

ROCKAWAY BEACH SPECIFIC PLAN



CITY OF PACIFICA, CA MARCH 1986

Adopted by the Pacifica City Council
February 24, 1986
Includes 1992 Amendments

TABLE OF CONTENTS

CHAPTER 1 INTRODUCTION

1.1	Site Location and Description	1
1.2	Brief History	1
1.3	Purpose and Definition of the Specific Plan	2

CHAPTER 2 OVERALL PLAN OBJECTIVES

2.1	Land Use and Development	9
2.2	Circulation and Parking	10
2.3	Physical Appearance	11

CHAPTER 3 DEVELOPMENT PROVISIONS

3.1	Land Use	12
3.1.1	Relationship to General Plan and Coastal Land Use Plan	14
3.2	Auto Circulation and Parking	17
3.3	Physical Design and Intensity	22
3.3.1	Development Standards	24
3.3.2	Development Potential	28
3.3.3	Development Processing Procedures	28

CHAPTER 4 IMPLEMENTATION

4.1	Regulatory Choices	31
4.1.1	Adoption of a Specific Plan	31
4.1.2	Administration of a Specific Plan	31
4.1.3	Redevelopment Powers	32
4.2	Development and Design Review Procedures	33
4.3	Capital Improvements	33
4.4	Sources of Financing	35
4.4.1	General Funds	35
4.4.2	General Obligation Bonds	35
4.4.3	State Community Redevelopment Law	35

Figure 1
Regional Location



CHAPTER ONE

INTRODUCTION

1.1 SITE LOCATION AND DESCRIPTION

The Rockaway Beach Specific Plan Area contains approximately 150 acres of land including and surrounding the existing Rockaway Beach community in Pacifica. The area is located approximately 7 miles south of San Francisco between Highway One and the Pacific Ocean (see Figure 1).

The plan area is characterized by three distinct and somewhat diverse subareas, including:

- ▶ An active rock quarry;
- ▶ A small beachfront community known as Rockaway Beach; and
- ▶ A semi-natural meadow and adjacent headland overlooking the Pacific Ocean (see Figure 2).

Although the primary focus of this specific plan is within the existing Rockaway Beach community, both the quarry site and the headlands area are integrally related to its success and are therefore included within the specific plan boundaries.

1.2 BRIEF HISTORY

Over the past several years, there have been some rather clear signals indicating that the Rockaway Beach

Specific Plan area is likely to undergo change in the near future. The operators of the Rockaway Quarry have indicated their intention to complete the quarry operation and to begin to evaluate alternative activities for the property. The owners of two approved hotel/inn projects (containing a total of 117 units) in the Rockaway Beach community have indicated their intention to proceed with these projects over the next one to two years. Finally, Caltrans is developing plans for modification to Highway One which would eliminate commercial activities presently fronting on the highway.

The Pacifica City Council has restricted new development within the Rockaway Beach area since February of 1985. The purpose of this restriction was, and is, to preclude new development until a specific plan and zoning study was completed. This existing urgency ordinance restricting new development is in effect until February of 1986.

The City of Pacifica adopted an amendment to its General Plan in the summer of 1985 which clearly calls for some rather precise local planning in order to strongly guide and encourage change in the Rockaway Beach area. The new General Plan recognizes the lack of consistency between the community goals for this area and existing development.

1.3 PURPOSE AND DEFINITION OF THE SPECIFIC PLAN

State law authorizes cities with complete general plans to prepare and adopt specific plans (Government Code Sections 65450 et seq.). These plans have developed as a bridge between the local general plan and individual development proposals. They often combine zoning regulations, capital improvement programs, detailed development standards, and other regulatory schemes into one document which can be tailored to meet the needs of the specific area.

A Specific plan must provide for the systematic implementation of the General Plan. The Specific Plan must include a text and a diagram or diagrams which specify all of the following in detail:

1. The distribution, location and extent of the uses of land, including open space, within the area covered by the Plan.
2. The proposed distribution, location and extent and intensity of major components of public and private

transportation, sewage, water, drainage, solid waste disposal, energy and other essential facilities proposed to be located within the area covered by the Plan and needed to support the land uses described in the Plan.

3. Standards and criteria by which development will proceed and standards for the conservation, development and utilization of natural resources, where applicable.
4. A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs 1, 2, and 3.
5. A statement of the relationship of the Specific Plan to the General Plan.
6. The Specific Plan may address any other subjects which in the judgement of the Planning Commission are necessary or desirable for implementation of the General Plan.

