

## **VICE CHAIR HAUSER COMMENT LIST**

## 2 Economic Sustainability

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This General Plan seeks to establish a long-term framework for employment growth and fiscal stability for Pacifica. Together with other General Plan initiatives, this will help ensure the City's economic success. The Economic Sustainability chapter contains policies and actions that provide direction for improving the City's business and tourist attraction strategies; improving the ratio of jobs to employed residents; and supporting business activities that can meet the needs of the community and of visitors to the City.

### 2.1 Vision and Priorities

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A successful economic development plan must be guided by a clear vision, long-range planning and continuous commitment. This vision includes a City government that is receptive to working with business owners to facilitate expansion of commercial enterprise, and visitor/tourist uses; flexible land use policies that encourage mixed-use development and promote jobs for all residents; investment in new and maintenance of existing infrastructure; and a close partnership with business owners, governmental agencies, and stakeholders.

Ideas and priorities for economic development in Pacifica have been discussed throughout the General Plan Update process. Almost every participant identified Pacifica's need for a stable economic base and source of tax revenue as a critical concern. Policy statements related to economic sustainability have received broad support from the community, particularly the ideas of enhancing the appeal and vibrancy of Palmetto Avenue and the Promenade, including redevelopment of the old Wastewater Treatment Plant; and revitalizing shopping centers. Improved fiscal stability was also widely agreed upon as an important goal. As a means toward that end, developing a stronger tourism sector was broadly supported. These ideas form the basis of the guiding and implementing policies for economic development.

### 2.2 Regional and Local Economic Context

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#### DEMOGRAPHICS

Some basic demographics serve as good economic indicators of a city's workforce quality and economic opportunity (**Table 2-1**). A high percentage of Pacifica's population is of workforce age—approximately two-thirds. Nearly 46 percent of residents over the age of 25 have a bachelor's degree or higher, which is well above the statewide percentage (34 percent), but slightly below that of San Mateo County (51 percent).<sup>1</sup>

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<sup>1</sup> U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates

A high percentage of households own their homes, and the City’s median household income is slightly above the San Mateo County median. Overall, Pacifica residents are well-educated with good financial resources.

**Table 2-1: Demographic Indicators of Economic Conditions**

Population between 18 and 64	64%
Population over 25 with a bachelor’s degree or higher	46%
Average household size	2.82 persons
Percent of ownership housing	71%
Median Household Income	\$125,500
Median Household Income as a percent of San Mateo County overall	102%

*Source: U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates*

## CURRENT EMPLOYMENT CHARACTERISTICS

### Employment by Industry

Employment by industry in Pacifica closely follows that of San Mateo County overall. The American Community Survey’s five-year estimate (2015-2019) shows Educational Services, Health Care, and Social Assistance as having the highest percentage of employment in both jurisdictions (22 percent and 20 percent, respectively). The next largest industry sector is Professional, Scientific, Management, and Administrative services, at 16 and 20 percent for the City and the County respectfully, followed by retail trade and arts/entertainment. **Table 2-2** shows employment by industry.

**Table 2-2: Employment by Industry, San Mateo County and Pacifica**

	<i>San Mateo County</i>		<i>City of Pacifica</i>	
	<i>Total</i>	<i>Percent</i>	<i>Total</i>	<i>Percent</i>
Agriculture, forestry, fishing and hunting, and mining	2,060	1%	64	0%
Construction	21,395	5%	1,479	7%
Manufacturing	32,363	8%	1,521	7%
Wholesale trade	8,685	2%	370	2%
Retail trade	37,676	9%	2,061	10%
Transportation and warehousing, and utilities	23,713	6%	1,535	7%
Information	18,894	5%	802	4%
Finance and insurance, and real estate and rental and leasing	31,461	8%	1,491	7%
Professional, scientific, and management, and administrative and waste management services	81,965	20%	3,428	16%
Educational services, and health care and social assistance	81,965	20%	4,752	22%

Arts, entertainment, and recreation, and accommodation and food services	40,832	10%	1,961	9%
Other services, except public administration	20,498	5%	1,163	5%
Public administration	13,483	3%	1,025	5%
<b>Total</b>	<b>414,747</b>	<b>100%</b>	<b>21,682</b>	<b>100%</b>

Source: U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates

## Labor Force Participation and Unemployment

On average, from 2015 to 2019, Pacifica’s unemployment rate has been 2.2 percent, slightly lower than San Mateo County overall, and significantly better than the statewide average of 4.8 percent<sup>2</sup> (see **Table 2-3**).

**Table 2-3: Labor Force and Employment Rates for Population Over 16, San Mateo County and Pacifica**

<i>Population Over 16</i>	<i>San Mateo County</i>	<i>Pacifica</i>
In Labor Force	69%	69%
Employed	66%	67%
Unemployment Rate	3.7%	2.2%
Unemployment Rate Among College Graduates	1.4%	0.8%

Source: U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates

## PLACE OF WORK

Pacifica is expected to continue to function as primarily a “bedroom” community serving employment centers in San Francisco and along the Peninsula. In fact, only 14 percent of Pacifica’s employed residents work locally, with the rest commuting to other jurisdictions (see **Table 2-4**). While the percentage of residents who work in Pacifica is low, and demonstrates the need to create more jobs for local residents, Pacifica’s place of work pattern is not out of step with that of San Mateo County as a whole, illustrating the regional nature of commuting and employment dynamics in the Bay Area.

The most common place of work for Pacifica residents was elsewhere in San Mateo County (36 percent) and in San Francisco (35 percent).<sup>3</sup>

**Table 2-4: Place of Work for Workers 16 Years and Older, Pacifica and San Mateo County**

<i>Workers Over Age 16</i>	<i>San Mateo County</i>	<i>Pacifica</i>
Worked in Place of Residence	19%	14%
Worked outside Place of Residence	80%	86%

<sup>2</sup> U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates

<sup>3</sup> U.S. Census Bureau Center for Economic Studies, OnTheMap Application 2018.

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*Source: U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates*

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## **2.3 The Future Economy**

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### **RETAIL AND TOURISM PROSPECTS**

Retail and tourism are two areas of economic interest for Pacifica. Strengthening the City’s performance in these areas could create jobs, increase the tax base, and enhance quality of life for residents. This section and the relevant policies that follow address Pacifica’s long-term retail and tourism prospects and propose actions the City can take to improve performance in these sectors.

Due to its fairly isolated geography and access constraints, consumer demand for retail in Pacifica is currently driven primarily by local economic and demographic conditions (e.g., population, employment, and income). The City’s numerous shopping centers are distributed throughout the various neighborhoods and are primarily patronized by local residents; many shopping centers are also older and somewhat underutilized. A small amount of retail demand comes from visitors to Pacifica, particularly from those visiting the Rockaway Beach area. Given the older properties, small population and employment numbers, and limited accessibility, demand from larger, regional-serving retailers is minimal.

#### **Existing Retail Supply Overview**

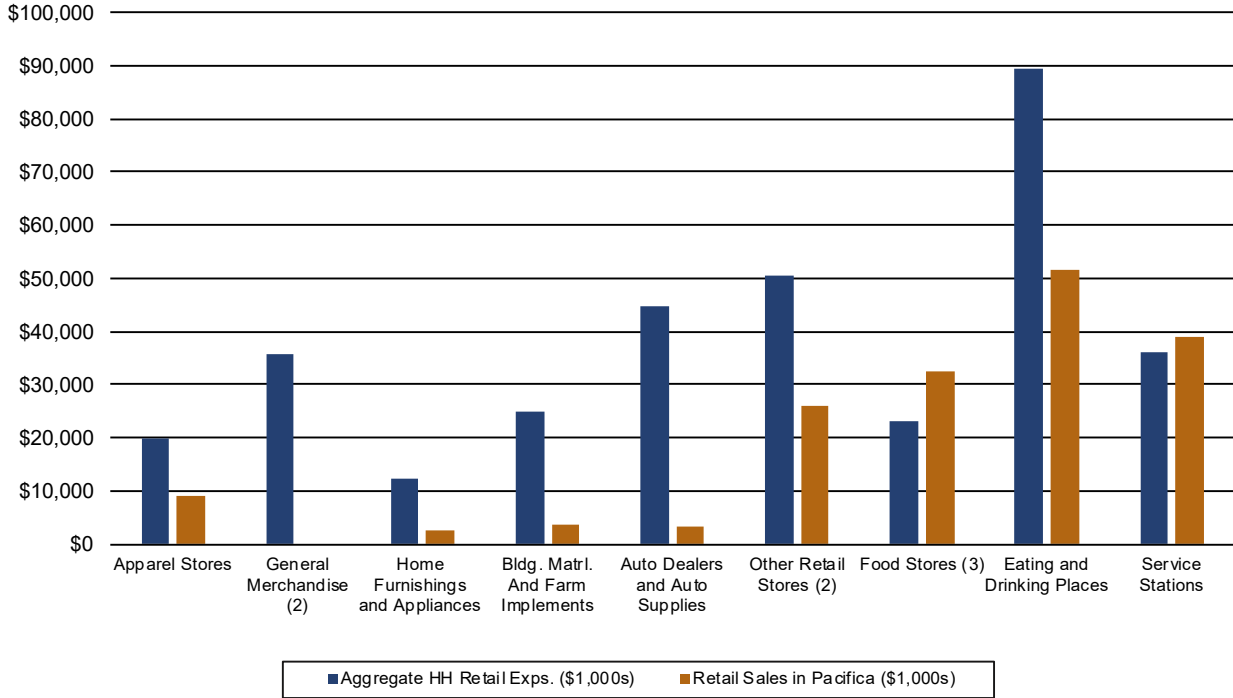
Currently, Pacifica’s retail stores are concentrated along Highway 1, as well as the northern part of the City along Skyline Boulevard. Most are located within shopping centers. Overall, there are about 11 retail centers and a total of approximately one million square feet of leasable space across the City. Many of the retail properties are older and underutilized (though some have undergone renovations). A majority of Pacifica’s retail tenants consists of small, independent retailers anchored by one or several national brand establishments. The smaller service-oriented businesses periodically change ownership, but the mix of businesses in the City tends to stay the same. In other words, the market position and orientation of Pacifica’s retail has remained relatively static. The lack of diverse retail opportunities limits the City’s regional retail draw.

In addition to the neighborhood centers, the City also has a cluster of tourist-oriented retail, mainly around Rockaway Beach. These businesses consist of arts and craft stores, specialty retail, lodging, and restaurants and eateries. For the most part, these establishments are not attractions in their own right but rather cater to “spill-over” traffic from regional tourism and overnight accommodations. Palmetto Avenue also has a mix of local-serving and visitor-serving retail and services, including antique shops, salons, and cafes.

#### **Retail Sales Trends, Household Spending, and Capture Rate**

Pacifica has relatively weak per-capita retail sales, likely the result of competitive retail clusters in Daly City and Colma. Based on household and income data, a gain of \$337 million of additional potential retail sales could be theoretically supportable within the City. In 2016, the City’s retail stores generated \$167 million in taxable sales, representing only 48 percent of the retail spending power. A large proportion of the City’s retail sales potential is lost to retailers outside of the City as Pacifica residents travel to other jurisdictions for their shopping needs. This leakage occurs in nearly all retail categories, the only exceptions being food stores and service stations (see **Figure 2-1**).

**Figure 2-1: Retail Sales and Estimated Household Demand, 2016**



(1) Sales for this category are not published because of the limited number of retailers. In order to maintain the sales of individual retailers confidential, the sales for this category are included in Other Retail Stores.  
 (2) Includes specialty stores; packaged liquor stores; second-hand merchandise; fuel and ice dealers; mobile homes, trailers, campers; boat, motorcycle, and plane dealers; and business and personal services.  
 (3) Typically, only 35% of grocery purchases are taxable. SBE sales tax has been adjusted to reflect total retail sales.

Source: BLS Expenditure Survey 2016-2017, CA Board of Equalization Taxable Sales 2016.

The leakage of retail sales potential can be traced to limited retail gain in Pacifica. Daly City has a regional shopping mall, Serramonte Center, and regional retail centers with big box retailers. Located northeast of Pacifica, Colma also has a number of regional retail centers with big box retailers. Additionally, to the east in San Bruno, the Tanforan Mall is another regional shopping center.

**Future Retail Demand**

Retail demand can be disaggregated into spending from local sources, such as residents and employees and spending from outside sources, such as commuters, tourists, and other visitors. Spending from local sources is largely determined by demographic and economic variables, such as population, income, and employment. Spending from outside sources is determined by such factors as regional commute patterns, local destinations or tourist attractions, and the quality/character of the retail supply itself. The performance of the City’s retail market in general may also be affected by national changes in consumer behavior (e.g., online sales,) as well as regional competition.

The current median household income in Pacifica is \$125,500 per household, which is slightly greater than the median household income in San Mateo County as a whole (See **Table 2-5**). If the level of household income grows over time, the purchasing power of Pacifica households could increase and boost retail demand independent of population growth.

**Table 2-5: Current Median Household Income**

	2019
Pacifica	\$125,500
San Mateo County	\$122,641

*Source: U.S. Census Bureau; American Community Survey, 2015-2019 Five-year Estimates*

Given the population and employment trends and the City’s relatively small employment base, there is little support for additional retail space. However, additional retail demand could be generated by increased capture of local spending and spending by tourists, commuters, and other nonresident population groups.

*INSERT Photo 02 DSCN3220*

*Most of Pacifica’s retail is located in 11 retail centers with a total of almost 600,000 square feet of leasable space.*

*INSERT Photo 03 Mountain View\_IMG\_3636*

*Many cities, including Mountain View, have downtown retail areas. Palmetto Avenue has potential to develop as a vibrant main street for Pacifica.*

*INSERT Photo 04 6-05 DSCN3241*

*With its scenic setting along Highway 1, south of San Francisco, Pacifica has potential for more tourism-based retail.*

### **Local-Serving Retail and “Town Center” Concept**

One retail concept that may present an opportunity for Pacifica is that of a “town center.” Cities often have clusters of retail surrounding their core or destination areas, supported by a concentrated presence of employment, historic or “main street” features, convenient or centrally located transportation hubs, well-traveled thoroughfares, and/or high density of population. Currently, Pacifica has no distinct downtown area; rather, the City’s retail tends to be dispersed within a number of neighborhood-based submarkets.

Palmetto Avenue, the “backbone” of the Sharp Park Specific Plan Area, has potential to expand its function as a town center retail district. Building on improvements as part of the Palmetto Avenue Streetscape Plan, the General Plan Land Use Diagram designates Palmetto Avenue for mixed use development to produce ground-floor retail and other commercial uses with a pedestrian orientation as well as upper-story housing. With targeted public investments in the Sharp Park Specific Plan Area, retail opportunities are likely to emerge from new local small businesses and incremental and fine-grained improvements to existing properties with a focus on creating a differentiated experience that provides residents and visitors with a unique sense of place. To support the potential town center area, key opportunity sites near the Palmetto corridor are designated Mixed Use Center. Higher-intensity residential development along the Highway 1 corridor directly adjacent to and well-linked to Palmetto Avenue would provide a regular customer base for shops and restaurants along Palmetto, and signal to passersby the presence of an active center. Continued public and private investments can contribute to the development of Palmetto Avenue into a

town center retail district. If successful, Palmetto Avenue then could help the City capture more of the local expenditure potential without drawing sales away from existing retailers. Policies in this element, the Land Use element, and the Sharp Park Specific Plan support this objective.

### Tourism-Based Retail

San Francisco and San Mateo Counties are major tourist destinations, attracting domestic as well as international travelers. As shown in **Table 2-6**, the nine-county Bay Area region accounts for close to 30 percent of the visitor-generated tax receipts in California. Of the counties in the Bay Area, San Mateo County had the third highest visitor-generated tax receipts per household at \$1,860, behind Napa and San Francisco counties at \$3,160 and \$2,620, respectively. Both San Mateo and San Francisco counties rank well above the statewide per household average of \$810.

**Table 2-6: Visitor-Generated Tax Receipts by County**

<i>County</i>	<i>2017 Receipts (in millions)</i>	<i>Receipts per Household</i>	<i>% of California Receipts</i>
Napa	\$159	\$3,160	1.5%
San Francisco	\$994	\$2,620	9.2%
<b>San Mateo</b>	<b>\$514</b>	<b>\$1,860</b>	<b>4.7%</b>
Sonoma	\$167	\$870	1.5%
Santa Clara	\$545	\$830	5.0%
Alameda	\$347	\$580	3.2%
Marin	\$61	\$570	0.6%
Solano	\$60	\$400	0.6%
Contra Costa	\$152	\$370	1.4%
<b>Bay Area Total</b>	<b>\$2,999</b>	<b>--</b>	<b>27.6%</b>
California	\$10,851	\$810	100.0%

*Source: California Travel Impacts, 2000-2017, Dean Runyan Associates, Inc.; Economic & Planning Systems, Inc.*

Pacifica enjoys exposure to a number of visitors to the County's coast, State parks, and other attractions. Despite its advantageous position, however, the City does not currently offer a major attraction or an identifiable theme that draws significant tourism and tourist-related spending. In addition, the City has not successfully positioned or marketed itself as a major tourist destination. Tourism-related retail concepts supported by policies in this element may allow Pacifica to better leverage its coastal location and establish itself as a more successful tourist destination.

*INSERT Photo 05 003\_Pier*

*INSERT Photo 06 IMG2913*

*INSERT Photo 07 Di Suvero Crissy Fld*

*Amenities including the Pier and the Golf Course can be linked with Palmetto Avenue through place-making features, such as public plazas and public art.*



### ***“Placemaking”***

Tourist-oriented retail districts often succeed by providing a unique mix of small-scale “boutique” stores that offer arts, crafts, and other goods or services with a distinctive local flavor. This retail strategy is not formulaic, and the actual tenant mix depends on the location. One of the key characteristics of successful tourist-oriented retail districts is its unique identity or “brand.” Similar to other beachside communities along the Pacific coastline, Pacifica could potentially focus on beach/coastal-related businesses, drawing on its very name to help establish a strong identity.

