



**CITY OF PACIFICA  
OPEN SPACE & PARKLAND ADVISORY COMMITTEE**

**April 14, 2016  
6:00 P.M.  
Council Chambers  
2212 Beach Boulevard**

**CALL TO ORDER:**

**ADMINISTRATIVE BUSINESS:**

**Approval of Order of Agenda**

**Approval of Minutes of March 16, 2016 (distributed to OSPAC with Agenda)**

**COMMUNICATIONS:**

**Oral Communications:**

**This portion of the agenda is available to the public to address the Committee on any issue within the subject matter jurisdiction of the Committee that is not on the agenda**

**CONSIDERATION ITEM:**

- 1. Golden Gate National Recreation Area Proposed Rule for Dog Management**  
Discussion of proposed rule in relation to trails under Golden Gate National Recreation Area jurisdiction within the City of Pacifica.

**The Open Space and Parkland Advisory Committee will discuss the proposed rule as it relates to GGNRA areas within the City of Pacifica. The City itself does not have jurisdiction over the proposed rules. Therefore, the City is considered a “commenting agency” with no approval authority. The OSPAC will not receive comments on behalf of GGNRA.**

**COMMITTEE COMMUNICATIONS:**

**STAFF COMMUNICATIONS:**

**ADJOURNMENT:**

**THE CITY OF PACIFICA WILL PROVIDE SPECIAL ASSISTANCE FOR DISABLED CITIZENS UPON AT LEAST 24 HOUR ADVANCE NOTICE TO THE CITY MANAGER’S OFFICE (738-7301). IF YOU NEED SIGN LANGUAGE ASSISTANCE OR WRITTEN MATERIAL PRINTED IN A LARGER FONT OR TAPED, ADVANCED NOTICE IS NECESSARY. ALL MEETING ROOMS ARE ACCESSIBLE TO THE DISABLED.**



**CITY OF PACIFICA  
AGENDA MEMO**

**DATE:** April 14, 2016  
**TO:** Open Space & Parkland Advisory Committee  
**FROM:** Tina Wehrmeister, Planning Director  
**SUBJECT:** Agenda Item No. 1: Golden Gate National Recreation Area Proposed Rule for Dog Management

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**NOTICE:** The Open Space and Parkland Advisory Committee will discuss the proposed rule as it relates to GGNRA areas within the City of Pacifica. The City itself does not have jurisdiction over the proposed rules. Therefore, the City is considered a “commenting agency” with no approval authority. The OSPAC will not receive comments on behalf of GGNRA.

**Background**

On February 24, 2016, the Golden Gate National Recreation Area (GGNRA) released the Proposed Rule for Dog Management. The document link was previously forwarded to OSPAC and can be found here: <http://www.nps.gov/goga/getinvolved/plan-dog-mgt.htm>

One of the OSPAC’s priority objectives is to “make recommendations to the City Council on: (1) The Policy and Procedures of the National Park Service (“NPS”) as they relate to areas in the GGNRA within the City of Pacifica and adjacent communities;...”

As such, the Committee has agendaized this item to hear public comment and make a recommendation to the City Council regarding the City of Pacifica’s formal comment on the Proposed Rule.

**GGNRA Process**

The planning and rule making process for Dog Management has been on-going since at least 2002. Prior to the current Proposed Rule release, the GGNRA accepted public comments on the Draft Dog Management Plan/Supplemental Environmental Impact Statement with six alternatives, including NPS Preferred Alternative in 2013-2014. The

City provided comment on the preferred alternative after a public meeting and deliberation (see Attachment A).

In February, the GGNRA released the Proposed Rule for Dog Management for a 90 day comment period (through May 25, 2016).

The next steps are to release the Final Environmental Impact Statement (FEIS) with final selected alternative, projected in Fall 2016; then in late 2016 (projected) issue the Final Rule and publish in the Federal Register. Implementation of the rule may begin 30 days after publication.

On March 31<sup>st</sup>, the GGNRA held a community meeting on the Proposed Rule at the Pacifica Community Center (several other meetings were held within the park service area). There were approximately 50 people in attendance. The overwhelming oral comments were negative with the speakers requesting more on-leash trails and areas for off-leash activity in San Mateo County. The GGNRA staff was not able to provide a summary of communications, including those in writing, in time for this memo preparation.

### **Discussion**

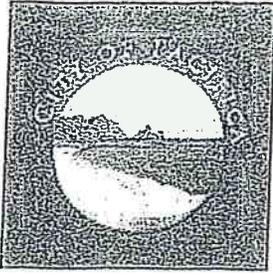
Staff has attached the Pacifica preferred alternative maps from the 2013-2014 Draft Dog Management Plan/Supplemental Environmental Impact Statement (Attachment B), regarding which the City submitted comments. Also attached are the 2016 Proposed Rule maps (Attachment C). The GGNRA did not make substantive, if any, change to the maps between 2013/14 and 2016. Therefore, the OSPAC should determine if the 2014 comments submitted by the Council continue to provide balanced community input or if new comments are recommended. Note that the Pedro Point area is no longer a part of the Proposed Rule as San Mateo County Parks will be taking over the area rather than GGNRA.

### **Recommendation**

Staff recommends that the OSPAC hear public comments and consider recommending that the City Council reiterate the 2014 comments or suggest modified comments.

