

# DALY CITY COASTAL ELEMENT



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MARCH 1984

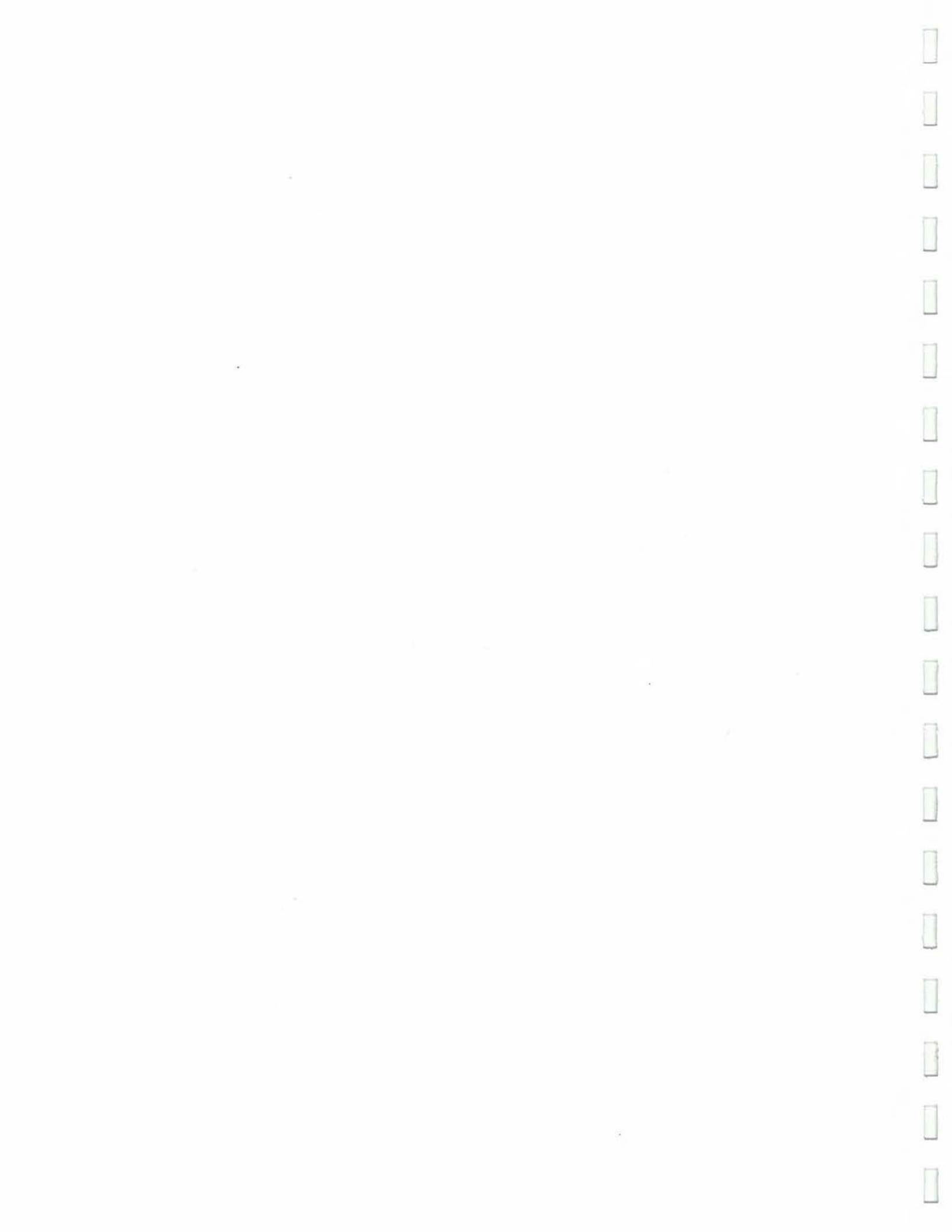
## **LOCAL COASTAL PROGRAM**

This publication was prepared with financial assistance from the Office of Coastal Zone Management, National Oceanic and Atmospheric Administration, under the provisions of the Federal Coastal Zone Management Act of 1972, as amended, and from the California Coastal Commission, under the provisions of the California Coastal Act of 1976.



## Adoption

- March 14, 1984: Approved by the California Coastal Commission
- November 14, 1983: City Council approved Local Coastal Plan for submission to Coastal Commission and adopts Local Coastal Plan as General Plan Coastal Element
- October 2, 1983: Planning Commission recommends approval of Local Coastal Plan as the Coastal Element of the General Plan



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## I. INTRODUCTION

### WHAT IS THE LOCAL COASTAL PROGRAM

The passage of Proposition 20, the Coastal Initiative, in 1972 established temporary coastal commissions to prepare a plan for the coast and to regulate development during the preparation of this plan. The plan was to provide for sound conservation and development of the coastline.

This plan, completed on schedule in late 1975, served as the basis for the California Coastal Act of 1976. This law established State policies on such coastal issues as public access, coastal recreation, the offshore marine environment, coastal land resources, and coastal development (industry, housing, etc.).

The 1976 Coastal Act is a pioneering effort, establishing a unique State-local partnership to guide development and conservation of the California coast. The Act acknowledges the need to rely on local land use planning to insure maximum responsiveness to local conditions, better accountability, and greater public accessibility. Policies contained in the Act are to be incorporated into local plans. When the local plans have been certified by the Coastal Commission as being consistent with Coastal Act policies, the development controls now exercised by the Regional and State Commissions will be returned to the local governments, subject to a limited system of appeals.

The local coastal program (LCP) is defined by the Coastal Act as being the local government's land use plans, zoning ordinances, zoning district maps, and, where required, other implementing actions applicable to the coastal zone. Each of the 15 counties and 53 cities along the coast is to prepare an LCP for that portion of its jurisdiction within the coastal zone. The LCP is intended to implement the policies and provisions of the Coastal Act at the local level.

When certified, the LCP then becomes binding not only on local public and private development but also on special districts and State agencies.

The basic goals of the Coastal Act, as stated in the Public Resources Code, Section 30001.5, are to:

- a) Protect, maintain, and where feasible, enhance and restore the overall quality of the coastal zone environment and its natural and manmade resources.
- b) Assure orderly, balanced utilization and conservation of coastal zone resources taking into account the social and economic needs of the people of the state.
- c) Maximize public access to and along the coast and maximize public recreation opportunities in the coastal zone consistent with sound resource conservation principles and constitutionally protected rights of private property owners.
- d) Assure priority for coastal-dependant development over other development on the coast.
- e) 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.

#### ADOPTION AND CERTIFICATION OF LOCAL COASTAL PROGRAMS

The Act, as amended, requires that LCPs be submitted over a four year period, no later than January 1, 1981. The local government must adopt its LCP before submitting it to the Commissions for certification, and such local adoptions are subject to at least one public hearing. After the LCP has been certified by the Coastal Commission, the local government assumes responsibility for administering coastal development permits for that area of the coastal zone. All local, special district, state, and most federal actions are to be allowed only if found to be in conformity with the certified LCP. The State Coastal Commission will only hear limited appeals from such local permit decisions. However, the State Commission is required to review every LCP at least once every five years after certification to determine whether the LCP is being effectively implemented.

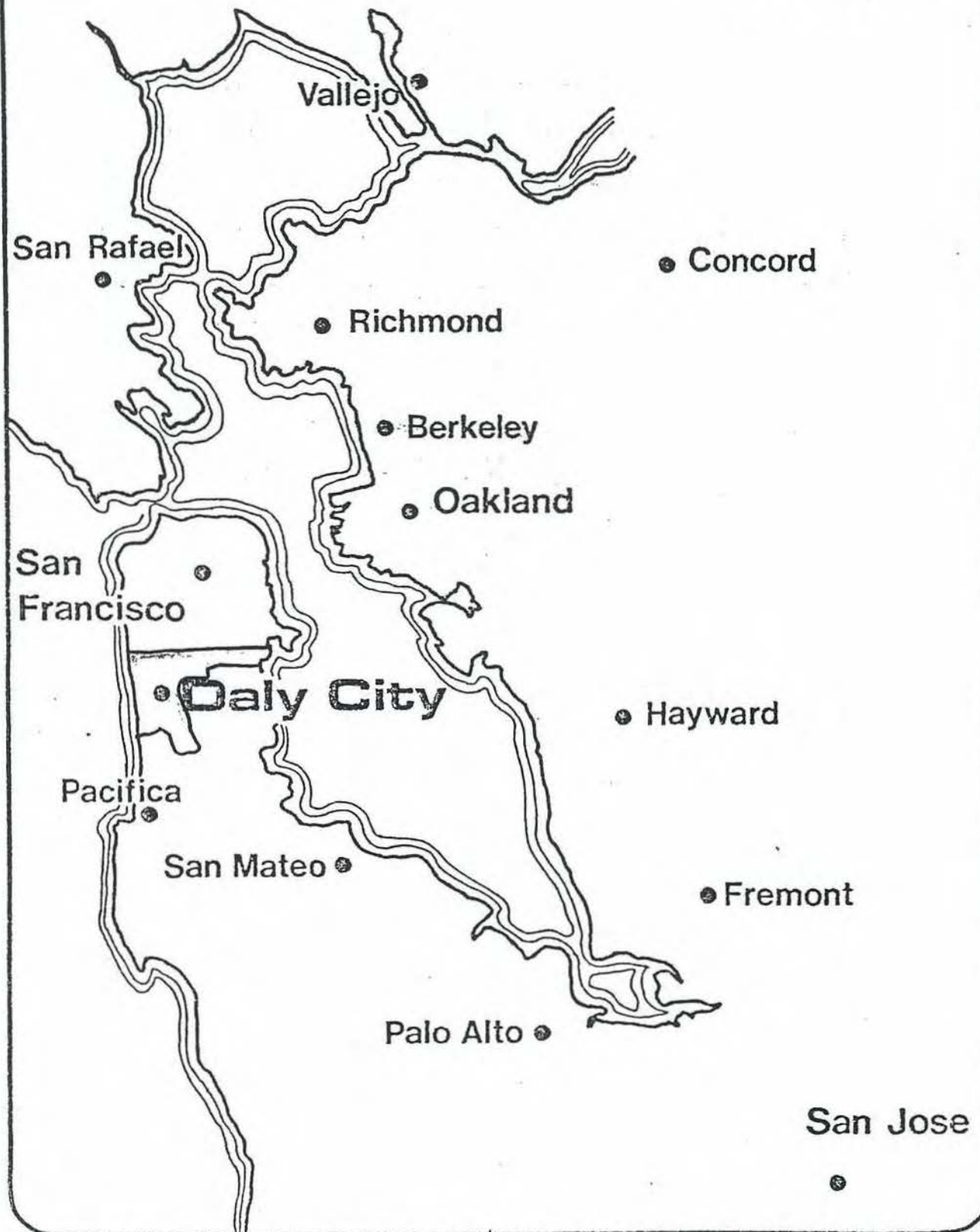
#### AMENDING THE DALY CITY LCP

The LCP, when adopted and certified, will become the coastal element of the Daly City General Plan. However, while the City Council has the ultimate authority in amending the General Plan, it can only recommend changes in the LCP. The amendment must then be certified by the State Coastal Commission. The approval procedure has not yet been established by the Commission, and must still be written into official regulations.

The 1976 Coastal Act does state that minor amendments to a certified plan may be reviewed by the executive director and become operative in ten days. However, no changes in land use shall be determined to be minor amendments (Section 30514(c)). The Act also states that amendment includes:

...any action by the local government which authorizes a use of a parcel of land other than that designated in the certified local coastal program as a permitted use of that parcel...(30514(d))

## Regional Location

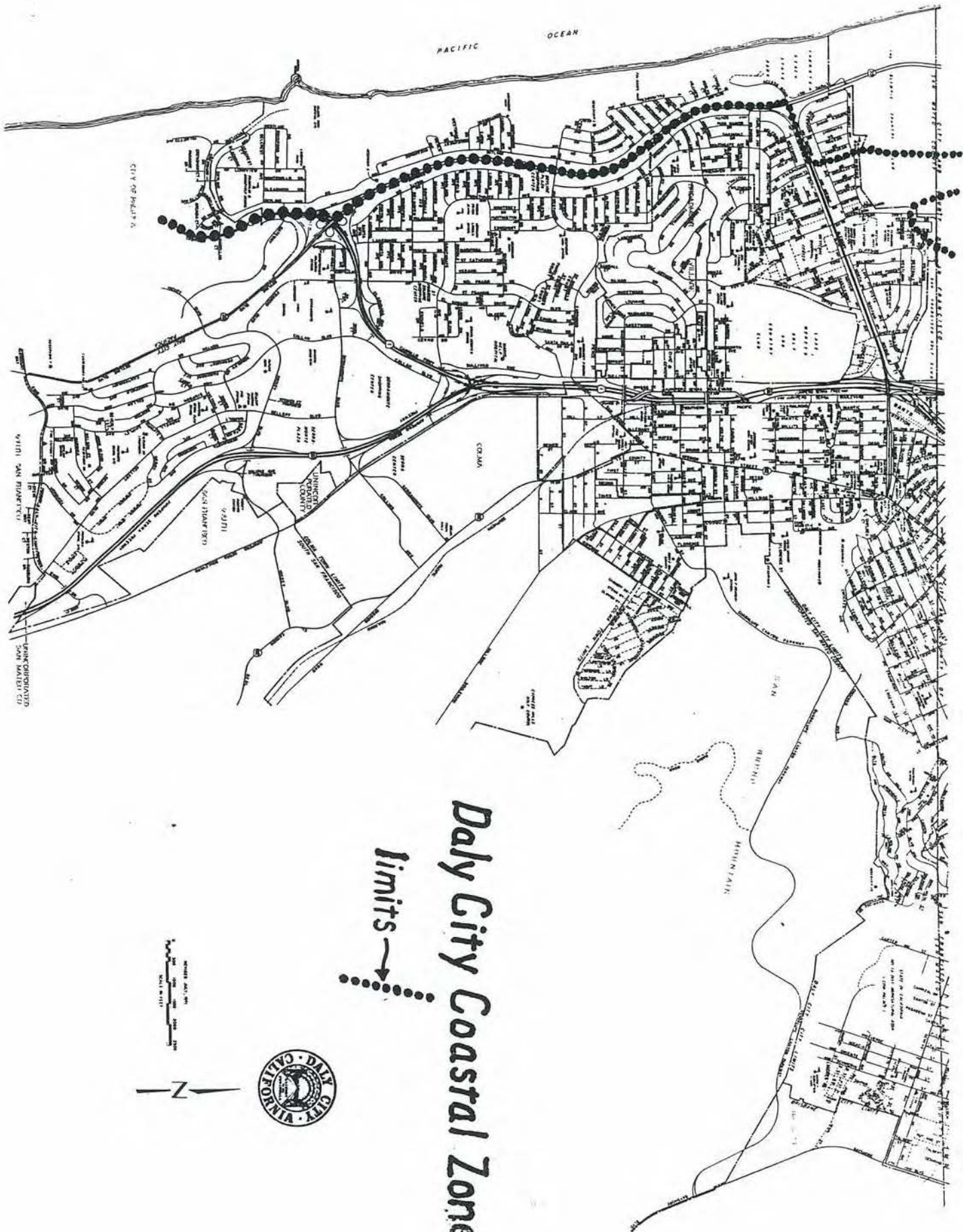


## DESCRIPTION OF EXISTING CONDITIONS

Daly City is located on the San Francisco Peninsula, immediately adjacent to the southern boundary of the City and County of San Francisco. As the northernmost city in San Mateo County, Daly City has been known historically as the gateway to the Peninsula. The City's gateway role has become more significant as the Peninsula has evolved from a summer retreat to a developed urban/suburban area. While much smaller than its central city neighbor to the north, Daly City is the second largest and most intensely developed city in San Mateo County.

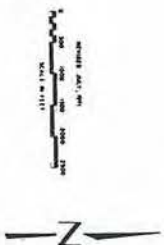
The historic development pattern of Daly City is somewhat unique. In the early days of incorporation, the western portion of the City was sand dunes and farm land, first vegetable crops and then dairies. After World War II, the economic stimulus of the war and movement of people to the West generated a strong demand for housing. Rows of homes soon replaced the small farms and sand dunes. Henry Doelger, so successful in San Francisco, continued building to the south, converting acres of sand dunes and ranches into single-family homes. Doelger was a progressive builder for his time who insured property maintenance through restrictive covenants that accompanied each deed. Today, the last large open spaces of the City are gone. The City has passed through adolescence into maturity.

