

2.1 Introduction

The General Plan Land Use Element and Local Coastal Land Use Plan (LUP) are one integrated policy document for the long-range development of the City of Half Moon Bay. The Local Coastal LUP component intends to carry out the policies of the California Coastal Act within Half Moon Bay, and serves as the policy framework for the Local Coastal Implementation Plan (IP), which is also the Half Moon Bay zoning code. Together both the LUP and IP comprise the City's Local Coastal Program (LCP).

2.1.1 Purpose of the Local Coastal Land Use Plan

The California Coastal Act requires every city and county lying partly or wholly within the Coastal Zone to prepare an LCP. The LCP consists of an LUP, and zoning ordinances, zoning district maps, and other actions which taken together implement the Coastal Act provisions. These provisions seek to ensure that public vertical access to and public horizontal along the shoreline is maintained; that water quality, marine life, and environmentally sensitive habitat areas are protected; and that coastal visual resources and special communities are preserved. The Coastal Act establishes certain land use priorities within the Coastal Zone: Recreation and visitor-serving uses, fishing, boating, and other coastal-dependent uses, and public works and industrial facilities needed to support priority uses. Other resource-based uses are also prioritized by the Coastal Act.

The Coastal Act is implemented through a partnership between the California Coastal Commission and local counties and cities, including Half Moon Bay. By certifying an LCP, the Coastal Commission grants authority to the local jurisdiction to issue coastal development permits that are required for nearly all types of development in the Coastal Zone. The LUP is the first and primary element of the City's LCP. It will serve as the basis for the City to update its zoning code and any other implementing tools needed in the Coastal Zone, and apply to the Coastal Commission for recertification of the LCP.

2.1.2 Coastal Zone and Coastal Commission Appeals Jurisdiction in Half Moon Bay

The California Coastal Zone generally extends from the State's seaward limit of jurisdiction to 1,000 yards inland of the mean high tide line; it may, however, extend farther in significant habitats or recreational areas and less in urbanized areas. In the case of Half Moon Bay, the entire city lies within the Coastal Zone. For an overview of the City and Planning Area, please refer to Chapter 1 of the General Plan and LCLUP.

The California Coastal Act regulates land use and development within the California Coastal Zone and focuses on the goals of protecting and enhancing the Coastal Zone's environment, maximizing public access and recreational opportunities within the Coastal Zone in balance with conservation needs and private property rights, ensuring that coastal-dependent and coastal-related development is prioritized within the Coastal Zone, and ensuring that coordinated planning for mutually beneficial uses is taking place at the state and local levels.

With few exceptions, any new development taking place within the Coastal Zone must obtain a Coastal Development Permit (CDP) from the California Coastal Commission, or a local government with a certified LCP. Once an LCP is certified by the Coastal Commission, the local government assumes responsibility for issuing CDPs for most development within its permitting jurisdiction.

