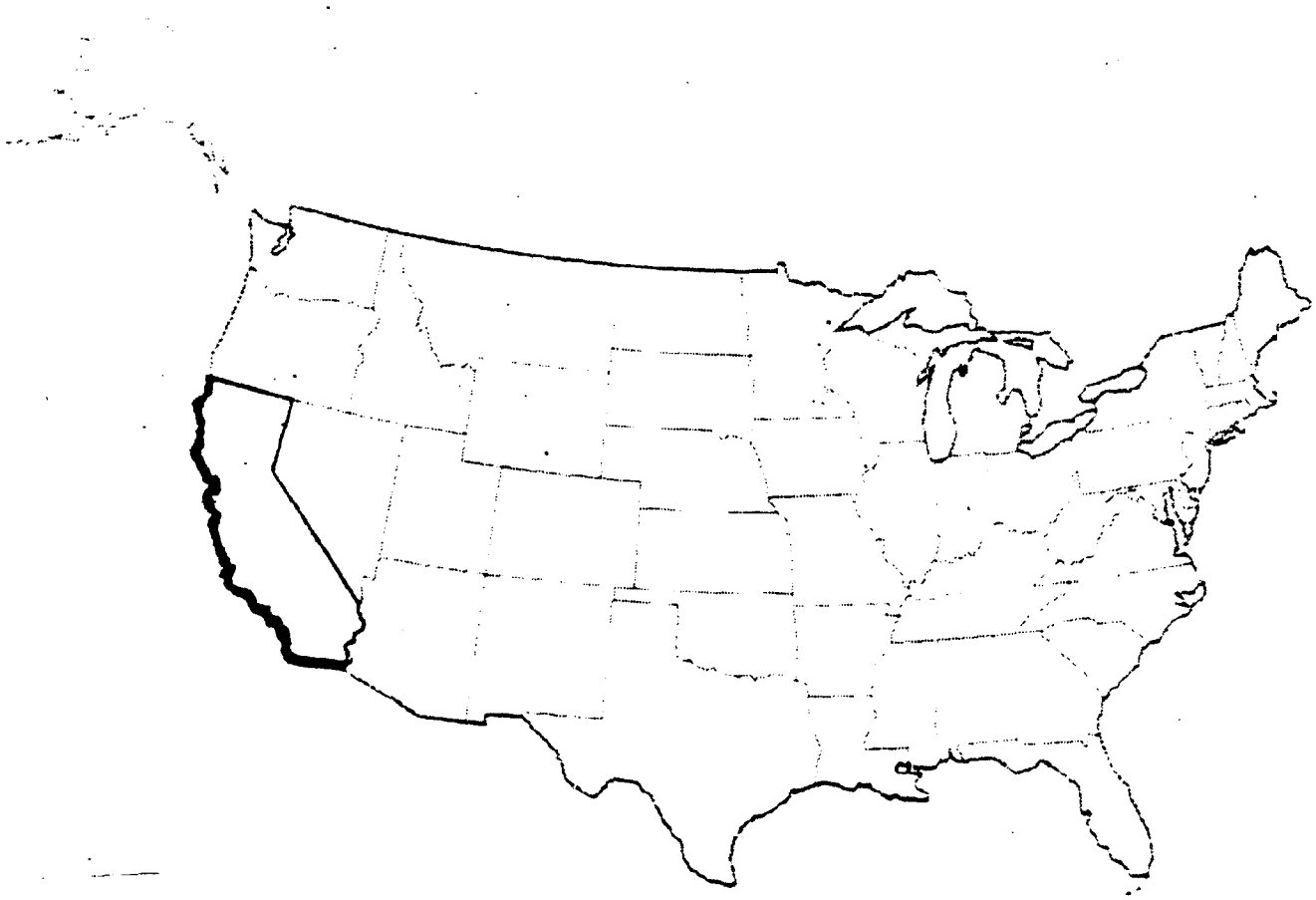
# California's Coast:

## A State-Federal Partnership in the Management of Coastal and Marine Resources



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California Coastal Commission

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NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION
NOAA
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## THE COAST OF CALIFORNIA

California's earliest inhabitants realized the value of the State's 1,100-mile coastline. Indian tribes relied on the coast, its sloughs and estuaries, for much of their food. Tree trunks carried south on ocean currents were transformed into boats, utensils, and tools. Abalone shells were used as currency.

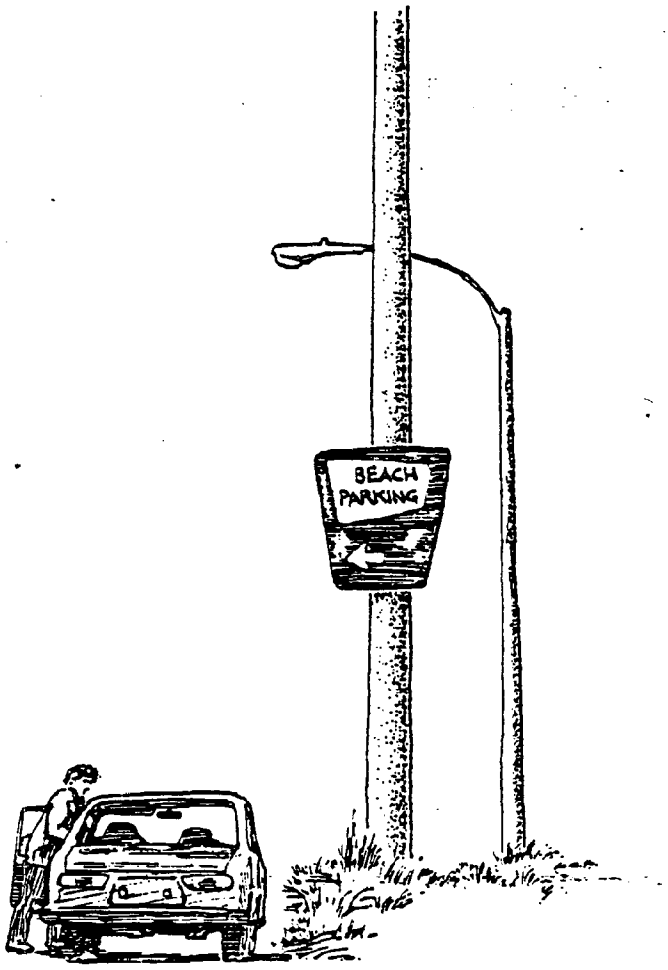
Later inhabitants also depended on the coast. Great harbors and port cities developed to serve the early Spanish colonists and the 49'ers. Burgeoning timber and fishing industries contributed to the rise of population centers such as San Francisco, Eureka, and Monterey. Wartime industries located in San Francisco Bay and around the Los Angeles area created an even greater need for coastal facilities.

As California's population grew, pressure mounted on the limited shoreline; industry, homes, hotels, large private ranches, and commercial development all competed for their piece of the shore. Growth along the coast rocketed ahead relatively uncontrolled.

Competing demands on the coast were, and are today, as varied as the coast itself.

California's coastal features range from the rugged stormy crags of the north to the broad sandy beaches of the south; from the eroding coastal bluffs around San Diego to the rocky sentinels of Big Sur; and from the once extensive and now almost extinct wetlands of southern California to the rich river mouths of the State's wild northern rivers.

California's coastal management program takes into account these many facets of geography, combines them with underlying yet crucial social factors, and spells out a blueprint for sound, responsible stewardship of some of the Nation's most spectacular coastline.



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# COASTAL ZONE MANAGEMENT: THE STATE PROGRAM

The California Coastal Management Program is comprised of two segments, one for the San Francisco Bay and the other for the remainder of California's coast. The management program for the San Francisco Bay segment, which is administered by the Bay Conservation and Development Commission (BCDC), was approved by the Secretary of Commerce on February 16, 1977. The management program for the rest of the coast, which is administered by the California Coastal Commission (the Commission), was approved on November 7, 1977.

The Commission was designated as the lead agency for program implementation under Section 306 of the CZMA. The State has received a total of $35 Million in federal funds from the period February 1977 through 1982 for program implementation. BCDC receives approximately 10 percent of the federal grant.

California's coastal management program was formally launched in 1972 when the voters passed Proposition 20, the California Coastal Zone Conservation Act. "Prop 20's" temporary authority to regulate development along the coast was executed by six regional coastal commissions and a parent body, the state commission. The commissions were also charged with preparing a master plan for the entire coast, which was completed in 1975.