Figure 2
Planning Area

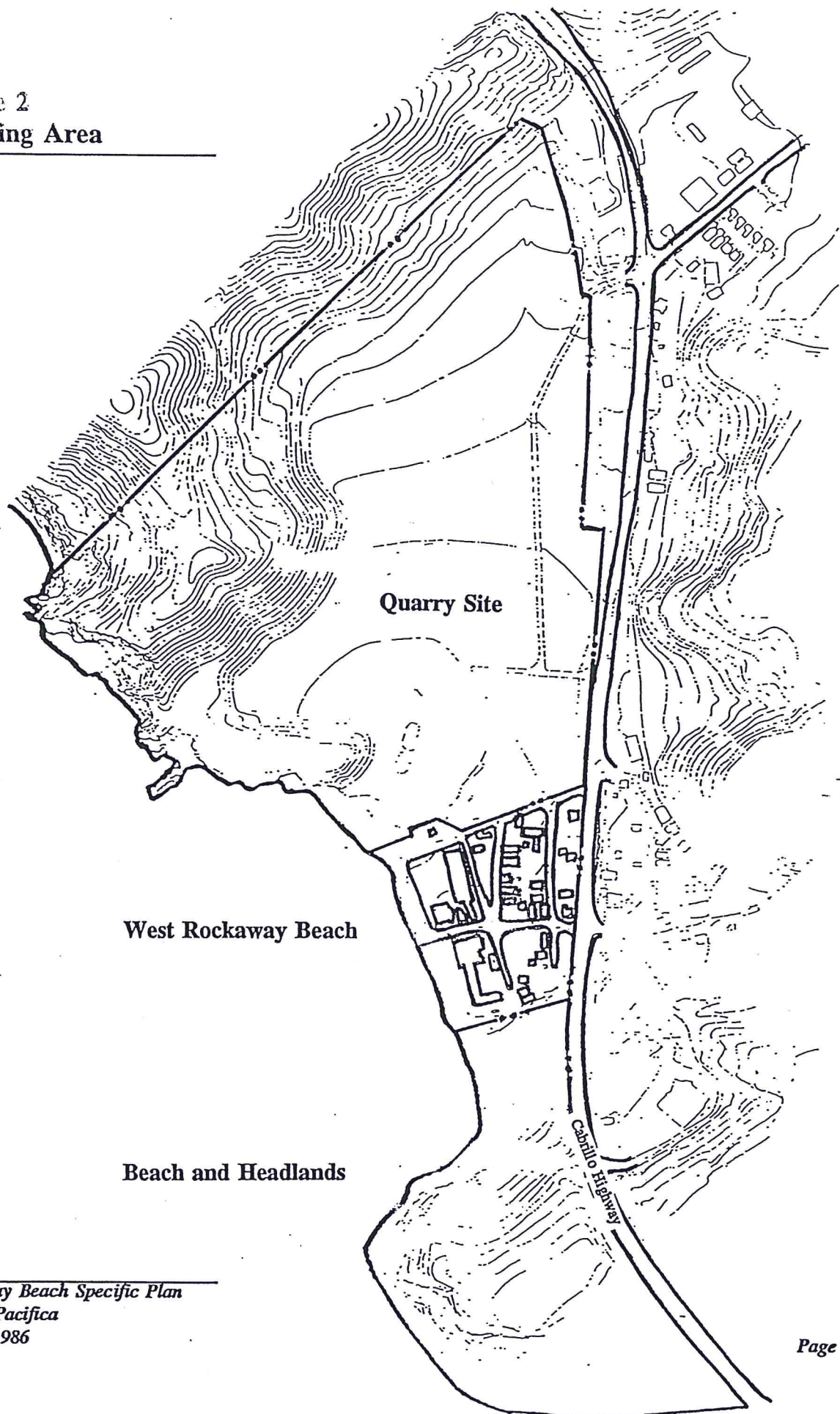


Figure 3
Parcelization and Ownership
April 1985

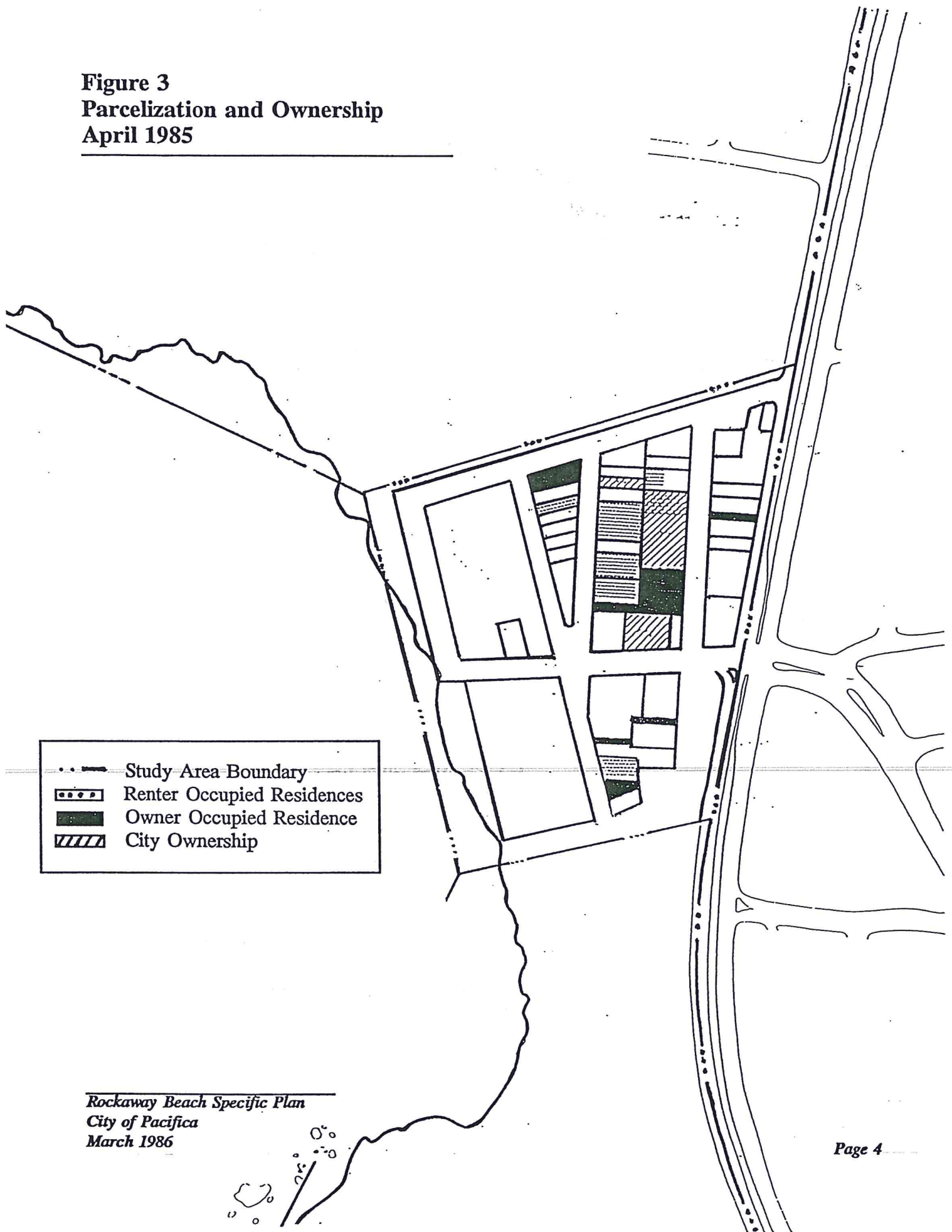


Figure 4
Existing Land Use
April 1985

Quarry





- | | |
|---|-------------|
|  | Residential |
|  | Commercial |
|  | Restaurant |
| 4 | Dwelling |
|  | Vacant |

Figure 5
Existing Zoning

C-3 Service Commercial District
plus Hillside Preservation District

C-1 Neighborhood
Commercial District

CR Commercial Recreation District
plus Hillside Preservation District

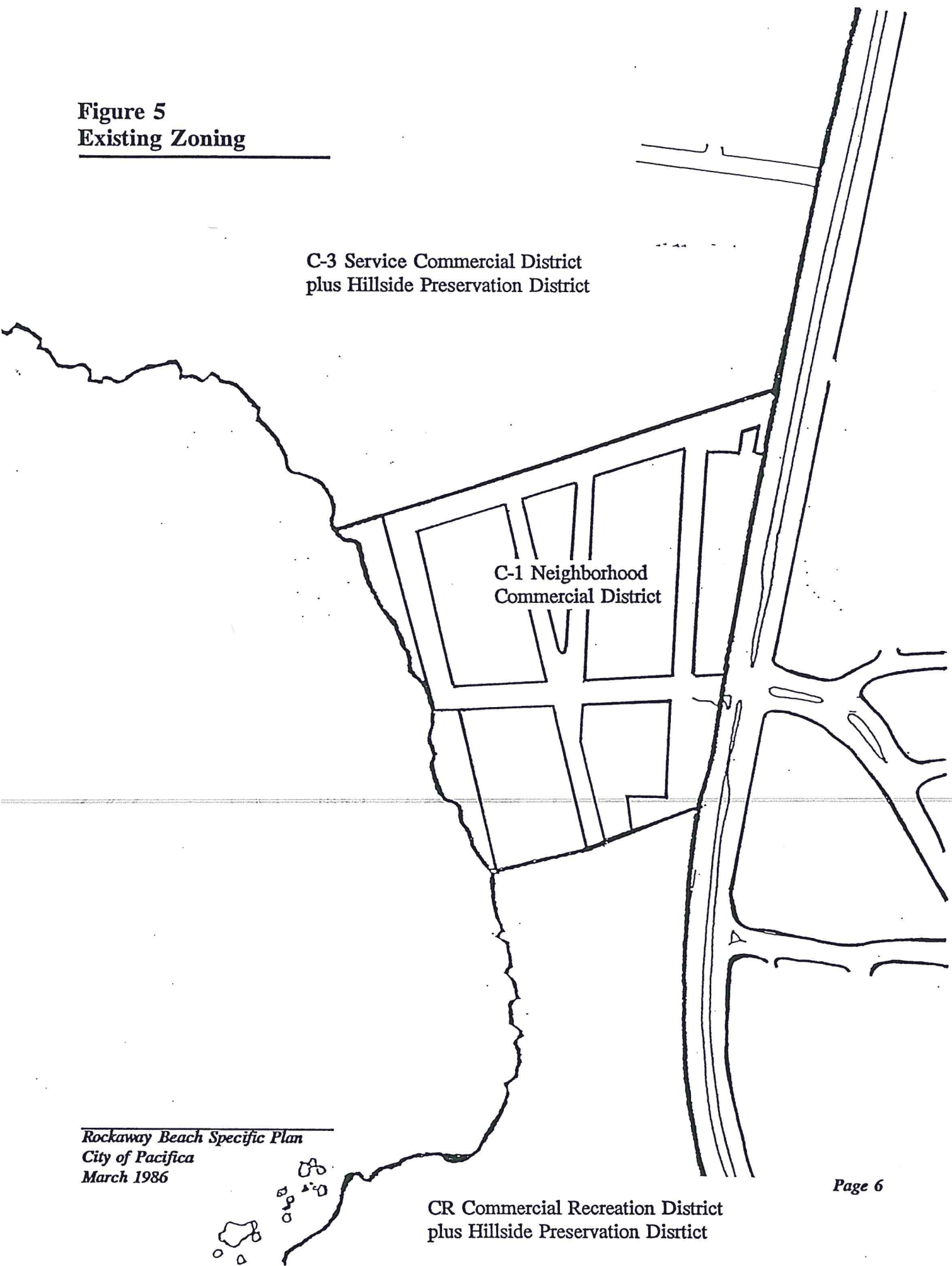
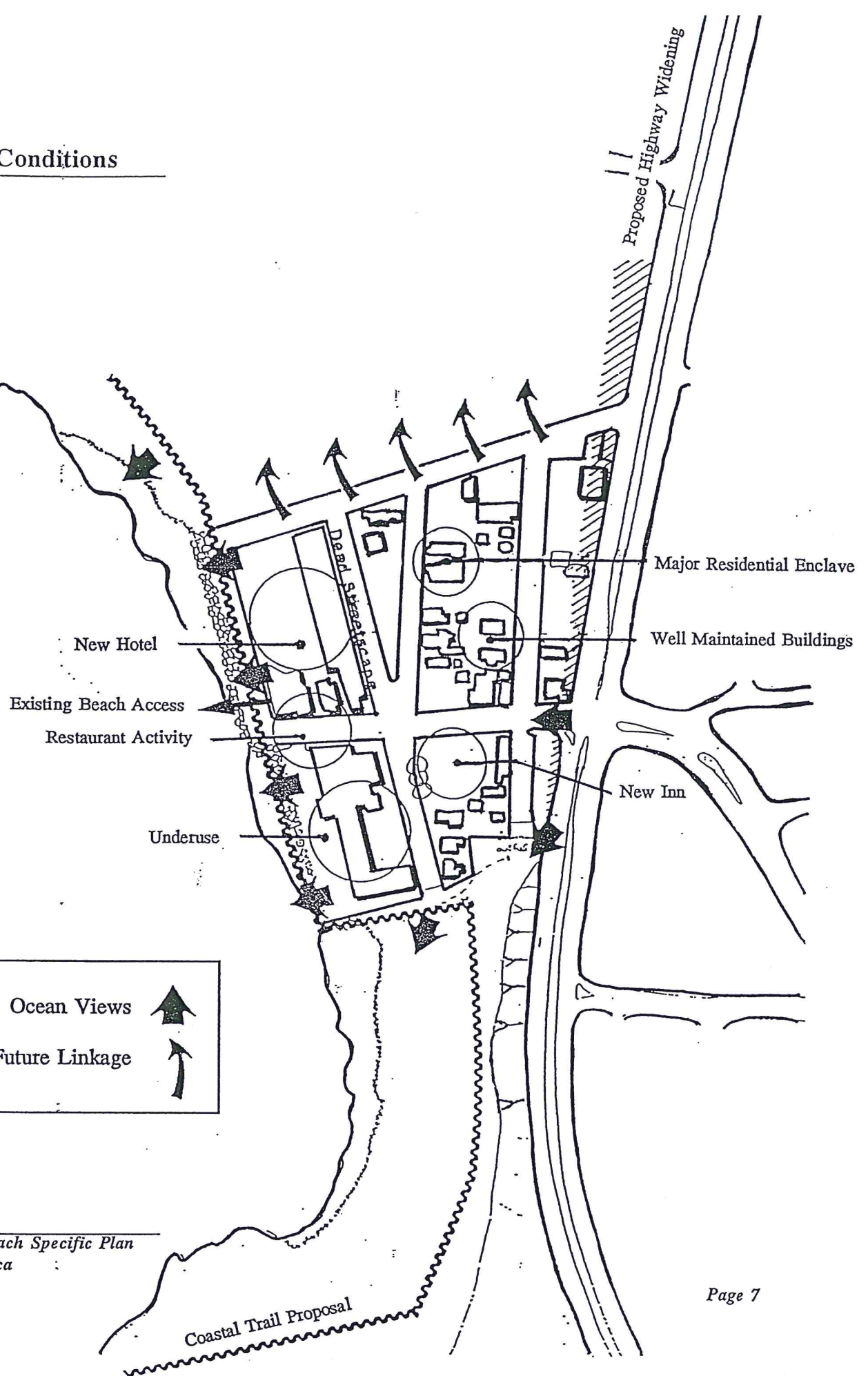


