



COUNTY OF SAN MATEO
Inter-Departmental Correspondence
Planning and Building



Date: May 14, 2014
Board Meeting Date: June 3, 2014
Special Notice / Hearing: None
Vote Required: Majority

To: Honorable Board of Supervisors
From: Jim Eggemeyer, Community Development Director
Subject: Update on the Plan Princeton Project

RECOMMENDATION:

Accept report on the Plan Princeton Project.

BACKGROUND:

The County of San Mateo Planning and Building Department, along with assistance from Dyett & Bhatia (project consultant), has begun the process of preparing comprehensive updates to the General Plan, Zoning Regulations and Local Coastal Program for the Princeton area. The planning area consists of the land area from Pillar Point Harbor to the north side of the Half Moon Bay Airport, west of and including Highway 1, and including the Half Moon Bay Airport, Pillar Ridge residential community, and the community of Princeton.

The updates are intended to help realize the community's vision for the future. Focused attention will be given to land use regulation and policy amendments that prioritize coastal-dependent and coastal-related land uses, enhance coastal access and recreation, and protect coastal resources to ensure compliance with the State Coastal Act. Relevant needs of the community will also be considered in the updates, including benefits and amenities for the commercial fishing industry, recreational boaters, and community residents, local jobs and services, and abatement of neighborhood blight and zoning violations. Furthermore, the updates will address parking, circulation, and infrastructure needs, identify and evaluate potential solutions to shoreline erosion problems, and protect and restore water quality and sensitive habitats. Any updates will also seek to maintain compliance with airport compatibility requirements.

Planning Commission Action: On May 28, 2014, the Planning Commission received staff's presentation of the Plan Princeton efforts to date, including the Existing Conditions Report.

Report Prepared By: Summer Burlison, Project Planner, 650/363-1815

Applicant: County of San Mateo Planning and Building Department

Owner: Unincorporated Princeton Area

Location: Land area north of Pillar Point Harbor to the north side of the Half Moon Bay Airport, west of and including Highway 1; see Attachment A.

Existing Zoning: Waterfront (W), Light Industrial (M-1), Resource Management-Coastal Zone (RM-CZ), Coastside Commercial Recreation (CCR), Planned Agricultural District (PAD), Single-Family Residential (R-1), and Limited Highway Frontage (H-1), with combining/overlay districts of Airport Overlay (A-O), Design Review (DR), and Coastal Development (CD)

General Plan Designation: Airport, General Industrial, Public Recreation, Open Space, Coastside Commercial Recreation, Agriculture, Very Low-Density Residential, and Medium-High Density Residential

Existing Land Use: Agriculture, Commercial, Industrial, Office, Residential, Recreation, Open Space, Institutional, Visitor-Serving

Water Supply: Coastside County Water District and Montara Water and Sanitary District

Sewage Disposal: Granada Sanitary District and Montara Water and Sanitary District

Setting: The Princeton planning area is located along the Coast of San Mateo County, north of Half Moon Bay. Lands within the area include the Half Moon Bay Airport, Pillar Ridge residential community, and the community of Princeton – one of a few working waterfronts along the central coast of California that supports fishing, boating, and marine-related industries. With its scenic coastal surrounding, coastal trails, and the famous Mavericks surf break, the Princeton planning area is a renowned destination for coastal recreation.

Chronology (since last Board of Supervisors update on December 10, 2013):

| <u>Date</u> | <u>Action</u> |
|-------------------|--|
| December 10, 2013 | - Project introduction and status update to the Board of Supervisors, including a Community Vision Report. |
| December 12, 2013 | - Project introduction to the California Coastal Commission. |

- December 3, 2013 and December 12, 2013 - Technical Advisory Committee Meetings (#1 and #2) to review an Administrative Draft of the Existing Conditions Report; see Attachment B for list of Technical Advisory Committee members.
- February 28, 2014 - Steering Committee Meeting (#3) to review the Existing Conditions Report.
- March 12, 2014 - Midcoast Community Council Meeting – overview presentation of Existing Conditions Report.
- May 15, 2014 - Existing Conditions Report released (available on project website and/or at the Planning and Building Department); see Attachment C.
- May 28, 2014 - Project update to the Planning Commission, including an Existing Conditions Report.
- June 3, 2014 - Project update to the Board of Supervisors, including an Existing Conditions Report.