### **Attachments**

- A. City of Pacifica comment letter on the 2013/14 Draft Dog Management Plan/Supplemental Environmental Impact Statement, dated February 11, 2014
- B. Preferred alternative maps from the 2013/14 Draft Dog Management Plan/Supplemental Environmental Impact Statement
- C. 2016 Proposed Rule maps



*Scenic Pacifica*  
Incorporated Nov. 22, 1957

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## CITY OF PACIFICA

170 Santa Maria Avenue • Pacifica, California 94044-2506  
[www.cityofpacifica.org](http://www.cityofpacifica.org)

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MAYOR  
Mary Ann Nihart

MAYOR PRO TEM  
Karen Ervin

COUNCIL  
Sue Digre  
Mike O'Neill  
Len Stone

February 11, 2014

Mr. Frank Dean  
General Superintendent  
Golden Gate National Recreation Area  
Fort Mason Center, Building 201  
San Francisco, CA 94123

Subject: Comments on the Draft Dog GGNRA Management Plan/ Supplemental EIS

Dear Superintendent Dean:

I am writing on behalf of the City of Pacifica's City Council to provide comments on the Draft GGNRA Dog Management Plan/Supplemental EIS. The comments in this letter reflect a discussion held on January 29, 2014, among the Council members, members of the City's Open Space and Parkland Advisory Committee, City staff, a GGNRA representative as well as citizens who attended and provided comments.

The City of Pacifica had previously provided comments on the Draft Dog Management Plan/EIS in 2011 (copy attached). Thank you for modifying the preferred alternative for Mori Point by adding the Pollywog Trail as an on-leash trail. We also appreciate the modification of the preferred alternative for Sweeney Ridge/Cattle Hill to add on-leash dog walking at Sweeney Ridge on Sneath Lane and on the Baquiano Trail from Fassler Avenue to, and including, the Farallon View Trail.

At their regular meeting of February 10, 2014, we held a public meeting, reviewed and deliberated on the comments relating to the Supplemental Environmental Impact Statement for Dog Management in GGNRA lands within the limits of the City of Pacifica, and voted unanimously to submit the following additional comments:

***Enforcement:***

We strongly feel that the protection of sensitive habitat is important. We encourage enforcement of park rules to limit the disturbance of wildlife, vegetation, and possible special-status species habitat. We encourage the GGNRA to work with the community with regard to prior outreach and education.

***Clear Signage at Enforcement Transition Zones:***

We would like to reiterate this comment that was previously made about signage. There are a number of locations where there is a transition between GGNRA and City-managed lands. Without clear and prominent signage a person walking a dog may suddenly find they are no longer on City property but GGNRA land and in violation of the new regulations. An example of such a transition zone is at the south end of the berm (owned by the City of San Francisco but managed and used by Pacificans) which transitions seamlessly into GGNRA Mori Point land. Therefore we encourage GGNRA to clearly post these transition zones.

***Site-Specific Comments***

The following are comments specific to the "alternatives" presented by the SEIS plan for lands in Pacifica. Our overall rationale for suggesting these changes include:

- 1) parklands were set-aside to protect important natural resources;

Path of Portola 1769 • San Francisco Bay Discovery Site

Attachment A

- 2) the need for more recreational access on GGNRA lands for on-leash dog walkers in Pacifica. The current proposal is too limiting in the amount of on-leash dog access. Alternative F removes approximately 63% of the existing trails from recreational use with dogs; and
- 3) the belief that the current proposal may have unwanted economic impacts.

***Sweeney Ridge:***

We recommend allowing on-leash dog access on the Baquiano Trail and opening the trail from Shelldance Nursery to the Nike Missile site to on-leash dog access. Proper enforcement of the rules should ensure that few if any violations occur, in which case the environmental effects from site access on this parcel would be minimal.

***Milagra Ridge:***

No Comment.

***Mori Point:***

We suggest that the Mori Point Headlands Trail be modified to allow on-leash dog access. We also recommend connecting the Mori Point Bluff Trail to provide a loop. We believe the likelihood of either the red-legged frog or the San Francisco garter snake being harmed or negatively affected is extremely remote.

***Pedro Point:***

We suggest opening up the South Middle and Valley Ridge Trails to on-leash dog access. These Trails would connect to the Devil's Slide Trail slated to open on March 22, 2014 to on-leash access making Pacifica a destination for multiple visitor experiences.

Lastly, as we mentioned in our May 2011 letter, we are concerned that a loss of on-leash dog access on lands within Pacifica might have unwanted economic consequences, as dog walkers will go elsewhere, effectively eliminating the possibility of patronizing Pacifica's restaurants, hotels, or other retail outlets. While this cannot be readily quantified, we wish to express our concerns about this possibility, as it has been the City's long-held desire to see just the opposite occur. Our partnership with the GGNRA has been premised on the mutual benefits that Pacifica and the National Park Service can have from expanded open space. We encourage you to consider these effects while making final evaluations of the proposed actions in the SEIS.

We thank you and your staff for your dedication and hard work. We continue to be grateful for all that you have done and continue to do for the advancement of park lands in and near Pacifica.

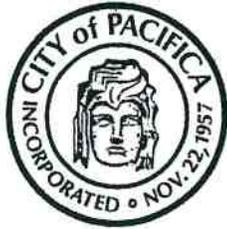
Sincerely



Mary Ann Nihart  
Mayor

Attachment: Letter to GGNRA, May 24, 2011

cc: Council Members Karin Ervin, Len Stone, Sue Digre, and Mike O'Neil  
Open Space and Parkland Advisory Committee members  
City Manager Lorie Tinfow  
Planning Director George White



Scenic Pacifica

# CITY HALL

170 Santa Maria Avenue • Pacifica, California 94044-2506

www.cityofpacifica.org

## MAYOR

Mary Ann Nihart

## MAYOR PRO TEM

Peter DeJarnatt

## COUNCIL

Sue Digre

James M. Vreeland, Jr.

