[Floodplain Management Program]

Ordinance amending the floodplain management program established by Chapter 2A, Article XX, Sections 2A.280 - 2A.285 to the San Francisco Administrative Code; providing requirements for designating floodplains and for construction and development in floodplains.

NOTE: Additions are single-underline italics Times New Roman; deletions are strike-through italics Times New Roman. Board amendment additions are double-underlined; Board amendment deletions are strikethrough normal.

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

Section 1. Environmental Findings. The Planning Department has determined that the actions contemplated in this Ordinance are in compliance with the California Environmental Quality Act (California Public Resources Code sections 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. 100136 and is incorporated herein by reference.

Section 2. Chapter 2A, Article XX, Sections 2A.280 – 2A.285, of the San Francisco Administrative Code is hereby amended, to read as follows:

Sec. 2A.280. FINDINGS AND PURPOSE

a. The Federal Emergency Management Agency (FEMA) is in the process of preparing a Flood Insurance Rate Map (FIRM) for the City and County of San Francisco. The map will provide flood risk information for flood insurance and floodplain management purposes under the National Flood Insurance Program (NFIP). FEMA has stated that it anticipates publishing the final FIRM in early 2009-2011.
b. Under the NFIP, the Federal government provides financial backing to enable residents and businesses in the community to obtain affordable flood insurance in exchange for the adoption of floodplain management regulations by the community participating in the program. Participation in the NFIP will enable businesses and residents within flood prone areas to obtain certain forms of loans and disaster assistance.

c. To join the NFIP, the City must adopt a Floodplain Management Ordinance that would require new structures, substantial improvements and substantial damage repairs in designated flood prone areas be protected against flood damage at the time of initial construction, and prohibit certain uses that would increase flood hazards.

d. The City's joining the NFIP and adopting floodplain regulations at this time will provide all City residents the opportunity to obtain flood insurance that will cover damages resulting from storm-caused flooding.

e. The floodplain management regulations in this ordinance are consistent with the NFIP requirements for communities, such as San Francisco, for which FEMA is in the process of preparing but has not completed a final FIRM. When FEMA issues a final FIRM designating special flood hazard areas in San Francisco, NFIP regulations require that the adopted floodplain management program be reviewed and modified by authorized community representatives as necessary to ensure consistency with NFIP requirements applicable to communities for which FEMA has published a final FIRM.

f. FEMA's publication of a final FIRM for San Francisco may affect new development
constructions and substantial improvements in San Francisco, especially renovation and reuse of finger piers. This Board finds that new construction and substantially improving facilities on the San Francisco waterfront is-an are important local and state concern. The San Francisco waterfront, transferred by the State of California to San Francisco in 1969, is a valuable public trust asset of the State that provides special maritime, navigational, recreational, cultural and
historical benefits to the people of the region and the State. New development, including rehabilitation of historic structures, on land that is seaward of the reach of mean high tide can be reasonably safe from flooding, provided that adequate building controls are in place. In 1997, the Port of San Francisco adopted a Waterfront Land Use Plan to guide development and use of the Port’s waterfront property consistent with its trust obligations, and in 2006 the Port created a Capital Plan identifying public facilities necessary to maintaining a viable San Francisco waterfront. This Board urges the Port of San Francisco and FEMA to develop, before publication of final FIRM, long-term floodplain management controls that both address any flooding hazard risks and allow the City to implement the Waterfront Land Use Plan and the Capital Plan, as they may be amended, and achieve the goals of that Plan, including the preservation of historic piers.

g. The floodplain management regulations adopted by this ordinance were developed by the City Administrator, in consultation with the Department of Building Inspection, the Planning Department, the Department of Public Works, the Office of Economic and Workforce Development, the Public Utilities Commission, the Port of San Francisco, the San Francisco International Airport, the San Francisco Redevelopment Agency, the Treasure Island Development Authority, and the City Attorney’s Office.

h. The City and County of San Francisco adopts the following floodplain management regulations under its authority to adopt regulations designed to promote the public health, safety, and general welfare of its residents granted by Article II, sections 5 and 7 of the California Constitution. Such regulations are intended to remain in effect until FEMA adopts a final FIRM, at which time the City and FEMA will need to review and revise these regulations under federal requirements consistent with the purposes of this ordinance.

