



SAN FRANCISCO PLANNING DEPARTMENT

Executive Summary Adoption Hearing Western Shoreline Area Plan Amendment HEARING DATE: OCTOBER 5TH, 2017

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Date: September 28th, 2017
Case No.: **2014.2110GPA**
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Recommendation: Recommend Approval

GENERAL PLAN AMENDMENT

The proposal would amend the Western Shoreline Area Plan, which is both an element of the General Plan and the land use plan portion of San Francisco's Local Coastal Program under the California Coastal Act. The proposed amendments are designed to address coastal erosion, flooding, and sea level rise hazards in San Francisco's Coastal Zone. The current policies and zoning in the Western Shoreline Area Plan will remain unchanged.

The Way It Is Now:

The Local Coastal Program addresses coastal access, public recreation, transportation, land use, and habitat protection within the Coastal Zone but does not address coastal hazards or sea level rise.

The Way It Would Be:

The proposed amendments will add policies which address coastal hazards including erosion, coastal flooding, and sea level rise. These amendments will support near-term adaptation measures identified in the Ocean Beach Master Plan and in development by the San Francisco Public Utilities Commission, San Francisco Public Works, San Francisco Municipal Transportation Agency, San Francisco Recreation and Parks, and the Golden Gate National Recreation Area.

BACKGROUND

San Francisco's Ocean Beach has been highly modified over the past 150 years, pushing the shoreline as much as 200 feet seaward of its natural equilibrium. These changes began with dune stabilization efforts in the 1860's, followed by the construction of the Great Highway, Esplanade and O'Shaughnessy seawall in 1929, the Taraval seawall in 1941, the Noriega seawall in the 1980's, and riprap revetments south of Sloat Boulevard over the past 15 years. From the late 1970's through 1993, the SFPUC constructed major sewer infrastructure at Ocean Beach, including the Oceanside Treatment Plant south of the Zoo, and the Lake Merced Tunnel and Westside Transport Box beneath the Great Highway. Sand has been placed on the beach since the 1970's, and the northern and middle reaches of the beach are stable, but erosion of

south Ocean Beach has damaged the Great Highway, resulted in the loss of beach parking, and threatens to damage critical wastewater system infrastructure. See Figures 1 and 2 for current shoreline conditions and erosion at South Ocean Beach. Sea level rise and the increased frequency and severity of coastal storms anticipated due to global climate change will likely exacerbate these effects in the decades to come.



Figure 1. Conditions at South Ocean Beach, February 2016.



Figure 2. Eroding shoreline and rubble at South Ocean Beach, February 2016.

For over a decade, the City has explored options for a planning framework to address erosion and coastal access through the Ocean Beach Task Force and the Ocean Beach Vision Council. The San Francisco Planning and Urban Research Association (SPUR), an urban planning nonprofit organization, made substantial progress by completing the Ocean Beach Master Plan in 2012. The Master Plan represents the cooperation and involvement of the City/County and a host of federal, state, and local agencies, as well as community stakeholders in an 18-month planning process addressing seven focus areas: ecology, utility infrastructure, coastal dynamics, image and character, program and activities, access and connectivity, and management and stewardship. The proposed Local Coastal Program amendment would implement recommendations of the Ocean Beach Master Plan to address coastal erosion south of Sloat Boulevard through managed retreat. For a rendering of proposed shoreline retreat and wastewater protection structures, see Figure 3.

