

## 2 Project Description

The project analyzed in this EIR is the Draft Daly City General Plan Update, hereinafter referred to as the proposed General Plan or the Project. California Government Code Section 65300 et seq., requires cities to prepare a general plan that establishes policies and standards for future development, housing affordability, and resource protection for a city. By law, a general plan must be an integrated, internally consistent statement of City policies. Section 65302 requires that a general plan include the following seven elements: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. Daly City's proposed General Plan combines the Conservation and Open Space elements into a single Resource Management Element. Also, because a portion of Daly City is located within the State Coastal Zone, the General Plan includes a Coastal Element providing background and policies specific to the Coastal Zone.

This chapter introduces the purpose and objectives of the proposed General Plan and summarizes key components of the proposed General Plan. This includes a description of the regional and local setting, General Plan goals, the proposed Land Use Diagram, and residential and non-residential buildout. This project description provides the basis for the environmental analysis in Chapter 3.

### 2.1 Regional Location and Planning Boundaries

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#### REGIONAL LOCATION

Daly City is located immediately south of San Francisco at the northernmost edge of San Mateo County and extends from the Pacific Ocean on the west to nearly reach the San Francisco Bay on the east. The city shares municipal boundaries with the City and County of San Francisco to the north, the City of Brisbane to the east, the Town of Colma and City of South San Francisco to the southeast, and the City of Pacifica to the southwest. Additionally, unincorporated San Mateo County lands exist adjacent to the city, along with an island of unincorporated San Mateo County lands (known as the "Broadmoor" neighborhood) within Daly City.

#### PLANNING BOUNDARIES

##### City Limits

Daly City's city limits encompass approximately 4,864 acres (7.6 square miles) or 90 percent of the area covered by the City's Sphere of Influence (SOI). (See Figure 2.1-1) The city limits primarily include residential and commercial development, with limited industrial land uses, as well as public facilities, including parks and schools.

