere of Influence as park land, and designates all other land as Urban Reserve. The Urban Reserve area is intended to remain largely undeveloped.

Figure 2-7:
Pacifica Coastal Zone, South



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POLICIES

Guiding Policies

- LD-G-1** **Coastal Development.** Ensure that development maximizes beach and coastal open space access and is oriented as much as possible to each particular coastal environment in use, design, and intensity.
- Policies related to coastal access are provided in Chapter 3.*
- LD-G-2** **Concentrated Development.** Focus new development in or directly adjacent to already-developed areas, where it can be served by existing public services and where it will not have significant impacts on coastal or other resources.
- LD-G-3** **Future Residential Development.** Limit development to sites that are not critical for open space connections or habitat preservation, and which will be in harmony with the surrounding natural setting.
- LD-G-4** **Higher-Density Housing.** Locate higher-density housing in accessible places close to community shopping areas and transportation.
- LD-G-5** **Commercial Area Revitalization.** Facilitate the revitalization of shopping areas and the creation of distinct commercial districts in Pacifica, resulting in wider shopping and dining opportunities for residents, enhanced attractions for visitors, increased sales tax revenues, and a stronger community image.
- LD-G-6** **Compact Mixed Use Development.** Facilitate compact mixed-use development on sites with good access to transit. Mixed-use development may include housing or office space with retail, restaurants, or personal service businesses.
- LD-G-7** **Open Space Conservation and Habitat Protection.** Protect beaches, oceanfront bluffs, ridgelines, hillside areas adjacent to existing open space, and areas that support critical wildlife habitat and special status species.

Implementing Policies

COASTAL DEVELOPMENT PRIORITIES

See Chapter 3 for policies concerning public access and recreation, Chapter 4 for policies that concern environmental and resource protection, and Chapter 5 for protection from natural hazards.

- LD-I-5** **Lower Cost Visitor and Recreational Facilities.** Protect lower-cost visitor and recreational facilities along the coastline. These include major, free recreational attractions such as Pacifica Pier and Pacifica State Beach; the public golf course at Sharp Park; the San Francisco RV Park; and numerous beaches accessible at no cost.

LD-I-6 **Oceanfront Land for Recreational Use.** Protect land adjacent to Sharp Park and Pacifica State Beaches for low-intensity recreational use. Allowable uses should include recreation outfitters, campgrounds, rustic lodging, hikers' huts, or view restaurants.

LD-I-7 **Development Priority for Visitor-Serving and Recreational Uses.** Allow visitor-oriented uses as-of-right in all areas designated for Visitor-Serving Commercial or Low-Intensity Visitor-Serving Commercial, and all commercial or mixed-use districts within the Coastal Zone.

Development on Visitor-Serving Commercial sites with developable areas of two acres or larger must include a visitor attraction, hotel, conference center, or similar use, and may also include a range of retail and service uses. Smaller sites may have any visitor- or pedestrian-oriented retail or service use.

LD-I-8 **Walkable and Transit-Oriented Development.** Facilitate higher-density, mixed use development at specific locations along the coastline where an active, pedestrian environment is desired.

Future development along Palmetto Avenue and at the Eureka Square site; on lower Linda Mar Boulevard and Crespi Drive in West Linda Mar; at the Pacific Manor Shopping Center; and at Rockaway Beach and Quarry are easily accessible along the Highway 1 corridor and transit routes. Such development should help to make the coastline more accessible to residents and visitors.

LD-I-9 **Coastal-Dependent Industry.** Only allow new coastal-dependent industry if alternative locations outside the Coastal Zone are infeasible or more environmentally damaging or because to do otherwise would adversely affect the public welfare, and potential impacts to visual resources, sensitive species and habitat, water quality are mitigated to the maximum extent feasible.

Future development of oil and gas facilities, refineries or petrochemical facilities, or thermal electric generating plants will be permitted only according to the terms established in Sections 30262, 30263, and 30264 of the Coastal Act, and Conditions of Approval that will ensure consistency with all Coastal Act policies.

LD-I-10 **Aquaculture.** If oceanfront land is found to be suitable for coastal-dependent aquaculture, give such use priority over non-coastal-dependent uses.

