



Making San Francisco Bay Better

May 16, 2013

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The Honorable Edmund G. Brown Jr., Governor
Honorable Members of the California Legislature:

SUBJECT: 2012 Annual Report

I am pleased to provide you with the 2012 annual report of the San Francisco Bay Conservation and Development Commission (BCDC), which summarizes the activities we have carried out to implement the McAteer-Petris Act, the Suisun Marsh Preservation Act, the federal Coastal Zone Management Act, and the California Oil Spill Prevention and Response Act. During 2012 BCDC continued to aggressively address the impacts of climate change as we fulfill our dual obligations to make San Francisco Bay a more productive estuarine ecosystem and to advance the economic vitality of the region that surrounds the Bay.

BCDC was established in 1965 as the nation's first state coastal management agency. Under the Commission's stewardship, the century-long diking, draining and filling that had reduced the Bay's size by one-third has ended. Over the past 46 years nearly 27.4 square miles of Bay habitat have been restored, public trails and parks have been opened along 128.7 miles of the Bay shoreline, and over \$19.19 billion in productive waterfront development has been built. Last year alone we approved \$362 million in new development, which will make nearly 3.0 more miles of the Bay's waterfront available for public use and enjoyment. The wetland restoration projects we approved in 2012 will enlarge the Bay by 201 acres

BCDC was created primarily to prevent the Bay from getting still smaller from unneeded landfill projects, but global warming is presenting a new challenge for us: accelerated sea level rise that will make the Bay larger threatens waterfront communities, infrastructure, businesses and natural resources. To help the public understand this problem, we have produced maps showing the areas around the Bay that are vulnerable to flooding from sea level rise over the next century. Over 280 square miles of low-lying land are in danger of being flooded from sea level rise by mid-century and over 330 square miles are vulnerable by 2100. The homes of over a quarter million residents, major highways, rail lines, airports and businesses worth over 60 billion dollars are located in these low-lying areas. We are working with our local, regional, state and federal partners to plan for and adapt to future sea level rise.

The Bay Area continues to feel the impact of the worldwide economic recession, although our regional economy is beginning to rebound. In 2012 we processed 117 regulatory applications, 27 fewer than the previous year.

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In addition to the attached statistical summary of our work in 2012, following are some of our most important accomplishments last year.

- While BCDC deals primarily with Bay management, we also continue to serve as an international leader in the development of a regional climate resilience strategy with particular emphasis on addressing sea level rise. As part of this initiative in 2012 we accomplished the following:
 - To provide local governments with assistance in dealing with sea level rise, we continued our partnership with the National Oceanic and Atmospheric Administration (NOAA), the Metropolitan Transportation Commission and Caltrans, on the Adapting to Rising Tides (ART) Project. The ART Project is using financial support from NOAA and the Federal Highway Administration to bring community officials and stakeholders together, to collectively gain a better understanding of how sea level rise and other climate change impacts will affect the Bay Area's ecosystems, infrastructure, and economy. In 2012, the ART project team completed the *Existing Conditions and Stressors Report* and the *Vulnerability and Risk Assessment Report*. In the fall of 2012, the ART Working Group and project team began collaborating on the adaptation strategy.
 - We provided training for local governments and organizations in partnership with the Gulf of the Farallones National Marine Sanctuary, PRBO Conservation Science, the Bay Area Ecosystems Climate Change Consortium and the U.S. Geological Survey. Sponsors included the NOAA Office of Ocean and Coastal Resource Management and the San Francisco Bay National Estuarine Research Reserve. The symposium, entitled *Planning for the Bay of the Future: Resources for Coastal Climate Change Adaptation* provided local governments and organizations information on available climate change related planning tools.
 - We are continuing to participate in five important initiatives that leverage our capacity for addressing climate change. The first is with our sister agencies in the California Natural Resources Agency to implement the ocean and coastal resources component of the California Climate Adaptation Strategy. The second is with the San Francisco Estuary Partnership to study the resilience of Bay Area wetlands to climate change using funding from the U.S. Environmental Protection Agency. The third is with the U.S. Geological Survey, which uses funding provided by the U.S. Army Corps of Engineers to study sediment transport in the Bay because an adequate supply of sediment is essential for wetlands to adapt to sea level rise. The fourth is with the San Francisco Estuary Institute to study the projected migration of head of tide on tributaries to San Francisco Bay as sea level rises to develop protocols for identifying the head of tide zone and methods for assessing impacts of its migration. The fifth is with the State Coastal Conservancy and several other agencies and organizations to complete a technical update of the Baylands Goals to address climate change.
- We addressed the following significant planning issues last year:
 - We amended the *San Francisco Waterfront Special Area Plan* to accommodate an international cruise ship terminal on Pier 27.
 - We amended the *San Francisco Waterfront Special Area Plan* to allow vessel berthing as part of the 34th America's Cup races.

