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# ANNUAL REPORT

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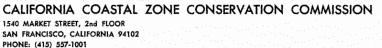
California Coastal Zone Conservation Commissions



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#### STATE OF CALIFORNIA

RONALD REAGAN, Governo



#### TO GOVERNOR RONALD REAGAN AND MEMBERS OF THE CALIFORNIA LEGISLATURE :



This is the first annual progress report of the California Coastal Zone Conservation Commissions, as required by Section 27600 of the Public Resources Code.

As you know, 1973 was the year the Coastal Commissions came into existence through passage of the Coastal Zone Conservation Act (Proposition 20) by the voters of California at the election of November 7, 1972.

The Coastal Initiative is working and is accomplishing its objectives. In comparison with other governmental planning and regulatory bodies, it is doing so with a minimum of inconvenience and hardship and at little taxpayer expense.

The State Commission and the six Regional Commissions quickly organized themselves and began the work for which they were created: 1) preparing a plan for the future of the long and varied California coastline, and 2) controlling coastal development, through a permit system, while the plan is being prepared.

Most of the Regional Commissions began work with a sizable backlog of permit applications. Because the 84 part-time Commissioners and their staffs were willing to work unusually long hours, these backlogs were reduced and coastal developments in accordance with the Act were allowed to proceed. Commissioners often have many hours of travel to and from each meeting. Special commendation is due the 12 members of the South Coast Regional Commission, with jurisdiction over the coastline of Les Angeles and Orange Counties, who met 43 times during 1973 with most meetings going until late in the evening.

The coastal planning program is well under way, with much of the least visible foundation work having been completed in 1973 and with widespread public involvement being sought in the planning scheduled for the next two years. We have a head start because of the earlier planning work, particularly data collection and preliminary planning, of other government agencies. This leaves us freer to concentrate on the policies and priorities for the future of coastal resources.

Finally, a word about a particularly serious problem facing the Commissions: the shortage of funds. We are grateful to you and the legislature for approval of adequate funds for the legal work of the Attorney General in our behalf and for clarification of our right to retain and use funds collected as permit fees.

As explained in more detail later in this report, Federal funds that were anticipated by the sponsors of Proposition 20 have not yet been made available. These funds were expected to total \$2.5 to 3 million, and their absence has severely hampered the work of the Commissions. We are, therefore, vigorously pursuing efforts to guarantee for California its fair share of whatever Federal funds may become available. To the extent these funds are less than the anticipated amount, however, we have no alternative but to request additional State funding to do the job mandated by the voters in approving Proposition 20.

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Respectfully submitted,

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Melvin B. Lane Chairman, State Commission

The people of the State of California hereby find and declare that the California coastal zone is a distinct and valuable natural resource belonging to all the people and existing as a delicately balanced ecosystem; that the permanent protection of the remaining natural and scenic resources of the coastal zone is a paramount concern to present and future residents of the state and nation; that in order to promote the public safety, health, and welfare, and to protect public and private property, wildlife, marine fisheries, and other ocean resources, and the natural environment, it is necessary to preserve the ecological balance of the coastal zone and prevent its further deterioration and destruction; that it is the policy of the state to preserve, protect, and, where possible, to restore the resources of the coastal zone for the enjoyment of the current and succeeding generations....

—Coastal Zone Conservation Act of 1972, Section 27001

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## The Coast of California

#### Length

1,072 miles of mainland shoreline (excluding San Francisco Bay) and 397 miles of offshore island shoreline (the Channel Islands, the Farallon Islands, and smaller islands).

#### Ownership

Private: 662 miles (approximately 61 per cent) Public: 410 miles (approximately 39 per cent)

Federal: 145 miles (47 miles open to public) State

	H04
Counties:	34 miles
Local	29 miles

#### **Coastal Land**

The primary coastal zone (between the mean high tide line and one-half mile inland) contains approximately 545,000 acres, about .5 per cent of California's total land area. Included in this area are approximately 52,000 acres of prime agricultural land and about 150,000 acres of grazing land.

#### **Population**

About 84 per cent of California's 20 million residents live within 30 miles of the State's shoreline.

#### Habitat

California's coastal waters and lands provide habitat for more than 108 species and subspecies of mammals, 260 birds, 54 reptiles and amphibians, and a wide variety of fish.

