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TO: All Design Review Board Members

FROM: Ellen Miramontes, Bay Design Analyst [415/352-3643 ellenm@bcdc.ca.gov]
Ming Yeung, Coastal Program Analyst [415/352-3616 mingy@bcdc.ca.gov]

SUBJECT: 34th America's Cup Racing Event – Various Waterfront Locations, City and County of San Francisco; First Review
(For Board consideration on November 7, 2011)

Project Summary

Project Applicants: Port of San Francisco and America's Cup Racing Authority

Project Representatives: Rosie Spalding, America's Cup Event Authority; Scott Preston, AECOM.

Background. On September 12, 2011, the Port's Waterfront Design Advisory Committee (WDAC) and the Commission's Design Review Board (Board) received a preliminary briefing on the 34th America's Cup Racing event and were presented with an overview of the proposed venue sites and activities that would occur in the San Francisco Bay during the Summer - Fall of 2012 and 2013. At that meeting, the Board requested that the project sponsors return at a later meeting with a presentation that: (1) clearly explains and delineates the uses and improvements that would occur in 2012 and 2013; (2) explains where public access would be enhanced and limited, with diagrams and site plans; and (3) focuses on the idea of positive legacy and future public access benefits to the City after the event.

The project sponsors have returned with more detailed exhibits for the sites along the waterfront. However, not all of the proposed project components are shown on these exhibits. Areas that are still under discussion and that will need to be presented at a later Board meeting include: work within designated open water basins (including floating docks and super yacht berthing) and possible uses and installations near the St. Francis Yacht Club and the Golden Gate Yacht Club near the Marina Green.

Proposed Project for 2012: Mid-August to Mid-September 2012. (Exhibits, p. 8). The America's Cup World Series (ACWS) would be held in San Francisco during two 9-day regattas from mid-August to mid-September 2012. During each of the 9-day regattas, 7 days would be planned race days (for a total of 14 race days in 2012). Race days would occur on Saturday and Sunday (with a break on Monday and Tuesday) and resume again Wednesday through Sunday. The planned on-water race area would generally be used from 12 p.m. - 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 10-15 minutes between races. The number of races per day could range from one to several over the course of the day.

The following sites would be used in 2012:



1. **Alcatraz Island.** (Exhibits, p. 9). Private events would be held at the island within the main cellhouse building and are anticipated to occur generally after visiting hours between 5 p.m. and 12 a.m. on certain days throughout the event period from mid-August to mid-September 2012. The project sponsor is working with the National Park Service (NPS) and may seek extension of the times of use for the private events.
2. **Fort Baker.** (Exhibits, p. 10). Private events would be held at the Fort Baker Pier at Cavallo Point within a hospitality tent from 10 a.m. to 5 p.m. on certain days during the event period from mid-August to mid-September. The number of days has yet to be determined. The hospitality tent would be installed for the duration of the special event and then taken down after the special event use. Managed public access (as yet undefined) on the pier would be maintained during non-event times.
3. **Crissy Field.** (Exhibits, p. 11). A large tent for private events, bleacher seating for the paying public, concession stands, an exhibition, restrooms, stage, and first aid station would be installed and in place at Crissy Field from mid-August to mid-September 2012 and in use for approximately 18 to 26 days during this period. The area would be used during race days from approximately 10 a.m. to 10 p.m.
4. **East Crissy Field/West Marina Green.** (Exhibits, p. 12). Restrooms, merchandising sites, and an exhibition would be located within East Crissy Field. Areas around the St. Francis Yacht Club and Golden Gate Yacht Club may also be used during the event but are still being studied and will be presented in more detail at a later Board meeting.
5. **Marina Green.** (Exhibits, pp. 13 - 16). The Marina Green would be the site of the America's Cup Village in 2012 and would serve as the hub of hospitality, media operations, entertainment and spectator viewing of the races. On the Marina Green, one, approximately 30,000-square-foot tent (up to 42 feet tall) for concessions, and one, approximately 20,800-square-foot tent (up to 40 feet tall) for private events, operational functions and media functions would be constructed. In addition, video screens, an event stage, a 10,800-square-foot (15-foot-high) bleacher structure for up to 2,000 spectators, and an approximately 100-foot-high mobile crane for lifting boats onto the site after races, would be located at the site. Tickets for bleacher seating would be available for purchase by the public and the existing parking lot east of Marina Green would be used for event parking.