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- We amended the *San Francisco Bay Plan* and the *San Francisco Bay Area Seaport Plan* to facilitate redevelopment of the Hunters Point Naval Shipyard in San Francisco.
- We completed review and revisions of the County of Solano's component of the Suisun Marsh Local Protection Program.
- We initiated work on revisions to the Suisun Resource Conservation District's component of the Suisun Marsh Local Protection Program.
- We initiated BCDC's participation in statewide disaster response planning.
- We opposed the provision of Assembly Bill 57, which requires BCDC's representative to MTC to be a resident of San Francisco approved by the mayor. The bill also increased the Metropolitan Transportation Commission (MTC) from 19 to 21 members by adding new members from Oakland and San Jose and prohibits more than 3 residents of one county to be members of MTC.
- We opposed Assembly Bill 2226, which would require BCDC and other state and local government agencies to apply more restrictive Evidence Code standards to determine whether an applicant has a sufficient ownership interest in a property when applying for a permit.
- We addressed the following significant regulatory issues last year:
 - We amended a permit to the California Department of Transportation for constructing the new east span of the Bay Bridge to authorize construction of a temporary pile-supported trestle that will be used to remove the 1936-era east span of the San Francisco–Oakland Bay Bridge.
 - We issued a permit to replace an aggregate off-loading wharf, construct an adjacent seawall, and implement public access at the Port of Redwood City.
 - We issued a permit to undertake improvements associated with the 34th America's Cup international sailing races to be held in the Summer/Fall of 2012 and 2013, and to install associated public access improvements along much of the northern and eastern San Francisco waterfront.
 - We issued a permit to construct an approximately 90,000-square-foot cruise ship terminal, a 2.7-acre ground transportation area, and a 2.73-acre public access plaza at Pier 27 in the Port of San Francisco.
 - We issued a permit to construct a 1,900-foot-long segment of a bike/pedestrian path on a subsided levee along Smith Slough in Redwood City.
 - We worked with the San Pedro Cove Homeowners Association (HOA) in San Rafael, Marin County, who completed public access improvements to guarantee open water, open space, and public access areas, to comply with a Commission Cease and Desist and Civil Penalty Order.
 - We resolved violations at the Craneway Pavilion, located at the Ford Assembly Plant's wharf in Richmond, Contra Costa County, resulting in a \$50,000 contribution to the Bay Trail Project, to be used for new improvements on the Richmond shoreline.
 - We worked with and supported the Richardson's Bay Regional Agency (RBRA) application to the California Department of Resources Recycling and Recovery (CalRecycle) for \$495,000 to supplement its abandoned vessel removal efforts in Richardson's Bay, Marin County. On December 5, 2012, CalRecycle approved the RBRA's application.

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- We continued the many partnerships we have with other organizations to leverage our capabilities and integrate our programs with complementary efforts. Among the most important of these efforts were the following:
 - BCDC serves as a voting member of the regional Joint Policy Committee, which is coordinating efforts of the four Bay Area regional agencies that have responsibility for air quality, transportation and land use planning and Bay management in developing the region's first sustainable communities strategy, *Plan Bay Area* pursuant to S.B. 375, and to prepare a regional sea level rise strategy.
 - Recognizing that San Francisco Bay and the Sacramento-San Joaquin Delta are a single estuarine system that requires an integrated management approach, we continued our efforts to coordinate planning for the Bay and the Delta by serving on the Delta Conservancy board.
 - We coordinated with the Water Emergency Transit Authority in planning for numerous ferry facilities throughout the Bay area.
 - We participated in quarterly "Abandoned Vessels" meetings hosted by the U.S. Coast Guard and also attended by the U.S. Army Corps of Engineers, State Lands Commission, Regional Water Quality Control Board, County Sheriff departments, local police departments, marine salvors and non-governmental organizations, such as the San Francisco Baykeeper.
 - We continued our partnership with the U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, the San Francisco Regional Water Quality Control Board, and stakeholders, on the Long Term Management Strategy for Placement of Dredged Material in the Bay Region (LTMS) and the Dredged Material Management Office.
 - We partnered with the San Francisco Estuary Partnership, the San Francisco Estuary Institute, the San Francisco Bay Joint Venture and the Bay Area Flood Protection Agencies Association, to examine ways to improve or realign flood protection channels to efficiently transport sediment into wetlands and to the Bay shoreline, in a way that meets regulatory guidelines.

We are proud to inherit the responsibility for continuing to save the Bay, and we welcome the challenges and opportunities we face as we try to make the Bay better for future generations.

