

AMENDED IN ASSEMBLY AUGUST 1, 2016

AMENDED IN ASSEMBLY JUNE 15, 2016

**SENATE BILL**

**No. 1172**

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**Introduced by Senator Hancock**

February 18, 2016

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An act to repeal Chapter 211 of the Statutes of 1919, relating to tidelands and submerged lands in the Bay of San Francisco, and making an appropriation therefor.

LEGISLATIVE COUNSEL'S DIGEST

SB 1172, as amended, Hancock. Tidelands and submerged lands: City of Albany.

Existing law grants in trust to the City of Albany certain designated tidelands and submerged lands, both filled and unfilled, for specified uses. The grant, among other things, requires that those lands be used in conformity with the Albany Waterfront Plan and be improved in accordance with the plan on or before January 1, 1988, or title therein shall revert to the state. Existing law imposes various requirements regarding public rights in the granted lands, leasing of lands by the city, management and disposition of revenues from the lands, and the determination of boundaries of the lands granted that are subject to the jurisdiction of the San Francisco Bay Conservation and Development Commission. Existing law requires 85% of excess trust revenues, as specified, to be transmitted to the Treasurer and deposited in the General Fund.

This bill would delete those provisions and instead require that, on and after January 1, 2022, the use of those trust lands, as described, conform to an approved trust lands use plan, prescribed by the bill, and all leases or agreements proposed or entered into by the City of Albany,

as trustee of those lands, also be consistent with the public trust doctrine, as defined, and conform to the plan. The bill would require the trustee, on or before September 30, 2022, and on or before September 30 of every succeeding 5th year thereafter, to submit a report to the State Lands Commission. By imposing new duties on a local government with regard to providing for the use and management of those trust lands, the bill would impose a state-mandated local program.

Existing law, the Kapiloff Land Bank Act, creates the Land Bank Fund and continuously appropriates money in the fund, subject to a statutory trust, to the State Lands Commission, acting as the Land Bank Trustee, to acquire real property or any interest in real property for the purposes of public trust settlements.

The bill would require on June 30, 2021, and at the end of every fiscal year thereafter, that 20% of all gross revenue generated from the City of Albany trust lands be transmitted to the commission and, of this amount transmitted, would require the commission to allocate 80% to the Treasurer for deposit in the General Fund and 20% for deposit in the Land Bank Fund for expenditure by the commission pursuant to the act, thereby making an appropriation.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote:  $\frac{2}{3}$ . Appropriation: yes. Fiscal committee: yes.  
 State-mandated local program: yes.

*The people of the State of California do enact as follows:*

- 1 SECTION 1. Chapter 211 of the Statutes of 1919, as amended
- 2 by Chapter 1223 of the Statutes of 1977, is repealed.
- 3 SEC. 2. (a) For the purposes of this act, the following
- 4 definitions shall apply:
- 5 (1) "Act" means Sections 2 to 10, inclusive, of the act enacting
- 6 this section.
- 7 (2) "Commission" means the State Lands Commission.
- 8 (3) "Public trust doctrine" means the common law doctrine, as
- 9 enunciated by the court in National Audubon Society v. Superior
- 10 Court (1983) 33 Cal.3d 419 and other relevant judicial decisions,
- 11 specifying the state's authority as sovereign to exercise a

1 continuous supervision and control over the navigable waters of  
2 the state, the lands underlying those waters, and nonnavigable  
3 tributaries to navigable waters, including the maritime or water  
4 dependent commerce, navigation, and fisheries, and the  
5 preservation of lands in their natural state for scientific study, open  
6 space, wildlife habitat, and water-oriented recreation.

7 (4) “State” means the State of California.

8 (5) “Trustee” means the City of Albany, a municipal corporation.

9 (6) “Trust lands” means Parcel 1, Parcel 2, and Parcel 3, as  
10 described in Section 10 of this act, situated in the County of  
11 Alameda.

12 (7) “Trust revenues” means all revenues received from trust  
13 lands and trust assets.

14 (8) “Trust lands use plan” or “plan” means the trust lands use  
15 plan required to be submitted by the trustee to the commission  
16 pursuant to Section 4 of this act.

17 (9) “Trust lands use report” means the report of the trustee’s  
18 utilization of the trust lands required to be submitted by the trustee  
19 pursuant to Section 5 of this act.

