

San Francisco Bay Conservation and Development Commission

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TO: Commissioners and Alternates

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SUBJECT: Staff Report on the Regional Shoreline Adaptation Plan Progress
(For Commission consideration on February 1, 2024)

Summary

BCDC is developing a Regional Shoreline Adaptation Plan (RSAP), which is a region-wide plan for the Bay shoreline that guides the creation of coordinated, locally-planned sea level rise adaptation actions that work together to meet regional goals. Recent State legislation, SB 272: Sea Level Rise: Planning and Adaptation (Laird 2023), directs BCDC to develop guidelines for use by local governments to prepare subregional shoreline resiliency plans. The RSAP serves to implement these requirements. On February 1, staff will brief and seek feedback from the Commission on one component of the RSAP, the “One Bay” Vision. The purpose of the One Bay Vision is to describe what successful shoreline adaptation will look like in the face of rising sea level. This Vision will directly inform the development of guidelines for subregional plans to ensure that these plans serve to implement the desired outcomes. The One Bay Vision includes an overarching statement for the region as a whole, and statements and goals for eight key issue areas, including: a) Community Health and Wellbeing; b) Critical Infrastructure and Services; c) Ecosystem Health and Resilience; d) Governance, Collaboration, and Finance; e) Housing, Development, and Land Use; f) Public Access and Recreation; g) Shoreline Contamination; and h) Transportation and Transit. These are the same topic areas that will organize and drive the guidelines that BCDC will produce for subregional shoreline plans. The draft One Bay Vision applies Bay Adapt’s Guiding Principles, and incorporates the ideas and feedback received from over 500 individuals, advisory group members, and staff collected in fall 2023.

Staff Memo

Background

Bay Plan Climate Change Policy 6 states that “The Commission, in collaboration with the Joint Policy Committee, other regional, state and federal agencies, local governments, and the general public, should formulate a regional sea level rise adaptation strategy for protecting critical developed shoreline areas and natural ecosystems, enhancing the resilience of Bay and shoreline systems and increasing their adaptive capacity.”



To implement this policy, the Commission adopted the Bay Adapt Joint Platform in October 2021, a consensus-based strategy comprised of 9 actions and 21 tasks to protect people and the natural and built environment from rising sea levels. In January 2023, the Commission authorized BCDC to enter into a contract to accept funding from OPC and SCC to develop a Regional Shoreline Adaptation Plan (RSAP) to advance Bay Adapt Tasks 1.1, 5.1, 8.1, and 9.1, among other tasks, and RSAP development started later that month.

Then, in October 2023 the Governor signed SB 272: Sea Level Rise: Planning and Adaptation (Laird), which requires local governments along the San Francisco Bay shoreline to develop “subregional shoreline resiliency plans.” The legislation also requires BCDC to develop regional guidelines for these plans, and to review and approve these plans. The RSAP is BCDC’s answer to helping the region meet the requirements of SB 272 and position the region for strategic planning and funding to advance adaptation.

The RSAP consists of multiple elements that will define common values, project priorities, and standards for adaptation planning for the region. It will guide local jurisdictions in making adaptation decisions that contribute to both local protection and regional resilience. BCDC staff, in collaboration with a stakeholder Advisory Group, is working to develop the following elements of the RSAP:

- 1) A **“One Bay” regional vision** that articulates what successful shoreline adaptation will include to ensure long-term equity, protection, and prosperity, and from which specific targets, guidelines, and standards flow;
- 2) **Strategic regional priorities** that identify key adaptation opportunity areas and projects throughout the region using the One Bay Vision to guide priority criteria and directs local jurisdictions to consider adaptation planning land use decisions and projects in certain beneficial areas;
- 3) **Local planning guidelines** that lay out regionally consistent standards and practices to educate users on how to develop subregional plans, including considerations, minimum standards, and best practices for adaptation planning land use and project decisions; and,
- 4) A **technical and policy assistance** program to support the development of subregional plans featuring an online mapping platform containing the critical, standard data sets that will provide the technical basis for local land use and project development.

Ultimately, these work products will form the basis of widely-adopted subregional shoreline resiliency plans throughout the Bay shoreline that identify key local land use strategies and adaptation projects that are based in consistent science, advance regional goals and priorities, and position the region for strategic funding of priority projects. And, the Commission, in reviewing these plans, will ensure that they form a coherent regional shoreline adaptation plan to serve the entire Bay Area.



The RSAP is also positioned to advance 4 actions and tasks in the Bay Adapt Joint Platform, including:

- Action 1: Collaborate on a “One Bay” vision to adapt to rising sea levels.
 - Task 1.1: Create a long-term regional vision rooted in communities, bay habitats, and the economy.
- Action 5: Align local and regional plans into a unified adaptation approach.
 - Task 5.1: Provide incentives for robust, coordinated local adaptation plans.
- Action 8: Fund and facilitate faster adaptation projects.
 - Task 8.1: Incentivize projects that meet regional guidelines.
- Action 9: Track and report progress to guide future actions.
 - Task 9.1: Measure regional progress using metrics and share results.