Len Stone

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TEL. (650) 738-7301

FAX (650) 359-6038

### CITY ATTORNEY

TEL. (650) 738-7409

FAX (650) 359-8947

### CITY CLERK

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FAX (650) 738-2165

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TEL. (650) 738-7344
- Code Enforcement  
TEL. (650) 738-7341

### POLICE DEPARTMENT

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FAX (650) 355-1172

### PUBLIC WORKS

TEL. (650) 738-3760

FAX (650) 738-9747

- Engineering  
TEL. (650) 738-3767  
FAX (650) 738-3003
- Field Services  
TEL. (650) 738-3760  
FAX (650) 738-9747

May 24, 2011

Mr. Frank Dean  
General Superintendent  
Golden Gate National Recreation Area  
Building 201, Fort Mason Center  
San Francisco, CA 94103

Subject: Comments on the Draft Dog Management Plan/DEIS

Dear Superintendent Dean:

I am writing to provide comments on the Draft Dog Management Plan/DEIS. The members of the GGNRA Liaison Committee of the City of Pacifica discussed this document with GGNRA representatives as well as those citizens who have provided comments to the Committee to understand the context and content of the DEIS with special emphasis on affected lands in Pacifica.

At their regular meeting of May 23, 2011, the City Council held a public hearing, reviewed and deliberated on the comments relating to the Draft Environmental Impact Statement for Dog Management in GGNRA lands within the limits of the City of Pacifica, and voted unanimously to submit the following comments:

***Multimedia Approach to Public Education in Pacifica:***

*Despite the considerable publicity surrounding the DEIS and potential dog management rule changes coming, there will always be a subset of the public that will be caught unaware when these changes are implemented. We request the GGNRA employ their skills at outreach and education by adopting a multimedia approach and avail themselves of the many informational options available in Pacifica for outreach (e.g. newspaper, television, web sites, clubs/organizations, meetings etc.).*

***Rule Compliance and Enforcement Should Include a Tiered Approach:***

*It is our understanding there will be a compliance component including the option to increase overall restrictions at a given site if compliance drops below a defined threshold (e.g. dogs in an on-leash area may become a no dogs allowed area). We also expect that eventually, in the extreme, the possibility will exist of issuing citations to individuals in violation of the regulations. We would hope that such compliance and eventual enforcement actions will include a tiered approach with a*

*sufficient period of informal warnings to ensure all park users are aware of the management changes. We encourage the GGNRA to work with local dog organizations (e.g. POOCH) with regard to prior outreach and education, as well as monitoring efforts, to evaluate compliance once the regulations are implemented.*

***Clear Signage at Enforcement Transition Zones:***

*There are a number of locations where there is a transition between GGNRA and City-managed lands. Without clear and prominent signage a person walking a dog may suddenly find they are no longer on City property but GGNRA land and in violation of the new regulations. An example of such a transition zone is at the south end of the berm (owned by the City of San Francisco but managed and used by Pacificans) which transitions seamlessly into GGNRA Mori Point land. Therefore we encourage GGNRA to clearly post these transition zones.*

***Site-Specific Comments***

*The following are comments specific to the “alternatives” presented by the DEIS plan for lands in Pacifica. Map references refer to maps of the various “alternatives” for each location. In most cases we select a particular map “alternative” modified by the inclusion of certain trails. Our overall rationale for suggesting these changes include: 1) the need for more recreational access on GGNRA lands for on-leash dog walkers in Pacifica including loop trails and access to and from neighborhoods or open space areas exhibiting high visitor volume; 2) the belief that these changes are compatible with maintaining ecosystem integrity; 3) our Committee members’ observations that under controlled conditions, on-leash dog access to open space has not always, over the past decades, degraded habitat integrity; and 4) concerns that the site use restrictions proposed in the DEIS will cause negative effects from the pressures for other outdoor dog-related recreation.*

***Sweeney Ridge:***

*Map 19E should include on-leash access for the Baquiano and Sneath Lane/NPS Easement Trails. We suggest that the thick chaparral on the Baquiano side and the fact that the Sneath Lane/NPS trail is paved would prevent most if not all dogs from accessing the property off the trails (in the event there is non-compliance with the leash law). Proper enforcement of the rules should ensure that few if any violations occur, in which case the environmental effects from site access on this parcel would be minimal.*

***Milagra Ridge:***

*No Comment.*

***Mori Point:***

*We suggest that the trails designated on Map 17C as “Tmigtac” and “Polywog” trails be modified to allow on-leash dog access. We believe the likelihood of either the red-legged frog or the San Francisco garter snake being harmed or negatively affected*

is extremely remote. Furthermore, the "Polywog" trail is an example of where it is important to maintain neighborhood access from Old Mori Point road to Fairway Drive. This trail runs parallel to a long fence line and is clearly not a species migratory corridor.