20 (b) There is hereby granted in trust to the City of Albany, and  
21 to its successors, all of the rights, title, and interest of the state,  
22 held by the state by virtue of its sovereignty, in and to three parcels  
23 of land situated in the County of Alameda as described in Section  
24 10 of this act.

25 (c) *The Legislature finds and declares that the City of Albany*  
26 *intends that the lands granted in subdivision (b) shall be included*  
27 *as part of McLaughlin Eastshore State Park.*

28 SEC. 3. The trust grant specified in subdivision (b) of Section  
29 2 of this act is subject to all of the following express conditions:

30 (a) The trust lands shall be held by the trustee in trust for the  
31 benefit of all the people of the state for purposes consistent with  
32 the public trust doctrine, including, but not limited to, maritime  
33 or water-dependent commerce, navigation, and fisheries, *and*  
34 preservation of the lands in their natural state for scientific study,  
35 open space, wildlife habitat, and water-oriented recreation.

36 (b) On and after January 1, 2022, the use of the trust lands shall  
37 conform to an approved trust lands use plan, as required by Section  
38 4 of this act.

39 (c) The trustee shall not, at any time, grant, convey, give, or  
40 otherwise alienate or hypothecate the trust lands, or any part of

1 the trust lands, to any person, firm, entity, or corporation for any  
2 purposes whatsoever.

3 (d) The trustee may lease the trust lands, or any part of the trust  
4 lands, for limited periods, not exceeding 49 years, for purposes  
5 consistent with the trust upon which those lands are held, as  
6 specified in subdivision (a). The trustee may collect and retain  
7 rents and other trust revenues from those leases, under rules and  
8 regulations adopted in accordance with subdivision (d) of Section  
9 4 of this act, and in accordance with all of the following  
10 requirements:

11 (1) On and after January 1, 2022, all leases or agreements  
12 proposed or entered into by the trustee shall be consistent with the  
13 trust lands use plan approved by the commission, as required by  
14 Section 4 of this act. Any leases entered into prior to January 1,  
15 2022, shall be consistent with the public trust doctrine and the  
16 terms of subdivision (a).

17 (2) The lease rental rates shall be for a fair annual rent.

18 (3) The lease shall be in the best interest of the state.

19 (e) When managing, conducting, operating, or controlling the  
20 trust lands or an improvement, betterment, or structure on the trust  
21 lands, the trustee or his or her successor shall not discriminate in  
22 rates, tolls, or charges for any use or service in connection with  
23 those actions and shall not discriminate against or unlawfully  
24 segregate any person or group of persons because of race, religious  
25 creed, color, national origin, ancestry, physical disability, mental  
26 disability, medical condition, genetic information, marital status,  
27 sex, gender, gender identity, gender expression, age, sexual  
28 orientation, or military and veteran status, in accordance with  
29 Article 1 (commencing with Section 12940) of Chapter 6 of Part  
30 2.8 of Division 3 of Title 2 of the Government Code and other  
31 state antidiscrimination laws, for any use or service in connection  
32 with those actions.

33 (f) The state shall have the right to use, without charge, a  
34 transportation, landing, or storage improvement, betterment, or  
35 structure constructed upon the trust lands for a vessel or other  
36 watercraft or railroad owned or operated by, or under contract to,  
37 the state.

38 (g) The trust lands are subject to the express reservation and  
39 condition that the state may, at any time in the future, use those  
40 lands or any portion of those lands for highway purposes without

1 compensation to the trustee or a person, firm, or public or private  
2 corporation claiming a right to those lands, except, if improvements  
3 have been placed with legal authority upon the property taken by  
4 the state for highway purposes, compensation shall be made to the  
5 person entitled to the value of the interest in the improvements  
6 taken or the damages to that interest.

7 (h) There is reserved to the people of the state the right to fish  
8 in the waters over the trust lands, with the right of convenient  
9 access to those waters over the trust lands for this purpose.

10 (i) There is excepted and reserved to the state all remains or  
11 artifacts of archaeological or historical significance and all deposits  
12 of minerals in the trust lands, including, but not limited to, all  
13 substances specified in Section 6407 of the Public Resources Code,  
14 and the right to prospect for, mine, and remove those deposits from  
15 the lands.

16 (j) Prior to entering into a lease, franchise, or agreement  
17 concerning the trust lands, the governing body of the trustee shall  
18 first adopt a resolution declaring its intention to take that action.  
19 The resolution shall describe the lands or improvements that are  
20 the subject of the lease, franchise, or agreement in such a manner  
21 as to identify them accurately and shall specify the minimum rental  
22 or other consideration and the other terms and conditions of the  
23 lease, franchise, or agreement. The resolution shall be submitted  
24 to the commission prior to entering into a lease, franchise, or  
25 agreement.