Equally important to the success of tourism-based retail are the placemaking features, such as public plazas and public art features. Placemaking features provide aesthetically pleasing, thematic design. Uniform signage and wayfinding is another aspect of placemaking. Enhancing Rockaway Beach district and extending the visitor-oriented environment into the Quarry Site could follow this model. A traditional town center district along Palmetto Avenue, linked through these place-making features to amenities (e.g., the beach and golf course), would create a unified image of the City.

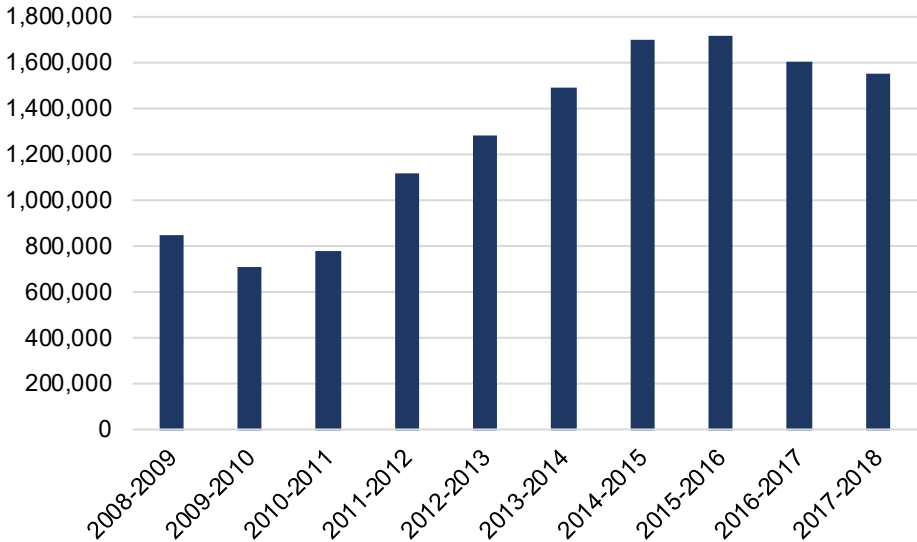
Unlike local or regional shopping centers, tourism-based retail is more fluid and gradual in development. To be successful, this strategy will require a multi-dimensional effort, including marketing, public improvements, and pursuit of specific opportunity investments through public-private partnerships.

### ***Hotel and/or Resort Opportunities***

Tourism is a significant industry in San Mateo County, attracting both domestic and international visitors. Pacifica’s coastal location coupled with the City’s accessibility along scenic Highway 1 and its proximity to San Francisco and the San Francisco International Airport provides it with exposure to a number of visitors to the County’s coast, State parks, and other attractions. However, the City is not currently a well-known tourist destination and primarily serves pass-through travelers on their way to a primary destination elsewhere in the County or region. Another way in which Pacifica could increase its visibility, boost tax revenue, and help foster a distinctive sense of place would be to recruit a major resort hotel.

Currently, Pacifica is served by six moderately-priced hotels with a total of 282 rooms. Transient occupancy tax (TOT) revenues from these hotels have fluctuated during the past 10 years, with a general upward trend, as shown in **Figure 2-2**. Beginning in the fourth quarter of 2019, the TOT revenues include revenues generated by short term rentals such as Airbnb and VRBO. The revenue data from short term rentals is not available at the time of this report, but is likely to increase the amount of TOT revenue going to the City.

**Figure 2-2: Transient Occupancy Tax Revenue Per Fiscal Year**



Source: City of Pacifica, 2019.

In terms of occupancy rate, Pacifica’s hotels have generally been underperforming relative to the County average of approximately 80 percent, as of 2019.<sup>4</sup> However, there are market segments that have the potential to complement and/or stimulate tourist-related demand. These include:

- **Bed-and-Breakfast.** A small-scale inn or bed-and-breakfast facility that is successfully operated may serve as a key attraction. As the County attracts more visitors, it is likely that Pacifica can capture some of the increase. Despite the City’s lower occupancy rate relative to the County, a high-end inn or bed-and-breakfast, if able to successfully distinguish itself, may be supportable without drawing customers away from existing hotels.
- **Boutique Hotel.** A mid-sized hotel that provides uniquely designed accommodations also could attract visitors to the City. Boutique hotels are smaller than resort hotels, but command higher rates because of the emphasis on personal experience and high service levels. The boutique hotel may even serve as a destination, attracting new visitors to Pacifica.
- **Full-Service Hotel.** Pacifica is an easy drive (approximately 15 minutes) to San Francisco and San Francisco International Airport and is conveniently located on the coastal route to other well-known destinations such as Half Moon Bay, Monterey, and Big Sur. Consequently, visitors could enjoy the natural beauty of the City and nearby natural areas and the urban attractions of San Francisco in a single day. The proximity to San Francisco would provide a comparative advantage

<sup>4</sup> [Smith Travel Research, 2018.](#)

over other coastal hotel destinations in the Bay Area, such as Half Moon Bay, Point Reyes, and even Napa. A resort hotel also could provide conference facilities that could attract business groups.

2212 Beach Boulevard, the site of a former wastewater treatment plant, presents the greatest potential location for the development of a full-service hotel. With immediate beach access, proximity to the Sharp Park Golf Course, the existing Palmetto Avenue commercial area, and the open space park lands of Pacifica Beach Park, the Beach Boulevard site offers a variety of attributes typically sought by full-service hotel operators. Additionally, the development of a hotel at this site could support additional visitor-oriented commercial development, integrated with the plans for the adjacent Sharp Park district. With an increase in tourism, additional visitors to the City also could support a town center retail district along Palmetto Avenue, a key objective of the Sharp Park Specific Plan.

*INSERT Photo 08 Hotel Healdsburg 7*

*The City may be able to support a boutique hotel without drawing customers away from existing hotels.*

*INSERT Photo 09 hearst-social-hall-ext*

*Pacifica offers a number of amenities and attributes that could potentially support a resort hotel.*

*INSERT Photo 10 5239234811\_22be439beb*

*With improved signage and amenities, outdoor recreation visitors could extend their stay and patronize Pacifica businesses.*

## **Outdoor Recreation Destinations**

**Point to a graphic**

Beyond providing a recreational amenity, the completion of the trails system, as proposed by this General Plan, will have significant economic benefits. The Golden Gate National Recreation Area (GGNRA) already hosts many visitors, especially to Sweeney Ridge. However, visitors to that site are unlikely to realize how close the other destinations in the City are to the park. With improved signage and amenities accompanying the trails (such as concessions, huts, and a GGNRA visitors' center), hikers could extend their stay and patronize Pacifica businesses. At full buildout, the trail network has the potential to become an attraction in its own right, becoming one of several amenities that would encourage visitors to stay in Pacifica for a whole weekend.

For the trail system to serve as an economic driver, it must be coupled with recognizable signage, permanent maps and information kiosks, and immediate connections to commercial sites that are appealing to walkers/hikers.

## **Other Opportunities**

Like many California communities, Pacifica has passed ordinances to allow cannabis businesses in the City. The City currently allows cannabis retail operations, cannabis manufacturing operations, and cannabis testing operations in various designated locations.

In 2017, Pacifica voters adopted an excise tax that would apply to the gross receipts of cannabis businesses. The local tax, initially set at 6 percent of gross receipts for the first two years, was projected by City staff to generate \$420,000 in the industry's first full year of operation. Council retained the option to decrease or increase the rate up to 10 percent after two years. Funds from the approval of this tax could be used to offset the cost of local government services, programs, and activities. **This begs for a number or chart showing the revenue**

## **PACIFICA ECONOMIC DEVELOPMENT PLAN**

City Council adopted the Pacifica Economic Development Strategic Plan (PEDSP) in August 2019 and is currently developing an update called Vision 2025 to guide economic development efforts in the near term (through 2025). Both the 2019 PEDSP and this Economic Sustainability Element share common features, including identifying opportunity sites, promoting local retail, and developing Pacifica as a visitor destination. Both plans identify the revitalization of the Palmetto Avenue corridor as a destination with shops and services for residents and visitors alike, a key objective of the Sharp Park Specific Plan. Both recognize the leakage of retail spending by Pacifica residents, and propose a Shop Pacifica campaign in addition to offering a more attractive local retail environment. The Vision 2025 document is expected to build on these and other strategies.

## **2.4 Fiscal Sustainability**

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Land use and policy priorities in this General Plan have implications for the City's economic and fiscal well-being. The challenge in Pacifica is to encourage a mix of uses that bring fiscal benefits to the City—through property, sales, and transient occupancy tax revenues.

Specifically, if the General Plan succeeds in attracting business investment, it may also attract residents and employers who might otherwise choose other locations in the Bay Area or beyond. An increasing employment base can, in turn, create a positive feed-back loop by boosting property values and household incomes and improving economic conditions. The City can support and encourage entrepreneurship and business growth through a range of actions, including connecting business owners and entrepreneurs to resources and funding in order to support the growth of their operations locally and streamlining regulations to support business creation and growth. In addition, encouraging local businesses to buy from one another rather than from businesses in other communities can help "keep the dollars local" and support the success of Pacifica businesses. Provision of adequate childcare is part of the social infrastructure of economic development and can help attract and retain residents as well.

Achieving these quality of life factors will boost the City's tax base and enable further investment in public services and infrastructure needed to sustain economic growth. The City's fiscal health also is affected by factors outside of its control, including national business cycles, state and federal budget decisions, international trade, and the performance of key local industries such as information, high-tech and biotechnology.

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A balanced and integrated approach to planning future land use, investing in municipal service and facilities, and leveraging Pacifica's unique assets is the best way to ensure sustainable growth and fiscal well-being.

## 2.5 Economic Development Strategy

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Areas in which General Plan policies can help formulate a coordinated economic development strategy include:

- **Leveraging Key Locational Assets.** Pacifica can invest in “place-making” and build tourism-based shopping environment over time. A true town center district and a full-service hotel would significantly advance this goal by transforming Pacifica into a higher profile travel destination. The Rockaway Beach Quarry site and Palmetto Avenue represent two potentially complementary opportunities to do this.
- **Improving Shopping Areas, and Recruiting Tenants.** Upgrading existing shopping centers could create an environment more conducive to attracting a broader base of customers and tenants. The City can play an active role in attracting specific businesses that enhance the vitality of the City.  
such as underground power lines, complete streets that bolster pedestrianism,
- **Investing in Public Infrastructure and Facilities.** Streetscape improvements, a signage program, and other public infrastructure investments represent valuable ~~assets~~ advancements for property owners and developers, who stand to benefit from them.
- **Branding Pacifica.** A detailed marketing plan could help Pacifica shape its image as a desirable destination itself through a wide range of methods and provide a unified “look and feel” to the City, complementing place-making and visitor attraction efforts.
- **Facilitating Employment Growth.** The City could be proactive in recruiting for employers. Job growth in the City could improve fiscal health.
- **Integrating Economic Growth and Environmental Conservation.** Pacifica’s natural setting, from the coastline to the ridges, is a critical component of the City’s identity, and it shapes the City’s urban and economic development. Future physical and economic development in Pacifica can help preserve the city’s natural features, both for the broader purpose of environmental conservation as well as the economic objective of attracting visitors.

INSERT Photo 11 IMG2857

INSERT Photo 12 Pacifica 026

The Rockaway Beach Quarry site and Palmetto Avenue represent two potentially complementary opportunities to advance the City’s retail and tourism sectors.

### POLICIES

Policies included in both the General Plan and Local Coastal Land Use Plan are indicated with a .

#### Guiding Policies

- ES-G-1     **Leverage Assets.** Leverage Pacifica’s coastal location and unique assets as a primary means to strengthen the local economy, focusing on increasing tourism facilities, including shops, hotels, restaurants, and hiking trails.

- ES-G-2 **Maintain Fiscal Sustainability.** Foster a fiscally healthy City government and enlarge the City’s revenue base as necessary to sustain and support the community.
- ES-G-3 **Promote a Positive Image.** Promote a positive image of Pacifica as a desirable place to work, live, and visit.
- ES-G-4 **Support Existing Businesses.** Retain and foster the growth of existing Pacifica businesses, and foster a positive relationship between the business community and the City government.
- ES-G-5 **Attract New Businesses and Jobs.** Seek out new businesses that will employ and serve Pacifica residents, improving the City’s jobs/employed residents ratio.
- ES-G-6 **Ensure Environmental Protection.** Ensure that economic development in Pacifica proceeds synergistically with environmental protection.

**Implementing Policies**

Creating a Destination

such as undergrounding overhead utility lines,

- ES-I-1 **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.
- ES-I-2 **\*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 2212 Beach Boulevard, the City may issue Request for Proposals for development. Learnings from past request for qualifications (RFQ) processes for 2212 Beach Boulevard site will inform strategies to make the site more attractive and marketable as part of a future RFQ for a hotel developer.*
- ES-I-3 **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.
- ES-I-4 **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.
- ES-I-5 **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.*

ES-I-6 **Increase Accessibility.** Improve accessibility and transit into Pacifica by partnering with transit providers (BART, SamTrans, etc.) to increase frequency and visibility of service to and from San Francisco and other destinations in the Bay Area.

*INSERT Photo 13 Pacifica 026*

*Promote Palmetto Avenue as a pedestrian-oriented destination with shops and services for residents and visitors alike.*

*INSERT Photo 14 DSC\_0154*

*Support the upgrade and redevelopment of shopping centers to attract a broader base of customers and tenants.*

*INSERT Photo 15 RBch\_sign*

*Implement a unified, unique signage and wayfinding program for the City's distinct commercial and attractions.*

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### ***Fiscal Sustainability***

ES-I-7 **Mixed Land Uses.** Promote development of a broader mix of revenue-generating land uses, including hotels, to increase the City's fiscal benefits.

ES-I-8 **Shopping Center Performance Improvement.** Support existing retail center property owners' and tenants' efforts to improve the center's performance. this is too strong a requirement. Often these analyses are expensive and can be cost prohibitive. We leave ourselves no way out... Lessen language and require applicant to pay for it staff sees appropriate on a case by case basis (gives us flexibility to piggyback on other analyses).

ES-I-9 **Fiscal Analyses Required.** Review Require fiscal impact analyses for major development proposals requiring a General Plan amendment to assess Citywide impacts and identify any burden such projects might create for the City as well as viable mitigation. Analyze

ES-I-10 **Pursue New Funding Sources.** Continue to identify and pursue federal, State, and other grants for economic development, marketing, and incentives to recruit new businesses.

ES-I-11 **Development Pays its Fair Share.** Continue to require new development to pay its fair share of needed community improvements.

ES-I-12 **Maintain Impact Fee Schedule.** Periodically update the City’s impact fee schedule to ensure that fees are commensurate with the associated costs of facilities and services.

ES-I-13 **Proportional Mix of Uses.** Strive to achieve a balanced mix of retail and service uses in commercial centers and districts to support visitor- and sales tax-generating uses.

***Marketing and Branding***

ES-I-14 **Broaden Business Marketing Efforts.** Expand the City’s marketing efforts developing a comprehensive marketing plan with tools and implementation strategies, focusing on targeted industries and businesses. Actions may include:

- Advertising in industry publications;
- Publicizing local business success stories in local news outlets;
- Contracting with a professional marketing service (if feasible); and
- Preparing marketing materials, including an inventory of assets that Pacifica offers, such as available sites and buildings, development incentives, high quality of life, amenities, and others.

ES-I-15 **Relationships with Business Organizations.** Maintain a strong working relationship with the Pacifica Chamber of Commerce, as well as other local and regional business groups such as the Palmetto Business Association.

ES-I-16 **“Shop Pacifica” campaign.** Create a “Shop Pacifica” campaign to support local businesses and decrease retail sales leakage.

ES-I-17 **Signage and Wayfinding.** Implement a unified, unique signage and wayfinding program for the City’s distinct commercial and attractions.

*Particular attention should be paid to providing clear visual linkages between separate, but proximate, areas of the City that would benefit from clearer connections. Signage and way finding could identify and link Palmetto Avenue; Sharp Park Golf Course; the future GGNRA visitors’ center; Rockaway Beach; and Pacifica State Beach.*

ES-I-18 **Public Realm Improvements.** Invest in streetscape and public space improvements to attract visitor-oriented development and improve Pacifica’s image and the quality of life for residents.



*Public realm improvement priority areas are: Palmetto Avenue; new public space adjacent to the Pier associated with redevelopment of the 2212 Beach Boulevard site; the Rockaway Beach oceanfront; new public space and streetscape associated with development in the Quarry site; the Pacific Manor shopping area and Esplanade Avenue overlooking the ocean; the Pedro Point shopping area; lower Linda Mar Boulevard and lower Crespi Drive.*

ES-I-19 **Host New Events.** Promote regionally recognized events as a means of increasing awareness of Pacifica as a destination and fostering a positive image of the City as a place to visit, reside, and conduct business.

*Examples of community events that could draw visitors to the City—and take advantage of the City’s outdoor amenities—include group hikes, trail races, golf tournaments, surfing competitions, a Summer Concert series, as well as City celebrations such as Fog Fest, festivals, and promotional sales.*

ES-I-20 **Create Gateways.** Create visually notable “gateways” to Pacifica, following the same design theme as the signage and wayfinding program, at major roadways where they enter the City (SR 1 at the northern and southern ends of the City, and Sharp Park Road and Hickey Boulevard at SR 35).

### ***Local Business Support and Revitalization***

ES-I-21 **Shopping Center Upgrades.** Support upgrading existing centers to create an environment more conducive to attracting a broader base of customers and tenants.