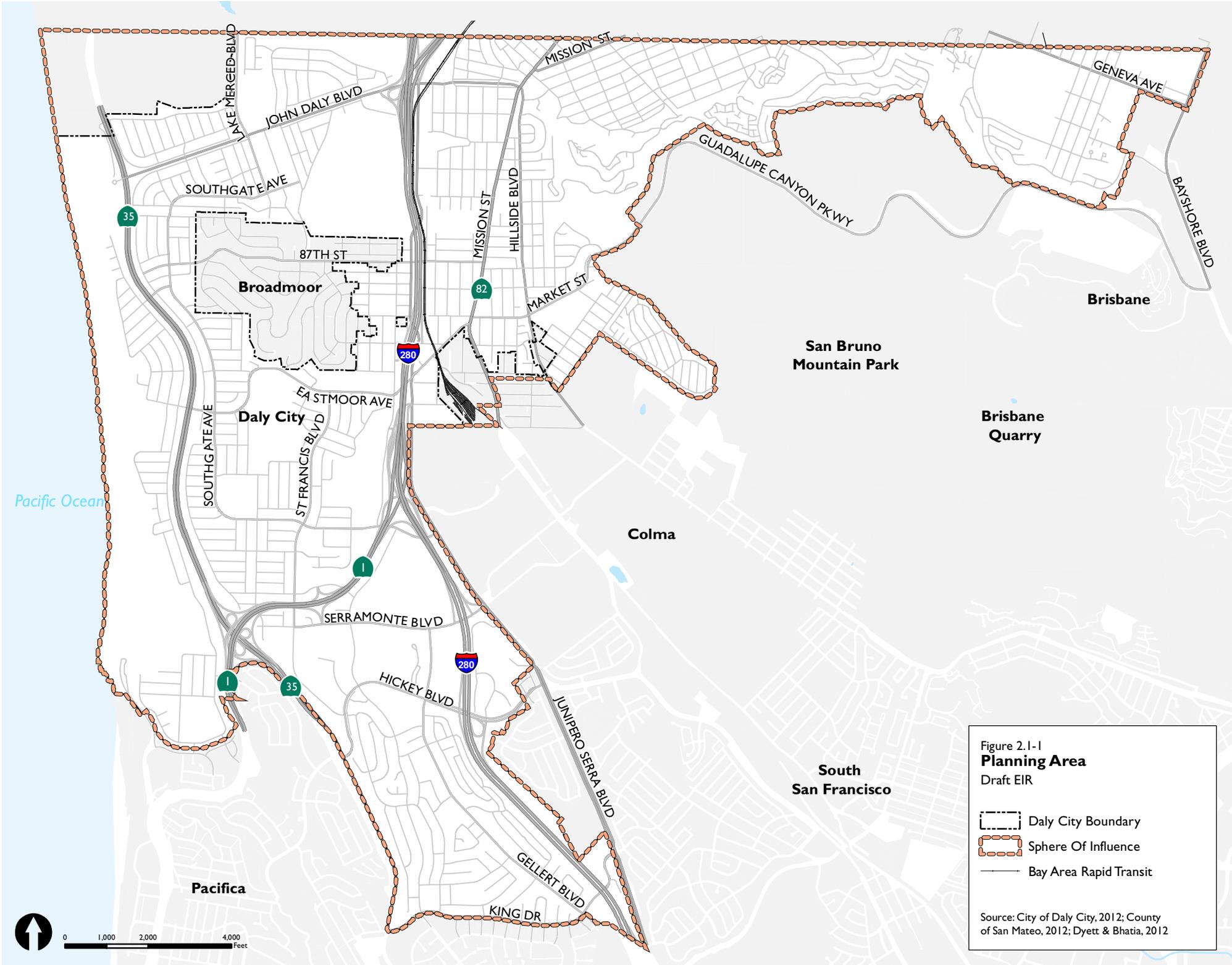


Figure 2.1-1  
**Planning Area**  
 Draft EIR

-  Daly City Boundary
-  Sphere Of Influence
-  Bay Area Rapid Transit

Source: City of Daly City, 2012; County of San Mateo, 2012; Dyett & Bhatia, 2012



## **Sphere of Influence**

The Sphere of Influence (SOI) is defined as the ultimate physical boundary and service area of the city. The city's SOI boundary incorporates a total of 5,442 acres (8.5 square miles) and includes all areas falling within city limits, the Broadmoor area generally southeast of the Westlake neighborhood in the middle of the city, the area adjacent to Colma located generally east of Junipero Serra Boulevard and adjacent to El Camino Real along the southeast edge of the city, and the portion of the Olympic Golf Club located with unincorporated San Mateo County at the northwest edge of the city, bordering the City and County of San Francisco.

## **2.2 Purpose and Objectives of the Proposed General Plan**

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CEQA Guidelines Section 15124(b) requires a description of project purpose and objectives.

### **PLAN PURPOSE**

The General Plan governs all City actions relating to Daly City's growth and development. It is both a long-range vision and a guide to ongoing decision-making and near-term actions. It expresses the general ideas and desires of the community, describing a sense of what is most important to the City's residents and how the community will focus its efforts in addressing change during the coming decades. The defined policies, maps, tasks, and programs outline what actions must be implemented in order to accommodate population and employment growth over an approximate 20-year time period. Policies in each chapter are statements of vision and intent, and commitment to City action.

The proposed General Plan is intended to respond directly to changes experienced in Daly City since the adoption of the current General Plan elements which the City adopted between the years 1987 and 1994. New policies are introduced to respond to the City's changing demographic environment, land use demands, as well as State and federal laws.

Proposed General Plan policies respond to key ideas from the community that were identified and developed as a part of Envision Daly City, a public input effort initiated by the City at the outset of the General Plan update process. The proposed General Plan focuses on the direction of future growth, the revitalization opportunities in the city, the provision of different housing options, and improving the quality of life for residents. It also addresses environmental resource conservation and the health and safety needs of residents. Lastly, it responds to resident preferences about where different land uses such as shopping, public services, parks and recreation, housing, and other resources should be located and how best the City could achieve the Plan's goals.

### **PROPOSED GENERAL PLAN OBJECTIVES**

The proposed General Plan represents the City's attempt to portray both words and on maps the goals, policies, and specific tasks that will improve the lives of existing residents while accommodating and planning for the needs of future residents.