POLICIES FOR SPECIFIC SITES

LD-I-11 **Pacific Manor.** Establish appropriate zoning for the Pacific Manor shopping district to facilitate Retail Commercial improvements and Mixed Use redevelopment.

Redevelopment or improvements should enhance the area's walkability and visual appeal, and should include pedestrian realm improvements that help to integrate the district with its coastal setting.

LD-I-12 **Northern Palmetto.** Establish zoning standards that support the transition to low-intensity visitor-serving commercial uses over time along the west side of Palmetto Avenue in northern

West Sharp Park, and require improvement of the visual appearance of permitted older industrial uses when improvements are proposed to these uses.

Geotechnical studies are required to determine the “net developable area.” New uses are required to provide appropriate setbacks along the coastal bluffs to protect new structures from loss during their design life, and to provide public access to and along the shoreline.

LD-I-13 **Palmetto Avenue.** Establish zoning standards and/or Design Guidelines to enhance Palmetto Avenue between north of Paloma Avenue and Clarendon Road as a pedestrian-oriented main street with retail, restaurants and services as well as multi-family housing and mixed-use development.

This will foster a character that will attract both residents and tourists.

LD-I-14 **Promenade Area and Beach Boulevard Property.** Establish zoning standards to enhance the Promenade area as a local community and tourist destination.

Redevelopment of the city-owned 2212 Beach Boulevard property should provide an anchor for Palmetto Avenue and enhance the beachfront experience. Appropriate uses will include a library and/or other civic use; a boutique hotel and restaurant; mixed use development including cafes, restaurants, retail, and upper-level housing; and townhouses and apartments.

LD-I-15 **Francisco Boulevard.** Establish zoning standards to facilitate office commercial as well as retail development along the three blocks of Francisco Avenue north of City Hall, and higher-intensity mixed use development on the three blocks between City Hall and Montecito Avenue.

A core of high-intensity and civic uses here should help to support retail and restaurants along Palmetto Avenue by bringing more residents and workers and by enhancing visibility from Highway 1.

LD-I-16 **Rockaway Quarry Site.** Establish zoning and a specific or master plan to enable the responsible development and environmental conservation of the Quarry Site.

Allowable development should provide City revenues, substantial public open space, and commercial uses and public spaces attractive to both visitors and local residents. Uses may include an inn or hotel; shops and restaurants; performance or conference spaces; and public uses. Residential use in mixed-use buildings may be included, but will require a public vote. Development should be integrated with the Rockaway Beach district, to create an expanded visitor-oriented area in a memorable natural setting.

Environmental protection is a priority at this site and includes preserving upland areas as open space, preserving the riparian corridor along Calera Creek, and preserving critical habitat. Any development of the Quarry site will require detailed evaluation of biological resources to ensure that sensitive habitat and wetlands are protected; the likely footprint of development could be much smaller than the area designated.

LD-I-17 **Rockaway Beach.** Establish zoning to facilitate continued improvements in the Rockaway Beach district and promote infill development emphasizing active ground-floor and visitor-oriented uses and links to the Quarry site.

The Rockaway Beach area could be included in a Specific Plan that also covers the Quarry site.

LD-I-18 **Rockaway Headlands.** Establish zoning to facilitate very low-intensity visitor-serving commercial use on the Headlands between Rockaway and Pacifica State Beach, such as rustic lodging, hikers' huts, or similar uses. Maintain the Coastal Trail connecting the two beaches.

LD-I-19 **Pedro Point Shopping Center.** Facilitate improvements to the existing Shopping Center that more fully use the property while enhancing its appeal for both neighborhood residents and visitors. Maintain beach access along the Shoreside Drive right-of-way.

LD-I-20 **Undeveloped San Pedro Avenue Site.** Establish a Coastal Residential Mixed Use zoning district to allow development at up to 15 units per gross acre, and/or small-scale visitor-oriented commercial uses. Housing may be clustered, and uses may be mixed. Development must include public coastal access and must provide public open space. A survey is required to delineate potential wetlands on the site, if any, as part of the development application and environmental review process.

The land directly west of the Pedro Point Shopping Center was identified as a commercial recreation site in the previous General Plan, and has been zoned for general commercial uses. Residential use has been sought for the site, and the potential for wetlands on the site has been identified. The Planning Commission supported "limited housing, park, no hotel," but City Council did not make a conclusion about the site.

