

# SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

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**TO:** Commissioners and Alternates

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**SUBJECT:** **Staff Report for the Commission Briefing and Update on the 34<sup>th</sup> America's Cup Project**  
(For Commission Consideration on January 19, 2012)

## Background

In December 2010, the City and County of San Francisco (City) was selected as the host city for the 34<sup>th</sup> America's Cup (AC34) Event. The Board of Supervisors for the City approved a 34<sup>th</sup> America's Cup Host and Venue Agreement (Host Agreement) with the America's Cup Event Authority, LLC (Event Authority) and America's Cup Organizing Committee (ACOC), as the City's formal bid to host AC34.

The event will be held during the summer and fall of 2012 and 2013 at several facilities and locations, which are described in more detail below. As shown on the attached exhibits, the venues proposed for the AC34 events consist of Piers 19, 19½, 23, 27- 29, 26, 28, 30- 32, and 80 and water basins/water areas near Marina Green, Piers 19- 23, Piers 23- 27 (Northeast Wharf Open Water Basin), Piers 29- 31, Piers 7-9 (Broadway Open Water Basin), Piers 14- 22½ (Rincon Point Open Water Basin), Piers 26-28, and Piers 32- 36 (Brannan Street Wharf Open Water Basin). Other venues proposed for spectator- and/or sponsor- related activities, include Crissy Field, Marina Green, Fort Mason, Aquatic Park, Alcatraz Island, Fort Baker Pier at Cavallo Point (near Sausalito), San Francisco Civic Center, Union Square, and Justin Herman Plaza.

On January 19, 2012, the Commission will receive a preliminary briefing on the project by the America's Cup Event Authority, the Port and the City (Event Sponsors), as well as various partner agencies to familiarize the Commission with the overall proposed project in preparation for more detailed upcoming hearings on the project. The briefing will provide an overview of the proposed AC34 event, update the Commission on the discussions and reviews that have occurred thus far, including planning efforts made to address the project's consistency with the



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San Francisco Waterfront Special Area Plan (SAP), and describe the proposed schedule for bringing the project to the Commission for authorization.

### Project Overview

The AC34 event will be held in San Francisco from mid-August to mid-September in 2012 and from early July to late September in 2013.

**Event in 2012.** In 2012, the America's Cup World Series (ACWS) would be held at two times. World Series #1 would be held between August 11 and August 19 with six race days during that period and World Series #2 would be held between August 27 and September 2 with six race days during that period. The planned on-water race area would generally be used from 12 p.m. until 5 p.m. on scheduled race days and each race would take place over a period of 45 minutes to 1½ hours, depending on the course, with approximately 10 to 15 minutes between races. The number of races per day could range from one race to several races over the course of the day.

**Event in 2013.** In 2013, opening ceremonies would occur over the July 4<sup>th</sup> weekend from July 4 through July 7 with three race days planned during that time. The Louis Vuitton Cup/America's Cup Challenger Series (LVC) would occur between July 13 and September 6 with approximately 32 race days planned during that time. The winner of the LVC would face the America's Cup Defender, Oracle Racing, in the America's Cup Finals (ACF) during races held between September 7 and 24, 2013, with nine race days scheduled during that time. The planned race area would generally be used during the hours of 12 p.m. to 5 p.m. on scheduled race days and would take place over a period of 45 minutes to 1½ hours depending on the course, with approximately 10 to 15 minutes between races. The number of races per day could range from one race to several races over the course of the day.

**Project Sites in 2012 and 2013.** The following sites would be used in both 2012 and 2013:

- **Marina Green.** In 2012, the Marina Green would be the site of the America's Cup Village and would serve as the hub of hospitality, media operations, entertainment and spectator viewing of the 2012 races. On the Marina Green, temporary tents, bleachers, boat displays, merchandising, concessions, restrooms and other facilities are proposed. These would be installed and placed in areas clustered and consolidated to maintain views from Marina Boulevard and would be setback from the Bay Trail. In the Bay, concrete block anchor moorings and floating docks would be installed for AC45 Class racing yachts, race operations boats and hospitality/spectator drop-off and pick-up at the SF Marina entrance. The moorings and docks would only be in place during the 2012 events and removed after the event. Public access through and around Marina Green would be maintained around the event site.
- **Piers 19 and 19½.** The interior sheds of Piers 19 and 19½ would be used for race management and event operations, including a race operations center, workshops, catered cafeteria for staff, media, and volunteers, a volunteer center, credentials and ancillary office and storage. Pier 19½ would be used for truck loading, deliveries, parking, and/or commercial/retail activities.