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i. The purpose of this ordinance is to promote the public health, safety, and general welfare, and minimize public and private losses due to flood conditions in specific areas by imposing provisions designed to:

1. Protect human life and health;
2. Minimize expenditure of public money for costly flood control projects;
3. Minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
4. Minimize prolonged business interruptions;
5. Minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines; and streets and bridges located in areas of special flood hazard;
6. Help maintain a stable tax base by providing for the sound use and development of areas of special flood hazard so as to minimize future blighted areas caused by flood damage;
7. Ensure that potential buyers are notified that property is in an area of special flood hazard; and
8. Ensure that those who occupy the areas of special flood hazard assume responsibility for their actions.

Sec. 2A.281. DEFINITIONS

a. "Accessory structure" means a structure that is either solely for the parking of no more than 2 cars, or a small, low cost shed for limited storage, less than 150 square feet and $1,500 in value.

b. "Accessory use" means a use which is incidental and subordinate to the principal use of the parcel of land on which it is located.

c. "Area of special flood hazard" means the land in the floodplain within a community subject to a one percent or greater chance of flooding in any given year.

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bc. "Base flood" means a flood that has a one percent chance of being equaled or exceeded in any given year (also called the "100 year flood").

d. "Base flood elevation" (BFE) means the elevation shown on the Flood Insurance Rate Map for Zones AE, AH, A1-30, VE and V1-V30 that indicates the water surface elevation resulting from a flood that has a 1-percent or greater chance of being equaled or exceeded in any given year.

e. "Building" - see "Structure."

df. "Flood" or "flooding" means:

1. A general and temporary condition of partial or complete inundation of normally dry land areas from: the overflow of inland or tidal waters; the unusual and rapid accumulation or runoff of surface waters from any source; or mudslides (i.e., mudflows) which are proximately caused by flooding.

2. The collapse or subsidence of land along the shore of a lake or other body of water as a result of erosion or undermining caused by waves or currents of water exceeding anticipated cyclical levels or suddenly caused by an unusual and unforeseeable event which results in flooding as defined in this definition.

eg. "Floodplain or flood prone area" means any land area designated by the City Administrator as susceptible to being inundated by 100-year flood.

fh. "Floodplain Administrator" is the City Administrator.

i. "Flood Boundary and Floodway Map" (FBFM) means the official map on which the Federal Emergency Management Agency or Federal Insurance Administration has delineated both the areas of special flood hazards and the floodway.

i. "Flood Insurance Rate Map" (FIRM) means the official map on which the Federal Emergency Management Agency or Federal Insurance Administration has delineated both the areas of special flood hazards and the risk premium zones applicable to the community.
k. "Flood Insurance Study" means the official report provided by the Federal Insurance Administration that includes flood profiles, the Flood Insurance Rate Map, the Flood Boundary and Floodway Map, and the water surface elevation of the base flood.

gl. "Floodplain management" means the operation of a program of corrective and preventive measures for reducing flood damage and preserving and enhancing, where possible, natural resources in the floodplain, including but not limited to emergency preparedness plans, flood control works, floodplain management regulations, and open space plans.

hm. "Floodplain management regulations" means this ordinance and other zoning ordinances, subdivision regulations, building codes, health regulations, special purpose ordinances (such as grading and erosion control) and other application of police power which control development in flood prone areas. This term includes applicable federal, state or local regulations that provide standards for preventing and reducing flood loss and damage.

n. "Floodproofing" means any combination of structural and nonstructural additions, changes, or adjustments to structures which reduce or eliminate flood damage to real estate or improved real property, water and sanitary facilities, structures, and their contents.

o. "Floodway" means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. Also referred to as "regulatory floodway."

pi. "Functionally dependent use" means a use that cannot perform its intended purpose unless it is located or carried out in close proximity to water. The term includes, but is not limited to, docking facilities, port facilities that are necessary for the loading and unloading of cargo or passengers, facilities that provide waterfront public access, and ship building and ship repair facilities.

