



Scenic Pacifica  
Incorporated Nov. 22, 1957

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## PLANNING COMMISSION Agenda

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**DATE** Monday, April 4, 2016  
**LOCATION** Council Chambers, 2212 Beach Boulevard  
**REGULAR SESSION** 7:00 PM

**ROLL CALL**

**SALUTE TO FLAG**

**ADMINISTRATIVE BUSINESS**

**Approval of Order of Agenda**

**Approval of Minutes**

**Designation of Liaison to City Council Meeting**

**Oral Communications:** This portion of the agenda is available to the public to address the Planning Commission on any issue within the subject matter jurisdiction of the Commission that is not on the agenda. The time allowed for any speaker will be three minutes.

**STUDY SESSION:**

1. Discussion of a conceptual plan to redevelop the Pacifica Quarry site with a program of wetland and hillside open space, creekside park with recreational trails, a clustered commercial/residential village adjacent to the Rockaway Beach commercial district, and a hotel/conference venue.

*Proposed Action:* The Planning Commission takes no formal action at Study Sessions. Staff is requesting that the Planning Commission provide feedback on the conceptual plan and hear public comments.

**COMMUNICATIONS:**

**Commission Communications:**

**Staff Communications:**

**ADJOURNMENT**

Anyone aggrieved by the action of the Planning Commission has 10 calendar days to appeal the decision in writing to the City Council. If any of the above actions are challenged in court, issues which may be raised are limited to those raised at the public hearing or in written correspondence delivered to the City at, or prior to, the public hearing. Judicial review of any City administrative decision may be had only if a petition is filed with the court not later than the 90th day following the date upon which the decision becomes final. Judicial review of environmental determinations may be subject to a shorter time period for litigation, in certain cases 30 days following the date of final decision.

The City of Pacifica will provide special assistance for persons with disabilities upon 24 hours advance notice to the City Manager's office at (650) 738-7301, including requests for sign language assistance, written material printed in a larger font, or audio recordings of written material. All meeting rooms are accessible to persons with disabilities.

**NOTE: Off-street parking is allowed by permit for attendance at official public meetings. Vehicles parked without permits are subject to citation. You should obtain a permit from the rack in the lobby and place it on the dashboard of your vehicle in such a manner as is visible to law enforcement personnel.**



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## PLANNING COMMISSION Study Session Staff Report

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**DATE:** April 4, 2016

**ITEM:** 1

**APPLICANT  
and OWNER:** Preserve at Pacifica, LLC  
231 W. Fulton St.  
Grand Rapids, MI 49503

**PROJECT**

**LOCATION:** Pacifica Quarry (APNs 018-150-110, 018-150-120, and 018-150-150), west of Highway 1 between Reina Del Mar Ave. and Fassler Ave. – Rockaway Beach

**DESCRIPTION:** Redevelop the Pacifica Quarry site with a program of wetland and hillside open space, creekside park with recreational trails, a hotel/conference venue, and a clustered commercial/residential village adjacent to the Rockaway Beach commercial district.

General Plan: Special Area

Zoning: C-3X (Service Commercial/Voter Approval for Residential)  
HPD (Hillside Preservation)  
CZ (Coastal Zone)

**CEQA STATUS:** To be determined upon filing a formal application.

**PUBLIC NOTICE:** Courtesy notice mailed to property owners and occupants within 300 ft. on March 24, 2016, and published in the Pacifica Tribune on March 23, 2016.

**REQUIRED**

**APPROVALS:** The applicant has submitted a conceptual proposal without detailed site plans and other information necessary to perform a complete project review. For the proposed residential component of the proposal to move forward, a vote of the people would be required as provided in Ordinance No. 391-C.S., adopted by the voters in 1983. Based on the limited

information provided, the applicant would also need to obtain several project approvals, including but not limited to the following:

- Planning Commission approval of a quarry reclamation plan (Use Permit), if one has not already been approved;
- Planning Commission recommendation and City Council approval of a rezoning to P-D (Planned Development), which requires both a Development Plan and Specific Plan<sup>1</sup>; and
- Planning Commission recommendation and City Council approval of an amendment to the Rockaway Beach Specific Plan<sup>2</sup>; and
- Coastal Commission approval of a Coastal Development Permit.

To the extent amendments are necessary to either the General Plan or the City's Local Coastal Plan the applicant would also need to obtain Planning Commission recommendation and City Council approval of amendments to those, as well.

**RECOMMENDED**

**ACTION:** None

**PREPARED BY:** Christian Murdock, Associate Planner

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<sup>1</sup> Throughout this report, the term "Specific Plan" has two different meanings depending on its use. With each occurrence, a footnote will indicate whether the intended meaning refers to the term as used in §65450 *et seq.* of the Government Code (California Planning and Zoning Law), or as used in §9-4.2201 *et seq.* of the Pacifica Municipal Code (PMC). In this instance, the latter case applies.