One Bay Vision

At the February 1 Commission meeting, staff are seeking the Commission’s guidance on the draft One Bay Vision. The One Bay Vision serves as the foundation to develop the strategic regional priorities, the local planning guidelines, subregional plans, and ultimately the entire RSAP. The vision builds upon the Bay Adapt Guiding Principles and adds targeted and concrete long-term outcomes for adaptation in the Bay Area. Topic-specific guidelines will flow directly from its components and will drive how local land use plans and projects reflect the needs of community and regional resilience.

The One Bay Vision includes an overarching statement for the region as a whole and statements and goals for eight key issue areas, including: a) Community Health and Wellbeing; b) Critical Infrastructure and Services; c) Ecosystem Health and Resilience; d) Governance, Collaboration, and Finance; e) Housing, Development, and Land Use; f) Public Access and Recreation; g) Shoreline Contamination; and h) Transportation and Transit. These are the same topic areas that will organize and drive the guidelines that BCDC will produce for subregional shoreline plans.

The RSAP draft One Bay Vision was developed through significant outreach in fall 2023, including attending ten community outreach events, establishing an online survey, holding a public workshop, and seeking expert input. The vision reflects the region’s values and ambitions for a resilient future with timely and successfully coordinated adaptation.

Next Steps

Following the Commission’s review of the One Bay Vision, BCDC staff will use the vision to shape the strategic regional priorities and local planning guidelines. BCDC will continue to seek equitable public stakeholder engagement to inform the development of these products will continue through a second public workshop and series of local workshops co-hosted with up to five community-based organizations around the Bay Area in spring 2024. Staff will also continue to meet with the RSAP Advisory Group, the Local Electeds Regional Task Force, the Rising Sea



Level Commissioner Working Group, and the Commission to further shape and refine the strategic regional priorities and local planning guidelines. Staff intends to bring a complete draft of the RSAP for public comment and Commission consideration in Summer 2024, with the aim of Commission adoption by December 2024, as required by SB 272. Per SB 272, local governments must submit subregional plans to the Commission by January 1, 2034 for Commission approval.

One Bay Vision for A Resilient Future Shoreline

Regional Shoreline Adaptation Plan

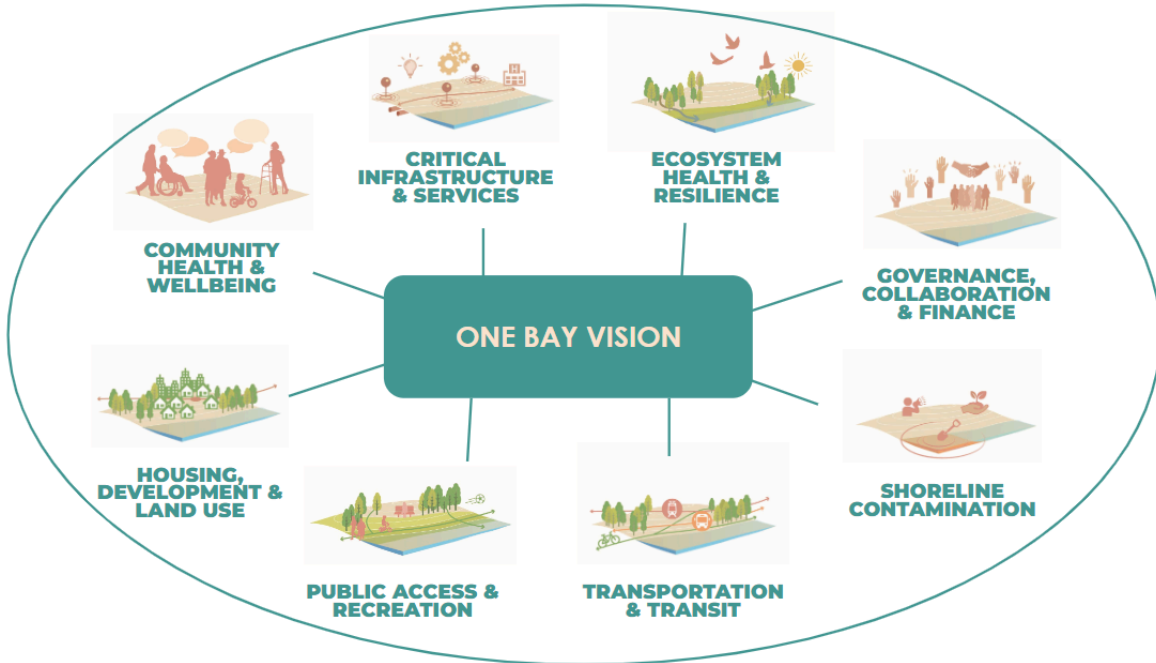
January 26, 2024



An image of two young people enjoying the Bay shoreline during sunset. Photo courtesy of Mithun.

