

San Francisco Bay Conservation and Development Commission

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January 24, 2025

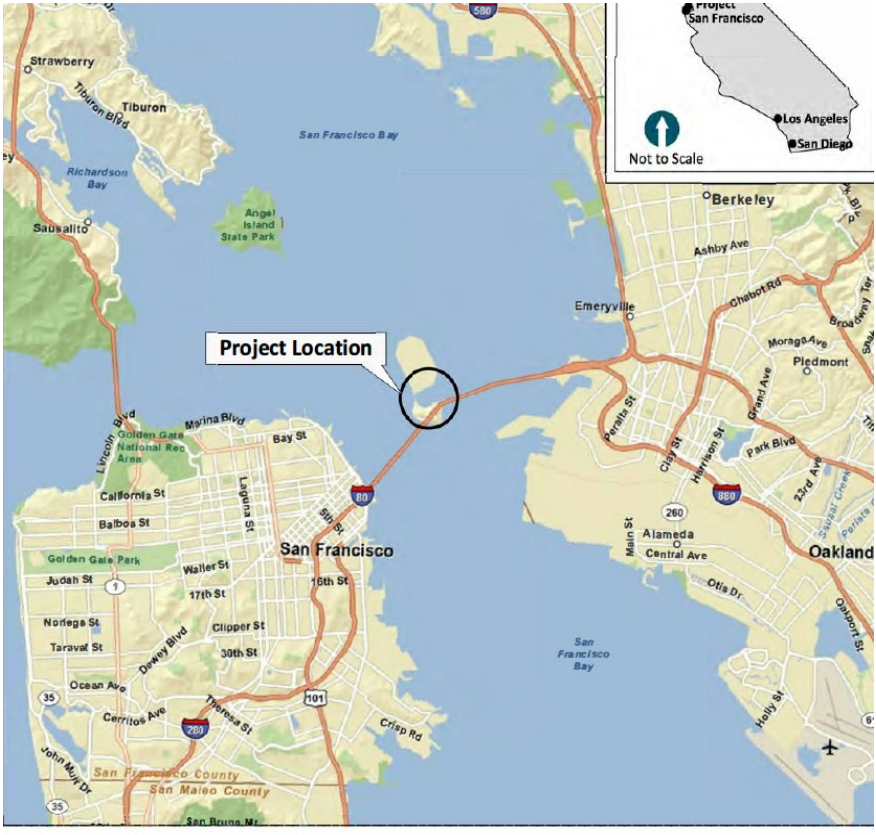
Application Summary

Treasure Island Marina Replacement

(For Commission consideration on February 6, 2025)

- BCDC Permit Application Number:** 2023.006.00
- Applicant(s):** Treasure Island Enterprises, LLC
- Project Description:** Removal of an existing marina and construction of a new expanded marina.
- Location:** Within the Bay, at Clipper Cove on the eastern side of Treasure Island (1 Clipper Cove Way) in the City and County of San Francisco.
- Application Filed Complete:** January 2, 2025
- Deadline for Commission Action:** April 2, 2025
- Staff Contact:** Sam Fielding (415/352-3665; sam.fielding@bcdc.ca.gov)

Figure 1. The proposed project site, Clipper Cove on the eastern side of Treasure Island, in the City and County of San Francisco.



Project Overview

Project Description

The Project site is located within the Bay, in Clipper Cove, on the south shore of Treasure Island, between Treasure Island and Yerba Buena Island. The Project includes the complete removal of the existing marina in Clipper Cove, and replacement with a new marina.

The existing Treasure Island Marina includes three docks, two gangways, and approximately 108 slips ranging from 15 feet to 80 feet long, and 100 12-inch-diameter creosote-treated wooden piles. The Project will replace the existing marina with a new 168-slip marina that will include 138 new HDPE-wrapped steel guide piles, 20 and 26 inches in diameter. The new proposed marina would be developed by the applicant, Treasure Island Enterprises, LLC, who is leasing the project area of Clipper Cove from the underlying property owner, the Treasure Island Development Authority (TIDA).

The new marina design includes concrete decking material, equipped with an internal utility chase for electrical and plumbing equipment. The dock system sections will have a six-sided concrete shell with expanded polystyrene foam core fully encapsulated within. The dock system will include electrical service, communication, pump-out service, and potable water in each slip. Three new aluminum gangways will be installed to connect the new dock system to Clipper Cove Promenade on Treasure Island. The new marina includes a 705-foot guest dock (Dock A) that will also function as a floating wave attenuator. Dock A will be reserved as a publicly accessible transient moorage dock that can be accessed for a nominal fee.

