

City of Daly City
Draft Coastal Element

Reflects changes through November 4, 2011

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.

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.

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 redevelopment 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.

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 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.**

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.