CREATING A DESTINATION

LD-I-21 **Town Center.** Through a combination of mixed use land use designations/zoning, streetscape improvements, targeted public investment, and marketing strategies, promote Palmetto Avenue as a pedestrian-oriented destination with shops and services for residents and visitors alike.

LD-I-22 **Business Improvement District.** Work with property owners and the Palmetto Business Association to establish a Business Improvement District (BID) to finance local public improvements in the corridor.

LD-I-23 **City-Owned Catalyst Projects.** Use city-owned properties as catalysts for new development in the Palmetto area and elsewhere in the city.

For key opportunity sites such as the Old Wastewater Treatment Plant site on Beach Boulevard, the City may issue Request for Proposals for development.

LD-I-24 **Recycling Center Relocation.** Work with Recology, Inc. to identify a new location for a recycling yard to free up land for visitor-based economic development.

LD-I-25 **Increase Tourism.** Prepare a multi-faceted program to encourage tourism, focusing on:

- Attracting new hotels or inns, a visitor's center or other key attraction, tourism-based shopping, and other components; and
- "Branding" and marketing Pacifica's parks, open spaces, beaches, and other natural amenities.

LD-I-26 **Enhanced Visitor Node.** Create a highly distinct visitor-oriented commercial and hospitality node at Rockaway Beach and on developable portions of the Rockaway Quarry site.

A key component of this strategy would be to pursue a boutique or high end/resort-oriented hotel and supporting tourist-oriented shopping and dining opportunities.

2.5 DEVELOPMENT CAPACITY AND ADEQUACY OF PUBLIC SERVICES

Development Demand and Capacity

One purpose of the General Plan and LCLUP is to ensure that the City can accommodate projected population and job growth over the planning period (to 2035). To meet the requirements of State housing law, the City must also have adequate sites where housing affordable to moderate- and low-income households can reasonably be developed. The Plan seeks to meet these needs while also satisfying other community goals and ensuring safety and environmental protection. This section estimates projected demand for new housing and non-residential space, and the development potential provided under the General Plan land use framework.

Population and Employment

POPULATION AND HOUSING TRENDS

Pacifica grew rapidly in the 1950s and 1960s, but has grown very little since then. The City gained an average of 790 persons per decade in the 1970s, 1980s, and 1990s. Pacifica's population was 37,234 in 2010, down 3 percent from the 38,390 counted in the 2000 Census, and down about 1.1 percent since 1990. Despite the slight decline in population, the City added 934 housing units between 1990 and 2010, as average household size declined from 2.82 to 2.67 persons.

As in much of the state, Pacifica's population has grown older in recent decades. Between 1990 and 2010, the 30-to-44 age cohort declined from 30 to 21 percent of the population, and there were also declines in the younger age cohorts. Meanwhile the 45-to-61 group grew from 18 to 28 percent and the population age 62 or greater rose from 10 to 16 percent.³

POPULATION PROJECTIONS AND HOUSING DEMAND

ABAG periodically undertakes population projections for each jurisdiction within the nine counties that make up the Bay Area. The 2009 ABAG projections point to continued slow growth in Pacifica over the planning period, to a buildout population of 39,800 by 2035.⁴ However, ABAG's projections assumed a population of 39,100 in 2010, while the Census counted only 37,234. This Plan conservatively uses the Census as a baseline and assumes that Pacifica and its Sphere of Influence will reach the projected population of 39,800 by 2035. Pacifica, then, is projected to have a demand for approximately 980 new housing units by 2035 to accommodate population growth.⁵

⁴ Association of Bay Area Governments (ABAG), 2010.

⁴ Association of Bay Area Governments (ABAG), 2010.

⁵ ABAG's most recent forecast for growth in the Bay Area by jurisdiction are from the Plan Bay Area Jobs-Housing Connection Strategy, 2012. This forecast supports the new regional transportation and land use plan, which was adopted in July 2013. It projects 14,640 households in Pacifica and its Sphere of Influence in 2040. This may represent slightly slower growth than the 2009 projections, which anticipate 14,630 households in 2035. Note that the Plan Bay Area forecast does not address the year 2035, which is the buildout year for this General Plan.