Figure 6
Existing Conditions



CHAPTER TWO

OVERALL PLAN OBJECTIVES

A series of factors and conditions dictate a need to establish explicit, consistent and aggressive directions for the future development of property in the Rockaway Beach area. The high level of accessibility provided by Highway One, along with the area's unique oceanfront setting, give it a special value and importance which should be recognized and properly nurtured. At the present time, however, current land uses, structures and parcelization reflect conditions which predate present opportunities. This inconsistency has been recognized to a limited extent by private sector real estate activities which are consolidating small parcels for visitor commercial development proposals and encouraging upgrading activities in the area. It has also been recognized by local policy makers responsible for guiding the development of the area by their decision to prepare a specific plan for the area and to seriously consider a redevelopment plan.

The overall goal of this plan is to stimulate and attract quality private investment in this area thereby improving the City's economic health and tax base while strengthening the overall image and attractiveness of the area.

Set forth on the following pages is a set of overall objectives addressing land use and development, circulation and parking, and physical appearance. These objectives are intended to clarify the public intent for the area and thereby provide a clear and consistent foundation for the provisions of the specific plan.

2.1 LAND USE AND DEVELOPMENT

1. Provide for visitor serving commercial activities which upgrade the physical character of the area.
 2. Discourage industrial and auto service and repair uses, especially in the west Rockaway Beach Sub-Area, in order to improve the area's desirability for pedestrian oriented commercial activities. Light manufacturing, research and development uses may be appropriate in part of the Quarry Sub-Area.
 3. Encourage property consolidation and discourage small and separate parking lots in the West Rockaway Beach Sub-Area in order to achieve an integrated development pattern and retail continuity.
 4. Preserve and enhance existing housing that is not contrary to needed economic development and is able to be successfully rehabilitated.
 5. Eliminate existing housing which precludes a successful visitor serving commercial area.
 6. Encourage mixed use commercial/residential development.
 7. Provide for cultural, social and recreational amenities and activities which enhance future vitality of the area.
-
8. Encourage public access and recreation activities for visitors consistent with the adopted Coastal Land Use Plan.

2.2 CIRCULATION AND PARKING

1. Encourage centralized and on-street parking in close proximity to future commercial uses within the West Rockaway Beach Sub-Area.
2. All required parking within the Quarry Sub-Area shall be provided in well landscaped off-street facilities.
3. Achieve automobile and pedestrian connections between the Rockaway Beach community and future development on the quarry site.
4. Provide for internal automobile circulation which enhances rather than detracts from the future vitality of the area.
5. Encourage an internal network of walkways and small scale pedestrian spaces including informal park-like areas, small plazas and beachfront recreation areas.
6. Provide for a continuous bikeway and walkway system which will connect this area with adjacent coastal areas.
7. Add beach parking north and south of West Rockaway Beach consistent with the adopted Coastal Land Use Plan.

2.3 PHYSICAL APPEARANCE

1. Encourage high quality design in both public and private developments including buildings, landscaping, signing and street lighting.
2. Enhance opportunities for views of the ocean and natural coastal formations.
3. Achieve relief from inclement weather in the design of public and semi-public improvements.
4. Ensure that future major public improvements, such as any modification to Highway One, enhance rather than detract from the appearance and economic success of the area.

CHAPTER THREE

DEVELOPMENT PROVISIONS

The Rockaway Beach Specific Plan proposes concepts which carry out the basic planning objectives identified earlier. The specific plan boundary includes three distinct subareas which are treated quite differently in terms of detail, but with results that are intended to create overall compatibility.

The focus of attention in this plan is the central Rockaway Beach area. It is the geographic center of the planning area and requires the most consideration and effort due to its existing use mix, parcelization and character. This area also includes residents and businesses which desire and deserve special attention in any future plans.

3.1 LAND USE

The primary land use designations called for in this area include visitor commercial, mixed use, business commercial, open space/recreation and parking. The visitor commercial and mixed use activities are clearly intended to be the ultimate predominant uses, but the plan does call for the encouragement of new office employment on portions of the quarry site. The encouragement of use mixes, including either offices or residences over shops, is intended to create a diversity of activities in the area. Centralized parking is called for to reduce or eliminate many small and separate parking lots in the future. Public beach parking areas are also

recommended. Other public facilities include pedestrian walkways and plazas. The open space/recreation category is intended to encourage either publicly owned open space or highly restricted private activities.





The land use boundaries and parking locations shown on Figure 7 are not intended to be absolutely precise but rather describe general relationships. Those areas shown for parking may be either acquired or required to be dedicated as a condition of approving private development.

It is important to emphasize that the proposed land use plan shown in Figure 7 will not occur all at once. A careful and logical phasing of future change is critical to the success of the plan. The City will maintain control over the design and physical integration of new development into this area. In addition, the City will make every reasonable effort to protect owner-residents from premature redevelopment.

The Quarry owner has submitted a market study which has been reviewed by the City concerning economic aspects of development of the Quarry site. Any such market analyses will be considered in the planning process once a development proposal has been submitted for the site.

State law authorizes cities to enter into development agreements with property owners providing for development of property in

Figure 7
Land Use Boundaries and
Parking Locations

Mixed Use	
Visitor Commercial	
Open Space/Recreation	
Parking	P
Business Commercial	

DESCRIPTION OF USES

Mixed Use

This land use category is intended to allow activities such as lodging, restaurants and retail goods and services which enable visitors to enjoy the coastal environment.

Permitted uses include lodging houses and pedestrian oriented retailing. All activities on the ground floor shall be limited to retail and/or personal services. Upper floor uses would include retail, office or residential activities.

Visitor Commercial

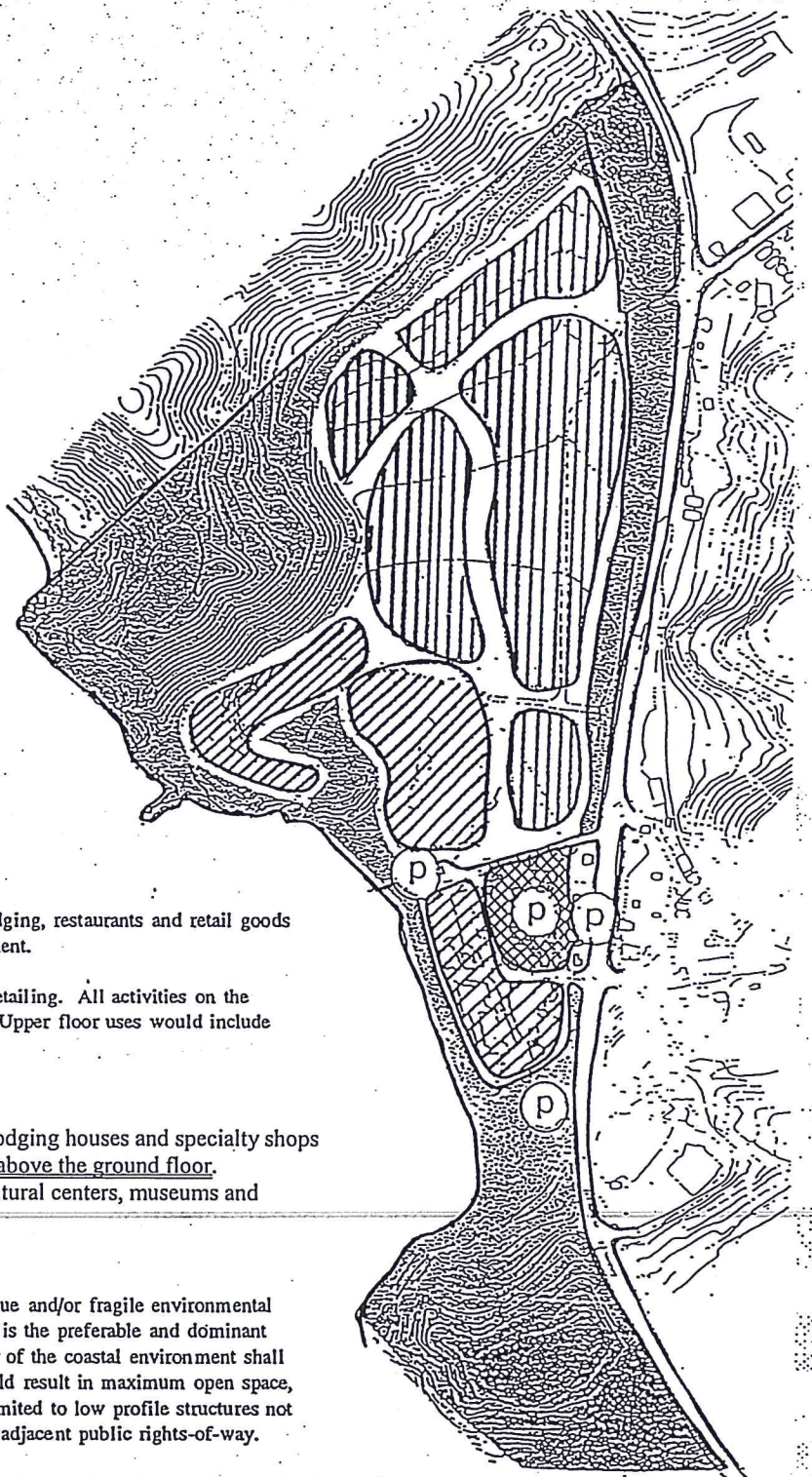
Allowable uses would include restaurants, motels, hotels, lodging houses and specialty shops associated with these uses, and office uses located entirely above the ground floor. Other permitted uses include sports or athletic facilities, cultural centers, museums and other similar activities.