DISCUSSION:

A. EXISTING CONDITIONS REPORT

The Existing Conditions Report summarizes the background information, long-term trends, and opportunities and constraints associated with the Princeton study area based on the physical and regulatory conditions affecting local development. The report also includes opportunities and constraints that will affect decision-making during the planning update process. As the project progresses, the assessments presented in the Existing Conditions Report will serve to facilitate community input on planning issues and will be used in conjunction with the Community Vision Report as a guiding tool in formulating alternative options for the Plan Princeton.

The Existing Conditions Report covers the following subject areas:

1. Land Use and Urban Design

The Princeton study area is located within the Coastal Zone and must maintain consistency with the California Coastal Act by prioritizing coastal-dependent and coastal-related uses, maintaining and enhancing coastal access and recreation opportunities, protecting coastal resources, and preserving visual resources and community character. All proposed planning updates for Princeton must be certified by the California Coastal Commission.

Current Zoning Regulations in the study area include regulations that attempt to create and maintain a “working waterfront” environment in the Princeton waterfront/industrial area by narrowly defining allowed uses for marine-related trades and services. However, because many of the existing land uses in the shoreline area are storage based or vacant, the effectiveness of these current regulations in promoting a diversity of coastal-dependent and marine-related uses may require further review.

The Princeton study area is also within the Half Moon Bay Airport Influence Area, and therefore must maintain consistency with the applicable State-mandated Airport Land Use Compatibility Plan (ALUCP). The Half Moon Bay ALUCP presents compliance challenges for new development, mainly in the form of ground-level safety standards that limit allowable land use and density/intensity. The airport safety zones identified in the Draft Final Airport Land Use Compatibility Plan (ALUCP) being prepared by City/County Association of Governments (C/CAG) allows for slightly higher intensities than the County’s current Airport Overlay (A-O) zone; however, the safety zones identified in the draft ALUCP will cover much larger portions of the study area than the current A-O zone covers, and will limit new residential development, in the majority of the waterfront/industrial area. Other land use compatibility criteria from the ALUCP that local land use regulations must comply with include noise, which relates to use of land and airspace protection which relates to the height of structures. All proposed planning updates must be submitted to the Airport Land Use Commission for a determination of consistency with the ALUCP.

The Princeton study area consists primarily of open space and low-intensity development, with three more densely built areas at Capistrano Road, the Princeton waterfront, and the Pillar Ridge Manufactured Home Community. Capistrano Road and the Princeton waterfront are the study area’s two main activity centers.

The study area can generally be divided into four separate areas that exhibit distinct land use characteristics:

- The Princeton waterfront/industrial area between the Half Moon Bay Airport and Pillar Point Harbor primarily consists of industrial, warehouse and storage uses with some commercial, single-family residential uses and vacant land interspersed.
- East of Broadway, along Capistrano Road and Johnson Pier, is an area characterized by commercial and recreational uses. The majority of the study area’s visitor-serving and retail businesses are located in this area, including dining, lodging, and a retail shopping center. The area also includes agricultural land.

- The area west of Airport Street is primarily open space and includes the Pillar Point Bluff and agricultural land, with the exception of the Pillar Ridge Manufactured Home Community and some adjacent warehouse buildings.
- Finally, the Half Moon Bay Airport property constitutes over a third of the land in the study area. This area is almost entirely used for airport purposes, except for portions of the property that are leased for agricultural purposes and are in active cultivation.