The objectives of the proposed General Plan are:

- To enable the community, speaking through the Planning Commission and City Council, to agree on long- and short-term policies related to each of the elements encompassed within the General Plan;
- To establish a vision for the physical nature of Daly City in the future and set the tone for the corresponding land use and related policies required to advance this vision; and
- To provide a basis for determining whether private development proposals and public projects are in harmony with the policies of the Plan.

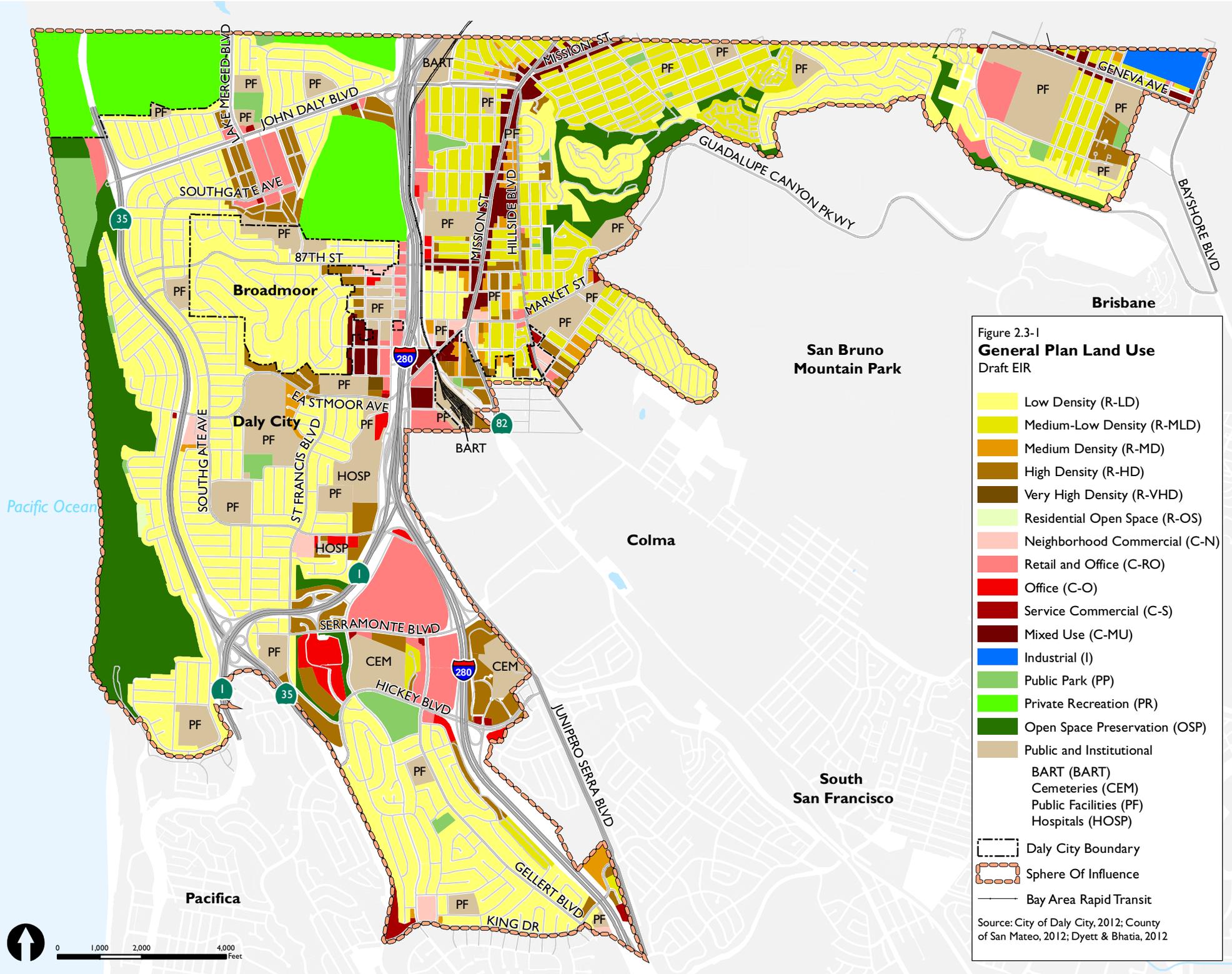
## **2.3 Proposed General Plan Land Use**

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The proposed General Plan includes goals and policies that give direction to land use, transportation, conservation, and other issue areas that affect city growth and development through the year 2030. These goals and policies, however, are only meaningful when informed by a map that shows the locations of different land uses and a land use framework that describes allowable uses and ranges of intensity/density. The General Plan Land Use Diagram and the General Plan Land Use Classifications fulfill these requirements and are described in the following section.

