

9:        DEVELOPMENT

9.1.1    Factual and Legal Background

In Chapter II, Parts 2 through 8 and 10, this Plan separately examines and analyzes the specific resource protection policies of Chapter 3 of the Coastal Act (i.e. coastal access and recreation, environmentally sensitive habitat areas and water resources, hazards, archaeological and paleontological resources, visual resources, agriculture, and public works), the existing unmet and projected development needs of the City and the midcoast region which it serves, opportunities for and constraints upon development, and the Coastal Act, Government Code, and other statutory requirements applicable thereto.

This Development Section is more than another part of the Plan appropriate for separate examination and analysis. To a substantial degree, it represents the sum of the other individual parts. This Development Section constitutes the product of the City's efforts to weigh all of the foregoing factors with respect to each of the other parts in order to adopt a Land Use Plan which strikes an appropriate balance between the social and economic needs of the City and the mid-coast region which it serves and the specific resource protection policies of the Coastal Act. Recognizing the potential not only for conflicts between social and economic needs and resource protection policies, but also the potential for conflicts between specific resource protection policies within the Coastal Act itself, the Legislature included a number of findings and declarations in the Coastal Act to guide local governments in the weighing and balancing process. The following sections of the Coastal Act are particularly relevant:

30001        The Legislature hereby finds and declares:

(d) That existing developed uses, and future developments that are carefully planned and developed consistent with the policies of this division, are essential to the economic and social well-being of the people of this State and especially working persons employed within the Coastal Zone.

30001.5      The Legislature further finds and declares that the basic goals of the State for the Coastal Zone are to:

(b) Assure orderly, balanced utilization and conservation of Coastal Zone resources, taking into account the social and economic needs of the people of the State.

- 30007        Nothing in this division shall exempt local governments from meeting the requirements of State and Federal law with respect to providing low - and moderate - income housing, replacement housing, relocation benefits, or any other obligation related to housing imposed by existing law or any law hereafter enacted.
- 30007.5      The Legislature further finds and recognizes that conflicts may occur between one or more policies of the division. The Legislature therefore declares that in carrying out the provisions of this division, such conflicts be resolved in a manner which on balance is the most protective of significant coastal resources. In this context, the Legislature declares that broader policies which, for example, serve to concentrate development in close proximity to urban and employment centers may be more protective, overall, than specific wildlife habitat and other similar policies.

In weighing and balancing the various factors relevant to this Plan, the City has been cognizant not only of its obligations under and the policies of the Coastal Act, but also of its obligations under and the requirements of the Government Code. As noted in Chapter II, Part 1, the entire City of Half Moon Bay is located within the Coastal Zone. Accordingly, this Plan will constitute an element of the City's General Plan. The Government Code requires the City to adopt ". . . a comprehensive, long-term General Plan for the physical development of the . . . City." The component elements of the General Plan, including the Coastal Land Use Element, must "comprise an integrated, internally consistent and compatible statement of policies" to assure the orderly growth and development of the City. The social and economic needs which the City's General Plan must address extend beyond its borders. The City of Half Moon Bay is the only urban center on the coast between Pacifica and Santa Cruz. It is the only urban center for the approximately 90,000 acres of land within the mid-coast region. The County of San Mateo has adopted, and the Coastal Commission has certified, an LCP for the unincorporated area of the San Mateo County mid-coast region that designates the unincorporated area for rural, agricultural, and visitor-serving recreational development. Accordingly, the City of Half Moon Bay is the only, and the appropriate, urban center to meet the residential, commercial, cultural, and other social and economic needs, not only of its residents, but also of the entire midcoast population and visitors from throughout the State.

The City must also comply with the following government code provisions:

65302.8 "If a county or city, including a charter city, adopts or amends a mandatory general plan element which operates to limit the number of housing units which may be constructed on an annual basis, such adoption or amendment shall contain findings which justify reducing the housing opportunities of the region. The findings shall include all of the following:

- (a) A description of the city's or county's appropriate share of the regional need for housing.
- (b) A description of the specific housing programs and activities to be undertaken by the local jurisdiction to fulfill the requirements of subdivision (c) of Section 65302.
- (c) A description of how the public health, safety, and welfare would be promoted by such adoption or amendment.
- (d) The fiscal and environmental resources available to the local jurisdiction."

65863.6 "In carrying out the provisions of this chapter, each county and city shall consider the effect of ordinances adopted pursuant to this chapter on the housing needs of the region in which the local jurisdiction is situated and balance these needs against the public service needs of its residents and available physical and environmental resources. Any ordinance adopted pursuant to this chapter which, by its terms, limits the number of housing units which may be constructed on an annual basis, shall contain findings as to the public health, safety, and welfare of the city or county to be promoted by the adoption of the ordinance which justify reducing the housing opportunities of the region."

66412.2 "In carrying out the provisions of this division, each local agency shall consider the effect of ordinances and actions adopted pursuant to this provision on the housing needs of the region in which the local jurisdiction is situated and balance these needs against the public service needs of its residents and available fiscal and environmental resources."

The Legislature of the State of California has found and declared that "the availability of housing is of vital statewide importance, and the early attainment of decent housing and a suitable living

environment for every California family is a priority of the highest order," that "(T)he early attainment of this goal requires the cooperative participation of government and the private sector in an effort to expand housing opportunities and accommodate the housing needs of Californians of all economic levels," and that "Local and state governments have a responsibility to use the powers vested in them to facilitate the improvement and development of housing to make adequate provision for the housing needs of all segments of the community." (Government Code Section 65580).

The statewide housing shortage of concern to the Legislature exists both within the City of Half Moon Bay and in the unincorporated area of the San Mateo County coastside which it serves. Attainment of an adequate supply of housing to meet existing unmet and projected needs on the mid-coast of San Mateo County requires the cooperative participation of the City and the private sector in an effort to expand housing opportunities consistent with Coastal Act policies.

Section 30250(a) of the Coastal Act requires the City to attempt to meet the housing and other economic and social needs, not only of its residents, but also of the mid-coast regional population: "New residential, commercial, or industrial development . . . shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it." In particular, residential development within the City will meet not only the social and economic needs of its citizens, but will also provide homes for those who will work in expanded agricultural and visitor-serving occupations in the unincorporated areas of the midcoast region and in commercial, recreational, and agricultural support occupations within the City. Failure of the City to meet these needs would displace development from the City to the unincorporated areas in contravention of Section 30250(a) and the other resource protection policies of the Coastal Act.

#### 9.1.2 Coastal Act Policies

There are several sections of the Coastal Act that address development directly. Only those policies that are not addressed in other parts of this Plan are included here. While the following specific Coastal Act policies directly address new development, they must be read in the context of the factual and legal background described in Section 9.1.1, above:

- 30250      (a) New residential, commercial, or industrial development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it, or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have

significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas, shall be permitted only where 50% of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.

- (b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.
- (c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.

30252

The location and amount of new development should maintain and enhance public access to the coast by: (1) facilitating the provision or extension of transit service; (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads; (3) providing non-automobile circulation within the development; (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation; (5) assuring the potential for public transit for high-intensity uses such as high-rise office buildings; and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of on-site recreational facilities to serve the new development.

## 9.2 Planning Issues

The policies of the Coastal Act which address development directly require that new development be located within, contiguous with, or in close proximity to, existing developed areas. The Act also requires that development adjacent to environmentally sensitive habitat areas shall be sited and designed to prevent impacts which would significantly degrade such areas; that development be sited so as to minimize risks to life and property in areas of high geologic, flood, and fire hazards; and that coastal visual resources be protected by careful placement and design of new development. The Act also requires that new or expanded public works facilities (water, sewer, and roads) be designed and limited to accommodate needs generated by permitted development. Each of these development-related issues is treated in other sections of this Plan.

### Concentrating New Development

New development should be located within, contiguous with, or in close proximity to existing developed areas in order (1) to avoid urban sprawl which is costly in terms of public services and in terms of consumption of rural resources (including open space, agricultural production, and rural recreational opportunities); (2) to provide for orderly development and expansion within urban areas in order to avoid premature commitment of rural land to development in excess of foreseeable needs (e.g. demand over 10 to 20 years); and (3) to preserve the maximum amount of land in rural areas which is suitable for agricultural use.

Half Moon Bay, as a result of prior development patterns and very early subdivisions, is an urban area. It is, in fact, the only urban center for its sub-region, the San Mateo County coastside. Therefore, Coastal Act policies would favor concentration of new development within the City as an urban area in lieu of development in substantially more rural areas to the north, east, or south. On the other hand, Half Moon Bay also has some characteristics of a semi-rural community. Substantial open land exists interspersed with urban development, some of it in marginal agricultural use.<sup>1</sup>

In this context, it is necessary to interpret Coastal Act policies with respect to overall goals for concentration of development in a statewide and regional context, while giving proper consideration to protection of specific resources, such as preservation of lands, if any, suitable for agricultural use, and protection of sensitive habitats. Guidance in interpreting Coastal Act policies as they apply to Half Moon Bay's existing development pattern can be found in the certified San Mateo County LCP, the California Coastal Commission's "Statewide Interpretive Guidelines" on siting new development (10/31/78), and the Central Coastal Commission's previous "Intensity of Development Policy #22 (1975)."

The County certified LCP defines as "urban" an area which includes one residential unit for each five acres. Without taking into account the land area within the City covered by existing commercial and industrial development, the State beaches and existing recreational and visitor-serving development, shopping centers, churches, professional offices, libraries, schools and other public development, roads and other non-residential land uses and urban services within the City, there is at the present time one residential unit for each 1.5 acres of land within the City. If you add to existing units just infill of existing neighborhoods permitted under the LUP and the permitted development under the

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<sup>1</sup>While the existing greenhouse operations remain economically viable, they are not soils-dependent. In this and other respects, they are more akin to industrial operations than to open field food and flower operations.

recently approved Coastal Conservancy Wavecrest Restoration Plan (see Part 9.3.7, below), the ratio becomes one residential unit for each 0.68 acres. If you delete from gross acreage the existing nonresidential development, there is substantially less than one-half acre for each residential unit.

The statewide guidelines indicate that the basic purpose of Coastal Act Section 30250(a) ". . . is to concentrate new development by promoting infill of existing urban centers . . . and providing for orderly, planned expansion of developed areas where needed and where expansion will be consistent with Coastal Act policies." It is further provided in the Statewide Interpretative Guidelines, p. 10, that:

"Areas that should be considered developed areas are the major urban centers of the coast and the lands within rural or suburban communities that constitute distinct, identifiable, and generally compact towns or villages. Such areas may be recognized by their relatively high density, their generally urbanized character, and the adequacy of public and commercial services to support the community. Isolated suburban subdivisions and rural residential clusters which lack necessary services should not be considered developed areas for the purposes of this section because it is just such sprawl and scattered development that the policy seeks to avoid."

This general definition of developed areas clearly includes the City of Half Moon Bay, viewed in comparison to other parts of the San Mateo coastside and with other urban and rural areas of the California Coastal Zone. Half Moon Bay is recognized as the urban center of its sub-region, the mid-coastside. It has a relatively high population density. The public, commercial, and other urban services and land uses in the City of Half Moon Bay support residents in the entire midcoastside region, including residents in the unincorporated communities of Montara, Moss Beach, Miramar, and El Granada.

Coastal Act policies and related guidelines on concentration of new development favor infilling of existing highly developed and partially developed areas and other areas committed to urban development, having existing or potential local service capacities to support it (e.g. sewer and water lines and streets), and the orderly expansion out from the periphery of such developed areas, unless development in more distant areas would produce less conflict with more specific provisions of the Coastal Act than contiguous development (e.g. intrusion on sensitive habitats).

Thus, to the extent that needs for new development are present in the San Mateo County coastside, infill development and orderly expansion within the City of Half Moon Bay would clearly have priority over urban development in less urbanized areas, subject to

the constraints of specific resource-conserving Coastal Act policies.

### Regional Development Allocations

An indication of projections for new development in the Bay Area come from zonal projections by the Association of Bay Area Governments (ABAG) for future population, employment, and related household growth. For Half Moon Bay and environs, these projections allocated approximately 3,700 new housing units by 1990 and an additional 2,000 units between 1990 and 2000.<sup>1</sup> Consistent with these projections, in 1982 ABAG also distributed a Housing Needs Report in compliance with AB 2853 which required at least 801 additional available housing units by 1985 in Half Moon Bay alone in order to meet this City's share of housing in the Bay Area for all income levels. There are numerous constraints, however, to the development of the City's regional share of projected housing need which are beyond the direct control of the City. The projections are viewed, therefore, as a target rather than a commitment. In addition, Section 9.4 of this Land Use Plan limits new residential development in the City to a maximum annual population growth of 3%. Based upon the 1990 U.S. Census, this maximum 3% annual population growth equates to approximately 103 dwelling units per year in the initial year.

The Land Use Plan seeks to provide for such projected development, to the extent consistent with specific Coastal Act resource protection policies, City objectives, and the timely availability of services to support such development. The actual ability of the City to accommodate new development during the second 10 years of the forecast period may be limited by the availability of increased water supplies to the mid-coastside, expansion of the sewer system and improvements to transportation systems serving Half Moon Bay. It is not certain, given various constraints, that forecasted projections will be met during the next 20 years. This may be reflected in the new ABAG "Projections 83" update which is expected to be published in the Spring of 1983.

### Types of Undeveloped Land and Capacity for Development

All undeveloped lands in Half Moon Bay potentially suitable for new residential development have been classified into six groups in accordance with their relationship to existing development, prior commitment to urbanization, and Coastal Act policies affecting the location, nature, and extent of new development. These are shown on Table 9.1 and Figure 9.1, with an estimate of potential

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<sup>1</sup>Association of Bay Area Governments, Projections 79, "Technical Memorandum 1, 440 Zone Data," May 2, 1979 (Zone 329 is the City of Half Moon Bay and environs).



residential development under existing zoning or General Plan designations where currently zoned for agriculture and shown for residential in the General Plan.

### 1. Existing Neighborhoods

Category 1 includes all existing neighborhoods and substantially developed subdivisions. Thirteen distinct and well-established areas are identified which contain almost all existing housing in Half Moon Bay. Under existing zoning, the theoretical build-out potential is for 2,223 housing units. Infill development within these neighborhoods and subdivisions is consistent with policies favoring concentration of new development and can occur in a manner consistent with other Coastal Act policies with two exceptions. The two exceptions involve the Miramar PUD property in Miramar and the land west of Railroad Avenue in the Arleta Park-Miramontes Terrace area south of Kelly.<sup>1</sup> In both of these cases, continued development in accordance with current platting would conflict with priority for coastal recreation, maintenance of adequate buffers between the regional recreation area and residential development, reduction of visitor and local traffic conflicts, and avoidance of natural hazards and blufftop erosion. Therefore, the Plan establishes a priority for the acquisition and addition of these areas to the Half Moon Bay State Beach and, in the event these lands are not so acquired, for limited residential and commercial recreational development. With the potential elimination of these areas from available land for residential development and application of the habitat and hazard policies in Chapters 3 and 4, the maximum build-out potential of existing neighborhoods ranges between 2,124 and 2,189 new units under the Plan. (Table 9.2).