- **Piers 26, 28 and 30-32.** The interior sheds of Piers 26 and 28 would be used for team operations, storage and parking, and Piers 30-32 would serve as the teams' primary base for racing in 2013 (and in 2012 if work can be completed in time). Temporary tents, support containers, modular offices and cranes to lift boats in and out of the water would be installed to house team base operations, for equipment storage, office space, parking, and team hospitality uses. A public access corridor on Piers 30-32 would be provided to allow the public to view the team base operations.
- **Pier 80.** Pier 80 would serve as the teams' primary base for the racing in 2012 (if work at Piers 30-32 cannot be completed in time) and as back-up support space in 2012 and 2013. The existing shed building would be used for boat assembly, fabrication and repairs, and temporary tents and cranes would be installed for team base support, fabrication, assembly and storage, and team catering facilities.
- **Spectator Venue and Events at Alcatraz Island, Fort Baker, Crissy Field, Fort Mason and Aquatic Park.** Various sites would be used for spectator viewing and private event space. At Alcatraz Island, private events are proposed within the main cellhouse building after visiting hours on certain days throughout the event period in 2012 and 2013. At Fort Baker Pier at Cavallo Point, private events are proposed within a temporary hospitality tent on the western pier at the Fort Baker marina from 10 a.m to 5 p.m. on certain days during the event period in 2012 and 2013. The hospitality tent would be installed for the duration of the special event and then taken down after the special event use. Public access on the pier would be maintained during non-event times.

At Crissy Field, a tent for private events, ticketed bleacher seating for the public, concession stands, an exhibition, restrooms, stage, and first aid station would be installed and in place at Crissy Field in 2012, removed and then re-installed for 2013. The area would be used during race days from approximately 10 a.m. to 10 p.m. Similarly, at East Crissy Field/West Marina Green, restrooms, merchandising sites, bleachers and an exhibition space are proposed near the St. Francis Yacht Club, in areas outside designated public access areas. The existing sheds at Fort Mason are proposed for limited private events and for a backup location for the international broadcast and media center. A 4,800-square-foot barge, if needed, would be tied to the southeast side of Pier 2 for docking media boats and would be removed by October 2012.

At Aquatic Park, temporary moorings for exhibition of America's Cup racing yachts and an approximately 2,800-square-foot barge for a video screen measuring approximately 44 feet wide and 22 feet high would be installed in the water basin. The video screen has been proposed jointly with the National Park Service to take advantage of the renovated and rehabilitated bleacher seating for 2,500 people and would be in place between July and October 2012, removed and re-installed for use again between early July and late September 2013.

The temporary structures and improvements at the venue sites (such as at Crissy Field, Marina Green, East Crissy Field/West Marina Green, and Aquatic Park) would all be removed between the 2012 and 2013 events.



**Additional Project Sites in 2013.** In addition to the sites above, the following additional sites would be used in 2013:

- **Piers 27-29.** Piers 27-29 would serve as the America's Cup Village for the events in 2013. Phase 1 of the future Cruise Ship Terminal building would be constructed to a completed core and shell level and used as the main team hospitality base and for private events. Temporary tents for private events, bleachers oriented towards a stage with a video screen with ticketed access available for the public, structures for merchandising, concessions and ticketing, a boat display area with a crane, and other exhibits would be installed on Piers 27-29 for the 2013 event. The Pier 29 shed would be used for merchandise/retail/services, including a food court, restrooms, ticket sales, and merchandising. Approximately 830 linear feet of 12-foot-wide floating docks, gangways and 48 helical anchors would be installed on the south of Pier 29 and the east end of Piers 27-29 (Northeast Wharf Open Water Basin) for sponsor and private spectator boats. The majority of Piers 27-29 would be open and accessible to allow the public to participate in the event activity.
- **Piers 23, 19 and 19½.** The Pier 23 shed would house the media center, an international broadcast center, television production and studios, and/or commercial/retail activities. A portion of the northeastern end of the Pier 23 north apron would also be used for media operations, satellite trucks and filming of the start/finish line, located at the eastern end of Piers 27-29. Approximately 780 linear feet of 12-foot-wide floating docks, gangways, and six, 25-square-foot concrete block anchors would be installed on the north side of Pier 23 (Northeast Wharf Open Water Basin) for boat displays. A large portion of the floating docks would be open for public access. In 2013, the north apron of Pier 19 would be improved and approximately 600 linear feet of eight-foot-wide floating docks would be installed on the north side of Pier 19 for race management boats. New public access would be provided along a portion of the north apron of Pier 23 and along the south apron of Pier 19.