Open Space/Recreation

This land use category is limited to areas having high scenic value and/or fragile environmental characteristics. While open space for public use and enjoyment is the preferable and dominant activity, commercial uses that are in harmony with the character of the coastal environment shall be conditionally permitted. Such commercial development should result in maximum open space, public access and usage, extremely low building coverage, be limited to low profile structures not located on prominent ridgelines and preserve scenic vistas from adjacent public rights-of-way.

Parking

This use category is intended to allow commercial activities that provide employment and services to the community, but might be inappropriate in the Rockaway Beach neighborhood. Such commercial activities that would be encouraged include new office, business and research enterprises and financial institutions. Visitor commercial activities are also allowed and encouraged in the Business Commercial area.



accordance with the development agreement. A development agreement may be an appropriate implementation tool for the area governed by the Specific Plan especially in the Quarry area where large-scale development is likely to occur over a number of years.

3.1.1 Relationship to General Plan and Coastal Land Use Plan

Because a specific plan includes the detailed regulations to implement the General Plan, the land use description contained within the General Plan and the Coastal Land Use Plan (LUP) is incorporated herein. The Quarry is designated "Special Area" to promote integrated, planned and well designed use of the site. Visitor serving commercial uses are encouraged, however, offices and neighborhood serving commercial activities are also permitted to add balance and to attract off-season users. It is recognized that a site the size of the Quarry property must include a mix of commercial uses, including those serving visitors and the local community as well as employment opportunities.

The General Plan and LUP suggest two uses which are not included in the Specific Plan. It is suggested that plans to develop the Quarry should include a study of its marina potential. Studies undertaken by the Quarry owner indicate that such use is not feasible. As required, developed public beach access and public beach

parking will be designed into the commercial development instead.

High density residential use is also suggested in the General Plan and LUP for upper areas of the Quarry with slopes less than 35%. The purpose of such residential development would be to reinforce commercial and employment opportunities and to provide some affordable housing. The Quarry is zoned for commercial uses pursuant to an ordinance adopted by initiative. Under State law and the terms of the initiative ordinance, the zoning for the Quarry site cannot be amended to permit residential uses unless an initiative measure is approved by the voters permitting residential uses. However, residential uses may be appropriate for portions of the Quarry if an initiative measure is approved permitting such use. The density, location and other elements relative to residential use of the Quarry would be determined by evaluation of those specific residential project proposals which are consistent with and permitted by a future initiative measure.

The above-described marina and residential uses are suggested in the LUP, but not required. The proposed mix of visitor-serving uses and business commercial uses will be refined following completion of a market study in conjunction with a review of a development plan for the Quarry. A mix of business commercial and visitor commercial uses is

necessary to ensure success of the development.

As described in the Plan Conclusions section of the LUP for Special Areas, flexibility is important in development of the sites. The Plan Conclusions state that visitor-serving commercial uses be given priority in the coastal areas. The proposed location of visitor-serving commercial uses in the Quarry gives such priority through the proposed beachfront location. The remaining areas of the Quarry property are less suited to coastal uses since the majority of the property is separated from the ocean by the Quarry slopes. Visitor-commercial uses are, however, also encouraged in the Business Commercial area.

It is recognized in the LUP that both visitor facilities and visitor use have been limited in Pacifica due to weather patterns. Studies have indicated that development will depend on resident support, as well as visitor support, for success. The slow growth of commercial development demonstrates the need for projects which mix resident and visitor serving development with employment generating projects. The inclusion of new opportunities for employment will provide support for new and existing businesses. In addition, the quarry property represents one of the only available sites for large new commercial development.

The west side of the ridgeline of the Quarry property is designated in the

General Plan and LUP as "Greenbelt". The "Greenbelt" definition reads: "Publicly owned open areas, not intended for developed public recreation use. Most of these areas are very steep, geotechnically hazardous, or both". The Specific Plan shows the slopes of the Quarry and the western area as "Open Space/Recreation". As described in Figure 7, open space for public use is the dominant allowable activity; however, limited commercial uses may also be permitted. The land use description recognizes the fragile environmental characteristics and restricts development in such a way that environmental protection and compatibility goals are met. Portions of the Quarry property which are in private ownership are thus consistent with the General Plan and LUP "Special Area" designation.

The General Plan and Coastal Land Use Plan narrative for the West Rockaway Beach neighborhood was amended in 1985. The narrative specifically calls for development as described in the Specific Plan. The success of the proposed visitor serving commercial uses in the neighborhood will be partially dependent upon limiting competition from similar development in the quarry and upon adding to the demand for retail uses through provision of additional employment generating uses. Permitted land uses in the Rockaway Beach neighborhood include visitor commercial and mixed use consistent

with the General Plan and LUP description.

The Headlands property is designated in the Specific Plan as Open Space/Recreation. The General Plan and LUP narrative indicate that south of the Rockaway Beach neighborhood and below the ridge of the Headlands, visitor-serving commercial and recreational use would be appropriate. The documents state that development of the highly visible site should be consistent with the geotechnical, visual, and access policies of the LUP. The remainder of the Headlands property is designed as "Special Area." Because of its value as a vista point, importance to coastal views, value as a recreation area, and susceptibility to erosion, the area has been designated as a high priority for public acquisition. However, in the absence of public acquisition, the General Plan and LUP allow visitor serving commercial use provided that it is low intensity, built into the hillside, and designed with a sensitivity to geologic, habitat, scenic, and safety needs of the site. Such low profile development would be required to be located below the prominent ridgeline.

The Specific Plan designation of Open Space/Recreation, as described in Figure 7, is consistent with the General Plan and LUP narrative. As indicated in Figure 5, Existing Zoning, both the quarry property and the Headlands property have an overlay zoning designation of Hillside Preservation District (HPD). Pursuant to the City's Growth Control Ordinance, the HPD overlay cannot be deleted or revised during the life of the Growth Control Ordinance. The effect of the HPD is to limit land coverage and grading based on the average slope of a parcel and to stipulate a development process. The City's regulations for the Hillside Preservation District are herein incorporated by reference. It should also be noted that the property owner will likely request a Variance to exceed the maximum coverage permitted by the HPD regulations. Such Variances have been approved in the past for properties previously disturbed by quarry operations or severe grading activities. The quarry property is anticipated to be a prime area for commercial development because of its size, location, topography, and coastal views.

3.2 AUTO CIRCULATION AND PARKING

Circulation and parking within the Rockaway Beach area includes the integration of automobiles and pedestrians in a manner which minimizes congestion and safety hazards while also encouraging a successful pedestrian-oriented visitor serving area. The provisions for circulation and parking are incorporated into policy diagrams and typical roadway and pedestrian area designs.

Caltrans is completing its plans for proposed improvements to Highway One adjacent to the planning area. This plan assumes two possible futures for the highway frontage. One possibility, that is shown on the diagram, is for the highway widening to eliminate existing businesses fronting the highway and for the residual property to be landscaped. This first possibility would allow parking to be provided along Old County Road. The second possibility is to assume that the commercial activities along the highway remain. The decision on the future of this frontage will be determined when the highway widening plans are acted on.

The plan calls for the ultimate closing of a few streets as vehicular roadways. Maitland Road north of Rockaway Beach Avenue is to be vacated. Retail shops would be developed on both sides of Dondee with buildings on the west side of the street visually

screening the existing motel parking structure on Maitland. The existing frontage road along the ocean is proposed to be closed to vehicular traffic and will serve as a pedestrian promenade. Centralized parking is mandated by the plan to serve future visitor commercial activities in the block north of Rockaway Beach Avenue. Public beach parking is proposed at two locations. The plan sets forth an oceanfront walkway system which could ultimately connect with a similar pedestrian network in adjoining beachfront areas. There is also a proposal calling for a central public plaza on, or close to, Rockaway Beach Avenue (described in Physical Design and Intensity section). As shown on the roadway design section, portions of Rockaway Beach Avenue are proposed to be widened to a 70-foot right-of-way.

Centralized commercial parking is called for on the existing City-owned property adjacent to Old County Road. A two-story, three level parking structure on this site could accommodate approximately 120 autos. Additional future parking is also proposed to be provided on both Old County Road and Rockaway Beach Avenue. All of the above-described parking would serve future development in the area bounded by Rockaway Beach Avenue, Old County Road, San Marlo Drive and Maitland Road (Blocks 3 and 4 on the Summary of Development Potential shown on page 29). Before future development is allowed on these two

blocks, the necessary amount of required centralized parking would have to be provided. Surface parking may be provided on the City-owned property described above prior to construction of the parking structure. The overall parking demand from future development permitted on these blocks shall not exceed the supply provided within the centralized facilities. Since most new or expanded use will not be providing parking on site, developers will be required to contribute toward the cost of centralized parking improvements.