<sup>2</sup> Government Code §65450 *et seq.*

## PROJECT SUMMARY

### DISCUSSION

**1. Project Description:** The applicant is considering an application to redevelop the subject site. The existing site is a former quarry where mining operations ceased in 1987. Since then, despite completion of some quarry reclamation activities, there has not been a complete reclamation of the site. The applicant is preparing a comprehensive restoration and redevelopment plan in order to create a mix of uses on the property while also preserving significant amounts of open space for habitat protection and recreational purposes.

The applicant is still refining its proposal. The information presented at the study session reflects the latest information about the development plans. Currently, there is a land use concept for the privately-owned 86-acre site that includes at least 75 percent of the site as permanent open space (65 acres), new and improved trails with scenic overlooks, apartments (8 acres), mixed-use retail and office buildings (7 acres), a hotel and conference center (7 acres), and an outdoor amphitheater. The Quarry Village (mixed-use and apartment) component of the project would integrate with the existing Rockaway Beach commercial district to the south of the site along San Marlo Way.

The project as currently proposed is contingent upon several related approvals. To the extent the project contains residential development, a vote of the people will be necessary. Pursuant to Ordinance No. 391-C.S., which was adopted by the voters in 1983, any residential use of the site would require a public vote. On March 17, 2016, the City received a Notice of Intent to Circulate Petition for an initiative measure that would allow the City Council to approve a rezoning of the property that would include residential development provided certain conditions are met. The conditions for such an approval are described in the text of the initiative which is included as Attachment C to this staff report, and in the City Attorney's Ballot Title and Summary for the measure which is also included as Attachment D.

The site requires an approved quarry reclamation plan in order to restore the site to a baseline condition following cessation of mining activities three decades ago. The property owner submitted an application for the reclamation plan on February 22, 2016 (Use Permit UP-71-16).

The proposed development would require a change in zoning to P-D (Planned Development), which would require approval of a Development Plan and Specific Plan<sup>3</sup> as provided in the P-D zoning standards. The development would also necessitate an amendment to the Rockaway Beach Specific Plan<sup>4</sup>. Both the change in zoning to P-D and the amendment of the Rockaway Beach Specific Plan would require City Council approval because they are legislative actions. The applicant may additionally pursue a General Plan amendment and Local Coastal Plan

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<sup>3</sup> PMC §9-4.2201 *et seq.*

<sup>4</sup> Government Code §65450 *et seq.*

amendment, although it is unclear at this time whether they would be required to enable the development.

Lastly, after obtaining all approvals from the City, the project would require Coastal Commission approval of a Coastal Development Permit. The Coastal Commission must act on the Coastal Development Permit because the project site is located within an area of deferred certification in the City's Local Coastal Plan. Because it is in an area of deferred certification, it is not subject to City issuance of a Coastal Development Permit.

**2. Surrounding Land Uses:** The site is bound to the west by the Pacific Ocean and to the east by Highway 1 and the Vallemar neighborhood. The West Fairway neighborhood, the City's wastewater treatment plant, and Mori Point (part of the Golden Gate National Recreation Area) are located to the north of the site while the Rockaway Beach commercial district is located to the south.

**3. Planning Commission Feedback:** Staff is unable to analyze development standards conformance for the project as proposed because the applicant provided conceptual information only. It is apparent that the project would require a vote of the people plus various legislative and discretionary project approvals in order to be developed. Staff requests that the Planning Commission provide feedback regarding the conceptual land use plan.

**Attachments:**

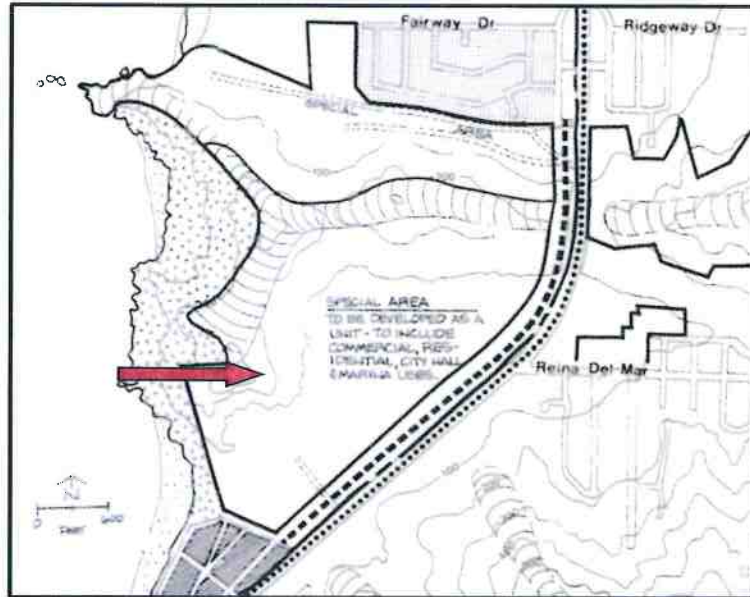
- A. Land Use and Zoning Exhibit
- B. Conceptual Plans (hard copy to Planning Commission, public review document available at Planning Department and with online agenda packet)
- C. Proposed Initiative Measure
- D. City Attorney Ballot Title and Summary of Initiative Measure

