SAN FRANCISCO

LOCAL COASTAL PROGRAM

PUBLIC LANDS

Issue No. 1A: Golden Gate Park
Issue No. 2: The Zoo
Issue No. 3: Lake Merced
Issue No. 6: Federal Lands

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I. INTRODUCTION

Under provisions of the California Coastal Act of 1976, each local government with land lying in whole or in part within the coastal zone must prepare and submit a local coastal program for that portion of the zone which is within its jurisdiction. There are four major steps in the process of developing the local coastal program:

1. Identification of issues
2. Preparing the land use plan
3. Review and approval of the land use plan by the Coastal Commission
4. Zoning regulations to carry out the plan

The first step, the preparation of the issue identification report, has now been completed. The present report addresses the requirements of the second step as they are applied to publicly-owned properties within San Francisco's coastal zone area.

Because of the density and proximity of adjacent urban development to the publicly-owned areas considered in this report, the evaluation of these areas under the Coastal Act must be approached in a manner which is different from most other areas of the coastal zone. The principal concern for these publicly-owned properties within this urban framework must therefore be for their preservation and protection as recreation or open space resources. To provide for the accomplishment of this objective, the public planning process must be directed to the policy level rather than to the spacial allocation of land uses or the development of a traditional land use plan.

The material presented in this report evaluated public land use policy as it relates to the preservation, protection and development of publicly-owned properties within the coastal zone and the relationship of these policies to the policies of the Coastal Act. To facilitate this evaluation, the following review and inventory of the publicly-owned properties encompassing Golden Gate Park, Lake Merced, Zoological Gardens and Federal lands is presented for these four issue areas.

A. Issue No. 1: Golden Gate Park

In response to a growing public demand for a large public park in the 1860's, the Board of Supervisors for the City and County of San Francisco invited Frederick Law Olmsted to advise on the location and design of a large public park for the City. Although Olmsted's specific recommendations were not followed, his philosophy influenced William Hammond Hall (the first superintendent of Golden Gate Park) in establishing the design of the Park. The basic development pattern which exists today

is essentially as it was established by Mr. Hall.

Golden Gate Park is comprised of 1,017 acres. Of this amount, approximately one-fifth, or about 200 acres, is located within the coastal zone. This area in the most westerly section of the Park provides for a variety of recreational opportunities. There is a pitch and putt golf course, an archery field, an equitation field, horse rental stables, a portion of the buffalo paddock and several recreation fields which are used for soccer and similar activities. It also includes two inoperative windmills (the North Mill is currently being rehabilitated), the Beach Chalet which is located along the Great Highway and is currently a drinking establishment (the murals within this building are being evaluated to provide for their preservation), and the Richmond-Sunset Water Pollution Control Plant. With the development of the proposed Southwest Water Pollution Control Plant south of the Zoological Gardens, the facility now located in the Park is proposed to be removed. Two small lakes (North Lake and Middle Lake) are also located within the Park's coastal zone area. These two lakes along with South Lake which is not within the coastal zone comprise the Chain of Lakes. Although these lakes are not "natural", they function in a naturalistic manner.

Based on 1976 water consumption figures, the average annual water usage in the Park totals approximately 826,460,000 gallons. This water is provided from the domestic supply system, from the water reclamation plant that is located within the Park and from four wells (ground) water). Two of these wells are located within the Park's coastal zone area. They provide approximately 276 million gallons annually. This is equal to about 30% of the Park's total annual requirement.

Because the Park is an open space resource, possible future development is relatively limited. The area now occupied by the Richmond-Sunset Water Pollution Control Plant is the only significant area within the Park's coastal zone which will be subject to future development proposals. The future use of this area is dependent upon Wastewater Management plans. Also, since the land is under the jurisdiction of the Recreation and Park Commission, that body will determine what specific open space uses will be allowed in conformance with the objectives of the Golden Gate Park Plan.

One of the most important issues facing the Park is the preservation and enhancement of the windbreak system along the Great Highway. A study of trees and shrubs in the Park has been undertaken by the California Department of Forestry. Based on the findings of this study, a forest management plan is currently being developed for the windbreak and other critical areas of the Park.

B. Issue No. 2: The Zoo

The Zoological Gardens Area considered under this Issue is bounded on the north by Sloat Boulevard, on the east and southeast by Skyline Boulevard and on the west and southwest by the Great Highway (see attached map). The area encompassed within this boundary comprises approximately 130 acres.

The principal use in this area is the San Francisco Zoological Gardens. Other uses include the Recreation Center for the Handicapped, the now-closed Fleishhacker Pool, Fleishhacker Playfield (located within the Zoo's boundary), U. S. government housing, and the National Guard Armory.

The San Francisco Zoological Gardens was founded in the late 1920's. Many of the present buildings were constructed in the mid-1930's under the Works Progress Administration. At present, there are 950 animals at the Zoo representing 285 species. The average annual attendance at the Zoo is 600,000 persons.

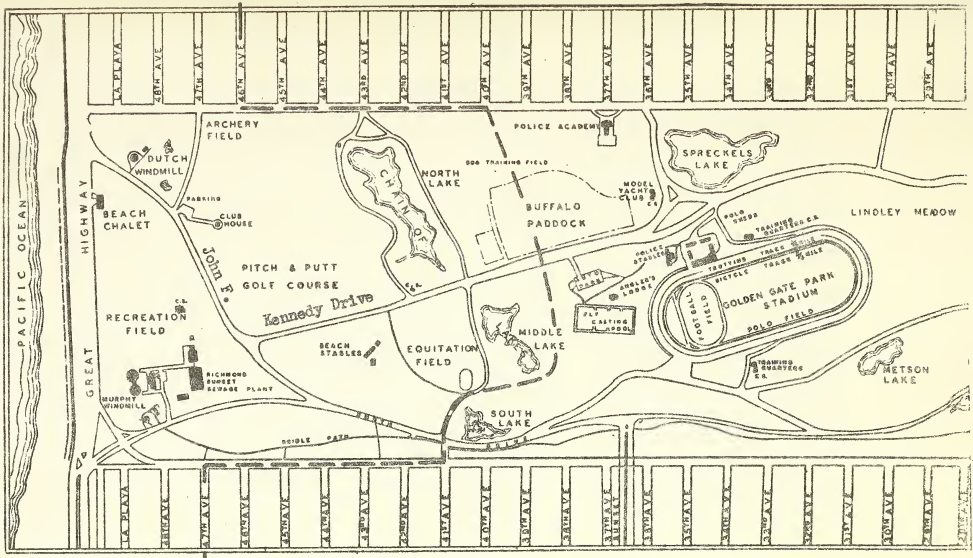
The Zoo currently occupies approximately 63 acres. Of this amount, only 22 acres are allocated to actual animal exhibits. The balance is in landscaping, various public uses and administrative and service areas. Three expansion areas, totaling 55.7 acres, are identified in "A Plan for the San Francisco Zoo" (adopted by the Recreation and Park Commission by Resolution No. 10534):

1. Expansion Area I (4.23 acres) - a meadow and picnic area located westerly of the primate exhibits (a North American hoofed stock exhibit is under construction in this area).

2. Expansion Area II (10.56 acres) - the site of the now-closed Fleishhacker Pool and bathhouse.

3. Expansion Area III (40.86 acres) - an extensive vacant area located south of the Zoo except for an area occupied by the National Guard Armory and U. S. Army housing.

Permit Boundary Line
California Coastal Act of 1976

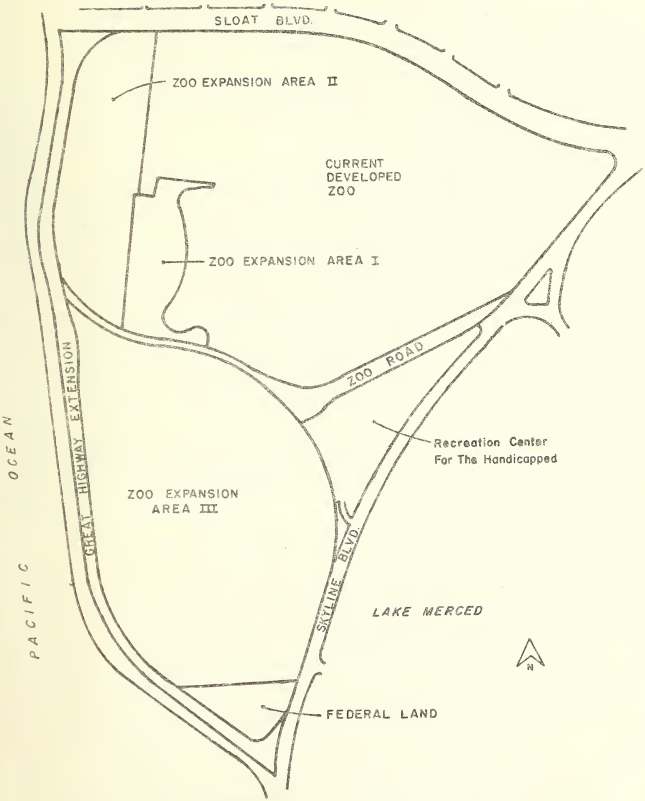


Permit Boundary Line
California Coastal Act of 1976

GOLDEN GATE PARK

One of the principal land use recommendations in the adopted Plan provides for the enlargement of existing exhibits and for the design of new exhibits to incorporate the maximum land area appropriate for the animal type being exhibited. One reason for this recommendation is to provide exhibits which are more visually pleasing for the Zoo visitor. Based on the adopted Plan, the three expansion areas cited above will provide a meadow for North American hoofed stock (Area I), and a new exhibit area for cats, and a new entrance and parking facility for approximately 850 cages to better serve the Zoo visitor (Area II). The southerly Expansion Area III is an ideal location for a controlled wild life park. Zoo visitors would be driven through plains exhibits that feature animals and birds from various areas of the world.

The site of Expansion Area III is the proposed location of the Southwest Water Pollution Control Plant. Under Resolution No. 9204, the Recreation and Park Commission approved in principle the location of the proposed treatment plant within the area allocated for Zoo expansion under the Plan. The resolution set forth nine requirements for the use of the site by the Department of Public Works. Subsequently, the Board of Supervisors, under Resolution No. 334-75, adopted the site for the location of the treatment plant on the condition that it be constructed below ground level to the largest extent possible and that it be designed in conjunction with the plans for the improvement and expansion of the Zoo. Because the proposed treatment plant site is under the jurisdiction of the Recreation and Park Commission, the electorate on November 4, 1975 empowered the Commission to permit the construction of the proposed plant on Zoo expansion property. In the ballot explanation for this Charter amendment, it stated that at least two-thirds of the treatment buildings would be below the ground to permit new Zoo uses on the top of the treatment buildings. The proposted wastewater treatment plant will have a daily estimated capacity of approximately 400 million gallons. It will provide treatment of the sanitary flow from the western half of the City and the wet weather flow from the entire City. In conjunction with this plant, a major pumping station with a daily pumping capacity of about 80 million gallons is proposed for construction within the right-of-way of the Great Highway along the westerly edge of the Zoo near the intersection of the Great Highway and Sloat Boulevard. The design of this station is being coordinated with proposed entrance and parking complex for the Zoo. The station will be integrated with the proposed wind berm along the westerly edge of the Zoo.



san francisco zoo

The Recreation Center for the Handicapped is situated on a five-acre (approximate) triangular site bounded by Zoo Road, the old Great Highway extension and Skyline Boulevard. The property is owned by the City and County of San Francisco and it is under the jurisdiction of the Public Utilities Commission. In February 1971, the Commission leased the property to the Recreation Center for the Handicapped, a private non-profit corporation. The Recreation and Park Department budget contains support funds for the Center.