Centralized parking is strongly encouraged in the area south of Rockaway Beach Avenue, although it is not mandated or specified for any particular site or configuration. At the present time, the private parking lot adjacent to Nick's Restaurant and Motel is providing parking for both beach users and some of the customers of restaurants in the vicinity. Property owners in this area should work together on concepts of expanding parking supply and the City should encourage such activities.

No access is available from Highway 1 to the Headlands property. Vehicular access can only be provided in coordination with Caltrans and adjacent private property owners. Access from the south side of the Headlands is recommended in the Coastal Land Use Plan because it would be less obtrusive, less steep and could provide needed public access to the north end of San Pedro Beach.

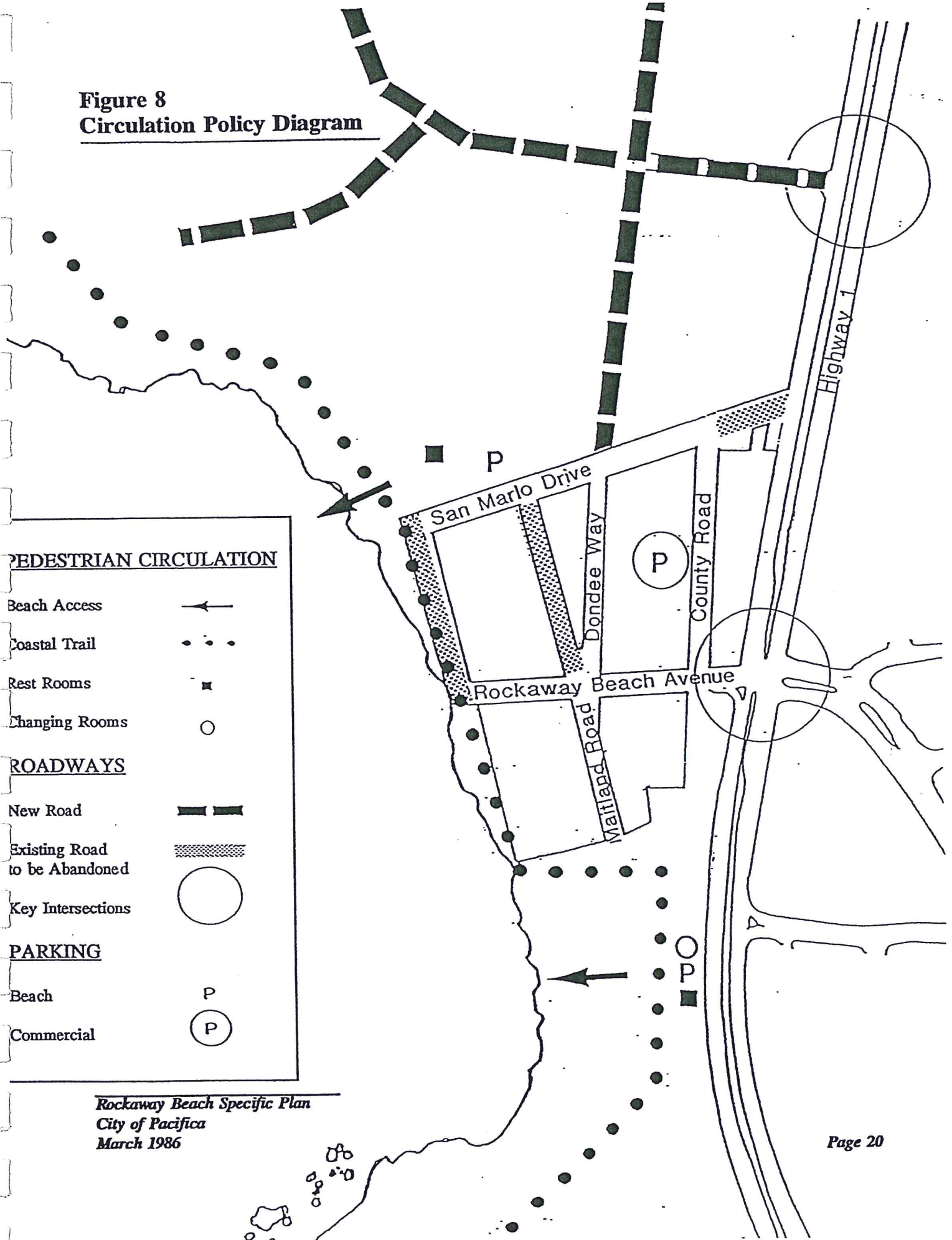
The LUP states that such access would be preferred, however, since the Headlands property is held in two separate private ownerships, one on the south side and the other on the north side, individual access options should be pursued to avoid grading across the ridgeline for a road.

Specific criteria for this access should be established in an environmental study prior to development. However, grading for the roadway should be restricted in amount and location to those areas necessary for a right-of-way which meets and does not exceed safe emergency and passenger vehicle access requirements. The access road should be located and designed to avoid construction of additional protective devices during its useful life, taking into account the geology of the roadbed itself and adjacent unimproved areas. The roadway should incorporate measures which respect adjacent secondary and primary habitat areas, including but not limited to: channeling surface drainage facilities or facilities required as part of any attendant proposed development; catch basins to trap pollutant and sediment runoff as part of such facilities; provision for an adequate vegetation buffer between the roadway and any identified habitat area and reclamation of adjacent areas disturbed prior to or during roadway construction in a manner which enhances the habitat value of such areas. The roadway should include safe pedestrian trail facilities connecting with access to the vista

point and be sited and designed to respect coastal views by avoiding excessive vertical cuts or padding for roadbed construction. The roadway

should be located near or below existing grade and be adequately landscaped to meet the intent of these provisions.

Figure 8
Circulation Policy Diagram



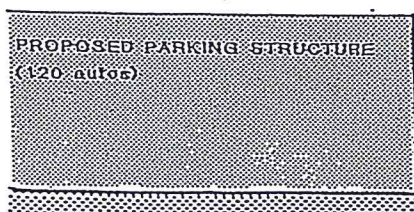
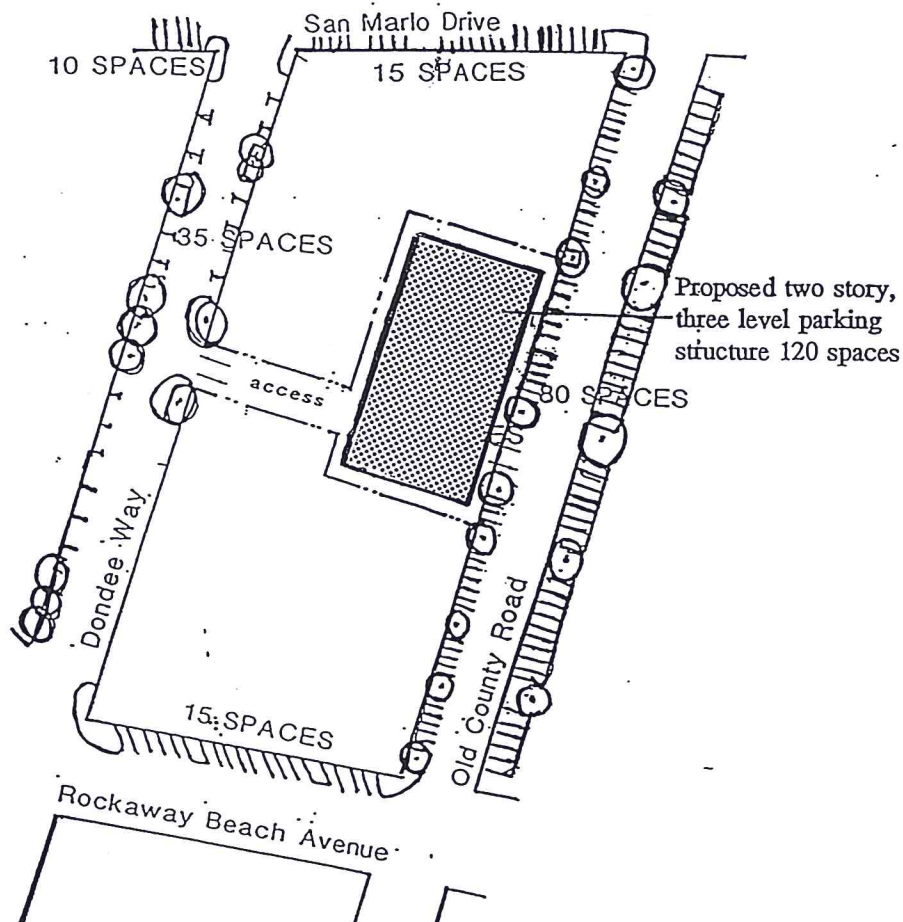
Centralized Parking North of Rockaway Beach Avenue

Total # of centralized parking spaces:

on-street: 155
in structure: 120

Total: 275 spaces

Assuming a parking ratio of 1 space for each 250 square feet of net rentable retail floor area, this centralized parking could serve approximately 84,000 gross square feet of development.