### **THE GENERAL PLAN LAND USE DIAGRAM**

The General Plan Land Use Diagram, identified in Figure 2.3-1, shows the planned future land use pattern for the Daly City and SOI. While the General Plan Land Use Diagram shows the proposed location, distribution, and the extent of land uses desired at buildout in 2030 (the plan horizon year), the land use classifications—shown as color patterns, letter designations, or labels on the diagram—provide a range for housing density and building intensity for the land use. For residential uses, the density/intensity standards are expressed as the number of housing or dwelling units per net acre (du/ac). For non-residential and mixed uses, building intensity is specified by Floor Area Ratio (FAR). FAR is the permitted maximum ratio of gross floor area to site area. The land use classifications are to be used and interpreted in conjunction with the General Plan Land Use Diagram. The land use classifications are described in detail below.



## Residential Land Use Categories

The General Plan Land Use Diagram identifies six residential categories. These categories identify areas in Daly City that are acceptable for housing, and establish minimum and/or maximum densities for each category.

**Residential – Open Space (R-OS).** This designation is applied to those areas where the majority of the site should remain in open space due to site constraints or a high degree of environmental resource value. The designation allows for very low residential densities as long as the siting of the house respects site characteristics. This designation allows up to two dwelling units per gross acre.

**Residential – Low Density (R-LD).** This land use designation applies generally to those areas which were subdivided after January 1949, which have single family residences located on parcels of 3,000 square feet or greater. Subdivisions with a minimum parcel size of 3,000 square feet have a resulting density of 14.5 dwelling units per net acre. These areas are located predominantly in the portion of Daly City which is located west of Interstate 280, with the exception of the Southern Hills neighborhood located east of Interstate 280. This is the predominant residential land use category in Daly City. This designation allows between 2.1 and 14.5 dwelling units per gross acre, except in the BART Station Specific Plan Area, where density allowances are identified within the Specific Plan.

**Residential – Medium Low Density (R-MLD).** This land use designation applies to those areas which were subdivided prior to January 1949 and typically have zero lot line single-family residences located on 2,500 square foot parcels and resulting in a density of approximately 18 dwelling units per net acre. These areas are located predominantly in the older portions of Daly City which are located east of Interstate 280. This designation allows between 14.6 and 20 dwelling units per gross acre.

**Residential – Medium Density (R-MD).** This land use designation applies to those areas that allow two dwelling units per 2,500-3,000 square foot parcel. These areas are primarily dispersed throughout the older portions of Daly City, and correspond to areas developed with duplexes and some multi-family areas where there are small multi-unit buildings located on large lots. This designation allows between 20.1 and 35 dwelling units per gross acre, except in the BART Station Specific Plan Area, where density allowances are identified within the Specific Plan.

**Residential – High Density (R-HD).** This designation applies primarily to multi-family residential structures where residential density is between 35.1 and 50 dwelling units per gross acre, such as is characteristic of the existing apartments that are in close proximity to the Westlake and Serramonte shopping centers, except in the BART Station Specific Plan Area where density allowances are identified within the Specific Plan.

**Residential – Very High Density (R-VHD).** This designation applies to very dense multi-family residential development where density exceeds 50 dwelling units per acre. These developments are typically characterized by the large number of units constructed with little or no private or public open space.

## Commercial/Industrial Land Use Categories

The General Plan Land Use Map identifies seven commercial/industrial categories. These categories identify areas in Daly City that are desired for commercial, mixed-use, and industrial uses, and identify the intensity to which these uses may be developed, expressed in terms of FAR.