The General Plan uses what may be considered a high-growth scenario for two principal reasons. First, much of the potentially developable land in Pacifica may be challenging to develop, so providing capacity to accommodate higher growth is more likely to translate to development that meets the needs of slower population growth. Second, there will be a need to provide adequate sites for housing affordable to low- and moderate-income households, to meet regional housing requirements.

JOBS AND NON-RESIDENTIAL DEVELOPMENT

ABAG estimates that Pacifica and its Sphere of Influence (SOI) had 6,360 jobs in 2010, and projects that Pacifica and its SOI will gain 1,400 jobs between 2010 and 2035.⁶ While the more recent forecast done for Plan Bay Area projects a smaller increase of 1,250 jobs between 2010 and 2040,⁷ planning for a greater number of jobs has the advantage of allowing the City to be well-prepared for economic development, and also recognizes the constraints to redevelopment posed on many of Pacifica's potential development sites. Assuming a typical average of 450 square feet of non-residential floor area per employee, the estimated 1,400 new jobs gained between 2010 and 2035 would require the development of approximately 630,000 square feet of additional non-residential building area.

Development Capacity

Development capacity is calculated based on assumptions about new residential and non-residential development that could be built under the Plan's land use designations and their respective densities and intensities.

As described in the General Plan, there are an estimated 1,280 acres of vacant or underutilized land classified for residential or mixed use in the Pacifica Planning Area. Buildout of an estimated 80 percent of opportunity sites at projected densities would result in a total of 1,000 new housing units, matching demand. Assuming that average household size remains as it is today, new housing at buildout could accommodate population growth of about 2,570 and a total population of 39,800 as projected by ABAG.

There are an estimated 117 acres of vacant or underutilized land classified for commercial or mixed use, citywide (mixed use land is also counted in the residential capacity analysis). The Rockaway Quarry site accounts for 49 acres, the portion of the site's 94 total acres that would be potentially available for Visitor-Serving Commercial (VC) development. Realistic development of opportunity sites would result in an estimated 645,400 square feet of net new non-residential building area. The greatest amount of new building area would be in the VC category, reinforcing the importance of this sector to Pacifica's economic development strategy. Much of the VC potential is on the Quarry site, which site has proven challenging to develop in the past. New development is estimated to accommodate approximately 1,470 new jobs over the planning period.

Coastal Development Potential

Within the Coastal Zone, including all land west of Highway 1 as well as the Sheldance Nursery, the Planning Area has an estimated development capacity for 322 net new housing units on 78 acres of vacant or underutilized land. Nine in 10 of these units would be in Medium or High Density or Mixed Use areas, and potentially affordable to moderate- and low-income households. See **Table 2-2**.

⁶ ABAG, 2010.

⁷ Plan Bay Area Jobs-Housing Connection Strategy, 2012.

TABLE 2-2: RESIDENTIAL DEVELOPMENT CAPACITY IN THE COASTAL ZONE UNDER THE LOCAL COASTAL LAND USE PLAN

General Plan Land Use	Vacant or Underutilized Acres¹	Permitted Density Range (units per acre)	Projected Density (units per acre)²	New Housing Units at Buildout³
Residential Districts				
Residential with Open Space	42	0.2 or less	0.15	-
Very Low Density Residential	-	0.2 to 2	1.5	-
Low Density Residential	8	3 to 9	6.5	30
Medium Density Residential	5	Up to 15	12.5	40
High Density Residential	1	Up to 21	25	10
Mixed Use Districts				
Coastal Residential Mixed Use	5	Up to 15	15	50
Mixed Use	12	16 to 26	25	190
Mixed Use Center	5	Up to 50	25	80
Urban Reserve				
Urban Reserve	-	NA	0.1	-
Total Residential Development Potential on Opportunity Sites	78			400
<i>Existing Existing Units on Underutilized Sites</i>				<i>78</i>
Net New Residential Potential	78			322

Notes

1 Acreages are shown rounded to the nearest whole number, but more detailed numbers are used in calculations.

2 Projected density is informed by average current density of projected land uses and allowable density ranges.

3 A "net-to-gross factor" of 80% is applied to all development potential to account for need for additional streets on large sites. A "flex factor" of 80% is applied to account for property owner priorities and site constraints.

