

# San Francisco Bay Conservation and Development Commission

375 Beale Street, Suite 510, San Francisco, California 94105 tel 415 352 3600 fax 888 348 5190

State of California | Gavin Newsom – Governor | [info@bcdc.ca.gov](mailto:info@bcdc.ca.gov) | [www.bcdc.ca.gov](http://www.bcdc.ca.gov)

## Agenda Item #11

November 22, 2019

## Application Summary

### Mission Bay Ferry Terminal and Water Taxi Landing Project

(For Commission consideration on December 5, 2019)

<b>Permit Application Number:</b>	2017.008.00
<b>Applicant:</b>	Port of San Francisco
<b>Project Description:</b>	Construct a new ferry terminal and water taxi landing in Mission Bay, in the City and County of San Francisco.
<b>Location:</b>	In the Bay and within the 100-foot shoreline band, at 801 Terry A Francois Blvd and at the terminus of 16 <sup>th</sup> Street, in the City and County of San Francisco.
<b>Application Filed Complete:</b>	October 29, 2019
<b>Deadline for Commission Action:</b>	January 27, 2020
<b>Staff Contact:</b>	Sam Stewart (415-352-3612; <a href="mailto:sam.stewart@bcdc.ca.gov">sam.stewart@bcdc.ca.gov</a> )

## Project Overview

### Project Description

The proposed project would create a new ferry terminal and water taxi landing facility in the southern waterfront of San Francisco, providing a regional ferry service and water taxi access to the Mission Bay neighborhood and surrounding areas. The Port of San Francisco considers the project to be a critical piece of regional transportation infrastructure, providing ferry services for one of the fastest growing neighborhoods in the city. The project would also provide additional transit opportunities to events at the newly opened Chase Center arena located across Terry Francois Boulevard from the project site.

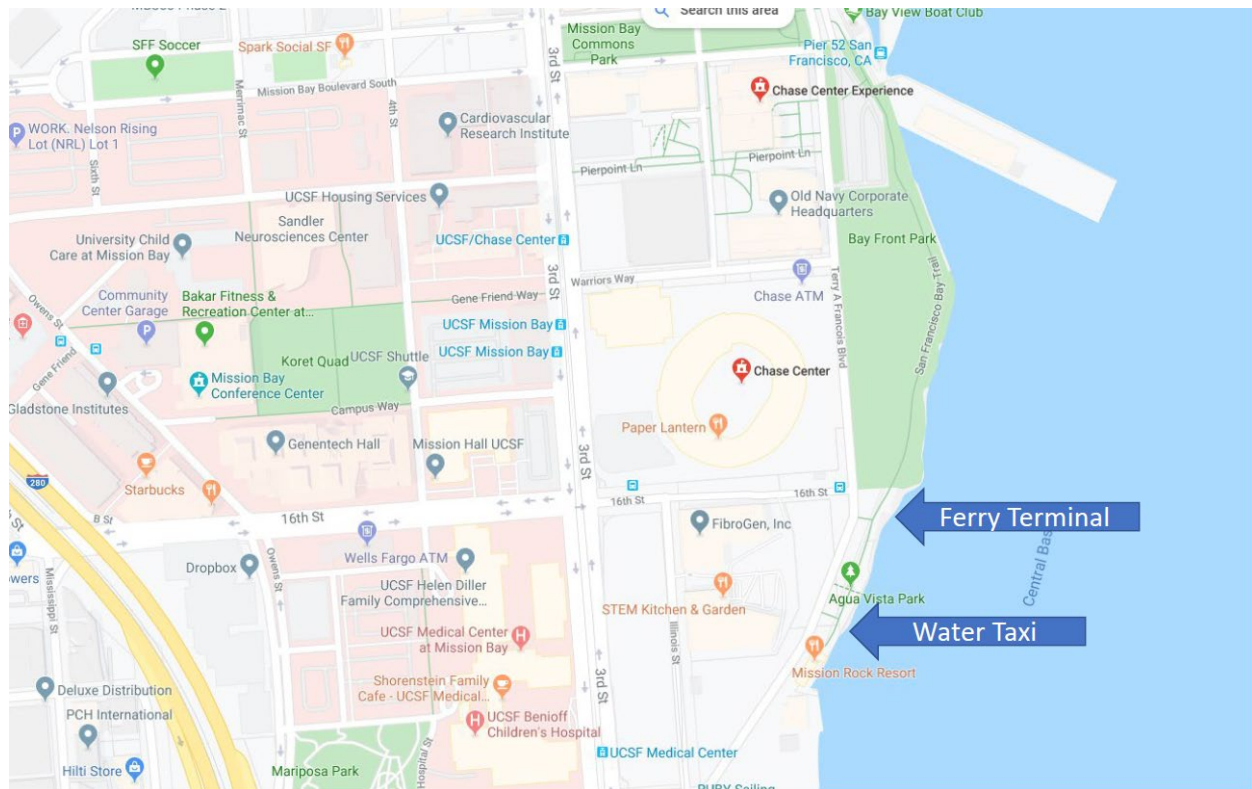
The proposed ferry terminal and water taxi landing would each consist of a single-float, two-berth landing. Public access included with the project would create an approximately 5,800 square feet plaza at the ferry terminal and improve approximately 23,323 square feet of the existing Agua Vista Park.