**Commercial – Retail and Office (C-RO).** This land use designation consists of retail and office uses both regional and citywide in scope. Examples of retail uses in this category include: automotive dealers and automotive retail; grocery and other food stores; general merchandise stores; department stores; drug stores and pharmacies; building materials, hardware and garden supply stores; apparel and accessory stores; eating and drinking establishments; hotels, motels and other temporary lodging facilities; and other miscellaneous retail uses. Examples of office uses include: medical, dental and other health services; banks and other financial institutions; real estate and insurance offices; business services; legal offices; and other office related services such as small scale printing and photocopying businesses.

Retail and office commercial designations typically apply to a wide range of commercial shopping areas, including Westlake Shopping Center and Serramonte Shopping Center. The FAR varies for land uses within this category and ranges from 2.5 to 5.0 square feet of building area for each square foot of land area. While historically residential uses have been permitted within this General Plan land use category, the inclusion of the Commercial Mixed-Use General Plan designation is now the most appropriate designation for existing and new development which contains and is intended to contain residential land uses.

**Commercial – Mixed Use (C-MU).** This land use designation pertains generally to areas fronting Mission Street and Geneva Avenue, and includes certain areas within the Sullivan Corridor Specific Plan and BART Station Specific Plan intended for mixed-use development. The designation applies to areas where the City intends to provide, through the Zoning Ordinance, regulatory incentives and/or requirements for developers to construct buildings which contain a vertical mix of uses, e.g. retail or restaurant uses at the street level and office or residential uses at levels above the street. The introduction of the C-MU designation along Mission Street and Geneva Avenue is intended to allow for residential intensification of these corridors, both of which are well-served by public transportation, so that they may be transformed into more vibrant urban streets as identified during the Envision Daly City process. The FAR for mixed-use land uses generally ranges from 1.0 to 6.0, except in mixed use areas of the BART Station Specific Plan Area and Sullivan Corridor Specific Plan Area, which contain specific development standards.

**Commercial – Neighborhood (C-N).** This land use designation consists of uses that serve the neighborhood and draw from the local area rather than the entire region or city. Neighborhood commercial uses include personal services such as beauty parlors and barbershops and miscellaneous retail establishments such as liquor or grocery stores. With large surface parking lots and relatively low profile buildings, the FARs for neighborhood commercial centers generally are 0.5 or less with a few centers above the 0.5 ratio but less than 1.0.

**Commercial – Office (C-O).** This land use designation consists primarily of office and office serving commercial uses. This category would include those office uses described in the "Retail and Office Commercial" designation but the emphasis would be placed on the office use rather than the retail use in terms of land use intensity. In addition to office uses, this category includes office serving uses such as: health and fitness centers; small scale printing and photocopying businesses; and eating and drinking establishments. The FAR for office commercial land uses generally ranges from 1.0 to 3.5. Exceptions to this range do exist in a limited number of areas in the City, such as in the Sullivan Corridor Specific Plan Area and Peninsula Gateway Plaza Specific Plan Area, where FARs are established by each respective plan.

**Commercial – Service (C-S).** This land use designation consists of those commercial uses which are more service or heavy commercial oriented. This includes: automobile sales and repair; gas and service stations; small scale warehouse and storage; building material suppliers and small scale manufacturing; and construction related services such as contractor yards. Service commercial FAR typically range from one-half square foot or less to 3.0 square feet of building area per square foot of land area, except in the Sullivan Corridor Specific Plan Area where density allowances are identified within the Specific Plan.

**Industrial (I).** This designation includes light manufacturing, storage of merchandise produced on the site, administrative offices, and research facilities that are subordinate to the primary business. All industrial districts shall be developed with special urban design qualities that maintain and enhance the aesthetic and functional relationships of surrounding development. Maximum FAR is 1.0.

### **Parks and Open Space Land Use Categories**

The General Plan Land Use Map identifies three open space categories, each providing differing degrees of open space preservation. These open space designations are as follows:

**Public Park (PP).** This land use designation applies to all developed public open space including all state, regional and local parks and city maintained lots which provide recreational opportunities to the community.

**Private Recreation (PR).** This designation includes facilities such as golf and country clubs, and golf driving ranges which are privately owned and operated.

