

**Review of Port Priority Use Areas  
and  
Marine Terminal Designations  
in the  
San Francisco Bay Area Seaport Plan**

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**A Report to  
The Seaport Planning Advisory Committee**

**By  
The Staff of  
The San Francisco Bay Conservation and Development Commission**

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Marine Terminal Designations  
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**REVIEW OF PORT PRIORITY USE AREAS  
AND  
MARINE TERMINAL DESIGNATIONS  
IN THE  
SAN FRANCISCO BAY AREA SEAPORT PLAN**

**Summary And Conclusions**

Revising the designations in the *San Francisco Bay Area Seaport Plan* is a two-part process: first, the existing ports and port priority use areas must be reviewed to determine their potential for meeting the cargo forecast. Next, military bases scheduled to be closed must be analyzed for their potential as civilian seaports. This report is the first part of the analysis. It describes current port priority use and marine terminal designations on existing ports, and makes preliminary recommendations regarding changes to those designations and the policies guiding implementation of the plan.

Cargo shipped in containers represents the largest growth area for Bay Area ports. Allowing for less than optimal utilization of berth capacity, sites must be reserved to accommodate an additional 27 container berths. These sites should be on deep water, or at least fronting a deep water channel, have roughly 30 to 40 acres of backland per berth, and be located near one or more rail lines (shippers prefer a minimum of two lines to ensure competitively priced rail transportation service) and near an interstate highway.

Although the 1988 *Seaport Plan* designated more than enough sites to meet this target, some of the sites are inappropriate for container shipping and should be deleted. Recent trends in the container shipping industry, including consolidation of terminals and increasing capital costs, suggest that sites isolated from existing ports or container terminals will not be practical or attractive for container development. Military bases scheduled for closure appear to present additional opportunities, and will be analyzed further in a report prepared for the Seaport Planning Advisory Committee by consultants to the Metropolitan Transportation Commission.

After an earlier review of the existing capability of Bay Area ports, it was found that 27 container berths, one break bulk, two dry bulk, and six liquid bulk berths must be designated in the *Seaport Plan* to meet the forecast growth in cargo. This analysis reveals that sites for 21 container berths and eight bulk berths could be developed at existing ports to meet the target number of berths. The remaining need for container berths will possibly be met through designations at military bases or port priority use areas outside of existing ports. It should be noted that five of the 21 container berths with potential for future terminal development are currently used either for break bulk or proprietary operations. The same is true for three of the break bulk sites. Developing these sites for their designated use would require relocating the existing tenant. This underscores the importance of the "no net loss"

policy: berths that are now vacant or underused will likely be needed to accommodate shippers that are displaced by development of their current site.

Bay Area ports currently have a surplus of break bulk and neo-bulk facilities, and need few additional bulk facilities of all types to meet the cargo growth anticipated by 2020, even allowing for an additional 25 percent more berths for terminals that do not reach their theoretical capacity. While some bulk and break bulk facilities may appear to be surplus today, the cargo forecast indicates they will be needed eventually for maritime use to accommodate cargo growth. Therefore, these berths and adjacent port priority use designations should be retained.

Policies should be adopted to ensure the continued availability of existing break bulk and other bulk berths in the long-run. Three policies that would accomplish this goal are:

- Allow no net loss of berths;
- Authorize long-term interim uses; and
- Monitor the conversion of break bulk cargo to container cargo, and determine whether the projected break bulk facilities continue to be needed.

One last note on the requirements for future container terminals: the estimated number of new berths required is based on many assumptions about the maritime industry. Technological changes in the industry can and likely will change over time and render some of these assumptions obsolete. For example, the *Seaport Plan* assumes that container berths will accommodate ships of up to 1,000 feet in length; however, the newest generation of container ships is 1,250 feet in length, and significantly wider than the earlier ships. Advances in crane, storage, and gate technology, coupled with intermodal rail improvements, will vastly increase the capability of existing berths to process cargo. As a result, berth capability estimates that do not take account of these trends will underestimate the Bay Area ports' cargo capacity. This trend is already at work in the Bay. The 1988 *Seaport Plan* estimated that six additional container berths would be needed by 1995; while the expected growth in cargo volume has materialized, only one berth has been built to handle the additional cargo.

This suggests that it may be time to take stock of the overall approach used in the *Seaport Plan*, and consider whether instead of calculating a specific number of facilities to meet an expected growth in cargo (a demand-driven approach that appears to be reaching its limits), an altogether different approach should be adopted in future updates. More commodities are being shipped in containers, new markets are opening all over the world, trade agreements are in flux, and shipping lines are using their capital in more rational and cost effective ways by sharing with other lines. Because of rapid changes in the industry, planning assumptions about berth capability are rendered obsolete fairly quickly. On a regional level, population growth and attendant pressures, coupled with changes in the shipping industry make it impractical to find new locations for port development that can supply needed capacity. These changes underscore the importance of regional efforts of planning agencies such as BCDC and MTC to reserve adequate lands to allow for the

growth of the maritime industry. However, they also suggest that other planning methods should be considered to ensure that the Seaport Plan remains viable and useful.

A supply-driven approach to regional seaport planning would reverse the planning effort. Instead of determining how the Bay can accommodate the anticipated cargo growth, a supply-driven plan would try to optimize each port's potential to develop facilities, attract shippers, and process cargo. This type of plan would explicitly acknowledge each port's limitations, whether they be land, storage capacity, rail access, road access, local support, funding, or geographic limitations, and plan for that port's development in accord with environmental and transportation policy goals. Supply-driven planning would eliminate the current approach, which is to forecast the growth in waterborne cargo and reserve land area to meet that forecast, regardless of the ability of the Bay Area to provide appropriate sites for development.

**Table 1: Future Marine Terminals**

City/Port	Site Name	Future Berths				Proposed Changes from 1988 Designation
		1988		1994		
		No. Berths	Type	No. Berths	Type	
Oakland	Western Pacific Mole	1	container	0	container	Subsume under Naval Supply Center terminals
	Naval Supply Center*	0	military	6	container	Add Future Container Terminal designation
	Schnitzer Steel	2	container	2	container	
	Ship Repair Area	1	container	1	bulk	Change from container to Future Bulk Terminal
	Bay Bridge	2	container	2	container	Change Long-Term designation to Future designation
	Carnation-Mitsui	1	container	0	now active	Change Near-term site to Active terminal
	Bay Bridge Bulk**	3	active	2	container	
Richmond	Terminal 3 South	1	container	1	container	
	Terminal 2 (active)	1	container	1	container	
	Terminal 2 Northwest	1	container	1	container	
	Terminal 5 6 7	2	active	2	combined	***
	Shipyards	2	container	2	container	***
	Santa Fe Channel, N.W.	1	container	1	bulk	
	Unitank Facility	1	non-container	1	bulk	
	Graving Docks	0	n.a.	1	combined	Add Future Marine Terminal designation***
	ARCO Tanker Dock	1	active	1	combined	Add Future Marine Terminal designation
San Francisco	Pier 52-64	2	container	0	none	Remove Marine Terminal and Port Priority Use designation
	Pier 70	2	container	0	none	Remove Marine Terminal and part of Port Priority designation
	WP Ferry Slip	2	container	0	none	Remove Marine Terminal designation
	Pier 94 North	2	container	0	none	Remove Marine Terminal designation
	Pier 80 Southwest****	1	container	0	none	Remove Marine Terminal designation
Hunters Point		5	military	3	bulk	Change designation from Military to Future Marine Terminals
Benicia	Benicia Waterfront	2	container	0	none	Remove Marine Terminal designation
Redwood City	Leslie Salt	1	active	1	bulk	
	Ideal Cement	1	non-container	1	bulk	Remove 110 acre site east of Seaport Blvd and designate one Future Terminal
Encinal	Berth 5 Expansion	2	container	0	none	Remove Marine Terminal and Port Priority Use designation
Vallejo	Waterfront	5	container	0	none	Remove Marine Terminal and Port Priority Use designation
<b>Total Berths</b>		<b>45</b>		<b>29</b>		
<b>Total Potential Container Berths</b>		<b>31</b>		<b>21</b>		
<b>Total Potential Bulk Berths</b>		<b>2</b>		<b>8</b>		
<b>Total Other</b>		<b>12</b>		<b>0</b>		

\* Includes one berth at Western Pacific Mole in Oakland

\*\* Includes Army Site 49B

\*\*\* Combine Richmond Auto Terminal, Shipyards, and Graving Docks into one Container Terminal

\*\*\*\* Also known as Islais Creek Channel Terminal

## Recommended Changes

Proposed changes to marine terminal and port priority use areas, which are explained in the remainder of the report, are as follows:

### Port of San Francisco:

- Remove the near-term container terminal designations at San Francisco Piers 52-64, 70, 80, the area north of Pier 94, and the Western Pacific Rail Yard north of Pier 80. These deletions apply only to the near-term future marine terminal designations, not the active terminals.
- Delete the port priority use areas between Pier 52 and Mariposa Street, and from the southern edge of Pier 70 to the northern boundary of the Western Pacific property. The Western Pacific property should remain in port priority use to support Pier 80.
- Long-term interim uses of remaining port priority use areas should be allowed.
- Berths in maritime use outside the port priority use area should not be converted to non-maritime uses unless an area of equivalent capacity within the Port is found for the maritime activities (no net loss of capacity).

### Port of Oakland:

- Change the marine terminal designation at the Ship Repair Area on the Inner Harbor (site 53C, between Lake Merit Channel and Clinton Basin) from a container to a bulk cargo marine terminal.
- Modify the port priority use area at the Ship Repair Area on the Inner Harbor to delete the small parcels inland of Embarcadero Road.
- Change the Ninth Avenue marine terminal designation from a container terminal to a break bulk terminal.

