

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

455 Golden Gate Avenue, Suite 10600 • San Francisco, California 94102 (415) 352-3600 • Fax: (415) 352-3606 • www.bcdc.ca.gov

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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: Treasure Island and Yerba Buena Island Redevelopment Project, City and County of San Francisco; Fourth Review
(For Board consideration on October 6, 2014)

Project Summary

Project Sponsors: Treasure Island Community Development (TICD) and Treasure Island Development Authority (TIDA).

Project Representatives: James Suh (TICD); Kevin Conger and Chris Guillard, Principals, CMG Landscape Architecture (TICD); Dilip Trivedi, Principal, Moffatt and Nichols (TICD); Bob Beck, Treasure Island Director (TIDA).

Project Site. Treasure Island and Yerba Buena Island (YBI) are located in the center of the San Francisco Bay within the City and County of San Francisco (Exhibit 1). The proposed Redevelopment Area Plan includes approximately 315 acres of land on Treasure Island and approximately 90 acres of land on Yerba Buena Island. The U.S. Navy is in the process of conveying a large portion of these areas to TIDA with the first transfer scheduled to take place in 2014. The San Francisco Bay surrounds the project site on all sides.

Treasure Island. From 1936 to 1939, the federal Works Progress Administration created Treasure Island for the 1939 Golden Gate International Exhibition using fill from the Bay and the Sacramento Delta. In 1941, the U.S. Navy took possession of the property and occupied the island for more than fifty years. Currently, 900 residential units and approximately 91 buildings for non-residential uses cover approximately 65 percent of Treasure Island, yet only a portion of the residences and buildings are usable. The U.S. Department of Labor Job Corps owns and occupies an approximately 36-acre site in the center of the island (Exhibit 2). The entire island has approximately 3.20 miles of shoreline, resulting in approximately 36 acres of land located within the Commission's 100-foot shoreline band. Pier One, located at the southeastern corner of the island includes an additional 2.60 acres of area within the Commission's jurisdiction and a total perimeter of approximately 2,000 feet (Exhibits 3, 5 and 9).

The overall site is relatively flat and has minimal native vegetation. Current ground elevations range from approximately 4 feet above Mean Sea Level on the northwestern edge to approximately 10 feet above Mean Sea Level near the southern edge.



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Yerba Buena Island. Various private parties, the U.S. Army and the U.S. Navy have owned Yerba Buena Island since the 1840s. The U.S. Coast Guard owns and operates an approximately 35-acre site on the southeastern side of YBI, and the California Department of Transportation (Caltrans) owns an approximately 20-acre parcel that includes portions of the San Francisco-Oakland Bay Bridge and tunnel. On the island there are currently 100 residential units and 10 non-residential buildings within the Redevelopment Plan Area. Not all of the buildings are habitable.

Yerba Buena Island is a very steep island with significant vegetation and habitat. The elevations of YBI range from sea level to approximately 340 feet above sea level at its peak. YBI has approximately 1.7 miles of shoreline and approximately 21 acres along the shoreline lie within the Commission's 100-foot shoreline band (excluding the Coast Guard shore outside the project area).

Proposed Project and Public Access/Transportation Amenities. The redevelopment of Treasure Island and Yerba Buena Island includes: 8,000 residential units; 450,000 square feet of retail space; up to 500-hotel rooms and a cultural center; a new ferry terminal and transit program; approximately 300 acres of new public park and open space; and an approximately 3-mile-long public shoreline trail around Treasure Island and various trails on YBI. The project would redevelop both Treasure Island and Yerba Buena Island over four phases spanning 10 to 15 years (Exhibits 4, 5, 9 and 35).

There are five primary components to the redevelopment of Treasure Island and Yerba Buena Island, including: (1) residential; (2) open space and recreation; (3) transportation; (4) commercial and adaptive reuse; and (5) community and public facilities.