26 (k) The trustee shall reimburse the commission for all expenses  
27 incurred in the administration of this act, including periodic audits  
28 or investigations.

29 SEC. 4. (a) On or before January 1, 2022, the trustee shall  
30 submit to the commission a trust lands use plan describing any  
31 proposed development, preservation, or other use of the trust lands.  
32 The trustee shall thereafter submit to the commission for approval  
33 all changes or amendments to, or extensions of, the trust lands use  
34 plan. The trustee may apply to the commission for, and the  
35 commission may approve, reasonable extensions of time to meet  
36 this deadline.

37 (b) The commission shall review with reasonable promptness  
38 the trust lands use plan submitted by the trustee and any changes  
39 or amendments to determine whether they are consistent with the  
40 public trust doctrine and the requirements of this act. Based upon

1 its review, the commission shall either approve or disapprove the  
2 plan. If the commission disapproves the plan, the commission shall  
3 notify the trustee and the trustee shall submit a revised plan to the  
4 commission no later than 180 days after the date of notice of  
5 disapproval. If the commission determines the revised plan is  
6 inconsistent with the public trust doctrine or the requirements of  
7 this act, all rights, title, and interest of the trustee in and to the trust  
8 lands and improvements on the trust lands shall revert to the state.

9 (c) The trust lands use plan shall consist of a plan, program, or  
10 other document that includes all of the following:

11 (1) A general description of the type of uses planned or proposed  
12 for the trust lands. The location of these land uses shall be shown  
13 on a map or aerial photograph.

14 (2) The projected statewide benefit to be derived from the  
15 planned or proposed uses of the trust lands, including, but not  
16 limited to, financial benefit.

17 (3) The proposed method of financing the planned or proposed  
18 uses of the trust lands, including estimated capital costs, annual  
19 operating costs, and anticipated annual trust revenues.

20 (4) An estimated timetable for the implementation of the trust  
21 lands use plan or each phase of the plan.

22 (5) A description of how the trustee proposes to protect and  
23 preserve natural and manmade resources and facilities located on  
24 trust lands and operated in connection with the use of the trust  
25 lands, including, but not limited to, addressing impacts from sea  
26 level rise.

27 (d) The governing body of the trustee shall also submit to the  
28 commission, as part of the trust lands use plan, for its approval  
29 procedures, rules, and regulations to govern the use of or  
30 development of the trust lands. These rules and regulations shall  
31 include, but are not limited to, lease rates, the basis upon which  
32 the rates are established, lease terms and conditions, provisions  
33 for renegotiation of rates and terms and assignments, and any other  
34 information as may be required by the commission.

35 (e) Upon request, the trustee shall submit to the commission a  
36 copy of all leases and agreements entered into, renewed, or  
37 renegotiated.

38 SEC. 5. (a) On or before September 30, 2022, and on or before  
39 September 30 of every succeeding fifth year, the trustee shall  
40 submit a report of its utilization of the trust lands for each

1 immediately preceding five-calendar-year period ending with June  
2 30 of the calendar year in which the report is required to be  
3 submitted.

4 (b) The report required by this section shall include all of the  
5 following:

6 (1) A general description of the uses to which the trust lands  
7 have been placed during the period covered by the report.

8 (2) A list of the holders of leases or permits that have been  
9 granted or issued by the trustee. The list shall specify all of the  
10 following, as to each holder:

11 (A) The use to which the trust lands have been placed by the  
12 owner or holder.

13 (B) The consideration provided for in each lease or permit and  
14 the consideration actually received by the trustee for the lease or  
15 permit granted or issued.

16 (C) An enumeration of the restrictions that the trustee has placed  
17 on the use of the trust lands, and each area of the trust lands, for  
18 the period covered by the report.

19 (c) A report shall not be required if the utilization of the trust  
20 lands within the immediately preceding five-calendar-year period  
21 is identical to the utilization of the trust lands as stated in a  
22 previously submitted report. If a new report is not submitted, the  
23 trustee shall submit a letter to the commission stating that its  
24 utilization of the trust lands has not changed during the immediately  
25 preceding five-calendar-year period. The letter required in this  
26 section shall also include the name and date of the utilization report  
27 that contains the applicable uses of the trust lands.

