

1 [General Plan Amendment - Western Shoreline Area Plan (Local Coastal Plan)]

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3 **Ordinance amending the Western Shoreline Area Plan of the General Plan, San**  
 4 **Francisco's Local Coastal Program Land Use Plan, to add an objective to preserve,**  
 5 **enhance, and restore the Ocean Beach shoreline while protecting public access, scenic**  
 6 **quality, natural resources, critical public infrastructure, and existing development from**  
 7 **coastal hazards; affirming the Planning Department's determination under the**  
 8 **California Environmental Quality Act; and making findings of consistency with the**  
 9 **General Plan, and the eight priority policies of Planning Code, Section 101.1.**

10 NOTE: **Unchanged Code text and uncodified text** are in plain Arial font.  
 11 **Additions to Codes** are in *single-underline italics Times New Roman font*.  
 12 **Deletions to Codes** are in *strikethrough italics Times New Roman font*.  
 13 **Board amendment additions** are in double-underlined Arial font.  
 14 **Board amendment deletions** are in ~~strikethrough Arial font~~.  
 15 **Asterisks (\* \* \* \*)** indicate the omission of unchanged Code  
 16 subsections or parts of tables.

14

15 Be it ordained by the People of the City and County of San Francisco:

16

Section 1. Findings.

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(a) Charter Section 4.105 and Planning Code Section 340 provide that the Planning  
 18 Commission shall periodically recommend to the Board of Supervisors, for approval or  
 19 rejection, proposed amendments to the San Francisco General Plan.

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(b) Planning Code Section 340 provides that an amendment to the General Plan  
 21 may be initiated by a resolution of intention by the Planning Commission, which refers to, and  
 22 incorporates by reference, the proposed General Plan amendment. Section 340 further  
 23 provides that the Planning Commission shall adopt the proposed General Plan amendment  
 24 after a public hearing if it finds from the facts presented that the public necessity, convenience  
 25 and general welfare require the proposed amendment or any part thereof. If adopted by the

1 Commission in whole or in part, the proposed amendment shall be presented to the Board of  
2 Supervisors, which may approve or reject the amendment by a majority vote.

3 (c) Pursuant to Planning Code Section 340, the Planning Commission initiated this  
4 amendment on March 2, 2017, in Resolution No. 19863. Pursuant to Planning Code Section  
5 340 and Charter Section 4.105, the Planning Commission adopted this amendment to the  
6 Western Shoreline Area Plan of the General Plan on October 5, 2017 in Resolution No.  
7 20023, finding that this amendment serves the public necessity, convenience and general  
8 welfare, and is in conformity with the General Plan and the eight Priority Policies in Planning  
9 Code Section 101.1.

10 (d) The Planning Department has determined that the actions contemplated in this  
11 ordinance are exempt from the California Environmental Quality Act (Public Resources Code  
12 Sections 21000 et seq.) pursuant to Public Resources Code Section 21080.9. Said  
13 determination is on file with the Clerk of the Board of Supervisors in File No. 171095 and is  
14 incorporated herein by reference. The Board affirms this determination.

15 (e) The October 10, 2017 letter from the Planning Department transmitting the  
16 proposed amendments to the Western Shoreline Area Plan of the General Plan, and the  
17 resolutions adopted by the Planning Commission with respect to the approval of this General  
18 Plan amendment, are on file with the Clerk of the Board of Supervisors in File No. 171095.

19 (f) The Board of Supervisors finds, pursuant to Planning Code Section 340, that  
20 this General Plan amendment, set forth in the documents on file with the Clerk of the Board in  
21 File No. 171095, will serve the public necessity, convenience and general welfare for the  
22 reasons set forth in Planning Commission Resolution No. 20023 and incorporates those  
23 reasons herein by reference.

24 (g) The Board of Supervisors finds that this General Plan amendment, as set forth  
25 in the documents on file with the Clerk of the Board in Board File No. 171095, is in conformity

1 with the General Plan and the eight priority policies of Planning Code Section 101.1 for the  
2 reasons set forth in Planning Commission Resolution No. 20023. The Board of Supervisors  
3 also finds and certifies that this General Plan amendment is intended to be carried out in a  
4 manner fully in conformity with the California Coastal Act, for the reasons set forth in Planning  
5 Commission Resolution No. 20023. The Board hereby adopts the findings set forth in  
6 Planning Commission Resolution No. 20023 and incorporates those findings herein by  
7 reference.