The Legislature incorporated most of the plan's policies in the California Coastal Act of 1976, which established one permanent state Coastal Commission and six temporary Regional Coastal Commissions to control development within the State's coastal zone. The Act also set up an innovative process to return development control to local governments after the cities and counties prepared their own coastal plans. These Local Coastal Programs (LCPs) must incorporate the Act's policies and apply them locally.

The California Coastal Commission consists of 12 voting Commissioners and three ex-officio non-voting members. All voting commissioners are appointed to two year terms by either the Governor, Senate Rules Committee, or the Speaker of the Assembly. The three non-voting members represent the Business and Transportation Agency, the Resources Agency, and the State Lands Commission.

In addition to issuing coastal permits, approving local plans, and reviewing projects for federal consistency, the Commission has other responsibilities. It disperses Coastal Energy Impact Program funds, participates in the national marine and estuarine sanctuary programs, reports to the State Energy Commission where power plants should be located along the coast, and works closely with BCDC and the Coastal Conservancy (see below) to manage the State's coastal access program.

The BCDC operates under the McAteer-Petris Act of 1965. Proposed developments involving placement of fill, dredging, or substantial changes in the use of the shoreline within the designated San Francisco Bay shoreline area require a BCDC permit. The BCDC management plan, called the San Francisco Bay Plan, is used to review permits for the Bay. The Suisun Marsh Protection Act of 1974 expanded the BCDC jurisdiction to include the Suisun Marsh wetlands.

A fourth coastal statute, the Conservancy Act of 1976, established the Coastal Conservancy which implements State coastal policies on agricultural land protection, critical area restoration, public access, and resource

# NOAA SUPPORTS CALIFORNIA

In addition to the Office of Coastal Zone Management and the National Sea Grant Program, other NOAA agencies provide services to the State of California.

Two national Marine Fisheries Service regional offices are based in California. The Southwest Regional Office is located in Terminal Island. This office coordinates operational activities for the southwest region which includes California, Nevada, Arizona, Hawaii, Guam, American Samoa, the Northern Marianas, and the Trust Territories of the Pacific Islands. Their responsibilities cover planning, organizing, and implementing fishery management and conservation programs including regulatory requirements, fishery development, recreational fisheries, the preparation of fisheries management plans, permit review, and coordination with CZM.

La Jolla is the site of the Southwest Fisheries Center which conducts an integrated multidisciplinary research program in biology, mathematics, oceanography, economics, and computer sciences for the purpose of developing scientific information to support the management and allocation of fishery resources. These research studies are carried out in laboratories in La Jolla and Tiburon, California; Honolulu, Hawaii; and at the Pacific Environmental Group at Monterey.

NMFS Western Inspection Office in Bell, California, runs a voluntary seafood inspection program that is supported by fees charged to the users. This program permits fishing industry representatives to obtain the Department of Commerce seal of approval on their products, provided they meet certain requirements related to plant sanitation, product wholesomeness, and processing operation.

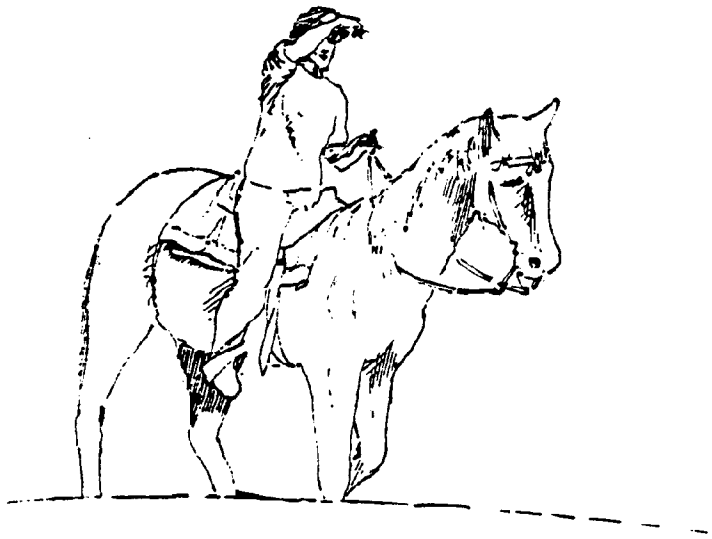
The National Earth Satellite Service has field offices in Redwood City.

The Environmental Data and Information Service maintains a liaison office in La Jolla.

Monterey is the site for the NOAA Commissioned Corps' Field Office.

NOAA's Regional General Counsel is located in Terminal Island.

Also located around the State are over 130 weather observation stations operated by, or under the supervision of, the National Weather Service.

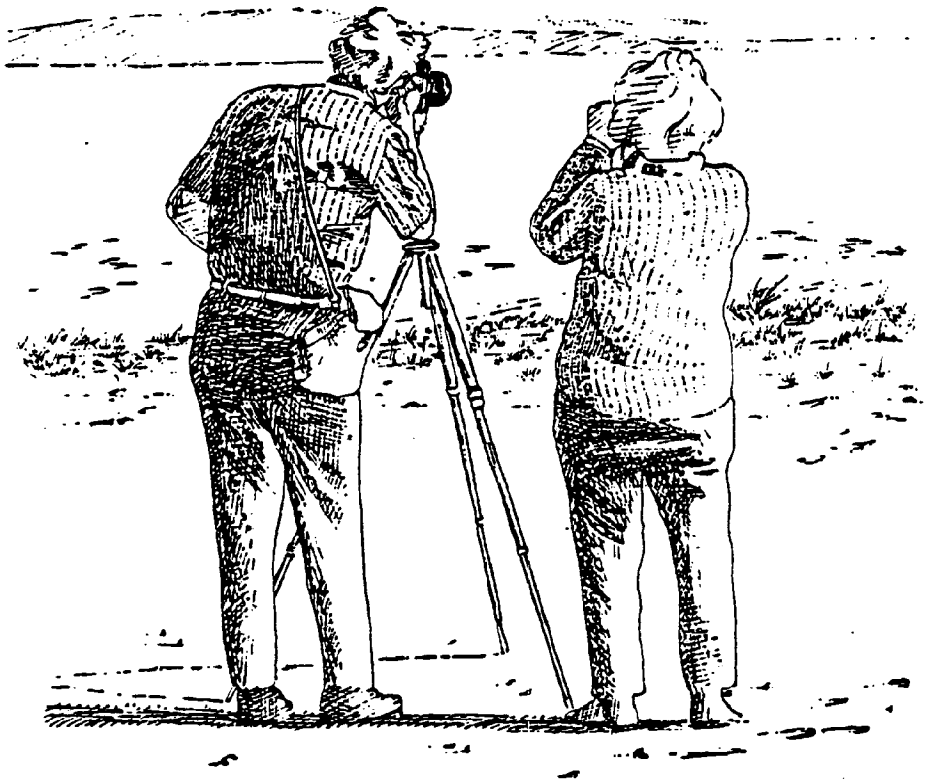


# CALIFORNIA COASTAL ACT POLICIES

The California Coastal Commission has responsibility for implementing the State's Coastal Act. The Act contains specific policies for public access, recreation, marine resources, land resources, residential and industrial development, and port development. These policies are implemented through the coastal development permit process and the development and certification of LCPs that the Act requires all coastal cities and counties to prepare. These policies are described below.

## Recreation

When the Coastal Commission reviews a permit application, it must consider many factors, including the development's location and the type of proposed use. If the project is located on shorefront land, recreational uses have priority over residential, industrial, or general commercial development, but not over agriculture or coastal dependent industries. Projects that provide or support recreation include parks, motels, hotels, hostels, campgrounds, and parking areas.