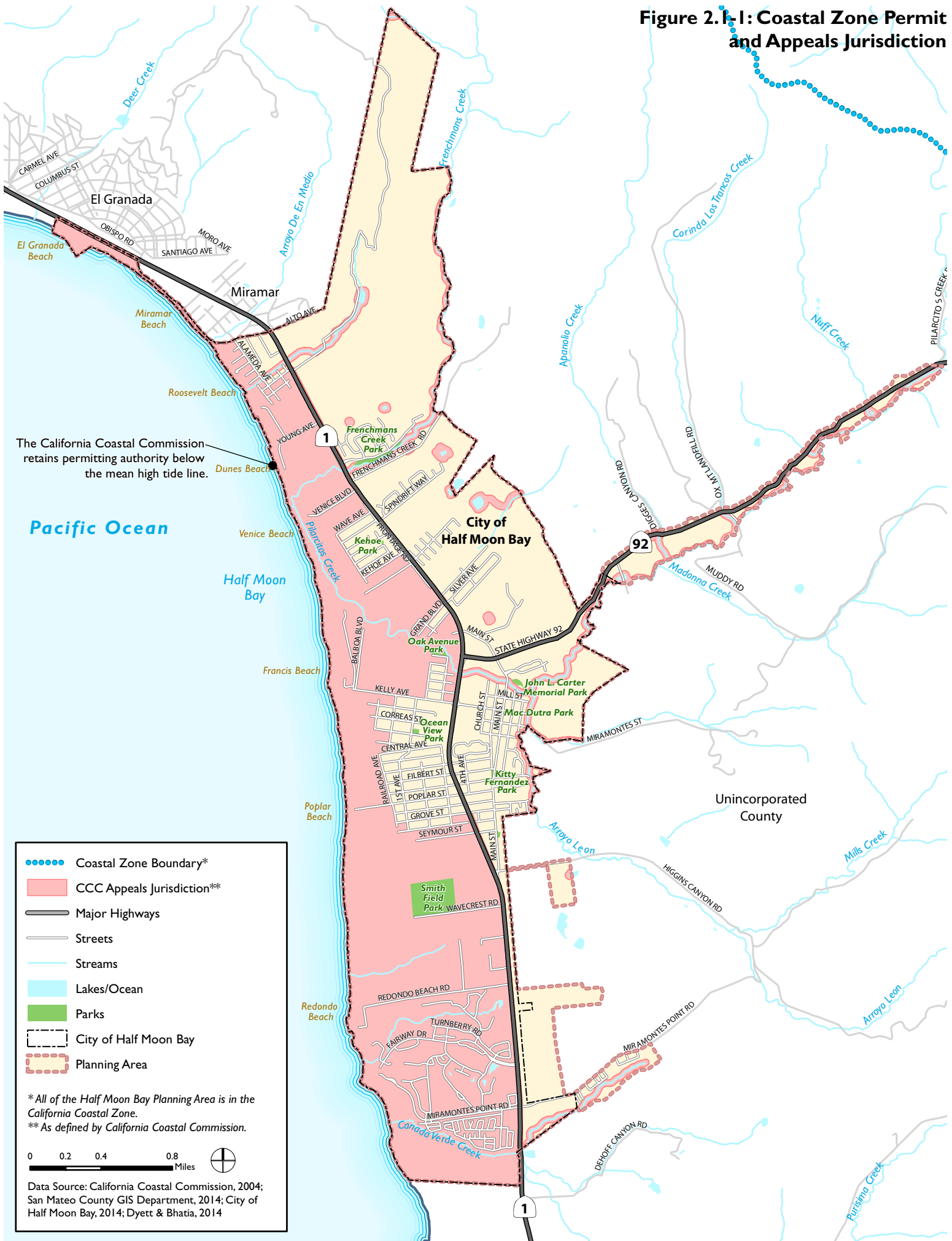
The City of Half Moon Bay is certified to grant CDPs for nearly all development projects within city limits. Portions of the city are subject to the permitting or appeals authority of the Coastal Commission based on criteria established in the California Coastal Act. The Coastal Commission retains permitting authority over development occurring on tidelands, submerged lands (mean high tide line and seaward), and public trust lands, as stated in Section 30519(b) of the Coastal Act. The Appeals Jurisdiction refers to lands in which action by the Planning Commission or City Council on a CDP may be appealed to the Coastal Commission. In Half Moon Bay, as of February 2016 the inland border of the Appeals Jurisdiction is generally marked by Highway 1, except in some instances where the first public road is nearer to the sea. The city's many waterways are also included in this jurisdiction, as well as lands within a 100-foot buffer of those waterways. The Coastal Zone and Appeals Jurisdiction are shown on Figure 2.1-1.

2.1.3 Why Update the Local Coastal Land Use Plan?

Half Moon Bay's previous LUP was adopted in 1993 and served as the Land Use Element of the city's General Plan. It established the extent and distribution of intended land uses for a 20-year time horizon, and sought to meet the social and economic needs of Half Moon Bay residents, while achieving the mandates of the Coastal Act. The 1993 LUP contained resource protection and development policies intended to direct the kinds, locations, and intensity of land uses in Half Moon Bay in relation to issues of coastal access and recreation, environmentally sensitive habitats and water resources, hazards, archaeological and paleontological resources, visual resources, agriculture, development, and public works.

Many issues facing Half Moon Bay are enduring. At the same time, environmental and land use characteristics, development trends, and regulations governing land use, environmental preservation, housing, and other planning issues have changed. New priorities have emerged with a new generation of Half Moon Bay residents and stakeholders. This updated LUP carries forward many of the policies established in the certified 1993 LUP, while updating others to better reflect current conditions and information, Coastal Commission guidance, and community priorities.

Figure 2.1-1: Coastal Zone Permit and Appeals Jurisdiction



The California Coastal Commission retains permitting authority below the mean high tide line.

- Coastal Zone Boundary*
- CCC Appeals Jurisdiction**
- Major Highways
- Streets
- Streams
- Lakes/Ocean
- Parks
- - - City of Half Moon Bay
- - - Planning Area

* All of the Half Moon Bay Planning Area is in the California Coastal Zone.
 ** As defined by California Coastal Commission.

0 0.2 0.4 0.8 Miles

Data Source: California Coastal Commission, 2004; San Mateo County GIS Department, 2014; City of Half Moon Bay, 2014; Dyett & Bhatia, 2014

This page intentionally left blank.