**Pedro Point:**

Map 20C was lacking detailed trail maps making it difficult to evaluate these options. The GGNRA has access to the publically vetted trails map that was created through a cooperative effort of the Pacifica Land Trust and the National Park Service. We suggest incorporating the trails map from that effort as a starting place for discussion of possible on-leash dog access on Pedro Point. It seems reasonable to assume that as soon as the Devils Slide tunnel is open and the segment of Highway 1 between the two portals is abandoned and turned over to public foot and bicycle access, Pedro Point will become a popular destination. If that is a valid assumption, the public will seek access to the site with their dogs. We suggest adding the proposed trail network from the Pacifica Land Trust grant effort to more definitively establish what forms of dog access might be possible in advance of the actual transfer to the GGNRA (which has been pending for many years). It seems reasonable to consider on-leash access from the old parking area up the south ridge, north to the middle ridge, and then back to the east via the ridge or the valley trail between those two ridges.

**Future Considerations**

The City Council established the GGNRA Liaison Committee with one of its goals being to promote the economic interests of the City with respect to open space by promoting hiking, bicycle riding, bird watching, and other recreational uses compatible with maintaining park resources. We are concerned that a loss of on-leash dog access on lands within Pacifica might have unwanted economic consequences, as dog walkers will go elsewhere, effectively eliminating the possibility of patronizing Pacifica's restaurants, hotels, or other retail outlets. While this cannot be readily quantified, we wish to express our concerns about this possibility, as it has been the City's long-held desire to see just the opposite occur. Our partnership with the GGNRA has been premised on the mutual benefits that Pacifica and the National Park Service can have from expanded open space. These are benefits that extend to both the human and natural environments. We have expected to see increased visitation, possibly the expansion of a visitor center, and habitat improvements (such as have occurred much to your credit at Mori Point) lead to enhanced economic circumstances in Pacifica. While this remains possible, we encourage you to consider these effects while making final evaluations of the proposed actions in the DEIS.

Last, there is the issue of exploring sites within or adjacent to the City of Pacifica. Many citizens have asked if there could be some place in this vast park, and specifically in or near Pacifica, where the GGNRA can establish an off leash area (e.g. land at Sheldance entrance adjacent to Highway 1). We would like to extend the resources of our City staff and the Liaison Committee to assisting the GGNRA in identifying such a

*location and how it could be managed in a manner consistent with the other off-leash areas under consideration in the DEIS.*

We thank you and your staff for your dedication and hard work. We continue to be grateful for all that you have done and continue to do for the advancement of park lands in and near Pacifica.

Sincerely

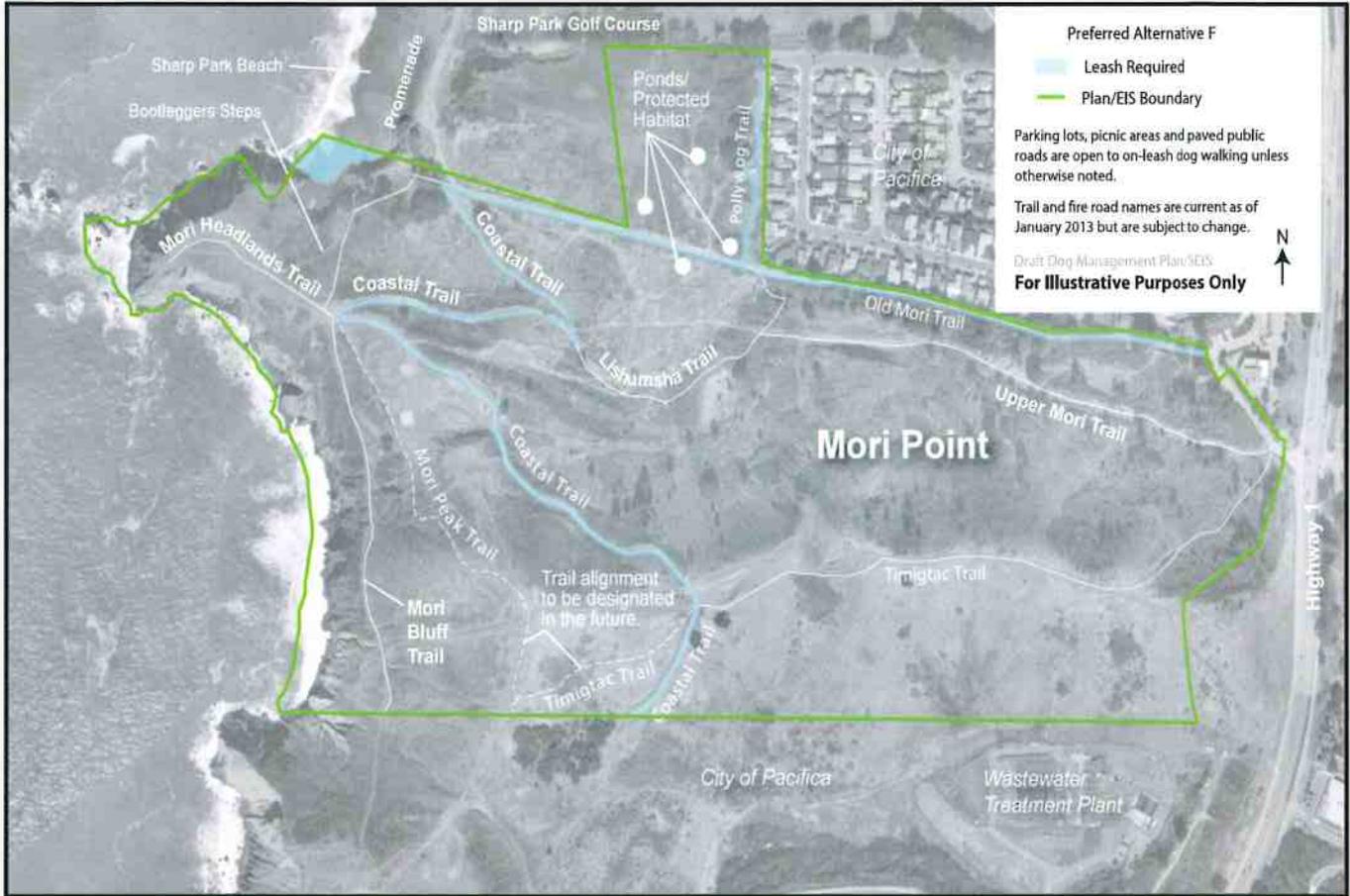
A handwritten signature in black ink, appearing to read "Mary Ann Nihart". The signature is fluid and cursive, with the first name "Mary" and last name "Nihart" clearly distinguishable.