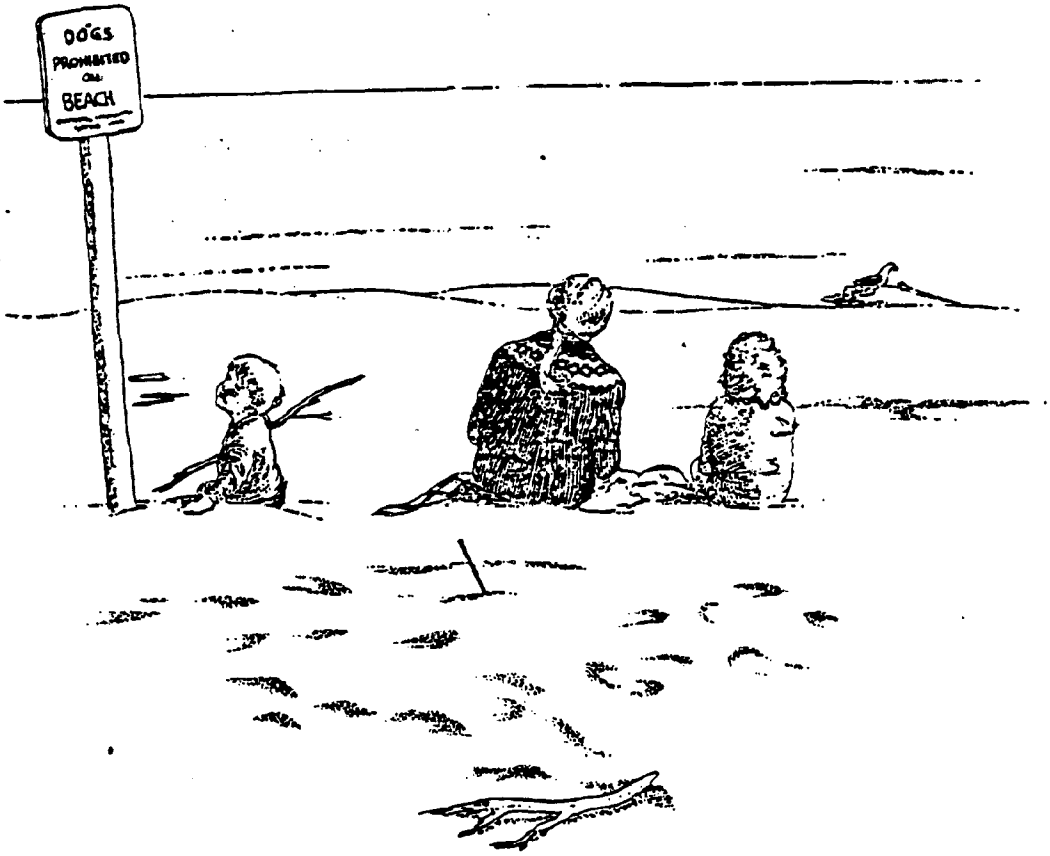
of marine life, exceptionally scenic shoreline, and proximity to the San Francisco metropolitan area, the sanctuary is an important area for wildlife and recreation.

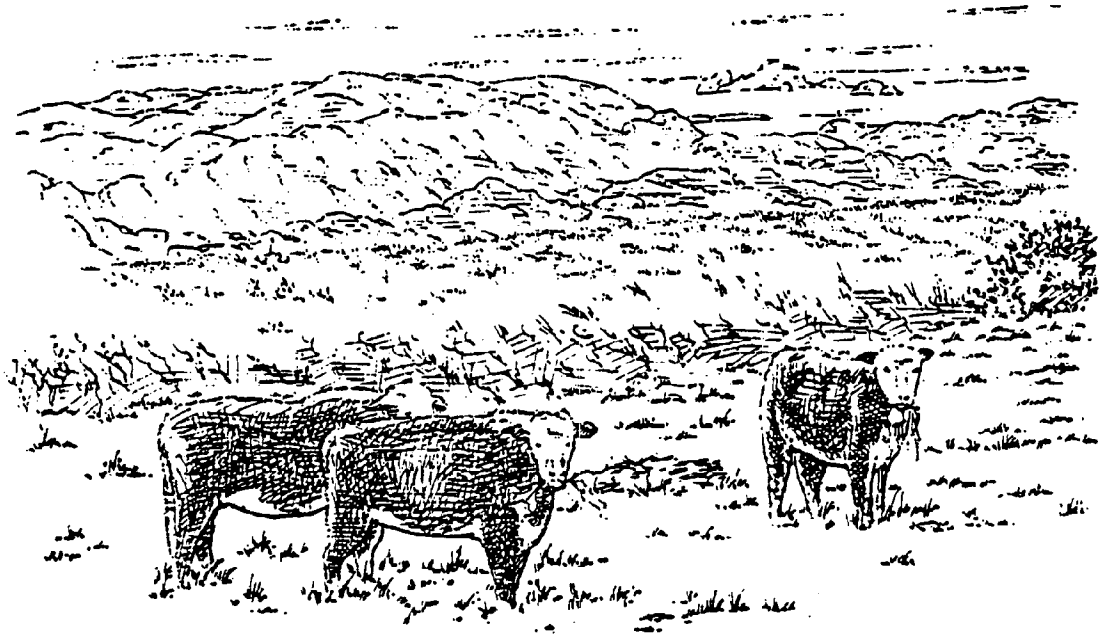
The Farallon Islands serve as a valuable nesting area for more than half of all California's nesting seabirds. More than 100,000 pairs of seabirds breed on the islands each year. The large seabird populatins at the island led to the establishment of a national wildlife refuge at the islands in 1909. Both the islands and the mainland provide fairly remote nesting sites, yet they are adjacent to rich foraging areas.

The islands are the most important breeding and nesting site for seals and sea lions in northern California, attracting thousands of harbor seals, stellar sea lions, and elephant seals.

Commercial and sport fishing and aquaculture are important economic activities in and near the Sanctuary.

The Sanctuary is managed cooperatively by the California Department of Fish and Game, the National Park Service, and OCRM/NOAA.





Today nearly 46 percent of the coast is open to the public, compared with 42 percent just ten years ago.

Surfers, swimmers, sunbathers, fishermen, skindivers, shell-hounds, volleyball players, dog walkers...all have their own reasons for wanting to go to the beach. California's Coastal Act guarantees there will be a beach to go to and a way to get there.

## Agricultural Preservation

Certain agricultural crops grow only in the coastal zone. Brussel sprouts and artichokes need the moderate, foggy climate of central California. Strawberries flourish on southern coastal terraces. The farmed wetlands of northern California support a thriving dairy industry. As the demand to develop coastal areas increases, enormous pressure is applied to convert these productive lands to urban uses.

The Coastal Act mandates the protection of agricultural lands. Many LCPs designate urban/rural boundaries to contain urban sprawl within certain limits. Some counties and cities have placed a minimum size on agriculture parcels to prevent their subdivision into parts too small to be farmed economically. Other jurisdictions have limited new development to guarantee adequate water supply for agriculture.

to begin a phased closure of the area. Other plans include the acquisition of the wetlands, restoration measures, and interpretive and educational programs.

o The State Lands Commission used $105,964 in CEIP funds to study the nature and extent of major natural oil and gas seeps in the Santa Barbara Channel. Once the physical data was gathered and analyzed, it was hoped that a facility could be designed to capture the escaping oil and gas and transport it onshore for processing, thus improving air quality. Based in part on the data collected in this project, Atlantic Richfield Company developed a containment device for a major seep near its Platform Holly in the Santa Barbara Channel. The Coastal Commission granted a permit for the device, which was installed in September 1982.

## THE NATIONAL ESTUARINE SANCTUARY PROGRAM

The National Estuarine Sanctuary Program makes 50 percent matching grants to coastal States to acquire, develop, and operate estuarine areas as natural field laboratories. These areas are to be used primarily for long-term scientific and education programs.

Establishment of a national estuarine sanctuary ensures that students and the general public can learn about ecology and the environment in a natural setting. A further benefit is the protection of vital habitats for estuarine dependent plant and animal life, including endangered species.

To date, the federal government has designated 15 estuarine sanctuaries. Two are in California -- Elkhorn Slough in Monterey County and the Tijuana River in San Diego County.

### Elkhorn Slough National Estuarine Sanctuary

The Elkhorn Slough is central California's largest wetland. It includes sand and mud bottoms, open water, marshlands, salt ponds, and scattered dikes and levees. The slough is used by more than 100 species of migratory birds, including the endangered Brown Pelican and Clapper Rail. The 1,200-acre sanctuary, created in 1979, also serves as a nursery for many varieties of spawning fish.

The sanctuary is managed by the State Fish and Game Department, which is coordinating the restoration, preservation, and permanent management of the sanctuary.

