

CALIFORNIA COASTAL COMMISSION

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November 26, 2014

Lee Diaz, Acting Planning Director
City of Pacifica, City Hall
170 Santa Maria Avenue
Pacifica CA 94044

RE: Commission Staff Draft Suggested Modifications to the City of Pacifica Local Coastal (LCP) Implementation Plan (IP) Amendment No. LCP-2-PAC-14-0173-1

Dear Mr. Diaz:

Please find enclosed the Commission's staff's suggested modifications to the City's submitted Local Coastal Program (LCP) amendment no. LCP-2-PAC-14-0173-1. This LCP amendment proposes to amend the Land Use Plan (LUP) by changing the land use designation of the 3.5 acre Beach Boulevard site in Pacifica from Public Facilities (P-F) to Mixed Use and amend the Implementation Plan (IP) by rezoning the site from Public Facilities (P-F) to Planned Development (P-D) in order to facilitate redevelopment of the site. The proposed redevelopment project associated with this LCP amendment is comprised of mixed uses which include a new library, a boutique hotel, a restaurant, housing, and public parking. The proposed project involves the demolition of existing buildings, grading, and construction of new buildings, streets and landscaping.

Commission Staff has previously sent comment letters noting that the LCP amendment submittal was incomplete and laying out concerns with this potential redevelopment project that needed to be addressed by the City's amendment submittal (December 3, 2012 letter, July 15, 2013 letter and April 1, 2014 letter), including but not limited to: 1) the amount of public benefit provided by the proposed development; 2) the visual impacts of the proposed development on the character of the surrounding area, including the proposed development's height, scale and massing; 3) the lack of analysis of reduced project alternatives in the Environmental Impact Report (EIR); 4) the potential coastal and geotechnical hazards that pose a threat to the proposed development given its location adjacent to the ocean; 5) potential water quality impacts given the proposed project's location just inland of Beach Boulevard, and; 6) that the proposed development should prioritize low-cost visitor-serving, recreational uses and public access.

After meetings between the City and Commission staff regarding this incomplete LCP amendment, the City expressed a desire to have Commission staff craft suggested modifications to the submitted City amendment package. Towards this end, Commission staff has crafted the

enclosed suggested modifications in order to address the outstanding concerns of potential project impacts to coastal resources and conformance with the Coastal Act.

These suggested modifications are in draft form and are meant to be a starting point in discussions with the City regarding this LCP amendment submittal. Once the City has had a chance to review these modifications, we are available to meet with you and discuss appropriate next steps towards finalizing and processing the City's desired LCP amendment.

Thank you for your cooperation in working with Commission staff in order to process this LCP amendment. Please do not hesitate to contact me if you have any questions.

Sincerely,

A handwritten signature in cursive script, appearing to read "Stephanie Rexing".

Stephanie Rexing, Coastal Program Analyst

Enclosures

Cc: Dan Carl, CCC, Deputy Director, North Central
Nancy Cave, CCC, District Manager, North Central

**Commission Staff Draft Suggested Modifications to the City of Pacifica Local Coastal
(LCP) Implementation Plan (IP) Amendment No. LCP -2-PAC-14-0173-1**

November 26, 2014

Suggested Modification to the West Sharp Park Land Use Plan (LUP) Map and the Implementation Plan (IP) Map. Modify the LUP and IP maps to call out the property at 2212 Beach Boulevard in an area bounded by Beach Boulevard, Montecito Avenue, Palmetto Avenue, and Birch Lane as the “Beach Boulevard Redevelopment Site.”

Suggested Modification to LCP “West Sharp Park” Section. Add the following LCP text to the end of the LUP section entitled “South Side of Montecito, South to Sharp Park Municipal Golf Course” within the “West Sharp Park” section beginning on page C-37 of the LUP:

Requirements for the Beach Boulevard Redevelopment Site

The “Beach Boulevard Redevelopment Site” refers to the 3.5 acre property located at 2212 Beach Boulevard, and as shown on the “West Sharp Park” LUP map. Prior to redevelopment under these policies, the site contained four buildings that formerly housed the Sharp Park Wastewater Treatment Plant and also served as City Council Chambers. The City identified the site for redevelopment in 2012.

In addition to all other applicable LCP policies, all development on the Beach Boulevard Redevelopment Site shall be subject to the following:

Objective. All development at the site shall provide and promote a mix of uses and development that is primarily focused towards enhancing visitor uses in the area, including through provision of visitor-serving commercial and public recreational uses and facilities. Secondary uses and development shall focus on providing essential public services (e.g., library and meeting space), and tertiary uses and development shall focus on providing for affordable housing that is subservient to the primary and secondary objectives.