Sources: San Mateo County Assessor's Office, 2008; City of Pacifica, 2008; Dyett & Bhatia, 2013.

The Coastal Zone also has an estimated capacity for approximately 154,300 net new square feet of non-residential development on 110 acres of vacant or under-utilized land (land designated for mixed use is counted both here and in the residential capacity analysis.) About two-thirds of the new development capacity would take place in the Visitor-Serving Commercial category, including the Quarry site. See Table 2-3.

TABLE 2-3: NON-RESIDENTIAL DEVELOPMENT CAPACITY IN THE COASTAL ZONE UNDER THE LOCAL COASTAL LAND USE PLAN

General Plan Land Use	Vacant or Underutilized Acres¹	Maximum Non-Residential FAR	Projected Non-Residential FAR²	New Non-Residential Sq. Ft. at Buildout³
Mixed Use Districts				
Coastal Residential Mixed Use	5	0.5	0.10	13,500
Mixed Use Neighborhood	12	1.0	0.25	75,900
Mixed Use Center	5	3.0	0.35	43,400
Commercial Districts				
Retail Commercial	13	1.0	0.25	85,000
Office/Commercial	1	1.5	0.35	13,100
Service Commercial	0	0.6	0.25	1,100
Visitor-Serving Commercial (not including Rockaway Quarry)	9	2.5	0.35	82,900
Rockaway Quarry Site ⁴	49	0.5	0.35	448,400
Low-Intensity Visitor-Serving Commercial	16	0.2	0.05	21,000
Public Facilities and Open Space Districts				
Public/Institutional	0	1.0	0.35	1,300
Total Non-Residential Development Potential on Opportunity Sites	110			785,600
<i>Existing Non-Residential Development on Underutilized Sites</i>				<i>631,300</i>
Net New Non-Residential Potential	110			154,300

Notes

- 1 Acreages are shown rounded to the nearest whole number, but more detailed numbers are used in calculations.
- 2 Projected intensity is informed by average current intensity of projected land uses and allowable intensity ranges.
- 3 A "net-to-gross factor" of 75% is applied to all development potential to account for need for additional streets on large sites. A "flex factor" of 80% is applied to account for property owner priorities and site constraints.
- 4 Approximately 49 acres of the 94-acre Quarry site would be potentially developable. This acreage is counted separately from the Visitor-Serving Commercial classification.

Sources: San Mateo County Assessor's Office, 2008; City of Pacifica, 2008; Dyett & Bhatia, 2013.

Public Facilities and Services

A critical function of planning is to evaluate the capacity for existing public facilities and services to handle growth, and to identify long-term needs. In the Coastal Zone, public works facilities should be sited and designed to support development that furthers the goals of the Coastal Act (Section 30254). This section summarizes the projected demand for water and wastewater services, and other utilities, based on the land use framework described above. This framework intends to be consistent with Coastal Act priorities, including visitor-oriented development, public access and recreation, and environmental and scenic protection. The Plan's approach to the roadway network is covered in Chapter 3.

Potable Water Supply

The North Coast County Water District (NCCWD), an independent water purveyor, supplies water to Pacifica and part of San Bruno. The district gets its water from the San Francisco Public Utilities Commission (SFPUC) through the Hetch Hetchy system. The District also has rights to a limited amount of surface water from the South Fork of San Pedro Creek for six months of the year. Pacifica's water is pumped from San Andreas Lake and the Harry Tracey Water Treatment Plant in Millbrae via a main distribution line under Skyline Boulevard, to the Milagra Ridge storage tank. From there, water for northern Pacifica is pumped to

the Christian Hill tank on Skyline Boulevard and then distributed by gravity to smaller tanks and to customers. Water for southern Pacifica is piped from the Milagra Ridge tank to the Royce tank, off Fassler Avenue, and then to smaller tanks and to customers. Overall, the system is divided into 34 pressure zones, each separated by pressure-reducing valves.⁸

WATER CAPACITY AND USAGE

The NCCWD system's 14 storage tanks have a total capacity of 23.8 million gallons, enough to supply the service area with water for seven days at the District's average daily usage rate of 3.24 million gallons per day (mgd).⁹ The District's contract with SFPUC allows for a maximum purchase of 3.84 mgd.