The story of Daly City's development can also be expressed by the history of its population growth. In 1919, just prior to incorporation, the area's population numbered 400. By 1920, the City's population has increased to 3770. From this initial spurt, the rate tapered off until the 1950's, reaching 44,791 by 1960. In 1970, the population was 66,922. Current population figures (72,500 in 1975) indicate that the rate of population growth has slowed. With little new land remaining for development, the holding capacity, or number of persons



# Daly City Coastal Zone

Limits



expected to live within the current planning area, is estimated to be 83,500. This figure could be reached by 1995.

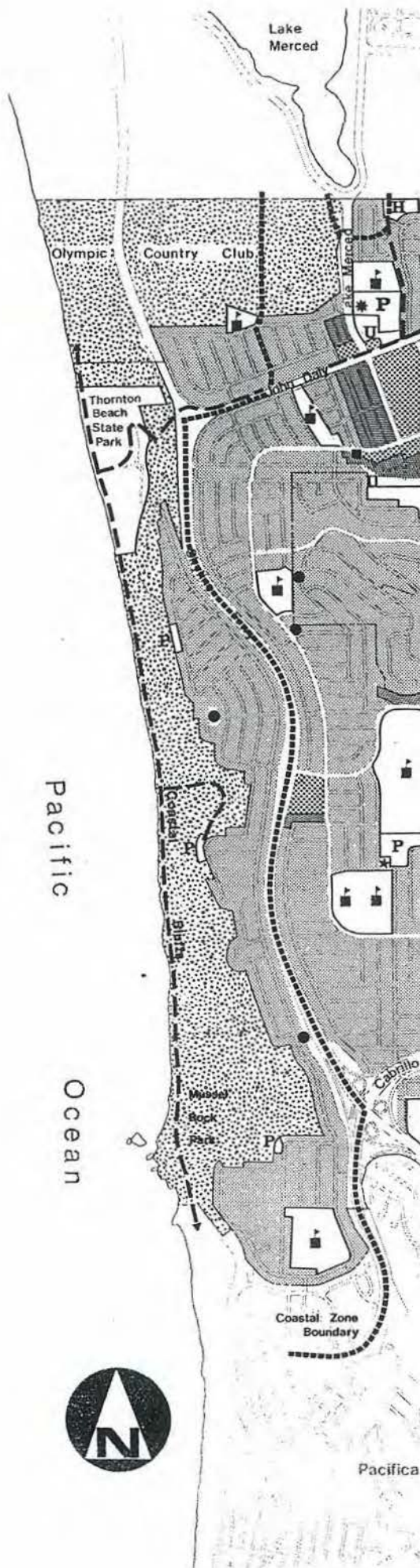
Daly City has a long beach line which is little used because of limited access. It has spectacular but unstable bluffs and the trace San Andreas fault extends from the southwest corner of the City.

The Daly City 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. The area west of Skyline Boulevard stretches southward from the northern limits of Thornton State Beach to the Mussel Rock headlands. Between these extends about 2.6 miles of beach which is mostly inaccessible because of the steep and high coastal bluffs. 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. The areas east of Skyline Boulevard within the city's coastal zone consist of: the area bounded by the Olympic Club on the north, John Daly Boulevard on the south, and Eastgate Drive on the East; and a portion of Westlake between Lake Merced Boulevard and the Broderick-Terry Duel Site extending 400-500 feet south of the San Francisco line, bounded on the south by a 1000-foot arc around Lake Merced.

Prior to man's modification of the natural setting of the coastal zone, the 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 Wood's Gulch, now known as Daisaku Ikeda Canyon.

The first known use of the coastal zone was by the Ohlone Indians beginning sometime between 1000 and 1500 years ago. The archaeological site at Mussel Rock has produced evidence that a triblet of about four families inhabited the area until the Spanish came and destroyed their culture.

# GENERAL PLAN 1978



- Residential: density to 18 dwelling units/acre
- Residential: density over 18 d.u./acre
- Retail & Office
- General Commercial
- Industrial
- Ag Agricultural
- Open Space
- Parks
- Foot Trails
- Schools
- Community Centers
- Libraries
- Historic Sites
- Hospitals
- Fire Stations
- Utilities
- Reservoirs
- Public Corporation Yards



The first artificial land modification was the construction in 1874 of a tunnel through Mussel Rock, designed to allow carriages to run from San Francisco to Pacifica along the beach. The only use of the area at the time was Comemford's Nursery where many of the eucalyptus trees that are found in the Bay Area were grown.

The next major modification was the Ocean Shore Railway, built between 1905 and 1907 (with a major rebuilding after the earthquake of April, 1906). It was located on a bench cut and filled into the cliffs at about 150 to 200 feet above the beach. The railroad operated until financial problems caused its abandonment in 1920.

The coastal highway (State Highway 1), completed in 1936, used the regraded and widened railroad bench. It was abandoned in 1957 following the earthquake of March 22 which had its epicenter at Mussel Rock.

The residential area on the terrace adjacent to the bluffs is predominantly single-family homes built in the 1950's and early 1960's. The eastern boundary of most of the coastal zone is Skyline Boulevard (State Highway 35). Homes have been built continuously along these terraces which were created by grading and filling. The rear yard lot lines extend nearly to the break in slope at the bluff tops. The bluffs themselves are in public ownership. In several locations landsliding has caused limitations on construction and some damage. Removal of homes has been required in two locations.

All of the undeveloped area within the coastal zone, most of which is in public ownership, is labeled open space in the City's General Plan. However, the current zoning on privately held land is R1, single-family residential. Public land is currently unzoned.

Due to the extensive residential development on the terraces above the bluffs, and the public ownership and inaccessibility of the lower terraces and

beaches, very little new development or redevelopment in the short term future is anticipated within the coastal zone. For these same reasons, no commercial fishing or boating, agriculture or forestry activities now exist or are anticipated.

Public works facilities and utilities serving the coastal zone are currently adequate. The only new public works project will be in conjunction with the proposed Mussel Rock Park. The water and sewer lines and utilities associated with this project can be connected and adequately served by the existing infrastructure.

#### ORGANIZATION OF THE DALY CITY COASTAL PROGRAM

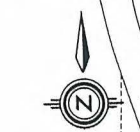
The coastal planning process was begun with the Work Program, approved by the Coastal Commission on July, 1978, which included a preliminary issue identification and set the tasks to be accomplished leading to the Daly City LCP. This document constitutes the contract between the City and the State.

This final report was developed in three sections:

- 1) The Background Reports, distributed October, 1978, included discussion of the issues, and other analyses that were outlined in the Work Program;
- 2) The Land Use and Policy Plan, distributed February, 1979, included goals, policies, guidelines, and criteria for the use and development of the coastal zone; and,
- 3) The Implementation Plan, distributed July, 1979, included local zoning and conditional use regulations, funding sources and requirements, maintenance and public safety requirements, and coordination and cooperation requirements.

Each of these documents were sent to every State and Federal agency expressing interest, all adjacent local jurisdictions, the Regional and State Coastal Commission staffs, and all Daly City residents expressing interest. Open public meetings were held with the Citizen's Advisory Committee, and discussion and comments led to revisions in these first draft documents. Also received were written comments which, when appropriate, also led to revisions.

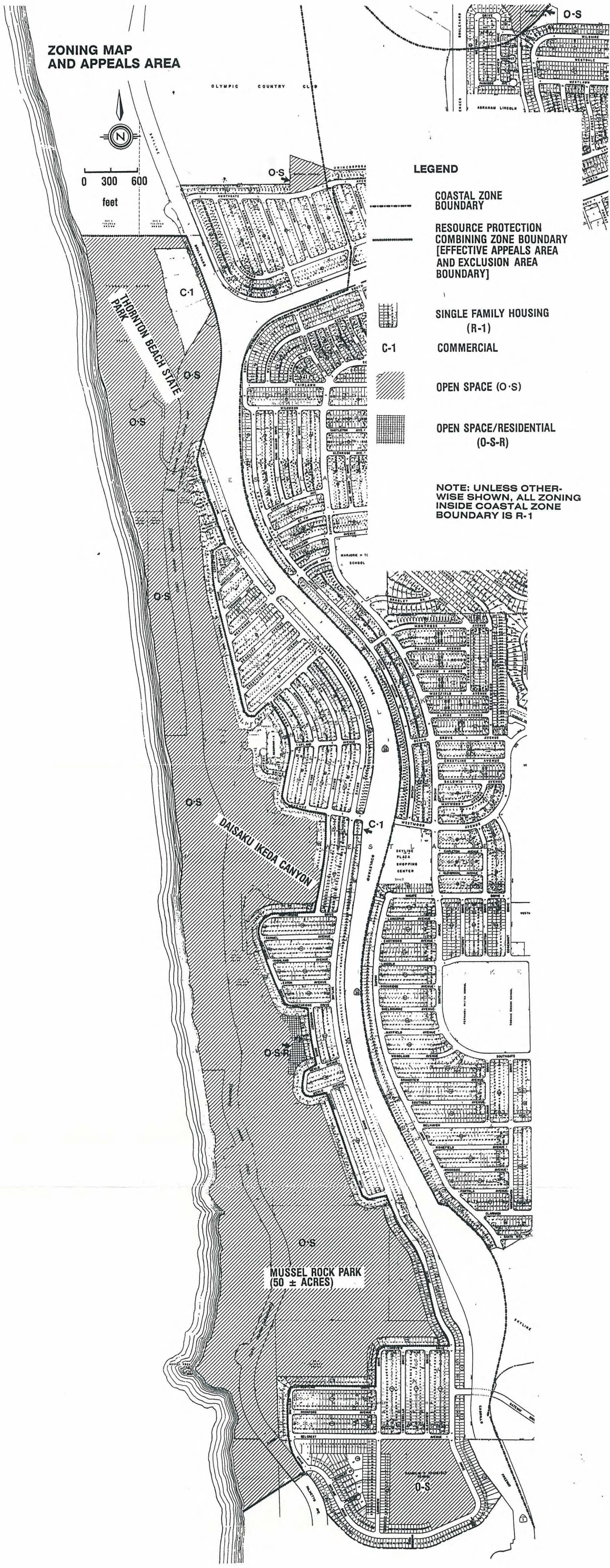
**ZONING MAP  
AND APPEALS AREA**



**LEGEND**

- COASTAL ZONE BOUNDARY
- RESOURCE PROTECTION COMBINING ZONE BOUNDARY [EFFECTIVE APPEALS AREA AND EXCLUSION AREA BOUNDARY]
- SINGLE FAMILY HOUSING (R-1)
- C-1 COMMERCIAL
- OPEN SPACE (O-S)
- OPEN SPACE/RESIDENTIAL (O-S-R)

NOTE: UNLESS OTHERWISE SHOWN, ALL ZONING INSIDE COASTAL ZONE BOUNDARY IS R-1



## II. DEFINITION AND SUMMARY OF POLICIES OF LAND USE AND ZONING DESIGNATIONS

The following is a brief description of each of the designations on the Land Use Map and the Zoning Appeals Area Map, and a brief summary of the major points of the policies of this LCP relating to those designations. References to other sections of this report are also given; a complete discussion and definition are found in those sections.

### LAND USE: SINGLE FAMILY RESIDENTIAL ZONE: R-1

The permitted uses include single family dwellings and accessory buildings. Uses allowable with a Use Permit include nurseries, schools, churches and community service centers. All of the parcels designated R1 are existing conforming uses, and LCP policies require protection of existing conforming uses. See section VII-C for regulations and sections III and IV for policies.

### LAND USE: LIGHT COMMERCIAL ZONE: C-1

The permitted uses include retail, office and services of the type and scale normally found in a neighborhood shopping center. Uses allowable with a Use Permit include restaurants, theaters, gas stations, animal kennels and nurseries. The three developed parcels designated C1 are all conforming uses, and also conform to the policy requiring commercial recreation facilities (the stables) and visitor-serving facilities (the gas station). See section VII-C for regulations and sections III and IV for policies.

### LAND USE: OPEN SPACE ZONE: OS

The permitted uses include parks and other open spaces, schools, churches and agricultural type uses. Uses allowable 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 (see below). Park development is required to be compatible with, and when possible to enhance, the natural landscape. See section VII-C for regulations and sections III and IV for policies.

### LAND USE: OPEN SPACE RESIDENTIAL ZONE: OSR

The permitted uses include all of those permitted in the OS district, plus very low density (2 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. See section VII-C for regulations and sections III and IV for policies.

LAND USE: RESOURCE PROTECTION

ZONE: RP Combining Zone

This is a combining district, and the uses permitted are the same as the underlying zone. This district requires additional application information and development regulations for open space areas or areas adjacent to open space areas to ensure that the uses do not adversely impact sensitive resources. See section VII-C for regulations and sections III and IV for policies.

This zone is also the effective appeals area. Any decisions of the City Council concerning development in this area may be appealed to the California Coastal Commission if policies within this Local Coastal Program have not been followed. 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 requirement. This exclusion, Number E-80-3, was approved by the City Council on June 3, 1980.

*505 Skyline Blvd.*

LAND USE: SENSITIVE HABITAT

These are defined as areas in which plant or animal life and/or their habitats are especially valuable due to their special role in an ecosystem, and which could be easily disturbed or degraded by human activities and developments. The two areas, one in each of the major canyons in the coastal zone, are to be protected, and only compatible uses are allowed in or near these areas. See sections III and IV for policies.

LAND USE: BEACH ACCESS

These are the available locations for beach accessways, and are the only permissible locations in the coastal zone due to geotechnical problems elsewhere. Other access not shown are lateral access (trails on or parallel to the beach) and visual access (locations for viewing the coastline). See sections III and IV for policies and section V for a more detailed description.

### III. DISCUSSION OF POLICY GROUPS

This section presents a brief discussion of the background information leading to the specific coastal plan policies that follow. The subsections are policy groups identified in the LCP regulations and have been used throughout the coastal planning process.

Each of the subsections is divided into three parts: background discussion, Coastal Act policies, and specific LCP goals. The background discussion is a brief summary of the issues identified in the Work Program and detailed in the Background Reports. A more in-depth discussion can be found in these documents. The Coastal Act policies are those from the Act that refer directly to the particular policy group, and are copied verbatim to be adopted as part of the Daly City Coastal Plan. The goals are the stated purpose for actions by the City and others within the coastal zone; are a response to the identified issues and the State mandated policies; and are the basis for the specific policies that follow in the next section.

## PUBLIC ACCESS

In Daly City, vehicular, pedestrian and visual access to the coastal zone and specifically to the beach is very limited. A major goal of the Coastal Act is the provision of maximum feasible access to coastal resources. The problem here is essentially created by the severe geophysical hazards and the continuous existing development.

Vehicular access into the coastal zone neighborhoods from the balance of Daly City is limited to only two points: Westridge and Westmoor Avenues. Two other routes allow access from Pacifica. Since Skyline Boulevard is by design a limited access expressway, the problem cannot feasibly be solved by roadway reconstruction. The posting of signs informing the motorist of existing access points would therefore be the only feasible solution.

Public transit to and within the coastal zone is also limited. However, significant demand for increased service has not been demonstrated. This should change when the proposed Mussel Rock Park, Daisaku Ikeda Canyon, and Thornton State Beach developments are completed.

Bicycle and pedestrian access, other than along the regular street system, is not available. A safe, separated bicycle route is to be developed along Skyline Boulevard by the county. Skyline Drive from Westmoor Avenue south is a designated city bicycle route, but offers no physical separation. Other routes are needed to connect to the beach access locations when they become available.

Safe access to the beach is currently available only at Thornton State Beach. Mussel Rock Park and Daisaku Ikeda Canyon will provide two others when they are completed. Any other vertical access routes should not be allowed due to the unstable nature of the bluffs.