The Center provides recreation and rehabilitation services for the handicapped of all income levels. Facilities include an arts and crafts room, a swimming pool, a gymnasium and other recreational areas. The Center has prepared a sketch plan for the future expansion of its facilities into adjacent areas, which was referenced in the Coastal Commission permit for the Westside Transport for the Wastewater Management Program. Because the expansion envisioned using additional land which is under the jurisdictions of the Recreation and Park Commission and the Department of Public Works, negotiations are currently underway regarding the plan, but no final decisions have been made. At present, no action has been taken by an agency of the City on the proposed plan, however.

The National Guard Armory and the Federal government housing area (8 units) occupy about 13 acres in the northeast corner of Zoo Expansion Area III. These two facilities will be relocated by the City as part of the water pollution control project.

C. Issue No. 3: Lake Merced

In the middle years of the 1870's, Lake Merced, as it is now known, was converted from a natural body of fresh water into a reservoir by the Spring Valley Water Company, a private concern. Following this conversion, the Lake was then tied into the Company's other water supply facilities for the City. To protect the quality of the Lake's waters, canals were constructed around the Lake to prevent runoff from adjacent pasture lands from entering the Lake. In 1930, the water supply facilities of the Company were sold to the City and County of San Francisco.

At present, the San Francisco Public Utilities Commission, through its Water Department, maintains the Lake as a standby reservoir for emergency use. In 1950, the Commission conferred

upon the Recreation and Park Commission the right to use the Lake and adjacent lands for park and recreation purposes. The document which conveyed this property (Public Utilities Commission Resolution No. 10,435) stipulated, in part, that the Lake shall not be used for swimming, that no gasoline-driven motorboats shall be permitted to operate regularly on the Lake, and that "...nothing shall be done that would tend to make the waters of the Lake unfit for human consumption."

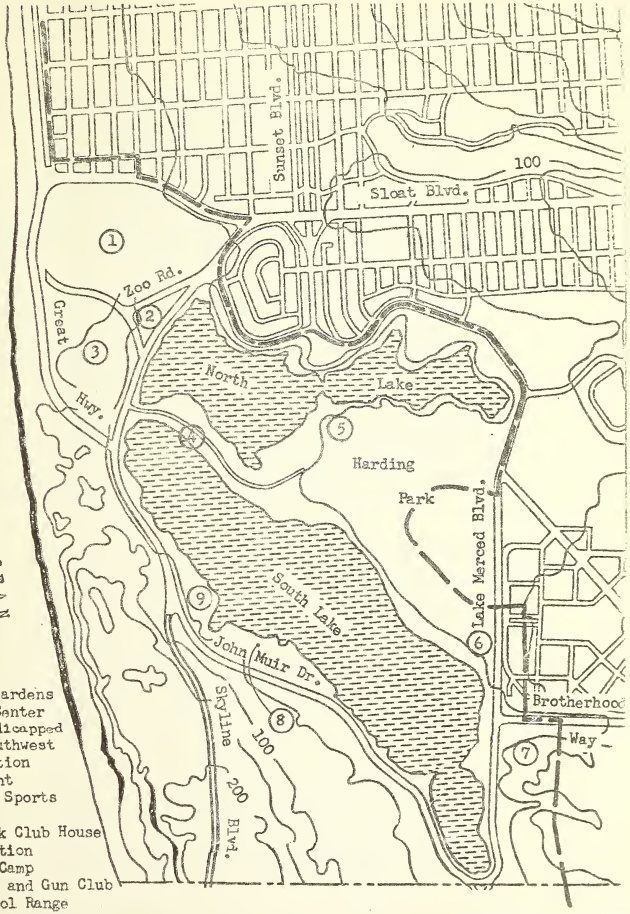
The Lake Merced area considered under this Issue is bounded on the north and east by Lake Merced Boulevard, on the south by John Muir Drive and on the west by Skyline Boulevard (see attached map). The area encompassed within this boundary comprises approximately 700 acres.

In about 1895, the upper and lower portions of the Lake were separated by the construction of a causeway. Today, these two separate bodies of water are known as North Lake and South Lake. Recreationally, the North Lake is used for small boat fishing, and shore and pier fishing. Small boat sailing is confined to the South Lake. For about eight to nine months of the year, shore fishing is an intensive activity around the most southerly portion of this Lake.

On the causeway near Skyline Boulevard, the Recreation and Park Commission has granted a lease to a concessionaire to operate a sports center in support of various activities which occur around the Lake area. There are fishing and sailing boat rental facilities, small boat berthing facilities and food service, as well as a large meeting room for community use. In the summer, the Recreation and Park Department operates a major fishing program for youth, and cooperates in a program for fishing with the Police Officers Fishing Program.

North and South Lakes are separated by a wedge of land which provides a picturesque setting for Harding Park which was first opened to the public in 1925. The Park was named after President Harding in 1923. It is one of the finest municipally-owned championship golf courses in the nation. Also situated within this area is the smaller eight-hole Flemming Golf Course. A club house, situated in the northwesterly portion of the Park, provides a variety of golf services, including a restaurant, to users of the area.

Around the perimeter of the Lake, there are a variety of recreational facilities. Bicycle, bridle, walking and jogging paths and trails circle the Lake. Also, at various



1. Zoological Gardens
2. Recreation Center for the Handicapped
3. Proposed Southwest Water Pollution Control Plant
4. Lake Merced Sports Center
5. Harding Park Club House
6. Pumping Station
7. Girl Scout Camp
8. Pacific Rod and Gun Club
9. Police Pistol Range

Permit Boundary Line
California Coastal
Act of 1976

ZOOLOGICAL GARDENS AND LAKE MERCED AREAS

locations around the Lake, sitting and picnic facilities provide for the added enjoyment of the Lake area.

The Pacific Rod and Gun Club, under a rental agreement with the City, has been located along the southerly shore of South Lake for about 45 years. This Club provides the only recreational skeet and indoor rifle shooting facility in the City. Although the Club is privately operated, it maintains an open membership policy and non-members can use the Club's facilities on a set fee basis.

The San Francisco Bay Council, Girls Scouts of the U.S.A., maintain "Camp Ida Smith" which is located along the easterly side of Lake Merced Boulevard and south of Brotherhood Way. The land on which the camp is located is under the jurisdiction of the Water Department. The Girl Scouts are permitted to use the property under a lease agreement with the City. The area of the camp is about 5.6 acres. Various Girl Scout troops from the Bay Area use the camp on a daily basis during the summer months and on weekends during the school year. Rest room and craft facilities are located in two buildings on the property. There are five outdoor sleeping units. The facilities are available, for a rental fee, to non-scout groups.

In the Lake Merced area, there are two publicly-operated non-recreational facilities. On the southerly side of South Lake, near the intersection of Skyline Boulevard and John Muir Drive, the San Francisco Police Department maintains an indoor police pistol range for its forces. This facility, under the Community Facilities Element of the Comprehensive Plan (Objective 1, Policy 5), is designated as a non-conforming use and the relocation of the range is recommended as it becomes obsolete and replacement is required. At present, because of the severe fiscal limitations facing the City, there is no active proposal to relocate this activity.

The other non-recreational facility is the Water Department's pumping station located along the northerly side of South Lake near the intersection of Lake Merced Boulevard and Brotherhood Way. The present pump station, constructed in the early 1950's, supplies water to Sunset and Sutro Reservoirs from the Hetch Hetchy System's water transmission lines. In an emergency, the station could pump Lake Merced water, after on-site treatment, to these reservoirs.

Lake Merced, the only large fresh water lake in the Bay Area's urbanized coastal zone, functions as an important

open space and recreational resource. For the past few years, considerable work has been done around the Lake to rehabilitate and improve facilities designed to enhance this resource value. Therefore, future recreational development proposals which are under consideration at this time are confined to the enhancement of existing amenities such as, but not limited to, the path and trail system, sitting and picnic areas and fishing facilities. For the two golf courses, the principal activity will be for the continuation of the improvement program for the irrigation system. At this time, there are no major non-recreational development proposals for the Lake Merced area. The relocation of the police pistol range and the redevelopment of the site for recreational purposes is a desirable objective, but the City's funding limitations necessitate the long-term deferment of this objective.

D. Issue No. 6: Federal Lands

On October 27, 1972, the Golden Gate National Recreational Area (GGNRA) was established by an Act of Congress. The GGNRA represented a bold concept in preserving land in San Francisco and Marin Counties, California, for public use and enjoyment, the management of which was to reside with the Secretary of the Interior. The GGNRA covers approximately 38,441 acres (including tidelands), of which about 2,253 acres (3,950 acres, including tidelands) are within San Francisco.

The area of the GGNRA within San Francisco includes land which is within the coastal zone, but also extends to other property outside the coastal zone. Generally, the following property is within the boundary of the GGNRA:

Alcatraz	
Aquatic Park	
Fort Mason	
Marina Green	
Crissy Field	
Fort Point	
San Francisco Headlands	) within the
Cliff House	) Coastal Zone
Ocean Beach (including Fort Funston)	)

The U. S. Department of the Interior, National Park Service, undertook a series of public participation meetings in an attempt to solicit recommendations for the use of the GGNRA. In May 1977, the Park Service provided a document entitled Assessment

of Alternatives for the General Management Plan: Golden Gate National Recreation Area and Point Reyes National Seashore. This document described in some detail the federal public property on a site-by-site basis, and essentially outlined four alternatives for each site:

1. Minimum Visible Change
2. Maximum Natural Appearance
3. Education/History
4. Recreation

The Department of City Planning prepared, and the City Planning Commission endorsed, a memorandum entitled "Staff Response to GGNRA Alternatives", dated June 16, 1977, the essence of which was incorporated into Preliminary Working Drafts on GGNRA park sites. In June 1979, the National Park Service produced the General Management Plan: Environmental Analysis, which articulated Management objectives, introduced Land Management Zoning for the recreation area, and assessed environmental impacts.

GGNRA lands within the Coastal Zone are primarily those which had been under the jurisdiction of the Recreation and Park Commission and which were transferred to the National Park Service pursuant to Public Law 92-589. These include Fort Funston, Ocean Beach, Sutro Heights and Lands End.

The GGNRA land within the Coastal Zone may be described as follows:

San Francisco Headlands. At the north of the Coastal Zone, Lands End and Point Lobos can be described as an "urban wilderness". There is a parking area at the end of 48th Avenue which is popular for tourists because of the spectacular views of the Golden Gate. Lands End is an isolated area. Merrie Way and Memorial parking lots are often filled with cars. Although some visitors stay close to their cars, others use the Lands End trails extensively. Because the cliffs are eroded and unstable, many of the trails are hazardous. Overlooking the ocean near Point Lobos, the Octagonal House, or Marine Exchange Lookout, was built in 1926 as an aid to commerce and protection of life at sea.

Cliff House. On a site offering memorable views of the Golden Gate, the sea lions on offshore rocks, rugged Marin scenery and Ocean Beach to the south, the third Cliff house provides a popular recreational facility,

which includes three restaurants, a snack shop, the National Park Service Visitor Center and various gift and souvenir shops. The first two Cliff Houses were built in 1863 and 1894 respectively and represent a long tradition of public use of the site. The current Cliff House, built in 1909, has been extensively remodeled and the National Park Service is proposing to restore it to its original appearance.

Sutro Heights Park, the former home of one of San Francisco's best known mayors, functions as a neighborhood park, frequented primarily by local residents. It is a pleasant combination of trees, shrubs, lawn and flowers, crossed by formal pathways and accented by occasional pieces of statuary, a gazebo and several other relics of Sutro's time. Its high elevation (200 feet above the Ocean) affords spectacular views. Its southern slope is under private ownership, and may be acquired by the National Park Service.

Sutro Baths, now in ruins, was originally built in 1890 as a complex of more than six salt and fresh water swimming pools, a restaurant, conservatories, galleries and a museum in the hollow below the Cliff House to the north. Now the ruins are mainly water-inundated foundation walls, and are badly in need of repar and stabilization for safety reasons.