In the Bay, approximately 26 concrete block anchor moorings for AC45 Class racing yachts would be installed at the eastern end of the site and approximately 8,000 square feet (500 feet by 16 feet) of floating docks and 240 square feet of gangways would be installed along the north side of the Marina Green seawall towards the middle of the site for race operations boats and hospitality/spectator drop-off and pick-up.

All the proposed structures at Marina Green would be in place from mid-July to mid- October 2012 and in use for approximately 18 - 26 days, from 10 a.m. to 10 p.m., between mid-August to mid-September.

6. **Fort Mason.** (Exhibits, p. 17). The shed at Pier 2 would be used for limited private events and the shed at Pier 3 as the international broadcast center and media center. A 4,800-square-foot barge would be tied to the southeast side of Pier 2 for docking media boats and would be removed by October 2012. Restrooms and merchandising would be located within Fort Mason.

7. **Aquatic Park.** (Exhibits, p. 18). Currently, eight concrete block anchors are proposed in the Aquatic Park water area to provide temporary moorings for exhibition of up to six America's Cup racing yachts and an approximately 5,600-square-foot barge for a video screen measuring approximately 44 feet wide and 22 feet high. The project sponsor is still working with local residents on the details of this proposal. The video barge would be in place from early July 2012 and removed in October 2012. The area is expected to be in use for approximately 18 - 26 days from 10 a.m. to 10 p.m. between mid-August to mid-September 2012.
8. **Piers 26, 28 and 30-32.** (Exhibits, pp. 19 - 21). Piers 26 and 28 would be used for team operations, storage and parking within the existing sheds with minor interior modifications.

If work at Piers 30-32 can be completed by 2012, the site would serve as the primary team bases for the racing. On the pier deck, temporary tents (up to 40 feet high) and support containers, modular offices to house team base operations and for equipment storage would be installed for up to 10 America's Cup teams for boat work, storage and maintenance facilities, office space, parking, and team hospitality uses. Up to two tower cranes would be located along the south side of Piers 30-32 to lift racing yachts into and out of the adjacent water basin. Floating docks and moorings are proposed along the south side of Piers 30-32 within the Brannan Street Open Water Basin and floating docks are proposed on the north side of Piers 30-32. The details of this proposal are still being worked out. Public access would be provided on the piers, as further described below.

9. **Pier 80. (Exhibits, p. 22).** If work at Piers 30-32 cannot be completed by 2012, Pier 80 would serve as the primary team bases for the racing. The existing Shed A building would be used for boat fabrication and repairs, temporary tents (up to 40 feet high) would be used for team base support, fabrication, assembly and storage, and an additional area at Pier 80 would be used for team catering facilities. Two, 200-foot-high tower cranes would be installed along the south side of Pier 80 for temporary boat lifts and an approximately 640-square-foot barge at the southeast corner of Pier 80 would be used for a helicopter pad. The project sponsors are considering an alternative helicopter pad at Treasure Island that would eliminate the need for one at Pier 80. All improvements at Pier 80 would be removed by December 2013.

Proposed Project for 2013: Early July – Late September 2013. (Exhibits, p. 24). The Louis Vuitton Cup, America's Cup Challenger Series (LVC) would begin with opening ceremonies on July 4, 2013, and continue through September 2013. Approximately 45 race days and 40 non-race days are anticipated during this time, depending on the number of teams competing and whether a Defender Series is held. The winner of the LVC would face the America's Cup Defender, Oracle Racing, in the America's Cup Finals (ACF) during races held from September 7 - 22, 2013. 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 - 15 minutes between races. The number of races per day could range from one to several over the course of the day. The additional sites that would be used in 2013 that would not be used in 2012 include: Piers 27-29, 19, 19 ½, and 23.

The following sites would be used in 2013:

1. **Alcatraz Island.** (Exhibits, p. 25). The use at Alcatraz Island would be identical to what is proposed in 2012, but during the event period of early July to late September 2013.
2. **Fort Baker.** (Exhibits, p. 26). The use and improvements at the Fort Baker Pier at Cavallo Point would be identical to what is proposed in 2012, but in place during the event period of early

July to late September 2013. The number of days special events would occur here has yet to be determined. The hospitality tent would be installed for each special event and then taken down after the special event use. Managed public access (as yet undefined) on the pier would be maintained during non-event times.