An important aspect of vehicular access is parking. Although the importance of public transit cannot be overemphasized, we will always have the problem of

the private car. The design of each of the three accessway areas should include two parking criteria: necessity and sufficiency. Spaces necessary to satisfy demand must be available or parking will spillover into the coastal neighborhoods. However, if more than sufficient parking is available, it would defeat the goals promoting public transit and other alternate modes. The balancing act will be delicate, and detailed study will be required to determine the precise needs to be fulfilled.

Lateral access, connecting the three vertical access routes and providing a shoreline recreational trail, is now available only on the beach. Both the old highway 1 right-of-way and the bluff top property behind the houses have been suggested for trail development; however, neither of these currently runs the length of the coastal zone uninterrupted. Also, there are problems of safety in terms of trail stability and dislodged rocks falling on beach users below. Therefore, adequate public safety requires limiting lateral access to the beach at the present time. If, at some future date, the old highway 1 right-of-way can be repaired and maintained, it could then also become a designated lateral trail.

During the tour of the coastal zone by the Citizen's Advisory Committee, concern was expressed for use of the beach at high tide. An investigation of the high tide level two days after the highest tide of the year revealed no area of the beach completely covered with water. The high water line seen on the rocks was probably due to strong winds.

Visual access to the beauty of the coast also needs to be expanded and protected. While the existing development limits this access, there are locations along the bluff top where viewpoints can be established. Publicly owned sites include the three tot lots and the Caltrans property south of the Thornton Beach access road. Privately owned sites include the properties on

Westline Drive, Westbrae Drive, Lynvale Court, and those south of the riding stables on Olympic Way.

The overall goal of this policy group, that of maximizing public access to the beach, when realized will convert an isolated shoreline into a regional resource. The official Daly City slogan, the "gateway to the peninsula," will be especially true when the beach is fully accessible. The problem that will arise is the need to protect the existing residential neighborhoods from intrusion, and to insure that all future development is compatible with these neighborhoods. This problem is addressed in the subsection dealing with new development.

#### COASTAL ACT POLICIES - ACCESS

##### **§ 30210. Maximum access and recreational opportunities**

In carrying out the requirement of Section 2 of Article XV of the California Constitution, maximum access, which shall be conspicuously posted, and recreational opportunities shall be provided for all the people consistent with public safety needs and the need to protect public rights, rights of private property owners, and natural resource areas from overuse.

##### **§ 30211. Interference by development**

Development shall not interfere with the public's right of access to the sea where acquired through use or legislative authorization, including, but not limited to, the use of dry sand and rocky coastal beaches to the first line of terrestrial vegetation.

##### **§ 30212. Access from public roadway**

Public access from the nearest public roadway to the shoreline and along the coast shall be provided in new development projects except where (1) it is inconsistent with public safety, military security needs, or the protection of fragile coastal resources, (2) adequate access exists nearby, or (3) agriculture would be adversely affected. Dedicated accessway shall not be required to be opened to public use until a public agency or private association agrees to accept responsibility for maintenance and liability of the accessway.

Nothing in this division shall restrict public access nor shall it excuse the performance of duties and responsibilities of public agencies which are required by Sections 66478.1 to 66478.14, inclusive, of the Government Code and by Section 2 of Article XV of the California Constitution.

#### § 30251. Scenic and visual qualities

The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance. Permitted development shall be sited and designed to protect views to and along the ocean and scenic coastal areas, to minimize the alteration of natural land forms, to be visually compatible with the character of surrounding areas, and, where feasible, to restore and enhance visual quality in visually degraded areas. New development in highly scenic areas such as those designated in the California Coastline Preservation and Recreation Plan prepared by the Department of Parks and Recreation and by local government shall be subordinate to the character of its setting.

#### PUBLIC ACCESS GOALS

1. Provide more information on access to coastal resources to motorists on Skyline Boulevard, John Daly Boulevard, and Highway 230.
2. Promote use of public transit into and within the coastal neighborhood, especially to the three beach access locations.
3. Improve and expand the bicycle route system in the coastal zone.
4. Improve the existing beach accessways to increase public opportunities for use while minimizing the safety problems.
5. Provide sufficient parking at each of the beach access points to avoid spillover into the coastal neighborhoods.
6. Provide an appropriate coastal trail and connect it to other existing or proposed trails to form a comprehensive trail system to and along the coastline.
7. Minimize disruption of coastal neighborhoods by minimizing beach user traffic through those neighborhoods.
8. Designate and develop as many visual access points as possible.

## RECREATION AND VISITOR-SERVING FACILITIES

The real purpose in the goal of maximizing public access to the beach is to maximize public recreation opportunities in the coastal zone. While the entire coastline in Daly City offers excellent beach frontage, the full potential is rarely, if ever, achieved.

Recreational uses in the coastal zone are limited by the weather, topographical and geological hazards, existing development, available access, the need to protect sensitive habitat areas, and the availability of funding for resource development and maintenance.

Thornton State Beach is currently the only safely developed accessible beachfront area in Daly City. This park also provides picnic facilities, a nature study trail, and a site for miniture radio-controlled gliders. A development program proposes new parking and camping facilities and possible acquisition of additional beach and bluff top properties. While the development plans will be the responsibility of the State, permit authority will rest with the City when this LCP is certified, and therefore policies should be included within this plan to insure coordination between agencies and consistency at all planning levels.

The three neighborhood parks, usually called tot lots, in the coastal zone neighborhood are all relatively under-utilized, basically because of their small size. They could be redesigned to promote a greater diversity of uses among a wider range of ages. Their loation on the bluff top should be emphasized instead of ignored. Policies concerning visual access from these parks have been presented in the access section.

Existing but undeveloped recreational areas include the proposed Mussel Rock Park and Daisaku Ikeda Canyon. Activity concerning Mussel Rock Park is just beginning to unfold. The solid waste transfer station access road and parking

lot are complete and will provide needed access to the beach. Discussions with the State for funding and technical assistance for Mussel Rock Park have begun and show great promise.

The Daisaku Ikeda Canyon development is the responsibility of the Nichiren Shoshu Academy (NSA) under an agreement with the City. They have until July, 1984 to complete their planned landscaping and development. Other than significant tree planting and cleaning operations, no planning or development has yet been achieved since the contract was signed. However, with the recent grant awarded to the City by the State Coastal Conservancy, money is now available for technical assistance and materials. The development of a safe beach access trail should be complete prior to the 1984 deadline.

The recreation goals of the Coastal Act refer to both public and private facilities. The Act specifically gives commercial recreation priority over residential, general industrial, or other commercial land uses. The only commercial recreation facility in the coastal zone are the two horse stables on the bluff top overlooking Thornton Beach. They seem relatively permanent, and the high demand for their services will probably not diminish. However, the location is valuable and development pressures are sure to emerge. Policies are needed to protect this recreational resource.

Continuing support for recreational resources must be maintained to insure their usability. Although most of the open spaces within the coastal zone are in public ownership, a management program for the undeveloped areas is necessary prior to park development and regular supervision. Of particular concern is the prevention of overuse and erosion, as well as public safety and general cleanup activities.

## COASTAL ACT POLICIES - RECREATION

### **§ 30212.5. Distribution of public facilities**

Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social and otherwise, of overcrowding or overuse by the public of any single area.

### **§ 30213. Low cost recreational facilities and housing**

Lower cost visitor and recreational facilities and housing opportunities for persons of low and moderate income shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred. New housing in the coastal zone shall be developed in conformity with the standards, policies, and goals of local housing elements adopted in accordance with the requirements of subdivision (c) of Section 65302 of the Government Code.

### **§ 30220. Water-oriented recreational activities**

Coastal areas suited for water-oriented recreational activities that cannot readily be provided at inland water areas shall be protected for such uses.

### **§ 30221. Oceanfront land suitable for recreational use**

Oceanfront land suitable for recreational use shall be protected for recreational use and development unless present and foreseeable future demand for public or commercial recreational activities that could be accommodated on the property is already adequately provided for in the area.

### **§ 30222. Visitor-serving commercial recreational facilities**

The use of private lands suitable for visitor-serving commercial recreational facilities designed to enhance public opportunities for coastal recreation shall have priority over private residential, general industrial, or general commercial development, but not over agriculture or coastal-dependent industry.

### **§ 30223. Upland areas**

Upland areas necessary to support coastal recreational uses shall be reserved for such uses, where feasible.

### **§ 30250. Proximity to existing developed areas**

(c) Visitor-serving facilities that cannot feasibly be located in existing developed areas shall be located in existing isolated developments or at selected points of attraction for visitors.

## RECREATION GOALS

1. Maximize opportunities for use of Thornton State Beach. In the new development plans, encourage non-automobile use and protect existing recreational uses and facilities.
2. Redesign Palisades, Northridge, and Longview Parks to encourage more use and to take advantage of their coastal settings.
3. Provide protection from development pressures for the existing horse stables.
4. The Mussel Rock Park and Daisaku Ikeda Canyon development plans should maximize public use while recognizing and protecting the resources in the area.
5. A management program should be adopted to protect the undeveloped open space in the coastal zone.

## HOUSING

The Daly City coastal zone has about 2200 housing units on the coastal terrace adjacent to the bluffs above the ocean beach. Some evidence of neighborhood deterioration has been noted including high rates of housing sales and removal of some homes required by geotechnical hazards. The neighborhoods west of Skyline Boulevard have provided a resource of moderate income housing for the community. Conservation and rehabilitation of that housing stock is a goal expressed by City, State, and Federal policies.

There are limited citations in the Coastal Act policies related to these recommended goals and policies. Section 30213 of the Coastal Act requires that housing opportunities for low and moderate income persons be maximized. It also requires by reference that housing activities be consistent with the housing element of the General Plan. The broad State policy objectives for local housing elements are:

- a) Provision of decent housing in a satisfying environment for all persons.
- b) Provision of housing choices by location, type, price, and tenure.
- c) Development of a balanced residential environment with access to employment opportunities, community facilities, and adequate services.

With the goals and policies concerning housing already established, the issue becomes one of implementation. Based on the 1970 census income distribution data, the coastal zone neighborhoods cannot be included at this time as a rehabilitation priority area. It is the intent of the City to use its HCDA rehabilitation funds in the previously defined priority area. Therefore, other means should be found to realize these goals.

The Background Report notes these possible resources which can impact the coastal zone housing stock:

<u>Agent</u>	<u>Activity</u>
City of Daly City	Code enforcement
City of Daly City	Rehabilitation loan program
San Mateo County	Section 8 new and existing housing rental assistance

The current data are inadequate to determine the need to upgrade current housing stock and the portion of stock occupied by low and moderate income persons or families. There is not a Daly City work program to determine which stock in the coastal zone may require rehabilitation. The 1980 census will provide the data on low and moderate income persons and families living in the coastal zone.

Generally there are not sufficient recognized or substantiated need, resource or demand to make the protection and/or upgrading of coastal zone housing stock a major area of policy concern. Rather the protection and upgrading can be a part of citywide activities undertaken to conserve and upgrade all the housing in Daly City.

## COASTAL ACT POLICIES - HOUSING

### **§ 30213. Low cost recreational facilities and housing**

Lower cost visitor and recreational facilities and housing opportunities for persons of low and moderate income shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred. New housing in the coastal zone shall be developed in conformity with the standards, policies, and goals of local housing elements adopted in accordance with the requirements of subdivision (c) of Section 65302 of the Government Code.

### HOUSING GOALS

1. Increase housing opportunities for low and moderate income persons in the Daly City coastal zone by developing a housing needs and supply data base and using it to promote increased housing assistance.
2. Protect the existing housing in the coastal zone by monitoring the geophysical hazards and providing assistance when necessary.

## ENVIRONMENTALLY SENSITIVE HABITAT AREAS

Generally, the coastal bluffs and cliff areas, including Mussel Rock and Daisaku Ikeda, the principal canyons in the coastal zone, have been highly disturbed over the past 50 years. Until recently, the absence of conservation management, the persistent and modifying effects of weather and climate, and the rapid urbanization of adjacent lands has altered the landscape and inhibited the re-establishment of any significant plant and animal habitats in the area. It is perhaps because of this that until now specific policies and programs identifying, classifying and protecting sensitive habitat areas have not been forthcoming.

Throughout the coastal zone, it is the two major canyons which display the greatest variety of plant and animal life. The use of the lower portion of Mussel Rock canyon over the past 20 years as a sanitary landfill has all but eliminated original plant and animal patterns. Nevertheless, since the closure of highway 1 in 1957, vegetation along the bluffs, and particularly in the upper areas of the two canyons, has become more pronounced. A recent botanical inventory taken in the most protected areas of the canyons shows the presence of a wide variety of both introduced and native species which have become or are becoming established (see Appendix B for the species lists and maps of the areas covered). It is important to note, however, that unless measures are taken to protect these re-establishing habitats from further disruption, especially with increasing access opportunities, these sensitive areas may be adversely impacted.

## COASTAL ACT POLICIES - HABITAT AREAS

### **§ 30230. Marine resources**

Marine resources shall be maintained, enhanced, and, where feasible, restored. Special protection shall be given to areas and species of special biological or economic significance. Uses of the marine environment shall be carried out in a manner that will sustain the biological productivity of coastal waters and that will maintain healthy populations of all species of marine organisms adequate for long-term commercial, recreational, scientific, and educational purposes.

### **§ 30231. Biological productivity and water quality**

The biological productivity and the quality of coastal waters, streams, wetlands, estuaries, and lakes appropriate to maintain optimum populations of marine organisms and for the protection of human health shall be maintained and, where feasible, restored through, among other means, minimizing adverse effects of waste water discharges and entrainment, controlling runoff, preventing depletion of ground water supplies and substantial interference with surface waterflow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

### **§ 30240. Environmentally sensitive habitat areas**

(a) Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on such resources shall be allowed within such areas.

(b) Development in areas adjacent to environmentally sensitive habitat areas and parks and recreation areas shall be sited and designed to prevent impacts which would significantly degrade such areas, and shall be compatible with the continuance of such habitat areas.

## SENSITIVE HABITAT AREA GOALS

1. Protect, maintain and, where possible, enhance existing plant and animal habitats to allow continued re-establishment of a variety of species.
2. Increase the quality and variety of plant and animal species and, in general, improve overall biological productivity.
3. Protect existing and, to the extent possible, introduce additional native vegetative groundcover on the bluffs to promote re-establishment of this natural slope stabilizer.

## HAZARD AREAS

The entire 2+ mile stretch of sea cliffs in the coastal zone presents major physical hazards affecting public safety and access. The principal physical hazards present are the result of erosion and landslides. The net effect of these processes is a retreating cliff line and unstable bluffs, particularly in the area around Mussel Rock and the cliffs just south of the entrance to Thornton State Beach, where periodic landsliding continues to occur. Also, seismic activity associated with the nearby San Andreas Fault has served to accelerate both of these natural processes.

There are numerous landslide zones inside the coastal zone that continue to exacerbate the fragile stability of the bluffs. They occur in the area where the cliffs increase in elevation and the dip of the Merced Formation steepens markedly as the beds approach the San Andreas Fault. Moreover, slides are frequently associated with the appearance of impermeable zones of silt and mud in the predominantly permeable sandy succession. These contacts are commonly marked in winter months by springs and seeps of ground water. Landsliding, which has occurred since the cliff tops were highly disturbed in the 1950's, has caused removal of 12 homes along Westline Drive above Mussel Rock and four homes on Lynvale Court above Thornton Beach. Also, in 1973, storm drain pipe repairs were undertaken in Daisaku Ikeda Canyon, with large quantities of sediment removed as a result of erosion, siltation, and landsliding.

Public use of the bluffs has created problems of safety. Because of the unstable nature of the underlying material, almost any undeveloped pathway selected by a visitor offers what must be considered marginal footing and is subject to landsliding. A stretch of the abandoned highway 1, between Thornton Beach and Daisaku Ikeda Canyon, which is still for the most part intact, is frequently used as a hiking trail. However, although not plainly visible, even

portions of the highway's underlying roadbed material have been significantly eroded, leaving a dangerously cantilevered asphalt surface.

The possibilities of constructing slope stabilizing structures using a variety of techniques have been suggested. The implications of this type of bluff stabilization are that it would be prohibitively expensive to build and effectively maintain, and would provide a limited level of public safety. The most effective means of enhancing bluff stabilization would be the protection and addition of native vegetative ground covers. This would also be the least expensive and the most visually appealing.