Most of the site known as Sutro Baths is under private ownership. Although it is landlocked by the GGNRA, an easement does provide access. At one point, when it was assumed that the site would be acquired by the GGNRA, the National Park Service envisioned the site as a water-oriented park. Since it remains as private land (zoned C-2), the City Planning Commission has taken an interest in it and is considering a Special Use District designation for it which would permit visitor-oriented facilities of a moderate activity level.

Ocean Beach (including Fort Funston). The narrow linear ocean frontage of Ocean Beach stretches from south of the Cliff House to Fort Funston near the San Francisco city limits. The Great Highway defines the eastern boundary. The northern part of the beach (north of Lincoln Way) is defined by a seawall and the Esplanade and has a higher visitor usage. The southerly part of the beach has experienced some erosion problems and is characterized by shifting dunes. At Fort Funston, the windswept uplands have been leveled to provide for Nike missile installations in World War I, and is now used by day-campers, hikers and hanggliders.

II. EXISTING LOCAL POLICIES

The following section is a summary listing of various adopted policies which relate, in whole or in part, to Golden Gate Park, Lake Merced, Zoological Gardens and the Federal lands.

A. Recreation and Open Space Element of the Comprehensive Plan

This Element was adopted by the City Planning Commission on May 24, 1973. The OBJECTIVES of this Element are as follows:

THE BAY REGION

1. Preserve large areas of open space sufficient to meet long-range needs of the Bay region.

THE SAN FRANCISCO SHORELINE

2. Maintain an unbroken stretch of public open space from Fort Funston through Aquatic Park. Retain the natural character of open space from Fort Funston to the eastern edge of the Presidio. Develop open spaces and recreation facilities which complement the urban character of the Northern Waterfront and Bay shoreline.

CITYWIDE SYSTEM

3. Develop a diversified and balanced system of city-wide recreation and open space.

NEIGHBORHOODS

4. Provide opportunities for recreation and the enjoyment of open space in every San Francisco neighborhood.

B. Transportation Element of the Comprehensive Plan

This Element was adopted by the City Planning Commission on April 27, 1972 and amended on January 20, 1977. The OBJECTIVES of this Element are as follows:

GENERAL OBJECTIVES AND POLICIES

1. Meet the needs of all residents and visitors for safe, convenient and inexpensive travel within San Francisco and between the City and other parts of the region.

2. Use the transportation system as a means for guiding development and improving the environment.

MASS TRANSIT PLAN

3. Give first priority to improving transit service throughout the City, providing a convenient and efficient system as a feasible alternative to automobile use.

4. Develop transit as the primary mode of travel to and from downtown and all major activity centers.

THOROUGHFARES PLAN

5. Establish a thoroughfares system in which the function and design of each street are consistent with the character and use of adjacent land.

6. Provide for convenient and safe movement among districts in the City during normal travel periods.

7. Provide safe and pleasant space for pedestrians.

8. Allow for the safe use of the bicycle as a means of transportation and recreation.

DOWNTOWN TRANSPORTATION PLAN

9. Maintain the type and level of transportation facilities and services appropriate to enhance the economic vitality of the downtown business and shopping district.

10. Provide convenient and high-capacity loading points for transit travelers.

11. Improve facilities for freight deliveries and business services.

CITYWIDE PARKING PLAN

12. Ensure that the provision of new or enlarged parking facilities does not adversely affect the livability and desirability of the City and its various neighborhoods.

13. Contain and lessen the traffic and parking impact of institutions on surrounding residential areas.

14. Relate the amount of parking in residential areas to the capacity of the City's street system and land use patterns.

15. Meet short-term parking needs in neighborhood shopping districts consistent with preservation of a desirable environment for pedestrians and residents.

C. Environmental Protection Element of the Comprehensive Plan

This Element was adopted by the City Planning Commission on May 24, 1973. The OBJECTIVES of this Element are as follows:

GENERAL

1. Achieve a proper balance among the conservation, utilitzation, and development of San Francisco's natural resources.

2. Implement broad and effective management of natural resources.

BAY, OCEAN AND SHORELINES

3. Maintain and improve the quality of the Bay, Ocean and shoreline areas.

AIR

4. Assure that the ambient air of San Francisco and the Bay region is clean, provides maximum visibility and meets air quality standards.

FRESH WATER

5. Assure a permanent and adequate supply of fresh water to meet the present and future needs of San Francisco.

6. Conserve and protect the fresh water resource.

LAND

7. Assure that the land resources in San Francisco

are used in ways that both respect and preserve the natural values of the land and serve the best interests of all the City's citizens.

FLORA AND FAUNA

8. Ensure the protection of plant and animal life in the City.

D. Plan for Golden Gate Park - Objectives and Policies

This statement of objectives and policies was adopted by the Recreation and Park Commission on May 24, 1979. The OBJECTIVES of this statement are as follows:

1. Acknowledge Golden Gate Park's contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay region; recognize the Park's importance as an American cultural resource.

2. Provide for the protection and renewal of the Park landscape.

3. Preserve the open space of Golden Gate Park.

4. Minimize vehicular traffic.

5. Foster appropriate use of Park recreation resources.

E. A Plan for the San Francisco Zoo - Objectives and Policies

This statement of objectives and policies was adopted by the Recreation and Park Commission on February 19, 1974. The OBJECTIVES of this statement are as follows:

1. Enhancement of visitor interest.

2. Excellence through specialization.

3. Achieve optimum standards in animal care and welfare.

4. Research opportunities.

5. Meeting the needs of the future.

F. General Management Plan: Environmental Analysis

Although this is not a local document, as are the previous elements and plans, it does represent the Management objectives for the Golden Gate National Recreation Area (GGNRA). This document was adopted by the Citizens Advisory Committee of the GGNRA on December 8, 1979. These objectives are an expansion of the original charge from the Act which established the GGNRA in which "...the Secretary of the Interior...shall utilize the resources in a manner which will provide for recreation and educational opportunities consistent with sound principles of land use planning and management. In carrying out the provisions of the Act, the Secretary shall preserve the recreation area, as far as possible, in its natural setting, and protect it from development and uses which would destroy the scenic beauty and natural character of the area."

MANAGEMENT OBJECTIVES: GOLDEN GATE NATIONAL RECREATION AREA

Achievement of the following key management objectives will ensure that the purpose for which the parks were established is fulfilled.

1. Preservation and Restoration of Natural Resources

To maintain the primitive and pastoral character of the parklands in northern Marin County by providing only minimum, dispersed development. Necessary concentrated developments will be confined to the southern Marin County and San Francisco portions of the recreation area.

To locate development in areas previously disturbed by human activity whenever possible.

To maintain grazing in certain suitable areas and at appropriate levels for the purpose of helping to control fire fuels and as an educational and aesthetic element for visitor enjoyment.

To maintain and restore the character of natural environment lands by maintaining the diversity of park plant and animal life, identifying and protecting threatened and endangered plant and animal species and other sensitive natural resources, controlling exotic plants, and checking erosion whenever feasible.

2. Preservation and Restoration of Cultural Resources

To re-use existing buildings for visitor and management needs in order to help preserve historic structures and reduce building costs.

To retain the current character of cultural resources pending completion of detailed resource management plans.

To recognize the importance of the cultural resources within the recreation area through a positive program of their identification, evaluation, preservation, management, and interpretation.

3. Making the Recreation Area Readily Available to the Broadest Variety of Park Users

To pursue the extension of transit service between the park and transit dependent neighborhoods.

To offer recreational opportunities to a diversity of park users and to impart knowledge necessary for full enjoyment of park resources through a particular emphasis on interpretation, education and information programs.

To develop facilities and programs that respond to the special needs of senior citizens, the handicapped, and cultural and ethnic minorities.

To encourage community organizations to utilize park areas and facilities as a setting for their own recreation and education programs.

4. Provision of a Broad Variety of Park Experiences

To plan facilities to offer a wide variety of uses.

To retain opportunities for recreational activities pursued in the park today.

To develop a trail system for the use of hikers, bicyclists and equestrians.

To offer visitors a more extensive exposure to the park's resources through the provision of a variety of overnight experiences.

To enhance the visitors' enjoyment of park resources by providing food and rental services where the need is demonstrated.

5. Consideration of Park Neighbors

To alleviate traffic impacts on adjacent communities and on park resources by the use of transit systems.

To balance the responsibility of meeting the needs of park visitors with the need to protect the interests of residents of adjacent communities.

III. APPLICABLE LOCAL POLICIES

The following section is a review of adopted local policies as contained in the various plan documents that would have an effect on the coastal zone areas encompassed by Golden Gate Park, Lake Merced, Zoological Gardens and Federal lands. Each of the following policies is referenced to the appropriate objective and source document as set forth in Section II of this report. The policies which are stated in this section are excerpted from the various plan documents.

A. Issue No. 1: Golden Gate Park

1. Recreation and Open Space Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective A.1: Policy 2 calls for the improvement of public transit service to regional park facilities.

b. Objective A.2: Policy 2 calls for the improvement of the quality of existing shoreline recreation areas.

c. Objective A.2: Policy 3 (Western Shoreline Plan) calls for the strengthening of the visual and physical connection between Golden Gate Park and the beach; the improvement of the western end of the Park for public recreation and when possible the elimination of the sewer treatment facility (Richmond-Sunset Water Pollution Control Plant).

d. Objective A.3: Policy 1 calls for the preservation of public open space.

e. Objective A.3: Policy 3 recommends that non-recreational uses in parks be gradually eliminated; that automobile traffic in and around public open spaces be reduced. The Recreation and Open Space - Programs document, as approved by the City Planning Commission on July 19, 1973, sets forth appropriate action programs for implementing the Recreation and Open Space Element of the Comprehensive Plan. A provision under the Citywide System - Reducing Traffic in Public Open Space section

recommends the establishment of an internal transit system in Golden Gate Park to reduce and possibly eliminate the need for private automobiles on park roads. For Kennedy Drive, the elimination of through, non-park and non-emergency automobile traffic is recommended.

f. Objective A.3: Policy 5 calls for the development of a master plan for Golden Gate Park. (Note: The Recreation and Park Commission has undertaken the first step in the development of a Plan for Golden Gate Park with the adoption of a statement of objectives and policies.)

2. Transportation Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective B.3: Policy 1 calls for the improvement of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential street system. The Transit Preferential Streets Plan designates Fulton Street as it parallels the northerly length of Golden Gate Park as part of the preferential street system.

b. Objective B.3: Policy 8 calls for the establishment of frequent and convenient transit service to major recreational facilities and the provision of special service for sports, cultural and other heavily attended events.

c. Objective B.5: Policy 2 calls for the design of streets for a level of traffic that will not cause a detrimental impact on adjacent land uses. The Thoroughfares Plan establishes four levels of street activity: freeway; major thoroughfare; secondary thoroughfare; and recreation street. A recreation street is a special category of street whose major function is to provide for slow pleasure drivers, cyclist and pedestrian use; more highly valued for recreation use than for traffic movement. Additionally, under this category, the Plan recommends that adequate parking be provided outside of natural areas. In the Thoroughfares Plan, Kennedy

and South Drives in Golden Gate Park, including the portion which is within the coastal zone, are designated as recreation streets.

d. Objective B.5: Policy 4 calls for the discouragement of non-recreational and non-local traffic in and around parks and along the shoreline recreational areas. The Thoroughfares Plan recommends that through, non-park traffic on John F. Kennedy Drive in Golden Gate Park be eliminated.

e. Objective B.7: Policy 4 calls for the partial or whole closure of certain streets not required as traffic carriers for pedestrian use or open space.

f. Objective B.8: Policy 1 calls for the establishment of bicycle routes between major recreation areas, residential areas, and major work centers. The Bicycle Plan provides for the establishment of bicycle routes on the portion of Chain of Lakes and South Drives which are within the coastal zone.

