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LOCAL COASTAL PROGRAM
FOR THE
CITY AND COUNTY OF SAN FRANCISCO
PURSUANT TO
THE CALIFORNIA COASTAL ACT OF 1976

APRIL 1979

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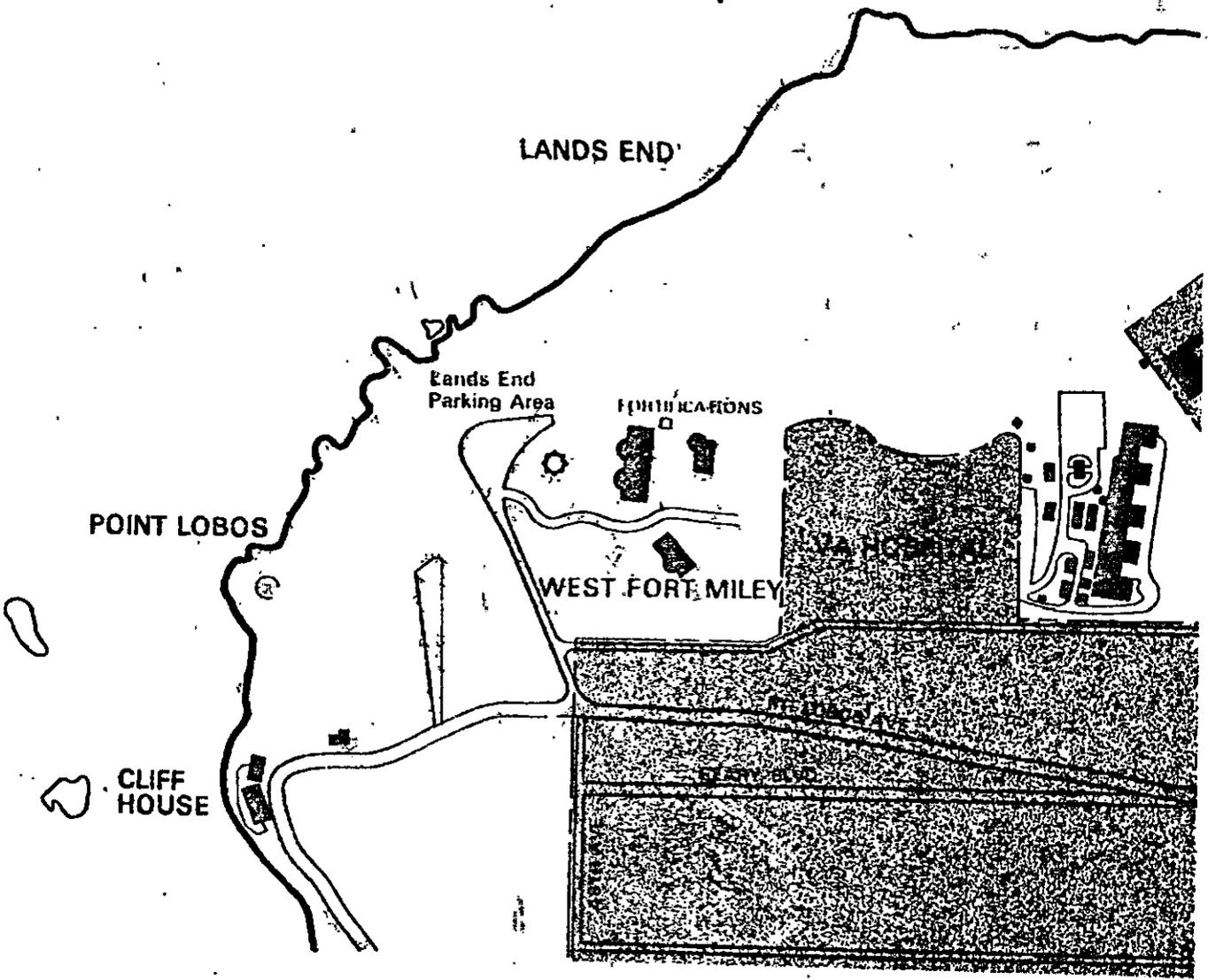
INTRODUCTION

The City and County of San Francisco is a unique governmental entity within the State of California. It is the only consolidated city and county within the state and the only county which is an intensely developed central city within a significantly larger urban area. The coastal area in this environmental context must function in a manner quite differently from most other sections of the Coastal Zone. Because of the density and proximity of adjacent urban development, San Francisco's publicly-owned coastal and beach areas provide valuable open space and increased recreational opportunities to peoples of the City and region.

From the early years of the City's history, the coastal beach and cliff areas have been an important recreational and natural resource to the people of San Francisco and the Bay Area. While time and change have modified the recreational opportunities publicly and privately offered along the coastal area, there always has been an intense interest among the City's citizens in maintaining the area for the use and enjoyment of the public. This position was underscored several years ago when the City's electorate approved a bond proposition to acquire the Fort Funston property. Therefore, with the exception of a small portion of coastline property at the southwesterly section of the City, the entire coastline within San Francisco, including most contiguous properties, is under public jurisdiction and it is accessible to the public. The control over these coastline properties now rests with the Federal government, however, as part of the Golden Gate National Recreation Area (see Plate I). The balance of public lands within the Coastal Zone are under the jurisdiction of either the Department of Public Works, the Recreation and Park Department or the Water Department of the City and County of San Francisco. Considering this significant public ownership pattern over all recreationally and environmentally significant properties in the Coastal Zone, existing governmental policies have resulted in well-defined controls over all privately and publicly-owned coastal properties.

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:

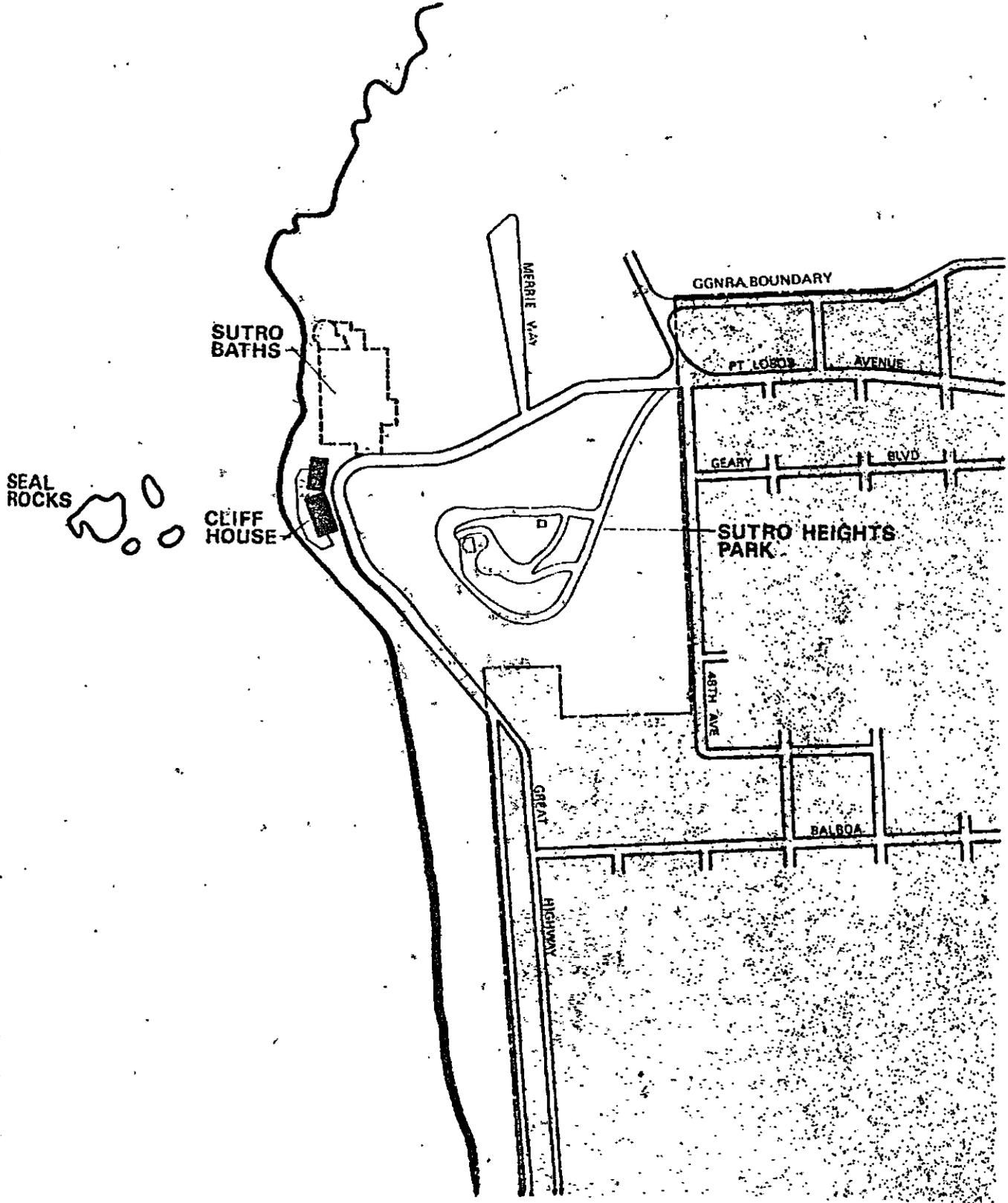
1. Identifying coastal conservation and development problems or issues, and preparing an outline of the work needed to address those issues.
2. Preparing the land use plan.
3. Review and approval of the land use plan by the Coastal Commission.