### Port of Richmond:

- The Ford Peninsula should be designated as a marine terminal and port priority use area in support of container terminal operations at Terminal 3.
- The Richmond ancillary port use zone is of regional importance and should remain designated as a port priority use area, in support of container terminal development on the Ford Peninsula.
- The Graving Docks should be filled and combined with the existing Terminals 5, 6, and 7 and the Shipyard to develop a four to five-berth combination neo-bulk and container terminal at Point Potrero, using dredged material from the Harbor Channel and the Lauritzen Canal (if acceptable to environmental regulatory agencies).

- The Port should use the ARCO terminal if and when it becomes available for bulk cargo, or develop a container berth if adjacent backland is available at the Point Potrero terminal.
- Change the marine terminal designation in the northwest Santa Fe Channel from container to bulk.

**Port of Redwood City:**

- Delete the port priority use designation from the 110-acre parcel of the former Ideal Cement property east of Seaport Boulevard.

**Encinal Terminals:**

- Remove the two-berth marine terminal designation from Terminal 5;
- Delete the port priority use designation from Terminal 5 (boundaries to be determined).

**Port of Benicia:**

- Delete the long-term container terminal designation at Benicia.

**Vallejo Waterfront:**

- Delete the port priority use area and five-berth marine terminal designations from the Vallejo waterfront.

## Introduction

The *San Francisco Bay Area Seaport Plan* constitutes the maritime element of the Metropolitan Transportation Commission's (MTC) Regional Transportation Plan, and also serves as the basis for port development policies and guidance in the San Francisco Bay Conservation and Development Commission's (BCDC) *San Francisco Bay Plan*. The goals of the *Seaport Plan* were specified in the Memorandum Of Understanding adopted by both MTC and BCDC in 1978, and are as follows:

- Ensure the continuation of the San Francisco Bay port system as a major world port and contributor to the economic vitality of the San Francisco Bay region;
- Maintain or improve the environmental quality of San Francisco Bay and its environs;
- Provide for the efficient use of finite physical and fiscal resources consumed in developing and operating marine terminals; and
- Provide for integrated and improved surface transportation facilities between San Francisco Bay ports and terminals and other regional transportation systems.

To achieve these goals, the *Seaport Plan* employs land use planning designations and policies that are implemented by MTC and BCDC, with the assistance of local governments. Areas determined to be necessary for future port development are designated as *port priority use areas*<sup>1</sup> and are reserved for port-related and other uses that will not impede development of the sites for port purposes. Within port priority use areas, *marine terminals*<sup>2</sup> are identified and these sites are reserved specifically for marine terminal uses. The number of marine terminals (measured by marine terminal berths<sup>3</sup>) and amount of land needed for marine terminal use is derived from an analysis of the Bay Area waterborne cargo demand in 2020 and the capability of existing marine terminals to handle the forecast cargo. Local governments assist in implementation of the *Seaport Plan* by protecting the port

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<sup>1</sup>Port priority use areas include within their premises marine terminals and directly-related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repairing, support transportation uses including trucking and railroad yards, freight forwarders, government offices related to the port activity, chandlers and marine services. Other uses, especially public access and public commercial recreation development, are permissible uses provided they do not significantly impair the efficient utilization of the port area.

<sup>2</sup>Marine terminals are any public, private, proprietary or military waterfront facility utilized for the receipt or shipment of waterborne cargo. Marine terminals serving an industrial function where the product transferred over the wharf is processed (e.g., crude oil to be refined) are not included in the *Seaport Plan*. For purposes of the *Plan* marine terminal includes the wharf, storage area, offices, rail and truck facilities, container freight stations, intermodal container transfer facilities, areas for maintenance of containers or container handling equipment, and other functions necessary to the efficient operation of a terminal; it does not include employee parking.

<sup>3</sup>A marine terminal berth includes a wharf and other marine terminal facilities necessary to support a single ship berth.

priority use areas from incompatible development and encroachment by non-maritime related activities through planning and zoning restrictions.

The need for additional port facilities is determined by estimating the current waterborne cargo handling capability of existing ports and subtracting that total cargo volume from the estimated future waterborne cargo volumes. The remaining volume of cargo represents an incremental demand for port facilities in the Bay Area. As described in the previous staff report<sup>4</sup> to the Seaport Planning Advisory Committee, that outstanding demand will vary inversely with the estimate of current cargo handling capability. In the report, the staff recommended a revised method for estimating current port capability, with a resulting decrease in the number of future marine terminals necessary to meet the forecast growth in waterborne cargo.

The Seaport Planning Advisory Committee approved the proposed approach at its May 10, 1994 meeting. According to that approach, fewer new port facilities will be needed to meet the forecast growth in waterborne cargo, allowing the Committee to consider deleting port priority use and marine terminal designations requested by local governments, property owners, and base reuse groups (see Appendix C for letters requesting deletions). Simultaneously, the Committee must focus on developing appropriate policies to ensure that existing port facilities reach their maximum feasible capacity in order to maximize cargo flow through the Bay Area and minimize the amount of Bay fill, as well as the number of costly new facilities required to accommodate cargo growth. Such policies must address development of improved rail access to the Port of San Francisco and maximizing the public benefits of intermodal projects developed with public funding.

This report takes the next step in updating the *Seaport Plan*: review by making preliminary recommendations for changes to the existing port priority use areas and marine terminal designations. The focus is meeting the target number of new berths required to meet the regional cargo forecast. In a departure from the 1988 plan, this report specifies the types of cargoes that would be handled by the proposed marine terminals.

There are basically two ways to accommodate increases in future waterborne cargo: (1) construct new marine terminals — generally requiring at least some Bay fill — or (2) increase the cargo movement through existing marine terminals with investments in capital or labor. This update follows the lead of the port industry and focuses more on the latter strategy. Since 1988, the volume of cargo coming through the Bay has increased, while the number of ship calls has declined and only one new terminal has been built. Clearly, productivity gains can be achieved through improving efficiency of existing facilities, and this approach is more cost effective and timely for the ports than building new facilities.

In reviewing the port priority use areas and marine terminal designations, industry trends and requirements for different types of cargo are used as constraints

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<sup>4</sup>*Future Marine Terminal Requirements: Proposed Approach for the 1994 Update of the Seaport Plan*, San Francisco Bay Conservation and Development Commission Staff. May 3, 1994.

in determining which sites are suitable or necessary for development. Such trends include:

- The ever increasing size of container vessels (the newest generation of container ships is up to 1,300 feet in length and 150 feet wide, with drafts of 45 to 48 feet);
- The need for deeper channels and berths to accommodate these larger ships;
- The increasing use of containers for break bulk, bulk, and liquid cargoes — even automobiles are now shipped in containers;
- The different economic conditions and planned developments at each Bay Area port;
- The shippers' trend toward consolidation of terminals and the high cost of container terminal development;
- The increasing importance of intermodal transportation of goods, and;
- The importance of access to at least one, preferably two or three, rail lines for competitive pricing.

The remainder of this report describes the existing designations and analyzes the need to retain or alter the port priority use and/or marine terminal designations, given the above constraints. Information about the Hunters Point Naval Shipyard is provided in Appendix A. Appendix B provides information on the costs and methods of financing terminal development. Letters from property owners, ports, and local governments requesting amendments to the *Seaport Plan* are also attached in Appendix C.

## Facilities Needed To Meet The Cargo Forecast

The staff report entitled *Future Marine Terminal Requirements: Proposed Approach for the 1994 Update of the Seaport Plan* estimated the number of marine terminals and berths needed to meet the cargo forecast in the 1988 *Seaport Plan*.<sup>5</sup> The method assumes greater potential at existing ports to process cargo, indicating that the Bay Area ports can absorb significant increases in waterborne cargo without building new port facilities.

The high productivity levels assumed in the analysis represent a blend of theory and realistic capability at marine terminals that may not be achieved at each port. To account for factors that may prevent terminals from reaching their theoretical capacity, such as customer demands, market trends, and operating constraints, an additional 25 percent was added to the total number of berths required in the year 2020. Table 1 summarizes the analysis of the number of berths needed to meet future increases in waterborne cargo:

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<sup>5</sup>SF BCDC, *op. cit.*, May 3, 1994. See especially Chapters 4 and 5. As a result of this approach, fewer future marine terminals are needed to accommodate the anticipated growth in waterborne cargo. The cargo forecast can be found in the *San Francisco Bay Area Seaport Plan*, 1988, p.11.

**Table 2: Number of Berths Required by 2020**

Cargo Type	Berths Required	Add 25% for Utilization	Total Berths Required	Existing Berths	New Berths Needed by 2020
Container	39	10	49	25	24
Break bulk	10	3	13	12	1
Neo-Bulk	9	2	11	11	0
Dry Bulk	5	1	6	4	2
Liquid Bulk*	8	2	10	4	6
<b>Total</b>	<b>71</b>	<b>18</b>	<b>89</b>	<b>56</b>	<b>33</b>

\*Non-Petroleum liquid bulk.

Because of changes in operations, the number of berths counted in the inventory of existing sites may overstate the actual number of working berths at the Port of San Francisco. Technically, Piers 94-96 and Pier 80 consist of eight berths, and are counted as such in the analysis of existing berths; in actual use, ship size, crane availability, and the configuration of the berths on Islais Creek reduce the number of existing berths to five. This implies that a total of 27 container berths must be designated in the *Seaport Plan* to accommodate future cargo growth.

Having defined the demand for new facilities, the next step is to find enough sites for future marine terminals. This report examines the existing ports and port priority use areas, as well as Hunters Point Naval Shipyard, and assesses how these sites contribute to meeting the expected cargo growth. If existing ports cannot accommodate the target number of sites needed, other non-port sites and military bases may have potential as seaports. Areas designated for port priority use, but which are not currently operating as ports, and areas with dual port and water-related industry designations will be analyzed in the next staff report. Those areas include the Selby, Collinsville, Alameda Gateway (formerly Todd Shipyard), and Pacheco sites. The Vallejo waterfront is reviewed in this report.

### **Review Of Existing Designations And Recommended Changes**

This section reviews the sites designated in the 1988 *Seaport Plan* for near and long-term development. Recommended changes are noted, with explanations for special or unusual circumstances.