**Berthing Within Designated Open Water Basins.** Temporary mooring and berthing of racing yachts, visiting megayachts, and associated vessels are also proposed within all four open water basins designated in the San Francisco Waterfront Special Area Plan (SAP), from May 2013 to October 2013. This includes: (1) the temporary use of the Northeast Wharf Open Water Basin (Piers 23 - 27) for assorted vessels; (2) the temporary use of a portion of the Broadway Open Water Basin, from Pier 7 to Pier 9, for the temporary berthing of large, private yachts; (3) the temporary use of a portion of the Rincon Point Open Water Basin, from the northern boundary of Rincon Park to Pier 14, for the temporary berthing of large, private yachts; and (4) the temporary use of the Brannan Street Wharf Open Water Basin (Piers 32 - 36) for the berthing and mooring of team racing boats and large, private yachts. The fill associated with the temporary mooring and berthing proposed in each of the open water basins would be removed no later than January 2014.

### Project Permitting and Proposed Schedule

Various federal, state, and local approvals are needed to authorize and permit the improvements and uses for the AC34 event, including approval by the Commission for work on piers, construction of temporary structures and docks, dredging, and berthing of vessels in designated open water basins. In addition to permits from the Commission for the proposed work, the project sponsor's proposal to temporarily berth and moor a variety of boats and yachts within the four designated open water basins in the SAP will require an SAP amendment before such uses could be authorized.

On November 3, 2011, the Commission held a hearing for a descriptive notice on the proposed amendment to the SAP to allow temporary berthing for the AC34 event (America's Cup SAP Amendment Proposal 4-11). The hearing on the SAP amendment is scheduled for the Commission's February 2, 2012 meeting and a staff report was mailed to the Commission on January 4, 2012.

On February 2, 2012, the Commission will also consider another proposed SAP amendment (SAP Amendment Proposal 3-11) to locate an international cruise terminal at Pier 27 and to retain the Pier 23 shed for future development opportunities.

As discussed above, the AC34 project sponsors propose to use Piers 27-29 as the America's Cup Village site in 2013. Pier 27 is also proposed by the Port for the development of the Cruise Terminal project. The Cruise Terminal project would be coordinated with the AC34 project to allow the initial phase of the cruise terminal building to be used as part of the AC Village for the 2013 AC34 races. Improvements needed to complete the cruise terminal and wharf plaza would be built after the AC34 races are concluded.

Typically, once the Commission has approved an SAP amendment, the proposed new amendment language is submitted to the Office of Administrative Law (OAL) for final review and approval. OAL's approval of the SAP amendment completes the adoption process for the State, and non-federal projects relying on the amended language can then be brought before the Commission for consideration based on the new amended policies. Given the short timeframe in which the event will occur, two components of the AC34 event project must get underway to meet the event schedule. The project sponsors state that both the construction of the initial phase of the cruise terminal building at Pier 27 and the seismic and rehabilitation work at Piers 30-32 where the proposed AC34 team bases will be located must begin construction by March/April 2012 to be ready in time for the event. Because of the time-sensitive nature of these two project components, a Commission hearing and possible vote for permits for these two project components have been scheduled immediately following the vote on the SAP amendment, tentatively scheduled for March 1, 2012. The consideration of these two project components would occur *after* the Commission has voted to approve the SAP amendments so that the Commission is assured that it has accepted the public benefits package required of the SAP amendment and any amendment language changes. Any changes to the SAP amendment language would be reflected in the consideration of the permit for these two project components and construction at either site would be contingent upon final approval by OAL and any other required approvals by relevant resource agencies. The remaining work needed for the AC34 event (the great majority of temporary and permanent improvements including approval for dredging, pile-driving, dock construction and use of the designated open water

basins for temporary mooring and berthing) would be brought to the Commission for consideration at a later date, tentatively scheduled for April or May, pending various required approvals by other agencies.