OCRM provided approximately $1 million in matching grants to purchase land surrounding the Slough and is also providing California with $50,000 annually for five years to manage the sanctuary. The sanctuary will be open to the public in 1983.

### Tijuana River National Estuarine Sanctuary

This sanctuary, encompassing approximately 2,531 acres, is located between the City of Imperial Beach and the Mexican border. The estuary has a narrow ocean mouth with sand dunes on both sides. Portions of the estuary extend one and one half miles inland and run three miles parallel to the shore.

Located on the Pacific Flyway, the estuary is regularly inhabited by about 20 species of shorebirds. Eight varieties of reptiles and one amphibian, the Pacific Treefrog, are also found within the sanctuary.

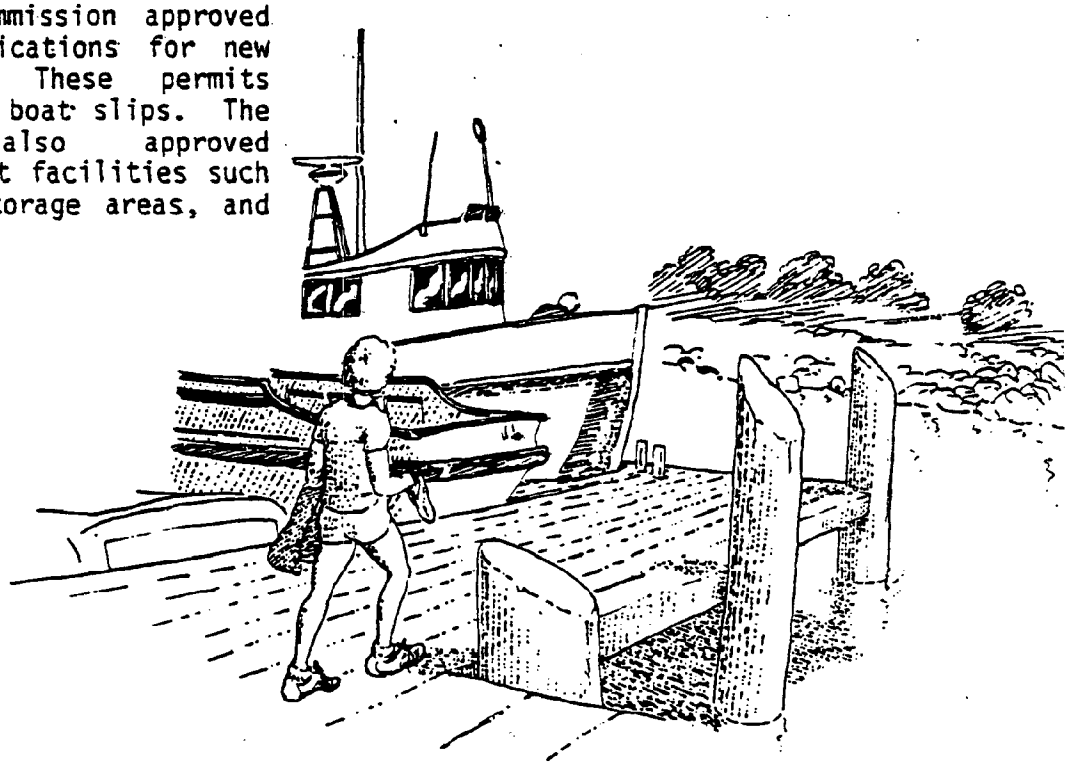
The Tijuana River National Estuarine Sanctuary will provide a coordinated and cooperative management plan for the

## Commercial Fishing and Recreational Boating

The coast is used by many people for many different purposes. For some, the coast is a place to live; for others, it is a place to enjoy; and for some, it serves as a place to earn a living. Recreational boating and commercial fishing are important coastal dependent activities with a high priority in the California Coastal Act.

Recreational boating is a popular and growing pastime, especially in southern California. The Coastal Act states specifically that this use of the coast is to be encouraged by developing dry storage areas, increasing public launching facilities, providing additional berthing spaces in existing harbors, and limiting nonwater-dependent uses that interfere with or preclude boating facilities. Under the Act, the Commission has permit authority over all proposed recreational boating facilities. In permit decisions made from 1973 through 1981, the Commission approved 409 of the 426 applications for new boating facilities. These permits resulted in 9,666 new boat slips. The Commission has also approved construction of support facilities such as fuel docks, dry storage areas, and pump-out stations.

Harbor space for commercial fishing operations often competes with recreational boating and, in some areas, large container ships. The fishing industry plays an important part in the economy of many coastal communities--each year approximately 470 million pounds of fish and shellfish are caught in California's marine waters. Commission action on permits, Port Master Plans, and Local Coastal Programs protect the interests of the commercial fishing industry. For example, in the San Mateo County LCP, sewer and water capacity are reserved equally for commercial and recreational boating. The Marin County LCP requires that no less than 80 percent of all new boating facilities in Bodega Bay be reserved for commercial fishing.



Although most of the fill area is still vacant, including the shoreline, Long Beach built a new convention and cultural center that includes a sports arena, two theaters, an exhibition hall, meeting rooms and offices. The rest of the area will be developed with a mix of commercial, residential and recreational uses.

In keeping with Coastal Act policies to increase public access and to reserve coastal land for recreation, the LCP calls for development of a large shoreline park, a network of bicycle and pedestrian pathways throughout the entire area, a new marina for 1,700 boats, public fishing platforms, and a small recreational-vehicle park.

Along the waterfront, the major issue is public access. Most of the shoreline is bordered by crowded residential neighborhoods that lack parking for beach-goers. The parking problem cannot be resolved easily because there are few undeveloped places near the beach that can be acquired and converted for parking. Recognizing the parking and traffic problems, the LCP contains these policies as one way of increasing access: divert commuter traffic from most residential streets, improve public transportation, create a bicycle path along the beach and, where possible, expand existing public parking lots.