SAN FRANCISCO HEADLANDS EXISTING CONDITIONS

POINT REYES National Seashore
GOLDEN GATE National Recreation Area
National Park Service
U.S. Department of the Interior

Plate I (1)



**CLIFF HOUSE UNIT
EXISTING CONDITIONS**

MOUNT REYES National Seashore
 GOLDEN GATE National Recreation Area
 U.S. Department of the Interior
 National Park Service

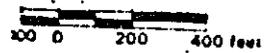
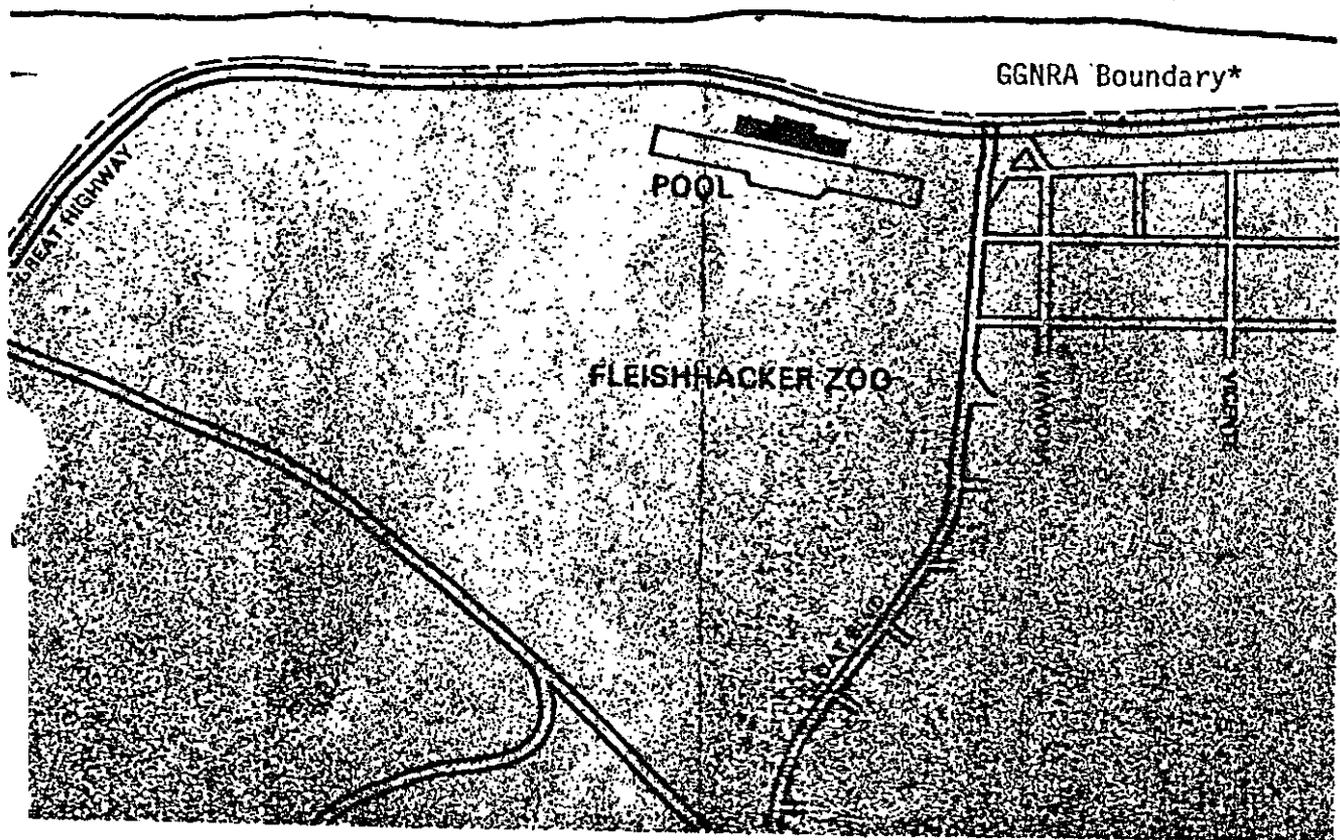
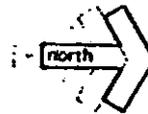


Plate I (2)



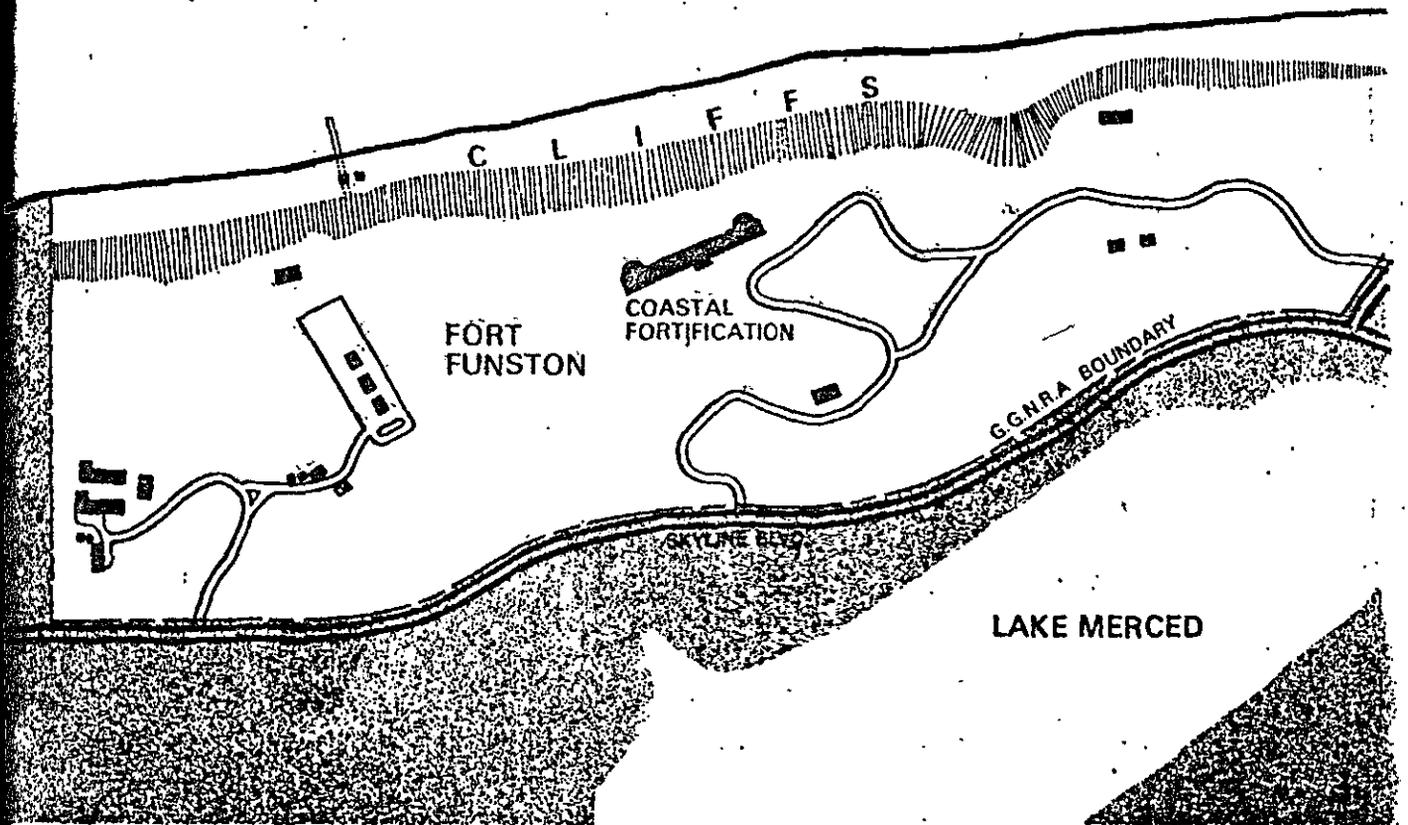
OCEAN BEACH

Golden Gate National Recreation Area



* NOTE: Great Highway boundary section is not shown.

Plate I (3)



OCEAN BEACH EXISTING CONDITIONS

POINT REYES National Seashore
GOLDEN GATE National Recreation Area
National Park Service
U.S. Department of the Interior

Plate I (4)

4. Preparing the zoning regulations to carry out the land use plan and review and approval of the zoning regulations by the Coastal Commission.

ISSUE IDENTIFICATION

The "Issue Identification" is the first step in the preparation of the local coastal program. Its purpose is (1) to determine which policies of the California Coastal Act apply to a specific area; (2) to determine the extent to which local plans meet Act requirements; and (3) to point out potential conflicts between existing plans and development proposals and Act policies.

This report on "Issue Identification" follows the four part format set forth in the Coastal Commission's "Local Coastal Program Manual." The four parts consist of:

1. Areawide Description;
2. Policy Group Evaluation;
3. Policy Group Checklist; and
4. Summary of Key Issues.

Part I: Areawide Description

The Coastal Zone within San Francisco extends for approximately six miles along the City's westerly boundary. Within this distance, there are three distinct geographic areas. To facilitate the review of the Coastal Zone, this section of this Issues Identification report is therefore separated into the following areas: (A) Lands End; (B) Ocean Beach; and (C) Lake Merced (see Plate II).