8 (h) After this General Plan amendment is adopted, it will be submitted to the  
9 California Coastal Commission for review and certification of consistency with the California  
10 Coastal Act of 1976 (Public Resources Code 30000 et seq.) as a proposed amendment to  
11 San Francisco’s Local Coastal Program Land Use Plan. If the California Coastal Commission  
12 approves the Local Coastal Program amendment as submitted, it will take effect immediately  
13 upon certification. If the California Coastal Commission certifies the Local Coastal Program  
14 amendment subject to modifications, final approval by the Planning Commission and the  
15 Board of Supervisors shall be required prior to the amendment taking effect.

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17 Section 2. The San Francisco General Plan is hereby amended by adding a new  
18 Objective 12 to the Western Shoreline Area Plan, as follows:

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20 **COASTAL HAZARDS**

21 **OBJECTIVE 12**

22 **PRESERVE, ENHANCE, AND RESTORE THE OCEAN BEACH SHORELINE WHILE**  
23 **PROTECTING PUBLIC ACCESS, SCENIC QUALITY, NATURAL RESOURCES, CRITICAL**  
24 **PUBLIC INFRASTRUCTURE, AND EXISTING DEVELOPMENT FROM COASTAL HAZARDS**

1            **Policy 12.1. Adopt Managed Retreat Adaptation Measures Between Sloat Boulevard and**  
2 **Skyline Drive.**

3            Erosion of the bluff and beach south of Sloat Boulevard has resulted in damage to and loss of  
4 beach parking and portions of the Great Highway, and threatens existing critical wastewater system  
5 infrastructure. Sea level rise will likely exacerbate these hazards in the future. The City shall pursue  
6 adaptation measures to preserve, enhance, and restore public access, scenic quality, and natural  
7 resources along Ocean Beach south of Sloat Boulevard and to protect existing wastewater and  
8 stormwater infrastructure from impacts due to shoreline erosion and sea level rise. Federal projects in  
9 the Coastal Zone are not subject to city-issued coastal development permits. Local Coastal Program  
10 policies regarding adaptation within Golden Gate National Recreation Area simply provide guidance  
11 to both the National Park Service and California Coastal Commission, which review federal projects  
12 under the Coastal Zone Management Act. All non-federal development on federal lands is subject to  
13 coastal development permit review by the California Coastal Commission.

14            Implementation Measures:

15            (a) As the shoreline retreats due to erosion and sea level rise, incrementally remove  
16 shoreline protection devices, rubble that has fallen onto the beach, roadway surfaces, and concrete  
17 barriers south of Sloat Boulevard.

18            (b) Relocate public beach parking and public restrooms to areas that will not be affected by  
19 shoreline erosion or sea level rise for their expected lifespan given current sea level rise projections  
20 and mapping. The relocated facilities should not require the construction of shoreline protection  
21 devices and should be relocated if they are threatened by coastal hazards in the future.

22            (c) Close the Great Highway between Sloat and Skyline boulevards and make circulation  
23 and safety improvements along Sloat and Skyline boulevards to better accommodate bicyclists,  
24 pedestrians, and vehicles.

1            (d) Import sand to restore the beach and construct dunes. Stabilize dunes with vegetation,  
2 beach grass straw punch, brushwood fencing, or other non-structural methods.

3            (e) Extend the coastal trail to Fort Funston and Lake Merced by constructing a multi-use  
4 public access pathway along the shoreline from Sloat Boulevard to Skyline Boulevard.

5            (f) Permit shoreline protection devices if necessary to protect coastal water quality and  
6 public health by preventing damage to existing wastewater and stormwater infrastructure due to  
7 shoreline erosion only when less environmentally damaging alternatives are determined to be  
8 infeasible.

9            (g) Maintain service vehicle access necessary for the continued operation and maintenance  
10 of existing wastewater and stormwater infrastructure systems.