As a practical matter, infill build-out of existing neighborhoods will not be achieved for a number of years, if ever. The likelihood of rapid development in these areas is constrained by a variety of factors. These include difficulty and delays in providing basic infrastructure, including the need to establish assessment districts or other financial mechanisms to supply those services; individual ownerships necessitating small-scale construction and custom building; owner reservation of lots for possible but uncertain development in the distant future (e.g. for retirement); lack of responsiveness of many small lots to market demand; large number of substandard lots which must be consolidated to produce buildable sites; the limitation on future residential development throughout the City to a maximum population growth of 3% per year; and the choice of many owners of contiguous small lots to use one or more of the lots for side yards and gardens. Probably none of

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<sup>1</sup>Elimination of development in Arleta Park on the north side of a westerly extension of Higgins Canyon Road is also proposed to permit provision of a coastal access route. See Subsection 9.3.6. This area could otherwise contain 40 units.

these factors will foreclose the ultimate development of these areas, but they will greatly lengthen the time within which such build-out will occur.

Within these existing neighborhoods, existing zoning requirements represent a development potential for a maximum of 2,223 units, including 930 units in Ocean Colony and Canada Cove.<sup>2</sup> Except in these two latter areas where most of the land is as yet unsubdivided, full build-out cannot occur for a long period, given the need for consolidation of lots into buildable sites and for assessment districts to provide services.<sup>3</sup>

## 2. Paper Subdivisions

Category 2 includes all of the "paper subdivisions" in Half Moon Bay where there has been little, if any, development. All of these subdivisions have existed for many years and represent a large proportion of the theoretical development capacity of the City, although their lack of streets, water, and sewer services and fragmented ownership have historically prevented development. There are eleven of these subdivisions with a theoretical development potential, as platted, of over 1,100 new housing units. However, development potential on lots meeting current zoning requirements is for less than 500 units and even this number could not feasibly be developed within the near future due to fragmentation of ownership and the need for assessment districts or other means to finance infrastructural improvements. More importantly, development of these areas in accordance with existing platting would conflict with a number of Coastal Act policies pertaining to scenic resources, coastal access, and recreational opportunities, habitat protection and hazard avoidance, and provision for local recreational opportunities.

However, these lands have previously been committed to urbanization by subdivision and cannot feasibly be placed in agricultural use or open space habitat. They are not required for coastal recreation, although some expansion of the regional recreation area may be appropriate in connection with new development. Four of the eleven subdivisions may contain Class I and II soils (Surf Beach, Venice Beach, Highland Park, and Miramontes Terrace). However, agricultural use is infeasible because of prior subdivision, the impossibility of assembling usable parcels for lease, severe

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<sup>2</sup>Ocean Colony may not be built out to its zoned potential, but existing zoning provides for about 861 additional units.

<sup>3</sup>The 1.48-acre parcel at the entrance to the Frenchmans Creek No. 1 Subdivision on Ruisseau Francais Avenue was originally created to accommodate a small commercial center. It was subsequently re-zoned residential. Present zoning would permit development of 5 residential units. All required utilities are presently installed in the Ruisseau Francais right-of-way.

conflicts with existing development and heavy recreational use, lack of groundwater, and, in the case of Highland Park, Surf Beach, and Venice Beach, poor drainage. The University of California Cooperative Extension indicates that all of these subdivisions are poorly situated and drained for cultivation. (For further discussion of the reasons why none of these subdivisions is suitable for agricultural use, see, e.g. Chapter II, Part 8 of this Plan and the sources cited therein).

The Surf Beach and Venice Beach tracts, in particular, suffer from conflicts with heavy coastal recreational use and conflicts with adjacent residential development and equestrian uses. In both cases, lack of good drainage has long made agricultural use difficult.

Development of the Miramontes Terrace tract, north of Kelly, as platted would produce direct conflicts with recreational use of the State Beach due to the lack of adequate buffers between homes and the area of intensive recreational use. Therefore, it is proposed that the area west of Balboa Avenue be added to the State Beach, thereby eliminating the possibility of 60+ homes immediately adjacent to the beach area.

The other old paper subdivisions are all located on non-prime soils. Trunk sewer services have been installed on a north-south axis through the area. The development of these areas represents no conflict with Coastal Act policies which could not be resolved in criteria guiding such development. However, substantial re-planning and controls are needed to ensure protection of coastal access and recreational opportunities, scenic resources and habitat area, and bluffs. Under existing zoning and platting, up to 800 units could be built in the subdivisions between Seymour and Redondo Beach Road, with an additional 900-1,000 on adjacent unsubdivided land.

In order to resolve conflicts between the future development potential of all these subdivisions and relevant Coastal Act policies, all but two of the undeveloped subdivisions are proposed to be designated Planned Development Districts for low density development. This designation will require re-planning and re-platting of the areas and substantial reductions in permitted densities to achieve reasonable patterns of development protective of coastal resources consistent with modern development standards.

The Miramontes Terrace tract north of Kelly is proposed for addition to the Half Moon Bay State Beach for expansion of recreational opportunities.

The Highland Park subdivision is proposed to be developed at medium density consistent with prevailing densities in the adjacent

Newport Terrace subdivision, with such re-platting as is required to solve drainage problems and provide suitable homesites.

Under current zoning Category 2 lands not included within the Wavecrest Restoration Project Area have a development potential for 429 units. Under the Land Use Plan, the capacity would be reduced to about 325-340 units. (Table 9.1).

### 3. Contiguous Unsubdivided Lands Without Significant Resource Value

Category 3 lands include unsubdivided lands generally contiguous with or surrounded by existing development without significant agricultural, habitat, or coastal recreational value not otherwise susceptible to protection in new development. The first such area consists of three parcels aggregating 14 acres between the Casa del Mar subdivision and the undeveloped Venice Beach subdivision. This is an area of Class II soils but is too small to be a viable agricultural unit and suffers from the same problems of drainage and urban conflict as the Venice Beach tract. It is appropriately grouped with the Venice Beach tract for development as a unit to ensure protection of coastal access and recreational opportunities. Current zoning would permit 65 units, but a lower density is necessary, in conjunction with Venice Beach, to avoid traffic conflicts and to ensure adequate open space.

The second area consists of the land between Grandview Terrace and Newport Terrace subdivisions, west of Highway 1. This area, along with the adjacent subdivisions, has severe drainage problems, resulting in periodic ponding which makes agricultural use impossible on a sustained basis. It consists of two parcels aggregating 39 acres. Due to its location between the two subdivisions, it is designated for medium density development consistent with that in the two subdivisions. Maximum development potential is for about 175 units under existing zoning, and about 185 units under this Plan.

The third area consists of 6 acres currently zoned for multi-family units (up to 80) in auto salvage uses below the high school. Too small for agricultural use, previously committed to urban use, and adjacent to industrial uses, it is most suitable for light industrial/residential use and is so designated in the Land Use Plan. Its development would not create any conflicts with Coastal Act policies since it represents an infill parcel for commercial or industrial development.

The fourth site consists of one 6-acre parcel and several adjacent lots on Alameda Avenue between Miramar and City of Naples. This area is completely surrounded by existing development and represents an infill parcel. Poor drainage has long prevented agricultural use. However, its development must take into account

habitat and scenic values associated with the view from Highway 1 to the ocean and the desirability of improved coastal access in this area. It is designated as a Planned Development District for medium density, consistent with prevailing densities in the neighborhood, to be developed so as to protect habitat and scenic values and coastal access opportunities.

The fifth site consists of approximately 25 acres east of the Frenchman's Creek subdivision, known as Frenchman's Creek No. 2 and planned as an extension of the development. At the time the map for the existing subdivision was filed, the State Division of Highways anticipated the relocation of Highway 1 to the rear of the subdivision. For this reason it was not included in the original subdivision; however, provision for access to Frenchman's Creek No. 2 was made on the final map for the existing subdivision. Frenchman's Creek No. 2 was identified in the former General Plan as an area for high density residential planned development of a potential maximum of 65 units. The area is too small to be a long term agricultural unit and lacks a dependable permanent supply of irrigation water. As a consequence of the existing adjacent development, Frenchman's Creek No. 2 is suitable for extension of the existing subdivision to the base of the hills at an average density of one unit per acre, or approximately 25 units. Policies in Section 3 would govern such development.

The sixth site in this category is the Dykstra Ranch, currently zoned for a planned unit development of 227 units on 114 acres, located to the east of the Grandview Terrace and Newport Terrace subdivisions in the lower foothills. There are no significant conflicts with Coastal Act policies or resources presented by development of this area. Adequate mitigation of potential impacts on views, water shed protection and hillside protection can be incorporated into new development. In addition, this project will contribute to the solution of the drainage problem incurred west of the project by contributing to drainage improvements. It will also incorporate a new arterial road parallel to Highway 1 with a direct connection to Highway 92, fitting into the ultimate plan for diversion of resident traffic off Highway 1 to alleviate conflicts with visitor traffic. This site is proposed for low density development in the main, consistent with current zoning; however, medium density development is proposed to be permitted near the high school in order to provide a suitable site and opportunity for inclusion of low and moderate income housing.

The seventh site is the Carter Hill property located immediately south of the Dykstra Ranch and east of the high school. This site is currently zoned for a planned unit development of 47 homes on 47 acres. As zoned, the proposed development conflicts with policies on hillside protection and protection of scenic resources. In order to eliminate these conflicts with Plan policies, the site is proposed to be available for development of medium density housing on the lower slopes, with preservation of the steep slopes and upper hillside in permanent open space. The lower slopes are

suitable for medium density, moderate cost housing in connection with the adjacent location of the high school, proposed light industrial development, and adjacent development on the Dykstra Ranch. In addition, this project will involve completion of the arterial connection to Highway 92 serving both industrial and residential development to the north and west, and offering an alternative route to Highway 1.

The last site in the category consists of the approximately 34 acres at Highway 1 and the northern City Limits adjacent to the Miramar subdivision east of Highway 1 in the City and the Montara subdivision in the unincorporated area. The Montara subdivision is proposed to be completed under the certified County LCP. Although the site contains some Class II soils, the area has been in commercial recreational use as a golf driving range, is isolated from other agricultural uses, lacks a dependable source of irrigation water, and would suffer from severe urban conflicts, especially after build-out of the Montara subdivision. The site is directly across Highway 1 from an existing commercial area.

The site is suitable for development of approximately 80 units as a planned development, which would be consistent with existing commercial development in the area and the proposed build-out of the adjacent Miramar and Montara subdivisions.

Under current zoning, Category 3 lands have potential for 754-954 new housing units. Under the Land Use Plan, development capacity would be reduced to about 639 units.

4. Unsubdivided and Other Lands Not Contiguous With Existing Development Without Significant Resource or Recreational Value. (Wavecrest Restoration Project)

This category of land is discussed fully in Section 9.3.7.

5. Unsubdivided Lands Contiguous With Existing Development and Having Agricultural, Coastal Recreation or Habitat Value

Category 5 lands include unsubdivided lands contiguous with existing development which have potential recreational and habitat values. Two of the areas, located on the coastal terrace on both sides of Frenchman's Creek are bounded by undeveloped subdivisions and are primarily in equestrian use. They abut the Sweetwood area of the State Park. Retention of the existing commercial recreational uses takes precedence over residential development, although expansion of such use is not desirable due to impacts on creek and dune habitat and on use of the coastal recreation area. Planned development districts within this category include the adjacent Surf Beach and Venice Beach tracts, in order to assure specific planning consistent with enhancement of coastal access and recreational use, protection of commercial recreational opportunities, and planning of new residential development to

minimize conflicts between visitor-oriented uses and traffic and residential use. Existing development potential would be substantially reduced and existing recreational uses would be protected.

The next two areas consist of the lands currently in agricultural use on both sides of Pilarcitos Creek west of Highway 1. Continued urbanization of the City, their location at the very center of the City, and increasing conflicts with both nearby residential neighborhoods and visitors to the Half Moon Bay State Beach have severely compromised the viability of continued agricultural operations. While interim agricultural use may continue for some time, the possibility of permanent agricultural use is foreclosed by proximity to existing development and services, high land values, vandalism, and the disappearance of support services. North of Pilarcitos Creek, there are approximately 70 acres in 5 parcels south of the treatment plant road and one parcel adjacent to the Casa del Mar subdivision.

One parcel has been acquired for a church site and a portion of that parcel is designated for institutional use on the Land Use Plan Map.

The same is true south of the Creek, where a portion of these 70 acres has previously been divided into smaller parcels along Altona Avenue and east of Balboa Avenue. Another portion abuts a high density residential area. Pesticide applications and plowing are a constant annoyance to neighbors and have led to complaints and subsequent restrictions on farmers. Heavy recreational traffic along Kelly and use of the State Beach have also caused vandalism. Due to the central location of these parcels, they are proposed for development. To assure protection of habitat values in the Pilarcitos Creek corridor, scenic vistas from Highway 1 and Kelly and adequate access for recreational visitors, these are designated low density planned development districts to provide for clustering of units and preservation of significant open space areas. Maximum development of 285 units would be permitted under the Plan on both sides of the Creek.

A fifth site consists of the old Andreotti Farm off Main Street in downtown Half Moon Bay, immediately north of Pilarcitos Creek. This site is a logical area for commercial expansion, with potential industrial use to the east, in conjunction with the function of Main Street as the dominant commercial street in the City. Continued farming has been severely constrained by proximity to nearby residential development. Spraying is limited due to nearby residences. The best soils (Class I) are located in the alluvial flood plain and, as a result, farming has adversely affected and eliminated riparian habitat along the Creek. This site is proposed to be made available for commercial and light industrial use to afford room for expansion of commercial services and economic base, with protection and restoration of the stream corridor. Part of the site is currently zoned to permit high density residential use

with a potential for 225-270 units. The area would be reserved only for commercial and industrial use, eliminating the potential for residential development.

The sixth site is the Podesta property, consisting of 30 acres bounded by the high school, the Highland Park subdivision, and the auto salvage storage area to the south. Although planted in flowers, this area has decreasing value for farming due to its isolation in the middle of existing urban development, its central location, and poor drainage similar to that occurring in the remainder of the area. Due to its central location adjacent to land planned for light industrial use, it is considered most suitable for light industrial use in the future. Topographical changes between this site and the high school site make it possible to plan industrial use so as not to conflict with the high school. This is one of the few sites in the City appropriate for future expansion of the local economic base to substitute for potential decline in floriculture.

The seventh site is along the east side of Main Street and extends from Ocean Villa Estates, a senior-citizens project on the north, to the south City Limits. The area is approximately 200 feet in depth and divided into two sections. Section A extends from the Ocean Villa Estates senior citizen project to Higgins Purissima Canyon Road and Section B extends from Higgins Purissima Road south to the City Limits.