1. **Residential.** The proposed project includes 8,000 residential homes. Twenty-five percent of the units would be sold at below-market rate, and 435 of those units would be used to house formerly homeless individuals and families through the Treasure Island Homeless Development Initiative Program. New development on YBI includes a wellness lodge, a hotel, and new residential units in the center and on the west side of the island placed primarily on sites where buildings currently exist.
2. **Open Space and Recreation.** The proposed project includes approximately 300 acres of new open space and public benefits on both Treasure Island and YBI.
 - a. **Treasure Island Open Space.** The Bay Trail would be extended from the eastern span of the Bay Bridge via connections on YBI to a multi-use path around the entire perimeter of Treasure Island (Exhibit 7). While a multi-use path would be built connecting the entire perimeter, the applicant has broken the open space into five areas, including the Cityside Waterfront Park, the Northern Shoreline Park, the Eastern Shoreline Park, the Clipper Cove Promenade, and the Waterfront Plaza (Exhibits 9 and 12).
 - (1) **Clipper Cove Promenade.** On the south side of the island, the Clipper Cove Promenade would provide access along the marina waterfront, and create a linear open space oriented toward the water and marina activities (Exhibits 17-19). The promenade would be paved with various seating elements and would be built to coordinate with bicyclist, pedestrians, and other activities. Vertical elements along the roadside would include palm trees, light poles, marine related loading areas, and bus loading zones. The promenade ranges in width from 35 to 40 feet and includes a designated Cycle track (separated lane dedicated for bicycles) and a pedestrian zone. Overlooks and stormwater retention planters with bench seating, as well as decks, may be placed along the waterside of the promenade.

- (2) **Cityside Waterfront Park.** The project sponsors propose an approximately 20-acre Cityside Waterfront Park to be an iconic, dramatic and highly visited open space (Exhibits 20-23). The landforms, windrows and 30-foot-wide multi-use path are all key elements in the overall design of the Treasure Island open space system. Seating and gathering areas may be designed on the protected leeward side of the windrows, which would align with the inland neighborhood streets, overlooks and water access points. The landforms would be designed with a gentle slope for seating and casual recreation, and a sculpture park may be integrated into the park design.
- (3) **Northern Shoreline Park.** The project sponsor has designed the 100-acre Northern Shoreline Park to take advantage of the dramatic views and to continue the waterfront promenade with a simpler material, such as crushed stone or asphalt (Exhibits 24-25). Two water access points are proposed that would accommodate vehicle parking and loading of water recreation equipment and restroom facilities. Water access for swimming, boardsailing, and other non-motorized small boats is proposed on the wind/wave protected side of the existing jetty at the northeastern corner of the island, along with a recreational lawn area to support a range of activities. Moving away from the water's edge, "The Wilds" are envisioned to be an ecologically valuable habitat area that recalls the once-predominant Bay shoreline ecosystems of dune swales and moist grassland. This landscape recalls natural open spaces around the Bay, supporting activities such as hiking, ecological education programs, and habitat viewing. Small and large group picnic areas, seasonal wetlands and a network of stabilized crushed stone trails and paths would provide access throughout the park. Seating, wayfinding and interpretive signage would be provided as an integral part of the design.
- (4) **Eastern Shoreline Park.** The Eastern Shoreline Park would be similar in design to the Cityside Waterfront Park (Exhibits 26-27). A simple, open design utilizing windrows, sloping landforms, and casual recreational areas with seating would offer ample area for both pedestrians and bicyclists to enjoy the Bay and views towards the East Bay hills and the new span of the Bay Bridge. The park would be designed to align with the Eastside Commons, where a community gathering space may be provided.

Pier One, located at the southeastern corner of Treasure Island, would provide a variety of water-oriented programs, including, fishing, public access, and the potential for a Tall Ship program.

- (5) **Waterfront Plaza.** The Waterfront Plaza would serve as the primary point of arrival for visitors and residents to Treasure Island and be an ideal location to orient oneself with the islands' vast network of public open spaces. The flexible plaza is intended to provide a strong sense of arrival, facilitate numerous types of events and support the various modes of transportation options. With amazing views of the San Francisco skyline, the plaza would serve as the hub of a vibrant commercial district that would provide visitors and residents with both daytime and nighttime attractions. It is envisioned that the design of The Waterfront Plaza will work in conjunction with the program needs of the Ferry Terminal and have continuity with Building One Plaza and the Cultural Park.

The Cultural Park is the gateway to the Cityside neighborhood and the shoreline park. The preservation of the existing Chapel will create a distinct destination within the park for community events and private parties. Protected from the wind, this space would be a gathering hub with a pedestrian street.

