

# LAND USE POLICY OPTIONS

FOR THE COUNTY OF SAN MATEO MIDCOAST  
COMPREHENSIVE TRANSPORTATION MANAGEMENT PLAN

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FOR COUNTY OF SAN MATEO



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# I Introduction

The San Mateo County Midcoast Local Coastal Program (LCP) Update required San Mateo County (County) to prepare a Comprehensive Transportation Management Plan (CTMP). This project is also known as “Connect the Coastside”. The CTMP will develop and evaluate measures to mitigate the impact that growth in the region has had on the transportation system.

In this report, a set of potential land use policy concepts are outlined. These policy concepts are analyzed for their potential to manage development potential and thus lessen congestion and improve coastal access. The relationship between these policy concepts and other Coastal Act goals, including concentrating development, protecting natural resources, and reducing hazards, is also considered. One or more land use policy concepts may be included in the CTMP and implemented individually or in combination.

This analysis is limited to the unincorporated San Mateo County portion of the Study Area. Strategies presented here could ultimately be implemented by San Mateo County, the City of Half Moon Bay or both. However, the Connect the Coastside project is sponsored by the County and can only lead directly to County programs.

## 2 Background

### 2.1 Paper Subdivisions

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The Study Area—including the Midcoast portion of unincorporated San Mateo County as well as the City of Half Moon Bay—contains several “paper subdivisions”, mapped in the early part of the 20th Century, where development has yet to take place. These paper subdivisions are indicated on the two subarea maps (Figures 1 and 2) included in this report. There are 183 parcels in paper subdivisions in the unincorporated Midcoast area. However, just because these subdivisions and lots exist, it does not mean actual development will result on individual parcels as there are substantial challenges to development.

The recent *Witt* and *Abernethy* appellate court cases suggest that lots in pre-1929 paper subdivisions may be required to provide additional documentation in order to be considered legal lots. In 2010, San Mateo County’s Planning and Building Department established Revised Criteria for Legalization of Parcels Included Within Historic Recorded Subdivisions. The Revised Criteria require that in order for lots within such historical subdivisions to get any discretionary planning permit, parcel legality must first be confirmed through the recording of a Certificate of Compliance (CoC). In addition to the information required by the County’s Subdivision regulations, owners of lots in historical subdivisions must also provide a Chain of Title that traces the deed conveyance of the parcel as well as all contiguous parcels or lots around it, starting from when the subject subdivision was first recorded up through the present day. If the Chain of Title

shows that the parcel was conveyed separately from any of the lots around it prior to the County's first subdivision ordinance (effective July 20, 1945), then parcel will likely qualify for a CoC (Type A). If this cannot be shown, then a CoC (Type B) application is required. Because a CoC (Type B) is considered a "land division," a Coastal Development Permit (CDP) is required, and may be appealed to the Coastal Commission.

The land use policy concepts outlined in this report would only apply to lots whose legality could be established following San Mateo County's criteria (in the County). Two things should be noted here. First, some of the lots counted in the development potential analysis may not in fact be "legal" lots under the terms of the *Witt* and *Abernethy* decisions. Second, the development *reduction* potential of the policy concepts outlined here may also be overstated, because the analysis may count lots whose legality cannot be demonstrated.

## **2.2 Substandard Lots**

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The Study Area contains parcels that do not meet minimum lot size or lot width requirements established through zoning. The San Mateo County zoning code establishes conditions for development on substandard or non-conforming lots.

In County jurisdiction, lots that are close to meeting the minimum standards (in varying proportion depending on zoning district), may be developed without a use permit. Where the minimum parcel size is 5,000 square feet, non-conforming lots that are at least 3,500 square feet in area may be developed without a use permit. Where the minimum parcel size is greater than 5,000 square feet, a non-conforming parcel of 5,000 square feet or greater may be developed without a use permit. Similarly, in zoning districts that establish minimum lot width at 50 feet, non-conforming parcels that are at least 35 feet wide may still be developed without a use permit. Where required lot width is anything over 50 feet, a non-conforming parcel at least 50 feet wide may be developed without a use permit.