Section A abuts recently improved streets designed and constructed to urban standards with full pavement, curbs, gutters, sidewalks and an aggressive street beautification program of ornamental trees and ground cover. All urban services are presently adjacent to this section although the existing sanitary system is substandard and any infill development in this area of the City will require improvement of existing facilities. A SamTrans bus route passes in front of this section along Main Street. A multi-unit senior citizen project is immediately adjacent to the North, and a telephone company corporation yard is located in the southern one-half of this section. Across Main Street are single and multi-family dwellings, a Ford dealership, service facilities and storage area, and a triangle parcel between Main Street and Cabrillo Highway designated for Public Facility and Institutional uses. This section is within short walking distance of the City's historic Main Street downtown core, City Hall, and commercial and professional services.

The land in the County immediately adjacent to the east side of this section is vacant. County land further to the east is currently being farmed by a tenant of the owner of this section and the adjacent County lands. On the Land Use Plan Map, that portion of Section A between the multi-unit senior citizen housing project and the telephone company corporation yard is designated High Density Residential, and that portion of Section A between the telephone company corporation yard and Higgins Purissima Road is



designated Open Space Reserve. The telephone company corporation yard is designated Public Institutional.

Section B abuts the Cabrillo Highway and is currently in agricultural production or non-conforming commercial use. Across Cabrillo Highway are vacant parcels, single family dwellings and a commercial flower facility. Section B is designated Open Space Reserve on the Land Use Plan Map.

The eighth area consists of lands consisting of Class II soils, planted in field flowers and zoned agricultural surrounding the Sea Haven subdivision to the north, east, and south, totaling about 130 acres in 10 parcels. Most of this land is under Williamson Act contracts and is expected to continue in flower production as long as economically feasible. Greenhouses are not considered appropriate due to the adjacent residential development and visual impacts. Whether these areas will remain viable areas for flower production in the future is uncertain. They are currently benefited by the overall size of the area in production and their location east of the Highway away from visitor traffic and recreational use. In order to maintain its contribution to the City's floricultural economy as long as possible and consistent with owner commitments, this land is proposed to be placed in an urban reserve status, maintaining its existing use until the expiration of Williamson Act contracts. The former General Plan provided for potential development of up to 360 units. This area could not be developed for at least 10 years under this Plan and is unlikely to be developed within the next 20 years. However, when development under this Plan is permitted, 650 units would be the maximum.

6. Unsubdivided Lands Not Contiguous With Existing Development and Having Agricultural, Coastal Recreation, Habitat, and Scenic Value

Category 6 lands include unsubdivided lands on the periphery of development in the City with potential scenic, agricultural, or habitat value.

The Hester-Miguel lands to the northeast consist of approximately 770 acres. Under existing zoning, development of approximately 600-700 units at one unit per acre based on geographic characteristics is permitted. Based on criteria previously approved in the County LCP there could be developed approximately 50 units. The landowner, however, proposes development of approximately 12 equestrian-related homesites of an average size in excess of 50 acres to be served by a rural road, decreasing the permitted development more than 50-fold. The only resource value of significance in connection with Hester-Miguel is preservation of hillside views from Highway 1. The City lacks the resources to purchase the development rights to the parcel but because of the very low density proposed by the landowner, the majority of the land will remain in its natural state. Accordingly, expenditure of

limited public or private funds to preserve open space would be unjustified.

The Cabral property is included within the Wavecrest Restoration Project and is discussed in Section 9.3.6.

Lastly, land east of Arroyo Leon which is not planned for greenhouse use, is proposed to be designated Open Space Reserve. Residential development is not considered appropriate in this area until other, more suitable areas within the existing developed perimeter of the City have been developed. When developed, a maximum of one unit per acre would be permitted.

#### 7. Summary of Proposed Changes in Development Capacity and Probable Phasing of Build-Out

As indicated in Table 9.2, current zoning would provide for a theoretical build-out capacity in the City of 7,983-8,838 new housing units, or a total of 10,259-11,114 housing units, including those existing in 1980 based on 1980 census data. Based on an average household size of approximately 2.61, the projected population of Half Moon Bay at ultimate build-out would be 26,776-29,008. Such an increase would impose heavy burdens on public services and local fiscal capacities.

Under the proposed Land Use Plan, if all of the land designated for potential residential development were developed to the maximum permitted densities, the City would have the potential for an additional 5,265-5,345 new housing units. Thus, total residential development, including the 2,726 units existing in 1980, provided for in the Land Use Plan would be 7,991-8,071. Based on an average household size of approximately 2.61, the projected population of the City at ultimate build-out of the proposed Land Use Plan would be 20,857-21,065, or a reduction of 5,919-7,943 in projected population under existing zoning (note Table 1.2).

Adjustments in residential development potential indicated by type of lands in Table 9.2 result from a combination of decreases in development capacity where coastal resources would otherwise be adversely affected or where land is allocated to priority coastal recreational uses, and from selective increases in developmental capacity. Overall, the capacity of existing neighborhoods to accommodate new growth is retained approximately at current levels, permitting infill development consistent with existing neighborhood character except where such development would inhibit coastal recreational potential. Paper subdivisions and adjacent unsubdivided lands are proposed to be re-planned for development at densities lower than otherwise would occur under current platting and zoning in order to achieve other policies of this Plan. Areas on the perimeter of the City are proposed for reduction in development capacity in order to protect scenic, hillside, and

watershed resources and provide an appropriate transition to rural lands in the County.

#### Phasing of Development

Table 9.3 provides an estimate of probable residential development potential over the time frame proposed in the Land Use Plan based upon a maximum annual population growth of 3%. As previously indicated, build-out is expected to occur at a maximum annual population growth of 3% in the City. Within this maximum annual population growth limitation, development will occur at a fairly slow rate in existing subdivisions, neighborhoods, and paper subdivisions, due to the need for lot consolidation and installation of necessary infrastructure. More rapid development will be possible on unsubdivided parcels except where such development is to be planned in connection with existing paper subdivisions. The projected phasing of development shown in Table 9.3 assumes that new residential development will not exceed that necessary to limit population growth to a maximum of 3% per year.

Development of lands shown in the Land Use Plan as Urban Reserve and Open Space Reserve as well as the remaining scheduled development in Categories 1 through 6, as shown in Table 9.1, may occur in Phase II--after 1992.

While the Phasing Plan set forth in Table 9.3 does not address the non-residential aspects of development, it does however provide for it to occur in direct relationship with the housing development which is scheduled during that time frame or phase.

The basic criteria for the Phasing Program set forth in Table 9.3 is a maximum annual population growth of 3%.

The Plan and Phasing Program also provides for development for commercial and industrial purposes related to the expected population growth of the City in order to reduce the dependence of the population on travel to bayside communities for work or for commercial services and in order to provide for commercial services to visitors. The Plan designates about 80 acres of land for light industrial (and heavy commercial) use, an increase of about 60 acres over existing land in such use. This will allow for expansion of local employment and business services somewhat greater than the potential increase in population. Provision for general commercial development is made within the downtown area and near the intersection of Highway 1 and Highway 92 where the commitment has already been made to such use and where new development will both reinforce the vitality of downtown and provide service to visitors. Additional commercial recreational development and visitor-serving facilities are provided for near the shoreline to support visitor use of the beach.

Monitoring of growth in the City and review of the Land Use Plan over the first ten years after its adoption may result in a determination that projected densities should be modified to reflect growth that has occurred and existing conditions. At such time, if deemed appropriate, an amendment to the Plan could be proposed to adjust the Plan to meet the City's share of regional housing need.

#### Assuring Consistency of New Development With Access and Recreational Policies

The Coastal Act requires that new development maintain and enhance public access to the coast by providing for local traffic circulation and parking and local recreational facilities to avoid overloading coastal recreation. In fact, as indicated in the Study Paper on Recreation, there is no possibility of exceeding the actual capacity of the beaches in Half Moon Bay for recreation. However, residents require different kinds of recreational opportunities. Coastal Access and Recreation Policies contained in Section 2 of the Plan are intended to assure adequate provision for public access in the near-shoreline area and between Highway 1 and the shoreline by means of designated accessways. It is also intended that the Plan adopt the City's existing policy of requiring dedication of land or contribution of fees to assure the City's ability to carry out plans for local park and recreation improvements. This policy should ensure the City's continuing ability to meet the needs of its residents for park and recreation facilities without overloading coastal recreation areas. Policies in Section 10, Public Works, are also relevant, in assuring that local traffic circulation is improved sufficiently to accommodate new development without constraining reasonable visitor access to the coast.

In order to assure that new development is located, scaled, and designed to enhance access to and protection of coastal recreation areas, the Plan proposes to designate certain areas of previous subdivision and large undeveloped parcels as Planned Development Districts. The purpose of these Planned Development Districts is to provide for new development which assures improved access to the shoreline from Highway 1, minimizes conflicts between resident and visitor traffic, enhances potential uses of transit for both local and visitor travel, assures provision of necessary and desirable public, recreational, and commercial services to serve such new developments, and reduces the traffic on Highway 1 generated by such developments during periods of peak recreational demand. These Districts will also make possible provision of desirable commercial recreation and visitor-serving facilities and protection for sensitive habitat areas, objectives which could not otherwise be achieved without this technique. A primary purpose of the Districts is to eliminate the adverse effects on coastal resources and access which would otherwise occur from development in

accordance with existing platted subdivisions or conventional platting.

General and area-specific requirements for these Districts are contained in the Policies on Planned Development, including those for the following areas proposed to be designated for such development: Surf Beach, Venice Beach, Miramontes Terrace northwest of Balboa, Arleta Park west of Railroad Avenue, Wavecrest area, Manhattan Beach, Guerrero Avenue site, Dykstra Ranch, Carter Hill, Miramar Beach, Pilarcitos West Urban Reserve, Mateucci, and the South Main Street/Cassinelli property.

Three of these areas are actually proposed for addition to the Half Moon Bay State Beach in order to expand the size and width of the recreation area at locations of significant existing and potential recreational use and in order to assure adequate buffers between recreational and residential uses. These are the Miramontes Terrace, Arleta Park, and Miramar Beach Planned Development Districts. However, given the uncertainty regarding the willingness and ability of the State Department of Parks and Recreation to acquire these areas, they are placed in Planned Development Districts in the event that they are not added to the State Beach, and in order to assure consistency between any new development and full use of the regional recreation area. Expansion of the Regional Recreation area is also proposed in conjunction with new development in the Wavecrest Restoration Project Area. Significant improvements to coastal access, as provided in Section 2 of this Plan, are also provided for in conjunction with new development in the Planned Development Districts.

#### Assuring Consistency of New Development With Policies on Habitat, Hazards, and Visual Resources

The designation of Planned Development Districts and specific policies applicable to such districts are also intended to ensure consistency between new development and the policies of this Plan regarding protection of habitat areas and visual resources and avoidance of natural hazards. The Districts are intended to permit maximum site planning and design flexibility within established density limits in order to accomplish requirements with respect to other provisions of this Plan. Density limits are established for the entire District in order to prevent overloading of local streets, highway congestion, and elimination of open space. Site densities will vary in accordance with specific plans. The intent is to cluster units in order to protect scenic resources, provide adequate local recreational and open space, provide for habitat protection and restoration, and, in some cases, to permit continuation of maintenance of the City's cultural heritage.

## Land Divisions

The Coastal Act, Section 30250(a), requires limitations on land divisions outside existing developed areas to those situations in which 50% of the usable parcels have been developed and the parcels created by division would be no smaller than the average size of surrounding parcels. This policy is intended to prevent land divisions which result in de facto commitments to low-density urbanization and loss of viable agricultural units in rural areas, and is complementary to the policy mandating concentration of development in or in close proximity to urban areas.

The presumption in the Coastal Act, as indicated in the Statewide Interpretive Guidelines, is that development of individual lots zoned for single-family residences and development of one residence on each parcel of whatever size, will normally be permitted unless total potential development would be inconsistent with Coastal Act policies. Thus, a primary function of the control of land divisions is also to control the total development potential in an area. This focus of application is clarified by the statewide Interpretive Guidelines on "Siting New Development B. Land Division in Rural Areas" where it is stated that the intent ". . . is to assure that they (land divisions in rural areas) will not undermine the basic goal of concentrating development." Its primary application is to rural areas experiencing past patterns of and continuing pressures for large-lot second-home and estate-type development. It is complementary to policies encouraging preservation of prime agricultural lands and non-prime agricultural lands on the coast suitable for large ranches.

This Plan incorporates the previously indicated fact that the City of Half Moon Bay is an urban area within the meaning of the Coastal Act and therefore not subject to the policy on land divisions. This is demonstrated by the fact that the City meets the criterion of the Coastal Act for additional land division: that over 50% of the usable residential parcels are developed. In the City as a whole, about 62% of all usable residential parcels are currently developed, as indicated on Table 9.4. That such a high percentage is developed, despite the large number of "paper" lots, provides a strong indication of the degree to which the City has already been developed.

In addition, almost all parcels in the City are within 1/4 mile of existing neighborhoods, the guideline used in the Statewide Interpretive Guidelines for determining the propriety and minimum resulting size of parcels proposed to be divided in rural areas. Exceptions include parcels at the City Limits, portions of the L. C. Smith Estate, and the Wavecrest and Redondo View subdivisions. In the case of the subdivisions, further land division is not at issue; the Plan proposes consolidation. In the case of the larger parcels, division and resulting development is justified in order to provide for concentration of new urban development within an already existing developed area, unless total development would

otherwise conflict with Coastal Act Policies due to constraints on services or interference with coastal access. These issues are addressed by the reduction in build-out potential and other policies of this Plan.

### 9.3 Policies

#### 9.3.1 General Policies

##### Policy 9-1:

Land Use Plan designations shall apply in accordance with the policies of this Plan, unless the Plan is subsequently amended in accordance with the amendment procedures specified in Chapter IV.

##### Policy 9-2:

The City shall monitor annually the rate of build-out in categories designated for development. If the rate of build-out exceeds the rate on which the estimates of development potential for Phase I and Phase II in the Plan are based, further permits for development or land divisions shall not be issued outside existing subdivisions until a revised estimate of development potential has been made. At that time the City shall establish a maximum number of development permits to be granted each year in accordance with expected rates of build-out and service capacities. No permit for development shall be issued unless a finding is made that such development will be served upon completion with water, sewer, schools, and road facilities, including such improvements as are provided with the development. (See Table 9.3).

##### Policy 9-3:

All new development permitted shall comply with all other policies of the Plan. (New development means any project for which a Coastal Permit is required under Section 30106, 30250, 30252, 30600, and 30608 of the Coastal Act which has not received such permit as of the date of certification of this Plan).

##### Policy 9-4:

All new development, other than development on parcels designated Urban Reserve or Open Space Reserve on the Land Use Plan Map permitted while such designations are effective, shall have

available water and sewer services and shall be accessed from a public street or shall have access over private streets to a public street. Prior to issuance of a development permit, the Planning Commission or City Council shall make the finding that adequate services and resources will be available to serve the proposed development upon its completion and that such development is located within and consistent with the policies applicable to such an area designated for development. The applicant shall assume full responsibility for costs incurred in the service extensions or improvements that are required as a result of the proposed project, or such share as shall be provided if such project would participate in an improvement or assessment district. Lack of available services or resources shall be grounds for denial of the project or reduction in the density otherwise indicated in the Land Use Plan. (See Table 10.3).

Policy 9-5:

The base permitted residential density for any parcel located within an area designated Planned Development (PD) District shall be no more than 2 units per acre, except as provided with respect to such District under Subsections 9.3.3 through 9.3.16.