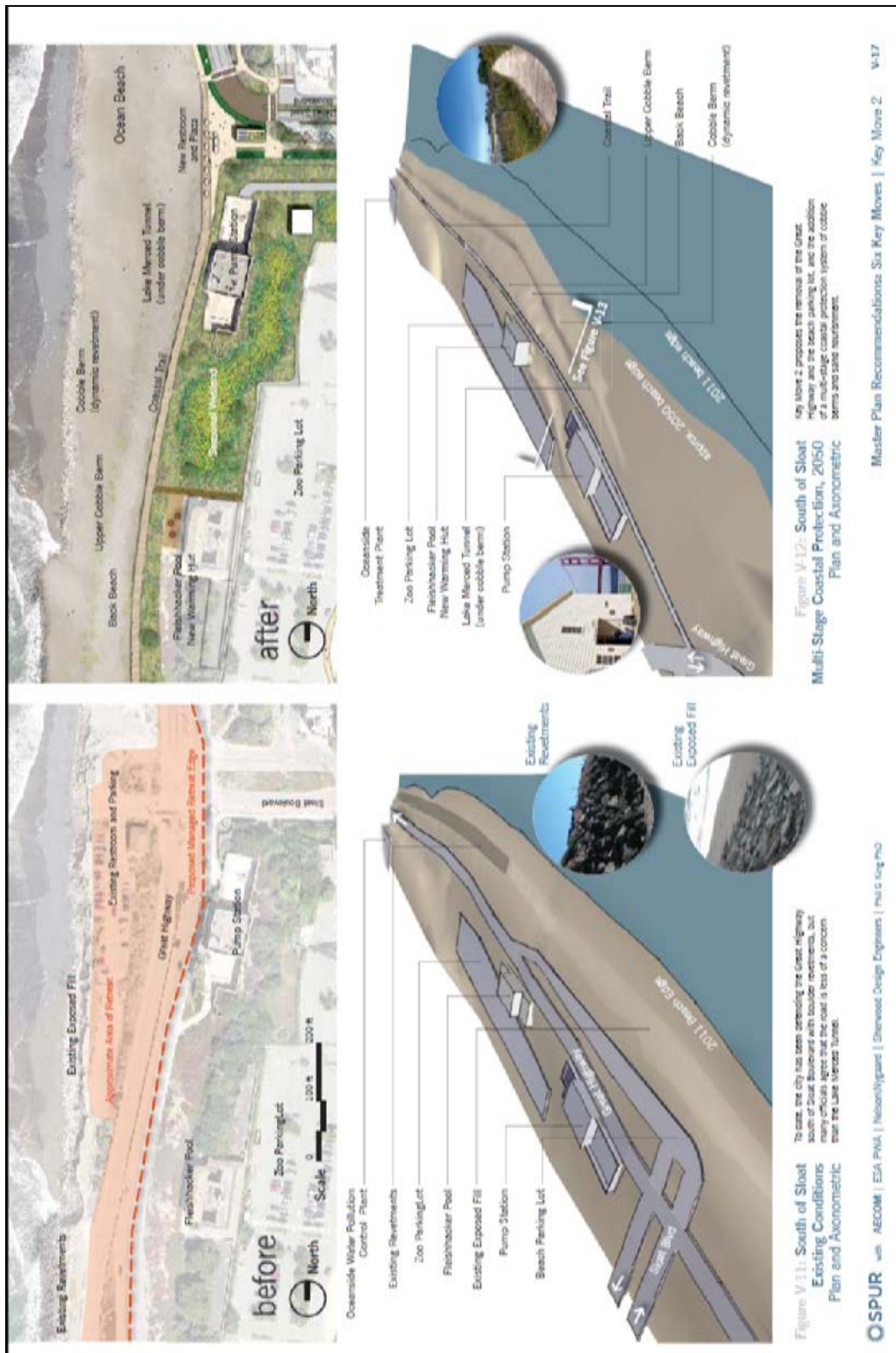


Figure 3. Ocean Beach Master Plan Key Move 2, proposed removal of the Great Highway and parking lots between Sloat Boulevard and Skyline Drive with low profile protection for the Lake Merced Tunnel and other wastewater infrastructure. Graphic Credit: SPUR, 2012.

COASTAL COMMISSION AND LOCAL COASTAL PROGRAM JURISDICTION

Pursuant to the California Coastal Act of 1976, all development within the state's Coastal Zone must conform to the public access and coastal resource protection policies of the Coastal Act. These requirements are implemented by the California Coastal Commission in partnership with the state's coastal cities and counties through local coastal programs.

San Francisco prepared its local coastal program (LCP), comprised of the Western Shoreline Area Plan and implementing policies of the Planning Code, in the early 1980s, and the City's LCP was certified by the California Coastal Commission as meeting the requirements of the Coastal Act on March 14, 1986. The City exercises coastal development permitting authority under the certified LCP, and the policies of the LCP form the legal standard of review for both public (state and local) and private projects under this authority.

The Coastal Commission retains coastal development permitting jurisdiction over projects located on tidelands, submerged lands, and public trust lands, and for any state, local, or private projects on federal lands. In addition, the federal Coastal Zone Management Act grants federal consistency review authority to the Coastal Commission for all projects affecting the Coastal Zone that are either undertaken by the federal government or that require a federal license, permit, or approval. The Chapter 3 policies of the Coastal Act – not the City's LCP – serve as the standard of review for the Coastal Commission's coastal development permitting and federal consistency review authorities.