3. Environmental Protection Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective C.1: Policy 1 calls for the conservation and protection of natural resources of San Francisco.

b. Objective C.1: Policy 2 calls for the improvement of the quality of natural resources.

c. Objective C.1: Policy 3 calls for the restoration and replenishment of the supply of natural resources.

d. Objective C.3: Policy 2 calls for the promotion of the use and development of shoreline areas consistent with the Comprehensive Plan and the best interests of San Francisco.

e. Objective C.5: Policy 4 calls for the promotion of non-polluting recreational uses of fresh water lakes and reservoirs.

f. Objective C.6: Policy 2 calls for the encouragement and promotion of research on the necessity and feasibility of water reclamation.

g. Objective C.8: Policy 2 calls for the protection of the habitats of known plant and animal species that require a relatively natural environment. Specifically, the Policy indicates that the natural areas of Golden Gate Park should remain in their present condition and that the conversion of these areas for active recreation should be discouraged.

h. Objective C.8: Policy 3 calls for the protection of rare and endangered species.

4. Plan for Golden Gate Park - Objectives and Policies. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective D.2: Policy A ensures that the essential design elements that give the Park its unique landscape character are retained and protected.

b. Objective D.2: Policy B calls for the development of a long-range plan for effective management of the Park's forested areas.

c. Objective D.2: Policy D calls for the establishment of designated naturalistic parkland areas to protect the pastoral character of the Park and ensure the retention of the Park's open space.

d. Objective D.3: Policy B calls for the preservation of notable Park landmarks of historic, architectural and aesthetic value; the encouragement of restoration or reconstruction of other buildings and features that provide continuity with the past.

e. Objective D.3: Policy D calls for the phased removal or relocation of structures or facilities which are not essential for cultural or recreational uses within the Park or for Park maintenance.

f. Objective D.3: Policy E provides encouragement for the development of alternative energy sources and recycling system that would contribute to efficient management and operation of Golden Gate Park.

g. Objective D.4: Policy A calls for the restriction of non-recreational traffic to designated Park roadways in a manner that fully separates business, shopping and commute traffic from the Park experience.

h. Objective D.4: Policy B calls for the reduction of Park roadways.

i. Objective D.4: Policy C calls for the gradual implementation of a transportation system for the Park which would be integrated with public transit and recreational transport system of the Golden Gate National Recreation Area.

j. Objective D.4: Policy D encourages the use of public transit for recreational transit to Golden Gate Park and adjoining recreation areas.

k. Objective D.5: Policy A ensures that the Park's recreational activities are compatible with the Park's environment. The policy addresses the issue of the preservation of wild life habitats and recommends that the Vandervort Barn horse rental facility be consolidated with the Golden Gate Equestrian Center adjacent to the Polo Field.

B. Issue No. 2: Zoological Gardens

1. Recreation and Open Space Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective A.1: Policy 2 calls for the improvement of public transit service to regional park facilities.

b. Objective A.2: Policy 2 calls for the improvement of the quality of existing shoreline recreation areas.

c. Objective A.3: Policy 1 encourages the preservation of public open space.

2. Transportation Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective B.3: Policy 8 calls for the establishment of frequent and convenient transit service to major recreation facilities.

b. Objective B.5: Policy 2 calls for the design of streets for a level of traffic that will not cause a detrimental impact on adjacent land uses. In the Thoroughfares Plan, the Great Highway, as it passes along the westerly boundary of this area, is classified as a recreational street.

3. Environmental Protection Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective C.3: Policy 1 calls for the support of regulatory programs of existing regional, State and Federal agencies dealing with the Bay, Ocean and Shorelines.

b. Objective C.3: Policy 3 calls for the implementation of plans to improve sewage treatment and halt pollution of the Bay and Ocean.

4. A Plan for the San Francisco Zoo - Objectives and Policies. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective E.1: Policy 2 calls for the development of animal enclosures and service facilities which enhance the Zoo's park-like atmosphere.

b. Objective E.1: Policy 4 calls for the creation of an information and education center to provide illustrative materials on the collection.

c. Objective E.1: Policy 7 calls for the development of accessory recreational or amusement facilities and concessions if they do not detract visually or physically from the Zoo.

d. Objective E.1: Policy 8 calls for the maintenance, enhancement and improvement of the landscaped, park-like atmosphere of the Zoo to further its visual attractiveness to visitors and to provide improved settings for animal exhibits.

e. Objective E.5: Policy 3 calls for the development of a "zoo presence" or theme at existing or proposed entrances to the Zoo.

f. Objective E.5: Policy 4 calls for the development of an internal transit system to provide direct visitor access from entrance areas which would be routed to present an overall view of the complete collection.

C. Issue No. 3: Lake Merced

1. Recreation and Open Space Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective A.1: Policy 1 calls for the protection of the natural character of regional open spaces.

b. Objective A.1: Policy 2 calls for the improvement of public transit service to regional park facilities.

c. Objective A.2: Policy 2 calls for the improvement of the quality of existing shoreline recreation areas.

d. Objective A.3: Policy 1 calls for the preservation of public open space.

e. Objective A.3: Policy 3 recommends the gradual elimination of non-recreational uses in parks and the reduction of automobile traffic around public open spaces.

2. Transportation Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective B.3: Policy 8 calls for the establishment of frequent and convenient transit service to major recreation facilities.

b. Objective B.5: Policy 2 calls for the design of streets for a level of traffic that will not cause a detrimental impact on adjacent land uses. In the Thoroughfares Plan, John Muir Drive and a portion of Skyline Boulevard are classified as recreational streets. Additionally, under the City Planning Code (Sec. 608), Skyline Boulevard, Lake Merced Boulevard and John Muir Drive are classified as scenic streets. Under the Code, special sign controls are established for these streets which prohibit general advertising signs and place restrictions on the size of other business signs.

c. Objective B.8: Policy 1 calls for the establishment of bicycle routes for recreational use and other purposes. The Bicycle Plan provides for a bicycle route completely around Lake Merced. (At present, except for a small section along John Muir Drive, a separate multi-purpose pathway system goes around the Lake.)

3. Environmental Protection Element of the Comprehensive Plan. Applicable POLICIES of this Element, by objective, relative to the coastal zone are as follows:

a. Objective C.1: Policy 1 calls for the conservation and protection of natural resources of San Francisco.

b. Objective C.1: Policy 2 calls for the improvement of the quality of natural resources.

c. Objective C.1: Policy 3 calls for the restoration and replenishment of the supply of natural resources.

d. Objective C.5: Policy 3 ensures that San Francisco's drinking water meets State and Federal water quality standards.

e. Objective C.5: Policy 4 calls for the encouragement and promotion of non-polluting recreational uses of fresh water lakes.

f. Objective C.8: Policy 1 calls for the cooperation with and otherwise support of the California Department of Fish and Game and its animal protection programs.

g. Objective C.8: Policy 2 calls for the protection of the habitats of known plant and animal species that require a relatively natural environment.

h. Objective C.8: Policy 3 calls for the protection of rare and endangered species.

D. Issue No. 6: Federal Lands

Because of the different format of the General Management Plan: Environmental Analysis, dated June 1979, there are really no correlative policies. It should be noted that the National Park Service used a very open public process during the preparation of its plan and was very responsive to comments made by the City which were based on local policies.

IV. COASTAL ACT POLICIES

The Coastal Act policies can be found in Appendix A. This section is a comparative review of them with adopted local policies which may have an effect on the coastal zone areas encompassed by Golden Gate Park, Lake Merced, Zoological Gardens and Federal lands.

ISSUE NO. 1: GOLDEN GATE PARK

A. Shoreline Access

1. Sec. 30210. Golden Gate Park is a public facility under the ownership of the City and County of San Francisco. The Park is under the jurisdiction of the Recreation and Park Commission. Public access through the Park to the adjacent Ocean Beach area is provided by existing public roadway systems. Under the City Planning Code (Zoning Ordinance), the Park is in a public use district. This district applies to land that is owned by a government agency and in some form of public use, including open space.

2. Sec. 30211. This section is not applicable to Golden Gate Park.

3. Sec. 30212. This section is not applicable to Golden Gate Park.

B. Recreation and Visitor-Serving Facilities

1. Sec. 30212.5. There are a number of policies stated under Section III which are designed to mitigate the impacts of over-use and congestion in the Park.

2. Sec. 30213. Recreational activities or facilities which are located within the Park's coastal zone area are either free or require a minimum fee for their use.

3. Sec. 30220. This section is not applicable to Golden Gate Park.

4. Sec. 30221. The portion of Golden Gate Park within the Coastal Zone, as a public park area, is protected from non-Park related uses under various policies set forth in Section III. The Beach Chalet, which has been in use as a bar and meeting place for the Veterans of Foreign Wars, will be refurbished as a restaurant.

5. Sec. 30222. This section is not applicable to Golden Gate Park. All property is under public ownership.

6. Sec. 30223. This section is not applicable to Golden Gate Park. All upland areas are developed. No reservation of new support areas can therefore be made.

7. Sec. 30250(c). The location of new visitor-serving facilities within the Park is not feasible. The Recreation and Park Commission is in the process of awarding a lease for the Beach Chalet to provide for an improved visitor-serving restaurant, however. Proposed development plans for the Playland site are to include new or improved visitor-serving facilities for this area of the coastal zone.

C. Housing

1. Sec. 30213. This section is not applicable to Golden Gate Park. The Park is a publicly-owned recreational resource.

D. Water and Marine Resources

1. Sec. 30230. This section is not applicable to Golden Gate Park. There are no marine resources within the Park's coastal zone area.

2. Sec. 30231. Policies A.3.g and A.4.k in Section III of this report provide for the protection of wildlife habitats. These policies would apply specifically to the Chain of Lakes which are located within the Park's coastal zone area. At present, there is no evidence that the two wells located within the Park's coastal zone area are resulting in any depletion of ground water supplies in the western section of the City.

3. Sec. 30236. This section is not applicable to Golden Gate Park.

E. Diking, Dredging, Filling, and Shoreline Structures

1. Sec. 30233(a). The Chain of Lakes is the only significant inland water area within the Park's coastal zone. The three lakes which comprise the

Chain were formed as part of the Park's landscape design. The water level in these lakes is maintained through the Park's water distribution system. Policy A.4.k under Section III of this report provides for the protection of habitat areas; therefore, any dredging, filling or creation of shoreline structures will be for the maintenance, preservation or restoration of the lakes as a recreation resource (visual) and as a wildlife habitat.

2. Sec. 30235. This section is not applicable to Golden Gate Park.

F. Commercial Fishing and Recreational Boating

1. Sec. 30224. Because of the visual importance of the Chain of Lakes as a recreational resource and the use of the lakes as a wildlife habitat, no recreational boating is permitted on the lakes. The provisions of this section are therefore not applicable to the Park.

2. Sec. 30234. This section is not applicable to Golden Gate Park for the above-stated reasons.

3. Sec. 30255. Golden Gate Park is a public recreation facility within the coastal zone. Where possible, new development within the Park's coastal zone will provide for increased recreational opportunities along the coastal area.

G. Environmentally Sensitive Habitat Areas

1. Sec. 30240. Within the Park's coastal zone area, the Chain of Lakes is the most significant habitat and naturalistic landscaped area of the Park. Policy A.4.k in Section III provides for the protection of wildlife habitats and Policy A.4.c provides for the establishment of designated naturalistic parkland areas.

H. Agriculture

1. Sec. 30241. Provisions of this section are not applicable to Golden Gate Park.

2. Sec. 30242. Provisions of this section are not applicable to Golden Gate Park.

I. Hazard Areas

1. Sec. 30253(1). In the Community Safety Element of the Comprehensive Plan, as adopted by the City Planning Commission on September 12, 1974, the potential tsunami inundation area, based on a 20-foot wave, in the vicinity of Golden Gate Park would not extend inland beyond the Great Highway. Therefore, it is not expected that any new development within the Park's coastal zone area would be subject to risk by flood.

