



## 2. LAND USE AND DEVELOPMENT

This chapter documents the existing land use and regulatory context of the Planning Area. It reviews the existing land use patterns, major development projects in the Planning Area and vicinity, opportunity areas for development, and plans and regulations that relate to the Sharp Park Specific Plan.

## 2.1 Demographics

Approximately 1,890 people live in the Planning Area, representing around 5 percent of Pacifica's population.<sup>1</sup> Population growth has remained flat since 2000. Planning Area residents are generally younger than the city as a whole: 43.9 percent of people are between the ages of 18 and 44, compared to 33.8 percent of the city's population. The Planning Area's racial and ethnic makeup is slightly more homogenous, with 79.1 percent of residents identifying as White only, compared to the city's 63.6 percent. Planning Area residents are also nearly twice as likely to live alone than Pacificans (20.1 percent vs. 10.5 percent, respectively).<sup>2</sup> Other statistics related to income and housing can be found in the accompanying Sharp Park Specific Plan Market Study.

## 2.2 Existing Land Use

There are approximately 104 acres in the Planning Area. Of that, streets and rights-of-way consist of approximately 35.9 acres (35 percent), leaving a total of approximately 68 acres of developable land. This section describes how land is currently used. Table 2-1 shows the breakdown of acreage and Figure 2-1 provides a map of existing land uses within the Planning Area.

### RESIDENTIAL

Residential land use accounts for around 44 acres, or approximately 66 percent, of the developable land in the Planning Area. Single-family residential makes up about 48 percent of the total developable land while multi-family and duplex residential makes up the other 52 percent. There are a few areas of multi-family concentration, including east of Highway 1 above the Eureka Square Shopping Center, along the northern edge at Paloma and Palmetto Avenues, and the southern tip of the Planning Area past Clarendon Road.

### COMMERCIAL

Commercial land use accounts for around four acres, or about six percent of the Planning Area. There are around seven restaurants, five cafes, and two bars within the Planning Area, with a majority being located in between San Jose and Carmel Avenues and fronting along either Palmetto Avenue or Francisco Boulevard. Other commercial uses include Recology of the Coast on Palmetto Avenue, Simon's Auto Werks on Francisco Boulevard, and Oceana Market in Eureka Square.

### MIXED USE

Land that has a mixture of either commercial or residential uses accounts for about 9.6 acres, or 14 percent of the Planning Area. The largest mixed-use parcel is the six-acre Eureka Square Shopping Center located on the eastern side of the Planning Area, consisting of retail and offices. Mixed-use parcels are located mostly along Palmetto Avenue, with a few along Francisco Boulevard and at the

<sup>1</sup> ESRI, 2019

<sup>2</sup>American Community Survey, 2013-2017. Data for tract 6030, block groups 3 and 4.

corner of Paloma Avenue and Oceana Boulevard. Even though many parcels are zoned for mixed-use, only one mixed-use project has been built over the last five years.

### **PUBLIC AND COMMUNITY FACILITIES**

Public and community facilities land uses account for 6.7 acres, or around 10 percent of the Planning Area. These land uses include a variety of public/quasi-public facilities, including Pacifica City Hall, the decommissioned wastewater treatment plant, the Sharp Park Library, the Little Brown Church/Pacifica Coastside Museum, parks and open space, and churches. Two major schools, Oceana High School and the Ingrid B. Lacy Middle School, are both located just outside of the Planning Area to the north and attract families attending swim meets and other school sporting events to the Planning Area. The 410-acre Sharp Park Golf Course, owned by the City and County of San Francisco, borders the Planning Area to the south. Although the small Palmetto Park is the only public park space within the Planning Area, Pacifica Pier and Beach Park are close by.

### **VACANT**

Vacant land, defined as land that does not currently have any development built on it, account for 2.4 acres, or 3.6 percent of the Planning Area. Vacant parcels can be found scattered throughout the Planning Area, with a few of the larger parcels located along Palmetto Avenue. There are currently 19 vacant parcels with an average size of 0.12 acres per parcel. The legacy of the Salada Beach and Brighton Beach subdivisions from 1907 and 1908, respectively, is that many of the vacant lots within the Planning Area are narrow lots with small lot area.

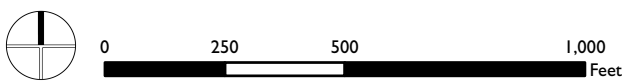
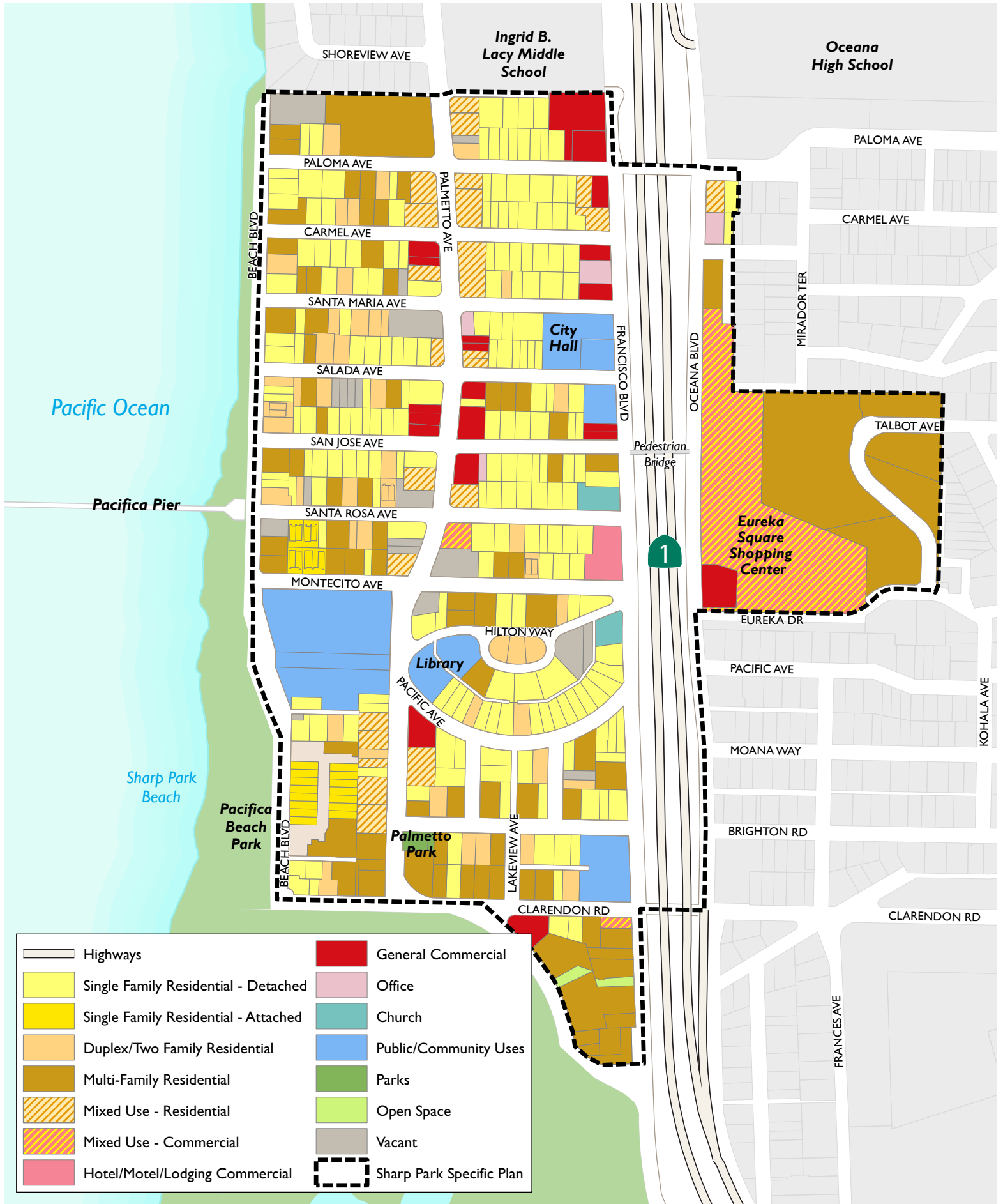
**Table 2-1: Summary of Existing Land Uses**

