



# DALY CITY 2030

## A PLAN FOR THE FUTURE

**ADMINISTRATIVE DRAFT**  
**DECEMBER 2011**

City of Daly City  
Department of Economic and Community Development  
Planning Division  
333 90<sup>th</sup> Street  
Daly City, CA 94015

**DALY CITY**

**2030**

A PLAN FOR  
THE FUTURE

LAND USE  
HOUSING  
CIRCULATION  
RESOURCE MANAGEMENT  
NOISE  
SAFETY  
COASTAL

## **ACKNOWLEDGEMENTS**

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# DALY CITY: TODAY AND TOMORROW

Foreword by Patricia Martel,  
City Manager



DALY CITY OF TOMORROW will be a very different place from the Daly City we know today. For evidence of this, we need only look back to see how much has changed during the City's 100 year history. Most of Daly City's neighborhoods were rolling pasturelands. Neighborhoods that were here back then looked and functioned very differently than they do today. Many of the roads we use every day were not paved and there were very few, if any, automobiles traveling on them. At that time, Interstate 280 would not become a reality for over 50 years!

It is easy then to understand the importance of planning for the future. The document you are about to read, *Daly City 2030*, is precisely that: A General Plan for how Daly City will look and function in the future. As you may ascertain from the title, this plan focuses on roughly the next 20 years, from now until the year 2030. While we have chosen to address a 20-year timeframe for practical purposes, it requires that we look far beyond 2030 to imagine how land use policies and decisions can be facilitated in the 2030 timeframe to endure for the betterment of Daly City in the more distant future.

This General Plan, therefore, is different from the plans that have been developed for Daly City in the past. In preparing this document, we have accepted the precept that change in Daly City is inevitable, that the City will evolve, and that this evolution reflects a positive process that we should embrace and one for which we must thoughtfully plan. More importantly, we have aligned our awareness of the changes that will affect the community's future with the reality that not only is Daly City evolving, but so too is our nation, and our planet.

With these concepts in mind, it is our belief that we have developed a comprehensive set of land use policies that will allow Daly City to flourish as a vibrant place where residents enjoy a healthy and satisfying quality of life and where businesses prosper. At the same time we have created sound guidelines to establish policies that foster responsible growth and development patterns throughout the community.

A handwritten signature in black ink that reads "Patricia E. Martel". The signature is written in a cursive, flowing style.

Patricia E. Martel  
City Manager

# CITY PROFILE:

## An Introduction to Daly City

Known as the “Gateway to the Peninsula”, Daly City is located at the northernmost edge of San Mateo County adjacent to San Francisco and extends from the Pacific Ocean on the west to nearly San Francisco Bay on the east. Central to both San Francisco and San Mateo County job centers, the City offers a diversified economy, excellent transportation links, and a growing young and productive labor force.

### History

Much of Daly City occupies what were original Spanish land grants, largely unoccupied in the years that followed the sighting of San Francisco Bay by Spanish explorers in 1769. In the early 1850's a few settlers claimed lands on the old Spanish grants. By 1868 a dairy farmer named John Daly purchased about 250 acres near what is today the Top of the Hill. As owner of the San Mateo Dairy, Daly became a prominent businessman and leader among the burgeoning population of the area.

The 1906 earthquake and fire in San Francisco caused population to surge in the areas in and around Daly's ranch as he opened his farmlands for emergency use by scores of refugees who fled the devastation. Supplying temporary shelter and food supplies, Daly began to realize that his lands were far more useful for living on than grazing cattle. As a small community and railway station blossomed in the vicinity of the ranch, Daly subdivided his property in 1907, establishing the City's first residential subdivisions in the area known today as the Crocker neighborhood.

By 1911 Daly City had incorporated into the newest town in San Mateo County, named in honor of John Daly. Streets were paved, sewers and a water system were constructed; police and fire protection became a reality. In the decades that followed, population gradually increased, but very little land had been added to Daly City by World War II.

Significant growth in Daly City would not occur until after World War II when a San Francisco builder, Henry Doelger, purchased 600 acres of sand dunes and cabbage patches that occupied much of the land between the city's original westerly edge and the ocean. Doelger's land was annexed to Daly City in 1948 and developed by him into the Westlake community. In the decade that followed, Doelger doubled his land purchases and continued building west and south, as he and other builders constructed thousands of homes and new satellite shopping centers in the St. Francis Height and Serramonte subdivisions. Meanwhile, the 1963 annexation of the Bayshore neighborhood expanded the City's boundaries to the east.

### People

According to the 2010 US Census, Daly City has a current population of 101,123 which makes it San Mateo County's largest city by population. The City is expected to remain in this position for the next twenty-five years according to the Association of Bay Area Governments (ABAG). More information about the Daly City's population is provided in the Housing Element contained within this document beginning on page 43.

## Economy

Daly City has a labor force of 47,600 (mid-2010 estimate). Based upon ABAG's estimate of 25,320 local jobs, this equates to a participation rate of about 49 percent. Approximately 51 percent of Daly City's employed labor force works in San Francisco, about 17 percent work in either Daly City or South San Francisco and the remainder work in other Bay Area communities. Mirroring national and local trends, Daly City's unemployment rate has modestly increased from 5.9 percent at the end of 2008 to nearly 11.6 percent as of January 2010. The County unemployment rate increased from 4.7 percent to 9.7 percent during the same period.

Daly City's economy is highly diversified, ranging from professional service providers to retail and wholesale trade and manufacturing. Daly City's retail sector continues to flourish as population growth adds to the already high demand in the area. Three major regional shopping areas are within the City: a) The Mission Street retail corridor, which borders San Francisco; b) Serramonte Center, a 860,000 square-foot regional shopping center located on Interstate 280; and c) Westlake Shopping Center, another regional shopping center of 620,000 square feet that recently underwent extensive renovation. Taxable retail sales are among the highest and fastest growing of all metropolitan areas in the county. In total, Daly City boasts approximately 3.1 million square feet of retail space.

Medical services are another important aspect of the Daly City economy. Seton Medical Center is the City's largest employer with over 1,500 employees. This is an acute care hospital with 357 beds. Its reputation as one of the leading medical facilities in the country has encouraged the development of additional clinics and laboratories adjacent to or near the hospital. These include the Seton Medical Office Center, San Francisco Heart Institute, the Spine Care Medical Group, the San Francisco Neuro-Skeletal Imaging Center, and the Physician's Medical Center. Among the newest additions to Daly City's health care field is Kaiser Permanente with 130,000 square feet of medical offices and clinics in a new building at 395 Hickey Boulevard near Interstate 280.

A considerable amount of Daly City's economic growth is attributed to its young, skilled and productive labor force. Six colleges or universities are within a ten-mile radius, and twelve more are within a 50-mile radius. According to the latest Census, nearly 78 percent of the City's population is over eighteen, only 12 percent are of retirement age and the median age is 35. Of Daly City's total labor force, approximately half are working in local jobs--a participation rate close to 50 percent.

# REGIONAL LOCATION

# COMMUNITY VISION

"We, the citizens of Daly City, proudly celebrate our history, our location in the Bay Area, our distinct neighborhoods and the views of the fog-shrouded hills that define us. We take pride in our cultural diversity and work hard to promote community interaction. Daly City will be a community with a strong identity – with several attractively designed gathering and civic places including a "downtown". We will focus on being a clean and attractive city with an efficient infrastructure. We will provide services for a full spectrum of age groups and mobility levels.

We embrace our future, while respecting the past, and believe in directed growth that will increase opportunities to both live and work in the community. Our city will provide housing choices and balance that with a variety of economic opportunities that will include both unique small businesses and large businesses.

We are committed to constantly evolve our multi-modal travel environment to connect all neighborhoods. Daly City will offer a variety of recreational, cultural and entertainment opportunities for all. By our actions, we will showcase our environmental stewardship in being a sustainable and livable community at all levels.

As a connected city and community working in partnership, we will emphasize interaction and participation from all, find meaningful ways to display our civic pride and showcase our strengths."

*Envision Daly City document*

# The General Plan: History, Purpose, and Process

Planning in Daly City dates from 1958, when the City adopted its first land use plan encompassing the Vista Grande, Crocker, Hillside, and St. Francis Heights neighborhoods, and much of the Westlake neighborhood. By 1978, the City had prepared its first comprehensive plan which, in addition to land use, included planning for housing, circulation, noise, safety, and open space. This plan covered almost all of the area in present-day Daly City, including the Serramonte, Southern Hills, and Bayshore neighborhoods, which were annexed to the City in the 1960s. Beginning in 1987 and through the early 1990s, the General Plan was again updated to reflect the changing nature of Daly City and State laws intended to ensure that cities planned for adequate housing in their communities.

## State Planning Law

This General Plan has been written and developed in compliance with State law which requires that each city and county maintain an updated general plan “for the physical development of the county or city, and any land outside its boundaries which bears relation to its planning” (§65300). The California Supreme Court has called the general plan the “constitution for future development.” The general plan expresses the community’s development goals and embodies public policy relative to the distribution of future land uses, both public and private.

## General Plan Objectives

The 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 plan are:

1. 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;
2. To establish a vision the physical nature of Daly City in the future and set the tone for the corresponding land use policies required to advance this vision; and
3. To provide a basis for determining whether private development proposals and public projects are in harmony with the policies of the plan.

As will be discussed further in this section, the City’s work to prepare the General Plan has included a significant effort to gain public involvement, and to consolidate and understand various opinions about what the future of the City should be. Naturally, the General Plan cannot incorporate all ideas presented during public discussions. Rather than attempting to do so, the City staff has attempted to address common themes of opinions in the development of General Plan policy. In developing policy, the staff has accepted overarching precepts that change in Daly City is inevitable, that the City will evolve, and that this evolution is a good thing that the City should embrace.

## Public Participation

In the fall of 2006, the City Council initiated a comprehensive update of the Daly City General Plan. As a first step, City staff and consultants from Metropolitan Planning Group developed a community-based visioning process to give all residents and business owners the opportunity to express their concerns about and aspirations for Daly City's future. This four-month process included three community workshops, an extensive community survey mailed to all postal customers, and focus group interviews. In all, over 1,850 people participated in the process.

During this process, residents and business owners provided a number of ideas that were used in developing the policies included in the General Plan. Examples of the ideas developed from this outreach process include:

- Direction of future growth with more intense mixed-use infill developments along major transit corridors and other appropriate locations.
- The revitalization of Mission Street to become an urban walkable mixed-use neighborhood that provides a positive and cohesive identity for the entire city.
- The provision of a variety of housing that includes mixed-use housing, lofts, live-work, flats and other urban solutions.
- A focus on revitalization opportunities in the Bayshore neighborhood to provide major job opportunities.

A complete summary of the visioning process, including community survey is available as a separate document, *Envision Daly City*, available from the Planning Division. The complete results of the community survey are provided as an appendix to the *Envision Daly City* document.

## General Plan Steering Committee

A 13-member Steering Committee was appointed by the City Manager to guide the General Plan process, including the Visioning component. At its inception, the committee included two City Council members, Planning Commission Chair, two business liaisons, and eight residents. The Steering Committee met on a regular basis in an informal setting to provide the policy direction necessary to advance the update process.

# CITY OF DALY CITY

## Land Use Element



## Introduction

### Scope and Role of the Land Use Element

Although the predominant character of Daly City has been largely established by past land use decisions, the city will continue to evolve as both population and economic growth pressures continue. And because a severe lack of vacant land suitable for development presents a major constraint to growth, Daly City's leaders must seek creative ways to maintain its appearance and fiscal health, while striving to provide housing and job opportunities for both existing and future residents. Commercial areas can be intensified, remnant infill sites become available for development, and reinvestment for some locations and land uses can be made attractive for redevelopment. There is no doubt that the decisions the City makes today will have an enduring impact for generations.

The Land Use Element of the General Plan seeks to provide the framework for future decisions, providing policy direction for the future development of vacant lands and underutilized parcels in the city. This chapter accomplishes this by not only establishing areas within the city contemplated for future growth, but also establishing broad policies to guide the *intensity and character* of this growth. These broad policies will be refined and incorporated into the Daly City Zoning Ordinance, which the Planning Division will update immediately after the General Plan is adopted.

Although Land Use is only one element in the General Plan, it constitutes the vital core which synthesizes and thus brings consistency to the proposals of each individual element into a citywide plan that will support the future development and open space network for the city. The plan is intended to provide guidance for the time period ranging from 2010 through 2030, and should be re-evaluated annually to ensure that the policies, objectives, and programs remain relevant.

### Predominant Land Use Character

As identified in Figure LUE-1, Daly City is primarily a residential community. Significantly smaller portions of the city are devoted to non-residential uses such as commercial centers, recreational facilities, and open space. The majority of commercial land uses are neighborhood serving retail centers established along transportation corridors (Mission Street and Geneva Avenue) and within suburban shopping centers such as Westlake and Serramonte Shopping Centers. The city's only industrial area is primarily located in the Bayshore neighborhood north of MacDonal Avenue. The open space areas of the city are primarily located along the coastline west of the Westlake Palisades neighborhood and in private open space around the Pointe Pacific neighborhood.

While suburban neighborhoods dominate Daly City's landscape, all neighborhoods in Daly City are not the same. Pre-war residential neighborhoods east of Interstate 280 are, for example, distinctly more urban than newer post-war neighborhoods developed on the west side of the interstate where larger lot sizes allow for physical distance between homes and larger automobile-oriented shopping centers instead of corner markets serve residents' retail needs.

Regardless of location, there exists very little vacant land in Daly City today. According to City estimates, about 98 percent of the area within Daly City is build-out and there is no vacant land of any significant size in the areas surrounding Daly City that could be annexed for development. This lack of vacant land has placed increasing pressure on developers and homeowners alike to build up, intensifying existing parcels, as what little land is left is used seemingly to its maximum potential. Intensification of land use will without doubt be the pervasive issue facing the City's leaders, residents, developers, and planners throughout the planning period ending in 2030.

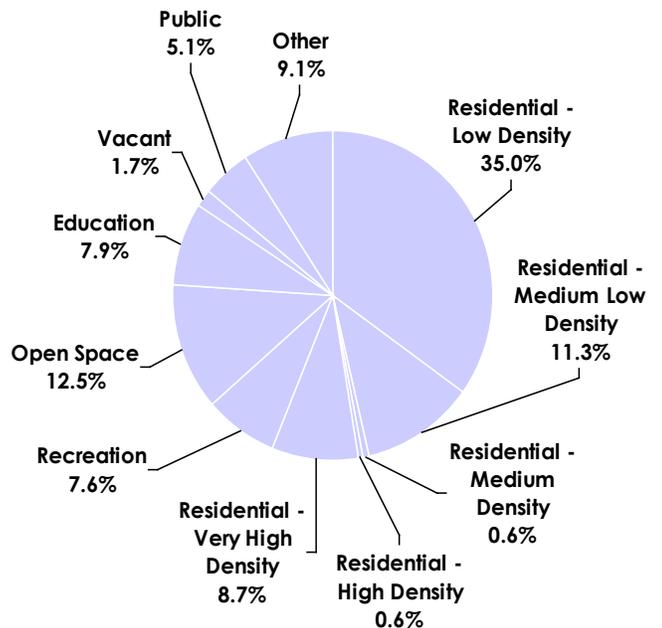
It is for this reason that many of the city's land use and housing policies are inextricably intertwined. As identified in the Housing Element, the housing policies have a wide-ranging impact to the Land Use and other elements. This is so true that, in many instances, the various elements share the same exact policies. The repetition of these policies within each element both ensures internal integration among elements and establishes a bridge between the various aspects of planning for the City's future.

## State Planning Law

State planning law requires every City and County to adopt a Land Use Element which shows the general distribution, location, density, and intensity of land uses for all parts of the jurisdiction. The City must adopt a set of goals and policies that are coordinated with the proposed land use designations. In particular, Section 65302(a) of the California Government Code states that Land Use Elements must:

- Establish a pattern of land use for housing, business, industry, open space, including agriculture, natural resources, recreation, education and public buildings, solid and liquid waste facilities;
- Set clear standards for density of population and the intensity of development proposed land uses;
- Identify areas which are subject to flooding.

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



Source: City of Daly City

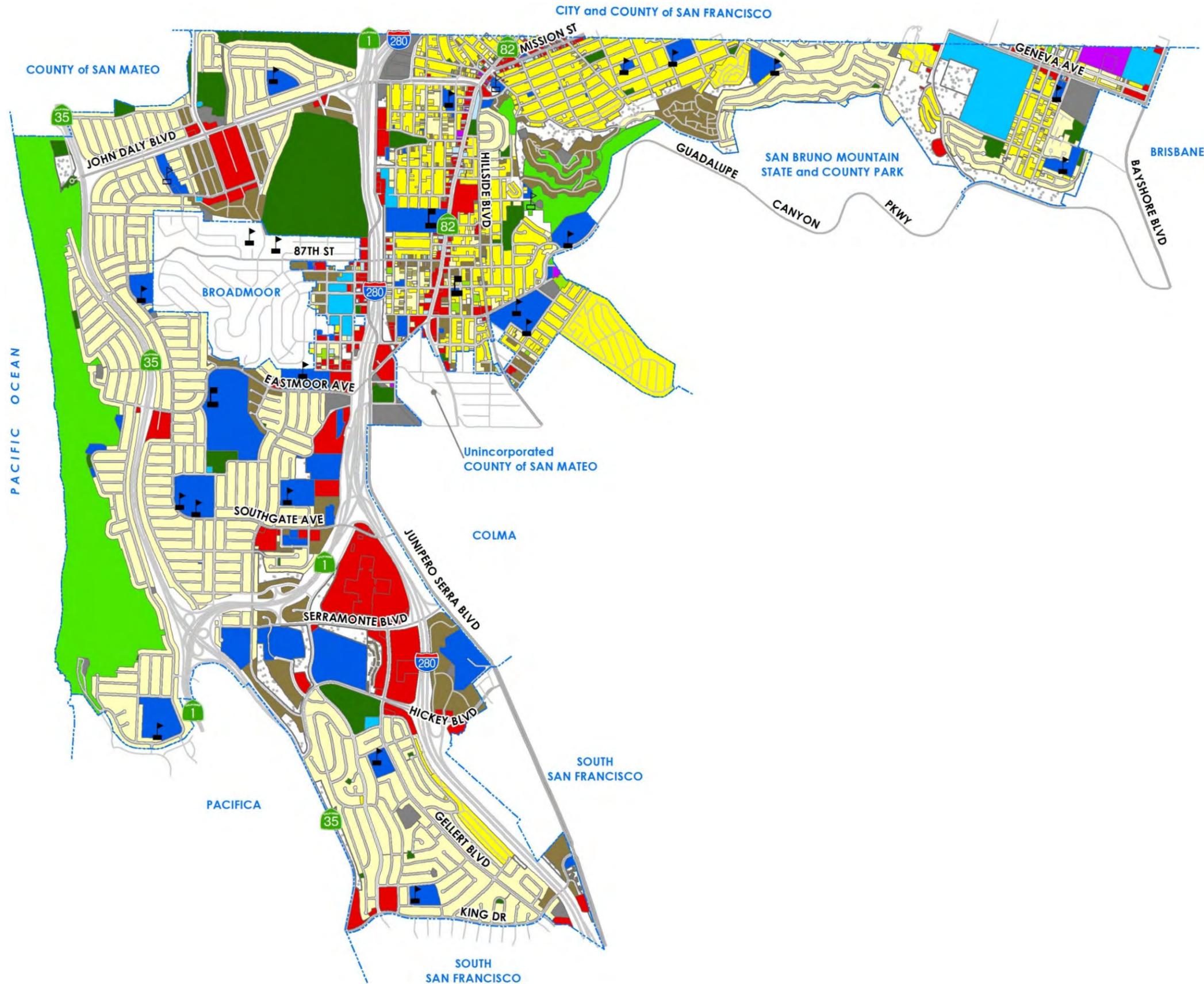
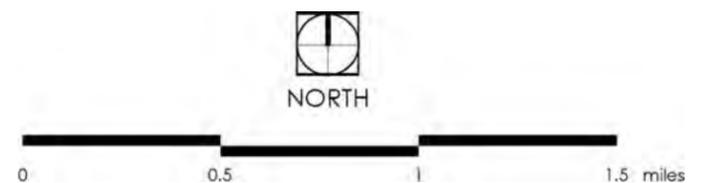


Figure LUE-1  
**EXISTING LAND USE**

- Residential Low Density
- Residential Medium Density
- Residential High Density
- Agriculture
- Industrial
- Commercial
- Public
- Institutional
- Public Utilities
- Recreation
- Open Space
- Mixed Use
- Neighborhood
- Other

CITY OF DALY CITY  
**LAND USE ELEMENT**



# Planning Areas

For the purposes of the land use element, Daly City has been divided into 13 distinct planning areas. Figure LUE-2 identifies the boundaries for each of these areas which are generally established along the lines of natural or topographic features, major roadways, or subdivision boundaries. While each planning area has its land use issues unique to its physical and economical relationship to the City as a whole, issues relating to one area in many instances overlap into an adjacent area. Also, while not inside Daly City's City Limit, unincorporated areas of San Mateo County located within Daly City's Sphere of Influence, i.e., Broadmoor Village and unincorporated Colma near the Colma – Daly City BART station.

The following section provides an overview of the various planning areas within Daly City and the land use issues that are anticipated to confront each of these areas between 2010 and 2030.

## **Westlake** | Planning Area 1

The Westlake neighborhood consists of two subareas. The first subarea consists of the Westlake Center commercial area and surrounding multi-family residential development. The second subarea consists of two single family residential neighborhoods, Westlake North, and Westlake Terrace. A third Westlake single family residential neighborhood, Westlake Palisades, is located in the Coastal Zone and will be discussed as part of the Skyline planning area.

The Westlake Shopping Center is a major commercial shopping center serving the entire city as well as the Westlake neighborhood. Westlake Shopping Center contains a mixture of retail and office uses, with large anchors that attract shoppers from Daly City and surrounding areas. Since 2003, the center has undergone a number of significant renovations, which have collectively added approximately 90,000 square feet of new retail to the center, two multi-level parking garages, and a complete architectural remodel of the center. An expansion of the Safeway supermarket located at the southeast corner of the shopping center has begun and is expected to be complete in 2011.

Along John Daly Boulevard, are several small commercial establishments including Joe's of Westlake restaurant and Citibank bank building. The Country Club apartments are the multi-family units which surround the shopping center. This concentration of apartments contains some of the highest residential densities in the City. Densities in the Country Club Apartments range from medium densities of over 30 dwelling units per acre to very high densities of over 70 dwelling units per acre. Most of the recreational needs for the residents of this neighborhood are provided by the facilities in the nearby Westlake neighborhoods.

The Westlake subdivision is one of the oldest in the western portion of Daly City, dating back to the early 1950's. The single family homes in this neighborhood are generally split level, detached units constructed on 3,000 square feet or larger lots. Densities in the three Westlake neighborhoods are low and typically between 12 and 15 dwelling units per acre. There was also a greater emphasis on building design, unlike the other neighborhoods west of I-280, whose differences occur only in the building facade treatments.

The Westlake neighborhoods contain the greatest number of recreational and open space opportunities within the city. The Westlake Community Center and Doelger Senior Center are both located in the Westlake neighborhood and are adjacent to Westlake Park. This neighborhood is also adjacent to the San Francisco Golf Club, the Olympic Country Club, and the Lake Merced Country Club. However, these are private facilities and are not readily accessible to the general public. There are also two elementary schools as well as one private school located in this neighborhood.

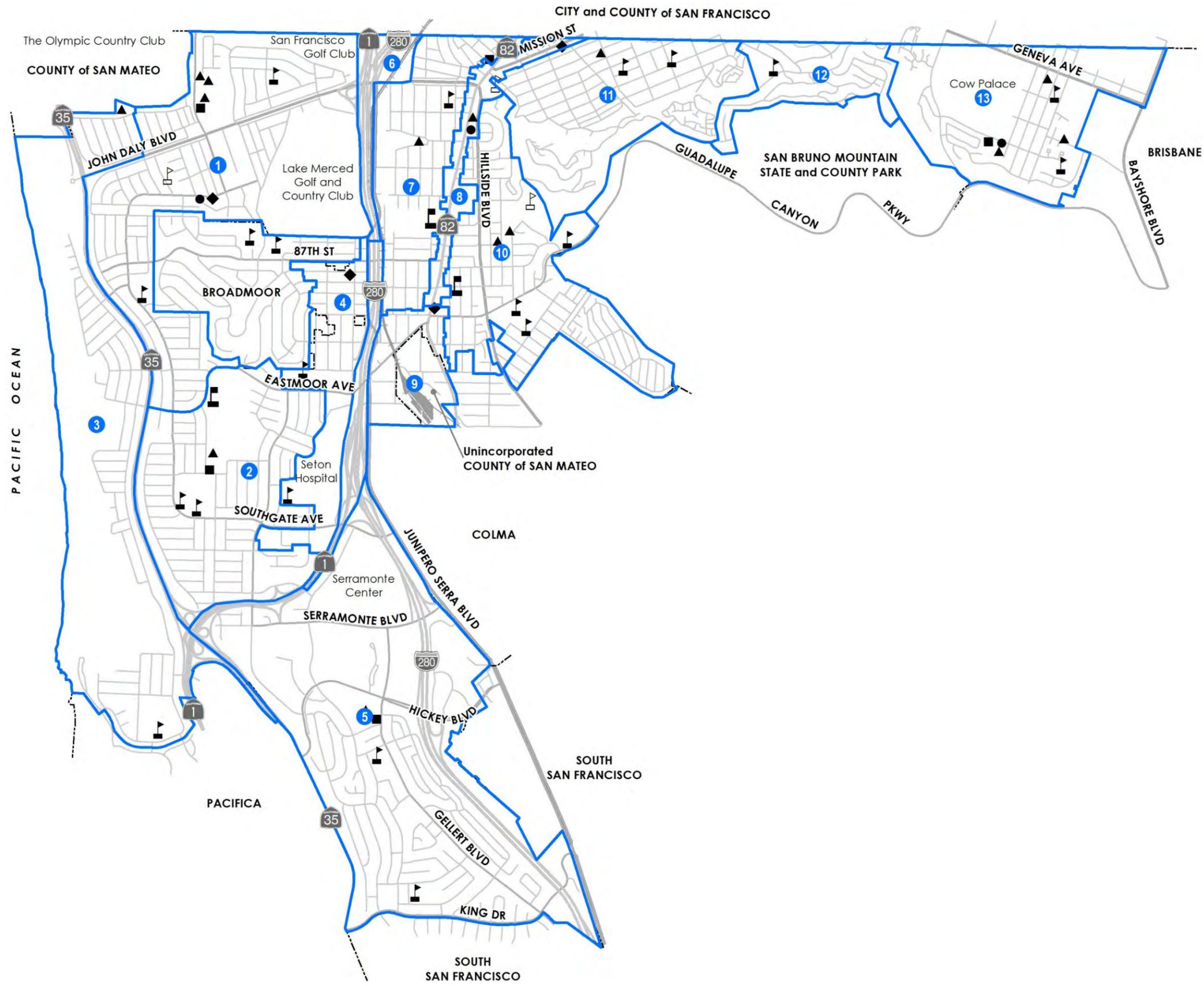
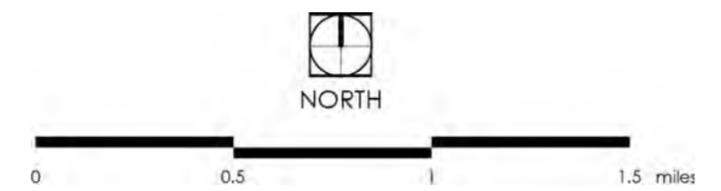


Figure LUE-2  
**PLANNING AREAS**

- 1 Westlake
- 2 St. Francis
- 3 Skyline
- 4 Sullivan Corridor
- 5 Serramonte
- 6 Peninsula Gateway
- 7 Vista Grande
- 8 Mission Street
- 9 Colma-DC BART Station
- 10 Hillside
- 11 Crocker
- 12 Southern Hills
- 13 Bayshore

CITY OF DALY CITY  
**LAND USE ELEMENT**



The single greatest development constraint in the Westlake neighborhood is the lack of vacant developable land.

## **St. Francis** | Planning Area 2

St. Francis Heights was subdivided in the late 1950's and early 60's into single family residential land uses at low densities of approximately 14 dwelling units per acre. Since the parcels were platted in grid fashion they are similar in shape and configuration to those in many parts of Westlake. The housing is characterized by two story structures with living area above and two-car garage below. While not as architecturally diverse as the Westlake neighborhoods, differences in facade details are prominent.

Seton Medical Center, the largest employer in Daly City is located in this area. Also located in the southern portion of this area are several medical and dental office uses. These are located in close proximity to the St. Francis Square neighborhood serving shopping center. Skyline Plaza is also located in this neighborhood. Both are smaller centers than the Westlake or Serramonte Shopping Centers, and are neighborhood-serving commercial centers containing a mixture of retail and office uses.

The neighborhood's recreational and open space opportunities are provided by the Alta Loma tot lot, Westmoor High School and Pool, and Westmoor Park. In addition to the high school, four elementary schools are located in the St. Francis Heights neighborhood.

The major development constraint in this neighborhood is the lack of easily accessible vacant land that is not constrained by existing residential uses. Opportunities for further development in this neighborhood will center largely on the revitalization and intensification of existing neighborhood serving commercial areas.

## **Skyline** | Planning Area 3

Although physically similar to and technically a part of the Westlake neighborhood, this area is distinguished due to its location within the California's Coastal Zone. The Coastal Zone is designated by the California Coastal Act and includes all areas in Daly City west of Skyline Boulevard and a portion of the Westlake North neighborhood located west of Eastgate Drive. Like Westlake, the housing styles in this neighborhood vary from one-story single-family homes with attached garages to the typical two-story unit with living area above a two-car garage.

The basic goals of the Coastal Act are to protect environmental resources, promote a balanced utilization and conservation of coastal resources, maximize public access (both physical and visual) to the coastline, and assure priority for coastal dependent development. The Daly City Coastal Element has been certified by the California Coastal Commission as an implementation tool of the Coastal Act.

To ensure that the Coastal Element effectively implements the Coastal Act, the Daly City Zoning Ordinance identifies an overlay zoning district that includes all properties within 1,000 feet of the coast wherein discretionary review by the Planning Commission and City Council is required prior to any significant construction activity. Delineated by the State Geologist, the Alquist-Priolo Special Studies Zone occurs in the southwest portion of Daly City's Coastal Zone and includes all areas within 1,000 feet of the San Andreas earthquake fault.

Development constraints in the Skyline neighborhood are directly related to the lack of vacant buildable land, and the geotechnical and seismic constraints associated with parcels that have not yet been developed. Proximity to the San Andreas Fault and continual erosion of the coastal bluffs will continue to play a role in limiting the development of vacant parcels in the Skyline neighborhood.

Because of the unstable conditions of some of the bluffs in the area, 21 single-family homes located on Westline Drive were declared unsuitable for human occupancy and subsequently removed. Blufftop erosion will continue to pose a threat to existing homes. Like Westline Drive, Lynvale Court at the northern portion of Skyline Drive also experienced the loss of several homes in the 1980s. The vulnerability of these homes to natural hazards such as earthquakes is exacerbated by the fact that the San Andreas Fault bisects the southern portion of Daly City's Coastal Zone.

## **Sullivan Corridor** | Planning Area 4

The Sullivan Corridor comprises approximately 200 acres coterminous with the area encompassed by the Sullivan Corridor Specific Plan. Adopted by the City Council in 1998, the Specific Plan provides land use policies intended to guide the revitalization of properties adjacent to and within close proximity of Sullivan Avenue that can take advantage of the area's close proximity to the civic center and the close-by Colma - Daly City BART Station.

To do so, the Specific Plan provides for a mixture of office, retail and office, and service commercial uses as well as single and multi-family residential uses. Although the designations identified for these land uses are similar in name to those identified throughout Daly City on the General Plan Land Use Map, the range of allowed land uses and description of building intensity is distinct to the Sullivan Corridor Specific Plan Area. It is therefore necessary to reference the Specific Plan and/or Zoning Ordinance (which summarizes the Specific Plan's regulations) for guidance in determining conformity to the plan.

Since adoption of the Specific Plan, several new construction projects have emerged that will begin to transform the corridor, including the construction of new government office buildings, an 86-room hotel, and a large mixed-use development that is presently under construction at the southwest corner of Piece Street and Sullivan Avenue. Like other areas in Daly City, constraints within the Sullivan Corridor will continue to be lack of contiguous vacant parcels of land, although several parcels which are presently devoted to agricultural uses do exist in area between Pierce Street and 92<sup>nd</sup> Street. Also with the boundaries of the Sullivan Corridor is the potential development of 4.5-acre surplus property adjacent to Daniel Webster Elementary which has been identified as surplus property by the Jefferson Elementary School District (JESD).

## **Serramonte** | Planning Area 5

Serramonte is the newest large-scale subdivision in Daly City, constructed in the late 1960's and early 70's. Single family residences occur in strips along moderately steep hillsides in a fashion similar to that of the St. Francis neighborhood. The housing style is also similar to that of St. Francis and can be considered the most standard of all housing in the City. It is characterized by a two story structure with the living area over a two car garage at a density of approximately 14 dwelling units per acre.

While a majority of the housing stock in the Serramonte neighborhood is low-density single family residential, low to medium density multi-family residential units are located in the southeast area of the neighborhood and very high density multi-family housing is located just west of the Serramonte Shopping Center.

The Serramonte neighborhood residents' commercial needs are served by both the Serramonte regional shopping area and the King Plaza neighborhood serving commercial center. The Serramonte Shopping Center is an enclosed regional shopping center and is the largest in the City. It contains three anchor stores and numerous other shops. To the south, Serramonte Plaza, a large concentration of commercial offices, retail stores, and restaurants, exists on the eastern side of Gellert Boulevard. On the western side of the street, retail stores occur in typical "strip" fashion. Several of the City's larger restaurants are located in Serramonte Plaza area, as well as two health and fitness clubs. King Plaza is

located in the southernmost portion of this neighborhood and contains a mixture of retail uses and one of two bowling centers in the City.

The residents' recreational and open space needs are provided by Gellert Park, the largest park in the City. The main branch of the Daly City Library is located in the park as well as tennis courts, picnic areas, sports fields and a community center. Four tot-lots and two elementary schools are located in the Serramonte neighborhood.

Constraints in this neighborhood include: lack of buildable, vacant land; small number of infill single family residential parcels; and a portion of the neighborhood is in the Alquist-Priolo Special Study zone. Opportunities in this neighborhood include intensification of existing regional and neighborhood serving commercial centers, as well as the potential development of the non-operational Christopher Columbus School site which has been identified as surplus property by the Jefferson Elementary School District. The surplus school site consists of two developable areas totaling almost 13 acres.

## **Peninsula Gateway** | Planning Area 6

This planning area is defined by the area subject to the Peninsula Gateway Plaza Specific Plan which was prepared in the 1970s to facilitate BART's expansion of service to the Colma-Daly City BART station and the Daly City Redevelopment Agency's desire to facilitate redevelopment of a portion of the Junipero Serra Corridor on the east side of Interstate 280 north of Citrus Avenue. With the completion of Pacific Plaza, the implementation of the plan is now largely complete, although the two Redevelopment Agency-owned parcels remain vacant at either end of the project area.

## **Vista Grande** | Planning Area 7

The Vista Grande neighborhood consists of three subareas. The northern portion of the neighborhood above John Daly Boulevard is characterized by atypical patterns of development, which include dense housing construction along narrow streets, steep hillside construction, and dead-end streets. The area contains predominantly single-family residential land uses at medium-low densities between 16-20 dwelling units per acre, some among the oldest in the City. Most structures are one-story above a small one-car garage. Some California bungalows which have no garage can also be found. Medium density (21-35 dwelling units per acre) multi-family units are usually located at the corners and in close proximity to commercial areas. Hillcrest Gardens, a recently-completed affordable senior housing development located at 35 Hillcrest Drive, provides an example of how very high-density construction can be successfully blended into an established neighborhood.

The second subarea is the area located south of John Daly Boulevard and north of Jefferson High School. The area resembles the older Crocker neighborhood in terms of development patterns: wide variation in housing age and style; single residential land uses at medium-low densities (14.6-20 dwelling units per acre) laid out on an essentially regular grid; little or no side yard setbacks; and little open space other than Marchbank Park and the Jefferson High School campus. A number of duplexes have been constructed within this area, as they are allowed subject to use permit approval. Several non-conforming apartment buildings also exist in the area.

The area south of Jefferson High School contains neighborhood commercial (confined to School Street) and service commercial (confined to Station Avenue) as well as a mixture of low; medium-low and very high density residential uses. Many medium-low density multi-family units have been developed along the southern side of School Street, and on the streets that intersect with School between Station Avenue and Bruno Avenue. Below School Street, the single-family units are developed on somewhat larger lots at lower densities. A decreasing number of small vacant lots remain in this area.

Constraints to development in this neighborhood include: lack of large vacant, buildable parcels of land and aging infrastructure including water and sewer lines. Opportunities include: infill single family

residential parcels; reuse of underutilized land; and increase in density of residential development with duplexes.

No concentration of large vacant parcels exists in the Original Daly City neighborhood. However, this neighborhood accounts for the majority of small and medium size infill parcels in the City. The highest assemblages of these parcels occur in the northern Top-of-the-Hill and southern portions of the neighborhood. These represent a mixture of both vacant and underutilized parcels.

## **Mission Street** | Planning Area 8

Just over 1.5 miles in length, Mission Street is characterized largely by retail/office, personal service, and service commercial uses with the concentration of service commercial uses occurring on the southern portion of the street and the retail/office uses located closer to the Top of the Hill. Although Mission Street is largely built-out, a number of properties occupied by existing buildings and land uses approaching the end of their economic lives will very likely provide potential development opportunities over the planning period. The challenges presented in private redevelopment of parcels include limited lot size, difficult access to and from Mission Street, and neighborhood acceptance of buildings with greater mass and height.

As a means to opening a dialogue about how Mission Street could evolve into a more vibrant urban corridor, the San Mateo County Chapter of American Institute of Architects (SMAIA) conducted an Urban Design Charrette specifically for Mission Street in 2008. The Final Report issued from the charrette outlined a number of very broad development concepts that could be worthy of exploration as Mission Street continues to evolve. These concepts include a more walkable streetscape, more areas for public gathering, taller more-intensive buildings, and visual focal points (public art, monumentation, etc.).

The idea of advancing physical change Mission Street is not a new one. In 1976, the Daly City Redevelopment Agency adopted a redevelopment plan for the street specifically for the purposes of, among other things, strengthening the retail and other commercial functions of Mission Street, and assembling land into parcels suitable for modern development. One notable outcome from this plan's implementation has been the almost-complete redevelopment of Mission Street between Hillside Boulevard and Alp Avenue where a new mixed-use building and reconstructed War Memorial Community Center have provided a notion of how Mission Street will likely continue to evolve in the coming decades.

With the preconception that Mission Street will change, the policies contained within this land use element strive to both promote and guide this continued evolution.

## **Colma – Daly City BART Station** | Planning Area 9

This 110-acre area is coterminous with the BART Station Area Specific Plan area. Completed in 1993 in conjunction with SamTrans and San Mateo County, the Specific Plan was conceived to establish a physical development plan that allowed existing low-intensity uses in close proximity to the new Colma BART Station (construction completed in 1996) to gradually transition to higher-intensity uses in support of the area's intended role as a transportation/transit hub.

Much emphasis within the plan was placed on making all new land uses within the Specific Plan area accessible by foot, bicycle, and transit, in addition to the automobile. For this reason, the plan provides a very strong vision for linking new development to the BART station via a network of public spaces, paths, plazas and new streets. New mixed-use development along El Camino Real exemplifies the plan's intent, providing high density residential development over ground-level commercial uses with direct pedestrian connections provided westerly to the new BART station.

This area is partially within Daly City and partially within an unincorporated area within San Mateo County, and lies completely within Daly City Sphere of Influence boundary. Uses anticipated include a mix of moderate- and high-density housing, local and community shopping, and offices within close proximity of the Colma-Daly City BART station. The land use designations used for these uses are similar in name to those identified throughout Daly City on the General Plan Land Use Map, the range of allowed land uses and description of building intensity is distinct to the BART Station Specific Plan. It is therefore necessary to reference the Specific Plan and/or Zoning Ordinance (which summarizes the Specific Plan's regulations) for guidance in determining conformity to the plan.

Two parcels in this planning offer the most potential for new development. The first, located adjacent to the Colma – Daly City BART station, is the existing 7.5-acre SamTrans-owned park-and-ride lot to the west of the station. The second is the southern portion, roughly 1.4 acres, of the existing Jefferson Elementary School District's maintenance and operations Facility located at 23 Hill Street. This property has declared surplus by the school district and is being offered by the district for private development.

## **Hillside** | Planning Area 10

The Hillside neighborhood contains the greatest mixture of residential densities in Daly City. Existing densities range from a low density of 12 dwelling units per acre to a very high density of over 50 dwelling units per acre in the southeast corner of the Hillside neighborhood where several streets have been developed in block-long rows of four-unit buildings. This neighborhood is also one area in Daly City where vacant developable sites remain. Several blocks in the Hillside neighborhood were originally used for greenhouses, but have steadily been subdivided for housing development. The oldest housing in the area is located in the mid-section of the Hillside neighborhood adjacent to the Top of the Hill and Crocker neighborhoods. The largest mobile home park in Daly City, The Franciscan, is located in this neighborhood.

This neighborhood's recreational and open space needs are provided by Hillside Park which is located in the eastern portion of the neighborhood and Edgewood Park located in the northern portion of the neighborhood, near high density housing.

Constraints in the Hillside neighborhood include: aging sewer and water lines; lack of land zoned for commercial uses and a wide mixture of different residential densities that indicate uncertainty and lack of continuity in the neighborhood. Opportunities in this neighborhood include: reuse of underutilized parcels and infill single family and multi-family subdivisions and residences.

A limited number of vacant areas exist within the neighborhood. The largest concentration of vacant land exists in the northern and southern portions of this neighborhood. The vacant land in the northern portion is on steep slopes with limited access and is not considered easily buildable. There is also vacant land immediately east of Hillside Park. The vacant land in the southern portion of the neighborhood is a mixture of vacant and underutilized parcels. These parcels represent the majority of infill residential parcels in the neighborhood. The Colma School surplus site, approximately 2.7 acres, is a good candidate for infill development.

## **Crocker** | Planning Area 11

The Crocker neighborhood also consists primarily of single-family homes on small lots with little or no setbacks, resulting in the density of the neighborhood as a whole being generally higher than any other neighborhood in Daly City, approaching 20 dwelling units per acre. Physically, the neighborhood is characterized by a rich diversity of housing with distinctly different ages and architectural styles, and contains a mixture of small scale services and amenities including local corner markets, the Lincoln Park and Clubhouse, and two elementary schools. There are no large commercial areas within the Crocker neighborhood, although the commercial corridor along Mission Street provides a variety of retail and restaurant uses.

Constraints to development in the Crocker neighborhood include a lack of buildable, vacant land; aging water and sewer lines; and lack of street improvements in some areas. Many of the vacant parcels in the area are located on the base of San Bruno Mountain and are either within or in close proximity to the Habitat Conservation Plan area on steep slopes with no or limited access and no street or infrastructure improvements. Limited opportunities for development do exist however and include infill single-family residences, preservation or reconstruction of corner markets, and a five-acre development site zoned for multiple-family residential uses at the end of Hanover Street.

## **Southern Hills** | Planning Area 12

The Southern Hills neighborhood consists entirely of detached single family homes. In terms of urban design, this neighborhood is the exception in the area east of I-280. The typical home is a post-1950's detached single-family residence, usually two stories with the living area over a two-car garage. The housing occurs in ribbons along the ridges of steeply sloped hillsides affording views of Daly City, San Francisco, the Pacific Ocean, and San Francisco Bay. Recreational needs are met by two tot lots and the playground of the Panorama elementary school, McLaren Park in San Francisco, and San Bruno Mountain Park. The major constraint in this neighborhood is the lack of buildable, vacant land. Opportunities in this neighborhood include the maintenance of open space (remnant portions of developed parcels located on steep slopes) and park or recreational development.

## **Bayshore** | Planning Area 13

Annexed into Daly City in 1963, the Bayshore neighborhood consists primarily of detached single-family residential homes, the Geneva Avenue commercial corridor, and a low intensity industrial area immediately north of MacDonald Avenue near the San Francisco border. The Cow Palace, an indoor arena owned and operated by the California Department of Food and Agriculture, is also located in the Bayshore and represents one of the greatest opportunities for redevelopment in Daly City. In 1999, the Daly City Redevelopment Agency established a redevelopment project area encompassing the entire Bayshore neighborhood, with the goal of eliminating physical and economic blight, while encouraging economic investment and rehabilitation/improvement of the housing supply in the neighborhood.

Major constraints in this neighborhood include: aging water and sewer systems; dead end streets with no curbs, gutter and sidewalk; and lack of large parcels of easily developable land. Major opportunities in this neighborhood include: Geneva Avenue commercial area revitalization; the redevelopment of the Cow Palace; infill single-family residences; retail and office development; and park and open space development.

# Unincorporated Areas

## **Broadmoor Village**

Broadmoor Village is a low density, single family residential neighborhood completely surrounded by Daly City thus creating an "island" or pocket of unincorporated County land. This neighborhood is characterized by single-family residences located on large lots with a resulting density below 10 dwelling units to the acre. The houses in this area are different from those located in Daly City as they are typical one story ranch style houses. From the standpoint of service delivery, Broadmoor should become a part of Daly City. Police and fire protection services could be more easily rendered, the location and access to government would be more convenient for the Broadmoor residents and the

cost of providing these services would be less expensive for the City to provide than the County or special districts.

## Unincorporated Colma

Unincorporated Colma is a small urban neighborhood in the area between Daly City and the Town of Colma. Extending along both sides of El Camino Real, the area is approximately 115 acres in size. The area contains a mixture of land uses including retail and service commercial, industrial and low density single-family and medium density multi-family residential uses. The residential uses located here are considered to be one of the County's major concentrations of affordable housing, as the units tend to be smaller and older than the County average.

## Land Use Categories

This section provides an overview of the land use designations identified on the General Plan Land Use Map (see Figure LUE-3). The map identifies the general proposed distribution of land uses in Daly City through the use of the land use categories described below. As such, the map is intended to serve as a general guide for the future distribution of land uses distribution rather than as a parcel-specific map of allowed land uses. Instead, zoning classifications, consistent with the land use categories identified by the General Plan Land Use Map, will be established for this purpose and will be identified on the Zoning Map. Similarly, more specific development regulations will be identified by the Zoning Ordinance.

### Commercial

The intensity, bulk, and scale of commercial development can be measured and regulated in a variety of ways. In Daly City, the two most common methods for regulating commercial development intensity have been lot coverage in combination with building height and, in some instances, the application of a maximum floor area ratio. Floor area ratio (FAR) is the ratio of building floor area to the size of the lot. The gross floor area of a building divided by the lot area produces the FAR. Thus, a maximum FAR of 6.0 on a 10,000 square foot lot would allow a building whose total floor area could not exceed 60,000 square feet. The FAR may also be used as a *minimum* development intensity. When implemented without any other intensity regulations, the FAR gives a developer the most flexibility: he or she may decide to build a low building that covers all or most of a lot or a taller building covering a smaller portion of the lot. To reduce this flexibility, the City can use the FAR in combination with other bulk regulations, open space requirements, and height restrictions.

In the following land use category descriptions, the FARs identified are intended to be used as a guide for estimating future development intensity. The Zoning Ordinance governs the actual FARs required by the City.

#### Neighborhood Commercial (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. Two shopping centers - Skyline Plaza, and King Plaza - have been identified as neighborhood serving commercial centers. Some office commercial uses occur in this category and are limited to several real estate and insurance offices.

With large surface parking lots and relatively low profile buildings, the floor area ratios for neighborhood commercial centers generally are 0.5 or less with a few centers above the 0.5 ratio but less than 1.0. Neighborhood, Residential Above (C-NRA)

This land use designation pertains to the area covered by the BART Station Specific Plan only and describes areas where small-scale neighborhood commercial uses are permitted at street level and up to two stories of residential uses are permitted above. For a complete discussion of this designation, please refer to the BART Station Area Specific Plan, page 86.

### **Residential Retail (C-RR)**

This land use designation is characterized by "mixed uses" consisting primarily of retail uses on the ground floor and single or multi-family residential uses above. Typical commercial uses in this district are: grocery/liquor stores; drug stores; and personal services such as barber shops and beauty salons. The commercial area on School Street has been identified as a residential retail area as are several "corner markets" located in the Crocker and Original Daly City planning areas.

The typical residential retail site has a commercial FAR between 0.5 and 1.0. Residential square footage would not be included in this calculation.

### **Retail and Office Commercial (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 – from Mission Street to Geneva Avenue to Westlake Shopping Center to 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. Historically, residential uses have been permitted within this General Plan land use category.

### **Office Commercial (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. One such exception is the Peninsula Gateway Plaza Specific Plan area where office and retail development limits are established on a block by block basis.

### **Service Commercial (C-S)**

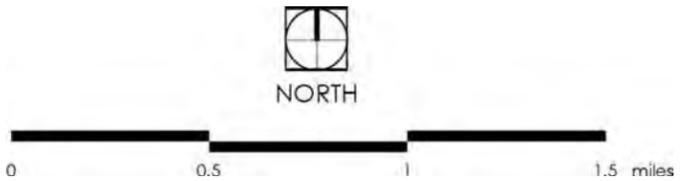
This land use designation consists of those commercial uses which are more service or heavy commercial oriented. This includes: automobile sales and repair; gas and service stations; small scale warehouse and storage; building material suppliers and small scale manufacturing; and construction related services such as contractor yards.

Figure LU-3  
**FUTURE LAND USE**



- Residential**
- Low Density (R-LD)
  - Medium-Low Density (R-MLD)
  - Medium Density (R-MD)
  - High Density (R-HD)
  - Residential Open Space (R-OS)
- Commercial**
- Neighborhood (C-N)
  - Neighborhood, Residential Above (C-NRA)
  - Residential Retail (C-RR)
  - Retail and Office (C-RO)
  - Office (C-O)
  - Service (C-S)
  - Mixed Use (C-MU)
  - Industrial (C-I)
- Open Space**
- Recreation Public (OS-Rpub)
  - Recreation Private (OS-RPri)
  - Preservation (OS-Pres)
  - Other (OS-Other)
- Public & Institutional**
- B BART (PF-BART)
  - CEM Cemeteries (PF-CEM)
  - PF Public Facilities (PF)
  - H Hospitals (PF-H)

**CITY OF DALY CITY  
 LAND USE ELEMENT**



### **Neighborhood, Residential Above (C-NRA)**

This land use designation pertains to the area covered by the BART Station Specific Plan only and describes areas where small-scale neighborhood commercial uses are permitted at street level and up to two stories of residential uses are permitted above. For a complete discussion of this designation, please refer to the BART Station Area Specific Plan, page 86.

### **Residential Retail (C-RR)**

This land use designation is characterized by "mixed uses" consisting primarily of retail uses on the ground floor and single or multi-family residential uses above. Typical commercial uses in this district are: grocery/liquor stores; drug stores; and personal services such as barber shops and beauty salons. The commercial area on School Street has been identified as a residential retail area as are several "corner markets" located in the Crocker and Original Daly City planning areas.

The typical residential retail site has a commercial FAR between 0.5 and 1.0. Residential square footage would not be included in this calculation.

### **Retail and Office Commercial (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 – from Mission Street to Geneva Avenue to Westlake Shopping Center to 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. Historically, residential uses have been permitted within this General Plan land use category.

### **Office Commercial (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. One such exception is the Peninsula Gateway Plaza Specific Plan area where office and retail development limits are established on a block by block basis.

### **Service Commercial (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.

### **Mixed Use (C-MU)**

This land use designation pertains to the areas fronting Mission Street and Geneva Avenue, and parcels fronting Junipero Serra that are subject to the BART Station Specific Plan. The designation describes areas where the City will, through the Zoning Ordinance, provide regulatory incentives and requirements for developers to construct buildings which contain a *vertical* mix of uses of uses, e.g. retail or restaurant 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.

### **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. The FAR for light industrial development would not exceed 1.0.

## **Residential**

The General Plan Land Use Map identifies five residential categories. These categories identify areas in Daly City that are acceptable for housing, clarify the type of housing to be developed within each category, and establish minimum and maximum densities.

Density for residential land use designations can be established in either dwelling units or persons per acre. Since the number of persons in a household is a variable that changes quickly over time, most planning efforts focus on establishing density with dwelling units as the important variable. This General Plan employs a density factor called "dwelling units per net acre of land" and is abbreviated by "du/ac".

Net acre means that portion of land used for development on a specific property, excluding streets, easements, and public rights-of-way. This is in contrast to "gross acre of land", a figure that includes all land, whether it be used as a roadway, creekbed, or housing site. Using a "gross" figure is best suited for communities that have not yet constructed streets. In Daly City's case, most of the streets are built; therefore, residential densities are expressed in net acreage.

Policy 7.3 in the 1987 General Plan directed that net density figures be employed when determining overall density for a proposed project and that the area for calculating the net density of an existing neighborhood shall be the entire block for all blocks with residential uses fronting the public right-of-way of the subject property. While this policy's intentions were to identify the broader area affected by the increase in the demand for public facilities that result from the density of a proposed project, the inclusion of adjacent properties into a project's density calculation effectively transfers allowable densities from projects that are built in the near-term from future development projects.

In an effort to better describe future residential development and more equitably allocate density among numerous properties within a neighborhood, this General Plan requires that – for projects proposed on parcels that are over 5,000 square feet in size – residential densities be calculated on a parcel-specific basis. For example, a one-acre parcel located within an area designated Medium – Low Density, where the density range is between 14.6 and 20 units per acre, could potentially have up to 20 units. Neither adjacent public rights-of-way nor adjacent properties are included in net lot area. The number of permissible units on lots less than 5,000 square feet in size would be as prescribed by the

Zoning Ordinance (one housing unit on lots zoned R-1 Single Family and two housing units, subject to use permit approval, on lots zoned R-1A or R2).

**Residential Open Space (R-OS): 0 to 2 dwelling units per acre**

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.

**Residential Low Density (R-LD): 2 to 14.5 dwelling units per acre**

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.

**Residential Medium-Low Density (R-MLD): 14.6 to 20 dwelling units per acre**

This land use designation applies to those areas which were subdivided prior to January 1949 and have single family residences located on parcels with a minimum parcel size of 2,500 square feet. Single-family subdivisions utilizing a minimum parcel size of 2,500 square feet result 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.

**Residential Medium Density (R-MD): 21 to 35 dwelling units per acre**

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.

**Residential High Density (R-HD): 36 to 50 dwelling units per acre**

This land use designation applies to those areas that were developed with a minimum lot area per unit of 500 square feet on a minimum parcel size of 2,500 square feet. This designation applies primarily to multi-family residential structures. This density is found in the newer, large multi-unit developments where open space meets the minimum requirements of the zoning code.

**Residential Very High Density (R-VHD): Over 50 dwelling units per acre**

This land use designation applies to those areas that were developed with a minimum lot area per unit of 300 square feet on a minimum parcel size of 2,500 square feet. This designation applies to existing very dense multi-family residential units. This density is prevalent in those areas characterized by large multi-unit structures, located in close proximity to the Westlake and Serramonte shopping centers and other commercial development. These developments are characterized by the large number of units constructed with little or no private or public open space.

## Open Space

**Open Space Recreation Public (OS-Rpub)**

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.

### **Open Space Recreation Private (OS-Rpri)**

This designation includes facilities such as golf and country clubs, and golf driving ranges which are privately owned and operated.

### **Open Space Preservation (OS-Pres)**

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 that render the use of the land for any type of use other than permanent open space undesirable.

## **Public and Institutional Facilities**

### **BART (PF-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 (PF-Cem)**

This designation applies to all cemeteries located in Daly City and corresponds to the Cemetery (CEM) District identified in the Daly City Zoning Ordinance.

### **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 also designation applies to all public schools, including all elementary (K-6), middle (7-9), and high schools (9-12).

### **Hospitals (PF-H)**

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.

## **Public Property Development Sites**

In addition to the above land use designations, there are several properties in Daly City owned by public agencies (school district, State, etc.) that have been designated as surplus or for which the agencies have expressed an interest in selling or leasing for private development. Although current market conditions make the ultimate redevelopment potential of these sites unclear, this redevelopment would likely have significant cumulative impacts to the City's roadway and infrastructure system.

Although amending the General Plan land use designations for these properties is premature at this time, the City has included a rough approximation of development potential for these sites in the traffic model prepared as a part of the General Plan Circulation Element. Vehicle trip generation figures have also been included in the traffic impact analysis completed as a part of the General Plan Environmental Impact Report.

A summary of public property redevelopment sites presently known to the City is as follows:

**Cow Palace (2150 Geneva Avenue).** This property is owned by the State of California and consists of a State-operated indoor arena on an approximately 70-acre site (partially located within the City of San Francisco). The entire site is zoned C2 – Heavy Commercial and designated by the General Plan Land Use Map as G - Government Facility. Redevelopment of the site for private purposes would require a General Plan amendment, and would ideally occur together with an 11-acre private owned property and 12-acre Daly City Redevelopment Agency property. Both the privately-owned and Agency-owned properties are situated immediately west of the State-owned parcel. In support of a cohesive and integrated redevelopment plan for the site, Land Use Element Task LU-2.1B identifies the preparation of comprehensive land use, infrastructure, and streetscape plan for the Geneva Avenue Corridor, including the Cow Palace property. For purposes of the traffic model, the City has assumed the ultimate buildout of the three aforementioned properties to include 1,700 new dwelling units in a higher density format and 300,000 square feet of retail/office commercial in a multi-story and possibly mixed-use (residential above) format.

**Daly City BART Station Delong Street Parking Lot (500 John Daly Boulevard).** This property is owned by the San Francisco Bay Area Rapid Transit District (BART) and consists of a functioning 260-space parking lot on an 8-acre site just east of the Daly City BART Station. The entire site is zoned BART and designated BART by the General Plan Land Use Map. Development of the site for private purposes would require rezoning and General Plan amendment. For purposes of the traffic model, the City has preliminary square footages consistent with the Comprehensive Station Plan prepared by BART in 2006 for the station. The plan envisions a development concept that replaces the Delong Street parking lot with 145 residential units, 13,600 square feet of commercial space, a 2,000 square foot community center, and 9,000 square feet of open space on land that is currently being used for surface parking. As a commitment to fully examine the potential for redeveloping the parking lot, Land Use Element Task LU-2.1D identifies the need to work with BART to develop a Daly City BART Master Plan that includes publicly-owned properties located within the Priority Development Area immediately adjacent to and including the Daly City BART station.

**Colma School Surplus Site (444 East Market Street).** This parcel is owned by the Jefferson Elementary School District and consists of a functionally obsolete school facility situated on an approximately 4.4-acre site. The entire site is zoned U – Un-zoned consistent with the school facility uses and is designated as a School facility by the General Plan Land Use Map. Development of the site for private purposes would require rezoning and General Plan amendment. For purposes of the traffic model, the City has assumed the ultimate buildout of this property to include 160 new dwelling units.

**Daniel Webster School Surplus Site (425 El Dorado Drive).** This parcel is owned by the Jefferson Elementary School District and consists of a functionally obsolete school facility situated on an approximately 11.8-acre site. The entire site is zoned U – Un-zoned consistent with the school facility uses and is designated as a School facility by the General Plan Land Use Map. Development of the site for private purposes would require rezoning and General Plan amendment. For purposes of the traffic model, the City has assumed the ultimate buildout of this property to include 95 new dwelling units.

**Christopher Columbus School site (60 Christopher Court).** This parcel is owned by the Jefferson Elementary School District and consists of a functionally obsolete school facility situated on an approximately 12.7-acre site. The entire site is zoned U – Un-zoned consistent with the school facility uses and is designated as a School facility by the General Plan Land Use Map. Development of the site for

private purposes would require rezoning and General Plan amendment. For purposes of the traffic model, the City has assumed the ultimate buildout of this property to include 80 new dwelling units.

**Hill Street Maintenance Yard (23 Hill Street).** This parcel is owned by the Jefferson Elementary School District and consists of a functionally obsolete school district maintenance and operations facility situated on a 1.38-acre site. The entire site is zoned R1-B consistent with the school facility uses and is designated as a School facility by the BART Specific Plan. Development of the site for private purposes would require rezoning and General Plan amendment. For purposes of the traffic model, the City has assumed the ultimate buildout of this property to include 50 new dwelling units in a higher density format and 10,000 square feet of retail/office commercial in a multi-story and possibly mixed-use (residential above) format.

## Land Use Goal, Policies, and Tasks

The direction of this land use chapter is based on recognition of the above issues and directed toward realization of a single goal. The City's land use goal is:

"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."

Several important issues raised in this goal should be recognized. First, the goal seeks to accomplish a "balanced mixture" of activities that serve a wide range of needs in the community. Diversity in land uses means the City can accommodate change over time. Since Daly City is primarily residential in nature, achieving a balanced mix of land uses will require an emphasis on attracting commercial and office construction. While a fully balanced land use pattern might not be achieved, the City can work toward a more equitable mixture of land uses through the intensification of existing commercial areas, annexation of developable lands, and the implementation of specific plans. Rather than converting residential or park land to commercial or light industrial uses to attain a balance of land uses, these should be continually maintained and revitalized.

Balanced development with the full complement of various land uses is desirable for many reasons. Urban areas with a wide range of residential densities provide multiple choices of housing costs, design and tenure type. This will lead to a mix of persons living within the City and thus a diversity in population, the key ingredient to creating a vibrant community. Citizens benefit from a balanced land use within the city because sufficient commercial opportunity will allow for the market to be more flexible in the goods and services provided to the public, and thus offer a wider range of products for the consumer. Commercial opportunities, as well as office and industrial locations, also provide for job possibilities for local residents. The balance of housing and jobs in a local area has positive regional implications due to reduced commuting time on congested freeways, a factor that will improve air quality. The demand for urban resources in a balanced city is easier to accommodate. Water, electrical, and sewer service peak demand is spread more evenly in a city where a stable mixture of land uses has been developed.

Since property tax is the single most important income source for a municipality, the concept of a balanced use of land within the City becomes paramount in the effort to collect enough revenues to support the level of service expected by the community. Typically, residential land uses cost more in public services than they provide in revenues. While office uses are not overly productive in terms of property taxes, they produce employment opportunities, which in turn provide people with income that can be spent within the city. Office type land uses do not demand the cost in city services that are associated with residential land uses. Industrial land uses, in terms of cost/benefit to a municipality are the most productive.

The goal identifies four broad aspects of land use that are found in urban areas, "employment, housing, open space, and services". Attaining a balance of these land uses is the key to this goal and the challenge for the land use chapter. A balanced urban environment means adequate job opportunities, a range of housing stock that allows a variety of tenure type, and access to recreation and open space amenities. The reference to "services" includes the basic governmental function such as the provision of safe road conditions for travel, infrastructure needs for human activity and police and fire protection.

The most important concept behind the goal, "personal and economic needs of the citizens," confirms the City's intent to allow a variety of land uses. Basic needs of people, such as opportunity for attractive and convenient shopping and restaurants, locations for entertainment, and open space for recreational activity are recognized by the land use goal as vital to the wellbeing of the community. Economic need relates not only to job opportunity but also adequate tax base for the City so that the basic governmental services can be assured over time.

To implement the land use goal, the General Plan provides the following policies and tasks:

## **Commercial Vitality and Revitalization**

**Policy LU-1: Maintain and, where possible, encourage larger commercial development sites throughout the City**

**Task LU-1.1:** Increase the minimum property sizes in all commercial zones and restrict the ability of existing sites within this zone to subdivide below the established minimum lot size. The minimum parcel size shall be established at the time of the Zoning Ordinance update and shall be such that it promotes the construction of mixed-use and/or higher density multifamily development, as determined by the respective zone to which it applies.

**Task LU-1.2:** Incorporate a lot merger incentive allowance into the Zoning Ordinance whereby property owners electing to merge two or more adjacent lots for the purpose of development are provided specific incentives to do so. The incentive program shall establish incentives that are significant enough to promote voluntary lot mergers of lots that meet a minimum threshold size and shall be commensurate with the size of the parcels being merged and/or created.

**Policy LU-2: Continue to allow neighborhood-serving businesses in neighborhoods where such businesses presently exist and where such continued operation does not impact the quality of life within the neighborhood**

**Task LU-2.1:** Amend the non-conforming section of Zoning Ordinance to allow the continued operation and reconstruction of neighborhood-serving businesses (markets, cafés, etc.) within neighborhoods where such uses presently exist. Language shall be incorporated into the Zoning Ordinance which assures that only those uses with a neighborhood market are allowed and that those uses with a primarily City-wide or regional market are disallowed.

**Task LU-2.2:** Amend the Zoning Ordinance and Building Code to require objective standards to control noise, odor, and rooftop emissions produced by non-residential uses.

**Task LU-2.3:** Support the continued establishment of ground-level retail and restaurant uses along the School Street corridor by codifying a parking waiver for retail uses in this area that occupy existing commercial spaces or are beneath a pre-established size threshold.

**Task LU-2.4:** At the time of remodeling and additions to neighborhood commercial centers, require mitigation of existing conflicts with residential uses, including screening, access, and landscaping.

## Urban Corridor Enhancement

**Policy LU-3: Implement a vision and long-term goals for Mission Street and Geneva Avenue, and consider the vision and goals in all land use planning decisions.**

**Task LU-3.1:** Maintain the Priority Development Area (PDA) status of the Bayshore Area and the Colma BART Specific Plan Area/Mission Street Corridor, and take steps to secure capital infrastructure funds, planning grants, and technical assistance from ABAG to more fully realize the City's vision and long-term goals for these PDAs.

**Task LU-3.2:** Prepare a comprehensive land use, infrastructure, and streetscape plan for the Geneva Avenue Corridor, including the state-owned Cow Palace property. If necessary, the plan shall make specific recommendations for changes to the General Plan and Zoning Ordinance that will be necessary to assist with the plan's implementation. The plan shall also identify which, if any, public improvements will be necessary for long-term implementation, including any necessary upgrades to existing public utilities in the area, and potential financing strategies to fund these improvements.

**Task LU-3.3:** Expand on the efforts of the Mission Street Urban Design Charrette and Grand Boulevard Initiative by undertaking a residential and commercial opportunities analysis for Mission Street and developing an urban design plan. Development of the urban design plan shall include an evaluation of the Grand Boulevard Guiding Principles and, where feasible, implementation of these principles.

**Task LU-3.4:** Work with BART to develop a Daly City BART Master Plan that includes publicly-owned properties located within the Priority Development Area immediately adjacent to and including the Daly City BART station. The plan shall explore development concepts that include a public partnership between BART, the City of Daly City, and the Daly City Redevelopment Agency for joint development of the Agency-owned parcel at the north end of Pacific Plaza and the adjacent BART parking lot.

**Policy LU-4: Provide regulatory incentives for developers to construct higher-density mixed-use development along Mission Street, Geneva Avenue, and any other locations within close proximity to public transit**

**Task LU-4.1:** Establish a Commercial Mixed-Use (C-MU) zone for areas targeted for mixed-use development, including, but not limited to the boundaries of the existing C-1 Light Commercial zone presently encompassing Mission Street and Geneva Avenue, and establish development regulations in the Zoning Ordinance specifically for higher-density mixed-use development. The City shall, as a part of this task, explore increased building height within the C-MU zone, as determined sufficient to promote the construction of higher density mixed-use development within the zone.

**Task LU-4.2:** Review the existing design guidelines for mixed-use development to ensure the guidelines adequately address pertinent issues related to the construction of the mixed-use development both within existing neighborhoods and when higher-density development is proposed adjacent to lower-density neighborhoods. Amend these guidelines and augment with development regulations identified in Task LU-2.2A above to incorporate methods for repositioning mixed-use building mass away from lower-density neighborhoods.

**Task LU-4.3:** Remove the use permit requirement for mixed-use projects that contain a commercial component of sufficient proportion to the total building area, as identified by the Zoning Ordinance, and a residential component.

**Task LU-4.4:** Amend the parking regulations to allow for a 30 percent parking reduction for all mixed-use development projects and clarify that the mixed-use parking reduction is allowed for buildings containing residential and retail components and parking available to both uses.

**Policy LU-5: Ensure that both public and private buildings along Mission Street and Geneva Avenue are continuously maintained in good condition.**

**Task LU-5.1:** Examine the merits and deficiencies of the existing Façade Improvement Program and identify ways to improve the program to affect a greater number of businesses along both Mission Street and Geneva Avenue.

**Task LU-5.2:** Support through technical assistance the efforts of Mission Street and Geneva Avenue business owners and property owners in organizing a common benefit district.

**Policy LU-6: Eliminate obstacles to the development of new retail businesses and restaurants on Mission Street and Geneva Avenue.**

**Task LU-6.1:** Establish separate parking regulations for the Commercial Mixed Use zone and revise the Zoning Ordinance to require that any new restaurant provide the same number of parking spaces as that of a retail business (one space per each 300 square feet).

## Neighborhood Preservation

**Policy LU-7: Recognize the physical differences between different parts of the City and regulate land uses within these areas accordingly.**

**Task LU-7.1:** Amend the Zoning Ordinance to provide development regulations that more closely reflect the predominant neighborhood character established when the neighborhood was constructed (e.g., provide for three-foot side yard setbacks in Westlake where there is currently no side setback required). Where necessary, establish either separate or overlay zoning districts for such neighborhoods.

**Task LU-7.2:** Update the Residential Design Guidelines to provide bulk, mass, and architectural guidelines for exterior additions and reconstructed homes in neighborhoods which possess unique architectural characteristics. Quantifiable guidelines shall be codified within the Zoning Ordinance where necessary.

**Policy LU-8: Ensure that landscape and hardscape improvements made to all residential properties are environmentally sound and do not negatively impact existing neighborhood aesthetics.**

**Task LU-8.1:** Conduct a public education campaign aimed at informing the public about water conservation measures that can be incorporated into residential landscaping projects. Information shall be included about the effective implementation of low-volume irrigation systems and any City requirements for such systems.

**Task LU-8.2:** Establish front yard paving design regulations and require, as a condition of permit issuance, compliance with these guidelines. The guidelines shall, at a minimum, disallow solid surface pavement, including non-porous concrete, to be placed so that it covers more than a certain percentage of the front yard setback area, including the driveway. The guidelines shall also require solid permanent vertical features constructed in non-driveway locations to ensure the inability of vehicles to park off-driveway.

**Task LU-8.3:** Establish a program that ensures the long-term removal of existing pavement in the front setback area of existing homes which is non-compliant with the regulations established as a part of Task LU 3.2B. The requirement for pavement removal shall be applied to all building permit applications exceeding a significant valuation established by City Council resolution.

**Policy LU-9: Ensure that traffic from commercial development does not significantly increase traffic on residential streets.**

**Task LU-9.1:** Evaluate the traffic impacts associated with all discretionary projects subject to environmental review by the City and identify appropriate mitigation measures as may be necessary to ensure compliance with the City's adopted Level of Service (see Policy CI-X).

**Policy LU-10: Ensure that new single-family homes and duplexes complement the scale, character, and street relationship of existing homes of the neighborhood in which they are constructed.**

**Task LU-10.1:** Explore ways to decrease the bulk of single-family homes and duplexes constructed within existing neighborhoods, including the potential for applying a floor area ratio to such structures and increasing third-story setbacks. Where necessary, these requirements shall be codified in the Zoning Ordinance.

**Policy LU-11: Ensure that accessory structures and additions in residential neighborhoods are architecturally compatible with the existing residence on the property and are of a character and scale compatible with the surrounding neighborhood.**

**Task LU-11.1:** Amend the Zoning Ordinance to develop regulations limiting the type, size, and quantity of accessory structures in residential neighborhoods.

**Policy LU-12: Review for consistency requests for annexations of unincorporated areas within the City's Sphere of Influence that do not negatively affect the fiscal health of the City and ensure an appropriate economy of scale in the delivery of City infrastructure and services.**

**Task LU-12.1:** Amend the Zoning Ordinance to require that, prior to Local Agency Formation Commission (LAFCo) approval, the City Council must find that the proposed annexation is consistent with the General Plan. To assist in this determination, the Zoning Ordinance shall identify the specific findings required and the requisite analyses necessary to determine whether such findings can be made.

**Policy LU-13: Continue to underground utilities when funding becomes available**

**Task LU-13.1:** Develop a five-year plan that identifies which areas in the City should be targeted for the undergrounding of utilities when Rule 20A funds become available. Areas targeted for undergrounding shall be prioritized in the order that such undergrounding will positively impact overall community appearance.

## Permit Streamlining

**Policy LU-14: Develop and implement land use regulations that are easily comprehensible, equitable, have sound justification, and do not hinder the implementation of reasonable project proposals.**

**Task LU-14.1:** Amend the Zoning Ordinance to incorporate all of the mandates specified within the General Plan and state planning law, and perform an annual maintenance of the ordinance to ensure that the ordinance is continually updated to reflect the City's regulatory policy and consistently addresses land use issues encountered by the Planning Division.

**Task LU-14.2:** Explore the use of commercial development regulations that more effectively address the relationship between building facades and the adjacent public street, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks.

**Task LU-14.3:** Explore the concept of unifying the Zoning Ordinance into a more broad set of development regulations, including subdivision regulations, environmental compliance standards, fees payment, and public improvement construction.

**Task LU-14.4:** Continue to offer same-day, express plan check permitting for all second units (see also Housing Element Task HE-6.4).

**Policy LU-15: Continue to streamline project review by ensuring that the City's existing Specific Plans reflect development trends in the areas to which they pertain and are easy to implement.**

**Task LU-15.1:** Re-evaluate the lands use designations identified within the Sullivan Corridor Specific Plan and the policies associated with these designations to ensure that the plan reflects a realistic development pattern for the area governed by it. Where necessary identify and propose amendments to the plan.

**Policy LU-16: Regulate of the size, quantity, and location of signs to maintain and enhance the visual appearance of Daly City.**

**Task LU-16.1:** Review and update the existing sign regulations, where necessary, to require that all new commercial signs be high-quality design, materials, and finish, while ensuring that the sign regulations are flexible enough to allow signs that add visual interest to the building on which they are proposed and not hinder creativity in design.

**Task LU-16.2:** Unless specifically allowed by a Master Sign Program, amend the sign regulations to disallow cabinet signs and require that existing cabinet signs be replaced by channel letter signs at either the time of sign permit issuance or at the time of building permit issuance where the valuation of improvements exceeds a certain valuation.

**Task LU-16.3:** Develop sign regulations that address permissible sign sizes for each tenant in multi-tenant buildings.

**Policy LU-17: Ensure that private development is responsible for providing any on- or off-site improvements related to and/or mitigating the impacts it causes.**

**Task LU-17.1:** Ensure that, where discretionary land use approvals are required from the City, the conditions of approval imposed by the City adequately mitigate any impacts to the public infrastructure.

In instances where new projects require upgrading of services that have a benefit for existing uses and when the upgrade is a part of the City's Capital Improvement Program, the developer shall pay the proportional share of the costs based on the projected demand of the new project. This requirement shall also apply to single development of infill parcels. If infrastructure improvements are needed to service the proposal, the building permit shall not be issued until the project sponsor secures the necessary permits to upgrade the infrastructure.

**Task LU-17.2:** Continue to collect AB1600 impact fees from new development and, from time to time, re-assess the amount and distribution of monies collected from such fees to ensure that these amounts are sufficient to provide an adequate pro-rata contribution toward the public improvements identified in the City's Capital Improvement Program.

**Task LU-17.3:** Review and amend the park in-lieu fee payment requirement as necessary to assure that the formula for park in-lieu fee payment is more standardized equitable among all residential uses, including rental housing.

**Task LU-17.4:** Develop and implement a Capital Improvement Program (CIP) to identify the capital projects that are required to implement this plan and prioritize their importance. This program would evaluate the current process for distributing capital improvement funds and attempt to strengthen the linkage between the General Plan and the CIP.

## Environmental Considerations

**Policy LU-18: Development activities shall not be allowed to significantly disrupt the natural or urban environment and all reasonable measures shall be taken to identify and prevent or mitigate potential adverse effects.**

**Task LU-18.1:** Ensure that potential problems with development proposals are properly mitigated through conditions of approval, environmental mitigation measures, or project denial. In cases where the impacts may not be completely preventable but will not significantly disrupt the community, the City should recognize that the benefits of a project may outweigh the environmental consequences. In no case shall the City approve a project that endangers the health, safety, or welfare of the public.

**Policy LU-19: Archeological resources should be preserved where possible.**

**Task LU-19.1:** Archeological resources are a valuable educational resource for the residents of the city. Every effort should be made to preserve them in their natural state when found or be excavated by professional archeologists for display in a museum.

**Policy LU-20: The City shall require that privately owned open space be maintained in an acceptable manner when it is either used or viewed by the public. When new development occurs the provision of open space shall be enhanced.**

**Task LU-20.1:** The way the City permits the use of land, in this case open space, is a land use issue. The City should consider landscaping, setback, and open space guidelines for commercial buildings as well as review the park in-lieu fees for residential subdivisions. This policy applies to the maintenance of vacant lands within the City that have become an eyesore due to accumulation of weeds and trash.

**Policy LU-21: The City shall encourage San Francisco International Airport to increase the use of the shoreline take off route and discourage the use of the gap departure route.**

**Task LU-21.1:** The noise element specifically addresses policies concerning the impacts and regulations of noise within the community. From a land use standpoint, however, increases in air traffic would affect all types of land uses within the City. Depending on the usage of a particular departure route, there could be a negative impact in terms of safety and noise on the residential sector of the City. The City shall require the use of noise mitigation measures for noise reduction in new residential construction in areas affected by the gap departure route.

**Policy LU-22: The City shall encourage National Park Service to incorporate the City-owned property along the coast into the Golden Gate National Recreation Area.**

**Task LU-22.1:** The City shall continue its longstanding effort to develop the Mussel Rock site as a park and complete the hiking trail along the coastline to Mussel Rock. Including the coastline stretch of Daly City in the Golden Gate National Recreation Area would provide the final link for the recreation area from San Francisco to Sweeney Ridge above San Bruno and Pacifica.

**Policy LU-23: Continue to recognize the importance of the San Bruno Mountain Habitat Conservation Plan (HCP), uphold the integrity of the concepts behind the plan, and respect the agreements that serve to implement it.**

**Task LU-23.1:** Through the development review process, the City shall continue to the effort to preserve as undisturbed habitat for the unique flora and fauna, designates areas for development adjacent to the regional County park and establishes mitigations for the continued upgrading of resources. The HCP is implemented by an agreement between the United States Department of Interior, California State Department of Fish and Game, the County of San Mateo, the cities of Brisbane, South San Francisco, and Daly City, and landowners.

**Task LU-23.2:** Amend the Zoning Ordinance to require approval of a San Bruno Mountain Site Activity Permit for any construction projects located with the HCP area.

# CITY OF DALY CITY Housing Element



## Introduction

### Scope and Role of the Housing Element

From an urban planning perspective, nothing has impacted Daly City more than the construction of housing. Over the years Daly City has provided new housing opportunities for many thousands of families, many of whom settled in the city at the close of World War II.

Like much of the Bay Area, housing demand has exceeded housing supply in Daly City for many years. While job centers in the Bay Area region have flourished, housing construction has not kept pace with the demand created by a vast influx of households taking advantage of the rich opportunities offered by the region's employers. In bedroom communities like Daly City, these economic forces have led to soaring housing costs, overcrowding, and illegal construction.

Even in the current market downturn, the housing market continues to impact the daily lives of households in Daly City and throughout the region. Steep increases in the cost of for-sale homes at the beginning of the decade have been replaced by scarce credit to construct new housing and a foreclosure crisis not seen since the Great Depression. This climate further challenges the abilities of the State and local governments to assure equitable access to affordable housing.