Near-term and long-term distinctions were used to distinguish terminals requiring significant Bay fill from those requiring less fill. These distinctions are not used in this report. Although fill continues to be an important criterion for designating marine terminal sites, other factors in port development, such as transportation access, dredging, and industry trends, in making judgments about site determinations. To protect the Bay from unnecessary fill from port development, BCDC's established policies on fill for port purposes and mitigation will be applied to each development project.

In both the 1982 and 1988 *Seaport Plans*, sites were assigned numbers that originated in the first technical analysis of sites with seaport potential.<sup>6</sup> Where necessary, the numbered sites are referenced below. But in general, recommendations in this report do not use that system of reference. Instead, marine terminal sites are described by their location in relationship to the piers and terminals at the respective ports.

## 1. Port of San Francisco

In 1982 and 1988 *Seaport Plans*, San Francisco offered significant new capacity for container terminal operations, and the port priority use area was drawn large to accommodate the expected container terminals. Other policies derived from that expectation, including the "Strategy" to protect sufficient backland in the port priority use area between Piers 70 and 80 to allow development of a new container terminal.<sup>7</sup> The Strategy is summarized below.

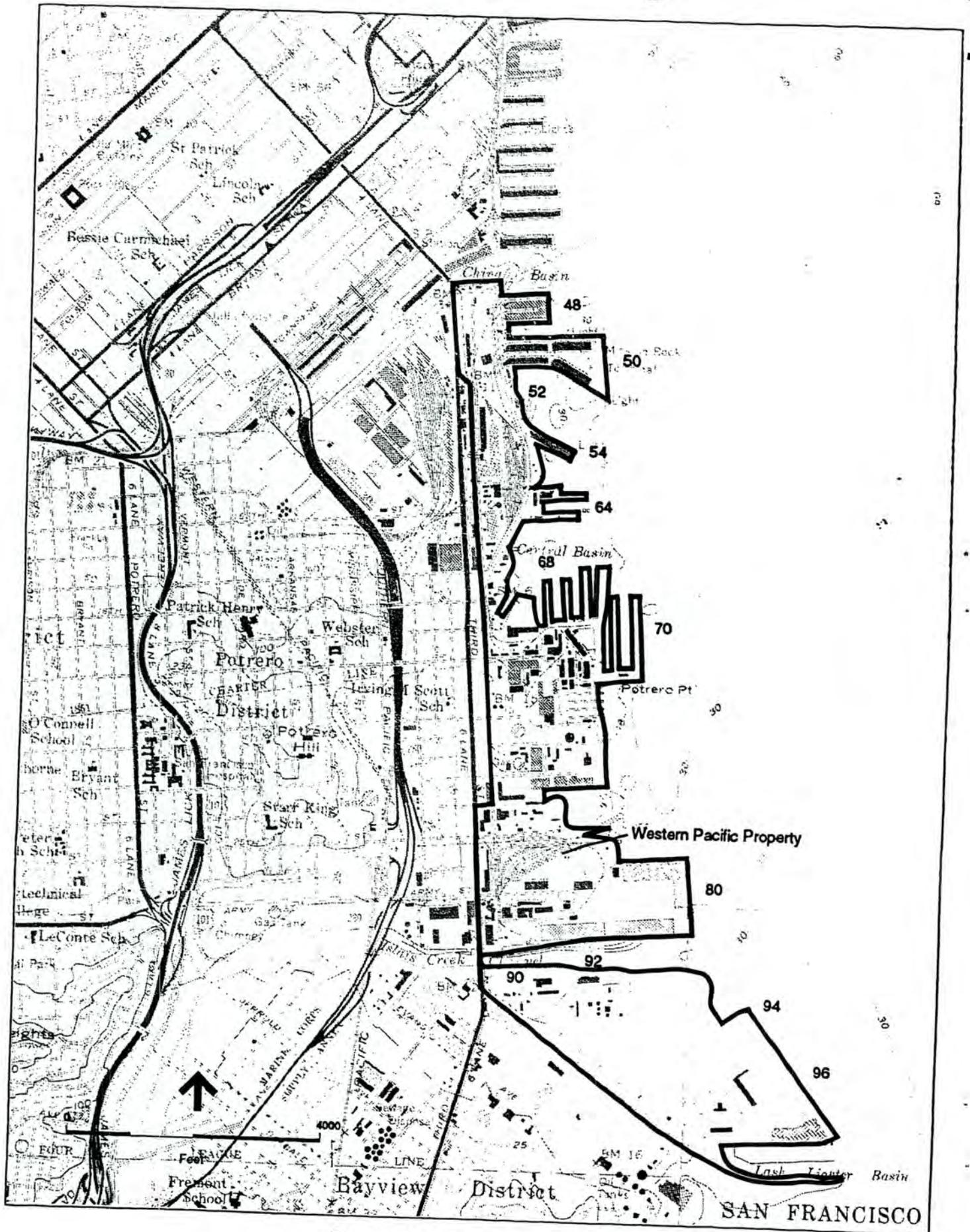
Piers 52-64 is an area adjacent to the site of the Mission Bay project. The 1988 Plan provided for deletion of the marine terminal designation and port priority use area inland of the pier area if equivalent area near Piers 70-80 were reserved for future marine terminal development. The *Seaport Plan* provides that the near-term marine terminal designation for the Piers 52-64 area of the San Francisco waterfront should be retained in the *Seaport Plan* until: (1) all of the former Western Pacific property at Warm Water Cove is transferred from the Santa Fe Pacific Realty Corporation (now Catellus Development Corporation) to the Port of San Francisco; and (2) the Port and the City and County of San Francisco develop a strategy, to be reviewed and approved by or on behalf of the BCDC, to assure that the port priority use areas are reserved for port purposes consistent with the *Seaport Plan*, and the non-port-priority areas needed for marine terminal uses at the Piers 70 to 80 area are available to the Port. The Port Commission and the City and County of San Francisco Planning Commission approved the Strategy in June, 1993. The transfer of land is expected some time in 1994. Successful completion of these requirements will trigger amendment of the *Seaport Plan* and the *Bay Plan*, and delete all of the port priority use designation west of Terry A. François Boulevard (formerly China Basin Street) from its origin to Mariposa Street. Part of the Strategy process is complete, and the port priority use designation between Third Street, Illinois Street, Mission Rock, and Mariposa Streets has been deleted.<sup>8</sup>

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<sup>6</sup>Technical Report, *San Francisco Bay Area Seaport Plan*, April 1982.

<sup>7</sup>For a complete description of the strategy for deletion of the port priority use area, see the *San Francisco Bay Area Seaport Plan*, 1988, pp. 31-32.

<sup>8</sup>Resolution No. 93-11 and Bay Plan Amendment No. 2-93, San Francisco Bay Conservation and Development Commission.



Port of San Francisco

This complicated process was predicated on the need to reserve adequate backland near Piers 70-80 to develop that 28-acre site for container operations. However, that scenario appears unlikely to unfold for several reasons, including:

- The Port of San Francisco's present financial situation precludes significant investment in new container facilities in the foreseeable future;
- Much of the property within the port priority use area is developed and in use; some buildings have historical significance;
- San Francisco's existing container terminals at Piers 80 and 94-96 are underused. Some shippers have moved recently from these piers to other ports, leaving significant capacity available for new tenants; and
- The increasing importance of intermodal rail access to container terminals has disadvantaged San Francisco because of its geography and connections to only one rail line. Rail access will improve with the tunnel project, but scheduling conflicts with CalTrain, limits on train length posed by the curving route from the Port to the Southern Pacific main line, and the additional time and costs required to transport containers around the south end of the Bay present obstacles to further growth of container shipping at San Francisco.

For the same reasons, the area known as Pier 94 North is unlikely to become an additional terminal. It could, however, provide additional backland and storage capacity for the terminals at Piers 94-96.

Because no additional container terminals are likely to be built in San Francisco, the backlands for such container terminals are not needed for marine terminal use and should be deleted from the port priority use area. Therefore, the area between Pier 52 and Mariposa Street, and the area from the southern end of Pier 70 to the northern boundary of the former Western Pacific property should be removed from the port priority use area. The former Western Pacific Rail Yards should be retained for use as backland at the Pier 80 container terminal. Further consultation with the Port and City Planning Department will be necessary to determine the specific boundaries of the areas to be deleted from port priority use.

Aside from berths with potential for container operations, San Francisco's waterfront contains many piers that are or could be used for bulk operations or ship repair (Piers 48, 50, and 70 within the port priority use area; Piers 15-17, 27-29, 30-32 outside of the port priority use area). Given the expectation that all existing berths will be needed by the year 2020 for bulk cargoes, berths within the port priority use area should remain designated, along with sufficient acreage to provide storage and support functions.

The Port of San Francisco is nearing the end of a waterfront planning process that will result in a Waterfront Plan, required by Proposition H. According to its *Options for Change* report, the Port's flat budget has made it difficult, if not impossible to add new programs, improve services, or develop the waterfront.

Recently, the Port has resorted to lay-offs to avoid a budget deficit. While the Port would like to continue and even expand its maritime shipping business, its critical financial situation and industry economics seem to threaten existing maritime activity.

Many of the uses proposed by the Advisory Committee for waterfront development are non-maritime, and would require changes in port priority use areas, the Strategy discussed above, and even the McAteer-Petris Act and the public trust doctrine.

Given its financial situation and industry trends, it seems appropriate to offer the Port as much flexibility as possible for its development, while reserving port priority use areas for existing maritime operations and expected growth of break bulk and other bulk cargoes. To this end, a policy of long-term interim uses should be developed to aid the Port in its planning and marketing efforts.

**Recommended Changes:**

- Remove the near-term container terminal designations at San Francisco Piers 52-64, 70, 80, the area north of Pier 94, and the Western Pacific Rail Yard north of Pier 80. These deletions apply only to the near-term future marine terminal designations, not the active terminals.
- Delete the port priority use areas between Pier 52 and Mariposa Street, and from the southern edge of Pier 70 to the northern boundary of the Western Pacific property. The Western Pacific property should remain in port priority use to support Pier 80.
- Long-term interim uses of remaining port priority use areas should be allowed.
- Berths in maritime use outside the port priority use area should not be converted to non-maritime uses unless an area of equivalent capacity within the Port is found for the maritime activities (no net loss of capacity).