Special Emphasis. All development at the site shall ensure that visitors to the site, as well as to the area surrounding the Pacifica Municipal Pier, are provided with easily accessible, visitor-serving commercial and public recreational access services. Special emphasis for any development on this site shall be placed on enhancing opportunities for the public to enjoy the coast (e.g., through beachfront restaurants, shops providing beach and shoreline amenities (e.g., beach equipment rentals, fishing equipment, etc.), by including improved streets and sidewalks, etc.). The site shall provide for a central plaza and new street and pedestrian connections to increase connectivity between inland streets and the shoreline, including to the oceanfront pedestrian promenade located on the west side of Beach Boulevard along the Pacific Ocean. Free public parking shall be provided using creative parking solutions to benefit the whole area, and such parking shall be distributed in a way to meet the demand for public access in this area.

Requirements. In addition to other applicable LCP policies, the Beach Boulevard Redevelopment Site shall be subject to the following requirements:

- a. **Priority Uses.** All development fronting Beach Boulevard and the ground floors of all development on the seaward half of the site (fronting Montecito Avenue, Birch Lane, and any central courtyards/ public walkways) shall be reserved for visitor-serving commercial and/or public recreational uses. All other ground floor development (except for the quarter of the site at the corner of Palmetto and Birch) shall be similarly reserved, and/or reserved for essential public service uses and facilities. Overall, the majority of the site shall be reserved for visitor-serving commercial, public recreational, and essential public service uses and facilities, with visitor-serving commercial and public recreational uses and facilities predominating.
- b. **Residential Uses.** Residential uses shall be sited consistent with the priority use siting requirements (see section a above), shall be affordable at low to moderate income levels, and shall be limited to a maximum residential density of 15 units per acre.
- c. **Height.** Height shall be limited to a maximum of 35 feet, except that a height of 45 feet shall be allowed for up to 25% of building elements so long as that increase in allowed height is needed in order to maintain view corridors, create architectural interest and/or provide adequate clustered housing without impacting public views. Increased heights shall be concentrated and centralized on the interior of the site, and set back from all streets and public walkways.
- d. **Views.** All development shall be sited and designed to protect and enhance public views as much as possible. Priority shall be given to siting and design that avoids public view blockage, and that provides careful placement of landscaping to improve public views. All materials shall be natural and unobtrusive, all lighting shall be limited as much as possible to avoid unnecessary glare and nighttime view impacts, and all utilities shall be installed underground. Each proposed development shall be accompanied by a visual assessment in order to assure the protection and enhancement of all public views, including from public roads, trails, and vista points.
- e. **Design.** All site design shall favor a coastal influence (consistent with LCP Policies listed on page C-106), addressing such concerns as compatible density and scale to the surrounding development; consistency in size, height and mass to surrounding development; creating smooth transitions between the beach, Beach Boulevard, and landward development; and factoring in surrounding architectural style, materials, signage, lighting and landscaping. All architectural, landscape and design elements shall be sited and designed to seamlessly blend into and complement the surrounding coastal environment and to be compatible with the existing surrounding built and natural environment.

- f. Coverage. Site coverage (i.e., areas covered with structures or hard surfaces) shall be limited to a maximum of 75% of the site. At least 25% of the site shall remain open or landscaped and shall be accessible to the public. All walkway and paved areas shall be constructed with permeable material. All runoff shall be filtered and treated prior to discharge from the site. Areas that generate a high amount of pollutants shall require Best Management Practices (BMPs) tailored to the specific pollutants (e.g., restaurant wash down plumbed to sanitary sewer).
- g. Public Access. Development shall be sited and designed to allow greater public access to and through the site, increase the number of low-cost visitor-serving accommodations and recreation facilities, and enhance public access to and along Pacifica's coastline through the provision of public plazas and new street and pedestrian connections. The project shall provide continuous public access path connectivity from Beach Boulevard to the shoreline along the perimeter of and through the project site, including connections to the Municipal Pier and the beach. All such paths shall be sited and designed to maximize their public utility and value (including for connectivity, views, etc.). A developed Beach Access Area as described in the "Coastal Access" section in the LCP's "West Sharp Park" requirements, including signage on the local road and at the access location, shall be installed at Beach Boulevard just south of the current site. This access shall be supported by adequate parking of at least 30 additional publicly available spaces (as laid out on page C-38 of the LCP in the "Coastal Access" section). Free public street parking supply shall be retained or increased.
- h. Public Access Management Plan. Site development shall require a public access management plan that clearly describes the manner in which general public access associated with the site is to be managed and provided, with the objective of maximizing public access to the public areas of the site (including all pathways, benches, and all other public amenities) and minimizing conflicts with residential uses. All development shall maintain and enhance free public parking for uses along the Pacifica coastline such as the Promenade, the Pacifica Beach and Pier, and for access to other coastal resource areas located within walking distance. Traffic analyses shall be conducted with metrics that include automobile miles traveled, automobile miles traveled per capita, and automobile trips or the rate of trips generated by the development, and shall include weekends and, to the extent feasible, summer and holiday traffic patterns. Mitigation shall be required for all potential impacts to public access to and along the shoreline resulting from increases in traffic congestion to the area resulting from any development occurring on the Beach Boulevard Redevelopment Site.
- i. Public Availability. Site development, with the exception of any residences and their associated parking, shall be open and available to the general public, and shall include as many integrated and defined areas within which public access is provided free of charge (e.g., viewing decks, etc.) as possible while still addressing paying guest needs.