Mary Ann Nihart  
Mayor

cc: Council Members Pete DeJarnatt, Sue Digre, Jim Vreeland, and Len Stone  
Paul Jones, Co-Chair, GGNRA Liaison Committee



# Mori Point



**Preferred Alternative F:**  
 Dog walking would be allowed on the Mori Coastal Trail, Old Mori Trail, Pollywog Trail, and the beach within the GGNRA boundary.

**Alternative A: No Action (36 CFR 2.15, 36 CFR 7.97 (d); 1979 Pet Policy; GGNRA Compendium)**  
 Dog walking would continue to be allowed on-leash on all trails.

**Alternative B: NPS Leash Regulation (36 CFR 2.15 and GGNRA Compendium)**  
 Dog walking would be allowed on-leash on the Mori Coastal Trail and the beach within the GGNRA boundary.

**Alternative C: Emphasis on Multiple Use Balanced by County**  
 Dog walking would be allowed on-leash on the Mori Coastal Trail, Old Mori Trail, and beach within the GGNRA boundary.

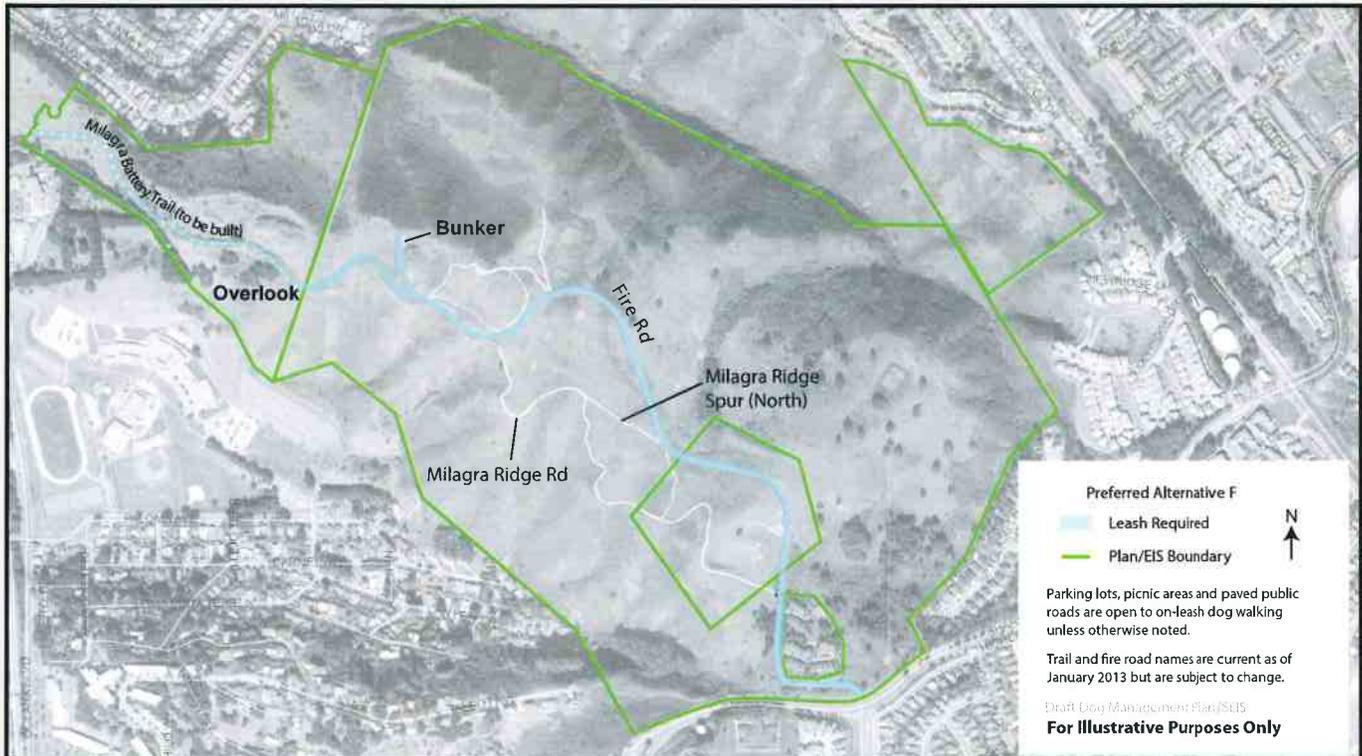
**Alternative D: Most Protective Based on Resource Protection and Visitor Safety**  
 Dog walking would not be allowed at Mori Point.