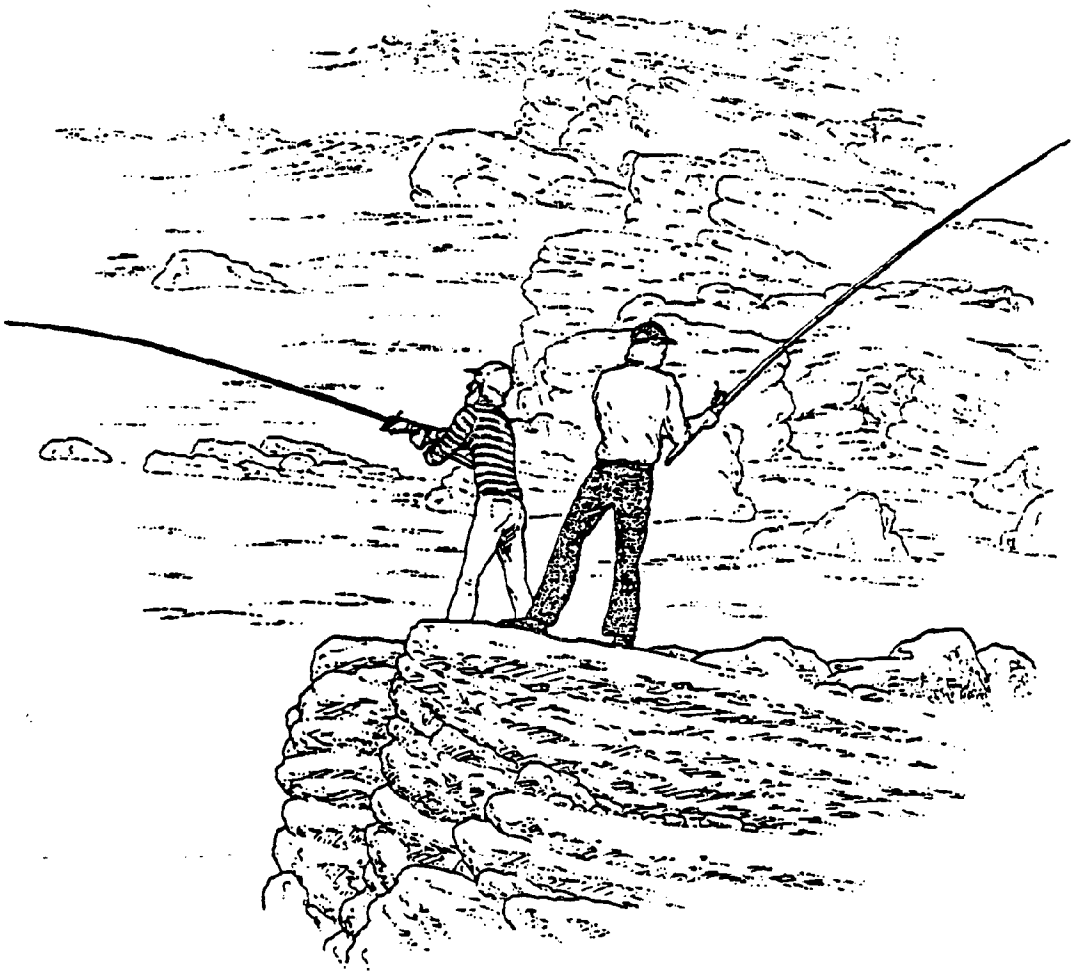
## Southeastern Long Beach

The southeastern portion of Long Beach poses difficult but not unusual land use conflicts. One of the largest undeveloped parcels in the city is adjacent to what remains of the once-extensive Los Cerritos Wetlands. This area was once a major estuary where the San Gabriel River met the Pacific. It had lagoons, inland waterways, and marshes that were filled with birds, wildlife, and indigenous plants. During the last century, the river and estuary were diked in many places, the marshes were "reclaimed" and built on, and recreational waterways were created.

The most heated public hearings on the LCP centered on whether the wetlands should be preserved or restored, and whether a large new residential development should be built adjacent to the wetlands. Although the Coastal Act precludes developing a wetland, it allows new development adjacent to a "degraded wetland" if the plan includes restoration of the wetland. The Long Beach LCP called for leaving the wetlands as they are until the city can study various restoration designs, assess the potential impacts from the proposed development, and determine the boundaries of the wetland.

The strict control of these activities has led to some of the most heated controversy before the Commission. The definition and designation of "wetlands" often is disputed by local governments, the Commission, and property owners who want to develop. A "wetland" designation determines how much and what kind of development is allowed. The State Fish and Game Department makes those determinations.

The Coastal Act provides for a trade-off in developing degraded wetlands: a certain percentage may be developed if the remainder is restored to its formerly productive condition.



# LOCAL COASTAL PROGRAMS

While the Commission has been reviewing and approving applications to build along the coast, cities and counties have been preparing to assume this role. This transition began as soon as the Coastal Act went into effect in January 1977.

To make this transition, the Act requires each of the 67 local governments in the Coastal Zone to prepare its own Local Coastal Program (LCP). The LCP has two parts: a land use plan and implementing zoning ordinances. After the Commission has approved the Plan, the LCP serves as the coastal management program for the community. Each LCP reflects the coastal issues and concerns of a specific area.

There are four major steps in the LCP process: (1) identify coastal conservation and development issues and prepare an outline of the work needed to address those issues; (2) complete the land use plan; (3) prepare the zoning regulations to carry out the land use plan; (4) and receive certification from the Commission.

The LCP process starts with the local governments; funding is supplied by the Coastal Commission. The length of time it takes a city or county to prepare and adopt its LCP varies. Once the LCP is submitted to the Commission for review, the Commission begins public hearings to take action on the plan.

After public hearings, the Commission decides if the plan complies with Coastal Act policies. If the Commission denies the plan, it recommends changes so that the LCP will comply with the Coastal Act. Once the Commission approves an LCP, the local government assumes permit responsibility for development in the coastal zone, except where state tidelands or public trust lands are involved. Only certain types of permit decisions by local governments can be appealed to the State Commission for review: (1) projects on the immediate shorefront and along coastal bluffs, wetlands or streams; (2) major energy or public works projects; (3) development permitted under the plan; and (4) in specially designated "sensitive" areas. All appeals must show that the local decision conflicted with the certified Local Coastal Program.

By the end of 1982, more than 80 percent of the LCP land use plans had been approved by the Commission and 15 jurisdictions were issuing their own coastal permits under certified LCPs. The Commission anticipates that most cities and counties will be issuing their own permits under certified LCPs by the end of 1983.

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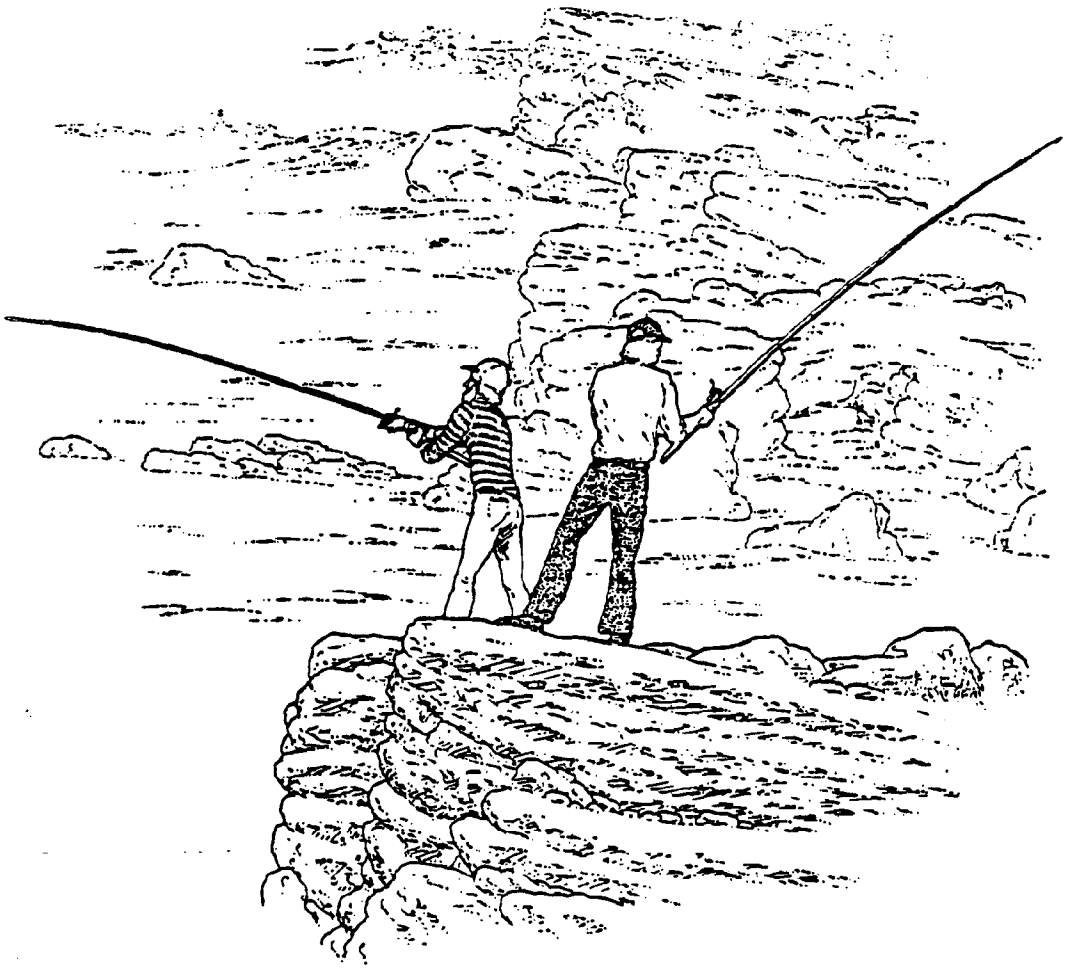