Draft One Bay Vision

The Regional Shoreline Adaptation Plan (RSAP) draft One Bay Vision includes an overarching statement for the region as a whole, and statements and goals for eight key issue areas. The One Bay Vision serves as the foundation to develop the strategic regional priorities, the local planning guidelines, subregional plans, and ultimately the entire RSAP. The vision reflects the region's values and ambitions for a resilient future with timely and successfully coordinated adaptation.



The One Bay Vision includes statements for the region and eight topic areas, including: a) Community Health and Wellbeing; b) Critical Infrastructure and Services; c) Ecosystem Health and Resilience; d) Governance, Collaboration, and Finance; e) Housing, Development, and Land Use; f) Public Access and Recreation; g) Shoreline Contamination; and h) Transportation and Transit.

Regional Overarching

As sea levels rise, the Bay Area’s diverse communities come together to transform how we live, work, plan, and adapt along our changing shorelines.

In this future, communities are **healthy, safe**, and have greater **access** to the shoreline where they can feel connected to the Bay’s edge and experience the beauty and wonder of thriving **habitats** that sustain our quality of life. Our region remains **connected** so that networks of people and goods can move with ease and get to the places they need to go. The **services** we rely upon keep our communities and economies running and are designed for the long-term. Achieving this future will require **governments, the private sector, and communities** to make a commitment to equity, address past harms, and take on complex, interrelated challenges together. A resilient future for the San Francisco Bay Area starts now and continues for generations to come.

a. Community Health and Wellbeing

As sea levels rise...

Communities are healthy and vibrant.

To achieve this:

- Adapt Bay Area communities to safeguard all from the public health consequences of flooding and support healthy environments, public safety, and quality of life.
- Meaningfully engage and empower communities in adaptation decision-making processes, including language access.
- Address risks to essential community assets, services, and cultural resources.
- Prioritize economic opportunities from adaptation in disadvantaged communities through local hire, workforce development, and other community benefits.

b. Critical Infrastructure and Services

As sea levels rise...

Critical services are reliable.

To achieve this:

- Adapt existing local and regional critical infrastructure systems to maintain or improve service continuity for everyone, while minimizing vulnerabilities of new infrastructure networks to future flooding hazards.
- Integrate flooding hazards into emergency management services planning and operations.
- Prioritize adaptations that address service deficiencies in underserved communities.

c. Ecosystem Health and Resilience

As sea levels rise...

Healthy Baylands ecosystems thrive.

To achieve this:

- Protect, restore, and enhance Baylands ecosystems to improve their function, scale, biodiversity, and services.
- Prioritize nature-based solutions where possible and incorporate habitat connectivity, sediment management, and whole watershed approaches into shoreline planning and projects.
- Identify and facilitate opportunities for ecosystems to migrate landward to support and enhance natural adaptation processes.

d. Governance, Collaboration, and Finance

As sea levels rise...

Regional collaboration drives efficient and effective adaptation.

To achieve this:

- Ensure local and regional governments collaborate to address shared flooding risk, identify multi-benefit adaptation opportunities, and avoid adverse flooding impacts to other jurisdictions.
- Identify and engage with Indigenous partners when planning, implementing, and managing shoreline adaptation projects.
- Support formal and informal multi-stakeholder collaborations equipped to effectively plan, fund, implement, maintain, and adaptively manage adaptation strategies over time.
- Improve funding and regulatory processes to expedite innovative and transformative adaptation projects with regional benefits.

e. Housing, Development, and Land Use

As sea levels rise...

Places are designed for a changing shoreline.

To achieve this:

- Adapt existing development equitably and plan new and re-development projects to ensure community safety, equity, and Bay ecological health.
- Align land use planning with risk mitigation while considering long-term economic vitality for all.
- Support the region in creating affordable housing and meeting state-mandated housing goals while preserving public trust uses of the Bay and reducing populations at risk of flooding.

f. Public Access and Recreation

As sea levels rise...

The Bay shoreline is accessible to all.

To achieve this:

- Expand and improve diverse varied public access, such as recreation opportunities and water-dependent or culturally significant waterfront uses, through adaptation.
- Prioritize connecting disadvantaged neighborhoods to a healthy Bay, creating equitable access for diverse communities.
- Balance the need for human enjoyment, sustenance, and cultural connection to the Bay with healthy ecosystems.

g. Shoreline Contamination

As sea levels rise...

People and ecosystems are safe from contamination risks.

To achieve this:

- Collaborate with communities, scientists, industries, and government agencies to identify, adapt, and remediate contaminated shoreline sites.
- Prioritize remediation of contaminated sites in Environmental Justice communities, while minimizing transferring contamination burden.
- Integrate emerging science on shallow groundwater rise into planning and adaptation decisions.

h. Transportation and Transit

As sea levels rise...

Safe and reliable transportation connects the region.

To achieve this:

- Adapt local and regional transportation systems to ensure safe and reliable connectivity by air, land, and water.
- Ensure continuity and equitable service in transit dependent communities.
- Identify and integrate multi-benefit opportunities, such as improving ecological health, utilizing green infrastructure, and expanding public access, with transportation projects.
- Promote active, low emissions mobility options for environmental and economic benefit.