Sincerely,

R. ZACHARY WASSERMAN
Chair

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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2012 ANNUAL REPORT

SUMMARY OF PERMITS, FILL AND MITIGATION ¹									
Year	Major Permits ¹		Minor Permits ²		Permit amend-ments	Net change in Bay surface ³ (acres)	Total Project cost ⁴ (\$000,000)	Public access (acres)	Public access (miles)
	granted	denied	granted	denied					
1970	12	1	66	0		- 72.0			
1971	26	4	61	0		- 25.1			
1972	12	3	80	0		- 7.0			
1973	17	1	71	0		- 4.4			
1974	20	0	107	1		+ 274.0			
1975	10	0	87	0		+ 5.0	100		
1976	14	0	110	0		- 2.2	43		
1977	20	0	116	0	104	+ 16.8	100	21.4	
1978	23	1	104	4	90	- 1.9	152	46.1	9.6
1979	34	0	120	2	103	+ 3.4	93	25.1	
1980	19	1	105	1	101	+ 30.0	470	134.0	
1981	23	0	134	0	125	+ 44.5	130	42.2	
1982	26	0	104	0	115	+ 262.0	379	27.0	5.0
1983	23	0	105	0	131	+ 5.0	395	26.0	6.0
1984	15	3	135	0	130	+ 12.0	97	12.0	7.0
1985	15	1	98	0	104	+ 60.0	200	35.0	6.3
1986	20	0	108	0	112	+ 11.0	639	35.0	5.1
1987	16	2	108	0	104	- 2.0	68	6.0	1.1
1988	17	1	119	2	137	+ 152.2	125	3.3	0.9
1989	17	0	114	1	144	+ 1.7	107	12.7	1.5
1990	17	1	112	0	151	- 1.5	127	12.7	2.0
1991	8	1	61	0	163	- 0.7	400	4.0	5.6
1992	10	1	84	0	140	- 1.6	97	10.4	1.9
1993	8	1	89	0	122	+ 50.1	26	0.2	0.3
1994	11	1	114	0	96	+ 1.6	383	264.0	6.9
1995	15	0	72	0	107	+ 549.6	136	2.8	0.9
1996	7	0	93	0	97	- 1.0	60	3.1	2.2
1997	14	2	109	0	94	+ 75.0	733	14.1	2.9
1998	15	1	109	0	130	+ 38.5	518	16.4	3.3
1999	10	0	103	0	124	+ 258.0	828	67.2	8.4
2000	21	0	85	0	141	+ 112.4	4,640	40.0	1.9
2001	14	0	67	0	67	+ 5,649.3	2,770	34.8	11.1
2002	6	0	75	0	103	+ 1.1	118	2.5	0.5
2003	11	0	59	0	79	+ 118.7	471	28.8	3.8
2004	7	0	74	0	95	+ 493.0	408	11.2	1.5
2005	8	0	57	0	93	+ 3,807.0	382	3.4	4.5
2006	1	0	35	0	114	+ 70.0	169	0.7	0.4
2007	8	0	52	0	71	+ 2,560.0	459	3.5	9.7
2008	5	0	39	0	73	+961.0	552	12.7	6.5
2009	4	0	40	0	74	+174.0	500	1.5	0.2
2010	8	0	65	0	95	+1,562.0	251	11.5	4.8
2011	3	0	20	0	121	+74	1,700	77.8	3.9
2012	5	0	38	0	74	+201	362	6.7	3.0
TOTAL	595	26	3,704	11	3,924	17,514.5	\$19,188	1,055.8	128.7

¹Projects authorized by permits and federal consistency concurrences. Some authorized projects have not been built, and some projects may have been changed pursuant to subsequent permit amendments.

²Smaller projects approved administratively or under regionwide permits.

³The area of the Bay created or restored, including salt ponds converted to tidal action, less the area of the Bay authorized to be filled pursuant to major permits and major consistency determinations through 1987. Thereafter, significant administrative permits and amendments are included in the data.