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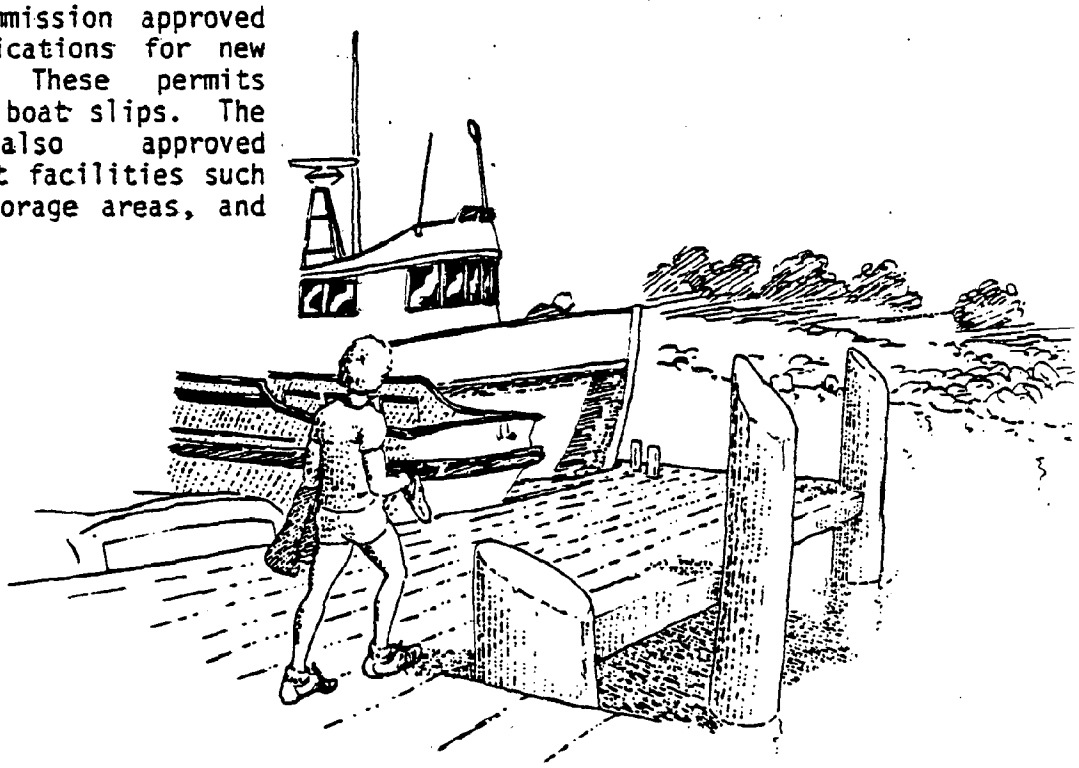
## Commercial Fishing and Recreational Boating

The coast is used by many people for many different purposes. For some, the coast is a place to live; for others, it is a place to enjoy; and for some, it serves as a place to earn a living. Recreational boating and commercial fishing are important coastal dependent activities with a high priority in the California Coastal Act.

Recreational boating is a popular and growing pastime, especially in southern California. The Coastal Act states specifically that this use of the coast is to be encouraged by developing dry storage areas, increasing public launching facilities, providing additional berthing spaces in existing harbors, and limiting nonwater-dependent uses that interfere with or preclude boating facilities. Under the Act, the Commission has permit authority over all proposed recreational boating facilities. In permit decisions made from 1973 through 1981, the Commission approved 409 of the 426 applications for new boating facilities. These permits resulted in 9,666 new boat slips. The Commission has also approved construction of support facilities such as fuel docks, dry storage areas, and pump-out stations.

Harbor space for commercial fishing operations often competes with recreational boating and, in some areas, large container ships. The fishing industry plays an important part in the economy of many coastal communities--each year approximately 470 million pounds of fish and shellfish are caught in California's marine waters. Commission action on permits, Port Master Plans, and Local Coastal Programs protect the interests of the commercial fishing industry. For example, in the San Mateo County LCP, sewer and water capacity are reserved equally for commercial and recreational boating. The Marin County LCP requires that no less than 80 percent of all new boating facilities in Bodega Bay be reserved for commercial fishing.



to begin a phased closure of the area. Other plans include the acquisition of the wetlands, restoration measures, and interpretive and educational programs.

o The State Lands Commission used $105,964 in CEIP funds to study the nature and extent of major natural oil and gas seeps in the Santa Barbara Channel. Once the physical data was gathered and analyzed, it was hoped that a facility could be designed to capture the escaping oil and gas and transport it onshore for processing, thus improving air quality. Based in part on the data collected in this project, Atlantic Richfield Company developed a containment device for a major seep near its Platform Holly in the Santa Barbara Channel. The Coastal Commission granted a permit for the device, which was installed in September 1982.

## THE NATIONAL ESTUARINE SANCTUARY PROGRAM

The National Estuarine Sanctuary Program makes 50 percent matching grants to coastal States to acquire, develop, and operate estuarine areas as natural field laboratories. These areas are to be used primarily for long-term scientific and education programs.

Establishment of a national estuarine sanctuary ensures that students and the general public can learn about ecology and the environment in a natural setting. A further benefit is the protection of vital habitats for estuarine dependent plant and animal life, including endangered species.

To date, the federal government has designated 15 estuarine sanctuaries. Two are in California -- Elkhorn Slough in Monterey County and the Tijuana River in San Diego County.

### Elkhorn Slough National Estuarine Sanctuary

The Elkhorn Slough is central California's largest wetland. It includes sand and mud bottoms, open water, marshlands, salt ponds, and scattered dikes and levees. The slough is used by more than 100 species of migratory birds, including the endangered Brown Pelican and Clapper Rail. The 1,200-acre sanctuary, created in 1979, also serves as a nursery for many varieties of spawning fish.

The sanctuary is managed by the State Fish and Game Department, which is coordinating the restoration, preservation, and permanent management of the sanctuary.

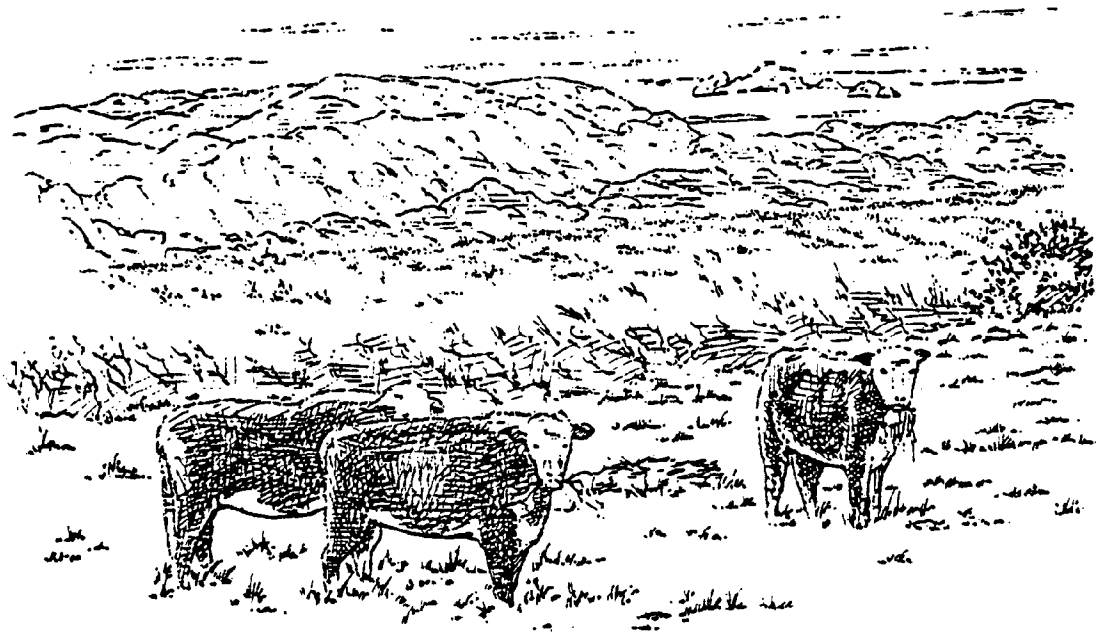
OCRM provided approximately $1 million in matching grants to purchase land surrounding the Slough and is also providing California with $50,000 annually for five years to manage the sanctuary. The sanctuary will be open to the public in 1983.

### Tijuana River National Estuarine Sanctuary

This sanctuary, encompassing approximately 2,531 acres, is located between the City of Imperial Beach and the Mexican border. The estuary has a narrow ocean mouth with sand dunes on both sides. Portions of the estuary extend one and one half miles inland and run three miles parallel to the shore.

Located on the Pacific Flyway, the estuary is regularly inhabited by about 20 species of shorebirds. Eight varieties of reptiles and one amphibian, the Pacific Treefrog, are also found within the sanctuary.

The Tijuana River National Estuarine Sanctuary will provide a coordinated and cooperative management plan for the



Today nearly 46 percent of the coast is open to the public, compared with 42 percent just ten years ago.