<i>Existing Land Use Category</i>	<i>Acres</i>	<i>Percentage</i>
<b>Residential</b>	<b>44.1</b>	<b>65.2%</b>
Single Family Residential - Detached	19.8	29.3%
Single Family Residential - Attached	1.3	1.9%
Duplex/Two Family Residential	4.6	6.8%
Multi-Family Residential	18.4	27.2%
<b>Mixed Use</b>	<b>9.6</b>	<b>14.2%</b>
Mixed Use – Residential (Office/Retail and Residential uses)	3.6	5.3%
Mixed Use – Commercial (Office and Retail uses)	6.0	8.9%
<b>Commercial</b>	<b>4.1</b>	<b>6.1%</b>
Hotel/Motel/Lodging Commercial	0.4	0.6%
Commercial	3.2	4.7%
Office	0.5	0.7%
<b>Public and Community Facilities</b>	<b>6.7</b>	<b>9.9%</b>
Church	0.4	0.6%
Public/Community Uses	6.0	8.9%
Parks and Open Space	0.3	0.4%
<b>Vacant</b>	<b>2.4</b>	<b>3.6%</b>
<b>Total:</b>	<b>67.6</b>	<b>100%</b>

Note: Numbers do not add due to rounding.

Source: City of Pacifica, 2019; Dyett & Bhatia, 2019.

**Figure 2-1: Existing Land Use**



### 2.3 Pipeline and Recent Development

As of August 2019, there are ten active planning applications and two active planning projects within the Planning Area. Of these twelve projects, a total of 23 housing units are proposed, most of which are multi-family residential. The location and description of all current developments with the Planning Area are listed in Table 2-2 and illustrated in Figure 2-2. The two active planning projects, which include the Pacifica Library Modernization Project and the Beach Boulevard Hotel Project, could have major impacts on the Planning Area and are described below.

The Pacifica Library Modernization Project seeks to rebuild and transform the current library facility, which was built in the 1960s, into a 7-day full-service library with additional community-serving gathering spaces and facilities. The Project could greatly enhance the quality of life of residents living within the Planning Area by increasing access to community space and library resources as well as becoming an attraction for other residents of Pacifica to visit Sharp Park.

The other active planning project, the Beach Boulevard Hotel Project, is adjacent to the current City Council Chambers and was the previous location of the city's wastewater treatment facility. The City of Pacifica released a request for proposal (RFP) for a developer to build a hotel and conference center in 2018 but withdrew developer solicitation in early 2019 due to limited responses. The goal of this project is to enhance the City's economic base, strengthen the tourist industry for Pacifica, and anchor Palmetto Avenue as the historic main street. As of October 2019, the site remains vacant.

In terms of recent development, few commercial properties have been built in the last five years. However, a few residential and mixed-use buildings have been constructed, including a commercial and three unit residential mixed-use building at 1670 Francisco Boulevard; two duplexes at 10, 16, 20, and 26 Santa Rosa Avenue; and a duplex and three townhomes at 15 and 29 Montecito Avenue for a total of 12 new multifamily dwelling units. Other improvements to the Planning Area include a new Highway 1 pedestrian overcrossing at San Jose Avenue and a new single-family residential dwelling at 106 Bella Vista Avenue.



The Sharp Park Library will transform into a 7-day full-service library. The Sanchez Library branch will become a "Open Access" library with 7-day access to a browsing collection, materials, and a community center.



The Beach Boulevard Hotel Project is envisioned to anchor Palmetto Avenue 'Main Street', strengthen Pacifica's visitor serving economy, and bring additional tax revenue to the City.