#### COASTAL ACT POLICIES - HAZARD AREAS

##### **§ 30253. Standards for new development**

New development shall:

- (1) Minimize risks to life and property in areas of high geologic, flood, and fire hazard.
- (2) Assure stability and structural integrity, and neither create nor contribute significantly to erosion, geologic instability, or destruction of the site or surrounding area or in any way require the construction of protective devices that would substantially alter natural landforms along bluffs and cliffs.

#### HAZARD AREAS GOALS

1. With the provisions for maximizing public access to the coastline, provide an acceptable level of public safety from existing physical hazards along the bluffs.
2. Encourage use of the coastal zone only where hazards do not create risks to public safety; mitigate and warn of hazards where public safety and uncontrolled public use is a problem.
3. Where possible, eliminate all artificially-induced physical hazards.

## NEW DEVELOPMENT

Buildout of developable land has almost been completed inside the coastal zone, including land very close to the bluffs. In terms of developable land, there are currently about 17 acres available: 3.1 acres of privately-owned land at Westbrae Drive between Menlo Avenue and Northridge Drive; 5.8 privately-owned acres south of the horse stables on Olympic Way overlooking Thornton State Beach; and 8.3 acres south of the Thornton Beach access road, which is owned by Caltrans and currently unzoned.

There are 18 parcels of privately-owned but physically undevelopable vacant property covering a total area of approximately four acres located along the bluffs. Parcel sizes range from 3300 square feet to 17,000 square feet. However, a combination of severe geologic constraints and lack of access essentially prohibits development of all of these parcels. In fact, 16 parcels in two locations along the bluffs were once occupied by single family homes which had to be removed due to geophysical problems.

There are two other vacant but physically undevelopable parcels located along the beach and lower terraces. The beach property, 10.5 acres privately-owned, is located adjacent to Thornton Beach directly below the abandoned highway 1 right-of-way. The other parcel, owned by Caltrans, is situated on the bluffs including and above the old right-of-way.

An archaeological field investigation in conjunction with the construction of the new refuse transfer station above Mussel Rock has uncovered the remains of three Indian burials. Other objects such as arrow and spear heads, sharp stone knives and a stone grinding bowl have also been discovered at this site. Other sites all through the canyon could contain additional archaeological artifacts that would be of great interest and educational and cultural value. The Mussel Rock Park development plan must include procedures for cultural

resource investigation and, if sites are discovered, recovery.

A feasibility study concerning development of an Indian village and/or an exhibit has been initiated. If realized, the facsimile village and exhibit would become a significant part of the Mussel Rock Park.

#### COASTAL ACT POLICIES - NEW DEVELOPMENT

##### **§ 30235. Construction altering natural shoreline processes**

Revetments, breakwaters, groins, harbor channels, seawalls, cliff retaining walls, and other such construction that alters natural shoreline processes shall be permitted when required to serve coastal-dependent uses or to protect existing structures or public beaches in danger from erosion and when designed to eliminate or mitigate adverse impacts on local shoreline sand supply. Existing marine structures causing water stagnation contributing to pollution problems and fishkills should be phased out or upgraded where feasible.

##### **§ 30244. Archaeological or paleontological resources**

Where development would adversely impact archaeological or paleontological resources as identified by the State Historic Preservation Officer, reasonable mitigation measures shall be required.

##### **§ 30250. Proximity to existing developed areas**

(a) New development, except as otherwise provided in this division, shall be located within, contiguous with, or in close proximity to, existing developed areas able to accommodate it or, where such areas are not able to accommodate it, in other areas with adequate public services and where it will not have significant adverse effects, either individually or cumulatively, on coastal resources. In addition, land divisions, other than leases for agricultural uses, outside existing developed areas shall be permitted only where 50 percent of the usable parcels in the area have been developed and the created parcels would be no smaller than the average size of surrounding parcels.

##### **§ 30252. Maintenance and enhancement of public access**

The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing nonautomobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation, (5) assuring the potential for public transit for high intensity uses such as high-rise office buildings, and by (6) assuring that the recreational needs of new residents will not overload nearby coastal recreation areas by correlating the amount of development with local park acquisition and development plans with the provision of onsite recreational facilities to serve the new development.

**§ 30253. Standards for new development**

New development shall:

- (3) Be consistent with requirements imposed by an air pollution control district or the State Air Resources Control Board as to each particular development.
- (4) Minimize energy consumption and vehicle miles traveled.

**NEW DEVELOPMENT GOALS**

- 1. Assure that all new development within the coastal zone is compatible with existing residential uses and existing and planned recreational uses.
- 2. Retain those vacant properties for public use which are valuable potential coastal resources.
- 3. Assure that new development will not detract or restrict access at the three designated access points.
- 4. Prevent any new development on potentially dangerous sites.
- 5. Protect and preserve all possible archaeological sites until an investigation can be completed to determine its potential.

## ENERGY FACILITIES

There is a possibility of energy recovery from the former landfill operation in the Mussel Rock Park site. Methane gas produced by the decaying refuse could be collected, processed and used as an energy source. If recovery is not financially feasible, some means to effectively dissipate the gas must be employed so that there is no environmental damage or public safety problems.

Although this is not specifically a coastal-dependent energy facility, the Coastal Commission felt its location on a coastal plain and effect on a significant coastal resource area warranted attention and inclusion into this LCP.

The Regional Water Quality Control Board (RWQCB) has required that the migration of methane gas be controlled to prevent creation of a nuisance. The City has installed ten gas monitoring and collection wells in the landfill area. There are presently no plans beyond preliminary gas pressure and composition testing.

Whether the gas is safely dissipated or collected and used will depend on the quality and quantity of gas and the costs associated with each alternative. Preliminary cost estimates are given in the Background Report; final estimates must await test results.

Whatever the final action taken, any plans and activities must be integrated into the Mussel Rock Park development plan and with this LCP.

## COASTAL ACT POLICIES - ENERGY

### § 30260. Coastal-dependent industrial facilities

Coastal-dependent industrial facilities shall be encouraged to locate or expand within existing sites and shall be permitted reasonable long-term growth where consistent with this division. However, where new or expanded coastal-dependent industrial facilities cannot feasibly be accommodated consistent with other policies of this division, they may nonetheless be permitted in accordance with this section and Sections 30261 and 30262 if (1) alternative locations are infeasible or more environmentally damaging; (2) to do otherwise would adversely affect the public welfare; and (3) adverse environmental effects are mitigated to the maximum extent feasible.

### § 30262. Oil and gas development

Oil and gas development shall be permitted in accordance with Section 30260, if the following conditions are met:

- (a) The development is performed safely and consistent with the geologic conditions of the well site.
- (b) New or expanded facilities related to such development are consolidated, to the maximum extent feasible and legally permissible, unless consolidation will have adverse environmental consequences and will not significantly reduce the number of producing wells, support facilities, or sites required to produce the reservoir economically and with minimal environmental impacts.

## ENERGY GOALS

1. Eliminate any harmful impacts of the presence of subsurface methane gas at the old Mussel Rock landfill site.
2. Coordinate methane dissipation or recovery activities with all other development activities for Mussel Rock Park.

#### IV. SPECIFIC COASTAL PLAN POLICIES AND IMPLEMENTATION GUIDELINES

This section presents the specific Coastal Plan Policies to be adopted to guide actions and decisions of the City concerning development and use within the Coastal Zone. These policies are the response to the issues, Coastal Act Policy requirements, and the goals presented in the previous section.

Also presented are the procedural requirements for implementing those policies, and the City's enabling legislation designating these procedures. In many cases, the policies refer to actions within the jurisdiction of the City; in these cases there is no additional implementation required until a situation reflecting these policies occurs.

The most important concerns in the LCP are that the beach areas are an underutilized recreational resource, while the bluffs and habitat areas adjacent to them are extremely fragile in many if not most places. However, the management and preservation of the access routes, recreation areas, and sensitive habitat and hazardous areas pose potentially conflicting goals and requirements. While the LCP can address these conflicts in general, it cannot provide the necessary detail to address any potential single conflict. Therefore, the implementation program cannot be considered static, and must be periodically reviewed and updated as new resources are identified and development plans are proposed.

## PUBLIC ACCESS POLICIES

	<u>PROCEDURAL REQUIREMENTS</u>	<u>ENABLING REQUIREMENTS</u>
1. Information and directional signs indicating the location of approved neighborhood and beach access points shall be placed at appropriate points along Skyline Boulevard (highway 35), Highway 280 and local arterial streets. (Goal 1 and Section 30210)	Establish and maintain directional signs (City & Caltrans)	Policy (1) Resolution (2)
2. Publicity concerning the availability of Daly City beach facilities shall include information on public transit connections available. (Goal 2 and Section 30210)	Establish signs & other source information; request DPR action	Policy Resolution
3. When Mussel Rock Park and Daisaku Ikeda Canyon Park are completed, SamTrans shall be encouraged to increase weekend bus service to and between these facilities. (Goals 2 & 7 and Section 30210)	Request SamTrans action	Policy
4. The City's designated bicycle route system along John Daly and Skyline Boulevards shall be completed, and the County shall be encouraged to complete their designated system within Daly City. (Goals 3 & 7 and Section 30210)	City budgeting; Request County action	Policy Resolution
5. Bicycle routes along City arterials shall be designated to connect the present designated routes to beach access locations. (Goals 3 & 7 and Section 30210)	City planning, budgeting	Policy
6. A separate bicycle and pedestrian trail or trails down to the existing Thornton State Beach facilities, and to the proposed Mussel Rock facilities, and an improved and safe hiking only trail on the old highway 1 right-of-way, shall be provided when the park expansion programs are designed and implemented. (Goal 4 and Section 30210)	Land use controls	Ordinance
7. The Nichiren Shoshu Academy shall be encouraged to complete their trail development in Daisaku Ikeda Canyon before the July, 1984 deadline. (Goal 4 and Section 30210)	Funding and technical assistance	State Coastal Conservancy Accessways Grant

	<u>PROCEDURAL REQUIREMENTS</u>	<u>ENABLING REQUIREMENTS</u>
8. The design and development of each of the three beach access points shall include adequate parking facilities. However, to minimize development and encourage alternate modes of transportation, excessive parking shall not be allowed. (Goal 5 and Section 30212.5)	Land use controls	Ordinance
9. a. The beach from Thornton State Beach to Mussel Rock shall be designated as the Daly City Coastal Trail. Appropriate warnings shall be posted at trail entry points concerning tides, undercurrents, and other potential hazards. b. When the hiking trail on the old highway 1 right-of-way is completed and safe, it shall also be designated as the Daly City Coastal Trail. (Goal 6 and Section 30210)	Maintenance and security responsibilities	Policy Resolution
10. When any physical improvements are contemplated for Palisades, Northridge, or Longview Parks, provisions for including visual access facilities shall be included. This should include, at a minimum, seating and removal of visual barriers. (Goal 8 and Section 30251)	City planning, budgeting	Policy
11. Any development or redevelopment of blufftop properties shall be designed to enhance visual access of the coastline from the street. Any significant viewpoint areas identified in the Public Access Component of this LCP shall be dedicated for public use in lieu of physical coastline access requirements. (Goal 8 and Section 30251)	Land use controls	Ordinance

## RECREATION POLICIES

## PROCEDURAL REQUIREMENTS

## ENABLING REQUIREMENTS

1. The new development plan for Thornton State Beach shall include the following:

a) Improved, separate bicycle and pedestrian trails from Skyline Boulevard to the existing parking area;

b) An improved and maintained narrow trail for hiking only on the old highway 1 right-of-way;

c) Protection of the existing horse stables from any activities located on the adjacent parcels;

d) Maximum landscaping to hide any proposed parking facilities on the blufftop properties adjacent to the existing access road;

e) Protection measures for all coastal resources, including natural landforms and plant and animal communities;

f) Regulations concerning maximum usage for various activities and specific locations to prevent overuse and damage. These regulations shall specify and guide the high intensity uses on the beach and the moderate intensity uses in the valley as designated in the State Department of Parks General Plan and defined in the glossary (Section VII-A).

g) A portion of the existing paved lot improved as necessary and adequate for bus loading.

(Goal 1 and Sections 30210, 30222, 30251)

2. Redevelop, as funding becomes available, in order of priority: Longview, Northridge, and Palisades Parks. All existing utilized activities shall be retained. Facilities and activities to be added include tables and benches for passive activities, less visually limiting back fences for ocean viewing, and small scale adult exercise equipment. Where geotechnically feasible, the park shall include as much of the Caltrans property as possible without endangering the park users or the unstable slopes. (Goal 2 and Section 30223)

3. The private property north of the Thornton State Beach access road shall be designated for commercial recreation uses. Horse stables shall be included in the list of acceptable uses, and a conditional use permit shall be required for any change in intensity or type of use of the properties. (Goal 3 and Section 30222)

Land use controls;  
Maintenance and  
security  
responsibilities

Ordinance

City planning,  
budgeting

Policy

Land use controls

Ordinance

PROCEDURAL  
REQUIREMENTS

ENABLING  
REQUIREMENTS

4. Development plans for Mussel Rock Park and Daisaku Ikeda Canyon shall incorporate the following:

Park development  
plans;  
Land use controls

Policy  
Ordinance

a) Protection measures for all existing or potential resources, including significant plant and animal habitats and historical and archaeological sites;

b) In-depth study of and protection measures from any potential geological or seismic problems;

c) Minimal formal improvements and other physical modifications to reflect a low intensity of use in Daisaku Ikeda Canyon and a low to moderate intensity of use in Mussel Rock Park as defined in the Glossary (Section VII-A);

d) Coordination with the State Parks Department and the City of Pacifica to insure continuity of Coastal Zone recreational development, lateral trails, etc.

(Goal 4 and Sections 30212.5, 30213, 30240)

5. A San Andreas Fault Visitor's Center and a facsimile Ohlone Indian Village should be considered for inclusion in the Mussel Rock Park development plan. (Goal 4 and Section 30213)

Mussel Rock Park  
development plan

Policy

6. The following shall be the basis for the management of public undeveloped open space areas in the Coastal Zone:

Park development  
plans;  
maintenance and  
security  
responsibilities

Policy  
Resolution

a) Public access into Mussel Rock Park and Daisaku Ikeda Canyon shall not be publicized until these facilities are fully developed and safe;

b) Fences and turnstiles shall be placed at the beginning of bicycle and pedestrian access trails at the public street or parking lot to keep motorized vehicles out of unauthorized areas;

c) Service clubs, such as the Kiwanis or Lions Clubs, and youth organizations, such as the Boy Scouts or the Campfire Girls, shall be encouraged to devote as much time as possible (e.g. a day a month or more) to cleanup activities along the beach and accessways;

d) The specific owners of public recreation areas (the City, DPR, Caltrans, or private parties) shall be required to provide public safety measures, including lighting, fences with locking gates, park patrols, or others as deemed necessary and sufficient by the City DPR and City Council (Goal 5)

## HOUSING POLICIES

1. Whenever housing and income data available to the city, such as the 1980 Census, demonstrate a need and eligibility for city action to protect the continuation of housing opportunities for low and moderate income families in the coastal zone, the city will:
  - a) Present the data to the CDBG Advisory Committee and recommend that the eligible tract be included in the HCDA target area and therefore be eligible for rehabilitation assistance, and;
  - b) Request the County to allocate further Section 8 existing housing rental assistance. (Goal 1 and Section 30213)
2. The risks of loss or damage or the reduction of market value of coastal zone housing due to geophysical hazards shall be monitored by the City, and, when necessary, all appropriate actions shall be taken to abate or mitigate those risks. Such actions shall include but not be limited to code enforcement and public funding assistance when available and requested by the homeowner. (Goal 2 and Section 30253)

## PROCEDURAL REQUIREMENTS

City HCDA budget;  
request County  
action

## ENABLING REQUIREMENTS

Policy

Security  
responsibilities;  
Additional funding  
sources when needed

Policy

## HABITAT AREA POLICIES

### PROCEDURAL REQUIREMENTS

### ENABLING REQUIREMENTS

1. The City shall commission biological inventories at least every five years beginning within one year of certification of this LCP, including generalized mapping of the principal plant and animal communities and descriptions of any changes that may have occurred. The first inventory should build upon the preliminary information presented in Appendix B. (Goal 1 and Sections 30223 and 30231)