In addition to the open space areas along the perimeter of Treasure Island, various neighborhood parks with playgrounds, plazas and community gardens would be integrated between the residential units. East of the residential units, a 20-acre organic urban farm and a 28-acre regional sports park are proposed.

- b. **YBI Open Space.** The proposed open space on YBI would include a six-acre hilltop park, trails connecting from the hilltop park to the shore and Treasure Island, approximately 1.5 acres of beach access and extensive restoration of natural habitat (Exhibit 9).

The development on YBI is restricted to areas with pre-existing development. The project includes reconfiguring Macalla Road into a one-way road with both a Class I and Class II bicycle lane, providing a two-way road on Treasure Island Road and providing a two-way road at Macalla and Hill Crest Roads. Between Treasure Island and YBI, a 10-foot-wide, Class I bicycle and pedestrian lane would be provided on both sides of the causeway. A scenic overlook for pedestrians and bicyclists would be provided with interpretive signage and a bench approximately 500 feet south of the Macalla Road intersection (Exhibits 7-8). Continuing up the hill on Treasure Island Road, a Class II and partially Class III bicycle lane would be built utilizing the existing roadway and viaduct which would continue as a Class II trail on Hillcrest Road to connect the south side of the island to the Bay Bridge.

Bicycle and pedestrian lanes would be provided on Macalla Road, including: a 16-foot-wide Class I mixed-use bicycle and pedestrian path in both directions separated by a curb and gutter; an 11-foot-wide one-way vehicular lane; a 2 to 3-foot-wide buffer; and a 6 to 7-foot-wide downhill Class II lane for more advanced bicyclists. At the top of Macalla Road, the Class I bicycle and pedestrian lanes would connect to the Class I trail built by Caltrans, which would then connect to South Gate Drive and the public access path on the East Span of the Bay Bridge.

Additional access on YBI includes: (1) a hilltop park with picnic tables, view overlooks, open lawn areas and recreational amenities (2) a beach park near Clipper Cove with access from Treasure Island Road to a 9-space parking lot (including one accessible space) and (3) the Senior Officer's Quarters Historic District buildings known as the "Great Whites," landscaping, gardens, picnic areas and interpretative signs.

- 3. **Transportation.** The transportation plan for the proposed project prioritizes transit through a wide variety of design and transit programs including parking management, congestion pricing, and other policies.
 - a. **Transit Hub.** Located at the point of arrival from the Bay Bridge and the junction of the two islands, the intermodal Transit Hub would connect all regional, off-island transportation services including buses and ferries with on-island services including shuttles, bicycles and pedestrian access (Exhibits 6, 13-16). Overall, the Transit Hub includes a new ferry quay, a ferry terminal, shelters for bus and shuttle transfers, and an area for ticket sales and travel and tourist information. Near the transportation hub would be facilities for East Bay and San Francisco bus service providers, shuttle service stops, bicycle parking, a pool of shared bicycles, a car share pod, and office space for the new Treasure Island Mobility Management Agency (TIMMA) in Building One. The City of San Francisco formed the TIMMA to implement the Treasure Island Transportation Implementation Plan (TITIP). The implementation plan includes a comprehensive transit pass built into the housing cost of the residents and the hotel room rates as well as a congestion-pricing program to incentivize transit use.

Bus service to the island would be provided from the San Francisco Civic Center, the San Francisco Transbay Terminal and the East Bay. Buses are proposed every 5 to 15 minutes. On the island, electric or alternative fuel shuttle-buses would be provided and a fleet of bicycles would be available at the ferry terminal for visitors and residents.

- b. **Ferry Terminal.** Located at the southwest corner of Treasure Island and adjacent to the commercial core, a new ferry terminal would provide service to downtown San Francisco and be located within a 12-minute walk of 80 percent of the proposed residences. The ferry service would initially run at approximately 60-minute intervals with the goal of providing service to downtown San Francisco at 15-minute intervals at peak periods from 5:00 a.m. to 9:00 p.m. at full build-out of the 8,000 homes.