Area A: Lands End

The Lands End area of the Coastal Zone extends from the intersection of the Permit Boundary Line with the coastline along the Golden Gate to the southerly line of Sutro Heights Park.

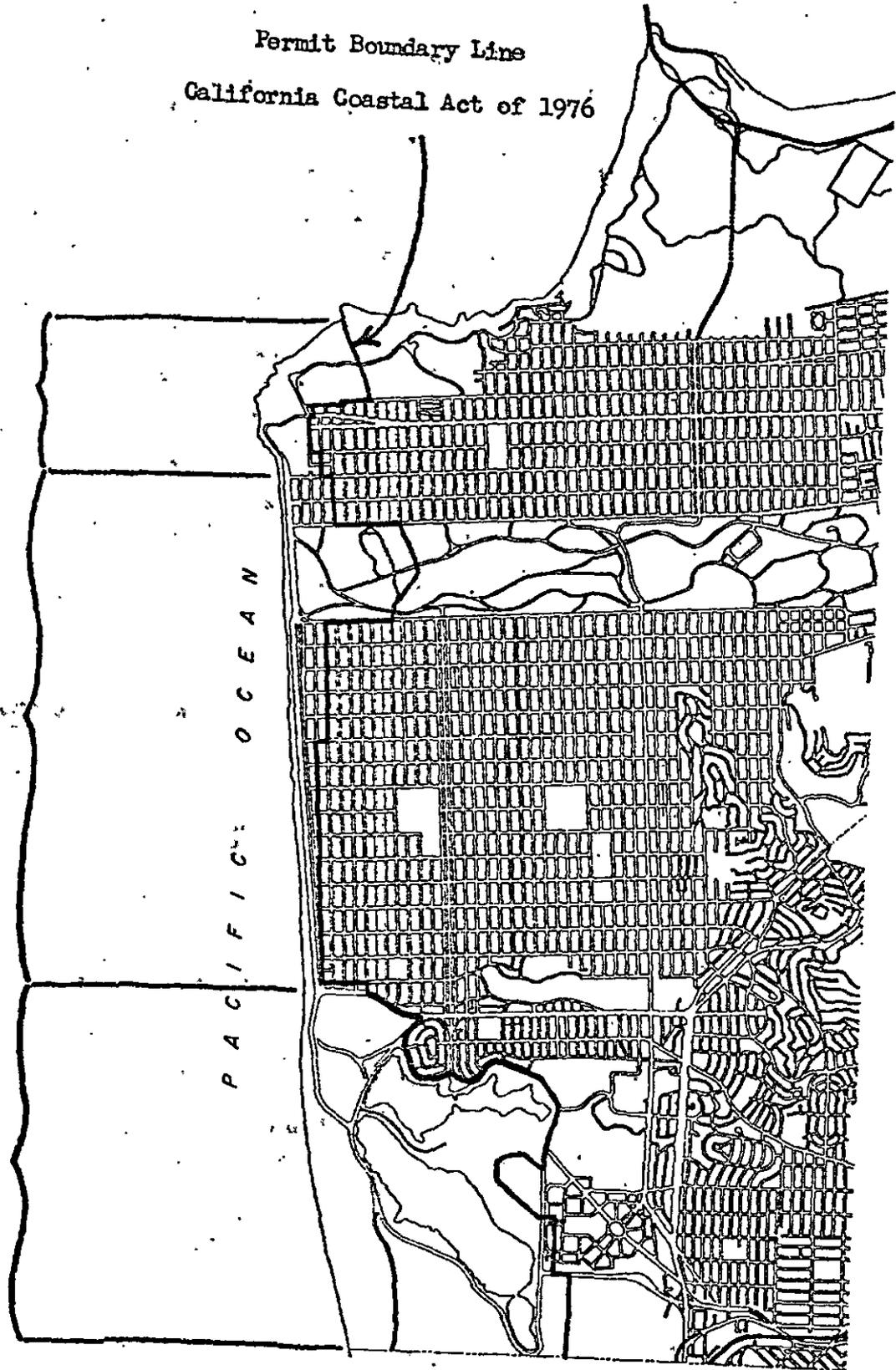
The Coastal Zone within the Lands End area is predominantly under the jurisdiction of the Federal government. The principal amount of this area is within the control of the National Park Service and is part of the Golden Gate National Recreation Area (GGNRA). Additionally, a hospital facility is located on a small portion of this federally-owned land at Fort Miley (see Plate I (1)). It is under the jurisdiction of the Veterans' Administration.

Permit Boundary Line
California Coastal Act of 1976

AREA A: Lands End

AREA B: Ocean Beach

AREA C: Lake Merced



COASTAL ZONE AREAS

City and County of San Francisco

The hospital is the only significant non-recreation, publicly-operated activity within the Coastal Zone. Because of a parking problem at the hospital and within the adjacent neighborhood, the hospital administration is working with the GGNRA to provide additional parking. This area is outside the Coastal Zone boundary, however. Also, the administration has proposed certain new additions or expansions to the hospital. While these modifications have not been determined finally at this time, preliminary evaluation suggests that they would not be in conflict with Coastal Zone policies.

Privately-owned land in the Lands End area is located at the Clement Street-El Camino Del Mar intersection and consists of one- and two-family structures and apartment units. The Cliff House commercial recreation area is under Federal ownership. The former Sutro Baths area, while still privately owned, is under the jurisdiction of the National Park Service, and it will be purchased eventually by the Federal government. No vacant land is available in the Lands End area for additional private development.

While Lands End is an isolated area, it provides sweeping views over the coastal seascape. Inland from the cliffs, the landform is covered with scrub growth, pines and cypresses. Cliffside trails through this area provide a variety of scenic views, and rather precipitous and hazardous public access to pocket beaches and fishing locations. On top of the cliffs, within West Fort Miley, are old coastal defense fortifications. These sites add a unique historic feature to this area. Sutro Heights Park, which is under the jurisdiction of the GGNRA, is a dominant topographic characteristic of this area. The park is developed as a passive recreation area with panoramic views of the coastline and the seascape. The Cliff House is the only commercial recreation area within Lands End. While this area is greatly reduced from its former prominence, it is still a popular recreation area for visitors. Adjacent to the Cliff House are the exposed concrete foundations which remain from the old Sutro Baths. Trails through this area provide public access to a small beach area, fishing locations and view areas; however, their use is not encouraged by the National Park Service.

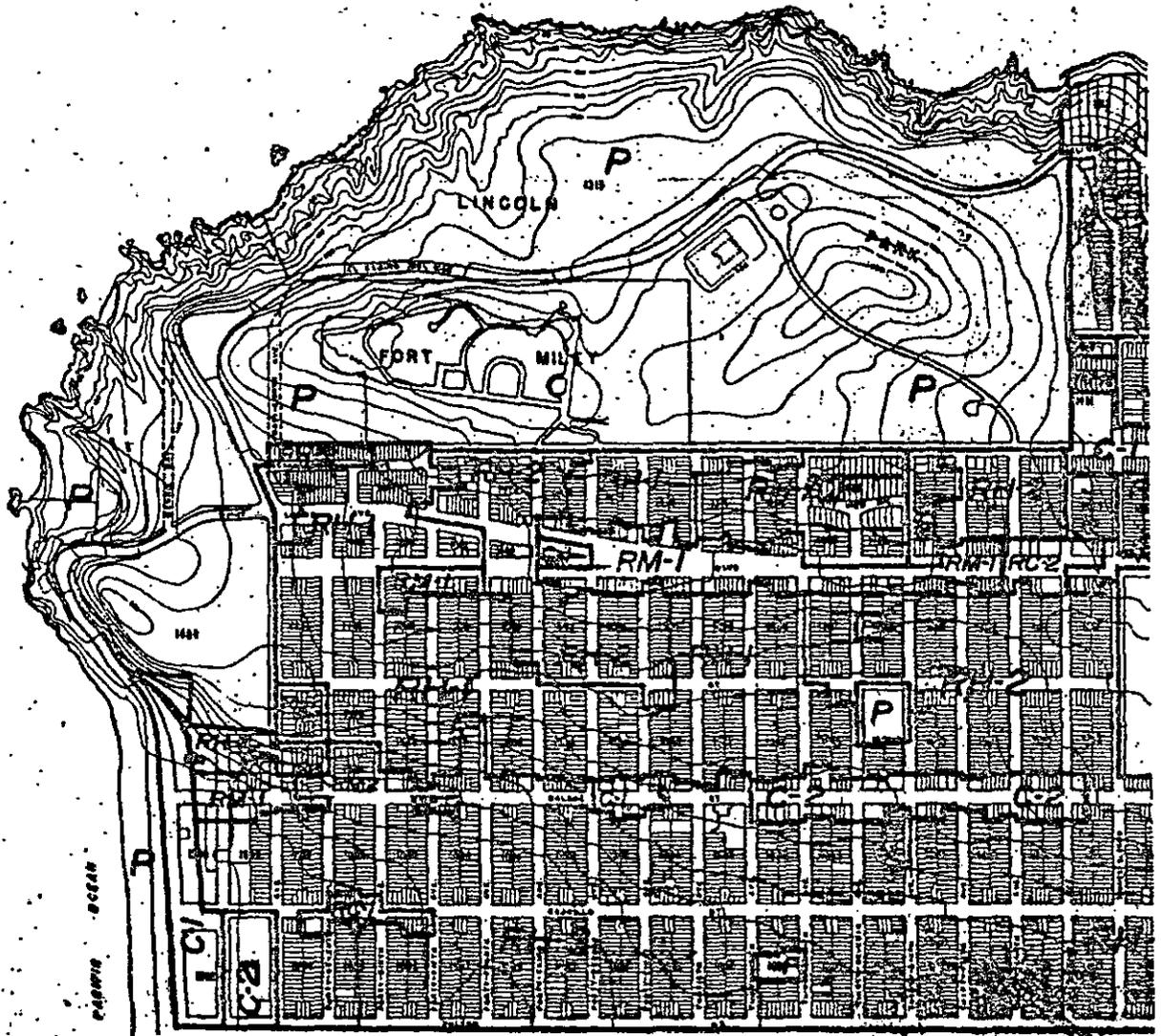
Two high-capacity, vehicular parking-view areas are located within the Lands End area at the USS "San Francisco" memorial monument, with access provided from El Camino Del Mar, and at the unimproved area easterly of the old Sutro Baths site, with access provided from the unimproved Merrie Way. From these areas visitors, while remaining in their cars, have marine views northerly across the Golden Gate to the hills of Marin County (Golden Gate National Recreation Area), and westerly toward Seal Rocks and the surrounding seascape, respectively.