City budget

Policy

2. The development and use of Mussel Rock Park, Daisaku Ikeda Canyon, and Thornton State Beach shall include measures to protect and mitigate impacts on existing plant and animal communities. Designated sensitive habitat areas shall be limited to uses dependant on or compatible with such resources, such as organized nature study groups or other educational/research activities. Buffer areas, to be at least ten feet wide, shall be established and maintained between the canyons and the recreational areas to isolate these sensitive areas. (Goals 1 & 2 and Sections 30231 & 30240)

Maintenance  
responsibilities;  
Land use controls

Policy  
Ordinance

3. Human access to cliffs and bluffs shall be prohibited throughout the Coastal Zone except on developed access and lateral trails. Signs shall be used to warn of sensitive areas and to direct people to the developed trails. (Goals 1 & 3 and Sections 30223 & 30240)

Maintenance  
and security  
responsibilities

Policy  
Resolution

4. Coastal improvements involving slope modification, grading, runoff, and drainage control shall be subject to review and assessment with regard to potential impacts on the stability of cliff and bluff vegetation. (Goals 1 & 3 and Section 30240)

Land use controls;  
security  
responsibilities

Ordinance

## HAZARD AREA POLICIES

1. The use of the open space areas in the Coastal Zone shall be limited to the beach area, the accessible canyons, and the hiking trail on the old highway 1 right-of-way when it is safely developed; vertical access points shall be limited to developed trails in Thornton State Beach, Daisaku Ikeda Canyon, and Mussel Rock Park. Signs shall be posted at key locations warning of hazards. (Goals 1 & 2 and Section 30253)
2. The inactive storm drains along the abandoned highway shall be removed in conjunction with any new development on accessways or recreation areas containing these drainpipes, unless it can be demonstrated that they are not contributing to the erosion of the bluffs. (Goal 3 and Section 30253)
3. All native, drought resistant vegetation on the bluffs shall be protected as a significant bluff stabilizing factor. Any new planting shall be of similar species. (Goal 4 and Section 30253)

## PROCEDURAL REQUIREMENTS

Land use controls;  
Park development  
plans; Security  
responsibilities

Land use controls;  
security  
responsibilities

Land use controls;  
maintenance  
responsibilities

## ENABLING REQUIREMENTS

Ordinance  
Policy  
Resolution

Ordinance  
Resolution

Ordinance  
Policy

## NEW DEVELOPMENT POLICIES

## PROCEDURAL REQUIREMENTS

## ENABLING REQUIREMENTS

- |  |   |                      |
|--|---|----------------------|
| 1. City review and approval of all new development shall insure that the rights and privacy allowed by law of existing residents are protected, and that existing and proposed recreational uses are protected and, where feasible, enhanced. (Goal 1 and Sections 30240(b), 30250(a), and 30253)  | Land use controls   | Ordinance            |
| 2. Development of the vacant privately-owned and state-owned properties on the blufftop overlooking Thornton State Beach shall be reserved for recreation and visitor-serving uses. (Goal 1 and Section 30222)   | Land use controls   | Ordinance            |
| 3. A transfer of property rights or a public dedication on the part of the owner of the beach property south of Thornton State Beach shall be requested in order to acquire control of this public recreation site, if the State does not require it for its Park expansion. In the event development is permitted, a dedication of lateral access along the beach shall be required. (Goal 2 and Sections 30221 & 30250(a)) | Request to owner  | Policy<br>Resolution |
| 4. Development of remaining vacant parcels along the blufftops shall be prohibited, unless geologic and seismic constraints and public safety requirements can be mitigated. (Goal 3 and Section 30253)  | Land use controls;<br>maintenance and<br>security<br>responsibilities | Ordinance<br>Policy  |
| 5. The re-use of vacant parcels which were once occupied by dwellings that have since been removed because of land failure shall be prohibited unless sufficient engineering, soils and geology data is presented to support the proposed redevelopment. Such properties shall be rezoned Open Space and Resource Protection. (Goal 3 and Section 30253)   | Land use controls   | Ordinance            |

- |  |                                  |                             |
|--|----------------------------------|-----------------------------|
| <p>6. New development of properties referred to in policies 3, 4, and 5 above, if permissible, shall include the following:</p> <p>a) Improved vehicular access and extension of public services to the site shall be allowed only as necessary to serve permitted development;</p> <p>b) Location of development within the site shall be in the least hazardous and least visually obtrusive configuration feasible.</p> <p>c) Land coverage shall be compatible with the open space character and shall be less than 10% of the site area.</p> <p>d) Structural mass shall be compatible with the open space character and shall be less than 20 feet in height or one-story above grade, whichever is less.</p> <p>(Goals 1 &amp; 3 and Sections 30250(a) &amp; 30253)</p> | <p>Land use controls</p>         | <p>Policy<br/>Ordinance</p> |
| <p>7. A resource protection zone shall be established between the sea and the first public road paralleling the sea. All development within this zone shall be subject to strict environmental review. (Goal 4 and Section 30253)</p>  | <p>Land use controls</p>         | <p>Ordinance</p>            |
| <p>8. Archaeological discoveries, such as those in Mussel Rock Canyon, shall be protected and shall be developed as a cultural resource. On-site archaeological investigation shall be undertaken prior to construction or other development activities. (Goal 5 and Section 30244)</p>  | <p>Park development<br/>plan</p> | <p>Policy</p>               |

## ENERGY POLICIES

## PROCEDURAL REQUIREMENTS

## ENABLING REQUIREMENTS

1. Depending on test results from the test wells, pursue one of the following:

- a) If tests indicate that methane gas exists and/or will be produced at significant volume and pressure, conduct detailed engineering studies on the best methods and costs to collect and, if necessary, clean the gas for on-site use and local distribution to other coastline recreation facilities or other City uses;

- b) If tests indicate that methane gas will not be produced in sufficient volume or pressure for local use at a reasonable cost, it shall be offered to any qualified individual or firm for recovery under the supervision of the City. If this offer is not accepted, the test wells should be retrofitted with gas burners and the methane safely burned. (Goal 1 and Section 30260)

Mussel Rock Park  
Development Plan

Policy

2. All test results and engineering studies shall be coordinated with the studies and plans for development of the Park. No decisions concerning the methane gas situation shall be made until all concerned entities are informed of studies, test results, conclusions and available alternatives. (Goal 2)

Development Plan

Policy

3. Recreational and habitat resources shall not be adversely affected by gas dissipation and/or collection activities. Appropriate screening, buffer areas, and other design considerations shall be incorporated to mitigate any possible problems. (Goal 1 and Section 30262)

Development plan;  
maintenance and  
security  
responsibilities

Policy

## V. PUBLIC ACCESS COMPONENT

Public access is one of the major goals of the Coastal Act. Section 30500, beginning the legal definition of the LCP, states that "each local coastal program ... shall contain a specific public access component to assure that maximum public access to the coast and public recreation is provided."

While much of the information necessary for this component is contained within the policies and land use designations already presented, this component will combine the necessary elements into a comprehensive document. This is meant to focus attention on this critical goal of the State and of Daly City.

This section presents the three existing coastline physical access routes. It is strongly recommended that vertical access be limited to only these points. The geological hazard and public safety requirements that lead to this conclusion are presented elsewhere (see especially the Hazard Areas parts in sections III and IV).



The lateral access, due to the same limiting factors, should be confined to the beach under the existing conditions. If and when the old highway 1 right-of-way is reconstructed to become a safe hiking trail, it too will provide lateral access. Since the three vertical access routes are separated by less than a mile, this limitation should not cause a hardship to beach users. The SamTrans bus line that runs through the coastal zone neighborhood should further mitigate the need for more lateral access.

Since the beach is continuous for the entire length of the coastal zone, the uses of the beach areas are for the most part the same for each of the public access locations. These uses are delineated in the following table:

<u>Activity</u>	<u>Location</u>	<u>Special Needs</u>
Walking for pleasure	Coastal zone trails, roadways	Flat pathway
Picnicking	Beach, developed parksites	Flat, open area
Nature study	Thornton State Beach Mussel Rock Park	Undisturbed areas with designated trails
Ocean, whale watching	Bluffs, terraces	Safe, accessible promontory points
Bicycling	Roadways, Mussel Rock Park (proposed)	Hard surface pathway
Horseback riding	Commercial stables, beach north of Daly City	Separate horse trails
Sunbathing, meditation, etc.	Beach, parks	Relative quiet
Camping	Thornton State Beach (proposed)	Designated campsites
Fishing	Beach, mussel rock	Separation from other beach users
Hiking, jogging, other exercise	Coastal zone trails, beach, Mussel Rock Park parcourse (proposed)	Designated trails and other required facilities
Radio-controlled gliders	Lower bluffs at Thornton State Beach	Proper equipment, operating knowledge

The intensity of uses on the beach will be highest at the points where the trails enter the beach, and lowest at the points equidistant between the trails. Following a generally accepted rule-of-thumb, a density of 200 square feet (about 14' by 14') of beach space per person will be considered maximum reasonable use. Any densities higher than this will be considered overcrowding and overuse. Assuming that the beach area averages about 100 feet wide, is about 2 miles long and can be divided equally among the three accessways, then each

accessway must accommodate a maximum of about 1750 users over the course of a very nice day. This is more than twice the maximum now using Thornton Beach. This distribution will probably be more skewed toward greater use of Thornton Beach at present, and Mussel Rock Park when it is completed.

Visual access is also included in these accessway designations. Significant existing visual access points are indicated by an . Other possible visual access points, indicated on the maps by an , are at the three major privately held vacant locations off Lynvale Court, Westbrae Drive and Westline Drive, and at the three city tot-lots.

The recommendations presented in this section are merely restatements of the relevant policies presented in section IV. For a more in depth understanding of these recommendations, please see sections III and IV preceding.

## A. THORNTON STATE BEACH

### Location

Northern limits of Daly City and of the coastal zone along the beach

### Ownership; Development Responsibility & Funding

State of California, Department of Parks and Recreation

### Physical Characteristics

Two-lane access road running from Skyline Blvd. at 230 ft. elevation to parking lot at 100 ft. elevation. No usable shoulders for non-vehicular traffic, and distance of about 1/2 mile too long and steep for many pedestrians and bicyclists. Majority of park facilities located in valley shielded from ocean winds by bluff. Beach access by wood and asphalt ramp, about 500 feet long from parking lot to beach, and by a winding trail.

### Beach Accessway Allowable Uses

Pedestrian, and wheelchair to the extent feasible.

### Parking

Existing lot has 150 spaces; park entrance fee of \$1.50 only applies to entering vehicles. Some parking seen on upper section of access road. State proposals for vacant property above park include parking. Existing lot rarely filled even on high use days.

### Adjacent Land Uses

None at elevation of existing park. Area north, in unincorporated San Mateo County, is undeveloped private property. Area south is undevelopable private and Caltrans property. On bluff tops are horse stables to the north and single family residential to the south. The height of the bluffs separates these uses completely from the existing park.

### Connecting Roadway Access

Skyline Blvd. (highway 35) connects to San Francisco to the north and balance of coastal zone to the south; John Daly Blvd. connects to the balance of Daly City.

### Public Transit

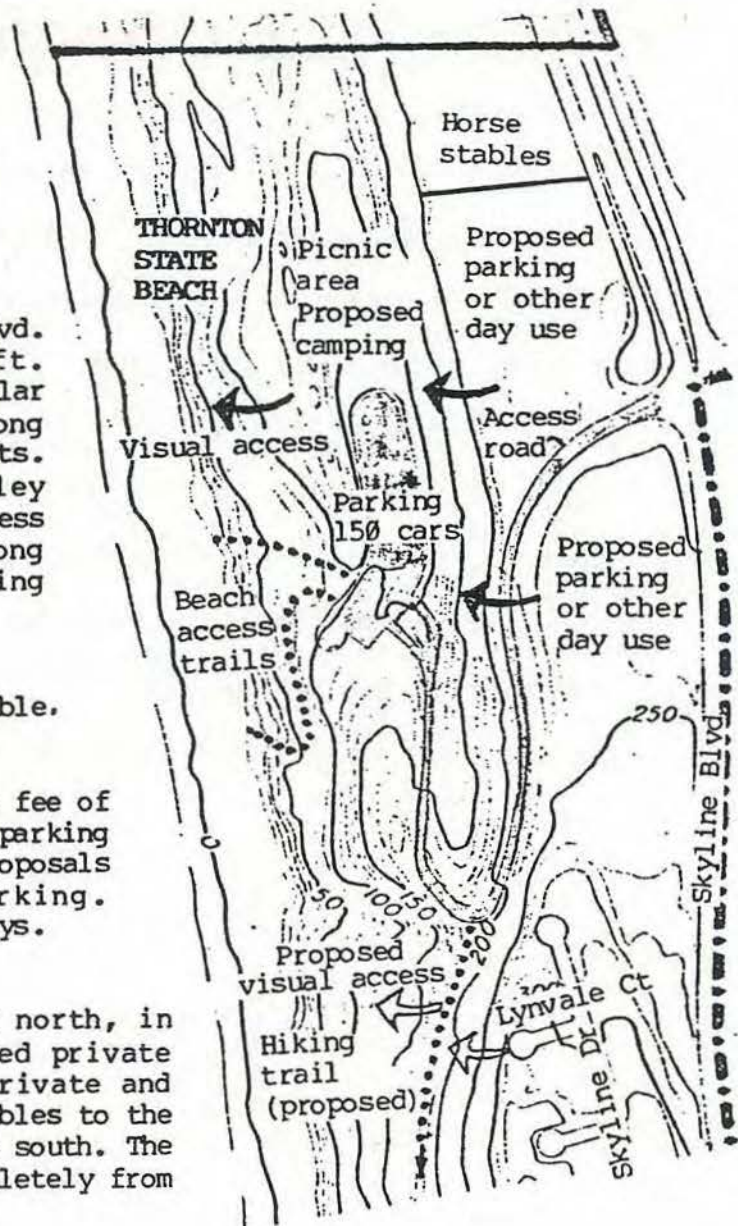
SamTrans bus lines 2S and 1A-1L pass through the Skyline-John Daly intersection. Line 2S is an express commuter service, while line 1A-1L is a local service. No bus service currently runs down the access road to the parking lot.

### Connecting Trails

The beach is currenting the only safe lateral trail. Proposals have included the old highway right-of-way as a lateral trail; adequate repair and maintenance would make this possible. Pedestrian and bicycle trail on John Daly Blvd. begin the proposed City ocean-to-bay trail.

### Recommendations

- 1) Develop separate bicycle and pedestrian accessways down to the parking lot. (Access policy 6)
- 2) Redevelop the old highway 1 right-of-way to make it a safe hiking trail. (Access policy 9)
- 3) Redevelop existing parking lot to include a bus loading zone. (Access policy 2)



## B. DAISAKU IKEDA CANYON

### Location

Centrally within coastal zone, approximately equidistant between northern and southern limits.

### Ownership

City of Daly City above 150 foot elevation; State of California Department of Transportation (Caltrans) below to beach.

### Development Responsibility

Nichiren Shoshu of America (NSA) Buddhist Academy, under formal agreement with the City until 1984.

### Development Funding

City of Daly City using Accessways Grant from State Coastal Conservancy.

### Physical Characteristics

Beach access trail begins at rear of parking lot, follows bluff top at an elevation of about 400 feet, then drops sharply to an elevation of about 150 feet, then winds down to the beach. The bluff top trail along the south face of the canyon runs through dense brush. The rest of the trail is on open, unconsolidated rock and loose dirt. The entire trail is about 0.7 mile (about 4000 feet) long. Entrance to trail on Avalon Drive would cut about 0.25 mile off trail, but is currently fenced and inaccessible to keep out unauthorized vehicles, especially off-road motorcycles.

### Beach Accessway Allowable Uses

Pedestrian only.

### Parking

Existing lot with 48 designated spaces jointly owned and used by NSA and City for Northridge Park. This is currently more than adequate for both uses. If parking demand grows and more spaces are deemed necessary, NSA will use vacant property east of their building for additional parking.