# Zoning & Land Use Exhibit

City of Pacifica Planning Department

## General Plan Diagram

Neighborhood: Rockaway Beach  
Land Use Designation: Special Area



## Zoning Map Diagram

Zoning District: C-3X (Service Commercial/Voter Approval for Residential) / HPD (Hillside Preservation District) / CZ (Coastal Zone)



↑  
N  
(Maps Not to Scale)



**ATTACHMENT B**

**Conceptual Land Use Plan**



PARCEL BOUNDARIES

GALERA CREEK

QUARRY ROAD

WETLAND  
OPEN SPACE

MEADOW  
OPEN SPACE

AMPHITHEATER

ROCKAWAY  
BEACH

CREEKSIDE PARK

PLAZA

HIGHWAY 1

SAN MARINO WAY

HOTEL  
BUNGALOWS  
12 units

OVERLOOK

TRAIL

OVERLOOK

HOTEL &  
RESTAURANT  
CONFERENCE  
188 rooms  
13,000sf

OVERLOOK

QUARRY VILLAGE  
25 LIVE WORK UNITS  
181 APARTMENTS  
OFFICE OVER RETAIL  
35,000sf each

Conceptual Site Plan

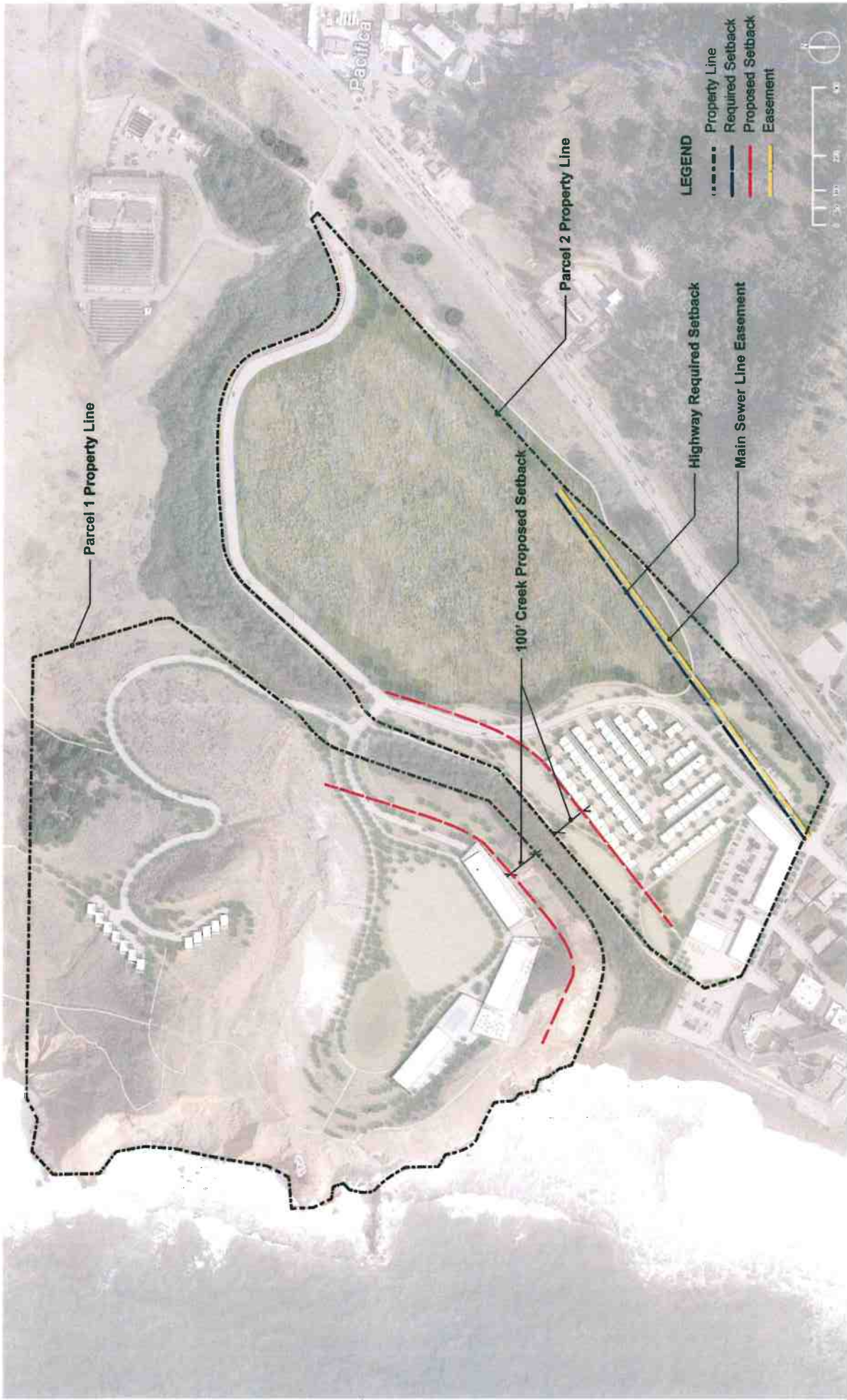




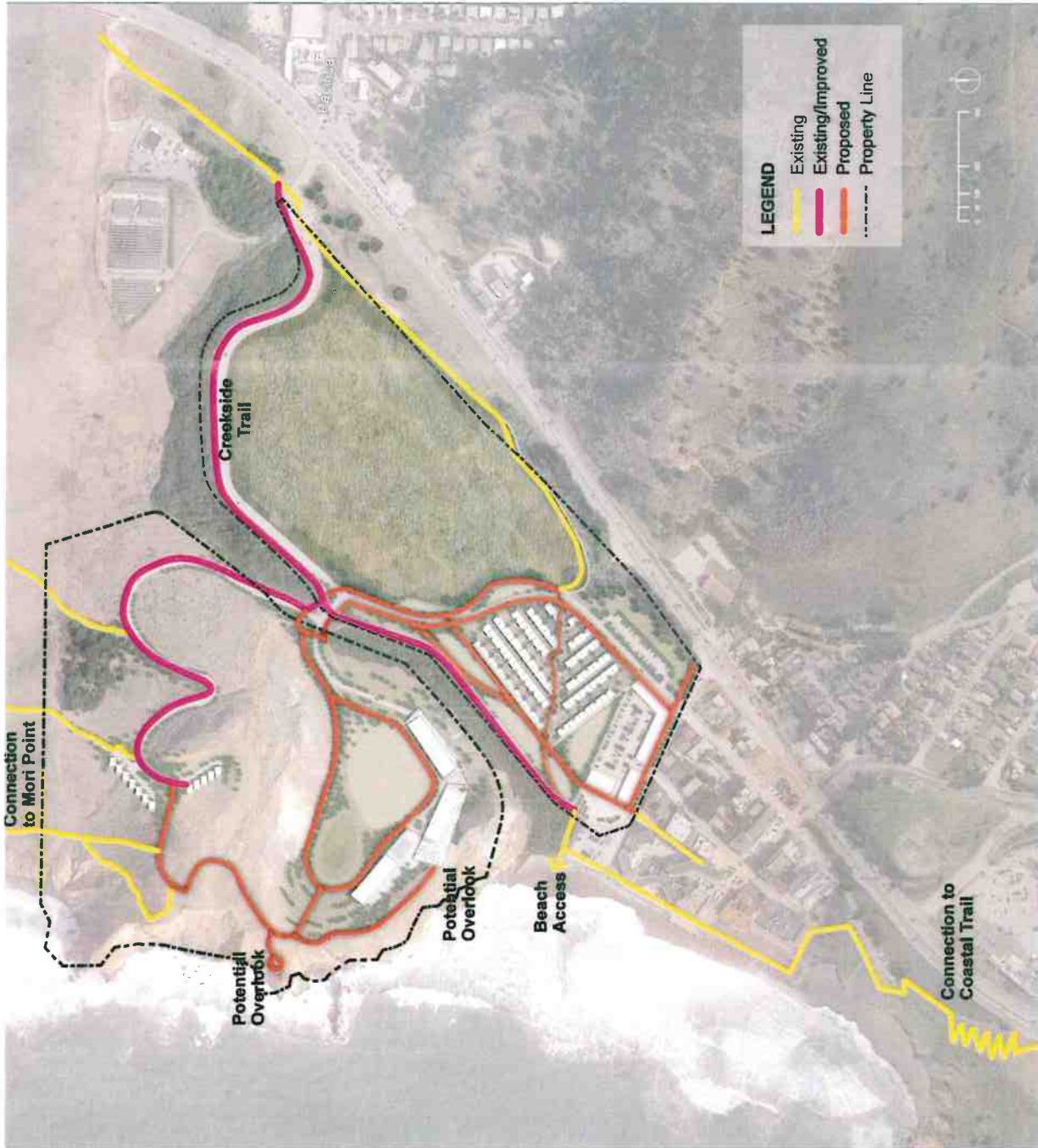
The Quarry Village



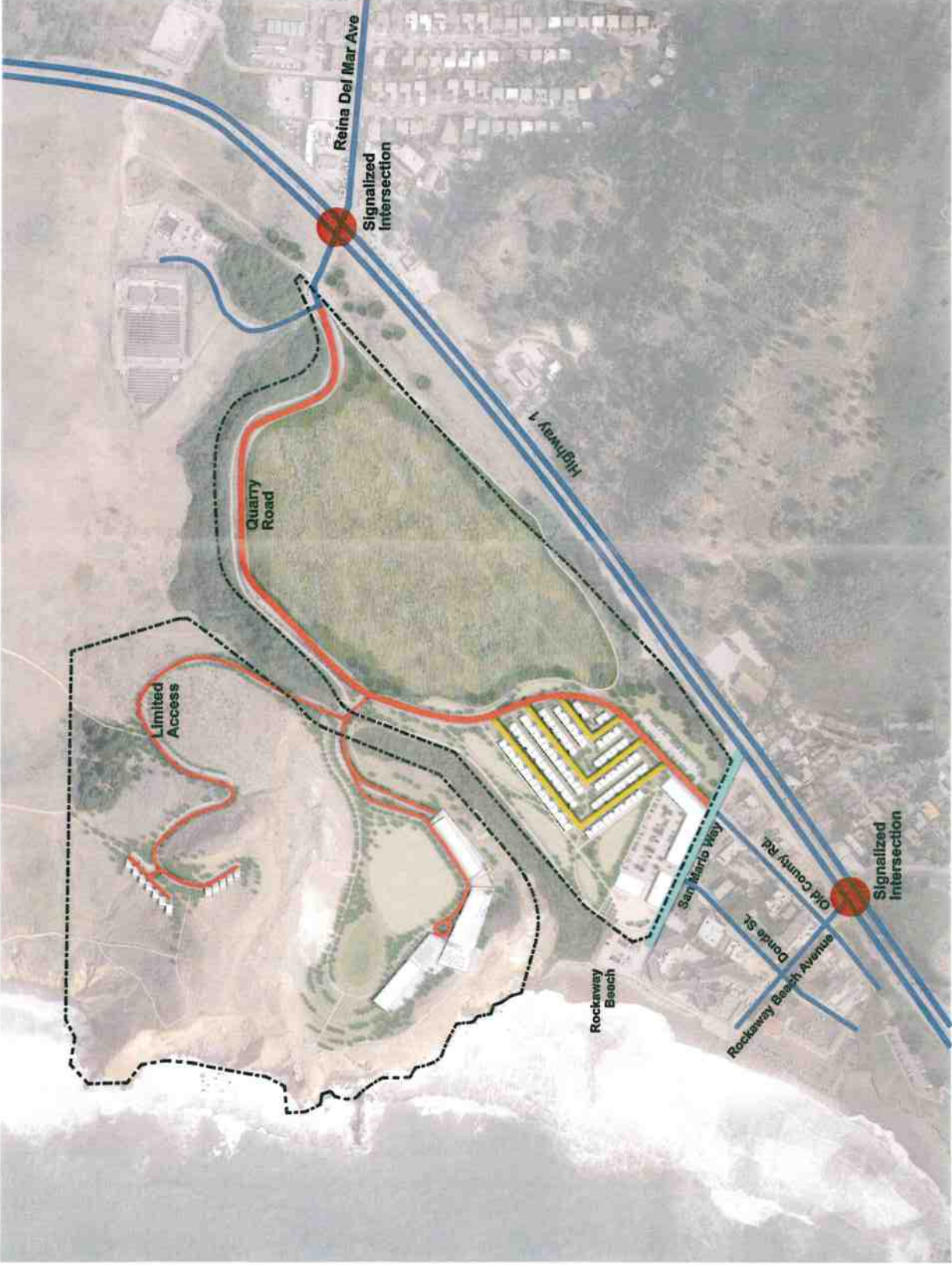
Hotel and Conference Center



Setbacks and Easements



Proposed Trails/Sidewalks





- LEGEND**
- Existing
  - Proposed
  - Improved
  - Alley
  - Property Line

**Vehicular Circulation**



**LEGEND**

-  Drainage Flow Path
-  Bioretention Facility
-  Storm Drain Infrastructure

**Stormwater Concept**

## INITIATIVE MEASURE TO BE SUBMITTED DIRECTLY TO THE VOTERS

The People of the City of Pacifica do ordain as follows:

### Section 1. Title.

This initiative measure (the “Initiative”) shall be known as the “Pacifica Quarry Restoration and Responsible Development Initiative.”