### What is a Housing Element?

State law requires each city and county to adopt a General Plan containing at least seven elements including a Housing Element. Unlike the other mandatory General Plan elements, the Housing Element must be updated every five years, is subject to detailed requirements of State law, and must be reviewed by the State Department of Housing and Community Development. Housing elements have been mandatory portions of general plans since 1969, reflecting the State recognition that the availability of housing is a matter of statewide importance and that cooperation between government and the private sector is critical to attainment of the State's housing goals. The regulation of the housing supply through planning and zoning powers affects the State's ability to achieve its housing goal of "decent housing and a suitable living environment for every California family" and is critical to the State's long-term economic competitiveness.

This Housing Element provides a comprehensive analysis of the status of housing in Daly City, and sets forth a goal, objectives, policies and programs to improve the quality of the City's housing stock and increase housing opportunities. Like other parts of this General Plan, the Housing Element has been prepared within the context of urban transformation that will result from an ever increasing population and mandates from State and regional agencies to build housing near existing transit. The policies contained within the element are intended to provide a framework for evaluating specific housing proposals; establish a coordinated, realistic course of action for dealing with Daly City's concerns; and be a tool for decision-makers when considering the approval of housing construction projects.

## **Legal Requirements**

Housing element law requires local governments like Daly City to adequately plan to meet their existing and projected housing needs, including their share of the regional housing need. Housing Element law is the State's primary market-based strategy to increase housing supply, choice, and affordability. The law recognizes that in order for the private sector to adequately address housing needs and demand, local governments must adopt land use plans and regulatory schemes that provide opportunities for, and do not unduly constrain, housing development.

The Housing Element process begins with the Department allocating a region's share of the statewide housing need to Councils of Governments (COG) based on State Department of Finance population projections and regional population forecasts used in preparing regional transportation plans. In Daly City, the Association of Bay Area Governments (commonly referred to as "ABAG") serves as the regional COG in the San Francisco Bay Area. In coordination with local governments, ABAG has been allocating the region's share of the statewide need to the cities and counties within the Bay Area. This allocation, which is discussed further within this document, is called the Regional Housing Need Allocation (RHNA or "ree-nuh"). The RHNA is required to promote the following objectives:

1. Increase the housing supply and the mix of housing types, tenure, and affordability in all cities and counties within the region in an equitable manner;
2. Promote infill development and socioeconomic equity, the protection of environmental and agricultural resources, and the encouragement of efficient development patterns; and
3. Promote an improved intraregional relationship between jobs and housing.

Housing element law requires local governments to be accountable for ensuring projected housing needs can be accommodated. The process maintains local control over where and what type of development should occur in local communities while providing the opportunity for the private sector to meet market demand.

## **Public Participation**

Housing issues affect the entire community – residents, employers and the public and private sectors. State Law requires that each city make a diligent effort to achieve public participation from all economic segments of the community in the development of the housing element. This requirement law presents an opportunity to engage constituents in a dialogue – defining problems and creating solutions.

In the fall of 2006, the Daly City City Council initiated a comprehensive update of the City's General Plan, including an update of this Housing Element. Prior to this time, the General Plan had not been updated since 1987. The Housing Element was more recently updated in 2004. At the onset of the General Plan update, the City hired a planning consultant (Metropolitan Planning Group) to undertake an extensive public outreach campaign to identify community values and better define the land use priorities of both residents and business owners in Daly City. This campaign used three primary means for gaining such input: a city-wide community survey, community focus groups, and two visioning workshops. This outreach campaign, called *Envision Daly City*, concluded in the spring of 2008 with a report by the same name.

Throughout the public outreach process, the City of Daly City has made an extraordinary effort to involve residents who have traditionally not participated in the City's efforts to plan for land use and housing, including persons from underrepresented ethnic and economic backgrounds. The focus group format and composition, for example, were intentionally tailored to solicit input from these groups. Individual focus groups participants were selected with the assistance of Our Second Home Early Childhood Development Center and the Jefferson High School District based on their abilities to provide important insight into the land use and housing needs of renters, parents of school-aged children, and community youth, most of whom represented households with limited incomes.

As an additional effort to reach out to these groups, much of the written public outreach communication for the Envision Daly City campaign was multilingual (Spanish, Chinese, and Tagalog), including the community survey and flyers concerning Envision Daly City and Housing Element workshops, where translators were provided to non-English speaking participants. Each of these avenues for gaining community input has included discussions of housing-specific topics, including measured evaluations of housing affordability and conditions through the community survey and discussions of housing-related topics.

Because many of the discussions held with the focus groups centered upon the need and/or desire for community change and betterment, the specific discussions related to new housing policies were instead more abstract, concentrating on how participants would like Daly City as a place to live in the future. Not surprisingly, each focus group touched on the issue of housing provision and affordability. Several of the parents of school-aged children, for example, were in the midst of a foreclosure and expressed concern about the impact of that process on their family.

The City's Housing Goal was established at the second visioning workshop and reported together with other planning goals as part of the City's Envision Daly City report, which is available for download at

**Reaching out to the community ...**

**Planning for the future of Daly City**  
**Keeping our community a great place to live**

**Why do we have to update the Plan?**

The General Plan is a document adopted by the City Council that identifies the general type, location, and intensity of future land uses throughout the City. The City staff, Planning Commission, and City Council use the General Plan to assess which development proposals are appropriate and to establish priorities for capital improvement projects like roads, sewer and water lines, and storm water infrastructure. In addition, the Plan can serve as an important policy document related to such topics as environmental protection, coastal access, and economic development.

Perhaps the most often referred to part of the General Plan is the General Plan Land Use Map (often referred to as the "General Plan Map"). This map identifies, in general terms, the location for all existing and planned land uses in Daly City. The map has 20 land use designations, communicating the general location for all physical developments, open space, and public improvements. For areas designated for development, the map also communicates building intensity and residential density. All land use proposals, whether proposed by developers or the City, must be consistent with the General Plan Map.

The General Plan update currently being undertaken is called a comprehensive General Plan update meaning that all elements of the General Plan will be developed, written, and approved simultaneously.

**and why should you get involved?**

Your involvement in the General Plan update process is essential. Because the General Plan contains the policies that the City will use to guide growth and development over the next 20 years, these policies will directly affect the standard of living that you, as a Daly City resident or business owner, enjoy every day. Your input is necessary to help the city planners who will write the General Plan correctly identify how Daly City's residents feel the city should look and function in the future. As is true with all land use decisions, many interests will be involved in crafting the new plan. This is your opportunity to provide constructive input into a land use planning process that will affect you, your family, and/or your business for many years to come.

**We want to know what you think. Please complete and return this questionnaire.**

Copies of this survey are available in Tagalog, Spanish, and Chinese. To obtain a copy of the survey in your language, contact the Planning Division at (650) 991-8033, or visit the General Plan update website at [www.plandalycity.org](http://www.plandalycity.org).

這份調查問卷有英語、西班牙語和中文版本地址：索取一份合適您的語言的問卷調查，請與規劃部聯絡。電話：(650) 991-5526  
 Copias de esta encuesta están disponibles en Tagalo, Español y Chino Para una encuesta traducida, por favor llame a (650) 991-5527  
 Mga kopya sa Katanungan ay magagamit sa Tagalog, Espanyol at Chinese. Sa naisalain na mga Katanungan, tumawag sa (650) 991-5528

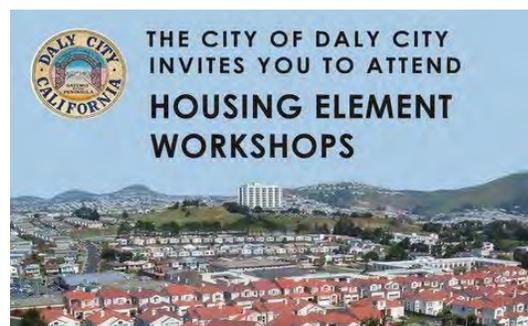


the website dedicated exclusively to the General Plan and House Element updates at [www.plandalycity.org](http://www.plandalycity.org).

Throughout the Housing Element update process, a City Council-appointed General Plan Steering Committee has provided valuable insight and guidance to staff on housing and other land use issues. The Committee reviewed and discussed the Administrative Draft Housing Element prior to public release and considered the community input described in the subsequent paragraph.

The Administrative Draft was prepared and released for public review on May 1, 2009, with a 60-day comment period ending June 30, 2009. Copies of the draft were mailed to all organizations, service providers, housing providers, and other affected agencies and was made available at all public libraries within Daly City, online at [www.plandalycity.org](http://www.plandalycity.org), and at the Daly City Planning Division.

In May and June 2009, the City held two workshops specifically for public introduction and review of the Administrative Draft. Comment gained from this public review was discussed further at General Plan Steering Committee meetings held during the summer of 2009, all of which were open for attendance by the public. Based on the comments received, the Committee requested that several changes be incorporated into the Administrative Draft before the Draft Housing Element was released on August 20 for an additional 30-day comment period.



In September 2009, staff presented the Draft Housing Element to the Planning Commission and City Council for initial consideration in anticipation of the releasing the draft element to the State Department of Housing and Community Development for review. The Draft Housing Element was subsequently submitted to HCD review in October 2009 and all State comments on the draft were completed in [insert month/year], with HCD certification granted in [insert month/year].

Following HCD review and certification, the City of Daly City Planning Commission conducted a public hearing on \_\_\_\_\_ to discuss and receive comment on the Draft Housing Element. The general public was invited to attend the hearings and comment on the draft through public notices published in a newspaper of general circulation within the community. The Housing Element was subsequently adopted by the Daly City City Council on [insert day/month/year]. A copy of the final adopted Housing Element has been submitted to HCD.

## Review of the 2004 Housing Element

Housing element law requires that each local government review its housing element to ensure that the element's goals, objectives, and policies are contributing to the attainment of the state housing goal, have been effective in attaining the community's housing goals and objectives, and that the City has, in general, made progress toward implementing its housing element. This review covers the time period beginning July 1, 1999 and ending June 30, 2007, the housing element planning period established by the State Department of Housing and Community Development and the Association of Bay Area Governments (ABAG). Within San Mateo County, ABAG acknowledged the formation of the subregion for the purpose of developing the Regional Housing Need Allocation (RHNA) in 2006. Daly City, together with 20 other jurisdictions within the County, participated in the development of the RHNA identified within this section.

## Objectives from 2004 Housing Element

Table HE-1 identifies the construction objective set forth in the previous housing element, which was adopted by the City in 2004. The objective mirrors the regional housing need allocated to Daly City for the 1999-2007 time period consisting of 1,391 housing units, or roughly 200 housing units per year between these years. Fifty-eight percent of the 1,391 units, or 813 housing units, were to be affordable to lower income households.

**Table HE-1: Housing Construction Objective (1999-2007)**

Income Category	Dwelling Unit Allocation	Percent of Total	Annual Construction Requirement
Very Low	282	20%	40
Low	139	10%	20
Moderate	392	28%	56
Above Moderate	578	42%	83
	<b>1391</b>	<b>100%</b>	<b>199</b>

Source: *Daly City Housing Element (2004)*

Table HE-2 identifies residential permits finalized by the City Building Division between calendar years 1999 and 2007. In review of both the total and annual objectives, the total number of permits finalized within this period is indicative that the City has not produced the desired number of new housing units. Between 1999 and 2007, the time period subject to the 1,391-unit construction objective, a total of 506 units were constructed, fulfilling roughly 36 percent of the construction objective. On an annualized basis, the closest attainment of the annual objectives was 2002, when 126 units were constructed, roughly 63 percent of the annual objective. In half of the years, no greater than half of the objective was fulfilled.

**Table HE-2: Residential Permits Finalized (2004-2007)**

Unit Type	1999	2000	2001	2002	2003	2004	2005	2006	2007	Units	
										Constructed 1999-2007	Growth Rate 1999-2007
Single Family	31	7	70	105	52	38	20	12	10	345	1.7%
Multiple-Family	11	8	0	0	4	4	2	18	6	53	0.5%
Mobile Homes	7	13	5	21	17	17	0	21	7	108	19.4%
<b>Total</b>	<b>49</b>	<b>28</b>	<b>75</b>	<b>126</b>	<b>73</b>	<b>59</b>	<b>22</b>	<b>51</b>	<b>23</b>	<b>506</b>	<b>1.6%</b>

Source: Daly City Building Division

Table HE-3 on page 7 provides an overview of the residential development activity containing affordable units that has occurred in Daly City since 1999 and the numbers of affordable units that have been constructed within the city as compared to the affordable construction objective set forth by the 2004 Housing Element.

## Affordable Housing Accomplishments

As rental and for-sale housing costs have skyrocketed in the Bay Area, both the City of Daly City and the Daly City Redevelopment Agency have undertaken extensive efforts to attract affordable housing developers to the city and provide funding for affordable housing projects that are proposed. Like

many public agencies, the City and Agency have struggled to stretch limited financial resources to meet the housing needs of Daly City's diverse population. In the 1999 to 2007 planning period, the City and Agency advanced the following three projects, two of which involved a land subsidy by the City. Following is a description of each:

**Habitat Way (complete).** In October 2005, Peninsula Habitat for Humanity (PHH) completed the construction of seven completely affordable single-family homes on a .49-acre in-fill development site located on Third Avenue in Daly City. With financial subsidy from the City of Daly City and the San Mateo County Department of Housing, the project represented the first affordable housing development in Daly City consisting entirely of ownership housing. In an effort to maximize housing potential on the site and assist with feasibility, the City granted zoning variances for both minimum lot size and lot dimension, allowing five of the seven lots to be approximately 1,500 square feet and a sixth to be approximately 1,800 square feet. The resulting net density of the project was 14.28 dwelling units per acre, exemplifying the City's willingness to promote affordable housing construction through relaxed lot size and dimension regulations. The project was deed-restricted to very low-income households for 45 years. City HOME funds contributed to the project totaled \$877,500. County HOME funds totaled \$162,000.



**De Long Housing (complete).** In June 2006, Peninsula Habitat for Humanity completed the construction of four affordable single-family detached homes on a .29-acre surplus BART property located across the street from Daly City BART Station on De Long Street. Like the Habitat Way homes, this affordable development project consisted entirely of ownership housing. Including the City purchase and subsidized resale of the property to PHH, the combined City/Redevelopment Agency contribution to the project totaled \$365,000. Funding for the project was provided through Redevelopment Agency set-side funds and City HOME funds. County HOME funds contributed toward the project totaled \$280,000. The project was deed-restricted to very low-income households for 45 years.



**Hillcrest Gardens (complete).** In August 2008, American Baptist Homes of the West (ABHOW) completed construction of a 40-unit affordable senior apartment project northwest of the Mission Street/Hillcrest Avenue intersection. Located on a 0.4-acre lot occupied since 1973 by a City parking lot, Hillcrest Gardens represents one of the densest affordable projects undertaken in Daly City. At 100 dwelling units per acre, the development demonstrates the City's willingness to promote affordable housing through both density allowances and flexible parking requirements. The project is within walking distance to BART and public transit (SamTrans and Muni). All units within the complex (except the manager's unit) are deed-restricted for 55 years to very low-income seniors, aged 62 years or older. Local subsidies to the project include the following: City HOME: \$2,051,612; City CDBG:

\$227,227; County HOME: \$853,266; County HEART (Housing Endowment and Regional Trust), \$510,000; DCRA, \$480,000; Land discount valued at \$1,195,000; Also received HUD Section 202 funding of \$5,004,300.

**Habitat for Humanity Condominiums (approved).** In June 2009, the Daly City Redevelopment Agency (DCRA) entered into a Disposition and Development Agreement with Habitat for Humanity Greater San Francisco (HHGSF) for the Agency-owned parcel at 7555 Mission Street, located within a mile of the Colma BART station. HHGSF will build 36 units of ownership multifamily housing that will be affordable to households at up to 60% of area median income. The Agency will provide a forgivable loan to HHGSF for the land as long as the units remain affordable for 45 years. The Agency is also contributing up to \$800,000 for development costs, in addition to \$1.26 million in HOME funds. The project received \$1.76 from the State's HCD Infill grant program.



### **Review of 2004 Housing Element Objectives and Policies Actions**

Table HE-4 beginning on page provides a summary review of the prior Housing Element objectives and policies, and the status of the City's implementation of each policy. All of the responsibilities for each of the objectives and policies contained within this table were that of the Department of Economic and Community Development.

**Table HE-3: Affordable Housing Construction Activity (1999-2007)**

Project	Location	Site Size	Density	Status	Funding Source	Very Low	Low	Moderate	Above Moderate	Total
Landmark Daly City Condominiums (Mixed-Use)	6501 Mission Street	1.70 ac	56 du/ac	Construction	Private financing	0	0	14	81	95
The Geneva Condominiums (Mixed Use )	2665 Geneva Avenue	1.26 ac	57 du/ac	Construction	Private financing	0	11	0	61	72
Hillcrest Gardens Senior Apartments	35 Hillcrest Boulevard	0.40 ac	100 du/ac	Complete	ABHOW, HOME, CDBG, HEART, DCRA, HUD	40	0	0	0	40
Habitat for Humanity Single Family Homes	523 - 539 De Long Street	0.29 ac	14 du/ac	Complete	PHH, HOME, DCRA	4	0	0	0	4
Habitat for Humanity Single Family Homes	301 - 313 Habitat Way	0.49 ac	14 du/ac	Complete	PHH, HOME	7	0	0	0	7
Monarch Village Senior Apartments	165 Pierce Street	3.18 ac	65 du/ac	Approved	Private financing	0	16	16	176	208
Mission/Westlake Mixed Use (Alpha Group)	6800 Mission Street	0.42 ac	86 du/ac	Approved	Private financing	0	6	0	30	36
Zifa/Eastmoor Townhomes	211 Eastmoor Avenue	1.00 ac	17 du/ac	Approved	Private financing	0	0	3	14	17
<b>Total Affordable Housing Activity 1999-2007</b>						<b>51</b>	<b>33</b>	<b>33</b>	<b>362</b>	<b>479</b>
<b>Regional Housing Needs Allocation (RHNA) 1999-2007</b>						<b>282</b>	<b>139</b>	<b>392</b>	<b>578</b>	<b>1391</b>
<b>RHNA Unit Construction Rate</b>						<b>18%</b>	<b>24%</b>	<b>8%</b>	<b>63%</b>	<b>34%</b>

Sources: City of Daly City Housing Division; Daly City Redevelopment Agency

**Table HE-4: Implementation of 2004 Housing Element Objectives and Policies (1999-2007)**

<b>Principle 1: Encourage new residential development in suitable locations</b>			
<b>POLICIES</b>	1.1	Support infill housing on appropriate sites in existing neighborhoods.	The City has approved numerous infill projects that provide housing opportunities (see Table HE-19 for complete list of approved projects).
	1.2	Foster housing development on suitable, surplus lands.	The City remains fully supportive of utilizing surplus public property for affordable housing construction. The four-unit DeLong Housing development constructed by Habitat for Humanity in 2006 on surplus BART property exemplifies this support.
	1.3	Continue to allow secondary units in single-family neighborhoods.	The City continues to allow second units without any requirement for conditional use permit in all zoning districts. Approximately 100 new secondary units have been built within the planning period.
	1.4	Assure that standards for new housing construction adequately safeguard life and property.	The City continues to enforce the uniform codes adopted by the Daly City City Council.
	1.5	Assure that standards for new housing construction comply with appropriate aircraft noise abatement requirements.	Noise mitigation was required for two projects approved within the 65dB CNEL noise contour for San Francisco International Airport.
<b>Principle 2: Increase the supply of housing in a manner compatible with the character, density, and integrity of existing neighborhoods</b>			
<b>POLICIES</b>	2.1	Establish zoning controls and density limits that maintain the prevailing character of existing neighborhoods.	Higher density and mixed-use buildings are under construction on Mission Street and Geneva Avenue (Land mark and El Rancho).
	2.2	Encourage higher density residential development in areas where such development will not have adverse effects.	The City has approved several projects that have densities exceeding 50 dwelling units per acre (see Table HE-3: Affordable Housing Construction Activity).
	2.3	Allow mixed residential/retail or office uses along the Mission Street corridor.	The City continues to allow mixed-use development along the Mission Street corridor and has approved several projects that incorporate retail at the ground level.

**Table HE-4: Implementation of 2004 Housing Element Objectives and Policies (1999-2007) (continued)**

<b>Principle 3: Assure the quality of housing is continually maintained or upgraded</b>			
<b>POLICIES</b>	<b>3.1</b>	Assure that existing housing is maintained in decent, safe, and sanitary conditions.	The City has not instituted a mandatory code compliance program for multi-family buildings upon sale or transfer, as identified in the 2004 Housing Element. Instead, the current Housing Element identified a more broad program that also includes single family homes.
	<b>3.2</b>	Operate a residential rehabilitation program that meets the needs of the low and moderate income population.	The City allocates a significant portion of CDBG funds to operate its Residential Rehabilitation Program that targets low income households.. The City's ongoing Residential Rehabilitation program assists about 20 low income households annually.
	<b>3.3</b>	Establish an incentive program for voluntary housing rehabilitation.	The City continues to offer housing rehabilitation grants to eligible low income homeowners through its Residential Rehabilitation Program and CDBG-funded nonprofits like Center for the Independence for the Disabled and North Peninsula Neighborhood Services.
	<b>3.4</b>	Assure the timely correction of code violations.	The City's Code Enforcement Program continues to diligently pursue prompt code enforcement whenever code violations exist. In 2000, the City added a code enforcement technician to augment its code enforcement activities.
<b>Principle 4: Provide housing affordable to all income groups</b>			
<b>POLICIES</b>	<b>4.1</b>	Establish incentives for the inclusion of low income units in new residential developments.	In 2007, the City adopted an inclusionary housing ordinance. The Ordinance requires that, for all residential projects of five or more units, least 10 percent of the total units must be deed-restricted for occupancy by moderate-, low- or very low-income households.
	<b>4.2</b>	Use the financial resources available to the City to reduce the cost and increase the amount of affordable housing.	The City has committed more than \$3 million dollars in HOME and CDBG funds, and more than \$600,000 in DCRA funds (excluding land discounts) to create 51 units of housing affordable to low and very low income households.
	<b>4.3</b>	Allow construction of a variety of cost reducing, innovative housing types.	The City continues to allow modular houses and mobile homes pursuant to its prefabricated housing ordinance.
	<b>4.4</b>	Streamline the permit process to expedite housing construction.	Since the beginning of the planning period, the City has taken several steps to expedite housing permitting, including a streamlined development review process, and has worked to implement an automated plan check system.
	<b>4.5</b>	Ensure that City amendments to and interpretations of construction-related codes and ordinances do not necessarily increase the cost of construction.	The City's Planning Division has, ensure that building code requirements do not unnecessarily add to construction costs.

**Table HE-4: Implementation of 2004 Housing Element Objectives and Policies (1999-2007)**

**(continued)**

<b>Principle 5: Ensure housing opportunities for all people</b>			
<b>P O L I C I E S</b>	5.1	Prevent housing discrimination based on age, race, religion, sex or ethnic background.	The City continues to fund and support fair housing activities and organizations that help make homes more handicapped accessible, and provides CDBG funding to a community organization specializing in fair housing..
	5.2	Promote adaptability and accessibility of residential units for disabled occupants.	Recent changes to the building code have provided greater accessibility standards for disabled occupants.
	5.3	Encourage economic integration in housing.	The City has mandated economic integration in most new development through the adoption of an inclusionary zoning ordinance.
	5.4	Support a balanced distribution of quality residential care facilities.	The City has not denied any proposed residential care facilities within the planning period.
	5.5	Provide financial assistance to lower income households in emergency situations.	The Daly City Community Service Center continues to operate the Housing Assistance Program that grants eligible lower income families money to cover housing related emergencies. The Center also assists with temporary emergency shelter needs.
	5.6	Expand homeownership opportunities.	The City continues to implement a First Time Homebuyer Education Program. The City also provided financial assistance to onwership housing projects undertaken by Habitat for Humanity.
	5.7	Support the development of rental housing.	The City has approved all proposals for rental housing within the planning period, include a number of duplexes, a 36-unit senior affordable apartment complex (Hillcrest Gardens), and a 208-unit market rate apartment complex (Monarch Village).
<b>Principle 6: Maintain and enhance the quality and diversity of Daly City's neighborhoods</b>			
<b>P O L I C I E S</b>	6.1	Encourage the development of well-designed housing.	The City requires design review of most residential development project to assure compliance with pre-established design guidelines. New projects on Mission Street and in the Bayshore neighborhood are subject to the special design requirements in these areas.
	6.2	Assure housing is provided with adequate public improvements, service and amenities.	The City continues to implement its AB1600 fee program, which provies a single, equitable development fee on all construction projects to finance the appropriate infrastructure needed to support all future planned development.
	6.3	Minimize the disruption caused by institutions expanding into or adjacent to residential areas.	The City did not receive any requests for expansion by larger insitutional facilities within the planning period,

Table HE-4: Implementation of 2004 Housing Element Objectives and Policies (1999-2007)

(continued)

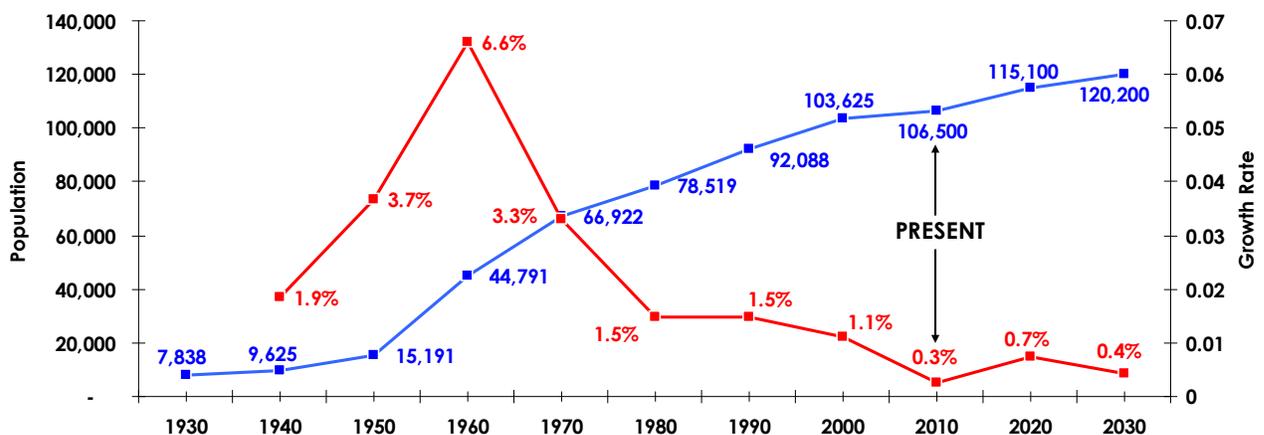
Principle 7: Reduce unnecessary or wasteful energy practices and encourage more energy efficient housing			
POLICIES	7.1	Educate the residents in conservation and heighten energy awareness	The City provides a variety of materials to educate residents about the need to conserve water and power, and continues to coordinate closely with allied agencies in this effort.
	7.2	Actively enforce the Title 24 Energy Efficiency Standards	The City continues to promote energy efficiency standards in housing construction.
Principle 8: Avoid or reduce the economic and social difficulties caused by displacement			
POLICIES	8.1	Encourage the relocation of sound housing units that are threatened by development activities or natural forces.	There have been no such relocations in the planning period.
	8.2	Protect apartment dwellers who are affected by a proposed condominium conversion.	No condominium conversions were proposed during the planning period.
	8.3	Provide relocation services where publicly financed actions cause displacement	No publicly financed actions caused displacement during the planning period.
	8.4	Preserve the 120 existing low-income housing units, which are at risk of being converted to market-rate housing.	The 120 existing low-income units have not converted to market rate housing.
	8.5	Require property owners to provide relocation assistance to renters displaced where rental units in which they live were constructed or maintained in violation of the Daly City Municipal Code.	There was no need for such relocation assistance during the planning period.

## Population Characteristics

Population forecasts provided by the Association of Bay Area Governments (ABAG) provide population projections through the planning period ending in 2030 and have been developed using a number of factors including birth rates, in-migration, and job growth. Figure HE-1 below provides a population statistics and projections from 1930 to the end of the planning period in 2030.

From a historical perspective, population growth within Daly City has increased tremendously since 1930, most significantly in the decades immediately following World War II. Between 1950 and 1970, the City's population quadrupled to almost 67,000 people as the residential subdivisions of Westlake and Serramonte dotted Daly City's landscape west of newly-constructed Interstate 280. By 1990, the population had increased to over 90,000 and by 2010 is expected to have added yet another 20,000 people when ABAG estimates the City population will be 112,000. As of 2007, the City population was 106,160.

**Figure HE-1: 100 Years of Population Growth (1930-2030)**

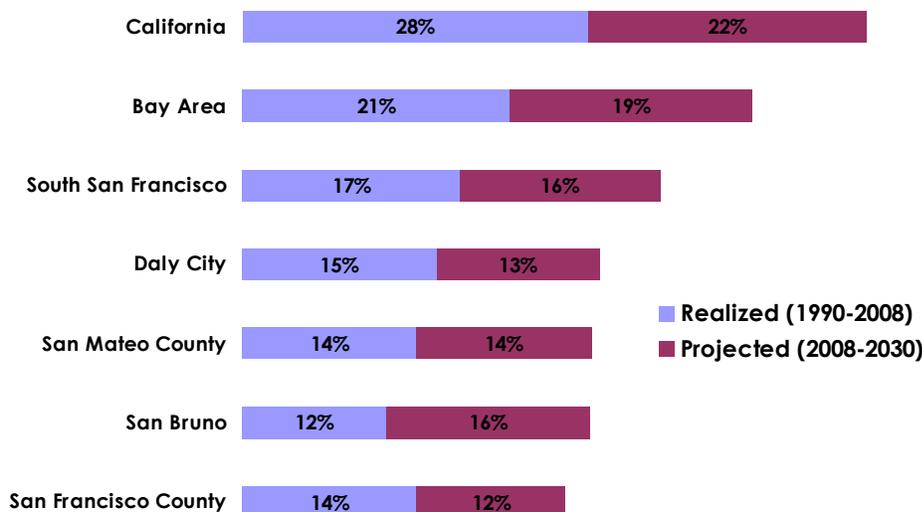


Source: U.S. Census (2000) for historical; Association of Bay Area Governments for projected  
 Note: Data does not reflect Daly City Sphere of Influence

Although population growth will continue, it will do so at a modest rate, reflecting the fact that the City is largely built out with many existing neighborhoods of single-family detached homes that are not expected to undergo redevelopment in the foreseeable future. According to ABAG growth estimates, Daly City can expect to add about 13,700 more residents between 2010 and 2030, or about 685 residents per year. This numerical estimate is likely accurate given the amount of population growth documented during the past twenty years (between 1990 and 2010), when about 14,400 people were added to Daly City's population.

Between 1990 and 2008, Daly City exhibited a population growth rate comparable to adjacent jurisdictions within San Mateo County, as well as the City and County of San Francisco (see Figure HE-2). Like Daly City, these communities are largely built-out and it is for this reason that their population growth rates are much less than those projected for the entire state. Population growth projections provided by ABAG also identify a slightly higher growth rate for the Bay Area region, where population is projected to increase by almost 20 percent through the end of the planning period. The projected population growth rate for Daly City during this same time period is estimated to be about 13 percent, which is very comparable to growth rates projected for San Mateo and San Francisco Counties, as well as the jurisdictions immediately adjacent to Daly City.

**Figure HE-2: Comparable Growth Rates (1990 to 2030)**



Sources: U.S. Census; California Department of Finance; ABAG  
 Notes: For ease of comparison, population figures used to generate growth rates for San Mateo County cities due not include population within Sphere of Influence boundaries

**Household Growth Trends**

To provide a meaningful statistic for analysis within the Housing Element, the population figures discussed in the preceding section must be translated to household growth figures. The household growth and formation rate is critical to understanding how many housing units will be needed to provide for Daly City's future population.

Much of the data reported within this Element is from the United States Census Bureau (U.S. Census). According to the Census Bureau, a household comprises either one person living alone or a group of people, who may or may not be related, living (or staying temporarily) at the same address, with common housekeeping, who either share at least one meal a day or share common living accommodation (i.e., a living room or sitting room). Members of a household are not necessarily related by blood or marriage. An important distinction between households and families (which are also discussed in this element) is that a family is defined as either a married or cohabiting couple who live with their never-married children who have no children of their own, or lone parents with similar such children.

According to the ABAG Household Growth projections identified in Table HE-5, Daly City can expect to the add about 4,230 households between 2010 and 2030, mirroring the 13 percent population growth rate for this period identified in the preceding section. This projected number of households equates roughly to just over 200 new households per year.

**Table HE-5: Household Growth in Daly City and Region (1990 to 2030)**

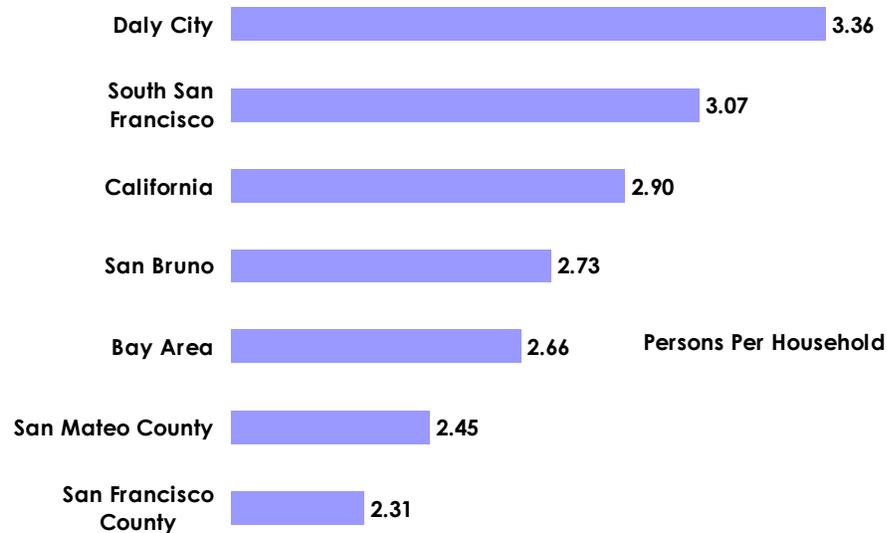
Place	1990	2000	Projected Households			2010-2030 Estimated Growth	
			2010	2020	2030	Number	Rate
Daly City	28,923	30,777	31,810	34,120	36,040	4,230	13%
San Mateo County	241,914	254,104	267,230	287,470	304,660	37,430	14%
Bay Area	2,245,865	2,466,020	2,696,580	2,941,760	3,177,440	480,860	18%

Sources: U.S. Census; ABAG Projections 2000 and Projections 2007

## Household Size

Daly City's average household size today is about 3.4 persons per household. This household size is considerably larger than that of San Mateo County, the Bay Area region, and all adjacent jurisdictions. Among jurisdictions within San Mateo County, only East Palo Alto has a larger household size (4.3 persons per household). Among the 116 incorporated cities in the Bay Area region, only five jurisdictions have larger household sizes. Like Daly City, four of the five jurisdictions with large household sizes have foreign-born populations exceeding 40 percent of the total population.

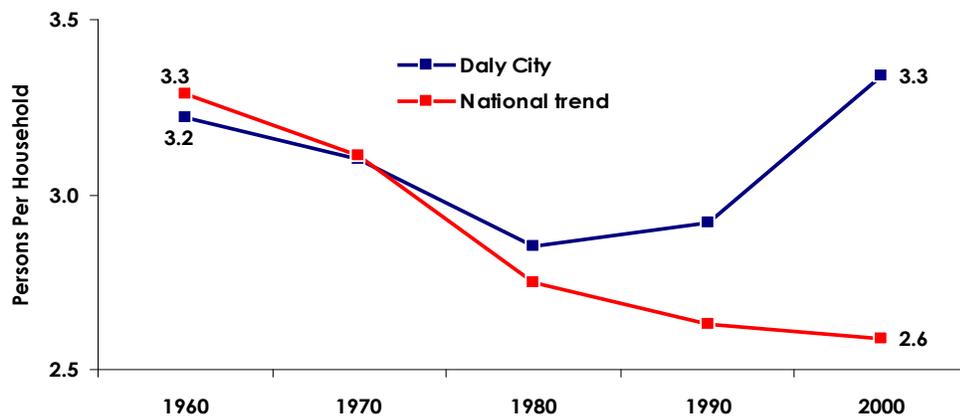
**Figure HE-3: Comparable Household Size (2008)**



Source: California Department of Finance

As identified in Figure HE-4, the average household size in Daly City increased significantly from 2.9 persons per household in 1990 to 3.3 persons per household in 2000. While a change of less than one-half a percent may seem small, the household size statistic in Daly City is a departure from decreasing household size trend that has continued nationally since 1980 with the slowing of baby-boomer household formation, and societal and attitudinal shifts toward smaller households.

**Figure HE-4: Average Household Size – Daly City vs. National Trend (1960 - 2000)**



Source: U.S. Census

The shift toward larger than national average households in Daly City since 1990 is noticeable in several ways which will be discussed throughout this document. Chief among these is the disproportionate population-to-housing growth ratio present in Daly City and the associated overcrowding caused by a general lack of housing necessary to meet the demands of a growing population. Both topics will be further explored further in the Housing Characteristics section.

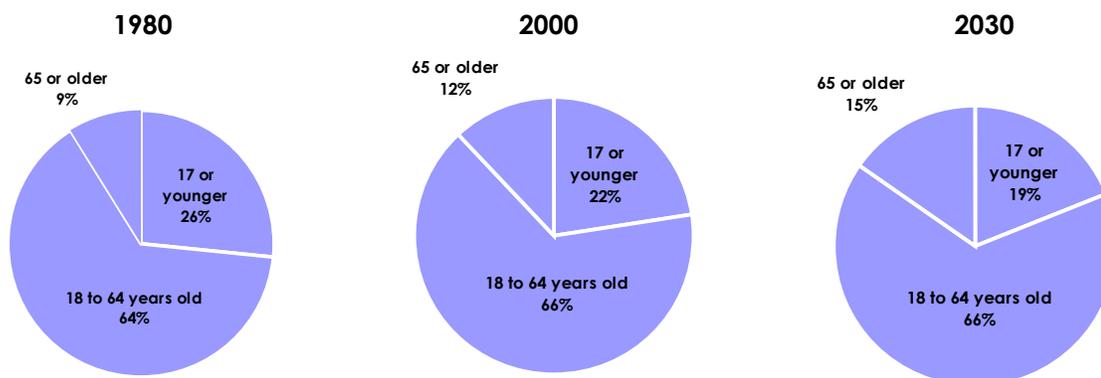
### Age Composition

The age of Daly City residents remained more or less the same between 1980 and 2000. The bulk of population within the City continues to be persons aged between 18 and 64, and the proportion of this age group relative to the entire population is expected remain constant at about two-thirds of the population through 2030 (see Figure HE-5).

Changes in the two remaining age categories, persons less than 18 and persons over 64, could however be significant through the end of the 2030 planning period. The result of an aging baby-boomer population, a demographic shift has occurred since 1980 away from younger persons and toward older persons. Assuming this shift continues, the proportion of the population aged 17 or younger will decrease to 19 percent in 2030, with a corresponding increase in the proportion of the persons aged 65 and over, who would comprise 15 percent of the population by that time.

This demographic shift would add 6,300 seniors to Daly City’s senior population. This figure could be an important one because, unlike the declining population growth among younger people who typically live with their parents, an increase in the older population will create additional housing demand and the need for housing targeted specifically to a senior population.

**Figure HE-5: Age of Daly City Residents (1980 to 2030)**



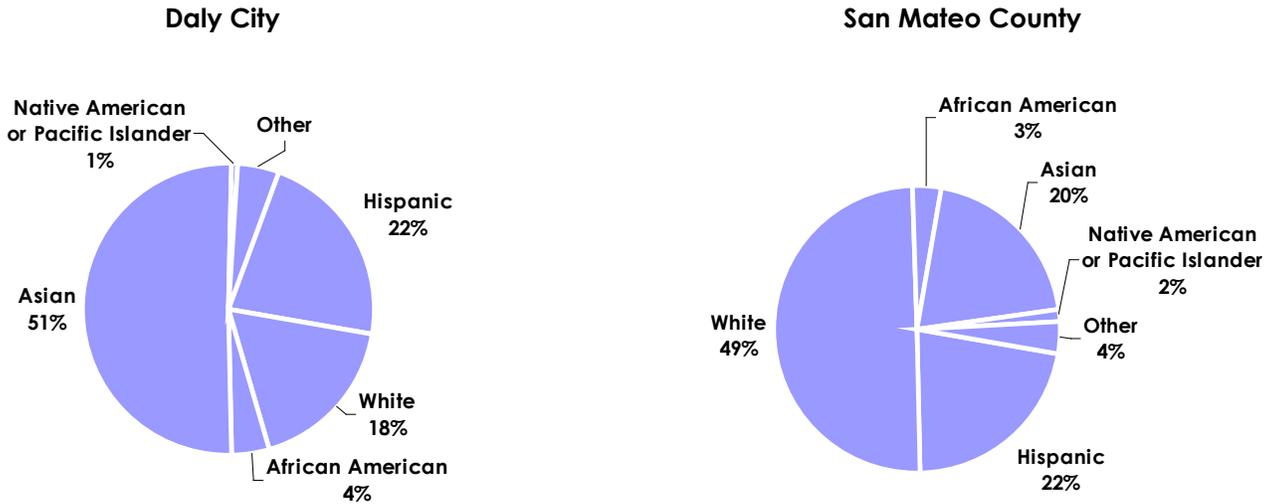
Source: U.S. Census; Daly City ECD

### Ethnic and Racial Characteristics

As the most populated city in San Mateo County, Daly City is also one of the most ethnically and racially diverse. Ethnic and racial data from the 2000 Census is presented in Figure HE-6. This information is not directly comparable with information from the 1990 Census because of changes in the way racial information is collected. The 2000 Census, for the first time in census history, allowed persons to indicate more than one race. Almost four percent of the City’s population identified themselves as multi-racial, which is identified as “other” in Figure HE-6.

Based on these Census figures, Daly City appears to be about 51 percent Asian and about 18 percent White; in contrast, the County is about 50 percent White and only 20 percent Asian. Filipinos make up the dominant racial category in the City, comprising almost 32 percent of the population. In the 1990 Census, they were 27 percent of the City’s population. Hispanics comprise about 22 percent of the population, and African Americans make up less than five percent of the population for both the City and County.

**Figure HE-6: Racial Composition of Daly City and San Mateo County Residents (2000)**



Source: U.S. Census

**Employment Trends**

Employment growth within Daly City and adjacent jurisdictions has been historically affected by a number of factors, including natural population growth, in-migration, and regional job growth within the Bay Area. As discussed in the subsequent section, the jobs/housing ratio in Daly City is dissimilar to many other similarly-sized jurisdictions in the Bay Area, many of which provide more jobs than housing units.

Table HE-6 below shows employment growth in Daly City in the context of Daly City’s jobshed and the County, as projected by ABAG. For this analysis, the Daly City “jobshed” is the area roughly within a 30 minute travel distance within which persons will seek employment. It is comprised of all inland jurisdictions on the San Francisco Peninsula north of Highway 92, including the cities of San Mateo, Foster City, and San Francisco. An analysis of the jobshed is important due to the fact that the provision of jobs to Daly City residents -- and the demand for housing which results -- is caused largely by market forces outside Daly City’s jurisdictional boundaries.

**Table HE-6: Employment Growth within Daly City and Region (2000-2030)**

Place	2000	Projected 2010	Projected 2020	Projected 2030
Daly City	16,450	19,330 18%	23,510 22%	27,920 19%
Daly City jobshed	897,720	841,070 -6%	973,810 16%	1,139,290 17%
San Mateo County	386,590	363,060 -6%	423,100 17%	487,420 15%
Daly City as % of Jobshed	1.8%	2.3%	2.4%	1.8%
Daly City as % of County	4.3%	5.3%	5.6%	5.7%

Source: ABAG Projections 2007

As of 2000, about 16,500 jobs existed within Daly City, a number expected to increase to almost 28,000 jobs by 2030, an increase of 60 percent. If these ABAG employment projections prove accurate, job growth in Daly City will outpace the rate of growth for both the Daly City jobshed and the County as a

whole between 2010 and 2030, which are projected to realize 25 percent increases within the same period.

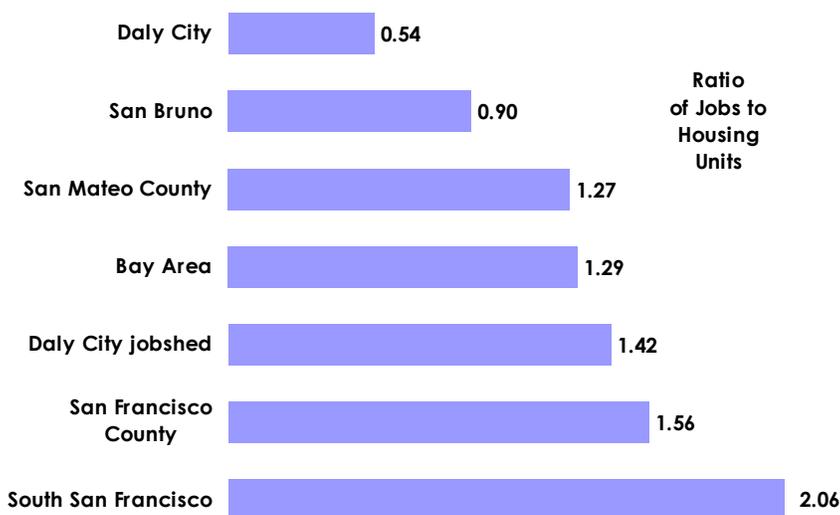
Based on the 2000 Census, the estimated number of employed persons within Daly City is 53,850 (mid-2008 estimate). Approximately 51 percent of Daly City's employed labor force works in San Francisco, about 17 percent works in either Daly City or South San Francisco and the remainder work in other Bay Area communities.

### Jobs/Housing Balance

The concept of the jobs/housing balance stems from the ideal that a balanced community is one in which residents can both live and work. Implicit in the concept is a broad mix of housing types to accommodate households (workers) of a range of income categories. The jobs/housing balance refers to the distribution of workers within a given geographic area, like Daly City. An ideal jobs/housing balance, where there is adequate housing to accommodate employed residents, is approximately 1.0 to 1.5 (one to one and half jobs for each dwelling unit). In theory, this ideal balance is achieved when the available housing choices complement the earning potential of available jobs within the geographic area.

Since the early 1990s, the Bay Area has suffered from a housing shortage caused largely by the inability of housing construction to keep pace with the amount of job creation in the region. This economic growth has caused a significant imbalance in the ratio of jobs to housing units, especially in places like the San Francisco Peninsula, where the rate of job growth far exceeds that of residential construction. Combined with a number of other factors such as natural population increase and higher wages, the jobs/housing imbalance has resulted in spiraling housing costs for both renters and homeowners. Communities like Daly City, which are largely residential and within easy commuting distance to major jobs centers in San Francisco and the Silicon Valley, are heavily impacted by this imbalance.

**Figure HE-7: Jobs/Housing Balance for Daly City and Select Jurisdictions (2005)**



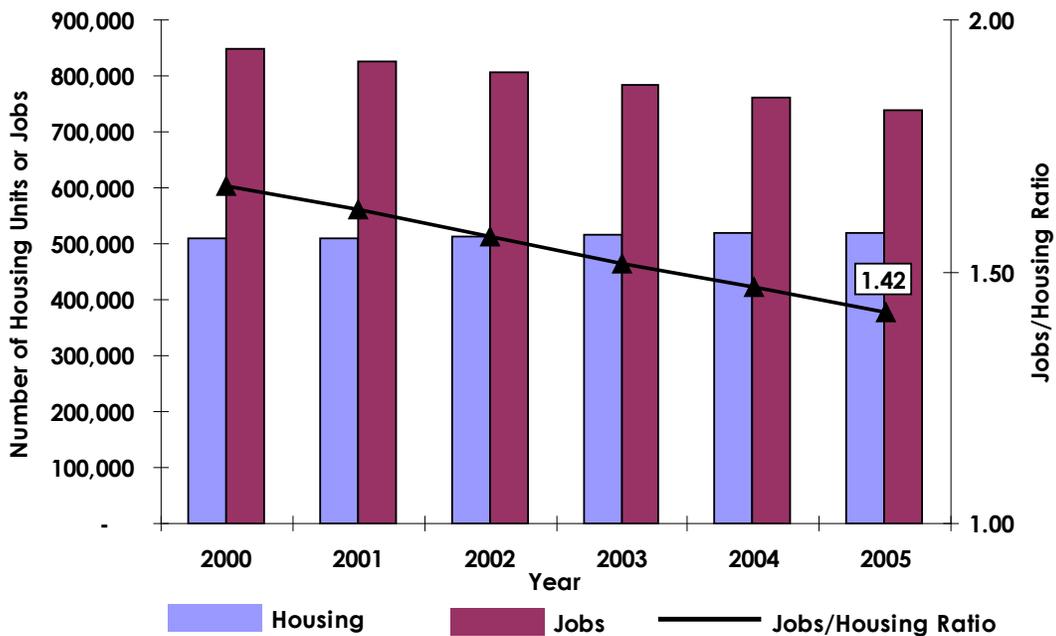
Source: California Department of Finance; Association of Bay Area Governments

In 2005, jobs/housing ratio exceeded 1.0 in a number of Bay Area counties and larger communities surrounding Daly City (see Figure HE-7). San Francisco, South San Francisco, and San Mateo County all had jobs/housing ratios exceeding 1.25, meaning that at any given time, there were 25 percent more jobs available than housing units. This figure is generally true of the Bay Area region as a whole, as well. The immediately adjacent community of South San Francisco has one of the highest jobs/housing ratio in the state, exceeding two jobs per housing unit.

At the opposite end of the jobs/housing spectrum from South San Francisco is Daly City, where the ratio was 0.54 in 2005, meaning that there were twice as many housing units as there were jobs available to residents. While this may have the outward appearance of an abundance of housing within Daly City, Daly City's geographic location on the San Francisco Peninsula allows the city to serve as a bedroom community to the surrounding region, which has an abundance of jobs compared to housing opportunities.

Although the jobs/housing ratio remains high in the Bay Area region high, the imbalance between jobs and housing units has decreased slightly since 2000, when the dot-com bust shed as many as 400,000 jobs from Bay Area job rolls. Figure HE-8 shows the historical jobs/house ratio since 2000 for the Daly City jobshed (see jobshed explanation in Employment section). It is noteworthy that the reduction to the jobs/housing ratio appears to have had no effect on the median home price in Daly City, which increased 70 percent for single family detached homes and 50 percent for condominiums between 2000 and 2005. This observation could support the notion that, in the Daly City jobshed and Bay Area region, strong demand for ownership housing remains high despite a declining job market and is caused by factors external to this market, including increasing household formation, international immigration, and financial considerations, such as low interest rates and market speculation.

**Figure HE-8: Jobs/Housing Imbalance for Daly City Jobshed (2000-2005)**



Source: California Department of Finance; Association of Bay Area Governments

### Household Income

Table HE-7 on the subsequent page identifies the approximate number of households in each of nine income categories reported by the Census in 2000. As shown in the table, households earning less than \$150,000 constituted over 90 percent of the income ranges. The household median income at the time was \$62,310, which was slightly less than that of the County.

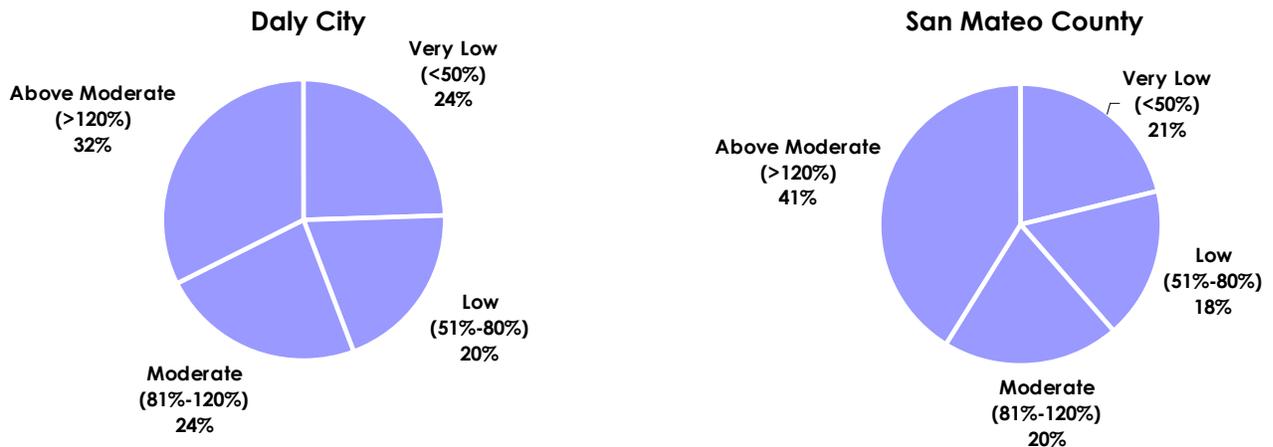
**Table HE-7: Daly City Households by Income Group**

Income Level	Households	%
\$0 to \$14,999	2,718	9%
\$15,000 to \$29,999	3,515	11%
\$30,000 to \$44,999	4,021	13%
\$45,000 to \$59,999	4,303	14%
\$60,000 to \$74,999	4,214	14%
\$75,000 to \$99,999	5,144	17%
\$100,000 to \$149,999	4,731	15%
\$150,000 to \$199,999	1,309	4%
\$200,000 or more	839	3%
<b>Total households</b>	<b>30,794</b>	
1999 Household median income (DC)		\$62,310
1999 Household median income (County)		\$70,819

Source: U.S. Census

Figure HE-9 below identifies the number of households by income group for both Daly City and San Mateo County. The data, which was developed for Daly City's 2004 Housing Element, was calculated utilizing ABAG's definition of income groups and applying it to the household income data provided by 2000 Census. San Mateo County's median household income, which is higher than the City's median household income, was used as a basis for the four income groups. The resulting figures estimate that 24.4 percent of households in Daly City are very low-income, compared to 21.1 percent of households for the County. Alternatively, 41.2 percent of households in the County are above moderate, compared to 32.4 percent of households in the City.

**Figure HE-9: Existing Households by Income Group (2000)**



Source: U.S. Census

Note: Figures are close estimates using percentages of the 1999 San Mateo County median household income.

Table HE-8 indicates that seven percent of Daly City's population is below the poverty level. The County level is approximately the same at six percent. For both geographic areas, persons between the ages of 18 and 64 make up about two-thirds of the population below the poverty level, and seniors comprise close to ten percent. Children under 18 years of age are about 25 percent of the population below poverty level in both Daly City and San Mateo County.

**Table HE-8: Persons Below the Poverty Level (2000)**

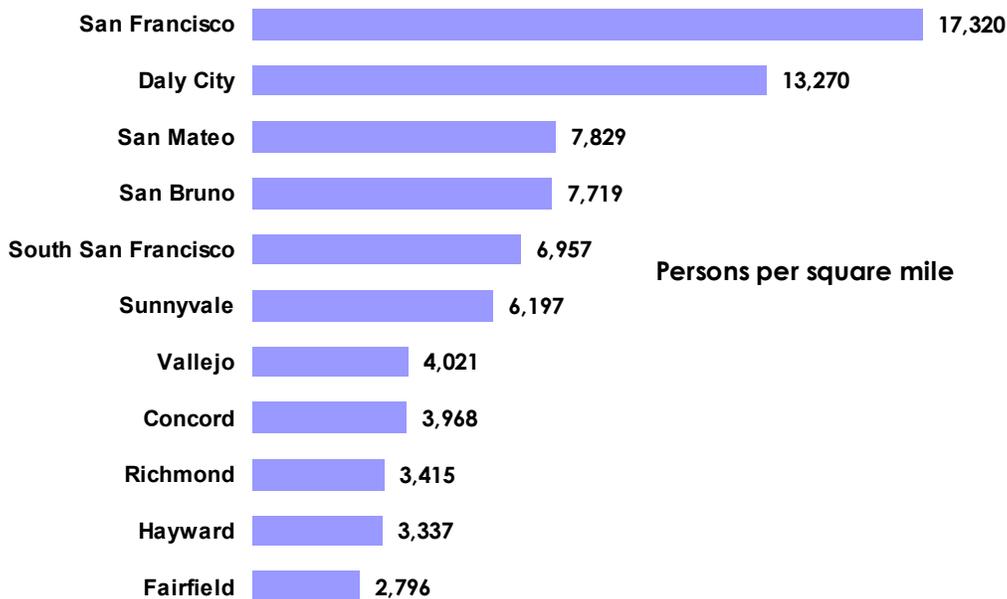
Age Group	Daly City		San Mateo County	
	Persons	Percent of Population	Persons	Percent of Population
0 to 17	1,813	8%	10,285	6%
18 to 64	4,817	6%	26,059	5%
Over 65	635	1%	4,348	1%
	7,265	7%	40,692	6%

Source: U.S. Census

### Density

While Daly City's population has increased significantly over the past few decades, the area that encompasses Daly City has not. A direct result of this is that Daly City is second only to San Francisco as the densest city in the Bay Area. The following table illustrates Daly City's density when compared to adjacent cities and cities of the same size in the Bay Area.

**Figure HE-10: Daly City Population Density Compared (2008)**

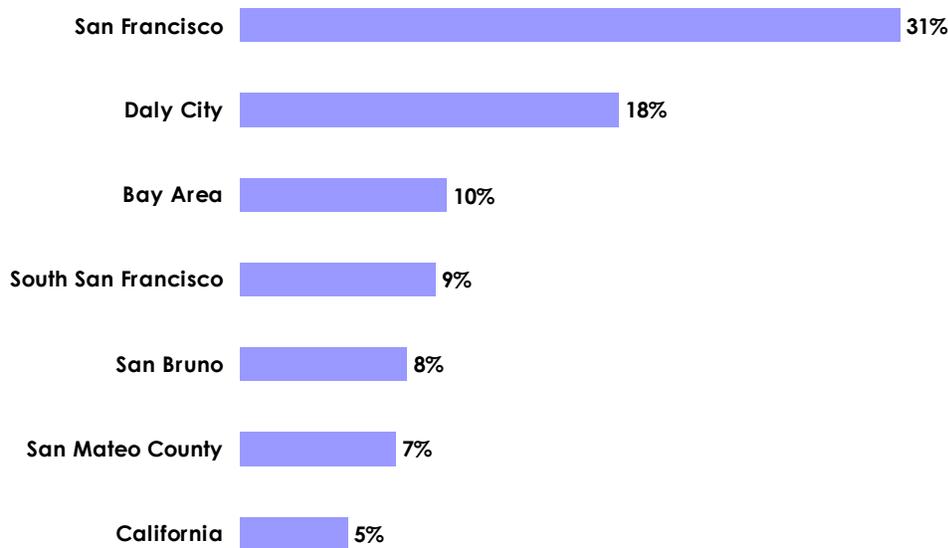


Sources: State Department of Finance (population); Wikipedia (city size)

### Public Transit Use

As identified in Figure HE-11, residents of Daly City are significantly more inclined to use public transportation for getting to work than their counterparts in other cities and in the entirety of San Mateo County. When compared to the residents of the entire State of California, Daly City residents are almost four times as likely to use public transit as a method of travel to and from work. The reasons for this are very likely Daly City's relatively easy access to Sam Trans and Muni bus services, and close proximity to two BART stations, both of which provide public parking.

**Figure HE-11: Daly City Workers Aged 16+ Using Public Transit**



Source: U.S. Census

The propensity of Daly City's residents to use public transit is an important factor in the evaluation of the City's parking policies as those policies relate to affordable housing construction and City's promotion of transit-oriented development along Mission Street and Geneva Avenue, and within close proximity to public transportation hubs.

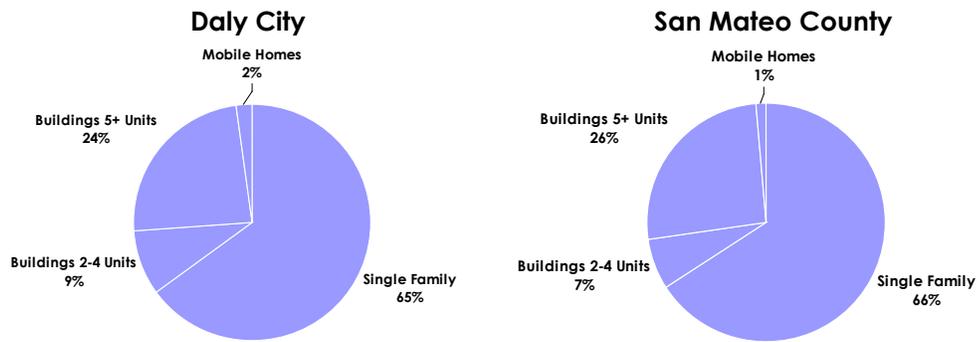
## Housing Characteristics

This section provides an evaluation of both the current composition and condition of housing in Daly City, including the extent to which housing construction is fulfilling the needs of new residents. Housing affordability is also addressed in this section. Because the economy of Daly City is deeply integrated into the economies of adjacent communities, much of the analysis of Daly City's housing conditions are best evaluated in the context of these communities, the County, and the greater Bay Area.

### Housing Types and Tenures

Single-family residences continue to be the predominant type of housing in Daly City, making up about 65 percent of all housing units. Buildings with between two and four units (including duplexes) comprise nine percent of the housing stock. Buildings with at least five units comprise 24 percent of the housing stock and mobile homes make up two percent. As shown in Figure HE-12, this composition of the housing stock closely mirrors that of the entire county.

**Figure HE-12: Housing Types: Daly City and San Mateo County (2008)**



Source: State Department of Finance

As identified in Table HE-9, most owner-occupied housing units are single-family homes. Between 1990 and 2000, the total number of single and multiple-family units for owners and renters increased reflecting a slight trend towards homeownership. Most of the single and multiple-family units for renters increased as well, except for one unit single family attached units and five or more unit buildings. There was a decrease in mobile homes for both owners and renters. Mobile homes will continue to represent a very small portion of housing in Daly City. The Franciscan Mobile Home Park is the only mobile home park in Daly City and provides housing that is fairly affordable relative to the other types of housing units in the City. Also, there was a reduction from 1990 to 2000 for “other” types of housing units (e.g. RV, van, boat) in regards to both owners and renters.

**Table HE-9: Housing Types: Daly City and San Mateo County (2008)**

	Owner Occupied		Renter Occupied		2000 Totals
	1990	2000	1990	2000	
Single Family	14,803	16,296	3,679	3,779	20,075
Duplexes	98	187	531	726	913
Multiple Family	1,174	1,484	7,772	7,706	9,190
Mobile Home	537	507	67	31	538
Other	235	11	137	0	11
<b>Totals</b>	<b>16,877</b>	<b>18,485</b>	<b>12,186</b>	<b>12,242</b>	<b>29,063</b>
<b>% of Totals</b>		<b>60%</b>		<b>40%</b>	<b>100%</b>

Source: HUD Consolidated Plan 2003/04-2007/08, 1990 and 2000 Census

In addition to owner and renter occupied housing, some Daly City residents live in group quarters. The Census defines group quarters as living arrangements such as nursing homes or rooming houses, which are not households. According to the 2000 Census, 790 persons lived in group quarters, and 70.6 percent of these were over 65 years of age. Of the persons living in group quarters, 532 were institutionalized and 258 were non-institutionalized.

### Housing Construction

Estimates for the number of housing units in Daly City are presented in Table HE-10 and reflect data for completed housing units reported to the State by the Daly City Building Division. As identified in the table, the residential growth rate in Daly City has decreased significantly since the 1980s and 1990s, when 10-year growth rates were 8.5 and seven percent, respectively. Since 2000, approximately 300 units have been constructed in the City, representing a 1.5 percent growth rate.

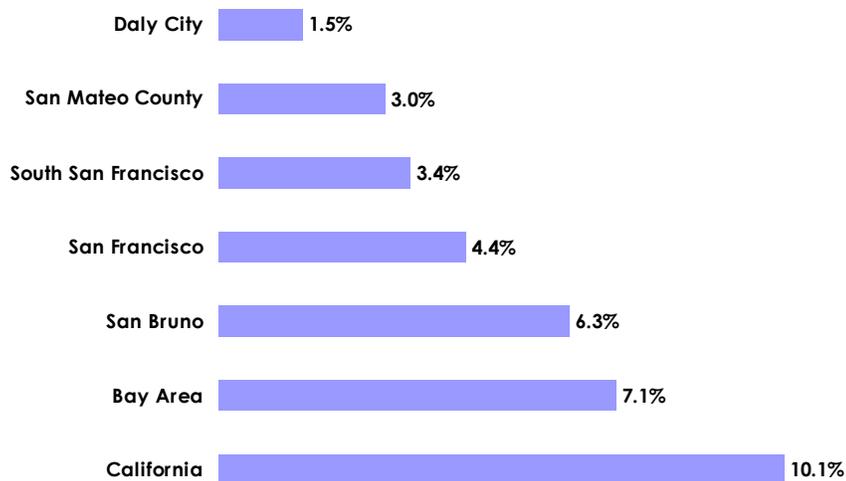
**Table HE-10: Housing Units and Vacancy Rate (1980-2008)**

	1980	1990	2000	2008	Growth Rates		
					1980s	1990s	2000s
Single Family	17,533	19,027	20,355	20,653	8.5%	7.0%	1.5%
Multiple Family	9,817	10,433	10,402	10,455	6.3%	-0.3%	0.5%
Mobile Homes	461	612	556	670	32.8%	-9.2%	20.5%
<b>Total Housing Units</b>	<b>27,811</b>	<b>30,072</b>	<b>31,313</b>	<b>31,778</b>	<b>8.1%</b>	<b>4.1%</b>	<b>1.5%</b>

Source: U.S. Census; State Department of Finance

By comparison, the residential growth rate in Daly City is half that of San Mateo County as a whole, significantly smaller than most adjacent jurisdictions, and much smaller than the Bay Area region and state. There are a number of potential reasons for this, which will be explored in the Constraints to Housing Production section of this Housing Element. Chief among these is the relatively limited supply of developable land within Daly City given the lack of parcels that are large enough for substantial development projects.

**Figure HE-13: Comparative Housing Construction Rates (2000-2008)**



Source: State Department of Finance

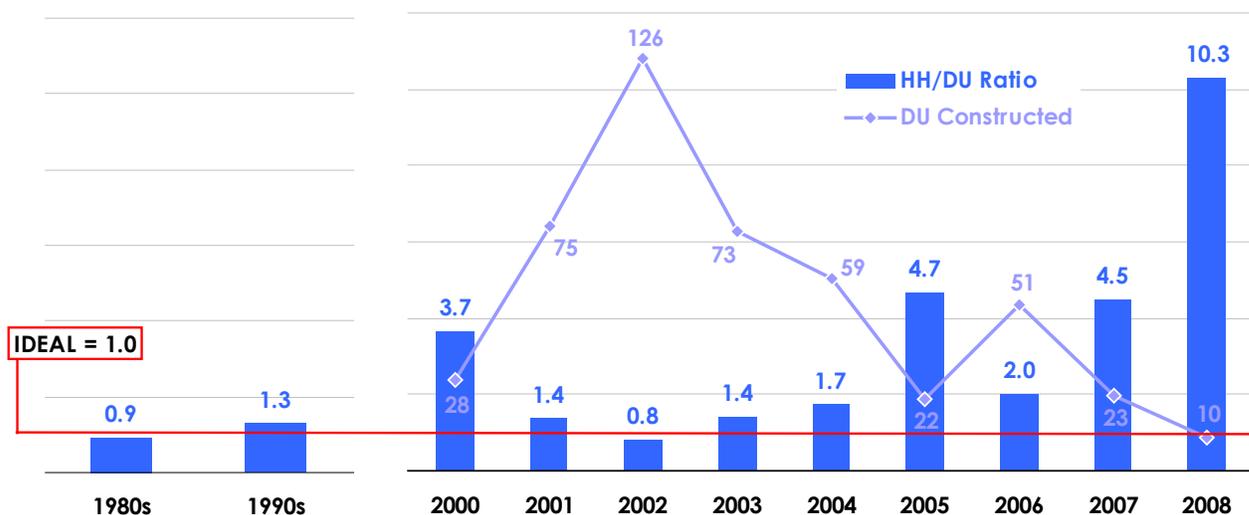
**Households to Housing Unit Growth Ratio**

As identified in the previous section, the rate of new housing construction in Daly City has been in decline since the 1980s, when the annual average housing units constructed was about 225 units per year. In the 1990s, the annual average decreased to about 125 units per year. Between 2000 and 2008, this annual average decreased sharply to about 52 units per year (467 units constructed in nine years). These figures include second unit construction.

Despite declining housing construction numbers, both population and household growth continue to increase at a disproportional rate to the housing construction rate. Between 2000 and 2008 the number of housing units increased by approximately 1.5 percent while the number of households in Daly City increased by about 2.7 percent. These comparative growth rates show that significant numbers of new households are finding housing accommodation within the existing housing stock, i.e., multiple households sharing a single dwelling unit.

Figure HE-14 provides a comparative statistic illustrating the extent to which new housing construction has accommodated new household growth since the 1980s. The year-by-year analysis provided in the graphic shows how housing construction has not kept pace with the annual average influx and formation of new households within the city (on average, 103 new households per year). In 2007, for example, only 23 new housing units were constructed. Assuming 103 new households were added to the City population during this year, this number exceeded the number of new dwelling units by a factor of 4.5. This factor is identified as the Household to Dwelling Unit ratio (HH/DU ratio). Ideally, the HH/DU ratio is 1.0, meaning that one new dwelling unit has been constructed for each new household.

**Figure HE-14: Household to Dwelling Unit Growth Ratio (1980-2008)**



Source: State Department of Finance; Daly City Housing Element (1987); Bay Area Census

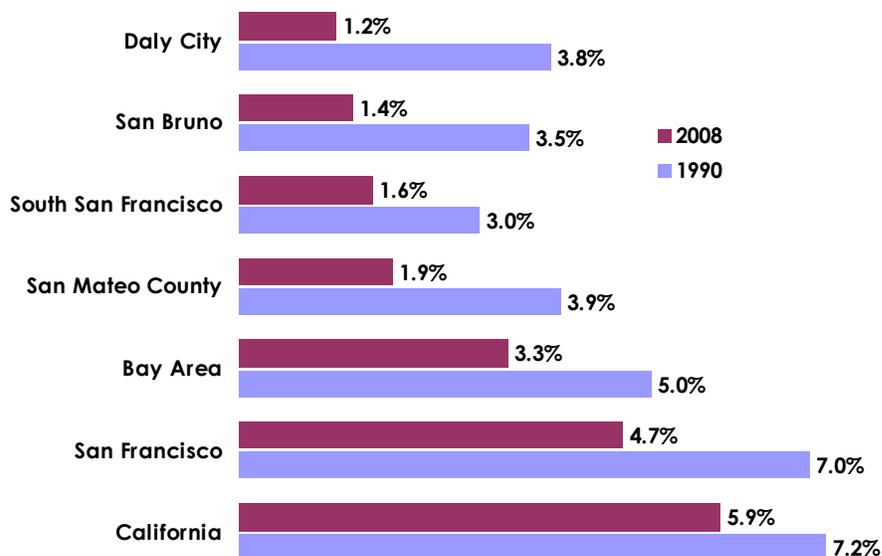
As identified in the graphic, the HH/DU ratio has exceeded 1.0 for every year since 2000, except for 2002 when 126 housing unit were constructed. While the completion of two large projects presently under construction (Landmark Daly City and The Geneva – 167 units total) will provide additional housing opportunities as the close of the decade nears, these projects will not significantly impact the overall lack of housing construction that occurred during the earlier part of the decade.

In general, these findings support notions that have been suggested anecdotally that Daly City's existing neighborhoods are becoming more crowded as new residents seek unconventional housing solutions to accommodate their families (e.g., renting rooms within existing single-family homes). According to the Community Priorities Survey completed as part of the Envision Day City (General Plan Update) process, resident respondents identified "It's More Crowded" as their first choice as a long-term trend that is changing Daly City for their worse. Similarly, respondents identified "More Affordable Housing Opportunities" as a top priority for the community.

### Vacancy Rate

Vacancy rates serve as good indicators of existing housing need because they identify the extent to which housing choice is available within the marketplace. Generally, a higher vacancy rate is optimal from the perspective of the would-be renter or home purchaser. As a direct result of more units being vacant, housing supply and therefore housing choices are more plentiful. Consequently, housing prices remain at reasonable levels because the number of households demanding housing is within better proportion to the supply of housing in the marketplace. The optimal vacancy rate for rental housing is five percent and two percent for ownership housing.

**Figure HE-15: Comparative Vacancy Rates (1990-2008)**



Source: State Department of Finance; U.S. Census (1990 and 2000 data)

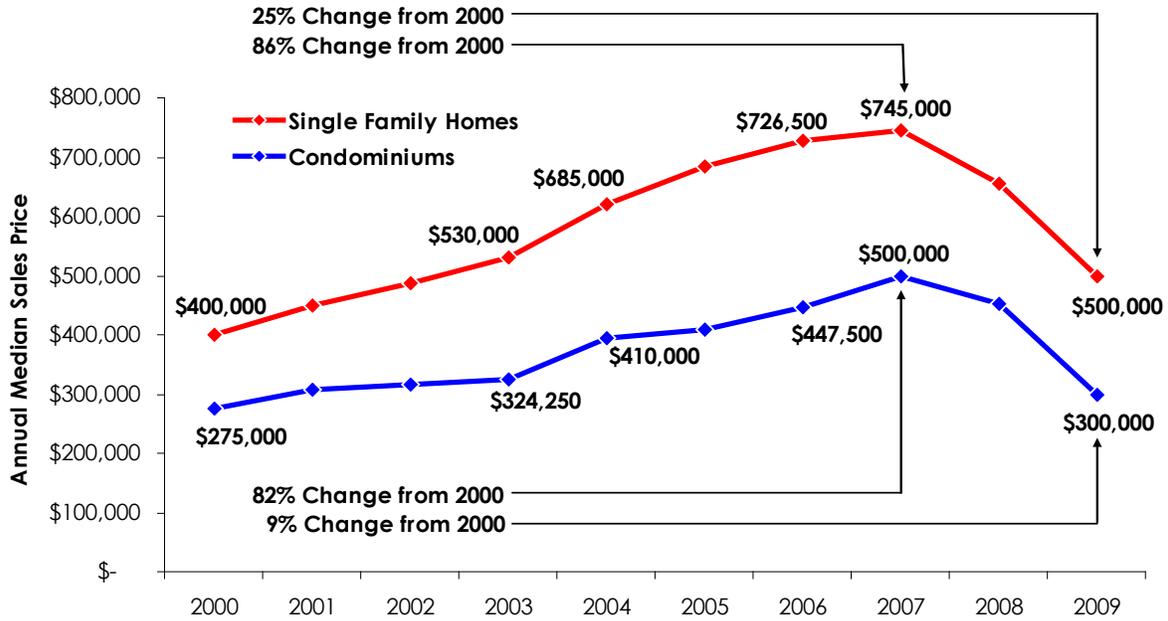
Figure HE-15 identifies the historical vacancy rate of all housing units in Daly City, surrounding communities, the Bay Area region, and state between 1990 and 2008. Currently, Daly City has the lowest vacancy rate of any of these jurisdictions with only a 1.2 percent of units vacant. This rate reflects a considerable decrease since 1990 when the vacancy rate stood at 3.8 percent. The decrease in Daly City's vacancy represents the single largest decline in a vacancy rate from among the jurisdictions identified.

The vacancy rate among Daly City's neighbors in San Mateo County and including the county is generally the same, where none of the vacancy rates exceed two percent and all rates have experienced significant vacancy declines since 1990. According to State Department of Finance figures, Daly City had the sixth lowest vacancy rate in the entire State of California in 2008. Five communities in San Mateo County were among the lowest ten vacancy rates in the state.

### **For-Sale Housing Cost and Affordability**

Like many communities throughout California, Daly City experienced a significant escalation in for-sale housing prices between 2000 and 2007, and is now experiencing a significant price correction as the impact of the home foreclosures and inability for would-be buyers to obtain financing continues to send the median sales price for both single-family homes and condominiums downward.

**Figure HE-16: Median Sales Price for Single-family homes and Condos (2000-2009)**



Source: Multiple Listing Service

Note: 2009 sales prices reflect the median sales price in January 2009 only

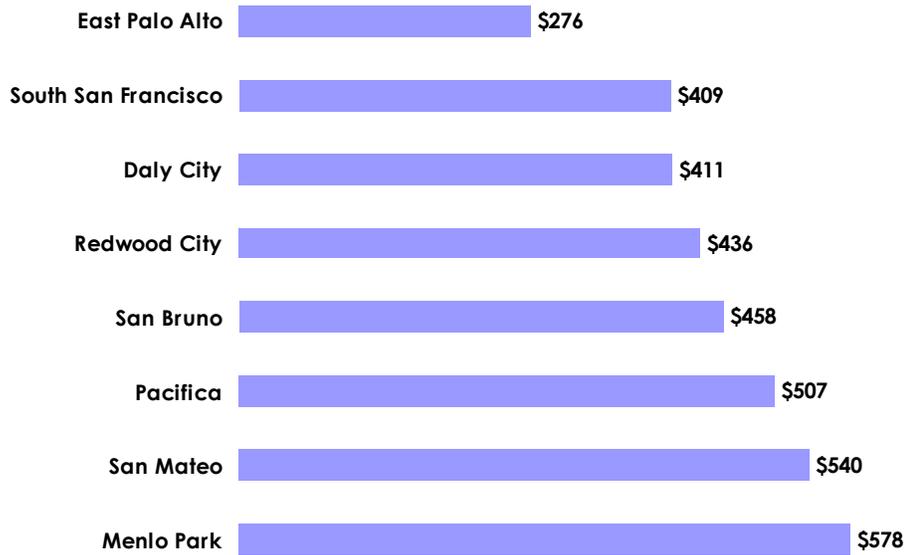
According to data compiled by the Multiple Listing Services (MLS), the median sales price for both resale and new single-family homes in the first quarter of 2009 was \$500,000, down about one-third from the \$745,000 median price peak reported by MLS in 2007. The downturn in the condominium market has been even greater, with the median sales price down about 40 percent from the 2007 price peak when median sales price for a condominium was \$500,000. Notwithstanding the recent market downturn, the median sales price for single-family homes remains 25 percent higher than the 2000 price level at \$500,000, while the condominium median sales price is up nine percent from this time.

The recent fluctuations in Daly City's for-sale housing prices can be largely attributed to the deflation of the housing market bubble in the Bay Area region during which rapid increases in the home values since 2000 reached unsustainable levels relative to household incomes, price-to-rent ratios, and other economic indicators of affordability. While the causes of the Bay Area housing bubble are complex, factors believed to have contributed to it include historically low interest rates, lax lending standards, and a market speculation.

Within the context of the Housing Element, it is important to recognize how these factors have had a unique effect on Daly City, which has a large minority and foreign-born population. According to area realtors and county housing counselors, most Daly City homeowners facing foreclosures were immigrant buyers who have never owned a home before. As of March 2008, almost all Daly City homeowners facing foreclosure were minorities — mostly Hispanic and Filipino (San Francisco Examiner, Daly City Foreclosure Rate Highest in County, March 31, 2008). Many of these buyers likely purchased homes in Daly City because of its proximity to major job centers on the San Francisco Peninsula and Daly City's relative affordability.

By comparison, Daly City is among the more affordable communities in San Mateo County. Figure HE-17 identifies the sales price per square foot for homes sold in Daly City from July through October 2008.