*Future Marine Terminals Designated at  
The Port of San Francisco*

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Piers 52-64	2	Container	0	NA
Pier 70	2	"	0	"
Pier 80 (SW corner)	1	"	0	"
WP Ferry Slip	2	"	0	"
Pier 94	2	"	0	"
<b>Total</b>	<b>9</b>		<b>0</b>	

## 2. Port of Oakland

In 1988, the Seaport Plan designated four areas for future marine terminal development at the Port of Oakland: the Carnation terminal, the Ship Repair site near 9th Avenue, the Western Pacific Mole, and the Bay Bridge sites. Four military sites were also designated: two each at the Oakland Army Terminal and the Naval Supply Center.

Since the 1988 update of the Seaport Plan, the Carnation site has been developed as Terminal 30 for Mitsui O.S.K. Lines, and base closures and reduced military budgets have made more land available to the Port for terminal development. The Port is negotiating a lease with the Navy for 200 acres at the Naval Supply Center, where the Port plans to build five or six new berths along the Middle Harbor (this would incorporate the Western Pacific Mole marine terminal designation), and the Port intends to lease an additional 200 acres. Six thousand lineal feet of wharf will be built, and cranes arranged to work the entire length of the wharf. Depending on the size of the ships, as many as six container vessels could be docked simultaneously.

In the 1988 plan, the Schnitzer Steel Corporation's terminal was designated as an active, two-berth, non-container marine terminal that could be converted to container use. This designation should remain unchanged; if the site is converted to container use, it would provide two of the needed 27 container berths, but would also require an additional bulk terminal elsewhere in the Bay.

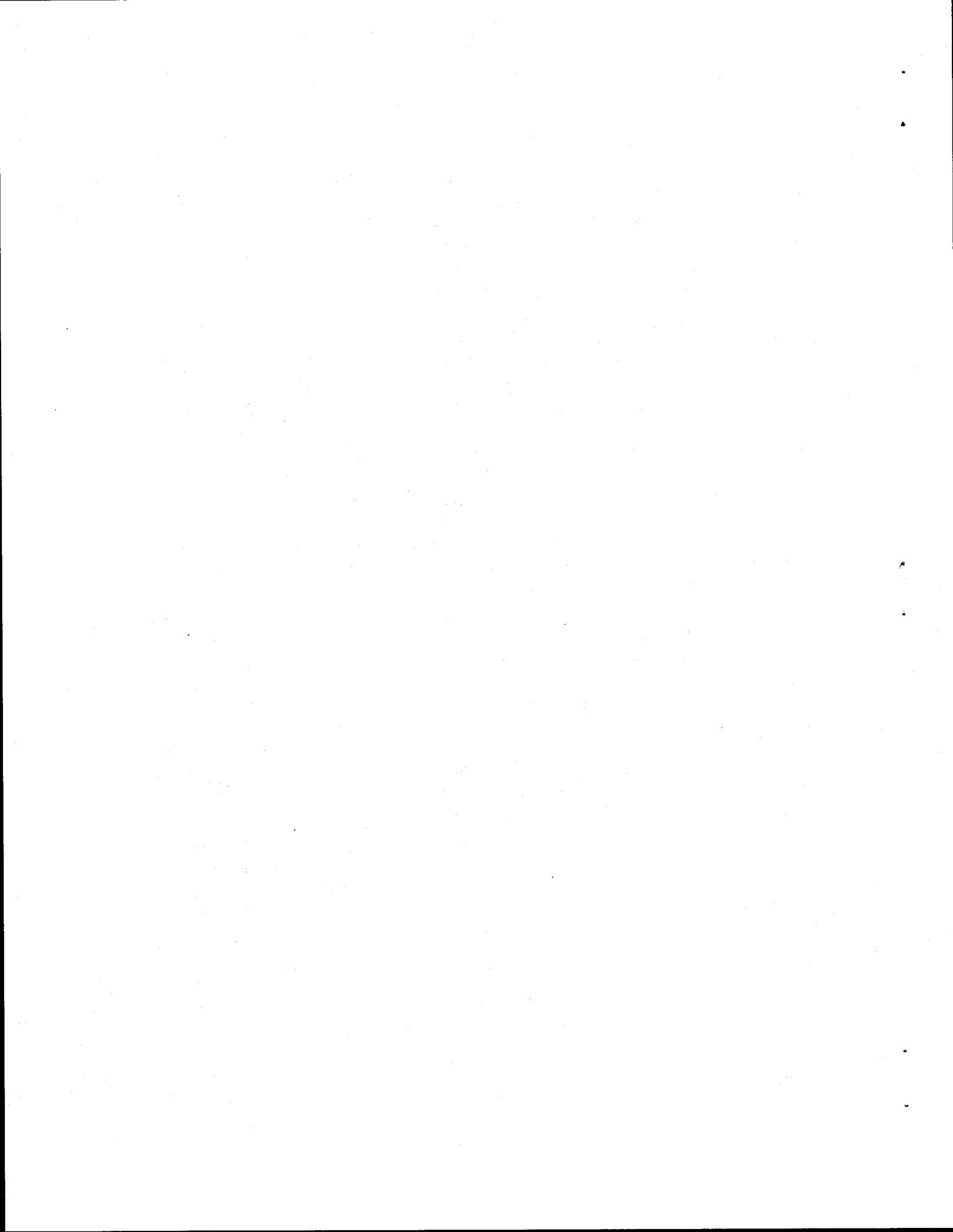
In addition to the new berths, the Port is planning to develop a joint intermodal rail facility adjacent to the Middle Harbor. Santa Fe, Southern Pacific, and Union Pacific Railroads will likely use this facility, which will significantly improve the Port's productivity at all terminals. According to Port representatives, the new intermodal facility and the new berths on Naval Supply Center property should accommodate the Port's growth requirements for at least the next 15 years.<sup>9</sup> During that period, the Port plans to continue improving its operations by investing in new equipment, reconfiguring roads and storage areas, and improving gates. Altogether, these changes will increase the Port's capabilities with a minimum of Bay fill.

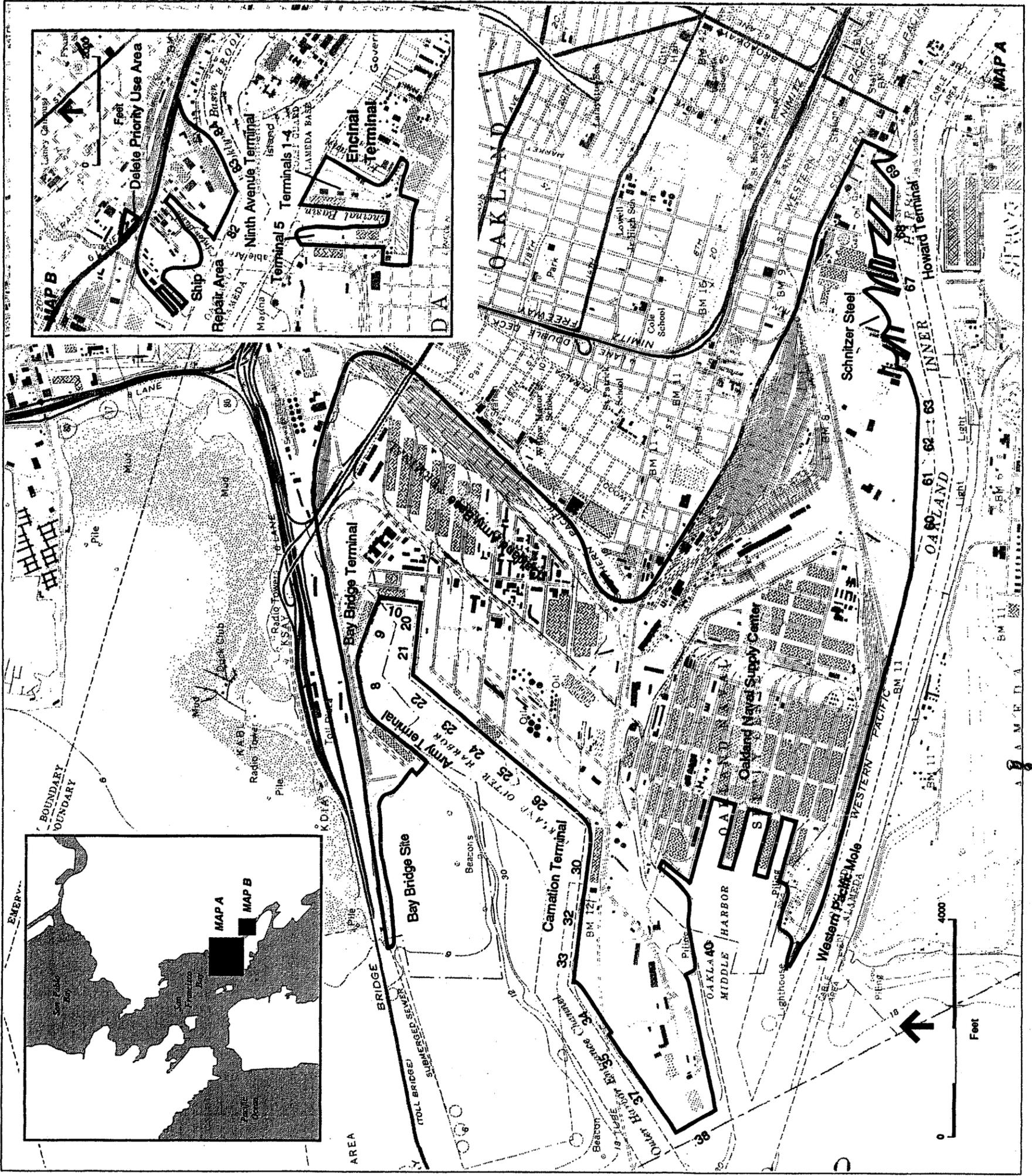
In view of these opportunities, the Port now views the currently designated Bay Bridge Site (64A in the Seaport Plan), which would require 55 acres of fill, as a less desirable site for container development. In addition to requiring significant Bay fill, the site lacks adequate acreage for large container ships—the Port currently plans on 50 acres per berth for new terminals that accommodate the 1,200 foot ships, but the site would have only 67 acres.