Surfers, swimmers, sunbathers, fishermen, skindivers, shell-hounds, volleyball players, dog walkers...all have their own reasons for wanting to go to the beach. California's Coastal Act guarantees there will be a beach to go to and a way to get there.

## Agricultural Preservation

Certain agricultural crops grow only in the coastal zone. Brussel sprouts and artichokes need the moderate, foggy climate of central California. Strawberries flourish on southern coastal terraces. The farmed wetlands of northern California support a thriving dairy industry. As the demand to develop coastal areas increases, enormous pressure is applied to convert these productive lands to urban uses.

The Coastal Act mandates the protection of agricultural lands. Many LCPs designate urban/rural boundaries to contain urban sprawl within certain limits. Some counties and cities have placed a minimum size on agriculture parcels to prevent their subdivision into parts too small to be farmed economically. Other jurisdictions have limited new development to guarantee adequate water supply for agriculture.

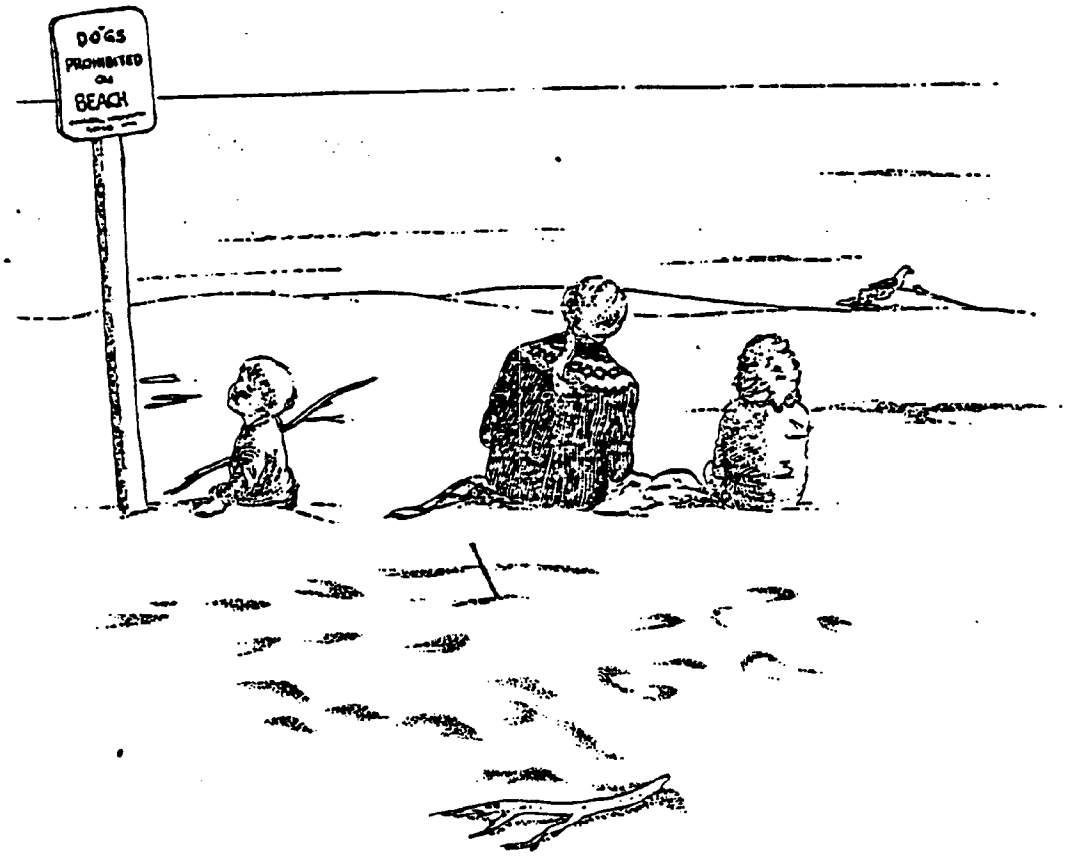
of marine life, exceptionally scenic shoreline, and proximity to the San Francisco metropolitan area, the sanctuary is an important area for wildlife and recreation.

The Farallon Islands serve as a valuable nesting area for more than half of all California's nesting seabirds. More than 100,000 pairs of seabirds breed on the islands each year. The large seabird populatins at the island led to the establishment of a national wildlife refuge at the islands in 1909. Both the islands and the mainland provide fairly remote nesting sites, yet they are adjacent to rich foraging areas.

The islands are the most important breeding and nesting site for seals and sea lions in northern California, attracting thousands of harbor seals, stellar sea lions, and elephant seals.

Commercial and sport fishing and aquaculture are important economic activities in and near the Sanctuary.

The Sanctuary is managed cooperatively by the California Department of Fish and Game, the National Park Service, and OCRM/NOAA.

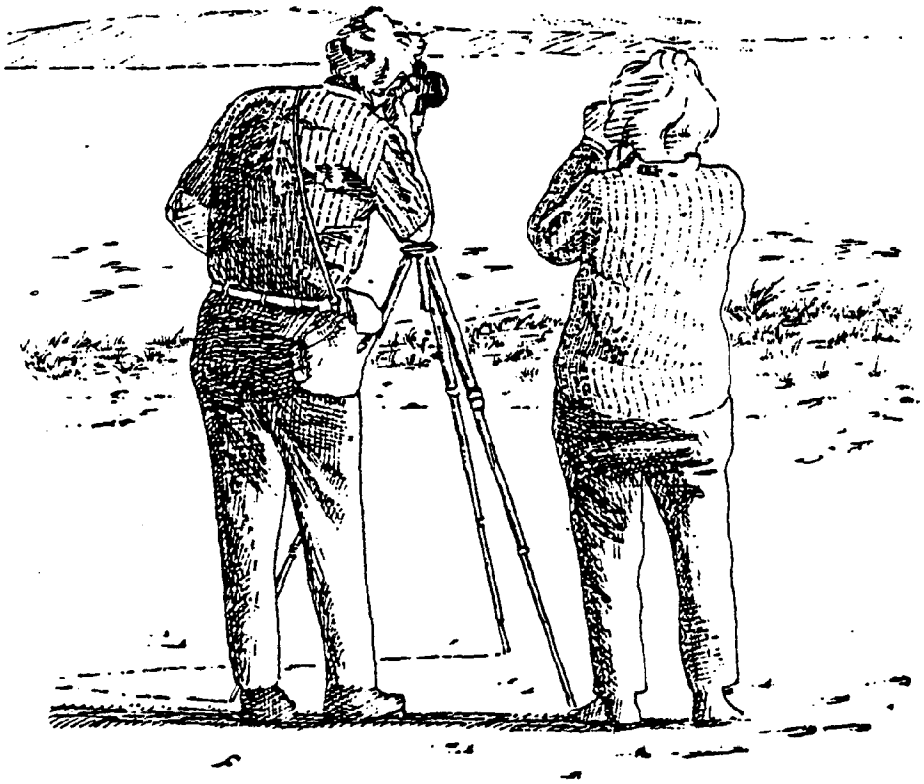


# CALIFORNIA COASTAL ACT POLICIES

The California Coastal Commission has responsibility for implementing the State's Coastal Act. The Act contains specific policies for public access, recreation, marine resources, land resources, residential and industrial development, and port development. These policies are implemented through the coastal development permit process and the development and certification of LCPs that the Act requires all coastal cities and counties to prepare. These policies are described below.

## Recreation

When the Coastal Commission reviews a permit application, it must consider many factors, including the development's location and the type of proposed use. If the project is located on shorefront land, recreational uses have priority over residential, industrial, or general commercial development, but not over agriculture or coastal dependent industries. Projects that provide or support recreation include parks, motels, hotels, hostels, campgrounds, and parking areas.



# NOAA SUPPORTS CALIFORNIA

In addition to the Office of Coastal Zone Management and the National Sea Grant Program, other NOAA agencies provide services to the State of California.

Two national Marine Fisheries Service regional offices are based in California. The Southwest Regional Office is located in Terminal Island. This office coordinates operational activities for the southwest region which includes California, Nevada, Arizona, Hawaii, Guam, American Samoa, the Northern Marianas, and the Trust Territories of the Pacific Islands. Their responsibilities cover planning, organizing, and implementing fishery management and conservation programs including regulatory requirements, fishery development, recreational fisheries, the preparation of fisheries management plans, permit review, and coordination with CZM.