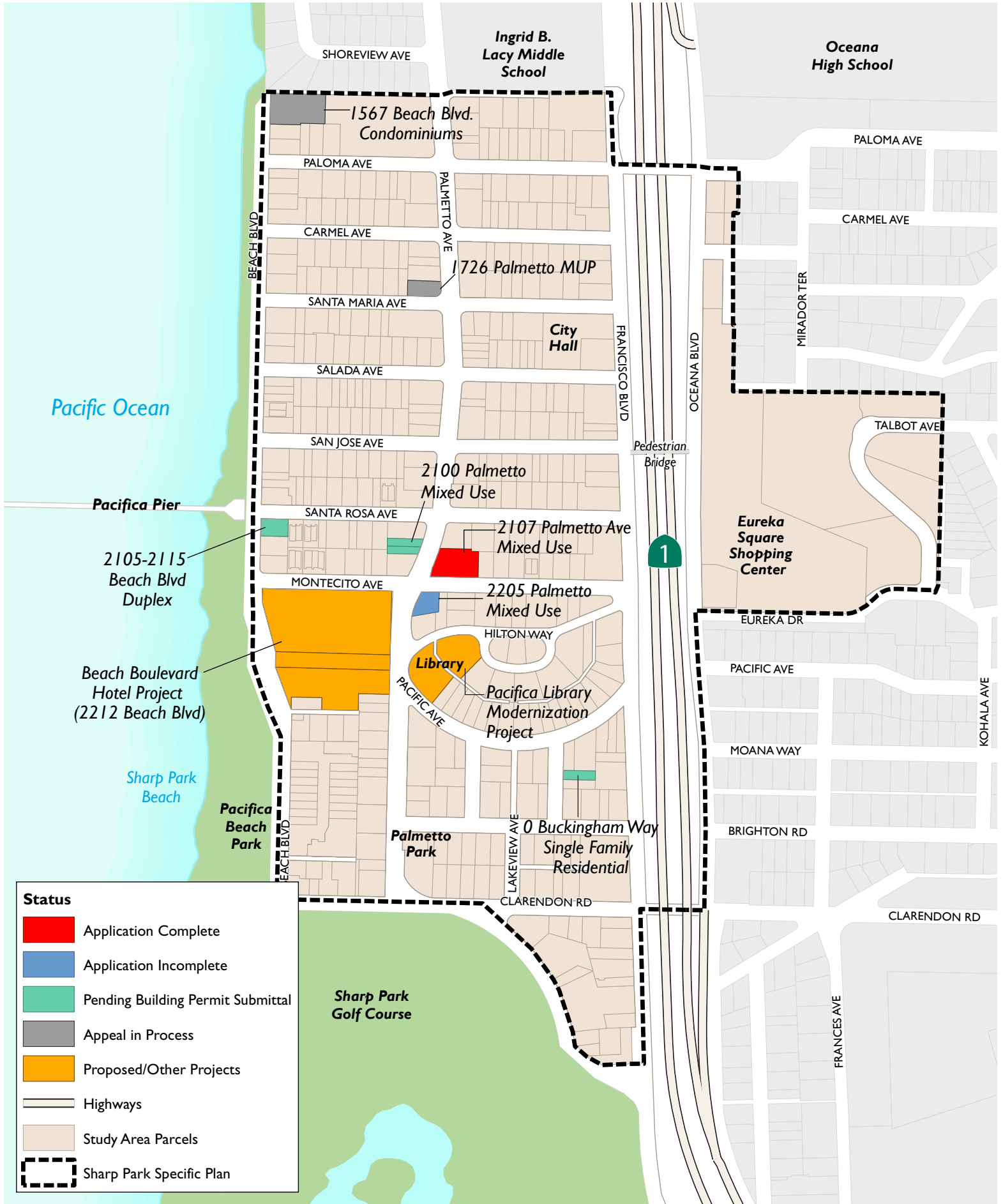
<b>Within Planning Area</b>				
<b>Project Name</b>	<b>Type</b>	<b>Address</b>	<b>Status</b>	<b>Description</b>
				area, residential 7,000 s.f., commercial 3,200 s.f.
Single-family residence on non-conforming lot	Single-Family Residential	Lot 37, Block 1, Revised Salada Beach Subdivision (Salada Avenue, Sharp Park)	Approved	Construct a two-story single-family residence with 1,122 s.f. floor area on a non-conforming lot
Condominiums	Residential	1567 Beach Blvd.	Appeal in progress at Coastal Commission	7 new condominium units in one new three unit and one new four unit building on 0.45 acre vacant lot.
2100 Palmetto Mixed Use	Mixed use	(near) 2100 Palmetto Avenue	Pending Building Permit Submittal	Construct a mixed use building with ground floor retail and three condominium units on a 0.13 acre lot.
Construct Duplex	Duplex	2105-2115 Beach Blvd.	Pending Building Permit Submittal	Construct duplex of condos on a 0.10 acre vacant lot.
0 Buckingham Way SFR	Residential	0 Buckingham Way	Pending Building Permit Submittal	New single-family residence on vacant parcel
1726 Palmetto MUP	Commercial	1726 Palmetto Ave.	Appeal in progress at City Council	Establish Cannabis Retail Operation
2205 Palmetto	Mixed use	2205 Palmetto Ave.	Application Incomplete	New mixed use building with restaurant space on ground floor and two units above on a 0.09 acre lot.
<b>Proposed/ Other Projects</b>				
<b>Project Name</b>	<b>Type</b>	<b>Address</b>	<b>Status</b>	<b>Description</b>
Pacifica Library Modernization Project	Public	104 Hilton Way	N/A	A new, larger 25,000 square foot building would serve as the main library and remain a full-service branch.
Beach Boulevard Hotel Project	Public/RFQ	2212 Beach Boulevard	RFQ withdrawn as of 11/21/2018.	The City of Pacifica released a Request for Qualifications (RFQ) for a hotel/ conference center development opportunity on a 3-acre parcel of City-owned property.

Source: City of Pacifica 8/28/2019

[https://www.cityofpacificac.org/depts/planning/active\\_planning\\_applications\\_list.asp](https://www.cityofpacificac.org/depts/planning/active_planning_applications_list.asp)

[https://www.cityofpacificac.org/government/current\\_projects/default.asp](https://www.cityofpacificac.org/government/current_projects/default.asp)

**Figure 2-2: Approved and Proposed Projects**



Status	
<span style="color: red;">■</span>	Application Complete
<span style="color: blue;">■</span>	Application Incomplete
<span style="color: green;">■</span>	Pending Building Permit Submittal
<span style="color: grey;">■</span>	Appeal in Process
<span style="color: orange;">■</span>	Proposed/Other Projects
	Highways
	Study Area Parcels
	Sharp Park Specific Plan





## 2.4 Opportunity Areas

Opportunity sites are those that may have potential for land use changes over the long term. Sites in the Planning Area that are vacant, have a low assessed value (AV) ratio, or City-owned with reuse possibilities are shown in Figure 2-3, totaling almost 11 acres. The County Assessor's data was used to identify parcels with a low AV ratio, defined as the ratio of the value of existing permanent improvements (i.e., buildings) to the value of the land. When the monetary value of the land is worth substantially more than the monetary value of the structure on it (parcels with AV ratios of less than 1.0), a property owner may have incentive to redevelop the parcel at their discretion.

Several parcels along Palmetto Avenue could be considered opportunity sites. Though many of these parcels are vacant or have higher redevelopment potential, they are privately owned. Actual redevelopment would depend on owner interest and timing. Large parcels owned by the City or the County could be used as catalyst development sites, like the Beach Boulevard Hotel Project or the North Coast County Water District fill station, although in case of the Beach Boulevard project, finding the right developer has been a challenge. Eureka Square Shopping Center, located on the eastern side of the Planning Area across Highway 1, is called out in the 2014 Draft General Plan as an area of potential change as well.

## 2.5 Population, Housing, and Economic Trends

Over the next 20 years, population growth in Pacifica is projected to increase from 39,500 in 2020 to 41,800 in 2040, an annual growth rate of 0.3 percent.<sup>3</sup> While population rates have remained stable, the household median income in Pacifica as a whole has grown over the past seven years, with median household rising approximately 18.5 percent between 2010 and 2017. The median household income for the Specific Plan area is \$104,000 which is slightly less than Pacifica as a whole (\$107,000) and San Mateo County (\$106,000.)

Approximately 31 percent of Pacifica households are spending more than 30 percent of household income on housing costs. Cost burden affects renters more than owners: 29 percent of owners and 36 percent of renters are spending more than 30% of incomes on housing. One hundred percent of renter households earning between \$20,000 and \$50,000 per year are cost-burdened.

The Planning Area consists of approximately 535 multifamily and 389 single family units for a total of 924 total housing units, about six percent of the housing units in Pacifica. Compared to the city as a whole, the Planning Area has a higher percentage of multifamily units. While Pacifica's housing stock is made up of 22 percent multifamily and 78 percent single family units, the Planning Area has a greater percentage of multifamily units, with 58 percent of the units as multifamily and 42 percent as single family. Ninety eight percent of the housing units in the Planning Area were built prior to 2000, the majority of which (79 percent) were constructed between 1960 and 1979.