gj. "Historic structure" means any structure that is
1. Listed individually in the National Register of Historic Places or preliminarily determined by the Secretary of the Interior as meeting the requirements for individual listing on the National Register;

2. Certified or preliminarily determined by the Secretary of the Interior as contributing to the historical significance of a registered historic district or a district preliminarily determined by the Secretary to qualify as a registered historic district;

3. Individually listed on a state inventory of historic places in states with historic preservation programs which have been approved by the Secretary of Interior; or

4. Individually listed on a local inventory of historic places in communities with historic preservation programs, including, but not limited to those structures that have been certified either by an approved state program as determined by the Secretary of the Interior or directly by the Secretary of the Interior in states with approved programs.

5. Determined to be an historic resource in accordance with the City and County of San Francisco Planning Department’s CEQA Review Procedures for Historic Resources.

6. In an historic district that is listed in the National Register of Historic Places.

rk. "New construction" means structures for which the "start of construction" commenced on or after the effective date of floodplain management regulations adopted pursuant to this ordinance, and includes any substantial improvements to such structures.

sf. "One hundred year flood" or "100 year flood" means a flood that has a one percent chance of being equaled or exceeded in any given year.

t. "Regulatory floodway" means the channel of a river or other watercourse and the adjacent land areas that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than one foot. Also referred to as "floodway."

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"Special flood hazard area (SFHA)" means an area in the floodplain subject to a 1 percent or greater chance of flooding in any given year that is shown on FIRM as Zone A, AO, A1 A30, AE, A99, AH, V1 V30, VE or V.

"Start of construction" includes substantial improvement and other proposed new development and means the date the building permit was issued, provided the actual start of construction, repair, reconstruction, rehabilitation, addition, placement, or other improvement was within 180 days from the date of the permit. The actual start means either the first placement of permanent construction of a structure on a site, such as the pouring of slab or footings, the installation of piles, the construction of columns, or any work beyond the stage of excavation. Permanent construction does not include land preparation, such as clearing, grading, and filling; nor does it include the installation of streets and/or walkways; nor does it include excavation for a basement, footings, piers, or foundations or the erection of temporary forms; nor does it include the installation on the property of accessory buildings, such as garages or sheds not occupied as dwelling units or not part of the main structure. For a substantial improvement, the actual start of construction means the first alteration of any wall, ceiling, floor, or other structural part of a building, whether or not that alteration affects the external dimensions of the building.

"Structure" means a walled and roofed building that is principally above ground; this includes a gas or liquid storage tank or a manufactured home.

"Substantial damage" means damage of any origin sustained by a structure whereby the cost of restoring the structure to its before damaged condition would equal or exceed 50 percent of the market value of the structure before the damage occurred. The term does not include any alteration of or exterior addition to a damaged "historic structure," provided that the alteration or addition will not preclude the structure's continued designation as a "historic structure."

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"Substantial improvement" means any reconstruction, rehabilitation, addition, or other proposed new development of a structure, the cost of which equals or exceeds 50 percent of the market value of the structure before the "start of construction" of the improvement. This term includes structures that have incurred "substantial damage", regardless of the actual repair work performed. The term does not, however, include either:

1. Any project for improvement of a structure to correct existing violations of state or local health, sanitary, or safety code specifications which have been identified by the local code enforcement official and which are the minimum necessary to assure safe living conditions, or

2. Any alteration of, or attached exterior addition to, an "historic structure," provided that the alteration or addition will not preclude the structure's continued designation as an "historic structure."

Sec. 2A.282. ADMINISTRATION

a. FLOODPLAIN ADMINISTRATOR. The City Administrator shall be the Floodplain Administrator, as defined by federal and state floodplain management laws and regulations, and for purposes of the City's participation in the National Flood Insurance Program administered by the United States Department of Homeland Security. The duties and responsibilities of the Floodplain Administrator shall include, but not be limited to providing oversight and guidance for the administration of floodplain management requirements and policies; designating flood prone areas within City jurisdiction by obtaining, reviewing, and reasonably using appropriate base flood data available from federal, state or other sources; maintaining and updating flood prone area maps in a form sufficient for public review and use; and providing floodplain management reports and information as required by applicable federal, state and local requirements. The City Administrator may delegate some or all of these duties and responsibilities to appropriate City staff.
b. Floodplain and flood prone area maps.