28 SEC. 6. (a) The trustee shall demonstrate good faith in carrying  
29 out the provisions of its trust lands use plan and amending it when  
30 necessary in accordance with subdivision (a) of Section 4 of this  
31 act.

32 (b) If the commission determines that the trustee has  
33 substantially failed to improve, restore, preserve, or maintain the  
34 trust lands, as required by the trust lands use plan, or has  
35 unreasonably delayed implementation of the trust lands use plan,  
36 all rights, title, and interest of the trustee in and to the trust lands  
37 and improvements on the trust lands shall revert to the state.

38 SEC. 7. (a) (1) The trustee shall establish and maintain  
39 accounting procedures, in accordance with generally accepted  
40 accounting principles, providing accurate records of all revenues

1 received from the trust lands and trust assets and of all expenditures  
2 of those revenues.

3 (2) All trust revenues received from trust lands and trust assets  
4 shall be expended only for those uses and purposes consistent with  
5 this act. The trustee shall provide for the segregation of the  
6 revenues derived from the use of the trust lands by the trustee from  
7 other city municipal funds, so as to ensure that trust revenues are  
8 only expended to enhance or maintain the trust lands in accordance  
9 with the uses and purposes for which the trust lands are held.

10 (3) Trust revenues may be expended to acquire appropriate  
11 upland properties to benefit and enhance the trust, subject to a  
12 determination by the commission that this acquisition is consistent  
13 with this act and in the best interests of the state. Property acquired  
14 with these trust revenues shall be considered an asset of the trust  
15 and subject to the terms and conditions of this act.

16 (b) The trustee shall comply with Section 6306 of the Public  
17 Resources Code.

18 (c) (1) Before expending trust revenues for any single capital  
19 improvement on the trust lands involving an amount in excess of  
20 two hundred fifty thousand dollars (\$250,000) in the aggregate,  
21 the trustee shall file with the commission a detailed description of  
22 the capital improvement not less than 120 days prior to the time  
23 of any disbursement of trust revenues for, or in connection with,  
24 that capital improvement.

25 (2) Within 120 days after the time of a filing specified in  
26 paragraph (1), the commission shall determine whether the capital  
27 improvement is in the statewide interest and benefit and, if the  
28 filing is made on or before December 1, 2021, whether it is  
29 consistent with subdivision (a) of Section 3 of this act or, if the  
30 filing is made on or after January 1, 2022, whether it is consistent  
31 with the trust lands use plan. The commission may request the  
32 opinion of the Attorney General on the matter, and if the  
33 commission makes this request, the Attorney General shall deliver  
34 a copy of the opinion to the trustee with the notice of its  
35 determination.

36 (3) If the commission notifies the trustee that the capital  
37 improvement is not authorized, the trustee shall not disburse any  
38 trust revenues for, or in connection with, the capital improvement,  
39 unless it is determined to be authorized by a final order or judgment  
40 of a court of competent jurisdiction.



1 (4) The trustee may bring suit against the state to secure an order  
2 or judgment for purposes of paragraph (3). The suit shall have  
3 priority over all other civil matters. Service shall be made upon  
4 the executive officer of the commission and the Attorney General,  
5 and the Attorney General shall defend the state in that suit. If  
6 judgment is given against the state in the suit, no costs may be  
7 recovered.

8 (d) On June 30, 2021, and at the end of every fiscal year  
9 thereafter, 20 percent of all gross revenue generated from the trust  
10 lands shall be transmitted to the commission. Of this amount  
11 transmitted, the commission shall allocate 80 percent to the  
12 Treasurer for deposit in the General Fund and 20 percent to the  
13 Treasurer for deposit in the Land Bank Fund, created pursuant to  
14 Section 8610 of the Public Resources Code, for expenditure  
15 pursuant to the Kapiloff Land Bank Act (Division 7 (commencing  
16 with Section 8600) of the Public Resources Code) for management  
17 of the commission's granted lands program.

18 (e) The commission may, from time to time, institute a formal  
19 inquiry to determine that the terms and conditions of this act, and  
20 amendments to this act, have been complied with and that all other  
21 applicable provisions of law concerning the trust lands are being  
22 complied with in good faith.

23 (f) The commission shall approve in advance of expenditure  
24 any reimbursement for expenditures of nontrust revenues for  
25 improvements made to the trust or, if not approved, those  
26 expenditures shall be deemed a gift to the trust.