This "base density" policy may be revised upward as a result of compliance with other conditions which limit the area which may be developed. However, the total amount of development permitted by the LUP shall not exceed the amount programmed in the Phasing Section of this Plan (see Table 9.3 and related text).

Policy 9-6:

The City shall develop a fee schedule or other fiscal impact measures necessary to assure that new development permitted by the Land Use Plan within the Urban/Rural Boundary will generate sufficient revenues to cover costs to the City for providing public services (i.e. police, fire, school, roads, etc.).

Policy 9-7:

The City shall reserve the right to reduce the density specified in the Land Use Plan for a particular parcel if it is determined that such reduction is warranted by conditions specifically applicable to the site, such as topography, geologic or flood hazards, habitat areas, or steep slopes, particularly where such constraints are indicated by the overlay designations on the Land Use Plan Maps.



### 9.3.2 Specific Planned Development Policies

The purpose of the Planned Development designation is to ensure well-planned development of large, undeveloped areas planned for residential use in accordance with concentration of development policies. It is the intent of this designation to allow for flexibility and innovative design of residential development, to preserve important resource values of particular sites, to ensure achievement of coastal access objectives, to eliminate poorly platted and unimproved subdivisions whose development would adversely affect coastal resources, and to encourage provision for low and moderate income housing needs when feasible. It is also the intent of the Planned Development designation to require clustering of structures to provide open space and recreation, both for residents and the public. In some cases, commercial development such as convenience stores or visitor-serving facilities may be incorporated into the design of a Planned Development in order to reduce local traffic on coastal access roads or to meet visitor needs.

All areas designated in the Land Use Plan for Planned Development shall be subject to the following policies:

#### Policy 9-8:

The entire site shall be planned as a unit. Preparation of specific plans (Government Code Section 65450) may be required for one or more separate ownerships, individually or collectively, when parcels comprising a site designated PD are in separate ownerships.

#### Policy 9-9:

Use of flexible design concepts, including clustering of units, mixture of dwelling types, etc., shall be required to accomplish all of the following goals:

- (a) Protection of the scenic qualities of the site;
- (b) Protection of coastal resources, i.e. habitat areas, archaeological sites, prime agricultural lands, etc., as required by the Coastal Act;
- (c) Avoidance of siting of structures in hazardous areas; and
- (d) Provision of public open space, recreation, and/or beach access.

Policy 9-10:

Permitted uses shall include:

- (a) Any uses permitted and set forth in the zoning ordinance of the City of Half Moon Bay and consistent with the Local Coastal Plan.
- (b) Recreational facilities, including but not limited to tennis courts, golf courses, swimming pools, playgrounds, and parks for the private use of the prospective residents, or general public use.
- (c) Open space.

In developments of 200 residential units or greater, or on 100 acres or more (unless otherwise specifically permitted in area-specific policies), conditionally permitted uses include:

- (d) Commercial recreational facilities (private or public) other than permitted above that are compatible with the proposed residential units;
- (e) In especially scenic coastal areas, visitor-serving commercial facilities, i.e. a motel or restaurant; and
- (f) Convenience establishments of a commercial and service nature such as a neighborhood store, provided:
  - 1. Such convenience establishments are an integral part of the general plan of development for the Planned Development and provide services related to the needs of the prospective residents;
  - 2. Such convenience establishments and their parking areas will not collectively occupy more than 1 acre per 200 dwelling units;
  - 3. Such convenience establishments will be located, designed, and operated primarily to serve trade and service needs of persons residing in the Planned Development and not persons residing elsewhere;
  - 4. Such convenience establishments will not, by reason of their location, construction, manner or timing of operations, signs, lighting, parking arrangements, or other characteristics, have adverse effects on residential uses within or adjoining the development, or create traffic congestion or hazards to vehicular or pedestrian traffic; and

5. Such convenience establishments will not be highway-related or result in greater congestion on Highway 1.

Policy 9-11:

The City shall specify the maximum density of development permitted for each parcel under the Planned Development designation at the time development approval is given for a particular parcel(s), unless already specified in the Land Use Plan. Determination of an appropriate density shall take into account all of the factors listed in Policy 9-12 and shall be compatible with the density and character of surrounding land uses.

Policy 9-12:

The amount of public, private, and common open space in a Planned Development shall be specified in the Development Plan. The required amount of common and public open space shall be at least 20% of the gross area. The City shall determine the amount of public open space required for coastal access and recreation and protection of public views, if not specified elsewhere in this Plan.

Open space shall be defined as follows:

- (a) Public open space shall include but not be limited to public parks and parking lots, beaches, access corridors such as bike paths, hiking or equestrian trails, usable natural areas, and vista points which are accessible to members of the general public. Public open space shall not include areas which are unusable for recreational purposes, i.e. private or public streets, private parking lots, or hazardous areas, such as steep slopes and bluff faces. Environmentally sensitive habitat areas and archaeological sites may be included in public open space only if such areas are usable by the public for light recreation, i.e. walking;
- (b) Common open space shall include but not be limited to recreational areas and facilities for the use of prospective residents of the project, such as tennis courts, golf courses, swimming pools, playgrounds, community gardens, and other agricultural use, landscaped areas for common use, or other open areas of the site needed for the protection of the habitat, archaeological, scenic, or other resources. Common open space shall not include driveways, parking lots, private patios and yards, or other developed areas; and

- (c) Private open space shall include but not be limited to patios, decks, and yards for the private use of the residents of individual units, and shall include land permanently dedicated to agricultural use.

Additional conditions for parcels designated as PD-Planned Development are found in the following sections on specific areas.

Policy 9-13:

The City will seek the assistance of the State Coastal Conservancy where required or useful in the consolidation of older, unimproved subdivisions, and in carrying out the purposes of the Planned Development Districts, and shall encourage the Conservancy to assist generally in consolidation and re-subdivision where build-out according to existing plans is not proposed.

Policy 9-14:

In the case of any Planned Development District hereafter described where portions of the District are in separate ownership, approval may be given for development of a parcel or group of parcels in the same or different ownerships, provided that the City has approved a specific plan for the District as required by the provisions of this section.

9.3.3 Surf Beach/Dunes Beach

The Surf Beach/Dunes Beach area is a partially undeveloped area totaling about 50 acres, bisected by Young Avenue and bounded by Half Moon Bay State Beach on the west and south, Highway 1 on the east, and the partially developed City of Naples subdivision on the north. The old unimproved Surf Beach subdivision is located north of Young Avenue, a primary access route to the State Beach. The area south of Young Avenue is currently used primarily for stabling and rental of horses and horseback riding. Occasional farming occurs, either informally or under short-term rental agreements. The tract north of Young Avenue is currently zoned for single-family development on 6,000 square-foot lots, with a theoretical development potential for 91 units. South of Young Avenue, the zoning is for single-family units on 7,500 square-foot lots. The theoretical development potential is for about 150 units. Dunes State Beach, accessed via Young Avenue, is heavily used and horseback riding is a high activity use originating from Friendly Acres Stables.

## Alternatives

From a coastal planning perspective, this area presents opportunities for Coastal Act priority land uses, as well as other local land use needs. However, its potential for some priority uses is severely constrained by the existing commercial recreational use which separates two large parcels south of Young Avenue. The land consists of prime soils; however, drainage is poor and there is no water available for intensive agricultural use. The investment required to obtain adequate drainage and water would make greenhouse production the only feasible agricultural use. The feasibility of restoring agricultural use is also severely constrained by conflicts with existing visitor access to the beach, frequent horseback riding across the open fields, adjacent development to the north, and previous subdivision of the land. The only nearby agricultural use consists of extensive indoor and outdoor floricultural operations across Highway 1. The only form of agriculture on the west side of the Highway would be greenhouses, possibly with some areas in outdoor flower production, due to lack of groundwater or potential for reclaimed water. Outdoor flower production would be very difficult adjacent to a primary access route due to vandalism and automobile pollution.

New agricultural use, especially for greenhouses, could conflict with existing public access, existing commercial recreation, and protection of the area's scenic values. Drainage requirements may conflict with dune protection. Greenhouse development, in particular, would conflict with visual values related to extensive open views of the ocean in this area.

Despite previous subdivision, 75% of the lots in the Surf Beach tract are owned by three owners (two of whom are related). This degree of consolidation offers the potential to mitigate impacts which would otherwise result from build-out of existing lots and to ensure that new development contributed to Coastal Act policies on access, recreation, and visual resources.

Other potential uses of the site that would be consistent with Coastal Act priorities would include visitor-serving facilities and commercial recreation. However, large scale visitor-serving facilities are not needed, given provision for such facilities in other areas, and could result in added congestion on Young Avenue, which is intended to be a primary access to the beach. The existing horse stables and riding area should be retained, but significant expansion of the intensity of equestrian use in this area is not desirable due to the impacts of horseback riding on the dunes, bluffs, and nearby Frenchmans Creek. Whatever small expansion might be suitable could be accommodated south of the existing stables, with an adequate buffer between such use and the creek provided by existing State Beach ownership.

Continuation of the area in open space would require a commitment by the City or the State Department of Parks and Recreation to purchase and maintain the site. Such a commitment would be a low priority, even if funds were available, given the extent of public recreation area ownership already obtained in this area.

Residential development in accordance with existing zoning would result in severe constraints on access and conflicts between residential uses and visitor access, such as has developed in other areas. Lots in the old subdivision front on Young Avenue and their development would constrain use of the road for visitors, while producing adverse noise and other impacts for residents living on that route.

Such development would also result in complete loss of views of the ocean, additional street connections with Highway 1, reducing its traffic-carrying capacity, and excessive density. Developments south of Young Avenue, through a new subdivision, could avoid the impacts on Young Avenue but would result in elimination of the existing commercial recreation use, high density, and loss of views from the road to the ocean.

Planned residential development could enhance access to the beach by providing for expansion and improvement of the Young Avenue right-of-way, by assuring a permanent buffer from residential development, and traffic patterns which avoided local and visitor traffic conflicts, by reducing overall density and its traffic-generating consequences, and by assuring the retention of equestrian uses, with the possible reservation of a small additional area for expansion of commercial recreation, including horseback riding or beach-related recreational support (fishing and equestrian supplies and a goods store, etc.).

The area required for public recreation has already been obtained in the State Beach area; this area contains one of the widest areas of State Beach ownership in the City. No habitat protection issues are raised by development in this area, except for impacts of uncontrolled pedestrian and equestrian access to the dunes, which can be more easily controlled if new development assures an adequate buffer between residential and State Beach parking facility development to control points of dune access and provide for separated equestrian and pedestrian trails parallel to the dunes.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2, development of the Surf Beach/Dunes Beach area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation.<sup>1</sup> The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which are under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) A maximum of 150 residential units may be developed on the site.
- (c) As a condition of approval, a right-of-way of at least 25 feet in width in addition to the existing Young Avenue right-of-way shall be dedicated to the State Department of Parks and Recreation. A pedestrian and bicycle trail shall be constructed along such right-of-way from Highway 1 to the State Beach property line, in accordance with standards to be established by the City and State.
- (d) As a condition of approval, structures shall be clustered, maintained low in height, or constructed at low elevations to the maximum extent feasible and specific view corridors shall be established (including the Young Avenue right-of-way) and protected by easements so as to maintain views of the ocean from Highway 1.
- (e) At least 20 acres of the site, preferably south of Young Avenue, shall be reserved for future commercial recreation or visitor-serving development, with potential access from Young Avenue or Highway 1 or both, but such development shall not occur until the City has determined that there is a need for such use.

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<sup>1</sup>Specific Plans as referred to in Section 65450 et. seq. Government Code are the type and nature intended wherever a reference is made to Specific Plans within this report.

- (f) At least the same amount of land now devoted to horse stabling, rentals, training, and riding shall be maintained in such use or for other recreational purpose.
- (g) Suitable landscaping, fencing, and other means shall be used to ensure that direct pedestrian access to the State Beach property is controlled and limited from the new residential development and that an adequate buffer is provided between the Young Avenue right-of-way and residential use.
- (h) Vehicular access from residential development to Young Avenue shall be limited to protect beach access and no more than one opening onto Highway 1 north and south of Young Avenue shall be permitted to provide access to residential development; a frontage road may be required along Highway 1 to assure that residential traffic does not congest Highway 1.

#### 9.3.4 Venice Beach Area

The Venice Beach area is a partially developed area totaling about 38 acres. It is bordered on the north by Frenchmens Creek and on the south by the Casa del Mar subdivision. Venice Avenue, an unimproved road to Venice Beach, bisects the area. An old, primarily unimproved subdivision known as Venice Beach encompasses 15 acres on both sides of Venice Avenue; 15 old substandard lots have been developed for 4 homes, with 94 vacant lots remaining. Under existing zoning, up to 85 units could be built through consolidation of substandard lots. North of the subdivisions, there are two parcels totaling almost 9 acres; most of this area is used for a horse ranch, providing stables, rentals, and trails to the equestrian trail in the State Beach. South of the subdivision there are three parcels totaling 14 acres which are not in any use; they may have been used in the past to raise hay or barley. However, the absence of water has prevented intensive cultivation despite the fact that soils are Class 11. Drainage conditions, as in the Surf Beach area, are considered poor. In addition to the lack of water and drainage problems, bifurcation of the area by Venice Boulevard, a major access route to the beach, proximity to areas of high intensity recreational use, residential development, and frequent and extensive use of the area for horseback riding, have made open agricultural use generally undesirable. Current development potential is for about 185 units.

As in many other areas of the City, farmers historically favored the east side of Highway 1 because the lack of intensive recreational visitor use diminishes problems of vandalism and because of the greater availability of water which can be impounded below the hills. Agricultural use potential is about the same as for Surf Beach: greenhouses; the same conflicts would occur.



## Alternatives

This area is very similar to the Surf Beach area, with respect to Coastal Act policies and priority land uses, being distinguished from it by its smaller size and its proximity to the almost fully developed Casa del Mar area. Continuation of the existing commercial recreational use is consistent with Coastal Act policy, on the assumption that horseback riding will continue to be a permitted and popular form of coastal recreation. Although some demand may exist for expansion of existing equestrian uses, expansion must be limited in accordance with protection of the beach, dune, and stream environment from excessive horseback riding. No demand for visitor facilities or other forms of commercial recreation is expected, on the basis of projections of City-wide demand.

In the absence of development, the only alternative use for this area is open space. Open space use would require incorporation into the State Beach or a City commitment to purchase. Given the extent of current State ownership, acquisition of this area would be a very low priority. Acquisition by the City is not feasible and the open space is not needed. Greenhouse use is undesirable in this location because of conflict with views of the ocean. Production of non-irrigated crops is not economically feasible, given even the lowest possible land rents, (e.g. \$100 per acre per year) and the lack of demand.