Approximately 70 percent of occupied households within the Planning Area are renters, nearly double to the rate of renter occupied units in Pacifica as a whole (32 percent). Average rents have been rising since 2010 and have increased from \$1,600 in 2010 to \$2,300 in 2019. Vacancy rates have decreased over the last seven years as well, from around 5.3 percent in 2010 to 2.5 percent in 2019. The slow

<sup>3</sup> Census LEHD OnTheMap; American Community Survey 5-year Estimates; Association of Bay Area Governments population growth projections

growth of residential inventory and steadily increasing rents, home values, and low vacancies suggest pent up demand for housing in the City, reflecting the high demand for housing in the San Mateo County region and Bay Area generally. More information on demographic and real estate market conditions in the Planning Area can be found in the Sharp Park Specific Plan Market Demand Study, an accompaniment to this Existing Conditions Report.

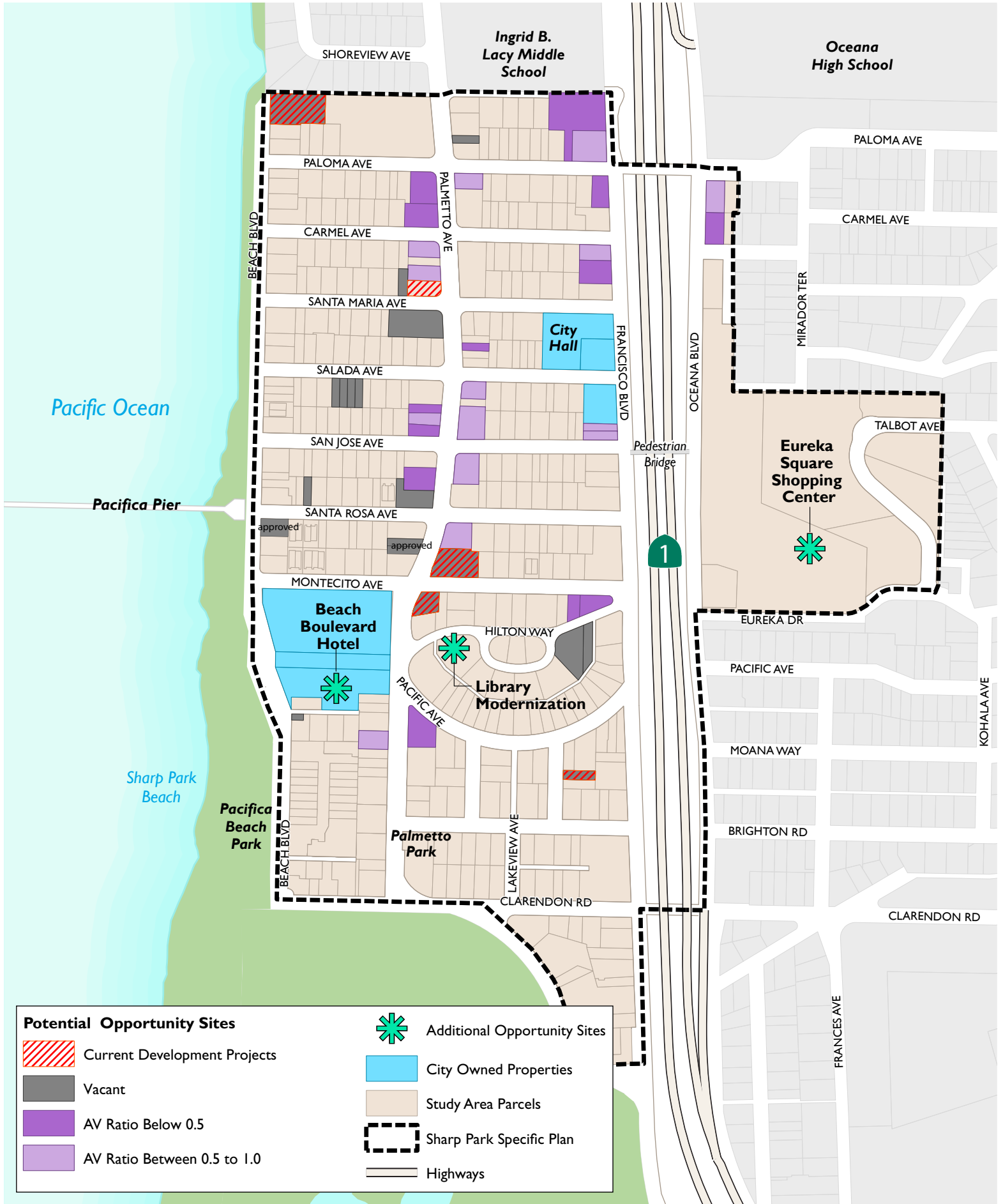
## **2.6 Homelessness, Vehicular Living, and Motor Home Parking**










The issues of homelessness, vehicular living, and motor home parking continue to be an ongoing tension between residents, businesses, and property owners in Pacifica, including within the Planning Area. The ongoing regional housing affordability crisis further complicates this issue.

According to the San Mateo County 2019 Homeless One Day Count (ODC), there were 116 unsheltered people currently living within Pacifica, including people who live in motor homes, in their cars, on the streets, or in tents/encampments, a slight increase from the prior count in 2017. A survey of 11 Pacifica motor home/vehicle dwellers noted that 9 of 11 considered Pacifica their hometown, having been born and raised in Pacifica or living in the area over a decade before losing their housing. The most commonly cited reason for motor home/vehicle living was the high cost of housing, followed by fire and a death in the family.

In spring 2019, City Council deferred a decision about revising parking ordinances related to motor homes until potential alternatives to address the vehicularly-housed are evaluated, such as a Safe Parking Program or other alternatives. Recognizing the magnitude of this challenge and the City's resource limitations, Council identified the need for a community-based task force of stakeholders to assess potential solutions, identify start-up and operating funding for recommended solutions, and to present recommendations to the Council and community. Task force meetings began in August 2019. On October 28<sup>th</sup>, Mayor Veterlaus requested that discussion of introducing a motor home parking ban ordinance be placed on an upcoming City Council agenda.

**Figure 2-3: Potential Opportunity Sites**



Potential Opportunity Sites	
	Current Development Projects
	Vacant
	AV Ratio Below 0.5
	AV Ratio Between 0.5 to 1.0
	Additional Opportunity Sites
	City Owned Properties
	Study Area Parcels
	Sharp Park Specific Plan
	Highways



## **2.7 Related Plans and Regulations**

Several existing plans and regulations establish development directives relevant to the Planning Area. The Pacifica General Plan 2040 and the Local Coastal Land Use Plan are in the process of being updated, and the new Bike and Pedestrian Master Plan is nearing completion. The Zoning Ordinance may need to be updated to reflect the General Plan if it is adopted in the future.