WATER CONSERVATION

Water use in the District has steadily declined in recent years due to conservation programs and infrastructure repairs. Water conservation will continue to be important in coming years. The Water Conservation Act of 2009 sets an overall target to reduce urban per capita water use by 20 percent by the end of 2020, with an interim target of 10 percent by the end of 2015. The Water Conservation in Landscaping Act provides a Model Water Efficient Landscape Ordinance and requires that all jurisdictions adopt it or one at least as effective.

The City has established procedures to meet the requirements of the state's Model Ordinance. A coordinated response by the City and the NCCWD will help Pacifica meet the requirements of this legislation, and stay beneath the water supply limit established by the SFPUC.

NCCWD has environmental approval to proceed on the first phase of a project that would pump treated wastewater from the City's Calera Creek Water Recycling Plant through a new system of pipes for use as irrigation water for parks, playing fields, and landscaped areas. The first phase of the project is estimated to have the potential to save up to 40 million gallons of drinking water annually.¹⁰

INFRASTRUCTURE MODERNIZATION

Pacifica's water pipes and storage reservoirs are aging and in need of modernization. NCCWD's current Capital Improvement Plan focuses on minimizing the risk to the water supply that could result from a major seismic event. NCCWD replaced three major water tanks in recent years, and has completed the installation of back-up generators at all 14 of its storage tanks. It will add sensors allowing automatic shutdown of key tanks during a major earthquake, and install "jumper nodules" at joints in the pipe system. The transmission main that brings water to Pacifica from the regional system is located above the San Andreas Fault as it follows Skyline Boulevard in San Bruno. NCCWD is committing resources both to short-term pipe inspection and repair along the main line, and to a study of the feasibility of developing an alternative and reliable water source.¹¹ Beyond these modernization efforts, Pacifica and NCCWD are dependent upon the safety and durability of the Hetch Hetchy system.

⁸ Bay Area Water Supply and Conservation Agency (BAWSCA). BAWSCA Annual Survey-FY 2007-08. January 2009. Accessed at <http://www.bawasca.org,2009>.

⁹ BAWSCA, 2009.

¹¹ North Coast County Water District (NCCWD). CIP and Bond Projects Status Report February 20, 2008. Accessed at <http://www.nccwd.com>, February 2008.

¹¹ North Coast County Water District (NCCWD). CIP and Bond Projects Status Report February 20, 2008. Accessed at <http://www.nccwd.com>, February 2008.

WATER QUALITY

SFPUC monitors water at the source and at local treatment plants for turbidity, organic and inorganic chemicals, microbial quality, mineral content, and radiological quality. NCCWD monitors water as it enters the District's system, and takes weekly water samples from various locations. Pacifica's water is consistently high-quality and safe to drink, meeting all standards set by the California Department of Health Services and the United States Environmental Protection Agency.¹²

Wastewater

The City operates a wastewater treatment plant, sewage lift stations, and stormwater pump stations, as well as the citywide system of sewer mains and lateral pipes that connect to homes and businesses. Waste water flows through some 82 miles of main pipes to six sewer pump stations, and on to the Calera Creek Water Recycling Plant. The City's topography prevents gravity flow to the plant, and requires pump stations at Linda Mar and Sharp Park.

CALERA CREEK WATER RECYCLING PLANT

The Calera Creek Water Recycling Plant (CCWRP), located on the south flank of Mori Point, is a tertiary treatment plant, brought online in 2000 to replace the old Wastewater Treatment Plant in West Sharp Park. The new plant uses ultraviolet disinfection, which allows effluent to be released to wetlands without residual chlorine. The plant has facilitated the creation and restoration of wetlands along Calera Creek, bringing year-round flow to a naturalized stream channel. When NCCWD's water recycling project is completed, the CCWRP will also be the source for a portion of Pacifica's landscape irrigation water.

Testing at the Calera Creek Water Recycling Plant indicates that discharges generally meet applicable water quality standards, although there have been some isolated instances of non-compliance.

USAGE AND CAPACITY

Average annual wastewater flows declined from 3.7 million gallons per day (mgd) on average in 2001 to 2.9 mgd in 2008, but were projected to rise to 3.2 mgd by 2012. The CCWRP has a dry weather capacity of 4.0 million gallons per day (mgd), a peak hourly dry weather capacity of 7.0 mgd, and a peak hourly wet weather capacity of 20 mgd.¹³ Because of Pacifica's projected slow growth, the Plant will have adequate capacity for the next 15 to 20 years.