All projects approved or undertaken by the City, regardless of location, are reviewed for consistency with the General Plan. Thus, the policies of the Western Shoreline Plan apply to both actions that are subject to the City's coastal permit authority and to the City's General Plan.

The San Francisco Coastal Zone extends approximately 6 miles along the western shoreline from the Fort Funston cliff area in the south to the Point Lobos recreational area in the north. The south end of the Coastal Zone includes the Lake Merced area, the Zoo, the Olympic Club, and the seashore and bluff area of Fort Funston. The Coastal Zone spans the Ocean Beach shoreline and includes Golden Gate Park west of Fortieth Avenue, the Great Highway corridor and the adjacent residential blocks in the Sunset and Richmond districts. The north end of the seashore includes the Cliff House and Sutro Baths area, Sutro Heights Park, and Point Lobos recreational area.

Most of the San Francisco western shoreline is publicly owned. Golden Gate Park, the Zoo, and Lake Merced contain 60 percent of the 1,771 acres which comprise the Coastal Zone area. Another 25 percent of the Coastal Zone is within the Golden Gate National Recreation Area. Only 14 percent of the land is privately owned, and 9 percent of this land is within the Olympic Club area. The remaining 5 percent is private residential and commercial property which fronts or lies in close proximity to the seashore. The Coastal Commission did not certify the portion of the LCP addressing the Olympic Club out of concern that this private open space area might be subject to future development pressure. Accordingly, the Coastal Commission retains coastal development permitting authority over the club, and San Francisco's LCP does not apply to this area.

Ocean Beach, the Cliff House, Sutro Baths, and Fort Funston are managed by the National Park Service as part of the Golden Gate National Recreation Area. The City's LCP does not govern federal activities or state, local or private projects on these federal lands. Therefore, policies included in the Western Shoreline Plan (under Objectives 6, 8, and 9) that address federal parklands apply only to actions that are subject to review under the City's General Plan.

COASTAL HAZARD POLICY DEVELOPMENT

In 2015, the Planning Department was awarded grants from the Coastal Commission and the State Ocean Protection Council to incorporate the Ocean Beach Master Plan recommendations for South Ocean Beach into the City's Local Coastal Program. Because of the urgent need to address shoreline erosion at south Ocean Beach, this amendment only addresses sea level rise, coastal erosion, and coastal flood hazards. The amendment will cover the entire Coastal Zone, but near term implementation will largely occur south of Sloat Boulevard, where coastal hazard vulnerabilities are most acute. This amendment has been developed in conjunction with an Interagency Committee made up of City, State, and Golden Gate National Recreation Area partners and a Community Advisory Group including neighborhood and non-profit organization representatives. The Planning Department has also hosted two public workshops on the amendment.

REQUIRED COMMISSION ACTION

The proposed Ordinance is before the Commission so that it may adopt, or reject the proposed initiation.

RECOMMENDATION

The Department recommends that the Commission recommend approval of the General Plan amendments.

BASIS FOR RECOMMENDATION

The Planning Department supports the proposed amendments because they will address current and future coastal hazards across San Francisco's LCP planning area and facilitate adaptive measures to protect coastal resources, public infrastructure, and coastal recreation. These amendments will also bring San Francisco's Local Coastal Program into consistency with the Coastal Commission's 2015 Sea Level Rise Policy Guidance. All private properties located within the City's LCP area are protected from coastal hazards by the Great Highway and the existing O'Shaughnessy, Taraval, and Noriega seawalls. As such, the proposed coastal hazard and sea level rise adaptation policies would have no practical effect on private development in the City's Coastal Zone unless and until these existing public infrastructure facilities are removed or abandoned. In the event that this were to occur, the proposed coastal hazards and sea level rise adaptation policies shall not be implemented in a manner that would take or damage private property without compensation because such action would be in conflict with Coastal Act section 30010 and the U.S. Constitution.

ENVIRONMENTAL REVIEW

Pursuant to CEQA section 21080.9, adoption of this LCP amendment is exempt from environmental review under CEQA.