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12            **Policy 12.2. Develop and Implement Sea Level Rise Adaptation Plans for the Western**  
13 **Shoreline.**

14            Sea level rise and erosion threaten San Francisco's coastal resources and their impacts will  
15 worsen over time. San Francisco shall use the best available science to support the development of  
16 adaptation measures to protect our coastal resources in response to sea level rise and coastal hazards.

17            Implementation Measures:

18            (a) Conduct detailed sea level rise vulnerability assessments and develop adaptation plans to  
19 minimize risks to life, property, essential public services, public access and recreation, and scenic and  
20 natural resources from shoreline erosion, coastal flooding and sea level rise for the Western Shoreline  
21 Area.

22            (b) The vulnerability assessments shall be based on sea level rise projections for likely and  
23 worst-case mid-century and end-of-century sea level rise in combination with a 100-year storm event,  
24 and shall include one or more scenarios that do not rely on existing shoreline protection devices.

1           (c) Adaptation measures shall be designed to minimize impacts on shoreline sand supply, scenic  
2 and natural resources, public recreation, and coastal access.

3           (d) The adaptation plans shall consider a range of alternatives, including protection, elevation,  
4 flood proofing, relocation or partial relocation, and reconfiguration.

5           (e) Adaptation measures that preserve, enhance, or restore the sandy beach, dunes, and natural  
6 and scenic resources such as beach nourishment, dune restoration, and managed retreat shall be  
7 preferred over new or expanded shoreline protection devices.

8           (f) The adaptation plans shall consider the recommendations contained in the SPUR Ocean  
9 Beach Master Plan.

10          (g) Create and maintain sea level rise hazard maps to designate areas within the coastal zone  
11 that would be exposed to an increased risk of flooding due to sea level rise. The maps shall include  
12 likely and worst case mid-century and end-of-century sea level rise projections in combination with a  
13 100-year storm event. The maps shall include a scenario that does not include existing shoreline  
14 protection devices. The maps shall be updated when new information warranting significant  
15 adjustments to sea level rise projections becomes available.

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17           **Policy 12.3. Develop and Implement a Beach Nourishment Program to Sustain Ocean**  
18 **Beach.**

19           Shoreline erosion has substantially narrowed the sandy beach south of Sloat Boulevard. Sea  
20 level rise will likely exacerbate the loss of sandy beach south of Sloat Boulevard and may extend this  
21 effect to the north towards the Cliff House. The City shall pursue the development and implementation  
22 of a long-term beach nourishment program to maintain a sandy beach along the western shoreline to  
23 preserve Ocean Beach as a public recreational resource for future generations and to protect existing  
24 public infrastructure and development from coastal hazards.

25           Implementation Measure:

1 Work with the U.S. Army Corps of Engineers to develop and implement a beach nourishment  
2 program involving the placement of sand dredged from the San Francisco bar navigation channel  
3 offshore of the Golden Gate onto Ocean Beach. Other sources of suitable sand for beach nourishment  
4 may also be identified and permitted. Sand shall not be removed from stable dunes.

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6 **Policy 12.4. Develop the Shoreline in a Responsible Manner.**

7 Sea level rise and erosion impacts will worsen over time and could put private and public  
8 development in the Western Shoreline Area at risk of flooding. Given these future impacts, development  
9 in the Coastal Zone should be sited to avoid coastal hazard areas when feasible. If avoidance is  
10 infeasible, development shall be designed to minimize impacts to public safety and property from  
11 current or future flooding and erosion without reliance on current or future shoreline protection  
12 features.

13 New development and substantial improvements to existing development located in areas  
14 exposed to an increased risk of flooding or erosion due to sea level rise shall be designed and  
15 constructed to minimize risks to life and property.

16 New development and substantial improvements to existing development shall ensure stability  
17 and structural integrity, and neither create nor contribute significantly to erosion, geologic instability,  
18 or destruction of the site or surrounding area.

19 New development and substantial improvements to existing development shall not require the  
20 construction of shoreline protective devices that would substantially alter natural landforms along  
21 bluffs and cliffs. If new development becomes imminently threatened in the future, it shall rely on  
22 alternative adaptation measures up to and including eventual removal.