The Project is anticipated to be constructed in a single phase, with all in-water work to be completed in one season, although additional time may be needed in which case the Project may be constructed over two construction seasons. Dredging necessary for future navigation safety and ongoing marina operations would be reviewed under a permit amendment application when needed, and not part of the construction process as described in the proposed project.

The Project site will be accessed via Clipper Cove Way and from the water during demolition and construction, with staging to occur in the parking lot or other immediately adjacent locations across from the existing marina along Clipper Cove Way, and potentially via water access at Pier One at the southeastern corner of Treasure Island. Any treated timber would be disposed of at an upland disposal site outside of BCDC jurisdiction. Installation of new steel guide piles will be primarily by vibratory driver and then completed using an impact pile driver with a cushion block for the remaining three to five feet where necessary. Existing piles will be removed with the use of a vibratory hammer or other non-jetting processes.

To reduce potential underwater noise impacts from pile installation on fish and marine mammals, the permittee will restrict pile driving to the in-water work window for salmonids for the San Francisco Bay, install only up to 8 piles per day, use a soft-start technique, and operate only a single diesel hammer at a time. The pile driving completion period is expected to be 18 to 35 days in duration.

Fill in the Bay

The project authorized under this permit will result in a net increase of 36,384 square feet of overwater fill and 225.6 cubic yards of solid fill, through the removal of the existing 36,895 square-foot marina (with 47.3 cubic yards of solid fill), and construction of the 73,279 square-foot replacement marina, with 273 cubic yards of solid fill. The increase in overwater and solid fill is the result of the expansion of the marina from a 108-slip marina to the new 168-slip marina, and replacement of 100 12-inch-diameter creosote-treated wooden piles with 30 24-inch-diameter steel piles and 108 18-inch-diameter steel piles.

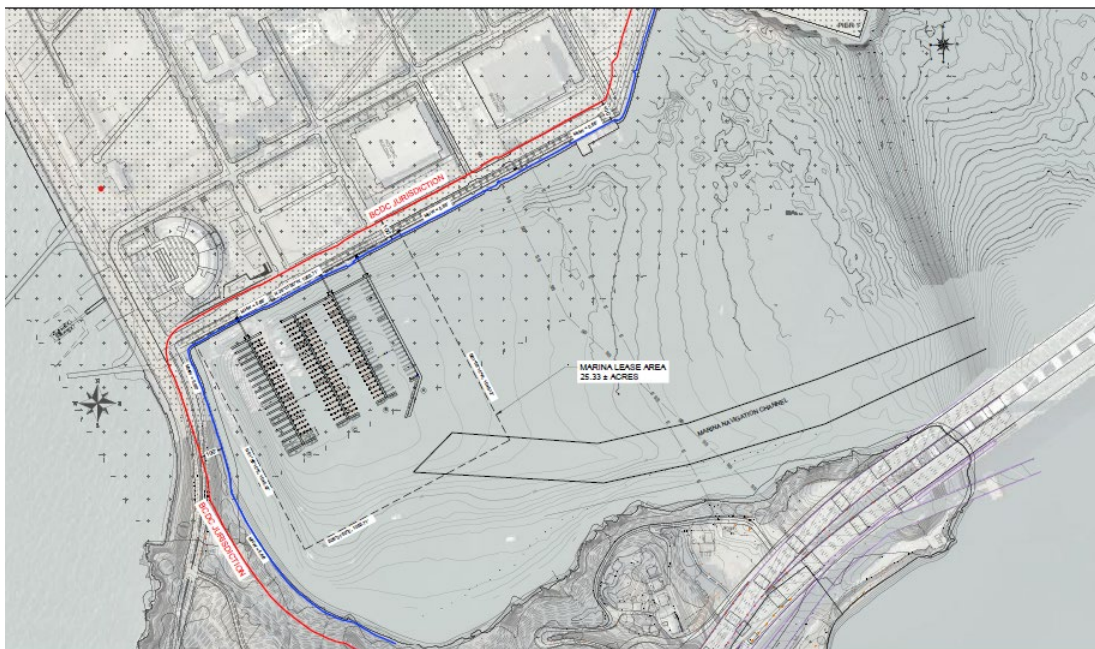
San Francisco Bay Plan Map No. 4 indicates there is no designated priority use area at the project site. Bay Plan Policy 25 of this Map, corresponding to “Yerba Buena and Treasure Islands - Clipper Cove,” states, “Expand marina and other water-oriented recreation uses, provide water access for small watercraft, such as kayaks, and for swimming. Preserve beaches and eelgrass beds.” The demolition of an existing marina and replacement with a larger marina at this site is thus in accordance with the San Francisco Bay Plan Map No. 4, policy 25.