ES-I-22 **New Business Organizations.** Encourage formation of business organizations to represent business districts or industry groups where there are no support organizations.

ES-I-23 **Enterprise Development Program.** Create an Enterprise Development Program to provide technical support for local start-up businesses.

*The City may seek assistance from the Workforce Investment Board and the San Mateo County Economic Development Association (SAMCEDA) to help set up a website incorporating all the tools and resources available to small local businesses and start-ups.*

ES-I-24 **Loan Program for Business Support.** Evaluate the feasibility of maintaining a revolving City loan program for local businesses needing temporary financial support.

ES-I-25 **Childcare.** Encourage development of accessible, affordable, and quality childcare facilities through the following mechanisms:

- Streamline processing and permit regulations for childcare facilities.
- Allow childcare facilities with a target capacity of 15-20 children minimum as a use in commercial areas

ES-I-26 **Business-to-Business Transactions.** Promote strategies to increase local business-to-business commerce.

***New Employment Attraction***

ES-I-27 **New Business Attraction.** Attract new businesses to Pacifica, focusing on those that:

- Have a high growth potential;
- Generate net fiscal benefits to the City through increased tax revenue;
- Create high-paying and/or career-oriented jobs for local residents with opportunities for advancement;
- Complement or augment existing businesses and services in Pacifica; and
- Create a minimal negative impact on the environment.

ES-I-28 **Opportunity Sites Inventory.** Maintain an inventory of available and “ready-to-go” development sites on the City’s website, and provide the list to interested developers and/or businesses seeking sites in the City.

*The inventory of development sites should be updated periodically, depending on the pace of development, and distributed to local developers, realtors, employment recruiters, large commercial bankers, and others involved in economic development.*

ES-I-29 **Economic Development Website.** Create a one-stop web portal for the City’s economic development activities.

*The website could include:*

- *Information on the permitting and licensing process, and available business assistance programs, if applicable;*
- *A secure portal for online applications;*
- *A searchable GIS inventory of available sites;*
- *A directory of Pacifica businesses/firms and the products and services they provide;*
- *Testimonials from local business owners on positive experiences with the City; and*

- *Links to complementary websites.*

ES-I-30 **Public/Private Partnerships.** Explore the use of public/private partnerships to aid new small businesses with initial capital costs.

ES-I-31 **Incentives for Locating in Pacifica.** Create a list of incentives as part of a package to approach “target businesses” to encourage their location in Pacifica.

*Possible incentives may include Enterprise Development Program assistance (see Policy ES-I-23), expedited permit review and approval, and floor area or density bonuses.*

ES-I-32 **Investment in Infrastructure.** Continue to invest in public infrastructure improvements, including landscaping, signage, lighting, and roadways.

### ***The Economy and the Environment***

undergrounding  
overhead utility  
lines

ES-I-33 **GGNRA Visitor Center.** Work with the GGNRA to establish a Visitor Center off SR 1 near Mori Point. Connect with the Rockaway Beach and Sharp Park districts with signage, roadway improvements, and pedestrian- and bicycle improvements.

ES-I-34 **Expanded Commercial Recreation.** Foster the development of low-intensity outdoor commercial recreation uses on sites near Pacifica State Beach and at the northern end of Palmetto Avenue.

ES-I-35 **Preserve the Experience of the Natural Environment.** Ensure that new development projects do not disrupt view corridors from prominent points or otherwise interfere with residents’ and visitors’ experience of Pacifica’s natural areas and amenities.

ES-I-36 **Appropriate Site Design.** Ensure that development projects adjacent to protected natural areas are designed to minimize impacts on those areas by employing low impact development techniques for stormwater management, using native/non-invasive landscaping, and minimizing nighttime lighting and glare.

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## 3 Community Design

*INSERT Photo 01 IMG\_1916*

The Community Design Element focuses on enhancing the image and everyday livability of Pacifica. It presents a vision for the City's overall form and image, and provides guidance for preserving and enhancing the qualities that support that urban structure. Specifically, the Community Design Element discusses compatible infill development; pedestrian-oriented, mixed use districts; views to hillsides, coastal bluffs and the ocean; and sustainable design. This chapter identifies certain areas where additional standards and guidelines may be needed, and provides policies at a citywide scale, as well as key goals defining distinct areas within the City.

### 3.1 Urban Structure

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Pacifica has a strong physical identity as a stretch of dramatic coastline punctuated by ridges. Its boundaries are very distinct on three sides, with the Ocean on the west, the crest of Sweeney Ridge and Skyline Boulevard on the east, and San Pedro Mountain on the south. The northern edge narrows almost to a gateway entered along Highway 1. As an urban place, Pacifica presents itself as a collection of valley and coastal neighborhoods nestled in the topography.

As envisioned here, the basic components of Pacifica's existing structure—its open spaces, neighborhoods, activity centers, and transportation corridors—are built upon to establish a more coherent overall form, pictured in **Figure 3-1: Urban Structure**. Key features are described below.

#### **INSERT Figure 3-1: Urban Structure**

#### **BALANCE OF URBAN AND UNDEVELOPED LAND**

Pacifica is striking for its high proportion of both parks and undeveloped land, which comprises two-thirds of the Planning Area, and for the way its neighborhoods and rugged, open ridges alternate along the length of the City.

#### **Hillsides and Ridges**

The crest of the Coast Range forms Pacifica's eastern boundary. This crest rises toward the south as Sweeney Ridge. Five lateral ridges extend westward from Sweeney Ridge to the ocean. From north to south, these are Milagra Ridge, Gypsy Hill, Mori Ridge, Cattle Hill, and Fassler Ridge. At the south end, San Pedro Mountain extends to the coast at Pedro Point Headlands. This dramatic terrain is a defining feature of the city.

## Neighborhoods

Pacifica’s neighborhoods lie in valleys between the ridges, and along hillsides.

- ***Fairmont, Fairmont West, and Westview-Pacific Highlands.*** In this northernmost section of the city, the coastal neighborhoods are linked with urbanized uplands: the Fairmont West, Fairmont and Westview-Pacific Highlands neighborhoods to the north and east.
- ***Edgemar-Pacific Manor.*** The Pacific Manor shopping district is the hub of the West and East Edgemar-Pacific Manor neighborhoods, north of Milagra Ridge.
- ***Sharp Park.*** The East and West Sharp Park neighborhoods lie in the bowl between Gypsy Hill and Milagra Ridge, north of Sharp Park (the park).
- ***Vallemar.*** Near the geographical center of the city, the Vallemar neighborhood is located in a narrow valley along upper Calera Creek. The stream’s western end travels through the quarry site at the base of Mori Point.
- ***Rockaway and Rockaway Beach.*** The Rockaway neighborhood extends down the narrow valley between Fassler Ridge and Cattle Hill, and culminates in the seaside Rockaway Beach district.
- ***San Pedro Valley and Pedro Point.*** The San Pedro Valley, in the far south, includes the neighborhoods of Linda Mar, West Linda Mar, Park Pacifica, and the coastal Pedro Point neighborhood.

Pacifica developed first as a string of coastal communities and later as a suburban extension of San Francisco; this has created unusual patterns. Development in the newer neighborhoods has occurred on a larger scale, often with significant grading to provide access and construction pads, whereas older development was generally one or a few houses at a time with minimal change to the existing terrain. This quality will lessen over time as context-sensitive infill housing is developed, older housing is replaced, and vegetation matures.

## BALANCE OF ACTIVITY CENTERS

Unlike many cities, Pacifica has no single downtown, but rather an assortment of activity centers. West Sharp Park has a concentration of public uses and a small business district. However, it is balanced by the shopping hubs of West Linda Mar to the south and Pacific Manor to the north, while a tourist atmosphere is captured more clearly at Rockaway Beach. Other small activity centers are at Fairmont Shopping Center, Park Mall, Eureka Square, and small business districts at Crespi Drive, Adobe Drive, and Vallemar.

Pacifica’s multi-centered quality will continue to be part of its identity, but each activity center will become more distinct and more vibrant, especially the area within the Sharp Park Specific Plan. The three primary activity centers will be at West Sharp Park, Rockaway Beach, and Linda Mar, associated with Pacifica’s three accessible beaches. Smaller mixed-use activity centers will grow at Pacific Manor and Park Mall. Each activity center will be distinguished by its land use mix, built form, and public realm enhancements, as well as by district-specific signage.

## HIGHWAY 1

Highway 1 is a unifying element for the city, connecting all of its neighborhoods and key sites to one another and to the region. The sequential experience created by the Highway will be strengthened as each activity center becomes more distinct, and as coastal and hillside views are enhanced. The highway also divides neighborhoods and influences access to and use of various commercial centers.

## POLICIES

*Policies included in both the General Plan and Local Coastal Land Use Plan are indicated with a \*.*

### Guiding Policies

CD-G-1 **Identifiable City Structure.** Reinforce a clear city structure, characterized by a progression of ridges, neighborhoods, and activity centers.

~~CD-G-2 **Distinct Activity Centers.** Create primary activity centers at West Sharp Park, Rockaway Beach, and Linda Mar, and neighborhood centers in Pacific Manor and Park Pacifica (at and around the Park Mall site). Create primary activity centers, each distinguished through land use, built form, public realm enhancements, and signage.~~

### Implementing Policies

CD-I-1 **Primary Activity Centers.** Create primary activity centers at West Sharp Park, Rockaway Beach, and Linda Mar, and neighborhood centers in Pacific Manor and Park Pacifica (at and around the Park Mall site).

- The Sharp Park Specific Plan Area will be the City's mixed use core. The Sharp Park Specific Plan will serve as the guide to enhance Palmetto Avenue between Paloma Avenue and Clarendon Road as a vibrant, mixed-use main street, with strong connections to the Ocean. Sharp Park's character will be signaled by higher-intensity buildings along the Highway 1 corridor, including at the Eureka Square site.
- Rockaway Beach will be the visitor-oriented center. Its charming coastal character will be strengthened by new development and the district will be extended with a connective street pattern onto the flat portion of the Quarry site. It may gain a new, defining feature such as a destination hotel or conference center.
- Linda Mar will be a center for recreation and community. Crespi Drive, in particular, will become a more diverse center of activity, including visitors to the beaches and trail system; seniors, youth, and families at an expanded community center park; and mixed-use, transit-oriented development. Linda Mar and Pedro Point Shopping Centers are also part of this center.

CD-I-2 **Neighborhood Activity Centers.** Support smaller-scale neighborhood centers at Pacific Manor and at and around the Park Mall site, enabling them to become walkable, mixed use districts catering primarily to Pacifica residents.

- CD-I-3     **\*Sharp Park Specific Plan Design Standards and Guidelines.** Within the Sharp Park Specific Plan Area, adhere to urban design standards guidelines outlined in the Sharp Park Specific Plan to promote a walkable, pedestrian-oriented community center.

## 3.2 Neighborhoods and Districts

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This section explores the characteristics of Pacifica’s residential, mixed-use and commercial neighborhoods, and the community design considerations for each type. Residential districts and commercial areas are treated separately.

### HISTORICAL DEVELOPMENT

Pacifica’s earliest development occurred with the construction of the Ocean Shore Railroad in 1905, as land speculators subdivided and developed a series of coastside communities, including Edgemar, Vallemar, Sharp Park, Rockaway Beach, and Pedro Point. These communities grew out in the 1920s and 1930s, primarily with small, one-story houses, often with detached one-car garages, on narrow lots. Sharp Park Golf Course was developed during this time. After World War II, larger housing tract development began to take place, including Linda Mar, Fairway Park, Pacific Manor and Westview.

The most notable residential developments in recent years have occurred on former school sites and on hillside parcels. School sites have tended to yield compact neighborhoods including a mix of detached and attached housing. Development of hillside sites has been clustered, and resulted in areas of permanently preserved open space.

### RESIDENTIAL NEIGHBORHOODS

The various stages of Pacifica’s development produced different street patterns, lot dimensions, typical housing types and densities. In West Sharp Park, single-family houses on narrow lots and multi-family housing are intermixed, and a grid street pattern prevails. Other early communities, including Pedro Point, Vallemar, and Rockaway/Rockaway Beach, developed in narrow valleys and on hillsides, with a mixture of lot sizes and irregular street patterns.

The early postwar neighborhoods of Fairmont, Fairmont West, Westview-Pacific Highlands, Fairway Park, and West Linda Mar, are typified by 5,000 square foot single-family lots, and curvilinear street patterns. A suburban street pattern with larger lots and lower densities is typical in the later development of Linda Mar and Park Pacifica.

West Edgemar-Pacific Manor has evolved to contain a high concentration of multi-family housing along Esplanade Avenue. Multi-family housing is also clustered around Hickey Boulevard and Gateway Drive; along Oddstad and Terra Nova Boulevards; and mixed in with single-family houses in West Sharp Park.

At community forums held during the General Plan Update, participants expressed the desire to preserve neighborhood character. Pacifica’s neighborhoods are largely built out, with a scattering of vacant lots providing limited opportunities for infill development. The General Plan supports continued investment

in existing neighborhoods and development of a greater variety of housing types, while ensuring that new development is compatible in scale and density and respectful of neighbors.

*INSERT Photo a IMGP2851*

*In West Sharp Park, single-family houses on narrow lots and multi-family housing are intermixed, on a grid pattern.*

*INSERT Photo b Pacifica 104*

*The early postwar neighborhoods are typified by 5,000 square foot single-family lots, and curvilinear street patterns.*

*INSERT Photo c Pacifica 098*

*Multi-family development accounts predominates in West Edgemar-Pacific Manor.*

*INSERT Photo d DSCN3221*

*Linda Mar Shopping Center is Pacifica's largest.*

*INSERT Photo e DSCN1390*

*The General Plan envisions the Rockaway Beach district growing into a more distinct and high-profile visitor destination.*

## **COMMERCIAL AND MIXED USE DISTRICTS**

Pacifica has a variety of shopping centers and small mixed-use business districts. Upgrading the appeal of existing shopping centers and providing new opportunities for mixed use development were high priorities expressed by community members during the General Plan Update. The General Plan seeks to guide future development so that each commercial area becomes more distinct and more vibrant. Figure 3-2 illustrates how new mixed-use development on a shopping center site could be done with attention to the building form and to the relationship between buildings, parking areas, streets, and public spaces.

**INSERT Figure 3-2: Illustrative Urban Form Perspective: Eureka Square**

## **POLICIES**

*Policies included in both the General Plan and Local Coastal Land Use Plan are indicated with a \*.*

### **Guiding Policies**

~~CD-G-2~~CD-G-3 **Neighborhood Conservation.** Preserve the unique qualities of each of Pacifica's residential neighborhoods.

~~CD-G-3~~CD-G-4 **Enhanced Mixed Use Areas.** Create distinctive mixed-use areas by ensuring good building form and building-sidewalk interface, and providing pedestrian-oriented streets and public spaces.

*INSERT Photo 02 IMGP2940*



*Compatible new houses help to preserve neighborhood character.*

*INSERT Photo 03 Alameda County Kent Gardens*

*Larger buildings should be varied in form, setback, height, color, and materials.*

*INSERT Photo 04 IMGP2960*

*Fine-grained development that engages the pedestrian is essential in mixed use and commercial districts.*

as shown in Figure 4-3

designated

### Implementing Policies

CD-I-4 **Support Infill and Redevelopment.** Support compatible residential infill on vacant lots, and redevelopment of under-utilized commercial properties, and continue to use the City’s Design Guidelines in evaluation of proposals that don’t meet all development standards in residential districts.

*Pacifica’s Design Guidelines identify building form strategies including locating higher portions of the house to be less visible, “stepping down” the house toward adjoining lots, and breaking up the building mass into smaller sections. Good site planning should accommodate necessary parking without allowing parking to dominate the house frontage or front yard.*

CD-I-5 **High-Quality Multi-Family and Senior Housing.** Support attached, multi-family, and senior housing that relates positively to the street and surrounding areas, is accessible on foot to community amenities including transit, shopping and services, and offers residents a range of amenities, and provide updated, illustrated Design Guidelines.

*Larger buildings should vary in form, setback, height, color, and materials. Landscaping plays a role in defining spaces, creating interplay with building forms, and screening parking and utilities. Access and parking should be designed to minimize traffic impacts on residential streets. Buildings and open spaces should be oriented to maximize sunlight.*

CD-I-6 **Accessory Dwelling Units.** Facilitate the creation of accessory dwelling ~~second~~ units that contribute to the variety of available housing and do not disrupt neighborhood character. Update the Zoning Ordinance and Design Guidelines to address the integration of accessory dwelling units into the neighborhood fabric.

CD-I-7 **Commercial and Mixed Use Building Form.** Seek to ensure that new commercial and mixed use development creates an attractive and human-scaled built environment. Update the Zoning Ordinance and Design Guidelines to address mixed use access, building form, the building-sidewalk relationship.

- Buildings should be varied to provide visual interest, while having a unified theme within each project.
- Building form should be responsive to context, including stepping down to adjacent, lower-scale uses, and establishing a fine-grained scale at street level.

- Commercial buildings and ground-floor commercial uses in mixed-use areas should have active frontages characterized by building windows and entrances supporting activity on the sidewalk.

*Illustrated Design Guidelines should show how a fine grain of development offers more opportunities for public spaces, greater visual interest at the street level, a feeling of safety, and a diverse character. Chapter 4: Land Use discusses the need to update the Zoning Ordinance to create new zoning districts and provide development standards corresponding to each commercial and mixed use General Plan land use classification.*

*INSERT Photo 05 DSC\_0030*

*Redevelopment of certain sites should incorporate small new plazas or public gathering spaces.*

*INSERT Photo 06 IMG\_0179*

*Require pedestrian-oriented amenities and design in mixed use areas, including wider sidewalks, curb bulb-outs at key intersections, outdoor seating, and public art.*

*INSERT Photo 07 IMG\_0181*

*For new development at the Quarry site or Park Mall site, streets should be designed to maximize connectivity, including mid-block pedestrian connections.*

- CD-I-8 **Parking in Higher-Intensity Mixed Use Areas.** Update parking standards to encourage ~~require~~ parking areas to be located behind buildings, in the center of blocks, or tucked under development, and update the Design Guidelines to cover parking issues in higher-intensity, mixed-use areas.