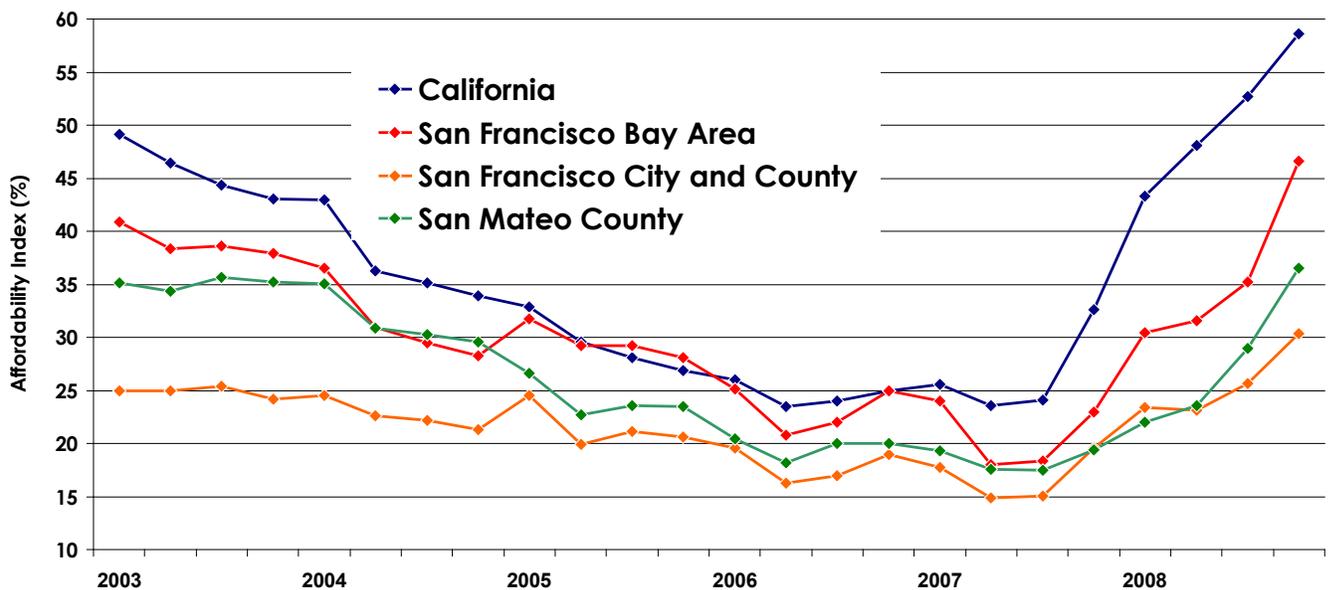
**Figure HE-17: Comparative Median Price Per Square Foot (July – Oct 2008)**



Source: MDA Dataquick; SFGate

The California Association of Realtors (CAR) provides a monthly housing affordability index that measures the percentage of first time homebuyers that can afford to purchase an entry level home in California and within various counties and regions throughout California. According to indices reported by CAR between 2003 and the end of 2008, the affordability index decreased discernibly between the beginning of 2003 and mid-2007 when the index for both San Mateo County and the Bay Area as a whole settled beneath the 20 percent mark. Since this time however, the affordability index has increased considerably within California to almost 60 percent, although affordability levels within San Mateo and San Francisco counties remain beneath 40 percent.

**Figure HE-18: First Time Homebuyer Housing Affordability Index for SM/SF Counties, the Bay Area, and California (2000-2009)**



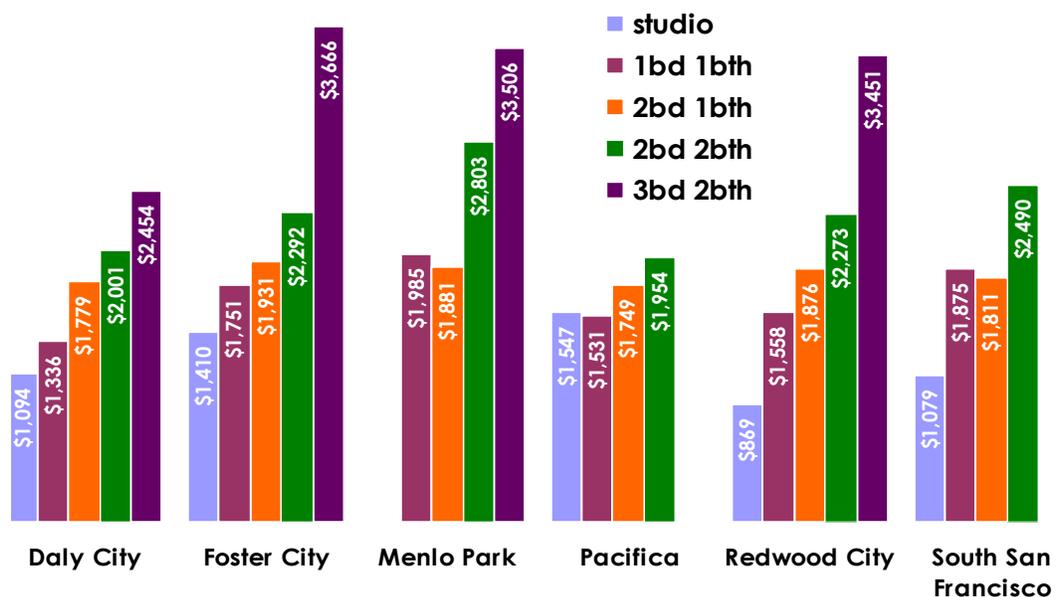
Source: California Association of Realtors

## Rental Housing Cost and Affordability

Not only have prospective homeowners suffered from the housing affordability crisis in the region, renters have also faced high housing costs. Figure HE-19 identifies the average rent paid during the second quarter of 2008 in Daly City and selected communities within San Mateo County for which data is available. According to this data, average rents in Daly City range from just under \$1,100 for a studio apartment to about \$2,450 for a three bedroom apartment unit. This data does not reflect rentals of existing single-family homes and condominiums.

Rents in Daly City are generally as affordable, or more affordable, than the rents of adjacent communities identified (Pacifica and Redwood City). At the three-bedroom price point, Daly City rents are significantly lower than those of the other communities that have three-bedroom apartments, for which monthly rents are upwards of \$3,500. According to figures provided by the U.S. Census (2000), about 20 percent of all rental units within Daly City are studios, 37 percent are one-bedroom units, 24 percent are two-bedroom units, and 19 percent are three-bedroom units.

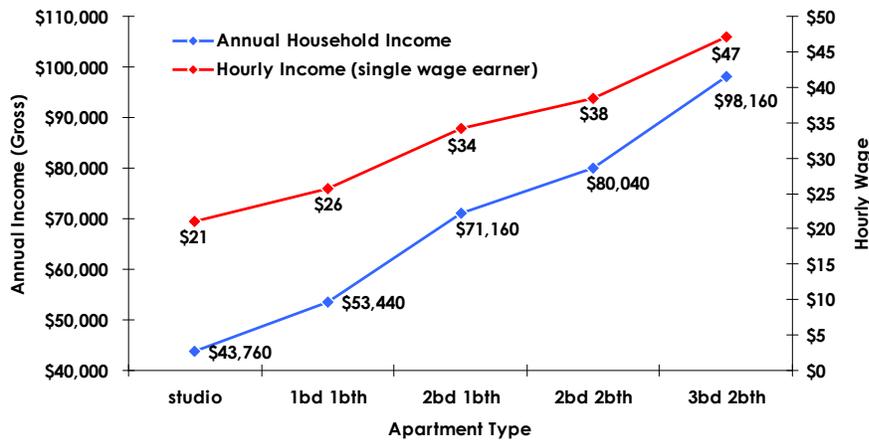
**Figure HE-19: Comparative Average Rent for Apartment Buildings (Q2 2008)**



Source: RealFacts MarketOverview; 21 Elements

Figure HE-20 identifies the hourly and annual incomes that would be necessary for a household to rent each of the apartment types available in Daly City. This analysis assumes that, ideally, monthly rent payments do not exceed 30 percent of the household's annual gross income. Given the average household size in Daly City, it is very likely that households would opt for two- and three-bedroom apartments. In order to be comfortably able to do so, it would be necessary to earn \$80,000 and \$98,000 to rent a two- or three-bedroom unit, respectively. These incomes equate to hourly incomes of \$38 and \$47, respectively, for a single wage earner household. It is noteworthy that, unlike homeowners, renters are unable to deduct rental payments and passed-through property tax from their adjusted gross income for Federal and State income tax purposes.

**Figure HE-20: Rental Affordability Index (Second Quarter 2008)**



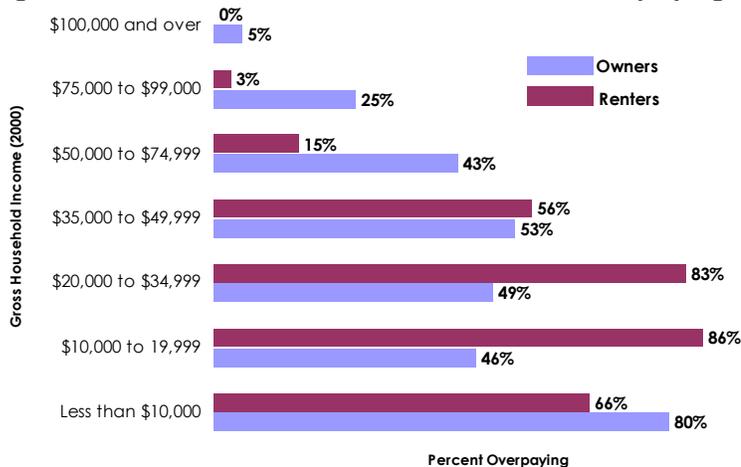
Source: RealFacts MarketOverview; 21 Elements

The preceding analysis is substantiated by a report prepared by the National Low-income Housing Coalition in December 2008 which indicated that 48 percent of renters in San Mateo County are unable to afford fair market rate (FMR) for a two bedroom apartment. Their annual Out of Reach report calculates a housing wage (i.e., amount a worker would have to earn per hour in a 40 hour work week to afford a two bedroom unit at the area's FMR). The housing wage rate calculated for San Mateo County was \$28.06. Using the minimum wage rate in California of \$5.75 per hour, the report also calculated that a worker earning the minimum wage would have to work 195 hours per week in order to afford a two-bedroom unit at the area's FMR.

### Overpayment

Overpayment involves the number of lower-income households, both owner and renter occupied, that are paying more than 30 percent of their monthly income for housing. Figure HE-21 provides data on housing costs for all households for various income groups in Daly City based on information from the 2000 Census. The data reflects that overpayment is an issue for more renters than homeowners. Thirty percent of owner-occupied respondents from all income groups spent greater than 30 percent of their household income on monthly housing costs. By comparison, forty-two percent of rental respondents from all income groups spent greater than 30 percent of their household income on housing costs. For both homeowners and renters, the percentage of households facing overpayment decreased as household income increased.

**Figure HE-21: Percent of Renters and Owners Overpaying for Housing (2000)**

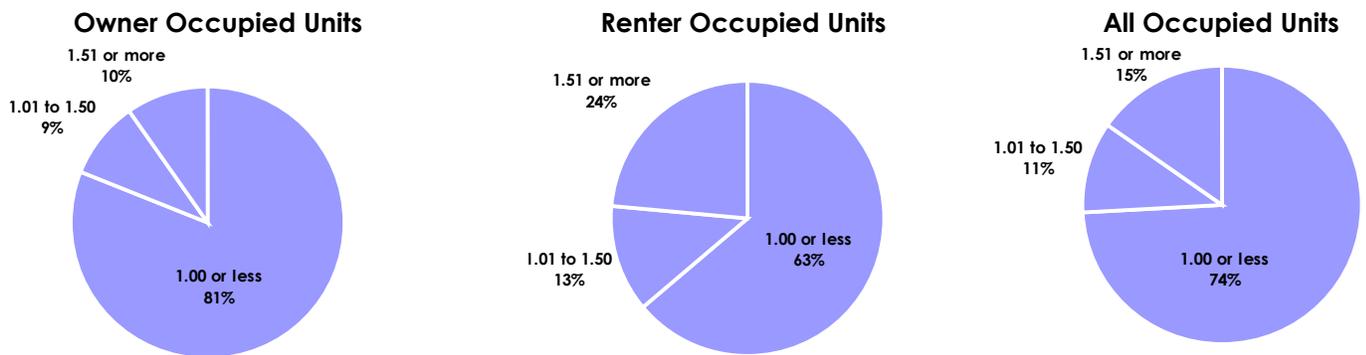


Source: U.S. Census (2000)

## Overcrowding

The United State Department of Housing and Urban Development defines “overcrowding” as having more than 1.01 persons per room. Balconies, porches, bathrooms, foyers, halls, utility rooms, unfinished attics, basements and other spaces used for storage are not counted as rooms. Living rooms and kitchens are counted. According to the 2000 Census, the City of Daly City had 7,945 overcrowded housing units or approximately 26% of all occupied housing units in the City. Based on an average household size of 3.34 persons from the 2000 Census, Daly City had an estimated population of 26,536 persons living in overcrowded units. This is a 50% increase from the estimated number based on the 1990 Census which indicated 3.153 persons per household and 17,540 overcrowded housing units. The number of persons per household in Daly City has increased and continues to be greater than the persons per household figure for San Mateo County. Recent data from Census 2000 indicates an average household size for the County of 2.74 (up from 2.64).

**Figure HE-22: Overcrowding by Tenure**



Source: U.S. Census (2000)

Figure HE-22 above shows the number of overcrowded units by tenure throughout the City. Like the problem of overpayment recently discussed, overcrowding appears to be an issue more common to renters than homeowners. Fifty-six percent of overcrowded units are renter-occupied, and 44 percent are owner occupied. Looking at the total number of housing units, 19 percent of owner-occupied housing are overcrowded, and 36 percent of renter-occupied housing are overcrowded.

## Existing Housing Conditions and Rehabilitation Needs

The Planning Division has updated a city-wide windshield survey of existing housing conditions completed for the 2004 Housing Element update. As reported in 2004, survey results are organized according to the census tracts as defined by the U.S. Census in 2000.

The rating criteria for the survey are as follows:

- 1 - Housing structure is in sound condition and requires minimal improvements
- 2 - Housing structure is in need of minor rehabilitation
- 3 - Housing structure demonstrates the need for major or substantial rehabilitation
- 4 - Housing structure is in critical condition that is beyond rehabilitating or economically infeasible to fix.

The housing survey focused only on the exterior structural features visible from the street such as walls, stairs, roofs, porches, windows, doors, garages, and miscellaneous features (e.g., chimneys, gutters, etc.). As a result, the housing condition survey is inherently limited in determining the problems within each housing unit in the City and, therefore, does not represent the most accurate summary of housing conditions.

All existing housing structures, whether vacant, single family or multifamily, were evaluated under the survey. As for multifamily housing, the survey methodology generally assessed their conditions by building, not individual units. For instance, a building containing 15 apartment units was evaluated as one structure. A total of 19,870 residential structures were surveyed.

Table HE-11 displays the survey results for housing stock with minor, major, or critical problems. The housing stock surveyed and determined to be in sound condition were not included in Table HE-11, which examines housing rehabilitation need, because they are not in need of rehabilitation assistance. The quantity of housing by census tract or City-wide in critical condition is negligible. Older neighborhoods east of Interstate 280 appear to have greater housing improvement needs. The Bayshore, Crocker, Vista Grande, Top of the Hill (i.e., Census tracts #6002, 6004, 6006, and 6007) neighborhoods, according to Table HE-11 contain up to 43 percent of the City's housing stock in need of minor improvements, 69 percent requiring major rehabilitation, and 88 percent in critical condition. These four census tracts contain some of the oldest housing in the City. Housing age, however, should not be assumed to automatically correspond to housing conditions without considering other factors such as regular and adequate maintenance.

Newer neighborhoods such as Skyline, St. Francis, and Serramonte (i.e., Census tracts #6010, 6014, 6015.01, 6015.02, 6016.03, 6016.04, 6016.05) have a larger quantity of housing in need of minor or major repairs than was revealed in the 1986 survey. One explanation may be that the homes in these areas are showing the effects of aging and insufficient maintenance. Also, homes situated near the coast face greater exposure to moisture.

**Table HE-11: Housing Conditions Survey (Updated 2009)**

Census Tract	Neighborhood	Number of Structures by Condition		
		Minor	Major	Critical
6002	Bayshore	544	54	3
6003	Southern Hills	75	2	0
6004	Crocker	175	19	2
6005	Hillside	94	1	0
6006	Vista Grande	129	27	1
6007	Top of the Hill	257	25	2
6008	Westlake Apartments	15	1	0
6009	Westlake	108	5	0
6010	Skyline	287	20	0
6011	Westlake-Southgate	61	2	0
6012	Civic Center	27	9	0
6013	East Market	62	2	1
6014	St. Francis - North	191	8	0
6015.01	St. Francis - Southwest	181	0	0
6015.02	St. Francis - Southeast	22	2	0
6016.01	Franciscan Mobile Home	25	0	0
6016.03	Serramonte - Southeast	192	4	0
6016.04	Serramonte- North	0	0	0
6016.05	Serramonte - Southwest	138	0	0
<b>Total</b>		<b>2,583</b>	<b>181</b>	<b>9</b>

Source: City of Daly City Department of Economic and Community Development

The primary difference between the housing condition survey completed for the 2004 Housing Element and the previous one from 1986 is that results from the current survey show a larger number of housing structures throughout the City in need of minor (i.e., 2,558 structures versus 931 structures in 1986) and major (i.e., 181 structures versus 97 in 1986) rehabilitation. The combination of increased age and delayed upkeep seem to be possible factors justifying the differences. However, the number of homes

in critical condition, while very small, decreased from 10 to nine between the 1986 survey and the most recently completed one. The City's existing housing rehabilitation programs and policies will continue to play an important role in improving the City's housing inventory.

Conversations with Code Enforcement personnel and a regional nonprofit agency providing legal assistance with housing issues have expressed concerns about the conditions of secondary units, particularly illegal secondary units. Both have cited cases where tenants have been living in illegal secondary units that are not maintained and pose health and safety issues. In response to this, the City adopted an ordinance requiring property owners to provide relocation assistance to tenants forced to vacate their unit because of code enforcement activity.

According to the 2000 Census, the median year of the construction of housing units in Daly City is 1962. An estimate of the maximum housing rehabilitation need of the City is derived by looking at the number and percentage of units built before 1960. This estimate of 14,003 units is 45 percent of Daly City's housing stock.

### Special Housing Needs

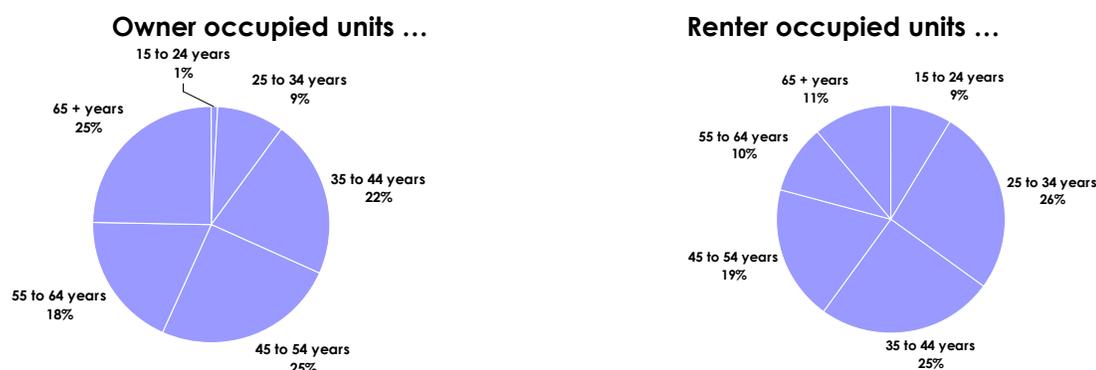
"Special Needs" groups can be defined as persons with disabilities, households with persons over the age of 65, persons who are developmentally disabled, large households, farmworkers, single-parent households, and households needing emergency shelter. This section looks at each of these groups and assesses their housing needs.

*Elderly.* The housing needs of the elderly are varied. Some elderly persons have substantial retirement incomes and own their own homes, while others live on limited incomes in substandard rental housing. The 1990 Census documented 9,877 persons to be 65 years of age or older. At the time, this was 11 percent of Daly City's population. The most recent Census information from the year 2000 documents that there are 12,486 persons that are 65 years and older: 5,159 males and 7,327 females. Twenty-nine percent of all households or 8,872 households have individuals that are 65 years and older.

Many of the elderly have unique housing needs such as poor health and infirmity, limited income, and mobility difficulties. Daly City Community Development Block Grant funds assist the elderly in several programs. Rehabilitation funds are available to provide minor home repairs and handicap accessibility for disabled seniors. Many seniors take advantage of this program because the additional income from renting the unit supplements their limited retirement income. Groceries are provided to needy seniors through Operation Brown Bag, a program of Second Harvest Food Bank. The Doelger Senior Center offers a daily reduced price hot lunch for qualified seniors and provides a place for seniors to congregate and take part in recreational activities.

Figure HE-23 shows that about 25 percent of the owner-occupied housing units (4,573) and 11 percent of rental housing units (1,362) are elderly households.

**Figure HE-23: Age of Householder by Tenure (2000)**



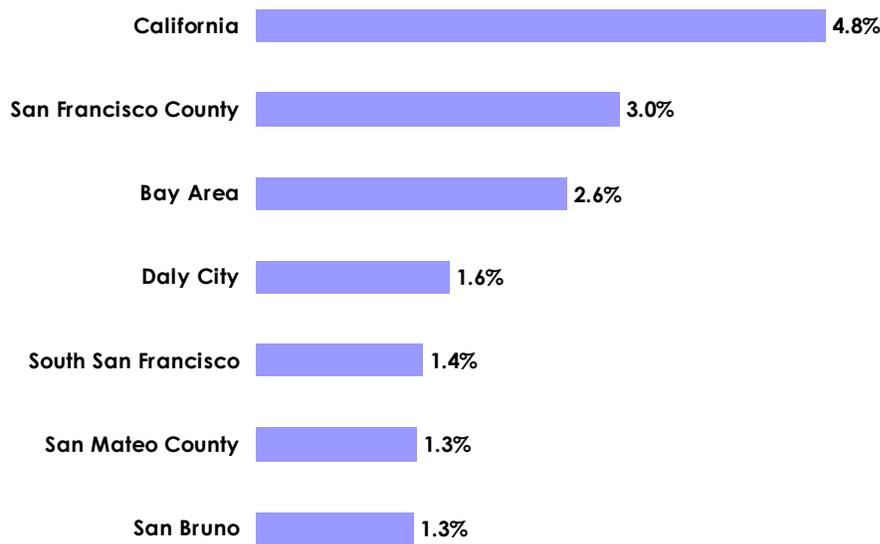
Source: U.S. Census (2000)

*Single-Parent Households.* Single-parent households often have special housing needs because these households usually are faced with the challenges of raising children on limited income. These factors result in a need for lower priced housing and affordable child care to be available in the community.

The 2000 Census documented 3,134 single-parent households with children under 18 years of age in Daly City. This number constitutes 14 percent of all households. Approximately 375 of these households were identified by the U.S. Census as having family incomes below the poverty level. As identified in Figure HE-24, these single-parent households below the poverty level equate to 1.6 percent of the total number of households in Daly City. By comparison, Daly City's rate of single-parent households below the poverty level does not appear to be significantly different from the rate of adjacent communities and San Mateo County as whole. The rate is in fact significantly lower than the Bay Area region and state.

Daly City has established several programs to meet the needs of low-income households with children. While not all of the programs listed below provide direct assistance for housing, they cover other necessary costs that allow more income sources to go towards housing costs. Child care costs can be almost as expensive as housing, and with large families it can actually exceed housing costs.

**Figure HE-24: Comparative Single-Parent Households Below Poverty Level**



Source: U.S. Census (2000)

The City Council has allocated Community Development Block Grant (CDBG) funds to help meet an array of special needs. These include providing funds for local child care programs, and housing and supportive services that assist homeless families find permanent housing. The City's Community Service Center also provides information and referral for emergency housing and food services, clothing and other social services.

*Persons with disabilities.* A disability is defined as a long lasting condition that impairs an individual's mobility, ability to work, or ability to care for themselves. Persons with disabilities include those with physical, mental, or emotional disabilities. Disabled persons have special housing needs because of their fixed income, shortage of affordable and accessible housing, and higher health costs associated with their disability.

The 2000 Census indicates that 21 percent of Daly City's civilian non-institutionalized population over five years of age had a disability. The types of disability may include sensory, physical, and mental. About

three percent of persons between the ages of five to 15 years had a disability. In contrast, about 43 percent of persons 65 years and older were disabled. Table HE-12 below identifies the total number of disabilities reported by persons with disabilities (note that the table counts disabilities, not the number of persons with disabilities).

**Table HE-12: Disabilities Reported By Age**

	Age			Total
	5 to 15	16 to 64	65 +	
Sensory disability	48	1,260	1,444	2,752
Physical disability	107	3,425	3,358	6,890
Mental disability	246	1,640	1,238	3,124
Self-care disability	145	914	997	2,056
Go outside the home disability	-	7,596	2,879	10,475
Employment	-	11,012	-	11,012
<b>Total</b>	<b>546</b>	<b>25,847</b>	<b>9,916</b>	<b>36,309</b>

Source: U.S Census (2000)

The Center for Independence of the Disabled (CID) is a nonprofit community agency that provides assistance programs for disabled persons. According to CID, most disabled households require accessible housing with special design features (e.g. appropriate dimensional reach, shelf heights, floor finishes, barrier free entrances and floor plans, and provision of turning radius for wheelchairs, etc.) The City provides support to CID's Housing Accessibility Modification program designed to address home architectural barriers that persons with disabilities face. The program provides a variety of relevant modifications to make homes safer and more accessible for disabled persons of all ages.

In addition to the efforts of CID, Task HE 15.3 mandates that the City amend the Zoning Ordinance to establish clear procedures and regulations that ensure that residential development regulations contain flexibility to accommodate the special needs of the physically disabled, including provisions for relief from the various land-use, zoning, or building regulations that may constrain the housing for persons of disabilities.

*Developmentally Disabled.* A developmental disability is defined by the State of California as a lifelong disability caused by a mental and/or physical impairment manifested prior to the age of 18 and is expected to be lifelong. The conditions included under this definition include: mental retardation, epilepsy, autism, cerebral palsy, and other conditions needing services similar to a person with mental retardation. The term is used most commonly to describe substantial limitations in three or more of these major life areas: self-care, expressive or receptive language, learning, mobility, capacity for independent living, economic self-sufficiency, and self-direction.

According to the State Developmentally Disabled Board, there are 482 persons with developmental disabilities living in Daly City, as of 2008. There is some overlap between the developmentally disabled population and the mentally and physically disabled populations (approximately 10 and 15 percent, respectively).

**Table HE-13: Developmentally Disabled Persons By Age**

Zip Code	0-14	15-22	23-54	55-65	65+	Total
94014	66	28	65	7	4	170
94015	103	42	129	26	12	312
<b>Total</b>	<b>169</b>	<b>70</b>	<b>194</b>	<b>33</b>	<b>16</b>	<b>482</b>

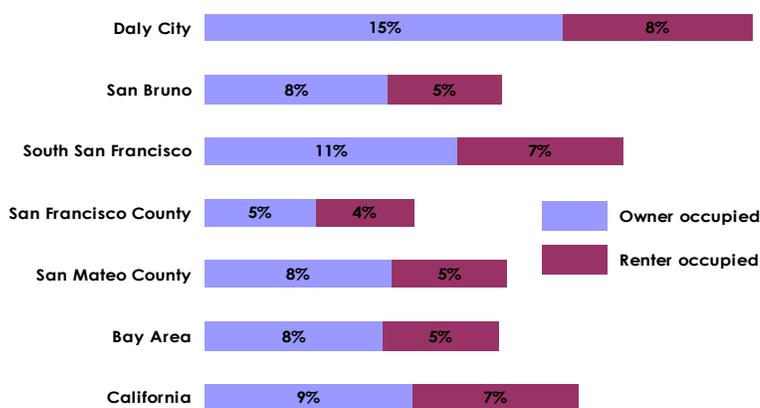
Source: State Developmentally Disabled Board

While developmentally disabled individuals with more severe disabilities may require 24-hour care, many individuals with developmental disabilities are independent and can live on their own apartments or homes with very little support. According to the State Developmental Disabilities Board, seven out of ten people with disabilities are unable to earn substantial gainful income and must rely on Supplemental Social Security Income (SSI) to support themselves. The current SSI monthly payment is under \$900, which equates roughly (using the HUD housing affordability definition) to a maximum monthly rent of \$270/month. It is for this reason that affordable housing opportunities for persons who are developmentally disabled are extremely important, as is ensuring that the City zoning regulations provide the maximum flexibility for developmentally disabled persons.

*Farmworkers.* State Housing legislation has identified farmworkers as persons with special housing needs. This is because the wages are typically very low and the work is often seasonal. The 2000 Census reveals that less than one percent of the labor force is employed in agriculture in Daly City, and it is likely that this figure has decreased since the remaining agricultural land has been developed. There is not sufficient need for farmworker housing in Daly City to justify the establishment of special housing programs. It is believed that persons in need of housing in this category will obtain assistance from programs available to all low-income persons.

*Large Households.* The Department of Housing and Urban Development defines a large family as having five or more persons. Figure HE-25 indicates that approximately 23 percent of Daly City households are large families. This is an increase of 2 percent from the 1990 Census. Large families may require housing assistance due to increased household expenses and the need for larger living quarters. Sixty-five percent of housing units with five persons or more live in owner-occupied housing. Thirty-five percent live in rental housing units.

**Figure HE-25: Percent of Households That Are Large Households (5+ persons) in Daly City and Select Jurisdictions (2000)**



Source: U.S. Census (2000)

*Extremely Low-Income Households.* Extremely low-income (ELI) households are defined as households earning 30 percent of the area median income or less. The area median income for Daly City is \$96,800 and so an income of \$33,950 or less for a four-person household is considered extremely low-income. Households with extremely low-incomes have a variety of housing situations and needs. For example, most families and individuals receiving public assistance alone, such as social security or disability benefits, are considered extremely low-income households.

In 2000, approximately 3,629 extremely low-income households resided in Daly City, representing 11 percent of the total households. Approximately 65 percent of extremely low-income households are renters and experience a high incidence of overpayment for housing, which is defined as a monthly cost burden greater than 30 percent of income, and/or overcrowding without complete kitchen or plumbing facilities. In 2000, the City estimates that 73 percent of extremely low-income households overpaid for housing and 84 percent were in overcrowded situations. Even further, 61 percent of

extremely low-income households paid more than 50 percent of their income toward housing costs, compared to 10 percent for all households.

**Table HE-14: Housing Needs for Extremely Low-Income Households**

	<b>Renters</b>	<b>Owners</b>	<b>Total</b>
<b>Total number of ELI households</b>	<b>2,367</b>	<b>1,262</b>	<b>3,629</b>
... percent with any housing problems	78%	64%	73%
... percent with cost burden 30% or > of income	74%	62%	69%
... percent with cost burden 50% or > of income	65%	51%	61%
<b>Total number of households</b>	<b>12,222</b>	<b>18,474</b>	<b>30,696</b>
... percent of total ELI	19%	7%	12%

Source: Daly City's HUD Comprehensive Housing Affordability Strategy (CHAS) 2000

To calculate the projected housing needs for extremely low-income households, the City has assumed that 50 percent of its very low-income regional housing need consists of extremely low-income households. As a result, from the very low-income need of 241 units, Daly City has a projected need of 121 units for extremely low-income households. Many extremely low-income households will be seeking rental housing and most likely facing overpayment, overcrowding, or substandard housing conditions. Some extremely low-income households could be with mental or other disabilities and special needs. To address the range of needs and to encourage the production of additional housing opportunities for these households, the Housing Element incorporates Policy HE-19.1 mandating that the City do so and specifying the following tasks:

1. Provide an exception to the proposed zoning regulation identified in Task HE 3.6, whereby any housing development that is willing to deed-restrict at least 20 percent of units for extremely low-income households would be exempt from the minimum one parking space per unit rule identified by this task (applies to projects qualifying for transit-proximate parking reductions) and instead a be subject to providing at least 0.5 parking spaces per unit.
2. Revise the Zoning Ordinance to waive the parking requirements altogether for ELI deed-restricted second units that are transit proximate, as described in Task HE 3.4.
3. For any new housing development utilizing public funding or publicly-owned land, the City and project developer shall explore the inclusion of units specifically targeted to and restricted for ELI households.

*Homeless.* The County of San Mateo conducts a homeless street count every other year. The count is required by the Department of Housing and Urban Development which provides funding for homeless assistance programs in the County. The last street count was conducted in January 2009, which determined that, in Daly City, there were 42 unsheltered homeless individuals (living on streets, in vehicles, in homeless encampments) and 38 sheltered homeless individuals (living in emergency shelters, transitional housing, motel voucher programs, residential treatment, jails, and hospitals), for a total of 80 homeless individuals. According to the survey, none of the unsheltered homeless individuals counted were accompanied by youths under age 18.

Although the survey did not provide detailed statistics specifically for Daly City, the following information was provided for the homeless population for the County as a whole and can be extrapolated to relate to Daly City:

- 66 percent of the homeless adults in San Mateo County are male while 34 percent are female;
- 27 percent of the survey respondents reported having served in the United States Armed Forces;

- 13 percent of the survey respondents reported having been in foster care;
- 39 percent reported either drug abuse or alcohol abuse or both; and
- 35 percent reported having mental illness.

For the purposes of this Housing Element, the City will assume that the above-mentioned 80 individuals represent the City's seasonal and year-round homeless population. State law requires that the City provide sufficiently zoned parcels capable of accommodating its need for emergency shelters. In response to this requirement, Task 14.1 in this Housing Element mandates that the City amend the Zoning Ordinance to identify emergency shelters as a permitted land use without the requirement for a use permit on properties designated for C-R/O Commercial Retail Office in the Sullivan Corridor Specific Plan. The area encompassed by the plan is approximately 16 acres in size covering a total of 42 individual parcels. A map identifying the area and lots sizes within the area is provided in Figure HE-25.

The identification of this area as the most appropriate in which to allow emergency shelters by-right depended on several factors, including the following:

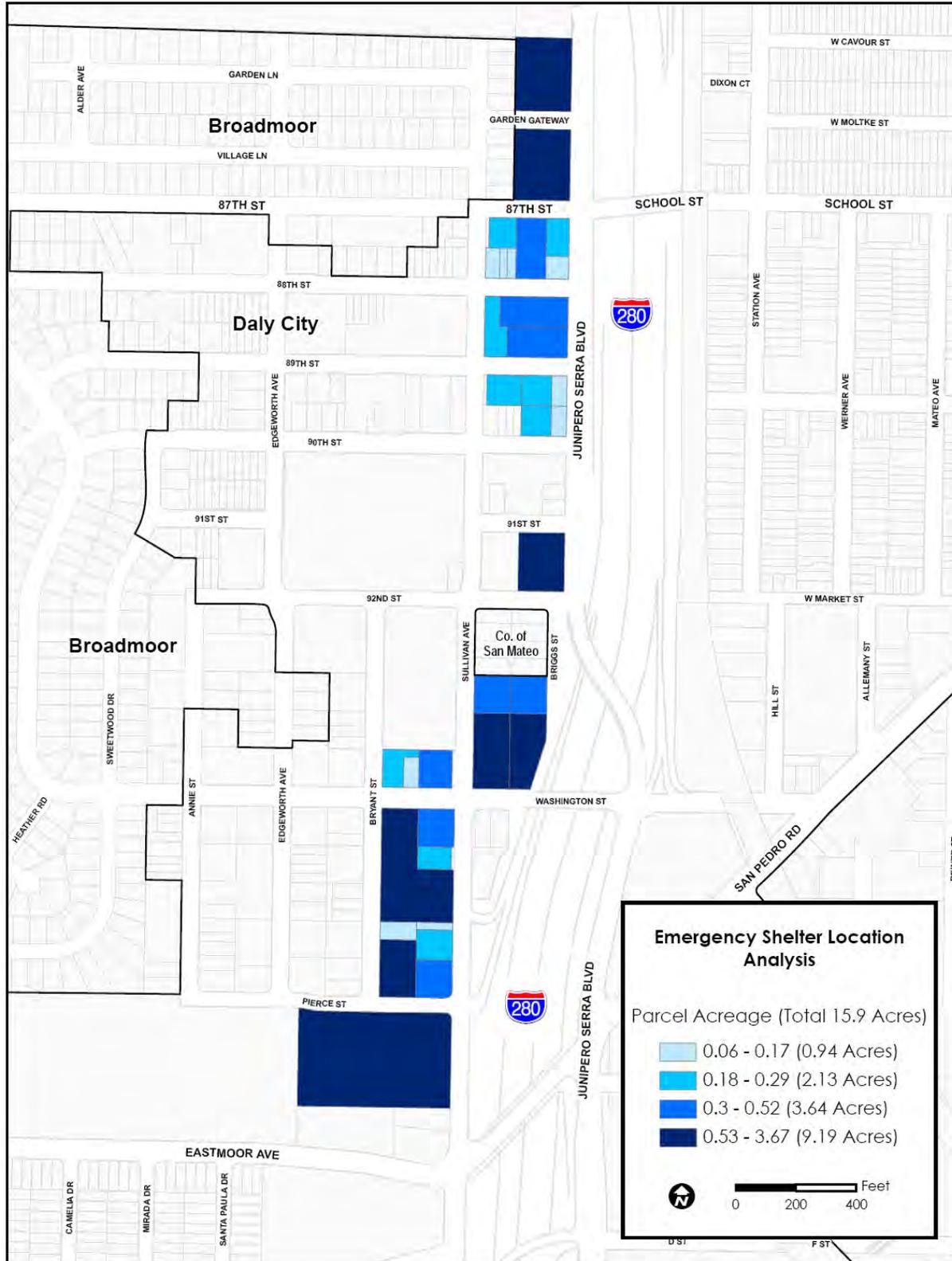
*Potential for redevelopment.* Presuming that the non-profit or non-governmental organization desired to construct a new building for a homeless shelter, parcels are of a sufficient size in order to be able to do so in the C-R/O Commercial Retail Office portion of the Sullivan Corridor Specific Plan area. As identified in Figure HE-25, the area encompassed by the C-R/O Commercial Retail Office designation is approximately 16 acres, of which approximately seven acres are located on lots that are greater than ½-acre in size (approximately 20,000 square feet). Although the sizes of emergency shelters can vary, this analysis assumes that one could be built on a ½-acre lot because it has been staff's experience that this lot size is one that is capable of supporting most commercial buildings and their associated parking requirements.

*Proximity to public transit.* The area is served by SamTrans bus service and is within close proximity (walking distance) to both the Daly City and Colma BART stations.

*Proximity to complimentary and compatible uses.* The Sullivan Corridor Specific Plan area in which C-R/O Commercial Retail Office is located is characterized by a mix of retail, office, auto repair, service commercial, and mixed-use residential/office buildings, all of which are generally compatible with the emergency shelters. This area is unlike others zones in Daly City due to its proximity to City and County agencies that provide

*Development standards.* The development standards within the existing C-R/O Commercial Retail Office zone are flexible enough to allow a significantly sized facility if one was to be proposed for construction. The zone allows a floor area ration up to 5.0, with three-foot setbacks, essentially allowing significant building reconstruction should a governmental or private organization desire to construct a shelter. The parking requirement established as part of the Zoning Ordinance update would be based upon demonstrated need.

**Figure HE-25: Emergency Shelter Location Potential – Lot Sizes**



Task HE 14.1 is augmented by Task HE 14.2 which provides guidance as to the regulations that will be established for homeless shelters in the C-R/O Commercial Retail Office zone. These include provisions that establish parking standards based on demonstrated need and no greater than other commercial uses in the C-R/O Commercial Retail Office zone, and a limit as to the maximum separation between individual shelters that the City may impose (300 feet).

In March 2006, the County completed Housing Our People Effectively (HOPE): the Plan to Prevent and End Homelessness in San Mateo County. The City was an active participant in the formation of this plan and continues to participate in the plan's implementation. The County administers and distributes funding for homeless assistance programs through the County's Continuum of Care Consortium of which the City is a member. Daly City has a representative on the Consortium's Steering Committee and assists in the review of grant applications for homeless assistance funding.

A family transitional shelter operated by Shelter Network is located in Daly City. The City provides financial support to this shelter as well as other shelters in the county. It also supports an emergency food pantry that was set up as a hot food program for the homeless. The City also operates the Community Service Center which offers case management and makes referrals to emergency shelters.

*Persons in need of transitional and supportive housing.* Transitional housing is a type of interim housing used to facilitate the movement of homeless individuals and families into permanent housing. State law is very specific about what constitutes transitional housing, essentially defining it as "buildings configured as rental housing developments, but operated under program requirements that call for the termination of assistance and recirculation of the assisted unit to another eligible program recipient at some predetermined future point in time, which shall be no less than six months." Currently, there is a transitional housing project operated by Shelter Network of San Mateo County at 50 Hillcrest Drive. The facility has operated since 1988 and serves 12 families.

Every locality must identify zones that will allow the development of transitional housing. In Daly City, residential structures that could accommodate transitional housing, be they single-family homes, duplexes, and multi-family structures (containing three or more units), exist in every residential and commercial zone. For this reason, this Housing Element includes Task 14.3 (page HE-66) which requires an amendment to the Zoning Ordinance making transitional housing, as defined by State law, allowed without the requirement for a use permit in any residential zone and subject to no greater zoning restrictions than residential uses in the same zone.

A similar approach is extended as a new Task 14.4 related to supportive housing, which is another type of interim housing with no limit on length of stay, that is occupied by certain "target populations", and that is linked to on-site or off-site services that assist the supportive housing resident in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. According to the State Health and Safety Code, these "target populations" include adults with low incomes having one or more disabilities, including mental illness, HIV or AIDS, substance abuse, or other chronic health conditions, or individuals eligible for services provided under the Lanterman Developmental Disabilities Services Act (Division 4.5 (commencing with Section 4500) of the Welfare and Institutions Code) and may, among other populations, include families with children, elderly persons, young adults aging out of the foster care system, individuals exiting from institutional settings, veterans, or homeless people.

### **Affordable Housing in the Coastal Zone**

In Daly City, the Coastal Zone is generally coterminous with State Highway 35 and extends easterly at John Daly Boulevard to encompass a small portion of the Westlake neighborhood west of Eastgate Avenue. Existing neighborhoods within this area are completely built-out with existing single-family detached homes. There are no apartments, condominiums, or any other kind of multifamily housing in the Coastal Zone. There are no deed restricted affordable housing developments in the zone either. Additions to the housing supply in the zone are largely accomplished through the construction of second units which are allowed in the zone by-right and without the need for Coastal Development Permit approval.

Pursuant to Government Code Section 65588, the City is required to provide the following information about the City's affordable housing stock in the Coastal Zone:

1. The City has approved no housing units within the Coastal Zone since January 1982, the reporting date identified by State statute.
2. Seventeen on the 22 housing sites on the Potential Housing Sites Inventory List are located within three miles of the Coastal Zone. Table HE-27 has been amended to identify these sites, all of which are planned to provide housing opportunities for inclusion of low- and moderate-income households.
3. While the City has issued demolition permits for residential units in threat of landslide and for illegal second unit construction, the City has not kept statistics on the income of individuals or households who have occupied these units. There have been no known conversions of residential uses to other non-residential uses within the timeframe beginning in 1982, nor have there been any conversion of rental housing units to condominiums within this timeframe.
4. The City has required no units for replacement in the Coastal Zone.

## Constraints to Housing Production

Constraints to the maintenance, improvement, and construction of housing can generally be divided into two categories - governmental and non-governmental. State law requires analysis of actual and potential constraints and identification of ways to reduce or overcome the constraints, where possible, to meet the identified housing needs. In many instances constraints represent a balance between the need for housing and other desirable goals. Where this is the case, the consideration of these other goals should be examined to make certain the constraint is not unnecessarily severe.

### Governmental Constraints

Actions by local governments may impede housing construction, maintenance, and improvement in a variety of ways. For example, excessive fees or improvement requirements may discourage housing activity or possibly price housing above the level some groups can afford. Environmental impact reports (EIRs) can be costly and create delays, although by state Statute such analyses are mandatory. In some instances the lack of available water and/or sewer facilities may temporarily diminish housing construction activity. The governmental constraints to housing development include land use controls in the form of the General Plan, specific plans, and zoning; building codes; fees and dedications; site improvements; permit processing procedures; and infrastructure constraints. Each of these potential constraints is discussed below.

*General Plan Land Use Designations.* Daly City's 1987 General Plan contains five residential land use designations that communicate the City's policies related to residential development densities. These designations and their respective densities are identified in Table HE-15.

**Table HE-15: General Plan Land Use Designations**

<b>Land Use Designation</b>	<b>Density Limitations</b>
Open Space Residential	0 to 2 dwelling units per acre
Low Density Residential	2 to 14.5 dwelling units per acre
Medium-Low Density Residential	14.6 to 20 dwelling units per acre
Medium Density Residential	20 to 35 dwelling units per acre
High Density Residential	35 to 50 dwelling units per acre
Very High Density Residential	50 dwelling units per acre and over

In addition to the residential land use designation described above, several newer high-density mixed-use developments have been constructed or approved for construction along the Mission Street and

Geneva Avenue corridors. These corridors are designated Retail and Office by the General Plan land use map and do not restrict residential densities, which are instead limited only by parking and building envelop regulations set forth by the Zoning Ordinance.

*Specific Plan Designations.* Subsequent to the adoption of the 1987 General Plan the City adopted to the BART Station Area (1993) Specific Plan and Sullivan Corridor Specific Plan (1998). Both of these specific plans contain land use designations and development regulations that replaced the land use designations and zoning regulation in place within these areas prior to their adoption. Below is short synopsis of each plan and the relevant residential designations that are contained within each.

*BART Station Area Specific Plan.* Prepared in conjunction with the San Mateo County Transit District, the BART Station Specific Plan was prepared in anticipation of the construction of the Colma BART Station (construction completed in 1996). The primary purpose of the Specific Plan was to identify a physical development plan for the area immediately adjacent to the new station in support of the transportation/transit role that the area was contemplated to fulfill within Daly City at the time. Table HE-16 identifies the land use designations identified by the Specific Plan as allowing residential uses:

**Table HE-16: BART Station Area Specific Plan Land Use Designations**

<b>Land Use Designation</b>	<b>Density Limitations</b>
Low Density Residential	6 to 12 dwelling units per acre
Medium Density	12 to 25 dwelling units per acre
High Density Residential	25 to 55 dwelling units per acre
Mixed-Use Commercial/Office	Function of height/coverage limitations and parking regulations
Neighborhood commercial	Function of height/coverage limitations and parking regulations

Several significant high-density residential projects have been constructed since its inception or are under construction within the BART Station Specific Plan Area. Most recently, the City Council approved a 36-unit (47 du/ac) Habitat for Humanity condominium project at 7555 Mission Street. Additional development potential exists at an underutilized SamTrans park and ride lot located adjacent to the Colma BART Station. Although this site is presently designated Office/Convenience Retail, the potential does exist for a mixed-use project containing higher density residential uses.

*Sullivan Corridor Specific Plan.* The Sullivan Corridor Specific Plan was adopted as means to guide the revitalization of properties within the Sullivan Corridor, which is the area in the general proximity of City Hall, west of Interstate 280. The Plan's land use designations were prepared to compliment the construction of new public and commercial developments occurring in the area at the time, including the North County Health Center and the Colma BART Station. Table HE-17 identifies the land use designations identified by the Specific Plan as allowing residential uses.

Developers of larger projects located within the Sullivan Corridor Specific Plan Area can elect to have their projects reviewed by the Sullivan Corridor Committee, which is comprised of two City Council members. Although review by the Steering Committee does add time to the development review process, developers are able to obtain valuable input from Councilmembers very early in the process. The estimated time for Sullivan Corridor Committee review is three to four weeks.

**Table HE-17: Sullivan Corridor Specific Plan Land Use Designations**

<b>Land Use Designation</b>	<b>Density Limitations</b>
Residential Low Density	0 to 14.5 dwelling units per acre
Residential High Density	None identified
Residential Retail Commercial	Maximum FAR of 1.0
Service Commercial	Maximum FAR of 3.0
Retail and Office Commercial	Maximum FAR of 5.0

The most significant residential construction project in this area has been a 208-unit (65 du/ac) mixed-use senior apartment complex at 165 Pierce Street. As an urban infill site, the project provides an example of the potential for the Sullivan Corridor Area to provide additional housing opportunities as vacant and underutilized sites in the area are developed or redeveloped. Construction of the project commenced in fall 2008.

Inclusionary Zoning Ordinance (DCMC Chapter 17.47). In recognition of the fact that neither Federal or state funding for affordable housing construction will be sufficient to fully address Daly City's affordable housing problem, nor will the private housing market likely provide affordable housing opportunities to low-income households, the Daly City City Council adopted an Inclusionary Zoning Ordinance in 2007. The Ordinance requires that, in residential developments consisting of five or more units, at least 10 percent of the total units be restricted for occupancy by moderate-, low- or very low-income households. More specifically, the Ordinance requires the following levels of affordability for non-governmental projects:

1. Rental developments require at least 20 percent affordable units for households whose income does not exceed 60 percent of the area median, or 10 percent affordable units for Very Low-income households (household income does not exceed 50 percent of the area median).
2. Ownership developments require at least 20 percent affordable units for households whose income does not exceed 100 percent of the area median) or 10 percent affordable units for Low-income households (household income does not exceed 60 percent of the area median).

For small residential development projects (10 or less rental units, 20 or less for-sale units), the requirements of the Ordinance may be satisfied by paying an in-lieu fee to the Affordable Housing Trust Fund, as established annually by the Daly City City Council. The fee is the equivalent to the City's estimated average cost to create one unit of affordable housing. The Ordinance is not applicable to reconstruction due to fire, flood, or other natural acts.

Inclusionary zoning ordinances like Daly City's are sometimes perceived as adding to the cost of housing by requiring market-rate units in the particular project to subsidize the affordable units in that same project. Because no projects have been subject to the requirements of the City's inclusionary zoning ordinance, it is not possible to systematically evaluate whether or not this has been the case in Daly City. Furthermore, because all development projects have unique financial circumstances (many include complex public financing mechanisms and/or land transactions), any discussion of this subject as it relates to the Daly City housing market would be purely hypothetical.

While there are several studies in existence which provide some insight on this subject in a broad sense, there are essentially three plausible scenarios that explain who ultimately pays the subsidy cost of inclusionary units. Each of these scenarios relates to the purchase of the property on which a project subject to the inclusionary ordinance was completed and all are applicable regardless of the ultimate project tenure (substitute "rent" for "purchase price"):

1. The first scenario is that the developer purchased the property on which the residential project was to be built *before* the inclusionary zoning ordinance was adopted. Because the developer can only sell market rate units at prices dictated by the local housing market and the land and construction costs to build the project are all assumed to be fixed, the cost to subsidize the inclusionary units is subsidized by developer profits.
2. The second scenario is that the developer purchased the property on which the residential project was to be built *after* adoption of the inclusionary ordinance and he/she had full knowledge of the ordinance's requirements and the financial implications of these requirements to the development project. In this instance, only the land cost remains not fixed. Unable to increase the purchase price for units due to competitive housing market limitations and unwilling to decrease his or her profit margin, the developer will most likely pass the subsidy cost to the land owner, who will either agree to the discounted land price or choose not sell. While it would

appear that this scenario could result in non-production of housing should the land owner choose not to sell, this is probably unlikely as willing sellers realize that the long-term carrying costs of vacant or underutilized land will ultimately exceed the cost of accepting the discounted land price before these carrying costs are incurred.

3. The third scenario is that the developer purchased the property on which the residential project was to be built *after* adoption of the inclusionary ordinance, and, to maintain his or her profit margin, passes the subsidy cost of the inclusionary units to the purchasers of the market rate units in the same project instead of paying a discounted land price to the land owner. In this scenario, the developer would have actually adjusted the market price for the unit upward in the amount of the subsidy cost. While the inelasticity of the Bay Area housing market would seemingly allow for such an adjustment to occur, this scenario is not likely because if the developer had the ability to adjust the price upward, he or she would most likely have done so with or without the existence of an inclusionary zoning ordinance.

In reviewing the Potential Housing Sites Inventory List on page 60, it is likely that most, if not all, of the sites on this list will be developed by persons other than the current property owners. Hypothetically, because developers of these sites will be unable to raise the market price for the non-inclusionary (market rate) units beyond that allowed by the housing market, developers will be required to pay less for land or reduce their profits.

Notwithstanding this hypothetical analysis, Daly City's inclusionary zoning ordinance recognizes that there could be instances when the inclusionary housing requirements make market-rate housing more expensive. However, the City has made a conscious decision that the community's interests are best served by the adoption of the ordinance to address the environmental and job-housing balance inequities that would result if the City took no action to ensure that all income groups maintain access to the marketplace for new rental and for-sale homes.

To ensure the most effective implementation of the City's inclusionary zoning ordinance, two tasks have been added to the Objectives, Policies, and Tasks section of this Housing Element. Task HE 11.5 requires that, through staff training, the City will ensure effective dissemination about the Inclusionary Zoning Ordinance to prospective property purchasers and developers, and prepare paper and electronic brochures to assist these individuals to better understand and determine their obligation under the ordinance. Task HE 11.6 mandates that the City adopt a disclosure requirement about the existence of an inclusionary zoning ordinance in Daly City and that directs property purchasers to the City for additional details. This disclosure would be required for transaction of properties over a certain size and valuation that could be subject to the City's inclusionary zoning ordinance.

*Development regulations.* The Zoning Ordinance contains eight residential districts and four non-residential districts in which residential development is allowed. The minimum lot area per unit and resulting densities of these districts are presented in Table HE-18 below. It is important to note that there is no land currently zoned R-4 in Daly City.

**Table HE-18: Zoning District Designations and Densities**

<b>Zoning Designation</b>	<b>Lot Area per D.U. (sq. ft.)</b>	<b>Resulting Density</b>
MHP Mobile Home Park	1/200 min. (avg. 1/2500)	17.4 du/ac
R-1 Single Family	1/3,000	14.5 du/ac
R-1A Single Family/Duplex	1/1,250	34.8 du/ac
R-2 Duplex	1/1,500	29.4 du/ac
R-2A Two Family Design	1/1,250	34.8 du/ac
R-3 Multiple Family	1/500	87.1 du/ac
BRM BART Multiple Family	1/1,750	25 du/ac
R-4 Multi-family/Professional	1/300	145 du/ac
C-1 Light Commercial District	1/300	145 du/ac
C-2 Heavy Commercial District	1/300	145 du/ac
PD Planned Unit Development	Flexible	Not applicable
Pre-PD Pre-Planned Unit Dev.	Flexible	Not applicable

As identified in Table HE-18, residential development is allowed within several commercial zones, most notably within the C-1 Light Commercial District. The C-1 zone encompasses all properties fronting Mission Street, for its full length, and almost all of Geneva Avenue in the Bayshore neighborhood. Sites likely to yield large numbers of affordable housing units are located within these two commercial corridors. In fact, several larger projects identified in the Potential Housing Sites Inventory List are located on Mission Street or Geneva Avenue.

Table HE-19 on the subsequent page identifies the development regulations for each of the above zones, as contained in the Daly City Zoning Ordinance. As shown in the table, the minimum lot sizes for both the R-3 Multiple Family and C-1 Light Commercial zones are 2,500 square feet in most instances. Both zones also allow the construction of single-family homes. In combination, these regulations allow owners of larger parcels to subdivide their parcels for single-family residential development or small commercial uses. This effectively allows scarce larger parcels that could be used for higher density mixed-use development to be underutilized. Similarly, the building heights for both the R-3 and C-1 zones are only six feet higher than that allowed in the R-1 zone (30 feet maximum versus 36 feet maximum), where the R-3 and C-1 zones allow sixth times the density allowed by the R-1 zone (87 du/ac versus 14.5 du/ac).

Because a 36-foot height limit may be appropriate for the C-1 Light Commercial zone in other parts of Daly City, the policy section of this Housing Element sets forth a requirement that the Zoning Ordinance be amended to establish a new Commercial Mixed-Use (C-MU) zone for areas encompassing Mission Street and Geneva Avenue, and establish development regulations in the Zoning Ordinance specifically for higher-density mixed-use development. To preserve larger commercial and residential sites, this Housing Element also requires that the Zoning Ordinance increase the minimum parcel sizes for all commercial and R-3 Multiple Family zones be increased as determined necessary to promote the construction of higher density and/or mixed-use development. Likewise, the Housing Element commits the City to exploring increased building height within the C-MU zone, as determined sufficient to promote the construction of higher density mixed-use development within the zone. Further study of increased height along Mission Street and Geneva Avenue would be undertaken as part of the Zoning Ordinance update, which will commence at the conclusion of the General Plan update.

**Table HE-19: Daly City Regulations for Residential Zones**

Zoning District	Permitted Uses	Use Permit Req'd	Max. Building Height	Min. Lot Area	Floor Area Ratio	Min. Lot Width	Max. Lot Coverage	Min. Front Yard	Min. Side Yard	Min. Rear Yard	Lot Area Per D.U.
R-1	Single-family	No	30 ft.	3000 s.f. 2500* s.f.		33 ft. 25* ft.	50% 55%*	15 ft.	None	10 ft.	3000 s.f. 2500* s.f.
R-1/A	Single-family.	No	30 ft.	2500 s.f.		25 ft.	55%	15 ft.	None	10 ft.	
	Duplexes	Yes									
R-2	R-1	All uses permitted in this zoning classification (see above)									
	One two-family dwelling	No	36 ft.	3000 s.f. 2500* s.f.		33 ft. 25* ft.					1500 s.f. 1250 s.f.
R-2/A	Single-family, two-family		30 ft.	2500 s.f.		25 ft.	60%	15 ft.	None	10 ft.	
		No									
	Duplexes	Yes									
R-3	R-1, R-2	All uses permitted in these zoning classifications (see above)									
	Multi-family	No	36 ft.	3000 ft. 3500* ft.		33 ft. 25* ft.	75%	15 ft.	None	10 ft.	500 s.f.
BRM	Sm. Apt's., twnhms, flats...	No	45 ft.	5000 s.f.		50 ft.	60%	5 ft. 10 ft. max	None	15 ft.	
	R-1, R-2	Yes									
R-4	R-1, R-2, R-3	All uses permitted in these zoning classifications (see above)									
	Multi-family	No	FAR 3.5 : 1.0	10000 s.f.	3.5 - 1.0	100 ft.	70%	15 ft.	None 20 ft. **	10 20 ft.**	300 s.f.
MHP	Mobile homes	No	30 ft.	2500 s.f.		30 ft.	75%	5 ft.	3 ft.	3 ft.	
C-1	R-3	All uses permitted in this zoning classifications (see above), except use permit is required									
	R-4	No	36 ft.	2,500 sf – 3,000 sf		33 ft. 25* ft.	70%	None	None	None	300 s.f.
C-2	C-1	All uses permitted in this zoning classifications (see above), except use permit is required and 7.0 – 1.0 FAR									
	R-3	Yes		2,500 sf – 3,000 sf	7.0 – 1.0	33 ft. 25* ft.	70%	None	None	None	300 s.f.
PD	A variety of uses or combination of uses are allowed in this zoning classification pending City approval of an applicant's planning application										
Pre-PD	Serves as a transitional zoning classification for PD (see description of PD uses above)										

\* for lots or subdivisions recorded prior to 1/1/49

\*\* for buildings in excess of 3 stories

Other exceptions may apply

*Parking regulations.* Parking requirements for new residential development are contained within the Zoning Ordinance as identified in Table HE-20. Because parking is a significant factor in multifamily and affordable housing construction costs, the constraints to housing production caused by parking regulations must be closely examined.

Currently, Daly City's Zoning Ordinance requires two parking spaces for each condominium unit (irrespective of number of bedrooms) or any apartment with two or more bedrooms. This is the same parking requirement for single family units. Reductions to the parking requirements are permitted by the Zoning Ordinance for development proposals that are determined to be exclusively for low-income households or individuals. Projects that are partially low-income are not allowed reduced parking unless the project is within a redevelopment project area and granted a parking reduction by the Redevelopment Agency (as authorized by the Zoning Ordinance) or rezoned to Planned Development. In addition to parking reductions for low-income projects, residential projects for low-income elderly persons are required to provide only one fourth of the parking indicated above.

**Table HE-20: Daly City Parking Regulations**

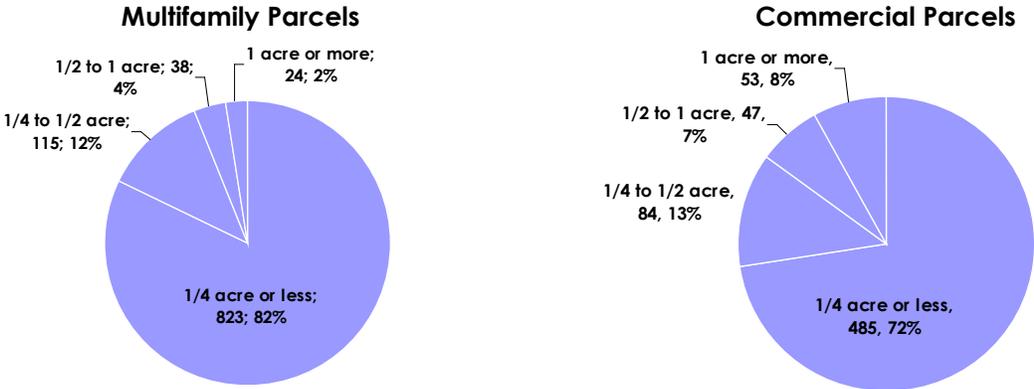
<u>Residential Type</u>	<u>Required Parking Spaces</u>
Single-family	2 spaces per unit
Two-family (Duplex)	2 spaces per unit; 4 per structure
Multiple-family	1 space per studio 1.5 spaces per one bedroom 2 spaces per two-bedroom unit or larger
Condominium	2 spaces, irrespective of bedroom count
Mobilehome Park	1 space per mobilehome, plus 1 guest space each grouped in common area
Boardinghouse	1 space per rentable room, plus one space per every 200 sq. ft. kitchen and administrative office area
Secondary Unit	2 spaces, plus 2 per principal dwelling (4 total)

Note: Single family includes all condominiums irrespective of size

Generally, the City’s residential development standards are consistent with the requirements of neighboring jurisdictions and accepted planning practice. There is anecdotal evidence, given high land costs in Daly City and throughout the region, that parking requirements could constrain the development of new and/or affordable housing.

*Parcel sizes.* In the future, construction of higher-density housing projects will rely on the redevelopment of sites and adaptive re-use of existing buildings (retrofitting and re-using a building for a use other than its original construction). The lack of larger parcels that can accommodate high-density residential development presents a severe constraint to large-scale housing production. However, as identified in Figure HE-26, only 24 multi-family zoned parcels larger than one acre exist throughout Daly City. Similarly, only 53 commercially-zoned parcels (where higher-density residential development is also allowed) are larger than one acre. Conversely, the vast majority of parcels are less than ¼ acre in size.

**Figure HE-26: Multifamily and Commercial Parcel Sizes (2009)**



Since almost all of the larger parcels in Daly City are already developed (see Vacant Land Survey for vacant parcels), further subdivision of these parcels or development of non-residential uses on them will very likely constrain housing production. Under the current zoning regulations, property owners are

allowed to subdivide existing larger parcels into lots as small as 2,500 square feet, the minimum lots size in both the C-1 Limited Commercial and R-3 Multiple-Family Residential zones. The City does not presently have any legal mechanism to merge lots.

*Condominium regulations.* Although not considered detrimental to any specific affordable housing development proposal, an existing provision of Zoning Code currently prohibits condominiums less than 20 units, severely impacting the potential for the construction of small for-sale condominium projects within Daly City. This Housing Element identifies the reduction of the 20-unit minimum as a specific task of the Zoning Ordinance update that will commence upon adoption of the General Plan.

*Building Codes.* The 2008 International Building Code, as amended by the City, has also established construction standards which add to the cost of housing development. Local code amendments have been significantly reduced in an effort to allow greater uniformity of construction standards throughout the county. The remaining local amendments are minor and do not add significantly to the cost of housing, but significantly increase the long-term safety of residents, prevent fire spreading to adjoining homes, and improve insurance rates.

*Fees and Dedications.* Site improvements and exactions by the City, such as traffic signals or park in-lieu fees increase the cost of development in Daly City. To better assure equity in the application of fees related to new development, the City analyzed the needed public facilities associated solely with new development and established a fee that allocates a 'fair share' of cost to new residential and commercial development. Most off-site improvements needed to serve future growth are funded through the City's Public Facilities Fees.

All Bay Area cities charge fees in order to pay the costs to process, regulate and mitigate the impacts of new development on City services and infrastructure. If fees are inordinately high, they can lead to higher costs and/or discourage housing development within the community.

Table HE-21 shows the prototypical typical planning impact fees charged by the City of Daly City for the following projects:

- One single-family home: three-bedroom, 2,400 square foot in size on 10,000 square foot lot with a 400 square foot garage at a density of four units per acre and construction cost of \$500,000, estimated sale price \$800,000.
- Ten-unit condominium building: each unit is two bedroom, 1,200 square feet in size. Project is situated on 0.5-acre lot with a construction cost of \$400,000 per unit, to be sold at an average of \$500,000 per unit.

The fees identified in Table HE-21 have been developed based on the costs of providing public facilities to new development and reflect the AB 1600 fee program developed by the City intended to mitigate the impacts of new development on public facilities. Public facilities funded through the AB1600 fee include police, library, fire, administrative facilities, roadways, water and wastewater. The fees are charged on the basis of geographic benefit zones, each with differing cost bases.

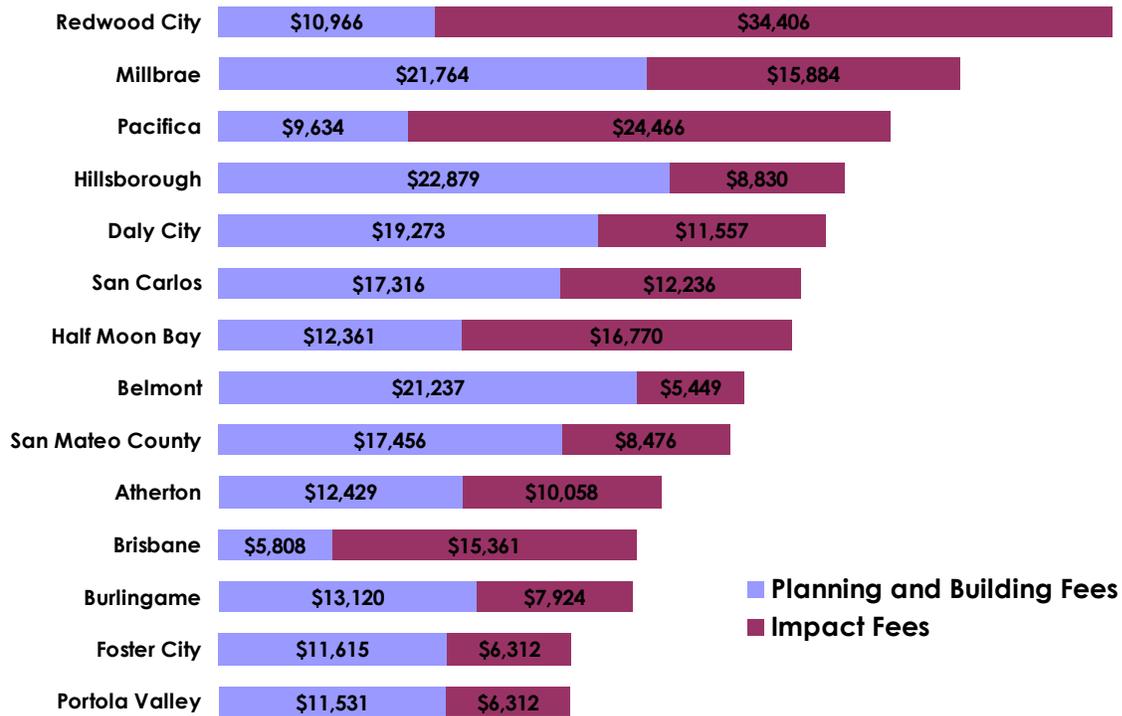
**Table HE-21: Daly City Fees for Prototypical Residential Developments (2008)**

<b>Planning and Building Fees ...</b>	<b>Single Family Home</b>	<b>10-unit Condominium Building</b>
Building Permit	\$ 2,963	\$ 16,773
Plan Check	\$ 3,503	\$ 10,902
Plan Storage	\$ 148	\$ 839
Title 24 Energy Fee	\$ 593	\$ 3,355
Seismic Tax	\$ 50	\$ 939
Engineering Plan Check	\$ 593	\$ 3,355
Planning Plan Check	\$ 593	\$ 3,355
Plumbing	\$ 194	\$ 578
Electrical	\$ 326	\$ 1,733
Mechanical (incl. fire sprinklers/ alarms)	\$ 110	\$ 192
General Plan Surcharge	\$ 2,500	\$ 22,360
Sewer connection fee (not impact fee)	\$ 2,700	\$ -
Other (please specify)	\$ 5,000	\$ -
<b>Planning and Building Fees Subtotal</b>	<b>\$ 19,273</b>	<b>\$ 64,381</b>
<b>Impact Fees ...</b>		
Roads	\$ 1,464	\$ 18,360
Water	\$ 428	\$ 4,283
Storm Water	\$ 1,065	\$ 14,210
Parks	\$ 768	\$ 107,687
Fire	\$ 140	\$ 1,398
Police	\$ 580	\$ 5,804
Library	\$ 576	\$ 5,765
School	\$ 6,312	\$ 31,560
Other	\$ 224	\$ 2,243
<b>Impact Fee Subtotal</b>	<b>\$ 11,557</b>	<b>\$ 191,310</b>
<b>Grand Total Fees</b>	<b>\$ 30,830</b>	<b>\$ 255,691</b>

Source: Daly City Building Division; compiled by 21 Elements

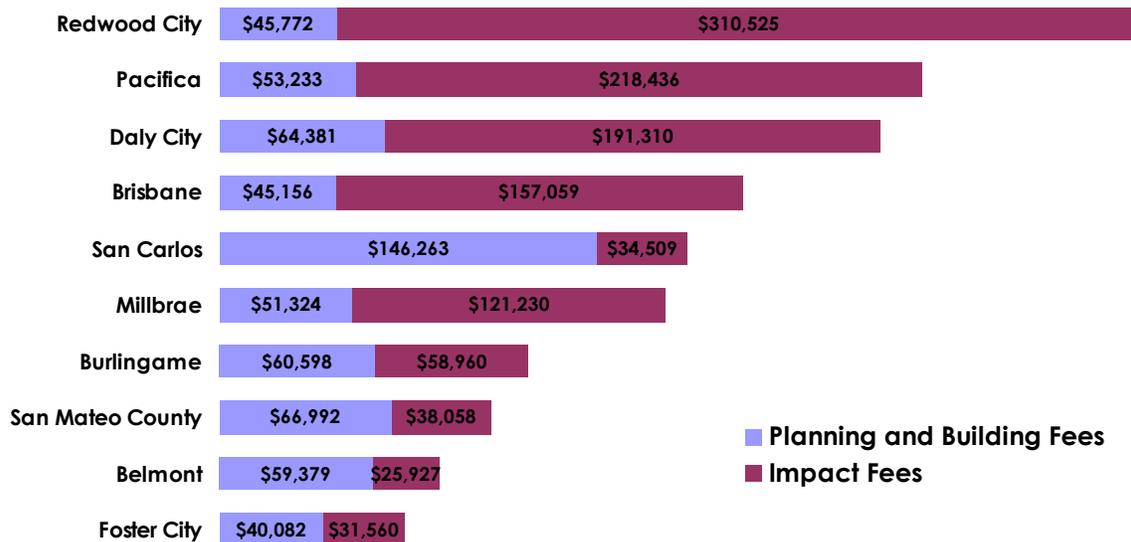
Figures HE-27 and HE-28 provide a comparison of Daly City's fees to others jurisdictions within San Mateo County for each of the aforementioned development prototypes. Among these jurisdictions, the median fee for the single-family and 10-unit condo prototypes are \$27,908 and \$176,663, respectively. As identified in Table HE-21, Daly City's total fees for these two prototypes are \$30,830 and \$255,691, respectively.

**Figure HE-27: Comparative Fee Analysis for Prototypical Developments – Single-family home (2008)**



Source: 21 Elements Development Fees Survey (2008)

**Figure HE-28: Comparative Fee Analysis for Prototypical Developments – 10-Unit Condo (2008)**



Source: 21 Elements Development Fees Survey (2008)

While Daly City's fees are generally similar to those of adjacent jurisdictions for the single-family home prototype (in the \$30,000 range), the City's fees for the 10-unit condominium prototype are further from the County-wide median. A large portion of the fees for this development prototype is attributable to impacts fees, specifically park impacts. As identified in Table HE-20, more than 50 percent of the impact fee collected by the City is for park impacts. To address this issue, the City has committed to review the park impact fees collected by the City ensure that they are justifiable given the impacts equitable

among various classes of development projects. For example, the City currently does not collect park in-lieu fees for multifamily development that consists of rental housing. The result of this is that increased burden is placed upon other classes of projects notwithstanding the actual demand for parks created by each project class.

*Site Improvement requirements.* In addition to permit processing and impact fees charged by the City, a new subdivision may be required to install improvements off-site, dedicate land for parks (or pay an in-lieu fee), or contribute to the cost for services provided to the project. These are typical costs associated with mitigating environmental impacts associated with a development and they vary on a case by case basis depending upon the anticipated impacts. While these costs are necessarily a part of new development in the City, the charges are carefully analyzed in each case in order to avoid unnecessary requirements being placed on new residential development.

While new subdivisions typically require the construction of expensive infrastructure such as new roads, sewer trunk lines, and stormwater catchment systems, most new residential development in Daly City will continue to occur as denser buildings situated adjacent to existing infrastructure, either replacing existing older buildings or vacant in-fill lots. This type of development is therefore able to forgo much of the expense typically associated with improvement of the public right-of-way. There are instances where utility upsizing may be required to accommodate a significant increase in the utility demand over a previously existing less-intensive use. However, these costs are much lower on a per-dwelling-unit basis than the costs associated with acquiring land and constructing new utilities for a new subdivision.

*Permit processing procedures.* The Zoning Ordinance identifies the residential types permitted, permitted with a use permit, or not allowed in each zone allowing residential uses. Permitted uses are those uses allowed without discretionary review and require only a building permit as long as the project complies with all development standards and design guidelines.

**Table HE-22: Existing Entitlement Requirements by Zoning District**

Building Type	Zoning Designations Allowing Residential Uses									
	R-1	R-1/A	R-2	R-2A	R-3	R-4	BRM	MH	C-1	C-2
Single family home (one unit)	BP	BP	BP	BP	BP	BP	BP	NA	UP	UP
Second unit in existing single-family home	BP	BP	BP	BP	BP	BP	BP	BP	BP	BP
Duplex (two units)	NA	UP	BP	BP	BP	BP	BP	NA	UP	UP
Triplex (three units)	NA	NA	NA	NA	BP	BP	BP	NA	UP	UP
Multiple family (four or more units)	NA	NA	NA	NA	DR	DR	DR	NA	UP	UP
Mixed Use (Retail/Office/Residential)	NA	NA	NA	NA	NA	NA	NA	NA	UP	UP
Residential Care Facility ≤ 6 persons	NP	NP	NP	NP	NP	NP	NP	NP	NP	NP
Residential Care Facility > 6 persons	UP	UP	UP	UP	UP	UP	UP	UP	UP	UP
Emergency Shelter	NA	NA	NA	NA	NA	NA	NA	NA	UP	UP
Single-Room Occupancy	NA	NA	BP	BP	BP	BP	BP	NA	UP	UP
Manufactured Homes	BP	BP	BP	BP	BP	BP	BP	NA	UP	UP
Mobile Homes	BP	BP	BP	BP	BP	BP	BP	BP	UP	UP
Transitional Housing	NA	NA	UP	UP	UP	UP	UP	UP	UP	UP
Supportive Housing	NA	NA	UP	UP	UP	UP	UP	UP	UP	UP
Farmworker Housing	<i>This land use currently not regulated.</i>									

Most Significant Entitlement Required:  
 "NP" = No permit req'd, "NA" = Not allowed, "BP" = Building Permit, "DR" = Design Review Committee, "UP" = Use Permit

Source: City of Daly City Planning Division

The permit requirements for each housing type allowed in each zoning district are identified in Table HE-22. As identified in the table, the development review process is very expedient for new residential development proposed in a residential zone. Most approvals may be made at the staff level and Design Review Committee (DRC) approval is required only for those projects where four or more units are proposed, and for which an entitlement necessitating a public hearing is required. The DRC, which consists of the two City Council members appointed by the Mayor, has the ability to approve non-discretionary projects or discretionary projects that are exempt from the requirements of the California Environment Quality Act. Otherwise, City Council certification of either a Mitigated Negative Declaration (MND) or Environmental Impact Report (EIR) is required.

Despite the expediency of constructing new residential projects on residentially-zoned land, the most significant additions to the housing supply in Daly City has occurred in multiple-family apartment and condominium buildings exceeding 50 dwelling units per acre (see Table HE-27 on page 60). Due to permit requirements in place at the time of their construction, these types of buildings have typically been subject to a use permit (due to their location in the C-1 zone on Mission Street or Geneva Avenue), a subdivision map (because they involve a condominium), or both. In certain cases, typically involving projects outside the Mission Street/Geneva Avenue corridors, a rezoning may have also been required. In rare circumstances, an amendment to the General Plan Land Use Map may also be required as a part of project approval.

All subdivisions (including condominium maps) and use permits must be approved by the City Council with a recommendation from the Planning Commission. Typical findings of a residential subdivision include that the project is consistent with the General Plan, that the site on which the subdivision is to be located is physically suitable for the number of lots proposed, and that adequate infrastructure exists to serve the proposed subdivision. The findings for a use permit are similar, adding that the use is compatible with surrounding uses and the neighborhood character and that the project would not jeopardize the public health, safety, and welfare. Rezoning and General Plan amendments are legislative acts and are therefore not subject to written findings.

**Table HE-23: Typical Processing Time by Type of Approval**

Type of Approval or Permit	Typical Processing Time	Approval Body
<b>Zoning Entitlements</b>		
Building Permit (ministerial projects)	1 to 4 weeks	Staff
Design Review	4 to 6 weeks	Design Review Committee †
Use Permit	8 to 10 weeks	City Council
Variance	8 to 10 weeks	City Council
Coastal Development Permit (coastal zone only)	8 to 10 weeks	City Council ††
Parcel Maps	10 to 12 weeks	City Council
Subdivision Maps	10 to 12 weeks	City Council
Zone Change (to traditional zones)	10 to 12 weeks	City Council
Zone Change (to planned development zoning)	12 to 16 weeks	City Council
General Plan Amendment	12 to 16 weeks	City Council
† Processed concurrently for items approved by City Council      †† May be appealed to Coastal Commission		
<b>Environmental Review</b>		
Mitigated Negative Declaration	10 to 12 weeks	City Council
Environmental Impact Report	24 to 36 weeks	City Council

Source: City of Daly City Planning Division

The time it takes for developers to secure any of the above entitlements varies depending upon many factors such as the nature, size, location, and complexity of the project, including the involvement of

other agencies. Table HE-23 identifies the typical processing time most common in the entitlement process. It should be noted that, for projects requiring more than one entitlement, the City processes these entitlements concurrently. For example, the condominium map and environmental review for a new mixed-use project could be processed concurrently with the City Council's consideration of the subdivision map for the project. In 2008, the City Council adopted revisions to the Zoning Ordinance to allow concurrent processing of design review and other discretionary approvals that required Planning Commission and City Council approval. This change removed the requirement for projects which had been approved by the City Council to return to the Design Review Committee for additional review.

As identified in Table HE-23, typical permit processing times range from one week for simple projects where only a building permit is required to several months for more complicated projects involving substantial environmental review. Projects that require the preparation and adoption of an Environmental Impact Report (EIR) are subject to the greatest processing time, often exceeding six months. The requirement for an EIR preparation is however extremely rare as the City has in most instances determined that a Mitigated Negative Declaration is sufficient for most residential development projects.