### Section 2. Findings and Purpose.

A. Findings. The people of the City of Pacifica find and declare the following:

1. Pacifica is a great place to live, however, like many smaller communities in California, it has its share of challenges, including high housing costs and rents, inability to support quality retail, dining, and entertainment options, and an insufficient tax base to provide needed municipal revenue for crucial public services and infrastructure. Pacifica also suffers from rising sea levels, coastal erosion, and a sea wall in need of critical repairs.
2. Located along Pacifica’s coast, the Rockaway Quarry (“Quarry”) encompasses 86 privately owned acres within the City. It forms a “missing piece” of a larger coastal open space system, including Rockaway State Beach to the south and Mori Point to the north.
3. After commercial quarry operations ended on the Quarry in 1987, a series of owners allowed the land to degrade. Invasive, non-native species have spread across the landscape. Although residents often use the informal trails for hiking and enjoyment, soil erosion threatens the coastal bluffs and trails and causes the make-shift trails to be extremely dangerous.
4. A careful approach to restoration of the Quarry can re-create much of the historic natural landscape, including coastal grasslands and shrub-lands on the hills and healthy, productive wetland habitat in the lower elevations.
5. The voters of Pacifica value preservation of the vast majority of the site as permanent open space as a priority, but recognize that some level of limited development of the site that will include a residential component will be necessary to finance the much-needed restoration of the Quarry. This proposal is more modest and appropriate than those proposed by past owners of the Quarry. This plan, which respects local habitats, significantly limits the amount and footprint of development, maintains significant, publicly-accessible open space (more than 75% of the property), limits building heights to maintain existing views, shores up eroding hillsides and cliffsides, and provides significant environmental benefits, is needed.

6. Sensitive and limited development of this private land would also set the stage for safe public access and permanent open space at a vibrant new destination along the coast, while improving our local quality of life by providing millions of dollars in new revenue for the city, money for schools, new trails and acres of open space for local families to enjoy.
7. Developments that provide a mix of residential, commercial, recreational and retail uses generally provide greater local-serving benefits and also reduce traffic by shortening trips and thus allowing what might otherwise be car trips to external destinations to become internal walking, cycling, or transit trips.
8. To enable an appropriately-scaled and limited development to go forward on the Quarry site, while ensuring that significant public benefits are provided in the process, it is appropriate to authorize the City Council to approve a rezoning of the Quarry site for mixed use development that will include retail, recreational, hotel, open space, office, and multi-family residential uses, subject to carefully-crafted constraints, designed to ensure that Pacifica residents obtain the public benefits with a responsible and reduced development, while protecting critical environmental habitat and public access to open space.
9. By approving this initiative, the voters are giving guidance to the City Council on limitations as to the size, intensity, type and footprint of any development at the Quarry, as well as the types of public benefits, amenities, and environmental mitigation that should be included with any development at the Quarry, and are stating that voters' authorization for development at the Quarry is limited to a project that is consistent with this direction, or the voters must be asked again to approve any alternative.

B. Purposes. The purposes of this Initiative are to (1) comply with the obligation under Ordinance No. 391-C.S. of the City of Pacifica, adopted by the voters on November 8, 1983 ("Ordinance Rezoning the Quarry from Agricultural to Commercial"), that any development of the Quarry Site containing a residential component be approved by a vote of the People, and (2) provide authorization for the Quarry Site to be developed in a limited, environmentally sensitive, public-serving way, under specified conditions, in a manner that will provide millions of dollars in new revenue for the City, money for schools, safe trails and acres of open space for local families to enjoy.

### **Section 3. Amendment of Ordinance No. 391-C.S.**

Ordinance No. 391-C.S. of the City of Pacifica, adopted by the voters on November 8, 1983 ("Ordinance Rezoning the Quarry from Agricultural to Commercial"), is hereby



amended as follows (additions are shown as underlined and deletions are shown as ~~strikethroughs~~):

- A. The following parcels of land: A.P. #018-150-050 & -070, commonly known as the quarry (the “Quarry Site”), are hereby rezoned from A/B-5 and M-1 to C-3 with the provision that no further public vote be required for any future rezonings except that any residential development of the property, including residential development permitted under the C-3 designation, shall require a vote of the people. This rezoning does not remove the HPD overlay.
  
- B. Notwithstanding subsection A of this Ordinance, no further public vote shall be required for any future rezonings of the parcels comprising the Quarry Site that include residential development of the property, including residential development permitted under the C-3 designation, if the proposed development meets the following conditions:
  - 1. **City Review & Public Process.** The project applicant must apply for, and receive, a planned development district zoning pursuant to Title 9, Chapter 4, Article 22 of the City of Pacifica Municipal Code, as may be amended, or its successor, that would authorize a mixed-use development that includes hotel, recreational, retail, and residential uses and that the City Council finds is substantially consistent with the conceptual land use plan reflected in the map attached hereto as Exhibit A and incorporated herein by this reference.
  