Parks and open space are the most prominent land uses in the study area, aside from the airport, and account for 26 percent of the total area. Much of the land within the Princeton study area is in public ownership, including the Half Moon Bay Airport (County), Pillar Point Bluff and Pillar Point Marsh (County), and the Pillar Point Air Force Station (Federal Government). While there are three regional parks within the study area (James V. Fitzgerald Marine Reserve, Pillar Point Marsh, and Pillar Point Bluff), there are no active recreational facilities such as ball fields and/or playgrounds.

Local plans and regulations that govern the Princeton study area are identified below:

- The General Plan, adopted in 1986, establishes policies to guide County decision-makers in matters related to land use, development, and resource management.
- The Montara-Moss Beach-El Granada Community Plan, adopted in 1978, guides development in the Midcoast region. The Plan outlines a community vision that prioritizes low growth and emphasizes the goal of preserving the community's small town character.
- The Midcoast Local Coastal Program (LCP), originally certified in 1980, and last amended in 2012, consists of a land use plan that establishes a long-range vision for the community and specifies the kinds, locations, and intensities of allowed land uses and an implementation program (i.e., zoning regulations) that detail the requirements for development of individual properties.
- The San Mateo County Energy Efficiency Climate Action Plan, adopted in 2013, consists of strategies to reduce Countywide energy use, promote more efficient transportation strategies and land use patterns and spur growth in local energy efficiency industries.
- The Zoning Ordinance, last amended in 2012, is the main regulatory tool used to implement the policies established in the General Plan and LCP. The Zoning Ordinance's main purpose is to guide and

control future growth and development within the County, protect the character and social and economic stability of the County, protect public health and safety, and prevent overcrowding and congestion through the regulation of land use and built structures. The Zoning Ordinance consists of a zoning map which defines the locations of each zoning district and a zoning code that details the requirements for each district.

Plan Princeton provides the County an opportunity to update existing inconsistent or conflicting development policies and regulations, such as zoning land uses, development intensity, setbacks, and height limits that will help shape future development in the area.

2. Fishing, Boating, and Visitor Needs

Commercial Fishing, Seafood Processing, and Distribution

Princeton is the second most significant commercial fishing port in the Bay Area and has a long history of commercial fishing and seafood processing. The San Mateo County Harbor District manages a protected commercial fishing port at Pillar Point Harbor (located outside of the Princeton study area). The Harbor District licenses three wholesale seafood businesses to operate on the pier and allows direct-to-consumer sales (off the boat) at the harbor.

Commercial fish landings in Princeton are currently dominated by crab, which has become the top grossing catch. Other valuable species in Princeton include sablefish and Chinook salmon, and local fishermen have indicated that squid could be a growth opportunity in Princeton. Nonetheless, commercial fishing is a narrow-margin business and due to the decline of the commercial fishing industry in California over the last several decades, seafood-related business expansion is unlikely to be a major economic driver in Princeton moving forward. However, there is growing consumer interest in local and sustainable seafood which could attract niche processors and wholesalers to the area who focus on locally-caught seafood. There may also be opportunities for local fishermen to grow their direct-to-consumer sales. While additional supportive infrastructure might generate marginal economic benefits to the Princeton industrial working waterfront area, it does not appear that a lack of infrastructure is a major impediment to the growth in commercial fishing and seafood processing. Instead, natural resource constraints and market conditions are the primary limiting conditions to the commercial fishing and seafood processing industries in Princeton.

With Princeton being the only industrially-zoned land between Pacifica and Half Moon Bay, a wide variety of industrial uses have and will continue to be

drawn to Princeton. In some cases, industrial space users such as metal workers may serve both maritime and non-maritime clientele.

Tourism

Sightseeing, beach recreation, and shopping/dining are the most common recreation activities occurring in and around Princeton. Pillar Point Harbor facilities support a significant amount of recreational boating activities. The Harbor District reports that there were about 7,740 launches in 2013. Additionally, about 50 percent of the berths at Pillar Point Harbor are now occupied by recreational boaters.

