

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

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

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

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

Section 1. Findings.

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

(b) Planning Code Section 340 provides that an amendment to the General Plan may be initiated by a resolution of intention by the Planning Commission, which refers to, and incorporates by reference, the proposed General Plan amendment. Section 340 further provides that the Planning Commission shall adopt the proposed General Plan amendment after a public hearing if it finds from the facts presented that the public necessity, convenience 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 _____, 2017, in Motion No. _____. 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 _____, 2017 in Resolution No._____,
7 finding that this amendment serves the public necessity, convenience and general welfare,
8 and is in conformity with the General Plan and the eight Priority Policies in Planning Code
9 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. _____ and is
14 incorporated herein by reference. The Board affirms this determination.

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

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._____, will serve the public necessity, convenience and general welfare for the
22 reasons set forth in Planning Commission Resolution No. _____ 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._____, is in

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

16
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:

19 **COASTAL HAZARDS**

20 **OBJECTIVE 12**

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

24 **Policy 12.1. Adopt Managed Retreat Adaptation Measures Between Sloat Boulevard and**
25 **Skyline Drive.**

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

12 Implementation Measures:

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

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

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

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

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

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

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

9
10 **Policy 12.2. Develop and Implement Sea Level Rise Adaptation Plans for the Western**
11 **Shoreline.**

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

15 Implementation Measures:

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

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

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

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

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

6 f) The adaptation plans shall consider the recommendations contained in the SPUR Ocean
7 Beach Master Plan.

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

14 **Policy 12.3. Develop and Implement a Beach Nourishment Program to Sustain Ocean**
15 **Beach.**

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

22 **Implementation Measure:**

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

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

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

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

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

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

20 Public recreational access facilities (e.g., public parks, restroom facilities, parking, bicycle
21 facilities, trails, and paths), public infrastructure (e.g., public roads, sidewalks, and public utilities),
22 and coastal-dependent development shall be sited and designed in such a way as to limit potential
23 impacts to coastal resources over the structure's lifetime. As appropriate, such development may be
24 allowed within the immediate shoreline area only if it meets all of the following criteria:

- 25 1. The development is required to serve public recreational access and/or public trust needs and
cannot be feasibly sited in an alternative area that avoids current and future hazards.

2. The development will not require a new or expanded shoreline protective device and is The development shall be sited and designed to be easy to relocated and/or removed, without significant damage to shoreline and/or bluff areas, when it can no longer serve its intended purpose due to coastal hazards.
3. The development shall only be allowed when it will not cause, expand, or accelerate instability of a bluff.

Policy 12.5. Limit Shoreline Protection Devices

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

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

Policy 12.6. Minimize Impacts of Shoreline Protection Devices.

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

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

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

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

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14 Section 3. Effective Date. After this General Plan amendment is adopted, it will be
15 submitted to the California Coastal Commission for review and certification of consistency with
16 the California Coastal Act of 1976 (Public Resources Code 30000 et seq.) as a proposed
17 amendment to San Francisco's Local Coastal Program Land Use Plan. If the California
18 Coastal Commission approves the Local Coastal Program amendment as submitted, it will
19 take effect immediately upon certification. If the California Coastal Commission certifies the
20 Local Coastal Program amendment subject to modifications, final approval by the Planning
21 Commission and the Board of Supervisors shall be required prior to the amendment taking
22 effect.

23 APPROVED AS TO FORM:
24 DENNIS J. HERRERA, City Attorney

25 By: _____

ANDREA RUIZ-ESQUIDE
Deputy City Attorney

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