Otherwise, a use permit is required, and findings must be met by the Planning Commission. The proposed development must be proportioned to the size of the parcel on which it would be built; all opportunities to acquire contiguous land must have been infeasible; the proposed development must be as nearly in conformance as is reasonably possible; the proposed use must not result in significant adverse impact to coastal resources; and approval must not constitute a special privilege. The Commission may require conditions for approval (Section 6133, San Mateo County Zoning Ordinance).

## **3 Land Use Policy Concepts to Reduce Transportation Impacts of Future Development on the Midcoast**

Two programs that could reduce development potential on the Midcoast are described in this chapter: a mandatory lot merger program and a lot retirement program. The estimated reduction in development is presented in Chapter 4. In addition, a traffic impact fee mitigation program is discussed here for its potential to reduce development.

### **3.1 Mandatory Lot Merger Program**

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#### **BACKGROUND**

The San Mateo County Zoning Code and Subdivision Ordinance both establish conditions under which contiguous parcels may be merged. Such mergers may be initiated by the County or, on a voluntary basis, by property owners. The 2013 Midcoast LCP's Policy 2.53, Transportation Management Plan, specifies that such a plan shall evaluate the feasibility of a mandatory lot merger program.

The San Mateo County Board of Supervisors adopted a policy in 2006 authorizing staff to initiate a mandatory lot merger program. As defined in Coastal Commission Report SMC-MAJ-1-07, Exhibit G, the program would establish a process for contiguous substandard parcels under the same ownership to be merged, in the R-1, R-3, and RM-CZ zoning districts on the Midcoast. The lot merger program would apply as follows:

- At least two contiguous parcels in the same ownership;
- At least one parcel is undeveloped;
- The area of at least one lot is less than 4,500 square feet in the R-1 or R-3 districts, and less than 5,000 square feet in the RM-CZ district.

Lots meeting these criteria would be merged to create a parcel or parcels that meet the minimum parcel size requirements in R-1 or R-3 districts, or with a goal to reach at least 5 acres in area in the RM-CZ district.

For undeveloped lots, the program would operate as a voluntary merger program for 21 months after adoption, and then become mandatory, with a process for noticing, hearing, determination, and appeals. During the voluntary period, any property owner who requests a merger would receive a non-expiring voucher that could be used for one of the following: (a) up to 250 square feet bonus floor area; (b) up to \$1,500 (new unit) or \$300 (existing unit) or a 5 percent reduction in building permit fees, whichever is greater; or an allowance that one parking space may be uncovered. For an affordable housing unit, additional incentives would be provided.

Once the program becomes mandatory, the program a “Notice of Intention to Determine Status” would be prepared, recorded, and mailed to affected property owners. This would be followed by a hearing opportunity; a merger determination; and an appeals opportunity.

For developed parcels, the lot merger program would be triggered by an application to construct, enlarge, or demolish existing structures, following the existing regulations in the Subdivision Ordinance. Building repair is not identified as an action that would trigger lot merger.

### **STRATEGY FOR CONSIDERATION FOR THE CTMP**

For the CTMP, a program within San Mateo County is evaluated as described above. Lots meeting the criteria would be merged to create a parcel or parcels that meet the minimum parcel size requirements in the urban (R-1 or R-3) zoning districts, or at least (or as close as possible to) 5 acres in the resource management (RM-CZ) district.<sup>1</sup> Lots would still be merged even if the resulting lot would still not conform to standards, or reach the 5,000-square foot threshold in the RM-CZ district, because merging would reduce the level of non-conformance. Since this action has yet to be implemented by Staff, it would be appropriate for the Board to re-authorize the 2006 policy.

Lots subject to a potential lot merger program are shown in Figures 1 and 2 for the Unincorporated Midcoast (Urban), and Unincorporated Midcoast (Rural), subareas, respectively.

Implementation of a mandatory lot merger program, generally following the policy adopted by San Mateo County in 2006, would reduce the number of undeveloped parcels along the Midcoast. The effect of this reduction in lots is already accounted for in the estimate of development potential, because lot mergers were assumed to take place in the Midcoast LCP. The merging of contiguously-owned substandard lots is reinforced by LCP policy 1.21: Lot Consolidation which states, “according to the densities shown on the LCP Land Use Map, consolidate contiguous lots, held in the same ownership, in residential subdivisions in Seal Cove to minimize risks to life and property and in Miramar to protect coastal views and scenic coastal areas.”