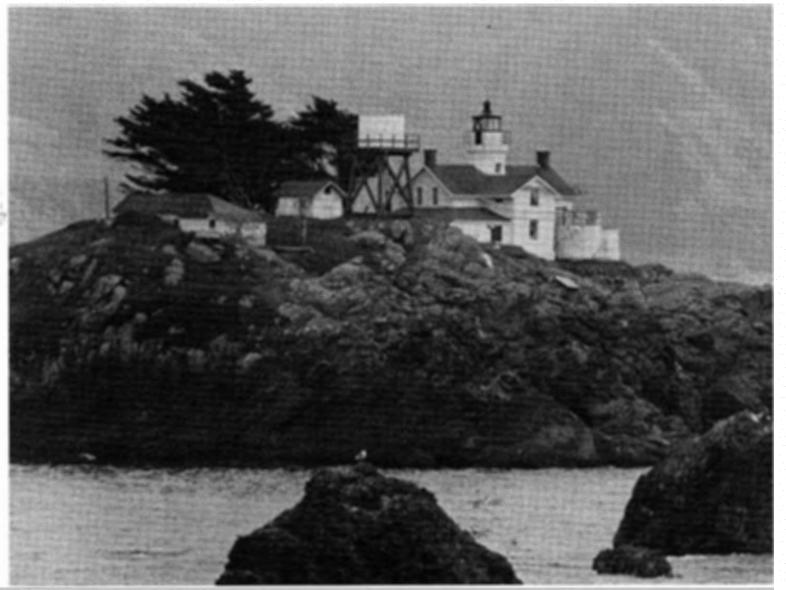
#### Wetlands

Coastal wetlands (marshes, mudflats, estuaries, lagoons, etc.) necessary to maintain many species of coastal fish and wildlife totaled about 381,000 acres in 1900 but, because of man's filling and diking, total only about 125,000 acres today.

#### **Coastal Commissions**

One State Commission and six Regional Commissions with a total of 84 Commissioners. One-half of the Commissioners are locally-elected officials— County Supervisors, Mayors, and City Councilmen.

The other half are public representatives appointed one-third by the Governor, one-third by the Senate Rules Committee, and one-third by the Speaker of the Assembly.



## Planning

"The commission shall prepare, adopt, and submit to the Legislature for implementation the California Coastal Zone Conservation Plan." —Section 27300

"The coastal zone plan shall be consistent with all of the following objectives:

"(a) The maintenance, restoration, and enhancement of the overall quality of the coastal zone environment, including, but not limited to, its amenities and aesthetic values.

"(b) The continued existence of optimum populations of all species of living organisms.

"(c) The orderly, balanced utilization and preservation, consistent with sound conservation principles, of all living and nonliving coastal zone resources.

"(d) Avoidance of irreversible and irretrievable commitment of coastal zone resources."

—Section 27302

On June 6, 1973—well ahead of the July 24 deadline in the law—the State Commission adopted a planning program based on the following factors:

1. **Deadline.** The final plan must be submitted to the Governor and the Legislature in January,

1976. Thus an unusually complex planning program must be completed in less than 2 years from the writing of this first annual report.

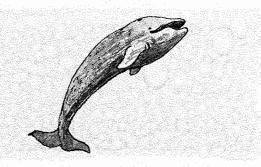
2. **Public Support.** The final decision on the coastal zone plan will rest, of course, with the Governor and the Legislature. Widespread public support will be necessary if legislation is to be enacted in 1976 to carry out the plan. To achieve that support, the planning program is designed to solicit the full participation of governmental agencies, special interests and, of great importance, the general public. The goal is to have widespread understanding of coastal issues and widespread support for coastal zone conservation and development policies.

3. Role of the Regional Commissions. The Regional Commissions are better able than the State Commission to achieve extensive involvement of large numbers of individuals and groups because 1) the Regional Commissions are more directly accessible, and 2) coastal problems and solutions are more easily understood as they affect parts of the shoreline with which a person is most familiar. Thus, the first hearings and work on plan elements will be done by the Regional Commissions.

4. Emphasis on Decisions, Not Data. The emphasis of the Commission's planning is on reaching decisions, not on accumulating data. Volumes of information about the coastal zone already exist because of the work of the many local governments along the coast, the preparation of the Comprehensive Ocean Area Plan (by the Department of Navigation and Ocean Development in the State Resources Agency), and the work of many other State and Federal agencies.

Data is the necessary foundation for planning, but data is not of itself a plan. What is needed now is to use all available information, along with other necessary research, to arrive at policies for the future of the coastal zone. For example, should "superports" for supertankers be built in the coastal zone? If so, where, and subject to what conditions? What priority should agriculture have in the coastal zone? Should large coastal areas be used for housing, or should recreational development have a higher priority? Can better public access to the ocean be provided in built-up urban areas?

5. What the Plan Will Be. The goal of the Commission's planning program is to arrive at a set of policies to guide future conservation and use of coastal resources—a constitution for the coastline. Once these policies have been established, further



planning can then apply them to specific coastal areas. In a period of rapid change, no planning can solve all problems for all time. But the Commissions' planning can, and will, set a course for the future. The plan will have two parts: first, policies of statewide importance and applicability, and second, policies compatible with the statewide policies but sensitive to the special needs of each region and of local communities within each region. Local governments have had, and will continue to have, an important role in coastal planning.