**Open Space Preservation (OSP).** This designation includes all vacant lands which because of environmental factors, such as slope, soils, and topography, and/or prohibitive development costs, such as nonexistent access or lack of infrastructure, effectively render the land unusable except for permanent open space.

### **Public and Institutional Land Use Categories**

The General Plan Land Use Map identifies four categories which relate to public and institutional facilities. These facility designations are as follows:

**BART (BART).** This designation applies to all properties owned by the Bay Area Rapid Transit District, including the Daly City BART Station, the Colma–Daly City BART Station, and all rights of way associated with the BART operation.

**Cemeteries (CEM).** This designation applies to all cemeteries located in Daly City.

**Public Facilities (PF).** This designation applies to all land on which federal, state or local government facilities are located. This includes the Daly City Civic Center and corporation yard, the Department of Motor Vehicles office, War Memorial Community Center, the main branch of the Post Office and the Cow Palace. This designation includes all lands which are owned by public utilities companies such as Pacific Gas and Electric, North San Mateo County Sanitation District, or other public utilities. These include telephone and electrical switching and corporation yards and the Sanitation District's wastewater treatment plant. This designation also applies to all public schools, including all elementary (K-6), middle (7-9), and high schools (9-12).

**Hospitals (HOSP).** This land use designation pertains to the area covered by the Sullivan Corridor Specific Plan only and relates primarily to Seton Medical Center complex located on Sullivan Avenue.

## SUMMARY OF DENSITY AND INTENSITY STANDARDS

The density and intensity (FAR) standards used in the proposed General Plan are shown in the Table 2.3-1.

**TABLE 2.3-1: SUMMARY OF LAND USE DENSITY AND INTENSITY STANDARDS**

<i>Land Use Classification<sup>2</sup></i>	<i>Floor Area Ratio<sup>1</sup> (FAR)</i>		<i>Density<sup>1</sup> (units per gross acre)</i>
	<i>Minimum</i>	<i>Maximum</i>	<i>Range or Maximum</i>
Residential – Open Space (R-OS)	-	-	up to 2
Residential – Low Density (R-LD)	-	-	2.1-14.5
Residential – Medium-Low Density (R-MLD)	-	-	14.6-20
Residential – Medium Density (R-MD)	-	-	20.1-35
Residential – High Density (R-HD)	-	-	35.1-50
Residential – Very High Density (R-VHD)	-	-	> 50
Commercial – Retail and Office (C-RO)	2.5	5.0	<sup>3</sup>
Commercial – Mixed Use (C-MU)	1.0	6.0	<sup>3</sup>
Commercial – Neighborhood (C-N)	0.5	1.0	-
Commercial – Office (C-O)	1.0	3.5	-
Commercial – Service (C-S)	0.5	3.0	-
Industrial (I)	-	1.0	-

1 Floor Area Ratio and Density standards for areas within a Specific Plan Area are identified within a Specific Plan.

2 Parks and Open Space and Public and Institutional Land Use Categories do not have any FAR or Density standards.

3 Included within the FAR limit.

Source: City of Daly City, 2012; Dyett & Bhatia, 2012.

## 2.4 General Plan Buildout

Full development under the proposed General Plan is referred to as “buildout.” Although the proposed General Plan horizon is the year 2030, the proposed General Plan is not intended to specify or anticipate when buildout will actually occur; nor does the designation of a site for a certain use necessarily mean the site will be used in such a way within the next 18 years. Buildout does not reflect the maximum capacity that the city could theoretically accommodate based on the General Plan, but rather the most likely level of development. This section describes the implications of the proposed General Plan buildout in terms of future housing units, population, and jobs.

## METHODOLOGY

Buildout was projected by identifying the potential for development on vacant sites and sites where property owners have either expressed an interest in redeveloping their properties or have previously obtained land use entitlements to do so. To estimate how much potential development could occur on these properties that have not received entitlements, the City has relied upon the densities and Floor Area Ratios identified in the General Plan land use categories (as summarized in Table 2.3-1) in combination with known densities/intensities of actual development in close proximity to the sites.

## LAND USE ACREAGE

Table 2.4-1 provides an acreage summary of buildout for each of the land use categories identified by the General Plan Land Use Diagram.

