

**CALENDAR ITEM  
INFORMATIONAL**

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**INFORMATIONAL PRESENTATION ON A WORKPLAN FRAMEWORK FOR THE  
STATE LANDS COMMISSION AND THE SAN DIEGO UNIFIED  
PORT DISTRICT PILOT PLANNING EFFORT FOR STATE-OWNED  
TIDELANDS AND SUBMERGED LANDS LOCATED IN THE PACIFIC OCEAN  
OFFSHORE SAN DIEGO COUNTY**

**INTRODUCTION**

The State Lands Commission has exclusive jurisdiction over all ungranted tidelands and submerged lands and the beds of navigable lakes, rivers, and streams owned by the State (Public Resources Code section 6301, et seq.). The Commission manages approximately 4 million acres of these sovereign lands in trust for the benefit of the statewide public subject to the common law Public Trust Doctrine, including those tidelands and submerged lands that extend from the shoreline to 3 nautical miles offshore along California's beautiful and dynamic coastline.

At its October 13, 2016 meeting, the Commission authorized a memorandum of agreement (MOA) with the San Diego Unified Port District to engage in a pilot ocean planning effort for state-owned tidelands and submerged lands located in the Pacific Ocean offshore San Diego County. Following the authorization of the MOA, Chairperson Yee directed Commission staff to develop and present a workplan for the Commission to review at the December 6, 2016 meeting. Staff has collaborated with the Port to create a comprehensive and flexible workplan that will guide the process for a public, transparent, and stakeholder-driven ocean plan for offshore San Diego.

**ELEMENTS OF THE PROPOSED WORKPLAN**

The workplan outlines three progressive phases that will result in a science-based, decision-support framework to improve collaborative management of the Public Trust resources offshore San Diego. Both the Commission and the Port have substantial planning expertise to contribute and are committed to adopting a broad and inclusive process that brings many perspectives and stakeholders together to achieve the vision expressed in the MOA and reflected in the workplan. The Port and Commission staff anticipate that the entire process will

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take approximately 4 years to complete; however, as different components of the plan are developed they will be made available to the public on free and accessible platforms so that they may be used to support the information needs of existing and emerging resource managers and users and support adaptive management strategies already underway.

The first phase will lay the groundwork for the development of the decision-support framework and culminate in a summary assessment report to inform the subsequent phases. Because this effort will be stakeholder-driven, establishing a public engagement framework will be paramount and a priority at the onset, and will build upon the preliminary outreach Commission and Port staff have already initiated. A comprehensive list of stakeholders will be identified and invited to participate. This list is likely to include, but is not limited to, federal and state agencies, the U.S. Navy, Native American Tribes, the environmental and conservation communities, commercial and recreational fishing industries, the marine recreation community, non-governmental organizations, labor, academia, local and regional governments, maritime industry representatives, and local elected officials. Together, the stakeholders and planning partners will identify key marine resource sectors and areas of interest or concern, as well as define the geographic scope of the plan. The stakeholders and planning partners will also develop the vision, mission, goals, and objectives for the overall framework and outline appropriate actions to fulfill them. The first phase will include an intensive data collection effort to gather existing and historical baseline information and research necessary to support comprehensive planning, including feasibility analyses, vulnerability analyses, and cumulative impacts studies. Data collection will follow a deliberate and standardized protocol and will be publicly accessible through a dynamic data portal. Staff estimates this phase will take approximately 18 months to complete.

The second phase will focus on evaluating and understanding the resource sector conflicts and opportunities and developing the decision-support tool for improved marine resource management. The stakeholder input and data collection from phase one will be incorporated into a spatial analysis tool and provide the foundation for further analyses to define and consider existing and future conditions. The planning partners and stakeholders will continue working collaboratively to identify relevant physical and ecological patterns and processes, ecological conditions and critical values, and the relationships and linkages within and among regional ecosystems. They will also strive to understand the area's important ecosystem services and their vulnerability or resiliency to the effects of human uses, natural hazards, and climate change. The decision-support tool will also reflect the economic and environmental constraints

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and opportunities of existing and emerging uses, as well as the management and jurisdictional context within which decisions are made. Phase two includes development of the management framework for the planning area that will serve not only to document the evaluation and stakeholder participation process, but also to identify the co-management strategies, range of management measures, and monitoring and assessment priorities. The development of the tool and management framework report is projected to take 18 months.