To allow safe navigation, the project would involve dredging an approximately 8.4-acre area (7.9-acres for the ferry terminal and 0.5-acres for the water taxi). This would involve dredging an approximately 1.67-acre contaminated area, which would be capped with an approximately 2.25-acre marine mattress and sand.



The project would involve bay fill, consisting of: 9,029 square feet for the ferry terminal, 1,604 square feet for the water taxi, and 98,010 square feet associated with the remediation cap. Total Bay fill for the project would be 108,643 square feet, with a comparable amount of compensatory fill removal amounting to 122,879 square feet.

Figure 1. Project location



## Ferry Terminal and Water Taxi Landing

- **Ferry Terminal.** The total area of fill for the ferry terminal would be approximately 9,029 square feet, composed of the following: an approximately 894-square-foot cantilevered gangway, an approximately 2,376-square-foot pile-supported pier, an approximately 5,670-square-foot float, and 89 square feet of solid fill for pilings.

A proposed 27-foot-high (above the pier deck) canopy would be constructed to provide weather protection and to create a sense of arrival at the ferry landing. Once constructed, the ferry landing would be operated and maintained by the Water Emergency Transportation Authority. The ferry terminal would provide a minimum of 23 daily commuter services with approximately 80 special event services per year associated with the Chase Center, located across Terry Francois Boulevard from the ferry terminal.

Figure 2. Renderings of Mission Bay Ferry Terminal



- **Water Taxi Landing.** The total area of fill for the water taxi landing would be approximately 1,604 square feet, composed of the following: an approximately 496-square-foot gangway, an approximately 53-square-foot pile-supported platform, an approximately 1,040-square-foot float, and approximately 15 square feet of solid fill for pilings.

The taxi landing would likely receive 10-15 boats per day with a maximum of 45 passengers each. The water taxi landing may be constructed at a later date than the ferry landing, depending on demand for water taxi use at the site

## Dredging and Contaminant Remediation

- **Dredging.** The project would involve new dredging in a 7.9-acre (ferry terminal area) and 0.5-acre area (water taxi landing) to depths of:  $-15$  plus 2-foot over-dredge allowance, and  $-8$ -feet plus 1-foot over-dredge allowance, respectively. The sediment would be disposed of at an authorized beneficial reuse site or San Francisco Deep Ocean Disposal Site (SF-DODS) when beneficial use of dredged sediment is not possible. Within the ferry landing dredge area, the 1.67-acre contaminated area would require dredging to depths of  $-17$ -feet to  $-20$ -feet plus 1-foot over-dredge allowance. The contaminated sediment would be disposed of at an appropriate upland location.

Following the new dredging, the project would require maintenance dredging every 7 to 14 years. The applicant currently proposes one episode of maintenance dredging within 10 years of permit issuance in the same dredged areas: the 7.9-acre ferry terminal dredge

footprint and 0.5-acre water taxi landing dredge footprint. Maintenance dredging would be to depths of –15-feet plus 1-foot over-dredge allowance and –8-feet plus 1-foot over-dredge allowance respectively. Maintenance dredging in the 2.25-acre mattress area (containing the 1.67-acre contaminated area) would be limited to -14 feet MLLW plus a 1-foot over-dredge allowance to avoid potential mattress disturbance.

Dredging would cause disturbance to benthic habitats, causing temporary impacts to the bay's natural resources. No mitigation is proposed for dredging, but seasonal restrictions will apply for special status species, consistent with the Commission's laws and policies.