Of the sites identified on Table HE-26 on page HE-59, only two required the preparation of the EIR. The remaining projects were either processed through the adoption of either a Mitigated Negative Declaration or a determination that the project is exempt from CEQA. The Act grants exemptions to projects to urban in-fill sites that are five-acres or less in size, have adequate infrastructure in place to accommodate the number of units proposed, and do not require rezoning or General Plan amendment.

To assist in streamlining the development review process, the City has established design guidelines for both new single-family homes and mixed-use development. In anticipation that the City will receive more applications for larger mixed-use buildings, especially along Geneva Avenue and Mission Street, Task HE-3.2 on page 68 has been added to this Housing Element which commits the City to reviewing the existing mixed-use design guidelines to ensure that the guidelines address instances where higher-density development is proposed adjacent to lower-density neighborhoods.

In addition to design guidelines, the City offers developers an opportunity to receive feedback from a two-member ad hoc City Council Committee prior to committing to the entitlement process. These Committee meetings are particularly useful to developers of affordable housing projects, where potential issues can be scoped in the initial stages and resolved to minimize or avoid the creation of conflicts or controversy that could derail an affordable housing project.

Policies relating specifically to removing the requirements for use permit approvals for residential projects in commercial zones, transitional/supportive housing, and homeless shelters have been added to this Housing Element (see Tasks HE-14.1 and HE-14.2). A complete discussion of the emergency homeless shelters and transitional/supportive housing can be found on pages 33 through 36.

In terms of entitlement processing for emergency shelters and transitional housing, the City of Daly City has historically deferred to the San Mateo County Office of Housing, which has taken the lead role in San Mateo County to evaluate and provide for homeless population needs, facilities and services. This County Office has concluded, based on the most recent study (Summer 2001), that homeless needs for Daly City in addition to other neighboring communities are being served and met by the year-round operation of Safe Harbor in South San Francisco. Safe Harbor is an emergency shelter closest to Daly City and most likely to serve Daly City residents needs for homeless facilities. Homeless counts and needs assessment by the County occurs annually and biennial, respectively. No requests have been received for added emergency shelters.

Emergency shelter for special needs populations is accommodated by the organizations that serve those particular populations and needs. When approached by these organizations the City has historically provided appropriate assistance as needed. Regarding transitional housing, the City has worked with non-profit organizations and governmental agencies to assess needs, evaluate sites, and

determine operational and acquisition costs. Otherwise, the City has not received nor expects to receive within the term of this Housing Element Update a request for new construction of these facilities. More commonly, existing buildings are being adapted for reuse to accommodate these needs rather than new buildings being constructed, typically without requiring any discretionary permits.

The City currently has no special review process for emergency shelter or transitional housing facilities. However, this Housing Element mandates amendments to the Daly City Zoning Ordinance to allow emergency shelters as a permitted land use within the Zoning Ordinance and without the requirement for a use permit in the C-MU (Commercial Mixed-use) zone district. These amendments are anticipated to be adopted at the conclusion of the General Plan update process in 2010.

*Infrastructure Limitations.* Since the vacant, residentially zoned properties are either small or moderate in size and are scattered throughout the City, it is unlikely that any development will create a serious, additional demand on existing services and infrastructure (i.e., water, distribution lines, sewer collection system, etc.).

The North San Mateo County Sanitation District completed a \$23 million modification to its treatment facility, increasing capacity from 8 million gallons per day to 10.3 million gallons per day. This expansion, completed in 1990, was in response to a serious lack of capacity that resulted in a sewer connection moratorium during 1986-87. The expanded capacity will easily serve all projected new growth.

Daly City's water system should also be adequate to serve future needs. Portions of the system, including the Bayshore neighborhood, will need expanded storage capacity to meet future fire flow requirement for residential development. In addition, Daly City is working with the San Francisco Public Utilities Commission to address integrated resource management issues associated with conjunctive use of supplemental surface water to recharge groundwater supplies, and development of tertiary recycled water as an irrigation source to local golf courses. These strategies are intended to extend available resources to meet projected water needs, but none of these improvements are perceived to pose a significant limitation to long-term residential growth.

*Constraints on Housing for Persons with Disabilities.* Under SB 520 passed in 2001, State Housing Element law was amended to require localities to "analyze potential and actual constraints upon the development, maintenance and improvement of housing for persons with disabilities and demonstrate local efforts to remove governmental constraints that hinder the locality from meeting the need for housing for persons with disabilities."

With regard to fulfilling this requirement, the City has existing procedures and policies that enhance accessibility in its residential housing. The City enforces the accessibility provisions under Title 24 of the California Codes that apply to new construction of multifamily development with three or more dwelling units. The City staff also accepted individual requests for special accommodations (e.g. allowing second units on the first floor of a house without meeting minimum parking requirements in order to help a physically disabled family member who cannot climb stairs) and works with the property owner to have them implemented.

The City has also supported programs over the years to enable lower income households, including those with persons with disabilities, an opportunity to maintain and improve their housing, while providing them with needed financial relief. The City's Residential Rehabilitation Program, which offers grants and low interest loans, and the nonprofits, North Peninsula Neighborhood Services and Rebuilding Together, both of whom provide grants to low-income households as well, allow accessibility modifications as eligible activities. Another nonprofit, Center for the Independence of the Disabled (CID), solely undertakes accessibility improvements to housing for a person with disabilities. All four programs are funded annually with City CDBG funds.

Notwithstanding these efforts, some constraints on housing for persons with disabilities remain. One impediment is the City's outdated definition of "family," which the Zoning Ordinance presently defines as "a person or group of persons related by blood, marriage or adoption living together as a single

housekeeping unit ...". To address this issue, Task HE 16.2 in this Housing Element mandates that the City amend the Zoning Ordinance to revise the definition of family to comply with State and federal fair housing laws, and that the new definition shall not distinguish between related and unrelated persons, nor shall it impose limitations on the number of persons that may constitute a family.

With respect to ensuring that residential development regulations contain flexibility to accommodate the special needs of the physically disabled, Task HE 15.3 mandates that the City establish a reasonable accommodation procedure that provides ministerial (administrative) relief from the various land-use, zoning, or building regulations that may constrain housing opportunities for persons of disabilities. Additionally, Task HE 15.4 amends the City's second unit regulations to establish clear procedures for providing administrative relief from the second unit parking requirement in circumstances where the parking requirement would otherwise prevent the construction of a second unit for a disabled person.

### **Non-Governmental Constraints**

Constraints attributable to the private market that affect the improvement, maintenance and production of housing are generally categorized as non-governmental constraints. The imbalance between housing supply and demand makes housing costs in the Bay Area among the nation's highest. The high costs of development, financing, and land are the greatest barriers to the provision of affordable housing.

*Land Costs.* Daly City's proximity to the San Francisco employment center and the rapidly increasing job opportunities there have created an environment which makes Daly City a desirable place to live. Market forces continue to push land costs upward resulting in an increase in housing costs. As the cost of housing rises at a much greater rate than income, there is a decreasing opportunity for home ownership to a growing proportion of Daly City residents. Additionally, there is an increasing number of households who can barely afford the home they purchased and, as a result, cannot afford expenditures on routine maintenance and repair.

*Market Conditions.* Another potential constraint to housing rehabilitation in some portions of Daly City is the uncertainty some property owners may feel toward the long-term prospects for upgrading a neighborhood. Areas where this could be a constraint are generally the older neighborhoods east of Interstate 280.

Many of the current building condition problems stem from the inability of some Daly City residents to pay for well-maintained, standard housing. In this regard, the housing problem is basically a problem of poverty. A low-income family cannot pay prevailing rents for decent housing without imposing a severe strain on the family budget. They have two choices: spend an inordinately high percentage of income to get a standard unit or spend a more reasonable amount and accept substandard housing.

Landlords may face a similar dilemma. Revenues received from a building must match the operating cost, including mortgage payments, taxes, insurance and basic upkeep. If there are no tenants willing or able to pay the amount needed to maintain the building in good condition, costs are usually reduced by cutting back on maintenance and repair. Ignoring needed repairs causes the building to deteriorate and with it the neighborhood.

*Construction Costs.* Based on building cost estimator guides, the cost of constructing a wood-frame, single-family residence in the Bay Area has increased significantly since 1980 with lumber, concrete and labor constituting the most rapidly rising components. The construction cost, without considering land costs, financing, etc., for an average single-family home in Daly City is approximately \$200,000. The cost of a single-family lot that can be built on varies depending on the characteristics of the property (e.g. sloped) and location. A 2,500 square foot lot will cost from \$300,000 to \$400,000.

*Availability of Financing.* Financing costs reached an all-time high in the first part of this decade. The lack of affordable financing has led to a proliferation of creative financing packages including variable rate mortgages, balloon payments, interest-only loans, equity participation and other techniques. The

long-term outlook for interest rates is highly uncertain, and will be influenced by such factors as deficit spending by the federal government, federal housing policy, borrowing needs of businesses and individuals, and the monetary policy of the Federal Reserve Board. These are all factors over which Daly City has little or no influence. In the spirit of the overall Housing Goal, the City must recognize the constraints in establishing realistic policies. The City has and should continue to sponsor and/or administer interest rate reducing programs (e.g. Housing Revenue Bond and Residential Rehabilitation Programs that benefit specific groups like low and moderate income households, first-time home buyers, and groups with special needs).

## Regional Housing Needs Assessment

State law requires that a local Housing Element include a projection of the housing units by income category for the forthcoming planning period and that the Association of Bay Area Governments (ABAG) determine the existing and projected regional housing needs of the Bay Area as well as each city's share of that regional need. The Government Code states that, "...a locality's share of the regional housing need includes that share of the housing need of persons at all income levels within the area significantly affected by the jurisdiction's general plan." Within San Mateo County, ABAG acknowledged the formation of the subregion for the purpose of developing the Regional Housing Need Allocation (RHNA) in 2006. Daly City, together with 20 other jurisdictions within the County, participated in the development of the RHNA identified within this section.

### Income Definitions (Federal)

The United States Department of Housing and Urban Development (HUD) identifies the five income categories below for the development of the Consolidated Plan and Strategy for Housing and Community Development, which is prepared every five years by City of Daly City as required by federal mandate. Through each of these categories, the Federal Government sets the maximum dollar amount that a household should pay for housing. By the current standard, the amount that a household pays for housing should not exceed 30 percent of their gross income for rent or mortgage payments including utility costs. Households that pay more than 30 percent of gross income for housing are considered to have a cost burden, while households paying 50% or more for housing are considered to have an extreme cost burden.

Extremely Low-income:	A household earning 30 percent or less of the area median income. In 2009, a family of four earning \$33,950 or less in San Mateo County is considered to fall within the extremely low-income category.
Very Low-income:	A household earning between 31 and 50 percent of area median income. In 2009, a family of four earning between \$33,950 and \$56,550 in San Mateo County is considered within the very low-income category.
Lower-Income:	A household earning between 51 and 80 percent of the area median income. In 2009, a family of four earning between \$56,550 and \$90,500 in San Mateo County is considered within the lower-income category.
Moderate Income:	A household earning between 81 and 120 percent of the area median income. In 2009, a family of four earning between \$90,500 and \$116,150 in San Mateo County is considered within the moderate-income category.
Median Income:	The point at which 50 percent of all households earn more and 50 percent earn less than the area median income. In 2009, the median income for a family of four in San Mateo County is \$96,600.

## Income Definitions (State)

The State of California Department of Housing and Community Development (HCD) uses federally defined income categories as a basis to administer their housing programs. The Association of Bay Area Governments (ABAG) calculates future housing needs using the five income categories of:

- Very low (50 percent or less of the area median income)
- Low (51 to 80 percent of the area median income)
- Moderate (81 to 120 percent of the area median income) and
- Above moderate (greater than 120 percent of the area median income)

However, ABAG incorporates the federal definitions of income in their existing need since the existing need estimates are derived from HUD calculations.

## Regional Housing Needs Allocation (RHNA)

Housing Element law requires a quantification of Daly City's share of the regional housing need as established by the Association of Bay Area Governments (ABAG) in its Regional Housing Need Plan (RHNP). The Regional Housing Need Allocation (RHNA) for Daly City represents the minimum projection of additional housing units needed to accommodate household growth of all income levels by the end of the housing element's statutory planning period (June 30, 2014). As shown in Table HE-24, the City must demonstrate that it can accommodate a total of 1,207 new dwelling units distributed among five income categories by 2014.

**Table HE-24: Regional Housing Need Allocation ("RHNA") 2009 to 2014**

<b>Income Category</b>	<b>RHNA 2009-2014</b>	<b>Annual Construction Requirement</b>	<b>Maximum Income (2009)</b>
Extremely Low	120	24	\$ 33,950
Very Low	121	24	\$ 56,550
Low	121	24	\$ 90,500
Moderate	338	68	\$ 114,000
Above Moderate	507	101	
	1,207	241	

**Source:** Association of Bay Area Governments (ABAG); HUD

**Notes:** Maximum sales price assumes 30 percent GAI devoted to PITI, 10 percent down on 6.25%, 30yr fixed loan, \$350 HOA dues; maximum rental price for three-bedroom unit, assuming maximum 30 percent GAI devoted to rent; The RHNA projects a housing need of 241 total very low-income units, of which 50 percent is estimated here to be extremely low-income. Maximum incomes are for a four-person household.

## Adequate Sites Inventory and Analysis

This section will demonstrate that existing zoning, together with tasks identified in this Housing Element to amend the zoning regulations affecting several parcels identified on Table HE-27, that the City of Daly City provides a sufficiently zoned number of parcels capable of accommodating the 1,207 dwelling units allocated to Daly City by the Regional Housing Need Allocation between the years 2009 and 2014.

## Units Approved, Under Construction, or Built

According to State guidelines, Daly City may count housing units approved, under construction, or built since January 1, 2007 toward satisfying its RHNA goals for this planning period. Table HE-26 on page [insert page] identifies the total number of built, approved, or under construction in Daly City since January 1, 2007. Of these units, 38 are affordable for extremely low-, 30 are affordable for very low-, 46 for low-, 33 for moderate-, and 366 above-moderate income households. Units affordable to extremely low-, very low-, low- and moderate-income households shown in Table HE-26 are deed restricted affordable units produced through the affordable housing agreements between the City and developers, disposition and development agreements (when Redevelopment Agency funding or property has been utilized in the construction), or through project conditions of approval.

## Remaining Housing Need

In addition, Table HE-25 identifies Daly City's remaining housing need for the planning period. This calculation is achieved by subtracting the number of housing units built, approved, or under construction since January 1, 2007 from Daly City's current 1,207-unit RHNA within each income affordability category. As shown in the table, 513 units have been built, approved, or under construction within this planning period, resulting in a remaining housing need of 694 units. This remaining need is allocated among 82 units for extremely low-, 91 units for very low-, 75 units for low-, 305 units for moderate-, and 141 units for above-moderate income households.

The City of Daly City is obligated by State law to ensure that appropriately zoned land exists in the city that would allow construction of all of these 694 units. To address this requirement, Table HE-16 contains a list of those vacant and underutilized sites in Daly City that have the potential, if developed, to address the 694-unit remaining housing need identified in Table HE-26. Like Table HE-26, Table HE-27 on page 60 identifies the remaining need by income affordability category.

A summary of the information provided in Tables HE-26 and Table HE-27 is as follows:

**Table HE-25: Summary of Regional Housing Need Allocation Compliance**

	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Regional Housing Needs Allocation (RHNA) 1999-2007 [A]	120	121	121	338	507	1207
Units Build, Approved, or Under Construction Since 1/1/07 [B]	38	30	46	33	366	513
Remaining Housing Need [A minus B]	82	91	75	305	141	694
Total DU Potential from Table HE-X	38	115	76	305	229	763
Total Affordable DU Surplus/Deficit	-44	24	1	0	88	69
Total Affordable DU Potential from Table HE-X On Sites Designated for Residential Uses Only [D]	28	85	56	226	169	565
Percent of Affordable Units On Sites Designated for Residential Uses Only [D/C]	74%	74%	74%	74%	74%	74%
<b>Affordability/RHNA Requirement Satisfied</b>	<b>No<sup>†</sup></b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>	<b>Yes</b>

## Tasks Necessary to Address Shortfall of Adequate Housing Sites

As identified in Table HE-25, the sites identified in Table HE-27 are sufficient to address both the Regional Housing Need Allocation for all income affordability categories except the Extremely Low-Income category where a deficit of 44 units is present. To address this deficit, the City has developed tasks to increase the number of second units in Daly City and, in particular, smaller second units which are those most likely to be affordable to households of extremely low-income, i.e., less than \$33,950 for a four-person household. They are as follows:

- Remove an existing 16 dwelling unit per acre cap presently imposed in Daly City's older neighborhood and instead align the density applicable to second unit to be consistent with the General Plan density. The requirement to complete this amendment to the Zoning Ordinance is identified as Task HE-5.1 on page 69;
- Remove the parking requirement for small units inside small homes that conform to the City's parking regulations. The requirement to complete this amendment to the Zoning Ordinance is identified as Task HE-5.2 on page 69; and
- Eliminate the requirement for owner-occupancy for second units where the applicant for a non-owner occupied second unit can demonstrate that the entire property is subject to professional property management by means of a written contract supplied to the City. The requirement to complete this amendment to the Zoning Ordinance is identified as Task HE-5.3 on page 70.

On average, there are about ten applications for second units approved each year. While there are many inquiries from homeowners about potentially adding a second unit to their home, many homeowners are disallowed from doing so either because their property is of insufficient size to support the amount of parking required for a second unit, the neighborhood density will not support additional units, or the home is not occupied by the homeowner. The changes identified above are targeted toward broadening the City's existing second unit program in a way that would allow smaller second units in Daly City's older neighborhoods which are within walking distance to transit and retail/eating establishments on Mission Street. Staff estimates that these modifications could double the number of permissible second units each year dispersed throughout the City, effectively addressing the 44-unit City extremely low-income housing supply deficit identified in Table HE-27. Evaluations of second unit affordability in Daly City have historically shown that the sub-\$800 rental market is provided almost entirely in the city's existing second unit housing stock. As part of the program to expand the amount of the smaller, more affordable second units in Daly City, this Housing Element also commits the City to monitoring second unit construction and rental activity on an annual basis and reporting this information in the City's General Plan Annual Report in Task HE-5.5.

In order to fully comply with the State's "by right" requirement, which mandates that sites necessary to satisfy the City's RHNA not be subject to conditional use permit or other discretionary approvals, it will be necessary for the City to complete the following amendments to the Zoning Ordinance:

- Remove the use permit requirement for mixed-use projects located in the (future) C-MU Commercial Mixed Use zone that provide a residential component resulting in an overall net density of at least 30 dwelling units per acre and which also contain a first-floor commercial component that occupies a proportion of the total building area identified by the Zoning Ordinance. The requirement to complete this amendment is identified as Task HE-6.1 on page 69;
- Amend the Sullivan Corridor Specific Plan to allow the density designation and floor area ratio sufficient to permit the dwelling unit count identified on Table HE-15 for the 1.38-acre site located at the northwest corner of Bryant Street and Pierce Street. The requirement to complete this amendment is identified as Task HE-6.2 on page 116; and

- Rezone the one-acre site located at 169 First Avenue to a residential zone capable of permitting at least 20 dwelling units per acre. The requirement to complete this rezoning is identified as Task HE-6.3 on page 116.
- Amend the planned development zoning (PD #46) for the 2.49-acre 1050 St. Francis Boulevard site identified in Table HE-27 to remove the 36 dwelling unit maximum presently imposed by the zoning. The maximum density shall instead reflect the permitted General Plan Medium Density designation currently attributable to the site, i.e., 35 dwelling units per acre. The requirement to amend the planned development zoning is identified as Task HE-6.4 on page 116.
- Amend the BART Station Specific Plan to redesignate the three-parcel site totaling 1.73 acres situated north of East Market Street between Mission Street and First Street to the Neighborhood Commercial Residential Above specific plan designation, modify the development parameters (e.g., maximum number of stories) to ensure that the development allowance is consistent with other parcels in the (new) C-MU Commercial Mixed-Use zone, and rezone the site concurrent with the establishment of the C-MU zone for all other Mission Street parcels. The site is currently designated Neighborhood Commercial in the BART Station Specific Plan. The requirement to amend the specific plan is identified as Task HE-6.5 on page 116.

### **Affordability Assumptions**

Table HE-27 allocates units by income level using “default density” standards established by the California Department of Housing and Community Development (HCD). The default density standard for Daly City is 30 dwelling units per acre. This means that if a site permits residential densities of 30 dwelling units per acre or more, HCD must accept housing capacity on the site as appropriate for accommodating Daly City’s housing need for “lower-income” households. If a site does not allow a residential density of 30 dwelling units per acre or more, housing capacity on the site must be assumed to be affordable only for above moderate-income levels.

For sites that meet the default density standard, State law is silent on specific affordability level assumptions (e.g. extremely low, very low, low or moderate). Based on historic affordability levels and new policies and actions in the Housing Element, Daly City has assumed approximate affordability levels of ten percent for extremely low-, seven percent for very low-, ten percent for low-, 15 percent for moderate- and the remainder for above moderate-income households. The unit allocation among income categories in Table HE-27 reflects these assumptions.

### **Realistic Development Capacity Assumptions**

This Housing Element utilizes the following assumptions regarding the realistic development capacity of sites identified on Table HE-27, which have been segmented to sites which are anticipated to be exclusively residential and sites that are anticipated to be mixed-use in nature.

*Sites zoned exclusively for residential uses.* Of the 22 housing sites on the Potential Housing Sites Inventory List, 15 sites are subject to zoning regulations which allow exclusively residential uses. The anticipated density on these sites ranges from 15 dwelling units per acre to 50 dwelling units per acre, largely reflecting the *maximum* permissible General Plan density currently attributable to each of these sites. The City has assumed that development will occur at or near the maximum permissible density because development trends in Daly City have historically supported this assumption. Of the 16 residential housing projects proposed over the past 20 years in traditional residential zones (exclusive of new projects in planned development zones), all multi-family housing development has maximized the density allowed by the General Plan Land Use Map and all single-family proposals have utilized the smallest permissible lot size allowed by the zoning.

*Sites not zoned exclusively for residential uses.* The remaining seven sites on the Potential Housing Sites Inventory List are not zoned exclusively for residential uses and are characterized as “underutilized” sites located in either the Mission Street or Geneva Avenue corridors, meaning that property owners have either expressed an interest in redeveloping their properties or have previously obtained land use entitlements to do so. These corridors are more urban in nature than other areas in Daly City and development within them has historically exceeded 50 dwelling units per acre. Examples of recent projects built at similar densities include: Hillcrest Gardens – 35 Hillcrest Drive (100 du/ac), Vista Grande – 6730 Mission Street (63 du/ac), Schoolhouse Station – 99 School Street (67 du/ac), The Geneva Condominiums (57 units per acre), and Landmark Daly City (56 units per acre). Each of these projects replaced previously existing uses and all, except for Hillcrest Gardens, contains a mixed-use ground level retail component.

Both the Mission Street and Geneva Avenue corridors are presently zoned C-1 Light Commercial and are identified for rezoning to C-MU Commercial Mixed Use in Task HE-3.1 primarily as a means to promote housing construction with ground floor retail uses through a more streamlined development review process than currently exists. Neither the existing General Plan Land Use Element nor the Zoning Ordinance identifies a maximum residential density in the Retail and Office General Plan designation or C-1 Light Commercial zone designation for these areas. The new land use element C-MU zoning which replaces the existing C-1 zoning will also likely not impose density limitations. Parking and ground level retail proportions to be introduced as part of the new C-MU zoning will provide unit limits on individual development projects.

Given the recent downturn in the housing market, it has been the City's experience that developers will more likely pause the development review process than reduce the number of units to allow the project to advance. The reasons for this are complex, but most likely related to the fact that many developers purchased property for residential or mixed-use projects during the last period of economic growth when land values on the San Francisco Peninsula reached historical highs.

### **Non-Vacant Housing Sites**

Of the 22 sites identified in Table HE-27, 12 sites are occupied by existing structures or parking lots. Of these 12 sites, six sites are occupied by existing greenhouses, nurseries, and other agricultural land uses which have an improvement-to-land value ratio of less than 1.0, supporting the notion that redevelopment of these properties is feasible and even likely, given the history of sites with agricultural uses being converted to residential uses in Daly City. For example, the site at 89 Second Avenue (.46 acres), which is currently for sale, is presently occupied by both a greenhouse and a single-family home. The real estate listing for the property identifies the site as a potential multi-family housing site.

Of the remaining six sites intended to meet the RHNA, only five sites have significant existing buildings (one site is occupied by a church parking lot that is not necessary to provide required parking by the church which owns it). A complete analysis of these sites is as follows:

*6800 Mission Street.* This 0.42-acre privately-owned site was approved by the City Council in November 2006 for a mixed-use building encompassing 36 condominium units and approximately 6,000 square feet of ground-level retail. The site, which is presently occupied by a non-operational automobile dealership, is presently for sale. The condition of the building, constructed in the 1950s, is poor and the land-to-property value ratio for this is 0.008. The real estate listing for the property identifies the site as a potential multi-family housing site.

*6824 Mission Street.* This 0.36-acre publicly-owned site is presently occupied by a non-operational 800-square foot auto sales office. The site was acquired by the Daly City Redevelopment Agency in 2007 and is intended for redevelopment as a mixed-use building encompassing ground level retail with residential uses above. The condition of the building, constructed in the 1940s, is also poor, and the land-to-property value ratio for this is 0.38. This site is immediately adjacent to the mixed-use building at 6800 Mission Street described above and, for this reason the Total Development Capacity assumption in

Table HE-27 reflects the same density that was proposed and approved as part of the 6800 Mission Street project.

*6031/6041 Mission Street.* This 0.13-acre privately owned site is currently occupied by an operational auto repair garage that the current property owner intends to tear down and build an 11-unit mixed-use building, as reflected in the owner's development application. The condition of the building, constructed in the 1940s, is poor, and the land-to-property value ratio for this is 0.70. The development capacity identified in Table HE-27 reflects both the number of units identified at this location and a City staff assessment that the 11 units on the site could be built upon the property subject to the parking reductions proposed in this Housing Element.

*East Market Street between Mission Street and First Street.* This 1.73-acre privately owned site consists of three parcels owned by a single entity which has expressed interest in redeveloping all or a portion of the site. A roughly 0.37-acre portion of the site is vacant, with the balance of the site occupied by existing operational retail buildings, an operational bank and the parking and drive aisles associated with these uses. The combined land-to-property value ratio for the entire site is 0.69, although the ratio for the parcel which contains the bank is 2.7. Because of the high land-to-property value ratio associated with the bank, the 0.74-acre figure identified in Table HE-27 omits the bank portion of the property together with a 0.78-acre portion of the site associated with the bank parking lot.

The development capacity identified in Table HE-27 for this site reflects a modest estimate of the potential density of the site at 40 dwelling units per acre, roughly half the density approved at 6800 Mission Street and three-quarters the density constructed at Landmark Daly City (6501 Mission Street). To allow a mixed-use development containing residential uses and to ensure the most comprehensive development project, it will be necessary to amend the BART Station Specific Plan to redesignate the three-parcel site totaling 1.73 acres situated north of East Market Street between Mission Street and First Street to the Neighborhood Commercial Residential Above specific plan designation, modify the development parameters (e.g., maximum number of stories, site coverage, etc.) to ensure that the development allowance is consistent with other parcels in the (new) C-MU Commercial Mixed-Use zone, and rezone the site concurrent with the establishment the C-MU zone for all other Mission Street parcels. The site is currently designated Neighborhood Commercial in the BART Station Specific Plan. The requirement to complete this rezoning is identified as Task HE-6.5 on page 70.

*1698 Bryant Street.* This 1.38-acre privately owned site is currently occupied by an operational auto repair garage that has previously been considered by a non-profit housing developer for the construction of 48 apartments. The condition of the building, constructed in the 1950s, is average, and the land-to-property value ratio for this site exceeds 3.0, due in large part to an extremely low (\$22,000) land value attributable to the site per the San Mateo Tax Collector. The development capacity identified in Table HE-27 reflects the density advanced as a part this developer's proposal and a City staff assessment that 48 apartments could be built upon the property subject to both the parking reductions proposed in this Housing Element and an amendment to the Sullivan Corridor Specific Plan which would allow the density designation and floor area ratio sufficient to permit at least 48 dwelling units on the site. The overall site density with this number of units would be 35 dwelling units per acre. Monarch Village, with a density of 65 dwelling units per acre, is under construction immediately across Pierce Street from the subject parcel. The requirement to complete the Sullivan Corridor Specific Plan Amendment is identified as Task HE-6.2 on page 116.

**Table HE-26: Units Built, Approved, and/or Under Construction, January 1, 2007 to July 1, 2009**

Project	Location	Site Size	Permitted Density	Status	Funding Source	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total
Hillcrest Gardens Senior Apartments	35 Hillcrest Boulevard	0.40 ac	100 du/ac	Built	ABHOW, HOME, CDBG, HEART, DCRA, HUD	38	1	1	0	0	40
Monarch Village Senior Apartments	165 Pierce Street	3.18 ac	65 du/ac	Construction	Private financing	0	0	16	16	176	208
The Geneva Condominiums (Mixed Use)	2665 Geneva Avenue	1.26 ac	57 du/ac	Built	Private financing	0	0	11	0	61	72
Landmark Daly City Condominiums (Mixed-Use)	6501 Mission Street	1.70 ac	56 du/ac	Built	Private financing	0	0	0	14	81	95
Habitat for Humanity Multifamily	7555 Mission Street	0.69 ac	52 du/ac	Approved	DCRA, HOME, HCD	0	18	18	0	0	36
Annie Street Duplexes	1626-1636 Annie Street	0.22 ac	27 du/ac	Built	Private financing	0	0	0	0	6	6
Edgeworth Duplexes	1645 Edgeworth Ave	0.18 ac	22 du/ac	Approved	Private financing	0	0	0	0	4	4
Kauai Estates	900 Crocker Avenue	0.40 ac	18 du/ac	Built	Private financing	0	0	0	0	7	7
Accacia/Velasco Single Family Homes	Accacia/Velasco	0.69 ac	17 du/ac	Approved	Private financing	0	0	0	0	12	12
Zita/Eastmoor Townhomes	211 Eastmoor Avenue	1.00 ac	17 du/ac	Approved	Private financing	0	0	0	3	14	17
Annie Street Single Family Homes	1616-1624 Annie Street	0.34 ac	15 du/ac	Built	Private financing	0	0	0	0	5	5
Habitat for Humanity Single Family Homes	301 - 313 Habitat Way	0.49 ac	14 du/ac	Built	PHH, HOME	0	7	0	0	0	7
Habitat for Humanity Single Family Homes	523 - 539 De Long Street	0.29 ac	14 du/ac	Built	PHH, HOME, DCRA	0	4	0	0	0	4
<b>Units Constructed, Approved, or Proposed Since January 1, 2007</b>						<b>38</b>	<b>30</b>	<b>46</b>	<b>33</b>	<b>366</b>	<b>513</b>
<b>Regional Housing Needs Allocation (RHNA) 1999-2007</b>						<b>120</b>	<b>121</b>	<b>121</b>	<b>338</b>	<b>507</b>	<b>1207</b>
<b>Remaining Housing Need</b>						<b>82</b>	<b>91</b>	<b>75</b>	<b>305</b>	<b>141</b>	<b>694</b>

**Table HE-27: Potential Housing Sites Inventory List**

Map #	Reference Name (owner name)	Location	General Plan Designation	Zoning	Existing Use	Site Size	Permitted Density (du/ac)	Extremely Low	Very Low	Low	Moderate	Above Moderate	Total Development Capacity	Notes
1	Gigli (former) properties (DCRA)	6824 Mission Street (APN 003 172 170)	Retail/Office Commercial†	C-1 Light Commercial	Mixed-Use Building	0.36	86	2	5	3	12	9	31	Zone text amendment required (see Policy HE X.X)
2	Mission Street Mixed Use (Alpha Group)	6800 Mission Street	Retail/Office Commercial†	C-1 Light Commercial	Auto dealership (non-operational)	0.42	86	2	5	4	14	11	36	Approved prior to 1/1/2007; all approvals valid
3	6031/6041 Mission Street (Britton)	6031 Mission Street (004-154-340 and 350)	Retail/Office Commercial†	C-1 Light Commercial	Retail building	0.13	83	1	2	1	4	3	11	Zone text amendment required (see Policy HE 6.1)
4	Geneva Avenue bet. Pasadena/Castillo (Schembri/Waldman)	2321 and 2333 Geneva Avenue (APN 005 061 010 thru 070)	Retail/Office Commercial†	C-1 Light Commercial	Vacant land	0.37	57	1	3	2	8	6	21	None
5	Geneva/Rio Verde NE Corner (Patel)	[no assigned address] (APNs 005 065 120, 130, 140, and 190)	Retail/Office Commercial†	C-1 Light Commercial	Vacant land	0.35	57	1	3	2	8	6	20	None
6	Castle/Third Greenhouse Site	89 Third Street (APN 006 234 030)	Residential High Density	R-3 Multiple-Family Residential	Greenhouse and existing home	0.46	50	1	3	2	9	7	23	None
7	Serramonte Condominiums	[no assigned address] (APN 091 247 080)	Residential High Density	Planned Development	Vacant land	4.00	50	10	30	20	80	60	200	None
8	130 Station Avenue (Uniacke)	130 Station Avenue	Residential High Density	R-3 Multiple-Family Residential	Vacant land	0.23	50	1	2	1	5	3	12	None
9	Brunswick Street across from Chelsea Court (Mormon Church)	[no assigned address] (APN 003 210 260)	Commercial Retail and Office	C-2 Heavy Commercial	Vacant land	1.15	43	3	8	5	20	15	50	None
10	E. Market between Mission Street and First Street (Garibaldi)	[no assigned address] (APNs 006 251 210, 220, and 230)	Retail/Office Commercial†	C-1 Light Commercial	Office building and vacant land	0.74	40	1	4	3	12	9	30	Zone text amendment required (see Policy HE 6.5)
11	Serramonte Del Rey (JUHSD)	[no assigned address] (APN 091 211 230)	Office Commercial	Planned Development	Closed high school site (vacant portion)	4.97	35	9	26	18	70	53	175	None
12	Samoa Church Property	[no assigned address] (APN 005 067 210 and 220)	Residential Medium Density	R-2 Two-Family Residential	Parking lot	0.57	35	1	3	2	8	6	20	None
13	St. Francis Court Condominiums (Skyline Heights Partners)	1050 St. Francis Boulevard (APN 091 211 340)	Residential Medium Density	Planned Development	Vacant land	2.49	35	4	13	9	35	26	87	Zone text amendment required (see Policy HE 6.4)
14	Bryant Street Apartments	1698 Bryant Street (APN 006 346 140)	Commercial Retail and Office (C-R/O)	Residential Retail Commercial (C-R/R)	Auto repair (operational)	1.38	35	2	7	5	19	14	48	Zone text amendment required (see Policy HE 6.2)
15	First Avenue Greenhouses (Alioto)	169 First Avenue (APN 006 252 080)	Residential Medium-Low Density	Interim District	Greenhouses	1.00	20	0	0	0	0	20	20	Zone map and text amendment required (see Policy HE 6.3)
16	Washington/Bryant Greenhouse Site	[no assigned address] (APN 006 345 070)	Residential Retail Commercial (C-R/R)	Residential Retail Commercial (C-R/R)	Nursery (no structures)	0.34	15	0	0	0	0	5	5	None
17	Edgeworth Greenhouse Site (Shimamoto)	No address assigned (APN 006 346 170)	Residential Retail Commercial (C-R/R)	Residential Retail Commercial (C-R/R)	Greenhouse	0.17	15	0	0	0	0	3	3	None
18	Edgeworth/Washington Greenhouse Site	[no assigned address] (APNs 006 344 020 and 160)	Residential Retail Commercial (C-R/R)	Residential Retail Commercial (C-R/R)	Greenhouse and nursery	1.02	15	0	0	0	0	15	24	None
19	Calgary Street/Rio Verde single family (Baldini)	55 Calgary Street (APNs 005 064 260 and 280)	Retail/Office Commercial†	Planned Development	Vacant land	0.34	23	0	0	0	0	8	8	None
20	Rio Verde greenhouses (Perlite)	[no assigned address] (APN 005 064 210)	Residential Medium-Low Density	R-1 Single-Family Residential	Greenhouses	0.40	20	0	0	0	0	7	7	None
21	Lisbon Street Greenhouse Site (Podesta)	640 Lisbon Street (APN 006 453 020)	Residential Medium-Low Density	R-1 Single-Family Residential	Greenhouse	0.27	15	0	0	0	0	4	4	None
22	Smith Property	[no assigned address] (APN 003 211 310)	Residential Low Density	R-3 Multiple-Family Residential	Vacant land	5.12	15	0	0	0	0	74	74	None
<b>Total</b>								<b>38</b>	<b>115</b>	<b>76</b>	<b>305</b>	<b>365</b>	<b>908</b>	
<b>Balance</b>								<b>-44</b>	<b>24</b>	<b>1</b>	<b>0</b>	<b>224</b>	<b>214</b>	

† Properties within the Retail/Office Commercial General Plan Land Use designation are not subject to density limitations; project densities for the properties reflect recent development trends for proposed and/or completed mixed-use projects within the same zone.

## Quantified Objectives

Based on the objectives outlined in this Housing Element, the City has established the quantified objectives shown in Table HE-28 to meet its housing needs over the 2009-2014 planning period. A more detailed discussion follows.

**Table HE-28: Quantified Objectives by Income Category**

Income Category	Extremely Low	Very-Low	Low	Moderate	Above Moderate	Total
Vacant Sites	4	12	8	31	40	94
Underutilized Sites	4	11	7	30	33	86
New Second Units	9	2	2	0	0	13
Conservation	3	3	0	0	0	6
Rehabilitated Units	2	1	0	0	0	3
Preserved Units	12	12	0	0	0	24
<b>Total</b>	<b>33</b>	<b>42</b>	<b>17</b>	<b>61</b>	<b>73</b>	<b>226</b>

### Construction Objective

As identified in the *Population and Employment Characteristics* section, the population of Daly City can expect to grow by 13,700 residents between 2010 and 2030. This figure represents an addition of about 685 new residents per year or an annual population growth rate of 0.64 percent. Based on the current household size (3.37 persons per household), this population increase will create an annual need for about 200 housing units each year between 2010 and 2030.

Taking into account existing housing units under construction, this long-term 200 unit-per-year target roughly correlates to the five-year 1,207 unit construction target established as part of the Regional Housing Need Allocation (RHNA) (see *Regional Housing Needs Assessment* section for discussion). According to the Potential Housing Sites Inventory List, there are a 22 development sites on which housing a which significant housing developments could be constructed. These sites range in size from .13 acres to 5.12 acres, and range in approved or allowed density from 15 units per acre to 86 units per acre. Combined, the sites could provide as many as 908 dwelling units, or enough housing for about 3,060 new residents.

Although the Potential Housing Sites Inventory List satisfies Daly City's RHNA until the year 2014, it does not identify which sites will be available for housing development beyond this timeframe. For this reason, the City has developed a comprehensive set of housing policies targeted toward maximizing the use of both vacant and previously development properties not reflected in the Potential Housing Sites Inventory List.

### Rehabilitation Objective

In order to upgrade deteriorated dwelling units found throughout Daly City, the City will work to complete the rehabilitation of 31 dwelling units per year for the years 2009 through 2014. While it is not possible to specify precisely which units will be rehabilitated, the quantified objective is, within the next seven years, to correct 90 percent of the residential buildings with major or critical deficiencies identified in the Housing Conditions Survey. While the City's Residential Rehabilitation Program is not targeted to a specific area and property owners throughout the City may avail themselves of the Program, the neighborhoods east of Interstate 280 have the highest concentration of dilapidated units and may likely require a greater proportion of the residential rehabilitation resources.

This category also includes rehabilitation loans or grants to provide access for handicapped persons. Eligible homes can be retrofitted with such modifications as ramps, grab bars, lowered sinks and widened doorways. The City implemented the Senior Minor Home Repair Program in July 1990 that offers grants to seniors to make necessary repairs to their homes, often deferring the cost of repair until the dwelling is sold. Also, the City has annually allocated CDBG funds to a nonprofit, Center for the Independence of the Disabled, to provide free home modifications for eligible households with disabled members.

### **Replacement Objective**

The City will seek to remove by appropriate means all buildings identified as not suitable for rehabilitation. A substandard building is considered not suitable for rehabilitation if improvement costs to make it into decent, safe and sanitary housing exceeds the cost of replacing it with a newly constructed building. Such units are, by definition, considered to be in such a state of disrepair that rehabilitation is not feasible, and occupancy of these units on a long-term basis poses a significant threat to health and safety of the occupants.

Recognizing the guidelines for replacement, it is nearly impossible to determine the precise number of units not suitable for rehabilitation. In a few extreme cases, dilapidated and structurally unsound buildings will require major work (e.g., new foundations, structural modifications, new heating and plumbing) to the extent that demolition and complete new construction would be more cost effective. The structural problems associated with these properties usually go undetected in a windshield survey of building conditions like the one completed in July of 2001 and updated in 2008. However, based on previous demolition permits issued by Daly City a total of three such units per year is anticipated. The Replacement Objective for the current planning period from 2009-2014 is, therefore, 15 units.

### **Preservation Objective**

In order to conserve the existing housing stock, the City should avoid actions that would adversely affect existing, sound dwellings, such as rezoning to non-residential uses and approving major demolition projects without adequate replacement housing. The preservation objective also contributes to the provision of a balanced housing supply by discouraging the demolition of lower cost housing that would be replaced with more expensive housing, unless that housing complies with the previously cited housing construction objectives. The San Mateo County Housing Authority, along with the City, is presently monitoring the one at-risk rental property, Villa Fontana Apartments with 120 affordable units), in Daly City to ensure its long-term affordability.

## **Preservation of Affordable At-Risk Housing Units**

California Government Code Section 65583 requires jurisdictions to evaluate the potential for low-income housing projects to convert to non-low-income housing and to propose activities to preserve or replace the converted units. The following information is required:

- An inventory of restricted low-income housing projects in the City and their potential for conversion;
- An analysis of costs for preserving and/or replacing the units at risk;
- An analysis of the organizational and financial resources available for preserving and/or replacing the units at risk;
- Quantified objectives for the number of at-risk units to be preserved;
- Programs for preserving the at-risk units

The State requires that the analysis include projects that are at-risk of converting during the next two five year planning periods under the Housing Element.

### **Inventory of At-Risk Units**

This section identifies in Daly City the low-income units at-risk of converting to market rate units during the next ten years and evaluates the likelihood of conversion.

This inventory includes all multiple-family units which are assisted under a variety of federal, State, and local programs, including HUD programs, State and local bond programs, redevelopment programs and local in-lieu fees, inclusionary housing polices, density bonuses, and direct assistance programs. The inventoried units should be those eligible to change to market rate housing uses due to termination of subsidy contract, mortgage prepayment, or expiring use restrictions. Within Daly City, there is only one government assisted low-income housing project (see description below) at-risk of converting to market rate housing use during the next ten years.

Apartment Name: Villa Fontana

Owner: G&K Management Co., Inc.  
5150 Overland Ave.  
Culver City, CA 90230

Total Unit Count: 120 (of which all are targeted to elderly and/or disabled and 112 are Section 8 units)

Mortgage Type: HUD Section 236 Mortgage and Section 8 Agreement. While the Section 236 Mortgage contract does not expire until September 2016, the owner executed a HUD Mark Up-to-Market agreement on October 1, 1999 that prevents it from opting out of its project-based Section 8 contract until September 30, 2004.

Amberwood Apartments in Daly City is no longer on the at-risk inventory for Daly City because it opted out in July 1999. Amberwood contains 123 elderly units. This project was originally funded with a HUD 221(d)(4) loan. All tenants in the complex now receive Section 8 vouchers from the San Mateo County Housing Authority. Presently, the owner of Amberwood Apartments is voluntarily participating in the Section 8 Voucher Program and has not indicated any intentions to discontinue program participation in the near future.

If owners of at-risk housing complexes wish to prepay the HUD loan or terminate their HUD contract, they must notify affected tenants and public agencies at least one year prior to sale or termination under federal and State law. In addition, State law requires that owners of at-risk multifamily buildings seeking to sell or end their HUD contract provides qualified organizations interested in maintaining the affordability of the units first right of refusal.

With the current state of high cost housing market in San Mateo County, it is difficult to assess whether the City's at-risk units will convert to market housing or not. However, the Villa Fontana ownership appears to find its HUD subsidies satisfactory as evident from its recently re-negotiated Mark Up-to-Market agreement for project-based Section 8. Meanwhile, Amberwood Apartments, which opted out in July 1999, continues using HUD assistance by accepting tenant-based Section 8 vouchers. There has been no noticeable discontent with HUD assistance from either Villa Fontana or Amberwood Apartments. The San Mateo County Housing Authority and HUD, not Daly City, have purview over Villa Fontana's HUD mortgage. The City will monitor its at-risk units on its own initiative and work with and support the County Housing Authority and HUD to make sure these units remain affordable (see Program 16 on Page 119).

## Cost Analysis of Preservation and Replacement

The following analysis examines the cost of preserving the units at-risk and the cost of producing replacement rental housing comparable in size and rent levels to the units which might convert to market rate prices. In addition, this analysis will compare the costs between preservation and replacement.

*Preservation costs.* In the Bay Area, including Daly City, housing prices have undergone dramatic increases in recent years. A comparable apartment building in size and rents to Villa Fontana Apartments was recently listed for sale at \$11.2 million, or \$112,000 per unit. Applying this per unit estimate to Villa Fontana, with its 120 units, would result in a market value of approximately \$13.4 million. The costs of preserving units discussed above factor in purchase, rehabilitation, and maintenance costs. Maintenance costs are assumed to be low for Villa Fontana given its age and excellent condition.

*Replacement costs.* The cost of developing new housing depends on a variety of factors such as density, size of units, location and related land costs, and type of construction. Land costs in the Bay Area are among the highest in the nation. The cost to replace Villa Fontana Apartments has been estimated using average costs for land and construction in Daly City. The per unit replacement cost is estimated to be between \$100,000 to \$125,000 per unit. Consequently, the replacement cost for the 120-unit Villa Fontana Apartments would range from \$12 million to \$15 million. Based on the present day housing market and its inflated prices, the replacement cost for Villa Fontana is likely nearer the higher end of the range.

Under the earlier analysis of preservation costs, it was assumed that HUD Section 8 subsidies would be available annually for existing and future owners of Villa Fontana Apartments. If Congress significantly cuts Section 8 appropriations in the near future, the estimated preservation costs for Villa Fontana would increase significantly. Based on the assessment of preservation and replacement costs, preserving the City's at-risk units appears to be the most cost-effective option.

### Resources for Preservation

The types of resources available to preserve the at-risk low-income housing units in Daly City fall into two categories: 1) entities, such as public agencies or non-profits, with the interest and capacity to purchase and/or manage at-risk units, and 2) financial resources available to purchase existing units or develop replacement units.

*Public and nonprofit agencies.* As part of the research for this section, local and regional private, non-profit housing organizations were contacted. They could not make a commitment to purchase the at-risk units in the future because the need to assume ownership and management of these units is speculative at this stage. They did state, though, that they were interested and would be willing to work with Daly City to preserve the long-term affordability of these units if necessary. The organizations contacted were Mid-Peninsula Housing Coalition, Citizens Housing Corporation and Mercy Charities Housing.

The State Housing and Community Development Department (HCD) also maintains a list of qualified organizations, including nonprofit housing developers, who are interested in being given first right of refusal on any upcoming sale of federally-subsidized at-risk rental units in order to keep the units affordable.

*Public financing and subsidies.* As a result of the high cost of purchasing and developing housing, intense competition for available funding, and restrictions on the use of funds, financing for the preservation and/or replacement of at-risk units will likely come from multiple sources. The following funding sources have been identified for use in purchasing at-risk units in Daly City. Because new funding sources may become available in the future, the list below should not be viewed as comprehensive.

1) Redevelopment Set-Aside Funds

State law requires redevelopment agencies to set-aside at least 20 percent of tax increment revenues for increasing and improving the City's supply of low and moderate income housing. Presently, the City has two Redevelopment Project Areas: Mission Street/Junipero Serra and Bayshore. Both Redevelopment Project Areas project positive revenue over the next five years.

2) State Programs

The State provides several financial resources for housing development activities, including the preservation or replacement of at-risk units, through its various agencies. Since many of the State housing programs have a competitive funding cycle, Daly City would, if the situation arose, identify the amount of funding needed to preserve or replace at-risk units and apply to the appropriate programs.

- a. State Housing and Community Development Funds: State HCD offers a variety of loans and grants for housing development. One current program is the Multifamily Housing Program, which awards deferred loans for acquisition, rehabilitation and new construction.
- b. CalHFA Funds: The California Housing Finance Agency (CalHFA) operates several programs targeting both multifamily and single family housing. CHFA's multifamily housing development programs offer a range of loans to assist in the acquisition and development of affordable rental units.
- c. Tax Credits: The California Tax Credit Allocation Committee, under the State Treasurer's Office, implements the federal and State low-income housing tax credit programs, which are available to eligible acquisition, rehabilitation and/or new construction projects annually through a competitive application cycle. State tax credits can only be received upon approval for federal tax credits. Because of the highly competitive nature of the funding process, projects awarded tax credits are targeted to very low-income renters. Public or private developers are eligible to apply.

3) CDBG Funds

Through the federal Community Development Block Grant (CDBG) program, the City provides grants and loans to a wide range of housing and neighborhood development activities. As an entitlement grantee, Daly City receives CDBG funds directly from HUD each year. The City has been averaging about \$1.6 million in annual CDBG funding from HUD over the last four years which is allocated to five funding categories: general administration, housing, economic development, capital improvements and public services.

Over the last four fiscal years, an average of \$500,000 has been allocated annually towards housing activities. However, the City commits the majority of its annual CDBG funds for housing activities towards residential rehabilitation. Under the City's Residential Rehabilitation Program, grants and low interests loans are available to eligible single family and multifamily property owners.

4) HOME Funds

Daly City, in conjunction with several local jurisdictions in San Mateo County and the County itself, form a consortium to receive Home Investment Partnership Program (HOME) funds from HUD. Being a consortium enables the participating jurisdictions to take a regional approach to meeting housing needs, have consensus on prioritizing proposed projects and allocations, and pool funds and human resources. The County administers the HOME funds.

Jurisdictions in the consortium apply to the County each year for HOME dollars. Each jurisdiction within the consortium has an opportunity to review and comment on all proposed applications. Daly City has focused its HOME applications and received HOME funds in the last few years for proposed acquisition and rehabilitation of multifamily units and for homebuyer assistance to households with emergency needs. The City became HOME in FY 2003-04.

5) Other HUD Funds

Subject to annual Congressional appropriations, HUD will provide most – and in some cases all – of the financial incentives necessary for acquisition or maintenance of federally subsidized at-risk projects with existing owners or other public or private entities like non-profit organizations. Some HUD funding sources include the following:

- Restructured and/or renewed Section 8 contracts between existing owners and HUD to maintain or extend affordability of at-risk units. Villa Fontana Apartments chose this option by participating in HUD's Mark Up to Market Program and delaying any possibility of an opt out for five years.

- Section 8 Vouchers are available to tenants in at-risk multifamily units whose owners terminate their project-based Section 8 contracts to prevent any displacements. These owners can then voluntarily accept Section 8 tenant-based vouchers or else the tenants can seek out another rental unit since the vouchers are portable. If the tenants move, the vouchers will only pay up to the difference of the HUD rent standard and 30 percent of the tenant's monthly income.

# Housing Goal, Policies, and Tasks

The information, analyses, recommendations and programs offered in this Housing Element are aimed at the accomplishment of a single housing goal, which was developed as part of the Envision Daly City process:

“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.”

This goal seeks to allow a wider range of choices for those who have few, if any choices. The housing goal promotes opportunities to choose a location where they want to live, select a dwelling that meets their needs, both physically and financially, and improve their living environment. An underlying theme in Daly City's General Plan, which is especially true in the Housing Element, is that as each individual is better off with more choices in any decision, so are we all.

The following section provides specific housing policies and the tasks necessary to implement the housing goal. Appendix A provides a summary of each of these policies and identifies the specific department charged with implementing each policy, the estimated completion date for each task, and the funding source that the City will use to implement each task. In many instances, task implementation will occur as part of the City's upcoming update of the Daly City Zoning which is expected to be complete by 2013.

## Housing Supply

**Policy HE-1: Maintain and, where possible, create larger housing development sites throughout the City**

**Task HE-1.1:** Increase the minimum property sizes in all commercial zones and R-3 Multiple-Family Residential zone and restrict the ability of existing sites within this zone to subdivide below the established minimum lot size. The minimum parcel shall be established at the time of the Zoning Ordinance update and shall be such that it promotes the construction of mixed-use and/or higher density multifamily development, as determined by the respective zone to which it applies. [note: this change would only be instituted if an amendment to the minimum number of units required for new condominium project is decreased].

**Task HE-1.2:** Incorporate a lot merger incentive allowance into the Zoning Ordinance whereby property owners electing to merge two or more adjacent lots for the purpose of development are provided specific incentives to do so. The incentive program shall establish incentives that are significant enough to promote voluntary lot mergers and shall be commensurate with the size of the parcels being merged and/or created (see also Land Use Element Task LU X.X).

**Policy HE-2: Support infill housing in existing neighborhoods by offering streamlined planning and environmental reviews**

**Task HE-2.1:** Develop a Permit Streamlining Program that identifies specific ways to reduce the processing times of projects that increase the supply of housing. These projects shall include minor subdivisions involving the creation of four or fewer parcels

and the construction of duplexes in the R-1/A Single Family/Duplex Residential Zone. The Program shall identify criteria for inclusion in the Zoning Ordinance that establish which project characteristics will qualify a project for streamlining and what method of streamlining will be utilized.

**Task HE-2.2:** Continue to exempt infill housing development proposals (including minor subdivisions) from the requirements of the California Environmental Quality Act (CEQA) if the proposal meets all of the requirements of CEQA Guidelines Section 15332.

**Policy HE-3: Provide regulatory incentives for developers to construct higher-density mixed-use development along Mission Street, Geneva Avenue, and any other locations within close proximity to public transit**

**Task HE-3.1:** Within one year, of the Housing Element adoption, the City shall establish a Commercial Mixed-Use (C-MU) zone for areas targeted for mixed-use development, including, but not limited to the boundaries of the existing C-1 Light Commercial zone presently encompassing Mission Street and Geneva Avenue (approximately 65 acres), and establish development regulations in the Zoning Ordinance specifically for higher-density mixed-use development. The City shall, as a part of this task, explore increased building height within the C-MU zone, as determined sufficient to promote the construction of higher density mixed-use development within the zone.

**Task HE-3.2:** Review the existing design guidelines for mixed-use development to ensure the guidelines adequately address pertinent issues related to the construction of the mixed-use development both within existing neighborhoods and when higher-density development is proposed adjacent to lower-density neighborhoods. Amend these guidelines and augment with development regulations identified in Task HE 3.1 above to incorporate methods for repositioning mixed-use building mass away from lower-density neighborhoods.

**Task HE-3.3:** Amend the parking regulations to allow for a 30 percent parking reduction for all mixed-use development projects and clarify that the mixed-use parking reduction is allowed for buildings containing residential and retail components and parking available to both uses.

**Task HE-3.4:** For larger projects (e.g., 50 units or more), allow further parking reductions for all development projects that provide permanently-funded HOA/POA amenities (e.g., van pools or car sharing programs) to building occupants, are within 0.25 miles of any public bus hub, or are within 0.5 mile distance of a BART station. For the purpose of this task, a bus hub shall be defined as a location where significant numbers of passengers are exchanged from one mechanized mode of transport to another (e.g., bus transfer points, bus "park-n-rides", etc.)

**Task HE-3.5:** Amend the parking regulations to remove differentiation between single-family, multiple-family, and condominium uses for the purpose of parking regulations, and establish such regulations based on total bedroom count. This requirement shall also apply to residential additions and the provision of additional bedrooms within any existing dwelling.

**Task HE-3.6:** Clarify that no parking reduction incentive (other than incentives allowed for senior affordable units) shall result in less than one parking space per unit. Any housing development that is willing to deed-restrict at least 20 percent of units for extremely low-income households shall be however be exempt from the minimum parking requirement identified by this task and instead a be subject to providing at least 0.5 parking spaces per unit.

**Policy HE-4: Assure that standards for new housing construction comply with appropriate aircraft noise abatement requirements**

**Task HE-4.1:** All new housing development within the 65dB CNEL aircraft contour, as shown on the most recent FAA accepted San Francisco International Airport Noise Exposure Map, shall be constructed to achieve an interior noise level of 45 dB CNEL or less based on aircraft noise events.

**Task HE-4.2:** For all development proposals with the 65dB CNEL noise contour, the City shall require a noise study that identifies the proposed project's compliance with requirement of Task 4.1 above. If the project qualifies for review under the California Environmental Quality Act (CEQA), the City shall incorporate the noise study and any mitigation measures into the CEQA document and shall adopt findings that the project, as conditioned, complies with the interior noise level requirement.

**Task HE-4.3:** The City shall incorporate compliance with this policy into adopted CEQA compliance guidelines. The guidelines shall identify detailed compliance requirements, such as the methods of acceptable noise mitigation (insulation, windows, etc).

## Housing Affordability

**Policy HE-5: Allow the construction of additional second units throughout the City**

**Task HE-5.1:** Align the maximum neighborhood density applicable to second units to be consistent with the maximum neighborhood density allowed by the General Plan.

**Task HE-5.2:** Eliminate the required parking for small second units where the second unit is no larger than 400 square feet, the size of the home in which the unit is proposed is no greater than 1,600 square feet including the garage, and the existing home provides two legal, i.e., full-sized, parking spaces.

**Task HE-5.3:** Eliminate the requirement for owner-occupancy for second units where the applicant for a non-owner occupied second unit can demonstrate that the entire property is subject to professional property management by means of a written contract supplied to the City.

**Task HE-5.4:** Continue to offer same-day, express plan check permitting for all second units (see also Land Use Element Task LU-14.4).

**Task HE-5.5:** Monitor second unit construction and rental activity on an annual basis and report this information in the City's General Plan Annual Report.

## Vacant and Underutilized Sites

**Policy HE-6: Assure that adequate development sites exist on the Potential Housing Sites Inventory List to ensure compliance with the City's Regional Housing Need Allocation**

**Task HE-6.1:** Remove the use permit requirement for mixed-use projects located in the (future) C-MU Commercial Mixed Use zone that provide a residential component resulting in an overall net density of at least 30 dwelling units per acre and which also

contain a first-floor commercial component that occupies a proportion of the total building area identified by the Zoning Ordinance.

**Task HE-6.2:** Amend the Sullivan Corridor Specific Plan to allow the density designation and floor area ratio sufficient to permit the dwelling unit count identified on Table HE-27 for the 1.38-acre site located at the northwest corner of Bryant Street and Pierce Street.

**Task HE-6.3:** Rezone the one-acre site located at 169 First Avenue to a residential zone capable of permitting at least 20 dwelling units per acre.

**Task HE-6.4:** Amend the planned development zoning (PD #46) for the 2.49-acre 1050 St. Francis Boulevard site identified in Table HE-27 to remove the 36 dwelling unit maximum presently imposed by the zoning. The maximum density shall instead reflect the permitted General Plan Medium Density designation currently attributable to the site, i.e., 35 dwelling units per acre.

**Task HE-6.5:** Amend the BART Station Specific Plan to redesignate the three-parcel site totaling 1.73 acres situated north of East Market Street between Mission Street and First Avenue to the Neighborhood Commercial Residential Above specific plan designation and modify the development parameters (e.g., maximum number of stories) to ensure that the development allowance is consistent with other parcels in the (new) C-MU Commercial Mixed-Use zone and rezone the site concurrent with the establishment the C-MU zone for all other Mission Street parcels.

**Task HE-6.6:** Amend the Zoning Ordinance to require that, if after adopting the General Plan Land Use Map and Zoning Map, the City redesignates and/or rezones any site(s) included on the Potential Housing Sites Inventory List to a non-residential use or a residential use of less intensity than has been identified on the Potential Housing Sites Inventory List, the City shall replace the redesignated/rezoned site(s) with another site(s). The new site(s) shall allow the same or greater development intensity as the rezoned site(s) and shall be physically capable to providing the development intensity of rezoned sites(s) in terms of environmental restraints, infrastructure capacity, and similar constraints. The Ordinance shall specify that this requirement shall apply only to sites that are necessary to satisfy the City's Regional Housing Need Allocation.

**Policy HE-7: Allow development density on all residentially-zones properties consistent with the General Plan Land Use Map**

**Task HE-7.1:** Review and amend the Zoning Ordinance, if necessary, to ensure that residential densities identified on the General Plan Land Use Map can be reasonably constructed given property size, accessibility, and topography. For the purpose of calculating densities, the Ordinance shall be amended to describe a method for calculating residential density that is site specific, meaning that the land area calculated as part of the density prescription shall include the site only and no portion of adjacent right-of-way or adjacent public or private property.

**Policy HE-8: Avoid rezoning properties that are presently designated or zoned for residential uses for non-residential uses**

**Task HE-8.1:** Amend the Zoning Ordinance to identify specific findings for adoption by the Planning Commission and City Council when approving any rezoning or redesignation involving a residentially-zoned or residentially-designated property to any zone or designation other than residential. For the purpose of this policy, the C-MU (Commercial Mixed-use) zone shall be considered a residential zone. The findings identified by the Zoning Ordinance shall relate to finding that the rezoning or redesignation is necessary to ensure that the City will not be economically impaired, that

the City has, since the Housing Element adoption, met its housing construction target, and that the rezoning or redesignation does not involve a property identified by the Potential Housing Sites Inventory List for which a replacement site has not been identified (see Policy HE-6.6 above).

## Housing Types and Tenures

**Policy HE-9: Expand homeownership opportunities by facilitating condominium construction, while protecting renters from condominium conversions**

**Task HE-9.1:** Amend the condominium regulations to reduce the number of units necessary for a new condominium building and increase the minimum number of units necessary to qualify an apartment building for condominium conversion.

**Task HE-9.2:** Amend the condominium regulations to include specific standards for a relocation program necessitated by condominium conversion that include requirements for the following: 1) an on-site relocation assistance office, 2) the return of all deposits and fees, 3) benefits for voluntary relocation after conversion approval, 4) benefits for forced relocation, 5) first right of refusal for tenants wishing to purchase and 6) rent stabilization during the entire conversion process.

**Policy HE-10: Use the financial and other resources available to the City to reduce the cost and increase the amount of affordable housing**

**Task HE-10.1:** Use and leverage Federal, State and local funds (including Redevelopment Agency set-aside finds), tax credits, tax-exempt bonds, and private sources such as foundations to encourage the production of affordable housing.

**Task HE-10.2:** Offer technical assistance to landowners and prospective developers regarding, for instance, regulatory guidelines, development potential, design solutions, and marketing data.

**Task HE-10.3:** Continue to routinely monitor, investigate and utilize available new funding sources.

**Policy HE-11: Continue to require affordable units in all new housing development and in new condominium conversions**

**Task HE-11.1:** Enforce the requirements of the Inclusionary Zoning Ordinance to the extent that Task HE 11.2 below is addressed.

**Task HE-11.2:** Provide as part of the General Plan Annual Report an analysis of the effectiveness of the Inclusionary Zoning Ordinance in creating long-term affordable renter- and owner-occupied housing units. The analysis shall identify housing developments subject to the Ordinance for which construction has been completed in the previous year, and shall qualitatively and quantitatively describe the extent to which the ordinance impacted the construction cost of market-rate units within these developments.

**Task HE-11.3:** Review and evaluate the inclusionary housing policy for all Redevelopment Project Areas.

**Task HE-11.4:** Amend the Inclusionary Zoning Ordinance and the condominium regulations to clarify that condominium conversions are subject to the Ordinance.

**Task HE-11.5:** Through staff training, ensure effective dissemination about the Inclusionary Zoning Ordinance to prospective property purchasers and developers, and prepare paper and electronic brochures to assist these individuals to better understand and determine their obligation under the ordinance.

**Task HE-11.6:** Adopt disclosure requirement about the existence of an inclusionary zoning ordinance in Daly City and that directs property purchasers to the City for additional details. This disclosure would be required for transaction of properties over a certain size and valuation that could be subject to the City's inclusionary zoning ordinance.

**Policy HE-12: Provide regulatory incentives and streamline the permit process for development projects that contain deed-restricted affordable units**

**Task HE-12.1:** Reduce delays in project approval and issuance of building permits by developing a plan check prioritization system that reduces the time required to complete the plan check review process for affordable housing projects, especially those projects which exceed the City's inclusionary zoning ordinance requirements.

**Task HE-12.2:** Continue to offer parking reductions offered in the current Zoning Ordinance that serve as an incentive to developers of low-income elderly housing provided a minimum age for residency of such units is established by the Ordinance (e.g., 62 years of age).

**Task HE-12.3:** Establish regulations that allow parking reductions for all multiple-family housing developments containing low-income units, commensurate to the proportion of the project devoted to such units (currently a project must be 100 percent affordable to qualify for a parking reduction).

**Task HE-12.4:** Develop a Density Bonus Ordinance consistent with the State Density Bonus law that identifies additional regulatory incentives for constructing higher-density affordable development projects.

**Task HE-12.5:** Continue to offer streamlined environmental review for affordable housing development where authorized by the California Environmental Quality Act (Public Resources Code Sections 21159.20 through 21159.27 – Special Review of Housing Projects).

**Policy HE-13: Consider financial incentives to increase the supply of rental housing for all household income groups including extremely low-income households**

**Task HE-13.1:** Give priority expenditure of City housing funds to projects that will provide deed restricted affordable rental housing.

**Task HE-13.2:** Apply for and/or co-sponsor funding opportunities for the construction of rental housing.

**Task HE-13.3:** Give priority expenditure of City housing funds to projects that will occupy sites that have been previously developed.

**Policy HE-14: Assure access to services in Daly City for homeless individuals and families, and address the special needs and circumstances of these individuals**

**Task HE-14.1:** Within one year of Housing Element adoption, amend the Zoning Ordinance to identify emergency shelters as a permitted land use, i.e., without the requirement for a use permit, in the C-R/O Commercial Retail Office zone district.

**Task HE-14.2:** Upon establishing emergency shelters a permitted land use in the C-R/O Commercial Retail Office zone district, the City shall establish regulations for such facilities limited to the following:

1. The occupancy limit for any building proposed for occupation by an emergency shelter shall be no less or greater than that normally required. The maximum number of beds or persons permitted to be served nightly by the facility.
2. The parking requirement for emergency shelters shall be quantified within the Zoning Ordinance and shall be based upon demonstrated need. The parking requirement for emergency shelters shall be no greater than the requirement for other residential or commercial uses within the C-R/O Commercial Retail Office zone.
3. The size and location of exterior and interior onsite waiting and client intake areas.
4. The requirement for continuous on-site management and the submission of a management plan to the City that identifies security mechanisms in place during hours that the emergency shelter is in operation.
5. The proximity to other emergency shelters provided that emergency shelters are not required to be more than 300 feet apart.
6. Regulations for the maximum length of stay by any individual within a calendar year within an emergency shelter.

**Task HE-14.3:** Amend the Zoning Ordinance to ensure that transitional housing, as defined by State law, is allowed in any residential zone without the requirement for a use permit and subject to no greater zoning restrictions than residential uses in the same zone.

**Task HE-14.4:** Amend the Zoning Ordinance to ensure that supportive housing, as defined by State law, is allowed in any residential without the requirement for a use permit and subject to no greater zoning restrictions than residential uses in the same zone.

**Policy HE-15: Require adaptability and accessibility of residential units for disabled occupants, and ensure that the Zoning Ordinance provides regulations that are sensitive to the needs of disabled occupants.**

**Task HE-15.1:** Maintain an active role in expanding accessibility and require all State and local accessibility codes to be met.

**Task HE-15.2:** Regularly monitor the implementation of the jurisdiction's ordinances, codes, policies, and procedures to ensure they comply with the "reasonable accommodation" for disabled provisions and all fair housing laws.

**Task HE-15.3:** Amend the Zoning Ordinance to establish clear procedures and regulations that ensure that residential development regulations contain flexibility to accommodate the special needs of the physically disabled. Where warranted and directly related to the physical disability of the applicant, flexibility in development regulations shall be ministerial and shall include but not be limited to identifying who may

request a reasonable accommodation (i.e., persons with disabilities, family-members, landlords, etc.), timeframes for decision-making, and provision for relief from the various land-use, zoning, or building regulations that may constrain housing opportunities for persons of disabilities.

**Task HE-15.4:** Amend the City's second unit regulations to establish clear procedures for providing administrative relief from second unit requirements in circumstances where these requirements would otherwise prevent the construction of a second unit for a disabled person.

**Task HE-15.5:** Continue to fund (as funding permits) and support home repair programs that assist residents in paying for various handicapped modifications in and around their homes.

**Policy HE-16: Prevent housing discrimination based on age, race, religion, sex, ethnic background, or familial status.**

**Task HE-16.1:** The City shall assist in the implementation and enforcement of State and federal fair housing and civil rights laws, and shall make use of opportunities in its interaction with real estate offices, businesses, and other groups or agencies to eliminate housing discrimination. Where discrimination is suspected, the City shall work with the appropriate public interest agencies to vigorously pursue the matter and where discrimination is found, the City shall assist the relevant entity in prosecuting the matter.

**Task HE-16.2:** Amend the Zoning Ordinance to revise the definition of family to comply with State and federal fair housing laws. The new definition shall not distinguish between related and unrelated persons, and shall not impose limitations on the number of persons that may constitute a family.

**Task HE-16.3:** The City will continue to contract to provide fair housing services to its residents and property owners. Services will include:

1. Distributing educational materials to property owners, apartment managers, and tenants every two years;
2. Making public service announcements (PSAs) via different media (e.g., newspaper ads and public service announcements at local radio and television channels) at least two times a year;
3. Conducting public presentations with different community groups;
4. Responding to complaints of discrimination (i.e., in-taking, investigation of complaints, and resolution); and
5. Referring services to appropriate agencies.

**Policy HE-17: Provide financial assistance to lower income households in emergency situations**

**Task HE-17.1:** Continue to operate and support (as funding permits) the Housing Assistance Program that grants eligible lower income families, seniors and persons with disabilities money to cover housing related emergencies (e.g., security deposits, temporary difficulty meeting rent payments).

**Policy HE-18: Support a balanced distribution of quality residential care facilities**

**Task HE-18.1:** Develop location regulations for larger residential care facilities that are not exempt from local zoning restrictions to provide objective standards to persons desiring to establish such facilities, while at the same time dispersing such facilities throughout the City.

**Policy HE-19: Address the range of needs and encourage the production of additional housing opportunities for extremely low-income (ELI) households.**

**Task HE-19.1:** Provide an exception to the proposed zoning regulation identified in Task HE 3.7, whereby any housing development that is willing to deed-restrict at least 20 percent of units for extremely low-income households would be exempt from the minimum one parking space per unit rule identified by this task (applies to projects qualifying for transit-proximate parking reductions) and instead be subject to providing at least 0.5 parking spaces per unit.

**Task HE-19.2:** Revise the Zoning Ordinance to waive the parking requirements altogether for ELI deed-restricted second units that are transit proximate, as described in Task HE 3.5.

**Task HE-19.3:** For any new housing development utilizing public funding or publicly-owned land, the City and project developer shall explore the inclusion of units specifically targeted to and restricted for ELI households.

## Housing Maintenance

**Policy HE-20: Encourage voluntary housing rehabilitation and reconstruction**

**Task HE-20.1:** Amend the Zoning Ordinance non-conforming building regulations to allow the voluntary reconstruction, restoration, or rebuilding of any multifamily residential building with three or more units. Examples of non-conformity may include unit count, parking provision, and building setback and height. Such reconstruction, restoration, or rebuilding shall be limited for both single-family and multiple-family buildings in the ways described by California Government Code Section 65852.25.

**Policy HE-21: Encourage housing reconstruction after fire or other natural disaster**

**Task HE-21.1:** Amend the Zoning Ordinance non-conforming building regulations to allow reconstruction of non-conforming buildings affected by fire or natural disaster subject to the land use regulations in place at the time of the original building construction, if the present development regulations are determined by the Director of Economic and Community Development to allow fewer total units than were originally permitted. This amendment shall allow such reconstruction provided the total unit count does not increase and the size of each replacement unit is substantially similar to the size of the original unit being replaced. The amendment shall not apply where the General Plan Land Use Map requires a higher minimum density than was provided in the building prior to the fire or natural disaster.

**Policy HE-22: Preserve existing low-income housing units that are at risk of being converted to market-rate housing**

**Task HE-22.1:** Monitor existing at-risk low-income housing units to determine if the owners plan to file a notice of interest to prepay the mortgage obligation. The prepayment would terminate the requirement that the units be rented to low-income individuals. The

City should maintain an up-to-date list of public and private non-profit housing entities who can and will be able to purchase the at risk units should the necessity arise. The City should also maintain a current list of available financial resources to fund the potential purchase of these units.

## Energy Efficiency

**Policy HE-23: Gradually increase energy and water efficiency standards for all new and existing housing while minimizing the costs of such standards.**

**Task HE-23.1:** Develop enhanced residential energy efficiency standards (Title 24, California Administrative Code) in all new residential construction which exceeds State-mandated requirements by five percent in 2015, ten percent in 2020, and twenty percent in 2030.

**Task HE-23.2:** Establish energy and water efficiency upgrade programs that promote energy and water efficiency upgrades in all existing residential buildings. Energy efficiency upgrades promoted as part of this program could include upgrades such as attic insulation, programmable thermostats, heating duct insulation, and water heater insulation. Water efficiency upgrades could include the installation of low-flow shower heads, where feasible, and retrofit of existing toilets to meet low-flush requirements as established by the City. Examples of programs developed as a part of this task could provide financial incentives (e.g., rebates, appliance buy-back, and similar programs) aimed at providing strong incentives to residential building owners to use the programs.

**Policy HE-24: Mandate the inclusion of green building techniques into most new construction.**

**Task HE-24.1:** Amend the building code to require the inclusion of mandatory green building standards for all new construction and remodels that exceed a certain valuation (to be determined at the time of the building code amendment).

**Task HE-24.2:** Amend the building code to require all City-funded affordable housing projects reach a Home Energy Rating System (HERS) score above 86 (the minimum Energy Star rating), or equivalent.

**Policy HE-25: Provide a greater number of street trees throughout Daly City's neighborhoods.**

**Task HE-25.1:** Amend the Zoning Ordinance to require street tree planting as part of the construction of any new home and any remodel to any residential structure exceeding 50 percent valuation of the structure being remodeled. The Ordinance shall require uniform street tree spacing within new neighborhoods of one tree per each 25 linear feet of curb, to the maximum extent practical. All new street trees shall receive irrigation.

**Task HE-25.2:** Amend the plan check process to ensure compliance with amended Zoning Ordinance provisions related to street tree planting. At a minimum, applicants and developers shall identify street tree placement on all utility plans submitted for City of public utility review and approval.

**Policy HE-26: Through the development of a Stormwater Management Program, ensure that all new development complies with applicable municipal stormwater National Pollutant Discharge Elimination System (NPDES) permits by incorporating controls that reduce water quality impacts over the life of the project.**

**Task HE-26.1:** Appoint a stormwater control manager within either the Department of Public Works or Department of Water/Wastewater charged with implementing the City's Stormwater Management Program. The manager shall be responsible for reviewing public and private stormwater control mechanism proposals, requiring amendments to such controls as part of the development review process, and ensuring their proper construction.

**Task HE-26.2:** Evaluate acceptable development standards for stormwater treatment mechanisms and publish such standards for distribution to developers. Such standards shall be based on a thorough evaluation of modern stormwater control mechanisms and shall, to the extent feasible, consider soil conditions in various parts of Daly City.

**Task HE-26.3:** In locations where high density residential development is prevalent (e.g., east of Interstate 280), consider the use of the public right of way as an appropriate location for privately maintained stormwater treatment mechanisms.

**Policy HE-27: Revise land use policies to meet or exceed the greenhouse gas reduction goals established in Assembly Bill 32 (reducing California's greenhouse gas emissions to 1990 levels by 2020).**

**Task HE-27.1:** Create and adopt a Climate Action Strategy Plan that establishes a greenhouse gas reduction goal, based on the baseline established in the respective Plan.

**Task HE-27.2:** Adopt progressive energy efficiency strategies similar to those adopted by the California Public Utilities Commission:

1. All new residential construction in California will be zero net energy by 2020;
2. All new commercial construction in California will be zero net energy by 2030;
3. Heating, Ventilation and Air Conditioning (HVAC) will be transformed to ensure that its energy performance is optimal for California's climate; and
4. All eligible low-income customers will be given the opportunity to participate in the low-income energy efficiency program by 2020

**Policy HE-28: Promote alternative sources of energy in all homes.**

**Task HE-28.1:** Reduce or eliminate permit fees for installations involving solar electric, wind and solar hot water systems.

**Task HE-28.2:** Encourage, incentivize, or require all new major construction projects to pre-plumb for solar hot water and pre-wire for solar electric systems.

**Task HE-28.3:** Develop a funding source to offer loans to residents and developers that invest in solar electric, solar hot water, wind, and/or other clean energy systems.

**Task HE-28.4:** Amend the Zoning Ordinance to include development standards for the installation of alternative energy generating systems on residential properties.

## Neighborhood Preservation and Character

**Policy HE-29: Ensure that additions of habitable space within existing dwellings are completed safely and in a manner consistent with the City's building and zoning regulations**

**Task HE-29.1:** Establish an expanded code enforcement program targeting the abatement of garage-level habitable rooms and additions that have been constructed without permits in residential structures containing between one and two dwelling units. This task could explore a number of potential programs to effectively dissuade non-permitted room construction, including, but not limited to:

1. Increased code enforcement efforts;
2. Strengthening noticing requirements to buyers on permitted work;
3. Exploring the feasibility and effectiveness of a program aimed at abating non-permitted habitable living space; and
4. Exploring the potential for a new amnesty program.

**Policy HE-30: Require property owners to provide relocation assistance to renters displaced where rental units in which they live were constructed or are maintained in violation of the Daly City Municipal Code.**

**Task HE-30.1:** The City requires that property owners who place renters in units that violate the Municipal Code provide relocation assistance when the tenant must vacate the premises due to code enforcement activity. This policy will serve to protect particularly residents living in substandard illegal secondary units.

**Policy HE-31: Ensure that, in instances where higher density mixed-use development is permitted adjacent to existing neighborhoods, the impacts of building height are decreased to the maximum extent feasible without reducing permitted General Plan density**

**Task HE-31.1:** Review the Mixed-Use Design Guidelines and Zoning Ordinance to ensure that the guidelines address impacts created by larger mixed-use buildings proposed adjacent to smaller buildings and amend the Guidelines and Ordinance as needed.

## Housing Programs

Several of the policies and tasks identified in the previous section require the continued implementation of existing housing programs by the City of Daly City. Although the City funds and administers many of the housing programs below, funding deficiencies for municipal housing and community development programs require creative combinations among and between the public and private sectors (e.g., cities working with other cities or other levels of government, cities uniting with the private sector, or cities sponsoring nonprofits) to help cities meet their housing needs. Some of the programs described below are administered by other agencies and are made possible by support from the City.

### Residential Rehabilitation Program

The City administers a residential rehabilitation program that offers a variety of grants and loans. Grants are available to replace existing security bars on bedroom windows and exit doors. Seniors are eligible

for grants of up to \$1,000 for minor home repairs. The program offers low interest rate loans to low-income homeowners for roof replacement, window installation, or exterior painting. There is also the complete rehab loan of up to \$75,000 for homeowners. This loan includes a complete home inspection, termite report, cost estimate, work write-up, assistance with contractor selection, and a final inspection. Loans are also available to rehabilitate rental units.