3. **Crissy Field.** (Exhibits, p. 27). The use and improvements at Crissy Field would be identical to what is proposed in 2012 but in place during the event period of early July to late September 2013 and in use for approximately 50 days during this period. The area would be used during race days from approximately 10 a.m. to 10 p.m.
4. **East Crissy Field/West Marina Green.** (Exhibits, p. 28). The use and improvements at this location would be identical to what is proposed in 2012 but in place during the event period of early July to late September 2013 and in use for approximately 50 days during this period. Areas around the St. Francis Yacht Club and Golden Gate Yacht Club may also be used during the event but are still being studied and will be presented in more detail at a later Board meeting.
5. **Marina Green.** (Exhibits, pp. 29 - 32). During 2013, the Marina Green would be a spectator viewing site and a private event/media center/international broadcast center. Essentially all of the improvements on the Marina Green proposed in 2012, including private tents for concessions, private events, operational functions and media functions; video screens; an event stage; a 10,800-square-foot (15-foot-high) bleacher structure for up to 2,000 spectators, and cranes for lifting boats onto the site after races, would be installed again in this area. Fewer exhibits and boat displays at Marina Green are proposed in 2013 as compared with 2012, and the mooring blocks and floating docks in the Bay would be removed after the 2012 events and not in place in 2013.

All of the proposed structures at Marina Green would be in place from early July to late September 2013 and in use for approximately 50 days, from 10 a.m. to 10 p.m., during this period, and then removed after the event.

6. **Fort Mason.** (Exhibits, p. 33). The use and improvements at Fort Mason would be identical to what is proposed in 2012, but in place during the event period of early July to late September 2013 and in use for approximately 50 days, from 10 a.m. to midnight, during this period.
7. **Aquatic Park.** (Exhibits, p. 34). The use and improvements at Aquatic Park would be identical to what is proposed in 2012, but in place during the event period of early July to late September 2013 and in use for approximately 50 days, from 10 a.m. to 10 p.m., during this period.
8. **Piers 27-29, 23, 19 and 19½.** (Exhibits, pp. 35 - 40). Piers 27-29 would serve as the America's Cup Village for the events in 2013. The "core shell" of the future Cruise Ship Terminal building would be constructed and used as the main team hospitality/corporate hospitality base and for private events. In addition, a tented private event space and a private event seating space (labeled "14") would be constructed near the tip of Piers 27-29, near the finish line (see Exhibits, p. 35, labeled "1"). The Pier 29 shed would be used for merchandise/retail/services, including a food court, restrooms, ticket sales, and merchandising. Additional temporary structures for merchandising and ticketing would be located on the Piers 27-29 deck, a boat display, welcome center, and bleacher-style event seating oriented towards a stage/video screen with tickets available for the paying public. Approximately 830 linear feet, 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 for sponsor and private spectator boats. Limited public access on Piers 27-29 would be provided as described further below.

Pier 23 would house the media center, an international broadcast center, television production and studios, and/or commercial/retail activities. Approximately four 200-square-foot temporary broadcast booths would be set up at the northeastern end of the pier apron and up to 10 satellite dishes may be located on the Pier 23 east apron to assist in filming the boats crossing the finishing line near 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. Public access would be provided along a portion of the north apron of Pier 23 and on the adjacent floating dock, as described further below.

Pier 19 and the 19½ shed would be used for race management and event operations. Temporary structures and installations that would be constructed in the Pier 19 shed would consist of 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. 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. Public access would be provided on the south apron of Pier 19, as described further below.

9. **Piers 26, 28 and 30-32.** (Exhibits, pp. 41 - 43). Piers 26 and 28 would be used for team operations, storage and parking within the existing sheds with minor interior modification.

Piers 30-32 would serve as the primary base for the racing teams in 2013 and all the uses and improvements would be identical to what is proposed in 2012, but in place during the event period of early July to late September 2013. Public access would be provided on-site, as further described below.

10. **Pier 80.** (Exhibits, p. 44). In 2013, Pier 80 would serve as the team base location for the Oracle Racing team and teams that would not be able to be accommodated at the primary team bases at Piers 30-32. The type, number, size, and location of temporary land- and water-based temporary facilities proposed at Pier 80 for 2013 would be identical to that proposed for 2012, including the barge for the helicopter pad. All improvements at Pier 80 would be removed in December 2013.