1. The Floodplain Administrator shall designate flood prone areas within City jurisdiction by obtaining, reviewing, and reasonably using appropriate base flood data available from federal, state or other sources; and shall maintain and update flood prone area maps in a form sufficient for public review and use.

2. In addition, areas of special flood hazard identified by FEMA in its adopted final flood insurance studies FIRMs, and FBFBMs that are located outside San Francisco and contain City-owned and operated facilities, including but not limited to the "Flood Insurance Study (FIS) for the County of San Mateo," dated August 5, 1986, with accompanying FIRMs and FBFBMs, dated July 5, 1984, and all subsequent amendments and/or revisions, are hereby adopted by reference and declared to be a part of this ordinance.

bc. As provided by Appendix D to the San Francisco Charter and in accordance with Chapter 1A of the San Francisco Building Code, the Department of Building Inspection is responsible for reviewing all development permit applications to determine whether the permit requirements of this ordinance have been satisfied, whether all other required state and federal permits have been obtained; and whether the site is reasonably safe from flooding.

ed. As provided by Section 4.114 of the San Francisco Charter, the San Francisco Port Commission, acting by and through its Chief Harbor Engineer, is responsible for reviewing all development permit applications for buildings and structures within the Port Commission's jurisdiction to determine whether the permit requirements of this ordinance have been satisfied, whether all other required state and federal permits have been obtained; and whether the site is reasonably safe from flooding. Under the Charter, the Port Commission has authority to adopt All-building standards for construction in Port areas designated by the City Administrator as flood prone shall be that are consistent with the requirements of this ordinance and applicable federal and state floodplain management regulations, and which building

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standards shall become effective when such building standards are adopted by the Port Commission.

de. All building standards for construction on City-owned property located outside the boundaries of the City and in areas designated by FEMA as flood prone shall be consistent with the requirements of this ordinance and applicable federal and state floodplain management regulations. Each City department with jurisdiction over the operations and maintenance of such property shall determine whether the building standards requirements of this ordinance have been satisfied, whether all other required state and federal permits have been obtained; and whether the site is reasonably safe from flooding.

Sec. 2A.283. PROVISIONS FOR FLOOD HAZARD REDUCTION

a. Permits. A permit or other applicable approval shall be obtained for all proposed construction of buildings and structures located within a floodplain or flood prone area designated as such by the City Administrator in accordance with Section 2A.282(b), and shall be issued in accordance with applicable procedures for authorizing such construction within the appropriate City departments' jurisdiction. No building, structure or land shall be constructed, located, extended, converted, or altered within a floodplain or flood prone area without full compliance with the requirements of this ordinance and other applicable regulations. The City Administrator shall maintain a record of the elevation (in relation to NAVD88) of the lowest floor (including basement) of all new and substantially improved structures, and the elevation (in relation to NAVD88) to which all structures that were floodproofed in accordance with Section 2A.283(b), (c) or (d) of this Article.

b. Standards Of Construction for flood prone areas designated pursuant to section 2A.282(b)(l) of this article.

1. If a proposed building site is in a flood-prone area, all new construction and substantial improvements shall:

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A. Be designed (or modified) and adequately anchored to prevent flotation, collapse, or lateral movement of the structure resulting from hydrodynamic and hydrostatic loads, including the effects of buoyancy.

B. Be constructed:

i. With materials and utility equipment resistant to flood damage;

ii. Using methods and practices that minimize flood damage;

C. With electrical, heating, ventilation, plumbing and air conditioning equipment and other service facilities that are designed and/or located so as to prevent water from entering or accumulating within the components during conditions of flooding.

2. The Chief Harbor Engineer of the Port of San Francisco and the Floodplain Administrator shall consult and coordinate with FEMA to create appropriate building standards for developing any finger piers located in flood prone areas in Port jurisdiction, before publication of FEMA’s final FIRM for San Francisco. 

No later than October 1, 2008, the Floodplain Administrator shall provide a report to the Board of Supervisors regarding the creation of such building standards.