A lot merger program as described would also support LCP policy 1.18 to concentrate new development in urban areas and rural service centers, in that it would not apply in commercial zoning districts.

A mandatory lot merger program could be challenging to carry out in the context of the uncertain legal status of many of the substandard lots in the Midcoast study area.

### **CASE STUDIES OF LOT MERGER PROGRAMS**

Lot merger programs in Cambria and San Luis Obispo County; Sonoma County; Ventura County; and the cities of Santa Barbara, Malibu and Oceanside were identified for this analysis.

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<sup>1</sup> The RM-CZ district implements the open space and conservation objectives of the County’s General Plan. Development review criteria focus on the preservation of environmental quality, use of environmentally sensitive site design, protection of water resources, protection of cultural resources, and avoidance of hazard exposure. Residential dwellings may be permitted based on a calculation of “density credits” detailed in the Zoning Ordinance.



All of these programs were conducted by coastal municipalities and include common requirements with regards to lot mergers. Parcels must be contiguous and under common ownership. In many cases, parcels must have been legally created. However, certain ordinances provide for the merging of one or more existing lots without legal standing. For example, in Ventura County, while merging legal lots is a ministerial process, merging non-legal lots is a discretionary process that can include conditions contained in a Conditional Certificate of Compliance. Notably, all these lot merger programs were voluntary with the exception of Malibu. Two programs are profiled below.

### **Cambria and San Luis Obispo County**

Cambria is an unincorporated community located entirely within the coastal zone in San Luis Obispo County. As part of its Buildout Reduction Program (BRP), the Cambria Community Services District (CCSD) adopted a Voluntary Lot Merger Program in 2007 to reduce the number of buildable lots in Cambria with the goal of ensuring long-term demand for residential water connections can be met. Within the first two years, Cambria accomplished close to 90 percent of the BRP goal of reducing 394 lots by merging vacant lots with existing lots. A new goal of 592 merger lots was established in 2009. According to a report released by the Cambria Community Services District, by the end of 2010, 481 lots had been reduced by merger.

Prior to 2007, lot mergers had been structured by San Luis Obispo County's property boundary line adjustment process. However, this process offered little incentive to use lot mergers to reduce development rights. The primary disincentive was the time and monetary costs involved. Although the County took steps to streamline the process by providing a Voluntary Merger Package and a User's Guide to clarify lot merger benefits and required steps, lot mergers remained widely unused. Cambria only had about five mergers on an average annual basis at the time.

In response, since 2007, the CCSD provides a "one-stop" approach for merging lots through a contract with First American Title. First American Title handles all paperwork and County processing, and CCSD pays fees associated with the voluntary lot merger process. Merging a vacant parcel with a parcel that has a water allocation can be an opportunity for owners to expand their home on the vacant parcel, or build a guesthouse or a detached garage. Other benefits advertised by the CCSD include ensuring views and eliminating property tax bills. Due to the scarcity of water connections, lot merging can be particularly attractive for owners who own a vacant parcel adjacent to a CCSD Water Wait List parcel.

### **City of Malibu**

The City of Malibu's Local Coastal Program (LCP) provides regulations for land divisions, including lot mergers. Malibu's lot merger program is twofold. The LCP contains provisions for voluntary lot mergers, as well as mergers initiated by the City.

Contiguous parcels under common ownership may be voluntarily merged if authorized or required pursuant to a coastal development permit; or if the City determines that the merger is not inconsistent with any LCP policy that protects Environmentally Sensitive Habitat Areas (ESHAs) or visual resources.

Mergers of contiguous parcels held by the same owner and initiated by the City are only authorized under certain conditions. At least one of the affected parcels must be undeveloped, developed only with accessory structures, or developed with a single structure that is also partially sited on a contiguous parcel. The existing lots must each have been legally created, as specified in the Subdivision Map Act, and a merger must conform to the procedural requirements of the Subdivision Map Act.

## **3.2 Mandatory Lot Retirement Program**

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A second policy concept is a lot retirement program. A lot retirement program requiring one-to-one retirement of development rights on existing lots in exchange for new lots would have the effect of reducing development potential and lessen the effect of new development on the transportation network.