Tourism is experiencing a strong return from the recent recession with the Princeton area well positioned to further develop its visitor-serving economy, according to Economic and Planning Systems, Inc. This growth would generate additional demand for overnight visits which would increase retail, restaurants, and recreational opportunities in the area. Public investments, such as new and improved access to the waterfront, additional parking for visitors, more public spaces and walking routes that connect people to the waterfront would be appealing to visitors to the Princeton area. Additionally, a new institutional use, such as an educational museum or marine-related research center in the Princeton area could contribute to the growth of the tourism economy.

Agriculture

Agricultural lands within the study area contribute to the rural character of the area and bolster tourism and farm sales regionally through farm-related events and farmers markets, but agriculture is unlikely to be a major contributor to land use demand in the area.

3. Environmental Resources

Natural Resources

The study area consists of numerous undeveloped natural habitat areas, including Pillar Point Bluff, Pillar Point Marsh, Denniston Creek, San Vicente Creek, and shoreline areas along Pillar Point Harbor, that support Environmentally Sensitive Habitat Areas (ESHAs), sensitive habitats including jurisdictional wetlands and waters, and special-status plant and wildlife species. Development in these areas would require focused biological studies, consideration of potential biological impacts, and development of appropriate avoidance and minimization measures and mitigation during environmental review. Plan Princeton update provides opportunity to define and delineate ESHAs, incorporate protection and restoration measures for

natural resources, and provide managed public access within areas possessing ecological importance.

Water Quality

The study area lacks stormwater treatment facilities. New development must comply with a number of stormwater pollution prevention requirements, both for long-term reduction of stormwater pollutants leaving the site and short-term control of stormwater pollution during construction. Due to the age of many existing developments in the study area, very few sites have implemented stormwater treatment on-site. As new development occurs in the area, it would be subject to the County's stormwater pollution prevention requirements.

Visual Resources

The existing community aesthetic within the study area is the product of decades of development subject to evolving planning and design policy and standards. A key to preserving the existing visual character will be to implement definite criteria and guidelines for development that do not result in a homogeneous, contrived appearance. There are four distinct visual character zones in the Princeton study area: the Harbor Zone, Pillar Point Bluff, the Princeton Industrial/Waterfront Zone, and the Rural Zone. Primary consideration with regard to preserving visual quality in the study area includes protection of visual resources such as the harbor, Pillar Point, and the surrounding hills, and maintaining the character-defining qualities of the community such as the eclectic development of the Princeton waterfront/ industrial area, surrounding agricultural areas, and the harbor.

Protection of public views will require consideration of potential development at community gateways, critical undeveloped parcels, and of redevelopment of parcels, particularly along the streets that currently have harbor views.

Cultural Resources

Over 75 percent of the study area has been previously subject to a cultural resource study. The study area is considered to have high cultural resources sensitivity due to the presence of several important archaeological and historical resources. While the proposed planning update itself will not result in direct impacts to any known cultural resources, future development projects (on an individual basis) might require additional cultural resources study to determine the potential impact to any cultural resources.

4. Natural Hazards and Shoreline Erosion

Geology and Seismicity

Geological hazards present within the study area include erosion from wave run-up along the shoreline, soil expansion, and significant faults, which all pose constraints to development. These hazards can largely be addressed by compliance with building codes and regulations. Other geological hazards such as subsidence and naturally occurring asbestos are considered low risk within the study area. Furthermore, landslides have been documented on the west and east faces of Pillar Point Bluff.

Much of Princeton is in the tsunami hazard zone. A 14.8-foot high (highest tide) tsunami hit the Princeton area in 1946. Mitigation of tsunami risk consists mainly of improved early warning systems, sufficient evacuation routes and information for the area, and construction requirements.

Hydrology

Hydrology conditions including flood zones and coastal hazards (i.e., sea level rise, wave run-up, bluff erosion) and localized flooding limit development and/or result in the need for stormwater management and control. Existing regulations guide development to locate outside of the 100-year flood hazard zone which covers the Pillar Point Marsh area.