Of greater interest to the Port is the potential for improving the configuration of the area encompassing Terminals 20-26. One long-term project that could be implemented after the Naval Supply Center berths are built would be to fill in the area between Terminal 9 and Terminal 22, creating a longer, straight wharf with

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<sup>9</sup>Communicated at a meeting on May 27, 1994 with BCDC staff and Leo Brian, Director of Maritime Activities, and John Glover, Director of Strategic Planning at the Port.





Port of Oakland and Encinal Terminals

cranes running the entire length. This project, requiring an undetermined amount of fill, would improve the Port's efficiency and productivity because the backland for all terminals in that area could be realigned to provide better access with rail and trucks. It would also accommodate the 1,200 foot ships. Although it would entail a large Bay fill, this project would likely pre-empt the need for the Bay Bridge site due to its capacity enhancements. Staff should work with the Port of Oakland to compare the fill requirements, gains in efficiency, and the costs of the Bay Bridge Site with the project that would fill in the area between Terminals 9 and 22.

The marine terminal designation at the Ship Repair Area on the Inner Harbor (site 53C, between Lake Merritt Channel and Clinton Basin) should be changed to a bulk cargo site because it cannot accommodate deep draft container ships. The Webster and Posey Tubes inhibit dredging to greater than 35 MLLW in the Inner Harbor east of the tubes. Further, the configuration of the port priority use area and marine terminal designation resulting from BCDC Bay Plan Amendment 93-1 should be revised. The port priority use area now straddles both the Southern Pacific Railroad and Interstate 880, just north of Fifth Avenue in Oakland. This configuration does not enhance cargo storage or transfer and the port priority use area boundary should be changed to consolidate the area.

Oakland specializes in container shipping, and intends to accommodate the largest container vessels. Therefore, existing bulk terminals will likely be converted to container berths. For example, the Bay Bridge Bulk Terminals 8, 9, and 10 could become two container berths. However, the Ninth Avenue Terminal cannot be converted to container operations due to depth restrictions on the Inner Harbor Channel. Existing bulk operations displaced by conversion would need to be relocated to Richmond, San Francisco, or Benicia. The "no net loss" policy would apply to these conversions: adequate facilities must be retained to accommodate operations displaced by conversion to container terminals.

**Recommended Changes:**

- The marine terminal designation at the Ship Repair Area on the Inner Harbor (site 53C, between Lake Merritt Channel and Clinton Basin) should be changed to a bulk cargo marine terminal.
- The port priority use area at the Ship Repair Area on the Inner Harbor should be modified to delete the small parcels inland of Embarcadero Road.
- The Ninth Avenue marine terminal designation should be changed from a container terminal to a break bulk terminal.

*Future Marine Terminals Designated at  
The Port of Oakland*

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Carnation	1	Container	0	Active
Western Pacific Mole	1	"	(Part of Naval Supply Center)	
Ship Repair (9th Ave.)	1	"	1	Bulk
Bay Bridge (Long-term)	2	"	2	Containers
Schnitzer Steel Corp.	2	Container	2	Containers
Naval Supply Ctr.	0	NA	5-6	Containers
Bay Bridge Terminal (Berths 8, 9, 10)	0	Active	2	Containers
<b>Total</b>	<b>7</b>		<b>12-13</b>	

Of all the Bay Area ports, Oakland possesses the most sites appropriate for container terminal development, particularly with the expansion at the Naval Supply Center. One bulk berth, and nine or ten container terminals could be developed at the Port of Oakland.

### 3. Port of Richmond

Richmond offers significant possibilities for developing both container terminals and bulk operations. Trends in the industry, combined with changes at the Ports of San Francisco and Oakland, suggest that Richmond can accommodate growth in container cargo and bulk shipping displaced from other locations on the Bay. Because of the potential for container terminal development, as well as additional break bulk activities, it is important to maximize the amount of land available for port use at the Port of Richmond. Therefore, the port priority and ancillary use zones at the Port of Richmond should remain as designated in the 1988 *Seaport Plan*, but the marine terminal designations revised to reflect the potential for three or four-berth container terminals on the Ford Peninsula and Point Potrero.

The 1988 *Seaport Plan* designated Richmond as the site of four additional container berths. Because of its location near the Santa Fe Railroad lines, good access to Interstate 580, relatively deep water, and available backland, Richmond has the potential for developing new container facilities and increasing the productivity of its existing neo-bulk and other bulk facilities to meet growing volumes of waterborne cargo.

Recently, the Port of Richmond acquired three container shipping lines that were formerly located at the Port of San Francisco. Richmond's road and rail access make it a desirable location for container shipping, and it is likely that Richmond will



acquire both container and bulk shipping lines that are displaced from other ports. Combined with the neo-bulk operations at Terminal 3, the Port's container facilities are now approaching their capacity with the limited amount of backland currently available for storage.

Formerly, the entire Ford Peninsula was reserved in the port priority use area but the designation was reduced in 1988, with the exception of an "ancillary use zone," consisting of roughly 23 acres north of the Ford Building and east of Harbor Way. The designation on Terminal 3 was revised to reflect the reduced backland, and the *Seaport Plan* called for a two-berth terminal with 89 acres of backland arranged in a narrow north-south configuration.

Because other sites around the Bay were designated to accommodate increases in container cargo (in particular, Vallejo, San Francisco, and Benicia), the reduction in the port priority use area at Richmond did not impinge on the *Seaport Plan's* ability to meet the forecast demand for waterborne cargo. However, recent trends in the container shipping industry make it unlikely that these sites will become container terminals. Some of the military bases that were formerly considered to be good sites for container terminals lack adequate backland, access, or local interest in port operations (these sites will be analyzed in an addition report by MultiTrans, the consultants to MTC for this update). In addition, smaller container shipping lines are moving from San Francisco to Richmond, and it is possible that bulk shipping operations now at the Port of Oakland or San Francisco will be relocated to Richmond because of developments at those Ports. Richmond possesses most of the attributes necessary for container and combined operations.

To develop a three or four-berth terminal at Terminal 3, the Port would need to acquire additional backland on the Ford Peninsula and build another wharf along the south end of Terminal 3. Terminal 2, an active liquid bulk berth, would be converted to a container berth and combined with Terminal 3. The Ford Building, located east of Harbor Way, would either need to be demolished or somehow restored and used for warehousing or port offices in support of the container terminal. Although impediments exist to the acquisition of backlands on the Ford Peninsula and demolition of the Ford Building, from a regional perspective this area is essential for seaport development.

Across the Channel, Point Potrero presents an opportunity to develop a four or five-berth combined container and automobile or neo-bulk terminal. If the graving docks are filled in, an additional 800 feet of wharf could be built. Fill material could be obtained from maintenance dredging of the Harbor Channel, and possibly from remediation of the Lauritzen Canal Superfund Site, if the material could be safely confined and the area monitored. The Port of Richmond is exploring this possibility with the U.S. Environmental Protection Agency and the San Francisco Bay Regional Water Quality Control Board and BCDC. The new wharf could be combined with the Shipyard terminal to the west, and Terminals 5, 6, and 7 to the east, to create a new facility.

ARCO's terminal, north of Terminal 5, 6, and 7 (auto terminal), accommodates 900-foot long ships carrying gasoline from southern California refineries. Although

the Harbor Channel is designated as a 35-foot MLLW channel, ARCO will require 39 feet to accommodate its tankers by 1996. If adequate dredging cannot be obtained and ARCO ceases operations at its Richmond terminal, the site could be used by the Port for liquid or other bulk operations, or developed as a container berth in conjunction with the Point Potrero terminal.

**Recommended Changes:**

- The Ford Peninsula should be designated as a marine terminal and port priority use area in support of a container terminal at Terminal 3.
- The Richmond ancillary port use zone is of regional importance and should remain designated as a port priority use area, in support of container terminal development on the Ford Peninsula.
- The Graving Docks should be filled and combined with the existing Terminals 5, 6, and 7 and the Shipyard to develop a four to five-berth combination neo-bulk and container terminal at Point Potrero, using dredged material from the Harbor Channel and the Lauritzen Canal (if acceptable to environmental regulatory agencies).
- The Port should use the ARCO terminal if and when it becomes available for bulk cargo, or develop a container berth if adjacent backland is available at the Point Potrero terminal.
- The marine terminal designation in the northwest Santa Fe Channel should be changed from a container to a bulk terminal.