A very small portion of the Lands End area is under private ownership. Since the adoption of the new zoning controls, these properties are under RH-2 residential zoning requirement (two dwelling units per lot). (See Plate III.) The Cliff House-Sutro Baths properties have been placed in P

SUMMARY OF PROPOSED CITY PLANNING CODE STANDARDS FOR RESIDENTIAL DISTRICTS

ZONING DISTRICT	MAXIMUM DWELLING UNIT DENSITY (Sec. 209.1)	OTHER PRINCIPAL USES (Permitted as of Right) (Secs. 209 through 209.9)	OTHER CONDITIONAL USES (Subject to Conditional Approval) (Secs. 209 through 209.9)
RH-1(D) House, One-Family (Detached Dwellings)	One dwelling unit per lot.		
RH-1 House, One-Family	One dwelling unit per lot; up to one unit per 3,000 sq. ft. of lot area (maximum of 3 units) with conditional use approval.		Child care facility for 11 or more; elementary school; secondary school; religious institution; community facility; open recreation area; greenhouse or plant nursery; utility installation or public service facility; community garage; access driveway to C or M district; non-accessory parking for a specific use; Planned Unit Development.
RH-1(S) House, One-Family with Minor Second Unit	Same as for RH-1; or, 2 dwelling units per lot with second unit limited to 600 sq. ft. of net floor area.	Residential care facility for 6 or fewer; child care facility for 10 or fewer; open space for horticulture or passive recreation; public structure or use of a non-industrial character; sale or lease sign.	
RH-2 House, Two-Family	Two dwelling units per lot; up to one unit per 1,500 sq. ft. of lot area with conditional use approval.		Same uses as above, plus: Group housing, boarding; group housing, religious order; group housing, medical and educational institutions; hotel up to 5 rooms; medical institution; residential care facility for 7 or more; post-secondary educational institution.
RH-3 House, Three-Family	Three dwelling units per lot; up to one unit per 1,000 sq. ft. of lot area with conditional use approval.		

RM-1 Mixed. Low Density	One dwelling unit per 800 sq. ft. of lot area.		
RM-2 Mixed. Moderate Density	One dwelling unit per 600 sq. ft. of lot area.	Same uses as above, plus: Group housing, boarding; group housing, religious orders.	Same uses as above, excluding those listed in previous column as principal uses.
RM-3 Mixed. Medium Density	One dwelling unit per 400 sq. ft. of lot area.		
RM-4 Mixed. High Density	One dwelling unit per 200 sq. ft. of lot area.		
RC-1 Residential- Commercial Combined. Low Density	One dwelling unit per 800 sq. ft. of lot area.	Same uses as above, plus: Hotel up to 5 rooms; out-patient clinic; philanthropic facility; child care facility for 11 or more; elementary school; secondary school; religious institution; community facility; private recreational facility; open recreation area; greenhouse or plant nursery; access driveway to C or M district; C-1 commercial establishment in or below ground story.	Same uses as above, excluding those listed in previous column as principal uses, plus: Hotel of 6 or more rooms; C-1 commercial establishment above ground story.
RC-2 Residential- Commercial Combined. Moderate Density	One dwelling unit per 600 sq. ft. of lot area.		
RC-3 Residential- Commercial Combined. Medium Density	One dwelling unit per 400 sq. ft. of lot area.	Same uses as above, plus: C-2 commercial establishment in or below ground story.	Same uses as above, plus: C-2 commercial establishment above ground story.
RC-4 Residential- Commercial Combined. High Density	One dwelling unit per 200 sq. ft. of lot area.		



ZONING PLAN
 CITY AND COUNTY OF SAN FRANCISCO

Plate III (1)

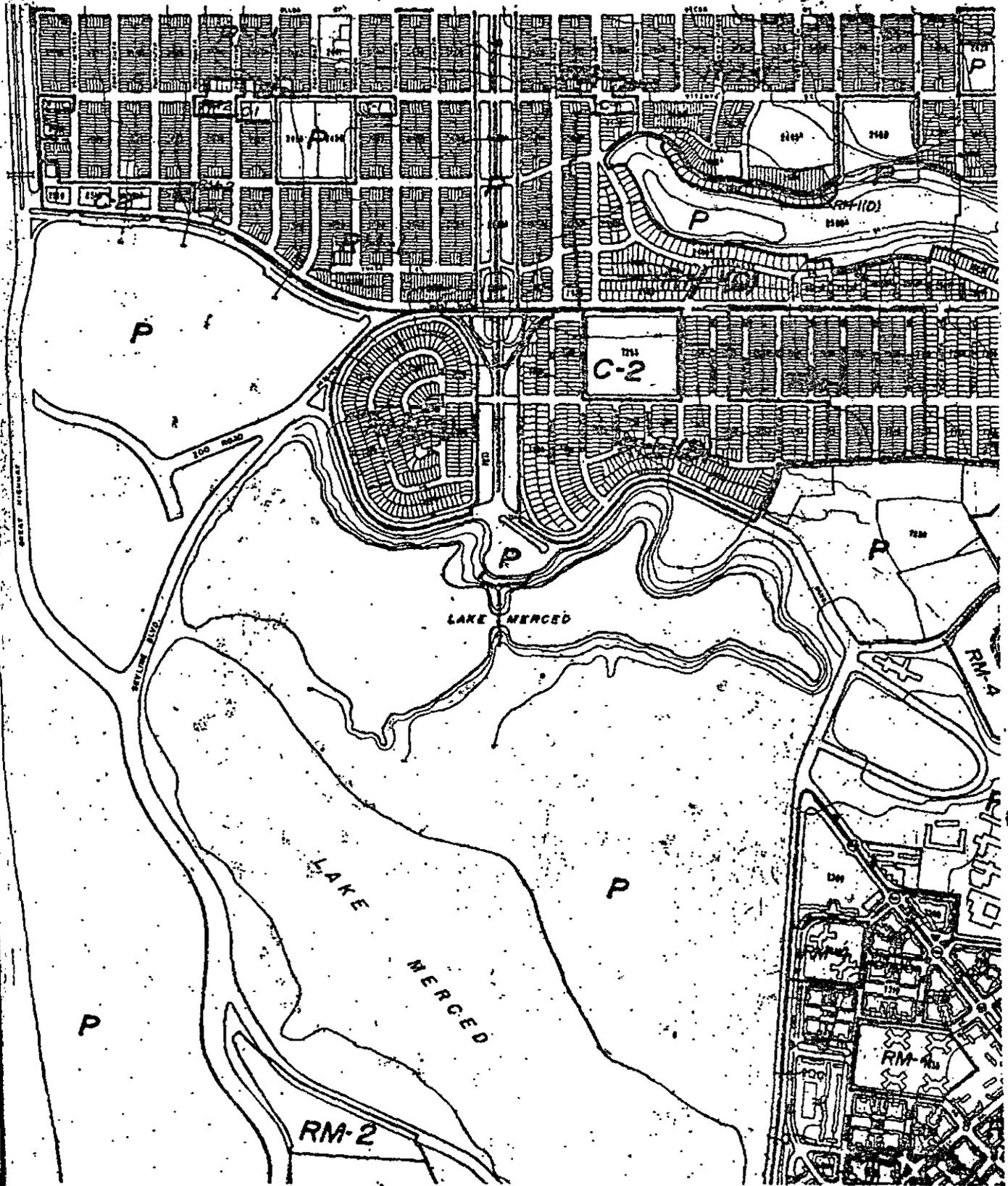


Plate III (3)