**Alternative E: Most Dog Walking Access and Management Intensive**  
 Dog walking would be allowed on-leash on the Mori Coastal Trail, Old Mori Trail, Pollywog Trail, and the beach within the GGNRA boundary.





## Milagra Ridge



**Alternative A: No Action**  
(36 CFR 2.15, 36 CFR 7.97 (d);  
**1979 Pet Policy; GGNRA Compendium**)  
Dog walking would continue be allowed on-leash on all trails.

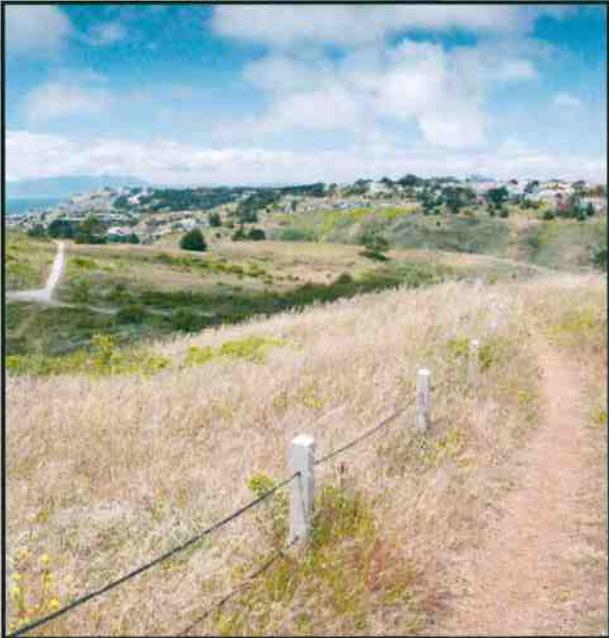
**Alternative B: NPS Leash Regulation**  
(36 CFR 2.15 and GGNRA Compendium)  
Dog walking would be allowed on-leash on the Fire Road, the trail to the overlook and World War II bunker, and Milagra Battery Trail (to be built as future connector to lower Milagra).

**Alternative C: Emphasis on Multiple Use  
Balanced by County**  
Same as Alternative B.

**Alternative D: Most Protective Based on  
Resource Protection and Visitor Safety**  
Dog walking would not be allowed at Milagra Ridge.

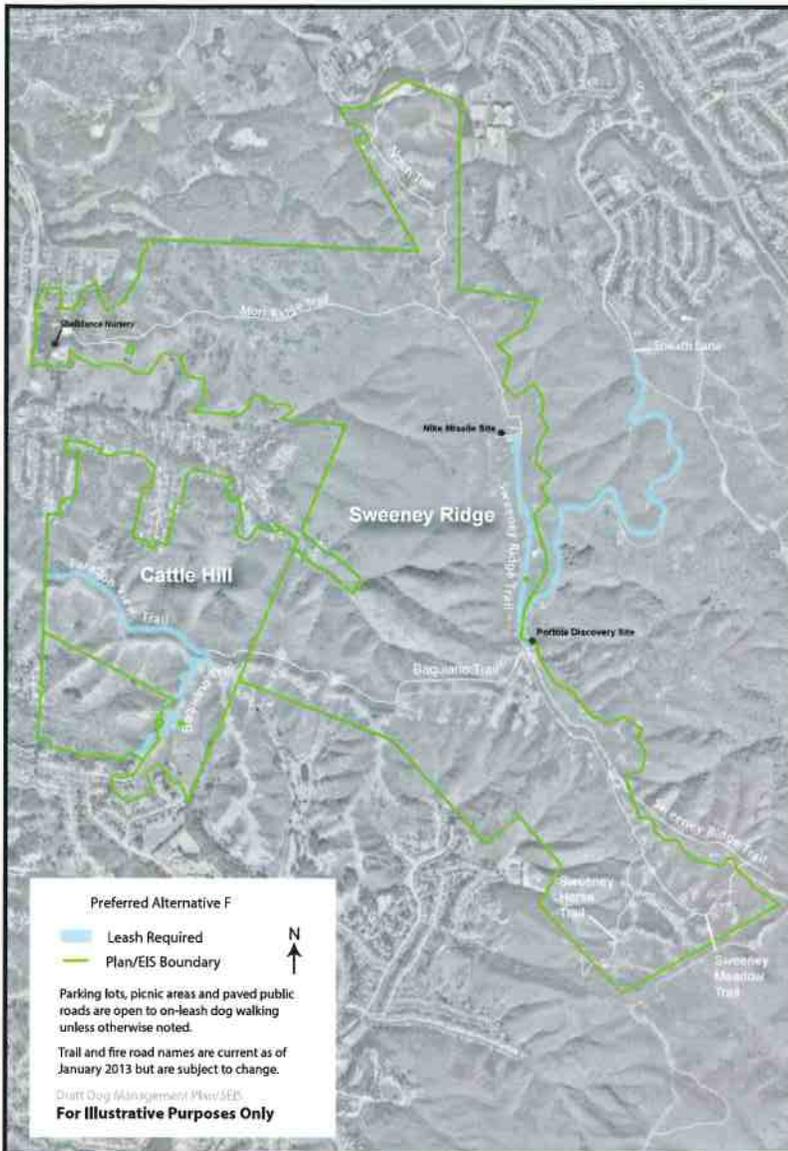
**Alternative E: Most Dog Walking Access  
and Management Intensive**  
Dog walking would be allowed on-leash on the Fire Road, the trail to the overlook and World War II bunker, the trail to the top of the hill, and the Milagra Battery Trail (to be built as future connector to lower Milagra).