Public access outside of the ferry terminal includes an approximately 30 to 70-foot-wide landscaped area with a portion of the Bay Trail along the entire shoreline area at the ferry terminal. In addition, the plaza in front of Building One would serve as a public access plaza and civic space. The public access areas adjacent to the ferry terminal and the passenger waiting area would have railings, weather screens, a canopy or roof structure, an information kiosk, ticket vending machines, a ticket collection area and seating. The ferry terminal building would include staff facilities, a storage room, and a maintenance area. The ferry terminal building would be built to provide views through the building out towards the ferries and downtown San Francisco.

The ferry terminal facility would include two side-loading ferry slips that would have capacity to accommodate increased demand in the future. The land access to the ferry slip includes: a 13-foot-wide by 110-foot-long access pier with railing that may also have a canopy; an approximately 13-foot-wide by 90-foot-long ADA-compliant gangway to connect to the slip--an approximately 45-foot-wide by 115-foot-long concrete or steel float that would be anchored by six to eight guide piles; and mooring dolphins and/or fender walls to protect the ferry from bumping against the float and other structures. The float would have mooring fittings and access platforms on each side to allow two ferries to berth at the float simultaneously.

To protect the ferry slips and allow ferry service to continue in the exposed wave climate of San Francisco Bay, the project includes an approximately 200- to 300-foot-wide west-facing basin with angled breakwaters made of precast 10- to 18-inch-wide concrete sheet piles. Three breakwater variants were considered in the Certified Environmental Impact Report. The preferred alternative includes an approximately 790-foot-long breakwater to the north and an approximately 350-foot-long breakwater to the south. Both breakwaters would have navigation lights to mark the harbor entrance. Due to high waves that may overtop the breakwaters, no public access along the breakwaters is proposed.

The ferries themselves would hold approximately 149 to 399 passengers and be approximately 200 feet long and 55 feet wide with a draft of up to eight feet. Up to two vessels could overnight at the ferry terminal and routine operations, such as sewage pump-out, filling potable water storage containers, and light maintenance, would occur at the terminal.

- 4. **Commercial and Adaptive Reuse.** The project includes a mixed-use commercial core located at the southwestern corner of the island. Redevelopment of three historic buildings is proposed to help create approximately 450,000 square feet of retail, commercial and community space between the ferry terminal and Clipper Cove. A public promenade adjacent to historic buildings would be built near the new marina.

Improvements on YBI include potential rehabilitation of the historic Nimitz House, eight Senior Officers' Quarters (known as the "Great Whites") and the Torpedo Building primarily located on the east side of the island. Combined, the Treasure Island and YBI development would also include up to 500 hotel rooms.

- 5. Community and Public Facilities.** The project includes various community and educational facilities, such as a community center, a childcare space, a school, and a space for the Treasure Island Homeless Development Initiative. Public amenities, such as the Treasure Island Sailing Center and the Treasure Island Historic Museum are also included in the project. Education facilities would include a Treasure Island Elementary School and the Delancy Street Life Learning Academy Charter High School.

Seismic Stabilization. Prior to redevelopment on Treasure Island, the project sponsors have proposed to improve seismic safety on the island and within the historic buildings through a geotechnical stabilization plan. The general components of the plan include: stabilization of the causeway connecting Treasure Island and Yerba Buena Island; densification of the existing fill and surcharging of development areas to address seismic movement and settlement; new fill to provide long-term protection against flooding and potential future sea level rise throughout the island; and strengthening and raising the perimeter berm around the island as needed.

Sea Level Rise. The project includes various strategies to address climate change and sea level rise (Exhibits 28-34). The strategy includes: elevation of streets and buildings to allow for a rise in mean sea level of about 36 inches with finish floor elevations at a minimum of 42 inches above the present day Base Flood Elevation in order to provide 6 inches of freeboard; perimeter shoreline improvements to prevent coastal flooding associated with present day storm conditions and 16 inches of sea level rise; and shoreline development setbacks to allow for an adaptive management strategy as required to address sea level rise greater than 16 inches while maintaining public access and views. Adaptive measures have been identified for each of the shoreline conditions and are illustrated in the attached exhibits.

Bay Fill and Dredging. The project currently includes approximately 0.80 acres (34,700 square feet) of fill for the ferry terminal facility: approximately 0.50 acres of solid fill, 0.01 acres pile-supported fill, and 0.12 acres of floating fill. The largest components of fill are comprised of the triangular public access areas (moles) located on each side of the ferry terminal at the shore end of the breakwaters. In order to create a navigable basin, the project proponents are proposing to dredge approximately 6,000 cubic yards to a depth of about 16 feet (plus 2 feet of over-depth allowance).