*Future Marine Terminals Designated at  
The Port of Richmond*

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Shipyard #3 (Pt. Potrero)	2	Container	2*	Combined
Graving Docks	0	NA	1*	Combined
Terminals 5, 6, and 7	0	Active	2*	Combined
Unitank	1	Bulk	1	Bulk
NW of Terminal 2	1	Container	1	Container
Terminal 2	1	Active	1	Container
Terminal 3 South	1	Container	1-2	Container
ARCO Terminal	0	Active	1	Combined
Santa Fe Channel NW	1	Container	1	Bulk
<b>Total</b>	<b>6</b>		<b>11-12</b>	

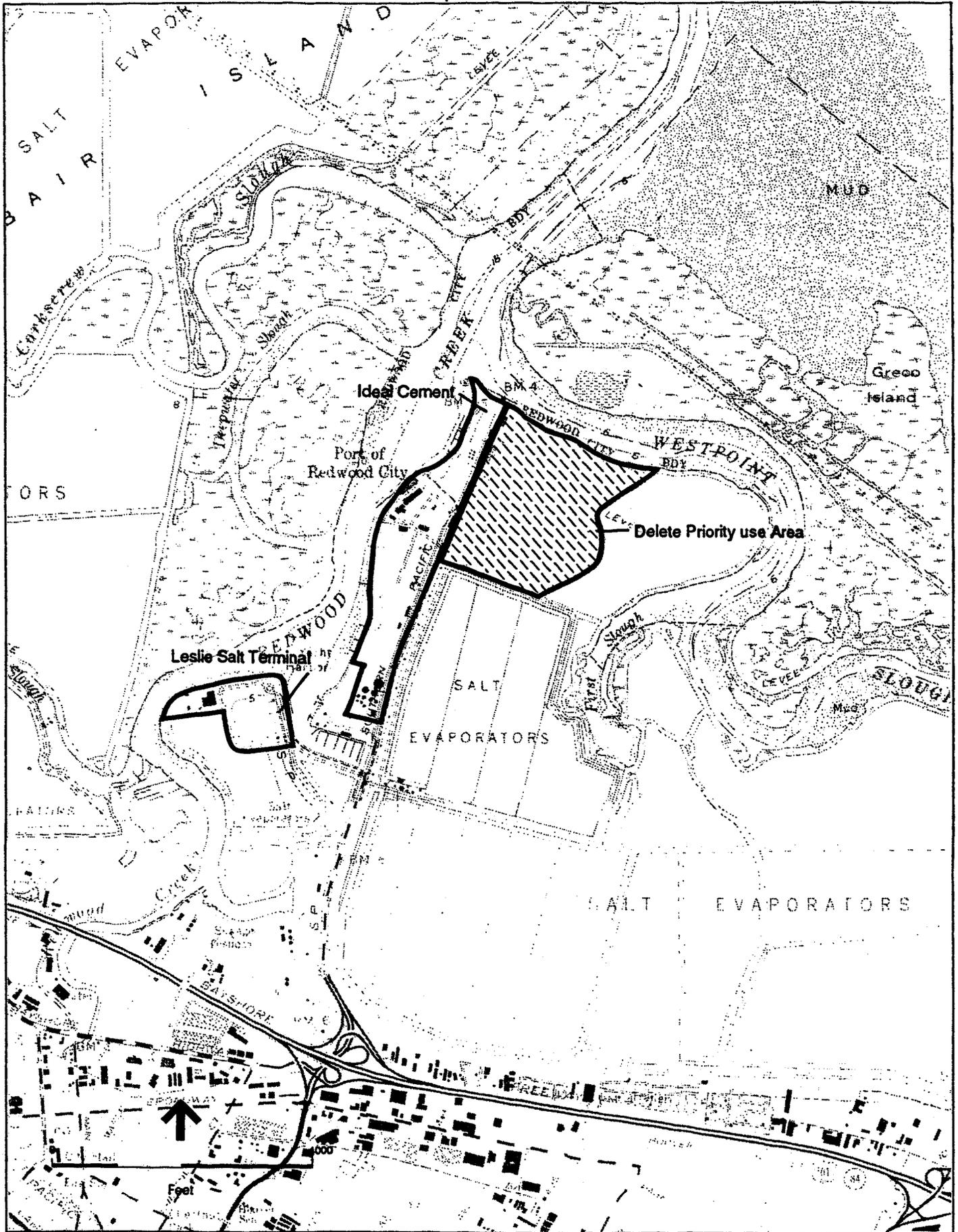
\*Combines Shipyard #3 sites with existing Terminals 4, 5, and 6, and assumes filling in graving docks to create a single combination container/neo-bulk terminal with four to five berths.

In summary, Richmond is the next likely candidate for container terminal development, after the Port of Oakland builds its berths at the Naval Supply Center. Two container or combined container/break or neo-bulk terminals are possible, one on either side of the Harbor Channel. The Port also offers potential for two additional terminals suitable for liquid bulk berths.

#### 4. Port of Redwood City

Dry and liquid bulk cargoes are the main commodities handled at the Port of Redwood City. Aside from the Pacific Shores Center project, (see Appendix C for request for deletion), no changes have been requested for designations at Redwood City.

The Port of Redwood City is not suitable for container terminal development. This South Bay location would require significant dredging to accommodate container ships, and could not compete for intermodal rail access with the Ports of Oakland and Richmond.



Port of Redwood City

Since 1968, the former Ideal Cement property has been included in BCDC's *San Francisco Bay Plan* as a port priority use area at the Port of Redwood City. The property consists of roughly 116 acres, most of which is located east of Seaport Boulevard. The site is listed in the *Seaport Plan* as 62F, a one-berth non-container site. Because it is not suited for container terminal development, the port priority use designation should be reduced to a ten acre parcel at the northeast corner of the Port.

As with the Port of Richmond, Redwood City is well situated to obtain new bulk cargo tenants. Shippers relocating from other ports could move to Redwood City, particularly if the former Ideal Cement site is developed into a berth. In addition, the Leslie Salt terminal, which now handles proprietary cargo, could become available to the Port if no longer needed by the salt company.

**Recommendations:**

- Delete the port priority use designation from the 110-acre parcel of the Ideal Cement property east of Seaport Boulevard.

*Future Marine Terminals Designated at  
The Port of Redwood City*

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Leslie Salt	1	Bulk	1	Dry Bulk
Ideal Cement	1	Bulk	1	Dry Bulk

In summary, two additional dry or liquid bulk berths can be developed at the Port of Redwood City.

**5. Encinal Terminals**

Encinal Terminals' Terminal 5 was the first container terminal on the west coast, but the cranes were sold in 1987 and the former container terminal is virtually unused for maritime cargo (see Map B on page 10).

Encinal Terminals has requested that Terminal 5 be deleted from the port priority use area and the marine terminal designation removed (see Appendix C for request from Encinal Terminals). The Terminal consists of 10 acres and a 740-foot pier, with a depth of 35 feet MLLW. As discussed earlier, depth restrictions on the eastern part of the Inner Harbor Channel posed by the Webster and Posey tubes prevent any deeper dredging at Encinal Terminals. Although originally developed as a container terminal, Encinal was unable to retain its container tenants, presumably because of its proximity to the Port of Oakland, which may be a more attractive location for shippers, and its limited rail access. The Alameda Beltline

railroad connects Encinal Terminals to the Southern Pacific line via the High Street Bridge. The Beltline runs the entire length of northern waterfront, but has many turns that make it difficult for container freight trains to negotiate the line. It passes through residential neighborhoods, which would present a conflict with regularly scheduled container freight trains.

These restrictions on access to Encinal Terminals, coupled with the very close proximity to the Port of Oakland, make it unlikely that there would be sufficient demand for Terminal 5 to justify returning it to container uses. Substantial improvements would be necessary to obtain adequate rail and road access to the area; unless these improvements are made by the City of Alameda to implement its reuse plan for the Alameda Naval Air Station, it's unlikely that Encinal would find it cost effective to make the necessary upgrades.

Terminal 5 could provide a future break bulk or liquid bulk terminal. However, the current surplus of facilities around the bay, coupled with the available capacity at adjacent Terminals 1-4, suggest that this site is not needed to provide additional bulk facilities. No changes are proposed for Terminals 1-4, which are currently used for neo-bulk steel and liquid bulk cargoes. Located east of Alaska Basin, Terminals 1-4 can accommodate two 800-foot cargo ships, and have over 100,000 square feet of storage space.

**Recommendations:**

- Remove the two-berth marine terminal and the port priority use designation from Terminal 5 (boundaries to be determined).

*Future Marine Terminals Designated at  
Encinal Terminals*

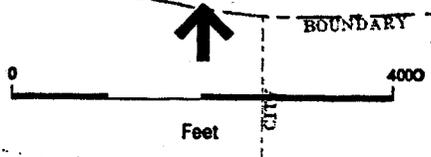
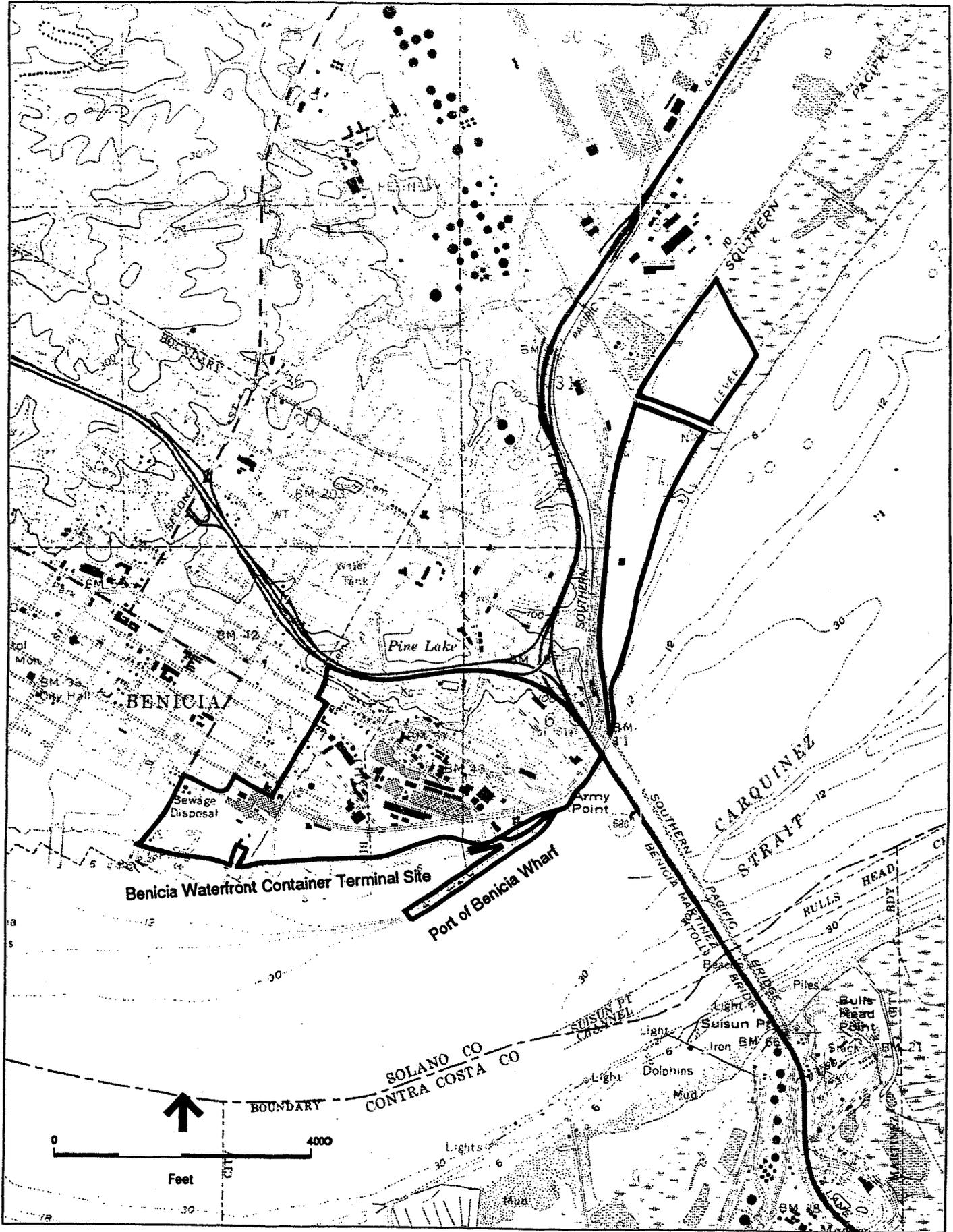
<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Terminal 5	2	Container	0	NA