### **PACIFICA GENERAL PLAN**

Pacifica's current General Plan was adopted in 1980, with the Housing Element last updated in 2015. It contains the following plan elements: Land Use, Circulation, Scenic Highways, Historic Preservation, Community Facilities, Seismic Safety and Safety, Conservation, Noise, Open Space and Recreation, Community Design, and Housing. The General Plan was prepared in tandem with a Local Coastal Land Use Plan and incorporates the detailed requirements of the California Coastal Commission.

#### *2014 Draft Update*

Both the General Plan and Local Coastal Land Use Plan underwent a significant update in 2014; however, neither were adopted. The 2014 Draft General Plan includes six of the seven elements required by State law<sup>4</sup>: Land Use, Circulation, Open Space, Conservation, Safety, and Noise. It also includes two other optional elements that address local concerns: Economic Sustainability and Community Design. The 2014 Draft General Plan included policies to transform West Sharp Park into the City's civic and cultural core, with higher-intensity mixed-use buildings along the Highway 1 and Palmetto Avenue corridors, including at the Eureka Square site. Policies in the 2014 Draft General Plan supported a vision of Palmetto Avenue as a pedestrian-oriented main street with retail, restaurants, and services as well as multi-family housing and mixed-use development to foster a character that will attract residents and tourists. Policies for Francisco Boulevard would create a core of high-intensity and civic uses to support retail and restaurants along Palmetto Avenue by bringing more residents and workers and enhancing visibility from Highway 1.

#### *Housing Element (2015)*

Pacifica's Housing Element contains goals and policies for housing and action programs which detail the steps the City can take to respond to the community's evolving housing needs. An important aspect of the Housing Element is its identification of sites for housing development that are sufficient to accommodate the City's share of the regional housing need for the planning period, known as a regional housing need allocation (RHNA). The Housing Element identifies nine properties where residential development could occur within the Planning Area, based on land use designations from both the 1980 General Plan and the 2014 General Plan Update draft. Parcels identified in the Planning Area are listed in Table 2-3. In total, identified sites at 2014 Draft General Plan densities could accommodate 141 new units, with a majority at the old wastewater treatment facility at 2212 Beach Boulevard. If the wastewater treatment plant was developed solely as a hotel and commercial property without any residential units, this would reduce projections by 84 units, or 60 percent of the total units allocated in the Planning Area. Regardless of the type of development, the City will reassess inventory of land

<sup>4</sup> The seventh required element, the Housing Element, was separately adopted in 2015, as noted above, and is not part of the ongoing General Plan update.

suitable for residential development as part of the next RHNA cycle, which will be adopted in October 2020 and cover the planning period of October 2021 through October 2029.

**Table 2-3 Potential Housing Development Sites- City of Pacifica Housing Element 2015-2023.**

Location/Condition	APN	Draft General Plan Designation (2014)	Allowable Units (#)	Allowable Density
Palmetto Ave & Santa Maria Ave	016-032-310	Mixed Use Neighborhood	9	26 du/acre
Salada Ave b/t Beach Blvd & Palmetto Ave	016-050-050	Medium Density Residential	3	15 du/acre
Pacifica Thai Cuisine	016-060-110, 016-060-120	Mixed Use Center	7	50 du/acre
Seahorse Saloon	016-191-320	Mixed Use Neighborhood	5	26 du/acre
Montecito & Palmetto	016-192-320	Mixed Use Neighborhood	8	26 du/acre
2212 Beach Boulevard	016-204-020 016-204-999 016-294-620	Mixed Use Center	84	50 du/acre
Hilton & Francisco	016-211-180	Mixed Use Neighborhood	3	26 du/acre
7-Eleven Sharp Park	016-400-280	Mixed Use Neighborhood	6	26 du/acre
U.S. Bank	016-220-150	Mixed Use Center	16	50 du/acre

Source: City of Pacifica Housing Element: 2015-2023. Table III-2. Dyett & Bhatia 2019.

## GENERAL PLAN LAND USE DESIGNATIONS

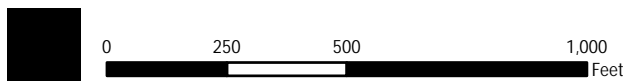
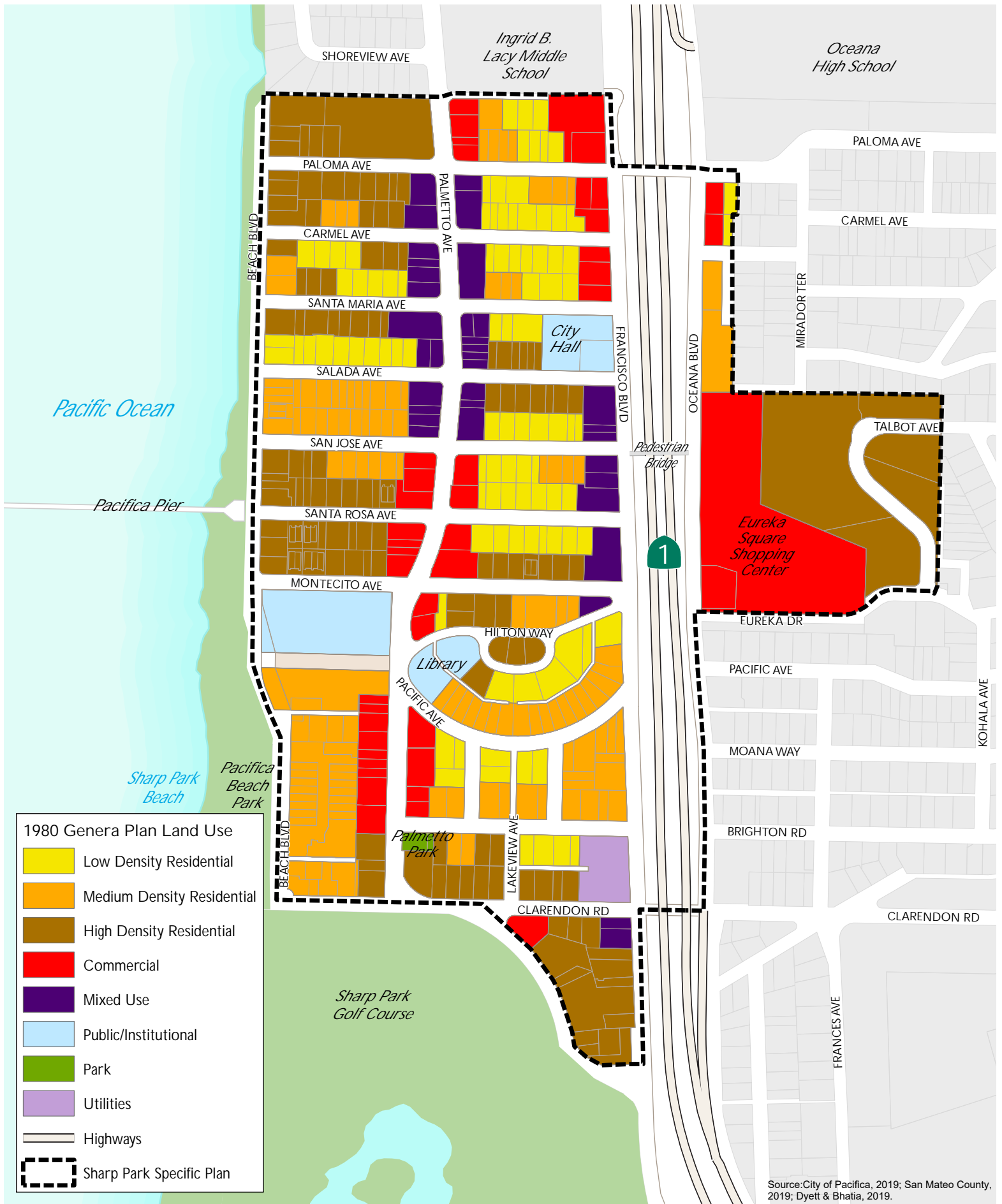
The existing General Plan land use map (Figure 2-4) shows the general land use pattern proposed by the 1980 General Plan to guide future development for the Planning Area. During the 2014 General Plan Update (Figure 2-5), the land use designations largely remained the same although properties along Palmetto Avenue that were once only Retail Commercial, were changed to Mixed Use Neighborhood. Other designation changes include the addition of Mixed Use Center, which were applied to Eureka Square Shopping Center, 2212 Beach Boulevard, and a few parcels along Francisco Boulevard. General Plan land use designations are meant to show the predominant, desired uses for each part of the City. The land use categories are summarized in Table 2-4. ‘