### **RECENT COASTAL COMMISSION APPROVAL REQUIREMENTS**

The Coastal Commission has recently required lot retirement at a one-to-one ratio (1:1) as a condition of approval for some proposed residential subdivisions in Half Moon Bay, to mitigate for impacts to the transportation system that and, as a result, public access to the coast.

- The Carnoustie project, approved in 2007, included the development of 32 single-family houses on an 8-acre site adjacent to Ocean Colony. As a condition of approval, the developer was required to retire 34 residential lots in the vicinity of the project site.
- Approval of the Pacific Ridge project, in 2008, included Special Condition 7, requiring the developer to pay a fee of \$45,000 for each lot created, to be used by the City to acquire and retire development rights on existing legal lots. The value per lot was determined based on the City of Half Moon Bay's *Transfer of Development Credits* study, which estimated the value of a development credit at \$32,500; the number, determined in 1999, was adjusted for inflation.
- The 320 Church Street subdivision for 10 single-family homes and two multifamily home lots, approved in 2014, also includes a 1:1 lot retirement condition. In this case, the developer may "either retire development rights in a pro rata fashion or purchase the lots and donate the lots after purchase to a public or private land management agency, such as a public land trust or similar organization that supports lot retirements in conjunction with the City or County."

Neither the City of Half Moon Bay nor San Mateo County has a program in place requiring lot retirement for new residential development. The Coastal Commission recommended such a program in the Midcoast LCP Update.

The Coastal Commission has found that 1:1 lot retirement is an appropriate way to mitigate the significant adverse impact on the public's ability to access public beaches and other visitor-serving

coastal resources resulting from new development on the Midcoast. The requirement is found to be “reasonably related” and “roughly proportional” to the impact it intends to offset.<sup>2</sup>

## **STRATEGY FOR CONSIDERATION FOR THE CTMP**

San Mateo County could establish a standard program requiring 1:1 lot retirement as a condition for new residential subdivisions.

### **Program Structure**

A lot retirement program could be designed to provide flexibility to project applicants by allowing them to either:

- Directly purchase existing lots from willing sellers, and extinguish development rights;
- Donate lots to a land trust or similar organization that would do the same; or
- Pay an in-lieu fee to the City or County to acquire and retire development rights from willing sellers at a 1:1 ratio. For the in-lieu fee to function properly, an appropriate price per development credit would need to be established, periodically reviewed and updated.

Acquisition of lots for lot retirement would be through donation or purchase. No property owner would be forced to sell their land for the purposes of this program.

### **Donor Sites**

The Coastal Commission has accepted lot retirement anywhere on the Midcoast, on the basis that any development on the Midcoast contributes equally to congestion on highways 1 and 92. However, a lot retirement program could specifically define characteristics of eligible donor sites—sites where development rights would be retired—in order to support other Coastal Act goals and LCP policies.

Specifically, the program could support LCP Policy 1.18, which calls on the County to “concentrate new development in urban areas and rural service centers by requiring the ‘infilling’ of existing residential subdivisions and commercial areas.” The program evaluated here would specify potential donor sites as undeveloped legal parcels having at least one of the following characteristics:

- Located outside of existing residential subdivisions where development has taken place, and outside of existing commercial areas;
- Containing sensitive habitat;
- Located in an area designated for Conservation, Open Space, Recreation or Agriculture in General Plans or Local Coastal Land Use Plans.

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<sup>2</sup> California Coastal Commission, W11a: Permit Amendment A-1-HMB-99-022-A-1 (Pacific Ridge), June 18, 2008.

By resulting in retirement of development rights in undeveloped areas, and not in urban areas, this would help support conservation of sensitive habitat areas, agriculture, and priority open spaces, and development in infill areas.

Potential Lot Retirement donor sites in each subarea are shown in Figures 1 and 2.

### **Project Applicability**

Lot retirement could be required only when new residential subdivisions are proposed. This would further support a priority for infill development and for visitor-serving and other commercial development.