Marina. The marina proposed by the project sponsor's tenant, Treasure Island Enterprise, is located in Clipper Cove between Treasure Island and YBI (Exhibit 9). The marina is a separate project and therefore, will be permitted separately; however landside improvements including parking, restrooms, showers, laundry and maintenance obligations will be agreed upon and coordinated between the project sponsor and the tenant.

Prior Board Review. The Board has reviewed the project on three occasions prior to circulation of the Environmental Impact Report. The first review, held on November 9, 2009, provided a project overview to the Board, while the second review, held on February 8, 2010, focused on the seismic stabilization of Treasure Island and how the project and proposed public access would adapt to sea level rise. The third review, held on June 6, 2011, focused on the proposed transit hub and ferry terminal, the revised pedestrian and bicycle network on Yerba Buena Island, and the proposed marina expansion.

This upcoming fourth review is intended to provide an updated project overview to the Design Review Board since several new Board members may not have been present during the previous three reviews. Future upcoming Board meetings on the project may possibly again focus on specific areas or aspects of the project, as were presented during the second and third reviews of the project.

San Francisco Bay Plan Policies. The *San Francisco Bay Plan* (Bay Plan) **Public Access** policies state that access should “be provided in and through every new development in the Bay or on the shoreline,” be designed—using the Commission’s *Public Access Design Guidelines*—“to encourage diverse Bay-related activities and movement to and along the shoreline,” be conveniently located near parking and public transit, “permit barrier free access for persons with disabilities to the maximum feasible extent...and include an ongoing maintenance program.” These policies state in part that “public access should be sited, designed and managed to prevent significant adverse effects on wildlife,” and that, “whenever public access to the Bay is provided as a condition of development, on fill or in the shoreline, the access should be permanently guaranteed.” These policies further state that, “Any public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.”

The Bay Plan **Appearance, Design and Scenic Views** policies state, in part, 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.” These policies also state, in part, that “[s]horeline developments should be built in clusters, leaving open area around them to permit more frequent views of the Bay,” and, further, “towers, bridges or other structures near or over the Bay should be designed as landmarks that suggest the location of the waterfront when it is not visible especially in flat areas.”

The Bay Plan **Transportation** policies state in part that, “ferry terminals should be sited at locations that are near navigable channels...” and, wherever possible, “near higher density, mixed-use development served by public transit.” In addition, these policies state that shoreline projects and bridges over the Bay “should include pedestrian and bicycle paths that will either be a part of the Bay Trail or connect the Bay Trail with other regional and community trails.”

The Bay Plan **Recreation** policies state, in part, that, “ferry terminal configuration and operation should not disrupt continuous shoreline access.” Regarding new marinas, the recreation policies state that development, “should include public amenities, such as viewing areas, restrooms, public mooring docks or floats and moorages for transient recreational boaters, non-motorized small boat launching facilities, public parking, [and] substantial physical and visual access....” These policies also state that waterfront parks should include launch facilities for a variety of boats, including non-motorized, and camping facilities accessible by boat.

The Bay Plan **Climate Change** policies state, in part, that, “[t]o protect public safety and ecosystem services, within areas that a risk assessment determines are vulnerable to future shoreline flooding that threatens public safety, all projects—other than repairs of existing facilities, small projects that do not increase risks to public safety, interim projects and infill projects within existing urbanized areas—should be designed to be resilient to a mid-century sea level rise projection. If it is likely the project will remain in place longer than mid-century, an adaptive management plan should be developed to address the long-term impacts that will arise based on a risk assessment using the best available science-based projection for sea level rise at the end of the century.” These policies also state, in part, that, “to address the regional adverse impacts of climate change, undeveloped areas that are both vulnerable to future flooding and currently sustain significant habitats or species, or possess conditions that make the areas especially suitable for ecosystem enhancement, should be given special consideration for preservation and habitat enhancement and should be encouraged to be used for those purposes” and furthermore that “wherever feasible and appropriate, effective, innovative sea level rise adaptation approaches should be encouraged.”