  - 2. **Open Space Requirements & Environmental Protections.** To ensure that any project approved pursuant to this subsection B retains public access and is developed in an environmentally-sensitive manner, the proposed rezoning must provide that:
    - a. At least 75% of the Quarry Site shall be designated as permanently-protected open space;
  
    - b. The area designated open space pursuant to subdivision (a) hereof shall include a minimum 100-foot setback on either side of Calera Creek, measured from top of bank;
  
    - c. New, publicly-accessible trails shall be constructed at the project applicant’s expense that connect Rockaway Beach through the Quarry Site to Mori Point;
  
    - d. Grading for purposes of project development on the Quarry site must be approved in a manner that would (i) make hills and cliffsides safer by preventing further erosion, and (ii) restore

wetlands to provide critical protected habitat for native animal and plant species; and

- e. The rezoning and all project approvals must comply with all applicable federal, state and local environmental laws and regulations, including but not limited to the California Environmental Quality Act (Public Resources Code § 21000 et seq.).
3. **Traffic Control and Mitigation.** Before any building permit is issued, the City Council must require any project applicant to complete a traffic study and internal circulation and parking plan; pay all appropriate traffic impact fees; and implement any transportation mitigation measures reasonably deemed necessary by the City Council to mitigate significant traffic impacts, if any, of the proposed development, as determined during the CEQA process for the rezoning and other project approvals.
4. **Local-Serving Retail & Office Uses.** The uses permitted on the red portion of the area designated on Exhibit A as the “Quarry Village” shall allow for retail, restaurant, entertainment and office space, and be subject to the following constraints:
- a. The retail, restaurant, entertainment and office space development shall not exceed two stories in height; and
  - b. The retail and restaurant space shall not exceed 35,000 gross square feet combined.
  - c. The office space shall not exceed 35,000 gross square feet.
5. **Limits on Residential Development.** The residential component of any project authorized by the rezoning shall:
- a. Be limited to the portion of the area designated on Exhibit A as the “Quarry Village”;
  - b. Permit no more than 206 units of multi-family housing within that area, including:
    - (i) No more than 181 residential apartment units, of which at least 20 percent must be designated as affordable for very low, lower, or moderate income households within the meanings established by Title 9, Chapter 4, Article

47, of the Pacifica Municipal Code or any successor ordinance thereto; and

(ii) No fewer than 25 units that would be designated residential live/work units;

c. Provide that no structure shall exceed four (4) stories in height.

6. **Hotel & Conference Center.** The rezoning shall authorize a hotel and conference center at the Quarry site, subject to the following constraints:

a. The hotel may not exceed 200 total rooms, including:

(i) 188 rooms in the blue area designated on Exhibit A as “Hotel (188 Rooms) & Conference Venue”; and

(ii) Up to twelve hotel bungalows, not to exceed 2,500 gross square feet each, in the tan area designated on Exhibit A as “Hotel Bungalows (12 Units)”; and

b. The conference venue component shall not exceed 13,000 net square feet.

7. **Green Building Standards.** Before approving any rezoning pursuant to this subsection B, the City Council must determine that the project will be built using green building standards.

8. Before the rezoning can be approved, the City Council must approve all necessary amendments to the General Plan to ensure the project’s consistency with that Plan.

9. Before the rezoning can be approved, the City Council must approve all necessary amendments to the Rockaway Beach Specific Plan, or approve the adoption of a separate specific plan for the Quarry site and amend the Rockaway Beach Specific Plan to reflect the fact that the Quarry site is the subject of a separate specific plan.

10. Before the rezoning can be approved, the Council, Successor Agency, or other responsible body must approve any amendments to the Redevelopment Plan for the Rockaway Beach Project Area Plan as may be required by law.

C. The voters expressly state that any development approved by the City Council that contains residential development and that does not meet all of

the conditions prescribed by subsection B shall be subject to an additional vote of the electorate before that nonconforming development's final approval and authorization.

**Section 4. Effect of Other Measures on the Same Ballot.**

In approving this Initiative, it is the voters' intent to establish the conditions under which residential development of the Quarry Site may be taken without a further vote of the people. To ensure that this intent is not frustrated, this Initiative is presented to the voters as an alternative to, and with the express intent that it will compete with, any and all voter initiatives or City-sponsored measures placed on the same ballot as this Initiative and which, if approved, would regulate the use or development of the Quarry Site in any manner whatsoever (each, a "Conflicting Initiative"). In the event that this Initiative and one or more Conflicting Initiatives are adopted by the voters at the same election, then it is the voters' intent that only that measure which receives the greatest number of affirmative votes shall control in its entirety and the other measure or measures shall be rendered void and without any legal effect. In no event shall this Initiative be interpreted in a manner that would permit its operation in conjunction with the non-conflicting provisions of any Conflicting Initiative. If this Initiative is approved by the voters but superseded by law in whole or in part by any other Conflicting Initiative approved by the voters at the same election, and such Conflicting Initiative is later held invalid, this Initiative shall be self-executing and given full force of law.