## **CASE STUDIES OF LOT RETIREMENT PROGRAMS**

### **Cambria and County of San Luis Obispo**

In addition to the Voluntary Lot Merger Program, the Cambria Community Services District (CCSD) has established incentives for lot retirement to achieve the goals of the Buildout Reduction Program (BRP). Owners may voluntarily elect to retire potential building sites with deed restrictions or conservation easements. The CCSD Water and Sewer Allocation Ordinance (Chapter 8.04 of the CCSD Code) allows property owners to transfer single-family residential water meters or single-family residential water meter wait-list positions between two lots. These transfers are allowed on the condition that the applicant agrees to permanently retire the development rights on the lot from which the meter or water meter wait-list position was transferred. In 2005, it was estimated that nearly 400 lots had been retired through this water transfer program. In addition, tax incentives for donating properties may be provided through the Land Trust Alliance or the Natural Heritage Preservation Credit program.

In addition to the CCSD Water and Sewer Allocation Ordinance, the County of San Luis Obispo Transfer of Development Credits (TDC) provides additional incentives for retiring lots. While the program is applied countywide and TDC typically does not retire development rights, the County has its own variation of TDC in Cambria. Property owners in designated areas in Cambria may exceed permitted building size in exchange for retiring development rights. This provision applies to lots located in Special Project Areas, designated by the County due to sensitive habitat or steep slopes. Under the Cambria TDC program, property owners pay a fee, which is used to purchase lots and retire development rights.

The Land Conservancy of San Luis Obispo County has undertaken an aggressive lot development rights acquisition program since 1986, as part of the Cambria/Lodge Hill Restoration Program. The Lodge Hill area features a combination of rare Monterey pine trees, as well as one of the largest concentrations of antiquated, substandard lots on the California Coast. Through the TDC program, the Land Conservancy purchases priority lots, sells the associated development credits, and establishes a revolving fund. By 2005, more than 250 lots had been retired and conveyed to the CCSD under this lot acquisition program, with a conservation easement retained by the Land Conservancy.

### **Santa Monica Mountains/Malibu**

Since 1978, the California Coastal Commission has used a transfer of development credit (TDC) program using lot retirement to mitigate cumulative impacts on coastal resources in the Santa Monica Mountains/Malibu region. Through this program, the development potential on existing parcels in designated areas is retired for each new parcel created through an approved subdivision or for multi-family residential projects. According to a Regional Cumulative Assessment Project (ReCAP) report, by 1999, approximately 1,050 lots had been retired in the Santa Monica Mountains through the lot retirement program, covering about 1,673 acres of land. The report recommended that the in-lieu fee program established in 1996 should be discontinued, as Commissions staff found that lot retirement through in-lieu fees had been difficult to implement and manage. In addition, the report encouraged the City of Malibu and the County of Los Angeles to implement a similar program through their LCPs in order to achieve region-wide coordination.

In September 2002, the lot retirement program was incorporated into the City of Malibu Local Coastal Program. Lots that contain environmentally sensitive habitat areas (ESHA), are located in small-lot subdivisions, or are located adjacent to parklands can be retired for transfer of development credits. The LCP specifies additional stipulations for certain donor areas, such as requiring that lots are contiguous to each other or to other retired lots. Donor credits are implemented through open space easement dedication and the merging of retired lots with one or more adjacent developed or buildable parcels.

The number of development credits to be transferred is determined by the formula:

$$\text{Credit Area} = (A/5) * (50-S)/35,$$

where A is the area of the small lot in square feet,  
and S is the average slope of the small lot in percent.

In August 2014, Los Angeles County adopted a Local Coastal Program for the Santa Monica Mountains segment of the County's coastal zone, which incorporates the lot retirement program. Donor areas include listed "rural villages" (split into primary and secondary areas) and parcels which contain habitat area, or are adjoining or within 200 feet of habitat areas or parklands.

### **3.3 Traffic Fee Mitigation Program**

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As part of the CTMP, the DKS Team will evaluate the potential role of a Transportation Impact Mitigation Fee Program in providing funds for the transportation improvements recommended as mitigation for future development in the Midcoast area. Such a program would collect fees for new residential and non-residential development on a per-housing-unit basis for residential and per-square-foot basis for non-residential development. The rates would be based on a specified list of projects needed to mitigate the impacts of the growth, the total estimated capital cost of those projects and the amount of new development expected. An assessment of the portion of total project need attributable to growth will determine what a legally defensible rate structure might be for a Transportation Impact Mitigation Fee Program.