*If development of above-grade structures is economically viable, the interaction of the parking structure with the street is a key element of design. The design and location of parking directly affects the viability of commercial areas, safety for all road users, and the quality and character of the street and pedestrian environment.*

- CD-I-9 **Parking Districts.** Within mixed-use and commercial areas, establish parking districts that facilitate parking once to reach all destinations.

- CD-I-10 **New Public Spaces as Part of Redevelopment.** Incorporate into the redevelopment of the City's 2212 Beach Boulevard property; Eureka Square Shopping Center; and Park Mall and/or the Sanchez Branch Library site small new plazas or public gathering spaces.

*The role and character of public spaces in new development should be addressed in updated Design Guidelines.*

### 3.3 Hillside and Coastal Development

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#### INSERT Figure 3-3: Visual Resources

#### HILLSIDE PRESERVATION

To protect important views from public areas and the sensitive terrain of hillside areas, the City has special development regulations for the Hillside Preservation District (HPD), which requires submission of development plans, grading plans, and other documentation. Hillside development also receives special consideration in the Design Guidelines, which are used to evaluate proposed projects. The key issues for hillside development are slope stability, grading, and visual impact.

Prominent ridgelines are identified based on their visual importance or scenic quality. Owners must focus development on suitable portions of their property off the ridges, to protect the scenic quality of ridgelines, except where ridgelines are the only buildable portions of the property. Prominent ridgelines are shown on **Figure 3-3**.

#### COASTAL DEVELOPMENT

The sensitive natural and visual resources of hillsides also apply to the undeveloped coastal bluffs and promontories, including the Northern Coastal Bluffs, the Quarry site uplands, and Aramai Point (also known as Rockaway Headlands). Developed coastal areas also require special attention, not only because of their natural features but also for their potential as visitor destinations. The City's Coastal Zone Combining District (CZ) ensures that the goals and policies of the California Coastal Act are followed. These goals include the protection and enhancement of the coastal environment, including its visual resources. Coastal development is also among the special issues treated by Pacifica's Design Guidelines.

Three promontories dominate Pacifica's Coastal Zone and visually represent the coastal character of Pacifica. These landforms—Pedro Point Headlands, Aramai Point, and Mori Point (including the Quarry site uplands)—are shown on **Figure 3-3**. While much of this area has been permanently preserved, development may occur on Aramai Point or the Quarry site as governed by the Land Use Element

Views to the ocean and along the panoramic coastline are an integral part of Pacifica's character, and a part that must be preserved for the future. Of primary importance are views of the ocean, landforms, and special coastal communities from public roadways, trails, and vista points. Important coastal view corridors are identified on **Figure 3-3**.

*INSERT Photo f DSCN3241*

*Views to the ocean and along the panoramic coastline are an integral part of Pacifica's character, and a part that must be preserved for the future.*

#### POLICIES

*Policies included in both the General Plan and Local Coastal Land Use Plan are indicated with a \*.*

## Guiding Policies

~~CD-G-4~~**CD-G-5** **\*Hillsides and Prominent Ridgelines.** Maintain development standards that ensure that new development does not detract from the visual qualities of Pacifica’s hillsides and visually prominent ridgelines.

~~CD-G-5~~**CD-G-6** **\*Scenic and Visual Amenities of the Coastal Zone.** Protect the City’s irreplaceable scenic and visual amenities in the Coastal Zone by protecting landforms, vegetation, special communities, and important viewsheds.

## Implementing Policies

### **Hillside Development**

- CD-I-11 **\*Minimize Visual Impacts of Hillside Development.** Require new development to employ innovative site planning, engineering and design techniques that:
- Seek first to avoid impacts on hillside landforms through site planning and design;
  - Minimize grading and conform with natural landforms to the greatest extent possible;
  - Design structures so that they follow contours and limit their downslope exposure; and
  - Use landscaping to screen and integrate buildings with the natural environment.
- CD-I-12 **\*Protection of Ridgelines.** Protect visually prominent ridgelines from residential and commercial development.
- Local access roads and trails may be allowed on visually prominent ridgelines provided they follow contours, minimize grading, and are unobtrusive in their design.*
- CD-I-13 **\*Hillside Preservation District Requirements.** Continue to implement the requirements of the Hillside Preservation District (HPD), including submission of siting and grading plans. Update the HPD to ensure that all steep slopes are covered and that sites on other terrain are not included.
- CD-I-14 **\*Design Review.** Continue to use Design Guidelines to evaluate proposed projects in Planned Development, Hillside Development, and Special districts.

*INSERT 08 DSCN3279*

*Unlike the example of Oceana High School, future hillside development is required to conform with natural landforms and design structures into the landscape.*

*INSERT Photo 09 DSCN3252*

*New development at the Quarry site should enhance the visual character of the Coastal Zone.*

INSERT Photo 10 IMG\_236

Protect coastal viewsheds characterized by natural landforms and coastal bluffs.

### Coastal Development

CD-I-15 **\*Minimize Impacts of Coastal Development on Landforms.** Ensure that negative visual impacts resulting from new development in the Coastal Zone are minimized. In areas characterized by bluffs and landforms. Strategies to implement this policy include:

- Prohibiting development on slopes in excess of 35 percent and highly visible tops of prominent landforms;
- Requiring blufftop development to minimize impacts on the view from the ocean and beach below by implementing a setback from the bluff edge;
- Requiring that development be clustered and contoured into the existing slope; and
- Requiring that new development be scaled and designed to be subordinate to landforms in the Coastal Zone.

CD-I-16 **\*Minimize Impacts of Coastal Development on Vegetation.** Continue to require that disturbance to vegetation be minimized in new development and that graded areas be promptly replanted with native vegetation.

CD-I-17 **\*Headlands Special Area.** In the ~~zoning code~~ Zoning Ordinance, update the Headlands Special Area for ~~the Rockaway Headlands~~ Aramai Point, to specify ~~very~~ low-intensity visitor-serving use such as hikers' huts and ~~be created without harming biologic~~

Reword this. The whole zoning ordinance must be updated to reflect the land-use element. The land-use element in chap 4 already shows a change. There is no "very-low" designation on the land-use diagram. Remove word "very" and call out consistent with LU Diagram 4-3

~~CD-I-18~~ **\*Rockaway Quarry Site.** ~~Developm~~ and should connect with the adjacent Rockaway Beach district. Development in areas of the Quarry site that would impact the visual qualities of surrounding hillsides or ridgelines should be avoided to the greatest extent feasible.

~~CD I 18~~ ~~In the Zoning Ordinance, update and rename the Mori Point Special Area to facilitate visitor-serving development on the portion of the Quarry site determined to be appropriate for development.~~

~~CD I 19~~ ~~Visitor-oriented development on the Quarry site "flats" should be connected with the adjacent Rockaway Beach district. If a hotel is built, it must be designed to sensitively blend with the landscape and convey a high-quality image for Pacifica.~~

~~CD I 20~~ CD-I-19 **\*Trail Design on Coastal Headlands and Bluffs.** Develop new trails on Pedro Point Headlands, ~~the Rockaway Headlands~~ Aramai Point, the Quarry site uplands, and the

Northern Coastal Bluffs in such a way that native vegetation is protected by limiting pedestrians to designated trails and preventing access by motorized vehicles.

~~CD-I-21~~ CD-I-20 \***Underground Utilities.** Continue to require underground utilities in all new development. For existing developed areas within scenic corridors, prioritize the relocation (e.g., undergrounding) of existing above ground utilities so they do not break the viewline of a roadway vista. New developments should include undergrounding existing overhead utilities along each project frontage.

### 3.4 Scenic Routes

The State and County have identified Highway 1 and Sharp Park Road in Pacifica as eligible for scenic highway designation. Local scenic roadway designation requires a corridor study, a program to enhance the scenic qualities, and adoption of the scenic roadway designation and its protection plan. Such a plan may be prepared in the future. For the purpose of this General Plan, what is important is that the scenic qualities of these roadways are preserved and enhanced.

#### VIEWSHEDS

Highway 1 plays an important role in defining the image of Pacifica, creating a visual narrative for the traveler from one end of the City to the other. Sharp Park Road also represents an important visual summary of Pacifica, drawing travelers from the ridgeline at Skyline Boulevard to the coast, with views out to the Ocean and over the Sharp Park neighborhood and Golf Course. Several specific viewsheds from Highway 1 and Sharp Park Road are shown on **Figure 3-3**. Other defining views include the view over the West Sharp Park district and Pacifica Pier from Highway 1; views toward Cattle Hill and Fassler Ridge from Highway 1; and the view to the ocean from Grace McCarthy Vista Point on Sharp Park Road.

#### ROADWAY ENHANCEMENTS

In addition to viewsheds from these roads, the character of the roadways themselves shapes visitors' and residents' experience of Pacifica. The appearance of the Coast Highway right-of-way in central Pacifica can be improved as part of roadway beautification projects in partnership with CalTrans. Other future improvements to the visual character of the Highway can include new and improved pedestrian over-crossings, and multi-use trails leading to the Devil's Slide area. On Sharp Park Road, completion of bicycle improvements will improve the character of this roadway and make its scenic quality available to cyclists.

#### DEVELOPMENT CHARACTER IN THE HIGHWAY 1 CORRIDOR

Future development along Highway 1 will also influence the scenic qualities of the corridor. Development can create a strong presence along the Highway and harmonious transitions to adjacent neighborhoods. All new commercial development requires site development review, assisted by the Design Guidelines. The Guidelines will provide direction on how buildings should relate to Highway 1 at different segments of the Highway.

#### GATEWAYS

Pacifica is introduced to southbound travelers with the experience of coming over the hill and seeing the expansive coastal vista. Northbound travelers come through the Devils Slide Tunnel, wind around the

forested Pedro Point Headlands, and arrive at the active intersection with Linda Mar Boulevard. Skyline Boulevard acts as a coherent eastern boundary for the City, as it travels along the crest of the ridge with mature trees along its edges. From Skyline, Pacifica is entered via Sharp Park Road, Manor Drive, and Hickey Boulevard. While the “gateways” into Pacifica are strong, entry points from the east can be made stronger, and all entries treated with a consistent signage theme. Gateway locations are shown on **Figure 3-3**.

*INSERT Photo 11 IMG\_1893*

*The Grace McCarthy Vista Point on Sharp Park Road helps to define Pacifica’s image.*

*INSERT Photo 12 IMG\_1697*

*~~The completed An-improved~~ pedestrian over-crossing between West and East Sharp Park ~~would enhance~~s the character of the Highway 1 corridor.*

*INSERT Photo 13 IMG\_1673*

*Pacifica is introduced to southbound travelers with an expansive coastal vista.*

## **POLICIES**

*Policies included in both the General Plan and Local Coastal Land Use Plan are indicated with a \*.*

### **Guiding Policies**

~~CD-G-6~~~~CD-G-7~~ **\*Views from Scenic Routes.** Ensure that viewsheds from Highway 1 and Sharp Park Road are preserved and enhanced. These views are an essential part of Pacifica’s identity.

~~CD-G-7~~~~CD-G-8~~ **\*Gateways.** Create strong entrances and preserve the quality of experience of movement along primary travel routes, in particular along the coast.

### **Implementing Policies**

~~CD-I-22~~~~CD-I-21~~ **\*Roadway Enhancements.** Coordinate with Caltrans in an effort to ensure that future changes to the Coast Highway will also upgrade the appearance of the right-of-way.

*Improvements should include landscaping and roadway design, as well as trails and visually-appealing pedestrian over-crossings.*

~~CD-I-23~~~~CD-I-22~~ **\*Scenic Corridor Plans.** Seek grant funding to develop local scenic corridor plans for Highway 1 and Sharp Park Road.

~~CD-I-24~~~~CD-I-23~~ **\*Parallel Trails for Non-Motorized Travel.** Improve walking, riding, and biking trails along roadways with the State scenic highway designation.

~~CD-I-25~~~~CD-I-24~~ **\*Other Scenic Trails.** Improve pedestrian routes along corridors that provide access to locations of significant scenic quality, recreation, historic and cultural importance in Pacifica.

~~CD-I-26~~CD-I-25 **\*Vehicle Access Points.** Maintain and improve existing scenic turnouts, public parking areas, access to regional parks, beaches and other recreation areas.

~~CD-I-27~~CD-I-26 **\*Roadway Design.** Ensure that any proposed new roads or modification to existing roads which traverse scenic areas minimize visual impacts to views from scenic routes.

*Where possible, the physical form of structures, grading and alignment should be integrated into the natural setting. Views to and from ridges should be protected.*

~~CD-I-28~~CD-I-27 **\*High-Quality Design at Key Points.** Ensure that new development directly adjacent to Highway 1 in West and East Sharp Park helps to create a strong image of Pacifica's cultural and civic core, and that new development in the Rockaway Quarry site has a visual quality that enhances the natural setting and draws travelers in from the highway.

~~CD-I-29~~CD-I-28 **\* Highway Frontage Design Guidelines.** Update the Design Guidelines to provide direction on how new buildings relate to Highway 1, both in its freeway and highway configuration.

~~CD-I-30~~CD-I-29 **\*Gateway Signage.** Create unified gateway signage, for entrances along Highway 1, Sharp Park Road, Manor Drive, and Hickey Boulevard.



## 4 Land Use

*INSERT Photo 01 IMG\_1911*

The purpose of this chapter is to describe existing and planned land use in the Planning Area and present the policy framework that will guide the City on development decisions. The chapter forms the core of the General Plan and its policies articulate the community's land use and growth priorities through 2040. It includes the Land Use Diagram, land use designations, standards for density and intensity, and limitations on development expressed by the policies. The land use framework for each sub-area is then provided in greater detail. ~~is then provided in greater detail~~

remove  
duplicate words

Guiding and implementing policies aim to define the Planning Area's physical development and reinforce its commitment to balancing needs for open space and habitat conservation; housing opportunities; economic development; neighborhood character; and other issues.

### 4.1 Existing Land Use

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#### BACKGROUND

Before visitation by the Portola expedition in 1769, Pacifica was home to the Costanoans, now known as the Ohlone, who were stewards of the land for thousands of years. Originally visited by the Portola expedition in 1769, Pacifica remained primarily agricultural until after the San Francisco Earthquake in 1906. Land speculators, stimulated by the construction of the Ocean Shore Railroad in 1905, subdivided and developed a series of small, coastside communities, including Edgemar, [Salada Beach](#), Vallemar, [Rockaway Beach](#), and [Tobin \(San Pedro Terrace-by-the-Sea.\)](#) ~~and the areas now known as Sharp Park, Pedro Point, and Rockaway Beach.~~ These ~~communities~~neighborhoods, together with Pacific Manor, Westview, Fairway Park, and Linda Mar, incorporated in 1957 as the City of Pacifica. The city grew rapidly in the 1950s and 1960s, and most of its current housing—56 percent as of 2020—was built during those decades.<sup>1</sup> Growth slowed in the 1970s, and then slowed further in the following decades, owing to the scarcity of developable land and infrastructure constraints. While growth increased again in the 1990s, housing production and population growth has been modest from 2000 onward. About 730 units currently standing were built in the 1990s, dropping to 480 units built between 2000 to 2009, with the total amounting to 1,215 units over the 20 years between 1990 and 2009. From 2009 to 2019, Pacifica has added approximately 100 units.

#### INSERT Figure 4-1: Existing Land Use

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<sup>1</sup> US Census Bureau, American Community Survey 2015-2019.

## CURRENT LAND USE PATTERN

### Parks and Open Space

The Planning Area covers 7,665 acres, not including road rights-of-way. Over 3,600 acres (47 percent) of this land is preserved as open space. Most of Pacifica’s rugged ridges are part of the Golden Gate National Recreation Area (GGNRA) or Sharp Park. Sharp Park Golf Course, San Pedro Valley County Park, and Pacifica State Beach represent other important public open space holdings. Parks and open space are discussed in further detail in the Open Space and Community Facilities chapter.

### Residential

Residential use makes up 26 percent of the Planning Area and 70 percent of developed land<sup>2</sup> in the Planning Area, covering 1,984 acres. As shown in **Figure 4-1**, residential land is the predominant land use in the neighborhoods that occupy Pacifica’s five valleys, along the coast, and in the highlands bordering Daly City and South San Francisco. Most residential land in Pacifica (90 percent) contains single-family housing, which is typical in nearly all neighborhoods. Multi-family housing is mainly located around Hickey and Skyline Boulevards; along Terra Nova and Oddstad Boulevards in the Park Pacifica neighborhood; interspersed among single-family houses and commercial uses in the West Sharp Park neighborhood; [in the East Sharp Park neighborhood along Talbot Avenue](#); and along the coast in the West Edgemar-Pacific Manor neighborhood.

### Commercial, Industrial, and Mixed Use

The Planning Area includes 125 acres of commercial uses, including a small amount of mixed-use development. Commercial land is located at the City’s shopping centers (Linda Mar, Pacific Manor, Fairmont, Eureka Square, Park Mall, Pedro Point) and at smaller shopping centers and districts at Rockaway Beach, Crespi Drive, Palmetto Avenue, and along the Highway 1 corridor. Pacifica has a small amount of mixed-use development along Palmetto Avenue in West Sharp Park, in Rockaway Beach and in Pedro Point. Overall, West Sharp Park has the greatest mix of uses throughout the neighborhood. Hotels, along with most visitor-serving commercial uses, are primarily in the Coastal Zone in the Rockaway Beach neighborhood. There are only 4 acres of office use in Pacifica. Finally, the City has a small amount of industrial land (17 acres), mainly located along Palmetto, north of the West Sharp Park commercial area.