This program is primarily funded with Community Development Block Grant (CDBG) funds, and as a result, is targeted to low-income households. The City is an entitlement jurisdiction and receives CDBG funds directly from the Department of Housing and Urban Development.

## **Community Development Block Grant Program (CDBG)**

In addition to funding the City's Residential Rehabilitation Program, CDBG funds are used to support and fund several housing and housing-related programs carried out by various nonprofit agencies. More detailed descriptions of the programs administered by the nonprofit agencies can be found in the City's annual HUD Consolidated Plans. CDBG-supported programs serve low to moderate income persons.

### **Minor Home Repair**

The City provides funding for minor home repair and installation of ramps, smoke detectors and/or grab bars. Minor home repair includes repair of windows, doors and plumbing fixtures. The City provides funding to three nonprofit agencies that assist Daly City residents with minor home repairs.

### **Homelessness Assistance**

The City provides funding to four agencies that operate homeless shelters in the County. Shelter Network operates Family Crossroads, a transitional shelter for families located in Daly City; and Maple Street, an emergency and transitional shelter for individuals that is located in Redwood City. Samaritan House operates Safe Harbor, an emergency shelter located in South San Francisco and serves individuals. The Mental Health Association of San Mateo County operates Spring Street, a shelter located in Redwood City and serves homeless individuals with mental health issues. Community Overcoming Relationship Abuse (CORA) operates a shelter for women with abusive partners. All these shelters also provide supportive services to help connect their clients to other services that they may need.

### **Shared Housing**

Shared housing is an alternative affordable rental housing option for low-income renters in small households. These renters are matched with homeowners seeking boarders. Often times, the homeowners are low-income themselves and can use the additional income provided by the rental payments. The City provides funding to help match renters with homeowners in Daly City.

### **Fair Housing**

In recognition that housing discrimination is a wide-ranging problem, Daly City provides funding to a fair housing agency that responds to and investigates housing discrimination complaints. The agency has staff experience and expertise in dealing with housing discrimination complaints and is an invaluable asset towards the City's efforts to affirmatively further fair housing. The City has partnered with other jurisdictions and the fair housing agency in producing brochures to better educate and inform the public about fair housing issues and resources.

## **Housing Legal Assistance**

The City contracts with a legal service provider to provide free housing legal assistance to low-income residents. The program primarily assists residents with tenant/landlord conflict and habitability issues. The program helps prevent homelessness by invalidating illegal evictions, negotiating more time for tenants to find and move into a new apartment, or having landlords make contractually required habitability improvements. Office hours are offered once a week at the Daly City Community Service Center.

## **Housing Assistance for Residents with Special Needs**

Many of the programs mentioned above also serve residents with special needs, particularly seniors and the disabled. The minor home repair program, for example, provides assistance to help residents with mobility limitations stay in their homes by installing ramps and/or grab bars.

## **Daly City Community Service Center**

Established in 1974, the Daly City Community Service Center serves as one of the core, or primary entry, social service agencies in the County. The Center's mission is to promote and improve the quality of life for the residents of Daly City, Colma and Broadmoor through the provision of quality crisis intervention services, either directly or by referral to the appropriate provider. A vital housing-related service through the Center is the distribution of motel vouchers to families and individuals who need temporary emergency shelter. Also, the Center offers a comprehensive needs assessment and is able to provide housing-related information and referrals. The Center is funded by the City's General Fund and grants.

## **Home and Low-Income Housing Fund Program**

The City, as a Participating Jurisdiction, receives a direct HOME allocation from HUD to support affordable housing projects and programs. The City also has two redevelopment project areas that provide a source of funds to be used for affordable housing. Both HOME and the Low-income Housing Fund enable the City to subsidize affordable housing projects that would otherwise not go forward without the subsidies. In the past, the City has worked with nonprofit developers such as Mercy Housing, Habitat for Humanity and American Baptist Homes of the West to develop housing affordable for low-income Daly City residents. The City will continue to work with developers, evaluate development proposals for affordable housing, and fund those projects that most effectively and efficiently meet the affordable housing needs of Daly City. Housing development includes new construction as well as acquisition/rehab projects.

The City, in order to leverage the funds it has available for affordable housing development, will seek out other sources of funding. In the past, the City has applied and received funds from the State directly and collaborated with developers in applying for funds.

## **Inclusionary Housing Programs**

Under State Redevelopment law, at least 15 percent of the total housing developed or rehabilitated in a redevelopment area must be available to low and moderate income households, and a minimum of six percent of the total units must be set-aside for very low-income households. In 1993, the DCRA adopted an inclusionary housing policy for the Mission Street/Junipero Serra Blvd. Redevelopment Project Area to facilitate compliance with this redevelopment law. A similar policy is being explored for the more recent Bayshore Redevelopment Project Area.

In October 2007, the City passed an inclusionary housing ordinance that requires all projects, outside of the redevelopment areas and of five or more units, to provide that at least ten percent of the units be affordable to lower income households. The ordinance provides for flexibility, requiring ten to 20 percent affordable units depending on the tenure and income levels targeted.

The City will be working with a BMR Administrator to help administer the program. The ordinance can be found at [http://www.dalycity.org/city\\_services/depts/ecd/inclusionary/index.htm](http://www.dalycity.org/city_services/depts/ecd/inclusionary/index.htm).

## Homebuyer Assistance and Education Program

As a complement to its Below Market Rate/Inclusionary Housing Program, the City will require homebuyer education for all its BMR participants in ownership projects. The homebuyer education workshops will also be made available to the general public. The City will work with its BMR Administrator to offer relevant and important information to first-time homebuyers. In some cases the City may provide financial assistance to homebuyers, as necessary, to make the units affordable.

In the current economic climate, Daly City has not been immune to the foreclosure crisis. In fact, the City has the most number of foreclosures in San Mateo County. Working in collaboration with agencies such as Project Sentinel and EPACANDO, Daly City has offered foreclosure prevention and information workshops. Most recently, the workshop in November 2008 had 58 households in attendance. The City plans to continue working with community agencies to help educate households facing foreclosure.

## HUD Section 8 Housing Assistance Program

The San Mateo County Housing Authority administers the Public Housing Program throughout San Mateo County. There is one public housing complex in Daly City, Midway Village. Midway Village is located in the Bayshore neighborhood and has 150 rental units, all of which are restricted for low and very low-income households.

The Housing Authority administers the HUD Section 8 Housing Choice Voucher Program which provides eligible very low-income renters with rental assistance subsidies. Tenant-based Section 8 housing vouchers are portable, which means tenants can continue using them when they move, while project-based Section 8 stays with the multifamily building as a development or operating cost subsidy. The City strongly supports the Section 8 Program's efforts to preserve affordable rental units in the County and will continue to maintain a cooperative working relationship with the County Housing Authority to preserve the program. In July 2007, the City worked with the County to advertise the opening of the Section 8 waitlist. Information on the vouchers used in Daly City is always included in the City's Annual HUD Consolidated Action Plan. Although the City does not control or influence the number of housing vouchers, it does monitor the program in Daly City by collecting this information.

**Table HE-28: San Mateo County Housing Authority Section 8 Voucher Program**

	FY03-04	FY04-05	FY05-06	FY06-07	FY07-08
Number of Housing Vouchers in Daly City	766	766	729	670	639

Source: Consolidated Annual Performance and Evaluation Reports

## Second Dwelling Unit Program

In May 1983, Daly City established one of the first ordinances in California to allow second dwelling units ("second units") within existing single-family residential dwellings. The Ordinance allows attached second units subject to size, neighborhood density, parking, and owner-occupancy regulations. The Ordinance has resulted in the construction of over 1,400 second units over the past 25 years, although the pace of second units has decreased dramatically in recent years.

To address this decrease, tasks have been included in this Housing Element to continue the expansion of the second unit program by removing barriers to second unit construction. Examples of these policies include reducing the parking requirement for very small units as well as removing the requirement for owner-occupancy of second units. The Element also proposes aligning the maximum neighborhood density applicable to second units to be consistent with the maximum neighborhood density allowed by the General Plan.

Although not rent restricted, secondary units have proven to be more affordable than other rental units on the market. The City regularly conducts a survey of rental postings on [www.craigslist.com](http://www.craigslist.com) to ascertain how the secondary units compare to other multifamily rental units. The surveys support the claim that secondary units are affordable to low-income households.

Also falling under this program is an ordinance requiring property owners who have placed renters in units that violate City municipal code (e.g., building and safety) to provide relocation assistance to tenants who must vacate the premises due to code enforcement activity. This program provides some protection to tenants and discourages property owners from renting out units that are unsafe and unhealthy.

## **At-Risk Housing Preservation Program**

The City will monitor the status of the affordable housing stock that is at risk for conversion to market rate or substantially higher rents. The 2004 Housing Element cited the goal of preserving the affordability of Franciscan Mobile Home Park. The City was successful in doing this by working with LINC, a nonprofit housing developer, and helping to facilitate the transfer of the park to nonprofit ownership.

Villa Fontana Apartments is a 120-unit apartment complex in Daly City that was originally financed with a HUD Section 236 mortgage. In the interest of preserving affordability, City staff contacts the Villa Fontana property owners at least once a year to discuss any changes in property ownership. In addition, the City is in ongoing discussions with local non-profit housing developers regarding the possibility of a Villa Fontana acquisition. At present, the owners of Villa Fontana do not intend to sell the property or to prepay the Section 236 mortgage.

The San Mateo County Housing Authority and HUD have purview over Villa Fontana. However, the City will continue maintaining regular contact with the both of them in order to keep apprised of Villa Fontana's status and coordinate efforts to maintain the affordability of these units. If the opportunity arises for Villa Fontana to be transferred to non-profit ownership, the City may evaluate the benefits of providing local jurisdiction funds or tax-exempt financing to facilitate the transfer.

## **Funding for Housing**

There are a variety of public and private financial resources available for financing housing activities in Daly City. Potential sources of subsidy financing include federal HOME Investment Partnerships Program and Community Development Block Grant (CDBG) funds, tax credits, Daly City Redevelopment Agency (DCRA) funds and private sources such as foundations.

Generally, the housing developer takes the primary role for securing financing for affordable housing development. Daly City, though, directly controls three key sources of subsidy financing. These are federal HOME and CDBG funds and Redevelopment Agency housing set-aside funds. Each of these is discussed in the sections below.

## HOME Funds

Daly City is a participating jurisdiction in the Federal HOME program and receives approximately \$500,000 in federal HOME fund annually for the purpose of expanding and improving the supply of affordable housing in Daly City. The proposed use of HOME funds is described in the City's HUD Consolidated Plan. In recent years, the City has chosen to accumulate funds over two or three years in order to finance projects of a significant size.

Since 2004, the City has provided over \$3 million in HOME funds for the development of new affordable housing including 11 units developed by Habitat for Humanity and 39 units of senior housing developed in cooperation with American Baptist Homes of the West.

## CDBG Funds

In recent years, Daly City has received about \$1.2 million annually through the Community Development Block Grant Program. The primary objective of the CDBG Program is the provision of decent housing, a suitable living environment and economic opportunity. The CDBG Program has been a critical component of several City projects including housing rehabilitation, economic development, ADA accessibility projects, street beautification and a wide variety of public services. Since FY92-94 the City has provided \$721,500 in CDBG funds for the development and preservation of affordable housing including Vista Grande (24 units), School House Station (47 units), and Hillside Terrace (18 units).

## Redevelopment Agency Set-Aside Funds

Under State Redevelopment Law, redevelopment agencies can accumulate housing set-aside funds up to \$1.0 million before penalties apply. Specifically, an agency whose cumulative housing set-aside obligation exceeds \$1 million can be prohibited from encumbering funds or expending moneys derived from any source until it has encumbered or expended sufficient funds for qualified affordable housing activities.

Table HE-29 provides a forecast of our obligation to utilize tax increment for eligible affordable housing activities for the years 2010 through 2014. As Table HE-29 shows below, the use of these funds for eligible activities will be an important consideration within the next three to four years.

The City will continue to use its Housing Set-Aside Funds to expand and preserve affordable housing in both redevelopment project areas, the Bayshore and Mission St./Junipero Serra Blvd. In 1996 and 1997, the Redevelopment Agency (DCRA) helped finance two mixed-use projects, both 100 percent affordable to low-income households, that provided a total of 71 apartments. Since 2000 the Agency has provided Housing Set Aside Funds for the development of 11 ownership units developed by Habitat for Humanity and 39 units of senior housing developed by American Baptist Homes of the West. The City is continually evaluating and looking for acquisition, new construction and rehabilitation opportunities, particularly mixed-use, for affordable ownership and rental housing with qualified for-profit and nonprofit developers. Under the appropriate circumstances, the DCRA will use its Housing Set-Aside Funds for affordable housing projects outside the redevelopment areas. Residential rehabilitation for existing homeowners is also a priority in the Bayshore area, which has a large number of single family housing units.

**Table HE-29: Forecast of DCRA Housing Set-Aside Funds (FY 2010-2014)**

<b>Fiscal Year</b>	<b>Bayshore Project Area</b>	<b>Mission Street Junipero Serra Project Area</b>	<b>Total</b>
2009-10	\$668,108	\$668,050	\$ 1,336,158
2010-11	\$668,108	\$668,050	\$ 1,336,158
2011-12	\$668,108	\$668,050	\$ 1,336,158
2012-13	\$681,470	\$681,411	\$ 1,362,881
2013-14	\$695,099	\$695,039	\$ 1,390,139
<b>Total</b>	<b>\$3,380,893</b>	<b>\$3,380,601</b>	<b>\$ 6,761,495</b>

Source: Daly City Redevelopment Agency

## Consistency With Other General Plan Elements

The Housing Element is consistent with all other elements of the Daly City General Plan which are being updated simultaneously with the Housing Element. The General Plan Land Use Element implements specific policies of the Housing Element such as encouraging mixed use development and parcel assembly, and also includes the following overall policy:

**Policy LU X.X: Facilitate housing production by carrying out the goals and policies in the Housing Element.**

The Circulation Element includes an analysis of future traffic and the identification of improvements necessary to implement the volume of traffic associated with the eventual development of planned housing sites. These traffic projections are based in part on anticipated residential development projects identified in Table HE-27.

To further ensure that the Housing Element remains internally consistent, the City will perform an internal consistency review as a part of the Annual General Plan Implementation Report required under Government Code Section 65400.

**Appendix A: Housing Element Task Implementation Timeframe and Responsibility**

**Objective HE-1: Accommodate growing population by promoting housing construction ...**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Maintain and, where possible, create larger housing development sites throughout the City.	1.1	Increase the minimum property sizes in all commercial zones and R-3 Multiple-Family Residential zone and restrict the ability of existing sites within this zone to subdivide below the established minimum lot size. The minimum parcel shall be established at the time of the Zoning Ordinance update and shall be such that it promotes the construction of mixed-use and/or higher density multifamily development, as determined by the respective zone to which it applies.	Planning Division	X	2013	General Fund
	1.2	Incorporate a lot merger incentive allowance into the Zoning Ordinance whereby property owners electing to merge two or more adjacent lots for the purpose of development are provided specific incentives to do so. The incentive program shall establish incentives that are significant enough to promote voluntary lot mergers and shall be commensurate with the size of the parcels being merged and/or created.	Planning Division	X	2013	General Fund
Support infill housing in existing neighborhoods by offering streamlined planning and environmental reviews.	2.1	Develop a Permit Streamlining Program that identifies specific ways to reduce the processing times of projects that increase the supply of housing. These projects shall include minor subdivisions involving the creation of four or fewer parcels and the construction of duplexes in the R-1/A Single Family/Duplex Residential Zone. The Program shall identify criteria for inclusion in the Zoning Ordinance that establish which project characteristics will qualify a project for streamlining and what method of streamlining will be utilized.	Planning Division	X	2013	General Fund
	2.2	Continue to exempt infill housing development proposals from the California Environmental Quality Act (CEQA) if the proposal meets all of the requirements of CEQA Guidelines Section 15332.	Planning Division		On-going	None required
Provide regulatory incentives for developers to construct higher-density mixed-use development along Mission Street, Geneva Avenue, and any other locations within close proximity to public transit.	3.1	Within one year, of the Housing Element adoption, the City shall establish a Commercial Mixed-Use (C-MU) zone for areas targeted for mixed-use development, including, but not limited to the boundaries of the existing C-1 Light Commercial zone presently encompassing Mission Street and Geneva Avenue (approximately 65 acres), and establish development regulations in the Zoning Ordinance specifically for higher-density mixed-use development. The City shall, as a part of this task, explore increased building height within the C-MU zone, as determined sufficient to promote the construction of higher density mixed-use development within the zone.	Planning Division	X	2013	General Fund
	3.2	Review the existing design guidelines for mixed-use development to ensure the guidelines adequately address pertinent issues related to the construction of the mixed-use development both within existing neighborhoods and when higher-density development is proposed adjacent to lower-density neighborhoods. Amend these guidelines and augment with development regulations identified in Task HE 3.1 above to incorporate methods for repositioning mixed-use building mass away from lower-density neighborhoods.	Planning Division		2015	General Fund
	3.3	Amend the parking regulations to allow for a 30 percent parking reduction for all mixed-use development projects and clarify that the mixed-use parking reduction is allowed for buildings containing residential and retail components and parking available to both uses.	Planning Division	X	2013	General Fund
	3.4	For larger projects (e.g., 50 units or more), allow further parking reductions for all development projects that provide permanently-funded HOA/POA amenities (e.g., van pools or car sharing programs) to building occupants, are within 0.25 miles of any public bus hub, or are within 0.5 mile distance of a BART station. For the purpose of this task, a bus hub shall be defined as a location where significant numbers of passengers are exchanged from one mechanized mode of transport to another (e.g., bus transfer points, bus "park-n-rides", etc.)	Planning Division	X	2013	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Provide regulatory incentives for developers to construct higher-density mixed-use development along Mission Street, Geneva Avenue, and any other locations within close proximity to public transit.	3.5	Amend the parking regulations to remove differentiation between single-family, multiple-family, and condominium uses for the purpose of parking regulations, and establish such regulations based on total bedroom count. This requirement shall also apply to residential additions and the provision of additional bedrooms within any existing dwelling.	Planning Division	X	2013	General Fund
	3.6	Clarify that no parking reduction incentive (other than incentives allowed for senior affordable units) shall result in less than one parking space per unit. Any housing development that is willing to deed-restrict at least 20 percent of units for extremely low-income households shall be however be exempt from the minimum parking requirement identified by this task and instead a be subject to providing at least 0.5 parking spaces per unit.	Planning Division	X	2013	General Fund
Assure that standards for new housing construction comply with appropriate aircraft noise abatement requirements.	4.1	All new housing development within the 65dB CNEL aircraft contour, as shown on the most recent FAA accepted San Francisco International Airport Noise Exposure Map, shall be constructed to achieve an interior noise level of 45 dB CNEL or less based on aircraft noise events.	Planning Division		On-going	General Fund
	4.2	For all development proposals with the 65dB CNEL noise contour, the City shall require a noise study that identifies the proposed project's compliance with requirement of Task 4.1 above. If the project qualifies for review under the California Environmental Quality Act (CEQA), the City shall incorporate the noise study and any mitigation measures into the CEQA document and shall adopt findings that the project, as conditioned, complies with the interior noise level requirement.	Planning Division		On-going	General Fund
	4.3	The City shall incorporate compliance with this policy into adopted CEQA compliance guidelines. The guidelines shall identify detailed compliance requirements, such as the methods of acceptable noise mitigation (insulation, windows, etc).	Planning Division		2015	General Fund
<b>Objective HE-2: Explore a variety of alternative mechanisms to increase housing affordability.</b>						
Allow the construction of additional second units throughout the City.	5.1	Align the maximum neighborhood density applicable to second units to be consistent with the maximum neighborhood density allowed by the General Plan.	Planning Division	X	2013	General Fund
	5.2	Eliminate the required parking for small second units where the second unit is no larger than 400 square feet, the size of the home in which the unit is proposed is no greater than 1,600 square feet including the garage, and the existing home provides two legal, i.e., full-sized, parking spaces.	Planning Division	X	2013	General Fund
	5.3	Eliminate the requirement for owner-occupancy for second units where the applicant for a non-owner occupied second unit can demonstrate that the entire property is subject to professional property management by means of a written contract supplied to the City.	Planning Division	X	2013	General Fund
	5.4	Continue to offer same-day, express plan check permitting for all second units.	Planning Division		On-going	General Fund
	5.5	Monitor second unit construction and rental activity on an annual basis and report this information in the City's General Plan Annual Report.	Planning Division		On-going	General Fund
<b>Objective HE-3: Use vacant and underutilized sites to provide future housing opportunities.</b>						
Assure that adequate development sites exist on the Potential Housing Sites Inventory List to ensure compliance with the City's Regional Housing Need Allocation	6.1	Remove the use permit requirement for mixed-use projects located in the (future) C-MU Commercial Mixed Use zone that provide a residential component resulting in an overall net density of at least 30 dwelling units per acre and which also contain a first-floor commercial component that occupies a proportion of the total building area identified by the Zoning Ordinance.	Planning Division	X	2013	General Fund
	6.2	Amend the Sullivan Corridor Specific Plan to allow the density designation and floor area ratio sufficient to permit the dwelling unit count identified on Table HE-27 for the 1.38-acre site located at the northwest corner of Bryant Street and Pierce Street.	Planning Division		2013	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Assure that adequate development sites exist on the Potential Housing Sites Inventory List to ensure compliance with the City's Regional Housing Need Allocation	6.3	Rezone the one-acre site located at 169 First Avenue to a residential zone capable of permitting at least 20 dwelling units per acre.	Planning Division		2013	General Fund
	6.4	Amend the planned development zoning (PD #46) for the 2.49-acre 1050 St. Francis Boulevard site identified in Table HE-27 to remove the 36 dwelling unit maximum presently imposed by the zoning. The maximum density shall instead reflect the permitted General Plan Medium Density designation currently attributable to the site, i.e., 35 dwelling units per acre.	Planning Division		2013	General Fund
	6.5	Amend the BART Station Specific Plan to redesignate the three-parcel site totaling 1.73 acres situated north of East Market Street between Mission Street and First Avenue to the Neighborhood Commercial Residential Above specific plan designation and modify the development parameters (e.g., maximum number of stories) to ensure that the development allowance is consistent with other parcels in the (new) C-MU Commercial Mixed-Use zone and rezone the site concurrent with the establishment the C-MU zone for all other Mission Street parcels.	Planning Division		2013	General Fund
	6.6	Amend the Zoning Ordinance to require that, if after adopting the General Plan Land Use Map and Zoning Map, the City redesignates and/or rezones any site(s) included on the Potential Housing Sites Inventory List to a non-residential use or a residential use of less intensity than has been identified on the Potential Housing Sites Inventory List, the City shall replace the redesignated/rezoned site(s) with another site(s). The new site(s) shall allow the same or greater development intensity as the rezoned site(s) and shall be physically capable to providing the development intensity of rezoned sites(s) in terms of environmental restraints, infrastructure capacity, and similar constraints. The Ordinance shall specify that this requirement shall apply only to sites that are necessary to satisfy the City's Regional Housing Need Allocation.	Planning Division	X	2013	General Fund
Allow development density on all residentially-zones properties consistent with the General Plan Land Use Map	7.1	Review and amend the Zoning Ordinance, if necessary, to ensure that residential densities identified on the General Plan Land Use Map can be reasonably constructed given property size, accessibility, and topography. For the purpose of calculating densities, the Ordinance shall be amended to describe a method for calculating residential density that is site specific, meaning that the land area calculated as part of the density prescription shall include the site only and no portion of adjacent right-of-way or adjacent public or private property.	Planning Division	X	2013	General Fund
Avoid rezoning properties that are presently designated or zoned for residential uses for non-residential uses	8.1	Amend the Zoning Ordinance to identify specific findings for adoption by the Planning Commission and City Council when approving any rezoning or redesignation involving a residentially-zoned or residentially-designated property to any zone or designation other than residential. For the purpose of this policy, the C-MU (Commercial Mixed-use) zone shall be considered a residential zone. The findings identified by the Zoning Ordinance shall relate to finding that the rezoning or redesignation is necessary to ensure that the City will not be economically impaired, that the City has, since the Housing Element adoption, met its housing construction target, and that the rezoning or redesignation does not involve a property identified by the Potential Housing Sites Inventory List for which a replacement site has not been identified (see Policy HE-X above).	Planning Division	X	2013	General Fund
<b>Objective HE-4: Encourage a variety of housing types and tenures for all income levels, and assure access to housing by all groups of individuals.</b>						
Expand homeownership opportunities by facilitating condominium construction, while protecting renters from condominium conversions	9.1	Encourage a variety of housing types and tenures for all income levels, and assure access to housing by all groups of individuals.	Planning Division	X	2013	General Fund
	9.2	Amend the condominium regulations to include specific standards for a relocation program necessitated by condominium conversion that include requirements for the following: 1) an on-site relocation assistance office, 2) the return of all deposits and fees, 3) benefits for voluntary relocation after conversion approval, 4) benefits for forced relocation, 5) first right of refusal for tenants wishing to purchase and 6) rent stabilization during the entire conversion process.	Planning Division	X	2013	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Use the financial and other resources available to the City to reduce the cost and increase the amount of affordable housing	10.1	The City shall use and leverage Federal, State and local funds (including Redevelopment Agency set-aside finds), tax credits, tax-exempt bonds, and private sources such as foundations to encourage the production of affordable housing.	Planning Division, Housing Division		On-going	Federal, State, local, and Redevelopment Agency Funds
	10.2	Offer technical assistance to landowners and prospective developers regarding, for instance, regulatory guidelines, development potential, design solutions, and marketing data.	Planning Division		On-going	General Fund
	10.3	Continue to routinely monitor, investigate, and utilize available new funding sources.	Planning Division, Housing Division		On-going	General Fund
Continue to require affordable units in all new housing development and in new condominium conversions	11.1	Enforce the requirements of the Inclusionary Zoning Ordinance to the extent that Task HE 11.2 below is addressed.	Planning Division		On-going	General Fund
	11.2	Provide as part of the General Plan Annual Report an analysis of the effectiveness of the Inclusionary Zoning Ordinance in creating long-term affordable renter- and owner-occupied housing units. The analysis shall identify housing developments subject to the Ordinance for which construction has been completed in the previous year, and shall qualitatively and quantitatively describe the extent to which the ordinance impacted the construction cost of market-rate units within these developments.	Planning Division		Annual	General Fund
	11.3	Review and evaluate the inclusionary housing policy for all Redevelopment Project Areas.	Planning Division		On-going	General Fund
	11.4	Amend the Inclusionary Zoning Ordinance and the condominium regulations to clarify that condominium conversions are subject to the Ordinance.	Planning Division	X	2013	General Fund
	11.5	Through staff training, ensure effective dissemination about the Inclusionary Zoning Ordinance to prospective property purchasers and developers, and prepare paper and electronic brochures to assist these individuals to better understand and determine their obligation under the ordinance.	Planning Division		On-going; 2012 for brochure preparation	General Fund
	11.6	Adopt disclosure requirement about the existence of an inclusionary zoning ordinance in Daly City and that directs property purchasers to the City for additional details. This disclosure would be required for transaction of properties over a certain size and valuation that could be subject to the City's inclusionary zoning ordinance.	Planning Division	X	2013	General Fund
Provide regulatory incentives and streamline the permit process for development projects that contain deed-restricted affordable units.	12.1	Reduce delays in project approval and issuance of building permits by developing a plan check prioritization system that reduces the time required to complete the plan check review process for affordable housing projects, especially those projects which exceed the City's inclusionary zoning ordinance requirements.	Building Division (policy development)		2012	General Fund
	12.2	Continue to offer parking reductions offered in the current Zoning Ordinance that serve as an incentive to developers of low-income elderly housing provided a minimum age for residency of such units is established by the Ordinance (e.g., 62 years of age).	Planning Division		On-going	General Fund
	12.3	Establish regulations that allow parking reductions for all multiple-family housing developments containing low-income units, commensurate to the proportion of the project devoted to such units (currently a project must be 100 percent affordable to qualify for a parking reduction).	Planning Division	X	2013	General Fund
	12.4	Develop a Density Bonus Ordinance consistent with the State Density Bonus law that identifies additional regulatory incentives for constructing higher-density affordable development projects.	Planning Division	X	2013	General Fund
	12.5	Continue to offer streamlined environmental review for affordable housing development where authorized by the California Environmental Quality Act (Public Resources Code Sections 21159.20 through 21159.27 – Special Review of Housing Projects).	Planning Division		On-going	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Consider financial incentives to increase the supply of rental housing for all household income groups including extremely low-income households.	13.1	Give priority expenditure of City housing funds to projects that will provide deed restricted affordable rental housing.	Housing Division		On-going	Low Income Housing Set Aside Fund, HOME funds
	13.2	Apply for and/or co-sponsor funding opportunities for the construction of rental housing.	Planning Division		On-going	Low Income Housing Set Aside Fund, HOME funds
	13.3	Give priority expenditure of City housing funds to projects that will occupy sites that have been previously developed.	Planning Division		On-going	Low Income Housing Set Aside Fund, HOME funds
Assure access to services in Daly City for homeless individuals and families, and address the special needs and circumstances of these individuals.	14.1	Within one year of Housing Element adoption, amend the Zoning Ordinance to identify emergency shelters as a permitted land use, i.e., without the requirement for a use permit, in the C-R/O Commercial Retail Office zone district.	Planning Division	X	2013	General Fund
	14.2	Assure housing is provided with adequate public improvements, services, and amenities. 1. The occupancy limit for any building proposed for occupation by an emergency shelter shall be no less or greater than that normally required. The maximum number of beds or persons permitted to be served nightly by the facility. 2. The parking requirement for emergency shelters shall be quantified within the Zoning Ordinance and shall be based upon demonstrated need. The parking requirement for emergency shelters shall be no greater than the requirement for other residential or commercial uses within the C-R/O Commercial Retail Office zone. 3. The size and location of exterior and interior onsite waiting and client intake areas. 4. The requirement for continuous onsite management and the submission of a management plan to the City that identifies security 5. The proximity to other emergency shelters provided that emerger 6. Regulations for the maximum length of stay by any individual with	Planning Division	X	2013	General Fund
	14.3	Amend the Zoning Ordinance to ensure that transitional housing, as defined by State law, is allowed in any residential zone without the requirement for a use permit and subject to no greater zoning restrictions than residential uses in the same zone.	Planning Division	X	2013	General Fund
	14.4	Amend the Zoning Ordinance to ensure that supportive housing, as defined by State law, is allowed in any residential without the requirement for a use permit and subject to no greater zoning restrictions than residential uses in the same zone.	Planning Division	X	2013	General Fund
Require adaptability and accessibility of residential units for disabled occupants, and ensure that the Zoning Ordinance provides regulations that are sensitive to the needs of disabled occupants.	15.1	Maintain an active role in expanding accessibility and require all State and local accessibility codes to be met.	Planning Division		On-going	General Fund
	15.2	Regularly monitor the implementation of the jurisdiction's ordinances, codes, policies, and procedures to ensure they comply with the "reasonable accommodation" for disabled provisions and all fair housing laws.	Planning Division		On-going	General Fund
	15.3	Amend the Zoning Ordinance to establish clear procedures and regulations that ensure that residential development regulations contain flexibility to accommodate the special needs of the physically disabled. Where warranted and directly related to the physical disability of the applicant, flexibility in development regulations shall be ministerial and shall include but not be limited to identifying who may request a reasonable accommodation (i.e., persons with disabilities, family-members, landlords, etc.), timeframes for decision-making, and provision for relief from the various land-use, zoning, or building regulations that may constrain housing opportunities for persons of disabilities.	Planning Division	X	2013	General Fund
	15.4	Amend the City's second unit regulations to establish clear procedures for providing administrative relief from second unit requirements in circumstances where these requirements would otherwise prevent the construction of a second unit for a disabled person.	Planning Division	X	2013	General Fund
	15.5	Continue to fund (as funding permits) and support home repair programs that assist residents in paying for various handicapped modifications in and around their homes.	Planning Division		On-going	Community Development Block Grant

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Prevent housing discrimination based on age, race, religion, sex, ethnic background, or familial status.	16.1	The City shall assist in the implementation and enforcement of State and federal fair housing and civil rights laws, and shall make use of opportunities in its interaction with real estate offices, businesses, and other groups or agencies to eliminate housing discrimination. Where discrimination is suspected, the City shall work with the appropriate public interest agencies to vigorously pursue the matter and where discrimination is found, the City shall assist the relevant entity in prosecuting the matter.	Housing Division, Planning Division, City Attorney's Office		On-going	General Fund
	16.2	Amend the Zoning Ordinance to revise the definition of family to comply with State and federal fair housing laws. The new definition shall not distinguish between related and unrelated persons, and shall not impose limitations on the number of persons that may constitute a family.	Planning Division	X	2013	General Fund
	16.3	The City will continue to contract to provide fair housing services to its residents and property owners. Services will include:  1. Distributing educational materials to property owners, apartment managers, and tenants every two years;  2. Making public service announcements (PSAs) via different media (e.g., newspaper ads and public service announcements at local radio and television channels) at least two times a year;  3. Conducting public presentations with different community groups;  4. Responding to complaints of discrimination (i.e., in-taking, investigation of complaints, and resolution); and  5. Referring services to appropriate agencies.	Housing Division, Planning Division		On-going	General Fund
Provide financial assistance to lower income households in emergency situations	17.1	Continue to operate and support (as funding permits) the Housing Assistance Program that grants eligible lower income families, seniors and persons with disabilities money to cover housing related emergencies (e.g., security deposits, temporary difficulty meeting rent payments).	Housing Division	X	2013	General Fund
Support a balanced distribution of quality residential care facilities	18.1	Develop location regulations for larger residential care facilities that are not exempt from local zoning restrictions to provide objective standards to persons desiring to establish such facilities, while at the same time dispersing such facilities throughout the City.	Planning Division	X	2013	General Fund
Address the range of needs and encourage the production of additional housing opportunities for extremely low-income (ELI) households.	19.1	Provide an exception to the proposed zoning regulation identified in Task HE 3.7, whereby any housing development that is willing to deed-restrict at least 20 percent of units for extremely low-income households would be exempt from the minimum one parking space per unit rule identified by this task (applies to projects qualifying for transit-proximate parking reductions) and instead be subject to providing at least 0.5 parking spaces per unit.	Planning Division	X	2013	General Fund
	19.2	Revise the Zoning Ordinance to waive the parking requirements altogether for ELI deed-restricted second units that are transit proximate, as described in Task HE 3.5.	Planning Division	X	2013	General Fund
	19.3	For any new housing development utilizing public funding or publicly-owned land, the City and project developer shall explore the inclusion of units specifically targeted to and restricted for ELI households.	Housing Division, Planning Division		On-going	General Fund
<b>Objective HE 5: Assure that the quality of housing is continually maintained or upgraded, and the existing housing supply is not negatively affected by reconstruction.</b>						
Encourage voluntary housing rehabilitation and reconstruction	20.1	Amend the Zoning Ordinance non-conforming building regulations to allow the voluntary reconstruction, restoration, or rebuilding of any multifamily residential building with three or more units. Examples of non-conformity may include unit count, parking provision, and building setback and height. Such reconstruction, restoration, or rebuilding shall be limited for both single-family and multiple-family buildings in the ways described by California Government Code Section 65852.25.	Planning Division	X	2013	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Encourage housing reconstruction after fire or other natural disaster	21.1	Amend the Zoning Ordinance non-conforming building regulations to allow reconstruction of non-conforming buildings affected by fire or natural disaster subject to the land use regulations in place at the time of the original building construction, if the present development regulations are determined by the Director of Economic and Community Development to allow fewer total units than were originally permitted. This amendment shall allow such reconstruction provided the total unit count does not increase and the size of each replacement unit is substantially similar to the size of the original unit being replaced. The amendment shall not apply where the General Plan Land Use Map requires a higher minimum density than was provided in the building prior to the fire or natural disaster.	Planning Division	X	2013	General Fund
Ensure that additions of habitable space within existing dwellings are completed safely and in a manner consistent with the City's building and zoning regulations	22.1	Establish an expanded code enforcement program targeting the abatement of garage-level habitable rooms and additions that have been constructed without permits in residential structures containing between one and two dwelling units. This task could explore a number of potential programs to effectively dissuade non-permitted room construction, including, but not limited to:  1. Increased code enforcement efforts;  2. Strengthening noticing requirements to buyers on permitted work;  3. Exploring the feasibility and effectiveness of a program aimed at abating non-permitted habitable living space; and  4. Exploring the potential for a new amnesty program.	Building Division, Planning Division		On-going	General Fund
Preserve existing low-income housing units that are at risk of being converted to market-rate housing	23.1	Monitor existing at-risk low-income housing units to determine if the owners plan to file a notice of interest to prepay the mortgage obligation. The prepayment would terminate the requirement that the units be rented to low-income individuals. The City should maintain an up-to-date list of public and private non-profit housing entities who can and will be able to purchase the at risk units should the necessity arise. The City should also maintain a current list of available financial resources to fund the potential purchase of these units.	Housing Division		On-going	General Fund
<b>Objective HE 6: Avoid or reduce the economic and social difficulties caused by displacement.</b>						
Preserve existing low-income housing units that are at risk of being converted to market-rate housing	24.1	The City requires that property owners who place renters in units that violate the Municipal Code provide relocation assistance when the tenant must vacate the premises due to code enforcement activity. This policy will serve to protect particularly residents living in substandard illegal secondary units.	Housing Division		On-going	General Fund
<b>Objective HE 7: Reduce unnecessary or wasteful energy practices, and encourage more energy efficient housing.</b>						
Gradually increase energy and water efficiency standards for all new and existing housing while minimizing the costs of such standards.	25.1	Develop enhanced residential energy efficiency standards (Title 24, California Administrative Code) in all new residential construction which exceeds State-mandated requirements by five percent in 2015, ten percent in 2020, and twenty percent in 2030.	Building Division		On-going	General Fund
	25.2	Establish energy and water efficiency upgrade programs that promote energy and water efficiency upgrades in all existing residential buildings. Energy efficiency upgrades promoted as part of this program could include upgrades such as attic insulation, programmable thermostats, heating duct insulation, and water heater insulation. Water efficiency upgrades could include the installation of low-flow shower heads, where feasible, and retrofit of existing toilets to meet low-flush requirements as established by the City. Examples of programs developed as a part of this task could provide financial incentives (e.g., rebates, appliance buy-back, and similar programs) aimed at providing strong incentives to residential building owners to use the programs.	Planning Division; Department of Water and Wastewater		2010	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Mandate the inclusion of green building techniques into most new construction.	26.1	Adopt amendments to the building code requiring the inclusion of mandatory green building standards for all new construction and remodels that exceed a certain valuation (to be determined at the time of the building code amendment).	Building Division		2011	General Fund
	26.2	Adopt amendments to the building code that require all City-funded affordable housing projects reach a Home Energy Rating System (HERS) score above 86 (the minimum Energy Star rating), or equivalent.	Building Division		2011	General Fund
Provide a greater number of street trees throughout Daly City's neighborhoods.	27.1	Amend the Zoning Ordinance to require street tree planting as part of the construction of any new home and any remodel to any residential structure exceeding 50 percent valuation of the structure being remodeled. The Ordinance shall require uniform street tree spacing within new neighborhoods of one tree per each 25 linear feet of curb, to the maximum extent practical. All new street trees shall receive irrigation.	Planning Division	X	2013	General Fund
	27.2	Amend the plan check process to ensure compliance with amended Zoning Ordinance provisions related to street tree planting. At a minimum, applicants and developers shall identify street tree placement on all utility plans submitted for City of public utility review and approval.	Planning Division		Initially 2012 and then on going	General Fund
Through the development of a Stormwater Management Program, ensure that all new development complies with applicable municipal stormwater National Pollutant Discharge Elimination System (NPDES) permits by incorporating controls that reduce water quality impacts over the life of the project.	28.1	Appoint a stormwater control manager within either the Department of Public Works or Department of Water/Wastewater charged with implementing the City's Stormwater Management Program. The manager shall be responsible for reviewing public and private stormwater control mechanism proposals, requiring amendments to such controls as part of the development review process, and ensuring their proper construction.	Public Works Department; Department of Water/Wastewater		2014	General Fund
	28.2	Evaluate acceptable development standards for stormwater treatment mechanisms and publish such standards for distribution to developers. Such standards shall be based on a thorough evaluation of modern stormwater control mechanisms and shall, to the extent feasible, consider soil conditions in various parts of Daly City.	Planning Division, Public Works Department, Department of Water/Wastewater		2012	General Fund
	28.3	In locations where high density residential development is prevalent (e.g., east of Interstate 280), consider the use of the public right of way as an appropriate location for privately maintained stormwater treatment mechanisms.	Public Works Department, Planning Division		On-going	None required
Revise land use policies to meet or exceed the greenhouse gas reduction goals established in Assembly Bill 32 (reducing California's greenhouse gas emissions to 1990 levels by 2020).	29.1	Create and adopt a Climate Action Strategy Plan that establishes a greenhouse gas reduction goal, based on the baseline established in the respective Plan.	City Manager's Office		2011	General Fund
	29.2	Adopt progressive energy efficiency strategies similar to those adopted by the California Public Utilities Commission:  1. All new residential construction in California will be zero net energy by 2020; 2. All new commercial construction in California will be zero net energy by 2030; 3. Heating, Ventilation and Air Conditioning (HVAC) will be transformed to ensure that its energy performance is optimal for California's climate; and 4. All eligible low-income customers will be given the opportunity to participate in the low-income energy efficiency program by 2020.	Building Division, Planning Division		2011	General Fund
Promote alternative sources of energy in all homes.	30.1	Reduce or eliminate permit fees for installations involving solar electric, wind and solar hot water systems.	Building Division		2011	General Fund
	30.2	Encourage, incentivize, or require all new major construction projects to pre-plumb for solar hot water and pre-wire for solar electric systems.	Building Division, Planning Division		2011	General Fund
	30.3	Develop a funding source to offer loans to residents and developers that invest in solar electric, solar hot water, wind, and/or other clean energy systems.	Building Division, Planning Division		2011	General Fund
	30.4	Amend the Zoning Ordinance to include development standards for the installation of alternative energy generating systems on residential properties.	Planning Division	X	2011	General Fund

**Appendix A (continued): Housing Element Task Implementation Timeframe and Responsibility**

**Objective HE 8: Increase the supply of housing in a manner that does not negatively impact the quality of life in existing adjacent neighborhoods.**

Policy	Task	Task Summary	Responsibility	Z.O. Update	Completion Date	Funding Source
Ensure that, in instances where higher density mixed-use development is permitted adjacent to existing neighborhoods, the impacts of building height are decreased to the maximum extent feasible without reducing permitted General Plan density.	31.1	Review the Mixed-Use Design Guidelines and Zoning Ordinance to ensure that the guidelines address impacts created by larger mixed-use buildings proposed adjacent to smaller buildings and amend the Guidelines and Ordinance as needed.	Planning Division	X	2013	General Fund

# CITY OF DALY CITY

## Circulation Element



## Introduction

### Scope and Role of the Circulation Element

The Circulation Element identifies policies for ensuring that adequate transportation facilities are maintained throughout the planning period, that the facilities in which the City plans to invest reflect the land uses contemplated by the Land Use Element, and that the transportation system provides a range of transportation choices. The element accomplishes these objectives by describing the existing transportation system, areas that need improvement, and proposing policies and tasks to ensure the safe and efficient transport of people and goods throughout the City. Topics that are given special attention in this plan are traffic improvements, public transit, bicycle facilities, and techniques to mitigate impacts from individual development proposals.

### State Planning Law

State Planning law requires every city and county adopt a Circulation Element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other public transit facilities. State law encourages the development of a balanced transportation system within each community. In particular, Section 65302 (b) of the California Government Code states that the Circulation Element policies and programs should:

- Coordinate the transportation and circulation system with planned land uses as outlined in the Land Use element;
- Promote the efficient transportation of goods and the safe and effective movement of a segments of the population;
- Make efficient use of existing transportation facilities; and
- Protect environmental quality and promote the wise and equitable use of economic and natural resources.

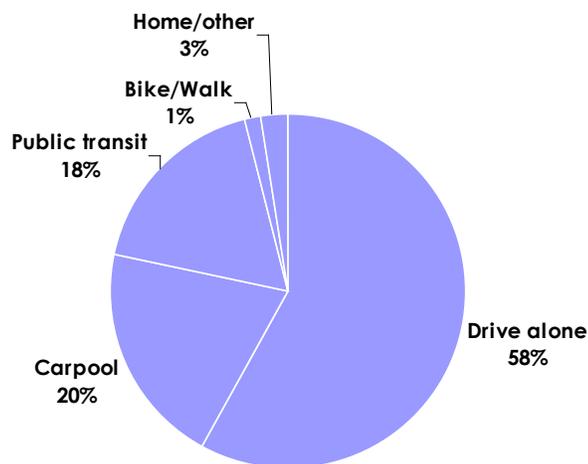
Additionally, the California Complete Streets Act requires that all cities plan for the development of a multimodal transportation network which allows for effective travel by motor vehicle, foot, bicycle, and transit to reach key destinations within their community and the larger region. The law emphasizes the desire that cities prioritize the construction of public improvements that accelerate development of a balanced, multimodal transportation network. The General Plan Circulation Element provides a policy framework wherein both public and private project's efforts to enhance the multimodal transportation network are identified and, where necessary, funding mechanism(s) for their implementation explored.

# Background Information

Although Daly City remains one of the most-dense communities in the Bay Area in terms of population per square mile, most of the City is characterized by neighborhoods consisting of single-family homes most easily accessed by the private automobile. As illustrated in Figure CE-1, approximately 78 percent of residents travel to work either driving alone or with others, up slightly since 1980 when about 75 percent of residents did so.

Given the automobile's predominance in the transportation network, it is important to understand how the City's land use decisions can have a cumulative impact on traffic conditions. For example, single-family subdivisions generate considerably more traffic (measured by the number of average daily vehicular trips) than housing types which are typically constructed in more-dense structures. As identified in Table CE-1, a new development consisting of 50 single-family homes will generate 25 percent more vehicular trips than a comparably-sized condominium project and almost 40 percent more trips than a comparably-sized apartment project.

**Figure CE-1: Daly City Residents Means of Transportation to Work**



Source: US Census (2000)

**Table CE-1: Traffic Generation by Comparable Residential Land Use**

Residential Land Use Type	Daily Traffic Generation	Morning Peak-Hour Generation	Evening Peak-Hour Generation	50-unit development	
				Morning Peak	Evening Peak
Single family home	9.57 trips	0.75 trips	1.01 trips	37.5 trips	50.5 trips
Apartment	6.65 trips	0.51 trips	0.62 trips	25.5 trips	31 trips
Condo/townhouse	5.81 trips	0.44 trips	0.75 trips	22 trips	37.5 trips
Retirement Community	2.81 trips	0.18 trips	0.29 trips	9 trips	14.5 trips

Source: Institute of Transportation Engineers

As land availability shrinks and higher densities become more commonplace, the City will likely see a continued shift away from the single-family home to denser types of housing, such as condominiums and apartments. As this occurs, it will become increasingly important that the Circulation Element promote other modes of transportation in addition to -- and in some instances in-lieu of -- the private automobile, e.g., public transit, bicycling, and pedestrian circulation. For this reason, the Circulation Element provides information regarding each of these modes.

## Vehicular traffic

Because the private automobile remains a primary transportation resource in Daly City, managing vehicular traffic will remain a principal concern for the City. This section identifies the traffic system's

components, its current effectiveness in moving traffic, what concerns in the system could arise within the planning period, and what can be done to address anticipated traffic issues.

## Roadway network

Figure CE-2 identifies the City's existing roadway network, categorized by size, volume of traffic, and how each is connected to the larger regional transportation network. The following are descriptions of the four major roadway types identified in the figure.

- **Freeways** are routes designed to carry large traffic volumes over long distances. The two freeways that travel through Daly City, Highway 1 and Interstate 280, are owned, operated, and maintained by the California Department of Transportation (Caltrans). Vehicular access to these freeways is limited to on- and off-ramps, crossings are grade separated and median islands are used to separate lanes moving in opposite direction. Interstate 280, an eight-lane freeway with a right-of-way of 290 feet, is the most heavily traveled roadway in the City carrying approximately 150,000 vehicles through Daly City every day.
- **Highways** are roads designed to carry heavy traffic volumes at moderate speeds. Like freeways, access is controlled to just a few locations and there are medians between lanes in opposite directions. Highways are different from freeways in that cross traffic usually is at the same grade. The basic right-of-way can vary from 100 to 170 feet. Access to abutting properties is provided by frontage roads. Intersections are signalized and parking is not permitted. Highways are typically landscaped heavily to give them a parkway-type character. At the present time, Highway 35 is the only highway in Daly City. Like Interstate 280, Highway 35 is owned, operated, and maintained by Caltrans.
- **Arterials** are designed to carry heavy traffic volumes at lower speeds than highways. Most arterials incorporate medians to control cross traffic, and provide separate turn lanes and signals controls at major intersections. In Daly City, four-lane arterials have rights-of-way ranging from 88 to 115 feet, depending on whether there are parking lanes and typically provide a capacity of 22,500 average daily trips (ADT). Examples of four-lane arterials are Geneva Avenue, Mission Street, John Daly Boulevard, and Serramonte Boulevard. Examples of two-lane arterials are Eastmoor Avenue and Southgate Avenue. They have right-of-ways ranging from 60 to 70 feet and have a capacity of 11,000 ADT.
- **Collector streets** are designed to channel traffic from local streets into the arterial street system and to handle short trips within neighborhoods. Collectors have two lanes in a right-of-way of 50 or 60 feet and have a capacity of 3,000 ADT. Examples of collector streets include Crocker Avenue and South Mayfair Avenue.

In addition to the above roadways (not identified in Figure CE-2) are local streets. They provide access from larger roadways to destinations within a residential or business district. Local streets may be loop streets, cul-de-sacs, or straight connections between two collector streets, and are typically not signalized. Travel distance to a collector typically does not exceed one-half of a mile. Right-of-way widths typically range from 50 to 60 feet, and capacity does not typically exceed 800 ADT. Local streets are designed for relatively low speed travel with parking permitted on both sides of the street.

## Level of Service

Traffic at Daly City's intersection is measured by a Level of Service (LOS) standard which grades intersection performance on an "A" through "F" scale. This LOS measurement is calculated by summing the average delay for vehicles in each lane for all intersection approaches. Table CE-2 provides a brief description of the levels of service recognized by the City and corresponding driving conditions associate with each:

**Table CE-2: Traffic Level of Service (LOS) Descriptions**

<b>Level of Service</b>	<b>Average Stopped Delay<sup>1</sup> (seconds/vehicle)</b>	<b>Description</b>
A	Delay ≤ 10.0.0	Free flow; minimal to no delay
B	10.0 < Delay ≤ 20.0	Stable flow, but speeds are beginning to be restricted by traffic condition; slight delays.
C	20.0 < Delay ≤ 35.0	Stable flow, but most drivers cannot select their own speeds and feel somewhat restricted; acceptable delays.
D	35.0 < Delay ≤ 55.0	Approaching unstable flow, and drivers have difficulty maneuvering; tolerable delays.
E	55.0 < Delay ≤ 80.0	Unstable flow with stop and go; delays
F	Delay > 80.0	Total breakdown; congested conditions with excessive delays.

<sup>1</sup> Control Delay per vehicle (seconds per vehicle).

Source: Transportation Research Board, Special Report 209, Highway Capacity Manual, Chapter 16 – Signalized Intersections, 2000.

As identified in Policy CE-x on page [insert page], this Circulation Element employs a tiered Level of Service standard intended primarily to determine impacts of new land uses on the City's roadway network and the intersection improvements that may need to occur as a result. This standard requires that a minimum Level of Service "C" be maintained during the morning peak traffic period and that a Level of Service "D" be maintained during the evening peak traffic periods at all principal intersections. The morning and evening peak traffic conditions occur between 7:00 a.m. and 9:00 a.m., and 4:00 p.m. and 7:00 p.m., respectively.

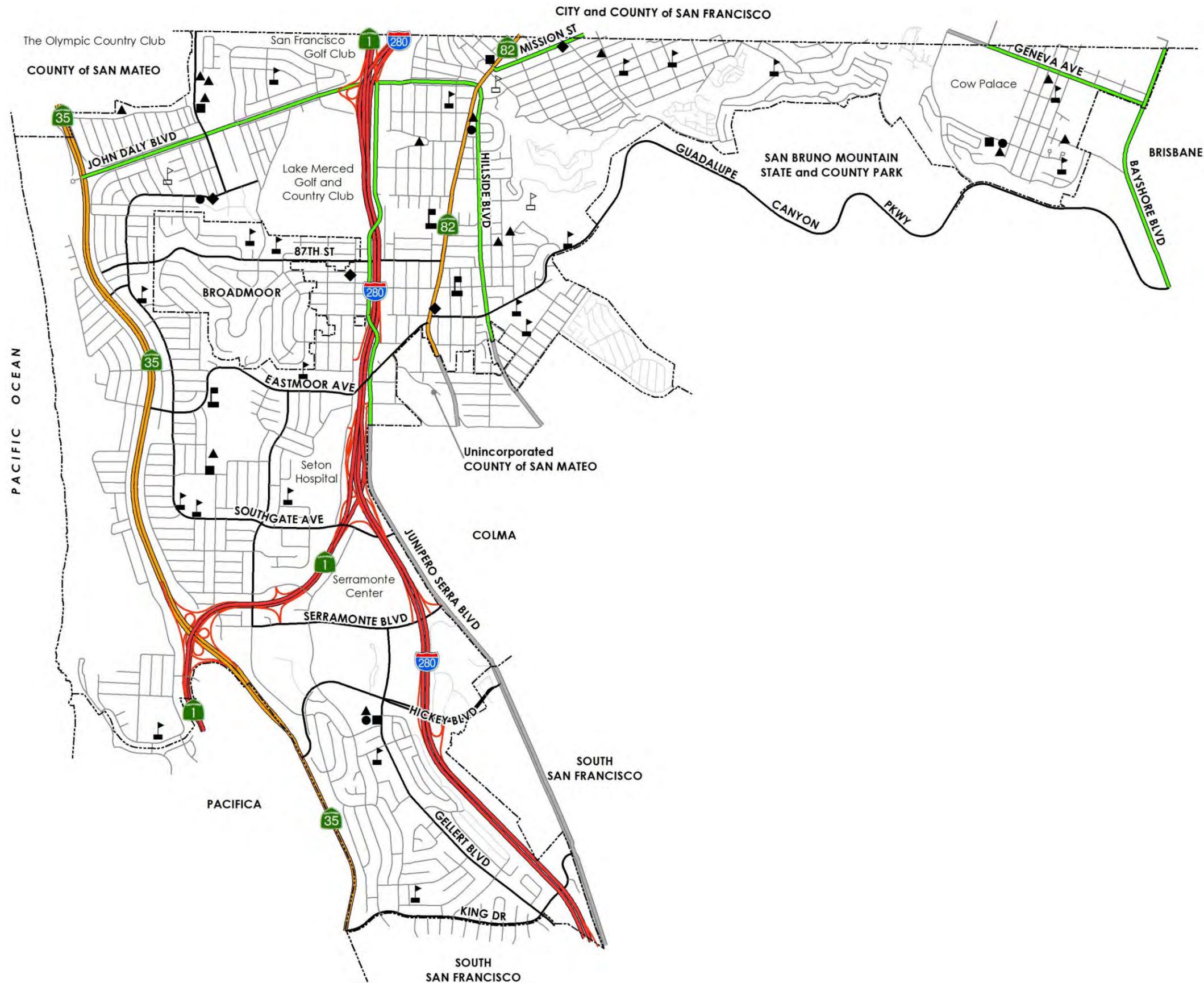


Figure CE-2  
**EXISTING ROADWAYS**

- Freeway
- Highway
- Arterial
- Collector
- Local
- Private

CITY OF DALY CITY  
**CIRCULATION ELEMENT**



## Existing traffic conditions

In 2008, the City measured traffic volumes at 54 principal intersections to determine the peak-hour Level of Service for each. Existing Level of Service calculations for morning and evening peak traffic at these intersections are identified together with their associated average intersection delay in Appendix CE-A. As identified in the appendix, the vast majority of the City's intersections operate at minimum Levels of Service during both peak traffic periods. However, the following intersections presently do not:

- The intersection of John Daly Boulevard/Junipero Serra Boulevard currently operates at LOS D during the a.m.-peak and LOS E during the p.m. peak. The congestion at this intersection can be attributed to commuters exiting the nearby BART station and the large number of motorists exiting and entering I-280.
- The intersection of Mission Street/Market Street/San Pedro Road currently operates at LOS D during the a.m. peak. The congestion at this intersection can be attributed to the large number of northbound and southbound vehicles access the I-280 on-ramp.
- The intersection of Junipero Serra Boulevard/Washington Street currently operates at LOS F during the p.m. peak. The congestion at this intersection can be attributed to the large number of northbound and southbound vehicles access the I-280 on-ramp.
- The intersection of Hickey Boulevard/Skyline Boulevard currently operates at LOS E during the p.m. peak. This intersection provides access to a shopping center on the northwest corner as well as the Fairmont neighborhood in Pacifica.

The existing LOS identified in the Circulation Element constitute baseline traffic conditions in Daly City and as such may be used for future analyses in the City in conjunction with, or tiered from, the environmental document prepared in association with this element.

## Future traffic conditions

Using a computerized traffic model, the City has been able to develop projections which identify the intersections that will likely be impacted by additional traffic and new development occurring both inside and outside Daly City between now and the a future year when all properties are expected to be fully developed. This future year is called "build out". Future Level of Service calculations for morning and evening peak traffic at the City's principal intersections are identified in Appendix CE-B. Although the majority of the City's intersections would continue to operate at an acceptable Level of Service, several intersections could degrade from acceptable to unacceptable levels, including the following:

- The intersection of John Daly Boulevard/Skyline Boulevard, currently operating at LOS C, could degrade to LOS E during the evening peak.
- The intersection of John Daly Boulevard/Lake Merced Boulevard, currently operating at LOS C, could degrade to LOS F during the evening peak.
- The intersection of John Daly Boulevard/Junipero Serra Boulevard, currently operating at LOS D during the morning peak and LOS E during the evening peak, could degrade to LOS F in both the morning and evening peak hours.
- The intersection of John Daly Boulevard/Hillside Boulevard/Mission Street, currently operating at LOS C during the morning and evening peaks, could degrade to LOS D in the morning and LOS E in the evening peak hours.

- The intersection of Mission Street/East Market Street/San Pedro Road, currently operating at LOS D during the morning and evening peaks, could degrade to LOS E in the morning peak and LOS F in the evening peak hour period.
- The intersection of Sullivan Avenue/San Pedro Road/Eastmoor Avenue, currently operating at LOS D during the morning peak and LOS C in the evening peak, could degrade to LOS F in both peak hour periods.
- The intersection of Junipero Serra Boulevard/San Pedro Road, currently operating at LOS D during the morning and evening peaks, could degrade to LOS F in both peak hour periods.
- The intersection of Serramonte Boulevard/Callan Avenue, currently operating at LOS C during the morning and evening peaks, could degrade to LOS D and LOS F in respective morning and evening peak hours.

In consideration of the traffic model projections, it is important to understand that the degradation of these intersections is not imminent because the traffic impacts anticipated to affect service levels would likely take several decades to be realized. Also, all new traffic is not attributable to new development as high housing costs make intergenerational living arrangements and renting rooms to unrelated individuals even more commonplace than they are today, resulting in increased traffic from existing neighborhoods. Rather than causing alarm, the intent of developing the traffic model is that the model act as a catalyst for how the City plans for future infrastructure needs, informing the City's decision-makers that with new housing and job opportunities comes the need to effectively plan for and finance an expanded City infrastructure.

### **Future roadway improvements**

Figure CE-4 identifies the future roadway improvements that are presently considered by the City as both feasible and necessary to improving the City's transportation network within the planning period. Although the figure may identify projects that are not located in Daly City or projects in which Caltrans is the lead agency, the intent of identifying these improvements is to identify any project to which the City intends to commit financial resources or seek public funding to help finance.

### **Parking**

As mentioned in the introduction section of this element, housing construction in Daly City will likely continue to shift away from the single-family home to denser types of housing, such as condominiums and apartments. The decreased traffic associated with these higher densities (as compared with a single-family home) has a related secondary impact of reducing parking demand according to the studies of parking demand undertaken by the Institute of Traffic Engineers (ITE). In consideration of ITE's findings, the Circulation Element provides policies that offer parking reductions to denser transit-oriented development that occurs in close proximity to public transit hubs like the Daly City and Colma BART stations. These policies would be refined and incorporated into the Zoning Ordinance.

### **Public Transit**

Despite the prevalence of the automobile, Daly City residents are somewhat more inclined to use public transit for getting to work than their counterparts in other cities and in the entirety of San Mateo County. As identified in Figure CE-4, when compared to the residents of the entire State of California, Daly City residents are almost four times as likely to use public transit as a method of travel to and from work. The reasons for this are very likely Daly City's relatively easy access to SamTrans and Muni bus services, and close proximity to two BART stations, both of which provide public parking.

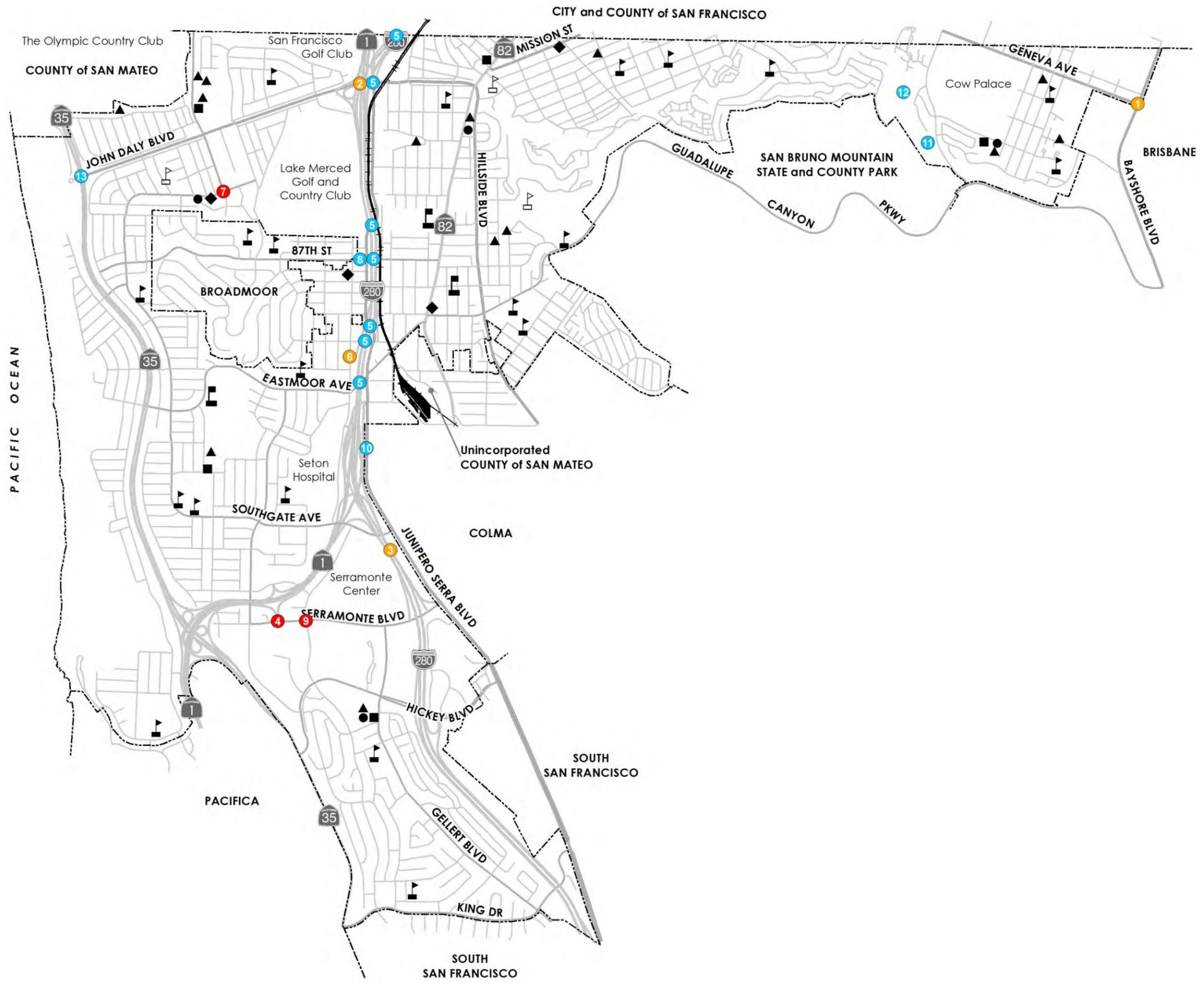
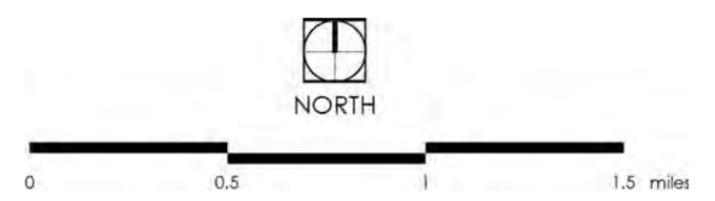


Figure CE-2  
**ROADWAY IMPROVEMENTS**

- 1 Geneva Avenue Extension
- 2 John Daly Blvd Overcrossing
- 3 Serramonte Blvd/HWY 1/I-280 Merge Lane
- 4 Serramonte Blvd/HWY 1 NB Offramp Signal
- 5 I-280 Overcrossings Pedestrian Improvements
- 6 Sullivan Avenue Widening
- 7 Lake Merced Blvd/Southgate Ave Signal
- 8 School Street/Junipero Serra Blvd Intersection Improvements
- 9 Serramonte Blvd/Callan Blvd Signal
- 10 Junipero Serra Blvd Sidewalk Extension
- 11 Bay Ridge Trail Improvements
- 12 Martin St Extension/Circulation Plan
- 13 John Daly Blvd/ Skyline Blvd Intersection Improvements

CITY OF DALY CITY  
**CIRCULATION ELEMENT**



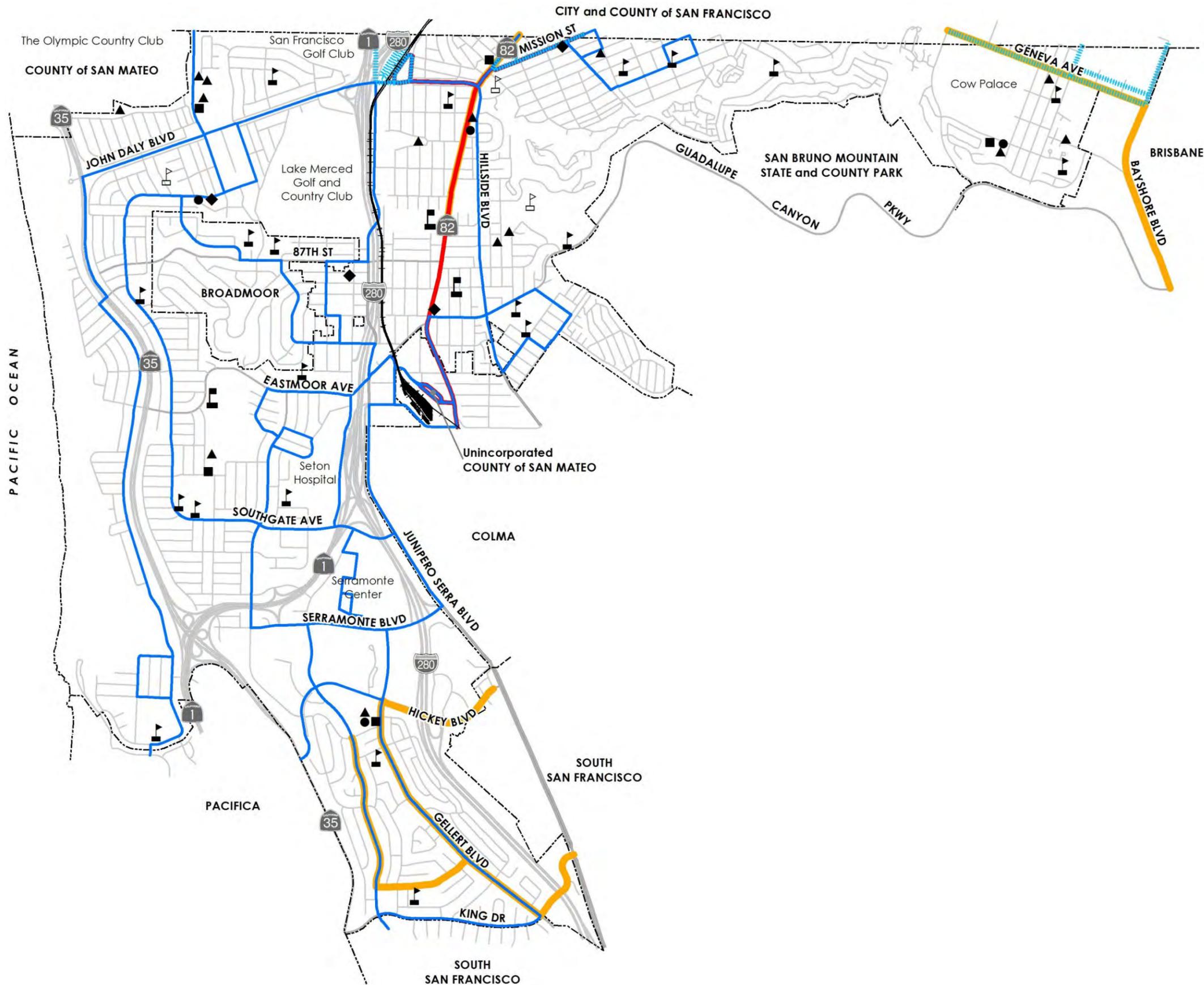


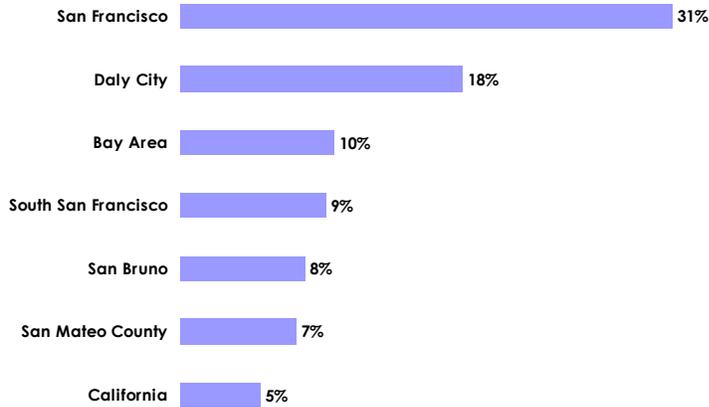
Figure CE-5  
**PUBLIC  
TRANSPORTATION**

- Rail
- +— BART - Bay Area Rapid Transit
- Bus
- samTrans - San Mateo County Transit
  - Service to BART
  - Service to BART and CalTrain
  - Community Service
- MUNI - San Francisco
- ..... Service to Daly City BART or connections to samTrans

CITY OF DALY CITY  
**CIRCULATION  
ELEMENT**



**Figure CE-4: Daly City Workers Aged 16+ Using Public Transit**



Source: U.S. Census

Figure CE-5 identifies the public transit options, including bus routes, available to Daly City residents. As shown in the figure, Daly City is served by two BART stations, SamTrans bus service, and Muni bus service.

**San Mateo County Transit District (SamTrans)**

SamTrans operates an overall fixed route bus system of 82 routes with a service area of 150 square miles. SamTrans operates 14 fixed bus routes in Daly City with 14 routes directly serving the BART station. Four of the fixed bus routes have vehicles equipped with handicapped access and one route is an express route which runs along Interstate 280 directly into San Francisco.

**San Francisco Municipal Railway (Muni)**

Municipal Railways of the City and County of San Francisco (Muni) operates five routes into Daly City. Route 28-19<sup>th</sup> Avenue and route 54-Felton serve the Daly City BART station, and the 14-Mission route serves Mission Street at the Top of the Hill. Routes 8-Bayshore Express and 9-San Bruno serve the Bayshore neighborhood. Of the three routes that serve the Daly City BART station, the 28-19<sup>th</sup> Avenue has the highest number of passengers. Muni has expressed an interest in extending the 14-Mission line to the Daly City BART station.

**Bay Area Rapid Transit (BART)**

Daly City is presently served by two BART stations: the Daly City BART Station located at the corner of John Daly Boulevard and Junipero Serra Boulevard, and the Colma BART Station located south of San Pedro Road in unincorporated Colma. In Fiscal Year 2009, the Daly City and Colma stations in combination were used by almost 12,000 riders each weekday.

**Table CE-3: Daly City/Colma BART Ridership Levels 2002-2009 (Station Exits)**

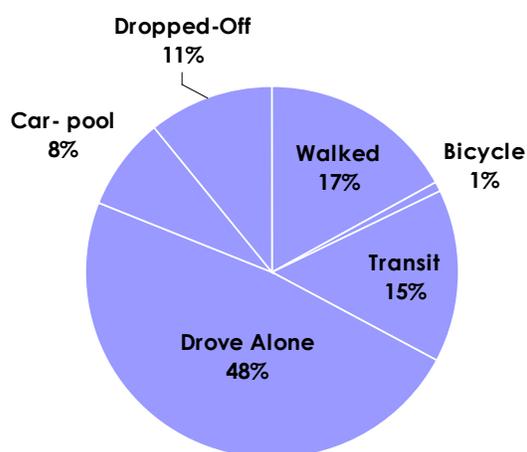
Station	FY	2002	2003	2004	2005	2006	2007	2008	2009
Daly City		7,722	7,650	7,319	7,275	7,879	8,257	8,590	8,096
Annual Change			-0.9%	-4.3%	-0.6%	8.3%	4.8%	4.0%	-5.8%
Colma		6,530	6,332	3,770	3,221	3,181	3,350	3,632	3,759
Annual Change			-3.0%	-40.5%	-14.6%	-1.2%	5.3%	8.4%	3.5%
Combined Total		14,252	13,982	11,089	10,496	11,060	11,607	12,222	11,855
Annual Change			-1.9%	-20.7%	-5.3%	5.4%	4.9%	5.3%	-3.0%

Source: Bay Area Rapid Transit District Annual Report

According to Table CE-3, BART ridership levels at the Colma station has decreased since 2002, mostly due to the opening of new BART stations in South San Francisco, San Bruno, Millbrae, and San Francisco Airport. This decrease is most pronounced at the station between the fiscal years 2003 and 2004, when the opening of the aforementioned stations in 2003 caused ridership at the station to decrease by about 40 percent. Ridership at the Daly City BART station has remained fairly consistent since 2002, peaking at over 8,500 daily riders in 2008.

As identified in Figure CE-6, most of the riders arriving at the Daly City and Colma BART stations do so by private automobile and just under half of these riders do so by driving to the stations alone. The percentage of riders who have walked to the station is approximately the same (15 to 17 percent) as the number who have arrived by public transit (SamTrans or Muni), while the number arriving by bicycle is extremely low (one percent).

**Figure CE-6: Daly City/Colma BART Stations (combined)**  
– Mode of Travel to Station



Source: 2008 BART Station Profile Study

With regard to the destinations of the riders at both the Daly City and Colma BART station who have arrived at these stations from home, the trip destination for 82 percent of these riders is to work. Specifically with regard to riders who have arrived at the Daly City BART station from a place other than home, 63 percent have arrived from school and 27 percent have arrived from work (2008 BART Station Profile Study).

## Paratransit Services

Paratransit is an alternative mode of flexible passenger transportation that does not follow fixed routes or schedules. In Daly City, paratransit consists of shuttlebuses, carpools, vanpools, and taxicab services. As described below, some paratransit services respond to special needs of people who cannot use public transit and require an on-call service to get to a doctor's appointment, shopping, or social event. Other paratransit services are pre-arranged ridesharing services that operate mainly during peak times and provide commuters with constant work schedules the opportunity to share vehicles.

## **Shuttlebuses**

Shuttlebuses services are typically provided by employers or homeowners associations to transport residents or employees to work or to public transit hubs. Examples of shuttlebuses in Daly City are the Seton Shuttle and the shuttle provided by Crown Colony Condominium Association. Both of these shuttles provide the opportunity for a large concentration of individuals to ride to a specific common destination such as BART, where the rider can continue their commute to work.

Two shuttlebus programs serve the mobility-impaired population in Daly City. SamTrans contracts with the Redi-Wheels program to operate a County-wide service. This program provides curb-to-curb service for handicapped individuals and the elderly who have impairments that exclude them from effectively using public transit. The service is provided on-call to persons who make reservations. In Daly City, Redi-Wheels focuses on taking people to various medical offices in the St. Francis Heights neighborhood, Seton Hospital on Sullivan Avenue, and Kaiser medical facilities. The service is also extended to groups of elderly people for trips to adult day care centers and social gatherings, and handicapped students who attend Skyline College in San Bruno.

## **Vanpools**

Vanpools allow groups of people to share a ride similar to a carpool, but on a larger scale with concurrent savings in fuel and vehicle operating costs, providing a flexible and cost effective mode of transportation. Vehicles may be provided by individuals, individuals in cooperation with various public and private support programs, through a program operated by or on behalf of an element of government, or a program operated by or on behalf of an employer. The key concept is that people share the ride from home or one or more common meeting locations and travel together to a common destination or work center.

## **Carpools**

Carpooling, also known as car-sharing, is the sharing of car journeys so that more than one person travels in a car. Carpooling reduces the costs involved in car travel by sharing journey expenses such as fuel, tolls, and car rental between the people travelling. Carpooling is also an environmentally friendly and sustainable way to travel as sharing journeys reduces carbon emissions, traffic on the roads, and the need for parking spaces.

Carpools are typically established by private individuals who may work together or are brought together by Rideshare 511, a private non-profit corporation funded mostly by the Metropolitan Transportation Commission and Caltrans. Established as Rides in 1977, the program was established to promote and facilitate alternative transportation for commuters who work and/or live in the nine-county Bay Area and Santa Cruz. Rides provides carpooling services for both individual commuters and large employers. The services for individual commuters includes free computerized car pool matching, general commuter and transit information, and specialized information on how to establish, operate, and maintain a carpool.

## **Taxicabs**

Two companies provide twenty-four hour private taxi service in Daly City. The City Council reviews and approves the license to operate a taxi service in the City. The Gateway Cab Company operates eleven cabs and, with a fleet of sixteen vehicles, the Daly City Cab Company provides about 500 trips per day to locations within and outside of the City. The average length of a trip is approximately three miles and the average number of passengers is 1.25 persons.

## Bikeway System

The topography, level of development, and high traffic volumes in Daly City provide the greatest challenge to providing a safe environment for bicyclists. There are a limited number of flat or even relatively flat through-routes in the City, and bicycles must compete for space on these streets with automobiles and transit. In spite of these challenges, much can be done to make bicycling safer and more convenient.

Figure CE-7 identifies the City's existing bicycle network. The following are descriptions of the three major bikeway types identified in the figure.

- **Class I bikeways** are designed and operated for the exclusive use of bicycles. Street and pedestrian crossings are minimized or are avoided altogether by building underpasses or overpasses. This type of bikeway is best located in parks or alongside freeways, railroad right-of-way or waterways. An example of a Class I bikeway located in Daly City on Lake Merced Boulevard extending from Westlake Park into San Francisco. Another example is John Daly Boulevard between Ashland and Poncetta.
- **Class II bikeways** are adjacent to, but separated from motor vehicle and/or pedestrian traffic. While the cyclist has a separate path, it may be preempted by turning or parking vehicles. This type of bikeway can be added easily to existing streets by removing curb parking or narrowing travel lanes to provide a path separated by a low berm or painted markings. One way lanes should be at least four feet wide. An example of a Class II bikeway in Daly City is found along Callan Boulevard.
- **Class III bikeways** are shared bikeways where the cyclist occupies the same right-of-way with either motor vehicles or pedestrians. Signs are used to designate that the street or path also is to be used by cyclists. While this type of bikeway is the most hazardous, it also is the least expensive to install and is often used to provide continuity to other bicycle facilities (e.g., Class II bikeways) where right-of-way is limited). The segment of Southgate Avenue between St. Francis Boulevard and Junipero Serra Boulevard is an example of this type of bikeway in Daly City.