### Adjacent Land Uses

On bluff tops: NSA and Westlake Lutheran Church and single family residential. Lower slopes and terraces undevelopable.

### Connecting Roadway Access

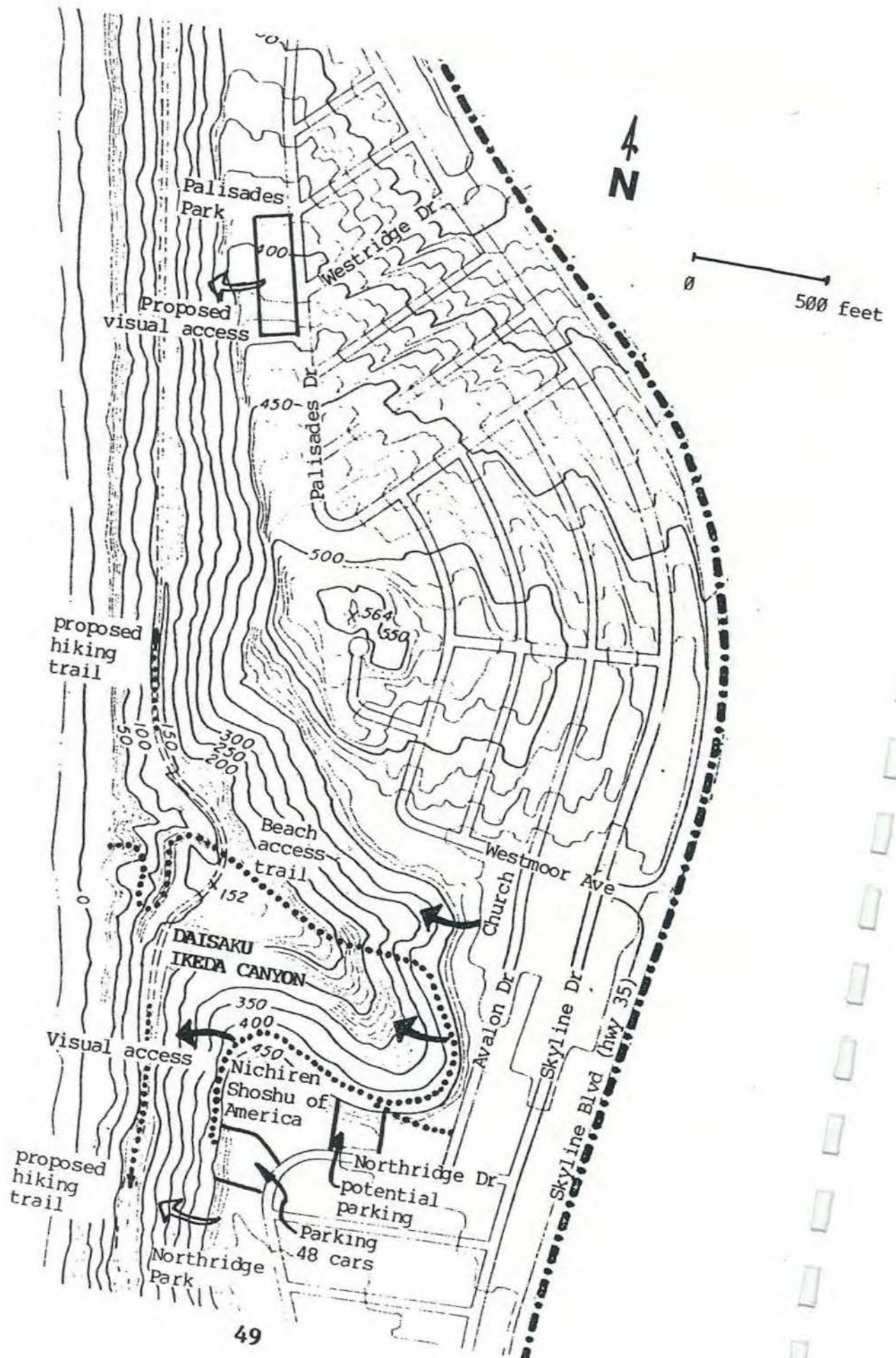
Local streets (see map) connect to Skyline Boulevard, which connects to all points north, south and east.

### Public Transit

SamTrans bus line 1A-1L runs along Skyline Drive about 1/4 mile from the trail entrance off parking lot or about 300 feet from entrance on Avalon Drive.

### Recommendations

- 1) Install a turnstile at the gate on Avalon Drive to admit hikers only to the trail when it is complete. (Recreation policy 6b)
- 2) Encourage and aid the NSA to complete the trail development prior to their 1984 contract expiration. (Access policy 7)
- 3) Protect, and where possible, enhance the sensitive habitat area on the south slope of the canyon. (Habitat policy 2)



## C. MUSSEL ROCK PARK

### Location

Near southern boundary of the coastal zone, north and west of Westline Drive.

### Ownership and Development Responsibility

City of Daly City

### Development Funding

To be determined

### Physical Characteristics

The beach access road currently begins at the transfer station access road, runs on a relatively level roadway at about a 150 foot elevation following approximately the old highway 1 right-of-way, then winds down the slope to the rock seawall and the end of the beach. The entire trail is actually a dirt road for heavy equipment to maintain the seawall, and will therefore accommodate a large beach user population. The trail area has been recently regraded and lacks any vegetation, but the whole area has been seeded for grass and will be planted with trees as soon as possible. The trail length is about 3/4 mile, about a third of which is on level land.

### Beach Accessway Allowable Uses

Two separate trail systems: (1) pedestrian, and wheelchair to the extent feasible; and (2) bicycle and roller skaters.

### Parking

A new parking lot is complete; it is the first of those planned as part of the park development. The total parking plan is not yet complete, and will be incorporated in the final park development plan.

### Adjacent Land Uses

Along the bluff top at about 200 to 500 feet above the lower terrace, a small City lot and single family residential. There are also 12 vacant residential parcels where homes were removed in 1965 due to ground slippage.

### Connecting Roadway Access

Westline Drive to Skyline Drive which connects to the balance of the coastal zone and Daly City. Palmetto Drive in Pacifica which runs south connecting to the Pacific Coast Highway (Highway 1).

### Public Transit

SamTrans bus line 1A-1L stops at Belcrest and Longview and at Skyline Drive and Crenshaw, which are each about 1/3 mile from the park entrance.

### Recommendations

- 1) Provide adequate but not excessive parking within the park based on design criteria and a public-transit-first policy. (Access policy 8)
- 2) Provide separate bicycle and hiking trails to the beach; prohibit vehicles on these trails. (Recreation policy 4)
- 3) Design the parking and access roads to prohibit vehicles from the balance of the park. (Recreation policy 4)
- 4) Post adequate signs to keep people on the access trails and off the sensitive bluff faces. (Habitat policies 2 & 3)



VI. DEFINITION OF RESPONSIBILITIES FOR THE PROVISION OF ACCESS,  
MAINTENANCE AND PUBLIC SAFETY SERVICES

This section presents the responsibilities for the coordination, monitoring, and provision of maintenance and security in implementing the specific Local Coastal Plan (LCP) policies presented in section IV. The organization for this section is as follows:

- cite the relevant LCP policy by group and number, and give a line summarizing it;
- identify the coordinating or lead Daly City department;
- identify the implementing department if different than the coordinating department;
- identify the funding source(s) of probable source(s) to carry out the policy implementation (if necessary and/or known at this time).

In addition to policies which Daly City is responsible for implementing, there are policies which request other jurisdictions or private parties to carry out certain actions. In these cases, a monitoring role is assigned to a City department to follow the implementation of the recommended policy, and report to the City Council at appropriate intervals.

In most cases, the details of providing the appropriate maintenance and public safety services will be added to the normal operations of the identified responsible department. The policy level of decision-making is merely to guide these operational details. In other words, the implementation should be designed by the implementors, following the guidance of the City Council and this LCP.

Access Policy #1 - Beach access directional signs

- a. Coordinating and implementing department: The City Department of Public Works is responsible for traffic signs, and therefore shall be responsible for placing the appropriate signs on local arterials and for monitoring the sign placement of State agencies on highways.

Access Policies #2 and 3 - Bus service to beach accessways

- a. Coordinating department: The City Department of Community Development shall be responsible for monitoring the decisions of SamTrans and other public and private transit agencies and providing whatever information is necessary to improve service to and in the coastal zone. The Department shall also work to encourage increased bus service to and between the beach accessways in Mussel Rock Park and Daisaku Ikeda Canyon when they are complete.

Access Policies #4 and 5 - Designation and provision of bicycle routes

- a. Coordinating departments: The City Department of Public Works and Department of Community Development shall be jointly responsible for monitoring the plans and activities of the County concerning their bicycle route system within Daly City, and for designation and completion of the City bicycle route system.

Access Policy #9 -Designation of coastal lateral trails

- a. Coordinating department: The City Department of Parks and Recreation is responsible for the implementation of this policy. It shall coordinate the designation activities with Caltrans and the State Department of Parks and Recreation. Should other agencies, such as the National Parks Service, become involved, the City Department of Parks and Recreation shall initiate all coordination efforts necessary.

Recreation Policy #1 - Development plan for Thornton State Beach

- a. Coordinating department: the Department of Community Development shall be the lead department for reviewing all park development plans. The Department of Public Works is responsible for recommending standards for trail development, and for the review of all grading and other landform modification proposals. The Department of Community Development and City Department of Parks and Recreation are responsible for review of landscaping proposals and land use proposals. All criteria and standards will be finalized in conjunction with the conditional use permit process.
- b. Funding source: Design and review costs should be covered by the permit fee paid at the time of application. Special studies should be included in the appropriate CEQA documentation, to be paid for by the applicant (the State Department of Parks and Recreation).

Recreation Policy #6 - Management of undeveloped open spaces

- a. Coordinating department: The City Department of Parks and Recreation has the major responsibility for the maintenance of the public undeveloped open spaces owned by the City, including provision for public safety facilities, when needed. It shall also be responsible for monitoring the efforts of others.
- b. Implementing agencies: The Nichiren Shoshu of America (NSA) has full responsibility for Daisaku Ikeda Canyon through its agreement with the City. The City Manager's office is responsible for such public relations efforts as contacting service clubs or youth organizations and requesting their assistance.
- c. Funding sources: Maintenance activities within Daisaku Ikeda Canyon are being provided by NSA staff and members at no charge to the City. Most other maintenance and monitoring efforts will be personnel costs from the operating budgets of the City departments involved. Other funding sources will be explored in the future as the need arises.

#### Housing Policies #1 & 2 - Coastal zone housing opportunities

- a. Coordinating department: The Department of Community Development is responsible for answering citizen's complaints regarding housing problems, and will be responsible for monitoring abandonments and others signs of decreasing market values in the coastal zone. It is also responsible for administering the City rehabilitation loan program, which may become important if the 1980 census indicates the coastal zone neighborhood is an eligible target area, and to request the county to allocate additional funds for housing assistance in the coastal zone.
- b. Implementing department: The Department of Public Works is responsible for housing code enforcement, and the Department of Community Development is responsible for developing funding assistance. Implementation shall be provided only when requested by the resident of affected housing.
- c. Funding sources: When and if the coastal zone neighborhoods are eligible for HCDA assistance, rehabilitation loans or grants will become available. Other housing rehabilitation and/or emergency relief funds may be available if and when the need arises. Depending on the nature of the problem, the original developer or his representatives could be required to provide some or all of the funding.

#### Habitat Policy #2 - Sensitive habitat protection measures

- a. Coordinating department: The Department of Community Development is responsible for design and development of City-owned coastal recreation areas, and has lead responsibility for review of State proposals.
- b. Funding sources: Maintenance of habitat and buffer areas shall be included in the operating budgets for all developed recreation areas. Additional funding may be available through State or Federal grants.

#### Habitat Policy #3 - Human access prohibited in sensitive areas

- a. Coordinating department: The City Department of Parks and Recreation is responsible for maintenance of sensitive open space areas, and for providing warning signs at appropriate points within City-owned areas. It is also responsible for monitoring the sign placement on State-owned lands.
- b. Funding sources: Warning signs are a necessary detail in coastal zone recreational development, and shall be included in the development plans and budgets for all recreation areas.

#### Habitat Policy #4 - Review of slope modification and grading

- a. Coordinating department: The Department of Public Works is responsible for review of development proposals concerning grading, etc. The City Department of Parks and Recreation is responsible for review of cliff and bluff vegetation modification proposals and comment on possible impacts to them.

#### Hazards Policy #1 - limits to the use of the coastal zone

- a. Coordinating department: The Department of Community Development has lead responsibility for City park development plans, and for reviewing State park plans. Signs indicating off-limits areas are the responsibility of the developing jurisdiction, with monitoring responsibility falling on the City Department of Parks and Recreation and Department of Public Works.

Hazards Policy #2 - Removal of inactive storm drains

- a. Coordinating department: Because the Department of Public Works is responsible for the storm drain system, it shall be responsible for monitoring the impacts and eventual removal of the abandoned drainpipes.
- b. Implementing agency: Caltrans and/or the State Department of Parks and Recreation shall be responsible for actual removal of the drainpipes and for all feasible repair of erosion damage. This responsibility may in part be transferred to the NSA in the course of their work in Daisaku Ikeda Canyon, if they wish to accept it.

Hazards Policy #3 - Native plants as bluff stabilization measures

- a. Coordinating department: The City Department of Parks and Recreation is responsible for maintenance and control of landscaping on Daly City property, and is responsible for monitoring the maintenance of existing landscaping and reviewing proposed landscape plans for developments by other agencies.

New Development #3 - Acquisition of privately-owned beach property

- a. Coordinating department: The Department of Community Development shall be responsible for communications with the property owner and with the State Department of Parks and Recreation concerning disposition and use of the beach property in question.

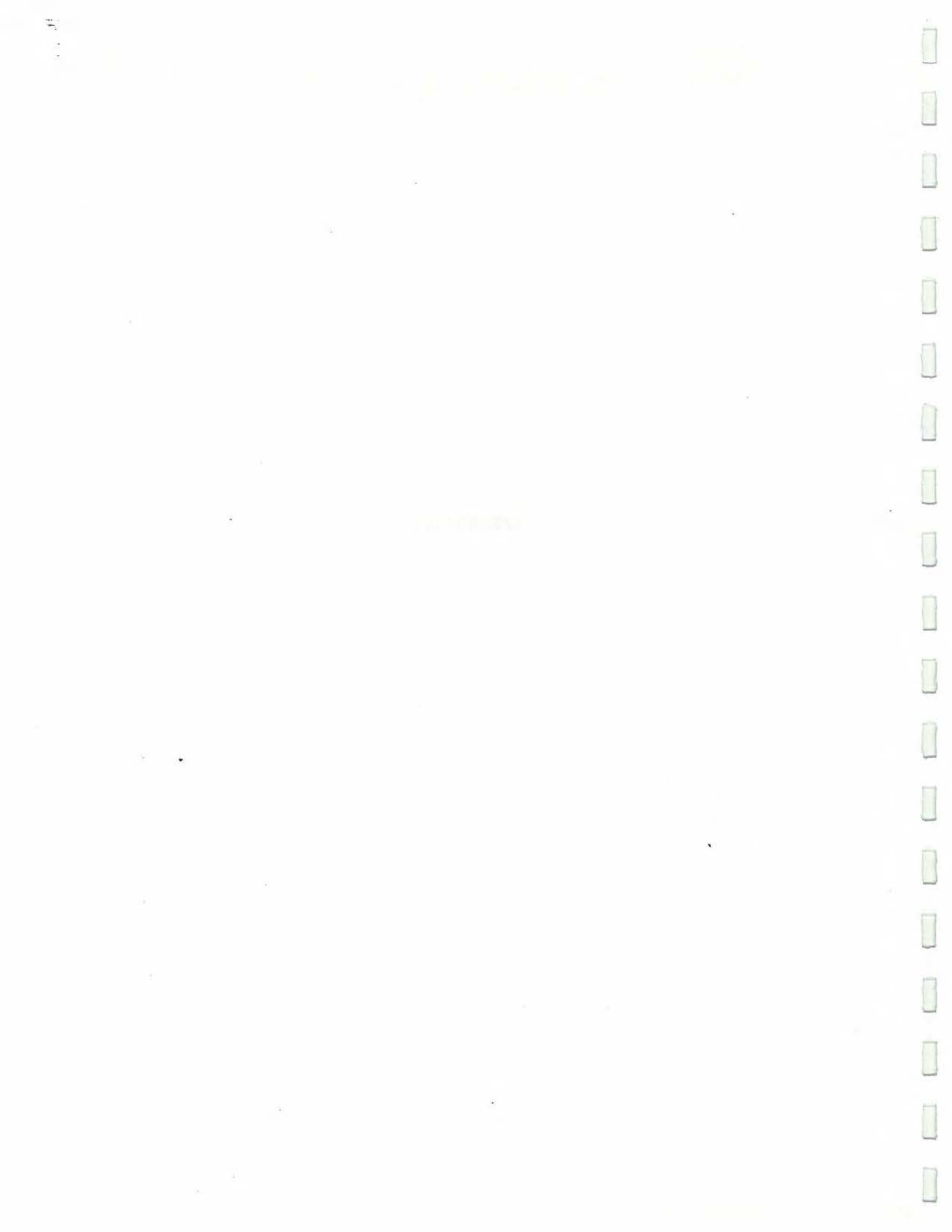
New Development #4 - Public safety requirements in new development

- a. Coordinating department - The Department of Public Works is responsible for review of development proposals concerning potential seismic and geotechnical problems through the conditional use permit process.