### Public and Institutional Uses

Public, community, and institutional uses occupy 398 acres of land. Of this, about 70 percent is school land and buildings, including the campuses of Oceana and Terra Nova high schools. Other significant public land holdings—not including parks and open space—include the two library sites; the Calera Creek Water Recycling Plant; police and fire stations; and former school sites now used for other purposes.

### Agriculture and Recreation

There are about 360 acres of land used for agriculture or private recreation. About 260 acres of this are within City limits, at Millwood Ranch, [the former Park Pacifica Stables on Cape Breton Drive](#), and properties directly north of Sharp Park and along Linda Mar Boulevard. About 104 acres are outside [City Limits](#)

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<sup>2</sup> Developed land includes all land uses except for Open Space, Agriculture, or Vacant/Undeveloped.

at Shamrock Ranch between San Pedro Creek and Highway 1. Most land in this category involves horse boarding and trail riding and has a rural character.

### **Undeveloped and Vacant Land**

Vacant and undeveloped land totals 1,141 acres or 15 percent of land in the Planning Area. About 15 percent of this land is outside City limits, within the Sphere of Influence. Large parcels of undeveloped land are present along the northern coastal bluffs, Milagra Canyon, Gypsy Hill, the Rockaway Quarry site, the face of Cattle Hill, Fassler Ridge, and the slope of Montara Mountain. Smaller vacant “infill” lots are scattered in neighborhoods. Given environmental factors such as slope and sensitive species, there are constraints on the development potential of many of these sites. **Figure 4-1** maps the City’s land use pattern, while **Figure 4-2** charts the relative distribution of uses in the Planning Area.

*INSERT Photo 02 IMG2870*

*Sharp Park Golf Course and Mori Point. Over 3,600 acres in the Planning Area are preserved as open space.*

*INSERT Photo 03 DSCN3280*

*Single-family houses comprise three-quarters of Pacifica’s housing.*

*INSERT Photo 04 Pacifica 126*

*Commercial land is concentrated at shopping centers and small neighborhood commercial areas.*

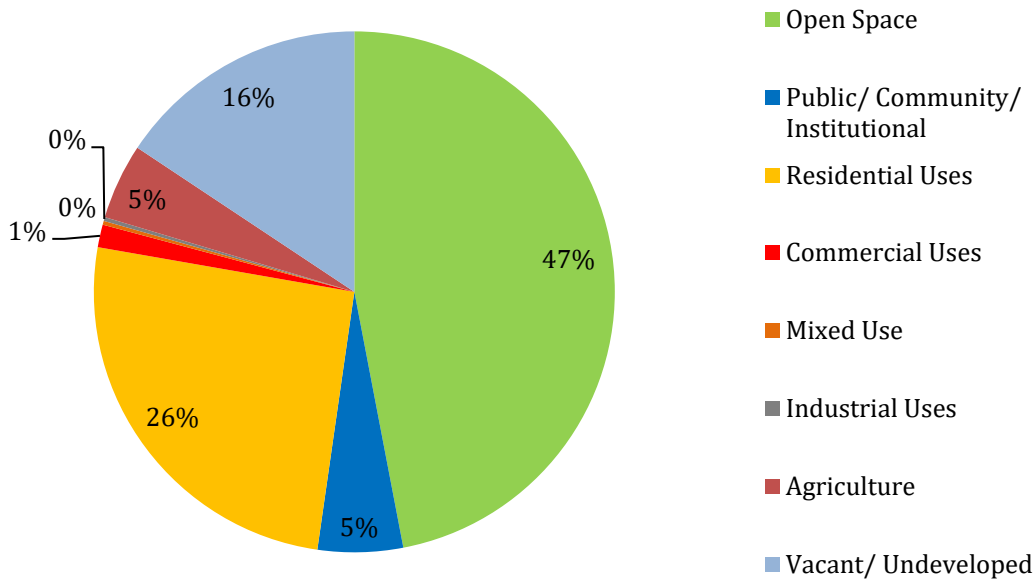
*INSERT Photo a IMG\_1902\_cr*

*Large ~~pieces-pieces~~ of undeveloped land are present on Gypsy Hill (pictured) and many other hillsides.*

*INSERT Photo b Pacifica 117*

*Smaller vacant “infill” lots are scattered in neighborhoods.*

**Figure 4-2: Current Land Use Distribution**



## 4.2 Land Use Framework

**INSERT Figure 4-3: Land Use Diagram** don't see fold out and few folks will print this :)

The Land Use Diagram, (~~Figure 4-3 and the foldout in the back of this plan~~) illustrates the community's vision for land use in 2040. This Diagram reflects planning themes presented in Chapter 1. The land use designations depicted indicate the use and form of development. Planned land use will be guided by Plan policies and programs for hillside and open space preservation; and in-fill housing, commercial, and mixed-use development.

### LAND USE DIAGRAM

The Land Use Diagram is a graphic representation of planned land use designations; it will be used in conjunction with policies established in the Plan to review and approve, modify or deny proposed development projects. The Land Use Diagram includes a legend that shows land use categories whose densities and allowable uses are specified in the Land Use Designations below.

### LAND USE DESIGNATIONS

Land use designations establish allowed uses, maximum density and intensity, and the type and character of development that is expected. Details on development standards are established in the zoning ordinance, and more than one zoning district may be consistent with a General Plan land use designation. The Implementing Policies of this Chapter may contain more specific guidance on the use of individual sites.

According to State law, the General Plan must establish standards of population density and building intensity for each land use designation. The Plan stipulates residential densities in housing units per gross acre; population density can be obtained by applying average persons per housing unit<sup>1</sup> to the housing unit densities. For nonresidential uses, the Plan specifies a maximum permitted ratio of gross floor area to site area (Floor Area Ratio or FAR). Recommended density and intensity standards do not imply that development projects must be approved at the maximum intensity specified for each use. Zoning regulations consistent with General Plan policies and/or site conditions may reduce development potential within the standards for gross density standards for residential categories and FAR standards for the other categories.

**Residential**

The six residential designations provide for a range of densities, consistent with neighborhood character and planned land use.

***Transitional Open Space/Residential***

In the Transitional Open Space Residential (TOSR) designation, residential and recreation uses are allowed at a gross density of up to one unit per 10 acres (or 0.1 units per gross acre). Existing legal lots less than 10 acres in area shall be allowed to develop one dwelling unit consistent with all other applicable zoning and development standards. The density assumed for buildout calculations is 0.08 units per gross acre.

***Open Space/Agriculture/Residential***

In the Open Space/Agriculture/Residential/ (OSAR) designation, residential, agriculture, and recreation uses are allowed at a gross density of up to one unit per five acres (or 0.2 units per gross acre). Farm worker housing may be permitted on sites zoned for agriculture uses, consistent with state law, and shall not be included in density calculations for a site. ~~The allowable density on a site will be determined by slope, geology, soils, access, availability of utilities, public safety, and open space values.~~ The density assumed for buildout calculations is 0.15 units per gross acre.

***Very Low Density Residential***

The Very Low Density Residential (VLDR) designation provides for development of 0.2 to 2.0 units per gross acre (or 0.5 to 5.0 acres per dwelling unit). Residential care facilities, schools, and community uses are permitted. The density assumed for buildout calculations is 1.5 units per gross acre.

***Low Density Residential***

The Low Density Residential (LDR) designation provides for development of three to nine dwelling units per gross acre. Single-family residential is the primary use intended for LDR areas. Residential care facilities, schools, and community uses are permitted. Clusters of small-lot development as well as standard subdivisions may be allowed. Buildout is calculated at 6.5 units per gross acre.

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<sup>1</sup> Based on 2015-2019 U.S. Census data, the number of persons per total housing units is 2.8.

including townhome-style condominiums

### Medium Density Residential

The Medium Density Residential (MDR) designation is intended for a mix of housing types, including small-lot single-family, attached single-family, apartments, duplexes, townhomes and mobile home parks at densities of 10 to 15 units per gross acre. Residential care facilities, schools, and community uses are permitted. Buildout is calculated at 12.5 units per gross acre.

### High Density Residential

The High Density Residential (HDR) designation is intended for multi-family apartments, condominiums and townhomes, in multi-story buildings located near shopping areas and transit. Sites with 5,000 square feet of area or greater will have an allowable density between 16 to 21 dwelling units per gross acre, except that sites of 0.5 acres or more in size may develop up to 30 dwelling units per gross acre. For lawful non-conforming sites less than 5,000 square feet in area, the allowable density shall be 10 to 15 units per gross acre. Residential care facilities, schools, and community uses are permitted. Buildout is calculated at 25 units per gross acre.

### Mixed Use

different land uses, such as housing and commercial uses,

The General Plan provides three mixed-use designations to create areas where ~~housing and active commercial uses~~ may be integrated. Visitor-oriented commercial uses are allowed as-of-right in all mixed-use areas within the Coastal Zone.

### Coastal Residential Mixed Use

up to 15 DUA should be noted on land use diagram 4-3 if keeping the notes for MUN and MUC. Or MUN and MUC should have no density on 4-3, it's confusing given all the variables. Or maybe change note to "see section 4-4"

chart 4-1 says "10-15"

The Coastal Residential Mixed Use (CRMU) designation is intended for the Coastal Zone with residential mixed use development potential. It allows visitor-oriented commercial uses such as retail, restaurants, and other uses in the same building as commercial uses above the ground floor (vertical mixed-use) and in other locations attached to or detached from the same site (horizontal mixed use). Hotels are also permitted. Coastal access and public facilities must be evaluated and protected. Sites may be developed up to an overall density of up to 15 units per gross acre, with clustering and sensitive site planning. Non-residential development may have an FAR up to 0.5 FAR. The total FAR (residential and non-residential) cannot exceed 1.0. Buildout is calculated at 15 units per gross acre and 0.10 FAR of non-residential use.

### Mixed Use Neighborhood

It should be noted that commercial is not required off of public streets, where it is unviable/unable to attract tenants and customers

In the Mixed Use Neighborhood (MUN) designation, new development may include multi-family housing and building with ground-floor retail, restaurant or service uses and housing or offices. Residential uses are allowed in the same building as commercial uses above the ground floor (vertical mixed-use) and in other locations on the same site (horizontal mixed use). Public or community uses and hotels may be permitted at appropriate locations. The MUN designation allows a density range of 16 to 26 units per gross acre and non-residential development with an FAR up to 1.0 on sites with 5,000 square feet of area or greater. Sites of 0.5 acres or more in size may develop up to 30 dwelling units per gross acre and a non-residential development FAR up to 1.0. For lawful nonconforming sites less than 5,000 square feet in area, the allowable density shall be 10 to 15 units per gross acre and a non-residential development FAR up to 0.5. The total FAR (residential and non-residential) cannot exceed 2.0 on sites with 5,000 square feet of area or greater, and cannot exceed 1.0 on sites with less than 5,000 square feet of area. Buildout is calculated based on a 0.25 FAR for non-residential uses and 25 residential units per gross acre.

why is there no minimum commercial FAR? See suggested policy add to this element

that are

### **Mixed Use Center**

The Mixed Use Center (MUC) designation is intended for high-density mixed-use development, including public or community uses and hotels. **all land use maps need to be adjusted to show the 30-50 (not just 50) and a \* that the density is lowered for non-conforming lots** ground-floor retail, restaurant or service uses and housing or offices. The MUC designation permits housing at a density range of 30 to 50 units per gross acre and a 2.5 FAR of non-residential development, provided the overall FAR does not to exceed 2.5. For lawful non-conforming sites less than 5,000 square feet in area, the allowable density shall be 16 to 26 units per gross acre and a non-residential development FAR up to 0.5. Buildout is calculated at an FAR of 0.35 for non-residential uses and 25 units per gross acre for housing.

*INSERT Photo 05 Avalon on the Alameda San Jose*

*New development in Mixed Use Neighborhood areas should include mixed commercial and residential uses.*

*INSERT Photo 06 Mountain View Downtown Office*

*The Mixed Use Center designation is intended for high-density mixed use development.*

*INSERT Photo 07 Palo Alto Garden Court Hotel*

*The Visitor-Serving Commercial designation promotes concentrated development of commercial uses with visitor appeal.*

## **Commercial Uses**

The General Plan establishes five commercial designations to accommodate a variety of potential commercial activities. Visitor-oriented commercial uses are allowed as-of-right in all commercial areas within the Coastal Zone.

### **Retail Commercial**

The Retail Commercial (RC) designation is intended for retail, restaurant, and service uses, typically in single-or two-story buildings within shopping centers or on sites in the Highway 1 corridor. New development will be pedestrian-oriented. Offices may be located above the ground floor. The maximum FAR is 1.0. Buildout is calculated with an FAR of 0.25.

### **Office/Commercial**

The Office/Commercial (OC) designation permits offices as well as retail and service uses typically in single or two-story buildings. The maximum FAR is 1.5; buildout is calculated with an FAR of 0.35.

### **Service Commercial**

The Service Commercial (SC) designation is for industrial and heavy commercial uses, such as auto repair, equipment rental, storage, and materials salvage. The maximum FAR is 0.6; buildout is calculated with an FAR of 0.25.

**Is this FAR intense enough to cover all of the existing industrial and the types of industrial we'd want? For example, if City Toyota of Daly City wanted to come to Pacifica (they sell and repair cars), under what LU designation could they do that?**



### **Visitor-Serving Commercial**

The Visitor-Serving Commercial (VC) designation is intended to foster and protect areas that attract and cater to visitors, including hotels or a visitor attraction, such as an interpretive center or conference center, restaurants, retail and services, commercial recreation, or other compatible uses. Larger sites, with developable areas of two acres or larger, shall require a hotel, lower-cost overnight accommodation, or visitor attraction as part of new development. The maximum FAR is 3.0. Buildout is calculated with an FAR of 0.35.

### **Low-Intensity Visitor-Serving Commercial**

The Low-Intensity Visitor-Serving Commercial (LIVC) designation allows uses that create public access to the coastal setting and concession stands, do not conform to the or abandonment of Pacifica Municipal areas, the designation may occur at

Isn't this the way it works anyway? All existing uses are grandfathered in? Why say it here, it implies it's not relevant elsewhere.

Does the RV park currently comply?

Perhaps remove call out for industrial in this area (on Palmetto that's shown in figure 4-6)

campgrounds, rustic lodging, permitted businesses that developed by the property owner use zoning provisions of the zoning provisions). In these oriented land uses. Development character on sites of more than one acre. Buildout is assumed at 0.05 FAR, recognizing the large land areas and minimal building expected to support recreational uses.

### **Public and Community Uses**

Designations for public uses such as schools, civic buildings, utilities, and public parking areas are designated on the Land Use Diagram, and summarized below. Public park land is covered separately in the following section.

### **Public and Semi-Public**

The Public and Semi-Public (PSP) designation indicates public or private schools, libraries, police and fire stations, and other civic and community uses. In the case that public facilities are converted or sold for new uses, Plan land use designations shall be updated. If a public school is discontinued, any proposed new use should be compatible with the adjacent neighborhood. The maximum FAR in this district-designation is 1.0. Buildout is assumed at 0.35 FAR.

### **Beach and Commuter Parking**

The Beach and Commuter Parking (BCP) designation applies to areas where the priority use is public parking to serve beach visitors and/or transit users. Sites are located adjacent to Pacifica State Beach and at Crespi Drive and Highway 1. Beach parking at the City's Beach Boulevard property serving Pacifica Pier and Sharp Park should be conserved as part of development of that site.

### **Utilities**

are not part of that designation and

The Utilities (U) designation indicates the location of water tanks, communications facilities including wireless communication facilities, and other utilities serving the City. The maximum FAR in this designation is 1.0.



## Parks and Open Space

The Planning Area is defined in large part by its open space system, and additional land is designated for conservation or ridgeline protection. These categories are detailed below.

### **Park**

The Park (P) designation is applied to public land either ~~now-currently~~ developed for active recreation use or intended for future recreation development. The designation applies to city parks as well as to park or open space whose primary character is undeveloped and natural, or that is managed for use by residents of the larger region and beyond. The City does not have permitting authority on lands owned by other public agencies.

### **Conservation**

The Conservation (C) designation takes the place of the Greenbelt designation from the previous General Plan. It may apply to publicly- or privately-owned open areas not intended for development. Non-structural development, such as trails and viewing areas, is allowed. These areas may include:

- Watershed lands;
- Sandy beach areas;
- Land which is physically unsuitable for development due to geotechnical hazards, excessive steepness, wetlands, Environmentally Sensitive Habitat Areas (ESHA) or other environmental constraints, or lies within stream channels;
- Areas to remain undeveloped as a result of density transfer or clustered development, or covered by open space, recreational or scenic easements;
- Open areas providing a physical and visual buffer between developed or open areas; and
- Open space required as mitigation for environmental impacts.