In 2004 the City adopted a Bicycle Master Plan intended to provide a comprehensive network of signed and mapped routes for bicyclists and identify improvements that would expedite travel and improve safety along these routes. Since the plan's adoption, new bicycle facilities not contemplated by the plan have been installed and other aspects of the plan are in need of refinement to the extent that this Circulation Element has identified the update of the Master Plan as a task.

Although the Circulation Element provides broad policies for improvements intended to make bicycling a viable transportation option, the Bicycle Master Plan should continue to be the primary policy document used to guide the provision of bicycle facilities in Daly City.

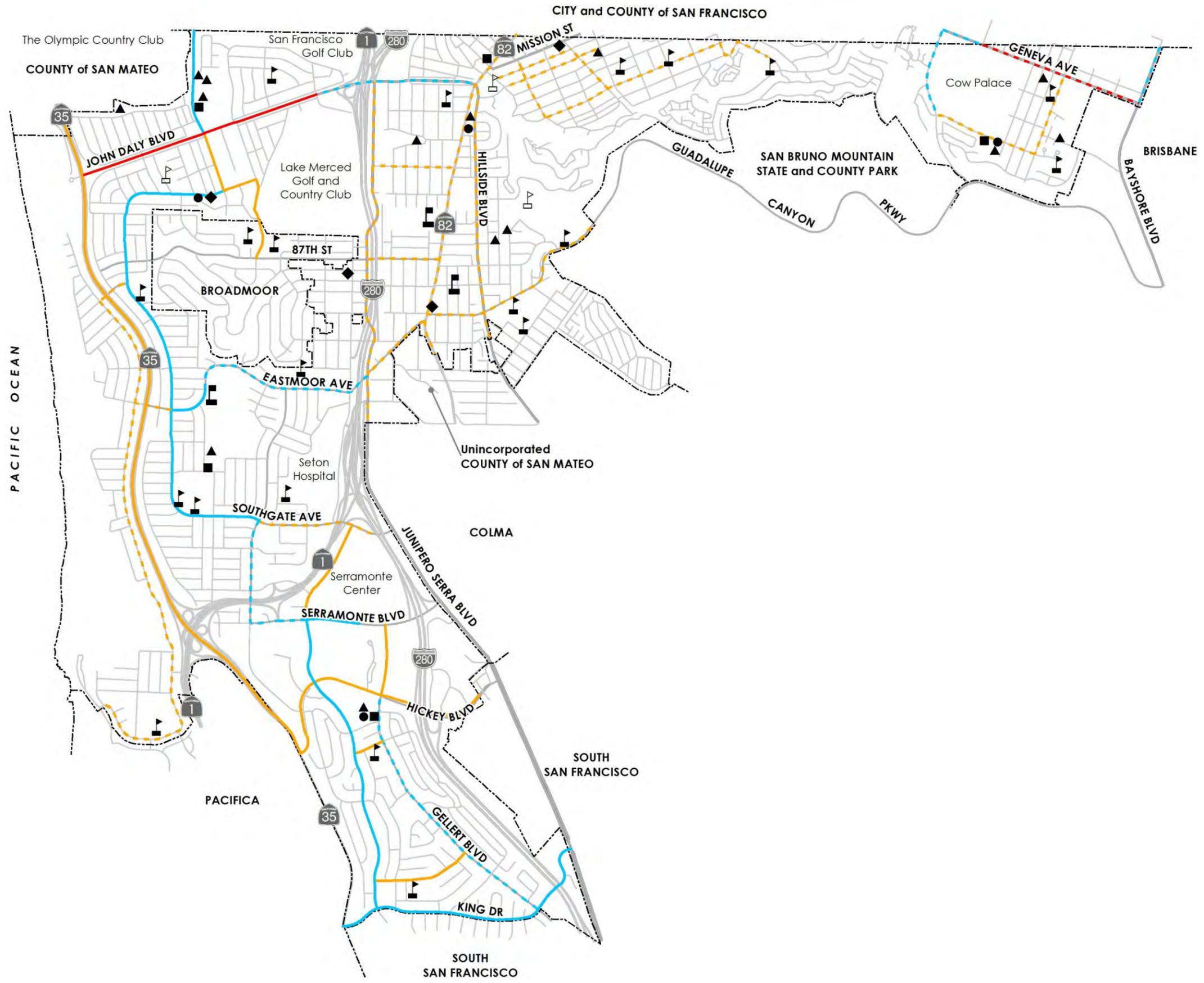
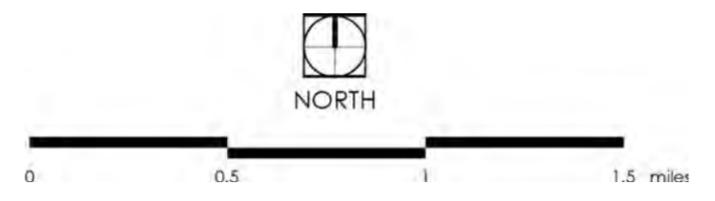


Figure CE-4  
**BICYCLE NETWORK**

	Existing	Proposed*
Class I		
Class II		
Class III		

\*As Identified by the Bicycle Master Plan

CITY OF DALY CITY  
**CIRCULATION  
 ELEMENT**



## Pedestrian Circulation

The pedestrian circulation system in Daly City has been determined by the type and extent of land uses within the City. In the older areas of the City, most notably the Original Daly City and Crocker neighborhoods, commercial land uses are integrated with residential uses in the form of corner grocery stores that are easily accessed by walking rather than driving. The central location of the Mission Street Redevelopment Area within these two neighborhoods also provides the residents with commercial uses within walking distance. However, in the newer areas such as the St. Francis Heights and Serramonte neighborhoods, commercial uses are concentrated in small neighborhood serving commercial shopping centers which are more easily accessed by automobile or bus, therefore restricting pedestrian access.

There are several hiking trails in Daly City. Most notably is the coastline trail which runs north to south along the Pacific coastline and closely follows the abandoned Highway 1 right-of-way. Other hiking trails in the city are located around San Bruno Mountain and provide access to San Bruno Mountain County Park. Although opportunities for new full-length trail development are limited, the development of a coastline trail would provide better access to Daly City's scenic coastal resources. In addition, the continued inclusion of pedestrian access easements in new developments located around San Bruno Mountain that provide links to the extensive trail system in the San Bruno Mountain State and County Park would further promote hiking and a recreational activity in the City.

To assist the City in identifying potential pedestrian improvement, the Circulation Element calls for the development of a Pedestrian Mobility Plan (PMP) which would include specific projects for inclusion in the City's Capital Improvement Program (CIP). These projects would not just include new sidewalk construction, but projects that raise the profile of walking as a mode of transportation as well as expand walking as an attractive recreational opportunity in Daly City. In this regard, the Pedestrian Master Plan should make specific recommendations for both Mission Street and Geneva Avenue. An existing conditions report related to the PMP was under preparation as of the summer of 2011.

## Circulation Goal, Policies, and Tasks

The circulation goal represents the type of circulation system the City would prefer. The objectives represent actions, which can be measured over time, that provide a general direction towards achievement of the goals, while the policies reflect more specific actions that the City has to take in order to attain the circulation goal.

The City's Circulation goal is:

"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."

Several facets of the goal warrant consideration. First of all, a balanced transportation system provides the community with alternative transportation choices. Although the automobile is still the primary mode of transportation in the City, many people use other forms of transportation such as buses, taxis, ridesharing, shuttle services and bicycles to move throughout the City. The location of BART in Daly City and in Colma also provides the community with an alternative method of travelling throughout the Bay Area region. However, there are some people who have little or no choice in terms of transportation mode. These transit dependent citizens must use public transit to move throughout the community or region. Emphasis should be placed on developing new choices and maintaining and improving existing alternative forms of transportation.

Second, the goal promotes the development of an efficient system. The efficiency of a transportation system is related to the reduction in costs associated with travelling between two places. Two types of costs, direct and indirect costs can be defined. Direct costs include: time, gas, vehicle maintenance, and traffic accidents. Indirect costs include: emotional or psychological stress, energy use, and air quality impacts. A reduction in these costs can be achieved through the development of a balanced, multi-modal transportation system.

Third, a balanced and efficient transportation system helps to preserve and enhance environmental quality. The use of alternative modes of transportation reduces the number of single occupancy vehicles, will result in improved air quality through the conservation of natural resources such as fuel and reduce parking demand. Adverse transportation impacts resulting from development can be mitigated through the requirement of contributions for transportation system improvements such as the signalization of intersections and widening of roads. Other transportation impacts such as insufficient parking can also be mitigated by requiring in-lieu fees for the construction of parking garages or requiring payments under a parking assessment district.

Fourth, all forms of transportation within the community provide for the safe movement of all citizens. The proper maintenance of streets, sidewalks, intersections, signals, bus stops and directional signs is essential to the safety of the community. The construction of handicapped modifications allow for the improved movement and safety of the physically handicapped. Programs and policies should be directed towards improving the safety of public transit systems that serve the City such as BART, SamTrans, and Muni, in order to ensure the safety of their passengers.

The following provides a set of integrated policies and tasks. Principal intersections identified in the section are identified in Figure CE-x.

## **Vehicular Traffic**

**Policy CE-1:** Use the City's traffic model and environmental review process outlined by the California Environmental Quality Act (CEQA) to ensure that the City's existing roadway network is relatively free flowing during peak traffic periods.

**Task CE-1.1:** Keep the city's traffic model up to date to reflect new development, circulation network improvements, and land use projection amendments as they occur.

**Task CE-1.2:** Field-verify the model by collecting and inputting traffic data for principal roadways at regular intervals, the first verification to occur in 2015.

**Task CE-1.3:** Require a traffic study as part of a complete application for discretionary projects which meet pre-determined criteria established by the City Engineer. The study shall determine the cumulative impact of the project on the City's principal intersections, as identified in Figure CE-x, together with approved projects and projects under construction in Daly City and adjacent jurisdictions.

**Task CE-1.4:** Allow a trip generation discount pre-determined by the City Traffic Engineer for residential projects exceeding 30 dwelling units per acre located within 0.25 miles of any public bus hub or are within 0.5 mile distance of a BART station. For the purpose of this task, a bus hub shall be defined as a location where significant numbers of passengers are exchanged from one mechanized mode of transport to another (e.g., bus transfer points, bus "park-n-rides", etc.)

**Task CE-1.5:** Require a traffic study as part of a complete application in accordance with the *Caltrans Guide for the Preparation of Traffic Impact Studies* and proactively

consult Caltrans where there exists ambiguity as to whether such a study is required under Caltrans guidelines.

**Task CE-1.6:** Incorporate a tiered Level of Service (LOS) standard into Daly City's Local Thresholds of Significance Guidelines and use the standard as an evaluation measure for the traffic impacts created by new discretionary projects and to identify future roadway and intersection improvements in the City's Capital Improvement Program.

This standard shall be applied as follows:

- Require that a minimum LOS C be maintained during the a.m. peak traffic period and that a LOS D be maintained during the p.m. peak traffic periods at all principal intersections.
- Where a traffic study identifies that a discretionary project will degrade the Level of Service at any of the City's principal intersections to below acceptable levels, the City shall, through the environmental review process, require measures to mitigate the anticipated impact to a level of insignificance.
- New vehicular traffic created by a discretionary project that causes any of the City's principal intersections to degrade to LOS F during any traffic period shall be considered a significant impact subject to the preparation of an Environmental Impact Report (EIR). The EIR shall provide both mitigation measures and feasible project alternatives that would effectively mitigate anticipated traffic impacts to a level of insignificance.
- Mitigation measures shall include construction of or financial contribution toward traffic improvements that can effectively mitigate the impact within a ten-year timeframe from the project approval date. Traffic impacts which are not fully mitigable within a ten-year timeframe shall be considered temporarily unmitigable and subject to the adoption of a Statement of Overriding Considerations in addition to mitigation measures.
- The City staff shall recommend the adoption of a Statement of Overriding considerations related to traffic in instances where there is substantial evidence to support the notion that the project possesses qualities (including environmental, legal, technical, social, and economic factors) that merit the project's approval despite the traffic impacts caused by the project.

The Local Thresholds of Significance Guidelines may provide additional detail and clarity.

**Policy CE-2: Minimize impacts on collector and local streets by moving traffic with origins and destinations outside of Daly City efficiently to area freeways and major arterial streets.**

**Task CE-2.1:** Review new development projects in adjacent jurisdictions and make every reasonable effort to ensure that these projects do not degrade traffic conditions at Daly City's principal intersection to Levels of Service identified in Daly City's Local Thresholds of Significance Guidelines.

**Task CE-2.2:** Support efforts by the City of Brisbane to establish an extension of Geneva Avenue, connecting with the Candlestick Highway 101 Interchange, as a part of the Baylands Specific Plan implementation, to the extent that any pass-through traffic originating from the new interchange can be effectively dissuaded/mitigated.

**Task CE-2.3:** Ensure that the Bi-County Transportation Study provides for an infrastructure phasing plan which ensures that Daly City roadways and intersections are not onerously impacted for significant periods of time.

**Task CE-2.4:** Limit and control the number and location of driveways into arterial streets and disallow any traffic entering City or State right-of-way to do so by backing into the right-of-way.

**Policy CE-3:** In areas adjacent to intersections anticipated to experience Level of Service degradations, give preference to new development that can demonstrate a 20 percent reduction in long-term vehicular trip generation.

**Policy CE-4:** Proactively plan for roadway network improvements by using the City's Capital Improvement Program (CIP) to prioritize necessary traffic improvements and identifying the funding sources necessary to construct these improvements.

**Task CE-4.1:** Continue updates of the CIP which include circulation improvements identified in Figure CE-x and ensure that the figure is maintained to reflect all planned circulation improvements.

**Task CE-4.2:** Within the CIP, allocate to existing and new development the proportionate costs for traffic improvements identified in Figure CE-5, and identify anticipated funding sources for all improvements. In addition to circulation improvement projects in Daly City, the CIP should provide a component which identifies funding sources and responsibilities for joint-benefit transportation projects in adjacent jurisdictions to which the City intends to commit financial resources.

**Task CE-4.3:** Continue to collect AB1600 impact fees from new development and, from time to time, re-assess the amount and distribution of monies collected from such fees to ensure that these amounts are sufficient to provide an adequate pro-rata contribution toward the public improvements identified in the City's Capital Improvement Program (same as Task LU-4.4B and RME-11).

**Task CE-4.4:** As part of the comprehensive infrastructure plan for the Geneva Avenue Corridor identified in Task LU-2.1B, develop a infrastructure enhancement fee program specific to new development in the Bayshore area which provides funding for any necessary circulation, utility, and joint-benefit projects planned in this area.

**Policy CE-5:** Work with the Metropolitan Transportation Commission to coordinate the transportation planning efforts of the City with those of adjacent jurisdictions.

**Task CE-5.1:** Support the Metropolitan Transportation Commissions (MTC) efforts to coordinate regional transportation planning insofar as they contribute to the accomplishment of the goals and policies of the General Plan.

**Task CE-5.2:** Ensure that the programs contained in MTC's Regional Transportation Plan are in accord with the needs of the City by participating in the yearly revisions of the plan.

**Policy CE-6:** Support regional efforts to improve traffic while accommodating future development.

**Task CE-6.2:** Participate in regional planning efforts conducted by CCAG and ensure the Countywide Congestion Management Program reflects the future transportation needs of Daly City residents and businesses.

**Task CE-6.3:** Actively participate in the multi-agency Bi-County Transportation Study currently being undertaken by the San Francisco County Transportation Authority to ensure that the study adequately identifies traffic improvements in and adjacent to Daly City necessary to accommodate future development in Bi-County study area.

## Public Transit

**Policy CE-7: Ensure an effective transit system by supporting the work of other agencies in their efforts to expand public transit in and around Daly City.**

**Task CE-7.1:** Participate in SamTrans service planning and work with SamTrans staff to ensure the service levels in Daly City are enhanced and expanded.

**Task CE-7.2:** Participate in efforts by MUNI to extend the 14 Mission Street bus service to the Daly City BART Station to the extent that such a connection does not require the installation of additional utilities in Daly City's right-of-way or create a visual blight on John Daly Boulevard.

**Task CE-7.3:** Participate in efforts by MUNI to extend the T-Third light rail line and construct a multimodal Bayshore transit station.

**Task CE-7.4:** Support efforts to enhance MUNI and Samtrans service in the Bayshore neighborhood.

**Policy CE-8: Accommodate the transit system by considering mechanisms which help public transit agencies reduce the headway times of their vehicles.**

**Task CE-8.1:** Work with both San Mateo County Transit District and the San Francisco Municipal Transportation Agency to explore the concept of peak-hour exclusive bus-only lanes along Mission Street and Geneva Avenue.

**Task CE-8.2:** Ensure that plans for future exclusive bus-only lanes accommodate dedicated bicycle lanes identified by the City's Bicycle Master Plan.

**Policy CE-9: Increase ridership levels for all public transit services by promoting public transit programs.**

**Task CE-9.1:** Develop a program which provides free or reduced public transit vouchers to City employees who can demonstrate that their travel to work is provided primarily by public transit.

**Task CE-9.2:** Allow as a mitigation measures bona fide private programs which provide free or reduced public transit vouchers/passes to employees who can demonstrate that their travel to work is provided primarily by public transit.

**Task CE-9.3:** Ensure that access to public transit services is convenient by providing information about these services, such as bus routes and schedules, at City facilities such as libraries and community centers.

**Task CE-9.4:** Promote the development and maintenance of programs that increase transit ridership levels through incentives such as reduced fares and/or preferential passes for senior citizens, students, and other transportation dependent citizens.

## Parking

**Policy CE-10: Parking requirements contained within the Zoning Ordinance should, as closely as possible, reflect accepted current parking trends. Regulations for residential uses should recognize the ability for high-density mixed-use development that is close to transit to reduce parking requirements.**

**Task CE-10.1:** As a part of the Zoning Ordinance update, ensure that parking requirements are identified for all non-residential land uses allowed within the City and that the off-street parking requirements for these uses reflect the minimum parking requirements supported by recognized parking demand studies.

**Task CE-10.2:** Amend the parking regulations to allow for a 30 percent parking reduction for all mixed-use development projects and clarify that the mixed-use parking reduction is allowed for buildings containing residential and retail components.

**Task CE-10.3:** For larger projects (e.g., 50 units or more), allow further parking reductions for all development projects that provide permanently-funded HOA/POA amenities (e.g., van pools or car sharing programs) to building occupants, are within 0.25 miles of any public bus hub, or are within 0.5 mile distance of a BART station. For the purpose of this task, a bus hub shall be defined as a location where significant numbers of passengers are exchanged from one mechanized mode of transport to another (e.g., bus transfer points, bus "park-n-rides", etc.)

**Task CE-10.4:** Amend the parking regulations to remove differentiation between single-family, multiple-family, and condominium uses for the purpose of parking regulations, and establish such regulations based on total bedroom count. This requirement shall also apply to residential additions and the provision of additional bedrooms within any existing dwelling.

**Task CE-10.5:** Clarify in the parking regulations that no parking reduction incentive (other than incentives allowed for senior affordable units) shall result in less than one parking space per unit. Any housing development that is willing to deed-restrict at least 20 percent of the units for extremely low-income households shall, however, be exempt from the minimum parking requirement identified by this task and instead be subject to providing at least 0.5 parking spaces per unit.

**Policy CE-11: Consider the use of in-lieu fees for parking areas, joint-use of parking areas, the creation of parking assessment districts, and other innovative methods of providing off-street parking.**

**Task CE-11.1:** Continue to explore the potential for use of innovative methods of providing off-street parking in these and other areas.

**Task CE-11.2:** Formalize within the Zoning Ordinance the allowance of shared parking between uses and provided criteria which identify when shared parking is appropriate and the extent to which it is allowed.

**Task CE-11.3:** Explore amendments to the Zoning Ordinance to require the payment of parking in-lieu fees for parcels 5,000 square feet or less with direct frontage on Mission Street or Geneva Avenue. As part of any such amendment, the City shall identify capital improvement(s) for both Mission Street and Geneva Avenue toward which in-lieu money is expended within a certain time. These improvements may include any improvements

that enhance parking, pedestrian mobility, or public transit access along each respective corridor.

**Policy CE-12: Encourage parking lots of 500 or more spaces in new development to be provided in parking structures.**

**Task CE-12.1:** Consider revisions to the Zoning Ordinance that require structured parking for projects which require the provision of 500 or more parking spaces in all zones, including Planned Development zones.

## **Bicycle and Pedestrian Travel**

**Policy CE-13: View transportation improvements (new and retrofit) as opportunities to improve safety, access, and mobility for all travelers and recognize bicycle, pedestrian, and transit modes as integral elements of the transportation system.**

**Task CE-13.1:** As part of the comprehensive infrastructure and streetscape plan for the Geneva Avenue Corridor (see Task LU-2.1B), ensure that both public and private improvements provide significant accommodation of both pedestrian and bicycle transportation modes.

**Task CE-13.2:** Continue to participate in the effort of the Grand Boulevard Initiative for Mission Street and, when considering the design of Mission Street pedestrian improvements, make every reasonable effort to implement the street design guidelines identified by the Grand Boulevard Multimodal Transportation Corridor Plan.

**Task CE-13.3:** Consider impacts to the existing and future bicycle and pedestrian network when completing environmental review for private development projects, and require mitigation measures where necessary and reasonable to ensure that these systems are not impacted.

**Task CE-13.4:** Ensure that as part of any reassessment of the City's Development Impact Fee (AB1600) that adequate and commensurate money is collected and distributed to City projects involving the expansion of Daly City's pedestrian and bicycle network. The amount of this allocation shall be determined at the time of the fee reassessment, should a reassessment occur.

**Task CE-13.5:** As part of the effort to unify the Zoning Ordinance into a more broad set of development regulations (as identified in Policy LU 4.1C), review the City's public improvement (i.e., street, curb, sidewalk) standards to ensure that safe and effective bicycle and pedestrian circulation is accommodated to the same extent as the automobile.

**Policy CE-14: Actively comment on the environmental reviews completed by other public agencies and quasi-public agencies desiring to undertake projects within Daly City in an effort to ensure impacts to pedestrian and bicycle circulation systems are not impacted.**

**Task CE-14.1:** As part of any City involvement in or comments provided for the Geneva Avenue connection with the Candlestick Highway 101 Interchange, work toward the inclusion of the both pedestrian and bicycle transportation modes that, at a minimum, extend those identified in the Geneva Avenue infrastructure plan and/or Daly City Bicycle Route Map.

**Policy CE-15: Ensure the new building along Mission Street and Geneva Avenue are situated so that they are easily accessible by pedestrians.**

**Task CE-15.1:** Explore amendments to the Zoning Ordinance to provide for maximum setbacks along Mission Street and Geneva Avenue, and which disallow parking within any provided front setback area.

**Task CE-15.2:** Amend the Zoning Ordinance to require, in new development projects located along either Mission Street or Geneva Avenue, that all parking spaces provided for projects located be either underground or placed behind buildings.

**Policy CE-16: Strengthen pedestrian access between and within residential areas and schools, commercial areas, recreational facilities, transit centers, and major activity centers in the City.**

**Task CE-16.1:** Develop a Pedestrian Master Plan and, include specific projects in the City's Capital Improvement Program (CIP) that raise the profile of walking as a mode of transportation and as an attractive recreational opportunity. This Master Plan should make specific recommendations for both Mission Street and Geneva Avenue.

**Task CE-16.2:** Update the Comprehensive Accessibility and Mobility Plan, and codify requirements for private replacement of non-compliant sidewalk curbs for redevelopment or significant rehabilitation of non-residential properties.

**Task CE-16.3:** Improve pedestrian safety by providing adequate separation of pedestrian and motor vehicle traffic. This includes making provisions for sidewalks on newly constructed or existing roads and constructing pedestrian overcrossings in areas of heavy pedestrian and vehicular traffic.

**Task CE-16.4:** Make street crossings easier and more accessible to pedestrians by widening sidewalks, medians, installing bulb-outs, and/or allowing more time for pedestrians to cross the street.

**Task CE-16.5:** Consider developing parking lot design guidelines for shopping center parking lots exceeding a certain size that maximizes safe pedestrian access from parking lots to storefronts and between storefronts.

**Task CE-16.6:** Work with BART on providing safe pedestrian access to and from the Daly City BART station that utilizes existing street level crossings on John Daly Boulevard and maximizes either existing or future grade separated crossing(s) at this location.

**Task CE-16.7:** Evaluate increasing the City standard for new sidewalk construction to at least five (5) feet wide in an effort to increase sidewalk usability for pedestrians with strollers, wheelchairs, and other walking assistance devices.

**Task CE-16.8:** Explore amendments to the Zoning Ordinance which would require increased sidewalk dedication along roadways where existing sidewalk width has been determined by the City to be inadequate and/or less than optimal.

**Task CE-16.9:** Require as a condition of development/redevelopment project approval the provision of sidewalks and wheelchair ramps where lacking, repair or replacement of damaged sidewalks, and sidewalks that link directly to building entrances.

**Task CE-16.10:** Develop a policy which minimizes the number of curb-cuts along arterial and collector roadways.

**Policy CE-17: Work with local school districts to implement projects and activities that promote walking to school among students, parents, and staff.**

**Task CE-17.1:** Invite school districts in Daly City to participate in the Bicycle and Pedestrian Advisory Committee.

**Policy CE-18: Continue to install bicycle facilities throughout the city in accordance with the Bicycle Master Plan**

**Task CE-18.1:** Update the bicycle master plan and Capital Improvement Programs to ensure that the City's bikeways system is effectively coordinated with the countywide system and conveniently serves major areas of attraction, such as shopping centers, public buildings, parks, schools and places of employment.

**Task CE-18.2:** Implement bicycle route improvements, which include signing, striping, paving and provision of bicycle facilities at employment sites, shopping centers, schools, and public facilities.

**Policy CE-19 Take proactive steps to ensure that owning and using a bicycle in Daly City is a viable transportation option.**

**Task CE-19.1:** Require the provision of secure covered bicycle parking for large multifamily residential, commercial and office/institutional uses, and other key destinations, including public facilities such as transit stations. The requirement for such provision shall be detailed in the Zoning Ordinance and may be implemented through either code compliance during major remodel or environmental review undertaken as a part of the California Environmental Quality Act.

**Task CE-19.2:** Encourage provision of showers and lockers for employees as a part of all non-residential development by providing within the Zoning Ordinance a pre-specified parking reduction for projects that provide such facilities in perpetuity.

**Task CE-19.3:** Pursue regional funding and other sources for new bikeways to the extent possible under federal and State law.

**Task CE-19.4:** Work with transit providers to ensure that transit facilities are equipped with adequate bicycle carrying capacity.

**Task CE-19.5:** Work with local school districts to implement projects and activities that promote bicycling to school among students, parents, and staff.

# Appendix CE-A

# Existing and Projected Level of Service – A.M. Peak

ID No.	Intersection	Traffic Control	Jurisdiction	Existing LOS (2008)		Projected LOS (2035)	
				LOS	Avg. Delay	LOS	Avg. Delay
1	John Daly Blvd./Skyline Blvd.	Signalized	Caltrans	C	20.1	C	26
2	John Daly Blvd./Lake Merced Blvd.	Signalized	Daly City	C	29.8	C	34.7
3	John Daly Blvd./Park Plaza Dr.	Signalized	Daly City	C	26.9	C	27.2
4	John Daly Blvd./I-280 SB On-Ramp	Signalized	Caltrans	B	14.3	B	14.1
5	John Daly Blvd./Junipero Serra Blvd.	Signalized	Caltrans	D	35.2	F	93.6
6	John Daly Blvd./BART Exit	Signalized	Daly City	A	4.8	A	4.9
7	John Daly Blvd./DeLong St.	Signalized	Daly City	C	26.7	C	33.7
8	John Daly Blvd./Mission St./Hillside Blvd.	Signalized	Caltrans	C	32.4	D	48.7
9	Mission St./Hillcrest Dr.	Signalized	Caltrans	A	0.8	A	1
10	Mission St./Crocker Ave./Flournoy St.	Signalized	Daly City	C	18.2	C	20.5
11	Mission St./Templeton Ave.	Unsignalized	Daly City	A	8.2	A	9.8
12	Mission St./Westlake Ave.	Signalized	Caltrans	B	12.7	B	12.2
13	Mission St./School St.	Signalized	Caltrans	B	19.5	C	23.7
14	Mission St./E. Market St./San Pedro Rd.	Signalized	Caltrans	D	37.3	E	75.7
15	El Camino Real/F Street	Signalized	Town of Colma	B	12.4	B	10.2
16	Hillside Blvd./A Street/Chester St.	Unsignalized	Partially in unincorporated San Mateo County	B	10.2	B	11.7
17	Hillside Blvd./E. Market St.	Signalized	Daly City	C	32.9	D	35
18	Junipero Serra Blvd./North Garage	Signalized	Daly City	A	0.9	A	4.5
19	Junipero Serra Blvd./Westlake Ave.	Signalized	Daly City	B	12.4	B	11.8
20	Junipero Serra Blvd./School St./87th St.	Signalized	Daly City	C	19.9	C	21.5
21	Junipero Serra Blvd./Washington St.	Signalized	Daly City	D	46.7	F	89.4
22	Junipero Serra Blvd./San Pedro Rd.	Signalized	Daly City	D	36.1	F	96.9
23	Junipero Serra Blvd./D St.	Signalized	Caltrans	C	27.9	C	27.5
24	Junipero Serra Blvd./Southgate Ave.	Signalized	Partially in Town of Colma	C	22.7	C	24.9
25	Junipero Serra Blvd./Colma Blvd.	Signalized	Town of Colma	B	18.9	B	11.2
26	Junipero Serra Blvd./Serramonte Blvd.	Signalized	Town of Colma	C	26.4	D	40.1
27	Sullivan Ave./Washington St.	Signalized	Daly City	C	22.1	C	23.6
28	Sullivan Ave./Pierce St.	Signalized	Caltrans	C	27.4	C	27.3
29	Ave.	Signalized	Daly City	D	40.1	F	203.6
30	Sullivan Ave./I-280 on-ramp	Signalized	Daly City	B	8.9	B	9.6
31	Sullivan Ave./Southgate Ave.	Signalized	Daly City	B	15.7	B	16.1
32	Southgate Ave./Callan Ave.	Unsignalized	Daly City	B	11.6	B	14.9
33	Southgate Ave./St. Francis Blvd.	Signalized	Daly City	C	28	C	28.3
34	Serramonte Blvd./I-280 NB On-Ramp	Signalized	Caltrans	A	6.4	A	5.4
35	Serramonte Blvd./I-280 SB Off-Ramp	Signalized	Caltrans	B	16.6	B	18.8
36	Serramonte Blvd./Gellert Blvd.	Signalized	Daly City	C	28.1	C	30.3
37	Serramonte Blvd./Callan Blvd.	Unsignalized	Daly City	C	15.4	D	30.7
38	Serramonte Blvd./Route 1 On/Off-Ramp	Unsignalized	Daly City	C	19.4	E	45.8
39	Serramonte Blvd./St. Francis Blvd.	Unsignalized	Daly City	B	12.5	C	16.3
40	St. Francis Blvd./Clarínada Ave.	Unsignalized	Daly City	B	12.5	C	15.9
41	St. Francis Blvd./Eastmoor Ave.	Unsignalized	Daly City	B	14.7	C	15.9
42	Clarínada Ave./Route 1 On/Off-Ramp	Unsignalized	Daly City	B	11.9	C	20.3
43	Clarínada Ave./Callan Blvd.	Unsignalized	Daly City	A	9	B	13.4
44	Hickey Blvd./Skyline Blvd.	Signalized	Caltrans	C	29.1	D	35.1
45	Hickey Blvd./St. Francis Blvd.	Unsignalized	Daly City	C	15.9	D	33.6
46	Hickey Blvd./Callan Blvd.	Signalized	Daly City	C	26.6	C	26.8
47	Hickey Blvd./I-280 SB	Signalized	Caltrans	B	13.4	C	21
48	Hickey Blvd./I-280 NB	Signalized	Caltrans	C	30.9	C	35
49	Skyline Blvd./Westmoor Ave.	Signalized	Caltrans	C	26.4	D	35.9
50	Geneva Ave./Carter St.	Signalized	City of San Francisco	B	8.5	B	9.8
51	Geneva Ave./Schwerin St.	Signalized	Daly City	C	21.5	C	23.3
52	Geneva Ave./Bayshore Blvd.	Signalized	Daly City	C	21.4	C	25.5
53	Carter St./Martin St.	Signalized	Daly City	B	17.6	C	20.3
54	Guadalupe Canyon Parkway/Carter St.	Signalized	Partially in Brisbane	C	20.6	C	22

Average Delay: in seconds per vehicle V/C: Volume to Capacity Ratio LOS: Level of Service Unsignalized Intersection: LOS Based on worst approach Delay (in seconds) Source

# Appendix CE-B

# Existing and Projected Level of Service – P.M. Peak

ID No.	Intersection	Traffic Control	Jurisdiction	Existing LOS (2008)		Projected LOS (2035)	
				LOS	Avg. Delay	LOS	Avg. Delay
1	John Daly Blvd./Skyline Blvd.	Signalized	Caltrans	C	20.7	E	55.6
2	John Daly Blvd./Lake Merced Blvd.	Signalized	Daly City	C	33.2	F	134.4
3	John Daly Blvd./Park Plaza Dr.	Signalized	Daly City	C	25.3	C	27.9
4	John Daly Blvd./I-280 SB On-Ramp	Signalized	Caltrans	B	15.3	B	15.1
5	John Daly Blvd./Junipero Serra Blvd.	Signalized	Caltrans	E	65	F	169.1
6	John Daly Blvd./BART Exit	Signalized	Daly City	A	4.9	A	4.7
7	John Daly Blvd./DeLong St.	Signalized	Daly City	C	27.3	D	47.3
8	John Daly Blvd./Mission St./Hillside Blvd.	Signalized	Caltrans	C	32	E	69.1
9	Mission St./Hillcrest Dr.	Signalized	Caltrans	A	1.6	A	2
10	Mission St./Crocker Ave./Flournoy St.	Signalized	Daly City	C	27.5	C	34.8
11	Mission St./Templeton Ave.	Unsignalized	Daly City	A	9.3	C	16.2
12	Mission St./Westlake Ave.	Signalized	Caltrans	B	13.4	B	12.7
13	Mission St./School St.	Signalized	Caltrans	C	21.1	C	20.1
14	Mission St./E. Market St./San Pedro Rd.	Signalized	Caltrans	D	40.4	F	180.2
15	El Camino Real/F Street	Signalized	Town of Colma	B	13.2	B	11.8
16	Hillside Blvd./A Street/Chester St.	Unsignalized	Partially in unincorporated San Mateo County	B	10.3	C	15.6
17	Hillside Blvd./E. Market St.	Signalized	Daly City	C	32.2	D	35.7
18	Junipero Serra Blvd./North Garage	Signalized	Daly City	A	2.9	B	11.5
19	Junipero Serra Blvd./Westlake Ave.	Signalized	Daly City	B	13.7	B	16
20	Junipero Serra Blvd./School St./87th St.	Signalized	Daly City	C	31.9	D	49.7
21	Junipero Serra Blvd./Washington St.	Signalized	Daly City	F	90.3	F	171.6
22	Junipero Serra Blvd./San Pedro Rd.	Signalized	Daly City	D	37.8	F	136.6
23	Junipero Serra Blvd./D St.	Signalized	Caltrans	C	30.2	C	33.3
24	Junipero Serra Blvd./Southgate Ave.	Signalized	Partially in Town of Colma	C	20.3	C	24.4
25	Junipero Serra Blvd./Colma Blvd.	Signalized	Town of Colma	C	23.1	C	20.8
26	Junipero Serra Blvd./Serramonte Blvd.	Signalized	Town of Colma	C	28.8	E	70
27	Sullivan Ave./Washington St.	Signalized	Daly City	C	23	C	25.9
28	Sullivan Ave./Pierce St.	Signalized	Caltrans	C	27.4	C	30.1
29	Sullivan Ave./San Pedro Rd./Eastmoor Ave.	Signalized	Daly City	C	32.4	F	86.3
30	Sullivan Ave./I-280 on-ramp	Signalized	Daly City	B	17.2	B	18.6
31	Sullivan Ave./Southgate Ave.	Signalized	Daly City	B	17.8	B	20
32	Southgate Ave./Callan Ave.	Unsignalized	Daly City	B	13.8	C	20.1
33	Southgate Ave./St. Francis Blvd.	Signalized	Daly City	C	26.1	C	27
34	Serramonte Blvd./I-280 NB On-Ramp	Signalized	Caltrans	A	9.6	A	4.2
35	Serramonte Blvd./I-280 SB Off-Ramp	Signalized	Caltrans	B	17.6	B	16.9
36	Serramonte Blvd./Gellert Blvd.	Signalized	Daly City	C	32.7	D	36.4
37	Serramonte Blvd./Callan Blvd.	Unsignalized	Daly City	C	23.9	F	207.3
38	Serramonte Blvd./Route 1 On/Off-Ramp	Unsignalized	Daly City	B	12.2	C	19.2
39	Serramonte Blvd./St. Francis Blvd.	Unsignalized	Daly City	A	9.6	B	11.7
40	St. Francis Blvd./Clarinada Ave.	Unsignalized	Daly City	C	15.6	D	30.1
41	St. Francis Blvd./Eastmoor Ave.	Unsignalized	Daly City	B	14.2	C	20.2
42	Clarinada Ave./Route 1 On/Off-Ramp	Unsignalized	Daly City	C	18.8	F	65.2
43	Clarinada Ave./Callan Blvd.	Unsignalized	Daly City	B	10.2	C	23.7
44	Hickey Blvd./Skyline Blvd.	Signalized	Caltrans	E	77.3	F	113.1
45	Hickey Blvd./St. Francis Blvd.	Unsignalized	Daly City	C	21	F	313.9
46	Hickey Blvd./Callan Blvd.	Signalized	Daly City	C	28.3	C	28.4
47	Hickey Blvd./I-280 SB	Signalized	Caltrans	C	22.3	C	27.8
48	Hickey Blvd./I-280 NB	Signalized	Caltrans	D	39.5	F	107
49	Skyline Blvd./Westmoor Ave.	Signalized	Caltrans	C	25.1	D	35.6
50	Geneva Ave./Carter St.	Signalized	City of San Francisco	B	17.9	C	26.5
51	Geneva Ave./Schwerin St.	Signalized	Daly City	C	23	C	29
52	Geneva Ave./Bayshore Blvd.	Signalized	Daly City	C	21.9	C	31.7
53	Carter St./Martin St.	Signalized	Daly City	B	14.5	C	20.7
54	Guadalupe Canyon Parkway/Carter St.	Signalized	Partially in Brisbane	C	22.6	F	91.7

Average Delay: in seconds per vehicle V/C: Volume to Capacity Ratio LOS: Level of Service Unsignalized Intersection: LOS Based on worst approach Delay (in seconds) Source: D

The following section defines some of these technical terms used in this document in an attempt to clarify their meaning. Many of the terms described below are also used in other planning documents, such as environmental impact reports, when estimating the traffic impact of a proposed development project.

**Average Daily Traffic (ADT)** is the total volume of traffic that crosses over a fixed point on a road in a 24-hour period. This data is usually averaged over a month, year, or several years.

**Average Weekday Traffic (AWDT)** is very similar to ADT. As the name indicates, the figure for AWDT does not include weekend traffic. The weekday traffic count is used when traffic from employment centers needs to be analyzed.

**Accessibility** is the relative ease with which a location can be reached by car, public transit, bicycle, or walking.

**Capacity** of a road or street is measured in several ways. Capacity of a road is the maximum number of vehicles that can use the road over a time period, such as one hour, under the prevailing roadway and traffic conditions. The prevailing roadway conditions are the factors that influence the design capacity of the roadway.

**Design capacity** is the number of vehicles that can use a portion of the roadway in one direction, for one hour. The design capacity assumes existing traffic conditions and works toward a prescribed level of service. For example, when traffic engineers are asked to design road improvements, they will analyze the existing traffic volumes and propose the improvements needed to meet the desired level of service. (See below for explanation of level of service.)

**Intersection capacity** is affected by design factors such as the width of the streets and the timing and length of the signal cycle. Other characteristics also factor into the capacity of an intersection. These include the percent of turning vehicles, the percent of commercial vehicles, whether parking is allowed nearby, pedestrian use of the intersection, and the location of bus stops.

**Controlled access** means that through traffic is given preferential treatment in the design of a roadway. Expressways and some arterials have controlled access to increase the capacity of the road to handle larger volumes of traffic. Access to a road is controlled by limiting connections to selected public streets, and prohibiting direct connections of private driveways.

**Directional split** is always associated with a number and is used to identify the difference in the number of vehicles travelling in opposite directions on a road.

**Headway** is the time between arrivals of a bus or train at a specific location.

**Mobility—impaired** refers to that segment of the population where physical or mental handicaps, or age has made it impossible for individuals to use standard modes of transportation such as a vehicle or public transit.

**Mode of travel** is the type of transportation used by people to get to where they want to go. A mode of travel can be an auto, bus, skateboard, bicycle, walking, rapid transit, or airplane. This plan uses the term **multimodal**. This means maximizing the use of all modes of travel in an effort to design and/or promote a circulation system that is efficient.

**Paratransit** is an alternative form of transportation that fall between a fixed route public transportation and the private automobile. Conventional public transit has predetermined schedules, fixed routes and stops, and is available to the general public. Depending on the type of paratransit service, it may or may not have a fixed route or stops, or a predetermined schedule. They do not serve the general public. The paratransit service is targeted for a specific group of people such as employees from a company, residents of a residential complex, or the mobility- impaired. Examples of paratransit are dial-a-ride, carpools, shuttlebuses, and shared-ride taxis.

**Peak hour(s)** is the sixty-minute period(s) in which traffic volume is the highest for the day. Peak hours during the weekday typically occur during the time periods from 7:00 to 9:00 a.m. and 4:00 to 6:00 p.m.

**Transportation Systems Management** is the combination of several programs used by an employer to reduce the impact of single occupancy automobiles on the transportation system. A variety of ways can be used to reduce the impacts of a large concentration of employees on the traffic and air quality of an area. For example, the employer could provide a shuttle service to mass transit facilities, promote ridesharing of employees that live in the same area, or allow for flexible work hours that allow employees to arrive and leave work at non-peak hours of traffic congestion.

**A trip** is one-way travel from an origin to a destination for a particular purpose such as a journey-to-work or the grocery store. **A trip end** is both the origin and destination of a trip; each trip has two trip ends. **A person trip** is one way travel by one person from an origin to a destination by any mode of travel.

**Volume/Capacity Ratio, or V/C Ratio** is the ratio of the volume of traffic to the design capacity of a road to handle those volumes. For example, if the capacity of a road is 20,000 vehicles/day and a day of traffic counts indicate 18,000 vehicles are using the road, then the V/C Ratio is 1.8:2.0. VC Ratios are used to estimate levels of service and congestion.



# CITY OF DALY CITY Safety Element



## Introduction

### Scope and Role of the Safety Element

The Safety Element identifies the natural and man-made hazards that the City needs to consider when making land use decisions or when preparing plans and policies for control and response to potential danger (i.e. emergency response plans, evacuation plans, etc.). The Safety Element is therefore a means to identify these hazards and to educate residents, City staff, elected officials, and other members of the community that a risk or a problem exists, and, when feasible, implement land use policies to reduce the public exposure to these risks.

A Safety Element is not a static document. It is a changing document in the light of advances in scientific discovery and new information. The past decades have ushered in many environmental laws based on new information addressing geologic safety, air quality, water quality, etc. Further, stricter development controls have been imposed to minimize or eliminate potential man-made hazards such as buildings in landslide areas or earthquake prone areas. In the past, homes and other structures were built in geologically sensitive areas in many parts of California and Daly City prior to the knowledge that a hazard existed. Recent disasters (i.e. the Loma Prieta earthquake of 1989, the Oakland fire storm of 1991, and the Northridge earthquake of 1994) have served as reminders of the need to be aware of the safety issues and to be prepared to deal with the aftermath of disasters.

### State Planning Law

State planning law, Government Code Section 65302 requires every city and county to adopt a Safety Element. The element must contain, to the extent that they pertain to the community the following:

- the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche and dam failure;
- the effects of slope instability leading to mudslides and landslides, subsidence and other geologic hazards;
- mapping of known seismic or other geologic hazards;
- flooding; and
- identification and appraisal of evacuation routes, peak load water supply routes, and minimum road widths as they relate to identified fire and geologic hazards.

# Background Information

A hazard is a potential danger, risk, threat, or peril and is often viewed as a constraint. It is necessary to understand the nature of hazards and constraints in order to effectively protect ourselves against these threats and to respond efficiently to disasters when they do occur.

## Natural Hazards

Natural hazards are those that are not man-made. Natural disasters illicit the most fear and attention because the time, place, and intensity of their occurrence cannot be exactly predicted or forecasted. For example, seismologists talk in terms of ranges and probabilities, and do not yet have the exact science for predicting when and where the next earthquake will occur. Another cause of fear is that natural hazards are beyond our control. It is important to understand natural hazards, especially those that occur in our immediate vicinity. Increased knowledge and awareness may lead to better preparation so that one can avoid or minimize the effects of natural disasters.

Generally, there are four types of natural hazards that may occur in Daly City and nearby areas: seismic hazards, slope instability, flooding, and wildland fires. Each of these hazards is identified in Figure SE-1 on page SE-X and are described as follows:

### Seismic Hazards

The San Francisco Bay Area is one of the most seismically active regions in the United States. The San Andreas Fault, which runs directly through the southwestern portion of the Serramonte neighborhood and coastal areas in Daly City, is considered the most dominant of all faults in the Bay Area.

The most recent earthquake on the San Andreas Fault was the Loma Prieta earthquake which occurred on October 17, 1989 with a 7.1 magnitude, epicentered 16 kilometers northeast of Santa Cruz. The event was responsible for 63 deaths and at least \$5.9 billion in damages, making it one of the costliest natural disasters in the United States history. On April 18, 1906, an earthquake measuring 8.3 on the Richter Scale caused near total destruction of San Francisco primarily due to resulting fires. A lesser known earthquake on the San Andreas Fault occurred on March 1957 and had a magnitude of 5.3 on the Richter Scale. Its epicenter was located just off the Daly City coast. Although there were no noticeable surface ruptures, the earthquake resulted in approximately \$1,000,000 in property damages and caused several landslides along the coastline.

The San Andreas Fault zone can be observed in the Mussel Rock area of the City, where the greatest potential for surface rupture exists in the City. The Alquist-Priolo Special Studies Zone Act of 1972 delineated special studies zone ranges from 750 to 1,000 feet on each side of the fault trace, for that portion of the zone located in Daly City. Surface rupture of the San Andreas within the Alquist-Priolo special studies zone could directly affect several single-family residences, a high school, and a mini-storage facility existing in the area.

Several different types of hazards are seismically-induced or caused by an earthquake. These hazards can be responsible for damage, the amount of which depends on several factors including existing geologic conditions and the extent and type of land uses in the area. Seismically-related hazards include surface rupture, ground shaking, liquefaction, subsidence, and landslides.

**Surface Rupture.** Surface rupture is the fracturing or cracking of the earth's surface by fault displacement or fault movement during an earthquake. Surface rupture in the form of landslides occurred during both the 1906 and 1989 earthquakes, the more recent of which produced cracks in sidewalks, streets, and residential lots causing curb separation, cracks on structures, and broken gutters.

**Ground Shaking.** The most perceptible of all hazards associated with earthquakes is ground shaking, the amount which depends on several factors including the local geology, the intensity and magnitude of the earthquake, and the distance of the area from the fault. Geologic formations that underlie a certain area greatly influence the intensity of the ground shaking. Thick, loose soils such as bay mud tend to amplify and prolong the shaking while bedrock formations are considered to be less susceptible to ground shaking.

Ground shaking is a potentially serious seismic hazard for Daly City. Since Daly City for the most part is underlain by weak to moderately consolidated, loose to firm sands, and is in close proximity to the San Andreas Fault, the potential for damage due to ground shaking is high. A Geologic Units Map prepared by the Association of Bay Area Governments (ABAG) classifies geologic units into categories of similar susceptibility to ground shaking from very low to extremely high (see Figure SE-2 on page X). The ABAG map indicates that if an 8.3 earthquake on the San Andreas Fault occurred, the portions of Daly City underlain by the Colma and Merced Formations would have moderately high to very high susceptibility to groundshaking. Areas underlain by the Franciscan outcrop, such as those adjacent to San Bruno Mountain, have low to moderately low susceptibility. Some areas in the Bayshore neighborhood, however, have high to extremely high susceptibility due to the mixture of different geologic formations near the San Francisco Bay.

**Liquefaction.** Liquefaction is the transformation of saturated, loose, granular soil such as silt sand or gravel to a liquefied state. In 1987, the United States Geological Survey (USGS), in cooperation with San Mateo County, prepared a Liquefaction Susceptibility Map for San Mateo County. The map categorizes areas in the county into eight classes of liquefaction susceptibility, ranging from low to high (see Figure SE-3 on page X). Because the data contained within Liquefaction Susceptibility Map is very generalized, the map should not be used to determine the presence or absence of liquefiable soils in any specific area. Rather, an on-site geotechnical investigation should be required to make a site specific assessment.

**Subsidence.** Subsidence is the sinking or lowering of a part of the earth's surface, and may be either earthquake-induced or occur independent of earthquakes. In Daly City, the potential for seismically-induced land subsidence is greater in areas most susceptible to liquefaction. Subsidence as a direct result of fault displacement is not as likely in Daly City due to the nature of the how the San Andreas Fault moves during an earthquake.

**Landslides.** Landslides have occurred in Daly City during major earthquakes, the most notable of which was as a result of the 1906 earthquake when large quantities of earth and rocks slipped down due to the earthquake (Lawson and others, 1908). The failure was so extensive that a cut bench for the Ocean Shore Railroad was entirely destroyed along a five kilometer stretch. Similarly, in 1957, a 5.3 magnitude earthquake with an epicenter near Mussel Rock caused extensive landslides along the same section of the bluffs. The Loma Prieta earthquake in 1989 also caused a large landslide and is notable because the landslide occurred about 55 miles from the earthquake's epicenter in Santa Cruz County.

### **Slope Instability**

Slope instability hazards, consists of non-seismic landslides and cliff erosion, which exist where unstable hills and cliffs threaten occupied structures and public facilities.

**Non-Seismic Landslides.** Landslides are defined as the downward movement caused by gravity of soil, rock, mud, or debris. Landslides can occur as a direct result of an earthquake but more frequently they are caused by other natural events such as heavy rainfall. Landslides can also be the result of human activities such as grading and deforestation or removal of vegetation.

The effect of landslides in Daly City has been most prevalent in the Westlake neighborhood of the City where, over the past several decades, a number of existing homes have been removed due to risks posed by landslides. As recently as 2000, the City declared 21 single-family homes located on Westline

Drive unsuitable for human occupancy and the homes were subsequently removed. Blufftop erosion will continue to threaten existing homes. The vulnerability of homes to landslide hazards in this area is exacerbated by the San Andreas Fault which bisects the neighborhood.

**Cliff erosion.** This type of slope instability is often considered a type of landslide and is generally caused by an increase in moisture along the bluff line of a cliff which results in the breaking away of material along the face of the cliff. Development along the coastal bluffs can also contribute to increases in cliff erosion through increased runoff due to ineffective storm drainage design.

The rates of erosion along the bluffs vary greatly. A comparison of measurements taken between December 1974 and January 1982, for example, along the 900 block of Skyline Boulevard indicated that the cliff at that time had receded between one to thirteen feet over that time period. It was notable however, that other parts of the bluffs had receded at much slower rates.

## **Flooding**

A flood is defined as a partial or complete inundation of normally dry land areas from the overland flood of a lake, river, stream ditch or other inland water body. It is also defined as the unusual rapid accumulation or runoff of surface waters and sudden collapse of shoreline land. The standard for assessing the risk of flood hazards is the 100-year flood plain. A flood plain is the land area that is submerged during a flood. The 100-year flood plain is the land area that has a one percent statistical probability of being flooded within any given year.

The Federal Insurance Administration (FIA) administers the National Flood Insurance Program and is the primary agency for flood related disasters and mitigation. The FIA also prepares and updates the flood zone maps. Flooding is not considered a significant natural hazard in Daly City. To attest to this fact, FIA has no flood zone map for Daly City. No part of Daly City lies within the 100-year flood plain meaning that the statistical probability of flooding is less than one percent in any part of the City on any given year. The City has been designated Flood Zone C (Flood Hazard No. 060317) per letter from FIA dated July 13, 1979. Areas within the 100-year floodplain are designated Flood Zone A.

## **Fire Hazards**

Fires in urban areas pose one of the greatest threats to life and property. In Daly City, the close proximity of many of the structures to each other, combined with typical wood frame construction intensifies an emergency response. In addition, many older neighborhoods have narrow and steep access roads, and poor water pressure which also increases the potential hazard. Many fires in the City are caused by unattended cooking, accident, arson, and juvenile firesetters. While the majority of fires occur in vehicles, single family homes, and some wildland areas, regular inspections of commercial establishments have helped to keep fire incidents low.

There are numerous areas with potential for wildland fires in both San Mateo County and Daly City. Although not a true wildland, the Southern Hills section of Daly City has flammable vegetation consisting primarily of gorse weeds. This area has been identified by the California Department of Forestry as a very high fire hazard severity zone. Because of its designation, and fire hazard, the City has initiated a gorse weed abatement program for residents to clear the gorse weed and other combustible vegetation 50 feet away from structures. Other fire hazard areas within the City's boundaries are the wildlands adjacent to the freeways and highways, parks, and numerous areas where structures are built near vegetation.

## **Man-Made Hazards**

Man-made hazards are those risks created directly by human activity (i.e. generation of hazardous materials) or those indirectly, accidentally, or unknowingly created as part of man's everyday living (i.e., houses near fault lines). Although it may be argued that since these hazards are caused by man and

are avoidable or can be controlled unlike natural hazards, the reality is that most man-made hazards could be eliminated or minimized only at great cost and effort. For example, a man-made hazard is the construction of houses and critical facilities near fault lines. It is often infeasible to relocate already built structures. At best, safety policies may be limited to response and containment of damage of existing facilities once a hazard occurs and controls of the siting or design of new facilities and structures.

### **Destruction or Damage of Critical Facilities**

Critical facilities are facilities serving many people, such as hospitals, fire and police stations, and public utilities such as water, gas, and sewer transmission lines. A structure may also be considered a critical facility because it houses a large number of people: shopping centers, the BART station, schools, libraries, senior centers, churches and high-density residential structures. Damage to these sorts of facilities would be a serious disaster in itself or would act as a hindrance to response to disasters elsewhere.

Because the public utility infrastructure is old and many of the service delivery systems in the City are more than twenty-five years old, the potential for damage to these facilities is high. For example, the water and sewer systems infrastructure in some parts of the City are old and have a higher potential for damage than newer systems. Age of these critical facilities is a major consideration for hazard reduction and emergency preparedness.

Another factor to consider in damage to critical facilities is the potential effect of other threats and hazards. The water and sewer systems and other service delivery systems in the portion of the City traversed by the San Andreas Fault has a greater potential for damage and destruction in an earthquake.

### **Hazardous Materials**

Hazardous materials and wastes include any substance that has the potential to cause substantial injury, serious illness, or harm to human beings and to the environment. A legal definition of hazardous waste is a material that is toxic, corrosive, flammable or an irritant. Hazardous waste may take many forms: liquid, solid, gas, sludge, or slurry. Wastes are often the by-products of the manufacturing process although the term also includes household items such as bleaches, pesticides, motor oils, thinners, and solvents. The threats brought about by hazardous materials are not limited to areas where these wastes are generated.

Safe and responsible management of hazardous materials, particularly hazardous waste, is one of the most important environmental issues facing the region, State, and nation. As society continues to depend upon chemical products and processes to enhance the quality of life, the potential for human exposure to hazardous materials increases. Some hazardous materials are known to produce serious adverse human health and environmental effects, while little is known about others. With the evolution of technology industries in the Bay Area and the general proliferation of toxics in the environment, it is essential that Daly City become more involved in the management of hazardous materials, particularly through development of techniques which protect public health and safety from hazardous materials exposure.

### **Hazardous Buildings and Conditions**

A hazardous building is a structure that poses a risk to life or property in the event of an earthquake or other disaster. The hazardous condition is usually due to the fact that a structure was constructed prior to the adoption and enforcement of local codes requiring earthquake resistant design of buildings. An example of a hazardous building is one that was constructed of unreinforced masonry, and is inadequately maintained or abandoned.

Hazardous buildings and conditions can and have been responsible for human injury and death. At the same time, unsafe construction is a man-made hazard which is most amenable to control and elimination. Thus, it is within the City's fundamental purpose to ensure that human health is protected and injury avoided through the guarantee of safe and adequate structures and living conditions.

Providing safe structures and conditions involve development of techniques which address both existing building stock and new building construction in the City. Regulating new development to conform to accepted set of construction standards is one approach toward obtaining safe structures. This technique involves adoption of a building code to assure uniform building practice and administration by the City.

## **Hazard Control and Emergency Response**

The response to any man-made or natural disaster must include two parts: hazard control and emergency response. Of these two actions needed to adequately ensure safety, emergency response or emergency preparedness has received more attention and planning. However, lessons from the past and recent disasters point to the eventual need for hazard control and risk reduction.

Perhaps the most important lesson learned from the Loma Prieta and Northridge earthquakes is the need for a commitment to reduce risk over time. These earthquakes happened several years into fortuitous planning, seismic forecasting, and risk reduction statewide and still became the two most expensive natural disasters in United States history. A rational program of hazard control or risk reduction should be instigated over time. Hazards will not be immediately eliminated. Hazard control should start with a comprehensive program that emphasizes the reduction of existing risk and start in those areas of greatest life threats (critical facilities) and at the same time insure that risks are reduced for future development. In identifying critical facilities, cities should gather data on (1) which types of structures have the greatest potential for danger, (2) how many people use them and at what times of the day, and (3) where are they concentrated. Such programs and mitigations may be costly but experience has shown that it is more cost effective to invest in preparedness than to spend millions of dollars for relief and reconstruction.

## **Safety Goal, Policies, and Tasks**

This section of the Safety Element contains a discussion of the goal, objectives, and policies the City has outlined in order to promote a safe environment. The safety goal reflects the general direction the City wishes to advance. The objectives represent actions which can be measured over time, and provide general direction toward achievement of the goal. The policies provide a more specific statement for achievement of the goal as well as direction for the formulation of programs to implement the goal.

The City's Safety goal is:

"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."

Several important issues in this goal should be addressed. First, the goal seeks to accomplish a safe environment for all citizens, businesses, structures, and uses within the City. In achieving a safe environment, the City must understand the nature of hazards which are both natural and manmade on a general level. Then the City must identify and assess the safety hazards and issues relevant to Daly City.

Second, the goal promotes the City to inform and educate the public about both natural and man-made disasters relevant to Daly City. In addition the City must inform the public about the appropriate procedures to follow during emergencies.

Third, the goal directs the City to gather information from natural and man-made disasters to better prepare the City and the public from potential disasters. In light of advances in scientific discovery and new information on disasters, the Safety Element will be updated to meet current levels of hazard assessment. Issues within the Safety element may change as new environmental laws are adopted which address geologic safety, air quality, and water quality. Further, as disasters occur, stricter development controls will be imposed to minimize or eliminate potential man-made hazards such as buildings in landslide areas or earthquake prone areas.

The following provides a set of integrated policies and tasks.

## **Seismic and Geologic**

**Policy SE-1.1: Continue to investigate the potential for seismic and geologic hazards as part of the development review process and maintain this information for the public record. Update Safety Element maps as appropriate.**

**Policy SE-1.2: Require site specific geotechnical, soils, and foundation reports for development proposed on sites identified in the Safety Element and its Geologic and Hazard Maps as having moderate or high potential for ground failure.**

**Policy SE-1.3: Permit development in areas of potential geologic hazards only where it can be demonstrated that the project will not be endangered by, nor contribute to, the hazardous condition on the site or on adjacent properties. All proposed development is subject to the City's Zoning Ordinance and Building Codes.**

**Policy SE-1.4: Prohibit development - including any land alteration, grading for roads and structural development - in areas of slope instability or other geologic concerns unless mitigation measures are taken to limit potential damage to levels of acceptable risk.**

**Policy SE-1.5: Design and improve all critical care facilities and services to remain functional following the maximum credible earthquake. Avoid placement of critical facilities and high-occupancy structures in areas prone to violent ground shaking or ground failure.**

**Policy SE-1.6: Work with San Mateo County, California Water Service Company, and the San Francisco Water Department to ensure that all water tanks and San Francisco's main water pipeline are capable of withstanding high seismic stress.**

## **Flooding**

**Policy SE-2.1: Protect the City of Daly City from unreasonable risk to life and property caused by flood hazards by designing and constructing drainage facilities to improve the flow capacity of the City's water system in order to accommodate the storm water runoff generated by a 100-year storm.**

**Policy SE-2.2: Reduce localized flooding through City funded drainage system improvements; seek alternate funding where possible.**

- Policy SE-2.3:** Continue to require the habitable portions of new structures to have a finished floor elevation 1.5 feet above the projected 100-year water surface or to be adequately protected from flooding.
- Policy SE-2.4:** Prohibit any reduction of creek channel capacity, impoundment or diversion of creek channel flows which would adversely affect adjacent properties or the degree of flooding. Prevent erosion of creek banks.
- Policy SE-2.5:** Protect new development adjacent to creeks by requiring adequate building setbacks from creek banks and provision of access easements for creek maintenance purposes.

## **Fire Safety**

- Policy SE-3.1:** Seek to improve the City's Insurance Service Office (ISO) rating, which establishes the fire insurance rates for the City, by whatever means possible.
- Policy SE-3.2:** Ensure that all buildings have visible street numbers and are accessible to fire vehicles and equipment. A minimum 20-foot wide fire lane must be provided to all commercial and large scale residential facilities.
- Policy SE-3.3:** Continue to maintain an average response time of two to four minutes for all locations in the City.
- Policy SE-3.4:** Continue to have the Daly City Fire Prevention Division review development plans and to confirm that the plans conform to the Uniform Fire Code and Title 24 of the California Building Code.
- Policy SE-3.5:** Support the Fire Department's continued programs of fire prevention and public education about fire safety.
- Policy SE-3.6:** Continue mutual aid agreements with Pacifica, Colma, San Bruno, South San Francisco, Brisbane and the San Mateo County Fire Chiefs Association County Wide Plan.

## **Hazardous Materials**

- Policy SE-4.1:** Support efforts to locate, regulate, and maintain information regarding hazardous materials located or transported within the City.
- Policy SE-4.2:** Cooperate with the County of San Mateo in the regulation of hazardous materials and transportation of such material in Daly City.
- Policy SE-4.3:** Collect and maintain a list of locations in the City where hazardous materials are used. Investigate means of sharing County data on businesses which store hazardous substances with local emergency providers, such as Police and Fire Departments.
- Policy SE-4.4:** Promote on-site treatment of hazardous wastes by waste generators to minimize the use of hazardous materials and the transfer of waste for off-site treatment.
- Policy SE-4.5:** Promote measures aimed at significantly decreasing solid waste generation including community recycling. Require recycled materials storage and collection areas in accordance with requirements of the Recycling Ordinance.

**Policy SE-4.6:** Promote public awareness of safe and effective hazardous waste use, storage, and disposal; utilize the media sources to inform residents.

**Policy SE-4.7:** Require the preparation of a risk assessment to determine site suitability for applications for hazardous waste management facilities. Establish the distance requirements for these facilities from public assembly, residential or immobile population and recreation areas and structures. Assess impacts from seismic, geologic, and flood hazards, impacts on wetlands, endangered species, air quality and emergency response capabilities; and proximity to major transport routes.

## **Emergency Operations**

**Policy SE-5.1:** Maintain the City's emergency readiness and response capabilities, especially regarding hazardous materials spills, natural gas pipeline ruptures, earthquakes, and flooding due to dam failure, peak storms, and like failure.

**Policy SE-5.2:** Continue to participate with San Mateo County's Mutual Aid Programs, Area/County Emergency Plan, and Operational Area Emergency Services Organization as a basis for community emergency preparedness.

**Policy SE-5.3:** Continue to analyze the significant seismic, geologic and community-wide hazards as part of the environmental review process; require that mitigation measures be made as conditions of project approval.

**Policy SE-5.4:** Utilize emergency evacuation routes as determined by the Police Department. The evacuation routes will follow the major roadways as set forth in the Circulation Element.

**Policy SE-5.5:** Promote awareness of the City's emergency operations procedure; utilize media sources to inform residents.

**Policy SE-5.6:** Improve inter-jurisdictional, interagency cooperation with other public and private agencies for safety in future land use planning, hazard prevention and emergency response.

**Policy SE-5.6:** Continue to support the adoption and full implementation of the Local Hazard Mitigation Plan (LHMP).

## **Building Construction/Hazardous Structures**

**Policy SE-6.1:** Regulate building construction practices to prevent hazardous structures and assure structural safety. Measures may include requiring conformance to an accepted set of construction standards, authorizing inspection of suspected dangerous structures, discontinuing improper construction activities, and eliminating hazardous conditions.

**Policy SE-6.2:** Support efforts to inform purchasers of existing buildings and structures that the City's building inspection services are available, upon request, to inspect structures, describe their condition and existing violations and provide construction history to the extent that such information is available.

**Policy SE-6.3: Consider measures which would facilitate timely resolution of outstanding building inspection violations. Measures may include establishing authority to record citations against notified properties.**

**Policy SE-6.4: Facilitate rehabilitation of hazardous structures through measures which offer financial as well as technical assistance.**

**Policy SE-6.5: Encourage the Contractor's State License Board to undertake vigorous monitoring of and enforcement against unlicensed building activities.**

## Safety Programs

Safety Programs are action programs defining what Daly City is doing and intends to do to implement the policies and achieve the Goal and Objectives of the Safety Element. The Safety Programs are organized into two categories, Current and Proposed Programs for Safety. The program identifies the specific action; the existing or anticipated funding source; the responsible agency; and, the time frame for each component. The following specific actions have been undertaken by Daly City to achieve a safe community.

### Current Programs for Safety

#### **California Environmental Quality Act (CEQA) Environmental Review Procedure**

The California Environmental Quality Act (CEQA) mandates an initial study be prepared for all projects that are non-discretionary in nature, i.e., projects that are allowed for which an applicant need only apply for a plan check and a building permit. An initial study is prepared for applicable projects and based upon findings of the study, the project is conditioned accordingly. If significant potential impacts are identified, an environmental impact report is required. Mitigation measures are applied to the project accordingly. The initial study would identify the effects of the project on available safety resources and the relative safety of the project itself.

#### **Resource Protection Combining District**

The Resource Protection Combining District may be used in conjunction with an underlying zoning district classification such as R-1 Single Family Residential or OS Open Space. The intent of the District is to ensure that the character and intensity of development does not create adverse impacts on geotechnically hazardous areas. The Resource Protection Combining District is used only in conjunction with the R-1 single family residential zoning district for those properties directly fronting coastal bluffs. The district requires that a Use Permit be acquired prior to any construction within the zone and prohibits construction within fifty feet of a bluff, on a slope greater than thirty percent, or where the vertical relief is ten feet or greater. The district prohibits grading or filling operations except those required as drainage and erosion control measures. In addition, each new project in the district must provide a geotechnical report which includes past and possible future landslide conditions. Furthermore, each project must have certification that the development will not endanger life or property during the economic life of the property.

#### **Subdivision Ordinance**

The Subdivision Ordinance sets forth minimum standards for land division, site preparation and facility design. Soil and Geotechnical reports may be required by the City Engineer.

## **Municipal Code**

The Daly City Municipal Code requires all new and remodeled projects to comply with Building Code requirements, Fire Code requirements, and City ordinances applicable to development.

## **Inspection of Buildings**

The Fire Prevention Division's Building Inspection Program includes enforcement of current fire and building code requirements. The Fire Prevention Division and the Building Division are responsible for the identification of hazardous buildings and proper structural maintenance of critical care facilities or services.

## **Fire Sprinkler Ordinance**

This ordinance requires provision of a fire sprinkler system in new construction and any retrofitting project which results in an increase of 50 percent or more of the square footage for a structure. The ordinance was passed in an effort to provide additional life safety measures and fire protection primarily because of the close proximity of many of the structures to each other in the City.

## **Seismic Retrofit Program**

This program provides assistance for citizens in retrofitting their home to safeguard against severe earthquake damage. The Building Division of the Economic and Community Development Department administers the voluntary program, which includes provision of construction handouts and promotion of an "open house for the public". The Building Division also issues permits for the seismic upgrades and inspects the construction.

## **Project Review**

Proposed projects are reviewed by the Building and Planning Divisions, Police, Public Works, and Fire Department personnel. This procedure provides information for use in design review and the conditioning of permits for new development.

## **Emergency Response Plan**

This Plan outlines the City's planned response to emergency situations. Emergency response is administered by the Police and Fire Departments. Daly City's emergency control center is located in the Police Department at City Hall. The plan includes periodic practice drills to ensure emergency preparedness for both natural and man-made disasters.

## **Hazardous Material Inventory**

This program involves the maintenance of records of hazardous materials locations for commercial/industrial businesses in the City. The program would determine the nature, extent, cumulative impacts, and an associated risk factor for hazardous material use and transportation within the City. The program is operated in conjunction with the Office of Environmental Health, Office of Emergency Services, and cooperation from local emergency response agencies.

## **Public Education for Use and Disposal of Hazardous Materials**

The Daly City Fire Prevention Division provides public education programs for both local businesses, and residents on hazardous materials and household hazardous waste. This program, in conjunction with the Hazardous Material Inventory Program, regulates the location of uses involving the manufacture, storage, transportation, use, treatment, and disposal of hazardous materials to ensure community

compatibility. The program also provides adequate siting, design, and performance standards for hazardous material sites.

### **San Mateo County Major Air Crash/High Risk Plan**

This plan specifies initial notification and response assignments in reference to a major airliner accident or high rise fire in the County.

### **Mutual Aid Programs**

Local cities and the County utilize mutual aid programs to respond to major emergencies.

### **County Health Department**

This agency provides comprehensive identification of hazardous waste generators within San Mateo County and enforcement of hazardous waste regulations. The department is continuing efforts to improve emergency spill response and prevent illegal dumping through vigorous enforcement and programs which educate the public and industry. The department is engaged in the preparation of a hazardous waste management plan which includes a Countywide survey of hazardous waste generators, full investigation of reported illegal disposal accidents, and development of a multi-agency emergency response plan.

### **Office of Emergency Services (OES)**

Local cities and the County utilize state resources from this office during an emergency. The OES Director, through the State Law Enforcement Coordinator, has the responsibility for law enforcement mutual aid coordination at the State level.

## **Proposed Programs for Safety**

The following specific actions will be undertaken by Daly City in order to implement the policies outlined in the element.

### **Program S-1: Grading and Erosion Control Ordinance**

**Objective:** Minimize runoff from grading  
**Responsible Agency:** Department of Public Works, Engineering Division, Department of Economic and Community Development  
**Time Frame:** 2013-2015  
**Funding Source:** General Fund  
**Activity:** Adopt ordinance which ensures that new construction, on-going businesses, and municipal maintenance will preserve storm water runoff which flows to the ocean and bay.

### **Program S-2: Implementation of Erosion Control Program**

**Objective:** Reduce hazards associated with soil erosion  
**Responsible Agency:** Department of Public Works  
**Time Frame:** 2013-2014 initially, then continually  
**Funding Source:** General Fund  
**Activity:** Inspection and monitoring of construction activities to ensure compliance with the erosion and grading ordinance.

**Program S-3:**

**Establishment of a Geological Sensitive Zone**

**Objective:**

Protection of geologically sensitive areas

**Responsible Agency:**

Department of Economic and Community Development, Department of Public Works, Engineering Division

**Time Frame:**

2013-2014 initially, then continuously Funding Source: General Fund

**Activity:**

This program involves identifying geologically sensitive areas throughout Daly City. These areas could include land subject to landslides, erosion, and areas with steep slopes. The first phase of program will identify these areas. The second phase will include these areas in a combining district and preparation of performance standards to be included in Zoning Ordinance.

**Program S-4:**

**CEQA - Thresholds of Significance**

**Objective:**

Protection of geologically sensitive areas

**Responsible Agency:**

Department of Economic and Community Development, Planning Division

**Time Frame:**

2013-2014

**Funding:**

General Fund

**Activity:**

Prepare objective thresholds of significance which will trigger preparation of an EIR. Thresholds of significance will include conditions which relate to physical conditions of the land or the potential for natural or man-made disasters which would necessitate the preparation of an EIR.

# CITY OF DALY CITY Resource Management Element



## Introduction

### Scope and Role of the Resource Management Element

Daly City, over time, has been developed primarily as an urban area, and therefore the discussion of resource management is limited to natural resources such as water, air, water, stormwater, vegetation and wildlife, and cultural resources including historic resources, archaeological resources, and visual quality. This is not to say, however, that there are no remaining resources worth managing in the Daly City area. San Bruno Mountain and the Daly City Coastline provide some of the greatest natural and archaeological resources in the County. Older portions of Daly City reflect the architectural styles of a bygone era, and remind us of the historical events that have made Daly City what it is today. Therefore, it is important that any remaining resources are carefully managed, to ensure that the spirit of environmental and historic preservation is upheld and that future generations can enjoy these precious resources.

### State Planning Law

The Resource Management Element consists of the Conservation Element and Open Space Element as required by State Planning Law. State law permits the consolidation of elements when doing so will avoid redundancy, more easily achieve internal consistency, and effectively group together related goals, objectives, and policies for easier reference.

State Planning, Zoning and Development Law and State General Plan Guidelines provide direction for municipalities preparing the required General Plan Elements. Section 65302(d) makes specific reference to the content of the Conservation Element and indicates that Conservation Elements shall:

"Address the conservation, development and utilization of natural resources, including but not limited to; water, forests; soils, rivers, harbors, fisheries, wildlife and minerals."

The requirement for, and the content, objectives, and intent of the Open Space Element are addressed in Government Code Sections 65302(e) and 65560-65567. Section 65302(e) mandates that every municipality shall include an Open Space Element in their General Plan. Sections 65560-65567 are specific sections of the code which define open space and give direction with regard to the content and objectives of the Element. Sections 65560(a) and 65563 are concerned with the requirement of an Open Space Element and the time frame in which that requirement must be met. Section 65560(b)(1-4) defines open space land as:

"Any parcel or area of land or water which is essentially unimproved and devoted to an open space use as defined in this section, and which is designated on a local, regional or state open space plan as any of the following:"

- Open space for the preservation of natural resources.
- Open space used for the managed production of resources.
- Open space for outdoor recreation.
- Open space for public health and safety.

Section 65561 (a-e) specifies the findings and declarations as to the need for open space, whereas Section 65564 requires that every open space element must contain an action program consisting of specific programs for implementation of the policies outlined in the Element. Sections 65566 and 65567 state that actions within a municipality must be consistent with the adopted open space element.

## Background Information

Natural and cultural resources must be identified so that provisions for the conservation and preservation of those resources can be made.

**Natural resources** are defined as:

Resources present in the natural environment that could continue to exist without intervention by humans, but have the potential to be either depleted, eliminated, or preserved by humans.

**Cultural resources** are defined as:

Resources created by humans, that through events and places located within an area, describe the historic events that have contributed to the present culture of the City.

Natural resources discussed include: water, air, open space, and vegetation and wildlife. Cultural resources discussed include: visual quality, historic resources, and archaeological resources. Visual resources can be considered a combination of natural and cultural resources. This is due to the visual qualities associated with natural landscapes, man-made landscapes, and architectural design.

## Water Resources

Up until the 1970s, most people viewed water as an unlimited resource. Since that time, supply shortages caused by declining rainfall levels and increasing demand for water, have resulted in mandatory conservation practices. In Daly City, water is used for many different purposes including domestic, commercial, and irrigation uses. The majority of water, however, is used by residents for drinking, cooking, and general household purposes, including residential irrigation. Since water is one of the most important and finite natural resources, determining the existing and future supply and demand is extremely important.

### Water Supply

In June 2010, the City of Daly City adopted an Urban Water Management Plan (UWMP). The purpose of the plan is to describe the water system operated by the City's Department of Water and Wastewater Resources (DWWR) and the water supply sources, magnitudes of historical and projected water use, and a comparison of water supply to demands during normal, single-dry, and multiple-dry years.

According to the plan, the City pumps local groundwater and receives a large portion of its water supply from the San Francisco Public Utilities Commission (SFPUC) and supplements the SFPUC supply with groundwater pumped from six local wells. During dry periods, groundwater makes up a larger proportion (up to 45 percent) of the City's supply. The City also uses tertiary recycled water from the North San Mateo County Sanitation District wastewater treatment plant wherever feasible, to offset potable/aquifer water demands.

Historically, the City has provided an average of about 45 percent of its water from its wells. The recent replacement of Well 10 with the new Junipero Serra Well is expected to result in a groundwater supply average of 50 percent of water needs. Since 1999, groundwater supplies have provided as much as 44 percent in drought years and as little as 8 percent in wet years. Table RPE-1 shows the breakdown between groundwater production and surface water purchases for the Daly City System from 1999 to 2009.

**Table RPE-1: Historical Well Production and Water Purchases**

<b>Year</b>	<b>Groundwater Wells</b>	<b>Water Purchases</b>	<b>Total</b>
1999	4,101	5,199	9,300
2000	3,960	5,534	9,494
2001	3,880	5,001	8,881
2002	2,190	6,678	8,868
2003	1,500	7,142	8,642
2004	1,018	7,843	8,860
2005	726	7,380	8,106
2006	862	6,795	7,657
2007	2,603	5,796	8,399
2008	3,564	4,791	8,354
2009	1,667	6,067	7,734
Average	2,370	6,202	8,572

Source: Daly City 2010 Urban Water Management Plan

### **Water Consumption**

Information about how much is currently consumed by City water customer is provided by analyses of water meter data. For purposes of this analysis, metered water customers are classified as single-family residential, multifamily residential, commercial, industrial, institutional, governmental, and landscape irrigation (there are agricultural uses in the City). Table RPE-2 on page 190 identifies the water use and customer account profile percentages for each water use sector. These classifications provide a basis by which current consumption patterns among various types of customers may be analyzed.

According to the table, the largest number of customers (55 percent) was single-family residences, including attached dwelling units with individual meters. The second largest customer group was the multifamily with connections comprising about 30 percent of total accounts. The relative proportion of demand that each of these customer types exerts on the water system is not however the same. Although comprising five percent of the total connections, nonresidential customers represent 16 percent of the average annual demand. Multifamily connections account for another 30 percent of the annual water demand leaving 55 percent of the metered demand originating from single-family residential units.

**Table RPE-2: Historical Well Production and Water Purchases**

<b>Category</b>	<b>Use profile percent</b>	<b>Accounts</b>	<b>Account Percentage</b>
Single Family	54.5	18,683	83
Multifamily	30.26	2,840	13
Commercial	8.65	668	3
Industrial	0.13	3	0.01
Institutional	2.47	80	0.36
Governmental	2.35	112	0.5
Irrigation	1.64	123	0.55
<b>Total No. of Accounts in 2001</b>		<b>22,509</b>	<b>100</b>

Source: Daly City 2010 Urban Water Management Plan

### Future Water Use

To determine future water use, the UWMP model uses population and employment projections provided by the Association of Bay Area Government's *Projections 2007* document for Daly City to estimate how much water demand there will be. Table RPE-3 provides a summary of projected water deliveries based on these population and growth figures for the year 2030.