**Table 2-4 General Plan Land Use Definitions**

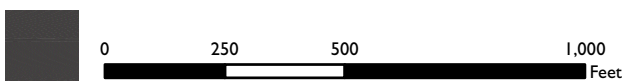
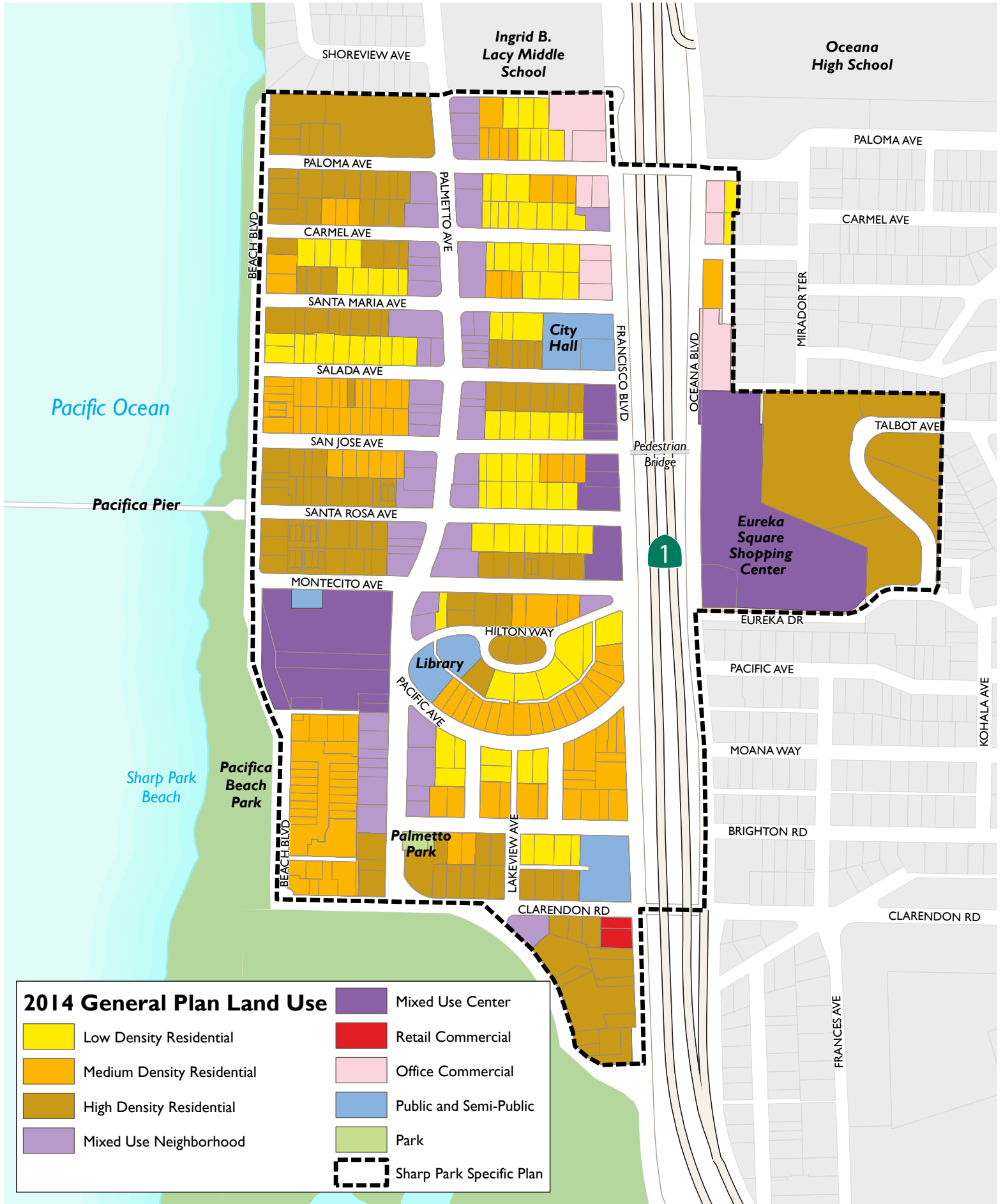
Land Use Designation	Description <sup>2</sup>
<b>Residential</b>	
Low Density Residential	Residential development averaging 3 to 9 units per acre.
Medium Density Residential	Residential development at an average of 10 to 15 units per acre.
High Density Residential	Residential development at an average of 16 to 21 units per acre.
<b>Commercial</b>	
Commercial	A variety of potential commercial uses, including visitor-serving commercial, retail commercial, office, heavy commercial and light industrial. The type of commercial use recommended for a site is stated in the Land Use Description.
<b>Mixed Use</b>	
Mixed Use <sup>1</sup>	A combination of residential and commercial uses, either arranged vertically within buildings or horizontally across sites.
<b>Public or Institutional</b>	
Public and Semi-Public	Public facilities, and public or private schools. In the case of public schools, the General Plan states that should the existing use be discontinued, the proposed use should be compatible with the adjacent neighborhood, and the existing play areas should be maintained as public recreation space.
Utilities	Water tanks, other public utilities.
<b>Parks and Open Space</b>	
Parks	Publicly owned areas, either now developed for recreation use or intended for future recreation development.
Notes:	
1. This category is not defined in the current General Plan, but is included in the General Plan map. 2 Land use descriptions may be summarized from the original.	