- **Remediation Cap.** Following new dredging, a three-layer contaminant cap would be placed in a 1.67-acre area within the ferry terminal dredge footprint that contains high levels of polycyclic aromatic hydrocarbons (PAHs). The cap would be approximately three-feet thick, composed of an approximately 1.6-foot deep chemical isolation area of sand, an approximately 1-foot-deep erosion protection layer of engineer approved grout-filled marine mattress, followed by an approximately 0.5-foot-deep layer of uncontaminated sand. The one-foot thick, 1.67-acre marine mattress would have an additional 0.58-acre perimeter of articulating block mats intended to minimize potential edge scour. The proposed marine mattress, including the articulating mats, would cover an area of approximately 2.25-acres or 98,114 square feet. Removal of bay fill would be undertaken to compensate for fill impacts of the cap.

## Public Access

Landward of the Ferry Terminal the project would provide an approximately 5,800-square-foot new ferry plaza area. The ferry plaza would be designed to tie in directly with Bayfront Park's 16th Street Plaza and to provide public access circulation and use while accommodating ferry passenger arrival and departure. The public plaza would include an approximately 187-linear-foot seatwall, bench seating, lighting, public art, signage, and trash receptacles.

Landward of the Water Taxi Landing, the project would provide approximately 23,323 square feet of improvements to existing public access, including enhancement of the Bay Trail and Agua Vista Park, and repair to the Park's fishing pier. Improvements would provide approximately 5,652 square feet of accessible walkways, and 7,846 square feet of new landscaped areas, including: a minimum of three connecting pathways between sidewalk and bay trail, at least three new benches, at least three picnic tables with ADA space, trash receptacles, bike racks, signage for Agua Vista Pier and other areas, at least four pole lights that match adjacent parks, at least two art installations or features at the waterfront, and, at least 18-linear-feet of seatwall. Furthermore, improvements to the Agua Vista Park fishing pier would consist of new signage and replacement of worn and damaged sections of the pier and improvements to ensure ADA compliance.

Please see Exhibit A.2 for an outline of proposed public access.

## Flooding and Sea Level Rise

The ferry terminal's expected project life is until 2070. Using the methodology outlined in the 2018 California Sea Level Rise Guidance from the Ocean Protection Council and Natural Resources Agency ("2018 State Guidance"), the ferry terminal pier and adjacent ferry plaza is designed to be resilient to 1.9-feet of sea level rise projection at 2050 mean higher high water levels and 3.5-feet of sea level rise projection at 2070 at mean higher high water levels. However, the ferry terminal and ferry plaza could experience temporary flooding from wave runup during a 100-year storm event (which has a one percent chance of reoccurring every year) beginning at 2050.

The water taxi landing's expected project life is until 2050. The water taxi pier and adjacent Agua Vista Park are designed to be resilient to 1.9-feet of sea level rise projection at 2050 mean higher high water levels. However, the water taxi landing and adjacent Agua Vista Park could experience temporary flooding from wave runup during a 100-year storm event (which has a one percent chance of reoccurring every year) beginning at 2050 (See Exhibit C.1-C.3).

## Schedule and Cost

According to the permit application, construction work would begin in 2020, with the ferry landing and associated dredging starting prior to construction for the ferry terminal and water taxi landing.

Construction would be phased, with the ferry terminal being completed before the water taxi landing. As a result, proposed compensatory mitigation would also be phased.

The total project cost is projected at \$32,000,000.

## Issues Raised

The staff believes that the primary issues raised by the application are: (1) whether the project is consistent with the *San Francisco Waterfront Special Area Plan*; (2) whether the proposed work in the Bay would be consistent with the McAteer-Petris Act and the Bay Plan policies on fill, including mitigation; and (3) whether the proposed public access would be consistent with the McAteer-Petris Act and the Bay Plan policies on public access. A list of applicable McAteer-Petris Act, San Francisco Bay Plan, and San Francisco Waterfront Special Area Plan policies is attached as Exhibit A.