6. **Plan Elements.** The Commissions' planning program consists of the following plan elements, some of which may be combined and consolidated as the planning proceeds. For each element, the goal is 1) to arrive at the best possible solutions, using available information and new research within the time limits specified in the Act; and 2) to recommend steps necessary to carry out each proposed solution, such as channeling development to new areas, funding acquisition programs, and passing new legislation. The elements are as follows:

—**Marine Environment:** The offshore waters as a living environmental system.

---Coastal Land Environment: Resources of coastal lands.

-Geology: Geological hazards in coastal areas; beach maintenance and replenishment.

—**Mineral Resources:** Major petroleum and nonpetroleum mineral deposits—their economic benefits and the environmental concerns with their extraction and processing.

—**Energy:** The impact of current energy shortages on the coastal zone, with regard to power plants, petroleum extraction, tanker terminal facilities, and refineries.

—**Recreation:** Use of the coastal zone for a wide variety of recreational pursuits.

—Appearance and Design: Scenic views in the coastal zone; ways to encourage attractive design in coastal developments. (The work on this element was underwritten by a grant from Mr. and Mrs. David Packard).

—**Transportation/Water:** Port needs; uses of coastal land for water-related industries.

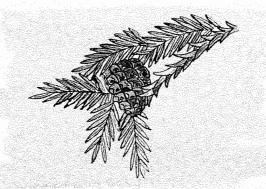
—**Transportation/Land and Air:** Methods of transportation in the coastal zone and possible changes; means of providing increased access to beaches.

—**Power Plants and Other Public Utilities:** Proposals for coastal power plants and other utilities (i.e., desalting plants).

—Intensity of Development in the Coastal Zone: What uses of coastal lands should have highest priority? Can high-density development be designed so as not to congest traffic and block public access to the ocean? What is the cumulative effect of the steadily-increasing density and intensity of use of coastal land areas? What priority should housing for permanent residents have in relation to housing for visitors (hotels, resorts, recreational vehicle campgrounds, etc.)?

—Carrying Out the Plan: Powers and Funding Needed: How should the coastal zone plan be carried out? What new legislation should be considered? What will it cost?

-Carrying Out the Plan: Governmental Organization: Are existing agencies of government adequate to carry out the coastal zone plan? What alternative governmental possibilities are there, and what are the advantages and disadvantages of each?



7. Schedule. The first plan element—the marine environment—is being processed by the Regional Commissions as this report is being written, and the others will follow at frequent intervals. When all of the elements have been completed in early 1975, the resulting tentative policies will be combined into a preliminary plan for further public hearings. Then, after necessary revisions, the final plan will be adopted for presentation to the Governor and the Legislature.



## Permits

"On or after February 1, 1973, any person wishing to perform any development within the permit area shall obtain a permit authorizing such development from the regional commission and, if required by law, from any city, county, state, regional or local agency."

-Section 27400

As the accompanying table shows, 6,236 permit applications were received by the six Regional Commissions during 1973. Of this total, 5,191 were granted and 146 denied; the remainder were being processed as of January 1, 1974.

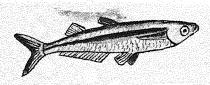
Because of the stringent environmental provisions of the Coastal Act, it may appear surprising that such a high percentage of permits were granted, but these are the reasons:

1. Many of the permits are for single-family homes or for other relatively small developments in areas where the environmental consequences of construction are minimal. Such permits are often approved by the Regional Commissions on a consent calendar, similar to that used by the Legislature. This enables non-controversial development proposals to be reviewed and acted upon with a minimum of delays.

2. Many of the permits are approved subject to conditions as to density of development, protection of scenic views, provision of new public access to

the shoreline, and other matters to bring the proposed projects within the requirements of the Coastal Act.

3. As a rule applicants do not seek permits for developments that would have to be turned down because they clearly do not comply with the Act. Instead, applicants often seek to modify their proposals, in consultation with the Regional Commissions and their staffs, to bring them into compliance with the Act.



**Summary.** Despite the fears expressed at the time of the Proposition 20 election, the Coastal Act has **not** halted construction in the coastal zone. Instead, it has allowed construction to proceed, provided the building is consistent with the Act.

**Claims of Exemption.** In the weeks after the Commissions began their work, many persons sought to have their developments declared exempt from the permit requirements of the Act. With the help of the Attorney General's office, forms were prepared and procedures adopted for reviewing these claims of exemption. In essence, claimants for exemption assert that because of work done or expenditures made before the effective date of the Act, they were entitled to complete their projects without first obtaining a Regional Commission permit.

The table on this page shows how many of these claims have been granted and how many denied. In many cases where an exemption was denied, an applicant was later granted a permit for the development.