Shoreline Protection

Higher total water levels and a greater degree of shoreline erosion are expected to occur with sea level rise. The Princeton shoreline has been armored with concrete rubble and rocks that were randomly dumped with most shoreline protective devices having been unpermitted and/or unengineered structures, providing both effective and ineffective shoreline protection to individual lots. Several past studies have included alternatives for addressing bluff and shoreline erosion and retreat in the study area, such as revetment or revetment with beach sand enhancement. The current planning update will look at assessing past or other alternatives for shoreline protection that may incorporate public access to and along the coast.

5. Circulation, Parking, and Coastal Access

Circulation

Major concerns for traffic circulation include congestion along Highway 1 during major events and weekends and a lack of signage near the airport. While this Princeton update will focus on circulation and parking within the study area, the County has recently initiated a separate Comprehensive

Transportation Management Plan that is intended to proceed on a parallel track with Plan Princeton to address the cumulative traffic impacts along Highway 1, Highway 92, and other arterial roads on the San Mateo County Midcoast and in the City of Half Moon Bay. There is also a lack of support facilities for pedestrians and cyclists in the area, including lack of sidewalks, well-defined areas conducive to safe travel for both pedestrians and cyclists, lack of marked street crossings, and lack of alternative routes and bicycle parking facilities at recreational destinations. This update will include looking at opportunities for improving facilities and connectivity for non-motorized transportation within the study area.

Additionally, SamTrans provides one bus route through the study area which consists of long headways (up to 60 minutes on weekdays and two hours on weekends) and few amenities for transit riders (such as benches, shelters, and trash cans). The long headways make it difficult for people to choose public transit as a primary mode of travel in the area. Transit providers have indicated that it is difficult to justify increased service with the absence of more transit users. The planning update provides an opportunity to look at alternative modes of transit, such as a park-n-ride service to serve the area.

Parking

There is generally sufficient parking within the study area to meet demand, except during large events such as the Mavericks Invitational or Dream Machines. Difficulty in determining whether a parking lot or on-street parking space is available for public use, distinguishing between the public right-of-way and private property, and distance between parking spaces and visitor destination points may prevent drivers from taking advantage of the available parking supply in the area. One improvement could be signage to better inform visitors of where they can park and if there are any parking restrictions.

Coastal Access

The California Coastal Act includes provisions that seek to maximize opportunities for the public to travel to and along the shoreline. There are a number of access points along the coastline of Princeton, though some of the unimproved points pose challenges that prevent wider public access to the ocean, such as riprap and steep grade changes. Many planning documents that address coastal access recommend improvements such as stairways and ramps to ensure greater accessibility. Ideal locations for new stairways or ramps are Broadway, Columbia Avenue, Vassar Avenue, and the north end of Capistrano Beach. Additionally, shoreline processes such as high tides reduce accessibility to and along the beach. Coastal access

will be an important component to a comprehensive shoreline management plan for the area.

The California Coastal Trail runs through the Princeton study area along Capistrano Road, Prospect Way, Broadway, Princeton Avenue, West Point Avenue, Stanford Avenue, and along Airport Street. Opportunities to improve the trail include better signage, improved identity, designation of a portion of the paved surfaces as a pedestrian path and improved linkage between different route segments.

6. Infrastructure, Public Services and Facilities

Water and Sewer Systems

Water supply in the study area is divided between Montara Water and Sanitary District (MWSD) for the northern portion of the study area and Coastside County Water District (CCWD) for the southern portion of the study area. In December 2013, the California Coastal Commission approved a Public Works Plan for MWSD which allows MWSD to provide new public water service connections. Water service connections for both MWSD and CCWD are divided into priority use connections (coastal-dependent/related or visitor-serving uses) and non-priority use connections (residential, commercial and industrial uses). Both MWSD and CCWD have water capacity and connections available for priority land uses defined by the California Coastal Act and Local Coastal Program. However, CCWD does not currently have any non-priority use connections available. Therefore, new non-priority developments must trade or purchase water service connections from existing owners, not from CCWD. Future expansion of the water supply system in excess of the existing development level in the CCWD service area cannot be approved unless the regional transportation system, specifically Highways 1 and 92, is improved to provide adequate levels of service.