Public Access

The proposed project would provide improved public access through providing a publicly accessible transient boat dock providing moorage at a nominal fee, which will allow for up to ten boats to be moored at a time along the eastern, external, side of Dock A, providing greater access to Clipper Cove to the general public boating community.

Note that although the marina expansion is being developed in coordination with the broader Treasure Island Development Project (BCDC Permit No. 2016.005.00; permittees: Treasure Island Development Authority and Treasure Island Community Development, LLC), including the adjacent shoreline Clipper Cove Promenade, it is still expected for the marina project to provide additional public access separate from those landside developments.

Figure 1. Proposed Project



Flooding and Sea Level Rise

The marina project authorized under this permit is located entirely within the Bay, with no shoreline protection component. The Bay Plan Climate Change Policies are not relevant to fill from the marina because all docks are floating. The piles will be of adequate height to anticipate future sea level rise.

Environmental Justice and Social Equity

Treasure Island is considered to be a socially vulnerable community, as identified through BCDC's Community Vulnerability Mapping Tool. However, the project site itself is located offshore within the Bay and is not expected to result in direct impacts to the landside community of Treasure Island. Project impacts, however, will result from the expansion of the marina footprint in Clipper Cove, a calmer area used frequently by the recreational boating community and youth sailing, and the expansion of berth sizes to accommodate larger vessels (from an average slip length of approximately 32 feet in the existing marina to approximately 55 feet in the new marina design). Regarding slip size, BCDC has not previously conditioned berth sizes of marinas, however, the permittee has committed to allow existing occupants of the marina to maintain berths at the new marina, charged at rates based upon the linear length of their vessel and not the slip size. The encroachment of the marina on existing recreational uses of Clipper Cove has been a more contentious issue. During the project's CEQA process, resulting in its approval by the San Francisco Board of Supervisors and approved lease in 2019, the permittee engaged with and was the recipient of significant public input on its design. Specifically, the Save Clipper Cove organization, spearheaded by the Treasure Island Sailing Center (TISC) and the Sierra Club, objected to a private marina negatively impacting existing uses of a unique well-protected open-water cove, including educational sailing programs and competitive sailing events held in Clipper Cove. As a result of these publicly voiced concerns, the permittee modified the project proposal in response to voiced community concerns by reducing the project footprint of the new marina to approximately one third, compared to the original proposal.

Schedule and Cost

Construction would begin prior to 2028, and expected to occur over approximately two years. The estimated total project cost is approximately \$12,000,000.

Issues Raised

The staff believes the primary issues raised by the proposed project are:

- (1) Whether it is consistent with the McAteer-Petris Act, and relevant San Francisco Bay Plan policies related to fill, natural resources, and water quality; and
- (2) Whether the proposed public access is the maximum feasible consistent with the project, and otherwise consistent with the Commission's policies related to public access and recreation.

Staff Notes

The staff notes the following considerations for the Commission:

Public Access Proposal

The expanded marina, increasing the number of berths by 60 and increasing the average berth size from 32 feet to 55 feet, is expected to attract more people to the Treasure Island shoreline and increase demand for recreational boating in Clipper Cove. Furthermore, although the applicant scaled down the scope of the proposed project in response to public concerns regarding impacts of a redeveloped, expanded marina on existing recreational uses of Clipper Cove, the increase of the existing marina size from 108 slips to the proposed 168 slips would generate demand for public access and affect existing surrounding public access. However, opportunities for new public access improvements were limited for the project due to the project site being circumscribed by its leased area and lack of shoreline component within that leased area. Previous BCDC permitted marina projects have provided new public access opportunities primarily through shoreline amenities. After discussing the feasibility of various public access improvement proposals with the applicant, a publicly accessible transient boat dock providing moorage at a nominal fee, was best determined to achieve maximum feasible public access consistent with the project. Similar guest docks either provided at a nominal cost or free-of-charge are found in other BCDC permits, including the Vallejo Marina (1982.009.06) and West Point Harbor (2002.002.10). This feature will allow for up to ten boats to be moored at a time along the eastern, external, side of Dock A, providing greater access to Clipper Cove to the general public boating community.

Applicable Laws and Policies

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

- McAteer-Petris Act: Sections 66602 (Water-Oriented Land Uses and Public Access), 66605 (Allowable Bay Fill) and 66632.4 (Maximum Feasible Public Access).
- San Francisco Bay Plan policies on: Fish, Other Aquatic Organisms, and Wildlife; Tidal Marshes and Tidal Flats; Water Quality; Mitigation; Public Access; Appearance, Design, and Scenic Views; Climate Change; and Safety of Fills.