La Jolla is the site of the Southwest Fisheries Center which conducts an integrated multidisciplinary research program in biology, mathematics, oceanography, economics, and computer sciences for the purpose of developing scientific information to support the management and allocation of fishery resources. These research studies are carried out in laboratories in La Jolla and Tiburon, California; Honolulu, Hawaii; and at the Pacific Environmental Group at Monterey.

NMFS Western Inspection Office in Bell, California, runs a voluntary seafood inspection program that is supported by fees charged to the users. This program permits fishing industry representatives to obtain the Department of Commerce seal of approval on their products, provided they meet certain requirements related to plant sanitation, product wholesomeness, and processing operation.

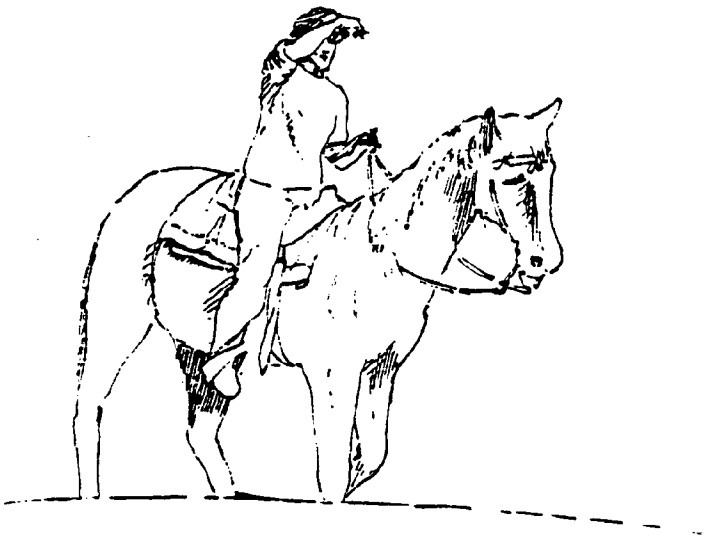
The National Earth Satellite Service has field offices in Redwood City.

The Environmental Data and Information Service maintains a liaison office in La Jolla.

Monterey is the site for the NOAA Commissioned Corps' Field Office.

NOAA's Regional General Counsel is located in Terminal Island.

Also located around the State are over 130 weather observation stations operated by, or under the supervision of, the National Weather Service.



# COASTAL ZONE MANAGEMENT: THE STATE PROGRAM

The California Coastal Management Program is comprised of two segments, one for the San Francisco Bay and the other for the remainder of California's coast. The management program for the San Francisco Bay segment, which is administered by the Bay Conservation and Development Commission (BCDC), was approved by the Secretary of Commerce on February 16, 1977. The management program for the rest of the coast, which is administered by the California Coastal Commission (the Commission), was approved on November 7, 1977.

The Commission was designated as the lead agency for program implementation under Section 306 of the CZMA. The State has received a total of $35 Million in federal funds from the period February 1977 through 1982 for program implementation. BCDC receives approximately 10 percent of the federal grant.

California's coastal management program was formally launched in 1972 when the voters passed Proposition 20, the California Coastal Zone Conservation Act. "Prop 20's" temporary authority to regulate development along the coast was executed by six regional coastal commissions and a parent body, the state commission. The commissions were also charged with preparing a master plan for the entire coast, which was completed in 1975.

The Legislature incorporated most of the plan's policies in the California Coastal Act of 1976, which established one permanent state Coastal Commission and six temporary Regional Coastal Commissions to control development within the State's coastal zone. The Act also set up an innovative process to return development control to local governments after the cities and counties prepared their own coastal plans. These Local Coastal Programs (LCPs) must incorporate the Act's policies and apply them locally.

The California Coastal Commission consists of 12 voting Commissioners and three ex-officio non-voting members. All voting commissioners are appointed to two year terms by either the Governor, Senate Rules Committee, or the Speaker of the Assembly. The three non-voting members represent the Business and Transportation Agency, the Resources Agency, and the State Lands Commission.

In addition to issuing coastal permits, approving local plans, and reviewing projects for federal consistency, the Commission has other responsibilities. It disperses Coastal Energy Impact Program funds, participates in the national marine and estuarine sanctuary programs, reports to the State Energy Commission where power plants should be located along the coast, and works closely with BCDC and the Coastal Conservancy (see below) to manage the State's coastal access program.

The BCDC operates under the McAteer-Petris Act of 1965. Proposed developments involving placement of fill, dredging, or substantial changes in the use of the shoreline within the designated San Francisco Bay shoreline area require a BCDC permit. The BCDC management plan, called the San Francisco Bay Plan, is used to review permits for the Bay. The Suisun Marsh Protection Act of 1974 expanded the BCDC jurisdiction to include the Suisun Marsh wetlands.

A fourth coastal statute, the Conservancy Act of 1976, established the Coastal Conservancy which implements State coastal policies on agricultural land protection, critical area restoration, public access, and resource

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## THE COAST OF CALIFORNIA

California's earliest inhabitants realized the value of the State's 1,100-mile coastline. Indian tribes relied on the coast, its sloughs and estuaries, for much of their food. Tree trunks carried south on ocean currents were transformed into boats, utensils, and tools. Abalone shells were used as currency.

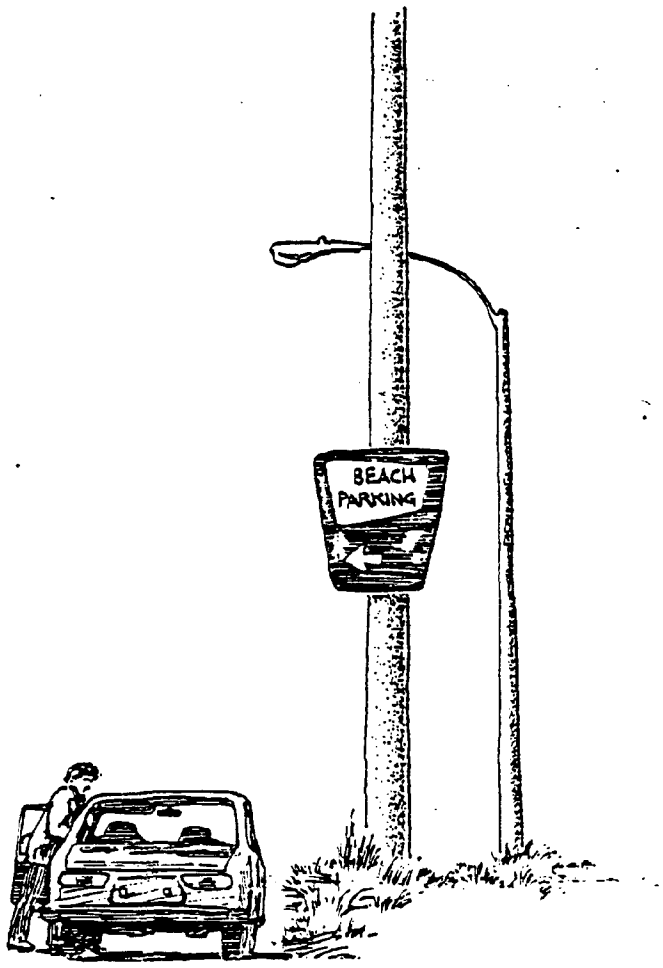
Later inhabitants also depended on the coast. Great harbors and port cities developed to serve the early Spanish colonists and the 49'ers. Burgeoning timber and fishing industries contributed to the rise of population centers such as San Francisco, Eureka, and Monterey. Wartime industries located in San Francisco Bay and around the Los Angeles area created an even greater need for coastal facilities.

As California's population grew, pressure mounted on the limited shoreline; industry, homes, hotels, large private ranches, and commercial development all competed for their piece of the shore. Growth along the coast rocketed ahead relatively uncontrolled.

Competing demands on the coast were, and are today, as varied as the coast itself.

California's coastal features range from the rugged stormy crags of the north to the broad sandy beaches of the south; from the eroding coastal bluffs around San Diego to the rocky sentinels of Big Sur; and from the once extensive and now almost extinct wetlands of southern California to the rich river mouths of the State's wild northern rivers.

California's coastal management program takes into account these many facets of geography, combines them with underlying yet crucial social factors, and spells out a blueprint for sound, responsible stewardship of some of the Nation's most spectacular coastline.



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