27 SEC. 8. (a) If the commission finds that the trustee has violated  
28 or is about to violate the terms of its trust grant or any other  
29 principle of law relating to its obligation under the public trust  
30 doctrine or under this act, the commission shall notify the trustee  
31 of the violation.

32 (b) The trustee shall have 30 days from the receipt of a notice  
33 of violation to conform to the terms of its grant and the principles  
34 of law under the public trust doctrine. If the trustee fails or refuses  
35 to take those actions, the commission may bring an action to  
36 enforce the rights of the state and people as settlor beneficiary of  
37 the public trust doctrine.

38 (c) The Attorney General shall represent the state in all actions  
39 or proceedings taken pursuant to this section. If the judgment is

1 given against the state in the action or proceeding, no costs shall  
2 be recovered from the state and people.

3 SEC. 9. The requirements of Section 6359 of the Public  
4 Resources Code do not apply to the trust lands granted pursuant  
5 to this act.

6 SEC. 10. The trust lands granted in Section 3 are three parcels  
7 of tide and submerged lands situated in and adjacent to the bed of  
8 San Francisco Bay, Alameda County, State of California, more  
9 particularly described as follows:

10 PARCEL 1

11 COMMENCING at point “A” as shown on the Map of the Grant  
12 to the City of Albany, recorded July 24, 1963, in Book 43 of Maps,  
13 page 12A, Alameda County Records, said point “A” having  
14 California Zone 2 coordinates of  $x = 1,469,703.82$  feet and  $y =$   
15  $511,851.40$  feet, thence along the northerly boundary of said Grant  
16  $S 74^{\circ} 21' 53'' E, 2573.92$  feet to point “B” as shown on said map  
17 and being the TRUE POINT OF BEGINNING, thence continuing  
18 along the boundary of said grant the following ten courses:

- 19 (1)  $N 01^{\circ} 08' 07'' E, 661.08$  feet;
  - 20 (2)  $S 88^{\circ} 51' 53'' E, 661.58$  feet;
  - 21 (3)  $N 01^{\circ} 08' 07'' E, 876.29$  feet;
  - 22 (4)  $N 75^{\circ} 19' 34'' E, 1636.95$  feet;
  - 23 (5)  $S 88^{\circ} 51' 53'' E, 409.57$  feet;
  - 24 (6)  $S 01^{\circ} 08' 07'' W, 1321.66$  feet;
  - 25 (7)  $N 88^{\circ} 51' 53'' W, 661.05$  feet;
  - 26 (8)  $S 01^{\circ} 08' 07'' W, 1322.17$  feet;
  - 27 (9)  $N 88^{\circ} 51' 53'' W, 1550.05$  feet;
  - 28 (10)  $S 32^{\circ} 12' 53'' E, 1582.80$  feet;
- 29 thence  $N 88^{\circ} 51' 53'' W, 1305.22$  feet; thence  $N 01^{\circ} 08' 07'' E,$   
30  $1983.26$  feet to the True Point of Beginning.

31 Coordinates, bearings, and distances used in the above  
32 description are based on the California Coordinate System, Zone  
33 2.

34 PARCEL 2

35 BEGINNING at Point “J” as shown on said Map of Grant to the  
36 City of Albany, recorded July 24, 1963, said point “J” having  
37 California Zone 2 coordinates of  $x = 1,474,154.14$  feet and  $y =$   
38  $510,458.00$  feet, thence along the boundary of said grant the  
39 following two courses:

- 40 (1)  $N 88^{\circ} 51' 53'' W, 1550.05$  feet;

1 (2) S 32° 12' 53" E, 1582.80 feet;  
2 thence N 28° 20' 17" E, 1487.26 feet to the point of beginning.  
3 Coordinates, bearings, and distances used in the above description  
4 are based on the California Coordinate System, Zone 2.

5 PARCEL 3

6 All of that certain parcel of land described as Parcel 1 in deed  
7 to the City of Albany, recorded January 15, 1942, in Liber 4159,  
8 page 296, Alameda County Records.

9 SEC. 11. No reimbursement is required by this act pursuant to  
10 Section 6 of Article XIII B of the California Constitution because  
11 the only costs that may be incurred by a local agency or school  
12 district are the result of a program for which legislative authority  
13 was requested by that local agency or school district, within the  
14 meaning of Section 17556 of the Government Code and Section  
15 6 of Article XIII B of the California Constitution.

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