Energy Policy #3 - Protection measures for methane gas collection

- a. Coordinating department: The Department of Public Works has lead responsibility for design and development of the system to use or dissipate the methane gas. Design standards and details for buffer areas, etc. are the responsibility of the Department of Community Development through its lead role for the design and development for Mussel Rock Park.
- b. Funding sources: Protection measures shall be included in the budgeting for the park development. Possible outside funding sources include the State through the Coastal Energy Impact Program (CEIP), State Coastal Conservancy, or State Department of Parks and Recreation.

## APPENDICES



## VII-A GLOSSARY

**Bluff and cliff areas** - the base, face and top of all bluffs and cliffs of ten feet in height or greater, measured from the toe of the face. The extent of the blufftop considered should include the area between the face of the bluff and a line described on the bluff top by the intersection of a plane inclined at a 20 degree angle from horizontal passing through the toe of the bluff or cliff, or 50 feet inland from the edge of the cliff or bluff, whichever is greater.

**Caltrans** - State of California Department of Transportation

**Commercial recreation uses** - uses serving coastal recreational needs operated for private profit (e.g., riding stable, bait shop, sports equipment rentals).

**Daisaku Ikeda Canyon** - the canyon area bounded by Avalon Drive, Northridge Drive and Westmoor Avenue, and formerly known as Wildman's Gulch, Deadman's Gulch, or Avalon Canyon.

**Development** - on land, in or under water, the placement or creation of any solid material or structure; discharge or disposal of any dredged material or of any gaseous, liquid, solid, or thermal waste; grading, removing, dredging, mining, or extraction of any materials; change in the density or intensity of use of land, including but not limited to subdivision, and any other division of land, including lot splits, except where the land division is brought about in connection with the purchase of such land by a public agency for public recreational use; change in the intensity of use of water, or of access thereto; construction, reconstruction, demolition, or alteration of the size of any structure, including any facility of any private, public, or municipal utility; and the removal or harvesting of major vegetation other than for agricultural purposes, kelp harvesting, and timber operations.

**Environmentally sensitive habitat areas** - any area in which plant or animal life or their habitats are either rare or especially valuable because of their special nature or role in an ecosystem and which could be easily disturbed or degraded by human activities and developments.

**Hazard areas** - seismic hazard areas delineated on fault maps as subject to potential surface rupture, on soil maps indicating materials particularly prone to shaking or liquefaction, and in local and regional seismic safety plans; landslide hazard areas delineated on slope stability maps and in local and regional geologic or safety plans; beach areas subject to erosion; and other geologic hazard areas such as expansive soils and subsidence areas.

**HCDA** - Housing and Community Development Act

### **Intensities of Recreational Use -**

Low intensity - pass through activities only (e.g., hiking, equestrian trails).

Moderate intensity - high degree of separation between uses and/or users (e.g., walk-in camping, low density picknicking, interpretive displays, fishing).

High intensity - close proximity between uses and/or users (e.g., group camping, beach activities, day use parking, whale watching).

**Lateral access** - a roadway or trail running on or parallel to the beach and connecting beachfront uses and vertical accessways.

**LCP** - local coastal program

**Low and moderate income** - low income is less than 80% of the median household income of the Standard Metropolitan Statistical Area (SMSA). Moderate income is 80 to 120% of the median household income of the SMSA.

**Maintainable environment** - landscaping or the absence of it; weeds, debris, litter, or trash or the absence of them; and the presence or absence of such improvements as signs, trash cans, benches, and lights.

**Maintenance** - Activities and provisions required to preserve, and where feasible improve the resource values within the maintainable environment.

**NSA** - Nicherin Shoshu of America, Buddhist Academy

**Old highway 1 right-of-way** - The property, owned for the most part by Caltrans, that included State highway 1 prior to its abandonment in 1958, and situated on a bench at about 150 feet above the beach.

**Police powers** - the regulations and procedures required to promote the health, safety, and general welfare of the public.

**Public safety** - activities and provisions required to preserve, and where feasible improve the security of the public.

**RWQCB** - Regional Water Quality Control Board

**SamTrans** - San Mateo County Transit District (bus)

**Security** - the absence of property damage, theft or other crimes against persons, and the presence or absence of gates, fences, lighting, patrols, and curfews.

**Structure** - includes, but is not limited to, any building, road, pipe, flume, conduit, siphon, aqueduct, telephone line, and electrical power transmission and distribution line.

**Vertical access** - a roadway or trail intended to allow access from the last public road or parking lot to the beach.

**Visitor serving uses** - public and private developments that provide accommodations, food, and services to coastal users, including small-scale hotels, motels, campgrounds, restaurants and commercial recreation uses.

**Visual access** - a location that allows a non-obstructed view of the coastline, including but not limited to the ocean and natural landforms.

## VII-B BOTANICAL INVENTORY OF SENSITIVE HABITAT AREAS

This botanical inventory was conducted on May 19-20, 1979 in the two designated environmentally sensitive habitat areas in the Daly City coastal zone. The frequency categories are included to give a rough idea of relative abundance; however, this will vary according to the time of year and the general environmental conditions. The following is an explanation of the code letters used for the observed frequency:

A - Abundant

L - Common but localized

S - Scattered and infrequent

## DAISAKU IKEDA CANYON

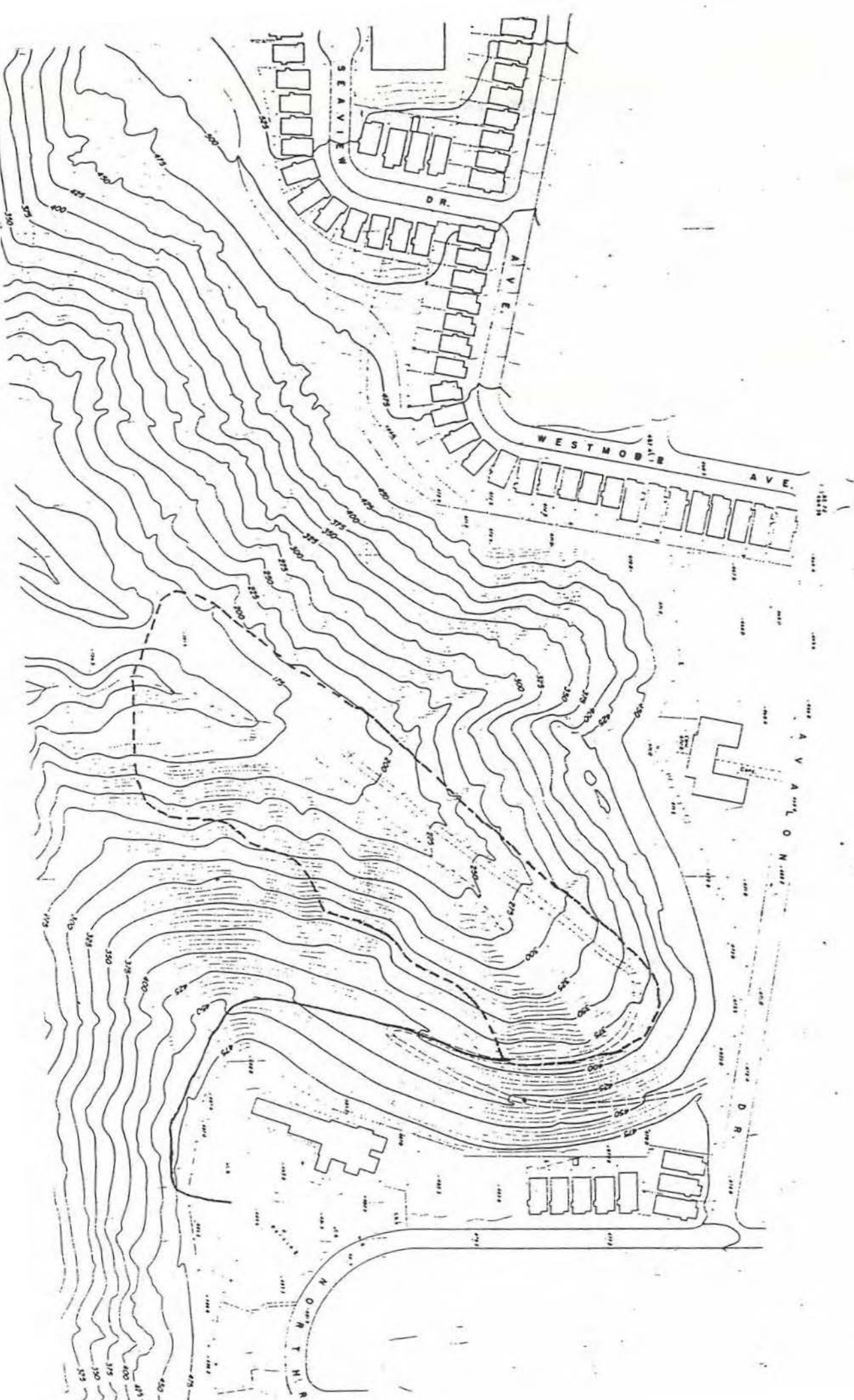
<u>Latin Name</u>	<u>Common Name</u>	<u>Native (N) or Introduced (I)</u>	<u>Observed Frequency</u>
Lupinus arboreus	Yellow bush lupine	N	A
Eriophyllum staechadifolium	Lizard tail	I	A
Scrophluaria californica	Bee plant	N	A
Anaphalis margaritacea	Pearly everlasting	N	L
Gnaphalium species (2 types)	Cudweed		L
Epilobium franciscanum	Willow herb	N	A
Matricaria matricariodes	Pineapple weed	I	A
Stachys species	Hedge nettle	I	L
Brassica species	Wild mustard	I	A
Raphinus sativus	Wild radish	I	A
Melilotus indica	Yellow sweet clover	I	A
Heracleum lanatum	Cow parsnip	N	A
Erigeron glaucus	Seaside daisy	N	L
Circium species	Thistle		S
Baccharis pilularis	Coyote bush	N	L
Artemesia californica	Sagebrush	N	L
Mesembryanthemum edule	Hottentot fig	I	L
Mesembryanthemum chilense	Sea fig		L
Achillea millefolium	White yarrow	I	A
Castilleja species	Indian paintbrush		S
Vicia species (3 types)	Vetch		A
Gallium species	Bedstraw		L
Geranium species	Storksbill, cranesbill	I	L
Lobularia maritima	Sweet alyssum	I	L

## DAISAKU IKEDA CANYON (cont'd)

<u>Latin Name</u>	<u>Common Name</u>	<u>Native (N) or Introduced (I)</u>	<u>Observed Frequency</u>
Anagallis arvensis	Scarlet pimpernel	I	L
Solanum species	Nightshade		A
Rubus species	Blackberry	N	A
Senecio elegans		I	S
Sidalcea species	Checkerbloom		L

# DAISAKU IKEDA CANYON

- - - - - INDICATES PERIMETER OF  
 CLOAKY SUBMITTED AREA  
 ——— ACCESS FROM PARKING LOT  
 TO DIRT ROAD - ROAD INCUTTED  
 10' ON EACH SIDE



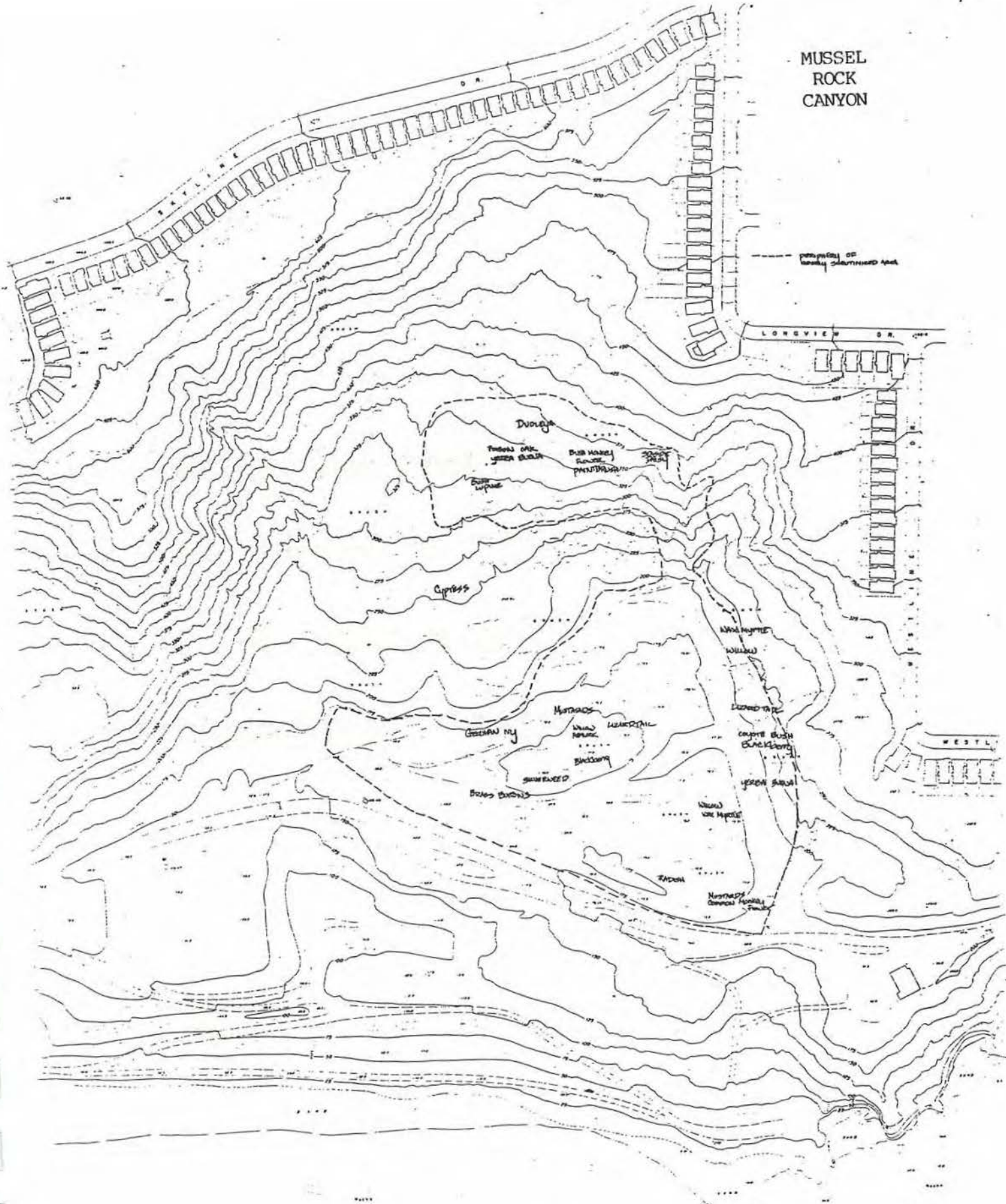
MUSSEL ROCK CANYON

<u>Latin Name</u>	<u>Common Name</u>	<u>Native (N) or Introduced (I)</u>	<u>Observed Frequency</u>
<i>Cotula coronopifolia</i>	Brass buttons	I	L
<i>Potentilla egedei</i>	Silverweed	N	L
<i>Mimulus auranticus</i>	Bush monkey-flower	N	S
<i>Mimulus guttatus</i>	Common monkey-flower	N	S
<i>Castilleja species</i>	Indian paintbrush		S
<i>Lonicera involucrata</i>	Twinberry	N	S
<i>Conium maculatum</i>	Poison hemlock	I	A
<i>Artemisia californica</i>	Sagebrush	N	L
<i>Stachys species</i>	Hedge nettle	I	L
<i>Lotus corniculatus</i>	Bird's foot trefoil	I	S
<i>Heracleum lanatum</i>	Cow parsnip	N	A
<i>Satureja douglasii</i>	Yerba buena	N	A
<i>Geranium species</i>	Storksbill, Cranesbill	I	L
<i>Amsinckia spectabilis</i>	Coast fiddleneck	N	S
<i>Sanicula crassicaulis</i>	Pacific sanicle	N	L
<i>Epilobium franciscanum</i>	Willow herb	N	L
<i>Solanum species</i>	Nightshade		A
<i>Ribes species</i>	Currants		S
<i>Raphanus sativus</i>	Wild radish	I	A
<i>Brassica species</i>	Wild mustard	I	A
<i>Erigeron glaucus</i>	Seaside daisy	N	L
<i>Anagallis arvensis</i>	Scarlet pimpernel	I	A
<i>Achillea millefolium</i>	Common yarrow	I	A
<i>Eriophyllum staechadifolium</i>	Lizard tail	I	A