**Preferred Alternative F:**  
Dog walking would be allowed on-leash on the Fire Road, the trail to the overlook and World War II bunker, and Milagra Battery Trail (to be built as future connector to lower Milagra).





## Sweeney Ridge / Cattle Hill



### Preferred Alternative F:

Dog walking would be allowed on-leash at Sweeney Ridge on Sneath Lane and Sweeney Ridge Trail between Portola Discovery Site and Nike Missile Site. Dogs would be allowed on-leash at Cattle Hill on the Baquiano Trail from Fassler Avenue to, and including, the Farallon View Trail.

### Alternative A: No Action

**(36 CFR 2.15, 36 CFR 7.97 (d); 1979 Pet Policy; GGNRA Compendium)**

Dog walking would continue to be allowed on-leash at Sweeney Ridge on all trails except the Notch Trail. Currently there is no dog management for Cattle Hill because it is not yet part of GGNRA.

### Alternative B: NPS Leash Regulation (36 CFR 2.15 and GGNRA Compendium)

Dog walking would not be allowed at Sweeney Ridge or Cattle Hill.

### Alternative C: Emphasis on Multiple Use Balanced by County

Dog walking would not be allowed at Sweeney Ridge. Dog walking would be allowed on-leash at Cattle Hill on the Baquiano Trail from Fassler Avenue to, and including, the Farallon View Trail.

### Alternative D: Most Protective Based on Resource Protection and Visitor Safety

Same as Alternative B.

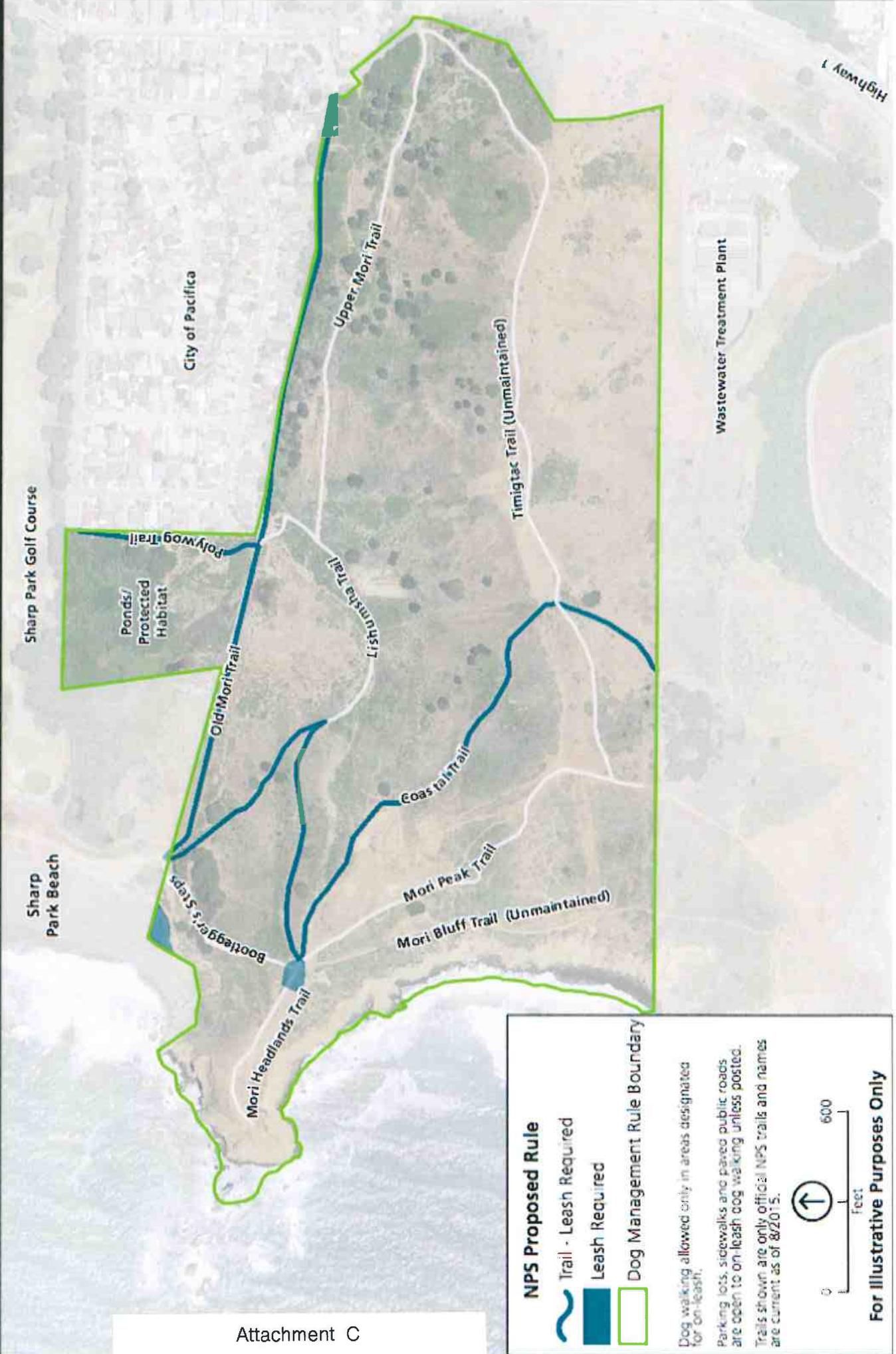
### Alternative E: Most Dog Walking Access and Management Intensive

Dog walking would be allowed on-leash at Sweeney Ridge on Sneath Lane, the Sweeney Ridge Trail from the Portola Discovery Site to the Notch Trail, and on the Mori Ridge Trail. Dog walking would be allowed on-leash at Cattle Hill on the Baquiano Trail from Fassler Avenue to, and including, the Farallon View Trail.