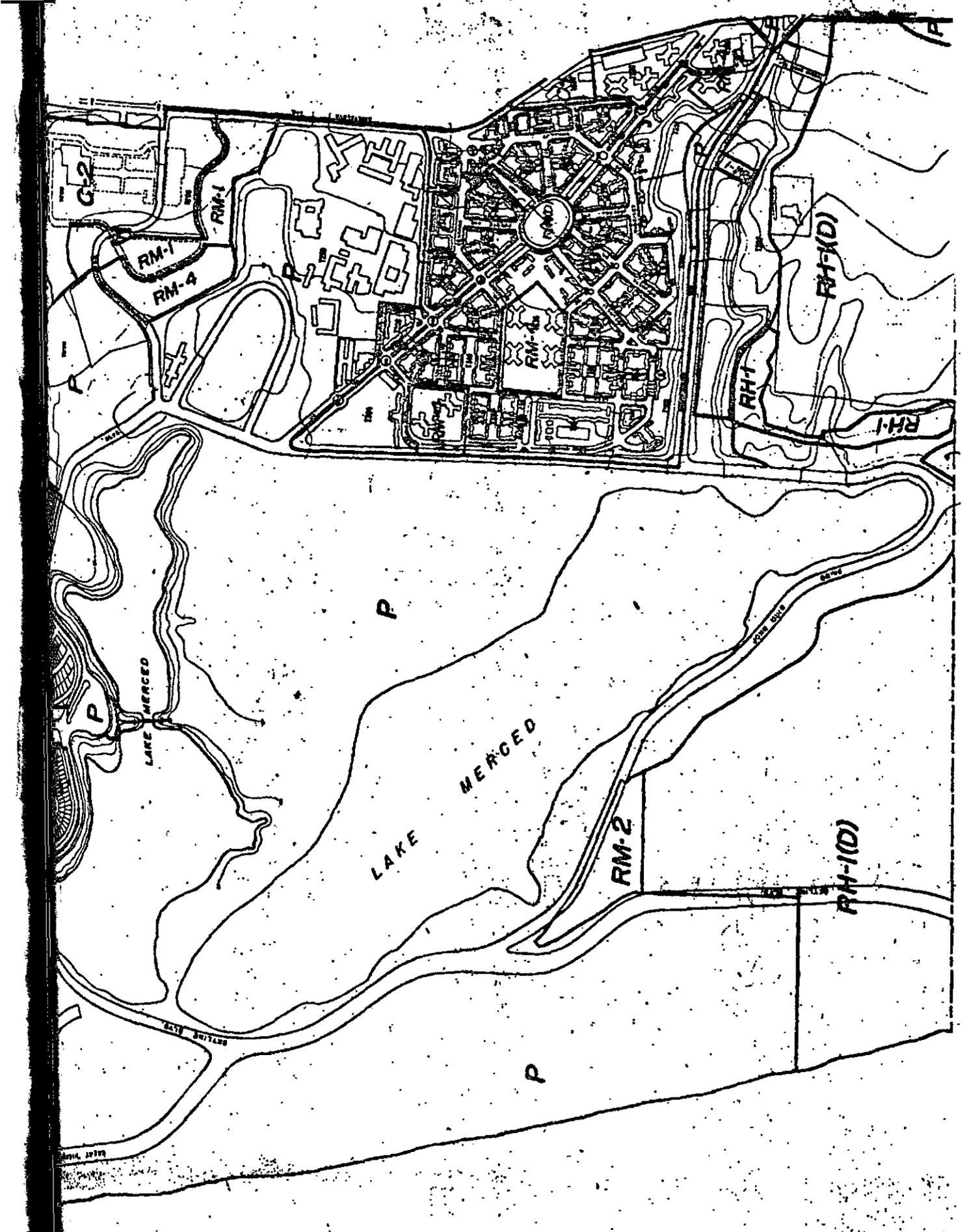


Plate III (4)

(Public) zoning classification, with the exception of the privately-owned property, which is zoned C-2 (Community Retail Business and Service).

All existing privately and publicly developed properties are consistent with the Master Plan of the City and County of San Francisco. The zoning classifications which were placed on public and private properties in the Lands End Area are in conformity with Coastal Act policies.

Area B: Ocean Beach

The Ocean Beach area of the Coastal Zone extends from the southerly line of Sutro Heights Park to Sloat Boulevard. Except for an extension of the Zone into Golden Gate Park, the Coastal Zone within this area is a strip of land paralleling the coastline for approximately three miles.

The Ocean Beach area is flat. The Great Highway, a multi-lane roadway, passes through the entire length of the area. On the westerly side of the Highway between the Cliff House and Lincoln Boulevard, a sea wall and esplanade have been constructed. Adjacent to the esplanade within the Great Highway from Lincoln Way to Sutro Heights Park is an extensive visitor parking area of approximately 1,300 spaces. South of the esplanade, between Lincoln Way and Sloat Boulevard, is the last remaining evidence of the extensive sand dune area which once dominated this section of the coastline.

All lands seaward of the westerly paving line of the Great Highway within the Ocean Beach area are under Federal ownership and are part of the GGNRA. All other publicly-owned lands are under the ownership of the City and County of San Francisco. Jurisdiction for the latter area is divided between the Department of Public Works and the Recreation and Park Department. Although the entire coastline within the Ocean Beach area is open to public access, the lack of parking facilities south of Lincoln Way is a restricting influence on public access. The reconstruction program for the Great Highway proposes to provide parking areas along this section of the Highway.

To the east of the Great Highway, all lands with the exception of Golden Gate Park are under private ownership. The principal land use is residential. It consists of one- and two-family structures with some apartment structures. Density ranges from 17-20 units per gross acre with the typical lot size being 25 feet by 120 feet (3,000 square feet). Commercial development occurs north and south of Golden Gate Park and along Sloat Boulevard. In the vicinity of the Great Highway and Lincoln Way, there are two motels with about sixty units located within the Coastal Zone. Except for a few vacant parcels, notably the former Playland-at-the-Beach, containing about 10 acres, the area east of the Highway is entirely built up.

The portion of Golden Gate Park which is included within the Coastal Zone includes a wide variety of recreational activities, artificial lakes and a sewage treatment plant. Principal recreational activities include a pitch-and-putt golf course, soccer pitches, archery field and a girl scout campground (day use only). Landscaping in this section of the park is informal and gives the area a "natural" appearance.

Within the Ocean Beach area, the San Francisco Wastewater Management Plan is proposing the construction of the West Side Transport System, a major transport-storage sewer, from Fulton Street to Sloat Boulevard. In conjunction with the sewer project, a proposed reconstruction program for the Great Highway will provide for a four-lane curvilinear roadway. Also, the proposed program will provide for the extension of the beach area, improved public access and the stabilizing and maintaining of the sand dunes along the westerly side of the Highway. The residential zoning of RH-2 (two units per lot), RM-1 (one unit per 800 square feet of lot area) and RM-2 (one unit per 600 square feet of lot area) in the Ocean Beach area permits a variety of low- to medium-density dwelling types along the Lower Great Highway and in the area adjacent to Sutro Heights Park. The height limitation for all development is forty feet.

The Playland site has been placed in residential zoning classifications (RH-1 - one-family, RH-2 - two-family, and RM-1 - one dwelling unit per 800 square feet of lot area). The balance of the Playland property not included in the new residential zones has been placed in a C-1 (Neighborhood Retail Business) classification.

Community Retail Business zoning exists along the Great Highway south of Golden Gate Park and along Sloat Boulevard north of the Zoological Gardens.

All existing privately and publicly-developed properties are consistent with the Master Plan of the City and County of San Francisco and with the existing zoning for the area. Generally, the zoning classifications which have been placed on private properties in the Ocean Beach area are in conformity with Coastal Act policies.

Area C: Lake Merced

The Lake Merced area of the Coastal Zone extends from Sloat Boulevard to the county line and easterly around Lake Merced. The lands within the Lake Merced area are under public ownership principally. The old Fort Funston property between Skyline Boulevard and the coastline is under the ownership of the National Park Service and the interior areas of the Coastal Zone are under the ownership of the City and County of San Francisco. Privately-owned property includes two golf courses southerly of Lake Merced

and contiguous to the county line and medium-density apartment developments near the intersection of Skyline Boulevard and John Muir Drive and north, and south of Brotherhood Way along Lake Merced Boulevard. All private residential development in the area is based on the planned unit concept rather than on a standard subdivision lot pattern.

The land along the coastline within the Golden Gate National Recreation Area is a remnant of the landform and landscaping which existed in the San Francisco area prior to its development. From a distance, the old Fort Funston area has the appearance of a dune mound covered with a variety of coastal plant life. This topography conceals old defense fortifications. The bluffs along the coastline provide overviews of the coastal beach area and the seascape. Public access to the beach in this area is restricted because of the steepness of the bluffs. Although the landform slopes downward from south to north, public access to the beach is restricted in the vicinity of the Zoological Gardens because of the grade difference between the parking lots and the beach area.

The interior lands owned by the City and County of San Francisco provide for a variety of recreational opportunities. The Zoological Gardens maintain a collection of approximately 875 animals represented by about 300 species.

Adjacent to the Zoo is the Recreation Center for the Handicapped. Lake Merced is the most prominent feature of this area. The Recreation and Park Department, through a concessionaire, operates a small-boat rental facility at the Lake. Also, fresh water fishing is provided at the Lake. Between the two lakes which comprise Lake Merced, the Recreation and Park Department operates Harding Park and Fleming Golf Courses. On the southwesterly side of the lake in the vicinity of John Muir and Skyline Drives, the Police Department maintains a pistol range. Also, the Recreation and Park Department leases a small parcel to a rod and gun club adjacent to the pistol range. While these two latter facilities may not be compatible with Coastal Act policies, they front on a relatively small portion of the total lake frontage and do not significantly detract from the use and enjoyment of Lake Merced and the surrounding area.