2. Sec. 30253(2). There are no bluffs or cliffs within the coastal zone area of the Park or areas subject to erosion. The proposed development plan along the Great Highway and the proposed reforestation plan for the Park will contribute, when implemented, to the stability of the soil along the Park's windbreak located adjacent to the Great Highway.

J. Forestry and Soil Resources

1. Sec. 30243. The provisions of this section are not applicable to the publicly-owned recreation area of Golden Gate Park.

K. Locating and Planning New Development

1. Sec. 30244. No known archaeological or paleontological resources exist within the Park's coastal zone area. At this time, there are no major construction projects proposed within this area of the Park which would adversely impact such resources.

2. Sec. 30250(a). Provisions of this section are not applicable to Golden Gate Park.

3. Sec. 30252. New development within the Park's coastal zone area will provide, primarily, for increased recreational opportunities along the coastal area. Because of the importance of the windbreak system to the survival of the Park's forested area (see Policy A.4.b), the plantings proposed for this system and its relationship to the proposed Great Highway improvement plan may result in some restrictions on public access through the Park and across the Great Highway to the Ocean Beach area. There will be specific access points at the underpass at the north and the

land bridge at the south. The existing roadway system will still function as the principal, defined access routes to the beach. In both the Transportation Element of the Comprehensive Plan and the Statement of Objectives and Policies for Golden Gate Park, added emphasis is placed on the importance of providing increased transit access to the Park and adjacent beach area as a substitute to automobile access. Also, the proposed development plan for the Great Highway will provide for a redesigned parking area to accommodate beach visitors.

4. Sec. 30253(3) and (4). Because the Park's coastal zone area is principally for recreation or open space activities, the provisions of this section do not apply to Golden Gate Park.

L. Coastal Visual Resources and Special Communities

1. Sec. 30251. Adopted policies in the Recreation and Open Space Element of the Comprehensive Plan and in the Statement of Objectives and Policies for Golden Gate Park under Section III provide for the protection, preservation and enhancement of the scenic and visual qualities of the Park.

2. Sec. 30253(5). Because the land occupied by Golden Gate Park is set aside for Park purposes, the provisions of this section do not apply.

M. Public Works

1. Sec. 30254. The proposed development plan for the Great Highway adjacent to Golden Gate Park is recommending certain public works projects, such as, but not limited to, overpasses, roadway modifications and parking areas. Most of this work would be within the existing right-of-way of the Great Highway. To provide for better traffic circulation and for the preservation of the windbreak system, a minor modification of South Drive at Lincoln Way and the Great Highway is being considered. Also, new walkways, bicycle paths and equestrian trails are being proposed within the Park as part of the improvement program along the Great Highway. The Charter of the City and County of San Francisco (Section 7.403) provides that no land under the jurisdiction of the

Recreation and Park Commission can be used for non-Park purposes. This prohibition can be modified by the electorate, however. But, for all intents and purposes, any new or expanded public works facility in Golden Gate Park must be consistent with the needs of the Park.

N. Industrial Development and Energy Facilities

1. Sections 30232, 30250, 30255, 30260-30264. The provisions of these sections are not applicable to Golden Gate Park.

ISSUE NO. 2: THE ZOO

A. Shoreline Access

1. Sec. 30210. The Zoological Gardens area is under the ownership of the City and County of San Francisco. The recreational use of this area is under the jurisdiction of the Recreation and Park Commission. Because of the need to maintain security over the exhibit areas, no public access is provided across the Great Highway from the Zoo to Ocean Beach except at the designated crosswalk at Sloat Boulevard and Great Highway. As part of the construction program for the pumping station at Sloat Boulevard and Great Highway, a public viewing area will be provided on top of the station. Public access will be from the proposed entrance and parking complex at the Zoo. Also, the adopted Plan for the Zoo recommends that the street car which serves this area of the City be extended into the proposed entrance complex. Under the City Planning Code, the Zoological Gardens area is in a public use district.

2. Sec. 30211. This section is not applicable to the Zoo.

3. Sec. 30212. This section is not applicable to the Zoological Gardens area.

B. Recreation and Visitor-Serving Facilities

1. Sec. 30212.5. The Zoo plan, as adopted by the Recreation and Park Commission, provides for the enlargement of exhibits to correct crowded conditions, to place the animals in a more pleasing viewing

environment and to improve the access and movement of the visiting public. In conjunction with the on-street parking areas along Sloat Boulevard and the existing off-street parking area at Sloat Boulevard and Skyline Boulevard, a major new parking area (about 850 spaces) is proposed at the northwest corner of the Zoo. This area will serve not only the Zoo but also the adjacent beach area.

2. Sec. 30213. At present, the Zoo has a minimal admission fee ($2.00 for adults; $.50 for senior citizens; and free for children under the age of 15 years). Development proposals for the Zoo, including those which are in conjunction with the water pollution control project, will provide added public recreational opportunities. The water pollution control work, including the pumping station, is the only project in the Issue area which is non-recreational. However, mitigating aspects of the project will provide added recreational and visual amenities (such as the public viewing area and increased landscaping) within the Zoological Gardens area. The handicapped center, although it provides recreational opportunities, is the only private use in the Issue area. Future development of the center may pose a conflict with this section because of the provision indicating a preference for developments which provide public recreational opportunities. Also, any proposed expansion would probably involve lands under the jurisdiction of the Recreation and Park Commission. In this event, the Charter provision regarding the use of such lands would apply.

3. Sec. 30220. This section is not applicable to the Zoological Gardens area.

4. Sec. 30221. This section is not applicable to the Zoological Gardens area.

5. Sec. 30222. All lands within the Issue area are under public ownership. This section is not applicable to the Zoological Gardens area.

6. Sec. 30223. All upland areas are developed within the City. No reservation of new support areas can therefore be made. This section is not applicable to the Zoological Gardens area.

7. Sec. 30250(c). The adopted Plan will provide for increased visitor interest and opportunities at the Zoo. Also, various adopted policies point to the importance of concession (visitor service) activities within the Zoo providing they do not detract from its visual amenities.

C. Housing

1. Sec. 30213. As a publicly-owned recreation area, the provisions of this section do not apply.

D. Water and Marine Resources

1. Sec. 30230. There are no marine resources within this area. This section is not applicable to the Zoological Gardens area.

2. Sec. 30231. While the various lakes which are part of the landscape design of the Zoo provide temporary resting areas for wildfowl, there are no significant wildlife habitats for unconfined animals within Issue area. The resolution of the Recreation and Park Commission, in approving the wastewater treatment facility, stipulated that sewage from the Zoo would be accepted by the proposed plant and that the plant is to be free of any harmful environmental conditions, such as unpleasant odors, noise or any other condition which would have a deleterious effect on humans or animals. Ground water is used at the Zoo and along the Upper and Lower Great Highway for landscape irrigation. At present, there is no evidence that the two wells which are located within the Zoo are resulting in any depletion of ground water supplies in the western section of the City.

3. Sec. 30236. This section is not applicable to the Zoological Gardens area.

E. Diking, Dredging, Filling, and Shoreline Structures

1. Sections 30233 and 30235. The provisions of these sections do not apply to the Zoological Gardens area.

F. Commercial Fishing and Recreational Boating

1. Sec. 30224. The provisions of this section do not apply to the Zoological Gardens area.

2. Sec. 30234. See above.

3. Sec. 30255. The Zoological Gardens area is a principal public recreation area within the coastal zone. Although the proposed wastewater treatment facilities within this Issue area are not coastal-dependent developments, they will be underground, principally, and added measures are proposed to minimize their impact on the Zoological Gardens as a coastal recreation facility. Because no official City review has been undertaken on the plans for the Recreation Center for the Handicapped, the impact of this private, non-coastal-dependent activity on the coastal recreation area cannot be determined at this time.

G. Environmentally Sensitive Habitat Areas

1. Sec. 30240. Because the Zoological Garden area is under development, there are no significant natural habitat areas.

H. Agriculture

1. Sec. 30241 and Sec. 30242. The provisions of these sections are not applicable to the Zoological Gardens area.

I. Hazard Areas

1. Sec. 30253(1). The potential tsunami inundation area, based on a 20-foot wave in the vicinity of the Zoo, will not extend easterly of the Great Highway (Community Safety Element of the Comprehensive Plan). Therefore, it is not expected that any new development would be subject to risk by flood.

2. Sec. 30253(2). There are no bluffs or cliffs within this Issue area.

J. Forestry and Soil Resources

1. Sec. 30243. The provisions of this section are not applicable to the Zoological Gardens area.

K. Locating and Planning New Development

1. Sec. 30244. Based on prior surveys, no known archaeological or paleontological resources exist within the Zoological Gardens area.

2. Sec. 30250(d). The provisions of this section are not applicable to the Zoological Gardens area.

3. Sec. 30252. Under the Plan for the Zoo, it is recommended that the existing street car line be extended into the entrance complex area to provide improved transit access for visitors to the Zoo and the coastal area. Also, the proposed off-street parking area at the entrance complex will provide greater convenience for the recreation visitor and it will remove vehicular parking activities within the Sloat Boulevard right-of-way.

4. Sec. 30253. Under applicable laws, the wastewater treatment plant will meet air quality requirements.

L. Coastal Visual Resources and Special Communities

1. Sec. 30251. Various policies in the Plan for the Zoo provide for the maintenance and protection of the Zoo's scenic and visual qualities.

2. Sec. 30253(5). The provisions of this section do not apply to the Zoological Gardens area.

M. Public Works

1. Sec. 30254. The transport and wastewater treatment facilities proposed within the Zoological Gardens area represent the most significant public works project within the City's coastal zone area. The treatment plant is intended to serve existing development in San Francisco. Considering the limited availability of land to accommodate the transport and treatment facilities and the importance of this land as a recreational resource, City policy has assured that these facilities will not preclude the use of this coastal land for recreational or zoological purposes.

N. Industrial Development and Energy Facilities

1. Sections 30232, 30250, 30255, 30260-30264. The provisions of these sections are not applicable to the Zoological Gardens area.

ISSUE NO. 3: LAKE MERCED

A. Shoreline Access

1. Sec. 30210. The area surrounding Lake Merced is under the ownership of the City and County of San Francisco. The recreational use of this area is under the jurisdiction of the Recreation and Park Commission. Public access to the Lake is provided by the shoreline, directly, and by docks and piers at selected locations. In certain other areas, topographic characteristics restrict public access to the Lake's waters. Under the City Planning Code, the Lake and surrounding land area is in a public use district.

2. Sec. 30211. In Section III of this report, policies B.1.d, B.3.a and c, assure that public open space is to be protected and maintained.

3. Sec. 30212. This section is not applicable to the Lake Merced area.

B. Recreation and Visitor-Serving Facilities

1. Sec. 30212.5. Because the primary purpose of Lake Merced is to supply potable water, development which has occurred or may occur in the future has been or will be designed to maintain the natural character of the Lake and to mitigate the impacts of over-use and congestion. Four major off-street parking areas are provided in the Lake area. These areas accommodate user access to major recreational activity centers.

2. Sec. 30213. Recreational activities or facilities which are located within the Lake Merced area are publicly controlled and are either free or require a minimum fee for their use.

3. Sec. 30220. This section is not applicable to the Lake Merced area.

4. Sec. 30221. There is no ocean-front land in the Lake Merced area.

5. Sec. 30222. This section is not applicable to the Lake Merced area. All property is under public ownership.

6. Sec. 30223. This section is not applicable to the Lake Merced area. All upland areas are developed. No reservation of new support areas can therefore be made.

7. Sec. 30250. Because of previously-stated local policies, the location of new visitor-serving facilities within the Lake Merced area is not desirable. The Lake Merced Sports Center and the Harding Park Club House are the principal focal points of visitor activity. Smaller visitor-serving facilities are located at various points around the Lake. The Recreation and Park Department is currently improving the facility in the vicinity of Brotherhood Way and Lake Merced Boulevard.