3.3 PHYSICAL DESIGN AND INTENSITY

This plan establishes certain physical appearance objectives in the following areas: (1) form; (2) height and mass of buildings; (3) pedestrian circulation; 4) landscape; (5) view preservation and enhancement; (6) signage; and (7) building design. Provisions addressing these factors are set forth in a combination of text and graphics. They establish an explicit and consistent design concept for the Rockaway Beach Area and provide future developers with an adopted set of requirements to guide them in their design decisions. Such guidelines should form a consistent and non-arbitrary basis for future decisions of the City on development issues.

The City's maximum building height is 35 feet. For the West Rockaway Beach planning area, two height standards are specified. Two stories shall be permitted outright; however, three stories may be permitted if a finding can be made that such height: (1) will not restrict coastal view potential from Highway 1 more than would a two-story structure; and (2) will provide an increase in public open space over and above that which would have normally been provided. Building height should be varied to help maintain an appropriate scale for the neighborhood.

For the headlands sub-area, one story shall be permitted outright and two

stories may be allowed based on the above criteria.

Building heights in the quarry sub-area should be varied to provide diversity in appearance as described for West Rockaway Beach; two and three stories may generally be permitted. Considering the size of the site and the backdrop of hills, a building height limit greater than three stories for a single building or site could meet the above criteria.

At the present time, existing vegetation and buildings preclude most coastal views from Highway 1 as it parallels the planning area. Views through the quarry property are primarily blocked by vegetation while existing buildings impair coastal views through the Rockaway Beach sub-area. The elevation of Highway 1 increases as it progresses to the south, thereby opening up limited views of the headlands property and the beach through the Rockaway Beach neighborhood. The primary view from the highway is of the beach and Headlands and can be seen from the highway immediately south of the developed portion of the Rockaway Beach neighborhood. Existing views are shown on Figure 6.

The height and placement of future buildings and improvements shall attempt to open views of the ocean and natural coastal formations wherever possible. It is expected that heavy landscaping will be required for development of the quarry sub-area,

thus continuing to restrict the limited view potential of that area. However, the open hillside and reclaimed quarry slopes will contribute to the overall viewshed.

Views through the Rockaway Beach neighborhood are also limited by the topography and existing development. The specific plan calls for improvement of Rockaway Beach Avenue into a more attractive view corridor through commercial development and landscaping to the ocean and a beach promenade. As Highway 1 gains elevation, views of the headlands sub-area should continue to remain available.

The form and spacing of buildings within a particular development area shall be sufficient to maintain necessary pedestrian and vehicular circulation, retain reasonable solar access to major public or private outdoor areas or pedestrian paths, and provide visual privacy to residential uses. The public open spaces shall integrate a variety of public gathering areas with informal landscaped areas to maintain continuous pedestrian circulation.

The addition of vegetation in the Rockaway Beach area will greatly enhance the attractiveness of the area. Trees, shrubs and ground cover should serve as unifying elements while also establishing needed softening of the present rather bleak visual environment.

Calera Creek should be integrated into the quarry development as a design amenity. Consistent with the Coastal Land Use Plan conclusions, riparian vegetation shall be enhanced and an appropriate buffer zone shall be provided.

Directional signing within the Rockaway Beach area should be sized and designed to adequately convey information needed by motorists entering and leaving the area. Business signing shall be designed as a part of the building and landscaping and not as unrelated objects. No advertising signs (billboards) shall be permitted in the planning area.

The appearance and character of an area is produced by the combination of building mass and height, the scale of exterior spaces formed by the buildings, type of landscaping, signage and visual relationships to adjoining areas, each of which has been specified above. The final factor influencing appearance is the specific design of buildings and the manner in which various materials, forms and colors are employed. Great variations of materials, forms and colors can result in a sense of chaos or, conversely, little variation often produces a sense of drabness or barrenness. It is important, therefore, to establish an overall framework to guide the design of individual buildings in a way which helps produce an attractive and enjoyable setting. Building design should be

coordinated to the extent necessary to achieve design compatibility.

3.3.1 Development Standards

The following standards will be used to regulate site planning and design of specific projects:

Minimum Lot Area and Lot Width: 10,000 square feet and 100 feet. This standard is intended to encourage site assembly and larger scale development in the area. Development may be conditionally permitted on smaller lots if abutting developed properties preclude consolidation to meet the minimum standards.

Grading: Blend any proposed grading with the contours and contour round all proposed cut and fill slopes both horizontally and vertically.

Landscaping: Size landscaping so that a mature appearance will be attained within a short period of time. The size of some of the trees may be required to exceed the usual minimum standards. Provide landscaping adjacent to Highway 1 in order to provide an intense greenway that does not block coastal views from motorists. The City has established a tree planting and maintenance trust to provide larger trees. A coordinated landscape treatment shall be provided for the streets in Rockaway Beach.

Intensity: The amount of gross floor area allowable on each site shall not exceed the standards specified in the

section dealing with development potential (page 16).

Parking: Parking requirements for specific uses shall be as listed below; however, general standards and parking requirements for uses not described below shall be as specified in the Citywide Parking Ordinance.

Retail and office: One (1) parking space for each 300 square feet of gross leasable area.

Restaurants and bars West Rockaway Beach: One (1) parking space for each 100 gross square feet of customer area, plus one (1) space for each 200 gross square feet of all other floor area.

Quarry and Headlands: One (1) parking space for each 50 gross square feet of customer area, plus one (1) space for each 200 gross square feet of all other floor area.

Hotels: One (1) parking space per room.

Residential: One (1) parking space per bedroom.

Off-site parking is encouraged to be located within centralized lots or structures. For the area north of Rockaway Beach Avenue, the Redevelopment Agency passed a resolution on December 8, 1986 which established an in-lieu parking fee to help pay for the centralized lot proposed in the northeast block.

Property owners planning to build or expand south of Rockaway Beach Avenue are encouraged to develop shared parking facilities.

Building Design: Coordinate all facades of each building's exterior design with regard to color, materials, architectural form and detailing to achieve design harmony and continuity. All vents, gutters, downspouts, flashings, electrical conduits, etc., are to be painted to match the color of adjacent surfaces.

Roofs: Gable or hip roofs are strongly encouraged on all buildings within the West Rockaway Beach sub-area. This will give the area a special identity and minimize a bleak appearance as seen from the highway. Exposed mechanical systems should be screened so as to be unobtrusive. Coordinate roof shape, color and

texture with the treatment of the perimeter walls.

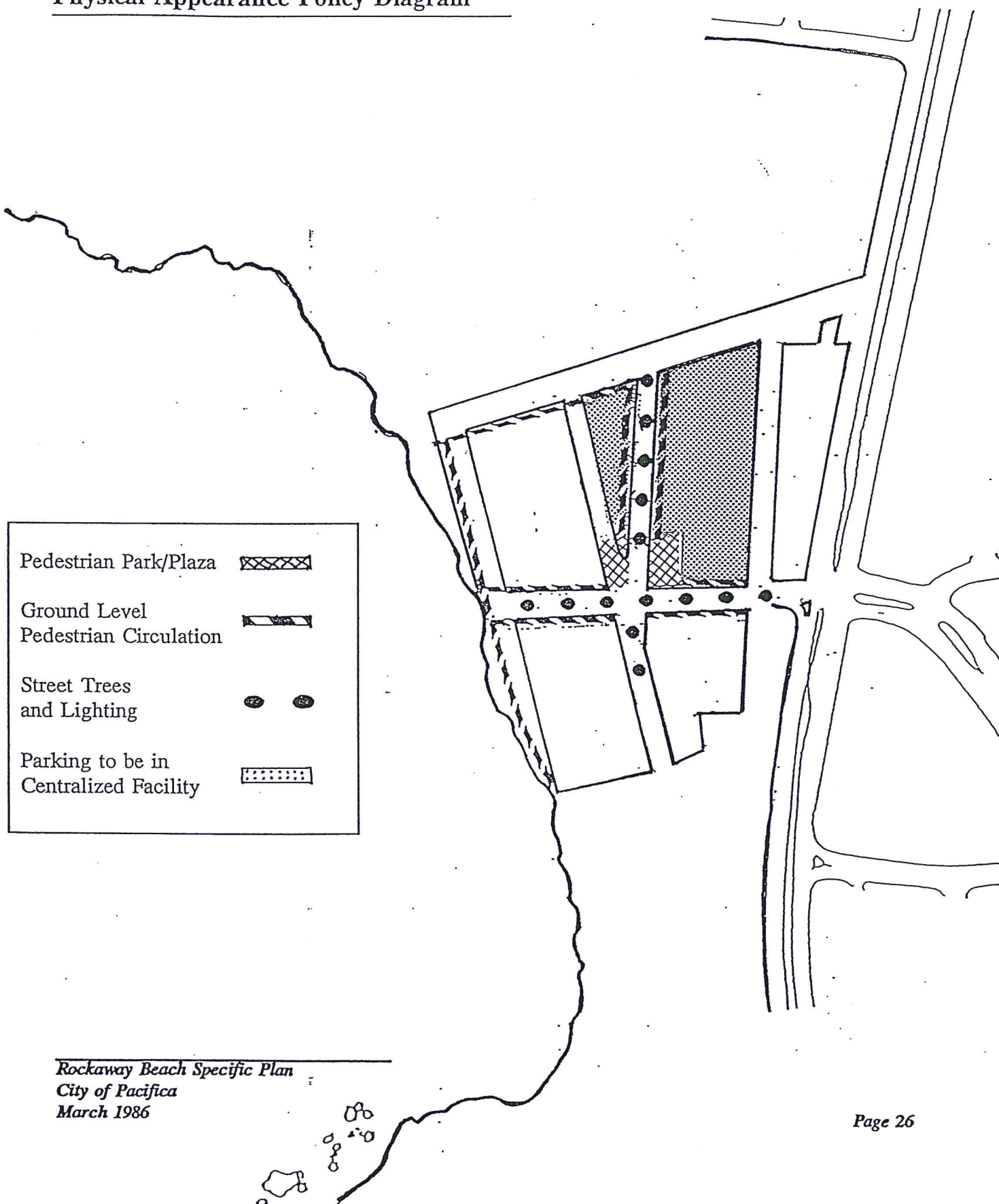
Private Open Space: Climate protection and coastal views shall be provided for in the design of exterior balconies and private plazas.