**TABLE 2.4-1: GENERAL PLAN LAND USE ACREAGES**

<i>Land Use Classification</i>	<i>Acres</i>	<i>Percent of Total</i>
<b>Residential</b>		
Residential – Open Space (R-OS)	3	0.1%
Residential – Low Density (R-LD)	1,505	37.1%
Residential – Medium-Low Density (R-MLD)	417	10.3%
Residential – Medium Density (R-MD)	66	1.6%
Residential – High Density (R-HD)	205	5.0%
Residential – Very High Density (R-VHD)	4	0.1%
<i>Subtotal</i>	<i>2,199</i>	<i>54.3%</i>
<b>Commercial</b>		
Commercial – Retail and Office (C-RO)	238	5.9%
Commercial – Mixed Use (C-MU)	81	2.0%
Commercial – Neighborhood (C-N)	34	0.8%
Commercial – Office (C-O)	43	1.1%
Commercial – Service (C-S)	20	0.5%
<i>Subtotal</i>	<i>416</i>	<i>10.3%</i>
<b>Industrial</b>		
Industrial (I)	29	0.7%
<i>Subtotal</i>	<i>29</i>	<i>0.7%</i>
<b>Parks and Open Space</b>		
Public Park (PP)	108	2.7%
Private Recreation (PR)	367	9.1%
Open Space Preservation (OSP)	429	10.6%
<i>Subtotal</i>	<i>904</i>	<i>22.3%</i>

**TABLE 2.4-1: GENERAL PLAN LAND USE ACREAGES**

<i>Land Use Classification</i>	<i>Acres</i>	<i>Percent of Total</i>
<b>Public and Institutional</b>		
BART (BART)	31	0.8%
Cemeteries (CEM)	55	1.4%
Public Facilities (PF)	384	9.5%
Hospitals (HOSP)	34	0.8%
<i>Subtotal</i>	<i>504</i>	<i>12.4%</i>
<b>Total</b>	<b>4,052</b>	<b>100.0%</b>

Source: City of Daly City, 2012.

## BUILDOUT

### Buildout Population

Based on past development trends, regional growth forecasts, and assumptions about future growth, the City of Daly City will accommodate approximately 106,388 residents at buildout, an increase of about 5.2 percent over the current population of 101,123. Over a 20-year period, this represents an annual growth rate of 0.3 percent.

New development is expected to occur on “land use opportunity sites” which consist of vacant and underutilized sites. These sites have been identified through a combination of ways, including field reconnaissance, past development proposals, and research into individual parcels. Table 2.4-2 shows a summary of the potential residential units, non-residential development, population, and jobs that could result from buildout of the proposed General Plan.

**TABLE 2.4-2: POPULATION, HOUSING UNITS, HOUSEHOLDS AND JOBS AT BUILDOUT**

	<i>Existing (2008)</i>	<i>Buildout (2030)</i>	<i>Increase</i>	<i>Increase (percent)</i>	<i>Annual Increase (percent)</i>
Housing Units	31,778	33,935	2,157	6.8%	0.3%
Households <sup>1</sup>	31,090	32,239	1,149	4.8%	0.2%
Population <sup>2</sup>	101,123	106,388	5,265	5.2%	0.3%
Jobs	17,656	21,646	3,990	22.6%	1.0%

1 Buildout households was estimated as 95 percent of the total housing units, assuming a 5 percent vacancy rate.

2 Buildout population was calculated assuming 3.3 persons per household.

Source: City of Daly City, 2012; ABAG Projections 2007; Census 2010; Dyett & Bhatia, 2012.

### Residential Development

As shown in Table 2.4-2, approximately 31,778 housing units (31,090 households) currently exist in Daly City. The proposed General Plan will accommodate about 2,157 new housing units (1,149 new households) through new and infill development. Most of the new residential development is expected to be higher density residential projects developed in various locations around the city. In

total, buildout of the proposed General Plan will result in approximately 33,935 housing units (32,239 households) in Daly City.

## **Jobs**

As shown in Table 2.4-2, Daly City will accommodate approximately 21,646 jobs at buildout, an increase of approximately 22.6 percent from the current number of jobs. The total additional jobs accommodated by the proposed General Plan is about 3,990. Over a 20 year period, this represents an average annual growth rate of about one percent.