Source: City of Pacifica General Plan, Dyett & Bhatia, 2019.

Figure 2-4: 1980 GP Land Use Designations



**Figure 2-5: 2014 Draft GP Land Use Designations**





## PACIFICA ZONING ORDINANCE

Zoning is the primary tool governing land use and is meant to shape the form and character of development to reflect General Plan goals and other official policies. In Pacifica, typical zoning districts are augmented by overlay zones and an emphasis on planned development districts. Figure 2-6 Existing Zoning displays the zoning designations in effect for the Planning Area, which are described below.

### Residential Districts

#### *Single-Family and Two-Family Residential Districts*

The Single-Family Residential District, R-1, predominates in most of the City's established neighborhoods, and allows houses on lots as small as 5,000 square feet. The Two-Family Residential District, R-2, encourages the development of slightly more dense housing, in a format that blends easily with single-family neighborhoods. This zoning can be found in limited areas, mainly in the West Sharp Park and East Pacific Manor neighborhoods.

#### *Multi-Family Residential Districts*

Pacifica's multi-family residential districts vary only slightly. In each one, duplexes and multi-family dwellings are permitted, while single-family houses are allowed as a conditional use. The density of multi-family housing in Pacifica is governed by limitations to lot area per unit and lot coverage, landscaping and parking requirements, and height (35 feet, throughout the City in all zones.) Multi-family residential zoning covers a significant area between the ocean bluff and Highway 1 at the north end of the City, sections of West Sharp Park, and in other pockets of the City.

### Commercial and Industrial Districts

#### *Neighborhood and Community Commercial Districts*

The Neighborhood Commercial District, C-1, provides for local- and visitor-serving retail uses, along with personal services, offices and galleries, with more commercial types and upper-floor housing units as conditional uses. It covers most of Pacifica's commercial areas and shopping centers, including along Palmetto in West Sharp Park and Eureka Plaza.

The Community Commercial District, C-2, permits a broader range of commercial uses including offices, restaurants and bars, and furniture sales, with such uses as auto sales and service permitted conditionally. Only four parcels located in the Planning Area have the C-2 designation.

### Overlay Districts

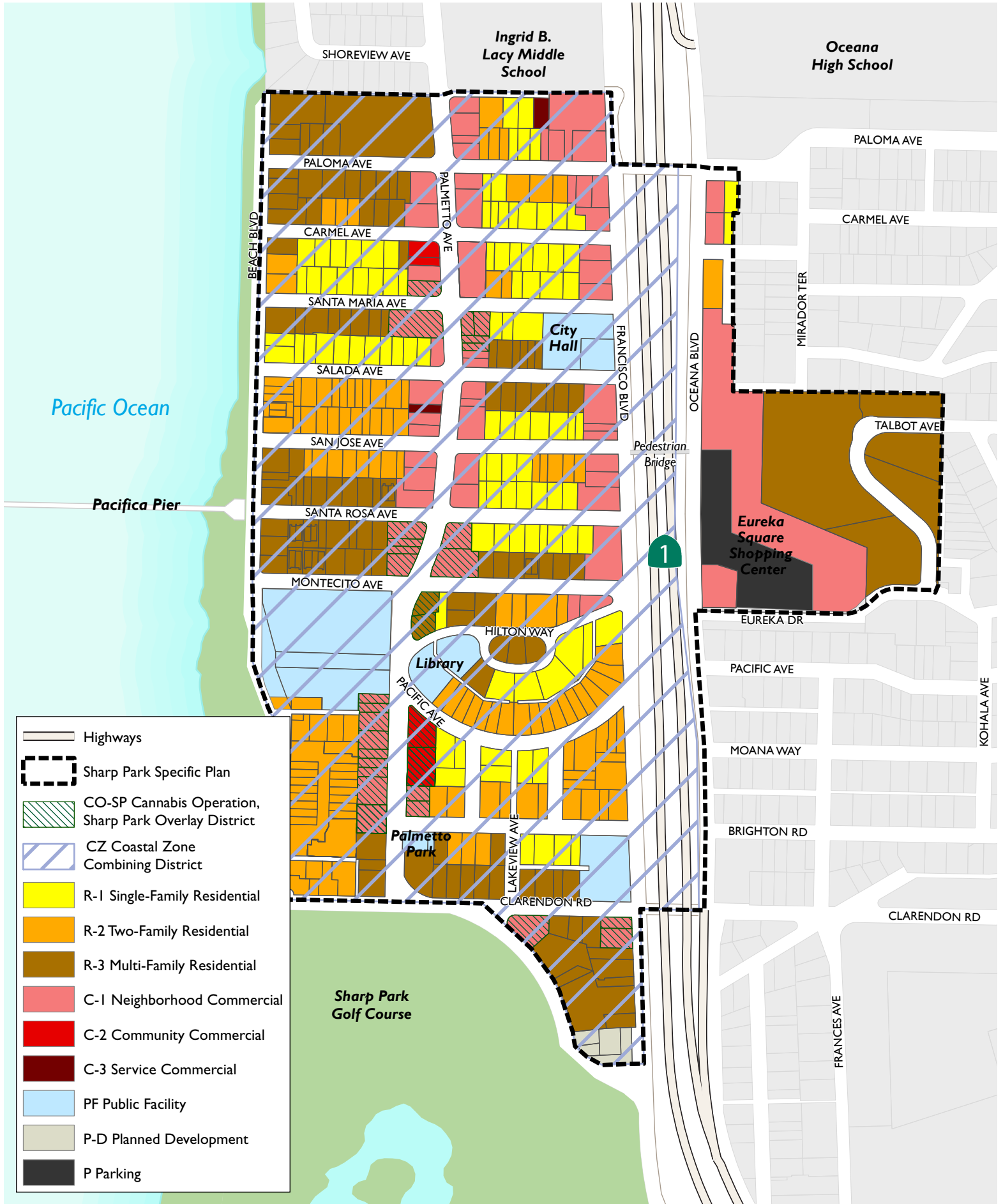
#### *Cannabis Operation, Sharp Park Overlay District (CO-SP)*














This overlay district seeks to control the location and number of cannabis retail businesses. Zoning allows for a maximum of three cannabis retail operations in the CO-SP overlay within Sharp Park. Two cannabis retail operations are permitted and operating currently, while a third has been approved but is pending an appeal to City Council. All three are located on Palmetto Avenue. See Figure 2-6 for current zoning designations.

### *Coastal Zone Combining District (CZ)*

The City's Coastal Zone Combining District (CZ) ensures consistency with goals and policies of the California Coastal Act. These include the protection and enhancement of the coastal environment, the provision of public access to the shoreline and recreational opportunities, 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 Local Coastal Program, which is generally the area west of Highway 1. Most of the Planning Area is within the Coastal Zone, with the exception of the Eureka Square Shopping Center, Oceana Boulevard, and the multifamily buildings along Talbot Avenue. Any development proposal in the Coastal Zone, with certain exceptions, requires a Coastal Development Permit. The requirements of this permit vary according to the characteristics of the site.