#### Permit Applications and Claims of Exemption Processed by Regional Commissions During 1973

the second second second	PERMITS	and the second	
a de la composition de la composition de la composition de l de la composition de la	Applications Received	Number Granted	Number Denied
North	442	439	3
North Central	303	260	13
Central	945	827	18
South Central	878	731	6
South	2,456	1,892	77
San Diego	1,212	1,042	29
TOTALS	6,236	5,191	146
CL	AIMS OF EXEM	IPTION	

n Antonio de la composición de la compo Antonio de la composición de la composic	Applications Received	Number Granted	Number Denied
North	9	9	0
North Central	41	36	5
Central	83	52	15
South Central	48	34	11
South	215	124	39
San Diego	133	89	34
TOTALS	529	344	104

The statistics above may be misleading; see NOTE at bottom of pages 11 and 12.



## **Appeals**

"An applicant, or any person aggrieved by approval of a permit by the regional commission may appeal to the [state] commission.

"The [state] commission may affirm, reverse, or modify the decision of the regional commission: If the [state] commission fails to act within 60 days after notice of appeal has been filed, the regional commission's decision shall become final.

"The [state] commission may decline to hear appeals that it determines raise no substantial issues."

-Section 27404

During 1973, 263 decisions of Regional Commissions were appealed to the State Commission. The table shows the actions of the State Commission on appeals.

The State Commission, as provided by the Act, declines to hear appeals unless a substantial issue is presented. In determining substantial issue, the State Commission has generally voted **not** to hear an appeal unless one or more of the following matters are present:

1. The decision of the Regional Commission is in question because there is little evidence to support it but substantial, undisputed evidence to support a contrary decision.

2. The procedures of the Regional Commission in the matter being appealed are in question, and the procedures appear to clearly and directly lead to a questionable decision as, for example, approval of a project by a majority vote when there is substantial evidence that a 2/3 vote was required.

3. Matters of statewide importance are involved, as, for example, a need to insure uniformity among Regional Commissions on matters of major concern.

4. The Regional Commission decision could adversely affect the coastal zone plan being prepared by, for example, allowing development in an area being proposed in the plan as a park, or making commitments of major coastal zone resources prior to the preparation of the plan.

#### STATE COMMISSION ACTION ON APPEALS

Total appeals received in 1973:		263
Total permits approved:		53
After public hearing:	37	
(includes 24 approved with condi-		
tions and modifications)		
Regional Commission permits approved		
when State Commission declined		
to hear appeals on grounds they presented no substantial issue:	16	
Total permits denied:	10	68
After public hearing:	40	00
- · ·	ŦŪ	
Regional Commission denials left standing when State Commission		
declined to hear appeals on grounds		
they presented no substantial issue:	28	
Total claims of exemption approved:		17
(includes 5 partial approvals)		
After public hearing:	13	
Regional Commission grants of		
exemption approved when State		
Commission declined to hear		
appeals on grounds they presented		
no substantial issues:	4	
Total claims of exemption denied:		27
After public hearing:	21	
Regional Commission denials of		
exemption left standing when State		
Commission declined to hear appeals		
on grounds they presented no	0	
substantial issues:	6	0.77
Total appeals later withdrawn:		. 27
Total appeals determined to be invalid:		3
Total appeals pending before State		00
Commission as of January 1, 1974:		68



## **Permits and Appeals:** SOME COMMENTS

1. **Planning and Permits.** The Coastal Act gives the Commissions two principal responsibilities:

a. To prepare a plan for the future of the California Coastal Zone; and

b. To control all development, through a permit process, to insure that construction consistent with the Act is allowed to proceed, and to prevent harmful developments from thwarting the plan before it can be completed.

These are two separate responsibilities under the law, but in practice they reinforce each other. As the planning proceeds, decisions on permit applications can help carry out the plan. And, of equal importance, decisions on plan recommendations grow out of the permit experience. The same Commissioners who vote on plan recommendations also vote on permit applications. This insures that the plan is not prepared in ivory tower isolation but instead is prepared on the solid foundation that comes from understanding the very real conflicts over conservation and development in the coastal zone.

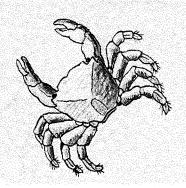
To put this another way, the many, many hours spent by the Commissions on permit hearings are not time taken away from planning but often provide the essential understanding of issues necessary for sound planning. For example, out of a hearing on an appeal regarding a proposed recreational vehicle park in the Malibu area of Los Angeles County came the following policy statement by the State Commission:

"This appeal poses one of the most important policy questions yet to come before the Commission: should uses of land in the coastal zone that can benefit many people have preference over uses that benefit a few? Or, more precisely, when a piece of land is not proposed for public acquisition and is thus almost certain to be developed, should it be used for housing—of benefit primarily to the residents of the housing or should encouragement be given to vacation or similarly temporary uses, such as resorts, hotels, rental units, and recreational vehicle parks, that will allow many more people to enjoy the amenities of the coastal zone?