Given existing development patterns, at minimum the area south of Venice Avenue is highly suitable for residential development as a continuation of the Casa del Mar development. Development north of Venice Avenue poses greater potential conflicts with continued stabling and horse rentals. Development of the Venice Beach tract, as presently platted, would inhibit coastal access to the beach and produce new conflicts between local and visitor traffic. It would be desirable, given the fact that Venice Avenue is currently unimproved, to shift this beach access route to the north in line with Frenchmans Creek Road in order to eliminate one more intersection on Highway 1 and provide for the long-term possibility of a connection to an alternative inland, north-south connection to Highway 92. To accomplish this would require re-platting of the Venice Beach tract to avoid local/visitor traffic conflicts and to shift development to the south to permit potential expansion of equestrian use and other possible beach-oriented commercial recreational uses.

Despite previous subdivision, 70% of the lots in the Venice Beach tract are owned by two families. This degree of consolidation, plus the possibility of planning the entire area as a unit, with apportionment of development potential among owners, offers the potential to mitigate impacts on access, views, and continued

commercial recreational use that would otherwise result from build-out of the existing lots, and to ensure that new development contributed to Coastal Act objectives. By contrast, development in accordance with existing zoning would conflict with access and recreation and visual resource policies of the Act. The entire area is currently zoned for single-family detached housing on 7,500 square-foot lots; the theoretical development potential is about 185 units, including the existing subdivision. With adequate access to the beach assured and preservation of view corridors and buffers between residential and recreational uses, a more appropriate level of development might range from 75 to 125 units. This level of development would reduce potential traffic congestion and visual impacts. As a part of such development, Venice Avenue could be relocated and/or improved to implement the access objectives of the Plan. No habitat protection issues are raised by development in this area so long as an adequate buffer is maintained between any new development and the State Beach property. However, a re-planning of the area in connection with improved recreational facilities would assist in achieving more controlled access to the beach, and mitigating harm to the dune environment.

Therefore, a Planned Development designation for this area is proposed in order to provide for a moderate level of residential development, retention of commercial recreational use, and provision of improved coastal access.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2, development of the Venice Beach area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which are

under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) A maximum of 75 residential units may be developed on the site.
- (c) As a condition of approval, consideration shall be given to the relocation and improvement of Venice Avenue as an access route to the beach, with a right-of-way of at least 50 feet as indicated on the Land Use Plan Map, designed to assure a buffer between vehicular access, existing equestrian use, and new residential use. Pedestrian, equestrian, and bicycle trails shall be incorporated into the improvement accessway and adequate set-backs shall be assured to preserve a view corridor to the ocean.
- (d) As a condition of approval, structures shall be clustered, maintained low in height, or constructed at low elevations to the maximum extent feasible and specific view corridors shall be established (including the Venice Avenue right-of-way) and protected by easements so as to maintain views of the ocean from Highway 1.
- (e) At least the same amount of land now devoted to horse stabling, rentals, training, and riding shall be maintained in such use or other recreational use.
- (f) Suitable landscaping, fencing, and other means shall be used to ensure that direct pedestrian access to the State Beach property is controlled and limited from the new residential development and that an adequate buffer is provided between Venice Avenue right-of-way and residential use.
- (g) Vehicular access from residential development to Venice Avenue shall be controlled to protect beach access and no more than one opening onto Highway 1 north and south of Venice Avenue shall be permitted to provide access to residential development; a frontage road may be required along Highway 1 to assure that residential traffic does not congest Highway 1.

9.3.5 Arleta Park/Miramontes Terrace South, West of Railroad Avenue

The portion of the large Miramontes tract and Arleta Park south of Kelly Avenue which is west of Railroad Avenue is subdivided into small lots, with residential streets terminating at the public recreation area included in the County Acquisition area. This area contains 130 vacant lots on 32 acres with a potential build-out under current zoning and platting of 110-145 residential units. Development in accordance with existing platting would result in conflicts between residential and recreational use, the type of

uncontrolled access to the beach and bluffs which has produced traffic congestion and environmental problems in other areas of the City similarly subdivided. Development is also not possible without extension of water and sewer services and street improvements requiring an assessment district; full build-out would result in elimination of the few stands of cypress which remain and an increase in traffic congestion on Kelly Avenue, Poplar, and Filbert.

### Public Acquisition

As in the case of Miramontes Terrace North, the preferred alternative, given Coastal Act priorities, is for acquisition of the subdivided area west of Railroad Avenue for State Beach expansion. Such acquisition would assure an adequate buffer between residential and recreational use in an area where the width of current public ownership is quite limited. This is the preferred use indicated as the primary designation on the Land Use Plan Map.

In the event that State acquisition is not possible, limited residential development could be permitted under a complete re-planning and re-platting of the area. Such re-planning is required to deal with unbuildable lots, to alter the mapped street system to minimize access conflicts and improve local circulation, to provide an adequate buffer between residential development and the public beach area, to preserve views along the bluff tops, to preserve the existing cypress stands, and to eliminate the possibility of streets ending at the State Beach property.

In addition to the PD requirements described in Section 9.3.2, development of this area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units

and open space requirements for each of the parcels which are under separate ownership or for each group of parcels which is to be developed as a unit.

- (b) No development shall be permitted until an opportunity for acquisition and addition to the State Beach has been allowed and the State Department of Parks and Recreation has indicated no intent to acquire. Such determination by the State Department of Parks and Recreation shall be made within one year after certification of the Land Use Plan.
- (c) A maximum of 65 residential units may be developed on the site, clustered to preserve existing cypress stands, to ensure an adequate buffer from the public recreation area, and to prevent vehicular access to the beach area through the neighborhood.
- (d) Pedestrian accessways to the beach shall be dedicated and improved as a part of any development.
- (e) Suitable landscaping, fencing, and other means shall be used to ensure that there is a clear separation between new residential development and the public recreation area.
- (f) Access to the development shall orient primarily to Filbert and Poplar, rather than Kelly Avenue.

#### 9.3.6 Wavecrest Restoration Project

This is a large area of Half Moon Bay west of Coast Highway 1 south of Arleta Park to the south City Limits and generally excluding Ocean Colony, Canada Cove Mobile Home Park, and existing development. It is generally an area of paper subdivisions in scattered ownerships.

The State of California and the City of Half Moon Bay have designated this area as a California Coastal Conservancy Project referred to as the "Wavecrest Restoration Project." The Project has been officially approved by the California Coastal Conservancy, California Coastal Commission, and the City of Half Moon Bay. The State approval and certification of the Project is a clear indication of the State's recognition of the Project as a positive vehicle for the implementation of the State goals and objectives for maintaining and enhancing our coastal resources.

The Project is intended to achieve five Coastal Act goals of statewide significance: (1) consolidation and re-platting of over 1,400 substandard lots in paper subdivisions; (2) provision of public access to the coast; (3) restoration and protection of riparian corridors and bluffs; (4) establishment of a stable Urban/Rural Boundary to preserve the potential for agricultural use

of currently vacant and idle lands south of the City; and (5) generation of funds to protect lands with agricultural potential located outside of the Project area. The Project is also intended to better enable the City to meet its fair share of existing and projected regional housing needs by providing up to 1,000 housing units, up to 200 of which will be made available to persons of low and moderate income.

The Wavecrest Restoration Project encompasses about 630 acres; about 490 acres north of Ocean Colony (the "North Project Area"); and about 140 acres south of Ocean Colony (the "South Project Area"). (See Wavecrest Restoration Project under Map Section).

The following discussion of sub-areas of the Project more clearly identifies development constraints and conditions.

#### North Project Area

The North Project Area, known locally as the Wavecrest Area, is the largest, single, undeveloped area in Half Moon Bay, with a total of about 490 acres. More than one-third of the area is platted in five old subdivisions. These subdivisions have a theoretical development potential under existing zoning for over 700 residential units on 7,500 square-foot lots. Under existing zoning, the unsubdivided area would be developed for an additional 950 units, for a total of 1,650 units in the area. There is a trunk sewer line running north-south through the area, about 1,500 feet from the boundary of the public recreation area. Otherwise, there are no water or sewer services and no paved streets. A Little League ballfield occupies about five acres in the middle of the area and a few houses are located near Highway 1. Part of the area near the highway is occupied by greenhouses. About 15 acres in the northeastern corner is currently in vegetable cultivation. This is the only part of the area having prime soils. An additional 100 acres or so in the northern area (Smith Estate) is dry farmed for hay and barley by a tenant farmer. Annual land rent amounts to only about one-half of property taxes. Redondo Beach Road on the south and the unimproved Seymour right-of-way on the north are proposed as access routes to the beach.

The area has experienced severe erosion and gullying at the bluff face due to cliff instability, water runoff, and uncontrolled use by off-road vehicles and hikers. Coastal scrub vegetation has been returning in those areas which have not been farmed for many years.

The poor quality of the soil, severe drainage problems, and the lack of water make the North Project Area currently unusable for irrigated cultivation of high-return vegetables or flowers, the only forms of agriculture which are feasible except for greenhouse production. A large investment in drainage improvements (in excess of \$800 per acre) would be required to use this land for irrigated field production and such an investment is not economically

feasible for production of artichokes or Brussels sprouts, the traditional specialty crops in Half Moon Bay. The infeasibility of such an investment is augmented by the previous subdividing of much of the area and the difficulty of consolidating ownerships. In addition, a major new source of affordable irrigation water would have to be available to support such production. The only potential source which would not divert water from other irrigated agriculture in the area is reclaimed water from the reclaimed water line to be built along Highway 1, and this source is incapable of providing the quantity and quality of water required, even if all of the water were allocated to this area. In addition to reclaimed waste water being too expensive for food and flower growers, at the present time state health restrictions also prohibit such use of waste water. Furthermore, substantial irrigation and cultivation of the area on a large scale would produce conflicts with protection of bluff stability and control of gully erosion due to impacts on the hydraulic gradient and on coastal scrub which absorb water runoff and maintain the bluff edge. (See Section 8.)

### South Project Area

The Manhattan Beach Tract is located south of Ocean Colony, west of the Canada Cove Mobile Home Park, and north of Arroyo Canada Verde. It consists of approximately 175 vacant lots on about 42 acres which could produce about 50 buildable residential sites under current zoning, which includes greenbelt zoning.

Development of the Manhattan Beach Tract in accordance with its former platting would be inconsistent with Coastal Act policies on access, recreation, hazards, and habitat protection.

The South Project Area south of Arroyo Canada Verde consists of the Cabral Property, an unsubdivided tract of about 40 acres, and an old subdivision called Lipton-By-The-Sea of about 58 acres.

Lipton/Cabral is not, and for many years has not been, in agricultural use of any kind. Agricultural use of Lipton/Cabral would not be feasible and would result in a net loss operation to the owners of the land, even at zero land cost. The soils are marginal, would be hard to farm, and would produce crops with below average and acceptable yields;<sup>1</sup> there is no available source of

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<sup>1</sup>The Soils Conservation Service of the United States Department of Agriculture and the State Land Use Task Force of the California Rural Development Committee have recently completed The Important Farm Lands Inventory for the San Mateo County Coastside, including the City of Half Moon Bay. The inventory ranks land in the following four categories of decreasing importance: (i) Prime Farmland; (ii) Additional Farmland of Statewide Importance; (iii) Unique Farmland; and (iv) Additional Farmland of Local Importance. The SCS Important Farm Lands Inventory does not include Lipton/Cabral in any of the four agricultural land categories.

affordable irrigation water; because Lipton/Cabral is immediately adjacent to the 8 unit per acre Canada Cove Mobile Home Park, agricultural use would be severely compromised by urban conflicts such as vandalism, theft, human and animal trespass, infestations of the plume moth attracted by City lights, and restrictions on pesticide use and application and hours of equipment operation; and, the initial capital cost merely to prepare the land for a farming operation would exceed \$700,000.00.<sup>2</sup>

The County lands adjacent to the southern boundary of the South Project Area are not in agricultural use. These lands share with Lipton/Cabral and most other open areas on the coastside at least one insurmountable impediment to agricultural use: the lack of an available source of affordable irrigation water. Nevertheless, these lands have been designated "Planned Agricultural District" in the County's certified LCP. In order not to preclude the potential agricultural use of the adjacent County lands, development of the South Project Area should include a buffer zone along the southern boundary of the South Project Area of 100 feet which, when coupled with a buffer of similar width south of the City limits, will provide an overall zone 200 feet in width, a width certified as acceptable by the Coastal Commission for other coastal cities such as Santa Cruz.

The South Project Area is contiguous with the 8 unit per acre Canada Cove Mobile Home Park and the 4 unit per acre Ocean Colony Planned Unit Development. The Coastal Commission has recently approved an expansion of the contiguous 8 unit per acre mobile home park. The mobile home park constitutes existing high-density residential development, and Ocean Colony constitutes existing medium-density residential, recreational, and commercial development.

Because Lipton/Cabral is located between the high-density mobile home park and the vacant County lands to the south of the City Limits, it is an appropriate location for transitional residential, recreational, and visitor-serving commercial development. Absent transitional development, substantial pressure would remain for high-density residential development of Lipton/Cabral because of its location immediately adjacent to the high-density mobile home park and all of the urban public works infrastructure currently serving the mobile home park and Ocean Colony. Potential transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral as a part of the Wavecrest Restoration Project would relieve this pressure and establish a stable Urban/Rural Boundary. The stability of this Urban/Rural Boundary would be enhanced both by the 100-foot buffer zone along

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<sup>2</sup>See Appendix A to the Agribusiness Group, Inventory and Analysis of Existing And Potential Agricultural Use Of Land Within The City Of Half Moon Bay, October 23, 1981.



the southern boundary of Lipton/Cabral and the fact that the southern boundary of Lipton/Cabral is also the City Limits.

Potential transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral as Phase 1 of the Wavecrest Restoration Project may be necessary in order to implement the Project and achieve its five Coastal Act goals of statewide significance. In evaluating the feasibility of the Project, the Conservancy's consultant assumed that Half Moon Bay Properties, Inc., would be the major project developer and would contribute its holdings in both the North Project Area and the South Project Area, thereby substantially reducing the need for public funds to assemble lands within the Project area. Half Moon Bay Properties, Inc., has presented substantial evidence to the Coastal Conservancy, the Coastal Commission, and the City to support its contention that transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral as Phase I of the Wavecrest Restoration Project is necessary if the Project is to be implemented.

Transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would be consistent with the Coastal Act. Potential negative impacts on riparian corridors and bluffs would be precluded through application of the "Riparian Corridors," "Bluffs," and "Runoff" note criteria on the approved Wavecrest Restoration Project Plan Map. In addition, the Wavecrest Restoration Project would be subject to all of the resource protection policies of this Plan. Since Lipton/Cabral is neither in agricultural use nor suitable for agricultural use, potential transitional residential, recreational, and visitor-serving commercial development would not convert to urban use land which might otherwise be used for agricultural production. Accordingly, neither Section 30241 nor Section 30242 of the Coastal Act is applicable. Transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would not diminish the potential agricultural use of adjacent County lands, especially since any development would include a 100-foot buffer zone along the southern boundary of the South Project Area. Transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would establish a stable Urban/Rural Boundary by establishing a transitional zone between the 8 unit per acre mobile home park and the vacant County lands to the south, thereby relieving pressure for higher density development. The stability of this Urban/Rural Boundary would be enhanced by the 100-foot buffer zone. Transitional development of Lipton/Cabral would be consistent with Section 30250 of the Coastal Act because it would be contiguous with the existing 8 unit per acre mobile home park and in close proximity to Ocean Colony and the urban public works infrastructure which serves them both. Finally, transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral would be consistent with, and may be required by, Coastal Act Sections 30001.5, 30007, and 30007.5.