23 Public recreational access facilities (e.g., public parks, restroom facilities, parking, bicycle  
24 facilities, trails, and paths), public infrastructure (e.g., public roads, sidewalks, and public utilities),  
25 and coastal-dependent development shall be sited and designed in such a way as to limit potential

1 impacts to coastal resources over the structure's lifetime. As appropriate, such development may be  
2 allowed within the immediate shoreline area only if it meets all of the following criteria:

- 3 1. The development is required to serve public recreational access and/or public trust needs and  
4 cannot be feasibly sited in an alternative area that avoids current and future hazards.
- 5 2. The development will not require a new or expanded shoreline protective device and the  
6 development shall be sited and designed to be easy to relocated and/or removed, without  
7 significant damage to shoreline and/or bluff areas, when it can no longer serve its intended  
8 purpose due to coastal hazards.
- 9 3. The development shall only be allowed when it will not cause, expand, or accelerate instability  
10 of a bluff.

#### 11 12 **Policy 12.5. Limit Shoreline Protection Devices**

13 Shoreline protection devices such as rock revetments and seawalls can negatively impact  
14 coastal resources by disrupting sand transport and fixing the shoreline in a specific location, leading to  
15 the eventual narrowing and ultimate loss of sandy beaches. Such structures are expensive to construct  
16 and maintain, may be incompatible with recreational uses and the scenic qualities of the shoreline, and  
17 may physically displace or destroy environmentally sensitive habitat areas associated with bluffs,  
18 dunes, beaches, and intertidal areas. Because of these impacts, shoreline protection devices shall be  
19 avoided and only implemented where less environmentally damaging alternatives are not feasible.

20 Shoreline protection devices such as rock revetments and seawalls shall be permitted only  
21 where necessary to protect existing critical infrastructure and existing development from a substantial  
22 risk of loss or major damage due to erosion and only where less environmentally damaging alternatives  
23 such as beach nourishment, dune restoration and managed retreat are determined to be infeasible. New  
24 or expanded shoreline protection devices should not be permitted solely to protect parking, restrooms,  
25 or pedestrian or bicycle facilities.



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2 **Policy 12.6. Minimize Impacts of Shoreline Protection Devices.**

3 Shoreline protection devices may be necessary to protect existing critical infrastructure or  
4 development. These shoreline protection devices shall be designed to minimize their impacts on coastal  
5 resources while providing adequate protection for existing critical infrastructure and existing  
6 development.

7 All shoreline protection devices shall be designed and constructed to avoid, minimize, and  
8 mitigate impacts on shoreline sand supply, environmentally sensitive habitat areas, scenic quality,  
9 public recreation, and coastal access.

10 Shoreline protection devices shall be designed to blend visually with the natural shoreline,  
11 provide for public recreational access, and include proportional mitigation for unavoidable coastal  
12 resource and environmentally sensitive habitat impacts.

13 Coastal permit applications for reconstruction, expansion, or replacement of existing shoreline  
14 protection devices shall include a re-assessment of the need for the device, the need for any repair or  
15 maintenance of the device, any additional required mitigation for unavoidable impacts to coastal  
16 resources and the potential for removal or relocation based on changed conditions. Coastal permits  
17 issued for shoreline protection devices shall authorize their use only for the life of the structures they  
18 were designed to protect.

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20 Section 3. Effective Date. After this General Plan amendment is adopted, it will be  
21 submitted to the California Coastal Commission for review and certification of consistency with  
22 the California Coastal Act of 1976 (Public Resources Code 30000 et seq.) as a proposed  
23 amendment to San Francisco's Local Coastal Program Land Use Plan. If the California  
24 Coastal Commission approves the Local Coastal Program amendment as submitted, it will  
25 take effect immediately upon certification. If the California Coastal Commission certifies the

1 Local Coastal Program amendment subject to modifications, final approval by the Planning  
2 Commission and the Board of Supervisors shall be required prior to the amendment taking  
3 effect.

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5 APPROVED AS TO FORM:  
6 DENNIS J. HERRERA, City Attorney

7 By: \_\_\_\_\_  
8 ANDREA RUIZ-ESQUIDE  
9 Deputy City Attorney

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