### **Urban Reserve**

The Urban Reserve (UR) designation is created to apply to private lands outside of City limits but within the Planning Area. The City does not have permitting authority in this area. The Pacifica General Plan intends for agriculture and residential development with a minimum site area of 10 acres per unit to be the predominant uses on land designated Urban Reserve. Existing legal lots less than 10 acres in area shall be allowed to develop one dwelling unit consistent with all other applicable zoning and development standards.

maximum,

Sites within the Urban Reserve land designation that are annexed into the City of Pacifica should receive a land use designation consistent with the applicable density prior to annexation. For sites larger than 10 acres, the City should work with San Mateo ~~County~~ LAFCo to ensure that subdivision and development be considered in the context of a Plan Update.

i think having this table, while convenient, creates possible confusion. It oversimplifies items elegantly explained in the actual descriptions. If we want to keep it, see below consistency update suggestions

**Table 4-1: Land Use Density and Intensity Standards**

<i>Land Use</i> <sup>1</sup>		<i>Residential Density (gross units per acre): Range</i> <sup>2, 3</sup>	<i>Non-Residential Intensity (FAR): Maximum</i> <sup>4</sup>
<b>Residential</b>			
TOSR	Transitional Open Space/Residential	Up to 0.1	
OSAR	Open Space/Agriculture/Residential	Up to 0.2	
VLDR	Very Low Density Residential	0.2 to 2	
LDR	Low Density Residential	3 to 9	
MDR	Medium Density Residential	10 to 15	
HDR	High Density Residential	16 to 21 30 <sup>5</sup>	
<b>Mixed Use</b>			
CRMU	Coastal Residential Mixed Use	up to <del>10 to 15</del>	0.5
MUN	Mixed Use Neighborhood	16 to 26 30 <sup>5</sup>	1.0
MUC	Mixed Use Center	Up to 50	2.5
<b>Commercial</b>			
RC	Retail Commercial		1.0
OC	Office/Commercial		1.5
SC	Service Commercial		0.6
VC	Visitor-Serving Commercial		3.0
LIVC	Low-Intensity Visitor-Serving Commercial		0.2
<b>Public and Community Uses</b>			
PSP	Public and Semi-Public		1.0
U	Utilities		1.0
BCP	Beach and Commuter Parking		-
<b>Parks and Open Space and Urban Reserve</b>			
P	Park		
C	Conservation		
UR	Urban Reserve	Up to 0.1	

3 and 4!

30-50. Add a footnote for nonconforming lots that matches the description

**Table 4-1: Land Use Designations and Density and Intensity Standards**

<i>Land Use</i> <sup>1</sup>	<i>Residential Density (gross units per acre): Range</i> <sup>2, 3</sup>	<i>Non-Residential Intensity (FAR): Maximum</i> <sup>4</sup>
------------------------------	------------------------------------------------------------------------------	------------------------------------------------------------------

**Notes:**

1. All land use designations are shown except those in the Parks and Open Space category. No development is projected in these areas.
2. Density ranges are rounded to the nearest whole number, except where less than 1 unit per acre. Allowances for increased density under the Density Bonus Program may affect the maximum density allowed in certain land use designations.
3. For mixed use designations, the following maximum total FAR, including both residential and non-residential uses, is established:  
CRMU: 1.0 FAR maximum; MUN: 2.0 FAR maximum; MUC: 2.5 FAR maximum
4. For conforming lots smaller than 5,000 sf in the HDR, MUN, and MUC designations, the density range of the tier below applies. For example, an MUC site less than 5,000 sf would have a density comparative to MUN (16-26 du/ac); an HDR site less than 5,000 sf would have a density comparative to MDR (10-15 du/ac). Parcels less than 5,000 sf may merge and qualify for the allowable density range.
5. Sites of 0.5 acres or more in size may develop up to 30 dwelling units per gross acre.

*Source: City of Pacifica, Dyett & Bhatia, 2021.*

## COASTAL DEVELOPMENT

The General Plan and LCLUP aim 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.

The City's zoning code features a Coastal Zone (CZ) Combining District, with development regulations based on Coastal Act goals. These include the provision of public access to the shoreline and recreational opportunities, the protection and enhancement of the coastal environment, and the prioritization of coastal-dependent and visitor-serving uses. The Coastal Zone requirements supplement the underlying zoning regulations on all property subject to the LCLUP. Following adoption of the General Plan and LCLUP, the CZ District will be updated to be consistent with the new guidance provided here.

General Plan and LCLUP Policies that promote visitor-oriented development are in Chapter 2. Policies to protect scenic resources are in Chapter 3. Provisions for public shoreline access and recreation are provided in Chapter 6. Policies to protect water quality, sensitive habitats, and natural resources are in Chapter 7. Policies to protect against seismic hazards, erosion and flooding, and other natural hazards are in Chapter 8. This chapter covers how this Plan supports Coastal Act priorities for development.

## LAND USE STRATEGIES TO PROTECT NATURAL AND SCENIC RESOURCES

### Hillside Preservation District

The Hillside Preservation District (HPD) covers many of the city's ridges and open spaces, as an "overlay" district on top of base zoning and in most cases requires rezoning to the P-D (Planned Development) zoning district as part of the development review process. The HPD aims to ensure that development of highly sensitive slopes does not endanger the public or harm the environmental or scenic values of the site, and to

encourage high-quality site planning and design that enhances the beauty of the landscape. **Figure 4-4** shows Pacifica’s existing Hillside Preservation District, and identifies the general area where site status should be reviewed based on slope stability (including sites in the HPD, and sites to be added to the HPD). Other sites may also be reviewed. Development regulations for hillsides are covered in Chapter 3 as they pertain to community design and in Chapter 8 as they pertain to safety.

### INSERT Figure 4-4: Hillside Preservation

### Transfer of Residential Development Rights

Transfer of development rights (TDR) is established to provide a mechanism to relocate potential residential development from areas where environmental or land use impacts could be severe to other areas more appropriate for development, and to preserve significant open space resources. Owners of environmentally sensitive sites may transfer residential development rights to other sites where higher-density development can be supported, or from one part of a site to another. As in the Hillside Preservation District, clustered housing is encouraged to preserve the most sensitive portions of a site. The zoning code identifies eligible “sending areas” and “receiving areas.” TDR may also be used to shift development within a site which has more than one zoning or General Plan designation, or between commonly owned parcels which have more than one zoning or General Plan designation and are planned as a unit. The City should update its TDR regulations to encourage broader use by property owners.

INSERT Photo 08 Pacifica 100...

Transferring development rights from one site in the HPD to another site in the HPD should be discouraged.

*New development along the coast is required to provide public access, unless the City determines public access would pose safety issues or there is adequate access nearby.*

INSERT Photo 09 DSCN1192

*Clustered development is encouraged to preserve open space areas and protect sensitive hillsides.*

INSERT Photo 10 DSCN1255\_cr

*The development of accessory dwelling units, compatible with their neighborhood context, is encouraged.*

### LAND USE PROGRAMS TO FACILITATE HOUSING

The City provides special regulations and incentives to facilitate development of housing affordable to moderate- and low-income households while preserving neighborhood character. These programs help to bring about concentrated development in transit-supportive areas, in keeping with Sections 30250 and 30252 of the Coastal Act and other State law.

#### Density Bonus

affordable

GLOSSARY "AFFORDABLE" NEEDS TO BE UPDATED. 30% INCOME IS NOT CONSISTENT WITH STATE LAW, WHICH ALLOWS FOR 35% INCOME

developments providing rental units, affordable housing, and housing for elderly or disabled persons may exceed the maximum density allowed by the General Plan or zoning ordinance, consistent with State Density Bonus law.

#### Below Market Rate Program

In Pacifica, residential developments or subdivisions of eight or more units as Below Market Rate housing, with affordability provisions

note that this may be updated by ordinance from time to time

GLOSSARY NEEDS TO BE UPDATED FOR "DENSITY BONUS". IT DOES NOT ALLOW UP TO 35% BONUS DENSITY, BUT RATHER 50% as indicated in this chapter, in our ordinance, and in the state government code. May be good to have definition consistent with 9-4.4101, which DEFINES DB: ""Density Bonus" shall mean a program which allows projects providing residential rental units, affordable housing, or housing for elderly or disabled persons to exceed the otherwise maximum residential zoning density and the maximum General Plan residential density of the site when approved by the Planning Commission. Density bonus units shall not be included when calculating the number of affordable units required to qualify for a density bonus."

for-sale units and rental units, respectively. With approval from the Planning Commission, developers may meet the program goals by building units off-site, dedicating land to the City, or paying into the City's housing in-lieu fund.

### Accessory **Residential Dwelling** Units

Accessory dwelling units may be built in areas zoned to allow residential uses pursuant to State law. The City's zoning code provides additional standards depending on ADU type: detached, attached, created within existing floor area, and multi-family. Off-street parking is not required for most ADUs, except certain ADUs located within a mapped coastal access parking area within the Coastal Zone.

## SUB-AREAS AND SPECIFIC SITES

**Figure 4-5** shows 15 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 General Plan affects Pacifica's distinct geographic areas. **Figure 4-5** also identifies specific sites within sub-areas that are the subject of General Plan policies. This chapter contains land use policies for specific sites. Policies on open space, parks and coastal access are in Chapter 6. Policies on environmental resources are in Chapter 7, with visual resources covered in Chapter 3. Policies on hazards are in Chapter 8.

Figure 4-5 also serves as a key map for the four maps that follow, showing sub-areas and specific sites at a larger scale. These maps show General Plan land use at the parcel level, as well as coastal access points; park opportunity sites; coastal view corridors; trails and proposed trail improvements. The area maps, and the sub-area descriptions below, are intended to demonstrate how various aspects of the General 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 General Plan maps.

INSERT **Figure 4-5: Sub-Areas and Specific Sites**

INSERT **Figure 4-6: Pacifica, North**

### Northern Pacifica

**Figure 4-6** covers all of Pacifica north of Sharp Park, including the following sub-areas or neighborhoods:

- Fairmont West; West Edgemar-Pacific Manor; and West Sharp Park in the Coastal Zone;
- Fairmont; Westview-Pacific Highlands; East Edgemar-Pacific Manor; and East Sharp Park, east of SR-Highway 1.

This sub-area includes Palmetto Avenue, the Pacifica Pier and Promenade, the Pacific Manor shopping area, the northern coastal bluffs, Oceana High School, Milagra Ridge and Gypsy Hill. The summaries below begin with the three coastal sub-areas, followed by the four inland sub-areas.

### ***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 Open Space/Agriculture/Residential, 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 Ocean-aire Apartments (formerly 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. Progressive coastal erosion has led to demolition of residential structures in the 300- and 500-blocks of Esplanade Avenue, and remains an important factor when considering future development potential of sites located along the bluff-top.

### ***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, City Hall, and Council Chambers. The neighborhood features the Pacifica Pier and Beach Boulevard Promenade, and public parking for the Pier, Promenade, and Sharp Park Beach. The General Plan will implement the Sharp Park Specific Plan, which includes

this area plus the Eureka Square shopping center, and provide additional detailed information on the vision for the area regarding land uses, mobility, urban design and development standards, utilities and public services, community facilities, the environment, and implementation.

The Plan envisions the northern area west of Palmetto Avenue transitioning to Low-Intensity Visitor Serving Commercial uses over time. The transition is necessary to account for progressive coastal erosion which has advanced into many bluff-top sites along Palmetto Avenue in this area. Coastal erosion is an important factor to consider when reviewing future development of sites located along the bluff-top.

*INSERT Photo: DSC\_0054*

The “Bowl” site is designated as a receiving area in the City’s Transfer of Development Rights regulations.  
~~could be a good candidate for clustered housing to avoid potential hazards.~~

*INSERT Photo: Pacifica 098*

Multi-family development accounts for over 90 percent of West Edgemar-Pacific Manor Pacifica’s housing.

*INSERT Photo: IMGP2910\_cr*

The service commercial and industrial businesses on the west side of northern Palmetto may transition over time toward Low-Intensity Visitor Serving Commercial usesrecreation.

### **Fairmont**

The Fairmont sub-area, between Highway 1, Skyline Boulevard and the ravine formed by the San Andreas Fault, was primarily developed during the 1950s and 1960s. City-owned parks and greenbelts lie along the ravine, including Fairmont Park and Imperial Park. The predominant land use is single-family residential on small lots (less than 5,000 square feet in area), with multi-family housing around Fairmont Shopping Center, which provides convenience shopping and services.

The Plan reinforces existing development patterns, while facilitating creation of new public open space as part of any redevelopment of the closed Fairmont Elementary school site, and new trail connections along the greenbelts and to the coast.

### **Westview-Pacific Highlands**

Westview-Pacific Highlands is a predominantly single-family area in Pacifica’s northern hills, lying south of the ravine formed by the San Andreas fault, west of Skyline Boulevard, and north of Milagra Canyon. There is a small commercial center at Manor Drive and Skyline Boulevard. Two significant residential developments have been built along Skyline Boulevard: the Skyridge development on the flank of Milagra Ridge, and the Cypress Walk development on the site of the former Westview School, both of which also included public open space. Existing development patterns in the community will be preserved under the Plan, while steep hillsides and habitat value in Milagra Canyon will be protected.

### **East Edgemar-Pacific Manor**

East Edgemar-Pacific Manor is relatively flat, with hills rising up to the north, east, and south. Manor Drive links the neighborhood to the Pacific Manor shopping area across Highway 1, and to Westview-Pacific

Highlands uphill to the east. Oceana Boulevard serves as a frontage road to Highway 1, and is lined with commercial uses, Ocean Shore Elementary School, and the City’s Public Works offices and corporation yard. The area is composed mainly of single-family houses, with a small amount of multi-family housing. Edgemar Park provides a small public open space for the neighborhood.

Commercial sites along Oceana are considered to have potential to redevelop during the planning period. The Plan designates these sites primarily for continued Retail Commercial use, reinforcing the existing pattern. The playfields at Ocean Shore Elementary School may help provide additional active open space, which could be augmented by a small play area set aside as part of any development in lower Milagra Canyon.

### **East Sharp Park, Milagra Ridge, Gypsy Hill**

East Sharp Park lies in two valleys and on the small ridge separating them. Milagra Ridge is to the north and Gypsy Hill is to the south and east. Houses are along streets that go up the valleys and along the small ridge, with a scattering of multi-family housing on the ridge along Talbot Avenue. Oceana High School occupies a 56-acre site, accessible to Pacifica’s central neighborhoods along the Highway 1 corridor. There are connections across the highway to West Sharp Park and the ocean at Paloma Avenue in the north and Clarendon Road in the south, as well as a pedestrian overcrossing from Eureka Square Shopping Center.

Eureka Square, along Oceana Boulevard facing Highway 1, has the potential for new development. The Plan identifies this site, together with land facing Francisco Boulevard on the opposite side of Highway 1, as Mixed Use Center, for higher-intensity commercial and residential development. The site’s location along Highway 1, at the base of a hill and directly across from the existing civic cluster, makes it well-suited for higher-intensity development. Over the long term, the large Oceana High School site could also support additional development. Undeveloped land on Gypsy Hill may also support appropriately-designed, small-scale development, which would be very low density and also be required to retain natural vegetation, limit building footprints, and preserve large areas of open space and support wildlife movement.

The Plan envisions a small new public open space as part of any new development at Eureka Square, and pedestrian improvements to create a good walking link through the neighborhood linking the beach to the ridgetop.

*INSERT Photo: DSC\_0117*

*The Plan designates the large Oceana High School site for continued public use, while recognizing future potential.*

*INSERT Photo: IMG\_1902\_cr*

*Private, undeveloped land on Gypsy Hill is designated for ~~Residential~~/Open Space/Agriculture/Residential or Very Low Density Residential.*

### **INSERT Figure 4-7: Pacifica, Central**

#### **Central Pacifica**

Figure 4-7 shows the central section of Pacifica. The map includes:



- Sharp Park Golf Course, the West Fairway Park neighborhood, Mori Point, the Rockaway Quarry, Rockaway Beach, and the Rockaway Headlands in the Coastal Zone;
- Sharp Park; the East Fairway Park, Vallemar, and Rockaway neighborhoods; and Sweeney Ridge, Cattle Hill and Fassler Ridge, east of Highway 1.

This sub-area includes the Rockaway Beach district, the Police Station, and the Sheldance Nursery (the only location east of Highway 1 within the Coastal Zone).

### ***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 to the City and County of San Francisco early in the 20th Century on the condition that the land be used for public recreation. West Fairway Park is a small single-family residential 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.

The Quarry site is Pacifica's most prominent potential development site. Prior to any future development, the property owner must complete reclamation of the former quarry pursuant to the State Mining and Reclamation Act (SMARA) and the Pacifica Municipal Code. 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; as a result, the footprint of development could be smaller than the area designated. While housing may be proposed as part of a plan for the site, Ordinance No. 391 provides

that rezoning to allow residential uses may occur only if approved by a vote of the electorate. Figure 4-4 indicates removal of the Hillside Preservation District (HPD) overlay from the Flats portion of the site, which would also require approval by a vote of the electorate. Development in the Quarry Flats should include new public open space.

The existing Rockaway Beach district also offers opportunities for infill and redevelopment, subject to an appropriate assessment of potential coastal hazards and vulnerabilities. The General 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 General 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. The United States Geological Survey established the place name “Aramai Point” for the Rockaway Headlands in 2021 in recognition of the indigenous peoples that occupied the area prior to European settlement.

*INSERT Photo: DSCN1395*

*The General Plan envisions the Rockaway Beach district growing into a more distinct and high-profile visitor destination.*

*INSERT Photo: DSCN1279\_Fassler\_N*

*The General Plan designates most of Fassler Ridge as Open Space/ Agriculture /Residential.*

### **Sharp Park, East Fairway Park, and Sweeney Ridge**

Sharp Park east of Highway 1 includes a portion of the Golf Course, and is primarily undeveloped at its higher elevations. Land in the vicinity of the former rifle range in Sharp Park could potentially support sports fields for school and community use. Sweeney Ridge features over 1,000 acres of preserved regional open space in the GGNRA, with the protected San Francisco watershed to the east. Mori Ridge descends toward the coast, forming the southern boundary of this sub-area. The small East Fairway Park subdivision is located between Mori Ridge and Sharp Park and Fairway Park contains several baseball fields and a small playground. An undeveloped site along Highway 1 is designated for Low Density Residential development, while a larger hillside property at the east edge of the neighborhood is designated Open Space/Agriculture/Residential.

Mori Ridge, at the southern edge of this sub-area, is part of GGNRA. The Pacifica General Plan supports the creation of a nucleus of GGNRA park activities at Shelldance Nursery, and proposes a trail connection over Highway 1 connecting Mori Point with the proposed park visitors' center, and the trail up Mori Ridge to the Bay Area Ridge Trail system.