**Section 5. Interpretation and Severability.**

- A. This Initiative must be interpreted so as to be consistent with all federal and state laws, rules, and regulations. If any section, sub-section, sentence, clause, phrase, part, or portion of this Initiative is held to be invalid or unconstitutional by a final judgment of a court of competent jurisdiction, such decision does not affect the validity of the remaining portions of this Initiative. The voters declare that this Initiative, and each section, sub-section, sentence, clause, phrase, part, or portion thereof, would have been adopted or passed irrespective of the fact that any one or more sections, sub-sections, sentences, clauses, phrases, part, or portion is found to be invalid. If any provision of this Initiative is held invalid as applied to any person or circumstance, such invalidity does not affect any application of this Initiative that can be given effect without the invalid application.
  
- B. If any portion of this Initiative is held by a court of competent jurisdiction to be invalid, we, the people of the City of Pacifica, indicate our strong desire that: (i) the City Council use its best efforts to sustain and re-enact that portion, and (ii) the City Council implement this Initiative by taking all steps possible to cure any inadequacies or deficiencies identified by the court in a manner consistent with the express and implied intent of this Initiative, including adopting or reenacting any such portion in a manner consistent with the intent of this Initiative.

- C. This Initiative must be broadly construed to achieve the purposes stated above. It is the intent of the voters that the provisions of this Initiative be interpreted or implemented by the City and others in a manner that facilitates the purpose set forth in this Initiative.
- D. In construing this Initiative, bold-faced section headings contained hereing have been inserted for convenience only, and shall not be deemed to govern, limit, modify or in any manner affect the scope, meaning, or intent of the provisions of any provision hereof.

**Section 6. Amendment.**

Pursuant to California Elections Code § 9217, this measure may only be amended by a further vote of the People of Pacifica.

**Section 7. Exhibits**

Each of the Exhibits attached to this Initiative is hereby incorporated by reference for all purposes related to this Initiative.



Exhibit A - The Pacifica Quarry Restoration and Responsible Development Initiative

## TITLE

Pacifica Initiative Amending Ordinance No. 391-C.S. To Authorize a Future Rezone of the Quarry Which Could Include Residential Development, under Certain Conditions

## SUMMARY

This Initiative would amend Ordinance No. 391-C.S. which was adopted by the voters in 1983 (“Ordinance”). The Ordinance rezoned property in the Rockaway Quarry (“Quarry”) from agricultural and manufacturing use to commercial use, and provided that any residential development would require a public vote. This Initiative would eliminate the public vote requirement for any future rezone which includes residential development within the Quarry, so long as all of the following conditions are met:

- 1) Any development of the Quarry must receive zoning approval for a planned development district that allows a mixed-use development which includes a hotel, recreational, retail, and residential uses substantially consistent with the land use plan set forth in Exhibit A attached to the Initiative (“Exhibit A”). Any approval must comply with all applicable federal, state, and local environmental regulations such as the California Environmental Quality Act. Prior to any rezone, the Council must approve any necessary general or specific plan amendments and determine that the development will be built using green building standards.
- 2) At least 75% of the Quarry site would be designated as permanently-protected open space, including setbacks of at least 100 feet from Calera Creek. New, publicly-accessible trails would be constructed that connect Rockaway Beach to Mori Point. Grading for the development would be required to minimize erosion and restore wetlands.

- 3) Before any building permits are issued, an applicant would need to complete a traffic study and internal circulation and parking plan, pay all appropriate traffic impact fees, and implement any transportation mitigation measures required to mitigate significant traffic impacts identified during environmental review of the project.
- 4) Residential, retail, restaurant, entertainment, and office uses would be limited to a portion of the area designated as the “Quarry Village” on Exhibit A. Retail, restaurant, entertainment and office space development shall not exceed two stories in height. Retail and restaurant space shall not exceed 35,000 square feet. Office space shall not exceed 35,000 square feet.
- 5) Residential uses would be limited to 206 multi-family units, which could not exceed four stories in height. Of these 206 units, no more than 181 would be residential apartment units of which at least 20 percent must be designated as affordable for very low, lower, or moderate income households. At least 25 of the 206 units must be designated as live-work units.
- 6) The hotel rooms and conference center would be limited to the area designated as “Hotel (188 Rooms) & Conference Venue” and the bungalows would be limited to the area designated as “Hotel Bungalows (12 Units),” on Exhibit A. The hotel would be limited to 200 rooms, including 188 hotel rooms, and no more than 12 bungalows. The bungalows would not exceed 2,500 square feet each. The conference venue component would not exceed 13,000 square feet.