The Bay Plan **Safety of Fills** policies state in part that, “[a]dequate measures should be provided to prevent damage from sea level rise and storm activity that may occur on fill or near the shoreline over the expected life of a project. The Commission may approve fill that is needed to provide flood protection for existing projects and uses. New projects on fill or near the shoreline should either be set back from the edge of the shore so that the project will not be subject to dynamic wave energy, be built so the bottom floor level of structures will be above a 100-year flood elevation that takes future sea level rise into account for the expected life of the project, be specifically designed to tolerate periodic flooding, or employ other effective means of addressing the impacts of future sea level rise and storm activity. Rights-of-way for levees or other structures protecting inland areas from tidal flooding should be sufficiently wide on the upland side to allow for future levee widening to support additional levee height so that no fill for levee widening is placed in the Bay.”

The Bay Plan **Shoreline Protection** policies state, in part, that, “Whenever feasible and appropriate, shoreline protection projects should include provisions for nonstructural methods such as marsh vegetation and integrate shoreline protection and Bay ecosystem enhancement, using adaptive management. Along shorelines that support marsh vegetation, or where marsh establishment has a reasonable chance of success, the Commission should require that the design of authorized protection projects include provisions for establishing marsh and transitional upland vegetation as part of the protective structure, wherever feasible.”

Lastly, **Bay Plan Map** No. 4 identifies Yerba Buena Island as a site for waterfront beach/park priority use and describes further Bay Plan policies as follows:

1. **Treasure Island** (Policy No. 22): “When no longer owned or controlled by the federal government, redevelop for public use. Provide continuous public access to Bay in a manner protective of sensitive wildlife. Provide parking and water access for users of non-motorized small boats, including at north end of the Island. Develop a system of linked open spaces, including a large open space at the northern end of the island.”
2. **Yerba Buena Island - South of Bay Bridge** (Policy No. 23): “[W]hen no longer owned or controlled by the federal government, redevelop for recreational use.”
3. **Yerba Buena Island and Treasure Islands - Clipper Cove** (Policy No. 24): “[E]xpand marina and other water-oriented recreation uses, provide water access for small water craft, such as kayaks, and for swimming. Preserve beaches and eelgrass beds.”
4. **Yerba Buena Island - North of Bay Bridge** (Policy No. 25): Provide: “(1) a large public open space at the center of Yerba Buena Island; (2) a large public open space on the plateau on the eastern peninsula, adjacent to and beneath the eastern span of the San Francisco-Oakland Bay Bridge; and (3) a linked system of trails near the shoreline and at the upper elevations that connect vista points and open spaces. Vista Points should provide views of the Bay Bridge, San Francisco Skyline and other important Central Bay features. The remainder of the island upland of the shoreline band may be developed for other uses consistent with the Bay Plan recreation policy 4-b, and with the applicable public trust provisions and statutes.”

Public Access Issues. As mentioned previously, the Board has reviewed the project on three previous occasions. At these prior reviews, the Board provided both general and specific feedback regarding the open space and public access features, habitat creation and enhancement, bicycle and pedestrian circulation, and project phasing. Since these prior reviews the project has developed in detail considerably and also been approved by the City. Keeping these prior reviews in mind along with the more advanced design of the project, the Board's advice is sought on the following issues:

1. **Physical Access.** The Board's advice is sought on the proposed physical access at, around, and to the site, including whether the public access and open space areas are adequately designed, provide sufficient circulation in, around, and to the project site, whether adequate public access to the water is provided, and whether the public access areas are designed to be compatible with wildlife. The Board should advise the Commission and the project sponsors on whether the various public access and open space areas are sufficient to accommodate the expected level of use and variety of users, designed to take advantage of existing site characteristics and opportunities, facilitate access in and through the developed areas, and are conveniently located near transit and parking facilities. The Board should consider the diversity of proposed open space programming throughout the shoreline public access areas (Exhibits 4-9, 12-27).
2. **Visual Access.** The Board's advice is sought on whether the project is designed to provide, enhance, and preserve views of the Bay through the location and design of buildings, streets and public right-of-ways, the Ferry Terminal building, and proposed open space areas, pathways, and overlooks (Exhibits 10-11).
3. **Sea Level Rise.** The Board's advice is sought on whether the proposed sea level rise adaptation design strategies adequately accommodate existing and future public access to and along the shoreline (Exhibits 28-34).