The third phase of the project will be to implement the functional use of the decision-support tool. After the release of the tool for public use, the Port and the Commission will agree to a management protocol for the planning area that will demonstrate their commitment to the tool's effectiveness and purpose. The partners will rely on the stakeholder collaborators to assist with an extensive outreach and training program to familiarize marine resource users and managers with the elements of the tool and the ways in which it can serve their information and decision-support needs. As part of the management protocol, the Port and the Commission will also need to identify how the tool will be maintained and adapted over time to incorporate the most recent best available scientific data and spatial analyses. An accompanying planning document will be developed to further communicate the public process employed to create the tool, the scientific data collected, analyzed, and incorporated into the tool, and recognize remaining gaps and roadblocks to fill in and overcome. This final phase of the planning process is expected to take place over the course of 12 months. This planning effort will be founded on robust and extensive stakeholder participation and collaboration and guided by this tenet throughout the planning process. The framework that is developed will ensure meaningful public participation, public accountability and transparency, independent decision-making, and a science-based process for adaptive management.

Staff recognizes that a planning effort of this magnitude is a complex, challenging endeavor, even at a pilot level scale, requiring deliberate, thoughtful and multi-disciplined staff work and robust and transparent stakeholder engagement. This effort will also require significant time, resources and staff investment.

**EXHIBIT:**

- A. California State Lands Commission and San Diego Unified Port District Marine Planning Partnership: 2017 Work Plan

**California State Lands Commission and San Diego Unified Port District  
Marine Planning Partnership: Work Plan Outline**

## INTRODUCTION

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**Goal:** Develop a pilot-scale marine decision-support framework and spatial analysis tool in coastal waters off San Diego County via a scientifically rigorous and collaborative process of evaluating the spatial and temporal distributions of habitats, species, and human activities in the marine environments to achieve ecological, social, and economic co-management objectives.

**Planning Principles:** The framework will be centered on the following five planning principles, founded in the Commission's and Port's land and resource management responsibilities under the Public Trust Doctrine.

- Commerce
- Environmental Sustainability
- Fisheries
- Navigation
- Recreation and Public Access

**Values and Standards:** The Port and Commission commit to developing a framework that respects and adheres to the following foundational values.

- Collaboration
- Environmental Protection and Enhancement
- Opportunity
- Science

**At-a-Glance:** This workplan outlines three progressive phases that will result in a science-based, decision support framework to improve collaborative management of the public trust resources offshore San Diego. The first phase will set the stage for the development of the actual decision support framework through stakeholder and public engagement and result in a summary assessment report to inform the subsequent phases. The second phase will focus on evaluating and understanding the resource sector conflicts and opportunities and developing the decision-support tool for improved marine resource management using stakeholder input and data collected. The third and final phase of the project will be to implement the functional use of the decision-support tool and to monitor and adjust management to ensure targets are met. The workplan is designed to facilitate an adaptive process that may be adjusted as the Partners and stakeholders collaborate throughout the later phases.