## **2.5 General Plan Goals**

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The proposed General Plan includes the following goals for the City:

- **Land Use.** Create a balanced mixture of land uses that ensure equal opportunities for employment, housing, open space and services which adequately serve both personal needs of the citizens and economic needs of the community.
- **Housing.** Daly City will include well-designed housing choices for a variety of household incomes, life stages and its diverse population with a good balance between ownership and rental units. Mission Street and Geneva Avenue will be urban corridors with unique mixed-use developments and public improvement projects that add to vibrancy to these streets.
- **Circulation.** Develop and maintain an efficient, balanced transportation system which preserves and enhances environmental quality while providing for the safe movement of all people and goods throughout the community. To this end, the City shall strive to provide complete streets that are safe, comfortable, and convenient routes for walking, bicycling, and public transportation to increase use of these modes of transportation, enable active travel as part of daily activities, reduce pollution, and meet the needs of all users of the streets, including bicyclists, children, persons with disabilities, pedestrians, users of public transportation, seniors, and families, while continuing to maintain a safe and effective transportation system for motorists and movers of commercial goods consistent with the other goals, objectives, and policies of this plan.
- **Safety.** Promote a safe environment which minimizes the potential risks from manmade and natural disasters, informs and educates the public on appropriate procedures to follow during emergencies, and integrates data from these disasters to identify hazardous areas and mitigation measures.
- **Resource Management.** Ensure the enhancement and preservation of existing resources by effectively managing their development and conservation and providing adequate recreational open space for future generations.
- **Noise.** Promote a noise environment that reflects a balance of the various City objectives while providing an environment that maintains a healthy living environment; fosters relaxation and recreation; is conducive to the work environment; and provides pleasant living conditions.

- **Coastal.** Though the proposed General Plan does not establish a singular goal in the Coastal Element, the overall purpose is to meet the requirements of, and implement the provisions and policies of the California Coastal Act at the local level.

## **2.6 Implementation of the Proposed General Plan**

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The proposed General Plan provides specific policy guidance for implementation of plan concepts. Implementing these policies will involve coordinated actions by the City Council, the Planning Commission, other City boards and commissions, and City departments. The City also will need to work with San Mateo County and other public agencies to implement policies that involve cooperation or affect the region. The principal responsibilities that City officials and staff have for Plan implementation are briefly summarized below; details on their powers and duties are provided in detail in the Daly City Municipal Code.

### **CITY COUNCIL**

The City Council is responsible for the overall management of municipal affairs; it acts as the legislative body and is responsible for adoption of the General Plan and any amendments to the General Plan. The City Council selects a Mayor annually, who serves as presiding officer during all City Council meetings and study sessions. Council members serve four-year staggered terms and are elected in November of even-numbered years. The City appoints the City Manager who is the chief administrator of the City and has overall responsibility for the day-to-day implementation of the General Plan. The City Council also appoints other boards and commissions established under the Municipal Code.

The City Council's role in implementing the General Plan will be to set implementation priorities and approve zoning map and text amendments, consistent with the General Plan, and related programs and budgets to carry out the General Plan, as well as to consider individual development proposals that are brought forward for review.

### **PLANNING COMMISSION**

The Planning Commission is responsible for preparing and recommending adoption or amendment of the General Plan, zoning and subdivision ordinances, and other regulations, design guidelines, resource conservation plans, and programs and legislation needed to implement the General Plan. The Planning Commission also may prepare and recommend adoption of specific plans, neighborhood plans or special plans, as needed for General Plan implementation.

### **PLANNING DIVISION**

The Planning Division is responsible for the general planning and development review functions undertaken by the City. Specific duties related to General Plan implementation include preparing zoning and subdivision ordinance amendments, design guidelines, reviewing development applications, providing advice to project applicants, conducting investigations and making reports and recommendations on planning and land use, zoning, subdivisions, development plans and projects. Among other responsibilities, the Division reviews projects for compliance with the CEQA, and is responsible for preparing environmental documents such as Negative Declarations, Mitigated Negative Declarations and Environmental Impact Reports. Finally, the Division has the primary responsibility for preparing the annual report on the General Plan.

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