<b>Proposed AC34 Commission Schedule</b>	
January 19, 2012	Briefing and Update on AC34 Event
February 2, 2012	Public Hearing on Cruise Ship Terminal SAP Amendment Proposal 3-11
	Public Hearing on AC34 SAP Amendment Proposal 4-11
March 1, 2012	Possible Vote on Cruise Ship Terminal SAP Amendment Proposal 3-11
	Possible Vote on AC34 SAP Amendment Proposal 4-11
	Public Hearing on Piers 27-29 Cruise Ship Terminal Project
	Public Hearing and Possible Vote on Work at Piers 30-32 for the AC34 Event
March 15, 2013	Possible Vote on Piers 27-29 Cruise Ship Terminal Project
April/May	Public Hearing and Vote on Remaining Project Components for the AC34 Event

The proposed tentative schedule is subject to final certification of the Final Environmental Impact Report (FEIR) by the City and County of San Francisco (currently scheduled for January 24, 2012), the lead agency for both the AC34 and Cruise Ship Terminal projects, and subject to any required final approvals by other federal, state or other resource agencies. The City and County of San Francisco Planning Commission certified the FEIR for both projects on December 15, 2011. The certification was appealed to the Board of Supervisors. If the Board accepts the issues raised in the appeal and does not certify the FEIR, the Commission will postpone the February 2, 2012 public hearing on the SAP amendment and the public hearings on the projects, until after any substantiated deficiencies in the FEIR are remedied and the FEIR is certified.

BCDC staff has been participating in monthly interagency working group meetings organized by the City and Port staff that include members of the U.S. Coast Guard, the National Park Service (NPS), the Presidio Trust, the U.S. Army Corps of Engineers, the U.S. Fish and Wildlife Service (USFWS), National Marine Fisheries Service (NMFS), the California State Parks Department, the California Department of Fish and Game (CDFG), and the Regional Water Quality Control Board (RWQCB), to coordinate information and address any issues raised by the proposed project. The AC34 project has been reviewed by the Commission's Design Review Board (Board) and the Port's Waterfront Design Advisory Committee (Committee) four times and will return again in March for more detailed review of the public access components of the project. Based on the recommendations and advice of the Board and the Committee, several site planning details of the AC34 event have been improved to minimize view and public access impacts, and will be further refined before the Commission's consideration of the project. The Cruise Terminal project has also undergone extensive Board and Committee review and has

been refined in response to comments. On December 7, 2011, the engineering criteria for the proposed seismic work at Piers 30-32 was reviewed by the Commission's Engineering Criteria Review Board (ECRB) and determined to be acceptable, pending submittal of additional information to BCDC's staff engineer for final review and approval.

### Issues Raised

The AC34 project raises a number of issues and the City and Port staffs, the staffs of the National Park Service and the Coast Guard, and Commission staff have been working to resolve them. Among the issues are the following (a more complete discussion of these issues will be included with the project's forthcoming application summaries):

1. **Use of SAP Designated Open Water Basins.** The use of the four designated open water basins for temporary mooring and berthing of various vessels associated with the AC34 events would impact views, recreational use and the basins' ecology. This impact will be addressed in the Commission's consideration of SAP Amendment 4-11. The public benefits package associated with the project and SAP Amendment 4-11 includes the removal of Pier 64 to improve Bay ecology and public health and safety in the Bay, the provision of a small craft launch to improve recreational access to the Bay during and after the event, the removal of a shed on Pier 2 to improve views of the Bay and provide temporary public access during the event and the removal of Pier ½ to improve Bay ecology, public health and safety, and Bay views.
2. **Impacts to Public Access and Views.** The AC34 event would use areas currently available to the public, such as at Crissy Field, Marina Green, Fort Baker, and Aquatic Park; draw large crowds to the Embarcadero and the waterfront; and impact existing public access users and views to the Bay.