New development would constitute about 21 percent of total housing units anticipated in the constrained Development Forecast for the unincorporated portion of the Study Area (the remaining 79 percent is existing housing). New development would represent 49 percent of jobs in the unincorporated portions of the Study Area. (Existing jobs constitutes 51 percent.) These percentages indicate that an estimated 30 to 40 percent of the capital cost for transportation improvements could be eligible for funding from a Transportation Impact Mitigation Fee program in the unincorporated Midcoast. Strategies designed to reduce the total Buildout would likely reduce these percentages.

Although a Transportation Impact Mitigation Fee Program is being considered as a method for funding transportation improvements needed to accommodate growth rather than as a growth management strategy, the fee program could have some impact on the total amount of new development that occurs, if they raise the cost of development. Because some transportation improvements are often required as a condition of approval in the absence of a fee program, the degree to which the fee program would increase development costs is uncertain. By providing funding for transportation improvements in a systematic and predictable way, the Transportation Impact Mitigation Fee Program could also result in more development than might otherwise occur, by facilitating the transportation improvements needed to accommodate the growth. However, this should not lead to a higher level of Buildout than is established by the Comprehensive Transportation Management Plan.

## **4 Evaluation of Land Use Policy Concepts**

### **4.1 Buildout Reduction Potential**

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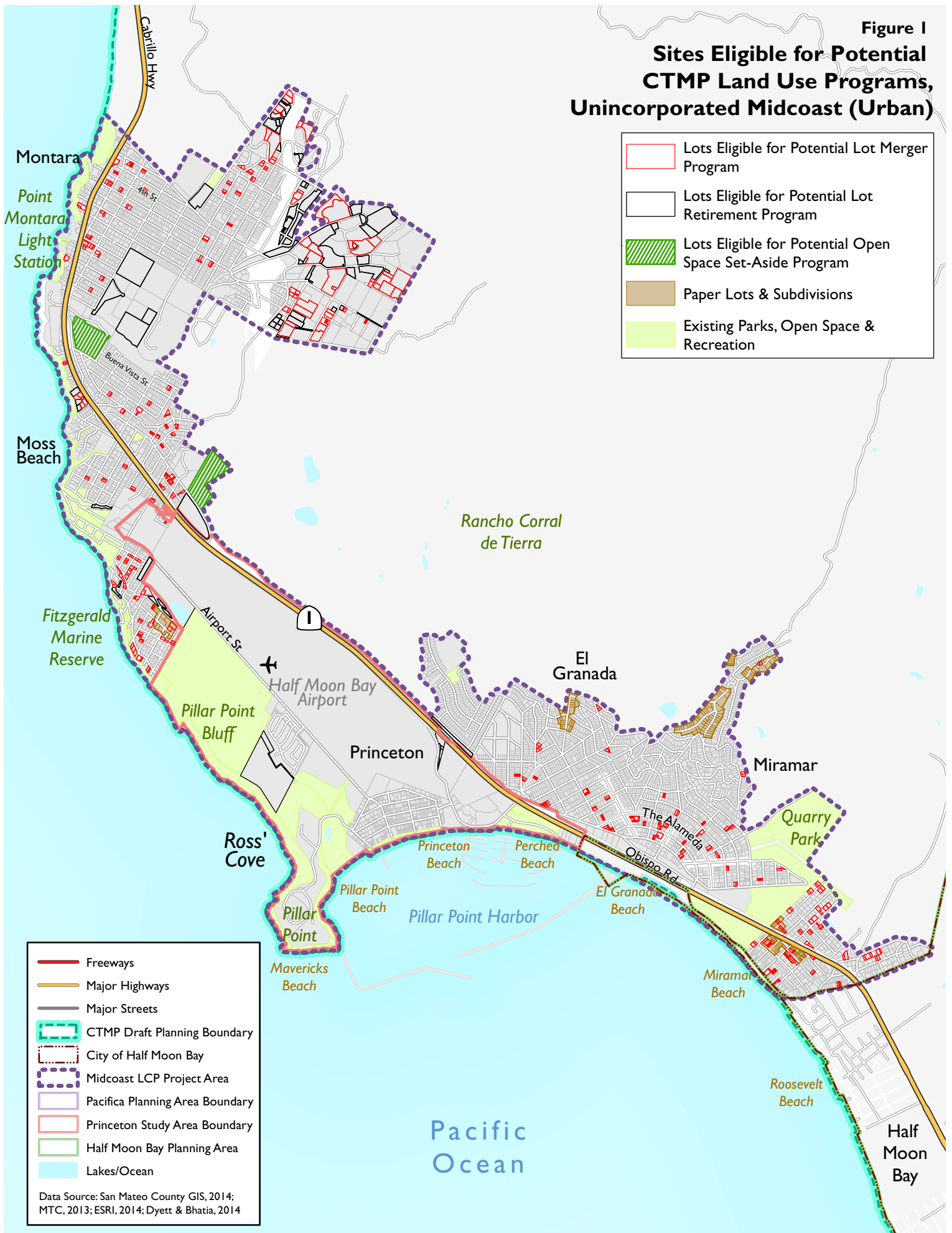
The potential for lot merger and lot retirement policy concepts to reduce development potential in the unincorporated Midcoast portion of the Study Area is summarized in Tables 1 and 2.

