



City of Pacifica Local Coastal Plan Update

Stakeholder Engagement Plan



*Prepared by Kearns & West
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Section 1 – Project Background and Purpose

Project Background

The City of Pacifica currently experiences coastal erosion, flooding, and severe storms that can lead to flooding, erosion, and property damage. The City, which has nearly 40,000 residents and six miles of beaches and bluffs along the Pacific Ocean, is currently working to modify its draft Local Coastal Plan (LCP) update by incorporating findings of how sea level rise and erosion will impact social, economic, and physical coastal resources including homes, businesses, and critical facilities and infrastructure, as well as strategies that will prepare the City to deal with these impacts.

During the LCP Update process, the City will evaluate existing impacts and perceived vulnerabilities to sea level rise and understand the best approach to prepare for future climate change impacts. The City's goal is to modify its draft LCP by incorporating findings from vulnerability and risk assessments and a standalone adaptation plan.

The LCP Update process will be informed by an inclusive, transparent stakeholder engagement process. The following Stakeholder Engagement Plan (Plan) outlines how City of Pacifica staff, ESA, and Kearns & West (Team) will collectively communicate with and engage stakeholders in the development of the LCP Update to ensure that the final product(s) reflect stakeholder interests and are broadly supported by the Pacifica community.

Purpose

This Plan is intended to function as a “roadmap” for the stakeholder engagement process; it identifies intended stakeholder engagement objectives for the LCP Update, and it outlines the specific stakeholder engagement activities that will be implemented to achieve those objectives. The Plan includes a timeline for implementing engagement activities that is directly connected to the development timelines for LCP Update-related documents and deliverables.

The Plan is intended to be a “living document” that will be revisited and updated as needed at regular intervals.

Process for Developing the Plan

The Plan has been informed by interviews with stakeholders representing a broad range of interests in Pacifica. The stakeholder engagement approach is intended to be responsive to their interests and preferences around communications and engagement in support of the LCP Update.

The stakeholder perspectives consulted to help inform development of this Plan include:

- City of Pacifica Councilmembers
- Pacifica Chamber of Commerce
- Real estate community
- San Francisco Public Golf Alliance
- Pacifica Environmental Family
- Surfrider Foundation

This Plan has also been informed by input from City of Pacifica staff and Kearns & West’s prior experience working with stakeholders in Pacifica, as well as professional best practices for stakeholder communication and engagement.

Key Terms

Stakeholder

The term “stakeholder” is used in this Plan in the broadest sense to include anyone, including both individuals and organizations, who may be impacted and/or have an interest in the actions and decisions associated with the LCP Update. This Plan assumes all Pacifica residents and organizations are stakeholders.

Stakeholder Engagement

The term “stakeholder engagement” is used in the Plan to encompass the full range of actions and processes the City of Pacifica will use to both inform and involve stakeholders in the development of the LCP Update. It means the City will consider stakeholder concerns, values, and preferences and incorporate them where feasible.

Team

The term “Team” is intended to include City of Pacifica, ESA and Kearns & West staff, recognizing that the City of Pacifica and its consultants will work in close coordination to plan and implement stakeholder engagement activities.

Section 2 – Stakeholder Engagement Objectives and Guiding Principles

Objectives

This Plan is intended to achieve the following stakeholder engagement objectives:

- **Objective 1:** Build stakeholder and broader public understanding of the LCP Update’s purpose and process, in addition to awareness of coastal flooding and erosion issues in Pacifica generally.
- **Objective 2:** Foster stakeholder and public understanding of how they can participate in the LCP Update process.
- **Objective 3:** Provide stakeholders with multiple, meaningful opportunities to provide input and participate in the development of the LCP Update.
- **Objective 4:** Understand, and as much as possible, integrate interests, needs and expectations from multiple stakeholder groups into the LCP Update process.
- **Objective 5:** Promote broad community buy-in and support for the LCP Update.
- **Objective 6:** Build trust among stakeholder groups and City of Pacifica staff and elected officials.