**Table RPE-3: Projected Water Deliveries in Year 2030**

<b>Water Use Sector</b>	<b>Number of Accounts</b>	<b>Metered Volume</b>
Single family	22,360	4,945
Multi-family	3,399	2,763
Commercial	1,723	1,469
Industrial	4	14
Institutional	207	567
Governmental	134	251
Landscape irrigation	147	150
Agriculture	0	0
<b>Total</b>	<b>27,974</b>	<b>10,158</b>

Source: Daly City 2010 Urban Water Management Plan

Total water use within the City is the sum of the water use by customer type and water losses. Through water conservation designed to save 0.82 million gallons per day (mgd) by 2035, the UWMP estimated that the City's water use will remain consistent with current use. Table RPE-4 summarizes the total water use for the City through 2035.

**Table RPE-3: Projected Water Deliveries in Year 2030**

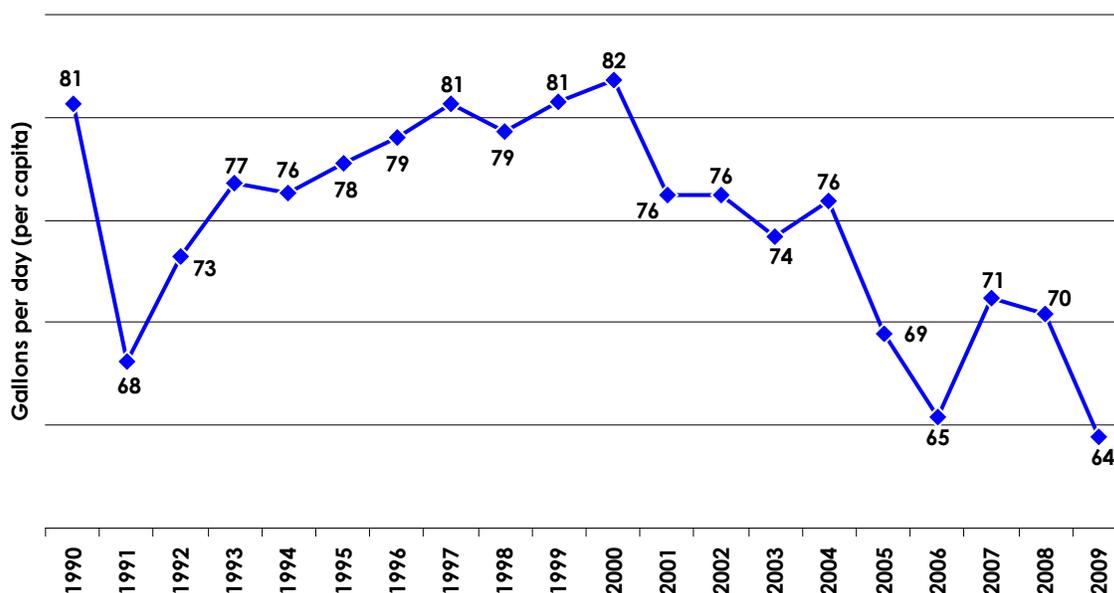
<b>Water Distributed</b>	<b>Total Water Use (AFY)</b>				
	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035</b>
Total Water Deliveries	9,396	9,965	10,036	10,159	10,192
Sales to Other Water Agencies	0	0	0	0	0
Additional Water Uses and Losses	3,704	7,561	7,579	7,597	7,617
<b>Total</b>	<b>13,100</b>	<b>17,526</b>	<b>17,615</b>	<b>17,756</b>	<b>17,809</b>

Source: Daly City 2010 Urban Water Management Plan

## Water Use Reduction Plan

In 2000, the City began implementing an aggressive water conservation program and has had a consistently low per capita water demand, i.e., less than 100 gallons per capita per day (gpcd), as shown in Figure 3-2.

**Figure RPE –3.1: Per Capita Per Day Water Demand 1990 - 2010**



Source: City of Daly City Department of Water and Wastewater (water data)

It is important to note that conservation practices instituted in the past three decades during two major droughts and, most recently, during two dry years have contributed to the below average gpcd use. During emergencies, conservation is a more limited option in Daly City as the City's current use is already at 48 gpcd for residential uses and 62 gpcd for gross use. Daly City's per capita use is less than the regional use among other water delivery agencies (excluding Stanford University) of 78 gpcd for residential uses and 130 gpcd for gross use.

## Air Resources

The overall quality of life in Daly City is directly related to air quality. Significant amounts of air pollution are unsightly and can result in health hazards for residents. Fortunately, the Bay Area's air quality has actually improved significantly over the past several decades. According to the Bay Area 2010 Clean Air Plan prepared by the Bay Area Air Quality Management District (BAAQMD), this improvement has greatly reduce health effects related to air pollution, extending the average life expectancy in the Bay Area by approximately six months over the past two decades. In economic terms, the public health dividend of the improvement in air quality provides billions of dollars in benefits to the Bay Area each year.

Undoubtedly, implementation of the policies and programs outlined in the General Plan could result in air quality impacts. Development activities contemplated by the Housing and Land Use Elements for example will indirectly pollute the air by causing increases in traffic, construction dust, and greenhouse gas emissions. For this reason, the policies and programs contained within this Resource Management

Element are directed towards compliance with and implementation of the regional Air Quality Plan which identifies regional policies targeted to toward minimizing these air quality impacts.

In Daly City, vehicle emissions and construction activities are considered to be the primary contributors to increases in air pollution levels. BAAQMD inventories of stationary sources of air pollution within the Bay Area Air Basin do not identify any major stationary sources of air pollution within Daly City's city limits.

### **Regulating Air Quality**

Under the authority of the Clean Air Act of 1970, the United States Environmental Protection Agency (EPA) has established air quality standards for six air pollutants: ozone, carbon monoxide, sulfur dioxide, nitrogen dioxide, lead, and particulate matter. The California Air Resources Board (CARB) has also established air quality standards for these same pollutants, which in many cases are more stringent than those developed by the EPA. Both federal and state air quality standards prescribe the level of a pollutant that cannot be exceeded during a specific time period, usually one, eight, or twenty-four hour periods within a specific area. A description of regulated pollutants is provided in the subsequent section.

For the purpose of managing California's air resources on a regional basis, the CARB has divided the state geographically into 15 air basins which possess similar meteorological and geographic conditions. Daly City is located in the San Francisco Bay Area Air Basin, which includes seven Bay Area counties, each of which is subject to the regulatory authority of the Bay Area Air Quality Management District (BAAQMD).

Because polluted air cannot be contained within any single jurisdiction, the regulatory authority of the BAAQMD provides guidance to municipalities like Daly City in developing implementation measures for helping to improve regional air quality. The General Plan provides a policy for framework for implementing measures to reduce air quality impacts in the area of land use planning. In addition to the preparation of the plan, the BAAQMD is also responsible for regulating point or stationary sources of air pollution. Stationary sources include: manufacturing and chemical plants; oil refineries; and construction sites. Other types of air pollution, such as vehicle emissions, are often referred to as mobile sources of air pollution.

### **Air Pollutants**

The following air pollutants are regulated by the Federal Government, State of California, and Bay Area Air Quality Management District (BAAQMD):

**Ozone (O<sub>3</sub>)** is a gas composed of three oxygen atoms and is not usually emitted directly into the air, but at ground-level is created by a chemical reaction between oxides of nitrogen (NO<sub>x</sub>) and volatile organic compounds (VOC) in the presence of sunlight. Ozone has the same chemical structure whether it occurs miles above the earth or at ground-level and can be "good" or "bad," depending on its location in the atmosphere. In the earth's lower atmosphere, ground-level ozone is considered "bad," where it is the primary constituent of smog. Motor vehicle exhaust and industrial emissions, gasoline vapors, and chemical solvents as well as natural sources emit NO<sub>x</sub> and VOC that help form ozone. Sunlight and hot weather cause ground-level ozone to form in harmful concentrations in the air. As a result, it is known as a summertime air pollutant.

**Carbon monoxide (CO)** is a colorless, odorless gas that is formed when carbon in fuel is not burned completely. It is a component of motor vehicle exhaust, which contributes about 56 percent of all CO emissions nationwide. Other non-road engines and vehicles (such as construction equipment and boats) contribute about 22 percent of all CO emissions nationwide. Higher levels of CO generally occur in areas with heavy traffic congestion. In cities, 85 to 95 percent of all CO emissions may come from motor vehicle exhaust. The highest levels of CO in the outside air typically occur during the colder

months of the year when inversion conditions are more frequent. The air pollution becomes trapped near the ground beneath a layer of warm air.

**Particulate Matter (PM).** Particle pollution is a complex mixture of extremely small particles and liquid droplets created by both natural sources, such as wind-blown dust and pollen, as well as man-made sources, such as vehicles, roads, and industrial and agricultural practices. The size of particles is directly linked to their potential for causing health problems. Particles that are 10 micrometers in diameter or smaller are considered unhealthy because those are the particles that generally pass through the throat and nose and enter the lungs. Once inhaled, these particles can affect the heart and lungs and cause serious health effects.

Particle pollution is grouped into two categories:

- "Respirable Particulate Matter," such as that found near roadways and dusty industries, are larger than 2.5 micrometers and smaller than 10 micrometers in diameter. This pollution is referred to as **PM10**.
- "Fine Particulate Matter," such as that found in smoke and haze, are 2.5 micrometers in diameter and smaller. These particles can be directly emitted from sources such as forest fires, or they can form when gases emitted from power plants, industries, and automobiles react in the air. This pollution is referred to as **PM2.5**. According to the 2010 Bay Area Clean Air Plan, Exposure to PM2.5 is by far the leading public health risk from air pollution in the Bay Area, accounting for more than 90 percent of premature mortality related to air pollution.

**Sulfur dioxide (SO<sub>2</sub>)** is a colorless gas emitting a strong, irritating odor. The odor, which is similar to rotten eggs, is most noticeable around oil refineries, power plants, and sewage treatment plants. Sulfur dioxide (when oxidized to sulfur trioxide), in combination with nitrogen oxides, is responsible for the creation of acid rain. SO<sub>2</sub> also is linked with a number of adverse effects on the respiratory system.

**Nitrogen dioxide (NO<sub>2</sub>)** is a brown-colored toxic gas, noticeable in the Bay Area as a reddish-brown haze. It is one of two oxides of nitrogen formed by combustion, the other being nitric oxide. Automobiles and industry are the major contributors to the formation of oxides of nitrogen. The evaporation of paints, inks, solvents or gasoline, as well as the burning of fuels or organic materials, result in the formation of organic gases. Photochemical oxidants are formed in the atmosphere during a chemical reaction between nitric oxide (which is converted to nitrogen dioxide during the reaction), organic gases and sunshine.

### **Existing Air Quality**

Due to its close proximity to the coast and resulting onshore winds, the air quality within Daly City itself is generally excellent during a majority of the year. BAAQMD air quality monitoring stations in San Francisco, the closest to Daly City, indicate that the area is an attainment area for all federal and state ambient air standards except particulate matter (PM10 and PM2.5). The City's previous Resource Management Element previously identified this station as exceeding the state and federal standards related to CO emissions. However, the entire air basin has been in attainment of the CO standards since 1991 due largely to the introduction of cleaner burning fuels and a more efficient fleet of motor vehicles. A summary of this localized monitoring between the years 2002 and 2009 is provided in Table RME-1.

**Table RME-4: Local Air Quality (2002 – 2009)**

Air Pollutant	2009 Standards		Study Year									Total Exceedances (CA + US)
	California (CA)	National (US)	2002	2003	2004	2005	2006	2007	2008	2009		
<b>Ozone</b>												
1-Hour (ppb)	90	-	50	90	90	58	53	60	82	72		
8-Hour (ppb)	70	75	50	60	60	54	46	49	66	56		
Days of Exceedance (CA)			0	0	0	0	0	0	0	0	0	
Days of Exceedance (US)			0	0	0	0	0	0	0	0	0	
<b>Carbon Monoxide</b>												
1-Hour (ppm)	20	35	3.5	3.6	2.9	2.5	2.7	2.5	5.7	4.3		
8-Hour (ppb)	9	9	2.6	2.8	2.2	2.1	2.1	1.6	2.3	2.9		
Days of Exceedance (CA/US)			0	0	0	0	0	0	0	0	0	
<b>Nitrogen Dioxide</b>												
1-Hour (ppm)	0.25	-	0.08	0.07	0.06	0.066	0.107	0.069	0.062	0.059		
Annual Average (ppm)	0.03	0.053	0.019	0.018	0.017	0.016	0.016	0.016	0.016	0.0151		
Days of Exceedance (CA/US)			0	0	0	0	0	0	0	0	0	
<b>Sulfur Dioxide</b>												
24-Hour (ppm)	0.04	0.14	0.006	0.007	0.008	0.007	0.006	0.006	0.005	-		
Annual Average	-	0.03	0.0019	0.0022	0.0014	0.0014	0.0013	0.0015	0.0015	-		
Days of Exceedance (CA/US)			0	0	0	0	0	0	0	-	0	
<b>Particulates ≤ 10 microns (PM<sub>10</sub>)</b>												
24-Hour (µg/m <sup>3</sup> )	50	150	21	52	52	46	61	70	41	36		
Annual Average	20	-	24.7	22.7	22.5	20.1	22.9	21.9	22	18.7		
Days of Exceedance (CA)			2	1	1	0	3	2	0	0	9	
Days of Exceedance (US)			0	0	0	0	0	0	0	0	0	
<b>Particulates ≤ 2.5 microns (PM<sub>2.5</sub>)</b>												
24-Hour (µg/m <sup>3</sup> )	-	35	70	42	46	43.6	54.3	45.2	29.4	35.6		
Annual Average (µg/m <sup>3</sup> )	12	15	13.1	10.1	9.9	9.5	9.7	8.7	9.8	9.7		
Days of Exceedance (US)			4	0	0	0	3	5	0	1	13	
<b>Total Exceedances (CA + US)</b>			<b>6</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>6</b>	<b>7</b>	<b>0</b>	<b>1</b>	<b>22</b>	

Source: Bay Area Air Quality Management District (BAAQMD) Bay Air Air Pollution Summaries 2002-2009

On a regional level, the Bay Area as a whole attains all national and state standards for four of the six criteria pollutants: lead, carbon monoxide, sulfur dioxide, and nitrogen dioxide. It has not however attained standards for ozone and PM. Under the Clean Air Act, areas that do not meet federal ambient air quality standards must prepare an Air Quality Management Plan outlining the measures that need to be undertaken to meet the federal and state standards. In the Bay Area, the BAAQMD has been charged with preparing such a plan due to non-attainment of the PM air quality standard.

### **Thresholds of Significance**

To assist the City in conforming to state and federal air quality regulations, the BAAQMD has adopted thresholds of significance to be used when the City review any discretionary project subject to the California Environmental Quality Act (CEQA). The thresholds of significance are included in the Air District's updated CEQA Guidelines. It is the Air District's policy that the adopted thresholds apply to projects for which a Notice of Preparation is published, or environmental analysis begins, on or after the applicable effective date.

The BAAQMD CEQA Guidelines recommend air quality significance thresholds, analytical methodologies, and mitigation measures for local agencies to use when preparing air quality impact analyses under CEQA. The updated CEQA Guidelines seek to better protect the health and well-being of Bay Area residents by addressing new health protective air quality standards, exposure to toxic air contaminants, and adverse effects from global climate change.

The updated CEQA Guidelines address recent changes in air quality standards for ozone and particulate matter (PM) from the State of California and federal government. The new health-protective air quality standards are in response to growing scientific evidence that exposure to ozone, fine particles, and air toxics have greater health effects than previously estimated. In addition, the BAAQMD's new greenhouse gas thresholds were developed to ensure that the Bay Area meets the State's plan to address global climate change. The CEQA Guidelines also address exposure to toxic air contaminants, which is associated with increased risk for cardiovascular disease, asthma, reduced birth weight, and higher mortality. Although air quality in the Bay Area has improved over the last thirty years, fine PM and other air toxic contaminants released by transportation and industrial activities threaten the health of local residents. The updated CEQA Guidelines seek to better protect the health and well-being of Bay Area residents.

## **Stormwater Management**

Urban development is a major contributor to stormwater-caused pollution. Development or redevelopment of property represents an opportunity to incorporate measures that can reduce water quality impacts over the life of the project. The legal mandate to do so stems from the Federal Clean Water Act which required municipalities like Daly City to proactively control and regulate pollution from their municipal separate storm sewer systems (MS4) to the maximum extent feasible. In addition, the State of California's Porter-Cologne Water Quality Control Act of 1969 and other State legislation require municipalities to protect water quality.

On October 14, 2009, the San Francisco Bay Regional Water Quality Control Board (RWQCB) adopted the Municipal Regional Stormwater NPDES Permit for the San Francisco Bay Region. In an effort to standardize stormwater management requirements throughout the region, this permit replaces the formerly separate countywide municipal stormwater permits with a regional permit for 76 Bay Area municipalities, including the City of Daly City.

The intent of these various laws and permits is to mitigate potentially detrimental effects of urban runoff through proper site design and source control early in the development review process, and to provide guidance in the selection of appropriate Best Management Practices (BMPs). BMPs are defined as methods, activities, maintenance procedures, or other management practices for reducing the amount of pollution entering a water body. The City of Daly City reviews individual public and private

projects for stormwater conformance with applicable laws, policies, and guidelines, and is the lead City agency responsible for implementing the C.3 Provision requirements of the NPDES Permit related to new development and redevelopment.

The C.3 Provisions of the NPDES Permit require each of the co-permittees, including the City of Daly City, to implement measures/BMPs to reduce stormwater pollution and to reduce increases in stormwater runoff flow, volume, and duration (“hydromodification”) from new development or redevelopment projects. In addition to the NPDES Permit provisions, all construction projects in the City of Daly City are regulated by the NPDES General Permit for Storm Water Discharges Associated with Construction Activity (General Permit), which requires the preparation of a Storm Water Pollution Prevention Plan (SWPPP) and the filing of a Notice of Intent (NOI) with the State Water Resources Control Board (SWRCB) for all projects that disturb an area of one acre or greater.

## Open Space

Open space is one of the most precious and limited natural resources in Daly City. For the purposes of discussion in this element, open space has been divided into two categories: 1) Open Space as a Natural Resource and; 2) Open Space for Recreational Purposes.

### Open Space as a Natural Resource

As identified by the General Plan Land Use Map, approximately 400 acres within Daly City will continue to remain designated as Open Space Preservation on the General Plan Land Use Map. Areas within this acreage are a large conglomeration of vacant parcels along the coastline that, because of environmental constraints such as steep slopes and unstable soils, have limited development potential.

In addition to their designation as Open Space Preservation in the General Plan, coastal bluff areas are protected through the Resource Protection (-RP) Combining District of the Zoning Ordinance. This combining district prohibits construction within 50 feet of the blufftop, on a slope greater than thirty percent, or where the vertical relief is ten feet or greater. The district also prohibits grading or filling operations except for those required as drainage and erosion control measures, and requires permanent vista corridors of at least five feet or 15 percent of the lot, whichever is greater, for any development which occurs within the district.

Although areas designated as Open Space Preservation function primarily as non-usable open space, portions of the coastal bluffs and beaches provide limited recreational opportunities for Daly City residents. However, these areas have not been designated as recreational open space because they do not contain any recreational improvements such as playground equipment, benches, and similar improvements.

### Open Space for Recreational Purposes

This category of open space has been further divided into two categories: public and private recreational open space. Public recreational open space consists of City parks and related facilities, and State and County parks. Private recreational open space consists of private golf and country clubs which limit access only to members.

**City parks.** Thirteen municipal parks and twelve tot lots are located in Daly City, resulting in a total of 82.95 acres of developed public recreational open space. Table RME-2 identifies each of the parks, tot lots, and recreational facilities in Daly City. Figure RME-X on page [insert page number] illustrates the type and location of all parks and recreational facilities in Daly City. School playgrounds also provide recreational open space opportunities, but have not been included in this figure because they are owned and regulated by their respective school districts, and are only available during limited periods of time.

**State and County parks.** In addition to City parks, San Bruno Mountain State and County Park provides Daly City residents with a variety of open space and recreational facilities and unique views of the San Francisco Bay Area. The 2,063-acre park is located east of the City's Hillside neighborhood and comprises both State and County owned lands. The planning, development, and management of the park, however, is the responsibility of the San Mateo County Division of Parks and Recreation. The park is also the home of several rare and endangered species of plants and animals. Endangered species located on the mountain are discussed in greater detail in the Vegetation and Wildlife section of this element. Recreational facilities in the park include: picnic; day camp and open space areas; scenic vista areas; a nature interpretive center; as well as hiking, bicycling and equestrian trails.

At the coastline, Thornton Beach State Park, which has been made largely inaccessible due to landslides, now provides a panoramic overlook and parking lot adjacent to Highway 1, at the end of the John Daly Boulevard.

**Private parks.** Private recreational open space in Daly City is comprised of three golf and country clubs located in the northwestern portion of the City. These clubs include the Lake Merced Golf and Country Club, and portions of the Olympic and San Francisco Golf and Country Clubs. Although these areas contribute to open space in Daly City, they do not provide recreational opportunities for all Daly City residents. All three of these golf and country clubs restrict use to members only.

### **Recreational Facility Deficiencies**

The City has twenty-seven recreational facilities dispersed throughout the various City neighborhoods to serve city residents. While the number of facilities might be abundant, the city as a whole contains only approximately 0.26 acres of parkland per 100 dwelling units, well below the State Recreation Commission standard of 2.6 acres of parkland per 100 dwelling units. In terms of population, Daly City contains only .76 acres of parkland per 1,000 persons, well below the National Park and Recreation Commission Standard of four to five acres per 1,000 persons.

To comply with these standards, the City would need to provide several hundred acres of additional parkland, a prospect which is impractical due to both fiscal limitations and the general lack of vacant land on which to construct new centrally-located park facilities. Also, it is worth noting that the aforementioned standard should be viewed as guidelines only and do not necessarily represent a definitive or even the most appropriate measure of the amount of required recreational facilities for a specific city, but rather should be considered as one means of determining system-wide deficiencies.

While the potential for construction of additional active park space may be limited due to fiscal realities and a scarcity of vacant land in locations suitable for park space, the City could instead improve underutilized park sites already owned by the City or properties owned by the City that have the potential for passive recreation.

One example of an area that has the potential for passive recreation is the Mussel Rock area, which is located along the coastline and functions primarily as a natural resource due to the environmentally sensitive habitat area on the bluffs surrounding it. While the Mussel Rock area is currently undeveloped, the potential exists for the portions of the area to be improved with amenities such as directional signage, cultural/environmental interpretive stations, or a recreational par course. To this end, Policy RME-16 on page RME- directs the City staff to explore long-term funding mechanisms to finance such improvements. Included within this policy is Task 16.1 which directs exploring potential grant funding from outside sources such as the National Park Service which manages property in close proximity to the Mussel Rock area.

**Table RME-5: Daly City Parks, Tot Lots, and Recreational Facilities**

Parks		Tot Lots	
Name	Size	Name	Size
Bayshore Heights Park	3.50	Alta Loma Tot Lot	0.11
David Rowe Park	3.50	Ardendale Tot Lot	0.40
Broderick-Terry Duel Site	3.19	Camelot Tot Lot	0.37
Edgewood Park	1.00	Cameo Ct. Tot Lot	0.30
Dan Gilbrech Park	0.64	Caterbury Tot Lot	0.40
Gellert Park	19.53	Hampshire Tot Lot	0.40
Hillside Park	6.40	John Daly Tot Lot	0.18
Lincoln Park	2.40	Longview Tot Lot	0.30
Marchbank Park	7.77	Lycett Tot Lot	0.59
Northridge Park	1.31	Mission Hills Tot Lot	0.68
Palisades Park	0.99	Norwood Tot Lot	0.20
Westlake Park	10.44	Polaris Tot Lot	0.20
Westmoor Park	7.64		
Other Facilities		Undeveloped	
Rio Verde Horseshoe Pits	0.08	Mussel Rock Park	140
Parkview Clubhouse	0.69		
War Memorial Community Center	2.09		
Margate Tennis Courts	4.53		
Teglia Community Center	0.41		
Doelger Art Center	2.70		
		<b>Daly City Total</b>	<b>82.95</b>

**Category Definitions:**

C = Citywide Park

N = Neighborhood Park

S = Subneighborhood Park

## Visual Quality

To assess visual quality in Daly City, this Resource Management element considers natural scenic vistas available to Daly City residents. These include: the Coastline, San Bruno Mountain, and scenic corridors. The following is a discussion of each:

### The Coastline

The Daly City coastline is the largest scenic area in Daly City. Although access to the lower portion of the coastline is extremely limited, the upper portions of the coastal bluffs provide visual access. Three parks, Northridge, Palisades, and Edgewood Park are located along the coastal bluffs and provide vista points for Daly City residents. Coastal Element policies encourage the preservation, enhancement and further development of visual access from these parks. The incorporation of a major portion of the coastline in the GGNRA and future recreational improvements in the Mussel Rock area could improve visual access and limited physical access along the coastline.

### San Bruno Mountain

San Bruno Mountain is located along the eastern and northeastern city limits of Daly City. The mountain, rising to approximately 1,000 feet in elevation, provides a scenic background along the eastern portion of the City. In addition to being a scenic resource in itself, the mountain also provides hiking trails

around portions of the mountain and vista points on top of the mountain which provide dramatic views of the City, the Pacific Ocean and San Francisco Bay.

### **Scenic Corridors**

Although no State or County designated scenic highways are located in Daly City, several roadways have been recognized as having scenic quality. Those highways recognized by the State include: Skyline Boulevard (Route 35), Junipero Serra Freeway (I-280), and the Cabrillo Highway (Route 1). The County has also recognized Guadalupe Canyon Parkway and Mission Street (Highway 84), as well as the previously mentioned three highways, as having scenic quality. The recognition of these roadways as having scenic quality, indicates that they have the potential to be designated as official scenic highways by the State or County. Elements of these roadways that contribute to their scenic quality include: views of San Bruno Mountain; the coastline; San Francisco Bay; and panoramic views of both Daly City and San Francisco. Map RME-X illustrates the location of these scenic roadways.

Other roadways that provide scenic vistas, but are not recognized by the State or County as having scenic quality include John Daly Boulevard, and Lake Merced Boulevard. In addition to providing scenic quality, some of these roadways also function as open space links to areas such as San Bruno State and County Park along Guadalupe Canyon Parkway and the Milagra Ridge and Sweeny Ridge open space areas along Route 35.

## **Vegetation and Wildlife**

This section of the element contains a discussion of the different plant and animal resources found in the Daly City area. Since the City consists primarily of developed areas, the focus of this section is on San Bruno Mountain and the Coastal Zone, two areas rich in biotic and biologic resources. A discussion of the rare and endangered species of plants and animals, located in each of these two areas, is contained in each respective section.

### **San Bruno Mountain**

San Bruno Mountain represents the greatest collection of plant and animal resources in the Daly City area. The mountain is the location of several rare and endangered species of plants and animals, most notably the four different species of butterflies located on the mountain. A complete list of rare and endangered species of plants and animals found on San Bruno Mountain is contained in Appendix A. Since the time that the last Resource Management Element was prepared, significant development has occurred along the northern and northeastern portion of San Bruno Mountain. All of the developments within this area have been required to meet the requirements of the Habitat Conservation Plan prepared for San Bruno Mountain.

### **Habitat Conservation Plan (HCP)**

In order to preserve the different rare and endangered plant and animal species on San Bruno Mountain, a Habitat Conservation Plan was prepared and an agreement with regards to the plan entered into by several local and regional agencies including Daly City, Brisbane, South San Francisco, San Mateo County and LAFCo, local developers, property owners, the United States Fish and Wildlife Service, and the California Department of Fish and Game. The HCP was the first of its kind adopted in the United States and was prepared to protect the endangered species habitat, while allowing limited development on portions of the Mountain.

The primary focus of the HCP continues to be the preservation of rare and endangered species, most notably the four species of butterflies and their food plants located on the mountain. A Habitat Conservation Plan must be prepared to allow the Department of Interior to issue a Section 10(a) permit. A Section 10(a) permit allows the incidental taking of an endangered species during development. A taking is generally defined as any action that results in harm to an endangered species during

development. In addition to the Section 10(a) Permit, an agreement, setting forth the obligation of the interested parties to implement the HCP must be entered into by federal, state, and local agencies and the participating land owners and developers. The HCP contains specific mitigation measures which must be incorporated into developments within the HCP boundaries. The mitigation measures consist primarily of plans for the reclamation of lands which are to be graded, the payment of a fee to San Mateo County to operate the HCP, a ban on pesticide spraying, the designation of a buffer area, and the construction of a habitat fence to separate developed and undeveloped areas.

## **The Coastline**

The 2.6-mile long Daly City Coastline encompasses approximately 280 acres of undeveloped and partially developed land. The Coastal Zone, as designated in Daly City's Coastal Element, includes all areas west of Skyline Boulevard and two small areas east of Skyline Boulevard in the Westlake North neighborhood. This section, however, focuses on the undeveloped open space areas, including only the coastal bluffs and beaches.

The Coastal Element identifies two areas within the Coastal Zone as Environmentally Sensitive Habitat areas. These areas are located in the Daisaku Ikeda Canyon and the bluffs around Mussel Rock Park. Environmentally Sensitive Habitat is defined in the Coastal Element as any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments. A botanical inventory taken in 1980 indicated that both native and non-native species have become or were becoming established in these two areas. A listing of these species by area is included in Appendix B.

## **Archaeology**

Archaeological resources in Daly City consist primarily of the remains of the Ohlone Indian tribe which inhabited the area. The following discussion briefly describes the Ohlone tribe and their customs, as well as the significant archaeological find, with regard to the tribe, that was made at Mussel Rock.

### **Ohlone Tribe**

The Ohlone Indian Tribe inhabited a large area along the California Coast, running from the San Francisco Bay Area to Monterey Bay. The tribelet which inhabited the Daly City area lived primarily in two main inland villages located on the Colma and San Bruno Creeks and a seasonal village along the coast at Mussel Rock. The Ohlones were a small and very mobile tribe of hunters and gatherers that travelled to find food and other items that were available only in certain areas on the Peninsula. The women and children were responsible for gathering the nuts, roots, berries, and shellfish such as mussels and clams. They were also responsible for preparing the meals and making baskets to store the food. The males were responsible for hunting and fishing. The Ohlone hunted deer, rabbits, wild geese, and ducks to go along with the gathered food. Most of the fishing was done on the inland bay areas, while the coast provided sea otters and seals. Items which could not be found locally were usually obtained through trading with neighboring villages.

### **Mussel Rock Archaeological Site**

The Mussel Rock archaeological site, San Mateo County Site SMa-72, is the only site in Daly City from which artifacts of the Ohlone tribe were uncovered. During the excavation and grading of the area in 1977, for the construction of the waste transfer station, archaeologists uncovered the largest amount of Ohlone artifacts of any of the registered sites in San Mateo County. Artifacts uncovered at the site included: human remains; cooking and food preparation tools; hunting and fishing items; shell jewelry; and mammal remains. Archaeologists have determined that the artifacts date back to approximately 1500 A.D.

# Resource Management Goal, Policies, and Tasks

This section of the Resource Management Element establishes a single goal and several objectives and policies that provide direction for the management of natural and cultural resources. The goal provides the definitive statement of how natural and cultural resources will be handled by local government. The objectives provide a means how attainment of the goal can be measured, while the policies provide a more specific statement for achievement of the goal as well as direction for the formulation of programs to implement the goal.

"Ensure the enhancement and preservation of existing resources by effectively managing their development and conservation and providing adequate recreational open space for future generations."

Since the Resource Management Element contains the Open Space and Conservation Elements, components of both are incorporated into a single goal. Several of the components of the goal warrant further consideration. The management of resources is directly related to the first component of the goal, assuring the preservation and enhancement of existing resources. The preservation of resources speaks directly to air, vegetation and wildlife, and visual resources as well as open space. In addition to preserving resources, efforts should also be directed at enhancing resources. The goal seeks to ensure that past efforts to improve air quality; preserve and enhance environmentally sensitive and rare and endangered species habitat; and provide open space areas are continued and given priority attention. It also seeks to extend those efforts to cultural resources, including both historic and archaeologically significant resources, so they can also be preserved.

Second, the goal seeks to effectively manage the development and conservation of resources. Resource development focuses on water and open space resources. The development and conservation of water and open space resources is required to maintain the high quality of these resources. For example, to maintain the quality of the existing water supply, new supplies must be developed and existing supplies conserved. To allow development in areas and still maintain adequate open space, careful attention must be paid to the type of development and its impact on the existing environment.

The third facet of the goal, providing adequate recreational open space for future generations, is directed at maintaining and expanding recreational opportunities for existing and future residents. Recreational opportunities are provided through a citywide system of parks, tot lots, and indoor facilities. Due to a lack of an adequate mixture of facilities in the City, overall system deficiencies exist. The City should make every effort to protect and maintain existing parks, tot lots, and recreational open space areas as well as provide additional facilities in order to alleviate system-wide deficiencies.

To implement the resource management goal, this element provides for the following policies and tasks:

## Water Resources

**Policy RME-1: Reduce average per capita demand by implementing cost effective water conservation programs that address all applicable methods of water conservation.**

**Task RME-1.1:** Enforce the provisions of the Indoor Water Use Efficiency Ordinance through an extensive public outreach campaign to residents and contractors, to be completed by 2014.

**Task RME-1.2:** Explore mechanisms that would allow permanent retrofits for fixtures requiring replacement under 15.66.020 (A)(3) the provisions of the Indoor Water Use Efficiency Ordinance through an extensive public outreach campaign to residents and contractors, to be completed by 2014.

**Task RME-1.3:** Develop a capital plan to retrofit plumbing fixtures at existing City facilities by 2012 and complete all retrofits by 2018.

**Policy RME-2:** **Require drought resistant landscaping and water conserving irrigation methods in new development, and encourage the replacement of existing water-intensive landscaping.**

**Task RME-2.1:** Enforce the provisions of the Water Conservation in Landscaping Ordinance and conduct a public education effort to ensure that residents, businesses, and contractors are aware of the Ordinance provisions.

**Task RME-2.2:** Examine the feasibility of a cost-effective turf buy-back program offered to owners of residential properties who voluntarily replace water intensive landscape with landscaping that meets predefined water efficiency standards.

**Policy RME-3:** **Continue to use recycled wastewater for irrigating and explore opportunities to expand capacity to accommodate its use in development projects, landscaped medians, golf courses, cemeteries, parks, and school playgrounds.**

**Policy RME-4:** **For development projects which will create water demand in excess exceeding a pre-defined amount, require that developers provide a water supply analysis for the project.**

**Task RME-4.1:** Develop a water supply questionnaire for inclusion with any application involving 50 or more residential units, 50,000 square feet, or other pre-defined development intensity that constitutes a significance threshold under CEQA.

**Task RME-4.2:** Amend the application submittal checklist to include a water supply analysis identified in Task RME 4.2.

## **Air Resources**

**Policy RME-5:** **Assess projected air emissions from new development and associated construction and demolition activities in conformance with the Bay Area Air Quality Management District (BAAQMD) CEQA Guidelines, and relative to state and federal standards.**

**Task RME-5.1:** Amend the Planning Division's development review procedures to include a formal step that would help identify how a development project can incorporate design or functional changes that will minimize air quality impacts.

**Task RME-5.2:** Incorporate air quality significance thresholds into the Local Thresholds of Significance document identified in Program RME-X.

**Task RME-5.3:** Consider cumulative air quality impacts consistent with the region's Clean Air Plan and State law.

**Task RME-5.4:** Require the preparation of a Transportation Systems Management plan for new development that has been determined to contribute to a reduction in location air quality.

**Task RME-5.5:** Consult with BAAQMD to identify stationary and mobile TAC sources and determine the need for and requirements of a health risk assessment for proposed developments.

*Objective RME-3:*

**Policy RME-6: Minimize exposure of residents to objectionable smoke and odors by proactively regulating potential sources.**

**Task RME-6.1:** For new, expanded, or modified development proposals (including tenant improvements) that are potential sources of objectionable smoke and odor, require an analysis of possible smoke and odor impacts and the provision of smoke and odor minimization and control measures as mitigation. The requirements for such shall be codified within the Daly City Municipal Code.

**Task RME-6.2:** Require new residential development projects and projects categorized as sensitive receptors to be located an adequate distance from facilities that are existing and potential sources of odor. An adequate separate distance will be determined based upon the type, size and operations of the facility.

*Objective RME-4:*

*Minimize air pollutant emissions in municipal operations and contracts.*

**Policy RME-7: To the maximum extent fiscally reasonable, minimize air quality impacts in City operations.**

**Task RME-7.1:** Develop an Environmentally Preferable Purchasing Policy which requires City employees to consider the environmental attributes along with traditional purchasing factors such as performance, safety, price and local availability, when making purchasing decisions.

**Task RME-7.2:** Compile a master fleet replacement schedule which identifies vehicles in need of replacement (including heavy-duty and off-road vehicles) and offers suggestions for the most environmentally friendly replacement.

**Task RME-7.3:** Construct all new City facilities at a Leadership in Energy and Environmental Design Gold standard.

## **Stormwater**

**Policy RME-8: Through the development of a Stormwater Management Program, ensure that all new development complies with applicable municipal stormwater Municipal Regional Stormwater NPDES Permit by incorporating controls that reduce water quality impacts over the life of the project in way that is both technically and economically feasible, and reduces pollutants in stormwater discharges to the maximum extent practicable.**

**Task RME-8.1:** Appoint a stormwater control coordinator within either the Department of Public Works or Department of Water/Wastewater charged with overseeing the implementation of the City's Stormwater Management Program. The coordinator shall be responsible for reviewing public and private stormwater control mechanism proposals, requiring amendments to such controls as part of the development review process, and their proper construction.

**Task RME-8.2:** Evaluate acceptable development standards for stormwater treatment mechanisms and publish such standards for distribution to developers. Such standards shall be based on a thorough evaluation of modern stormwater control mechanisms and shall, to the extent feasible, consider soil conditions in various parts of Daly City.

**Task RME-8.3:** In locations where high density residential development is prevalent (e.g., east of Interstate 280), consider the use of the public right of way as an appropriate location for privately maintained stormwater treatment mechanisms.

**Task RME-8.4:** Assess projected stormwater impacts from new development in conformance with the San Mateo County Water Pollution Prevention Program, CEQA Guidelines and relative to state and federal standards.

**Task RME-8.5:** Assess projected stormwater impacts from new development in conformance with the San Mateo County Water Pollution Prevention Program, CEQA Guidelines and relative to state and federal standards.

**Task RME-8.6:** Regularly inspect stormwater treatment facilities as required by the Municipal Regional Stormwater NPDES Permit.

**Policy RME-9:** **Balance stormwater mitigation measures with the other inherent benefits of higher density development that is in close proximity to public transit, i.e., reduction of Vehicle Miles Traveled (VMT) on local and regional roadways (see Objective CE-X).**

**Task RME-9.1:** Continue to explore low-impact development credits for high density transit-oriented development within the City's established Priority Development Areas with the Regional Water Quality Control Board.

**Task RME-9.2:** Ensure during the update of the Zoning Ordinance the City's compliance with the State's "by right" program requirement whereby sites identified within the Housing Element and part of the City's adequate sites program continue to provide zoning that allows the residential density identified within Table HE-27.

**Task RME-9.3:** Amend the Zoning Ordinance to provide flexibility in development regulations in instances where the City determines that, in the review of a development proposal, a stormwater regulation will effectively decrease the number of units allowable within a parcel identified in Table HE-27.

## Open Space

**Policy RME-10:** **Minimize development in all areas designated as open space preservation.**

**Task RME-10.1:** Review the land uses in the Zoning Ordinance to ensure that allowed uses are consistent with the intent of the Open Space Preservation designation.

**Policy RME-11:** **Areas designated as open space recreation-public shall continue to be maintained and upgraded by the Public Works Department.**

**Task RME-11.1:** Continue to collect AB1600 impact fees for new development and, from time to time, re-assess the amount and distribution of monies collected from such fees to ensure that these amounts are sufficient to provide an adequate pro-rata contribution toward the public improvements identified in the City's Capital Improvement Program (same as Task LU-4.4B).

## Park Facilities

**Policy RME-12:** Encourage a diverse, equitable, and integrated system of park facilities throughout Daly City that are accessible to all age, social, and economic groups and all geographic areas of the City.

**Policy RME-13:** Require the dedication of parkland or the payment of an in-lieu fee in accordance with Subdivision Map Act.

**Task RME-13.1:** Review and amend the park in-lieu fee payment requirement as necessary to assure that the formula for park in-lieu fee payment is more standardized equitable among all residential uses, including rental housing (see also Task LU-4.4C).

**Policy RME-14:** Prioritize the dispersal of park in-lieu fees collected from the development of new subdivisions to ensure that the fees are spent in the appropriate areas (see Program RME-3).

## Visual Resources

**Policy RME-15:** Require public visual access easements in new developments along the coastline.

**Task RME-15.1:** Amend the Zoning Ordinance to require, as a part of a complete development application, for projects over a certain size located in the Resource Protection (RP) Zone, that an analysis be included which evaluates potential visual impacts caused by the proposed development.

**Task RME-15.2:** Develop, as a part of Program RME-1, a significant threshold for visual impacts and develop potential mitigation criteria for such impacts.

## Vegetation and Wildlife

**Policy RME-16:** The City shall continue to recognize the importance of the San Bruno Mountain Habitat Conservation Plan (HCP), uphold the integrity of the concepts behind the plan, and respect the agreements that serve to implement it (see also Task LU-5.6).

**Task RME-16.1:** Through the development review process, the City shall continue to the effort to preserve as undisturbed habitat for the unique flora and fauna, designates areas for development adjacent to the regional County park and establishes mitigations for the continued upgrading of resources. The HCP is implemented by an agreement between the United States Department of Interior, California State Department of Fish and Game, the County of San Mateo, the cities of Brisbane, South San Francisco, and Daly City, and landowners (see also Task LU-X).

**Task RME-16.2:** Amend the Zoning Ordinance to require approval of a San Bruno Mountain Site Activity Permit for any construction projects located with the HCP area (see also Task LU-X).

**Policy RME-17:** Preserve environmentally sensitive habitat by imposing strict regulations on development in areas that have been identified as environmentally sensitive habitat.

**Task RME-17.1:** Require biological assessment as part of any development application that has the potential to affect flora and fauna that are protected by State and/or federal regulation, as determined by the City.

**Policy RME-18: Preserve trees that do not pose a threat to the public safety.**

**Task RME-18.1:** Consider amendments to Chapter 12 (Streets, Sidewalks, and Public Spaces) that would severely restrict or disallow topping or removal by private individuals and public utilities of live, growing trees within the public right-of-way which do not pose an imminent threat to the public safety.

**Task RME-18.2:** Consider amendments Chapter 17 (Zoning) to disallow the topping or removal by private individuals and public utilities of live, growing trees on private property which were required as a condition of development approval (including Design Review approval) and do not pose an imminent threat to the public safety.

## Historical and Archaeological Resources

**Policy RME-19 Undertake measures to protect and preserve historic and archaeological resources.**

**Task RME-19.1:** Comply with State statues related to historical and archaeological resources.

**Task RME-19.2:** Serve as a leader in historic preservation by preserving, restoring, and reusing City-owned historic resources where feasible.

**Task RME-19.3:** Through the City's Facade Improvement Program, encourage the preservation of facades and exteriors that exhibit historical architectural characteristics, e.g., those identified by the City's Mission Street Urban Design Plan.

**Task RME-19.4:** Continue to support community projects that will add to the knowledge of Daly City's past, including the continuing work of the History Guild of Daly City/Colma and the Daly City History Museum.

**Task RME-19.5:** Cooperate with civic organizations in the placement of appropriate monuments or plaques to publicize or memorialize historic sites.

**Policy RME-20: Recognize the physical differences between different parts of the City and regulate land uses within these areas accordingly (see also Policy LU-X).**

**Task RME-20.1:** Retain elements in the Zoning Ordinance which effectively preserve the architectural character of Daly City's older neighborhoods (e.g., predominant setback and tandem parking allowances).

**Task RME-20.2:** Amend the Zoning Ordinance to provide development regulations that more closely reflect the predominant neighborhood character established when the neighborhood was constructed (e.g., provide for three-foot side yard setbacks in Westlake where there is currently no side setback required). Where necessary, establish either separate or overlay zoning districts for such neighborhoods (see also Task LU-X).

**Task RME-20.3:** Update the Residential Design Guidelines to provide bulk, mass, and architectural guidelines for exterior additions and reconstructed homes in neighborhoods which possess unique architectural characteristics.

**Task RME-20.4:** Incorporate design features in new development that reflect the character of the neighborhood, to ensure that new construction is compatible with existing development.

## Resource Management Programs

### Current Programs for Resource Management

#### Resource Protection Combining District

The Resource Protection Combining District may be used in conjunction with an underlying zoning district classification such as R-1 Single Family Residential or OS Open Space. The intent of the District is to ensure that the character and intensity of development does not create adverse impacts on sensitive resources or geotechnically hazardous areas. The District outlines specific regulations for the preservation of designated open space areas and the creation of buffer zones between designated open space areas and development. The Resource Protection Combining District is currently used only in conjunction with the R-1 single family residential zoning district for those properties directly fronting coastal bluffs. The district requires that a Use Permit be acquired prior to any construction within the zone and prohibits construction within fifty feet of a bluff, on a slope greater than thirty percent or where the vertical relief is ten feet or greater. Additional District regulations prohibit grading or filling operations except for those required as drainage and erosion control measures and the provision for permanent vista corridors of at least five feet or fifteen percent of the lot, whichever is greater.

#### S-1 Design Review Combining District

The S-1 Design Review Combining District may be used in conjunction with any underlying zoning district classification. The intent of the District is to create, preserve, and enhance areas of unusual civic significance. The District requires that special design treatment and consideration of the aesthetic and functional relationships of the surrounding development, be applied in these areas. The S-1. Design Review Combining District is most prevalent in the Civic Center/ Sullivan Corridor area and is used in conjunction with both residential and commercial zoning districts in this area. The District requires that each project be reviewed by the City Planner to determine the consistency of the project with the requirements of the District. If the City Planner determines that the project is consistent and does not require further consideration by the Planning Commission, the City Planner refers the project directly to the City Council for their review.

#### San Bruno Mountain Habitat Conservation Plan

The Habitat Conservation Plan (HCP) was prepared to protect endangered species habitat, while allowing limited development on portions of San Bruno Mountain. The intent of the HCP is to preserve the endangered species located on the mountain and their habitat. As a requirement of the HCP, Daly City entered into an agreement with federal, state and local agencies as well as participating land owners and developers, to implement the policies contained in the HCP. The HCP contains specific mitigation measures that must be incorporated into developments within HCP boundaries, including: plans for the reclamation of lands which are to be graded; the payment of a fee to San Mateo County to operate the HCP; a ban on pesticide spraying; the designation of a buffer area; and the construction of a habitat fence to separate developed and undeveloped areas.

## Proposed Programs for Resource Management

### Program RME-1: Local Thresholds of Significance Guidelines

**Objective:** To make objective and consistent determinations of environmental impact significance for discretionary projects subject to CEQA review

**Responsible Agencies:** Department of Economic and Community Development, Public Works Department, and Department of Water/ Wastewater Resources

**Time Frame:** 2013-2014

**Funding Source:** General Fund

**Activity:** This program requires that the City develop a policy document that establishes the quantitative or qualitative standards used to determine when non-exempt discretionary projects will likely have significant environmental impacts. The document would serve as an analytical tool used to make consistent determinations of significance. Project environmental reviews undertaken by different staff members or at different times would employ a standard methodology, increasing the certainty for both the agency and the applicant. The City's efficiency in preparing an initial study would also be improved. Development of the Local Thresholds will place the City further in compliance with the CEQA Guidelines' requirement that the City's determination of significance be "based to the extent possible on scientific and factual data" (Guidelines Section 15064).

### Program RME-2: Residential Design Review Guidelines

**Objective:** To preserve the architectural integrity of existing residential buildings while minimizing the impacts

**Responsible Agencies:** Department of Economic and Community Development, Planning division; City Attorney

**Time Frame:** 2015

**Funding Source:** General Fund

**Activity:** Design review has been required for new development as either conditions of approval or in areas with a S-1 Design Review Combining District zoning overlay. Design review is currently handled by committees assigned by the Mayor and only three areas in the City, the Redevelopment Areas on Juniper<sup>o</sup> Serra Boulevard and Mission Street and the Sullivan Corridor Specific Plan area, have specific guidelines for design review. The preparation of a specific ordinance for regulating design review procedures should be enacted to ensure high quality design not only in specific areas, but throughout the entire City. The ordinance would create specific criteria for design review, create a design review committee and develop a fee structure for design review projects which are not part of a discretionary review procedure.

### Program RME-3: Park System Analysis and Master Plan

**Objective:** Address existing and future park needs

**Responsible Agency:** Department of Public Works

**Time Frame:** 2015

**Funding Source:** General Fund

**Activity:** The preparation of a Parks and Recreation Analysis and Master Plan is proposed to address existing and future opportunities for parks and recreational services for the City. Envisioned as a ten year plan, the Master Plan is to be a comprehensive document that will include a format for the

planning, selection, dedication and funding of future park land in the City. A park system analysis would inventory existing park sites and outline future needs of the current park space. The proposed Master Plan will focus on the planning for new sites or expanding and/or improving existing sites. In addition, the Master Plan would allow priorities to be adopted and that individual park site locations and development plans be determined at the time the acquisition and development process begins.

## Appendix A

### Environmentally Sensitive Habitat - Coastal Zone

Daisaku Ikeda Canyon			
Latin Name	Common Name	Native or Invasive	Observed Frequency
Lupinus arboreus	Yellow bush lupine	Native	Abundant
Eriophyllum staechadifolium	Lizard tail		Abundant
Scrophluaria californica	Bee plant	Native	Abundant
Anaphalis margaritacea	Pearly everlasting	Native	Localized
Gnaphalium species (2 types)	Cudweed		Localized
Epilobium franciscanum	Willow herb	Native	Abundant
Matricaria matricariodes	Pineapple weed	Invasive	Abundant
Stachys species	Hedge nettle	Invasive	Localized
Brassica species	Wild Mustard	Invasive	Abundant
Raphinus sativus	Wild radish	Invasive	Abundant
Melilotus indica	Yellow sweet clover	Invasive	Abundant
Heracleum lanatum	Cow parsnip	Native	Abundant
Erigeron glaucus	Seaside daisy	Native	Localized
Circium species	Thistle		Infrequent
Baccharis pilularis	Coyote bush	Native	Localized
Artemesia caifornica	Sagebrush	Native	Localized
Mesembryanthemum edule	Hottentot fig	Invasive	Localized
Mesembryanthemmn chilense	Sea fig		Localized
Aehillea millefolium	White yarrow	Invasive	Abundant
Castineje species	Indian Paintbrush		Infrequent
Vicia species (3 types)	Vetch		Abundant
Gallium species	Bedstraw		Localized
Geranium species	Storksbill, cranebill		Localized
Lobularia maritima	Sweet alyssum	Invasive	Localized
Anagallis arvenis	Scarlet pimpernel	Invasive	Localized
Solarium species	Nightshade	Invasive	Abundant
Rubus species	Blackberry		Abundant
Senicio elegans		Native	Infrequent
Sidalcea species	Checkerbloom	Invasive	Localized

Note: Observed frequencies identified above vary by season and general environmental conditions

**MUSSEL ROCK CANYON**

<b>Latin Name</b>	<b>Common Name</b>	<b>Native or Invasive</b>	<b>Observed Frequency</b>
Lupinus arboreus	Yellow bush lupine	Native	Abundant
Eriophyllum staechadifolium	Lizard tail	Invasive	Abundant
Scrophluaria californica	Bee plant	Native	Abundant
Anaphalis margaritacea	Pearly everlasting	Native	Infrequent
Gnaphalium species (2 types)	Cudweed		Infrequent
Epilobium franciscanum	Willow herb	Native	Localized
Stachys species	Hedge nettle	Invasive	Localized
Brassica species	Wild Mustard	Invasive	Abundant
Raphinus sativus	Wild radish	Invasive	Abundant
Melilotus indica	Yellow sweet clover	Invasive	Localized
Heracleum lanatum	Cow parsnip	Native	Abundant
Erigeron glaucus	Seaside daisy	Native	Localized
Baccharis pilularis	Coyote bush	Native	Abundant
Castilleja species	Indian Paintbrush		Infrequent
Artemesia californica	Sagebrush	Native	Localized
Vicia species (3 types)	Vetch		Abundant
Geranium species	Storksbill, cranebill	Invasive	Localized
Lobularia maritima	Sweet alyssum	Invasive	Abundant
Anagallis arvensis	Scarlet pimpernel	Invasive	Abundant
Solarium species	Nightshade		Abundant
Rubus species	Blackberry	Native	Abundant
Sidalcea species	Checkerbloom		Localized
Cotula coronopifolia	Brass buttons	Invasive	Localized
Potentilla egedei	Silverweed	Native	Localized
Mimulus auranticus	Bush monkey-flower	Native	Infrequent
Mimulus guttatus	Common monkey-flower	Native	Infrequent
Linocera involucrata	Twinberry	Native	Infrequent
Conium maculatum	Poison hemlock	Invasive	Abundant
Lotus corniculatus	Bird's foot trefoil	Invasive	Infrequent
Satureja douglasii	Yerba buena	Native	Abundant
Arnsinckia spectabilis	Coast fiddleneck	Native	Infrequent
Sanicula crassicaulis	Pacific sanicle	Native	Localized
Solanum species	Nightshade		Abundant
Ribes species	Currants		Infrequent
Achillea millefolium	Common yarrow	Invasive	Abundant
Lathyrus species	Beach pea		Infrequent
Senecio milcanioides	German Ivy	Invasive	Localized
Dudleya caespitosa	Live forever	Native	Localized
Helenium bolanderi	Sneezeweed	Native	Infrequent
Phacelia malvifolia	Stinging phacelia	Native	Infrequent
Equiselum species	Horsetail		Infrequent
Myrica californica	Wax myrtle	Native	Abundant
Rhus toxicodendron	Poison oak	Native	Abundant
Corladeria argentea	Panpas grass	Invasive	Localized
Salix species	Willow		

Note: Observed frequencies identified above vary by season and general environmental conditions

# CITY OF DALY CITY Noise Element



## Introduction

### Scope and Role of the Noise Element

Noise in excessive levels and over prolonged time periods has the potential to incrementally degrade the quality of life in Daly City. Studies have shown that excessive noise can have adverse physiological and psychological effects. Extreme levels can cause pain and hearing loss. Continuous exposure to low-level noise can present long-term impacts to human health such as raising blood pressure, lessening the quality of sleep, or inhibiting children's ability to learn.

In Daly City, the most prevalent noise sources are from motor vehicle traffic on heavily traveled roadways like Mission Street or Interstate 280, BART trains, and noise from aircraft associated with San Francisco International Airport (SFO). Although the city is largely built-out, redevelopment of properties with more intense land uses, expansion of BART and San Francisco International Airport operations, and increased peak-hour traffic along area roadways will likely add to the City's noise levels. Because the City's population will rise in locations most likely to experience increases in noise (e.g., in close proximity to freeways and transit), an increasingly greater proportion of the population will be exposed to these increasing noise levels.

Controlling noise at its source to acceptable levels can make a substantial improvement in the quality of life for people living and working in Daly City. When this is not feasible, the city can apply additional measures to limit the effect of noise on future land uses, which include spatial separation, site planning, and building design.

The Noise Element provides an overview of how much noise is already in the environment, a framework for how sound will be measured and regulated, and policy direction to guide decision makers in regulating new uses that either produce excessive noise or expose persons or institutions to unacceptable noise levels.

### State Laws Affecting the Noise Element

State planning law requires every city and county to adopt a Noise Element. In preparing the Noise Element, state law requires that the City recognize guidelines for noise element preparation set forth by the State Office of Noise Control (Government Code Section 65302).

According to the guidelines, the City must identify the extent of noise exposure through actual measurement or the use of noise modeling. Noise level contours must be mapped and the conclusions

of the element used as a basis for land use decisions. Technical data relating to mobile and point sources must be collected and synthesized into a set of noise control policies and programs identified that “minimizes the exposure of community residents to excessive noise.” The element must include implementation measures and possible solutions to existing and foreseeable noise problems. Furthermore, the policies and standards must be sufficient to serve as a guideline for compliance with sound transmission control requirements. The noise element directly correlates to the land use, circulation, and housing elements.

In addition to specific requirements for the Noise Element, state law obligates the City to ensure that its General Plan is in conformance with the San Mateo County Comprehensive Airport Land Use Plan (CLUP), adopted in 1996. The CLUP identifies policies and criteria to help achieve compatibility between proposed land use development and/or proposed airport development with airport and aircraft operations. The plan is administered by the City/County Association of Governments of San Mateo County (C/CAG), which has conferred the airport land use planning process to the Airport Land Use Committee. The Committee advises and recommends actions to C/CAG regarding the updating of the Plan, and other land use compatibility issues affecting the three airports in San Mateo County.

## Background Information

### Identifying and Measuring Noise

Noise is generally defined as unwanted sound. Whether a sound is unwanted or not depends on a number of factors, including when it occurs, what the listener is doing when it occurs, the characteristics of the sound, and how intrusive it is above background (ambient) noise levels. In the urban environment, different sounds possess different characteristics that make some sounds more unwanted than others, including the loudness or intensity of the sound, its duration, its repetition rate, and its unfamiliarity or uniqueness.

Common noise levels are identified in Figure NE-1. As shown in the figure, noise is measured in decibels (dBA) using a measuring device which closely approximates the way the human ear responds to sound. The threshold of human hearing roughly corresponds to 0 dBA while the threshold of pain is approximately 120 dBA; 120 dBA corresponds to a jet taking off at 200 feet from the source (see Figure NE-x). Decibels are calculated on a logarithmic scale. An increase of 10 decibels represents a ten-fold increase in sound level, although the sound is perceived as twice as loud. For example, 65 dBA is perceived to be about twice as loud as 55 dBA. An increase of 3 dBA is just barely perceptible to the human ear; a 5 dBA increase is clearly noticeable; and a 10 dBA increase is heard as an approximate doubling in loudness.

Although a single noise level value may adequately describe the noise at a particular location at any given instant in time, noise levels vary continuously throughout the day and include different types of noise. Continuous noise in the distance for example, is called ambient noise. Ambient noise contributes to noise levels when the listener experiences it in combination with a succession of identifiable or intrusive noise events.

Noise descriptors are used to describe the time-varying character of ambient noise by itself and when in combination with intrusive noise events. The Noise Equivalent Level ( $L_{eq}$ ) is such a descriptor and is representative of an equivalent constant sound level over a given period of time. The actual noise measured during a given period of time, say 24 hours, varies; a single noise event during the time period may have reached 90 dBA the  $L_{max}$  and the lowest may have been 45 dBA while the  $L_{eq}$  representing that time frame may be 55 dBA  $L_{eq}$ . The 90 dBA level represents the most intrusive noise event during the measuring period and is referred to as the  $L_{max}$ . Intrusive noise events are of particular importance in understanding and assessing aircraft noise impacts.

## Community Noise Equivalent Level (CNEL)

People are usually more sensitive to noise in the nighttime than they are during the daytime. Two factors contribute to this increased sensitivity. First, during the evening and nighttime, outdoor ambient noise levels are generally lower than in the daytime. Most offices and businesses are closed and automobile traffic has decreased. Second, as household noise levels decrease during the evening, changes in exterior nighttime noise levels can be more noticeable and annoying than such changes are during the day.

To account for this sensitivity, a calculation called the Community Noise Equivalent Level (CNEL) is used to divide the 24-hour day into three time periods: daytime (7:00 a.m. to 7:00 p.m.), evening (7:00 p.m. to 10:00 p.m.), and nighttime (10:00 p.m. to 7:00 a.m.). The evening sound levels are assigned a five decibel penalty (or weighting) and the nighttime sound levels are assigned a 10 decibel penalty (or weighting) prior to averaging with daytime hourly sound levels. In this way, the CNEL is a noise metric that, if used to regulate noise, provides for a quieter evening and nighttime environment.

**Figure NE-1: A-Weighted Sound Pressure Level (in decibels)**



(100') = DISTANCE IN FEET  
BETWEEN SOURCE  
AND LISTENER

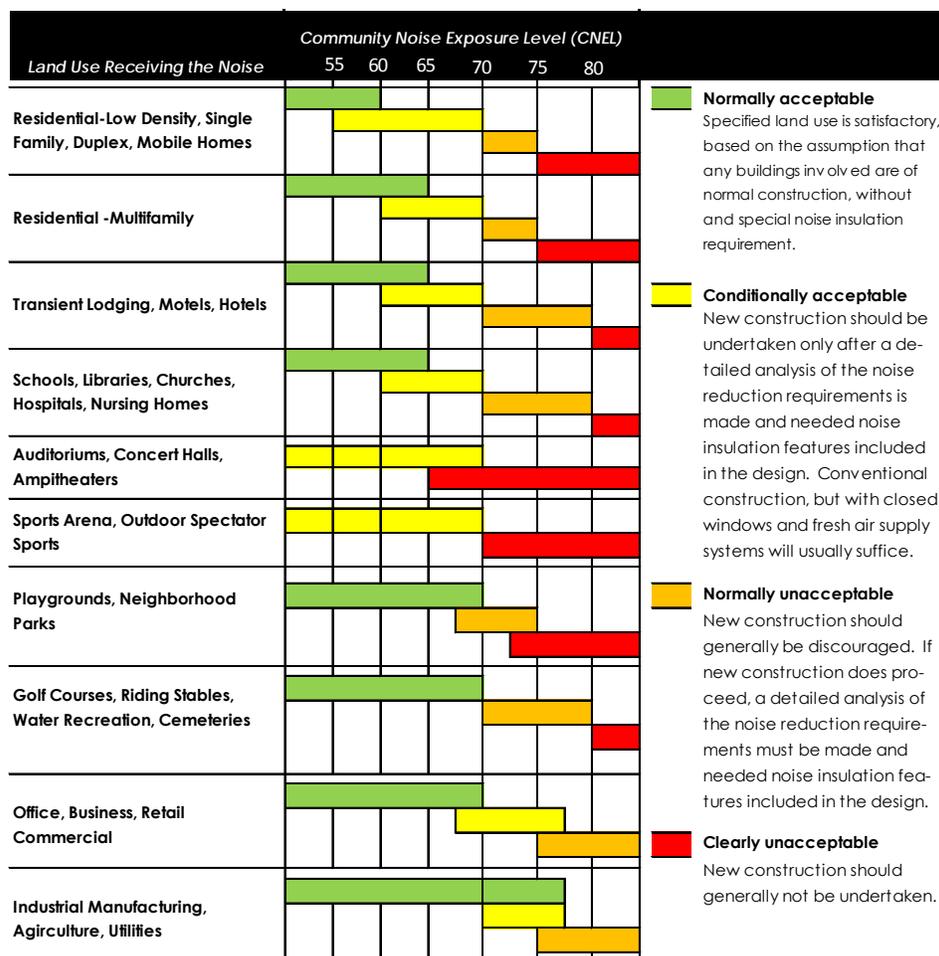
© 2010  
CHARLES M. SALTER ASSOCIATES, INC.  
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## Noise Compatibility Guidelines

Because of its ability to account for human sensitivities, the CNEL is used in the implementation of the Noise Compatibility Guidelines developed by the State Office of Noise Control and first adopted by the City of Daly City in 1978. These guidelines establish compatibility criteria for common land uses and are intended to ensure that new development proposals do not introduce excessive noise in a given location to the detriment of existing uses. Conversely, the guidelines also discourage introducing new uses to existing noise sources. For example, new residential construction in a location next to a busily traveled roadway exhibited unacceptably high existing noise levels may be allowed, but only with proper mitigation.

Figure NE-1 provides a matrix illustrating the compatibility of common land uses and a corresponding range of noise levels. A “compatible” land use indicates that standard construction methods will sufficiently attenuate exterior noise to an acceptable indoor noise level and people can carry out outdoor activities with essentially no noise interference. In general, evaluation of a land use that falls into the “conditionally compatible” noise environment should include consideration of the type of noise source, the sensitivity of the noise receptor, and the degree to which the noise source may interfere with speech, sleep, or other activities characteristic of the land use. Land uses which are normally acceptable may require the implementation of mitigation measures supported by detailed noise analyses. If the noise environment exceeds a certain criterion, new construction is prohibited.

**Figure NE-2: Noise Compatibility Guidelines**



Source: State of California Office of Noise Control

# Existing Noise Environment

## Introduction

This section describes the existing noise environment in Daly City. The section first describes various noise sources and sensitive receptors in general, and in Daly City. A discussion of the noise monitoring and modeling program that was used to develop the existing and projected (2035) noise contours in Daly City closes the section.

## Continuous Noise Sources

Noise sources in Daly City include freeways, arterials, and local major streets; noise from aircraft associated with San Francisco International Airport; BART train operations; and to a lesser extent commercial and industrial land uses. The level of noise along and nearby a freeway, arterial, or local street is a function of the traffic volume, the speed of the traffic, and the types of vehicles in the traffic stream (car, light or heavy truck). Heavier volumes of traffic produce more noise than lighter volumes of traffic. Slower or congested traffic travelling along a freeway produces more noise than traffic travelling at the posted freeway speed. Heavy trucks, tractor-trailers, and diesel buses are noisier than standard passenger cars. Traffic volumes, however, must double over existing volumes for there to be a perceptible (3 dBA) increase in noise levels. Traffic noise is usually more pronounced during morning and evening peak commute hours. Major traffic noise sources in Daly City are Interstate 280, Highway 35, and Highway 1; John Daly, Hickey, Serramonte, Callan, Gellert, San Pedro, South Hill, Bayshore, and Lake Merced Boulevards; Southgate, Eastmoor, St. Francis, Geneva, San Jose, El Camino, and Bellevue Avenues; East Market, School, Mission, and 87th Streets; and King Drive.

Helicopter and airport noise sources tend to be intrusive noise events that are short in duration. Intrusive noise events resulting from aircraft fly-overs can reach 90-100 dBA,  $L_{eq}$  for the brief (few seconds) fly-over period. Intrusive noise events resulting from aircraft fly-over can raise the hourly noise level to 75 dBA,  $L_{eq}$ . The San Francisco International Airport is the only airport that has an effect on Daly City. Noise from aircraft fly-overs affects the Serramonte neighborhood in the southeastern tip of the City. Seton Medical Center was the location of the only heliport in Daly City prior to 2006 when medical transports to the hospital ceased due to budget constraints.

Rapid transit lines, such as Bay Area Rapid Transit District (BART) are a source of noise. Noise from BART trains is less intrusive and less intense than aircraft fly-overs. The highest hourly noise level from BART operations in Daly City is less than 70 dBA,  $L_{eq}$ . Bus lines that serve the BART Station are a source of noise in Daly City. The noise from bus operations drops dramatically after midnight when BART ceases running for the day.

Commercial and industrial land uses are a source of noise. Commercial land uses generate vehicular and pedestrian traffic both of which add to the noise environment. Commercial uses, by their nature, include noise sources such as the delivery of goods to a site; the unloading of the delivery; and sometimes minor processing of the goods. Commercial uses in Daly City are centered along the Mission Street corridor, at shopping centers such as Westlake, Serramonte, Skyline Plaza and St. Francis Square, and pocketed in neighborhood commercial areas that serve an immediate neighborhood.

Industrial noise sources are usually more intrusive in nature than commercial noise sources. Delivery of raw and finished materials, usually in large tractor-trailers; use of heavy equipment such as saws, grinders and other machinery; and speaker systems add to the noise environment. Industrial land uses are minimal in Daly City; are centered in the Bayshore neighborhood; and are of a less intense nature than typical industrial uses.

## **Temporary Noise Sources**

The noise sources described above are fairly continuous noise sources. The noise levels they generate do vary over a 24-hour period, from business hours to evening hours, and they may cease on weekends, Sundays or holidays; their pattern, however is fairly continuous year round. Another type of noise worthy of mention is temporary noise generated from construction activities.

Construction noise is intrusive and can reach up to 105 decibels at fifty feet from the source for pile driving. Earthmoving equipment such as compactors, backhoes, tractors, trucks and graders range from 70 to 95 dBA at 50 feet from the source. Impact equipment such as pneumatic wrenches, jack hammers and pile drivers generate higher levels of noise. The noise range for this type of equipment is 80 to 105 dBA at 50 feet from the source.

Construction noise is shorter in duration than noise associated with fixed land uses. The typical time frame for construction noise is three to nine months. Construction noise is regulated in Daly City through the environmental review process by the Engineering and Planning Divisions. Typically, construction activities are limited to the daytime hours, 8:00 a.m. to 5:00 p.m., and prohibited on weekends and holidays. The time limitation protects residents near the construction activity from the higher noise levels during the noise sensitive times of the day (evening and nighttime) and noise sensitive times of the week (weekends when people are usually home).

## **Sensitive Receptors**

Residential areas, hospitals and extended care facilities, schools, libraries, and parks and open spaces are land uses that are considered more sensitive to high noise levels and changes in ambient noise levels. High noise levels and intrusive noise can disrupt relaxation and sleep, convalescing, and the enjoyment of open space and recreational areas.

Approximately 53 percent of Daly City is residential and of this, approximately 90 percent is low to medium density and consists of predominantly single-family and duplex units. This land use category also includes residential care facilities. Residential care facilities serve the elderly and physically and mentally handicapped individuals in a home setting.

Seton Medical Center is the only hospital in Daly City. Other supervised medical care facilities include three skilled nursing homes. Additionally there are three retirement communities in Daly City designed to provide group residential care for the elderly,

Daly City has twenty-seven public elementary and high schools, and four libraries. Approximately sixteen percent of Daly City is open space. Approximately fourteen percent of the total open space is public and includes tot lots, and state, regional and local parks. Fifty-three percent of the total is open space for preservation because of environmental factors that render the site undevelopable such as soil and slope instability or because of lack of infrastructure serving the site. Thirty-two percent of the open space is private and includes golf courses, country clubs, and horse stables. Although there are different categories of open space, the expected use is primarily relaxation and recreation. The general location of sensitive receptors in Daly City is shown on the General Plan Land Use Map located on page LU-x.

## **Noise Monitoring, Modeling and Mapping Methodology**

State Planning Law (Government Code Section 65302) requires cities to prepare noise contours around major noise sources. The requirement is designed to identify areas of noise impact. Daly City retained the services of an acoustical consultant to conduct a noise monitoring program. The program included six 24-hour noise measurements and thirteen short-term noise measurements (see Figure NE-x, "Noise Measurement Locations," for the location of the noise measurements). Noise contours were developed and mapped in four decibel bands using the Community Noise Equivalent Level (CNEL) metric.

## Existing Noise Levels

Six 48-hour and thirteen short-term noise measurements were taken throughout Daly City in July of 2011. Freeway and major arterial roadway noise has generally increased by approximately one to two decibels since noise measurements were taken in 1987 for the 1989 Noise Element. Noise levels in the Serramonte area due to aircraft fly-overs have increased by approximately five decibels since 1987. Increases in noise levels for the projected future year, 2035, will be insignificant in most areas. Increases are expected to occur along freeways and arterials near the Bayshore neighborhood and some segments of Junipero Serra Boulevard. Increases are projected to be between 0.5 and 7 decibels.

In establishing noise contours for land use planning it is customary to ignore noise attenuation afforded by buildings, roadway elevations, and depressions, and to minimize the barrier effect of natural terrain features. The result is a worst-case estimate of the existing and future (projected) noise environment. The purpose of noise contours is to identify the potential need for more detailed acoustical studies, not to predict with certainty the noise level throughout the City. The assumption is that it is desirable to overestimate the potential noise at a future sensitive development site, than to underestimate the noise environment and allow for potentially incompatible land use development. Buildings may be removed as a part of future development which would result in eliminating the particular noise attenuation feature. The noise attenuation provided by existing earthen berms or terrain may also be diminished by future development.

Two types of noise contours are provided: one set reflecting traffic noise and another set reflecting aircraft noise. The traffic noise contours, produced by computer modeling, utilize the time tested Federal Highway Traffic Noise Prediction Model. This model represents more than 40 years of traffic noise research.

The aircraft noise contours are based on contours produced by the Aircraft Noise Abatement Office of the San Francisco International Airport (SFO). These contours are based on computer modeling and validated by a noise monitoring system operated by SFO. This monitoring system includes 29 monitors located around the Bay Area, one of which is located in the Serramonte area. This method is most reliable in that it represents actual long term measurement data rather than computer modeling alone.

### Results of Noise Monitoring: Existing Conditions

The Environmental Protection Agency has established 70 dBA,  $L_{eq}$  as the noise level requisite to protect the public from the health effects of severe noise exposure year round. This level also assumes a 24-hour day exposure. The  $L_{eq}$  (Noise Equivalent Level) is a fairly constant noise level and is less stringent than the CNEL. CNEL values are typically three to four decibels higher than the  $L_{eq}$ . Daly City meets the 70 dBA,  $L_{eq}$  exposure level throughout the City in areas where there are sensitive receptors except for the second story of homes along Station Avenue (discussed in Location C below), and buildings along Mission Street and Geneva Avenue setback less than 65 feet from the centerline of the roadway. See Figure CE-x on page CE-x for a depiction of the noise contours.

**Location A: Serramonte Area.** The purpose of this measurement was to characterize the noise exposure in the Serramonte neighborhood from aircraft departing westbound from the San Francisco International Airport. The background noise in the area is 50 to 55 dBA,  $L_{eq}$  which is relatively low. The maximum noise from aircraft flyovers often reaches 85 to 95 dBA,  $L_{max}$  for a brief few seconds of the flyover. As a result, the hourly noise levels fluctuate in this neighborhood depending on airport activity. Table NE-1 below identifies the maximum noise levels and the time of those noise levels associated with aircraft activity. The CNEL at this location is 70 dBA and the  $L_{eq}$  is 65 dBA. parking.

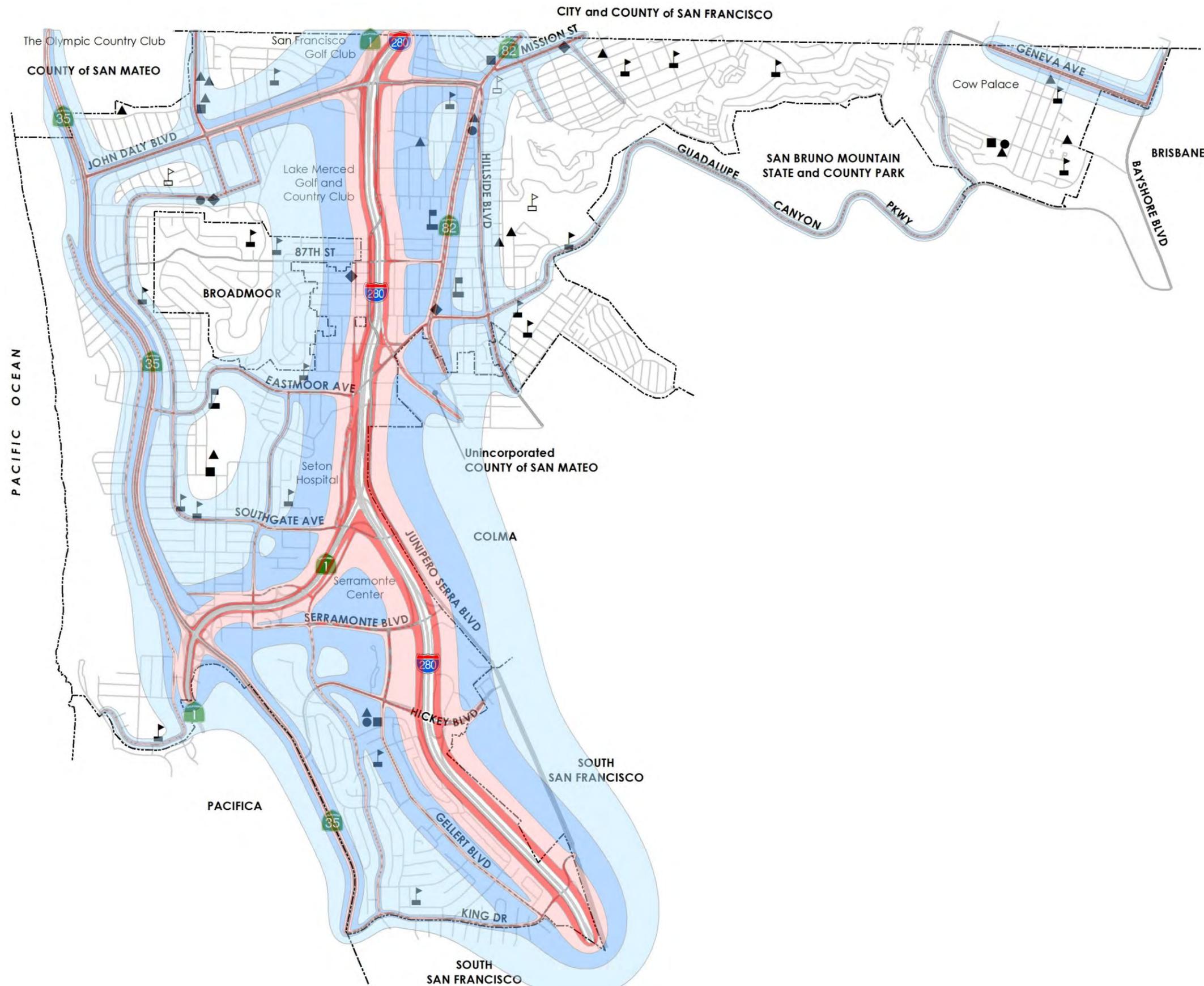


Figure NE-1  
**EXISTING  
 NOISE LEVELS**

Noise Levels

- 60-65 CNEL
- 65-70 CNEL
- 70-75 CNEL
- Greater Than 75 CNEL

Source: Charles Salter and Associates

**CITY OF DALY CITY  
 NOISE ELEMENT**



**Table NE-1: Aircraft Events in the Serramonte Area**

6-Jul-11		7-Jul-11		8-Jul-11			
Time	Lmax	Time	Lmax	Time	Lmax		
1:08 PM	87	1:37 AM	83	1:52 PM	85	12:20 AM	91
1:19 PM	83	1:44 AM	92	2:02 PM	93	1:36 AM	82
1:33 PM	82	1:54 AM	83	2:23 PM	92	1:45 AM	84
1:41 PM	81	1:59 AM	92	2:26 PM	92	2:07 AM	91
1:45 PM	81	2:37 AM	86	2:34 PM	86	2:16 AM	92
1:49 PM	83	3:02 AM	93	2:50 PM	87	2:41 AM	90
2:17 PM	91	7:26 AM	83	3:08 PM	89	8:05 AM	87
2:22 PM	93	8:02 AM	86	4:27 PM	86	9:04 AM	84
2:24 PM	94	9:04 AM	83	4:41 PM	85	9:11 AM	84
2:31 PM	81	9:08 AM	87	4:57 PM	88	9:23 AM	84
2:37 PM	85	9:10 AM	84	5:19 PM	86	9:28 AM	87
2:43 PM	91	9:22 AM	87	5:25 PM	91	11:04 AM	81
3:18 PM	89	11:06 AM	83	6:29 PM	86	11:30 AM	93
4:26 PM	86	11:47 AM	93	6:34 PM	88	11:58 AM	92
5:16 PM	89	11:59 AM	93	7:07 PM	89	12:00 PM	93
7:15 PM	89	12:06 PM	90	7:17 PM	92	12:12 PM	86
7:46 PM	88	12:17 PM	86	7:42 PM	90	12:19 PM	88
7:48 PM	80	1:00 PM	83	7:45 PM	85	12:54 PM	82
11:20 PM	93	1:21 PM	84	9:20 PM	84		
11:50 PM	89	1:24 PM	82	10:11 PM	89		
		1:33 PM	83	10:27 PM	84		
		1:46 PM	93	11:23 PM	95		

**Location B: Clarinada Drive.** The purpose of this measurement is to quantify the noise exposure to the residents along Clarinada Drive. Homes in the area are somewhat protected from freeway noise as the freeway is elevated and thus breaks the line of sight from the noise source to the receiver. The neighborhood is also exposed to aircraft noise and local street traffic on Clarinada Drive. The measured noise level at this location increased approximately seven decibels from the 1987 measurement due to aircraft and traffic noise. The CNEL at this location is 70 dBA and the Leq is 66 dBA.