Public Access. Both temporary public access during the event, and permanent long-term public access after the event would be provided as part of the project as follows:

Temporary Public Access During Event. (See Exhibits, p. 4).

1. **Pier 43 Promenade** - An approximately 24,000-square foot area between Piers 43 and 45 fronting on the Embarcadero and the Bay Trail would be provided to accommodate high volumes of spectators. On peak race days, the Embarcadero roadway adjacent to Pier 43 promenade would be closed to vehicles for public gathering and viewing of race events.
2. **Piers 27 - 29** - (See Exhibits, p. 35). Approximately 580,000 square feet (13.3 acres) of Piers 27 - 29 would be open and available for public access during the 2013 event times, from approximately 10 a.m. to 10 p.m. from early July through late September 2013. Some areas would be closed to public access, including the cruise terminal building, a ticketed event

seating area, and a tented area (the “Foredeck Club”) located near the tip of Piers 27 – 29, closest to the Bay. In addition, an approximately 25-foot-wide area around the Foredeck Club would be closed to public access on limited occasions to provide for security for visitors attending private events at the Foredeck Club. These times have not yet been identified.

3. **Pier 23 North Apron** – (See Exhibits, p. 35). An approximately 515-foot-long, 18-foot wide portion of the Pier 23 north apron would be open and available for public access, generally from the hours of 10 a.m. to 4 p.m. during the race events in 2013, from early July to late September 2013. A 165-foot-long portion of the easternmost apron would be closed to public access to accommodate use by media operations. In addition, a 345-foot long by 12-foot-wide dock adjacent to the pier apron would be available to provide viewing access to America’s Cup historic boats that would be docked alongside.
4. **Pier 19 South Apron** – (See Exhibits, p. 35). The approximately 850-foot-long, 17-foot-wide apron would be open and available for public access, generally from the hours of 10 a.m. to 4 p.m. during race events in 2013, from early July to late September 2013. The project sponsors have indicated that occasional closures of the apron area may be needed to accommodate craning out boats or for emergency boat work but have not indicated how often these would occur.
5. **Pier 9 South Apron** – The approximately 800-foot-long, 14-foot-wide apron would be open and available for public access, generally from the hours of 10 a.m. to 4 p.m. during race events in 2013, from early July to late September 2013.
6. **Piers 30 – 32** – (See Exhibits, pp. 19 and 41). An approximately 17,600-square-foot (0.40 acres) southwest plaza area adjacent to the proposed Brannan Street Wharf (200 feet long by 80 feet wide) would be provided to view team base operations and would be open at all times. Limited public access along the full length of Piers 30-32 (675 feet long and 25 feet wide) and along the eastern end of the pier (555 feet long and 25 feet wide) would be provided when the area is not needed to lift racing boats in and out of the water from early-March to late-September. It is anticipated that public access along this corridor would be allowed during race days between 10 a.m. and 4 p.m.
7. **Parklets** – Approximately five parklets are proposed along the Embarcadero promenade to supplement existing waterfront parks and plazas, and provide places to rest and enjoy views of the Bay out of the stream of pedestrians and cyclists that will be flowing along the Promenade. These areas would be improved similar to the existing parklets around the City with seating, landscaping and other amenities. It is proposed that food carts, restrooms and other improvements could be organized and located specifically in these areas, tucked against pier sheds, out of key view corridor areas, and off the main Embarcadero Promenade. The parklets are proposed in the following areas:
 - Between Piers 26 and 28;
 - In front of the Pier 24 Annex Building;
 - South of Pier 9;
 - Between Piers 9 and 15; and
 - Between Piers 17 and 19

Permanent Public Access After Event. (See Exhibits, p. 5).