Guiding Principles

To achieve the objectives identified above, the Team intends to follow guiding principles and adopt an approach that is flexible and adaptive to diverse stakeholder needs. The stakeholder engagement process will be guided by the following basic principles:

- **Transparency:** Conduct stakeholder engagement in an inclusive, open, and transparent way. Transparency is a key component for building trust.
- **Communicate early and often:** The Team will introduce the project to stakeholders as early in the process as possible to foster an atmosphere of partnership and collaboration. The Team will also provide regular updates and opportunities to provide input. There will not be a period of “going dark.”
- **Flexible and adaptive approach:** Different stakeholders will want to be engaged in different ways, and the Team intends to offer multiple opportunities to engage key stakeholders. In addition, the Team will identify barriers to effective engagement early in the process (should they occur), and adapt the engagement process as needed.
- **Encourage productive stakeholder input:** The Team will implement engagement opportunities that encourage participants to engage in issue identification and constructive problem solving to support LCP Update development, rather than positional statements and grandstanding.
- **Make project information easily accessible:** The Team will use a variety of methods to make sure anyone interested in the Project can access information when it’s convenient for them. The Team will also utilize up-to-date technical data in the stakeholder engagement process, and will translate this information into more easily accessible language for a general, non-technical audience.
- **Engage “key communicators”:** In addition to conducting direct outreach, the Team will leverage several trusted community members as “key communicators.” These key communicators will help further extend the reach of engagement efforts by communicating with their respective constituents and making sure they are being appropriately engaged.

Section 3 – Stakeholder Audiences and Interests

The protection of Pacifica’s coast, and the community and its resources in general, is of interest to all residents, businesses and organizations in Pacifica. This Plan organizes stakeholders into four main audiences – City of Pacifica; regional, state and federal agencies; business, resident and non-governmental groups; and the broader public – recognizing that there will be different levels of interest and decision-making among stakeholders, and that the stakeholder engagement strategy should be designed to accommodate this reality. Below are descriptions of the four stakeholder audiences and summaries of their interests with respect to the development of the LCP Update. These interests were identified via the stakeholder interviews described above and other outreach discussions.

Stakeholder Audiences

- **City of Pacifica**

The City's Planning Department, which provides for the orderly growth, development and redevelopment of the City, is leading the development of the LCP Update. In addition, there are a variety of other City departments that have a keen interest in coastal flooding and erosion issues (and therefore the outcomes from the LCP Update process), including Public Works, the Parks, Beaches and Recreation Department, and the Pacifica School District.

Pacifica's City Council, along with the Planning Commission, will ultimately review and approve the LCP Update.

- **Regional, State and Federal Agencies**

The goals of the LCP Update overlap with the missions and jurisdictions of various regional, state and federal natural resource and regulatory agencies, and these agencies will play an important role in validating the technical information that will be used in the LCP Update process and ensuring the actions and activities outlined in the LCP Update are consistent with their respective mandates.

Relevant agencies include (but is not limited to):

- California Coastal Commission
- California Coastal Conservancy
- California Natural Resources Agency
- California State Lands Commission
- California State Transportation Agency
- County of San Mateo staff
- National Marine Fisheries Service
- National Parks Service
- US Army Corps of Engineers
- US Fish and Wildlife Service
- Utility Districts

The California Coastal Commission, which plans and regulates the use of land and water in the coastal zone, will evaluate and ultimately certify the LCP Update if it meets its regulatory standards.

- **Business, Resident and Non-governmental Groups**

A number of stakeholder groups have a keen interest in the LCP Update and the approaches it will include. These key stakeholders, made up of local entities and non-governmental groups, are generally familiar with the landscape of coastal risks and the potential measures available to address them.

Key representative groups include:

- Advocates for Sharp Park golf course, including San Francisco Public Golf Alliance
- Beach users and recreationalists, including Surfrider Foundation and Pedro Point Surf Club
- Environmental and conservation interests, including Pacifica Environmental Family, Audubon Society, Pacifica Land Trust and Pacifica Beach Coalition

- The Pacifica business community, including the Pacifica Chamber of Commerce and Hotel Business Improvement District members
 - Real estate groups, including the San Mateo County Association of Realtors
 - Resident and neighborhood associations
- **General Public**
The broader public is comprised of Pacifica residents and organizations that will not likely track the development of the LCP Update closely, but would like to be updated periodically and receive information that is easy to understand and helps explain the LCP Update's impacts on their lives and livelihoods.