### **Vallemar, Rockaway, and Fassler**

The Vallemar neighborhood follows Reina del Mar Avenue up the narrow Calera Creek valley. Around the intersection of Reina del Mar and Highway 1, there is a small commercial area as well as Vallemar School, the Pacifica School District offices, and the police station. Mori Ridge, Sweeney Ridge, and upper Cattle Hill

are mostly protected open space, and afford recreational opportunities. Undeveloped land on the upper slopes of the valley are designated primarily for Open Space/Agriculture/Residential to ensure that new development is minimal, in recognition of environmental constraints and limited access.

Cattle Hill is the next prominent ridgeline south of Mori Ridge, between the Vallemar and Rockaway valleys. Much of the ridge is protected as permanent open space. The western face of Cattle Hill is privately-owned, and some development may occur here in the future. The ridge is designated as Open Space/Agriculture/Residential to ensure that new development is appropriate to the rugged conditions and high scenic value of the ridge. The General Plan also proposes a public trail up Cattle Hill, providing a connection between Rockaway Beach and Sweeney Ridge, requiring an easement or dedicated public access. Potential development sites along Highway 1 at the base of the hill may be well-suited to mixed-use residential and commercial uses. Commercial development should feature attractive frontage treatment along the highway and should consider ways to mitigate traffic impacts to Highway 1.

, where indicated on the Land-Use diagram

The Rockaway neighborhood ascends from Highway 1 along Rockaway Beach Avenue up another narrow valley. There are many vacant residential lots on mapped rights-of-way on the upper slopes of the Rockaway valley to the north and south, but topography makes development challenging. There is a very small commercial area where Rockaway Beach Avenue meets Highway 1.

Fassler Avenue traverses a ridge separating Rockaway from the much broader San Pedro Valley to the south. Fassler Ridge is mainly in private ownership and presents potential development opportunities overlooking Pacifica State Beach and Rockaway Beach. The General Plan designates most of the ridge as Open Space/Agriculture/Residential to conserve its highly-visible open space character. A new trail is proposed that would connect the site of the historic Portola camp on Crespi Drive—and Pacifica State Beach—with the San Francisco Bay Discovery Site on Sweeney Ridge.

## INSERT **Figure 4-8: Pacifica, Southwest**

### **Southwestern Pacifica**

**Figure 4-8** shows the southwestern part of the Planning Area, including:

- Pacifica State Beach, Shelter Cove, and the Pedro Point neighborhood in the Coastal Zone;
- The West Linda Mar neighborhood and areas outside City limits, east of Highway 1.

#### 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 have 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-, County-, and State-owned land at the Point's higher elevations to the south. 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. Land access to Shelter Cove has been limited to steep pedestrian trails since the former roadway to the area washed out in the 1980s.

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, identified as the Undeveloped San Pedro Avenue Site, which could have residential and small-scale commercial and visitor-oriented uses. Development of the site will require detailed evaluation of coastal hazards/vulnerabilities and biological resources to ensure that any sensitive habitat and wetlands that may exist on the site are protected; thus, the footprint of development could be smaller than the area designated. 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.

*INSERT Photo: DSCN3241 – ACROSS BOTH COLUMNS  
The scenic Pedro Point neighborhood overlooks Pacifica State Beach.*

### ***West Linda Mar***

The West Linda Mar sub-area is in the lower portion of the San Pedro Creek Valley and on the hillsides to the north. The area is almost entirely developed with single-family houses. West Linda Mar has two access points to Highway 1, at Crespi Drive and Linda Mar Boulevard. Linda Mar Shopping Center, Pacifica's largest, is at the junction of Linda Mar Boulevard and Highway 1. Public parking for beach visitors and commuters is provided in both areas, and served by Samtrans buses. A variety of uses, including a hotel, multi-family housing, service commercial and small retail centers, Cabrillo Elementary School, the Pacifica Community Center, including Senior Services, and a post office, are clustered along lower Crespi Drive. The Crespi Business Center is the City's only light-industrial business park and provides a unique combination of local employment and small business opportunities for residents. A smaller commercial/office area is located at the corner of Linda Mar Boulevard and Adobe Drive. The area includes the Sanchez Adobe, the oldest structure in San Mateo County and a designated historic resource. Pacific Bay Christian School (formerly Alma Heights Christian Academy) is to the east along Linda Mar Boulevard. Oddstad Park is a large, mostly wooded park serving the area.

south?

The General Plan reinforces existing residential land use patterns in West Linda Mar. It proposes new opportunities for mixed-use development along lower Crespi Drive and at the Linda Mar Park-and-Ride site. Redevelopment at these locations can help Pacifica provide a greater diversity of housing types in close proximity to transit, public amenities, and walkable commercial areas.

San Pedro Creek travels through the heart of the neighborhood. Protection and enhancement of the riparian stream corridor must be a continued priority. The General Plan envisions on-street trails along the former San Pedro Terrace Road and Rosita Road, providing a good walking route through valley neighborhoods between Pacifica State Beach and San Pedro Valley County Park.

INSERT **Figure 4-9: Pacifica, Southeast**

add frontierland park tcallout to Fig 4-9 (all other parks are called out)

**Southeastern Pacifica**

**Figure 4-9** shows the East Linda Mar and Park Pacifica neighborhoods in the southeastern part of the Planning Area. The map includes Park Mall, Terra Nova High School, San Pedro Valley County Park, Oddstad Park, and a section of Sweeney Ridge.

**East Linda Mar and Park Pacifica**

East Linda Mar includes the portion of the San Pedro Valley east of Pacific Bay Christian School and Oddstad Park, and on the southern slope of Fassler Ridge. Park Pacifica, developed mostly in the 1970s, lies in the “back of the valley” and the hilly terrain rising up to Sweeney Ridge. In the north, the area is characterized by winding residential streets and greenbelts. The valley portion includes Sanchez Park, the Pacifica Center for the Arts, and one of Pacifica’s two fire stations. Some housing exists south of San Pedro Creek, along with undeveloped or agricultural land where a limited amount of residential development may be possible. The area is served by the Park Mall shopping center on Terra Nova Boulevard, and by the adjacent Sanchez branch library and Ortega Elementary School.

Park Pacifica lies in a secluded valley and its slopes extend to the northeast of Linda Mar Boulevard along Oddstad Boulevard. As in Linda Mar, the predominant land use is low density residential, interspersed with greenbelts. Multi-family housing is developed along Terra Nova and Oddstad Boulevards, including senior housing. Park Pacifica is also home to Terra Nova High School. The neighborhood is hemmed in by topography and protected open space on Sweeney Ridge and in San Pedro Valley County Park and Frontierland Park.

Existing land use patterns in Linda Mar and Park Pacifica are reflected in the Plan. There is a considerable amount of undeveloped land within City limits on the slope of San Pedro Mountain to the south. These parcels are designated for lower density residential development than other areas of the City, in recognition of the constraints on development posed by steep slopes, the City’s hillside development standards, limited access, and location adjacent to Very High Fire Hazard Severity Zones located on the periphery of Pacifica.

Park Mall is a candidate for potential new development. The Plan would facilitate a mix of retail and residential uses, including housing for seniors, and the creation of a small new public space. Very limited residential development potential may exist on existing parcels in agricultural use, including the large Millwood Ranch and former Park Pacifica Stables properties. These are designated Open Space/Agriculture/Residential or Conservation to ensure that open space and biological resource protection is an emphasis of any development on these scenic and remote properties.

## Sphere of Influence

San Pedro Mountain and Pedro Point Headlands define the southern boundary of Pacifica’s Sphere of Influence, which includes the undeveloped 73-acre, 986-lot Tobin Park subdivision<sup>3</sup> located outside the Coastal Zone. The area between the City and Sphere of Influence boundaries includes sloping, undeveloped land and Shamrock Ranch.

"a portion of shamrock ranch". Most of shamrock ranch is west linda mar, right?

The Plan designates existing public open space in the sphere of influence as Park, and designates all other land as Urban Reserve. The Urban Reserve area is intended to remain largely undeveloped. Shamrock Ranch represents the area’s most significant potential future development opportunity. Any new development here should be clustered to preserve open space and maintain land that could be developed beyond the planning period to support future growth.

"the portion of shamrock ranch in this subarea represents"

*INSERT Photo 2-28 DSCN3234*

*The General Plan designates most of Fessler Ridge as Open Space/Agriculture/Residential.*

*INSERT Photo DSCN1300*

*New development at Park Mall could include a mix of retail and residential uses.*

*INSERT Photo 2-30 DSCN1309*

*Steep land in Park Pacifica is designated either as greenbelt, conservation, or for Open Space/Agriculture/Residential to ensure slope stability and visual quality.*

## DEVELOPMENT 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 2040). The Plan seeks to meet these needs while also satisfying other community goals and ensuring safety and environmental protection. This section estimates development potential provided under the General Plan land use framework.

### Buildout

Policies in the General Plan will allow the City to meet the needs of the future residents and workers, including housing for a diversity of residents, parkland and public facilities, and adequate options for non-residential development to provide employment opportunities and retail and services that respond to the community’s daily needs.

Potential new development through the horizon year and the corresponding growth in population and employment is referred to as “buildout.” Buildout is based on existing development and an estimated amount of potential new development in the Planning Area. Buildout estimates should not be considered a prediction for growth, as the actual amount of development that will occur through 2040 is based on many factors outside of the City’s control, including changes in regional real estate and labor markets and other long-term economic and demographic trends. Therefore, buildout estimates represent potentialities rather than definitive figures. To estimate buildout, assumptions were made about the density of development in each

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<sup>3</sup> San Mateo County Recorder’s Office, Record of Subdivision Maps, Volume 9, Page 12.

proposed land use designation, as well as the percentage of parcels that would actually develop depending on location and land use designation. The designation of a site for a particular land use in the General Plan does not guarantee that the site will be developed or redeveloped with that use or assumed density during the planning period, as future development will rely primarily on each property owner’s initiative.

**Residential Development**

As **Table 4-2** shows, buildout would result in an estimated 990 new housing units. Of these units, 12 percent would be single-family residential, and 88 percent would be multi-family residential including those within mixed-use developments. Assuming that average household size remains as it is today, new housing at buildout could accommodate population growth of about 2,720 and a total population of 41,050.

**Table 4-2: Residential Buildout Under the General Plan**

<i>General Plan Land Use</i>	<i>Permitted Density Range (units per acre)</i>	<i>Projected Density (units per acre)<sup>2</sup></i>	<i>New Housing Units at Buildout<sup>3</sup></i>
<b>Residential Designation</b>			
Transitional Open Space/Residential	0.1 or less	0.08	0
Open Space/Agriculture/Residential	0.2 or less	0.15	40
Very Low Density Residential	0.2 to 2	1.5	
Low Density Residential	3 to 9	6.5	
Medium Density Residential	10 <sup>1</sup> Up to 15	12.5	
High Density Residential	16 <sup>1</sup> Up to 21 <sup>2</sup>	25	60
<b>Mixed Use Designation</b>			
Coastal Residential Mixed Use	Up to 15	15	70
Mixed Use Neighborhood	16 <sup>1</sup> Up to 26	25	300
Mixed Use Center	16 <sup>1</sup> Up to 50	25	380
<b>Urban Reserve</b>			
Urban Reserve	0.1 or less	0.1	0
<b>Net New Residential Potential*</b>			<b>990</b>

how is this higher than the range? Add the asterisk to the 1st column that shows up to 30 and this then makes sense

why is this one proj'd to max out vs the others? Probably needs reducing

no footnotes...where are our footnotes?

\* May not sum due to rounding.

\*Up to 30 on lots >.5 acres

**Non-Residential Development**

**Table 4-3** shows the realistic non-residential development capacity in terms of square feet of new commercial buildings. Development capacity is based on the maximum intensity established for each designation by the General Plan, and is typically toward the middle of the allowable density range, pointing to the existence of constraints on many sites. Realistic development of opportunity sites would result in an estimated 620,300 square feet of net new non-residential building area. New development is estimated to accommodate approximately 1,470 new jobs over the planning period.

**Table 4-3: Non-Residential Buildout Under the General Plan**



<i>General Plan Land Use</i>	<i>Maximum Non-Residential FAR</i>	<i>Projected Non-Residential FAR<sup>2</sup></i>	<i>Non-Residential Sq. Ft. at Buildout<sup>3</sup></i>
<b>Mixed Use Designations</b>			
Coastal Residential Mixed Use	0.5	0.10	57,490
Mixed Use Neighborhood	1.0	0.25	182,890
Mixed Use Center	2.5	0.35	162,860
<b>Commercial Designations</b>			
Retail Commercial	1.0	0.25	757,380
Office/Commercial	1.5	0.35	63,120
Service Commercial	0.6	0.25	21,000
Visitor-Serving Commercial	3.0	0.35	81,840
Rockaway Quarry Site <sup>4</sup>	0.5	0.35	448,400
Low-Intensity Visitor-Serving Commercial	0.2	0.05	40,550
<b>Public Facilities and Open Space Designations</b>			
Public and Semi-Public	1.0	0.35	0
Total Non-Residential Development Potential on Opportunity Sites			1,848,630
Existing Non-Residential Development on Underutilized Sites			1,228,300
<b>Net New Non-Residential Potential</b>			<b>620,330</b>

no footnotes again

## POLICIES

*Policies included in both the General Plan and Local Coastal Land Use Plan are indicated with a \*.*

### Guiding Policies

LU-G-1 **\*Coastal Development.** Ensure that development maximizes beach and coastal open space access and that access reflects the surroundings of the particular coastal environment in use, design, and intensity.

*Policies related to coastal access are provided in Chapter 6.*

LU-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.



- LU-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.
- LU-G-4 **\*Higher-Density Housing.** Locate higher-density housing outside of Coastal Vulnerability Zones and in accessible places close to community shopping areas and transportation.
- LU-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.
- LU-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 consistent with the land-use diagram 4-3
- LU-G-7 **\*Open Space Conservation and Habitat Protection.** Protect beaches, oceanfront bluffs, wetlands, riparian corridors, Environmentally Sensitive Habitat Areas (ESHA), ridgelines, hillside areas adjacent to existing open space, and areas that support critical wildlife habitat and special status species.
- LU-G-8 **\*Changes in Density or Intensity of Land Use in Coastal Vulnerability Zones.** Do not increase the density or intensity of land use designations beyond those indicated in the LCLUP for sites located within Coastal Vulnerability Zones.

*Policies related to Natural Hazards and Coastal Resilience are provided in Chapter 8.*

LU-G-9 **Citizen Participation.** Continue broad-based citizen participation in the planning process.

## Implementing Policies

### *Land Use Designations*

- LU-I-1 **\*Zoning Consistency.** Update the Zoning Ordinance and zoning map and apply zoning to all land within the City, consistent with General Plan and LCLUP policies and land use designations.
- LU-I-2 **\* Land Divisions in the Coastal Zone.** Continue to require coastal development permits for all land divisions within the Coastal Zone. Land divisions in the Coastal Zone shall be:
- Designed to minimize impacts to public access, recreation, and coastal resources.
  - Designed to minimize site disturbance, landform alteration, and the removal of native vegetation for development or fire safety.
  - Prohibited on properties that include any areas that are within or adjacent to an Environmentally Sensitive Habitat Area (ESHA) unless the resulting parcels are set aside for conservation, or unless the resulting parcels can be developed consistent with policies protecting sensitive habitats including but not limited to a prohibition on building or requiring vegetation clearance in the ESHA or ESHA buffer.

- Permitted only in areas with adequate public services to serve development on the resulting parcels.
- Any land division that would result in a parcel that could not be developed in accordance with the policies of this General Plan LCLUP is not allowed.

LU-I-3 **\* Coastal Development Permit Findings.** For all development that requires a coastal development permit, continue to require written findings that it is consistent with all LCLUP policies and Implementation Plan provisions of the City’s certified Local Coastal Program.

*If there is a conflict between a provision of this LCP and a provision of the General Plan, or any other City-adopted plan, resolution, or ordinance not included in the LCP, and it is not possible for the development to comply with both the LCP and such other plan, resolution or ordinance, the LCP shall take precedence and the development shall not be approved unless it complies with the LCP provision.*

LU-I-4 **\*Coordinate with the County to protect the Urban Reserve.** Coordinate with the County to ensure that new development in unincorporated areas occurs at a maximum density of 10 acres per unit, and request that subdivision of 50 acres or more is subject to master planning and annexation as a condition of any urban development.

*Annexation would require a General Plan amendment, and an LCLUP amendment would be required for land within the Coastal Zone.*

LU-I-5 **Density Ranges.** Ensure that development is permitted within the allowable density range for the applicable land use designations.

LU-I-6 **Sphere of Influence Annexations.** Permit annexation of unincorporated parcels on the condition that parcels will correspond to the Urban Reserve designation, including a minimum lot area of 10 acres per dwelling unit. Contiguous parcels or units held by the same owner in the Sphere of Influence that do not conform to the minimum parcel or lot size shall be required to merge pursuant to Pacifica Municipal Code Title 10.

### ***Coastal Development***

LU-I-7 **\*Lower Cost Visitor and Recreational Facilities.** Protect lower-cost visitor and recreational facilities in the Coastal Zone. These include recreational attractions such as Pacifica Pier and Pacifica State Beach; the public golf course at Sharp Park; the San Francisco RV Park; California Coastal Trail and other trails, and numerous beaches accessible at no cost.

LU-I-8 **\*Oceanfront Land for Recreational Use.** Prioritize use of land adjacent to Sharp Park and Pacifica State Beaches as open space, accessible for low-intensity recreational use. Allowable uses should include those with a low development impact and which are readily relocated to adapt to evolving coastal conditions, such as recreation outfitters, campgrounds, rustic lodging, hikers’ huts, or view restaurants.

LU-I-9 **\*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 designations 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.*

LU-I-10 **\*Walkable and Transit-Oriented Development.** Facilitate higher-density, mixed-use development at specified sites where an active, pedestrian environment is desired.

