STATE OF CALIFORNIA
Budget Change Proposal - Cover Sheet
DF-46 (REV 07/23)

Fiscal Year	Business Unit Number	Department
2025-2026	3820	San Francisco Bay Conservation and Development Commission

Hyperion Budget Request Name	Relevant Program or Subprogram
3820-006-BCP-2025-MR	2980-Bay Conservation and Development

Budget Request Title
BCDC Regulatory Management System

Budget Request Summary
The San Francisco Bay Conservation and Development Commission (BCDC) requests $500,000 Bay Fill Clean-up and Abatement Fund in 2025-26 and $55,000 ongoing to procure and establish a modern, comprehensive digital regulatory management system to manage and track permits and permit applications, as well as receive permits and permit fees online. The database will allow BCDC's permitting, enforcement, and planning programs to be more effective and efficient. BCDC also requests statutory changes to the Bay Fill Clean-up and Abatement Fund to include technology services, programs, and personnel that directly support the existing authorized uses of the Fund.

Requires Legislation (submit required legislation with the BCP)	Code Section(s) to be Added/Amended/Repealed
☒ Trailer Bill Language ☒ Budget Bill Language ☐ N/A	Government Code Section 66647

Does this BCP contain information technology (IT) components? ☒ Yes ☐ No *If yes, departmental Chief Information Officer must sign.*	Department CIO Andrew Chin	Date 5/14/2025

For IT requests, specify the project number, the most recent project approval document (FSR, SPR, S1BA, S2AA, S3SD, S4PRA), the approval date, and the total project cost.

Project No.3802-001 **Project Approval Document:** S1BA

Approval Date: 9/19/2024 **Total Project Cost:** $555,000

If proposal affects another department, does other department concur with proposal? ☐ Yes ☐ No
Attach comments of affected department, signed and dated by the department director or designee.

Prepared By	Date	Reviewed By	Date
Harriet Lai Ross	5/14/2025	Sean Williamson	5/14/2025
Department Director	**Date**	**Agency Secretary**	**Date**
Larry Goldzband	5/14/2025	Bryan Cash	5/14/2025

Department of Finance Use Only

Additional Review: ☐ Capital Outlay ☐ ITCU ☐ FSCU ☐ OSAE ☐ Dept. of Technology

Principal Program Budget Analyst	Date submitted to the Legislature
Lizzie Urie	5/14/2025

A. Problem Statement

The McAteer-Petris Act was enacted in 1965 and directs the San Francisco Bay Conservation and Development Commission (BCDC) to prepare and maintain the San Francisco Bay Plan (Bay Plan) for the conservation and development of San Francisco Bay, a state protected resource, including flood protection, public access, navigation, and natural resource protection. Any activity in the San Francisco Bay or along the shoreline requires a permit from BCDC.

BCDC's existing systems to track permit-related documents are inefficient, incomplete, and not centralized. Project information is spread across multiple separate sources that do not interface, including SharePoint, OneDocStop, Filemaker, BayRAT, and physical files. Additionally, these systems are antiquated and lack key functionality. For example, staff often need to search records related to previously issued permits to identify projects comparable to those under active review, but these systems are challenging to navigate (at best) and lack effective search features. This disjointed filing system forces staff to spend hours trying to locate basic project information. This also increases the risk that staff will fail to locate key information that could inform their analyses and recommendation on a permit application.

BCDC's primary system used to track active applications, Filemaker, lacks functionality that is key for project management. For example, it does not include the ability to identify at what point applications are in the permitting process or to set reminders for key upcoming deadlines. It also does not allow applications or payments to be submitted online. As a result, staff use a manual system for receiving applications and fee payments through email and physical mail, which continues to create unnecessary workload, has led to key errors, and is in opposition to the push by the State to accept electronic transactions. Just as important, with information spread throughout multiple locations – electronic and hard copy – errors are more probable than with a centralized system.

All of these challenges are exacerbated by BCDC's high rate of turnover among permitting staff. Data from the last three years show that there have been seven vacancies for seven permit analysts averaging more than two positions (nearly 30 percent) of staff turning over every year. Only one of BCDC's seven permitting analysts has been at BCDC since before 2021. As a result, learning to navigate this system requires significant training and practice and therefore the time that new staff must devote to learning the system is considerable. The complexity of the systems' lack of integration also makes it far more difficult, and far less likely, that institutional knowledge, such as how to access key historical project information, will be effectively transferred when staff turns over. These numerous information sources do not allow the Regulatory Director to actively or easily track the progress of permit applications and pre-applications on which BCDC managers and permit analysts are working on; this lack of information severely limits BCDC's ability to collect permit processing data.