Stakeholder Interests

There are a variety of stakeholder interests and concerns in Pacifica as they relate to coastal protection. What follows is a summary of shared perspectives that emerged from the stakeholder interviews, along with areas of potential concern that were expressed. The identification of shared perspectives can help build a base for agreement building (i.e., what we have in common) related to the LCP Update process, while measures should be taken to proactively address areas of potential concern to ensure they do not derail the process.

- **Shared Perspectives**
 - **Passion for Pacifica.** Pacifica is a unique coastal city, and Pacifica residents take great pride in their community. Many stakeholders have lived and been involved in Pacifica public life for years, and they care deeply about its future. Although there are varying ideas regarding how best to protect Pacifica from future coastal damages, there is agreement that severe risks do exist and stakeholders want to be a part of the process.
 - **Need for long-term planning.** Stakeholders observe that short-term solutions (i.e., 5-10 year time span) for sea level rise and coastal erosion have been common in past processes, and believe that longer-term risks should be identified and addressed. The LCP Update could successfully meet this interest.
 - **Need for transparency and inclusivity.** Stakeholders are keenly interested in the technical information that will be used in the LCP Update development process, and in how decisions will be made. Interviewees recommended erring on the side of inclusivity with respect to the Community Work Group, to ensure that anyone interested in participating has the opportunity to do so. They also expressed the need for City staff (and the technical consultants) to “show their work” and be very clear and open about its decision-making process. They noted that this transparency will be necessary to get everyone on the same page.
 - **Coastal protection is contentious.** Stakeholders recognize that the LCP Update process will resurface heated conversations and disagreements about how best to protect Pacifica's shoreline, including which options should be considered versus not. There is general agreement that the LCP Update process will be contentious, and that there will need to be more open-mindedness to reach consensus.
- **Areas of Potential Concern**
 - **Managed retreat positions.** Many conversations related to coastal risk and protection in Pacifica have framed interested parties as either being *for* managed retreat or *against* it, and this positional dynamic is particularly acute as it relates to the Sharp Park golf

course. In order for the LCP Update process to be productive, the dialogue will need to acknowledge that there are several potential strategies to address risks along Pacifica's coastline, and that managed retreat is one strategy among several.

- **Perception of pre-determined outcomes.** Some stakeholders have expressed concern that the findings and decisions related to the LCP Update have largely already been made, and that the stakeholder input provided during the LCP Update process will not significantly influence the Project's outcomes. Transparency and "showing work" will help to address the mistrust of the process that currently exists among some stakeholders.
- **Strained relationships.** Some stakeholders have publicly criticized (City Council meetings, etc.) the views of others on the issue of the coastal protection in Pacifica. If implemented successfully, the stakeholder engagement process can help bring people together under a common cause and focus on the task at hand, rather than defending their positions or discrediting those of others.

Section 4 – Stakeholder Engagement Activities

Project Phases

The LCP Update process will be organized into the following tasks/phases:

- Develop **Vulnerability and Risk Assessments** that will establish existing conditions, including assets and adaptive capacity, define climate scenarios to be used in this study, estimate future vulnerabilities, and provide a baseline for subsequent adaptation planning and policy.
- Create an **Adaptation Plan** that identifies effective shoreline accommodation, protection, and retreat strategies through rigorous analysis of Our Coast, Our Future (OCOF) (sea level rise and storm surge model/tool) and sea level rise scenarios.
- Incorporate the Vulnerability Assessment and Adaptation Plan findings and strategies into an **LCP Framework** that will include policy language that achieves the City's climate adaptation objectives, meets community needs, and reflects the California Coastal Commission's interpretation of the SLR Policy Guidance and Coastal act as concerns sea level rise.

The stakeholder engagement process will be planned and implemented around these three project phases. For each phase there will be a similar "round" of engagement that will be used to solicit stakeholder input and preferences that will inform the documents being developed for that phase.

The stakeholder engagement timeline is included as Appendix A.