3. Standards For Subdivisions. If a subdivision proposal is in a flood-prone area, any such proposals shall be reviewed to assure that:

4A. All such proposals are consistent with the need to minimize flood damage within the flood prone area;

4B. All public utilities and facilities such as sewer, gas, electrical, and water systems are located and constructed to minimize or eliminate flood damage; and

4C. Adequate drainage is provided to reduce exposure to flood hazards.

4D. Standards For Utilities. All new and replacement water supply and sanitary sewage systems shall be designed to minimize or eliminate:

4E. Infiltration of flood waters into the systems, and
2B. Discharge from the systems into floodwaters.

c. Standards Of Construction for floodplain areas designated pursuant to section 2A.282(b)(2) of this article. In addition to the standards of construction set forth in section 2A.283(b), all new construction and substantial improvements shall be designed and constructed in accordance with the requirements of San Francisco Building Code section 1612, as amended from time to time.

ed. Variances.

1. A variance from the standards provided by the section may be granted by the appropriate approval authority for a parcel of property with physical characteristics so unusual that complying with the requirements of this ordinance would create an exceptional hardship to the applicant or the surrounding property owners. Variances shall be issued upon a determination that the variance is the minimum necessary, considering the flood hazard, to afford relief. Variance determinations shall include a showing of good and sufficient cause that:

A. Failure to grant the variance would result in exceptional hardship to the applicant; and

B. The granting of a variance will not result in increased flood heights, additional threats to public safety, or extraordinary public expense, create a nuisance, cause fraud and victimization of the public, or conflict with existing local laws or ordinances.

2. Notwithstanding subsection 2A.284(c)(1) 2A.283(d)(1) above, variances may be issued for new construction, substantial improvement, and other proposed new development to be erected on a lot of one-half acre or less in size contiguous to and surrounded by lots with existing structures constructed below the base flood level.

3. Notwithstanding subsection 2A.284(c)(1) 2A.283(d)(1) above, variances shall be issued for:
A. The repair or rehabilitation of, or exterior addition to, historic structures upon a determination that the proposed repair, rehabilitation or addition will not preclude the structure's continued designation as an historic structure.

B. New construction, substantial improvement, and other proposed new development necessary for the conduct of a functionally dependent use, provided that the structure or building is protected by methods that minimize flood damages, and that issuance of the variance does not result in additional threats to public safety or create a public nuisance.

Section 2A.284. LIABILITY. The degree of flood protection required by this ordinance is considered reasonable for regulatory purposes and is based on scientific and engineering considerations. This ordinance shall not create liability on the part of the City and County of San Francisco, any officer or employee thereof, the State of California, or the Federal Insurance Administration, Federal Emergency Management Agency, for any flood damages that result from reliance on this ordinance or any administrative decision made hereunder.

Section 2A.285. SEVERABILITY. This ordinance and the various parts thereof are hereby declared to be severable. Should any section of this ordinance be declared by the courts to be unconstitutional or invalid, such decision shall not affect the validity of the ordinance as a whole, or any portion thereof other than the section so declared to be unconstitutional or invalid.

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

By:
John Roddy
Deputy City Attorney

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Ordinance amending the floodplain management program established by Chapter 2A, Article XX, Sections 2A.280 - 2A.285 to the San Francisco Administrative Code; providing requirements for designating floodplains and for construction and development in floodplains.

March 16, 2010 Board of Supervisors - PASSED, ON FIRST READING
Ayes: 9 - Avalos, Campos, Chiu, Chu, Daly, Dufty, Elsbernd, Mar and Maxwell
Excused: 2 - Alicto-Pier and Mirkarimi

March 23, 2010 Board of Supervisors - FINALLY PASSED
Ayes: 10 - Avalos, Campos, Chiu, Chu, Daly, Dufty, Elsbernd, Mar, Maxwell and Mirkarimi
Excused: 1 - Alicto-Pier

I hereby certify that the foregoing Ordinance was FINALLY PASSED on 3/23/2010 by the Board of Supervisors of the City and County of San Francisco.

Angela Calvillo
Clerk of the Board

Mayor Gavin Newsom

Date Approved 3/25/2010