#### **LOT MERGER PROGRAM**

Spatial analysis determined that the proposed lot merger program could reduce development potential in the unincorporated portion of the Study Area by an estimated 216 lots, or housing units. The majority of development potential reduction would occur in residential districts, reducing the number of vacant substandard lots by 40 percent. The number of vacant substandard lots would be reduced by 40 percent. Most of the lot mergers (165 lots) would occur in residential districts, with a smaller number (51 lots) in the Resource Management (RM-CZ) district.

The effect of this reduction in lots is already accounted for in the estimate of development potential, as described on page 4 of this report.

**Figure I**  
**Sites Eligible for Potential**  
**CTMP Land Use Programs,**  
**Unincorporated Midcoast (Urban)**



Data Source: San Mateo County GIS, 2014;  
MTC, 2013; ESRI, 2014; Dyett & Bhatia, 2014

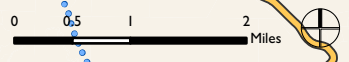
**Figure 2**  
**Sites Eligible for Potential**  
**CTMP Land Use Programs,**  
**Unincorporated Midcoast (Rural)**



Lots Eligible for Potential Lot Merger Program  
 Lots Eligible for Potential Lot Retirement Program  
 Existing Parks, Open Space & Recreation

Freeways  
 Major Highways  
 Major Streets  
 BART  
 Caltrain  
 Coastal Zone Boundary  
 CTMP Planning Boundary  
 Pacifica City Limits  
 City of Half Moon Bay  
 Midcoast LCP Project Area  
 Pacifica Planning Area Boundary  
 Princeton Study Area Boundary  
 Half Moon Bay Planning Area  
 Lakes/Ocean

Data Source: San Mateo County GIS, 2014; MTC, 2013; ESRI, 2014; Dyett & Bhatia, 2014





## LOT RETIREMENT PROGRAM

Under the potential lot retirement program, development potential could be reduced in the unincorporated portion of the Study Area by an estimated 148 units (each retired lot in non-residential districts is assumed to equal one unit). In the unincorporated area, these lots are located in the RM-CZ and PAD districts; the analysis does not include lots in residential districts in order to prioritize infill development.

**Table 1: Estimated Development Potential Reduction Resulting from a Lot Merger Program**

	<i>Vacant Substandard Lots</i>	<i>Contiguously Owned Substandard Lots<sup>1</sup></i>	<i>Lot Reduction as a Result of Merging<sup>2</sup></i>	<i>Percent Reduction in Vacant Substandard Lots</i>
<b>San Mateo County Unincorporated Midcoast</b>				
Residential Districts	403	212	165	41%
Resource Management-Coastal Zone District (RM-CZ)	136	65	51	38%
Planned Agriculture District (PAD)	0	0	0	NA
<b>Total, San Mateo County Midcoast</b>	<b>539</b>	<b>277</b>	<b>216</b>	<b>40%</b>

Notes:

- 1 Contiguously owned lots of less than 4,500 square feet in residential districts, less than 5,000 square feet in resource management, planned development, or urban reserve districts. At least one of the contiguously owned lots must be undeveloped.
- 2 Lots are assumed to be combined to create lots that conform to the criteria outlined in the previous section, or to reduce non-conformance.