Spectrum of Participation

An important consideration in identifying appropriate engagement activities related to a project is the level of influence that stakeholder input will have on that project's final decisions and outcomes. The International Association of Public Participation (IAP2), an organization dedicated to advancing and extending the practice of public participation, has developed a Spectrum of Public Participation (shown below) which identifies different levels of public influence. These different levels – inform, consult, involve, collaborate, and empower – help define the range of potential public influence and provide a helpful reference for a decision-making agency and its stakeholders to reach a common understanding of how input will be considered. As the graphic illustrates (see Appendix B), a higher level of public impact normally calls for a high level of influence on the agency's decision-making.

For each of the engagement activities described below, the intended IAP2 level of influence is identified. While the level of influence can vary for the same activity depending on the circumstances – for example, some workshops are only intended to provide updates, while others are designed to solicit input – the IAP2 Spectrum provides a useful reference for the engagement planning process.

Community Work Group

(IAP2 Level: Collaborate)

The Team will convene a Community Work Group that will meet three times in parallel with the Project's three phases. The Community Work Group will be a cornerstone of the LCP's stakeholder engagement program, and it will help promote the exchange of information between members and foster understanding across stakeholder interests. Community Work Group membership will reflect the broad spectrum of stakeholder interests in Pacifica, including residential, recreation, environment, and business.

In addition to providing input, Community Work Group members will be engaged as key communicators who will be responsible for providing Project information and updates to other members of their respective organizations and neighborhoods. This approach will help the Team significantly expand its sphere of outreach, including connecting with harder-to-reach stakeholders. The anticipated focus and schedule of Community Work Group meetings are as follows:

- Meeting #1: Vulnerability and Risk Assessments (January 2018)
- Meeting #2: Adaptation Plan (May 2018)
- Meeting #3: LCP Framework and Policy Language (August 2018)

Community Work Group meetings will be facilitated to encourage productive discussions between Community Work Group members and Team staff. Members of the public (i.e., non-CWG members) will be invited to attend meetings primarily to observe; their participation will likely be limited to providing public comment at the end of meetings.

Technical Work Group

(IAP2 Level: Collaborate)

The Team will convene a Technical Work Group to engage key local, regional, state, and federal natural resource and regulatory agencies in the development of the LCP Update. Technical Work Group members will review and provide input on technical analyses that will be used for the LCP Update, and they will also help identify potential strategies and actions that can be incorporated into LCP-related documents. The Technical Work Group will also provide a venue for productive interagency coordination and collaboration, and it will also serve as an important bridge to the City of Pacifica approval and California Coastal Commission certification processes that will follow the LCP Update.

The anticipated focus and schedule of Technical Work Group meetings are as follows:

- Meeting #1: Vulnerability and Risk Assessments (January 2018)
- Meeting #2: Adaptation Plan (May 2018)
- Meeting #3: LCP Framework and Policy Language (August 2018)

Technical Work Group meetings will be open to the public.

Public Workshops

(IAP2 Level: Involve)

The Team will convene public workshops to educate stakeholders on the LCP Update specifically, and coastal flooding and erosion issues in Pacifica generally, and to gather public input to inform the development of the LCP Update. Workshops will be open to the public and will begin with a presentation designed to educate participants on relevant topics, followed by a structured exercise to solicit input. There are a variety of process design options for the input exercise, including: discussion in plenary (i.e., one large group), organizing into break-out groups, and creating information/input stations on specific topics. Participants will also be able to provide written or oral feedback at the workshops. A discussion or question-and-answer session can also be included in the workshop agenda if desired.

Public workshops will be held in familiar venues (Pacifica Community Center, Little Brown Church, Terra Nova High School, Ingrid B. Lacy Middle School, etc.) and will occur at times most convenient to Pacifica residents, likely weekday early evenings or weekend mornings.

Similar to the Community and Technical Work Groups, the public workshops will be held at strategic times in the process around key Project milestones. The anticipated focus and schedule of the public workshops are as follows:

- Workshop #1: Project Kick-off and Vulnerability and Risk Assessments. Provide information about Project purpose, scope and process. Gather participant input on Pacifica's social, economic and physical coastal resources that could be vulnerable to sea level rise impacts. (February 2018)
- Workshop #2: Adaptation Plan. Present and solicit input on potential shoreline accommodation, protection, and retreat strategies for resources at risk. (June 2018)
- Workshop #3: LCP Framework. Present and solicit input on language to be included in the City's LCP and LCP Land Use Plan (LUP). (June 2018)

Targeted Stakeholder Meetings

(IAP2 Level: Involve)

The Team will organize and conduct strategic, targeted conversations between Team members and highly influential or active stakeholders to solicit their input on LCP Update content and the overall process. These targeted meetings will allow for honest, direct feedback and will help foster productive working relationships with key stakeholders. They will also be used to vet potential approaches and test their level of support before sharing them with broader audiences.