## WORK PLAN

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### PHASE 1: Public Engagement/Outreach Framework, Data Collection, Define Planning Boundary, and Summary Assessment Report (2017)

#### 1. Establish Public Engagement Framework

- A. *Identify relevant stakeholders based on Planning Principles (i.e., navigation, fishing, commerce, environmental sustainability, public access and recreation)*

Potential stakeholders may include representatives from:

- Federal Agencies
- State Agencies
- Tribes
- Local and regional governments
- Local elected officials
- US Military
- The environmental and conservation communities
- The fishing community
- Recreational diving
- The commercial and recreational boating communities
- Non-governmental organizations
- Labor
- Academia (e.g., Scripps, UCSD, SDSU, USC/Sea Grant, Bren School at UCSB)
- Industry
- The general public

*B. Initiate communication*

- Establish communications and identify points of contact
- Identify level of responsibility and accountability
- Identify capacity to provide input, data, and support
- Create website portal for email sign-up (listserv) and project information

*C. Seek input from stakeholders*

Engage stakeholders that should be involved in the marine planning process. Specific objectives include:

- Discuss related projects and plans and related geographical areas
- Identify potential key issues and topics of interest or concern

Stakeholder meetings should have the dual purpose of providing information to participants about development of the marine spatial plan and eliciting feedback from the stakeholders and the public regarding their positions, opinions, and perspectives.

- *Focused stakeholder meetings for key issues:* Meet with stakeholders to discuss specific topics or issues.
- *Public meetings/workshops:* Provide an opportunity for the general public to share input, comments, and ideas.
- *Interactive/virtual meetings:* Develop a platform to host virtual meetings and solicit feedback using technology to ensure maximum stakeholder input.

*D. Identify preliminary vision, goals, objectives, and geographic scope of plan*

Goal and objective development is an iterative process and should be developed once the project team has engaged in constructive dialog and once the stakeholders have a better feel for the project. Then stakeholder issues can be incorporated into the goals and principles. Engage stakeholders to:

- Define study area/management area
- Develop preliminary regional vision, goals, and management objectives that reflect their unique issues and needs.
- Identify key sectors and indicators.
- Identify target resources for protection.

- Develop options for achieving goals and objectives

*E. Ongoing Coordination with Stakeholders*

- Analyze data, uses, services, and impacts – throughout Phases 2 and 3

**2. Data Collection**

*A. Identify and compile available information and research to support comprehensive planning, including feasibility analyses, vulnerability analyses, and cumulative impact studies (includes science-based data gathering steps).*

*B. Identify and understand the key types of spatial data needed to support marine spatial planning. Data collection should focus on historic and current uses to develop baseline conditions. Examples include:*

- Bathymetry-topography
- Aquaculture
- Commercial Fisheries
- Habitats
- Culturally & historically significant sites
- Conservation/regulated areas (e.g., MPA, ASBS, ESHA)
- Water quality
- Oceanographic processes
- Power, gas, and oil
- Recreational Use Areas
- Military Use Areas
- Dredging areas (borrow/disposal areas)
- Ownership data
- Economic and demographic data
- Other management plans

*C. Develop a methodology for collecting relevant information:*

- Create a publicly accessible data portal
- Establish data standards for metadata and data, including scale and resolution
- Establish peer-review and data validation protocols
- Develop data use agreements, legal protections for data providers, data compatibility standards and formats, and protocols for confidential or sensitive data and information

*D. Develop Gap Analysis that identifies additional research or information that is either necessary or desired to support the planning effort; evaluate and rank by importance.*

**DELIVERABLE: Summary Assessment Report**

**A. Complete a Summary Assessment Report, which includes:**

- Preliminary Vision, Goals, Objectives
- Planning boundaries
- Summary of public engagement and agency perspectives
- Summary of ecological, social, and economic data
- Summary of predicted/expected changes in activities and uses (expanding uses, new uses, termination of uses)
- Summary of information and data gaps and relative importance as identified through Gap Analysis
- Summary of identified sectors (uses and activities) for evaluation

- Summary of spatial, temporal, and infrastructure requirements for each sector
- Summary of issues – legal/national security constraints, environmental and social stressors, ecological, social, economic opportunities
- Preliminary recommendations.

## **PHASE 2: Evaluate and Understand Impacts, Develop Management Framework (2018-19)**

### **1. Map uses of the marine environment**

- Based on the Summary Assessment Report develop and host a centralized online portal to search for, download, and view spatial data and coordinate GIS data for the plan area.