PUBLIC COMMENT

This amendment has been developed in conjunction with an Interagency Committee made up of City, State, and Golden Gate National Recreation Area partners and a Community Advisory Group including neighborhood and non-profit organization representatives. The Planning Department has also hosted three public workshops on the amendment.

PROCESS FOR LOCAL COASTAL PROGRAM AMENDMENT AND CERTIFICATION

Pending Planning Commission and Board of Supervisors approval, the amendment will be submitted to the California Coastal Commission. If the Coastal Commission approves the language as submitted, the amended Local Coastal Program will be certified. If the Coastal Commission requests revisions, the amendment will return to the Planning Commission and Board of Supervisors for further review. Once approved, the amendment will become part of the City's Local Coastal Program and Western Shoreline Area Plan, as it is an area plan under the City's General Plan.

RECOMMENDATION: Approve the General Plan Amendments for the Western Shoreline Area Plan.

Attachments:

- A: Community Advisory Group and Interagency Committee member lists
- B: Public Outreach Timeline
- C: Interagency and Coastal Commission Coordination Timeline
- D; Public Comment and Response to Comments
- E: Memo on Coastal Commission Suggested Modifications
- F: Resolution of intent to initiate General Plan Amendments
- G: Draft Ordinance General Plan Amendments
- H: Coastal Development Permit #2-15-1357, San Francisco Public Utility Commission's South Ocean Beach Short Term Coastal Erosion Protection Measures
- I: Ocean Beach Master Plan, SPUR 2012

Interagency Committee Members

CA Coastal Commission: Jeannine Manna
CA Coastal Commission: Kelsey Ducklow
CA Coastal Commission: Nancy Cave
CA Ocean Protection Council: Abe Doherty
GGNRA: Brian Avilas
GGNRA: Steve Ortega
SF Planning Department: Chris Kern
SF Planning Department: Justin Horner
SF Planning Department: Maggie Wenger
SF Recreation and Parks : Stacy Radine Bradley
SF Recreation and Parks : Brian Stokle
SF Zoo: Joe Fitting
SFCTA: Anna Laforte
SFMTA: Tim Doherty
SFPUC: Anna Roche
SFPW: Boris Deunert
SFPW: Maureen Zogg
SPUR: Ben Grant

Community Advisory Group Members

Amy Zock
Ben Brooks
Bill McLaughlin
Brian Veit
Buffy Maguire
Dan Murphy
Eddie Tavasieff
George Orbelian
Janice Li
Katherine Howard
Lara Truppelli
Marc Duffet
Mark Massara
Matt O'Grady
Paolo Cusulich-Schwartz
Rob Caughlan
Shannon Fiala
Stephanie Li
Steve Lawrence

Public Involvement Timeline

LCP Advisory Group Meeting	October 14, 2015
LCP Advisory Group Meeting	April 5, 2016
Community Meeting	April 19, 2016
LCP Advisory Group Meeting	July 27, 2016
LCP Advisory Group Meeting	October 24, 2016
Draft amendment released for public review	November 7, 2016
Community Meeting	November 17, 2016
Planning Commission Briefing	December 1, 2016
Planning Commission Initiation Hearing	March 2, 2017
Community Meeting	May 2, 2017
Sunset Parkside Education and Action Committee	May 15, 2017
Outer Sunset Parkside Residents Association	May 25, 2017
Planning Commission Adoption Hearing	October 5, 2017

Interagency and Coastal Commission Coordination Timeline

Coastal Commission Staff Meeting	March 5, 2014
Coastal Commission Staff Meeting	March 25, 2014
Coastal Commission Staff Meeting	May 21, 2014
Ocean Protection Council Meeting	December 2, 2014
Interagency Committee Meeting 1	July 1, 2015
Coastal Commission Staff Meeting	August 5, 2015
Interagency Committee Meeting 2	March 15, 2016
Community Meeting	April 19, 2016
Interagency Committee Meeting 3	June 28, 2016
Coastal Commission Staff Meeting	August 25, 2016
Interagency Committee Meeting 4	October 13, 2016
Interagency Committee Meeting 5	October 20, 2016
Community Meeting	November 17, 2016
Coastal Commission Staff Meeting	December 14, 2016
Coastal Commission Staff Meeting	April 20, 2016
Community Meeting	May 2, 2017
Coastal Commission Staff Meeting	July 26 th , 2017