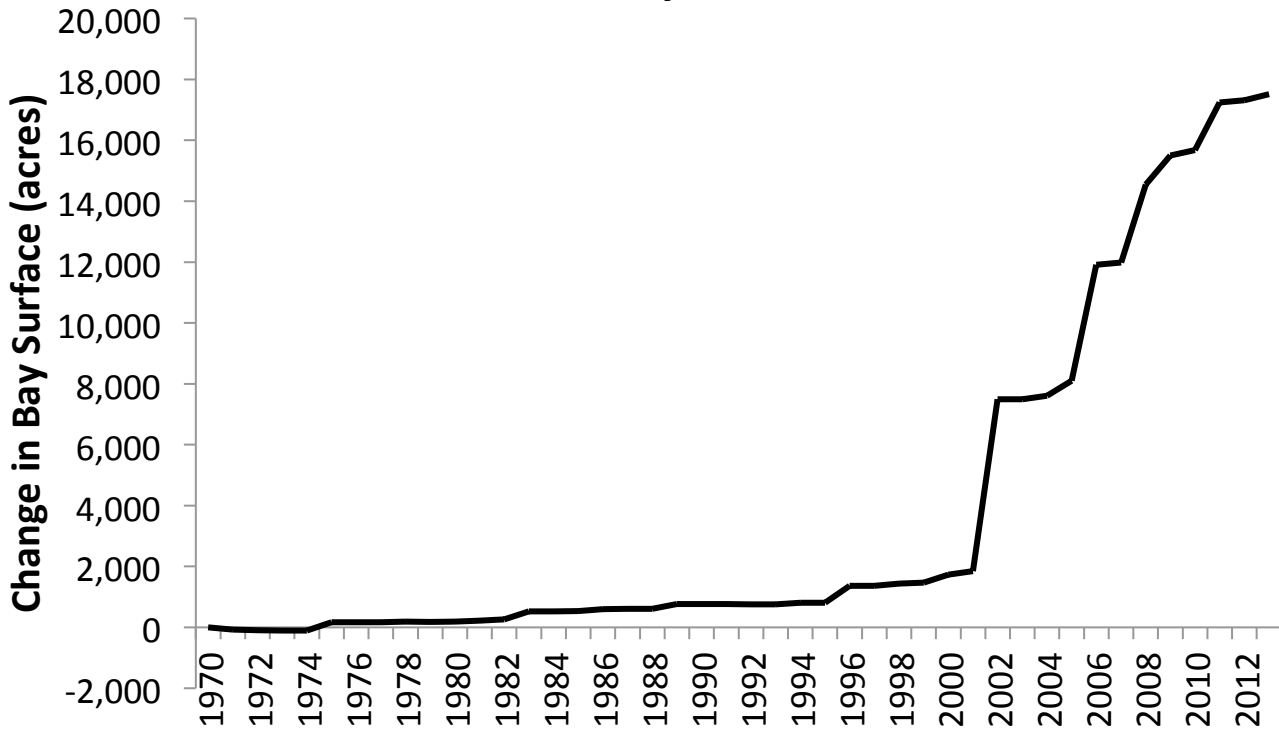
⁴Major and minor permits only.

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION
2012 ANNUAL REPORT

SUMMARY OF ENFORCEMENT ACTIVITIES	
Caseload at the beginning of 2012:	151
New cases opened in 2012:	48
Cases closed in 2012:	22
Caseload at the end of 2012:	178
Cease and Desist Orders issued:	0
Cases referred to the Attorney General:	0
Civil penalties received:	\$12,040

WORK PROGRAM AND BUDGET				
WORK PROGRAM	FY 11-12		FY 12-13	
	<i>PY</i>	<i>\$000</i>	<i>PY</i>	<i>\$000</i>
Core Program				
Permits/Consistency Determinations	10.1	1,131	11.2	1,134
Enforcement	1.9	228	1.9	231
General Planning	5.4	612	5.9	636
Executive, Legal and Legislative Support	5.6	706	6.0	715
Administration, Commission and Clerical Support	9.6	1,135	10.0	1,147
Total, Core Program	32.6	\$3,812	35.0	\$3,863
Special Fund Projects				
Enforcement (Bay Fill Clean-up Fund)	0.2	100	0.8	263
Permits (Federal Coastal Act Grant)	0.9	159	0.9	149
Enforcement (Federal Coastal Act Grant)	0.3	50	0.3	50
Climate Change (Federal Coastal Act Grant)	0.5	85	0.6	95
Climate Adaptation Pilot (Federal Coastal Act Grant)	0.3	30	0.8	113
Federal Coastal Impact Assistance Program	0.0	135	0.0	205
Regional Collaboration (Metropolitan Transportation Commission)	1.0	330	1.0	300
Oil Spill Prevention and Response Planning (Department of Fish and Game)	0.9	170	0.7	140
Transportation Project Review (Caltrans)	1.8	253	1.8	253
Association of Bay Area Governments (ABAG)	0.0	9	0.0	46
Bay Plan Amendments	0.0	170	0.0	383
Total, Special Fund Projects	5.9	1,491	6.9	1,997
TOTAL PROGRAM	38.5	\$5,303	41.9	\$5,860
BUDGET				
Expenditures				
Personal Services		3,883		3,907
Operating Expenses and Equipment		1,420		1,953
Total Expenditures		\$5,303		\$5,860
Revenue				
General Fund		3,812		3,863
Bay Fill Clean-up and Abatement Fund		100		263
Reimbursements from Federal Grants		458		604
Reimbursements from Other Sources		933		1,130
Total Revenues		\$5,303		\$5,860

Net Increase in Bay Surface Since 1970



Net Increase in Public Access Since 1970