The existing system does not have the ability for the public and stakeholders to track the submission and status of submitted permit applications and to view details of previously approved permits. Stakeholders, including local governments, other state departments, federal agencies, private developers, nonprofit organizations, and the public continue to express concerns that this lack of publicly available information limits their visibility into BCDC's permitting process and decision making. This lack of transparency also limits their ability to anticipate what BCDC will require in their prospective permits and to proactively incorporate such elements. This is especially important for nonprofit organizations that have far less capacity and resources.
While a comprehensive regulatory management system will be of great assistance to the public and to BCDC permit applicants, its functionality will also extend to other regulatory functions as BCDC's enforcement program is directly tied to its permitting program. The regulatory management system will enable the enforcement and permit compliance teams to actively track their progress on cases as part of the overall regulatory function. This is also true of the Bay

Design Analysts (architects) and BCDC's senior engineer, who work directly internally and with project applicants to help them design their projects to comply safely with BCDC's mandate to "maximize feasible public access, consistent with the project."

BCDC requests one time funding of $500,000 Bay Fill Clean-up and Abatement Fund in 2025-26 to procure and establish a digital regulatory management system that includes data and document conversion from existing systems and ongoing funding of $55,000 to account for maintenance the first year of the database and annually thereafter, which is based on $2,200 per user assuming 25 users.

BCDC has spent the following dollar amounts for permitting software used daily by our permit analysts in the last five years:

Resource History
(Dollars in thousands)

Program Budget	**PY – 4 FY19**	**PY – 3 FY20**	**PY – 2 FY21**	**PY-1 FY22**	**PY FY23**	**CY**
FileMaker (Claris International, Inc.)	$0	$0	$0	$6	$0	$0
1DocStop (Vendor: Sytech Solutions, Inc.)	$57	$11	$0	$2	$4	$0
BayRat (ArcGIS vendors: Environment Sys, SunstoneIT, System Solutions DVBE)	$4	$3	$3	$5	$13	$0

Workload History *(only include workload measures relevant to the request for resources.)*

Workload Measure	**PY - 4**	**PY - 3**	**PY - 2**	**PY-1**	**PY**	**CY**
Major Permits	11	6	6	5	4	TBD
Minor Permits	75	70	71	78	83	TBD
Permit Amendments	76	72	75	73	54	TBD

B. Justification

Establishing and procuring a modern, comprehensive digital regulatory management system that includes a variety of functional features will address many challenges BCDC permit analysts currently face. A new regulatory management system will allow permit, planning, and enforcement analysts to do the following:

- Save time with the ability to search records related to previously issued permits to identify projects comparable to those under active review;
- Reduce the likelihood that key information from previously issued permits are not located, which can inform their analysis and recommendation on a permit application;

- Manage their projects more effectively and efficiently as they would know where applications are in the permitting process and upcoming deadlines;
- Receive permit applications and permit fees online, thereby reducing workload of manually intaking and processing applications and checks, as well as reducing potential for any errors;
- Create transparency for applicants with access to publicly available information, such as past permits and deadlines, to understand how BCDC makes decisions, anticipate what BCDC will require in their projects, and proactively incorporate such elements into applications;
- More effectively and efficiently enforce the requirements of BCDC's permits;
- Create transparency for the community with access to publicly available information to track the progress of submitted applications, which will much better enable environmental justice communities to provide meaningful input at key stages of the process; and,
- Further BCDC's environmental justice goals as the system will provide the public with access to past permitting decisions and conditions which would enable interested people to better understand how BCDC's permitting decisions have impacted their communities.

C. Departmentwide and Statewide Considerations

BCDC has fulfilled its statutory responsibilities by protecting the San Francisco Bay and its shoreline for almost 60 years. Preparing well researched and well written permits in a timely manner that are consistent with BCDC's laws and policies is crucial to its mandate to protect the Bay from excessive fill, maximize public access to the shoreline, and prepare the Bay Area for rising sea levels due to climate change.

Establishing and implementing a comprehensive regulatory management system will allow permit analysts to manage and prepare their permits more effectively and efficiently. A new management system will also help other divisions in the department. For example, BCDC's Environmental Justice staff will be able to research how past permits have affected underserved communities and how BCDC can establish more effective and equitable permit conditions in the future. Compliance staff will be able to better track projects from beginning to end to better anticipate how to educate permittees about their permits so that they do not become subjects of enforcement proceedings. Enforcement staff will be able to easily demonstrate both how permit conditions were developed and agreed-to, and how compliance efforts failed. Finally, planning staff will be able to review past permits to determine trends in climate resilience projects to better structure a regional vision to address sea level rise.