Improvement and extension of Miramontes Point Road, already approved by the Coastal Commission, is needed to provide access to a proposed public vista point on the bluff and a parking facility serving Canada Cove Beach, as well as to provide access to the hotel to be built in Ocean Colony. Re-subdivision and development of the South Project Area, including the transitional residential, recreational, and visitor-serving commercial development of Lipton/Cabral, offers a major opportunity to achieve the five Coastal Act goals of statewide significance intended to be achieved by the Wavecrest Restoration Project, including improved access to public and commercial recreation, and to meet a portion of the City's share of existing and projected regional housing needs, including the needs of persons of low and moderate income, without conflict with the Coastal Act or the other policies of this Plan.

### Alternatives

The Project area offers the potential to meet local needs for active and/or passive recreation. The Johnson House Senior Citizens' Center will be located nearby across Highway 1 off Higgins Purissima Road. The City has, for some time, planned a major recreation facility to meet unmet needs for active recreation. Any plan for the Wavecrest Project Area should include consideration of such a facility which could be provided in connection with new development. The Project area also offers the potential to meet needs for new commercial recreation and public recreation and reasonable needs for new development in Half Moon Bay to accommodate population growth, which would otherwise be accommodated on land outside the City with substantially more potential for agricultural use. The concentration of development policy specifically supports such shifts in order to protect valuable coastal resources. Development of this area also offers major potential to accomplish other Coastal Act objectives with respect to improved coastal access and recreational opportunities, restoration of damaged habitats, and protection of existing habitat. New development could ensure the provision of new and improved access to the shoreline and the beach, restoration of existing gullies, and protection of the returning scrub habitat and protection of coastal view corridors. In addition, such development would include provision both for new low cost visitor accommodations in the form of a new recreational vehicle park, new low and moderate income housing, and new commercial recreational opportunities.

The potential for planned development to accomplish all of these objectives is enhanced by the fact that three landowners control a substantial share of the total area and by the County's ownership of a substantial number of lots in the old Ola Vista subdivision near the shoreline. Re-planning and re-platting the existing subdivisions is essential to protect and improve coastal access, to ensure continuous lateral access and protected recreational opportunities along the cliff edge, to reduce the potential density

of new development, to restore damaged habitats and bluffs, and to protect watercourses.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2, development of the undeveloped Wavecrest Area shall be subject to the following conditions:

- a) A specific plan shall be prepared for the entire area or, in the event the Project is developed in phases, for each phase, which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. Each specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site.

- b) A maximum of 1,000 residential units may be developed on the site including at least 20% affordable to persons of low and moderate income.
- c) Suitable landscaping, fencing, or other means shall be used to ensure that direct pedestrian access to the bluff edge is controlled and limited in accordance with accessways to the beach and protection of the bluff face from erosion.
- d) At least 15 acres of the site shall be reserved and developed for community recreation if another site is not designated pursuant to Policy 2-34.

Consideration shall be given to reserving 20-30 acres for a major park affording active and passive recreation opportunities within a natural environment.

- e) At least 30% of the site shall be retained in open space for public and commercial recreational use and sited and designed to protect view corridors from Highway 1 and the ocean, to provide buffers between primary coastal access routes and residential development, to absorb groundwater so as to retard cliff erosion, and to protect habitat areas.
- f) As a part of any development, a lateral accessway along the bluff shall be improved for pedestrian and bicycle use

parallel to the shoreline within the existing area of County ownership.

- g) As a part of any new development, vertical accessways shall be constructed to the beach from the bluff affording access to the beach near the end of designated beach access routes. A third accessway to the beach may be required approximately equidistant between the two primary access routes.
- h) As a part of any new development, provision shall be made for improvement of the two designated beach access routes in the district, either along existing platted alignments or in accordance with new alignments designed to afford equivalent access opportunities.
- i) New residential units shall not front on beach access routes unless no other access is available, and access to beach access routes from any area of residential development shall be limited to protect beach access.
- j) At least a 10-acre site, within the Project area, shall be reserved for the development of a recreational vehicle park. Consideration shall be given to reserving a site of at least 5 acres for future visitor-serving facilities. Visitor-serving densities shall not exceed 20 lodging units or campsites per acre.
- k) New access to Highway 1 shall be limited and one new access shall be at the existing intersection of Highway 1 and Higgins-Purissima Road, if feasible.
- l) Provision shall be made to ensure that irrigation of open space for park, recreational, and general open space purposes shall, to the extent feasible, maximize the use of reclaimed water and measures such as retention in basins, grading, revegetation, and drainage improvements shall be taken to prevent destabilizing effects on the coastal bluffs.
- m) Development shall be clustered to the maximum extent feasible.
- n) Development shall give maximum consideration to preserving and enhancing the existing cypress and eucalyptus hedgerows at the west end of the L. C. Smith property.
- o) As a part of any new development, provision shall be made for dedication of right-of-way for the Miramontes Point Road extension to the extent required.
- p) No residential structure shall be located west of the extension of Miramontes Point Road.

- q) All beach and all land not otherwise devoted to a public or commercial recreational use to the west of the extension of Miramontes Point Road, not in public ownership, shall be offered for dedication to the County or the State Department of Parks and Recreation, as a part of any development, to become a part of the public recreation area.
- r) The Wavecrest Restoration Project may be developed in two or more phases.

#### 9.3.7 Dykstra Ranch

This is a parcel of 114 acres of gentle to steep slopes on the eastern edge of the City. Only a very small portion of the site contains prime soils. In the past, the lower slopes and flatlands had been used for pasture. A Planned Unit Development and tentative tract has been previously approved for development in this area, with a total of 228 units.

Eastern portions of the Dykstra Ranch have steep slopes. These slopes have been identified as having landslide potential. Residential development and road construction on these steep slopes would require a substantial amount of hillside cutting and filling and would increase the possibility of slope failure, posing a hazard to homes and development on lower slopes. Most of the Dykstra Ranch has development potential without such hazards or conflicts.

Residential development is appropriate as an alternative to development of more rural lands and those with significant coastal resources, in accordance with Coastal Act policies. It could also contribute to improvement in local traffic circulation by contributing to the development of a new collector road parallel to Highway 1. However, such development must conform with protection of views of the hillside, avoidance of hazards, and minimum alteration of natural landforms. Development of this site does offer the potential for solving local drainage problems in the Terrace Avenue subdivisions.

It is proposed that this area be permitted for development of a limited variety of residential unit types to meet needsw for new housing in Half Moon Bay. Such development should occur in a manner which minimizes conflicts with Coastal Act policies with respect to preservation of the natural environment and hillside and watershed protection and promote achievement of policies on improved coastal access.

New development would involve a combination of single-family detached homes on moderate slopes, clustered high-density single family attached homes, and apartments on lower slopes near the high school, extension of the long-proposed Foothill Boulevard to

connect with Foster Drive and Grandview (with possible extensions in the future to the north) and retention of drainage courses and steep slopes in open space.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The plan shall be subject to environmental review under City CEQA guidelines.

The plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 92 is inadequate to accommodate the amount of proposed residential development. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which is under separate ownership or for each group of parcels which is to be developed as a unit.

- b) A maximum of 228 residential units, including single-family detached, attached, and garden apartments, may be developed on the site.
- c) No development shall be permitted on slopes in excess of 25% or above the 160' contour and, as a condition of approval, an open space easement shall be dedicated which ensures the permanent retention of such slopes in open space. Development shall be clustered to the maximum extent feasible on lower slopes.
- d) Existing major drainage courses shall be dedicated, after suitable landscaping, to protect against erosion and to provide for passive recreational use.
- e) Apartments and single-family attached housing shall be located on slopes of less than 15%, and shall involve as little grading and filling as is feasible.
- f) A right-of-way of not more than 80 feet shall be dedicated along an alignment as generally indicated in the Land Use Plan Map and as approved by the City for the location of Foothill Boulevard and connections with Grandview and Foster, and such right-of-way shall be improved with a suitable street and with bicycle, hiking, and equestrian trails as a part of development of the site. No curb cuts shall be permitted for driveway access to Foothill Boulevard.

- g) Structures shall be sited so as to minimize interruption of views of the upper hillsides from Highway 1 and the public recreation area along the shoreline.
- h) No residential development of the site shall precede completion of site grading and installation of all drainage improvements necessary to prevent erosion of the site or lands up and down slope. In addition, the developer shall agree to participate in an assessment district for Foothill Boulevard.

#### 9.3.8 Carter Hill

This area consists of about 47 acres in 4 parcels, including one containing a water tank owned by the Water District. A Planned Unit Development for 47 units on 1-acre lots was previously approved for the 4 parcels and constitutes existing zoning on the site. Most of the site is very steep, with landslide and erosion potential, and the upper part of the hill is located in the scenic viewshed from Highway 1. Residential development and road construction on the steeper slopes would require a substantial amount of hillside cutting and filling and would increase the possibility of slope failure, posing a hazard to homes and development on the lower slopes. However, development can occur on the lower part of the site without adverse effects on coastal resources and can contribute to coastal access by contributing to the development of Foothill Boulevard as a north-south arterial parallel to Highway 1.

Therefore, this site is proposed for moderate-density development on the lower portion of the hill where the land is relatively flat and outside the scenic viewshed. Development would be adjacent to the proposed new arterial and within walking distance of the high school and the industrial area to the west. Attached homes and/or apartments at medium densities are contemplated, and should be designed to be consistent with similar development on the adjacent Dykstra Ranch property. Overall density would be the same as that permitted by existing zoning, but would be concentrated on about 25% of the site, located below the 160' contour line.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

- b) A maximum of 50 residential units, including single-family attached and garden apartments may be developed on the site.
- c) No development (except the existing Coastside County Water District tank parcel) shall be permitted above the 160' contour line, as indicated on the Land Use Map and, as a condition of approval, an open space easement shall be dedicated which ensures the permanent retention of that portion of the site above such contour in open space.
- d) A right-of-way of not more than 80 feet shall be dedicated along an alignment as generally indicated in the Land Use Plan Map and as approved by the City for the location of Foothill Boulevard and connections with Foster Road. Such right-of-way shall be suitably improved including bicycle, hiking, and equestrian trails as a part of development of the site. No curb cuts shall be permitted for driveway access for individual units to Foothill Boulevard.
- e) No residential development of the site shall precede completion of site grading and installation of all drainage improvements necessary to prevent erosion of the site or lands up and down slope. In addition, the developer shall agree to participate in an assessment district for Foothill Boulevard.
- f) Access road to Coastside County Water District facility shall be included in any development plan approved for this site.

#### 9.3.9 Miramar Beach

This property consists of 2.5 acres on which one three-story structure containing 5 apartments is located above the bluff face. A portion of the property is located within the zone of potential tsunami inundation and all of the property is located within the 50-year line of projected cliff retreat. Existing zoning provides for 20 additional residential units, which would produce a total density about twice that in the rest of the Miramar area. Lateral access along the bluff top and along the beach at high tide has been blocked by construction of the existing structure and riprap necessitated to protect it. Any further development of the property is dependent on the possibility of reducing or eliminating the currently high rate of cliff erosion in accordance with the Hazard policies in Section 4 (p. 77). Longterm protection of the existing structure may not prove to be possible within the scope of Coastal Act policies, since it is not certain that any means of protecting the existing building frontage will be adequate and extensive riprapping or seawall construction to the south and north would probably conflict with Coastal Act policies.



## Alternatives

The preferred alternative under the Coastal Act would be acquisition of the property as a part of the State Beach and demolition of the existing structure. This would eliminate the serious hazard problem as well as conflicts with access and recreation. This is shown on the Land Use Plan Map. If acquisition is not possible and if a demonstration can be made that further development of the property can meet the Hazard policies, as provided in Section 4, the preferred development of the site is for limited residential development consistent with that on adjacent properties. The Planned Development designation is intended to provide for this alternative. Lateral access across the property is also to be included.

## Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation.

- b) A maximum of 15 residential units may be developed (including existing units).
- c) No development shall be permitted until a demonstration is made that new development complies with other policies of the Plan, and until an opportunity has been given to the State Department of Parks and Recreation to acquire the property and it has indicated no intent to acquire.
- d) An accessway to the beach from the property shall be constructed and dedicated for public use, in accordance with designs approved by the Planning Commission, sufficient to assure safe and adequate access to the beach at times of high tides.
- e) A lateral accessway across the property providing a connection with access on the State Beach property shall be dedicated to

assure unimpeded access from Mirada Road to the State Beach property for pedestrians.

- f) Structures shall be set back from the shoreline to the maximum extent feasible (no closer than 100 feet) and shall be clustered to preserve views from Mirada Road to the ocean and to preserve the existing stand of cypress trees.

#### 9.3.10 Guerrero Avenue Site

This property consists of about 6 acres in 2 parcels between the original Miramar and City of Naples subdivisions, and a series of platted lots along the east side of Alameda Avenue. This site is bounded on the north by mapped but unimproved Guerrero Avenue, on the east by Highway 1, on the south by the Naples Creek drainage, and on the west by Alameda Avenue. Water and sewer services are available from Guerrero and Alameda. Existing zoning permits single-family detached houses on 6,000 square-foot lots and about 39 units of this type could probably be built on the large parcels, with an additional 7 along Alameda. Recreational commercial is permitted along Highway 1. If built in accordance with conventional platting, an awkward situation would result due to a change in the orientation between Miramar and City of Naples. In addition, standard development would encroach on the Naples Creek drainage and eliminate the existing view from Highway 1 to the beach. There is also the opportunity to use the site to provide some low and moderate cost housing as a part of its development. Drainage problems on the site would require an economical development pattern to provide such housing. Guerrero Avenue also offers the opportunity, if improved, to provide a minor access route to the beach, thereby relieving some of the traffic which flows onto Roosevelt Boulevard and Mirada Road.

To accomplish the objectives for this site, the most logical alternative is to encourage a Planned Unit Development, involving clustering of detached or attached houses so as to maximize pedestrian and bicycle access to the beach, preservation of ocean views and open space, provision of low and moderate income housing opportunities, and provision for setbacks from the Naples Creek corridor for adequate drainage and preservation of the existing trees along the creekbed. Little habitat value remains along Naples Creek, but it is a natural drainage course sustaining extensive vegetation. The Planned Development District designation is intended to encourage a development solution which will achieve all of these objectives.

#### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms

to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and location of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

The specific plan and accompanying environmental documents shall be submitted to the Planning Commission, who may recommend additional conditions for development of the site. The Planning Commission may reduce the allowable density if it is determined that Highway 1 and access routes to the beach are inadequate to accommodate the amount of proposed residential development in addition to public and commercial recreation. In adopting the specific plan, the Planning Commission shall specify the number and type of housing units and open space requirements for each of the parcels which is under separate ownership or for each group of parcels which is to be developed as a unit.