"Although this question will be more fully explored in the Commissions' planning, it appears entirely consistent with that planning to make clear, at least tentatively, a preference for land uses that will allow the most people to enjoy the coastal zone. This is particularly important because, in many areas of the coastal zone, the costs of housing are already high and still rising. Many Californians who will wish to use and enjoy the coastal zone may not be able to afford to live permanently in it. Thus, landowners and developers should be encouraged to provide increasing opportunities for Californians of all levels of income to enjoy coastal areas."

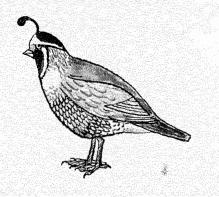
2. **Permit Processing.** In some Regions, the permit workload has been little short of overwhelming, while in others it has been easier to manage. By far the greatest number of permit applications has been in the South Coast Region (Los Angeles and Orange Counties). The 12 members of that Commission met 43 times in 1973, largely to try to process applications as rapidly as possible so as to prevent any unnecessary delays. In some cases, Regional Commission meetings have gone from 9 a.m. until after midnight. And in every region, Commission members—fully aware of the hardships caused by delay—have worked long hours to try to arrive at prompt decisions on often-complex and controversial projects.

3. **Appeals.** The Act appears to make it relatively easy for Regional Commission decisions to be challenged by appeals, and there was initial concern that a large number of frivolous appeals could easily be brought, thus diverting the time and



energy of the State Commission from its essential planning responsibilities. This has not happened, however, because assembling the evidence necessary to pursue an appeal requires sufficient work to discourage anything but serious filings. And, as noted above, the State Commission may decline to hear any appeal that does not raise a substantial issue.

4. **Permit Denials.** Much attention has been focused by the news media on the relatively few controversial decisions on coastal zone permits; little notice has been given to the many permits that have been approved over slight objection. In particular, three types of denial have drawn the greatest public attention:



a. Exemptions. As noted above, these involve essentially legal determinations as to whether a particular development may proceed without a coastal zone commission permit on the basis of work done or money spent prior to the effective date of the Act. Applications for exemption have been carefully reviewed by the Attorney General's office, as legal advisor to the Commissions, and the Attorney General's representatives have advised the Commissions on legal aspects of exemption decisions. The whole question of exemptions, or of vested rights to complete projects, is a complex area of the law, about which there is considerable disagreement (as evidenced by the fact that in the first of the coastal zone exemption cases to reach the State Supreme Court, the justices divided 4-3 in their decision). What is insufficiently understood about the exemption decisions is that they are **not** based on the merits of the project but solely on whether the project has acquired sufficient vested rights to be exempt from obtaining a permit. Thus, even when an exemption is denied, a permit could be granted for the project.

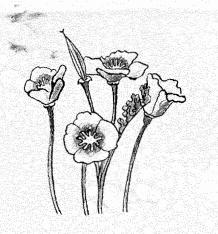
b. **San Onofre.** By far the most controversial appeal before the State Commission was with regard to the proposed expansion of the nuclear power plant at San Onofre on Camp Pendleton in San Diego County. After lengthy hearing and debate, the Commission voted not to grant a permit for the project in the form it was presented to the Commission on grounds the application did not conform to the standards of the Coastal Act. In doing so, the Commission made clear that it believed a modified application would comply with the standards of the Act and that with modifications, the San Onofre expansion could provide needed energy consistent with environmental protection. Immediately following the denial, discussions were begun between the Commission and the permit applicants (Southern California Edison Co. and San Diego Gas & Electric Co.) regarding a revised plan. The project was approved a couple of months later but with stringent controls to minimize the environmental damage.

c. **Small Developments.** In general, small commercial buildings, small apartment projects, and single-family homes in coastal areas have been quickly approved, often on the consent calendar. But occasionally a few have been denied, and the reasons for denial have not always received the same public attention as the denials themselves.

In every case, however, the denials are recognized as clearly temporary—until the problems raised by the particular building can be resolved. The following are examples of such problems:

1) In some cases, proposals have been made to build in scenic coastal areas proposed for public park acquisition. Denials in such cases have generally been for a limited time to allow the appropriate public agency time to buy the property.

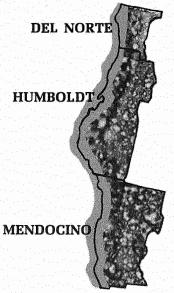
2) In many cases, the problem is one of cumulative effect: one house in a particularly scenic area might have no effect on public enjoyment of the coast, but if the first structure is built, there would appear to be no reason to deny a second on an adjacent lot. With more to follow, the cumulative



effect could be a wall of buildings screening off the ocean from a nearby scenic highway. The goal here is **not** to prevent construction (unless public purchase of the area is feasible) but to arrive, through study and planning, at a means of allowing construction to proceed consistent with protecting public views and other public values of the coastal area.