At the January 19, 2012 briefing, the City will provide more information on its People's Plan to address its efforts to accommodate the number of spectators expected to come to the shoreline. Based on initial feedback from the Commission's Design Review Board and in working with the Commission staff, structures and improvements have been sited outside BCDC-required public access areas and set back from the designated Bay Trail to ensure a clear pedestrian corridor through the sites. Structures have also been consolidated and clustered at venue sites to maintain view corridors to the Bay and to minimize the project's footprint.

In addition, BCDC staff has worked with the project sponsors to ensure that additional temporary public access areas are provided during the event to alleviate impacts on existing public access and that legacy public access benefits are permanently provided to improve shoreline access after the event is over. The event sponsors will provide more details on the public access proposed at the Commission briefing. Temporary public access during the event includes a sailboard storage at Crissy Field, an approximately 24,000-square-foot area (currently a parking lot) inland of and between Piers 43 and 45 (Pier 43 Promenade) to relieve pedestrian congestion along the waterfront promenade, public access along the Pier 23 north apron and the Piers 9 and 19 south aprons, and the construction of approximately five parklets between Piers 19 and 28 along the Embarcadero promenade to provide places of rest and enjoy views of the Bay outside of the primary pedestrian and bicycle circulation route along the promenade. The parklets would also provide areas where food carts, restrooms and other improvements would

be sited and organized, to keep the Embarcadero promenade clear. In addition, an approximately 400,000-square-foot area of Piers

27-29 and 67,050-square-foot area of Piers 30-32, where AC34 event activities would occur, would be opened up and available to the public. These areas are currently occupied by parking and structures. Proposed legacy public access improvements include the completion of the Bay Trail segment at Vista Point and a segment of the Bay Trail gap at Jefferson Street, landscape treatment at Marina Green, permanent public access on the Pier 23 north apron and Pier 19 south apron, and public access at Third and Cargo, which is part of the Blue Greenway project.

3. **Impacts to Recreational Boat Users.** The AC34 race event and the large number of boats that will come into the Bay for the event could impact recreational boat users in the Bay. The U.S. Coast Guard will brief the Commission on its marine vessel traffic management efforts and the Water and Air Traffic Plan that will address how marine vessel traffic will be maintained and managed. The provision of a permanent small craft launch and temporary sailboard storage at Crissy Field will improve recreational access to the Bay during and after the event.
4. **Bay Resources.** Work related to pile-driving, dredging and construction could impact resources such as water quality; marine mammals; fish and birds, including special-status species; and could increase fill in the Bay.

The project will need to secure approvals from several resource agencies including the RWQCB, NMFS, USFWS and CDFG, as well as approval from the National Park Service and U.S. Army Corps of Engineers to ensure that the event minimizes its affect on sensitive resources in the area of its jurisdiction. BCDC staff will continue to work with these resource agencies to ensure that the work proposed is conducted in a manner that minimizes impacts to Bay resources and will provide further details on this issue for the Commission's consideration of the project.

Initial estimates on the amount of Bay fill involved for the AC34 event include approximately 9,022 square feet of temporary fill that would be removed after the event and approximately 3,100 square feet of permanent fill, primarily resulting from the rehabilitation of existing piers and pier aprons. The cruise terminal project would result in approximately 352 square feet of permanent fill. The dredging associated with the AC34 project would result in approximately 149,000 cubic yards of dredged material, which the project sponsors propose to be taken out of the Bay. The Commission staff's preference, however, is for the dredged material to be beneficially reused at a wetland restoration site if the material is suitable.

The removal of Piers 64 and Pier ½ as part of SAP Amendment 4-11 will improve the Bay's ecology, water quality, physical and visual access. Mitigation for dredging impacts (supported by NMFS), include contributing to one of two studies to address potential impacts to habitat from dredging activities from the AC34 event. To address potential impacts to eelgrass from spectator boat anchoring, the project sponsors propose to replace existing moorings in Richardson Bay with those that are less damaging to eelgrass.