Sanitary sewer service is also divided in the study area between MWSD and Granada Sanitary District. The current sanitary sewer system within the Princeton study area has conveyance limitations. The Intertie Pipeline System that conveys wastewater from both MWSD and Granada Sanitary District to the Sewer Authority Mid-Coastside (SAM) Treatment Plant has had capacity issues during heavy rain periods in the past. The MWSD sewer system is largely built-out and existing pipe conditions should be assessed by the District to identify locations causing capacity issues due to pipe diameter, sags, blockages, and roots. MWSD is continually assessing the current and future capacity requirements for its collection system, especially downstream portions near existing pump stations. Furthermore, the Granada Sanitary District has performed a sanitary sewer-monitoring program that identified inflow and infiltration at locations in the District's

collection system. Proposed mitigation measures for these locations include better mapping of the District's collection system followed by field verification of the locations and elevations to identify capacity issues.

Storm Drain System

The study area is currently served primarily by overland flow through streets and gutters and lacks sufficient conveyance facilities. Settlement has created depressed areas in the gutters with no release point, creating a barrier to flow and resulting in lack of conveyance capacity. Opportunities for improvement could include general retrofits – upsizing existing storm drain pipes, adding storm drain lines parallel to existing ditches and reconstructing ditches to increase capacity.

Dry Utilities, Public Service and Facilities

Existing dry utility systems (i.e., all utilities not related to sanitation and water resources) in the study area have adequate capacity for current demand. It is assumed that the current facilities are sufficient to serve the study area and that these private utility providers will upgrade their facilities as needed to accommodate future development.

Public services to the Princeton study area include the Moss Beach Sheriff Substation, the Coastside Fire Protection District, Seton Coastside Hospital, and the Cabrillo School District. All of these service providers have indicated that they have adequate facilities to accommodate existing levels of service and can accommodate future growth provided upgrades to their facilities are completed.

There are no libraries or community centers in the study area. The Half Moon Bay Library serves residents of the study area and in partnership with the County, the City of Half Moon Bay, and Friends of the Half Moon Bay Library, has been working on a proposed new facility located at the current site to meet service needs and respond to future growth in the regional area. Currently, the library's book mobile visits the Pillar Ridge Manufactured Home Community every other Wednesday. The nearest community center is the Ted Adcock Community Center in the City of Half Moon Bay. While there are no active public recreational facilities such as ball fields and/or playgrounds in the study area, the Pillar Ridge Manufactured Home Community has a children's playground, basketball court, and swimming pool for use by residents and their guests. Additionally, Pillar Ridge has a community center facility for use by residents and their guests. Other private meeting/event facilities within the study area include the Half Moon Bay Yacht Club (member limited), Mavericks Event Center, and Oceano Hotel and Spa.

B. NEXT STEPS

The project team is transitioning into the next phase of the project, which involves formulating conceptual plan alternatives that address the community vision and concerns summarized in the Community Vision Report (Task 2) with the considerations from the Existing Conditions Report (Task 3). A draft of the alternatives is expected to be available for review by the Technical Advisory Committee, Steering Committee, and the Midcoast Community Council in June/July 2014. Furthermore, a public workshop will be held for the community to discuss, analyze, and comment on the alternatives prior to developing a preferred plan (July/August 2014).

The Princeton Planning Update project contributes to the 2025 Shared Vision outcome of a Livable Community because the project will result in updated land use policies and regulations that will promote appropriate types of intensities of growth, in a manner that benefits residents, visitors, and the environment.

FISCAL IMPACT:

A contract agreement between the County of San Mateo and the project consultant, Dyett & Bhatia, for the Princeton Planning Update project was approved by the Board of Supervisors on May 7, 2013 (Resolution No. 072501).

ATTACHMENTS:

- A. Princeton Planning Area Map
- B. Technical Advisory Committee Members
- C. Existing Conditions Report