C. Housing

1. Sec. 30213. As a publicly-owned recreation and water resource, this section is not applicable to the Lake Merced area.

D. Water and Marine Resources

1. Sec. 30230. This section is not applicable to the Lake Merced area. There are no marine resources within this area.

2. Sec. 30231. Policies B.3.f and g in Section III of this report provide for the protection of wildlife and its habitats which apply to the waters and adjacent wet lands of Lake Merced. Although the Lake's waters are used for irrigation of Harding Park, there is no evidence that this usage affects the Lake's water level or quality.

3. Sec. 30236. This section is not applicable to the Lake Merced area.

E. Diking, Dredging, Filling, and Shoreline Structures

1. Sec. 30233(a). Because of previously-stated local policies regarding the protection and maintenance of open space and the principal use of the Lake's waters, any diking, dredging, filling or the creation of shoreline structures will be for the preservation of the Lake as a water resource for human consumption and as a recreational resource.

2. Sec. 30235. Previous stated local policy regarding the protection of the Lake as a recreation and water resource assure that any required structures around the Lake's shoreline, to protect existing facilities or landforms, will be designed to eliminate or minimize any adverse impact of the structures (several sluffs or slippages occurred along the bluff areas during the 1957 earthquake).

F. Commercial Fishing and Recreational Boating

1. Sec. 30224. Recreational boating activities are provided, as noted in the introduction, on South Lake and North Lake. This activity is an important recreational feature at Lake Merced. Through prior action taken by the Recreation and Park Commission, boating facilities at the Lake have been improved (new piers or floats and a boat lift) to encourage non-powered, recreational boating on the Lake.

2. Sec. 30234. As noted in the above section, boating facilities at the Lake are provided as an important recreational activity. There is no commercial fishing on the Lake.

3. Sec. 30255. The Lake Merced area is a public recreation facility within the Coastal Zone. Any new development, except water system improvements, will be designed to enhance the recreational value of the Lake within the zone.

G. Environmentally Sensitive Habitat Areas

1. Sec. 30240. Policy B.3.g provides for the protection of the habitats of known plant and animal species that require a relatively natural environment.

H. Agriculture

1. Sections 30241 and 30242. The provisions of these sections are not applicable to the Lake Merced area.

I. Hazard Areas

1. Sec. 30253(1). The potential tsunami inundation area, based on a 20-foot wave, will not reach the

Lake Merced area (see Community Safety Element of the Comprehensive Plan).

2. Sec. 30253(a). A number of reported landslides (see Community Safety Element) have occurred around North and South Lakes in the past. The protection of the bluff areas around the Lake from development or activities which would adversely affect their stability or integrity will be assured under various policies which provide for the protection of open space resources.

J. Forestry and Soil Resources

1. Sec. 30243. The provisions of this section are not applicable to the Lake Merced area.

K. Locating and Planning New Development

1. Sec. 30244. No known archaeological or paleontological resources exist within the Lake Merced area. At this time, there are no major construction projects proposed which would adversely impact such resources.

2. Sec. 30250(a). This section is not applicable to the Lake Merced area.

3. Sec. 30252(3) and (4). New development, except where water system improvements may be required, will provide for increased recreational opportunities along the coastal zone.

4. Sec. 30253. Because the Lake Merced area is used for recreational purposes, the provisions of this section do not apply to the Lake Merced area.

L. Coastal Visual Resources and Special Communities

1. Sec. 30251. One of the principal urban values of the Lake Merced area is in its scenic and visual qualities. The installation of an irrigation system which is currently underway in Harding Park will assure the maintenance and enhancement of the Park's landscaped features. The intent of several policies under the Recreation and Open Space and Environmental Protection Elements of the Comprehensive Plan is to assure that the scenic and visual qualities of public open space is considered and protected.

2. Sec. 30253(5). Because the land occupied by the Lake Merced area is publicly owned and, by resolution, set aside for recreational purposes, the provisions of this section do not apply.

M. Public Works

1. Sec. 30254. Future development proposals around the Lake Merced area, at this time, are limited to upgrading recreational systems or facilities such as, but not limited to, irrigation improvements, picnic facilities, parking improvements and walks and paths rehabilitation and improvements. These public works projects are designed to accommodate recreation and service needs.

N. Industrial Development and Energy Facilities

1. Sections 30232, 30250, 30255, 30260-30264. The provisions of these sections are not applicable to the Lake Merced area.

ISSUE NO. 6: FEDERAL LANDS

A. Shoreline Access

1. Sec. 30210. The Golden Gate National Recreation Area (GGNRA) is a Federal public park, specifically created for the public use and enjoyment. Objective F.1. provides for the preservation and restoration of natural resources.

2. Sec. 30211. Regarding development, Objective F.1. further provides that development should be located in areas previously disturbed by human activity whenever possible.

3. Sec. 30212. Access to the Pacific Ocean is already available in the San Francisco portion of the GGNRA.

B. Recreation and Visitor-Serving Facilities

1. Sec. 30212.5. Mitigation against overcrowding the GGNRA is provided by the charge in the Act which states that "the Secretary shall preserve the recreation, as far as possible, in its natural

setting and protect it from development and uses which would destroy the scenic beauty and natural character of the area."

2. Sec. 30213. To protect lower cost visitor and recreational facilities, Objective F.3., to make the recreational area readily available to the broadest variety of park users, is applicable.

3. Sec. 30220. Water-oriented recreational activities such as walking and jogging along Ocean Beach are provided for, however, for safety reasons, warning signs are posted.

4. Sec. 30221. Since the GGNRA is a public park, Ocean Beach will be protected for recreational use.

5. Sec. 30222. The GGNRA is public; therefore this policy regarding private land does not apply.

6. Sec. 30223. This policy is not applicable to the GGNRA. All upland areas are developed. Merrie Way does provide parking for coastal visitors.

7. Sec. 30250(c). Visitor-serving facilities, as other development within the GGNRA, is provided for in Objective F.1. wherein development is to be located in areas previously disturbed by human activity.

C. Housing

1. Sec. 30213. There is no housing in the GGNRA.

D. Water and Marine Resources

1. Sec. 30230. The protection of marine resources is provided in Objective F.1.

2. Sec. 30231. Again, Objective F.1. applies to the biological productivity and quality of coastal waters.

3. Sec. 30236. Since no rivers or streams drain into the Pacific Ocean within the Coastal Zone, this section does not apply.

E. Diking, Dredging, Filling, and Shoreline Structures

1. Sec. 30233. This section is not applicable to the GGNRA.

2. Sec. 30235. The preservation and restoration of natural resources is a primary objective of GGNRA.

F. Commercial Fishing and Recreational Boating

1. Sec. 30224. There are no harbors within the Coastal Zone; therefore this section is not applicable to the GGNRA.

2. Sec. 30234. This section is not applicable for the above-stated reason.

3. Sec. 30255. Although there is not a specific policy which relates to coastal-dependent developments, the general charge in the Act provides for the utilization of resources "in a manner which will provide for recreation and educational opportunities consistent with sound principles of land use planning and management."

G. Environmentally Sensitive Habitat Areas

1. Sec. 30240. Objective F.1. provides for the preservation and restoration of natural resources.

H. Agriculture

1. Sec. 30241. Provisions of this section are not applicable to the GGNRA.

2. Sec. 30242. Provisions of this section are not applicable to the GGNRA.

I. Hazard Areas

1. Sec. 30253(1) and (2). Objective F.1., expanded, provides for the checking of erosion to maintain and restore the character of natural environment lands.

J. Forestry and Soil Resources

1. Sec. 30243. There are no commercial timberlands in the Coastal Zone, so this section is not applicable to the GGNRA.

K. Locating and Planning New Development

1. Sec. 30244. The preservation of historic structures and the retention of cultural resources are provided in Objective F.2.

2. Sec. 30250(a). As provided in Objective F.1., the location of development should be in areas previously disturbed by human activity.

3. Sec. 30252. Objective F.3. provides for making the recreation area readily available to the broadest variety of park users by pursuing the extension of transit service between the park and transit-dependent neighborhoods, and thus maintaining and enhancing public access to the coast.

4. Sec. 30253(3) and (4). Air quality policy is implied in Objective F.3. and Objective F.5. regarding public transit.

L. Coastal Visual Resources and Special Communities

1. Sec. 30251. The protection of scenic and visual qualities is provided for by Objective F.1.

2. Sec. 30253. Strictly speaking, this section does not apply to the GGNRA within the Coastal Zone. Somewhat related is Objective F.5., which provides for consideration of park neighbors.

M. Public Works

1. Sec. 30254. This section is not applicable to the GGNRA.

N. Industrial Development and Energy Facilities

1. Sec. 30255. This section, as it relates to industrial development, does not apply to the GGNRA.

2. Sec. 30260.)

3. Sec. 30261.)

4. Sec. 30262.)

5. Sec. 30263.)

6. Sec. 30264.)

7. Sec. 30232.)

8. Sec. 30250.)

These sections are not applicable to the GGNRA.

V. CONCLUSIONS

After a comparative review of local policies with Coastal Act policies for the coastal zone areas encompassed by Golden Gate Park, Lake Merced, Zoological Gardens and Federal lands, the following conclusions are present for these four issue areas.

A. Issue No. 1: Golden Gate Park

Golden Gate Park provides a significant contribution to the diversity of cultural and recreational activities available to residents of San Francisco and the Bay Area, and to visitors from outside the Bay Region. Also, with the Park's proximity to the Golden Gate National Recreation Area, the role of the Park as a valuable urban cultural and recreational resource is given a national level of importance.

The adopted policies of the City and County of San Francisco have recognized the significant role which is fulfilled by Golden Gate Park. Also, Coastal Act policies provide an added focus on the Park as an important open space resource within the context of the coastal zone. Therefore, based on the foregoing comparative review of local policies (Section III) with the policies contained in the Coastal Act (Section IV), it is found that a level of common purpose exists between these two policy areas and that local land use policies and zoning are consistent with Coastal Act policies for Golden Gate Park.

B. Issue No. 2: The Zoo

The San Francisco Zoological Gardens is one of the most significant visitor destination points within the City's coastal zone area. Also, it is an important recreational and educational resource for the City and the Bay Area.

The adopted policies of the City recognize the importance of the Zoo and the need to protect it from potentially incompatible uses. The design of the various wastewater facilities in the vicinity of the Zoo is proceeding in accordance with the conditions set forth in the policy resolutions of the Board of Supervisors and the Recreation and Park Commission.

At present, no City policy has been established regarding the proposed expansion plans for the Recreation Center for the Handicapped. As noted under Section IV of this report, there may be a possible conflict with Coastal Act policy and, depending on the expansion area, a conflict with the Charter

provisions regarding the use of lands under the jurisdiction of the Recreation and Park Commission.

Therefore, based on the foregoing comparative review of existing local policies (Section III) and with the policies contained in the Coastal Act (Section IV), it is found that a level of common purpose exists between these two policy areas and that existing local land use policies and zoning are consistent with Coastal Act policies for the Zoological Gardens area.

C. Issue No. 3: Lake Merced

The Lake Merced area provides a variety of recreational experiences for the visitor or park user which are not found elsewhere in the City and in the Bay Area. Also, because of the proximity of the area to the Golden Gate National Recreation Area, there exists a mutual reinforcement and visual continuity between these two very important open space resources.

The various adopted policies of the City and County of San Francisco recognize the importance of the Lake Merced area in meeting the recreational needs of the casual visitor and the park user. Also, Coastal Act policies provide an added focus in the Lake Merced area as an important open space resource within the context of the coastal zone.

The only non-conforming activity in the Lake Merced area is pistol range which is operated by the Police Department. This facility was placed in this area many years ago to avoid any possible noise conflict resulting from the discharge of firearms within residential or other developed areas on the City. While the Comprehensive Plan recognizes the incompatibility of this use with other recreational or open space uses in the Lake Merced area, it recommends that the facility remain at the present location (it is some distance from the heavier use areas of the Lake), but that it be removed at some time in the future when it no longer meets the needs or requirements of the Police Department.