In addition to scheduling targeted meetings, the Team will also consider identifying opportunities for Team members to attend community group-hosted events and provide information and updates on the Project, including upcoming workshops and other opportunities to provide input. Attending existing meetings is a resource efficient way to meet with stakeholders, and it also demonstrates a willingness to show up and listen that is essential to community-based planning.

Public Hearings

(IAP2 Level: Consult (for members of public) and Empower (for Commission and Council members))

Following completion of the LCP Update, City staff will present the LCP Update and supporting documents (Risk and Vulnerability Assessments, Adaptation Plan, and LCP Framework) for potential adoption and/or certification. The anticipated schedule of public hearings is as follows:

- City of Pacifica Planning Commission Meeting (September 2018)
- City of Pacifica City Council Meeting #1 (September 2018)
- City of Pacifica City Council Meeting #2 (December 2018)
- California Coastal Commission Meeting #1 (October 2018)
- California Coastal Commission Meeting #2 (November 2018)
- California Coastal Commission Meeting #3 (December 2018)

Members of the public will have the opportunity to provide public comment during each of these public hearings.

Public Outreach, Education and Notification

(IAP2 Level: Inform)

In addition to convening stakeholder meetings and workshops, the Team will conduct outreach with the broader public and develop Project materials to share information and ensure a common understanding of the LCP Update's purpose and scope, and promote awareness of opportunities to participate in upcoming engagement activities. Public outreach will include the following activities:

- **Project Website**
The City will update and utilize the Project website (<http://www.cityofpacifica.org/sealevelrise>) to provide information about the Project and inform stakeholders on how they can participate in the LCP Update development process. The website will be updated regularly throughout the process as more information becomes available.
- **Project Factsheets and FAQs**
Providing consistent messaging about the LCP Update's purpose, scope and status will be a critical component of the outreach effort. The Team will develop outreach materials including a Project factsheet (and other brochures/factsheets as needed) that will be posted on the Project website and distributed during stakeholder meetings. The development of outreach materials will include translating technical information into a more accessible format for the general public.
- **E-News Updates and Notifications**
The Team will leverage the City's stakeholder database and will send email updates to the list throughout the Project development process. The Team will also encourage stakeholder partners (i.e., Community Work Group members, etc.) to share Project updates through their respective email distribution channels, further extending the reach of Project communication. Updates regarding the Project could also be included in the City's *Connect with Pacifica* e-newsletter, which can be an effective method to connecting with and notifying Pacifica residents.

Notifications of upcoming public workshops will be sent to the Project distribution list (and information will be posted on the Project website) at least three weeks in advance. Invitations to Community and Technical Work Group meetings will be sent at least two weeks in advance. Public workshop invitations will be also be posted at public locations with high visibility, including City Hall, the Pacifica Community Center, and public libraries.