2.1.4 Changes from the 1993 LUP

This LUP brings forward much of the guidance from the 1993 LUP, while updating it to reflect current community priorities and regulatory guidance. The Coastal Commission's most recent Local Coastal Program (LCP) Update Guide (2013) was a particularly important reference in updating the Plan's areas of coverage and policy approach. Key changes—as well as key consistencies—from the 1993 LUP are summarized below.

GENERAL CHARACTERISTICS

The updated LUP is organized in a smaller number of chapters, with related linkages brought together, helping to form a basis for holistic policies. The updated LUP features extensive, full-color maps that convey critical information in a highly usable format. Third, this LUP uses the most current data to describe land uses, circulation facilities, vegetation types, environmental hazards, and other areas, and includes discussion of some issues that were not covered in 1993, most notably the potential impacts of sea-level rise.

LAND USE

This LUP does not change land use designations anywhere outside of the Core Area, and brings forward all policies related to the Planned Development District, except where those policies are no longer relevant. The LUP emphasizes the vision expressed by community members during the update process, such as maintaining a compact urban form and preserving agricultural land. The LUP gives newly detailed attention to the character of future development in the Core Area. The LUP also includes an updated analysis of development potential, and features a realistic projection of future growth based on demographic trends and market analysis.

COASTAL ACCESS AND RECREATION

Many of the key planning issues pertaining to coastal access and recreation identified in the 1993 LUP remain relevant, including traffic congestion during peak recreational times, and the need to provide good public access to the beaches while protecting sensitive habitat and preserving the bluffs. These matters are covered in the updated LUP. This LUP also emphasizes access to and along the coast for people on foot and on bikes. The California Coastal Trail is presented as the great asset that it is, and policies lay the groundwork for its completion through Half Moon Bay, and its preservation over the long term. Other critical issues which are the subject of policy guidance include the challenge of crossing Highway 1 and the opportunity to better connect Downtown with the beach.

COASTAL RESOURCES

This LUP brings together what were four separate chapters in the 1993 LUP, covering biological resources and hydrology; agriculture; scenic and visual resources; and cultural resources. The chapter also discusses the shoreline environment as a resource to be conserved. This LUP updates background information and mapping of coastal resources to provide a more current snapshot of conditions in Half Moon Bay, as well as a solid foundation for future updates. The updated LUP maintains the 1993 LUP's emphasis on protecting sensitive habitats, but updates and clarifies the process of identifying these habitats consistent with more recent Coastal Commission guidance.

The updated LUP provides a method of maintaining an up-to-date environmentally sensitive habitat area (ESHA) map and using the map to implement requirements for development in order to protect sensitive habitats, and updates development standards regarding buffers, fuel modification, grading, and impact mitigation. This LUP introduces watershed and groundwater management strategies to protect water quality, shoreline management strategies to preserve the quality of the city's beaches, expands agricultural preservation policies to provide incentives and support for continued agricultural production, and addresses the protection and promotion of the city's scenic and cultural resources. The LUP also incorporates sea level rise adaptation strategies into its policies to protect the long-term viability of the city's coastal resources.

COASTAL HAZARDS

The updated LUP expands the City's approach to coastal hazards consistent with the Coastal Act and Coastal Commission guidance. While it builds on the 1993 LUP by addressing shoreline structures, bluff protection, and erosion, it adds policies addressing flooding, fire, and sea level rise. This LUP updates information and mapping of coastal hazards, including geologic and seismic hazards, flooding, and wildland fire and includes policies to ensure that the City maintains a base of the most up to date information on hazards in the Planning Area. The updated LUP provides clarity regarding requirements for development near beaches and blufftops, including required studies and setbacks, introduces a shoreline management strategy, and clarifies requirements around the use of shoreline protection for coastal development. This update includes background information and policies to meet the fire hazard planning requirements of SB 1241 (Kehoe). It also includes background information on sea level rise, as well as policies that provide adaptation strategies for development in the Planning Area.

2.1.5 Organization

The LUP is included as a chapter within the General Plan, and is arranged to follow the topical sections of the Coastal Act policies. The LUP acts as the Land Use Element and key aspects of the Conservation, Open Space, Circulation and Safety elements. The organization is as follows:

- 2.1 Introduction.** This section covers the LUP's purpose, planning context, relationship to other plans, organization, and administration procedures. It considers the reasons for updating the LUP, and summarizes consistencies and changes from the 1993 LUP.
- 2.2 Land Use.** The existing land use pattern is described and the physical framework for land use and development is presented. This section enumerates development demand and capacity, considers the capacity of public utilities, and provides detailed policies to support and limit development in a way that carries out Coastal Act objectives.
- 2.3 Public Access and Recreation.** This section features policies to ensure that public access to the coast is maintained and enhanced. It identifies future transportation improvements, and addresses walking, biking, transit, and parking. This chapter also contains policies relating to regional open spaces and beaches, the trail system, and City parks and recreation, as they pertain to Coastal Act policies to ensure the public has adequate access to coastal recreation.