3) Similarly, in many cases the denials have been to allow time for preparation of a "blanket permit"—conditions under which construction of all homes in a subdivision would be allowed to proceed in a manner fair to all. It would be manifestly unfair to allow some construction to proceed while similar proposals received different treatment. Thus the Regional Commissions have tried to develop means of allowing construction to proceed subject to well-publicized conditions affecting all construction in the area in the same way.

## **Regional Commissions Action on Appeals**



#### NORTH COAST REGIONAL COMMISSION

Del Norte, Humboldt and Mendocino Counties have the longest coastline of any region—287 miles. Much of this sparsely populated region consists of forest and pasture land, and several coastline permit applications have dealt with logging. The region possesses some of the State's most spectacularly beautiful coastline, and in recent years emphasis on tourism and park acquisition has increased.

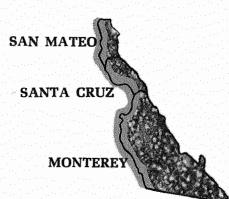
Total permit applications in 1973:	442
Granted: 439	
Denied: 3	
Total claims of exemption in 1973:	9
Granted: 9	
Denied: 0	

#### NORTH CENTRAL COAST REGIONAL COMMISSION

Sonoma, Marin and San Francisco Counties bracket the Golden Gate and include scenic areas in which large second-home and other residential developments have been proposed. The region also includes the extensive Point Reyes National Seashore, the new Golden Gate National Recreation Area, and the largely developed westernmost areas of San Francisco.

Total permit applications in 1973:	303	
Granted:	260	
Denied:	13	
Total claims of exemption in 1973:	41	
Granted:	36	
Denied:	5	

(Other applications were being processed at the time of the writing of this report.)



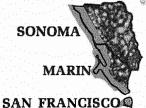
#### CENTRAL COAST REGIONAL COMMISSION

San Mateo, Santa Cruz and Monterey Counties include coastal lands of great value for agriculture, in many of which residential development has been proposed. The region also includes the beaches and parks of Monterey Bay and the rugged grandeur of the Big Sur coast.

Total permit applications in 1973:		945
Granted:	827	
Denied:	18	
Total claims of exemption in 1973:		83
Granted:	52	
Denied:	15	

(Other applications were being processed at the time of the writing of this report.)

**NOTE:** These statistics alone may be misleading, for they do not reflect the size or nature of the projects involved. Furthermore, they do not reflect the conditions which the Commissions, in cooperation with applicants, frequently



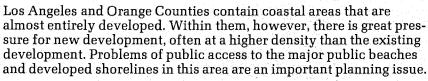
#### SOUTH CENTRAL COAST REGIONAL COMMISSION

San Luis Obispo, Santa Barbara and Ventura Counties have the second longest coastline of any region, 244 miles, and include the scenic areas around the Hearst Castle, Morro Bay, the off-shore oil drilling in the Santa Barbara-Ventura area, and a combination of urban development and agriculture in many coastal areas of Ventura County. The region has perhaps a wider range of urban and rural, conservation and development, issues than any other.

Total permit applications in 1973:	878
Granted: 731	
Denied: 6	
Total claims of exemption in 1973:	48
Granted: 34	
Denied: 11	

(Other applications were being processed at the time of the writing of this report.)

### SOUTH COAST REGIONAL COMMISSION



Total permit applications in 1973:	2,456
Granted: 1,892	
Denied: 🚿 🚿 77	
Total claims of exemption in 1973:	215
Granted: 124	
Denied: 39	

(Other applications were being processed at the time of the writing of this report.)

#### SAN DIEGO COAST REGIONAL COMMISSION

San Diego County includes the open expanse of Camp Pendleton on the North, many highly productive agricultural areas, and many urban areas where substantial developments are proposed. Among the principal planning issues are the remaining coastal lagoons, some of which are in areas where developments are proposed.

Total permit applications in 1973:	1,212
Granted: 1,042	
Denied: 29	
Total claims of exemption in 1973:	133
Granted: 89	
Denied: 34	

(Other applications were being processed at the time of the writing of this report.)

attached to an approval permit. Those applications which the Commissions felt would cause major environmental damage or would seriously interfere with planning were denied.