**Table 2: Estimated Development Potential Reduction Resulting from a Lot Retirement Program**

	<i>Eligible Donor Lots<sup>1</sup></i>
<b>San Mateo County Midcoast</b>	
Residential Districts	0
Resource Management-Coastal Zone District (RM-CZ)	104
Planned Agriculture District (PAD)	44
<b>Total, San Mateo County Midcoast</b>	<b>148</b>

Notes:

- 1 Undeveloped legal lots. Each retired lot is assumed to reduce Buildout by one unit.

## 4.2 Relationship with Coastal Act Policies

Table 3 summarizes the manner and degree to which a lot merger program and a lot retirement program would relate to relevant Coastal Act policies. The last policy in the matrix, “Maintenance and Enhancement of Coastal Access,” is the basis for the Comprehensive Transportation Management Plan, but other goals must also be considered.

**Table 3: Relationship to Selected Coastal Act Goals**

<i>Zoning Districts</i>	<i>Lot Merger Program</i>	<i>Lot Retirement Program</i>
<b>Article 4: Marine Environment</b>		
<b>Sec. 30233: Diking, filling or dredging; continued movement of sediment and nutrients.</b> The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted...where there is no feasible less environmentally damaging alternative, and where feasible mitigation measures have been provided to minimize adverse environmental effects, and shall be limited to the following...	By reducing number of potential development sites, reduces potential for disturbance to sensitive areas.	By reducing number of potential development sites <i>and contributing to the permanent conservation of land in conservation priority areas</i> , reduces potential for disturbance to sensitive areas.
<b>Article 5: Land Resources</b>		
<b>Sec. 30240: Environmentally sensitive habitat areas; adjacent developments.</b> Environmentally sensitive habitat areas shall be protected against any significant disruption of habitat values, and only uses dependent on those resources shall be allowed within those areas...	By reducing number of potential development sites, reduces potential for disturbance to sensitive areas.	By reducing number of potential development sites <i>and contributing to the permanent conservation of land in conservation priority areas</i> , reduces potential for disturbance to sensitive areas.
<b>Sec. 30241: Prime agricultural land; maintenance in agricultural production.</b> The maximum amount of prime agricultural land shall be maintained in agricultural production to assure the protection of the areas’ agricultural economy, and conflicts shall be minimized between agricultural and urban uses.	Limited implications for agricultural land preservation in County. County lot merger program would not apply in Planned Agricultural District; few substandard parcels exist on agricultural land.	Program could support maintenance of agricultural land by permanently removing development rights from parcels used for agriculture, in both jurisdictions.
<b>Article 6: Development</b>		
<b>Sec. 30250: Location; existing developed area.</b> New residential, commercial, or industrial development... shall be located within, contiguous with, or in close proximity to, existing developed areas...	Lot merger program would apply in both existing developed areas and in undeveloped areas such as paper subdivisions. However, most substandard lots are in paper subdivisions, so the policy would have an overall benefit to concentrating development.	Lot retirement program could be tailored to areas where agricultural and natural resource conservation are prioritized, and would support concentration of development.

**Table 3: Relationship to Selected Coastal Act Goals**

<i>Zoning Districts</i>	<i>Lot Merger Program</i>	<i>Lot Retirement Program</i>
<p><b>Sec. 30251: Scenic and visual qualities.</b>                      The scenic and visual qualities of coastal areas shall be considered and protected as a resource of public importance...</p>	<p>By reducing development potential on small lots and in paper subdivisions, supports maintenance of visual character of coast</p>	<p>By reducing development potential on small lots and in paper subdivisions <i>and contributing to permanent land conservation in priority conservation and agricultural areas</i>, supports maintenance of visual character of coast</p>
<p><b>Sec. 30252: Maintenance and enhancement of public access.</b> The location and amount of new development should maintain and enhance public access to the coast...</p>	<p>By reducing development potential, limits impacts to congestion on major roadways and supports public access to the coast</p>	<p>By reducing development potential, limits impacts to congestion on major roadways and supports public access to the coast</p>