1. **Marina Green Improvements** – An approximately 1,750-foot-long area of the northern portion of the Marina Green would be improved with a widened public access promenade along the Bay shoreline by narrowing drive aisles within the parking lots. The City is also exploring making similar improvements within the triangular portion of the eastern Marina Green parking lot. The widened walkway would provide an approximately 16-foot-wide Bayside promenade between the Fort Mason parking lot and Scott Street (approximately 5 feet additional promenade width). These improvements would be funded by the City of San Francisco.
2. **Piers 19 and 23** – After the AC34 events, the entire Pier 23 north apron (680 feet by 18 feet) and Pier 19 south apron (850 feet by 17 feet) would be available for public access. These improvements would be funded by the America’s Cup Event Authority.
3. **Bayview Gateway** – A new public open space at the crossroads of Third Street and Cargo Way in the Port’s southern waterfront, would be provided as part of the legacy public access benefits after the America’s Cup event. The Bayview Gateway is part of the City’s Blue Greenway open space network for southeast San Francisco. The Port is working with the Bayview community to establish a concept design for this 54,000-square-foot (1.3 acre) site, to develop construction drawings, and to implement the improvements in 2014, funded by the Proposition A General Obligation Bond funds for Waterfront Parks.

San Francisco Bay Plan Policies. The *San Francisco Bay Plan’s* policies on Public Access state that “a proposed fill project should increase public access to the Bay to the maximum extent feasible” and that the public access improvements provided as a condition of any approval “should be consistent with the project and the physical environment...” and “...should be designed and built to encourage diverse Bay-related activities and movement to and along the shoreline...” The policies require that the *Public Access Design Guidelines* be used as a guide to siting and designing public access consistent with a proposed project. The *Bay Plan* policies on Appearance, Design and Scenic Views further state that “all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay” and that “maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore.”

Board Advice. The project applicants and BCDC staff seek the Board’s input and advice on the project proposal. Specifically, the Board should focus on the siting and massing of the proposed America’s Cup improvements and structures as they affect adjoining public access area, the appropriateness of the size and quality of the public access proposed, the connections and circulation to and along the waterfront, and whether impacts the proposal may have on physical and visual access to the Bay are minimized to the maximum extent practical. The staff has identified the following issues and specific site concerns for the Board to consider:

1. Are the size and location of the America’s Cup structures and improvements at each of the sites such that they preserve Bay views? Are there other areas that should be available for public access?
 - Staff believes a continuous corridor around the tip of Piers 27-29 in front of the Foredeck Club is appropriate when this area is not closed on limited occasions for security purposes. Staff is still working with the project sponsors to identify and minimize the number of days this area would not be available to the public.

- Should more bleacher seating be provided including possibly free or appropriately-priced bleacher seating for the public?
2. Could the public experience at Marina Green during the event be improved by moving the proposed America's Cup structures farther back from the shoreline than is currently proposed and providing a wider public promenade along the shoreline edge?
 - Staff has asked that the improvements be setback at least 60 feet from the shoreline edge (approximately to the centerline of the Marina Green parking lot) to accommodate public movement and viewing along the shoreline. Currently, the plans show a 28-foot-wide public access band along the shoreline.
 3. Are there areas where view corridors should be maintained (where spectator boats and other on-land improvements should not be sited or located) to preserve views?
 4. Are there areas where merchandising, food carts, restrooms and other improvements should be sited and managed, or prohibited?
 - The proposed parklets are intended to provide places of respite and refuge where the public can sit, view the Bay and possibly purchase refreshments or use restrooms in areas not cluttered with souvenir merchandising vendors. Merchandising may be more appropriately consolidated at each of the proposed venue sites, including at Marina Green, Piers 27-29 and Piers 30-32. The parklets could also provide a good opportunity for local food vendors and businesses.
 5. Staff has worked with the Port and the event sponsors to develop an appropriate public access package that responds to both the temporary and permanent public access needs. Are there other public access areas or improvements that might be more appropriate or that should be included in the proposal, such as requiring a small-craft launching facility during or after the event?
 6. In addition to required public access areas (those areas shown in shaded black on the exhibits) are there other areas that are not BCDC-required public access areas but that are currently open to the public that the Board believes will be adversely impacted by the proposal? Are there suggestions on how these impacts could be minimized or mitigated elsewhere?
 - For example, should the proposed floating screen in Aquatic Park be relocated either to the park area adjacent to the cable car turnaround or the Fort Baker meadow where the jazz festival is held?
 - Should the closure of the municipal pier at Aquatic Park be avoided (whenever possible) and/or mitigated by providing in-lieu public access at or near Aquatic Park?
 - Are there ways to mitigate the loss of public access and fishing opportunities that may occur with the closure of Fort Baker to private events?
 7. Are there other issues or site plans that the Board would like the project sponsors to address or prepare and present for the next Board meeting on the project?