### **2. Evaluate and analyze existing conditions**

- Outside influences/impacts (climate change, sea level rise, erosion, ocean acidification and hypoxia);
- Physical and ecological patterns and processes
- Ecological conditions and relative ecological importance or values of areas within the planning area
- Economic (market and non-market) and environmental benefits and impacts of uses in the region
- Relationships and linkages within and among regional ecosystems
- Distribution and relationship among current and emerging ocean uses
- Important ecosystem services and their vulnerability or resilience to the effects of human uses, natural hazards, and global climate change
- Existing management measures and potential conservation contributions from existing authorities

### **3. Project and analyze future conditions**

- Outside influences/impacts (climate change, sea level rise, erosion, ocean acidification and hypoxia)
- The predicted trend scenario for existing, emerging, or proposed uses and conditions, along with a “preferred” scenario.
- Predicted spatial and temporal requirements for new demands on planning space.

### **4. Identify areas of conflict and compatibility**

- Prioritize spatial allocations to ensure environmental protection
- Seek opportunities to remove/reduce stressors, protect vulnerable habitats and human infrastructure, and enhance/restore ecological function
- Seek opportunities to promote/accommodate sustainable Blue Technology

### **5. Develop a Management Framework for the Planning Area**

- Identify key indicators for monitoring
- Select range of management strategies/options
- Develop criteria for selecting and prioritizing management measures
- Evaluate management strategies and potential cumulative impacts
- Identify/evaluate alternative spatial and temporal management measures, incentives, and potential “institutional” arrangements (partnerships)
- Enlist technical advisory/peer-review
- Enlist stakeholder feedback
- Develop the co-management framework and priority allocations
- Develop the implementation, assessment, and adaptive management principles

## **DELIVERABLES: Spatial Analysis Tool and Marine Decision Support Management Framework**

### **A. Complete a Spatial Analysis Tool, which includes:**

- Spatially referenced use by sector data
- Spatial data resulting from analyses of potential conflict and mutual benefit areas
- Public, user-friendly online interface

### **B. Complete a Marine Decision Support Management Framework Report, which includes:**

- Narrative documentation of the evaluation process, stakeholder participation and feedback, technical/peer-review feedback, alternatives analysis, and management measure/criteria development and selection.
- Discussion of priority actions that could be implemented to reduce conflict, encourage economic activity, and enhance ecosystems/habitat function.
- Discussion of socio-economic and cultural vulnerabilities and plan components to minimize impacts and improve resilience.
- Recommendations for use priorities and limitations, siting criteria, and protection of unique or sensitive cultural or biological features.
- A matrix or other decision-support mechanism to complement the spatial analysis (GIS) decision-support tool.
- An outline of performance monitoring that re-confirms planning principles and values, identifies outcomes to be measured over time, identifies key performance indicators to monitor, and identifies conceptual adjustments/adaptive management tools.

## **PHASE 3 and Beyond: Implementation, Monitoring, and Evaluating Performance (2019- )**

### **1. Determine co-management structure under which Framework would be used and implemented**

- Memorialize coordination framework for review of proposed activities.

### **2. Release spatial analysis tool for public use and conduct outreach**

- Hold instructional seminars on how the tool works, how it factors into decision making, how it will continue to be updated.
- Develop recorded web tutorials that provide hands-on instruction of tool usage.
- Provide regular updates on how the tool is being used, what additional data or information have been integrated into the tool.

### **3. Seek to implement applied research needs to improve understanding and performance**

### **4. Integrate Emerging Ocean Uses into the Spatial Analysis Tool**

- Host and manage the spatial analysis (GIS) tool to keep it current with changes in uses.
- Use the framework to screen and evaluate proposed uses and seek compatibility (reduce conflict).

### **5. Perform monitoring activities, evaluate performance, and adjust implementation to ensure objectives are met**

- Issue periodic reports and provide stakeholder feedback opportunities for “continuous” planning