In summary, Encinal Terminals provides no additional marine terminals to meet the cargo forecast.

**6. Port of Benicia**

No changes have been requested for the marine terminal or port priority use designations at the Port of Benicia. However, the 1988 Seaport Plan called for a long-term two-berth container terminal west of the existing port facilities. This designation should be removed.

Container terminal designation at the Benicia waterfront suffers from the same problems as the designations at Vallejo and Redwood City: lack of adequate rail



**Port of Benicia**

access and isolation from other container terminals. These attributes are essential to attract shippers and make a port development project cost effective. Given the other opportunities for container terminal development at Oakland and Richmond, the marine terminal designation at Benicia should be deleted. Although it could be retained as a bulk site, there are sufficient other sites around the Bay that are currently underused or could be revived with less investment than would be required to develop a new terminal at the Benicia Waterfront.

**Recommended Changes:**

- The long-term container terminal designation at Benicia should be deleted.

***Future Marine Terminals Designated at  
The Port of Benicia***

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Benicia Waterfront	2	Container	0	NA

In summary, Benicia provides no future marine terminal designations.

**7. Hunters Point Naval Shipyard**

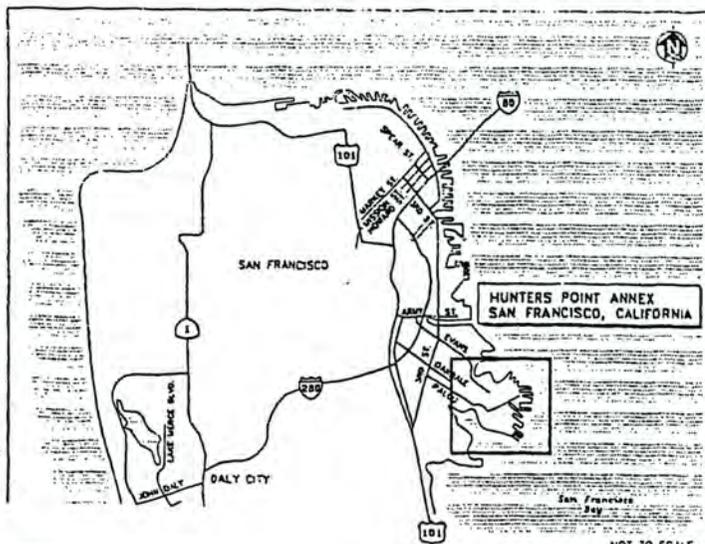
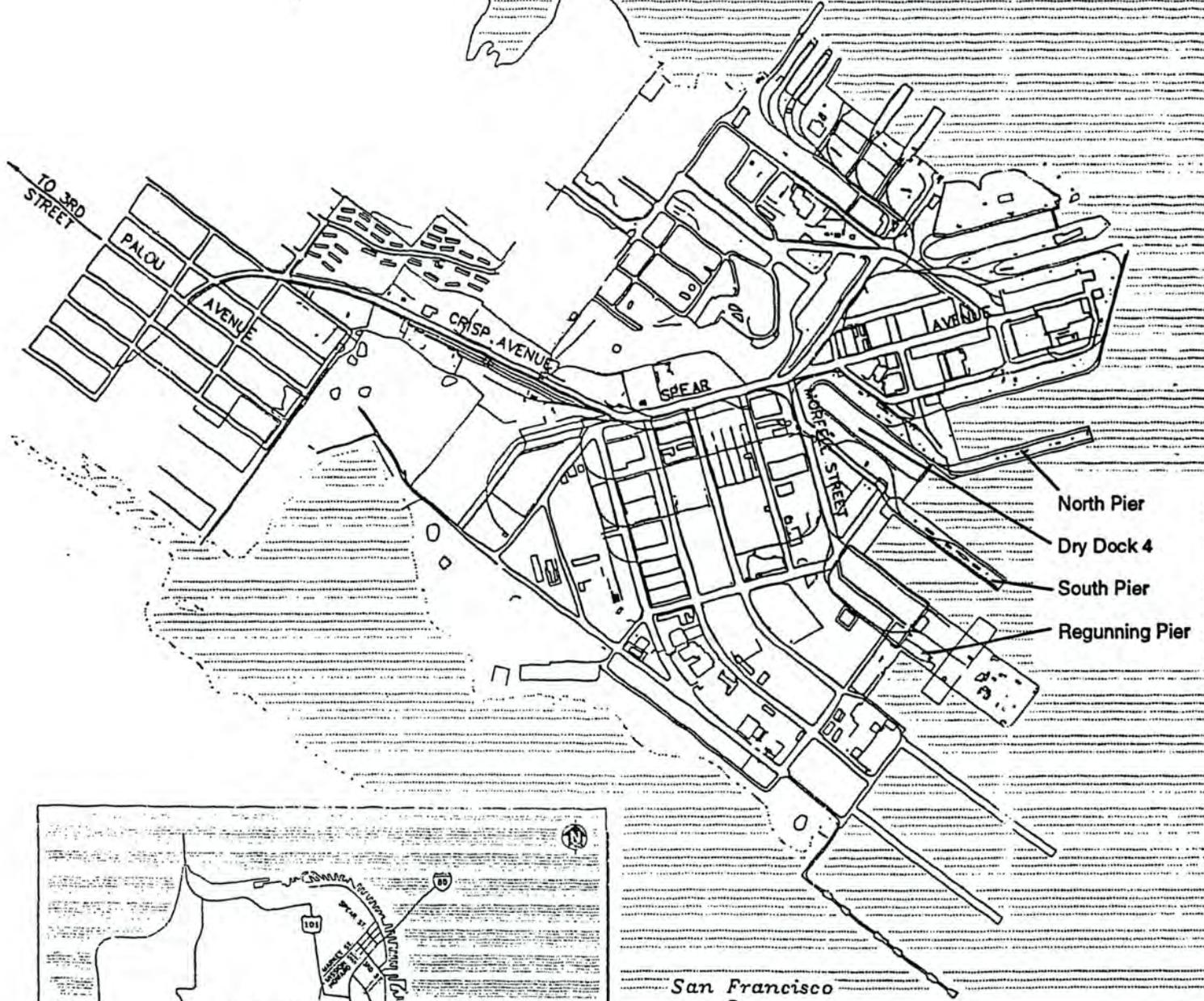
Although not an operating port, Hunters Point Naval Shipyard possesses many facilities that could be developed for new marine terminals. In the 1982 *Seaport Plan*, five marine terminal designations were noted on Map 4, all of them suitable for containers, and the entire base was designated as a port priority use area. Deep water, more than adequate backland, and the industrial character of the Shipyard made it an attractive location for future container terminals. However, the same constraints that limit the potential for container terminal development at San Francisco apply to Hunters Point.

Planning for the reuse of Hunters Point is underway, and the final reuse plan will contain a maritime element. Ship repair, scrap metal and other recyclable materials and processing, and bulk or neo-bulk cargoes could be located at the Shipyard. The area most likely for marine terminal development includes the North Pier, Dry Dock 4, South Pier, the regunning pier, and the waterfront area along the South Basin. This area, along with suitable backland for break bulk and ship repair operations, should continue to be designated for port priority use.

Although there are significant impediments to container terminal development, maritime activities offer opportunities for industrial growth and would provide employment at the Shipyard for the Bayview-Hunters Point community.

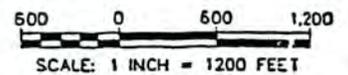


San Francisco Bay



NOT TO SCALE

San Francisco Bay



### Hunters Point Naval Shipyard

### Recommended Changes:

- The port priority use area on Hunters Point Shipyard should be reduced to the North Pier, Dry Dock 4, South Pier, the regunning pier, and the waterfront area along the South Basin. (Boundaries to be determined.)
- Marine terminal designations should be placed on the Hunters Point Shipyard to designate locations for bulk, break bulk, scrap, or ship repair operations.

#### *Future Marine Terminals Designated at Hunters Point Naval Shipyard*

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Various Locations	5	Military	3-4	Break Bulk

In summary, three or four new berths, suitable for dry, liquid, break bulk, or neo-bulk cargo could be developed at Hunters Point.