*Future development on sites such as the Quarry, portion of PM shopping center, and Rockaway beach proper do NOT show any mixed-use on them. We don't want to unintentionally designate them as such.* *the Eureka Square site; on lower Linda Mar the Pacific Manor Shopping Center; and at along the Highway 1 corridor and transit routes. Such development should help to make the coastline more accessible to residents and visitors.*

LU-I-11 **\*Coastal-Dependent Industry.** Allow new coastal-dependent industry only 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 may be permitted only according to the terms established in Sections 30262, 30263, and 30264 of the Coastal Act, and Conditions of Approval to ensure consistency with all Coastal Act policies.*

LU-I-12 **\*Aquaculture.** If oceanfront land is found to be suitable for coastal-dependent aquaculture, give such use priority over non-coastal-dependent uses.

LU-I-13 **\* Public Service Priorities.** Ensure that needs generated by development or uses permitted over the planning period are adequately served by existing and planned public works facilities.

*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.*

INSERT Photo 11 DSCN1341

*Major stretches of the Pacifica coastline along Sharp Park and Pacifica State Beaches are protected as open space, and accessible for recreational use.*

INSERT Photo 12 Pacifica 036

*The General Plan facilitates mixed use development at specific locations along the coastline where an active environment is desired, including Palmetto Avenue.*

INSERT Photo 13 DSCN1262

*The Hillside Preservation District helps to ensure careful site planning on steep terrain.*

portions of

### **Land Use Strategies to Protect Natural and Scenic Resources**

LU-I-14      **\*Hillside Preservation.** Update the Hillside Preservation District on the zoning map to ensure that all steep and sensitive terrain is subject to these regulations. The Hillside Preservation map (**Figure 4-4**) should be used as a guide.

LU-I-15      **\*Transfer of Development Rights.** Amend the Transfer of Development Rights (TDR) program to reflect the following changes:

- Use the City’s TDR ordinance to relocate development rights from Coastal Vulnerability zones and other hazardous areas (sending sites) to receiving sites outside of Coastal Vulnerability zones or other hazardous areas. Identify areas where densities and heights may be increased using TDR credits, including to facilitate affordable housing.
- Apply receiving status to sites designated for mixed-use development in addition to the residential land use categories.

appropriate

*The TDR Program provides a mechanism to relocate potential development from areas where environmental or land use impacts could be severe to other areas more appropriate for development.*

### **Land Use Strategies to Facilitate Housing**

LU-I-16      **Density Bonus.** Continue to facilitate housing affordable to moderate-, low- and extremely-low-income households by providing a density bonus of up to 50 percent over the maximum allowed by zoning.

consistent with state government code sections 65915-65918

*Specific density bonus provisions in the zoning ordinance should be adjusted as needed to support housing types that are most needed based on regional housing needs allocations or local goals.*

LU-I-17      **Accessory Dwelling Units.** Maintain the zoning ordinance to ensure that regulations governing accessory dwelling units conform with current State requirements.

*Accessory dwelling units are an important component of the City’s strategy to provide housing for moderate- and low-income households.*

LU-I-18      **Parking Requirements.** Update commercial and mixed-use parking requirements as appropriate based on best practices. Provide for shared parking between commercial uses; car-sharing availability for residential uses; reductions for transit-accessible locations; and other strategies.

and residential

- LU-I-19 **Height Limit.** Replace a single citywide height limit with height limits that vary by neighborhood, topography, or other relevant factors, based on community input. These may allow greater heights for buildings in the Mixed Use Center and Visitor-Serving Commercial designations.

Add New Policy - "establish appropriate FAR minimums for each of the commercial and mixed-use land use designations" (or something similar)

**Policies for Specific Site**

- LU-I-20 **\*Northern Coastal Bluffs.** Maintain the Planned Development zoning district for the private, developable land on the northern coastal bluffs to allow for the consideration of development standards that consider the potential environmental and scenic resources on the site.

*Allowable density should be consistent with the Open Space/Residential/Agriculture designation. Where coastal bluff scrub vegetation is present, further analysis will be required prior to any development. Work with public agencies and others to facilitate permanent conservation of scenic resources in this area.*

- LU-I-21 **\*Bowl Site.** Establish appropriate zoning for the “Bowl” site along the east side of Palmetto Avenue in Fairmont West for Planned Development to ensure site planning that clusters development, avoiding potential flooding or geotechnical hazards and protecting open space resources.

*Allowable density should be consistent with the Medium Density Residential designation.*

- LU-I-22 **\*Pacific Manor.** Facilitate Retail Commercial improvements and Mixed Use redevelopment in the Pacific Manor shopping district.

*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.*

- LU-I-23 **\*Esplanade.** Establish appropriate zoning for privately-owned, undeveloped land on the west side of Esplanade Avenue to ensure minimal development consistent with the General Plan land use designation. New development shall preserve the view corridor to the ocean along Bill Drake Way and shall be sited and designed to ensure that any proposed development could withstand erosion resulting from a 100-year seismic or storm event and in accordance with LCLUP Policy CR-I-44 and preserve the view corridor to the ocean along Bill Drake Way.

- LU-I-24 **\* Northern Palmetto.** 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.*

INSERT Photo 14 Pacifica 082

*Redevelopment or improvements of Pacific Manor Shopping Center should enhance the area's visual appeal and integrate the district with its coastal setting.*

*INSERT Photo 15 Pacifica 008*

*Redevelopment of the city-owned 2212 Beach Boulevard property should provide an anchor for Palmetto Avenue and enhance the beachfront experience.*

*INSERT Photo 16 IMGP2910\_cr*

*The Quarry site could support hotels and other visitor-serving uses and complement the natural setting. Any development of the Quarry site must ensure that sensitive habitat is protected.*

- LU-I-25    **\*Rockaway Quarry Site.** Enable the responsible development and environmental conservation of the Quarry Site.

*Preparation of a specific plan for the Quarry site could achieve the desired development outcomes. 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. Ordinance No. 391 provides that residential uses are only authorized after a vote of the electorate. 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 potential geotechnical hazards and biological resources to ensure safe use of the site and that sensitive habitat and wetlands are protected; the likely footprint of development could be much smaller than the area designated.*

- LU-I-26    **\* Rockaway Beach.** 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.

*An updated Specific Plan for the Rockaway Beach area should be prepared, possibly as part of a Specific Plan that also covers the Quarry site.*

- LU-I-27    **\*Aramai Point.** Facilitate very low-intensity visitor-serving commercial use on Aramai Point-between Rockaway Beach and Pacifica State Beach. Maintain the Coastal Trail connecting the two beaches. Any use on this site must recognize the limited opportunity for vehicular access.

*Potential uses should have a low development impact and able to be readily relocated to adapt to evolving coastal conditions, such as rustic lodging, hikers' huts, or similar uses.*

- LU-I-28    **\*Pedro Point Shopping Center.** Facilitate improvements to the existing Shopping Center that result in an improved orientation to the coastal environment and that result in more efficient use of the property with regards to parking, while enhancing its appeal for both neighborhood residents and visitors. Maintain beach access along Shoreside Drive.

up to 15 DUA? This is inconsistent, either update this or the graphs and LU description for CRMU/buildout of this area that's anticipated

LU-I-29 **\*Undeveloped San Pedro Avenue Site.** Establish a Coastal Residential Mixed Use zoning district to allow small-scale visitor-oriented commercial uses as a stand-alone project without any residential development, or small-scale ~~visitor-oriented commercial uses~~ with residential development at a density range of ~~three to five units per gross acre~~. Housing may be clustered, and uses may be mixed, vertically or horizontally. Residential uses may be constructed attached to or detached from commercial uses, provided the overall site contains both commercial and residential uses. Development must include public coastal access and must provide public open space.

*A wetland survey conducted according to the requirements of Coastal Commission regulation 13577 (Title 14, California Code of Regulations) is required to delineate potential wetlands on the site as part of the development application and environmental review process. An assessment of potential geotechnical hazards must also be part of the development application and environmental review process, including assessment of the Ocean Shore railroad berm under hazard and vulnerability scenarios consistent with policies in Chapters 7 and 8.*

LU-I-30 **\* Pedro Point Upper Slopes.** Maintain zoning for the upper slopes of Pedro Point to ensure that any new development is at a density appropriate to the steep slopes.

~~*If any portion of the property is designated as official habitat for California red legged frog, a biological resources survey must be conducted and development will be required to avoid habitat areas.*~~

LU-I-31 **Upper Monterey Road.** Extend the Hillside Preservation District zoning to steep sites along upper Monterey Road and limit new development to a density that is consistent with the Open Space/Residential/Agriculture designation.

as shown in LU Diag 4-3

LU-I-32 **Milagra Canyon.** Ensure that land along Milagra Canyon south of Manor Drive occurs at a density consistent with the Open Space/Agriculture/Residential designation, is clustered to minimize environmental impacts, and resulting open space is permanently preserved.

LU-I-33 **Eureka Square.** Facilitate high-quality redevelopment for the Eureka Square Shopping Center using policies in the Sharp Park Specific Plan.

*The site's position along Highway 1, beneath a ridge and backed by multi-family housing make it well-suited for higher-intensity development, which would also reinforce the area as Pacifica's center. A small plaza should be included as part of redevelopment.*

LU-I-34 **Gypsy Hill.** Require sensitive site planning in accordance with the Hillside Preservation District for upper portions of Gypsy Hill.

*Clustered development can preserve open space and maintain the area's function as a wildlife movement corridor.*

LU-I-35 **East Fairway Park Hillside.** Ensure consistency with the Open Space/Agriculture/Residential designation on the slope above Fairway Park to ensure that any new development occurs at a very low density and meets standards of the Hillside Preservation District.

as shown in LU Diag 4-3



LU-I-36 **Cattle Hill and Fassler Ridge.** Ensure consistency with the Open Space/Agriculture/Residential land use designation on Cattle Hill and Fassler Ridge, as shown on the General Plan Land Use diagram, to ensure that new development is appropriate to the physical conditions and high scenic value of the ridge.

*Certain locations are designated for Low Density Residential development; site planning in these areas should be subject to the Hillside Preservation District to provide clustered development. The Royce water tank site will retain a Utilities designation. Trail easements should be negotiated with land owners based on the Parks and Open Space map (Figure 6-1).*

LU-I-37 **Lower Cattle Hill.** Any project proposed on Lower Cattle Hill should perform detailed transportation impact studies and implement measures to minimize impacts to vehicular traffic flow on Highway 1, and to ensure maximum alternatives to single-occupant vehicle trips, including but not limited to establishing on-site transit services and providing a pedestrian overcrossing to the west side of Highway 1.

LU-I-38 **Lower Crespi Drive.** Establish zoning provisions to facilitate compact, mixed-use redevelopment of older commercial and residential properties as shown in LU Diag 4-3, consistent with the Mixed Use Center and Mixed Use Neighborhood designations.

*Redevelopment adjacent to the Community Center, Skate Park, and Pacifica State Beach should provide a core for the southern portion of the City, a greater diversity of housing types, and a walkable commercial area appealing to both locals and visitors.*

LU-I-39 **Crespi Business Center.** Protect existing land uses at the Crespi Business Center to support local employment and small business opportunities for residents. Ensure zoning allows the continuation of existing uses that would not generate significant noise, vibration, or odors, or other incompatible uses. Add a bit more nuance to explain it. Incompatible uses that may be incompatible with mixed-use residential development on the site or nearby sites.

LU-I-40 **Linda Mar Shopping Center and Park-and-Ride.** Allow redevelopment of the Linda Mar Shopping Center with additional commercial development along the Linda Mar Boulevard frontage. Facilitate mixed-use development on the north side of Linda Mar Boulevard while also accommodating the existing uses as shown in LU Diag 4-3, including improving the pedestrian-transit interface.

LU-I-41 **Linda Mar and Park Pacifica Hillside.** Ensure Linda Mar and Park Pacifica hillsides are developed consistent with the Open Space/Agriculture/Residential land use designation and are subject to the Hillside Preservation District as shown in LU Diag 4-3 and HP Diag 4-4.

LU-I-42 **Park Mall Area.** Facilitate mixed-use redevelopment at the Park Mall and Sanchez Library sites and adjacent vacant land, as shown in LU Diag 4-3, located along Oddstad and Terra Nova Boulevards.

*Upper story housing over retail may be provided, along with attached, multi-family housing, and senior housing. Redevelopment should include a small public open space and public viewing areas at San Pedro Creek.*



LU-I-43 **Former Park Pacifica Stables.** Ensure development of the former Park Pacifica Stables is consistent with the Open Space/Agriculture/Residential use designation, to provide opportunities related to Pacifica's natural resources and minimal residential development. *as shown in LU Diag 4-3* *the portion of Shamrock ranch outside of City limits* *inuing equestrian use or open space*

LU-I-44 **Shamrock Ranch.** Coordinate with San Mateo County to ensure that any new development at ~~Shamrock Ranch~~ is clustered to preserve open space.

*Shamrock Ranch is the largest parcel in the sphere of influence outside of City limits. Any subdivision of greater than ten lots or development of more than ten housing units or 40,000 square feet of non-residential space should occur through a master planning process and may involve annexation into the city. Such subdivision and/or development may result in a new neighborhood, employment area and/or open spaces for Pacifica, and will require an amendment to the General Plan.*

*INSERT Photo San Mateo\_Bay Meadows*

*INSERT Photo 17 IMG\_1695*

*The General Plan allows higher-intensity mixed use redevelopment, as in the example at top, at Eureka Square (middle).*

*INSERT Photo 18 IMG\_0209*

*Redevelopment along lower Crespi Drive should provide a walkable commercial area appealing to both locals and visitors.*

# **CHAIR BERMAN COMMENT LIST**

## Murdock, Christian

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**From:** Berman, Lauren  
**Sent:** Friday, June 10, 2022 7:37 PM  
**To:** Murdock, Christian  
**Subject:** General Plan Minor Comments

Hi Christian,

Please see below for several minor comments that are mainly grammatical or clarifying items. I'd like to suggest that these be revised if you agree with my recommendations.

### Chapter 3

1. **Hillside Preservation Section Pg 192** - duplicate text of "To protect important views from public areas and the"

### Chapter 4

1. **Land Use Maps Colors** - The yellows used for LDR and MDR are too similar in my opinion and could be burdensome for the public to try and decipher. Can a better contrast be made?
2. **Pacifica Highlands site pg 224** - Given that Staff recommends the Pacifica Highlands site to be designated as MUN, should reference to "commercial" be removed from the description at the base of Cattle Hill?
3. **Mixed Use Center pg 208** - delete "to" in the following: "...provided the overall FAR does not to exceed 2.5."
4. **LU-I-6 pg 231** - "or" is misspelled as "lor"

### Chapter 5

1. **Fig 5-2 Palmetto** - There is a X-Section callout on plan view for Palmetto, but no X-Section provided. Rather, it's in the SPSP. Can a X-section be provided or remove the callout?
2. **Timberhill Ct pg 250**- I Think it actually may be Timberhill *Street*
3. **Table 5-6 and 5-7** - not all the footnotes are defined
4. **San Pedro Valley County Park pg 283** - I believe Steelhead *salmon* is mislabeled and it should be Steelhead Trout or just Steelhead (same on packet page 720)

### Chapter 6

1. **OC-I-19 and OC-I-50** are not calling out consistent coastal access points. I believe it should just be 17 and 19.
2. **Figure 6-3** - In the callout for coastal access point #27, I believe "from" should be replaced with "of"

### Chapter 7

1. **Figure 7-1** - Should this figure be updated to show the stormwater facilities including the new equalization basin on Crespi?
2. **CO-I-17** - There should be a space between "vehicle" and "equipment" in the italic text
3. **Figure 7-2** - The asterisk is missing next to the wetlands hatch in the legend
4. **Figure 7-3** - The hatch colors for Potential ESHA and Wildlife Movement Corridor are far too similar. It's really difficult to visually see a difference. Can this be revised?
5. **Logging pg 341** - I believe the first point needs "approval" added to the end of the statement
6. **Native American Cultural Resources pg 351** - "the" is misspelled in the following statement: "...and the San Pedro mission outpost or asistencia San Pedro y San Pablo of *hte* Mission San Francisco..."
7. **Table 7-5** - "clubhouse" is missing from the Sharp Park Golf Course & Clubhouse listed under Local Landmarks

## Chapter 8

1. **Seismic Hazards pg 359** - "confirm" accidentally has a "-" in the middle of the word
2. **Reference to Figure 8-3 on pg 362** - The reference says "Figure 8-3a", but the figure itself is titled "Figure 8-3"
3. **Coastal Resilience pg 376** - "public recreation areas" is listed twice in the types of development in coastal sub-areas
4. **SA-I-42** - the word "will" should be replaced with "with"
5. Northwest Sharp Park Subarea policy title should not be bold to be consistent with the other subarea policy headers (pg 381)
6. **Building Signage Standards and Regulations pg 395** - the first mention of MJ-LHMP should be fully spelled out versus doing this later in the chapter
7. **Emergency Response pg 399** - there are two "two"s in the first paragraph :)

## Chapter 10

1. **Zoning Regulations pg 420** - To be consistent with the Land Use densities, I believe the last sentence on this page should clarify "not less than one" for the density rounding
2. **Consistency between the General Plan and the Zoning Ordinance** - The abbreviations for the new districts should be updated to what is used in the Land Use Chapter for consistency :)
  - RTOS -> TOSR
  - RVLDR -> VLDR
  - VSC -> VC
  - VSCS-LI -> LIVC
3. **Subdivision Regulations pg 421** - Regarding dedication of land for schools, should "elementary" be changed to "public"? I don't recall anything in the General Plan that narrows this to only be elementary schools.

**Lauren Berman, PE**

Planning Commissioner

City of Pacifica

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