## Staff Notes

The staff notes the following considerations for the Commission:

- **San Francisco Waterfront Special Area Plan (SAP).** The San Francisco Waterfront SAP provides detailed planning guidelines for the shoreline at this location, including specific policies for permitted uses at the project site. The project's proposal to remove remnants of Pier 64 as part of the mitigation package is consistent with Special Area Plan Map 5 of the SAP, which requires removal of pier 64. The project's proposal for

improvements to Agua Vista Park are consistent with the San Francisco Waterfront SAP, including the Special Area Plan Map 5 which denotes the area as an area for “Public Recreation and Access” to be used for marina, public recreation, open space and maritime uses. The improvements to the existing public access and new public access are permitted uses and thus consistent with the San Francisco Waterfront SAP.

- **Mitigation.** For the purposes of compensatory mitigation for bay fill, the project is split into two phases, 1) the ferry terminal, and 2) the water taxi landing, because the water taxi landing may be constructed at a later time. Compensatory mitigation for each component would include the following:

1. **Ferry Terminal:**

- a. The total area of fill placement for the ferry terminal structures would be 9,029 square feet. Compensatory mitigation would include the removal of 25,121 square feet of bay fill, including remnants of pier 64 deck and support piles north of the project site and credit for removal of Pier 70, Building 64.
- b. The total area of fill placement for the ferry terminal dredge footprint contaminant cap would be 98,010 square feet. Compensatory mitigation would include the removal of 96,145 square feet of bay fill, including removal of sunken sailboat and remnants of pier 64 and 66. A portion of the solid fill to be removed would be remnants of pier 64, the removal of which would also be consistent with plan map 5 of the San Francisco Special Waterfront Plan.

2. **Water Taxi:**

- a. The total area of fill placement for the water taxi landing would be approximately 1,604 square feet. Compensatory mitigation would include the removal of 1,593 square feet of bay fill, including removal of piles, marine debris and credit for Pier 70, wharf 5.

Overall the project would result in a total of 108,643 square feet of bay fill; the proposal for compensatory mitigation would remove approximately, 122,879 square feet of bay fill.

- **Board Review.** The Design Review Board (DRB) first reviewed the project on December 11, 2017. The Board previously reviewed a design in the same area for the Mission Rock Mixed-use development, and Mission Bay P22 Bayfront Park Project; BCDC Permit No. 2000.005.04, on December 5, 2016. The DRB recommended a number of refinements to the project design, such as: considerations for the ferry terminal canopy design; consideration of the use of the ferry terminal in coordination with special events at the Chase Center; public access to the piers (subsequently removed from the public access design plan in October 2019); and, joint programming and management of Bayfront Park, Agua Vista Park and the Ferry Plaza to ensure the success of the waterfront public access. The port agreed to consider and improve public access design based upon the Boards recommendations.

## Applicable Policies

The following policies are applicable in the Commission's review of the proposed project:

- McAteer-Petris Act: Sections 66605 (Allowable Bay Fill), 66602 (Water-Oriented Land Uses and Public Access), 66632 (permit for fill and extraction of materials) and 66632.4 (Maximum Feasible Public Access).
- San Francisco Bay Plan policies on: Dredging; Fish, Other Aquatic Organisms, and Wildlife; Water Quality; Water Surface Area and Volume; Subtidal Areas; Climate Change; Public Access; Mitigation; Transportation; Navigational Safety and Oil Spill Prevention; Recreation; Appearance, Design, and Scenic Views; Safety of Fills; and Bay Plan Map No. 5 policies.

## Exhibits

- Exhibit A.1 Mission Bay Ferry Landing and Water Taxi Landing - Site Plan
- Exhibit A.2 Mission Bay Ferry Landing and Water Taxi Landing - Public Access
- Exhibit B.1 Mission Bay Ferry Landing - Plan View
- Exhibit B.2 Water Taxi Landing - Plan View
- Exhibit C.1 Mission Bay Ferry Landing - Sea Level Rise through 2070 Design Life based on OPC Low Emissions Scenario
- Exhibit C.2 Mission Bay Ferry Landing - Sea Level Rise through 2050 Mid Century and 2070 Design Life based on OPC High Emissions Scenario
- Exhibit C.3 Water Taxi Landing - Sea Level Rise through 2050 Design Life based on OPC High Emissions Scenario
- Exhibit D.1 Mission Bay Ferry Landing and Water Taxi Landing – Dredge Design Plan and Limits
- Exhibit D.2 Mission Bay Ferry Landing and Water Taxi Landing – Dredge Design Cross Sections
- Exhibit E.1 Mission Bay Ferry Landing - Cap Design Plan and Limits
- Exhibit E.2 Mission Bay Ferry Landing – Cap Design Details and Cross Sections