Two parking lots are located south of Sloat Boulevard and west of the Great Highway. There are approximately 200 parking spaces divided equally between the two lots. Principally, these lots accommodate beach visitors and viewers.

At the southeast corner of Sloat Boulevard and the Great Highway, a major wastewater pumping station is proposed. This project is part of the wastewater pollution control program. The proposed facility will be located underground except for an access structure which will be integrated into a proposed wind berm to protect the Zoological Gardens. The top of this structure will be used as a view platform. The construction of the

station and wind berm will extend partially into the area occupied by the now-closed Fleishhacker Pool. As part of the plan for the Zoological Gardens, the area adjacent to the pumping station is proposed for the new entrance complex.

South of the Zoological Gardens, between the Great Highway extension and Skyline Boulevard, there is an area of approximately 44 acres which is under the ownership of the City and County of San Francisco. Except for two parcels of land which are reserved for transient military housing (Federal government) and the National Guard Armory (State of California), the property is vacant.

Proposed plans for this property are for a unified development concept which will provide for the expansion of the Zoological Gardens and for the construction of the Southwest Water Pollution Control Plant. This latter facility will be located below grade where feasible to reduce its visual impact on this essential recreation and open space section of the coastal area. A cooperative effort is now underway between affected agencies to assure that the future use of this property will be at an optimum level of efficiency for both the Zoological Gardens and the Southwest Water Pollution Control Plant.

The zoning for this area (see Plates III (3) and (4)) is consistent with the existing land use pattern, generally. This area is now fully occupied with residential units. The maximum height permitted for residential development is 40 feet, generally, and 65 feet for the residentially zoned property along John Muir Drive. Within the Lake Merced area, there are no private properties available for development at this time.

All existing privately and publicly-developed properties, including the proposed development program for the Southwest Water Pollution Control Plant, are consistent with the Master Plan of the City and County of San Francisco and with the zoning for the area. The zoning classifications which have been placed on private properties in the Lake Merced area are in conformity with Coastal Act policies.

Part 2: Policy Group Evaluation

The Policy Group Evaluation section of the Issues Identification report is a comparative review of existing and proposed uses within the Coastal Zone with policies set forth in the Coastal Act. To facilitate this comparative review, the policy groups included in the Act are discussed for the three geographical areas defined in a previous part of this document. The policy groups, as set forth in the "Local Coastal

Planning Manual" are as follows:

- A. Shoreline Access
- B. Recreation and Visitor-Serving Facilities
- C. Housing
- D. Water and Marine Resources
- E. Dredging, Filling and Shoreline Structures
- F. Commercial Fishing and Recreational Boating
- G. Environmentally Sensitive Habitat Areas
- H. Agriculture
- I. Hazard Areas
- J. Forestry and Soils Resources
- K. Locating and Planning New Developments
- L. Coastal Visual Resources
- M. Public Works
- N. Industrial and Energy Development

The Recreation and Open Space Element of the Master Plan of the City and County of San Francisco contains an important section on "The San Francisco Shoreline". The principal objective of this section is to "Maintain an unbroken stretch of public open space from Fort Funston through Aquatic Park". Following this general objective, a series of statements set forth implementation policies. Additionally, various objectives and policies of the Urban Design, Transportation, Community Safety, Residence and Environmental Protection Elements of the Master Plan acknowledge the importance and value of natural features and open space within the urban environment. These objectives and policies apply to most if not all of the applicable policy groups of the Coastal Act.

A. Shoreline Access

Shoreline access for the Lands End and Ocean Beach areas of the Coastal Zone is controlled by the National Park Service. All land contiguous with the coastline within these two areas is under the jurisdiction of the Federal government.

In the Lake Merced area, shoreline access is controlled principally by the National Park Service. The most southerly coastline section within this area which is outside the Golden Gate National Recreation Area is under private ownership; however, direct beach access in this area is restricted because of the steep bluffs abutting the beach area. This small section of privately-owned land does not pose a significant impediment to public access to the beach area. At this time, there are no development proposals for the privately-owned golf course property. The Recreation and Open Space Element indicates that this area should be acquired for public open space if the land becomes available for development.

B. Recreation and Visitor-Serving Facilities

Area A: Lands End

As outlined in Part I, the Lands End area is the most significant coastal viewpoint within the Coastal Zone. There are long-established visitor and recreation facilities, both public and private, in this area. These facilities are under the jurisdiction of the National Park Service. Future proposed plan alternatives provide for the renovation and improvement of the Cliff House in a manner compatible with the architectural style of the early 1900's, the adjacent ruins of the former Sutro Baths are proposed to be converted into a landscaped area and general pathway improvements are proposed around the headlands area to provide safe public access.

Area B: Ocean Beach

All properties contiguous to the coastline which are within the Ocean Beach area are under the jurisdiction of the National Park Service. In conjunction with the proposed Wastewater Management Plan along the Great Highway, a design proposal has been developed for the stabilization of the beach and sand dune area. Additionally, the design proposal provides for the enhancement of recreation opportunities in the area through the construction of improved beach access points, and bicycle and walking paths and lanes. As part of this design plan, the Great Highway will be reconstructed as a scenic roadway with occasional parking bays for improved public access to the beach and dune area.

The zoning for the Playland-at-the-Beach property reduces the amount of commercially zoned land in this area. Also, as part of the zoning reclassifications, permitted uses were changed from community to neighborhood businesses. Therefore, the policy of the City and County of San Francisco is being directed away from commercial recreation activities on the Playland property. The City's development priority for this land is residential, although some commercial use would be consistent with the zoning.

While the importance of providing visitor-oriented, commercial recreational activities within the Coastal Zone is recognized as an acceptable coastal objective, all local plans and policies which have been developed for the coastal area within San Francisco have been designed to emphasize the natural ocean environment and open space values of this area within the urban setting. While many communities along California's coastline focus their commercial recreation activities along beach

and shoreline areas, San Francisco has traditionally oriented commercial recreational activities to the Bay rather than to the ocean. Therefore, with the Fisherman's Wharf area well established as the City's marine-oriented, commercial recreation area, a similar and perhaps competing form of development should not be encouraged within the Coastal Zone in addition to the existing visitor-oriented Cliff House. Limited commercial facilities, consistent with the zoning, would be appropriate.

Area -C: -Lake Merced

With the improvement program underway for the Zoological Gardens and with further recreation improvements proposed for Lake Merced (pathway development, benches, providing view points around the Lake and general work to improve the appearance of the area), these facilities will continue to be an important recreational asset for the visitor and recreation user.

The National Park Service is in the process of developing alternative proposals for the enhancement and improvement of the old Fort Funston area which is now part of the Golden Gate National Recreation Area. Proposed improvements include pathways, visitor center-exhibit areas, utilization of historic defense fortifications and conservation of the natural landform and native coastal plant communities. These proposals will enhance the existing character of the area rather than provide for the development of a high-capacity recreational area.

C. Housing

The Residence Element of the Master Plan sets forth a series of city-wide housing policies to encourage, for example, the preservation of the existing housing stock and for the expansion of the supply of low- and moderate-income housing opportunities.

Only a very small portion of San Francisco's extremely varied housing stock is located within the Coastal Zone. Also, most of the private land has been developed in this Zone, and there is little opportunity for a change in the present complexion of the housing stock. Because of these characteristics, a meaningful application of the Coastal Act's housing policy would be very difficult to achieve.

Under the rental assistance program of the U. S. Department of Housing and Urban Development, the Department of City Planning is currently encouraging small-scale, assisted housing on scattered sites in the Sunset

and Richmond districts and rental subsidies to assist in the economic integration of large-scale industrial developments.

The Playland site, which has been identified as a Housing Opportunity site, could provide a significant increase in coastal housing, and could include provision for low- and moderate-income housing.

D. Water and Marine Resources

The Environmental Protection Element of the Master Plan provides for the maintenance and improvement of the quality of the ocean, Bay and shoreline areas through application of a series of policy statements.

At present there is a small wastewater treatment plant within Golden Gate Park which provides recycled water for park irrigation, the Chain of Lakes and for other lakes within the Park. This facility will be abandoned after the proposed Southwest Water Pollution Control Plant becomes operational in 1985.

A proposal is under consideration for the use of recycled water from the new Southwest plant for the irrigation of landscaping along the Great Highway and for Golden Gate Park; however, additional treatment of this waste water may be necessary before it can be used in Golden Gate Park. Additionally, the proposed outfall line from the Southwest plant will extend seaward for approximately four miles to assure adequate diffusion of effluents.

E. Dredging, Filling and Shoreline Structures

The Ocean Beach area is currently under study by the Wastewater Management Program and the Coastal Commission relative to beach erosion along the coastline. Also, under the Wastewater Management Plan, modifications to the dune profile have been proposed to assist in the stabilization of the sand dunes.

The Wastewater Management Plan for the Great Highway and for the area in the vicinity of the Zoological Gardens propose that excavated materials from the sewer project be used to assist in the stabilization of the beach area and to enhance the Zoological Gardens with the establishment of a landscaped berm along the seaward side of the Zoo.

F. Commercial Fishing and Recreational Boating

There are no coastline recreational boating or commercial fishing facilities within the Coastal Zone. The principal coastal areas are under public ownership or jurisdiction. No coastal dependent development is proposed. The recreational boating facility at Lake Merced is managed by a concessionaire under contract with the Recreation and Park Department.