Exterior Lighting: Shall be architecturally integrated with the building style, materials and colors.

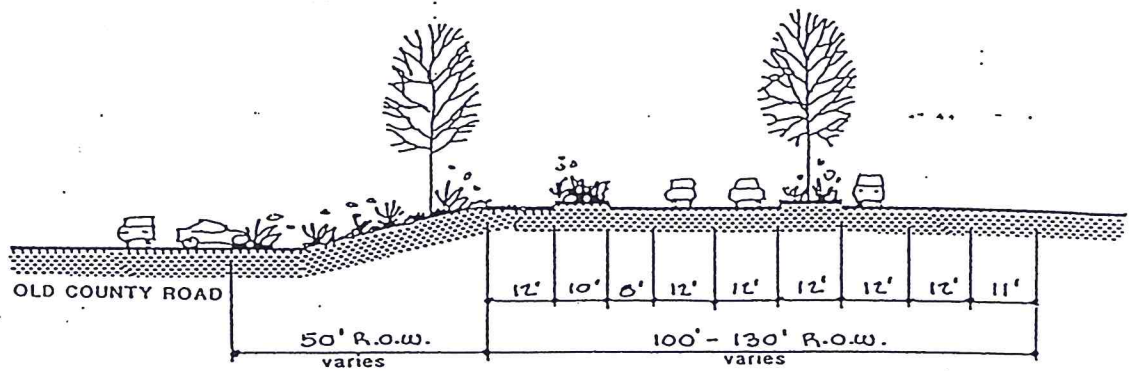
Screening: Exterior trash and storage areas, service yards and utility boxes shall be screened from view of nearby streets and pedestrian areas.

Signs: Maximum of 1 square foot of sign face for each 2 feet of street frontage. No roof signs will be permitted. No sign or lighting will move. Signs are encouraged to be placed on buildings; however, monument signs may be approved, if appropriate.

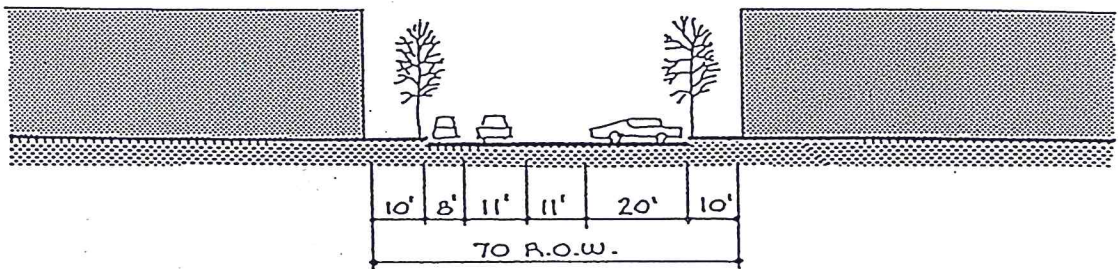
Figure 9
Physical Appearance Policy Diagram



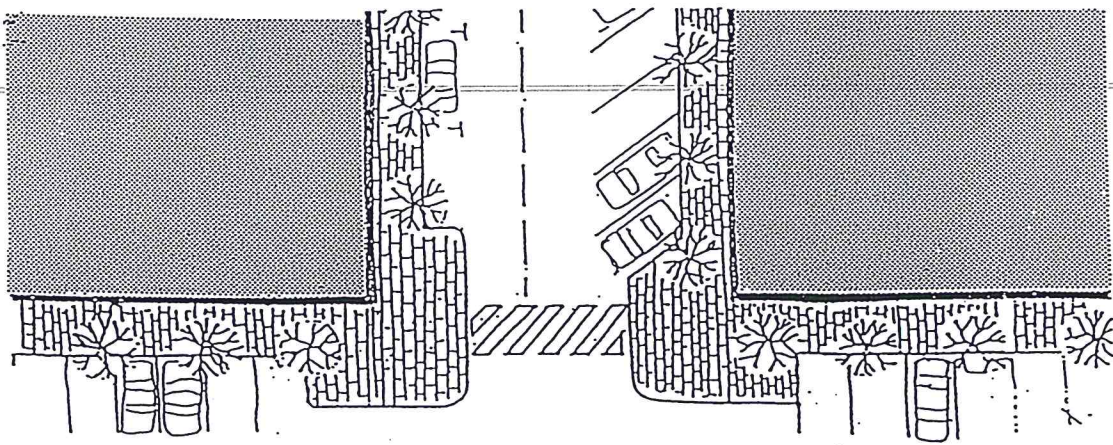
Roadway Design



Highway 1 (north of Rockaway Beach Avenue)



Rockaway Beach Avenue



3.3.2 Development Potential

The development potential for each area has been derived from such criteria as:

1. Topographic and/or natural features;
2. Future parking needs; and
3. Desired character of future development.

The West Rockaway Beach Sub-Area is intended to be a tightly knit pedestrian oriented commercial village of consistent intensity. Given the parking potential discussed earlier (page 20), the maximum floor area to lot area ratio (FAR) permitted on developable parcels on block 3 and 4 is 65%. In order to maintain some consistency of building scale within this sub-area, the maximum 65% ratio should also be applied in the remainder of the area. Increases to the 65% maximum shall be considered if additional parking is provided.

The Quarry Sub-Area is characterized by steeply sloping areas, a semi-natural creekway and highly sensitive oceanfront bluffs. This area is intended to have both destination visitor commercial activities and employment uses spread throughout the site but also being clustered so as to minimize impacts on natural amenities. The future development areas should be heavily landscaped to create a park-like setting. A maximum floor area to lot area ratio of 65% is deemed appropriate for the flatter

portions of the site to achieve the above objectives. Increases to this maximum shall be considered if adequate parking is provided.

The Beach and Headlands Sub-Area is the most sensitive portion of the planning area due to its high visibility and public use. The only developable portion of this area is a steeply sloping and prominent bluff. In order to ensure the protection of this highly sensitive area, a maximum floor area to lot area ratio of 5% has been established on the developable portion of the site.

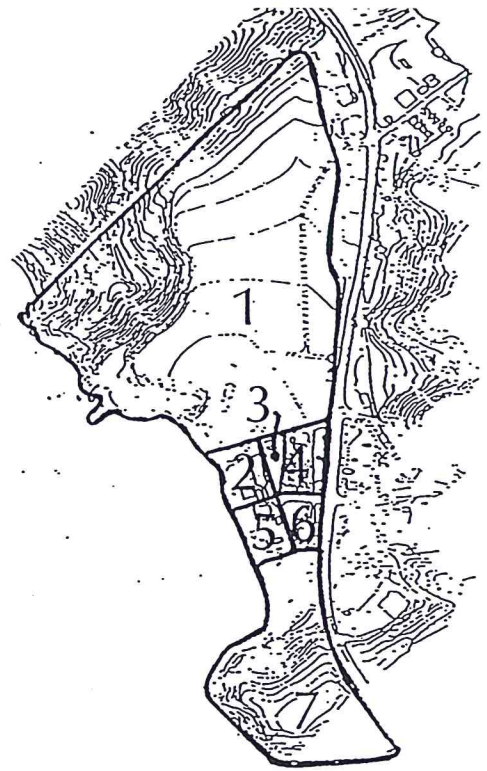
3.3.3 Development Processing Procedures

All development in the Quarry and Headlands subareas is subject to the Hillside Preservation District (HPD) process, including City review and Specific Plan. All new development proposals in Rockaway Beach shall be subject to approval of a Use Permit, Site Development Permit, and Coastal Development Permit.

The Planning Commission and Redevelopment Agency may grant a waiver of the development provisions contained within the Specific Plan only when all of the following findings are made:

1. That the granting of such a waiver will not, under the circumstances of the particular case, materially affect adversely the health or safety of persons

Table 1
Summary of Development Potential



Development Page 29 Area	Total Area (acres)	Development (acres)	Maximum Floor Area to Lot Area Ratio	Visitor Comm. (gross s.f.)	Business Comm. (gross s.f.)	Total (gross s.f.)
Quarry Site						
1	117.0	75.0	65%	850,000	1,275,000	2,125,000
West Rockaway						
2	2.0	2.0	*	-	-	-
3	1.0	1.0	65%	30,000	-	30,000
4	2.5	2.0	65%	55,000	-	55,000
5	2.0	2.0	65%	55,000	-	55,000
6	1.0	1.0	65%	30,000	-	30,000
Beach and Headland						
7	15.0	5.0	5%	10,000	-	10,000
TOTAL NEW DEVELOPMENT						2,305,000

* A 92-unit hotel is under construction in Area 2 and, therefore, no additional development potential is shown.

residing or working in the neighborhood of the subject property and will not, under the circumstances of the particular case, be materially detrimental to the public welfare or injurious to property or improvements in the area;

2. That the project is consistent with the overall Plan objectives and that the project will promote the goals and purpose contained therein.