- b) A total of not more than 46 units may be developed on the site.
- c) Setbacks shall be provided along Naples Creek adequate to protect existing vegetation and the drainage course shall be dedicated, after suitable landscaping and provision for pedestrian and bicycle paths, to provide for passive recreational use.
- d) No access from residential properties directly to Highway 1 shall be provided; access shall be provided to Guerrero Avenue by means of connecting streets and/or a frontage road along Highway 1.
- e) A portion of the site adjacent to Highway 1 shall be reserved for commercial-recreational use; some of the housing units may be located above the first story in such use.
- f) Structures shall be sited so as to minimize interruption of views from Highway 1 to the ocean.

#### 9.3.11 Pilarcitos West Urban Reserve

This area contains about 145 acres of land and is generally located east of Railroad Avenue, north of Kelly Avenue, west of Matteucci lands designated PD, Ocean Shore Subdivision and Coast Highway I and south of Casa del Mar Subdivision. The area has a potential for buildout of approximately 1000 additional dwelling units. All of the lands in this area contain Class II soils with some Class I and on-site wells near the creek have traditionally provided water for farming.

### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2, development of the Pilarcitos West Urban Reserve area shall be subject to the following conditions:

- (a) A specific plan may be prepared for this area which addresses agricultural enhancement and resolves conflicts with adjacent residential and recreation uses so as to maintain the maximum amount of land in production and to restrict unnecessary public access to agricultural operations.
- (b) Permitted development shall be limited to facilities associated with agricultural use of the land (e.g. farmhouses, wells, reservoirs, lot line adjustments, fences) and limited recreation (e.g. trails) buffered from agricultural operations.

### Policy 9.3.12 Matteucci

This area contains about 5 1/2 acres of land and is generally located west of Pilarcitos Park Subdivision, south of Pilarcitos Creek, north of Kelly Avenue and east of lands designated Pilarcitos West Urban Reserve. The area being approximately the easterly 225 feet of the Matteucci holdings in this area.

### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2, development of the Pilarcitos Creek North area shall be subject to the following conditions:

- (a) A specific plan shall be prepared for the entire area which incorporated all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.
- (b) If development occurs during the existence of the Pilarcitos West Urban Reserve, or after development potential on the adjacent agricultural lands has been extinguished, the development shall include all necessary buffer improvements (including but not limited to such techniques as setbacks and fences) to confine urban impacts to the development site and avoid conflicts with permanent agricultural use of the adjacent lands.

- (c) All water rights on the Matteucci parcel shall be preserved for adjacent lands either by dedication, or creation of an undevelopable parcel along the Pilarcitos Creek frontage that retains riparian rights, or some similar technique. This does not necessarily require retention of the existing reservoir.
- (d) A total of not more than 42 units may be developed on this site.

#### Policy 9.3.13 Public Facilities

This area contains about four acres of land and is adjacent to the City's sewage treatment facility. Approximately one acre east of the existing plant (Landstra) but not interfering with the plan for a southerly extension of Pilarcitos Avenue, three acres of the south (Lutheran Church) adjacent to the existing plant.

#### Proposed Development Conditions

- (a) The one acre parcel to the east (Landstra) of the existing facilities shall be developed for corporation yard and administrative facilities and so designed to avoid conflicts with the Pilarcitos Avenue plan line.
- (b) The maximum three acre site to the south (Lutheran Church) shall be developed as reclamation facilities associated with the existing treatment plant. Treated water shall be made available, to the extent feasible under environmental health regulations, for nearby agricultural uses and steam replenishment.

#### 9.3.14 Podesta/Silvera

This area contains about 34.5 acres of land between Cabrillo Highway, North Main Street, Half Moon Bay High School, Foster Drive, and Highland Park/Newport Terrace subdivision. The area consists of 2 parcels, one long strip of about 4.5 acres running along Foster Drive and the other, about 30 acres fronting on the Cabrillo Highway. The Foster Drive parcel is currently being used for auto storage activities while the larger parcel is currently in horticultural production.

This area has suffered from declining viability of horticultural production primarily due to its proximity to residential and commercial areas of the City.

Given the absence of potential for continued horticultural production and a need to provide for careful transition from industrial activities to residential uses, this tract is being designated as a mix of residential and industrial.

### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under the City CEQA guidelines.
- b) The development shall be industrial and residential. Residential development shall not exceed 40% of the gross area. The residential portion shall not exceed 125 units.
- c) The total project area shall retain 25% in common or public open space (excluding public/private streets and off-street parking areas).
- d) There shall only be two vehicular access points from the public right-of-way currently fronting the area.
- e) No structures are to have direct access to Foster Drive, North Main Street, or Cabrillo Highway beyond those set forth in d), above.
- f) There shall be no more than three phases to the project, each of which shall include a portion of the commercial and residential portions of the project.

#### 9.3.15 Andreotti

This area contains about 24 acres of land between Pilarcitos Creek, North Main Street, the Mormon Church property, and commercial property fronting Highway 92. The parcel is currently in one ownership. The topography of the parcel is varying elevations and flood plains along Pilarcitos Creek with level to rolling contour over the majority of the site. The area is suffering from declining viability of agricultural use due to its proximity to the Central Business District of Half Moon Bay.

Given the absence of potential for continued agricultural production, this tract is being designated as a mix of residential and commercial.

### Proposed Development Conditions

- a) A specific plan shall be prepared for the entire area which incorporates all of the conditions listed below and conforms to all other policies of the Land Use Plan. The specific plan

shall show the locations of roads and structures, and indicate the amount and locations of open space, public recreation, and commercial recreation. The specific plan shall be subject to environmental review under City CEQA guidelines.

- b) The total project area shall retain 25% in common or public open space (excluding public/private streets and off-street parking areas).
- c) The development shall be commercial and residential. The residential development shall not exceed 40% of the gross area. The residential area shall include not more than 130 units of housing.
- d) The vehicular access shall be provided from North Main Street.
- e) No structures shall have direct access to North Main Street.
- f) There shall be no more than three phases to the project, each of which shall include a part of the commercial and residential portions of the project.

#### 9.3.16 Half Moon Bay Country Club

Half Moon Bay Country Club is a 278-acre residential, recreational, and commercial Planned Unit Development (Country Club PUD) which was fully approved by the City in compliance with all applicable State land use and environmental statutes and local ordinances prior to the adoption of Proposition 20 in 1972. The Country Club PUD is located west of Highway 1 in the southern portion of the City between Redondo Beach Road and Miramontes Point Road. The following improvements have already been completed: all of the streets and utilities (i.e. sewer, water, street lighting, etc.) for the entire Country Club PUD, all of the perimeter walls and fences for the entire Country Club PUD, the 145-acre, 18-hole golf course, the treated waste-water pumping station, pipeline, and irrigation system, the related series of lakes, the motel and commercial complex along Highway 1, the pro shop, tennis courts, indoor swimming pool, athletic club and restaurant, about 189 dwelling units, retaining walls, a tot lot, and an improved trail for lateral coastal access which is subject to a recorded offer of dedication. When all of the approved improvements have been completed, the Country Club PUD will include up to 1,050 dwelling units and a hotel complex with up to 414 rooms at the end of Miramontes Point Road.

The existing improvements have been completed in accordance with City PUD Ordinance Nos. 3-72, 10-74, and 5-75 (land use ordinances which apply specifically to the Country Club PUD), the subdivision improvement agreement between the developer and the City, and the final subdivision map for the Country Club PUD (hereinafter

collectively called the "Existing Country Club PUD Approvals"). The Existing Country Club PUD Approvals will govern and control completion of the remaining approved development within the Country Club PUD. Among other things, the Existing Country Club PUD Approvals establish the locations of roads and utilities, structures, the amount and location of open space, public and commercial recreation, and residential and commercial use. In addition, as a practical matter, the existing approved development (in particular, the streets and utilities, all of which have been completed, the golf course, the series of lakes, and the commercial and recreational facilities) dictate that the Country Club PUD must be completed in accordance with the density, location, and other development parameters set forth in the Existing Country Club PUD Approvals.

In Sierra Club v. Coastal Zone Conservation Commission, 58 Cal. App. 3d 149 (1976) (hearing denied July 8, 1976), the courts of the State of California held that the developer had obtained a vested right to develop free of any Coastal Act (and, therefore, LCP) requirements those improvements which, as a practical matter, dictate the density, location, and other parameters for completion of the Country Club PUD. The exempt improvements include the golf course, the hotel, golf and tennis pro shops, the perimeter walls and fences, all of the streets and utilities, retaining walls, steps from Half Moon Bay Country Club to the beach, the tennis courts, the swimming pool, the gate house, and the sewage treatment facility (58 Cal. App. 3d, at 153). As a consequence of the existing exempt development, conditions imposed by land use approvals granted prior to adoption of Proposition 20, and the residential development heretofore approved by the Coastal Commission, the Country Club PUD has been committed to build-out in accordance with the Existing Country Club PUD Approvals. However, any material change in development from that heretofore approved by the City may require approvals from the City (and the Coastal Commission pending certification of the City's LCP), including a Coastal Development Permit.

While the overall development of the Country Club PUD is controlled by the Existing Country Club PUD Approvals, and while the density, location, and type of future development has already been determined by the existing development, the Coastal Commission has required permits for specific residential developments within the Country Club PUD. Over the years the developer has applied for, and obtained, Coastal Permits for the development of 12 residential subdivisions within the Country Club PUD, comprising 189 dwelling units. In the process of obtaining those permits, the developer has recorded various covenants and restrictions establishing design review controls acceptable to the Coastal Commission, and has approved and recorded an offer to dedicate a lateral trail across the Country Club PUD in a location approved by the Coastal Commission.



Completion of the Country Club PUD in accordance with the Existing Country Club PUD Approvals will provide significant recreational and visitor-serving opportunities, coastal access, and additional residential opportunities within an established neighborhood with an existing urban infrastructure capable of accommodating such development.

Proposed Development Conditions

- a) The Country Club PUD shall be completed in accordance with the Existing Country Club PUD Approvals and the provisions of that certain instrument entitled "Offer To Dedicate Trail Easement and Declaration of Covenants and Restrictions" recorded in the Office of the Recorder of the County of San Mateo, State of California, on August 21, 1981, as Instrument No. 80020AS.

In the event of any conflict between the development conditions in this Section 9.3.16 and any other policy in this Plan, the development conditions in this Section 9.3.16 shall control in recognition of the fact that the Country Club PUD has been committed to build-out in accordance with the land use approvals granted, and the conditions imposed, prior to adoption of this Plan.

- b) Any amendment of the Existing Country Club PUD Approvals shall be subject to environmental review under City CEQA guidelines.
- c) A maximum of 1,050 (about 861 new) residential units may be developed on the site. A maximum of 414 hotel/motel rooms may be developed. Any such development outside the hotel site identified in the Existing Country Club PUD Approvals shall be limited to a maximum density of 20 rooms per acre.
- d) In order to better provide the types of housing required by the City (requirements which may change over time from those projected in 1972), the City shall, within the density and other development parameters established by the Existing Country Club PUD Approvals, consider favorably applications for lot line adjustments and similar changes to the final subdivision map for the Country Club PUD designed to accommodate current residential needs and demands. Any such lot line adjustment or similar change shall not constitute an amendment of this Plan so long as it does not change the density and other development parameters for the overall Country Club PUD.

Policy 9.3.17 South Main Street/Cassinelli

This area contains 4.5 acres of land east of Main Street in a strip 200 feet wide from Magnolia Street to about 500 feet north of Higgins/Purissima Road. The area is unsubdivided, but is bordered on the north by high density housing, on the south by a telephone company warehouse, on the east by agricultural lands in the County, and on the west (across Main Street) by an automobile dealership. Although the site contains Class I soils, it has not been leased for farming in recent years, nor has a 100-foot strip immediately adjacent in the County.

Alternatives

Like other prime agricultural lands in the central portion of the City, the Coastal Act's highest priority for this area would be for strengthened agricultural use. In particular, the site's contiguity to a large productive parcel and previous history of being farmed in conjunction with that area are beneficial. Nevertheless, urban development now borders the property, and this portion of Main Street has been beautified and sidewalks have been installed in anticipation of development. One development proposal for the site was suggested in recent years but not implemented: a high density subsidized housing project. Uses which do not include residents, however would pose many fewer conflicts with the adjacent uses.

Proposed Development Conditions:

- (a) A specific plan shall be prepared for all site development as part of any application for a permit on the site.
- (b) Uses shall be light industrial or commercial, similar in character to the warehouse and auto dealer nearby, or residential of a maximum 35 units.
- (c) Permitted uses shall be buffered from adjacent agricultural areas. At a minimum, walls, landscaping, and setbacks shall be included in the project to prevent conflicts with the continuation of agriculture.

Policy 9.3.18 L.C. Smith Estate

This area contains 5.38 acres of land between Cabrillo Highway (State Highway One) and South Main Street. The parcel is a large triangular site which comprises the southern entrance to downtown Half Moon Bay via Main Street. The parcel is currently in one ownership. The topography of the parcel is that of virtually a level site. The site is vacant and located adjacent to an existing auto dealership to the north.

Given the unique location and shape of the parcel, limited uses and specific development standards have been required for this site. As originally designated in the 1985 certified LUP this property was selected for future public facilities. The Public Facilities and Institutions designation was intended to provide for educational, governmental, and institutional uses not normally accommodated by the General Commercial land use designation. Interest for those kind of uses by public agencies has not been forthcoming. Therefore, representatives for the property requested a redesignation of the site to a modified General Commercial use which could accommodate visitor serving priority uses.

It has been determined that the original Public Facility designation on this site is not necessary to carry out the intent of the City's Land Use Plan and General Plan. Additionally, it has been found that an adequate area (+/-5 acres) for future public facilities presently exists and will be set aside for current and future growth of the City within the Wavecrest Restoration Project (Policy 9.3.7). To accomplish the objectives for this site the most logical alternative is to encourage a Planned Unit Development with a modified General Commercial designation, involving restrictions on the types of commercial uses, special limitations on the bulk, heights, and setbacks for any structures, requirement for a Site & Design Permit, and dedication of an area for an "entry feature" to the City. The Planned Development District/General Commercial designation is intended to encourage a development solution which will achieve all of these objectives.

#### Proposed Development Conditions

In addition to the PD requirements described in Section 9.3.2, development of this area shall be subject to the following conditions:

- a) Site & Design permits will be required for any development and shall address building design, height, traffic access plan, and a parking and landscaping plan designed to accommodate a City "entry feature."
- b) A 5,000 square foot area at the southerly end of the property shall be set aside for public facility use. The purpose of this area will be for an "entry feature" to the City. This feature could include a sign, sculpture, landscaping, etc. Any future building design shall be compatible with the entry feature.
- c) Building(s) adjacent to the entry feature shall be limited to two stories (20 feet) and any additional structures shall not exceed three stories (maximum 35 feet).
- d) Minimum development setbacks shall include 30 feet from Highway One right-of-way, 15 feet from Main Street, 10 feet

from the "entry feature", and no minimum setback to the adjacent property on the north.