All plans for the Lake assume the continuance of this facility.

G. Environmentally Sensitive Habitat Areas

The Environmental Protection Element of the Master Plan contains several policies relative to the protection of plant and animal life in the City.

Area A: Lands End

The Lands End area encompasses several coastal plant communities. These communities, to varying degrees, will be affected by park development decisions of the National Park Service. However, these communities have been recognized by the Park Service and future development proposals will take them into consideration.

Area B: Ocean Beach

Within Golden Gate Park the man-made Chain of Lakes has become an area for various resident and migratory bird populations. Water for these lakes is provided from the small water reclamation plant in the Park. The Plan for Golden Gate Park which is currently under preparation by the Recreation and Park Department will evaluate the relationship of this habitat area with recreational uses of the Park. Because these lakes are man-made, it has become necessary for the Department to develop a balanced maintenance program for the lakes to assure that they continue to meet the recreational and habitat requirements of the user.

Area C: Lake Merced

Fort Funston is covered by an expanse of beach grasses and assorted ground covers which comprise an indigenous community of coastal flora. The National Park Service is aware of this fragile community and, in their proposals for the area, have suggested various development alternatives to assure the preservation of this native dune environment.

The development plan for Lake Merced by the Recreation and Park Department proposes to continue the use of this lake area as a recreational resource. The development plan does not propose any changes to the lake area which might affect its use by migratory or resident bird populations.

H. Agriculture

Other than the likelihood of backyard residential gardens, there are no agricultural areas within the Coastal Zone.

I. Hazard Areas

The Community Safety Element of the Master Plan establishes a series of policies to protect life and property from natural and man-made disasters. Also, the Building and Fire Codes of the City and County of San Francisco set forth requirements to minimize the effect of a fire or earthquake. The bluff and cliff areas within the Coastal Zone are under the jurisdiction of the National Park Service. There are no known proposals for grading in the cliff or bluff areas.

Potential tsunami run-up areas have been identified in the Community Safety Element. Assuming a 20-foot tsunami run-up at the Golden Gate (the maximum recorded run-up was 7.5 feet following the 1964 Alaskan earthquake), the inundation area would extend to the Great Highway, at its present elevation, and the adjacent residential and recreational areas would not be endangered.

J. Forestry and Soils Resources

There are no forestry and soils resources within the Coastal Zone.

K. Locating and Planning New Development

All land uses must meet the air quality standards of the Bay Area Air Pollution Control District. Also, the Environmental Protection Element of the Master Plan addresses the need to maintain air quality through several policy statements.

The San Francisco Municipal Railway presently provides access to the coastal area on several major transit lines. The master plan for the Zoological Gardens has proposed that the transit line now serving the area be extended into the Zoo's proposed entrance complex. Also, the Golden Gate Transit District has provided special bus service to the coastal area and the Zoo. The Transportation Element of the Master Plan establishes a series of objectives and policies relative to the encouragement of transit use throughout the City to reduce the use of the automobile. Also, the Board of Supervisors has adopted a "Transit First" policy relative to the utilization of certain designated City streets.

Area A: Lands End

The majority of land within the Lands End area is under the jurisdiction of the National Park Service or the Veterans Administration. While both of these agencies are proposing new developments, no final decisions have been reached at this time. An archaeological site has been located beneath the old Sutro Baths foundations. This site could possibly be disrupted by development proposals being considered for the property by the National Park Service.

The private land within the area is developed and there are no known proposals for new development in the area.

Area B: Ocean Beach

The principal amount of vacant land within the Ocean Beach area is the former Playland-at-the-Beach property. A development proposal has been submitted to the City Planning Commission. Draft guidelines have been prepared for this property by the Department of City Planning. They include provisions of the City Planning Code relating to height, bulk, residential density, lot coverage, and other related zoning matters. Also, they encompass policies which are contained in the Urban Design, Residence, Recreation and Open Space, and Environmental Protection Elements of the Master Plan. Additionally, specific urban design guidelines relative to siting of buildings, view protection, landscaping, parking and circulation, building form, and neighborhood and park compatibility have been proposed.

The Recreation and Park Department has initiated the preparation of a plan for Golden Gate Park. A series of public meetings have been conducted by the planning staff from which an extensive listing of comments, concerns and observations about the future of the Park was received, and a statement of objectives and policies produced. The Park should be considered as a unit.

Under the Wastewater Management Plan, the Richmond-Sunset Water Pollution Control Plant will be phased out. The space now occupied by this plant in Golden Gate Park, along with the adjacent park area, will present a significant park design challenge for the future. Also, the relationship of this section of the Park with the Great Highway from Lincoln Way northerly to Sutro Heights Park, including pedestrian access across the Highway to the beach, represents a major design and planning problem for this section of the Coastal Zone.

The most important project proposed within the Ocean Beach area is the construction of the West Side Transport-Storage Sewer. Designs for this project from Fulton Street to the proposed Southwest Water Pollution Control Plant have been completed. Because this project will disrupt the surface area of the Great Highway, a new design plan has been developed for the reconstruction of the Highway. It will provide for the construction of a scenic roadway and for the improvement of the adjacent recreational and sand dune area. This design plan has been approved by the Board of Supervisors.

Area C: Lake Merced

A master plan has been prepared for the Zoological Gardens by the Recreation and Park Department. This plan proposes certain modifications or expansions to animal exhibits. The initial phase of this improvement program is now underway with the completion of the Wolf Woods exhibit and construction has been initiated on the hoofed stock and primate exhibits. The area occupied by the now-closed Fleishhacker Pool is proposed for Zoo-related expansion (67% of San Francisco's voters, at the general election in November 1977, defeated a policy proposal for the rehabilitation of the pool).

Adjacent to the northwest corner of the Zoological Gardens and within the Great Highway area lies the preferred site for the very large sewage pumping station proposed under the Wastewater Management Program. The proposed facility will be partially below grade, and it will be compatible with the objectives of the master plan for the Zoological Gardens.

South of and contiguous to the Zoological Gardens, a massive water pollution control plant is in the conceptual design stage. When finally completed, this plant will be the principal sewage treatment facility in San Francisco. Also, it will replace the need for the Richmond-Sunset Water Pollution Control Plant in Golden Gate Park. At this time, it is proposed that a portion of the waste water from this plant be used for landscaping irrigation needs along the Great Highway and Golden Gate Park. While storage facilities for this recycled water have not been finally determined, the use of Lake Merced or the development of improved water storage facilities in Golden Gate Park are being considered. In either case, water quality in these facilities would be maintained to protect flora and fauna which now utilize these existing water resources.

Several development alternatives have been proposed by the National Park Service for Fort Funston. At this time, these proposals are under review. Generally, each alternative provides for the protection and enhancement of the natural coastal landscape with varying degrees of public access. Fossil formations are located within Fort Funston. They have not been thoroughly identified, but they are not rare. A public education program and regulations have been proposed to minimize the impairment and removal of the fossils.

At Lake Merced a new fishing pier and parking area have been completed recently. General work in the future for this facility will include shoreline clean-up, additional benches and improved rest areas around the Lake. Also, more park-like landscaping is proposed for the future to enhance the amenities of the area. At the two public golf courses, there are long-range plans for the installation of a new irrigation system and the replacement and improvement of the existing clubhouse.

At this time there are no known development plans for the privately-owned property within the Lake Merced area. However, the Western Shoreline Plan of the Recreation and Open Space Element of the Master Plan indicates that if the private golf course use is discontinued, the property should be acquired for public recreation and open space purposes.

L. Visual Resources and Special Communities

The Great Highway, Skyline Boulevard and other principal highways within the Coastal Zone are designated scenic streets. Special general advertising sign controls apply to these streets to protect their scenic qualities.

Area A: Lands End

The Lands End area has the most important visual resource within the Coastal Zone. From Sutro Heights Park and other points around the headlands, sweeping views of the surrounding coastline and seascape are offered to the visitor. These salient view areas are within the Golden Gate National Recreation Area. The future development plans of the National Park Service are designed to enhance these visitor destination points which are presently in disrepair.

Area B: Ocean Beach

The redesign plan for the Great Highway has proposed that the sand dunes be reduced in elevation to provide an improved view of the seascape from the Highway and from the homes along the Lower Great Highway.

The extensive public parking which is now permitted within the Great Highway between Lincoln Way and Sutro Heights Park is not a visual asset to this section of the coastal area. In the future planning of this area,

coordination with the development proposal on the Playland site is needed. Also, the Plan for Golden Gate Park will address the Great Highway problem and its visual and physical impact. The eventual removal of the Richmond-Sunset Water Pollution Control Plant will provide a significant opportunity to visually improve the most westerly section of the Park.

Area C: Lake Merced

The visual resources of the old Fort Funston area, while under the jurisdiction of the National Park Service, include the natural dune-like topography of the area and the old defense fortifications. Development alternatives for the area propose to reintroduce more native coastal plants, provide a visitor center or exhibits for increased appreciation of the natural environment and the military history of the Fort, improvement of selected fortifications now in disrepair, and removal of all structures without historic significance.

Lake Merced is an important visual resource for those visitors to the Lake area and the adjacent recreational areas. Future development proposals for this area as outlined previously will improve visitor use and enjoyment of the area.