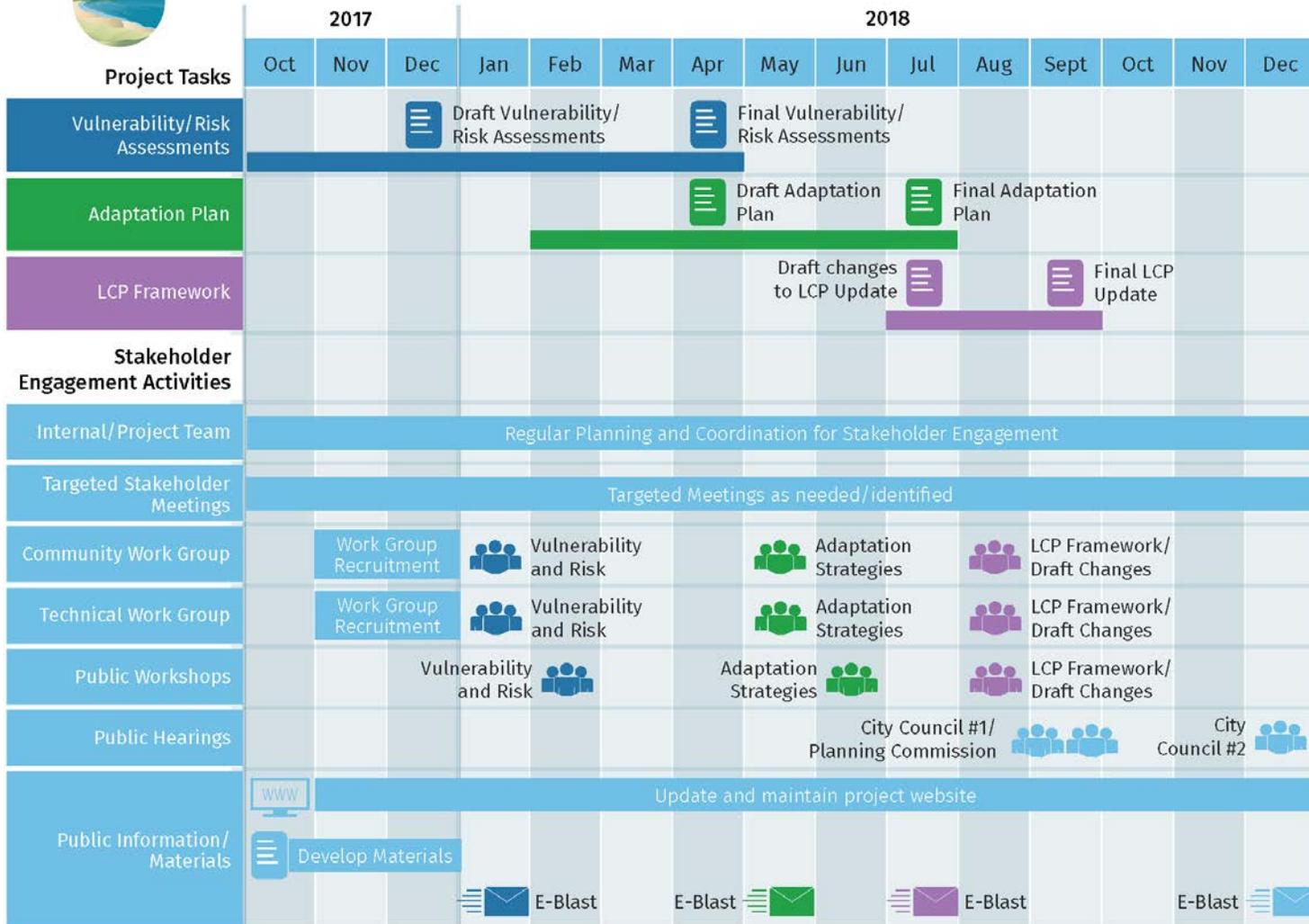
- **Social Media and Webcasting**

The City of Pacifica should leverage its social media platforms (Facebook, Twitter, YouTube) to share information about the project. NextDoor is also an active platform for sharing information in Pacifica, and it can be used to share updates and meeting invitations. Lastly, the Team should consider having public workshops webcast on Pacific Coast TV to expand their reach.

Appendix A – Stakeholder Engagement Timeline



City of Pacifica Local Coastal Plan Update | Stakeholder Engagement Timeline



Appendix B – IAP2 Spectrum of Public Participation

IAP2 Spectrum of Public Participation



Increasing Level of Public Impact

	Inform	Consult	Involve	Collaborate	Empower
Public participation goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the public	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example techniques	<ul style="list-style-type: none"> ■ Fact sheets ■ Web sites ■ Open houses 	<ul style="list-style-type: none"> ■ Public comment ■ Focus groups ■ Surveys ■ Public meetings 	<ul style="list-style-type: none"> ■ Workshops ■ Deliberative polling 	<ul style="list-style-type: none"> ■ Citizen advisory committees ■ Consensus-building ■ Participatory decision-making 	<ul style="list-style-type: none"> ■ Citizen juries ■ Ballots ■ Delegated decision