This proposal will have a positive impact on other state departments that rely on BCDC's ability to regulate collaboratively. As a regulator, BCDC reviews, analyzes, negotiates, and issues development permits to other state departments (e.g., Caltrans, California Fish and Wildlife, the State Coastal Conservancy) for their projects and must enforce its permit conditions to ensure the success of those projects. BCDC also relies on the expertise of those agencies and other state departments when BCDC reviews projects proposed by other applicants. Therefore, strengthening BCDC's regulatory functions by enabling BCDC to issue permits more effectively and efficiently will help other state departments meet their regulatory requirements.

D. Outcomes and Accountability

Outcomes of a new permit database will allow permit analysts to perform their jobs of processing and issuing permits more effectively and efficiently, as well as other regulatory and planning staff both internally at BCDC and externally at other state departments. Just as important, establishing and using a new database will greatly increase public transparency, enabling applicants and

other stakeholders to better understand how BCDC operates and how they can increase their own success with that knowledge.

E. Implementation Plan

Upon approval of the BCP, BCDC will release a Request for Proposal for an external vendor to create and implement a permit database. BCDC will review proposals, interview perspective vendors, and select the most qualified vendor that can establish a database that will meet BCDC's requirements. BCDC will then work with the selected vendor to develop a database that meets the functional needs that have been identified. It should be noted that BCDC staff have already received demonstrations from four different vendors to understand what features are available, their approximate costs, and anticipated timing.

F. Supplemental Information (If Applicable)

The mechanism for approving IT projects is the Project Approval Lifecycle (PAL). BCDC is undergoing Stage 1 Business Analysis (S1BA), Gate 1 within PAL, which was submitted and approved on September 19, 2024. After the S1BA was approved, the California Department of Technology advised BCDC to seek a Project Delegation Request (PDR) rather than continue to subsequent stages of the PAL. The PDR has been submitted to CDT for review. This proposal includes budget bill language specifying that project funds are contingent upon approval of the appropriate PAL documents.

The trailer bill language posted to the Department of Finance's website amends Section 66647 (3)(b) of the Government Code to clarify BCDC's authority to use the Bay Fill Clean-up and Abatement Fund (Fund 0914) for technology, services, programs, and personnel that directly support removing fill, resource enhancement, enforcement and remedial cleanup or abatement actions. The proposed trailer bill language is necessary to fund the Regulatory Management System with BCDC's Bay Fill Clean-up and Abatement Fund.

BCP Fiscal Detail Sheet

(Dollars in Thousands)

BCP Title: BCDC Regulatory Management System

BR Name: 3820-006-BCP-2025-MR

Budget Request Summary

Operating Expenses and Equipment

Operating Expenses and Equipment	FY24-25 Current Year	FY25-26 Budget Year	FY26-27 BY+1	FY27-28 BY+2	FY28-29 BY+3	FY29-30 BY+4
5340 - Consulting and Professional Services - External	0	500	55	55	55	55
Total Operating Expenses and Equipment	**$0**	**$500**	**$55**	**$55**	**$55**	**$55**

Total Budget Request

Total Budget Request	FY24-25 Current Year	FY25-26 Budget Year	FY26-27 BY+1	FY27-28 BY+2	FY28-29 BY+3	FY29-30 BY+4
Total Budget Request	**$0**	**$500**	**$55**	**$55**	**$55**	**$55**

Fund Summary

Fund Source

Fund Source	FY24-25 Current Year	FY25-26 Budget Year	FY26-27 BY+1	FY27-28 BY+2	FY28-29 BY+3	FY29-30 BY+4
State Operations - 0914 - Bay Fill Clean-Up and Abatement Fund	0	500	55	55	55	55
Total State Operations Expenditures	**$0**	**$500**	**$55**	**$55**	**$55**	**$55**
Total All Funds	**$0**	**$500**	**$55**	**$55**	**$55**	**$55**

Program Summary

Program Funding

Program Funding	FY24-25 Current Year	FY25-26 Budget Year	FY26-27 BY+1	FY27-28 BY+2	FY28-29 BY+3	FY29-30 BY+4
2980 - Bay Conservation and Development	0	500	55	55	55	55
Total All Programs	**$0**	**$500**	**$55**	**$55**	**$55**	**$55**