The San Francisco Zoological Gardens is a significant and unique special community within the Coastal Zone. As noted elsewhere, the master plan program undertaken previously by the Recreation and Park Department is designed to enhance the area through the establishment of new landscaping, larger and more natural animal exhibits and the removal of non-Zoo features which detract visually from the park-like setting of the Zoo.

M. Public Works

The Wastewater Management Plan's proposals for the construction of new sewer facilities in the Ocean Beach and Lake Merced areas represent the only major public works undertaking within the Coastal Zone.

Other public works projects in the Coastal Zone area will occur at the Zoological Gardens as future projects are undertaken to implement the master plan, within Golden Gate Park and, to varying degrees, within the Golden Gate National Recreation Area. However, these improvements will be for existing recreational facilities.

N. Industrial and Energy Facilities

There are no industrial or energy facilities existing or proposed to be constructed within the Coastal Zone.

Part 3: Policy Group Checklist

The Policy Group Checklist, based on the policy group evaluations, is an abbreviated summary form, recommended by the "Local Coastal Program Manual" to indicate whether local policies, plans and zoning are adequate and consistent. The following checklist legend is suggested by the "Manual".

Checklist Legend: Relationship of Coastal Act Policies to local jurisdiction

+ = consistency

o = inadequate information to determine status

- = inconsistency or conflict

x = other (as noted)

Policy Groups	Not Appl.	Exist. Cond.	Local Pol.	Local Land Use	Local Zoning	Other Actions	Remarks
A. Shoreline Access							
30210 Maximum access to recreational opportunities		+	+	+	+	X) Golden Gate National Recreation Area (GEMRA)
30211 Development not to interfere with right of access to sea		+	+	+	+	X)
30212 Dedicated accessway for new development	X)
B. Recreation and Visitor-Service Facilities							
30212.5 Distribute public facilities throughout area		+	+	+	+	X)
30213 Lower user-cost facilities		+	+	+	O	X)
30220-30221 Protect oceanfront land for recreation use		+	+	+	+	X)
30222 Priority to commercial recreation facilities		-	-	-	-	X)
30223 Reserve upland support areas	X)
30230(c) Provide visitor facilities at selected points		+	+	+	+	X	GEMRA
G. Housing							
30213 Protect low and moderate income housing; new housing to conform to housing element		+	+	+	+		
D. Water and Marine Resources							
30230 Maintain and restore marine resources		+	+	+	+	X	GEMRA
30231 Protect coastal waters		+	+	+	+	X	GEMRA
30236 Limit stream alteration	X						
E. Dredging, Filling and Shoreline Structures							
30233 Limit diking, filling or dredging; control spoils disposal; maintain or enhance wetland or estuary		+	+	+	+	X	GEMRA
30235 Limit shoreline structures		+	+	+	+	X	GEMRA

Policy Groups	Not Appl.	Exist. Cont.	Local Pol.	Local Land Use	Local Zoning	Other Actions	Remarks
F. Commercial Fishing and Recreational Boating							
30224 Provide new facilities to increase recreational boating		+	+	+	+		Lake Harwood
30234 Protect commercial fishing facilities	x						
30255 Priority to coastal dependent developments	x						
G. Environmentally Sensitive Habitat Areas							
30240 Protect sensitive habitat areas; prevent adverse impacts from new development		+	+	+	+	x	GENRA
H. Agriculture							
30241 Maintain prime agricultural lands; minimize conflicts with urban uses	x						
30242 Land conversion of agricultural land	x						
I. Hazard Areas							
30253(1) Minimize risks in geologic, flood and fire hazard areas		+	+	+	+	x	GENRA
30253(2) Assure stability and not require bluff alteration in bluff and cliff areas						x	GENRA control
J. Forestry and Soils Resources							
30243 Protect productivity of timberlands	x						
K. Location and Planning New Developments							
30244 Mitigation measures for development affecting archeological or paleontological resources		+	+	o	o	x	GENRA
30250(a) Locate development in or near existing developed areas		+	+	+	+		
30252 Maintain access to coast with transit services		+	+	+	o	x	GENRA participation
30253(3) Maintain air quality standards		+	+	+	o		
30253(4) Minimize energy consumption and vehicle miles traveled		+	+	+	o		

Policy Groups	Not Appl.	Exist. Cond.	Local Pol.	Local Land Use	Local Zoning	Other Actions	Remarks
L. Visual Resources and Special Communities							
30251 Protect coastal scenic and visual qualities		+	+	+	+	x	CCMRA
30253(5) Protect special coastal communities and neighborhoods		+	+	+	+	x	CCMRA
M. Public Works							
30254 Limit public works facilities to accommodate needs generated by permitted uses		+	+	+	+	x	CCMRA
N. Industrial and Energy Facilities							
30232 Protection against spillage	x						
30250(b) Locate hazardous industrial development away from existing developed areas	x						
30255 Priority to coastal dependent developments	x						
30260 Expansion within existing sites	x						
30261 Tanker facilities	x						
30262 Oil and gas development	x						
30263 Petrochemical facilities	x						
30264 Electric generating plants	x						

Part 4: Summary of Key Issues

Within the relatively narrow coastal zone in San Francisco, a number of key issues have emerged which should be addressed by the Local Coastal Program. The fact that some of these areas are either publicly-controlled land (primarily Federal and local) or subject to policies, regulations or legislation of local, regional, state or federal agencies or governments points out the multi-jurisdictional nature of planning for the coastal area in San Francisco. Seemingly, such is the challenge of our time.

Issue #1: Golden Gate Park/Great Highway

The most westerly section of Golden Gate Park and the Great Highway from Lincoln Way to Sutro Heights presents a significant visual and recreational challenge within an intensely used portion of the coastal zone. Parking within the Great Highway and through traffic along the roadway are factors which visually and physically impede pedestrian access to the beach area. The design concept which has been developed for the Great Highway south of Lincoln Way and which is the subject of a permit application now before the Coastal Commission should be extended northerly to provide a scenic roadway for the entire coastal area within San Francisco. Also, with the proposed removal of the Richmond-Sunset Water Pollution Control Plant from Golden Gate Park, a unique design opportunity is presented for the revitalization of the most-westerly section of the Park.

The questions to be answered are:

- A. How can the recreational use and visual quality of Golden Gate Park be maximized? What opportunities are afforded by the proposed removal of the Richmond-Sunset Water Pollution Control Plant?
- B. How can recreational use, visual appearance, and coastal access use of the Great Highway north of Golden Gate Park be enhanced? How can the Highway be integrated with the remainder of the redesigned highway to the south?

Issue #2: The Zoo

There are three areas of concern at the Zoo. First, the proposed pump station will have an effect on the proposed new entrance to the Zoo. The relationship of these two features needs to be evaluated. Secondly, the Zoo Master Plan calls for some changes in land use within the present boundaries of the Zoo, such as at the present site of Fleishhacker Pool.

The Master Plan needs to be reviewed in terms of Coastal Act policies. Thirdly, the Zoo Master Plan proposes expansion southward into the area also proposed for the location of the Southwest Treatment Plant. The relationship of these two uses needs to be analyzed.

The following general issues are raised at the Zoo:

- A. How can recreational opportunities in the Zoo area be enhanced?
- B. How can conflicts between recreational use and wastewater treatment facilities be minimized?

Issue #3: Lake Merced

The area surrounding Lake Merced is generally available for public recreational purposes, but there are a few areas which are devoted to other uses. The following issue is raised: Under the Coastal Act, how suitable are the land uses surrounding Lake Merced?

Issue #4: Richmond/Sunset Residential Neighborhoods

The Richmond and Sunset residential neighborhoods within the Coastal Zone, along with the remainder of the City, have recently been rezoned. The new zoning was drafted with the intent of preserving existing neighborhood character. This purpose is consistent with the Coastal Act. However, the zoning has not been specifically reviewed for its relationship to the policies of the Coastal Act relating to low- and moderate-income housing, visual quality and other matters. Therefore the following issue is raised: Does the new zoning ordinance and existing housing policies of the Master Plan adequately reflect Coastal Act policies?

Issue #5: Playland Site

The Playland site has been the subject of much public interest for some time. For five years, since the amusement park on that site was torn down amid controversy, it has been vacant. Some community sentiment has consistently urged that all or part of Playland be open space. It was recently rezoned in a citywide rezoning to residential and commercial. The Planning Commission unanimously declined a later request for a lower density classification of the site. The Department of City Planning has drafted guidelines for review of any development on the Playland site. These guidelines have incorporated existing policies of the Master Plan and provisions of the Planning Code, but need to be reviewed for consistency with Coastal Act objectives.

The following issue is raised: How can any development proposed for this site fulfill Coastal Act goals, specifically those dealing with provision of low- and moderate-income housing, visitor-serving facilities, on-site recreational facilities, adequate parking, and the policy of the Act encouraging compatibility of new development with the character of surrounding areas?

Issue #6: Planning for Federal Lands

The National Park Service is currently engaged in planning for the Golden Gate National Recreation Area, including Fort Funston, the Cliff House, the Sutro Baths site, and the San Francisco headlands, among other areas. There is a Memorandum of Understanding between the City and the GGNRA which provides for the coordination of planning efforts. The Veterans Administration is also considering possible expansion of parking and facilities at the Veterans Hospital. These federal planning efforts raise the following issue: How do federal land planning efforts relate to Coastal Act policies?