All proposed signs shall be included with the planning permit applications.

The Planning Commission shall make recommendations on permits within their purview to the Redevelopment Agency for final approval. Proposed changes of use of existing buildings will not require Use Permit approval if consistent with the permitted use described in Figure 7. All new or modified signs in Rockaway Beach shall require Site Development Permit approval from the Planning Commission. City projects, including the proposed parking structure are also required to be reviewed and approved by the Planning Commission, Redevelopment Agency and Coastal Commission.

CHAPTER FOUR

IMPLEMENTATION

4.1 REGULATORY CHOICES

The community would appear to have two major tools available to guide and control future development in the Rockaway Beach area - the Specific Plan and the Redevelopment Plan. The adoption of a Specific Plan does not provide any automatic City funding or property consolidation mechanisms, but opportunities do exist for financial assistance and are detailed later in this chapter. Adoption as a Redevelopment Plan provides the additional benefits of tax increments to fund capital improvements as well as a mechanism for conveniently reparceling the land and avoiding difficulties posed by hold-outs and remnant parcels.

4.1.1 Adoption of a Specific Plan

As with general plans, the Planning Commission must hold a public hearing before the planning agency can recommend that its legislative body adopt a Specific Plan (Government Code Section 65351). Notice must be published in a general circulation newspaper, mailed to all owners, or posted in three public places, if there is no newspaper available. After approving the draft, the Planning Commission sends it to the City Council along with the Commissioners' reasons for the recommendation (Government Code Section 65354).

The legislative body may adopt a specific plan either by ordinance or

resolution (Government Code Section 65453). Adoption by ordinance is common when the specific plan amends a development code, zoning ordinance, or other code, and when specific regulatory measures are included. Should the legislative body wish to change a proposed specific plan recommended by the Planning Commission, the change must first be referred back to the Commission for consideration (Government Code Section 65356). If the Commission fails to act on the proposed change within 45 days, it is deemed approved. The same procedure applies to subsequent amendments to the plan.

4.1.2 Administration of a Specific Plan

Adoption of a specific plan confers broad regulatory powers on a City Council. It may establish rules and procedures and may delegate administrative functions to the planning agency (Government Code Section 65450). While the law permits flexibility, nearly all cities and counties with active specific plan programs entrust administration to the Planning Commission.

After adoption, the specific plan has an effect similar to the local general plan. The Subdivision Map Act requires the legislative body to deny approval of a final or tentative subdivision if it is not consistent with a general plan or a specific plan only if the local agency has adopted a complete general plan and the

subdivision is compatible with the objectives, policies, general land uses, and programs in both plans (Government Code Section 66473.5). Enforcement of a specific plan's provisions varies. Some specific plan ordinances state that any violation of the provisions of an adopted specific plan constitutes a misdemeanor and will be prosecuted accordingly. Other local governments rely totally on community willingness to abide by the terms of the specific plan.

4.1.3 Redevelopment Powers

The California Health and Safety Code, in its Community Redevelopment Law provisions, provides the means of planning, reparceling and developing lands which have special development problems. Under the provisions of this law, an overall plan must be prepared for the entire area. The plan must designate the type of land use permitted, the location and type of public facilities needed (such as roads, sewers, storm drains and parks), criteria and standards for development, and the various means of financing the program. An attempt has been made to prepare this Specific Plan so that it could be used as the basic land use policy for the Redevelopment Plan.

To carry out the aims of the Plan, the City Council has established a redevelopment agency. The City council has elected to serve as the agency members. This agency is

authorized to acquire and assemble land for development and sell or lease land for development in accordance with the Area Plan. Existing property owners have the option of developing or redeveloping their property in accordance with the plan or selling the property to the Agency at its fair market value.

The use of the redevelopment powers also entitles the agency to finance the program's planning, administration, land acquisition, and development actions by means of tax increment financing. (A further discussion of tax increment financing is provided in the following section on financing methods).

To be eligible for designation as a redevelopment area, state law requires that an area be blighted within the law's definition of "blight." Factors qualifying an area as blighted include parcelization patterns which inhibit sound development, inadequate roads and utilities, and mixtures of incompatible uses. Given the conditions that occur in various parts of the Rockaway Beach area it is very likely that the area could be qualified for redevelopment.

Because the Redevelopment Plan would, in effect, adopt the same land use policies as the Specific Plan, private landowners could proceed to plan and develop their properties without waiting final determination by the legislative body as to its intent to use redevelopment powers. The

property owners could prepare and submit their building plans for approval so long as they conform to the Specific Plan.

4.2 DEVELOPMENT AND DESIGN REVIEW PROCEDURES

All development proposals in the Specific Plan area shall be subject to discretionary review insofar as physical design matters. If the proposal adheres to the provisions of the Specific Plan, or Redevelopment Plan, the improvements can proceed subject to an acceptable design solution. If it does not conform with the Plan, the proposal becomes subject to more detailed study and scrutiny and could be denied.

Inherent in the project approval process is the review of its design acceptability. Design review should not be used only as an adjunct to improve more superficial and "cosmetic" aspects, although rejection of distasteful and garish architecture/design and promotion of amenity and attractiveness are clearly

needed. Rather, design review should be conceived in the broadest possible terms. It should deal with the entire range of requirements involving the functional as well as the visual fit of new development in the overall environmental setting. It must deal with the total physical form - buildings, spaces, and channels of movement.

4.3 CAPITAL IMPROVEMENTS

There are certain basic financing needs identified in the Specific Plan. These include area-wide improvements to circulation and utility infrastructure as well as sewer, water and storm drain improvements. Other specific capital improvements include possible open space acquisition, pedestrian walkway and plaza improvements and new parking.

The following chart summarizes an initial estimate of those capital needs and costs that apply within the West Rockaway Beach Sub-Area.

WEST ROCKAWAY BEACH CIP COSTS

• Rockaway Beach Pump Station	\$ 235,000 FY85-87 (Funded)
• Rockaway Beach Pump Station Odor Control Improvements	\$ 40,000 FY88-89 (Current \$)
• 2500-3000 lin. ft. 10" Sanitary Sewers @ \$60/1 in. ft.	\$ 180,000
30 laterals @ \$15.00	<u>\$ 45,000</u>
	\$ 225,000 (Current \$)
• Utility Undergrounding District (Rule 20A + Street Lights)	\$ 250,000 (Current \$)
• Storm Sewers 3000 lin. ft. @ \$60	\$ 180,000
15 c.b.'s @ \$1,500	<u>\$ 22,500</u>
	\$ 202,500 (Current \$)
• Calera Creek Outfall (Relocation North & Open channel)	\$ 100,000 (Current \$)
• Upgrading of Water Service	\$ 35,000
• Street Improvements (except Rockaway Beach Avenue)	
2200 lin ft. Street Improvements	
88,000 sq. ft. paving @ \$300 sq.	\$ 264,000 (Current \$)
• Street Improvements (Rockaway Beach Ave.)	
800 lin. ft. or 32,000 sq. ft. overlay @ \$50.50 sq. ft.	\$ 16,000
16,000 sq. ft. curb, sidewalk & amenities @ \$10 sq. ft.	<u>\$ 160,000</u>
	\$ 176,000 (Current \$)
• Landscaping	\$ 150,000
• Parking Structure (not included)	\$ 1,200
• Two Restroom/Changing Rooms	\$ 100,000
TOTAL	\$2,977,500

4.4 SOURCES OF FINANCING

If the Rockaway Beach area is to be developed in an orderly manner and in a way ensuring the proper use of the land supply, means must be found to finance area-serving facilities, such as parking, street improvements, utility improvement, open space acquisition and pedestrian walkways. These are all needed to serve future visitor commercial and are a prerequisite to development. Summarized below are possible methods for financing such improvements.

4.4.1 General Funds

The responsible government could appropriate monies from its general fund, via the annual Capital Improvement Program, to responsible departments, including the Department of Public Works and the Department of Parks and Recreation. However, this may be unlikely in view of the scale of investment anticipated.

4.4.2 General Obligation Bonds

The capital improvement programs also can be financed by issuance of general obligation bonds by the responsible government exclusively for this purpose. However, this alternative applies only to improvements on lands in the ownership of the responsible government, because general obligation bonds are a liability of the community and are payable from general funds monies.

This method also is less desirable than several other financing options. One

of the disadvantages of general obligation bond financing is the requirement for two-thirds voter approval. Although general obligation bond proposals have been highly successful in California, the time required to pass such a proposal, as well as the uncertainty, can cause operational problems. Land presently under private ownership may, for various reasons, not be available for acquisition by the responsible government (without eminent domain), or the cost of such acquisition could increase due to appreciation in land values, thus requiring a greater outlay.

4.4.3 State Community Redevelopment Law

This Act allows communities to utilize tax increment financing to carry out redevelopment activities, by applying tax increments obtained in the project area to finance planning, administrative, acquisition, and improvement activities. The Act permits a redevelopment agency to finance land acquisition for public purposes, construction of public facilities, such as roads, parks, and sewers, and administrative, legal, planning, and engineering costs related to the project. The agency could issue bonds to finance project area improvements and administrative costs, and could apply the tax increments derived in the project area to pay the debt service on the bonds. Tax increments are those tax revenues produced in an area in excess of the revenues produced at the time the area is declared a redevelopment project. The excess revenues thus

produced are used to pay off bonds used to finance the expenses of the redevelopment process such as administration, planning, acquisition, and construction of public facilities.

Current and projected development could provide a substantial revenue base from which to finance major improvements.