# Map 17: Mori Point Proposed Rule for Dog Management Golden Gate National Recreation Area

National Park Service  
U.S. Department of the Interior



Attachment C

**NPS Proposed Rule**

- Trail - Leash Required
- Leash Required
- Dog Management Rule Boundary

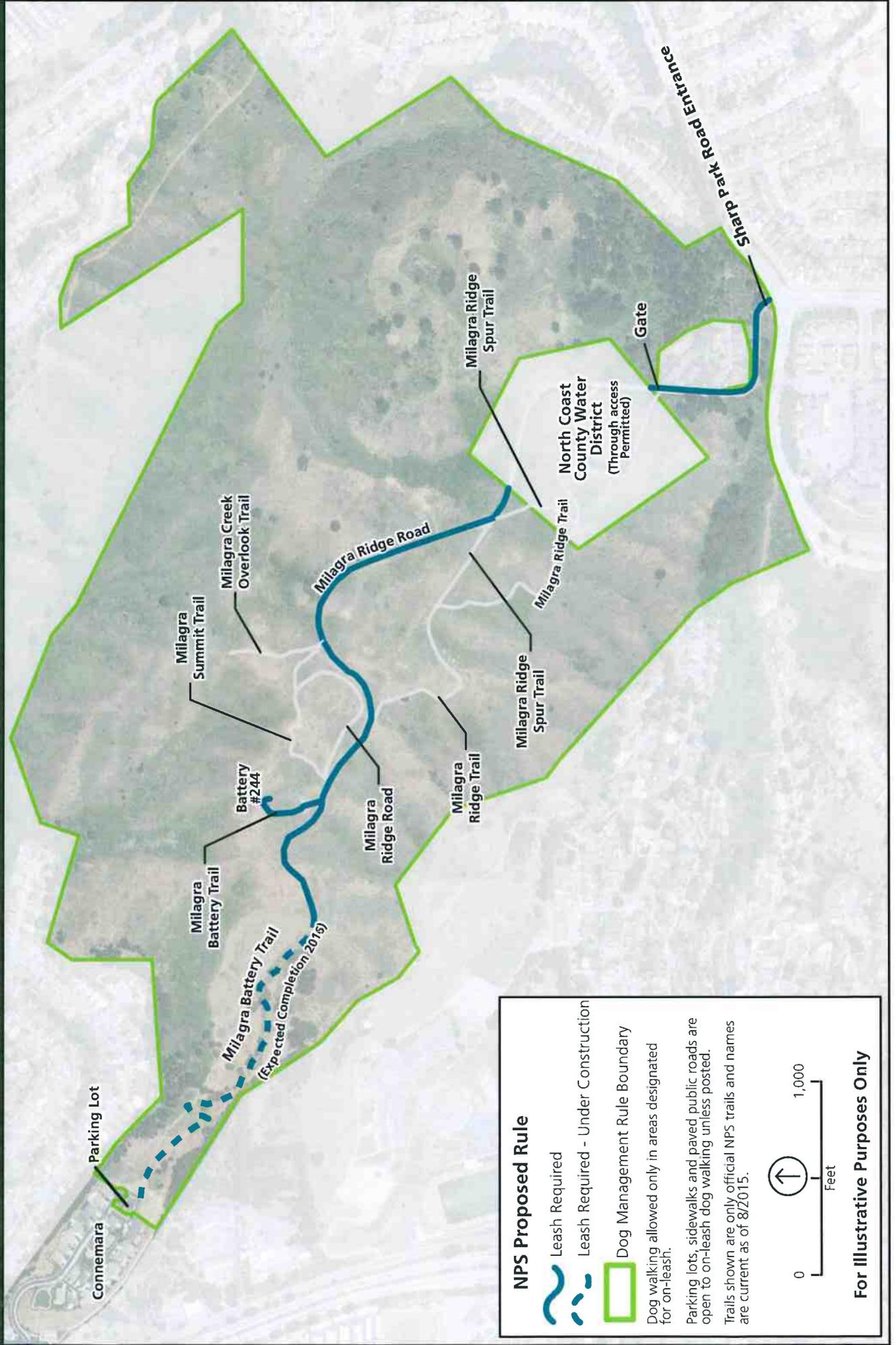
Dog walking allowed only in areas designated for on-leash.  
 Parking lots, sidewalks and paved public roads are open to on-leash dog walking unless posted.  
 Trails shown are only official NPS trails and names are current as of 8/2015.

0 600 Feet

**For Illustrative Purposes Only**

# Map 18: Milagra Ridge Proposed Rule for Dog Management Golden Gate National Recreation Area

National Park Service  
U.S. Department of the Interior



# Map 19: Cattle Hill/Sweeney Ridge

## Proposed Rule for Dog Management

### Golden Gate National Recreation Area

National Park Service  
U.S. Department of the Interior