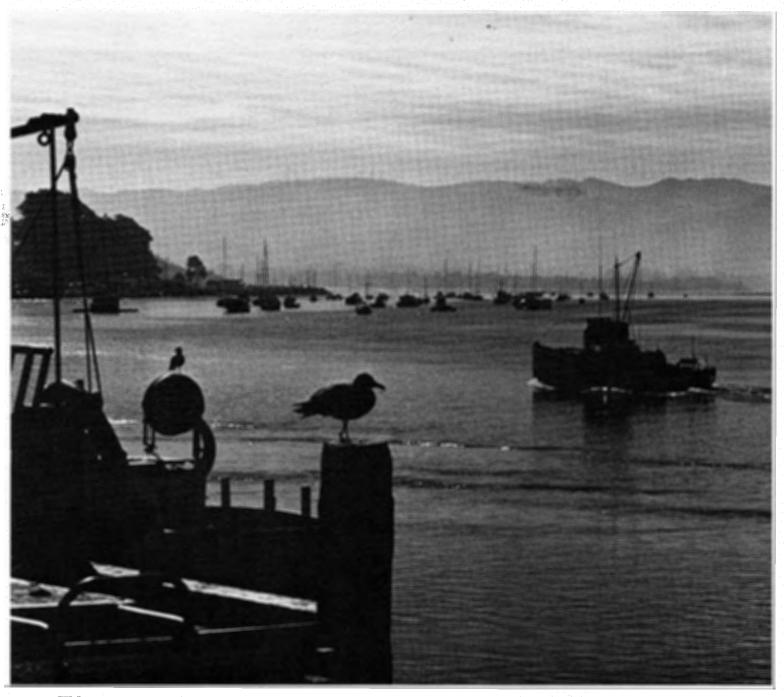
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## Finances

"There is hereby appropriated from the Bagley Conservation Fund to the California Coastal Zone Conservation Commission the sum of five million dollars (\$5,000,000) to the extent that any moneys are available in such fund and if all or any portions thereof are not available then from the General Fund for expenditure to support the operations of the [state] commission and the regional coastal zone conservation commissions during the fiscal years of 1973 to 1976, inclusive, ...."

-Chapter 8, Sec. 4

As the adjacent table shows, the work of the State and Regional Commissions is not yet fully funded. Why? Principally for two reasons:

1. **Inflation.** The funding provisions written into Proposition 20 in early 1972 could not, and did not, anticipate the rapid inflation that has taken place

since then and that appears likely to continue. Increases have occurred in the cost of virtually every phase of the Commissions' work—office rent, travel, printing, postage, etc.

2. Federal Funds. The funding estimates prepared by the sponsors of Proposition 20 included the probability of Federal funds. On October 27, 1972, Congress passed (and President Nixon later signed) the Coastal Zone Management Act of 1972 (Public Law 92-583). This Act authorized grants to the States for coastal zone planning, and under the provisions of the Act, it was reasonable to assume that California's share would be \$2.5-3 million during the planning period. But funds of this magnitude have not yet been appropriated. The estimates made by the sponsors of Proposition 20 appear to have been accurate-the Commissions' additional needs (based on present costs and assuming an 8% rate of inflation) will be about \$2.2 million. Thus, as of the writing of this report, the Commissions' finances were uncertain.

#### **Projected Expenditures**

944	1972-73 (5 mo.)	1973-74	1974-75	1975-76	1976-77 (6 mo.)	TOTAL
Personal Services	199,581	1,431,958	1,611,304	1,438,442	578,979	5,260,264
Operating Expenses and Equipment <sup>1</sup>	176,835	1,039,643	1,100,944	984,585	356,448	3,658,455
Total	376,416	2,471,601	2,712,248	2,423,027	935,427	8,918,719

These figures anticipate some inflation, but they may nonetheless be too low, particularly with regard to expenditures in the final years of the Commissions' work.

1. Includes estimates of expenses incurred by the State Attorney General on behalf of the Commission. These expenses are not normally included in the budgets of other State General Fund agencies.

Projected Funding						
	1972-73 (5 mo.)	1973-74	1974-75	1975-76	* 1976-77 (6 mo.)	TOTAL
Bagley Conservation Fund <sup>1</sup>	299,533	1,608,886	1,700,083	1,391,498		5,000,000
Permit Processing Fees <sup>2</sup>	76,883	368,484	368,484	360,000	180,000	1,353,851
Special Appropriations³ Total	0 376.416	294,231 2,271,601	243,681 2,312,248	268,049 2,019,547~	120,000 300,000	925,961 7,279,812

1. Appropriated by Coastal Zone Conservation Act of 1972 (Proposition 20).

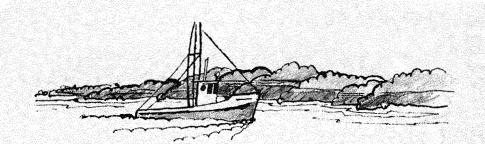
2. Estimated income on the basis of initial Commission experience, which may not be sufficiently reliable for future projection because of uncertainty as to future building costs, economic conditions, and other factors that could affect the rate of building and thus of permit applications.

3. Includes funds for the State Attorney General for work on behalf of the Commission; these costs are not normally included in the budgets of other State General Fund Agencies.