**Location C: Station Avenue.** The purpose of this measurement is to quantify the noise exposure to the second story of homes along Station Avenue. The second-story of the homes are exposed to higher noise levels than the first floor; this is because the first floors are shielded from noise by existing terrain. The terrain shielding reduces noise exposure on the first floors by 5 to 10 decibels compared to the second floors.

Environmental noise at this location is primarily generated by Interstate 280 traffic and BART train operations. The CNEL in this location is 76 dBA and the Leq is 71 dBA. This represents the worst case exterior noise exposure at the second story. The first story CNEL and Leq levels are 66 dBA and 61 dBA.

**Location D: Mission Street.** The purpose of this measurement is to quantify the noise exposure to homes located on the east side of Mission Street behind the commercial frontage. Homes on the west side of Mission Street are at a lower elevation than street level and are thus shielded from traffic noise. The extent of the shielding is approximately 10 decibels; so quantification of the east side of Mission Street represents a worst-case analysis. The CNEL is 70 dBA and the Leq is 64 dBA.

**Location E: Daly City BART.** The purpose of this measurement is to quantify the noise exposure to homes on the east side of the Daly City BART station along Delong Street. The primary source of noise in the area is bus traffic rather than BART trains. The noise level in the area drops significantly after bus and BART train traffic ceases. The CNEL at this location is 68 dBA and the  $L_{eq}$  is 64 dBA.

**Location F: Geneva Avenue.** The purpose of this measurement is to quantify the noise exposure to buildings along Geneva Avenue generated by normal street traffic. The CNEL at this location is 74 dBA and the  $L_{eq}$  is 70 dBA. Increased noise levels expected along Geneva Avenue reflect the near doubling of traffic along this arterial projected as a result of increased development in the Bayshore neighborhood, Brisbane, and southeast San Francisco.

## Projected Future Noise Environment

The following section describes the projected future noise environment in Daly City. The projected future year selected on which to base the noise contours is 2030, the end of the planning period of the current General Plan. See Figure NE-x on page NE-x for a depiction of future noise contours.

### Future Noise Environment Predictions

The increase in CNEL noise exposure levels between the existing conditions and the 2035 future conditions is low throughout the City. It is generally accepted that a three decibel increase is barely perceptible.

Arterial roads in the Bayshore neighborhood are expected to increase between three and five decibels. Bayshore Boulevard is projected to increase by 3 dB (to CNEL 72 dBA), Geneva Avenue by 2 dB (to CNEL 76 dBA), Carter Street by 4 dB (to CNEL 68 dBA), and Guadeloupe Canyon Parkway by 5 dB (to CNEL 68 dBA).

Portions of Junipero Serra Boulevard are expected to see noise increase of 6 dB to 7 dB from new developments. Hickey Boulevard between Gellert Boulevard and Interstate 280 is expected to increase by 4 dB.

Portions of Lake Merced Boulevard, Serramonte Boulevard, Skyline Boulevard (Highway 35), Templeton Avenue, and John Daly Boulevard are expected to have noise levels increase 2 dB. Interstate Highway 280 and State Highways 1 and 82 are expected to see increases of 1 dB. Other roads are expected to see increases of 1 dB or less.

Generally, aircraft noise is projected to be reduced in the future based on quieter aircraft technology and stricter regulations surrounding aircraft operations. An absolute prediction, however, cannot be made due to the lack of data on future airport operations.

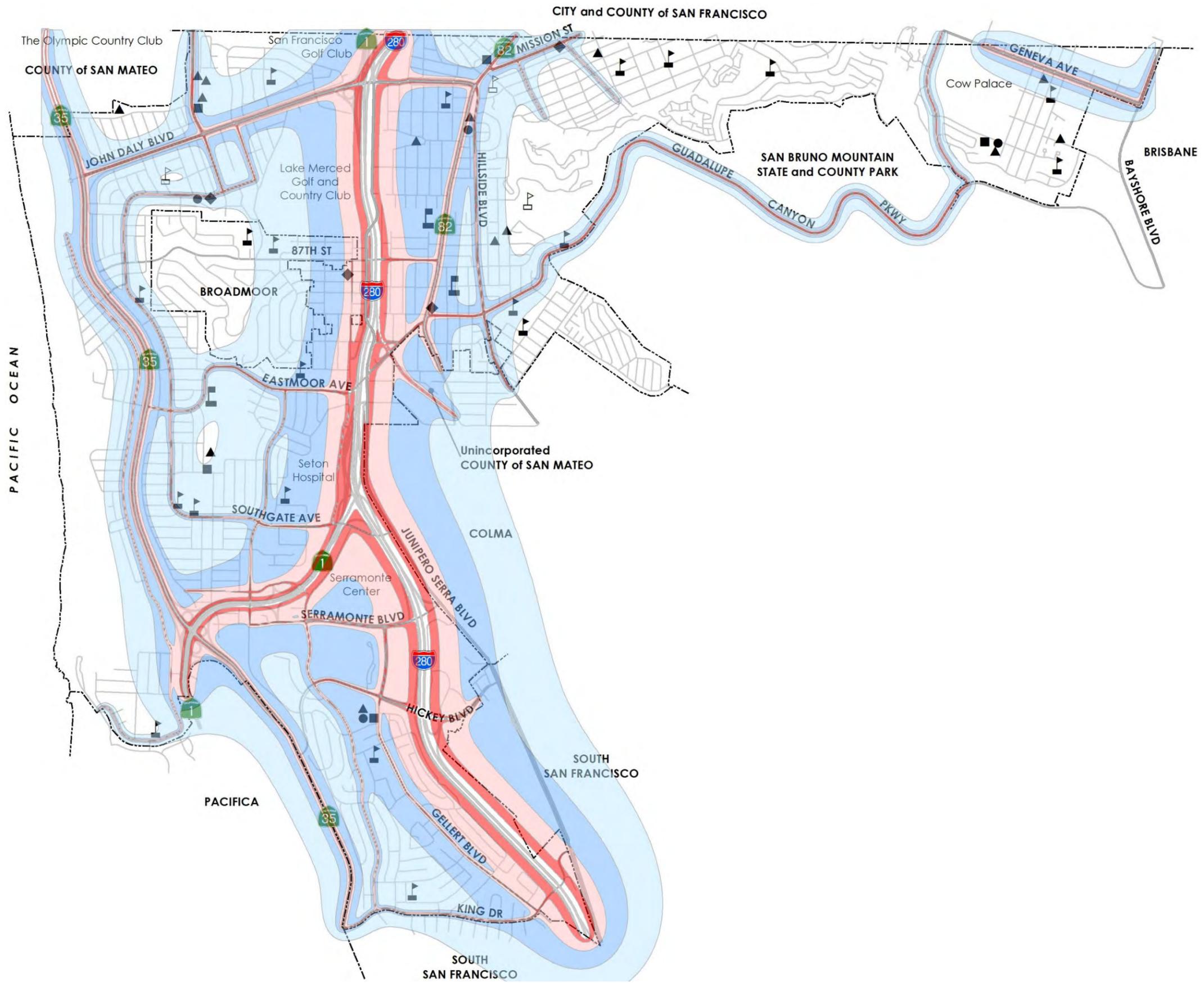
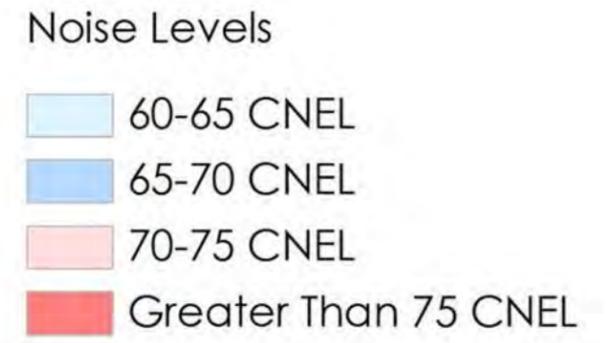
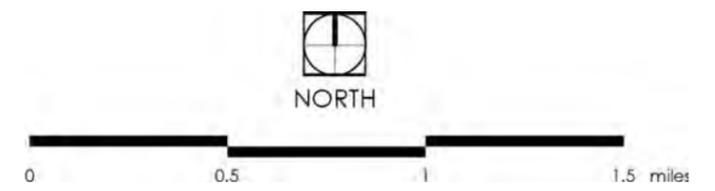


Figure NE-1  
**FUTURE  
 NOISE LEVELS**



Source: Charles Salter and Associates

CITY OF DALY CITY  
**NOISE ELEMENT**



# Noise Goal, Policies, and Tasks

The noise goal reflects the general direction the City wishes to advance. The objectives represent actions which can be measured over time, that provide a general direction toward achievement of the goal, while the policies reflect more specific actions that the City will take in order to attain the noise goal. The City's Noise goal is:

"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."

Many factors of this goal must be considered. First of all, objectives that must be considered in conjunction with noise concerns include the provision of housing for all segments of the City; the provision of an efficient transportation and infrastructure system; economic and commercial development in the City; and a safe and pleasant environment within which to work and live. No element of the General Plan can be considered in isolation from the others and this is particularly true of the Noise Element. For example, transportation modes are a major source of noise in Daly City. Not expanding roadways or improving roadway surfaces, when needed, can add to the noise environment and locating new housing close to major transportation corridors can expose residents to high noise levels. Take as another example the construction of housing, a City objective addressed in the Housing Element. Short term noise impacts occur during housing construction and additional people and traffic also add incrementally to the noise environment. Moreover, potential sites for infill housing must be carefully evaluated in terms of the location of noise sources that could impact future residents. Various City goals must be considered as a whole and not incrementally, In order to provide a balanced and well-functioning City.

Although various City objectives influence the noise environment, the noise goal should not lose sight of quality of life issues; such as quiet areas for relaxation and recreation. Open spaces, parks and private backyards should be maintained in a relatively quiet environment. An environment that one can relax in without intrusive or jarring noise impinging upon the experience is essential to personal well-being and the quality of life one enjoys in their community.

Conducive work environments and pleasant living conditions are easier to attain than providing quiet open space areas. A conducive work environment is of primary importance in worker productivity and physical well-being. Pleasant living conditions are tied to reduced noise levels in the home thus providing an environment where people can converse, dine, relax, and rest. Noise insulation standards and alteration of building placement in relationship to noise sources are two common methods utilized to reduce interior noise levels. Title 24 Noise Insulation Standards and careful site planning shall continue to be employed in Daly City as a means to reduce interior noise levels.

To implement the noise goal, this element provides for the following policies and tasks:

## Noise Identification and Mitigation

**Policy NE-1:** Use the future noise contour map to identify existing and potential noise impact areas.

**Task NE-1.1:** Use the existing and projected noise contours in conjunction with the State Office of Noise Control Guidelines (Guidelines) to identify areas where land use incompatibilities exist and to guide future noise sensitive development to appropriate and compatible locations.

**Task NE-1.2:** Use the existing and projected noise contours to identify existing noise impact areas that could benefit from noise insulation programs.

**Policy NE-2: Use the State Office of Noise Control Guidelines as a guide to assess development that will need additional noise study and mitigations.**

**Task NE-2.1:** Used the Noise Control Guidelines to assess the suitability of a site for new development in combination with the noise contours to accurately identify areas that may need additional noise study and mitigation. Noise mitigations include additional insulation, double glazing of windows and increasing building setbacks from the noise source. Mitigations should also be creative and attractive whenever possible and appropriate. Creative noise mitigation measures can include incorporation of fountains using water to mask freeway noise and noise walls of an appropriate scale painted with decorative murals.

**Policy NE-3 Maintain a CNEL level of not more than 70 dBA  $L_{eq}$  in residential areas.**

**Task NE-3.1:** Continue to enforce the environmental noise requirements of State Building Code (Title 24).

**Task NE-3.2:** Encourage noise insulation programs in areas that do not meet the current noise standard and ensure that future development is mitigated appropriately or avoided in areas where the noise levels exceed or is projected to exceed 70 dBA,  $L_{eq}$ .

**Policy NE-4: Maintain a noise level not in excess of 75 dBA CNEL in open space, parks, and tot lots, including outdoor activity areas such as outdoor entertainment or green space of multi-family projects.**

**Task NE-4.1:** When feasible, situate new parks and tot-lots away from busy streets or other known noise sources.

**Policy NE-5: Maintain the City's current standard of 75 dBA CNEL for office, commercial and professional areas.**

**Task NE-5.1:** Additional noise studies should be conducted in "Conditionally Acceptable" noise environments to ensure adequate mitigation features are employed. Usually conventional construction with closed windows and fresh air supply systems will maintain a healthy noise environment.

**Policy NE-6: Require new development to perform additional acoustical studies in noise environments that are identified as 'Conditionally Acceptable' or 'Normally Unacceptable' to the Guidelines.**

**Task NE-6.1:** Require acoustical studies for proposed development through the discretionary review and California Environmental Quality Act processes, while paying particular attention to borderline noise environments. Conditions and mitigations, as appropriate, should be attached to projects.

**Task NE-6.2:** As part of the development of the new Commercial Mixed-Use zone, identify and codify, where possible, noise attenuation measures to assure that noise impacts by more intensive development to adjacent residential uses are reduced.

**Policy NE-7: Require proposed intensification of development and proposed new development in noise environments identified as "Clearly Unacceptable" in the Guidelines to reduce ambient interior noise levels to 45 dBA, CNEL.**

**Task NE-7.1:** Either discourage new development or mitigate the noise impacts to it in areas identified as “Clearly Unacceptable” in the Noise Compatibility Guidelines.

**Policy NE-8:** **Discourage noise sensitive land uses from locating in areas of inappropriate or high noise levels.**

**Task NE-8.1:** Work to ensure that the outdoor ambient noise levels for uses such as day care centers, extended care facilities, and group care homes in residential neighborhoods not exceed 70 dBA, CNEL. For such uses allowed by right, the City should encourage a potential care provider to maintain an appropriate noise environment.

**Task NE-8.2:** Continue to attach conditions of project approval to residential day care centers in excess of eight children through the administrative use permit process to maintain an appropriate noise environment.

**Policy NE-9:** **Work to ensure that the expansion of or changes to existing land uses do not create additional noise impacts for sensitive receptors in the vicinity of the project from intensification or alteration of existing land uses by requiring applicants .**

**Task NE-9.1:** Depending upon the hours of operation, intensity of use, and the location of sensitive receptors in the area, the expansion or change of use could cause noise impacts. Acoustical studies should be performed, at the applicant's expense, during the discretionary and environmental review processes and conditions should be placed on the project accordingly.

**Policy NE-10:** **Continue to participate on the Airport Land Use Committee and participate in update of the Comprehensive Airport Land Use Plan (CLUP).**

**Task NE-10-1:** Review the environmental review performed for airport expansions to ensure consistency with the CLUP.

*Surface-transportation-related noise levels along arterials and surface streets that experience a CNEL greater than 60 dBA.*

**Policy NE-11:** **Work with SamTrans and MUNI in the placement of bus stops in order to reduce noise associated with bus activity to noise sensitive receptors.**

## **Regional Cooperation in Noise Reduction**

**Policy NE-12:** **Coordinate with the Metropolitan Transportation Commission (MTC) transportation planning efforts of adjacent jurisdictions in order to reduce regional and local noise sources and impacts.**

**Policy NE-13:** **Participate in the environmental review process for the location of commuter facilities in order to ensure appropriate siting and /or mitigation of noise impacts as appropriate.**

# Noise Programs

Noise Programs are action programs defining what Daly City is doing or intends to do to implement the policies and achieve the Goal and Objectives of the Noise Element. The Noise Programs are organized into two major categories: Current Programs for Noise Reduction and Proposed Programs for Noise Reduction. The program identifies the specific action; the existing or anticipated funding source, as appropriate; the responsible agency; and, the time frame for each component. The following specific actions have been undertaken by Daly City in response to the needs of the noise environment.

## Current Programs for Noise Reduction

### Daly City Municipal Code

Chapter 9.22 of the Daly City Municipal Code contains language to protect residents from excessive noise exposure. Section 9.22.010 prohibits an individual from causing a disturbance such that it disturbs the public peace off-site. Section 9.22.020 states that no person shall maintain, operate, or conduct any loudspeaker or amplifier in such a manner as to cause the sound to be projected outside any building or out of doors in any part of the City without first obtaining a permit to do so, Section 9.22.030 deals more specifically with noise and states that between the hours of 10:00 p.m. and 6:00 a.m. no person shall cause, create, or permit any noise which may be heard beyond the confines of the property of origin. The Police Department enforces Chapter 9.22 of the Municipal Code.

### Title 24 Noise Insulation Standards for Multi-Family Development

Title 24 of the California Administrative Code requires a particular set of noise insulation features be incorporated into multi-family residential construction. Additional noise insulation is required because multi-family development is usually permitted in a slightly noisier environment than single-family and because adjacent apartments are an additional source of noise in multi-family areas. Title 24 is prescribed by state law and enforced by the Building Division through the permit process and building inspection prior to issuance of the Certificate of Occupancy.

### Discretionary Review of Projects

Title 17 Zoning of the Daly City Municipal Code provides for discretionary review of projects through the use permit and variance process. An application for development is analyzed in light of many concerns including comparing the proposed use against the noise contours and Noise Compatibility Guidelines. The Planning Division attaches conditions of project approval to reduce noise impacts to future occupants of the proposed development as well as conditioning times construction activities may occur in order to reduce noise impacts to surrounding land uses.

### California Environmental Quality Act Review

The California Environmental Quality Act (CEQA) mandates an initial study be prepared on all projects except for those that are administrative. Administrative projects are projects that are allowed by right in a particular zoning district for which an applicant need only apply for a plan check and a building permit. The courts however, in the recent past, have interpreted the law to include administrative projects of substantial size or magnitude to be included under the provisions of CEQA.

An initial study is prepared for such projects and based upon the findings of the study. The project is conditioned accordingly. If significant potential impacts are identified an environmental impact report is required. Mitigations are applied to the project accordingly.

Environmental impact reports are an important tool when assessing potential noise impacts from proposed development projects. A noise study is conducted, if determined necessary. A noise study

usually involves actual noise measurements of the existing noise environment in the vicinity of the proposed project. Population and traffic projections are used to determine the percent of increased vehicle trips in the project area, or project region depending on the size or type of the proposal. The extent that vehicular traffic increases has a direct quantifiable bearing on the potential noise impacts of a proposed project. Traffic data, including traffic speeds, and percent of trucks present in a traffic stream, is entered into a computer model. The end result of the modeling is a reasonable projection of the noise impacts associated with a particular project.

The projected noise environment is then compared to the State Noise Compatibility Guidelines, for the particular land use in question. A project may go forth without additional noise insulation or mitigation features if the noise level is within the "Normally Acceptable" range, The "Conditionally Acceptable" range sometimes requires additional noise reduction requirements while the 'Normally Unacceptable' and 'Clearly Unacceptable' noise ranges provide a basis to deny a project in terms of noise impacts, Noise reduction techniques can include additional insulation, double glazing of windows. increasing building setbacks from the noise source, altering the placement of the buildings in order to utilize noise reflection in a beneficial manner, and construction of a sound wall, If noise generated from a proposed project is determined to have a significant unavoidable impact in other areas, and it is an impact that cannot be mitigated, the project may be denied.

Noise, of course, is not the only consideration when determining the merits of a particular project. Approval or denial of a project requires weighing all the potential impacts and benefits of a project. Benefits and impacts may occur in areas such as housing and density; land use compatibilities or incompatibilities; air quality, circulation, transportation and parking; socio-economics such as the location of job force, economic impacts or benefits to the city or region; the consideration of public services and infrastructure available to support the project; the location and extent of natural and man-made hazards, such as earthquake and slide areas or the presence of hazardous materials.

## Proposed Programs for Noise Reduction

The following specific actions will be undertaken by the City in order to implement the policies outlined in this element.

### Apply Title 24 Noise Insulation Standards to Single-Family Development

**Objective:** Ensure ambient interior noise levels sufficient to protect public health in single-family development

**Responsible Agency:** Planning Division, Engineering Division, Building Division

**Time Frame:** [insert timeframe]

**Funding Source:** Developer

#### Activity:

Title 24 noise insulation standards are required by state law to be applied to multi-family residential development. These same standards can be applied to single-family development in appropriate cases to insure that the interior ambient noise levels are sufficient to protect the residents from adverse noise impacts. Title 24 would not be applied in every case; but in cases where new residential development is proposed in a noise environment above 60 dBA, CNEL. The Planning and Engineering Divisions would identify the project, through discretionary or California Environmental Quality Act review, where this condition or mitigation should be applied, The Building Division, through plan check and building inspection, would insure that the standards were being incorporated in building design, and construction.

**Program NE-1:                    Apply for Federal Monies to Retrofit Homes Affected by Aircraft Noise**

**Objective:** Reduce noise levels to homes affected by airport noise  
**Responsible Agency:** Department of Economic and Community Development  
**Time Frame:** Continuing  
**Funding Source:** City and County of San Francisco, Federal Aviation Administration, Private Funds  
**Activity:** The City has applied for federal monies to retrofit homes that are affected by aircraft noise. Homes affected by aircraft noise in Daly City are located in the southeastern portion of the City. The program consists of installing additional noise insulation to homes. The City and County of San Francisco would pay 20 percent of the costs and the Federal Aviation Administration (FAA) would supply the remaining 80 percent. Under FAA guidelines retrofit homes must be within the 65 dBA, CNEL contour area. At this time it is questionable if the City falls within this noise contour. A final determination will be made by the FAA.

**Program NE-2:                    Amend the Municipal Code to Include Standard Noise Conditions for Construction Activities**

**Objective:** Enforce unilateral noise control measures for all construction related noise  
**Responsible Agency:** Planning Division, Engineering Division, Building Division, City Attorney  
**Time Frame:** 2015  
**Funding Source:** General Fund  
**Activity:**

Currently through the Planning and Building Divisions the City enforces construction related noise by attaching conditions to project approval. The conditions regulate the time that grading and site preparation activities may occur; times that machinery may be started up; and the times that cleaning and shut-down may occur. The conditions protect surrounding properties from excessive noise after 5:00 P.M. Monday through Friday, and on the weekends. There are provisions for emergency work provided the developer or the contractor secure permission from the City Engineer and certain findings are made.

Amending Chapter 15 Building of the Municipal Code would apply these types of noise conditions to all construction. The Engineering and Planning Divisions and the City Attorney would draft language for adoption. The City would adopt the changes by ordinance and the provisions would be enforced by the Building Division through the building permit process.

# Appendix NE-A

## Glossary

The following section defines some of these technical terms used in this document in an attempt to clarify their meaning. Many of the terms described below are also used in other planning documents, such as environmental impact reports, when estimating the traffic impact of a proposed development project.

**A-Weighted Sound Level (dBA)** is the sound pressure in decibels as measured on a sound meter using the A-filtering network. The A-filtering network de-emphasizes the very low and very high components of sound in a manner similar to the response of the human ear. The acronym dBA accompanies a given measurement or calculation and indicates a particular noise level measured with an A-filtering device.

**Absorption reduces (attenuates) noise.** Some portions of sound energy that strike a surface are converted to heat (thermal) energy rather than being reflected as noise; this reduces the amount of energy that is heard as noise. Absorptive materials include thick glass, spun fiberglass and materials such as upholstered furniture (as opposed to wood furniture), drapes and carpeting.

**Airborne sound** is sound that reaches the point of interest by travelling through air.

**Ambient Noise Level** constitutes the "normal" or "background" noise components and level of noise at a given location. Ambient noise is a composite from all noise sources that are experienced in a given location, Ambient noise in a residential area, for example, could consist of sounds of people talking, dogs barking, children playing and cars passing by. Ambient noise in an office might consist of people talking, telephones ringing, and the sound of typewriter or computer keyboards clicking. Ambient noise in a cabinet shop could include saws, grinders, drills, sanders, and people shouting.

**Attenuation** refers to the lessening or reduction of a noise level, Noise attenuates by travelling a distance from the source or by other mechanisms such as absorption or reflection. The placement of buildings, sound walls, and noise insulation features are predicated on noise attenuation. Noise will attenuate at different levels depending if the noise source originates from a point or line source and if it travels over a hard or soft surface and if it is absorbed or reflected by a noise mitigation feature. Basically five things are taken into consideration when calculating noise attenuation: the type of noise; level of noise at the source; distance the noise travels to the point of interest; type of terrain over which the noise travels; and the presence or absence of noise barriers.

**Building Envelope** is a technical term which refers to the components of a building such as the foundation, walls, windows and insulation and is an important concept in noise attenuation. Portions of the building envelope will reflect noise, some portions will absorb noise and some noise will be transmitted through to the interior of the building. This term is discussed further in the following section, as characteristics of the building envelope have an important impact on noise reduction for residential, and other, areas.

**Community Noise Equivalent Level (CNEL)** is the average equivalent A-filtered sound level during a 24-hour period. The value is obtained after the addition of 5 decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and after the addition of 10 decibels in the night after 10:00 p.m. and 7:00 a.m. The CNEL weights the actual noise measurements taken to account for the increased sensitivity people have to noise during the evening and nighttime hours. Daly City's Noise Element employs this noise weighting metric.

**Cycles per second** is a measure of frequency numerically equivalent to hertz.

**Decibel** is a logarithmic unit of sound intensity. Sound waves travel out from a source and exert a force known as sound pressure. The sound pressure level of intensity is measured in decibels and is usually referred to as the sound level.

**Doubling Distance** refers to the doubling of a given distance (in feet) from a particular noise source. Doubling distance is used to calculate the amount noise will attenuate (reduce) from the noise source to the noise receiver.

**Day Night Average Noise Level ( $L_{dn}$ )** is the average equivalent A-filtered sound level during a 24-hour period obtained after the addition of 10 decibels to sound levels in the night after 10:00 P.M. and before 7:00 A.M.. The  $L_{dn}$  weights noise measurements taken to account for the increased sensitivity people have to noise during the nighttime hours.

**Energy Equivalent Noise Level ( $L_{eg}$ )** is the sound level corresponding to a steady state sound level containing the same total energy over a given period of time.

**Environmental noise** is a combination of noise from various sources which produce a relatively steady or ambient noise level. Environmental noise is a term often used to describe outdoor ambient noise that one experiences in our daily environment.

**Frequency** is the number of times per second that the sine-wave of sound repeats itself, or that the vibrating object repeats itself. Frequency is expressed in hertz (Hz) and was formally expressed in cycles per second.

**Hard surfaces (terrain)** include paved surfaces and concrete buildings. Hard surfaces reflect noise and tend to absorb less noise than do soft surfaces and thus, in the absence of other noise mitigation features, tend to attenuate noise less than soft surfaces. The importance of hard or soft surfaces comes into play in absence of other noise attenuation features and are most important when calculating noise attenuation due to distance from the noise source.

**Hertz (Hz)** is the unit of measurement of frequency numerically equal to cycles per second.

**Intrusive noise** is a noise that intrudes over the existing ambient noise in a given location. The relative intrusiveness of the sound depends upon the amplitude, duration, frequency and time of occurrence of the intrusive noise as well as the level of the ambient noise.

**Line of site** is often used when describing the noise source and noise receiver relationship. Basically, if one can see the noise source then one can hear the noise; if however, the line of sight is broken by a wall, building, mountain, or other barrier, then the noise source is reduced accordingly. Various features reduce noise at different levels and these differences are discussed throughout this noise element,

**$L_{max}$**  is the highest noise (sound pressure) level recorded during the measurement period. The  $L_{max}$ , then represents one intrusive noise event, there may be others of less intensity, during the measurement period. Intrusive noise can typically be from such sources as an aircraft flyover, a horn or siren, or construction activities.

**Line source** is a noise originating from a line such as a stream of moving traffic, a moving train, conveyor belt, or even a river. Noise from a line source produces parallel sound waves moving linearly outward from the source, Noise will attenuate 3 dBA per doubling of distance from a line source in hard terrain and approximately 4.5 dBA per doubling of distance in soft terrain. The significance in the distinction between a line and point surface is the rate of attenuation.

**Noise** is a sound that is undesirable because it interferes with speech or hearing, or has the intensity or duration of such to damage hearing, or, is otherwise annoying.

**Noise Compatibility Guidelines**, developed by the State Office of Noise Control, establish certain criteria for noise levels with regard to land use compatibility. Each category of land use enjoys a range of noise levels considered compatible with the use and the noise levels may increase provided certain noise insulation features are employed. Daly City has adopted the Noise compatibility Guidelines.

**Noise exposure contours** are lines drawn about a noise source which indicate a constant level of noise exposure. Noise contours are similar to contours drawn on a topographical map which represent areas of the same elevation. Noise contours are significant inasmuch as they indicate areas where noise mitigation measures may be needed and they indicate what types of land uses are subject to particular noise exposures.

**Point source noise** originates from a single source such as a horn, motor and machinery. Point source noise produces spherical waves which travel outward in a circular pattern from the source. Point source noise attenuates approximately 6 dBA per doubling of distance from the source in hard terrain and approximately 9 dBA per doubling of distance in soft terrain. The significance in the distinction between a line and a point source is the rate of attenuation.

**Reflection** is a method that can reduce noise, Noise strikes a hard surface and is reflected back toward the source of the noise. Reflection can reduce noise in one area while adding noise in another area.

**Sensitive receptor** includes people engaging in activities that are sensitive to noise. Residential areas, hospitals, extended care facilities, schools, libraries and open spaces are land uses sensitive to noise.

**Soft surfaces (terrain)** include surfaces such as barren earth, soil, landscaped areas, and acoustically absorptive materials. Soft surfaces absorb more sound energy than hard surfaces and thus more noise is attenuated in a soft environment. The importance of hard or soft surfaces comes into play in absence of other noise attenuation features and are most important when calculating noise attenuation due to distance: the further one is from the noise source the lesser the noise level (sound energy) at that location.

# CITY OF DALY CITY Coastal Element



## Introduction

### Scope and Role of the Coastal Element

The California State Legislature enacted the Coastal Act in 1976 to ensure the conservation of California's coastline by regulating human activity that occurs within the Coastal Zone. The Legislature established the California Coastal Commission (CCC) as a permanent state coastal management and regulatory agency to assure that public concerns of statewide importance are reflected in local decisions about coastal development.

The basic goals of the Coastal Act, as stated in the Public Resources Code, Section 30003.5, are to:

1. Protect, maintain and, where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and artificial resources;
2. Assure orderly, balanced utilization and conservation of coastal zone resources taking into account the social and economic needs of the people of the state;
3. Maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone consistent with sound resources conservation principles and constitutionally protected rights of private property owners;
4. Assure priority for coastal-dependent and coastal-related development over other development on the coast; and
5. Encourage state and local initiatives and cooperation in preparing procedures to implement coordinated planning and development for mutually beneficial uses, including educational uses, in the coastal zone.

Each coastal community in California is required to develop and adopt a Local Coastal Plan (LCP) to serve as the long-term management plan for areas located within the Coastal Zone. The Coastal Act defines an LCP as "a local government's land use plans, zoning ordinances, zoning district maps, and, within sensitive coastal resources areas, other implementing actions, which, when taken together, meet the requirements of, and implement the provisions and policies of [the Coastal Act] at the local level."

This Coastal Element-- in combination with the updated Zoning Ordinance -- will serve to update and replace the City's land use plan component of the Coastal Element/LCP adopted by the City Council in 1984. While essentially all of the land uses within the Coastal Zone have remained unchanged since this time, there are several policy areas which warrant revision due to changing circumstances related to the use of various City and State-owned properties along the coast. Aside from these minor revisions, this Coastal Element provides many of the policy concepts found in the 1984 Coastal Element.

As is the case with all of California's coastal communities, Daly City's Coastal Element must be certified by the Coastal Commission, which will ensure that the element reflects the coastal issues and concerns present in Daly City, while simultaneously meeting the state wide goals and policies of the Coastal Act. Similarly, the Commission will review policies affecting the coastal zone in the City's updated Zoning Ordinance, once it has been completed, for compliance with the Coastal Act.

## The Coastal Zone

The boundary of the Coastal Zone varies along the California coastline. In Daly City, the Coastal Zone consists of all lands within the city limits which are west of Skyline Boulevard as well as two areas which are east of Skyline Boulevard. Figure CST-1 provides a map of Coastal Zone in Daly City, as property ownership pattern in the zone as well. As indicated in the figure, all beach parcels are publicly owned, while most upland parcels immediately adjacent to Highway 35 are privately owned.

Prior to human modification of the of the Coastal Zone's natural setting, its topography was one of rolling hills. The cliffs were notched by canyons cut by streams flowing down the steep slopes to the ocean. The most prominent was Daisaku Ikeda Canyon, now known as Avalon Canyon. The first known human use of the area was by the Ohlone Indians beginning sometime between 1,000 and 1,500 years ago. The archaeological site at Mussel Rock has produced evidence that a tribelet of about four families once inhabited the area.

Today, much of the area encompassed by the Coastal Zone in Daly City is developed with single-family detached homes built in the 1950s and 1960s as part of the Westlake neighborhood. Portions of the zone that are undeveloped include a 2.6 mile beach which is largely inaccessible due to steep and high coastal bluffs situated immediately west of the aforementioned homes. The terrain of these coastal bluffs is steep and rugged. The tops of the bluffs are from 300 to over 650 feet in elevation and the slopes are exceedingly steep with a relatively uniform grade from top to bottom of between 75 percent and 100 percent. These characteristics result in a significant natural barrier to both visual and physical access to almost the entire Daly City coastline.

Since the City adopted its first Coastal Element in 1984, new private development has been sporadic and none of it has introduced new residents to the area. Rather, non-seismic landslides have caused a number of existing single-family homes within the Coastal Zone to be *removed*. Spectacular but unstable bluffs and a trace of the San Andreas earthquake fault extending from the southwest corner of the City continue to severely restrict the potential for new development in the zone and will most definitely be an on-going cause for concern to existing and future residents of the area.

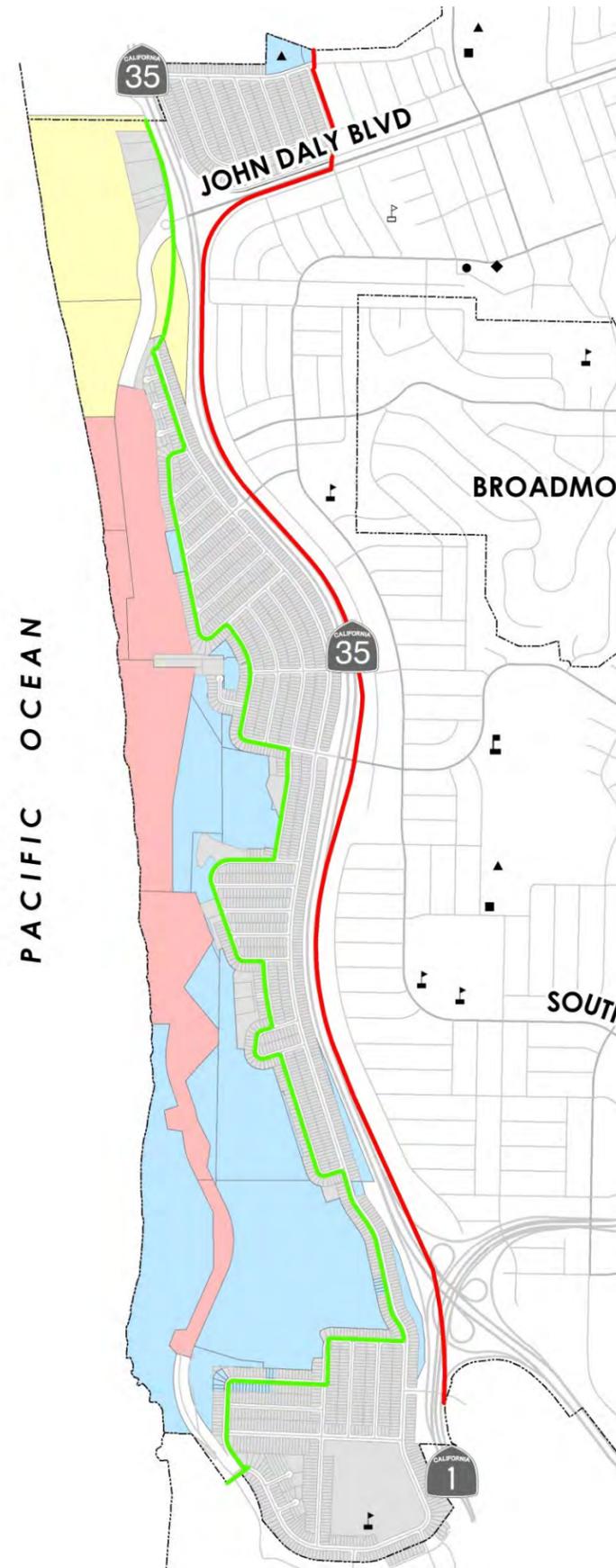
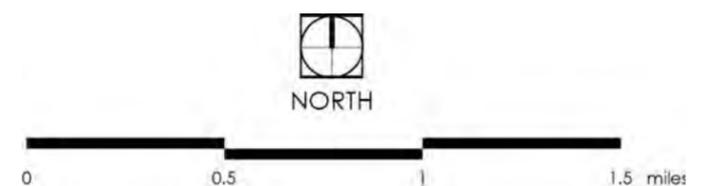


Figure CST-1  
**COASTAL ZONE  
 BOUNDARY AND  
 OWNERSHIP**

- City of Daly City
- State of California
- United States
- Private
  
- Resource Protection Boundary
- Coastal Zone Boundary

CITY OF DALY CITY  
**COASTAL ELEMENT**



## Coastal Zoning and General Plan Designations

The following is a brief description of each of the designations which appear on both the General Plan Land Use Map and Zoning Map for the areas located inside the Coastal Zone. Figure CST-1 provides a map which identifies the zoning for each parcel located within the Coastal Zone.

### Single Family (R-1) Residential Zone

The R-1 zone is the predominant zone for all developed land within the Coastal Zone and includes the entire Westlake neighborhood of single family homes. Permitted uses in this zone include single family dwellings and small accessory buildings. Uses allowed with a use permit include nurseries, schools, churches, and community service centers. Almost all R-1 coastal zone parcels have been developed and will not likely be redeveloped within the timeframe covered by this Coastal Element. A discussion of those parcels remaining undeveloped to date is provided in the *New Development* section of this element.

### Light Commercial (C-1) Zone (to be rezoned to Coastal Commercial)

The C-1 zone has a limited presence in the Coastal Zone and is applicable to only seven different parcels, six of which are located on the west side of Olympic Way, upland and east of Thornton State Beach. The seventh is located at the southeast corner of Westmoor Avenue and Skyline Drive (505 Skyline Drive).

Permitted uses in the C-1 zone include retail, office, and services of the type and scale normally found in a neighborhood shopping center. Uses allowed with a use permit include residential uses, drive-through restaurants, gas stations, animal kennels, and nurseries. The three developed parcels zoned C-1 are all conforming uses, and also conform to the policy requiring commercial recreation facilities (horse stables) and visitor-serving facilities (the gas station).

As an implementation measure of this Coastal Element, the City will rezone all parcels which have previously been zoned C-1 Light Commercial to CC Coastal Commercial. This rezoning will allow the land uses within the new zone to be tailored to allow only the visitor serving uses desired along the coast, such as hotels and restaurants, while disallowing those uses which are not suitable to serving visitors, such as residential uses and those uses which provide no discernible benefit to coastal visitors.

### Open Space (OS) Zoning Designation

The OS zone is the predominate zone within the Coastal Zone and is the designation prescribed for all of the bluffs, beaches, and assorted open spaces areas of the Daly City coast. Permitted uses in the OS zone include parks and other open spaces, schools, churches and agricultural type uses. Uses allowed with a use permit include commercial uses compatible with the open space character of the area. All of the areas designated OS are currently vacant, schools, or parks, and most of the vacant parcels are undevelopable. Included within the OS areas are the Sensitive Habitat Areas.

### Open Space Residential (OSR) Land Use Designation

The permitted uses include all of those permitted in the OS district, plus very-low density (two units/acre) residential with a use permit. This is an alternative to the OS designation for private property. There is only one parcel with this designation at the end of Westbrae Drive, which is zoned with Planned Development zoning.

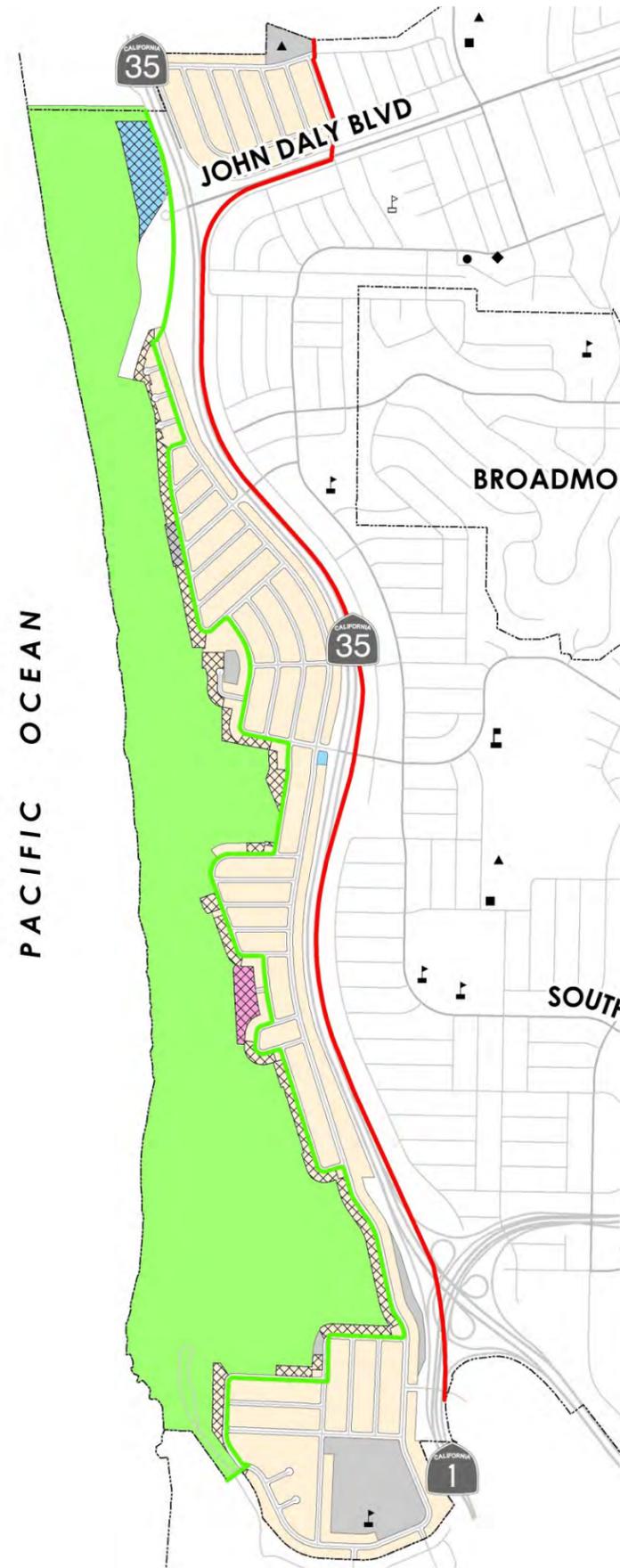


Figure CST-2  
**COASTAL ZONING  
 AND ACCESS**

- R1 - Single Family
- C1 - Commercial - Light
- PD - Planned Development
- OS - Open Space
- U - Unzoned
- Resource Protection Overlay
- Resource Protection Boundary
- Coastal Zone Boundary

CITY OF DALY CITY  
**COASTAL ELEMENT**



## **Resource Protection (-RP) Combining Zone**

Shortly after adopting the City's existing Coastal Element/LCP in 1984, the City Council adopted amendments to the Zoning Ordinance establishing the Resource Protection overlay zone as a means to provide implementation of the Coastal Element's policies. The amendments included the new Zoning Ordinance Chapter 17.27 containing regulatory oversight for all new development within the zone, including regulations and permitting procedures for all such activity.

Because this is a combining zoning district, the uses allowed within it are the same as the underlying zone. However, new development in the district is subject to additional application information and regulations which are found throughout the rest of Daly City. One example of a development standard applicable in the Coastal Zone is that new structures be set back from a blufftop a minimum of 50 feet. Another is the requirement that all new development provide vista corridors of least five feet or 15 percent of the lot width, whichever is greater.

In addition to stricter regulations, this -RP combining zone is also the effective appeals area whereby any decisions of the City Council concerning development in this area may be appealed to the California Coastal Commission. While the appeal area is defined as within 300 feet of the bluff zone, the area east of this zone (not including the one small commercial property) are all included in a categorical exclusion, meaning they are exempt from coastal permit requirements. This exclusion, Number E-80-3, was approved the Daly City City Council on June 3, 1980.

# Coastal Element Components

This element identifies eight components which correlate closely to the goals and policies contained within the Coastal Act.

## **Coastal Access**

Providing maximum public access to the coast is a fundamental goal of the Coastal Act and the City of Daly City remains committed to ensuring that, where both safe and feasible, Daly City residents can continue to enjoy existing coastal access points. Although Daly City is immediately adjacent to the coast, physical access to the beach is hampered by steep cliffs and ever-changing geophysical hazards.

At the present time, Daly City is served by three formal public coastal access points (only two remain open), all of which are owned by the City of Daly City. A fourth point, which originates adjacent to several private properties northeast and upslope of Thornton Beach State Park provides horseback access to the beach below (see discussion below). These coastal access locations are identified in Figure CST-1.

### **Mussel Rock Park**

As an undeveloped, unpublicized park site, Mussel Rock Park is used for passive recreational purposes such as hiking, fishing, dog walking, and paragliding. Of the three coastal accesses, only Mussel Rock Park provides physical access to the beach area. Beach access is gained by an unpaved access road that begins just north of the transfer station (120 Westline Drive) and continues northerly at about the 150-foot elevation following approximately the old Highway 1 right-of-way, and then winds down the slope to the rock seawall and the beginning of the beach. The beach extends northward from this point north approximately two miles to the San Francisco city limit. It should be noted that access to the beach from Mussel Rock Park is not sanctioned by the City due to the difficulty associated with reaching the beach from the park.

Of the three access locations, Mussel Rock Park is perhaps the most widely used. Field observations conducted in 2011 estimated summertime public usage levels at the park at approximately 100 individuals per day. During these observations, it was noted that almost all of the individuals who were accessing the beach were doing so for recreational fishing purposes. Individuals who were either walking or hiking did not generally appear to attempt beach access down the aforementioned seawall.

It is very likely that many of the visitors at Mussel Rock Park are local residents as the site is not visible from Highway 1 and is not advertised a recreational facility by the City. Almost all visitors arrive by private vehicle and park in an approximately 100-space City-owned parking lot just north of the park. This parking lot appears to be used partially by transfer station employees.

Historically, the land under Mussel Rock Park was used as a landfill until 1978, when the landfill was closed as part of a settlement between the City of Daly City and the Regional Water Quality Control Board. Given the nature of the previous use of the site as a landfill and the park's location along the San Andreas Fault Line, the site remains geologically unstable and subject to significant earth movement. Although the City continues maintenance work at the site in an effort to maximize site stability, land movement there will certainly continue.

Although the 1984 Coastal Element provided policies targeted to providing new parking areas and trails at the park, the City has not undertaken these improvements due to the quickly changing geologic conditions of the area. El Nino storms in late 1990s resulted in the condemnation and removal of 21 single-family homes along the bluffs in the vicinity of the park and geologic conditions in the park itself have caused visually discernable upheaval and slumping affecting existing access roads. While the City remains extraordinarily precautious about creating a public safety risk by significantly intensifying the park's use, the park has the potential to provide additional passive recreational opportunities to residents.

In an effort to address the long-term recreational potential of Mussel Rock Park, Task CST-1.4 calls for the City to conduct an assessment of the park area to determine the appropriate coastal access intensity for the park and what improvements can be undertaken to improve public safety and enhance public usage. These improvements could include wayfinding and directional signs, seating areas, a par course, and similar passive improvements.

### **Avalon Canyon (Daisaku Ikeda Canyon)**

Pedestrian public access at Avalon Canyon was formally established by the City in 2001 by means of a City-improved access road beginning from Avalon Drive sidewalk and continuing in switchbacks to an existing outfall just above the beach below. The road was constructed as a means to allow for maintenance of City storm facilities located in the canyon.

Since the City granted public access to Avalon Canyon, the geology of the canyon has become increasingly unstable. In December 2003, the steep coastal bluff immediately west of Northridge Drive experienced a massive landslide involving approximately 860,000 tons of soil and rock debris. The landslide resulted in the potential for even more landslides in the area extending from the shoreline upslope to the crest of the bluff at an elevation of approximately 500 feet.

In a 2004 study concerning the landslide, geologists concluded that the landslide area remained one of extremely high risk to personal injury and recommended that the certain areas in the vicinity of the landslide be cordoned off with protective fencing to prevent people from gaining access to this high risk area. In consideration of this recommendation the City closed access to the canyon in 2004.

## **Thornton Beach State Park**

For many years, Thornton Beach State Park provided relatively easy coastal access to Daly City residents. However, landslides in 1983 and 1990 destroyed the beach access road, parking lot, and staircase serving the beach. The State Parks Department currently identifies this beach as unavailable to the public, although the Mar Vista stables at 2116 Olympic Way offers horseback rides to the public along the beach seven days a week. Horseback access begins at the Mar Vista stables and proceeds to the beach along a course of several switchbacks just west (downslope) of the horse stable properties.

In 2004, in an effort to ensure at least visual access to the coast remained as an outcome to the State beach closure, the City (with Caltrans assistance) completed construction of the Thornton Beach Vista. Located where the upper portion of the Thornton Beach access road once existed, the outlook provides residents and visitors to Daly City with unparalleled ocean views and historical information about the City and the history of its coastline. The outlook includes a new 20-car parking lot, interpretive signs, native vegetation for landscaping, and solar lighting.

Field observations conducted in 2011 estimated summertime public usage levels at the vista at approximately 100 visitors per day.

## **California Coastal Trail**

Completing a California Coastal Trail (CCT) has been a longstanding vision in California. In 2001, the State legislature directed the State Coastal Conservancy, in consultation with the Coastal Commission and State Parks, to coordinate the development of the trail. Coastal Act §30609.5(a) provides for the protection of any public land that may have been designated as part of the CCT.

In Daly City, a two-mile segment of the California Coastal Trail (CCT) is identified either along the beach or at some location parallel to it. In the 1984 Coastal Element, consideration was given to providing a shoreline recreational trail. At that time, the Coastal Element pointed out that neither the old Highway 1 right-of-way or the property behind the existing blufftop homes were appropriate for a coastal trail because neither ran the length of the coastal zone uninterrupted. Also, there were (and continue to be) problems of safety in terms of trail stability and dislodged rocks falling on beach users below.

For these reasons, the City's obligation to maximize public safety requires limiting north-south passage of the coast to the only beach at the present time. The beach will therefore serve as the California Coastal Trail Route beginning at the San Francisco city limit to the north and concluding at Mussel Rock Park, where access to the beach becomes extremely limited until the beach trail can commence again in the City of Pacifica. As identified in Policy CST-2.1, the City will recognize that Mussel Rock Park serves as a portion of the CCT. Policy CST-2.2 commits the City to assisting in the implementation of the Coastal Trail by ensuring that permanent structures within the Coastal Zone do not impede the trail route.

## **Recreation and Visitor-Serving Opportunities**

The Coastal Act places high priority on the protection and maximization of recreation and visitor serving land uses, including lower cost facilities. Aside from private horse stables, there are very limited facilities (e.g., campgrounds, RV parks, motels/hotels) to serve the public in or near the Daly City Coastal Zone.

Historically, development within the Coastal Zone has been primarily residential. Parcels zoned for commercial purposes are either already developed or are of insufficient size to accommodate new visitor serving uses. Also, the demand for visitor-serving uses along the Daly City coast does not appear

to be particularly strong. This is very likely due to the coastal terrain in Daly City being extremely steep and inaccessible, making the beach in Daly City less attractive as a destination than in adjacent cities where beach access is much easier.

With regard to previously developed parcels, there has been recent interest in private redevelopment of the Mar Vista horse stables located at 2152 Skyline Drive and adjacent properties. The current zoning for these properties is C-1 Light Commercial with a –RP Resource Protection Combining District. Although development of the site requires Coastal Development Permit approval, the current zoning of these sites would allow an extensive range of uses, some of which would not be in keeping with the objective of maximizing visitor-serving uses.

To address this concern, Task CST-3.1 identifies the development of a new zone for commercial properties in the Coastal Zone called *Coastal Commercial*. As identified in the Task, this new zone would allow only visitor-serving uses such as hotels, restaurants, and similar uses. The zone would disallow uses which limit access to the coast by the general public, such as uses which are strictly residential.

In addition to preserving the Coastal Zone for visitor-serving uses, this Coastal Element provides policies to protect the continued use of the Mar Vista and Palo Mar horse stables as such should their redevelopment not occur. Task CST-4.1 provides that the new Coastal Commercial zone will allow horse stables (and expansions thereof) subject to the issuance a Coastal Development Permit.

## New Development

There has been very little development activity in the Coastal Zone since the last Coastal Element was certified in 1984 and there remains very little potential for development or redevelopment within the lifetime of this Coastal Element. This is primarily because areas of Daly City located within the Coastal Zone are almost completely built out with single family detached homes situated on properties that would be difficult, if not impossible, to assemble for uses other than a single family home.

Over the anticipated lifetime of the Coastal Element, the greatest potential for new development will be in the form of the redevelopment of several properties as outlined below.

### Commercial Development Potential

**505 Skyline Drive.** This property was an active gasoline station until 2008 when a remodel of the site was abandoned by the property owner. The site is zoned C-1 Light Commercial and remains located within the Coastal Zone. Task CST-3.1 provides that the City will create a new Coastal Commercial zoning designation which disallows non-visitor land uses currently allowed by the C-1 zone applicable to this site.

**2116 and 2152 Skyline Boulevard.** Presently occupied by the Palo-Mar and Mar Vista Horse Stables, respectively, these adjacent properties north of the Thornton Beach Vista are combined for this discussion because they represent the only potential for significant commercial development within the Coastal Zone boundary. Although these properties are currently developed with private horse stables, their property owners have from time to time expressed interest in redeveloping the sites together. If development of these sites were to be combined, these properties would represent a contiguous 5.78-acre development site. However, even redevelopment of the smallest parcel (just under one acre in size) could provide visitor serving retail opportunities to the Daly City Coastal Zone.

In advance of the potential redevelopment of these properties, either individually or combined, this Coastal Element establishes the following policies and tasks to direct any redevelopment of these parcels:

- As discussed in the *Recreation and Visitor-Serving Opportunities* section, Task CST-3.1 establishes a new CC Coastal Commercial District and requires the rezoning of all parcels in the Coastal Zone presently zoned C-1 Light Commercial District to the new CC zone district, including all the seven parcels located on Olympic Way. The new CC Coastal Commercial would disallow uses which provide no visitor serving aspects, such as residential uses, manufacturing, and automobile sales.
- Task CST-3.2 restricts the construction of new restaurants on parcels in the –RP Resource Protection Combining District to only those without drive-through facilities. The intent of this regulation is to ensure that any new restaurants at the immediate coast maximize the visual access provided at these very limited blufftop locations.
- Task CST-12.2 places a floor area ratio maximum of 1:1 on the parcels located within the new Coastal Commercial zone. The intent of this regulation is to provide a basic regulation that would limit the bulk and mass of new structures on Coastal Commercial zone parcels. Development of the parcels will likely be subject to additional development regulation tailored to commercial properties in the Coastal Zone, but the City has yet to fully develop these regulations and will only do so when the Coastal Commercial rezonings are introduced for City Council adoption.
- Task CST-12.3 establishes the requirement that new development on these sites provide a visual analysis identifying critical viewsheds associated with the properties. This would allow for a better comprehension of the viewshed impacts that could be caused by new development and would assist the City staff in gaining compliance with the existing vista corridor regulations provide by the –RP zone regulations.

In addition to the above changes to zoning which address new development, Task CST-4.1 provides that the existing horse stables (and expansions thereof) would be identified as an allowable use in the Coastal Commercial zone, subject to the issuance a Coastal Development Permit.

### **Residential Development Potential**

In addition to commercial development potential, there exist two locations where residential development within the Coastal Zone is possible. These are:

**End of Westbrae Drive.** This 3.25-acre vacant property exists as a recorded four-lot residential subdivision with Planned Development zoning in place to allow construction of four single-family homes. A Coastal Development Permit (approved with the initial rezoning, but now expired) to construct the homes was last considered in 2003, but not approved. The same permit is currently required should the owner of the site desire to move forward with construction.

Based on average household size demographics, construction of homes on this site could result in a population increase of approximately 12 new residents. The City does not anticipate that development of the site would cause the need for significant infrastructure improvements within the Coastal Zone.

**220 Avalon Drive.** Fifteen residential lots underlie this 1.2-acre vacant church site located at the edge of Avalon Canyon. Recent efforts to remove the church and develop the property with homes have revealed the potential that the actual number of buildable parcels on the site may be reduced due to geotechnical issues. Any future development would be subject to rigorous geotechnical evaluation and any development of the site would be subject to Coastal Development Permit approval.

Based on average household size demographics, construction of homes on this site could result in a population increase of approximately 50 new residents, although that number would likely be fewer as the number of actual buildable parcels is realized. The City does not anticipate that development of the site would cause the need for significant infrastructure improvements within the Coastal Zone.

## Water Quality

The Coastal Act requires the protection and enhancement of marine and coastal water quality. In the last 25 years, experts have identified non-point source (NPS) polluted runoff as the leading cause of water pollution both at the coast and inland. The federal government has responded with mandates to States under the Clean Water and Coastal Zone Management Acts to address the issue. In California, the Coastal Commission and the State Water Quality Control Board have developed a joint non-point source pollution control program that provides a single unified, coordinated statewide approach to dealing with NPS pollution.

### City-wide water pollution control measures

Urban development is a major contributor to the degradation of water quality in general. Development or redevelopment of property represents an opportunity to incorporate measures that can reduce water quality impacts over the life of the project. The legal mandate to do so stems from the Federal Clean Water Act which requires municipalities like Daly City to proactively control and regulate pollution from their municipal separate storm sewer systems (MS4) to the maximum extent feasible. In addition, the State of California's Porter-Cologne Water Quality Control Act of 1969 and other State legislation require municipalities to protect water quality.

On October 14, 2009, the San Francisco Bay Regional Water Quality Control Board (RWQCB) adopted the Municipal Regional Stormwater NPDES Permit for the San Francisco Bay Region. In an effort to standardize stormwater management requirements throughout the region, this permit replaces the formerly separate countywide municipal stormwater permits with a regional permit for 76 Bay Area municipalities, including the City of Daly City.

The intent of these various laws and permits is to mitigate potentially detrimental effects of urban runoff through proper site design and source control early in the development review process, and to provide guidance in the selection of appropriate Best Management Practices (BMPs). BMPs are defined as methods, activities, maintenance procedures, or other management practices for reducing the amount of pollution entering a water body. The City of Daly City reviews individual public and private projects for stormwater conformance with applicable laws, policies, and guidelines, and is the lead City agency responsible for implementing the C.3 Provision requirements of the NPDES Permit related to new development and redevelopment.

The C.3 Provisions of the NPDES Permit require each of the co-permittees, including the City of Daly City, to implement measures/BMPs to reduce stormwater pollution and to reduce increases in stormwater runoff flow, volume, and duration ("hydromodification") from new development or redevelopment projects. In addition to the NPDES Permit provisions, all construction projects in the City of Daly City are regulated by the NPDES General Permit for Storm Water Discharges Associated with Construction Activity (General Permit), which requires the preparation of a Storm Water Pollution Prevention Plan (SWPPP) and the filing of a Notice of Intent (NOI) with the State Water Resources Control Board (SWRCB) for all projects that disturb an area of one acre or greater.

## Natural Resources

The Coastal Act sets high standards for the protection of Environmentally Sensitive Habitat Areas (ESHA), wetlands, riparian areas, and other natural resources in the coastal zone. Likewise, the City of Daly City remains committed to protecting and preserving these invaluable resources.

## **Environmentally Sensitive Habitat Area (ESHA)**

The California Coastal Act, Section 30107.5, defines an Environmentally Sensitive Habitat Area (ESHA) as, "any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem which could be easily disturbed or degraded by human activities and developments." ESHA definitions are often based on the presence of rare habitats or on areas that supports populations of rare, sensitive, or especially valuable species or habitats.

Rare species include those that are listed under the California or Federal Endangered Species Acts, those that are listed as 1B or 2 by the California Native Plant Society (CNPS), and those for which there is other compelling evidence of rarity such as published academic studies.

Under the Coastal Act, ESHA is to be avoided and buffered from development impacts and that providing mitigation is not sufficient justification for allowing development with avoidable impacts to ESHA. In accordance with Section 30240, the only allowable "development" within ESHA is "resource dependent" such as restoration or nature studies.

This Coastal Element identifies two areas within the Coastal Zone as Environmentally Sensitive Habitat areas. These areas are located in Avalon Canyon and the bluffs around Mussel Rock Park. A botanical inventory taken in 1980 indicated that both native and non-native species have become or were becoming established in these two areas. A listing of these species by area is included in Appendix B.

To ensure compliance with the Coastal Act, Task CST-5.1 requires that, for any development proposal, site specific biological evaluations and field observations to identify ESHA and other sensitive resources be provided to the City as part of a complete application.

## **Wetlands**

The definition of wetlands, as defined in Section 30121 of the Coastal Act and Title 14 (Section 13577) of the Commission's regulations define wetlands as "land where the water table is at, near, or above the land surface long enough to promote the formation of hydric soils or to support the growth of hydrophytes." Although there are no known wetlands on the parcels within the Coastal Zone that could be redeveloped, Task CST-5.2 provides that the City shall, for all regulatory purposes, employ this definition of wetland in the Coastal Zone.

## **Invasive, Non-native Species**

The impacts of non-native invasive species on natural plant and marine resource communities are a growing concern statewide. Daly City is no exception. Non-native iceplant exists in many locations along the coast, likely introduced to the area to stabilize soils beneath highway and railroad projects, or planted in freeway medians. The invasive plant is particularly evident on the blufftops surrounding Thornton Beach State Park and in the vicinity of the horse stables to the north.

Because the proliferation of non-native plants like iceplant can result in significant habitat loss, the Coastal Element provides policy directed at ensure that non-native species are not introduced in new landscaping and removing the species that already exist, when it is feasible to do so. Specifically, Task CST-x requires that the Zoning Ordinance be amended to require that any new landscaping introduced to the Coastal Zone as part of any landscaping or development project provide only native non-invasive species and that the plan identify the removal of all non-natives from the site. Task CST-6.2 further requires that the ordinance be amended to require permanent implementation of the landscape plan through bonding or other method (e.g., deed restriction).

## Scenic Resources

Protecting the scenic resources of the Coastal Zone is a central part of the Coastal Element. As indicated previously, visual access to the coast from Highway 35 in Daly City is extremely limited because the highway is located a significant distance from the top of a contiguously steep bluff which exists along practically the entire Daly City coastline. The only views of the ocean afforded from Highway 35 are immediately north of the highway's intersection with Olympic Way extending from the San Francisco city limit. Buildings associated with the Mar Vista and Palo Mar horse stables quickly obscure ocean views past this point.

More complete coastal views are achieved from several residential streets within the Westlake neighborhood east and west of Highway 35, and from more easterly upland locations. From within the Coastal Zone, ocean views are publicly visible from Northridge Drive, Avalon Drive, Southgate Avenue, Skyline Drive, Rockridge Drive, and Longview Drive. While there may be other residential streets from which the ocean is visible, most views are obstructed by rows of existing homes on narrow lots built with minimal side yards in the 1950s.

Since the adoption of the 1984 Coastal Element, there has been no new development that has incrementally degraded public coastal views or scenic resources. The greatest potential for future view loss is along the corridor between the San Francisco city limit and John Daly Boulevard, where redevelopment of the horse stable site(s) (see discussion in *New Development* section) could have significant impacts on views from southbound Highway 35.

Current regulations in the –RP Resource Protection Combining District require, for any development on one or more lots, the provision of a permanent vista corridor with an unobstructed width of at least five feet or fifteen percent of the lot, whichever is greater. Task CST-12.1 identifies the need to establish a sliding scale for unobstructed view width in the recognition that the Coastal Zone is comprised on many parcels with different shapes, sizes, and parcel widths. A detailed sliding scale would be developed at the time the –RP Resource Protection Combining District text is amended. The scale would apply to all parcels in the –RP district which are on parcel greater than 33 feet in width.

To help ensure that redevelopment of horse stables would not negatively impact coastal views, Task CST-12.2 places a floor area ratio maximum of 1:1 on the parcels located within Coastal Commercial zone once it is created.

Task CST-12.3 requires that applicants proposing any development of properties located within the –RP Resource Protection Combining District and zoned Coastal Commercial shall be required to provide a visual aid (e.g., photo simulations) which would allow for an effective assessment of potential encroachment on coastal views. The visual aid shall be part of a complete applicant provided to the City. This requirement shall also apply to all new telecommunications facilities located in within the –RP Resource Protection Combining District regardless of zone.

Task CST-12.4 provides that the Zoning Ordinance shall be amended to require that the only allowable landscaping associated with new development is with low growing species that will not obscure or block public views. The Ordinance shall also be amended to require that existing landscaping be maintained so as not to block any public views as vegetation matures while at the same time avoiding impacts to any existing habitat.

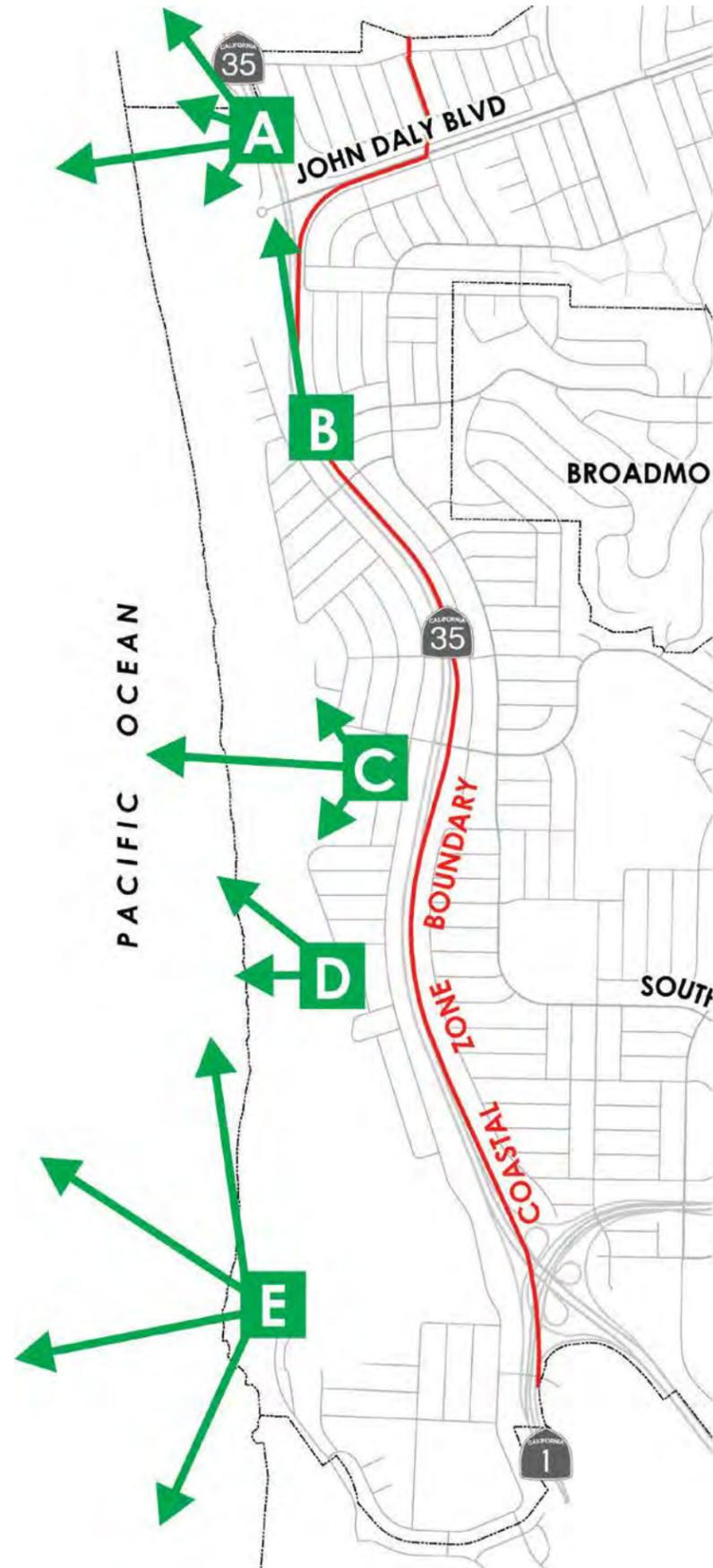


Figure CST-3  
**COASTAL  
 VIEWSHEDS**

CITY OF DALY CITY  
**COASTAL ELEMENT**





Figure CST-3 (cont.)  
**COASTAL  
 VIEWSHEDS**

CITY OF DALY CITY  
**COASTAL ELEMENT**



## Coastal Hazards

The Coastal Act aims to reduce risks to life and property and avoid substantial changes to natural landforms. Managing coastal hazards and minimizing the need for protective structures are key components of the Coastal Element.

Coastal erosion and landslides are an ever present risk along the Daly City coastline. Ever since they were built in the 1950s, blufftop homes in the Coastal Zone have been subject to landslides induced by wet El Nino winters and earthquakes. Over the years, the City has studied the extent and potential extent of several landslides so that it can take appropriate steps to ensure the safety of residents living in high-risk locations. As the result of the wet winters and resulting earth movement in the late 1990s, the City became directly involved in condemning, and, through FEMA, purchasing and demolishing homes on Westline Drive that were in imminent risk of landslide activity.

Given the fragile nature of the coastline, the City will proceed with extreme caution in any review and approval of new residences and residential additions at coastal blufftop locations. Currently, the City requires a thorough geotechnical investigation as part of a complete application for any new structure in the –RP Resource Protection combining district. The investigation must, among other things, address the stability of the site, potential impact of the project, and any mitigation measures necessary to ensure structural integrity of the site and structures for the economic life of the project. The assumed duration of the economic life of the project is not defined in code, but Tasks CST-8.2 and CST-8.6 provide for amendments to the Zoning Ordinance that would require 25- and 75-year assumed economic lifetimes for non-habitable and habitable structures, respectively.

## Coastal Goals, Policies, and Tasks

In developing the goals for Daly City's Coastal Element, the City has relied on the objectives set by the State Legislature for the Coastal Act. The goals have therefore been established as follows:

“A coastal zone environment where the overall quality of natural and artificial resources is protected, maintained, and where feasible, enhanced and restored. To this end, the City should strive to maximize public access to and along the coast and maximize public recreational opportunities in the coastal zone while assuring priority for coastal-dependent and coastal-related development over other development on the coast.”

The policies and tasks identified in this section constitute the implementation measures of the Coastal Element goals. It is important to acknowledge that the Coastal Element is only one facet of the Local Coastal Plan (LCP) and that the several of the tasks below provide direction to amend the Zoning Ordinance, which also in part constitutes the LCP.

### Coastal Access

**Policy CST-1:** **Maximize physical and visual coastal access where the public safety is not at risk.**

**Task CST-1.1:** Continue to maintain visual access to the coast from the Thornton Beach Vista. Physical access to Thornton Beach State Park shall be provided only at such a time as determined by the State Parks Department.

**Task CST-1.2:** Continue to assess geologic conditions at Avalon Canyon to determine when public use of the maintenance road as a trail is safe and can be physically suitable for providing coastal access.

**Task CST-1.3:** Continue to allow public parking and access to Mussel Rock Park provided the public safety is not at risk.

**Task CST-1.4:** Conduct an assessment of Mussel Rock Park to determine the appropriate coastal access intensity for the park and what improvements can be undertaken improve public safety and enhance public usage. These improvements could include wayfinding and directional signs, seating areas, a par course, and similar passive improvements.

**Task CST-1.5:** Include specific improvements for Mussel Rock Park in the City's Capital Improvement Program.

## California Coastal Trail

**Policy CST-2:** **Recognize the existence of the California Coastal Trail within Daly City and assist with its implementation.**

**Task CST-2.1:** Identify the location of the California Coastal Trail on all City recreation maps beginning at the San Francisco city limit, continuing southerly along the beach, and through Mussel Rock Park (Westline Drive) south to the Pacifica city limit.

**Task CST-2.2:** In the initial stages of planning public and private projects within the Coastal Zone, consider the implications of the projects to the Coastal Trail and work to ensure that the trail route is unimpeded by permanent structures that would preclude public access.

## Recreation and Visitor Serving Uses

**Policy CST-3:** **For properties in the Coastal Zone identified with commercial General Plan designations, promote recreation and visitor-serving uses by ensuring that the City's zoning regulations are tailored to allow only those uses which serve the coastal region and its visitors.**

**Task CST-3.1:** Incorporate into the Zoning Ordinance a new CC Coastal Commercial zoning district for commercial properties in the coastal zone and rezone all properties presently zoned C-1 Light Commercial in the Coastal Zone to Coastal Commercial. The new Coastal Commercial shall allow only visitor-serving uses such as hotels, restaurants, and similar uses. The zone shall disallow uses which limit access to the coast by the general public, such as uses which are strictly residential.

**Task CST-3.2:** The new Coastal Commercial shall restrict the construction of new restaurants on parcels in the –RP Resource Protection Combining District to only those without drive-through facilities.

**Policy CST-4:** **Recognize the existing horse stables on Olympic Way as an important visitor-serving use and provide regulations that serve to allow stables uses to continue in the future.**

**Task CST-4.1:** The new Coastal Commercial zone shall allow existing horse stables (and expansions thereof) subject to the issuance a Coastal Development Permit.

## Natural Resources

**Policy CST-5:** **Protect the natural resources found in the Coastal Zone by conducting a rigorous environmental evaluation for all development proposals .**

**Task CST-5.1:** Amend the Zoning Ordinance to require that for any development proposal on a previously undeveloped parcel or undeveloped portions of parcels that site-specific biological evaluations and field observations to identify Environmentally Sensitive Habitat Areas and other sensitive resources be provided to the City as part of a complete application.

**Task CST-5.2:** Amend the Zoning Ordinance to define Coastal Zone Wetland in accordance with Section 30121 of the Coastal Act and Title 14 (Section 13577).

**Policy CST-6:** **Take measures to ensure that new plant material introduced into the Coastal Zone are species native to the local coastal region.**

**Task CST-6.1:** Amend the Zoning Ordinance to require that any new landscaping introduced to the Coastal Zone as part of any landscaping or development project provide only species native to the local coastal region and that the plan identify the removal of all non-natives from the site.

**Task CST-6.2:** For new development in the Coastal Zone, amend the Zoning Ordinance to require the permanent implementation of landscape plans through bonding or other method (e.g., deed restriction).

**Task CST-6.3:** Ensure that landscape improvements and any future landscape upgrades at Thornton Vista incorporate species native to the local coastal region exclusively.

## Water Quality

**Policy CST-7:** **Through the development of a Stormwater Management Program, ensure that all new development complies with applicable Municipal Regional Stormwater NPDES Permit requirements by incorporating controls that reduce water quality impacts over the life of the project in way that is both technically and economically feasible, and reduces pollutants in stormwater discharges to the maximum extent practicable.**

## New Development

**Policy CST-8:** **Ensure that new development does not contribute to blufftop erosion and will not need a shoreline protective device for the duration of its economic life.**

**Task CST-8.1:** Amend the Zoning Ordinance to define the economic lifetime of habitable structures as a minimum of 75 years and require that geologic reports

supplied by applicants for new development provide the setback line for this lifetime factor based on a sound methodology acceptable to the City.

**Task CST-8.2:** Amend the Zoning Ordinance to define the economic lifetime of non-habitable structures such as storage sheds, decks, and similar buildings that are either detached from a habitable structure or can be easily detached from a habitable structure as a minimum of 25 year. Should the City desire to approve a structure under the 25-year economic lifetime, the property owner shall provide a written acknowledgement to the City that he/she is aware of the limited life of the structure that he/she agree not to construct a protective structure to extend the lifetime of the structure, as doing so will not be allowed by the City.

**Task CST-8.3:** Provide a clear, easy-to-understand definition for "bluff edge" in the Zoning Ordinance which uses graphics, photography, or other illustrative method to provide a clear understanding of where a bluff edge begins.

**Task CST-8.4:** Amend the Zoning Ordinance to require that blufftop landscaping use drought tolerant species native to the local coastal region.

**Task CST-8.5:** Amend the Zoning Ordinance to require that accessory structures (e.g. patios, gazebos, etc.), if allowed, should be constructed in such a manner as to be easily relocated landward should they become threatened by blufftop instability.

**Task CST-8.6:** Ensure that land divisions in the –RP Resource Protection Combining District will result in new parcels that can be developed with structures that will not require shoreline protection during a 75-year economic life.

**Policy CST-9: Ensure that, to the extent reasonable, the Zoning Ordinance streamlines the implementation of coastal zone regulations for homeowners.**

**Task CST-9.1:** Amend the Zoning Ordinance to allow owners to obtain coastal development permits through an administrative use permit process in lieu of the use permit process currently mandated, i.e., Planning Commission and City Council hearings for minor non-habitable improvements not involving more than ten percent of the lot area.

**Task CST-9.2:** Amend the Zoning Ordinance to provide specific regulations for all residential fences in the –RP Resource Protection Combining District which qualify such fences for exemption from blufftop setback and geotechnical submittal requirements. In addition to height and construction material standards, these regulations shall reference a standard detail provided by the City for any fencing constructed in the blufftop setback area.

## Coastal Hazards

**Policy CST-10: Minimize the exposure of the public to coastal hazards by assuring that parcels where homes have been removed as the result of a landslide cannot be redeveloped with residential uses.**

**Task CST-10.1:** Rezone parcels where homes were removed as the result of a landslide to OS (Open Space) consistent with the Open Space Preservation designation identified for these parcels on the General Plan Land Use Map.

**Policy CST-11: Maintain the boundaries of the –RP Resource Protection Combining District as containing the all blufftop properties.**

**Task CST-11.1:** Extend the –RP Resource Protection Combining District to all parcels which contain a bluff edge. Parcels separated from the bluff edge by a public right of way shall not be subject to the –RP Resource Protection Combining District requirements.

## Scenic Resources

**Policy CST-12: Establish effective regulations that reduce the bulk and mass of new buildings in the Coastal Zone and work to permanently secure scenic corridors as a part of new development proposals.**

**Task CST-12.1:** Amend the Zoning Ordinance to establish a sliding scale for unobstructed view width in the recognition that the Coastal Zone is comprised on many parcels with different shapes, sizes, and parcel widths. A detailed sliding scale would be developed at the time the –RP Resource Protection Combining District text is amended. The scale would apply to all parcels in the –RP district which are on parcel greater than 33 feet in width.

**Task CST-12.2:** In the new Coastal Commercial zone, establish a maximum floor area ratio of 1:1 for all parcels.

**Task CST-12.3:** Require applicants proposing any development of properties located within the –RP Resource Protection Combining District and zoned Coastal Commercial to provide a visual aid (e.g., photo simulations) which would allow for an effective assessment of potential encroachment on coastal views. The visual aid shall be part of a complete application provided to the City. This requirement shall also apply to all new telecommunications facilities located in within the –RP Resource Protection Combining District regardless of zone.

**Task CST-12.4:** Amend the Zoning Ordinance to require that the only allowable landscaping associated with new development is with low growing species that will not obscure or block public views.