- e) Consistent with Policy 9-12 at least 20% of the gross area shall be set aside for common and public open space.
- f) The maximum allowable density under the modified General Commercial designation shall be compatible with the density and character of surrounding land uses. (Policy 9-11). Additionally, the previous designations and the proposed appear to have relatively similar intensity of uses given the previous potential development of Public Facilities (i.e., City Hall, or Fire Station) on the site contrasted with the current proposal of limited commercial.

#### Policy 9.3.19 Nurserymen's Exchange and Adjacent Property

These properties are located at the northern City boundary on the east side of Highway 1. There are approximately 30.2 acres under three separate ownerships, with the Nurserymen's Exchange the majority landowner with approximately 28.1 acres. Historically the site has been designated for residential uses in the Land Use Plan and on the Zoning Map.

Although the site contains some Class II soils, the area has been used in the past for only limited agriculture production. At one time a golf driving range was operated on the property. Currently, the agricultural uses on the site are permitted by two Conditional Use Permits approved by the City in 1982 and 1983.

It is proposed that the future development of the property be limited to residential uses. Although no specific type of housing is proposed or recommended, development shall be limited to an overall maximum density of one dwelling unit for each 7,500 square feet of land area, with a maximum of 80 units permitted.

Any change in use from the current agricultural operation shall be in accordance with the conditions set forth herein. A Planned Unit Development Plan shall be prepared for the entire site in conjunction with any proposed change in use, although development may occur in phases.

The required Planned Unit Development Plan shall be prepared by the applicant and subject to the review and approval of the Half Moon Bay Planning Commission and City Council. The Planning Commission and City Council may reduce the allowable densities if future conditions such as but not limited to traffic and roadway capacity and lack of available infrastructure and utility service warrant such a reduction. Additional conditions of approval may be imposed in conjunction with the review of the Planned Unit Development Plan as necessary and appropriate.

### Proposed Development Conditions

- a) A Planned Unit Development Plan shall be prepared for the entire area which incorporates all of the conditions below and conforms to all other policies of the Land Use Plan. The Planned Unit Development Plan shall be adopted as the Zoning Ordinance for this property and shall be incorporated in its entirety into the Zoning Code of the City of Half Moon Bay.
- b) The Planned Unit Development Plan shall show the locations of roads and structures, and indicate the location, amount, and type of public and private recreation facilities and open space.
- c) The Planned Unit Development Plan shall be subject to Environmental Review pursuant to the California Environmental Quality Act and City CEQA Guidelines.
- d) The maximum density of the area shall be limited to one dwelling unit for each 7,500 square feet of gross land area, with no more than 80 units permitted on the 30.2 acres.
- e) Future use and development of the site shall be limited to residential uses. No commercial use shall be permitted without an amendment to the Land Use Plan.
- f) The Planned Unit Development Plan shall specify the development standards for the site, and shall include at a minimum building heights, lot coverage, setbacks, parking requirements and any other appropriate criteria.
- g) No development shall occur above the 160 foot contour line, or on slopes in excess of 25%.
- h) Structures shall be designed and sited so as to minimize interruption of views of the upper hillsides from Highway 1.
- i) Access and egress to the development shall be subject to review and approval by the City and Caltrans, and shall be designed in such a manner as to be safe, convenient, and not conflict with any existing or future development permitted in the area.
- j) Any environmentally sensitive habitat areas and riparian corridors or vegetation identified during the environmental review process shall be preserved and protected through the dedication of these areas for permanent open space. Appropriate measures for the protection and preservation of these areas shall be incorporated into the Planned Unit Development Plan.

#### 9.4 Residential Growth Limitation

- a. The number of new dwelling units which the City may authorize to be built annually may not exceed the number of units necessary for an annual population growth rate not greater than three percent (3%). In setting the maximum number of new dwelling units permitted each year, the City shall use the most recent U.S. Census for determining the average number of persons per household.
- b. To the extent feasible, new residential development shall provide dwelling units for low and moderate income persons.
- c. The following developments shall be exempt from the limitation in subsection 9.4(a):
  1. Replacement of existing units on a one-for-one basis;
  2. Density bonuses for the provision of low or moderate income dwelling units as required by State law.

TABLE 9.1

## CATEGORIES OF UNDEVELOPED LANDS IN HALF MOON BAY

CATEGORY 1: Existing Neighborhoods

	Existing	Maximum Potential New Units Under	Maximum Potential New Units Under
	Units	Exist.Zoning	LUP
1. Miramar	117	75	75(5)
2. City of Naples	51	68	71(5)
3. Grandview Terrace	84	31	66
4. Newport Terrace	52	20	25
5. Casa del Mar	241	45	40
6. Ocean Shore Terrace	95	32	76
7. Pilarcitos Park	275	235	213
8. Community Core/Spanish- town (Arleta Park East)	318	300	272
9. Arleta Park(& Miramontes Terrace South of Kelly)	597	482	349-414
10. Ocean Colony	189	861	861
11. Canada Cove Mobile Home Park	288	69	71
12. Frenchman's Creek	177	5	5(5)
13. Sea Haven	166	0	0
Category 1 Subtotal:	2,650	2,223(1)	2,124-2,189

CATEGORY 2:

## Undeveloped "Paper" Subdivisions

1. Surf Beach	2	91	100(5)
2. Venice Beach	6	85	60
3. Miramontes Terrace (North of Kelly)	6	66	0-15
4. Highland Park	0	66	95
5. Wavecrest	0	*(2)	*(2)
6. Redondo View	0	*(2)	*(2)
7. Redondo	0	*(2)	*(2)
8. Bernardo Station	19	121	70(2)
9. Ola Vista	1	*(2)	*(2)
10. Manhattan	1	*(2)	*(2)
11. Lipton-by-the-Sea	0	*(2)	*(2)
Category 2 Subtotal:	35	429	325-340

TABLE 9.1

**CATEGORY 3:      Unsubdivided Lands, Either Contiguous with Existing Development or Generally Surrounded by Development, Without Significant Resource Value**

	Existing Units	Maximum Potential New Units Under Exist.Zoning	Maximum Potential New Units Under LUP
1. Lands between Casa del Mar and Venice Beach	0	65	15
2. Lands between Grandview Terrace and Newport Terrace	0	175	150
3. Land zoned R-3 near High School	1	80	20
4. Guerrero Avenue site between Miramar and City of Naples (including lots on Alameda)	0	46	46(5)
5. Land east of Frenchman's Creek Subdivision	0	14	50(5)
6. Dykstra Ranch	0	227	228
7. Carter Hill	2	47	50
8. Land north of greenhouses with driving range Nurseryman's Exchange (lower Hester-Miguel)	0	100-300	80(5)
Category 3 Subtotal:	3	754-954	639

**CATEGORY 4:      Unsubdivided Lands Not Contiguous With Existing Development and Having Agricultural, Coastal Recreation, or Habitat Value**

1. Unsubdivided other lands between Seymour and south City Limits	2	1,597-1,697	1,000
Category 4 Subtotal:	2	1,597-1,697	1,000



TABLE 9.1

CATEGORY 5:	Unsubdivided Development Recreation, or	Lands and Having Habitat Value	Contiguous With Agricultural,	Existing Coastal
	Existing Units	Maximum Potential New Units Under Exist.Zoning	Maximum Potential New Units Under LUP	
1. Land between Frenchman's Creek and Young Avenue	0	100-120	50(5)	
2. Land between Frenchmans Creek and Venice Beach	5	40-50	60	
3. Land between Casa del Mar and Pilarcitos Creek	5	310-390	0	
4. Land between Kelly and Pilarcitos Creek	15	600-900	42	
5. Andreotti Property on Main Street	1	225-270	130	
6. Podesta property west of high school	0	360(3)	110	
7. Strip along Main Street and Hwy 1 south of Colonel Way	0	200(3)	35	
8. Lands surrounding Sea Haven	4	360(3)	650	
Category 5 Subtotal:	30	2,195-2,650	1,077	

TABLE 9.1

**CATEGORY 6:      Unsubdivided Lands Not Contiguous With Existing  
Development and Having Agricultural, Coastal  
Recreation, Habitat, and Scenic Value**

	Existing Units	Maximum Potential New Units Under Exist. Zoning	Maximum Potential New Units Under LUP
1. Hester-Miguel lands	0	600-700	50(5)
2. Cabral Property	0	85	*(2)
3. Southeastern annexation across from Canada Cove	0	0	0
4. Land east of Arroyo Leon	6	100(3)	50
Category 6 Subtotal:	6	785-885	100
TOTAL, ALL CATEGORIES:	2,726(4)	7,983-8,838	5,265-5,345

TABLE 9.1  
FOOTNOTES

1. Count assumes that consolidations occur so as to maximize buildable sites. Actual total could be 200-400 units lower.
2. Collectively accumulated in Category 4.
3. Units permitted under former General Plan where existing zoning is agricultural.
4. 1980 Federal Census.
5. Denotes units in El Granada Sewer District. (Total 532 units.)

**TABLE 9.2**

**COMPARISON OF DEVELOPMENT POTENTIAL UNDER EXISTING ZONING  
AND UNDER THE LAND USE PLAN BY LAND GROUPS**

	Maximum Potential New Housing Units Under Exist.Zoning	Maximum Potential New Housing Units Under LUP
CATEGORY 1	2,223	2,124-2,189
CATEGORY 2	429	325-340
CATEGORY 3	754-954	639
CATEGORY 4	1,597-1,697	1,000
CATEGORY 5	2,195-2,650	1,077
CATEGORY 6	785-885	100
TOTAL	7,983-8,838	5,265-5,345

TABLE 9.3

Phasing Schedule to Year 2020 Based on Maximum of 3%  
Annual Population Growth

Year	Population	Dwellings
1990	8,886	3,405
1991	9,153	3,507
1992	9,427	3,612
1993	9,710	3,720
1994	10,001	3,832
1995	10,301	3,947
1996	10,610	4,065
1997	10,929	4,187
1998	11,257	4,313
1999	11,594	4,442
2000	11,942	4,575
2001	12,300	4,713
2002	12,669	4,854
2003	13,049	5,000
2004	13,441	5,150
2005	13,844	5,304
2006	14,259	5,463
2007	14,687	5,627
2008	15,128	5,796
2009	15,582	5,970
2010	16,049	6,149
2011	16,531	6,334
2012	17,026	6,524
2013	17,537	6,719
2014	18,063	6,921
2015	18,605	7,128
2016	19,163	7,342
2017	19,738	7,563
2018	20,331	7,789
2019	20,940	8,023
2020	21,065	8,071

Note: Approximate buildout in the year 2020 is derived from projected dwellings in Categories 1-6 in Table 9.1 (2,726 existing in 1985 + 5,345 = 8,071). Population and dwelling unit projection are based upon a maximum rate of growth in each year. Dwelling unit and population growth may be lower in any given year, which would lead to lower growth in succeeding years.

TABLE 9.4 Developed and Undeveloped Residential Parcels

	Usable Developed	Usable Undeveloped	Usable Parcels	Unusable Parcels	Total
Total	2,726	1,687	4,413	294	4,707
Percent	61.7%	38.3%	100%		

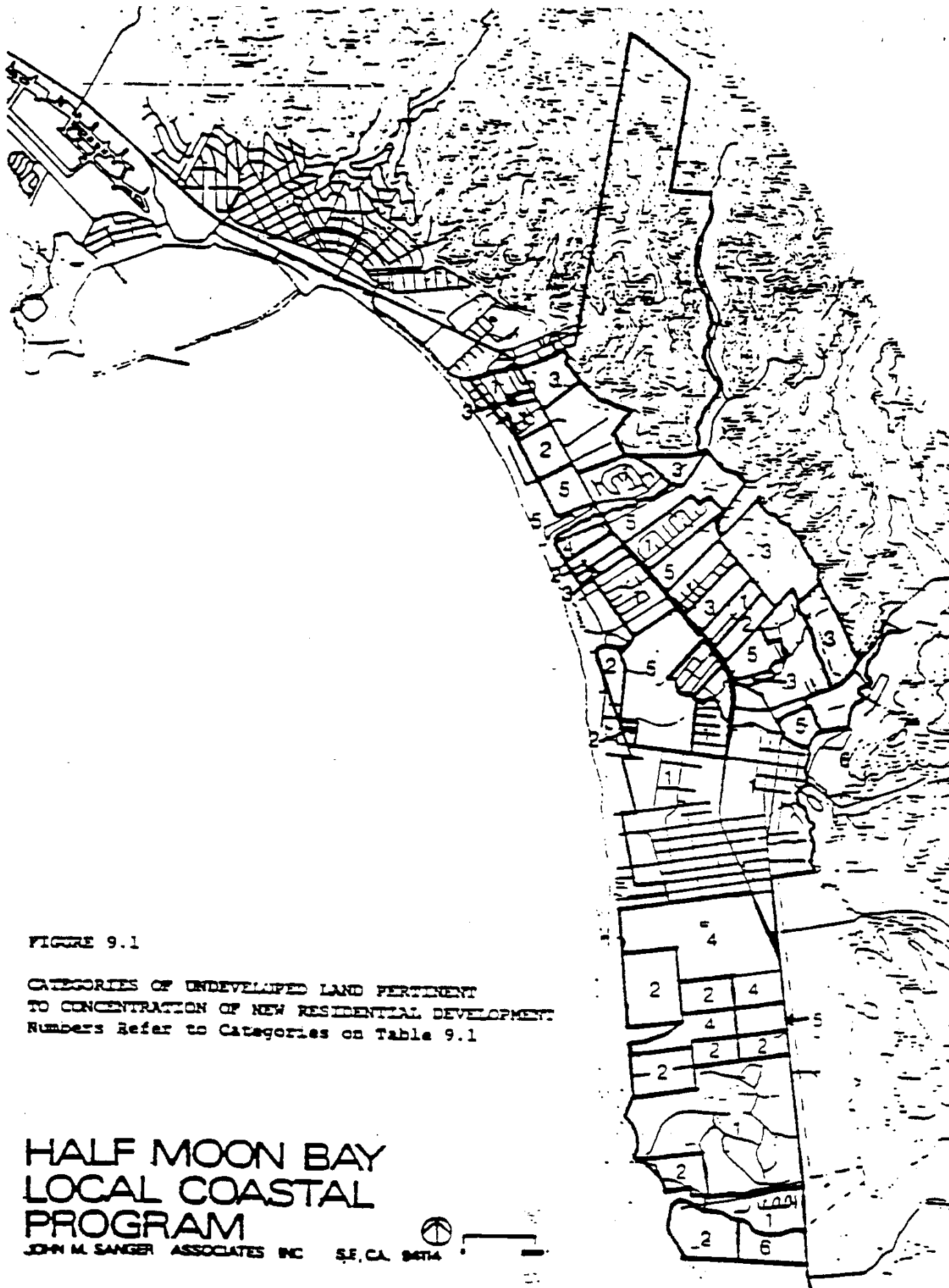


FIGURE 9.1

CATEGORIES OF UNDEVELOPED LAND PERTINENT  
TO CONCENTRATION OF NEW RESIDENTIAL DEVELOPMENT.  
Numbers Refer to Categories on Table 9.1

# HALF MOON BAY LOCAL COASTAL PROGRAM

JOHN M. SANGER ASSOCIATES INC

S.E. CA. 94744