PLANNED IMPROVEMENTS

The City intends to undertake the following projects:

- Replacement of the ultraviolet (UV) treatment system at the CCWRP;
- Installation of a new generator at the Linda Mar pump station; and
- Repair of the Palmetto trunk sewer line.

An Inflow and Infiltration study will determine improvement needs in the collection system. This will serve as a basis for project priorities and future master planning.

¹² NCCWD. Website <http://www.nccwd.com>, accessed May 2009.

¹³ RWQCB, 2006.

Electricity and Gas

Pacific Gas & Electric (PG&E) provides gas and electric services to Pacifica homes and businesses. With energy obtained from power plants, natural gas fields, and renewable energy sources in northern California. The availability of electricity and gas services is not expected to become an issue during the planning horizon.

Solid Waste Collection and Recycling

Solid waste collection and recycling services in Pacifica are provided by Recology of the Coast, a division of Recology. Recology, based in San Francisco, operates a number of landfills, waste transfer and materials recovery facilities, including the recycling yard at 1046 Palmetto Avenue in Pacifica. Recology emphasizes waste reduction and diversion, and is the largest compost facility operator by volume in the United States. In Pacifica, Recology of the Coast currently provides curbside pick-up of garbage, recyclables, and green waste for both residential and commercial customers.

The City has enacted an ordinance requiring all food vendors to use biodegradable or compostable service ware. Also, both the City and San Mateo County have recycling divisions that provide information to help residents and businesses reduce and divert waste from landfills.

Policies

Guiding Policies

LD-G-8 **Water Conservation.** Work with the Water District to meet State targets for reducing per capita urban water use by 10 percent by 2015 and 20 percent by 2020.

Pacifica's water conservation efforts will include water efficient landscaping requirements, incentives for water conservation, and development of a system to use recycled wastewater.

LD-G-9 **Wastewater Treatment.** Ensure that the City maintains adequate capacity to handle wastewater, and continue to expand wastewater recycling.

Implementing Policies

DEVELOPMENT CAPACITY

LD-I-27 **Public Service Priorities.** Ensure that existing and planned public works facilities accommodate needs generated by development or uses permitted over the planning period.

In the event that existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

LD-I-28 **Water Supply.** Support the Bay Area Water Supply & Conservation Agency in advocating for reliable and fairly priced water from the San Francisco regional water system.

LD-I-29 **Water Efficient Landscaping.** Collaborate with the North Coast County Water District (NCCWD) to design and implement a water-conserving landscaping ordinance that meets State requirements.

The State of California has a Model Water Efficient Landscaping Ordinance, which can be adapted to the City's needs. A coordinated response by the City and the NCCWD will help Pacifica reduce water use and stay beneath the water supply limit established by San Francisco Public Utilities District.

- LD-I-30** **Incentives for Water Conservation.** Encourage the NCCWD to continue and expand its water conservation incentive programs, including free water-efficient fixtures and rebates for water-efficient appliances.

- LD-I-31** **Water Recycling.** Collaborate with the NCCWD to implement a water recycling project, involving new pipes and pumping stations, to allow treated wastewater from the Calera Creek Water Recycling Plant to be used for irrigation of landscaped areas.

The feasibility of expanding this project to include other potential uses of recycled water such as linkages with fire hydrants will be evaluated.

- LD-I-32** **Water Storage.** Support the NCCWD in its efforts to provide adequate emergency water storage in Pacifica.

- LD-I-33** **Waste Water Treatment Capacity.** Continue to monitor wastewater generation rates so decision-makers are aware of the impacts on the treatment plant on new development, and plan for additional capacity in advance of projected need.

- LD-I-34** **Sewer System Connections.** Require all new development to be connected to the City's sewer system.

- LD-I-35** **Sanitary Sewer Discharge.** Ensure that discharges of treated wastewater from the Calera Creek Wastewater Recycling Plant continue to comply with the Sanitary Sewer System Permit.

- LD-I-36** **Waste Collection.** Periodically evaluate the City's waste collection contract to ensure that Pacifica residents and businesses receive high-quality and cost effective service.