2.4 Coastal Resources. This section describes existing conditions and includes policies to protect and manage environmentally sensitive habitat areas, wetlands, and marine and riparian habitats; protect water quality; preserve beaches and bluffs; protect historic and archaeological resources; support agriculture; protect scenic resources and enhance the visual quality of Half Moon Bay.

2.5 Coastal Hazards. This section addresses seismic and geologic hazards, flooding, wildland fires, and sea level rise, and provides detailed policies that respond to Coastal Act provisions for minimizing adverse impacts.

Each section includes background information to establish the context for policies. Background information includes the Coastal Act framework governing the topic, existing conditions, and critical planning issues. This background information is augmented by three sets of policies, which together articulate a vision for Half Moon Bay's Coastal Zone that the Plan seeks to achieve:

- *Coastal Act Policies* are the policies from the California Coastal Act which apply to the topic. These are cited in each chapter and incorporated into the LUP. Full text is provided in Appendix A.
- *Guiding Policies* are the City's statements of goals for addressing each key issue.
- *Implementing Policies* represent commitments to specific actions. They may refer to existing programs or call for establishment of new ones.

Policies provide guidance for development review, infrastructure planning, community facilities and services, and protection for the city's resources, by establishing planning requirements, programs, standards, and criteria for project review. Explanatory material or commentary accompanies some policies. The use of "should" or "would" indicates that a statement is advisory, not binding; details will be addressed in LCP implementation.

The policies are derived from four primary sources. First, the 1993 Half Moon Bay LUP served as the baseline; many of the current policies come directly from that plan, or have been modified to reflect current conditions. Second, the input from community members at two "synthesis" workshops held on September 10 and December 3, 2015 resulted in a set of policies for open space, conservation, safety, land use, and circulation. Third, sea-level rise vulnerability assessment conducted for this Plan Update and in coordination with the California Coastal Commission was an important source of policies related to adaptation. Fourth, the Coastal Commission's most current Local Coastal Program (LCP) Update Guide, the Coastal Commission's Sea Level Rise Guidance, as well as other recent LUPs for other jurisdictions were important resources for best practices on new and evolving topic areas.

DIAGRAMS AND LAND USE DESIGNATIONS

Diagrams in the LUP illustrate a number of policies relating to land use, coastal access, circulation, environmental and scenic resources, and hazards. Diagrams are important parts of the plan that contain information not presented anywhere else. The Land Use Diagram, other figures, and the land use classifications are also adopted parts of the plan.

2.1.6 Plan Administration

CERTIFICATION

The LCP may be submitted to the Coastal Commission all at one time, or in two phases, with the LUP first and the implementing actions second, and each may be separately certified. The LCP may also be split geographically. An LCP is not fully certified by the Coastal Commission until all parts have been certified. The Commission is also expected to review all certified LCPs from time to time to determine whether they are being implemented in conformity with State law.

The Coastal Commission reviews the LUP for conformance with the coastal resources planning and management policies of the Coastal Act. At least one public hearing is required prior to LUP certification; additional meetings may be required if the Commission finds substantial conformity issues.

Review of the implementation plan (e.g., zoning) is focused on its adequacy to carry out the provisions of the certified LUP, including the public access component. At least one public hearing is required before certification (or rejection) of proposed zoning.

Following certification of the LCP, the City will be granted authority to issue most coastal development permits (CDPs) under the new LUP and updated zoning map and zoning code. Some decisions may be appealed to the Coastal Commission. The Commission retains jurisdiction over public trust lands and tidelands, and may retain jurisdiction over sensitive lands.

AMENDMENTS AND PERIODIC REVIEW

Amending the LUP, even after certification, requires the approval of the Coastal Commission as well as the City. An expedited Coastal Commission review process exists for minor amendments if the Coastal Commission's executive director determines that they are "de minimis," having no impact on coastal resources and remaining consistent with Coastal Act policies. Half Moon Bay's LUP and the General Plan Land Use and portions of the Conservation, Open Space for Recreation, Safety, and Circulation elements are integrated as one chapter in order to facilitate the amendment process should that be desired in the future. Other elements of the City's General Plan are not part of the LUP, but are consistent with the LUP in order to ensure "horizontal consistency" across all General Plan elements. The Coastal Commission periodically reviews certified LCPs to ensure that coastal resources are being effectively protected.