#### **Projected Need for Supplemental Funds**

1972-73 (5 mo.) 1973-74 1974-75	1976-77 1975-76 (6 mo.) TOTAL
Anticipated   Expenditures 376,416 2,471,601 2,712,248	2,423,027 935,427 8,918,719
Anticipated Income 376,416 2,271,601 2,312,248	2,019,547 300,000 7,279,812
Deficit 0 200,000 400,000	403,480 635,427 1,638,907

These figures are necessarily drawn from the initial months of the work of the State and Regional Commissions. Because of uncertainties as to future rates of inflation, permit fee income, and other factors, they cannot be considered as more than careful projections on the basis of limited information.



## State and Regional Commissions

(as constituted February 28, 1974)

#### NORTH COAST REGIONAL COMMISSION

Mildred R. Benioff (A) Clmn. Richard L. Brown Clmn. Ward F. Falor Sup. Ted Galletti

Counties of Del Norte, Humboldt, Mendocino Gerry Grader (S) Dr. Donald W. Hedrick (G) \*Dwight May (S) Sup. Bernard McClendon

John Mayfield, Jr. (G), Chairman William McHugh (A) Sup. Guv E. Rusher Clmn. Bernard Vaughn

**Executive Director: John Lahr** na series,

#### NORTH CENTRAL COAST REGIONAL COMMISSION

Counties of Sonoma, Marin, San Francisco Clmn. Frank J. Egger Phyllis Faber (S) Sup. Dianne Feinstein Clmn. Leonard Grote Ellen J. Johnck (G)

Clmn. Gregory Jones, Jr. Dr. Bradford W. Lundborg (A) \*Sup. Robert Mendelsohn Melville Owen (G) Dr. Kenneth Stocking (G)

Margaret Azevedo (A), Chairman Sup. Robert Theiller Sup. Michael Wornum Wanda Zankich (S)

**Executive Director: Michael Fischer** 

#### CENTRAL COAST REGIONAL COMMISSION

Counties of San Mateo, Santa Cruz, Monterey Ruth R. Andresen (S) Victoria Gibson (A) Julian Camacho (A) Samuel H. Halsted (S) \*Sup. Philip W. Harry Sup. Warren Church Sup. Gerald F. Day Clmn. James Hughes Clmn. Joseph Dolan Frank J. Lodato (G) Clmn. Grace McCarthy

Charles B. Kramer (G), Chairman Herbert Rhodes (A) Norman A. Walters (S) Clmn. Ilene Weinreb Clmn. Lorette Wood

**Executive Director: Edward Y. Brown** 

#### SOUTH CENTRAL COAST REGIONAL COMMISSION

Emmons Blake (G) Sup. Ralph R. Bennett Allan S. Ghitterman (A) Gary Hart (A)

Counties of San Luis Obispo, Santa Barbara, Ventura Robert Kallman (G) Sup. Elston L. Kidwell \*Ira E. Laufer (S) Clmn. Robert H. Newdoll

I. Tim Terry (S), Chairman Sup. Curtis Tunnell Clmn, Dorrill B. Wright Clmn. Ernest Wullbrandt

**Executive Director: Francis Buchter** 

#### SOUTH COAST REGIONAL COMMISSION

Sup. Ronald W. Caspers Dr. Rimmon C. Fay (S) \*Sup. James A. Hayes Clmn. Arthur J. Holmes

Counties of Los Angeles, Orange Clmn. Louis R. Nowell Donald W. Phillips (G) Dr. Robert F. Rooney (S) Judy Rosener (A)

Dr. Donald B. Bright (G), Chairman Clmn. Russ Rubley Carmen Warschaw (A) Clmn, Dr. Donald E. Wilson

Executive Director: Capt. Melvin Carpenter

#### SAN DIEGO COAST REGIONAL COMMISSION

Sup. Lou Conde Cornelius Dutcher (S) Jeffrey D. Frautschy (S) Clmn. Robert Frazee

County of San Diego Clmn. F. Gilbert Johnson Evan V. Jones (G) Dr. Elmer Keen (A) Clmn. Rolland M. McNeely

Dr. Malcolm A. Love (G), Chairman Leslie Parker (A) Clmn. Tom B. Pearson Sup. Lee R. Taylor

Executive Director: Thomas Crandall

#### **CALIFORNIA STATE COMMISSION**

Fred Farr (S) [effrey D. Frautschy (S) Ellen Stern Harris (A). Vice Chairman Sup. Philip W. Harry

Melvin B. Lane (G), Chairman Sup. James A. Hayes Ira E. Laufer (S) Dwight May (S) Sup. Robert Mendelsohn Roger T. Osenbaugh (G)

Bernard J. Ridder, Jr. (S) Richard A. Wilson (A)

**Executive Director: Joseph E. Bodovitz** Chief Planner: E. Jack Schoop

#### LEGEND:

County Supervisors (Sup.) and City Councilmen (Clmn.) are appointed by the Counties and Cities and the regional association of local governments. (G) Appointed by the Governor of California; (S) Appointed by the Senate Rules Committee; (A) Appointed by the Speaker of the Assembly. \*State Commission representative.