Therefore, based on the foregoing comparative review of local policies (Section III) and with the policies contained in the Coastal Act (Section IV), it is found that a level of common purpose exists between these two policy areas and that local land use policies and zoning are consistent with Coastal Act policies for the Lake Merced area.

D. Issue No. 6: Federal Lands

The creation of the Golden Gate National Recreation Area (GGNRA) in 1972 represented a bold concept by the provision of a national urban park which was in close proximity to San Francisco residents, but which also provides a recreational resource for visitors from the Bay Area, California, the United States and the world.

The GGNRA, at least in San Francisco, and especially in the Coastal Zone within San Francisco, is truly the basic point of contact between the land and the sea. Since the GGNRA is a federal entity, under the Department of the Interior, National Park Service, the multi-jurisdictional aspects of planning for the Coastal Zone become slightly complicated. Traditionally, there has been a cooperative posture of communication between the GGNRA and the City. And, in fact, a Memorandum of Understanding between the City and County of San Francisco and National Park Service, dated April 25, 1975, created a formal basis for cooperation and continuing communication.

As the designate of agent for the National Park Service, the General Superintendent of the GGNRA is given the responsibility of notifying the Department of City Planning, the designate of agent for the City and County of San Francisco, of any planned construction upon GGNRA lands within the City boundaries and shall give good faith consideration to any objections which the Planning Commission shall pose to said construction. This is a formalization of the general spirit of cooperation by which the citizens of San Francisco and its Board of Supervisors endorsed a policy of cooperation in the management and control of waterfront lands in the GGNRA (Resolution No. 364-72).

Because of the local support for the GGNRA, it is logical to assume that San Francisco believed that, in transferring City park lands to the Federal Government, local recreation and open space policies would be incorporated and even furthered, because of the availability of Federal resources. In fact, in 1973, the electorate of San Francisco amended the Charter of the City and County of San Francisco authorizing the transfer of City property to the Federal Government for inclusion in the GGNRA by a 75% vote.

The planning efforts for the GGNRA have incorporated the policies of San Francisco into its plans, particularly those which provide for public access and contribute to the diversity of cultural interests which guide the planning for San Francisco's own park system, and which have been found to be consistent with

Coastal Act policies.

Therefore, based on the foregoing, it is found that a level of common purpose exists between the policies of the Golden Gate National Recreation Area and local policies and that these two policy areas are consistent with Coastal Act policies.

APPENDIX A Coastal Act Policies

The following is a list of the policies of Chapter 3 of the California Coastal Act. The policies are arranged in subject groups (i.e., Shoreline Access, Recreation and Visitor-Serving Facilities, etc.) rather than in numerical order as they appear in the Coastal Act. This list includes all policies in Chapter 3 as of January 1, 1980 (additions to Chapter 3 made in 1979 are underlined).

SHORELINE ACCESS

SEC. 30210

In carrying out the requirement of Section 4 of Article X 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.

SEC. 30211.

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.

SEC. 30212.

(a) 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.

(b) For purposes of this section, "new development" does not include:

(1) Replacement of any structure pursuant to the provisions of subdivision (g) of Section 30610.

(2) The demolition and reconstruction of a single-family residence; provided, that the reconstructed residence shall not exceed either the floor area, height or bulk of the former structure by more than 10 percent, and that the reconstructed residence shall be sited in the same location on the affected property as the former structure.

(3) Improvements to any structure which do not change the intensity of its use, which do not increase either the floor area, height, or bulk of the structure by more than 10 percent, which do not block or impede public access, and which do not result in a seaward encroachment by the structure.

(4) Any repair or maintenance activity for which the commission has determined, pursuant to Section 30610, that a coastal development permit will be required unless the regional commission or the commission determines that

such activity will have an adverse impact on lateral public access along the beach.

As used in this subdivision, "bulk" means total interior cubic volume as measured from the exterior surface of the structure.

(c) 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 4 of Article X of the California Constitution. (Amended by Cal. Stats. 1979, Ch. 919.)

SEC. 30214.

(a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:

(1) Topographic and geologic site characteristics.

(2) The capacity of the site to sustain use and at what level of intensity.

(3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses.

(4) The need to provide for the management of access areas so as to protect the privacy of adjacent property owners and to protect the aesthetic values of the area by providing for the collection of litter.

(b) It is the intent of the Legislature that the public access policies of this article be carried out in a reasonable manner that considers the equities and that balances the rights of the individual property owner with the public's constitutional right of access pursuant to Section 4 of Article X of the California Constitution. Nothing in this section or any amendment thereto shall be construed as a limitation on the rights guaranteed to the public under Section 4 of Article X of the California Constitution.

(c) In carrying out the public access policies of this article, the commission, regional commissions, and any other responsible public agency shall consider and encourage the utilization of innovative access management techniques, including, but not limited to, agreements with private organizations which would minimize management costs and encourage the use of volunteer programs. (Added by Stats. 1979, Ch. 919.)

RECREATION AND VISITOR-SERVING FACILITIES

SEC. 30212.5.

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.

SEC. 30213. (Part)

Lower cost visitor and recreational facilities... shall be protected, encouraged, and, where feasible, provided. Developments providing public recreational opportunities are preferred.

SEC. 30220.

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

SEC. 30221.

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

SEC. 30222.

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.

SEC. 30223.

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

SEC. 30250 (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. (Amended by Cal. Stats. 1979, Ch. 1090.)

HOUSING

SEC. 30213. (Part)

Housing opportunities for persons of low and moderate income shall be protected, encouraged, and, where feasible, provided... 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.

WATER AND MARINE RESOURCES

SEC. 30230.

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.

SEC. 30231.

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 water flow, encouraging waste water reclamation, maintaining natural vegetation buffer areas that protect riparian habitats, and minimizing alteration of natural streams.

SEC. 30236.

Channelizations, dams, or other substantial alterations of rivers and streams shall incorporate the best mitigation measures feasible, and be limited to (1) necessary water supply projects, (2) flood control projects where no other method for protecting existing structures in the flood plain is feasible and where such protection is necessary for public safety or to protect existing development, or (3) developments where the primary function is the improvement of fish and wildlife habitat.

DIKING, DREDGING, FILLING, AND SHORELINE STRUCTURES

SEC. 30233.

(a) The diking, filling, or dredging of open coastal waters, wetlands, estuaries, and lakes shall be permitted in accordance with other applicable provisions of this division, 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:

(1) New or expanded port, energy, and coastal-dependent industrial facilities, including commercial fishing facilities.

(2) Maintaining existing, or restoring previously dredged, depths in existing navigational channels, turning basins, vessel berthing and mooring areas, and boat launching ramps.

(3) In wetland areas only, entrance channels for new or expanded boating facilities; and in a degraded wetland, identified by the Department of Fish and Game pursuant to subdivision (b) of Section 30411, for boating facilities if, in conjunction with such boating facilities, a substantial portion of the degraded wetland is restored and maintained as a biologically productive wetland; provided, however, that in no event shall the size of the wetland area used for such boating facility, including berthing space, turning basins, necessary navigation channels, and any necessary support service facilities, be greater than 25 percent of the total wetland area to be restored.

(4) In open coastal waters, other than wetlands, including streams, estuaries, and lakes, new or expanded boating facilities.

(5) Incidental public service purposes, including, but not limited to, burying cables and pipes or inspection of piers and maintenance of existing intake and outfall lines.

(6) Mineral extraction, including sand for restoring beaches, except in environmentally sensitive areas.

(7) Restoration purposes.

(8) Nature study, aquaculture, or similar resource-dependent activities.

(b) Dredging and spoils disposal shall be planned and carried out to avoid significant disruption to marine and wildlife habitats and water circulation. Dredge spoils suitable for beach replenishment should be transported for such purposes to appropriate beaches or into suitable longshore current systems.

(c) In addition to the other provisions of this section, diking, filling, or dredging in existing estuaries and wetlands shall maintain or enhance the functional capacity of the wetland or estuary. Any alteration of coastal wetlands identified by the Department of Fish and Game, including, but not limited to, the 19 coastal wetlands identified in its report entitled, "Acquisition Priorities for the Coastal Wetlands of California", shall be limited to very minor incidental public facilities, restorative measures, nature study, commercial fishing facilities in Bodega Bay, and development in already developed parts of South San Diego Bay, if otherwise in accordance with this division.

For the purposes of this section, "commercial fishing facilities in Bodega Bay" means that no less than 80 percent of all boating facilities proposed to be developed or improved, where such improvement would create additional berths in Bodega Bay, shall be designed and used for commercial fishing activities.

SEC. 30235.

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.

COMMERCIAL FISHING AND RECREATIONAL BOATING

SEC. 30224.

Increased recreational boating use of coastal waters shall be encouraged, in accordance with this division, by developing dry storage areas, increasing public launching facilities, providing additional berthing space in existing harbors, limiting non-water-dependent land uses that congest access corridors and preclude boating support facilities, providing harbors of refuge, and by providing for new boating facilities in natural harbors, new protected water areas, and in areas dredged from dry land.

SEC. 30234.

Facilities serving the commercial fishing and recreational boating industries shall be protected and, where feasible, upgraded. Existing commercial fishing and recreational boating harbor space shall not be reduced unless the demand for those facilities no longer exists or adequate substitute space has been provided. Proposed recreational boating facilities shall, where feasible, be designed and located in such a fashion as not to interfere with the needs of the commercial fishing industry.

SEC. 30255.

Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland. When appropriate, coastal-related developments should be accommodated within reasonable proximity to the coastal-dependent uses they support. (Amended by Cal. Stats. 1979, Ch. 1090.)

ENVIRONMENTALLY SENSITIVE HABITAT AREAS

SEC. 30240.

(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.

AGRICULTURE

SEC. 30241.

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 land uses through all of the following:

(a) By establishing stable boundaries separating urban and rural areas, including, where necessary, clearly defined buffer areas to minimize conflicts between agricultural and urban land uses.

(b) By limiting conversions of agricultural lands around the periphery of urban areas to the lands where the viability of existing agricultural use is already severely limited by conflicts with urban uses and where the conversion of the lands would complete a logical and viable neighborhood and contribute to the establishment of a stable limit to urban development.

(c) By developing available lands not suited for agriculture prior to the conversion of agricultural lands.

(d) By assuring that public service and facility expansions and nonagricultural development do not impair agricultural viability, either through increased assessment costs or degraded air and water quality.

(e) By assuring that all divisions of prime agricultural lands, except those conversions approved pursuant to subdivision (b) of this section, and all development adjacent to prime agricultural lands shall not diminish the productivity of such prime agricultural lands.

SEC. 30242.

All other lands suitable for agricultural use shall not be converted to nonagricultural uses unless (1) continued or renewed agricultural use is not feasible, or (2) such conversion would preserve prime agricultural land or concentrate development consistent with Section 30250. Any such permitted conversion shall be compatible with continued agricultural use on surrounding lands.

HAZARD AREAS

SEC. 30253. (Part)

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.

FORESTRY AND SOIL RESOURCES

SEC. 30243.

The long-term productivity of soils and timberlands shall be protected, and conversions of coastal commercial timberlands in units of commercial size to other uses or their division into units of noncommercial size shall be limited to providing for necessary timber processing and related facilities.

LOCATING AND PLANNING NEW DEVELOPMENT

SEC. 30244.

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

SEC. 30250. (Part)

(a) New residential, commercial, or industrial 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.

SEC. 30252.

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.

SEC. 30253. (Part)

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.

COASTAL VISUAL RESOURCES AND SPECIAL COMMUNITIES

SEC. 30251.

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 naturalland 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.

SEC. 30253. (Part)

New development shall:

(5) Where appropriate, protect special communities and neighborhoods which, because of their unique characteristics, are popular visitor destination points for recreational uses.