- j. Coastal Recreation Amenities. Development shall include amenities geared towards enhancing recreational opportunities for the public to enjoy the coast, including but not limited to: beachfront restaurants or cafes, improved streets and sidewalks, coastal hotels or lodges, new library facilities offering information about the coast and local recreational opportunities, public outdoor plazas, bike paths, and overall improved coastal access and integration with the shoreline for other active uses on Palmetto Avenue, the City's designated main street. In addition, development of the site shall enhance and provide for recreational fishermen using the pier and beach, with potential amenities including but not limited to rod mounts, washing stations and a public restroom located in association with the Municipal Pier.
- k. Overnight Units. All overnight units shall be provided as traditional overnight units (e.g., traditional hotel accommodations), with a portion of units providing low-cost visitor-serving overnight accommodations if feasible. Timeshare residential uses and quasi-residential visitor-serving uses (including condominium hotels, private unit ownership, fractional ownership, and similar use and ownership structures) shall not be allowed, and no individual ownership or long term uses of such units shall be allowed on the site. Rooms may not be rented to or occupied by any individual, family, or group, for more than 29 days per year or for more than 14 days between the Saturday of Memorial Day weekend through Labor Day, inclusive.
- l. Lower-Cost Visitor Facilities. Existing lower-cost visitor-serving and recreational facilities shall be protected and enhanced, and new lower-cost visitor-serving and recreational facilities shall be encouraged and where feasible, provided.
- m. Public Parking. Free public access parking (including for day use of the beach and pier) shall be provided at ground level at a volume commensurate with existing demand. No fewer than 58 free public parking spaces shall be retained along Beach Boulevard between the Beach Boulevard Redevelopment Site and the terminus of Clarendon Road, 30 additional free public parking spaces shall be provided east of Beach Boulevard at the southern end of the State Beach, and 15 additional free public parking spaces shall be provided at the west end of Clarendon Road. Parking shall be distributed, sited and designed so as to minimize visitor-residential parking conflicts. All public parking shall be signed, sited and designed to maximize its utility for shoreline recreational pursuits, including by providing easily accessible pathways to connect the parking to shoreline and beach area activities. At a minimum, 103 free public parking spaces shall be provided along Beach Boulevard, and 35 free public parking spaces shall be provided along Palmetto, one block east of the beach (see table below).

Number of Spaces Required	Location
103 Total Spaces	Beach Boulevard Corridor
58 Spaces	Between Redevelopment Site and Clarendon Road
30 Spaces	East of Beach Boulevard at Southern End of State Beach
15 Spaces	Western End of Clarendon Road
35 Total Spaces	Along Palmetto, One Block East of the Beach

- n. Hazards. A coastal hazards analysis shall evaluate the effect of geologic, flooding, erosion, tsunamis, and other hazards, including the effects of sea level rise, for development proposed at the Beach Boulevard Redevelopment Site to ensure its stability and structural integrity for a minimum of 100 years without a reliance on shoreline protective devices. Development shall be built above the maximum wave uprush for the 100 year storm event, including when combined with sea level rise over that time frame, to assure that flooding of structures is minimized for the life of the project. Such flood levels shall be determined through the required hazards analysis of the site that considers maximum wave uprush, erosion, 100 year storm event and sea level rise, as well as cumulative effects. The effect of any existing shoreline protective devices may not be factored into the required stability analysis.

- o. Future Armoring Prohibited. Shoreline armoring (including but not limited to seawalls, revetments, retaining walls, etc.) and similar responses to coastal hazards intended to protect site development from coastal hazards (including but not limited to hazards from episodic and long-term shoreline retreat and coastal erosion, high seas, ocean waves, storms, tsunamis, tidal scour, flooding, and the interaction of same) shall be prohibited. Development shall be conditioned to require that, prior to issuance of any coastal permit, the property owner shall execute and record a deed restriction against the property that ensures that no such armoring or similar hazard responses shall be proposed or constructed to protect the development, and that expressly waives any future right to construct such armoring or similar hazard responses that may exist pursuant to Public Resources Code Section 30235 and the City of Pacifica certified LCP. Development shall also be conditioned to require the property owner to execute and record a deed restriction that acknowledges and assumes all risks from coastal hazards

associated with development at this location, waives any claims of damage or liability against the permitting agencies, and agrees to indemnify the permitting agencies against any liability, claims, damages or expenses arising from any injury or damage due to such hazards.