**Figure 2-6: Current Zoning**



-  Highways
-  Sharp Park Specific Plan
-  CO-SP Cannabis Operation, Sharp Park Overlay District
-  CZ Coastal Zone Combining District
-  R-1 Single-Family Residential
-  R-2 Two-Family Residential
-  R-3 Multi-Family Residential
-  C-1 Neighborhood Commercial
-  C-2 Community Commercial
-  C-3 Service Commercial
-  PF Public Facility
-  P-D Planned Development
-  P Parking



## LOCAL COASTAL PROGRAM

The 2014 draft General Plan was prepared in tandem with a draft Local Coastal Land Use Plan (LCLUP) and incorporates the detailed requirements of the California Coastal Commission. All of Pacifica west of and including State Route 1 is part of the Coastal Zone, and subject to the regulatory requirements of the California Coastal Act of 1976. A small area east of State Route 1 in central Pacifica, known as Sheldance Nursery, is also located within the Coastal Zone. The Coastal Act sets forth guiding policies for the California Coastal Commission and local governments to follow when establishing land use and development regulations for the coast.

### Coastal Act Policies

The Coastal Act's coastal resources planning and management policies cover six areas: public access, recreation, the marine environment, land resources, development, and industry. The policies articulate requirements for public access and for protection of marine resources and environmentally sensitive habitat areas. They lay out priorities for concentrating development in urbanized areas, preserving agriculture and open space, protecting fishing and coastal-dependent industry, promoting recreational use of the coast, and giving priority to visitor-serving commercial uses over general commercial or residential development.

### Local Coastal Program

A Local Coastal Program, or LCP, consists of a land use plan and implementing programs such as zoning and subdivision ordinances. They must be prepared by every jurisdiction that is wholly or partly within the Coastal Zone. Programs must account for land use issues that are local in scope, as well as coastal resource issues that have regional or statewide relevance. The Local Coastal Land Use Plan—the plan component—must address public access, to ensure that development of coastal access and support facilities by various public agencies and private actors is coordinated. After adoption by the local governing body (in Pacifica's case, City Council) the LCP is submitted to the Coastal Commission for review for consistency with the Coastal Act policies discussed above. In Pacifica, the existing Local Coastal Land Use Plan is both a standalone document and a part of the General Plan.

Pacifica's LCLUP was completed in 1980 together with the General Plan. The LCLUP provides a detailed description, statement of land use, and coastal access policies for each coastal neighborhood. This part of the LCP is reproduced in the General Plan, mentioned above. The primary coastal issues in West Sharp Park per the 1980 LCP are listed below:

- 1.1 Protect and continue the low and moderate income housing which provides the unique character and social mix of the neighborhood;
- 1.2 The level of beach access and appropriate numbers of parking spaces effectively located to reduce the existing serious resident-visitor parking conflict. Key to this issue are creative solutions which do not result in wholesale paving or removal of existing homes;
- 1.3 Sufficient new commercial activities attractive to fishermen and other visitors to provide support for the area while continuing the essential neighborhood commercial activities which need to be close at hand in a lower income area; and

1.4 The future of the area as a government operations center.

The LCLUP is being updated in tandem with the General Plan Update. A draft of the updated LCLUP was approved by the City Council for forwarding to Coastal Commission for its review in October 2019. The City staff is currently consulting with Coastal Commission staff on the Consultation Draft of the LCLUP. The Consultation Draft will then undergo a public review and comment period, after which staff will consider responses to public and Coastal Commission staff comments before adoption hearings in early-2020.

### **BIKE AND PEDESTRIAN MASTER PLAN**

The 2000 Pacifica Bicycle Plan proposes improvements to the City's primary north-south route, including upgrades from Class III to Class II facilities along segments of Palmetto Avenue, Francisco Boulevard, and Highway 1. As of 2018, Class II bike lanes have been completed on the southern portion of Palmetto Avenue in the West Sharp Park neighborhood. Additional information about bike and pedestrian ways can be found in Chapter 4: Access and Connectivity.

A new comprehensive Bicycle and Pedestrian Master Plan for the City of Pacifica is currently in development and expected to be completed in 2019. This plan will update existing plans and identify needs and opportunities to improve walking and bicycling on city streets as well as trail and beach access. Some preliminary draft recommendations for future bike and pedestrian enhancement include better connections on Paloma Avenue to Oceana High School, bike connections down Oceana Boulevard, bike and pedestrian enhancements along Clarendon Road, and improved coastal access along the Coastal Trail and Beach Boulevard.

### **GROWTH MANAGEMENT ORDINANCE**

In January 1982, voters approved Ordinance No. 322-C.S. which established residential growth control through 1992. Since then, the ordinance has been renewed in five-year increments. Now called the Growth Management Ordinance, it was most recently renewed in 2017 and will be up for renewal in 2022. One of the purposes of the Growth Management Ordinance is to ensure that the rate of development does not outpace the City's ability to provide public services and infrastructure.

As of July 2019, there were more than 1,700 accrued residential development allocations (RDAs) under the "banking" procedures of the Growth Management Ordinance. Availability of RDAs is not expected to affect the ability to develop additional housing units in the Planning Area. Moreover, Section 9-5.04 of the Pacifica Municipal Code outlines several exemptions from the requirement for issuance of an RDA. These include, but are not limited to, affordable housing, senior/disabled housing, accessory dwelling units (ADUs), and mixed-use housing.

## **2.8 Planning Issues and Implications**

- The Planning Area’s unique mix of cultural resources, government facilities, retail, services, and recreational amenities imbue it with potential to become a cohesive cultural and civic destination for Pacifica. The Specific Plan can provide an opportunity to unify and enhance the area as a destination by adding other visitor-serving amenities like themed shops, high-quality restaurants, and more civic gathering places.
- Lack of affordable housing is an important contributing factor to homelessness and vehicular living in Pacifica, which creates tension with neighbors, businesses, and property owners. Incorporating land use policies that encourage affordable housing can help provide a pathway to permanent stable housing.
- As an area capable of supporting higher intensity residential and mixed-use development, the Planning Area plays an important role in helping the city address the housing affordability crisis. New development opportunities include residential or mixed-use infill on vacant or opportunity sites and redevelopment of large publicly owned parcels. However, small or substandard lots typical of the Planning Area make larger projects economically more challenging due to the difficulty of parcel consolidation. Policies which support parcel consolidation and reconsideration of height limits in certain areas may be required to encourage desired development.
- The 1980 General Plan does not include standards for mixed use development. Understanding the right mix of profitable commercial and services in mixed use development will be necessary to explore in Specific Plan policies. A Market Demand Study has been conducted as part of the Specific Plan process and will be one of the tools used during the Alternatives phase to evaluate the community’s demand for non-residential space.