MUSSEL ROCK CANYON (cont'd)

<u>Latin Name</u>	<u>Common Name</u>	<u>Native (N) or Introduced (I)</u>	<u>Observed Frequency</u>
Scrophularia californica	Bee plant	N	A
Lupinus arboreus	Yellow bush lupine	N	A
Lathyrus species	Beach pea		S
Vicia species (3 types)	Vetch		A
Melilotus indica	Yellow sweet clover	I	L
Senecio milcanioides	German ivy	I	L
Dudleya caespitosa	Live forever	N	L
Helenium bolanderi	Sneezweed	N	S
Gnaphalium species (2 types)	Cudweed		S
Anaphalis margaritacea	Pearly everlasting	N	S
Phacelia malvifolia	Stinging phacelia	N	S
Equisetum species	Horsetail		S
Myrica californica	Wax myrtle	N	A
Baccharis pilularis	Coyote bush	N	A
Rubus vitifolius	Blackberry	N	A
Rhus toxicodendron	Poison oak	N	A
Cortaderia argentea	Pampas grass	I	L
Salix species	Willow		
Lobularia maritima	Sweet alyssum	I	A

# MUSSEL ROCK CANYON



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## VII-C RELEVANT RESOLUTIONS

RESOLUTION NO. 83-293

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DALY CITY APPROVING  
AMENDMENT TO ADD THE LOCAL COASTAL PLAN (LCP) AS THE COASTAL  
ELEMENT OF THE DALY CITY GENERAL PLAN

THE GENERAL LOCATION OF THE AREA TO BE INCLUDED WITHIN THE COASTAL ELEMENT OF THE DALY CITY GENERAL PLAN IS AS FOLLOWS: ALL THAT PROPERTY WEST OF EASTGATE DRIVE BETWEEN THE NORTHERN CITY BOUNDARY AND JOHN DALY BOULEVARD, ALL LAND WEST OF SKYLINE BOULEVARD BETWEEN JOHN DALY BOULEVARD AND DALY CITY'S SOUTHERN BORDER AND THE NORTHERNMOST 350+ FEET OF WESTPARK DRIVE AND LAKEVIEW DRIVE (PROPERTY LINE ENTIRELY WITHIN THE COASTAL PLAN). COASTAL ZONE BOUNDARY CHANGED TO INCLUDE 350+ OF NORTHERN PORTIONS OF WESTPARK DRIVE AND LAKEVIEW DRIVE.

1) Heretofore, after hearing duly and regularly conducted, the Planning Commission of the City of Daly City submitted to this City Council its recommendation with respect to the amendment hereinafter described, accompanied by the report of its findings and a summary of its hearing, whereupon this City Council duly and regularly set this matter for hearing.

2) Due and regular notice of such hearing has been given as required by law and such hearing was regularly held by this City Council on November 14, 1983, when all interested persons were heard and any additional evidence presented was received.

3) This City Council finds and declares that the health, safety, comfort, continued orderly growth and general welfare of the City of Daly City requires that the General Plan be amended by the addition of the Local Coastal Plan as the General Plan's "Coastal Element", and that the General Plan be amended to provide therefor, as recommended by the Planning Commission.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Daly City that it hereby approves amendment to the General Plan by the addition of the Local Coastal Plan as the General Plan's "Coastal Element" and that the General Plan be amended to provide therefor, in order to promote the continued orderly growth, public health, safety, comfort and general welfare of the City of Daly City.

BE IT FURTHER RESOLVED by the City Council of the City of Daly City that the implementation of this element of the General Plan shall be in the form of the assumption of full permit authority within the Coastal Zone and that this shall take place the day after California Coastal Commission approval of the Daly City Local Coastal Plan.

I hereby certify the foregoing to be a true copy of a Resolution adopted by the City Council of Daly City, California, at a regular meeting thereof held on the 14th day of November, 1983, by the following vote of the members thereof:

AYES, and in favor thereof, Councilmen: Nevin, Teglia, Tucker, Powell

NOES, Councilmen: None

Absent, Councilmen: Giammona

Betti Marzocco  
CITY CLERK OF THE CITY OF DALY CITY

APPROVED:

JANE POWELL  
MAYOR OF THE CITY OF DALY CITY

RESOLUTION NO. 79-321B

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DALY CITY ADOPTING THE DALY CITY LOCAL COASTAL PROGRAM

BE IT RESOLVED by the City Council of the City of Daly City, as follows:

1) In the California Coastal Act of 1976 (Division 20, Public Resources Code [Sections 30000 to 30900]) the State legislature finds and declares that the California coastal zone is a distinct and valuable natural resource, that the permanent protection of the State's resources is a paramount concern, and that to protect public and private property, ocean resources, and the natural environment, it is necessary to protect the ecological balance of the coastal zone and prevent its deterioration and destruction;

2) The legislature further finds and declares that to achieve maximum responsiveness to local conditions, accountability, and public accessibility, it is necessary to rely heavily on local land use planning procedures and enforcement;

3) The legislature, through the Coastal Act, requires that each county and city along the coast prepare a local coastal program for that portion of its jurisdiction within the coastal zone;

4) A proposed Daly City Local Coastal Program consisting of various components listed on Exhibit "A" attached hereto and by this reference made a part hereof, has been developed pursuant to a comprehensive project under the supervision of the Daly City Citizen's Advisory Committee, the Planning Commission of the City of Daly City, and the Central Regional and State Coastal Commissions. Public meetings were held on October 26, 1978, February 15, 1979 and November 7, 1979. The Planning Commission has considered said proposed Local Coastal Program at a public hearing held November 14, 1979, notice of said

public hearing having been published and posted in accordance with the applicable provisions of State Law;

5) The City Council of the City of Daly City has received a report regarding the adoption of the Local Coastal Program from the Planning Commission of the City of Daly City containing its findings, summaries of hearings and its recommendations concerning the matters hereinafter referred to, together with resolutions of said Planning Commission containing its recommendations. All proceedings before the Planning Commission have been duly and regularly conducted pursuant to the provisions of the Planning Law of the State of California and the California Coastal Act of 1976; and

6) The City Council held a public hearing on December 17, 1979, and notice of said public hearings has been published and posted in accordance with all applicable laws.

NOW, THEREFORE, the City Council of the City of Daly City does hereby adopt the Daly City Local Coastal Program, and intends to implement the policies in conformance with the California Coastal Act of 1976.

I hereby certify the foregoing to be a true copy of a Resolution adopted by the City Council  
of Daly City, California, at a <sup>special</sup> regular meeting thereof held on the 17th day of  
December, 1979, by the following vote of the members thereof:

AYES, and in favor thereof, Councilmen: Giammona, Schumacher, Teglia,

Tucker, Kyriakis

NOES, Councilmen: None

Absent, Councilmen: None

Betty Maria  
CITY CLERK OF THE CITY OF DALY CITY

APPROVED:

VICTOR G. KYRIAKIS

MAYOR OF THE CITY OF DALY CITY

RESOLUTION NO. 79-321A

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF DALY CITY AUTHORIZING THE CITY MANAGER TO REQUEST CERTAIN ACTIONS OF OTHER AGENCIES AND PERSONS

BE IT RESOLVED by the City Council of the City of Daly City, as follows:

1) The California Coastal Act of 1976 requires that each county and city along the coast prepare a local coastal program for that portion of its jurisdiction within the coastal zone;

2) The Coastal Act requires that these local coastal programs include all implementation measures necessary to carry out the policies of the Act and the policies within said local coastal program; and

3) The policies of the Daly City local coastal program include actions to be performed by other agencies or individuals who are responsible for certain lands within the jurisdiction of the City of Daly City.

NOW, THEREFORE, the City Council of the City of Daly City does hereby authorize the City Manager to do the following:

- 1) Request the State of California Department of Parks and Recreation to:
  - a) publicize the routes and availability of public transit in all of its public information on Thornton State Beach;
  - b) place or have placed signs at the intersection of the abandoned highway 1 right-of-way and the Thornton State Beach access road warning of dangers due to geotechnical hazards to users of the old highway;

- 2) Request the State of California Department of Transportation to:
  - a) place directional signs on Highway 280 and Skyline Boulevard indicating beach access at Thornton State Beach, and at Daisaku Ikeda Canyon and Mussel Rock Park when these accessways are complete;
  - b) remove the abandoned but still functioning storm drains from along the abandoned highway 1 right-of-way;
- 3) Request the San Mateo County Department of Public Works to complete its designated separated bicycle route along Skyline Boulevard;
- 4) Request the owners of the 10.5-acre parcel along the beach south of Thornton State Beach to dedicate the property to the State of California Department of Parks and Recreation or the City of Daly City for public recreational use; and
- 5) Request all adult service clubs and youth organizations that meet within the City of Daly City to set aside a regularly scheduled time for coastal zone open space maintenance and cleanup activities as a public service.

## VII-D AGENCIES AND PERSONS CONTACTED

### CITY OF DALY CITY

Don Fleming, Director, Department of Community Development  
Thomas H. Miller, former Planning Director, Department of Community Development  
Robert-Joseph Vasquez, Planning Director, Department of Community Development  
Fred DeJarlais, former HCDA Coordinator, Department of Community Development  
Mary Jo Dutra, HCDA Coordinator, Department of Community Development  
Barbara Hill, Rehabilitation Loan Specialist, Department of Community Development  
Charles Vincent, Director, Department of Parks, Recreation and Maintenance  
Edward Tomasello, Recreation Specialist, Department of Parks, Recreation and Maintenance  
Clarence F. Mobley, City Engineer, Department of Public Works  
Hwat Tan, Engineer, Department of Public Works  
Citizens Advisory Committee, Helen Staub, Chairman

### CITY OF PACIFICA

Meg Monroe, Ironsides and Associates

### CITY AND COUNTY OF SAN FRANCISCO

Marie Zeller, City Planning Department

### COUNTY OF SAN MATEO

Don Craig, LCP Coordinator, County Planning Department

### COASTAL COMMISSIONS

Wendy Brewer, State  
William Van Beckum, Central Regional  
Michael Miller, Central Regional

### COASTAL CONSERVANCY

Bonnie Wohlstencroft, Accessways Grants and Legal Council  
Bernie Choden, Planner

### CALTRANS

R. D. Gee  
Mike L. Keller  
Ralph Thomas

STATE DEPARTMENT OF PARKS AND RECREATION

Mike Stewart Brown, Landscape Architect  
Arthur P. Camacho, Landscape Architect  
Keith Demetrak, Landscape Architect  
Doug Healey, Federal Grants Specialist  
Charles P. Lyden, Assistant District Supervisor, District 2  
Gerald Ramsdell, Planner

DALY CITY SCAVENGER COMPANY

Al Sirini, President

HOLMAN AND ASSOCIATES, ARCHAEOLOGISTS

Miley Holman  
Sarah Slater  
Mathew Clark

KCA ENGINEERS

Buz Sheldon, Engineer in charge of Mussel Rock Landfill Site

NICHIREN SHOSHU OF AMERICA (NSA)

Richard Sonoda, Zone Chief  
Frank Williamson, Director

PACIFIC GAS AND ELECTRIC (P, G & E)

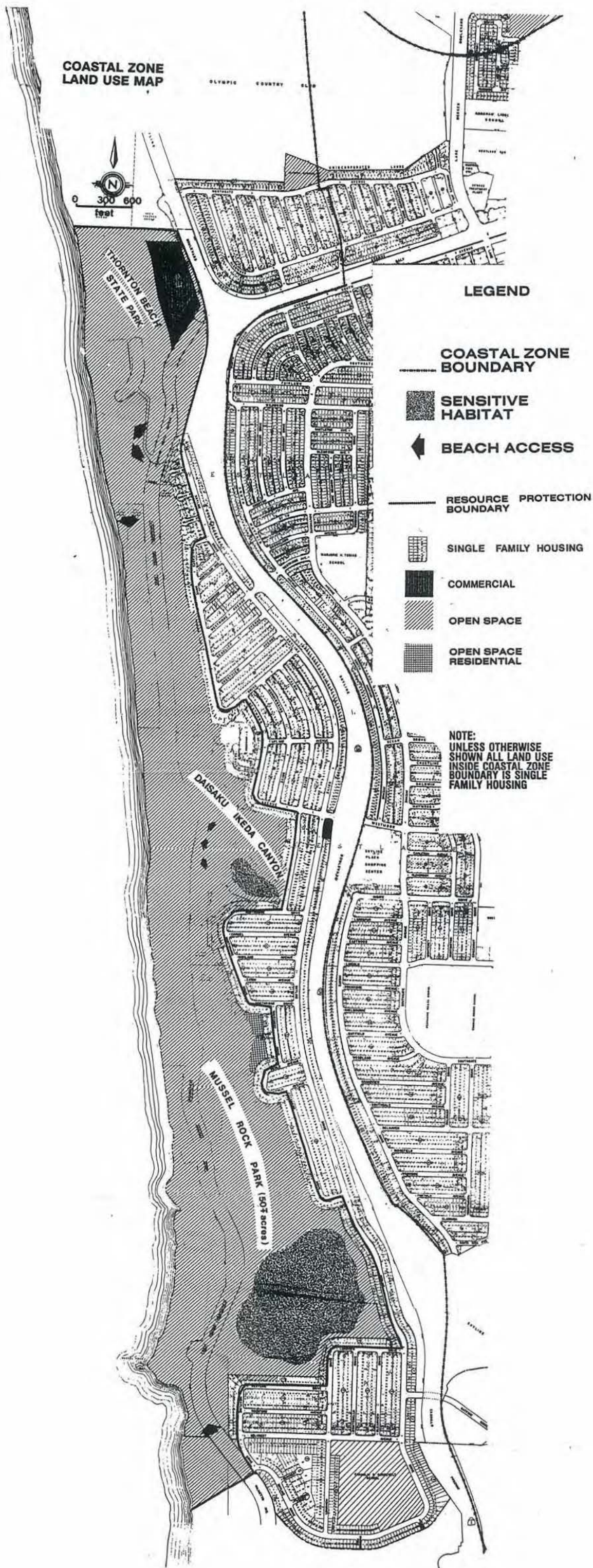
Max Blanchet, Engineer in charge of methane recovery at Mountain View site

SAMTRANS

Steve Allen, Planner

COASTAL ZONE HORSE STABLES

Diane Rajeski, Palo Mar Stables  
Thelma D. Zappatini, Mar Vista Riding Academy



## VII-E REFERENCES

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Sullivan, Raymond, Geologic Hazards Along the Coast South of San Francisco, California Geology, February, 1975.

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