PUBLIC WORKS

SEC. 30254.

New or expanded public works facilities shall be designed and limited to accommodate needs generated by development or uses permitted consistent with the provisions of this division; provided, however, that it is the intent of the Legislature that State Highway Route 1 in rural areas of the coastal zone remain a scenic two-lane road. Special districts shall not be formed or expanded except where assessment for, and provision of, the service would not induce new development inconsistent with this division. Where existing or planned public works facilities can accommodate only a limited amount of new development, services to coastal dependent land use, essential public services and basic industries vital to the economic health of the region, state, or nation, public recreation, commercial recreation, and visitor-serving land uses shall not be precluded by other development.

INDUSTRIAL DEVELOPMENT AND ENERGY FACILITIES

SEC. 30255.

Coastal-dependent developments shall have priority over other developments on or near the shoreline. Except as provided elsewhere in this division, coastal-dependent developments shall not be sited in a wetland. When appropriate, coastal-related developments should be accommodated within reasonable proximity to the coastal-dependent uses they support. (Amended by Cal. Stats. 1979, Ch. 1090.)

SEC. 30260.

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.

SEC. 30261.

(a) Multicompany use of existing and new tanker facilities shall be encouraged to the maximum extent feasible and legally permissible, except where to do so would result in increased tanker operations and associated onshore development incompatible with the land use and environmental goals for the area. New tanker terminals outside of existing terminal areas shall be situated as to avoid risk to environmentally sensitive areas and shall use a monobuoy system, unless an alternative type of system can be shown to be environmentally preferable for a specific site. Tanker facilities shall be designed to (1) minimize the total volume of oil spilled, (2) minimize the risk of collision from movement of other vessels, (3) have ready access to the most effective feasible containment and recovery equipment for oilspills, and (4) have onshore deballasting facilities to receive any fouled ballast water from tankers where operationally or legally required.

(b) Because of the unique problems involved in the importation, transportation, and handling of liquefied natural gas, the location of terminal facilities therefore shall be determined solely and exclusively as provided in Chapter 10 (commencing with Section 5550) of Division 2 of the Public Utilities Code and the provisions of this division shall not apply unless expressly provided in such Chapter 10.

SEC. 30262.

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.

(c) Environmentally safe and feasible subsea completions are used when drilling platforms or islands would substantially degrade coastal visual qualities unless use of such structures will result in substantially less environmental risks.

(d) Platforms or islands will not be sited where a substantial hazard to vessel traffic might result from the facility or related operations, determined in consultation with the United States Coast Guard and the Army Corps of Engineers.

(e) Such development will not cause or contribute to subsidence hazards unless it is determined that adequate measures will be undertaken to prevent damage from such subsidence.

(f) With respect to new facilities, all oilfield brines are reinjected into oil-producing zones unless the Division of Oil and Gas of the Department of Conservation determines to do so would adversely affect production of the reservoirs and unless injection into other subsurface zones will reduce environmental risks. Exceptions to reinjections will be granted consistent with the Ocean Waters Discharge Plan of the State Water Resources Control Board and where adequate provision is made for the elimination of petroleum odors and water quality problems.

Where appropriate, monitoring programs to record land surface and near-shore ocean floor movements shall be initiated in locations of new large-scale fluid extraction on land or near shore before operations begin and shall continue until surface conditions have stabilized. Costs of monitoring and mitigation programs shall be borne by liquid and gas extraction operators.

SEC. 30263.

(a) New or expanded refineries or petrochemical facilities not otherwise consistent with the provisions of this division shall be permitted if (1) alternative locations are not feasible or are more environmentally damaging; (2) adverse environmental effects are mitigated to the maximum extent feasible; (3) it is found that not permitting such development would adversely affect the public welfare; (4) the facility is not located in a highly scenic or seismically hazardous area, on any of the Channel Islands, or within or contiguous to environmentally sensitive areas; and (5) the

facility is sited so as to provide a sufficient buffer area to minimize adverse impacts on surrounding property.

(b) In addition to meeting all applicable air quality standards, new or expanded refineries or petrochemical facilities shall be permitted in areas designated as air quality maintenance areas by the State Air Resources Board and in areas where coastal resources would be adversely affected only if the negative impacts of the project upon air quality are offset by reductions in gaseous emissions in the area by the users of the fuels, or, in the case of an expansion of an existing site, total site emission levels, and site levels for each emission type for which national or state ambient air quality standards have been established do not increase.

(c) New or expanded refineries or petrochemical facilities shall minimize the need for once-through cooling by using air cooling to the maximum extent feasible and by using treated waste waters from implant processes where feasible.

SEC. 30264.

Notwithstanding any other provision of this division, except subdivisions (b) and (c) of Section 30413, new or expanded thermal electric generating plants may be constructed in the coastal zone if the proposed coastal site has been determined by the State Energy Resources Conservation and Development Commission to have greater relative merit pursuant to the provisions of Section 25516.1 than available alternative sites and related facilities for an applicant's service area which have been determined to be acceptable pursuant to the provisions of Section 25516.

SEC. 30232.

Protection against the spillage of crude oil, gas, petroleum products, or hazardous substances shall be provided in relation to any development or transportation of such materials. Effective containment and cleanup facilities and procedures shall be provided for accidental spills that do occur.

SEC. 30250. (Part)

(b) Where feasible, new hazardous industrial development shall be located away from existing developed areas.

APPENDIX B Selected objectives and policies of the City and County of San Francisco

A. Recreation and Open Space Element of the Comprehensive Plan

THE BAY REGION

Objective Preserve large areas of open space sufficient to meet the long-range needs of the bay region.

Policy 1. Protect the natural character of regional open spaces and place high priority on acquiring open spaces noted for unique natural qualities.

Policy 2. Increase the accessibility of regional parks by locating new parks near population centers, establishing low user costs and improving public transit service to parks.

THE SAN FRANCISCO SHORELINE

Objective Maintain an unbroken stretch of public open space from Fort Funston through Aquatic Park. Retain the natural character of open space areas from Fort Funston to the eastern edge of the Presidio. Develop open spaces and recreation facilities which complement the urban character of the northern waterfront and bay shoreline.

Policy 2. Improve the quality of existing shoreline recreational areas.

Policy 3. Provide new public parks and recreation facilities along the shoreline.

Golden Gate Park. Strengthen visual and physical connection between the park and beach. Improve the western end of the park for public recreation and when possible eliminate the sewer treatment facilities.

CITYWIDE SYSTEM

Objective Develop a diversified and balanced system of citywide recreation and open space.

Policy 1. Preserve public open space.

Policy 2. Gradually eliminate nonrecreational uses in parks and playgrounds and reduce automobile traffic in and around public open spaces.

Policy 5. Develop a master plan for Golden Gate Park.

B. Transportation Element of the Comprehensive Plan

MASS TRANSIT PLAN

Objective Give first priority to improving transit service throughout the city, providing a convenient and efficient system as a feasible alternative to automobile use.

Policy 1. Improve speed of transit travel and service by giving priority to transit vehicles where conflicts with auto traffic occur, and by establishing a transit preferential streets system.

Policy 8. Establish frequent and convenient transit services to major recreational facilities and provide special service for sports, cultural and other heavily attended events.

Objective Establish a thoroughfares system in which the function and design of each street are consistent with the character and use of adjacent land.

Policy 2. Design streets for a level of traffic that will not cause a detrimental impact on adjacent land uses.

Policy 4. Discourage nonrecreational and nonlocal travel in and around parks and along the shoreline recreational areas.

Objective Provide safe and pleasant space for pedestrians.

Policy 4. Partially or wholly close certain streets not required as traffic carriers for pedestrian use or open space.

Objective Allow for the safe use of the bicycle as a means of transportation and recreation.

Policy 1. Establish bicycle routes between major recreation areas, residential areas and major work centers.

C. Environmental Protection Element of the Comprehensive Plan

GENERAL OBJECTIVES

Objective Achieve a proper balance among the conservation, utilization, and development of San Francisco's natural resources.

Policy 1. Conserve and protect the natural resources of San Francisco.

Policy 2. Improve the quality of natural resources.

Policy 3. Restore and replenish the supply of natural resources.

BAY, OCEAN, AND SHORELINES

Objective Maintain and improve the quality of the bay, ocean, and shoreline areas.

Policy 1. Cooperate with and otherwise support regulatory programs of existing regional, State, and Federal agencies dealing with the Bay, Ocean, and Shorelines.

Policy 2. Promote the use and development of shoreline areas consistent with the Comprehensive Plan and the best interest of San Franci

Policy 3. Implement plans to improve sewage treatment and halt pollution the Bay and Ocean.

FRESH WATER

Objective — Assure a permanent and adequate supply of fresh water to meet the present and future needs of San Francisco.

Policy 3. Ensure water purity.

Policy 4. Promote nonpolluting recreational uses of fresh water lakes and reservoirs.

Objective — Conserve and protect the fresh water resource.

Policy 2. Encourage and promote research on the necessity and feasibility of water reclamation.

FLORA AND FAUNA

Objective — Ensure the protection of plant and animal life in the city.

Policy 1. Cooperate with and otherwise support the California Department of Fish and Game and its animal protection programs.

Policy 2. Protect the habitats of known plant and animal species that require a relatively natural environment.

Policy 3. Protect rare and endangered species.

D. Plan for Golden Gate Park

Objective — Provide for the protection and renewal of the Park landscape.

Policy A — Ensure that the essential design elements that give the Park its unique landscape character are retained and protected.

Policy B — Develop a long-range plan for effective management of the Park's forested areas.

Policy D — Establish designated areas of the Park's cultivated landscape as "Naturalistic Parkland" to preserve and protect the pastoral character of the Park and to ensure the retention of Park open space.

Objective — Preserve the open space of Golden Gate Park

Policy B — Preserve notable Park landmarks of historic, architectural, and aesthetic value; encourage restoration or reconstruction of other buildings and features that provide continuity with the past.

Policy D — Provide for the phased removal or relocation of structures or facilities which are not essential for cultural or recreational use within the Park, or for Park maintenance.

Policy E — Encourage development of alternative energy sources and recycling systems that would contribute to efficient management and operation of Golden Gate Park.

Objective — Minimize vehicular traffic.

Policy A — Restrict non-recreational traffic to designated Park roadways in a manner that fully separates business, shopping, and commute traffic from the Park experience.

Policy B — Reduce the number of Park roadways.

Policy C — Provide for the gradual implementation of a transport system for the Park which would be integrated with public transit and recreational transport systems of the Golden Gate National Recreational Area.

Policy D — Encourage the use of public transit and recreational travel to Golden Gate Park and adjoining recreation areas.

Objective — Foster appropriate use of Park recreation resources.

Policy A — Ensure that Park recreational activities are compatible with the Park's environment.

E. A Plan for the San Francisco Zoo

Objective — Enhancement of visitor interest

Policy 2. Encourage the development of designs for animal enclosures and service facilities which enhance the Zoo's park-like atmosphere, are aesthetically pleasing, naturalistic and "fun to see" while maintaining high standards of public safety.

Policy 4. An information and education center (orientation center), including subcenters, should be developed to provide illustrative materials on the collection specifically, and wildlife generally.

Policy 7. The development of accessory recreation or amusement facilities and concessions may be located within the Zoo providing they do not detract visually or physically from the principal role of the Zoo.

Policy 8. The landscaped, park-like atmosphere of the Zoo should be maintained, enhanced and improved to further its visual attractiveness to visitors and to provide improved settings for animal exhibits.

Objective — Meeting the needs of the future.

Policy 3. A "zoo presence" or theme should be developed at existing or proposed entrances to the Zoo to emphasize special or unusual collections or individual animals.

Policy 4. An internal transit system should be developed to provide direct visitor access from entrance areas and it should be routed to present an overall view of the complete collection rather than peripheral to the Zoo complex.