### 8. Vallejo Waterfront

The City of Vallejo has requested deletion of the port and water-related industry priority use and near-term terminal designation from the approximately 34-acre Kaiser property. The Kaiser property, acquired by the City of Vallejo in 1989, is part of a larger area on Mare Island Strait designated for port and water-related industry use in the *Seaport Plan* and the *Bay Plan*. Additionally, the entire area is designated in the *Seaport Plan* as a long-term, 125-acre five-berth marine terminal with potential for containers.

Although the waterfront site in Vallejo has the requisite acreage and waterfront footage for a multiple berth container terminal, it is isolated from other container terminals, making it an unlikely prospect for development. Further, while the Mare Island Strait is a federal channel maintained to a depth of 36 MLLW by the Army Corps of Engineers, when the Mare Island Naval Shipyard closes the Corps will likely reduce the depth of the channel.<sup>10</sup>

The site could be used for break bulk or other bulk cargoes, if there were sufficient demand for a new port at Vallejo. Currently, there is a surplus of facilities for handling break bulk and other bulk cargoes, which suggests that the port priority

<sup>10</sup>The continued maintenance of this channel to this depth appears to be unnecessary because of the cessation of shipping activity at the Peter Kiewit, Kaiser Steel, and General Mills properties. For additional information, see *Dredging and Navigation Safety*, a report to the Seaport Planning Advisory Committee, February 1, 1994, page 3.

use designation could be deleted from this site without jeopardizing the ability to meet the expected demand for port facilities.

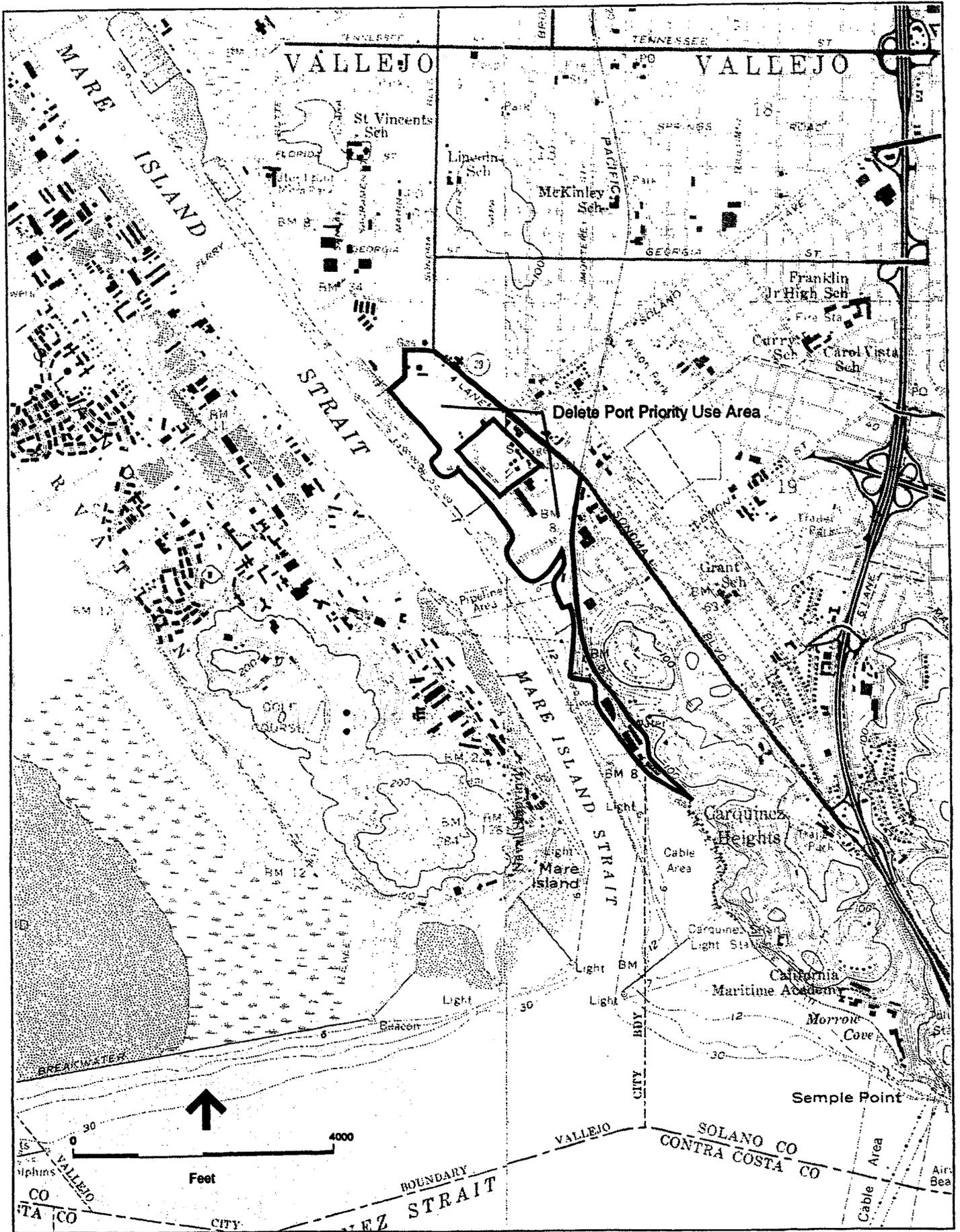
**Recommended Changes:**

- Delete the port priority use area and five-berth marine terminal designations from the Vallejo waterfront.

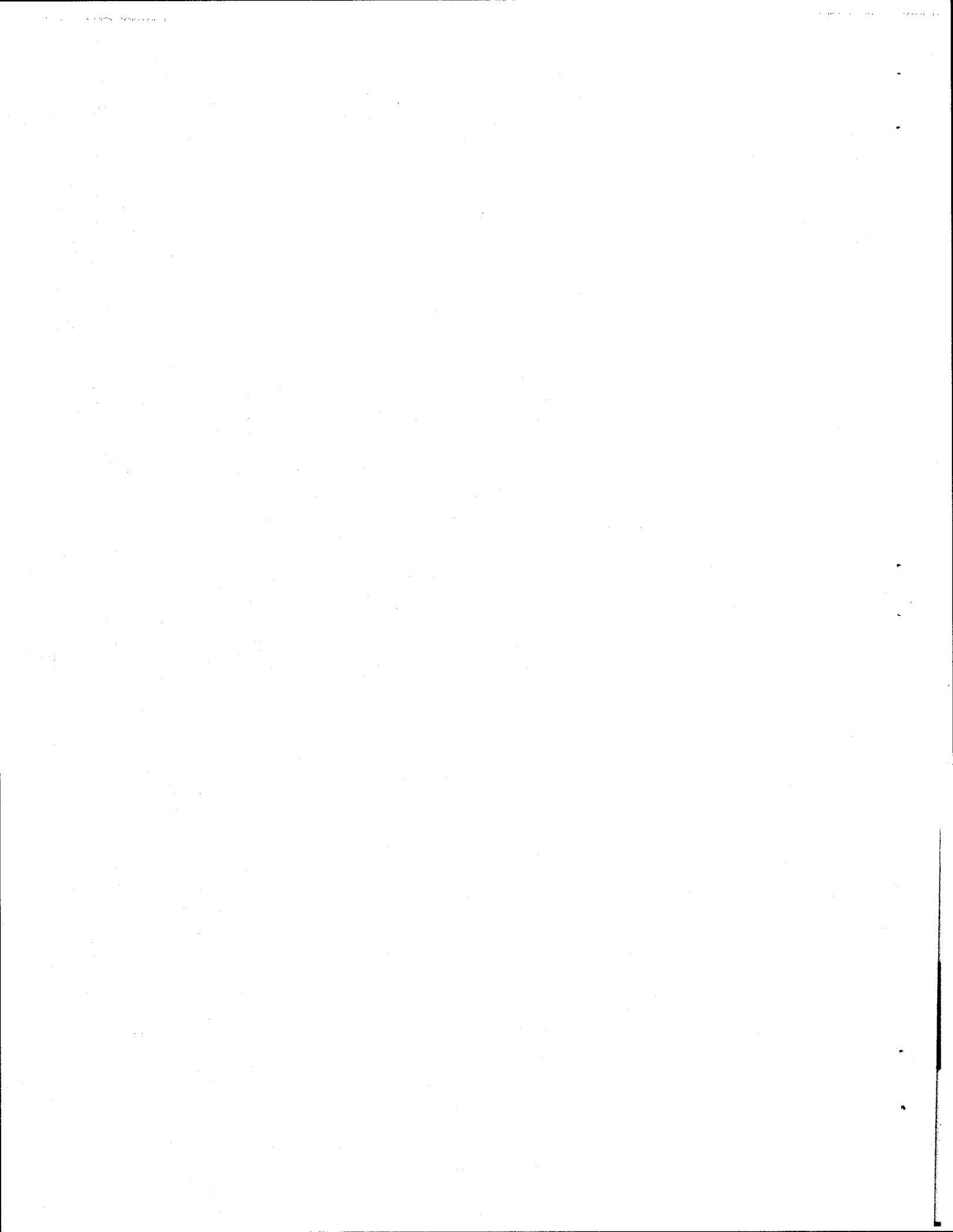
*Future Marine Terminals Designated at Vallejo*

<i>Site Name</i>	<i>No. of Berths 1988</i>	<i>Cargo Type 1988</i>	<i>No. of Berths 1994</i>	<i>Cargo Type 1994</i>
Vallejo Waterfront	5	Container	0	NA

In summary, no additional marine terminal sites are provided at the Vallejo waterfront.



Vallejo



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**APPENDIX A**  
**HUNTERS POINT ANNEX**

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**Site Description**

Hunters Point Annex encompasses approximately 940 acres on a peninsula in the southeastern portion of San Francisco. It covers nearly 500 acres of dry land and 440 acres that are submerged. The Annex is served by the protected harbor of San Francisco Bay, an unrestricted deep water channel, and a large anchorage area off the shipyard. A natural depression exists immediately to the east of the easternmost tip of the Point, where water depths reach -60 to -70 feet MLLW. These depths extend for about 3,000 feet in an east-west direction and 4,500 feet in a north-south direction. The approach channel, with relatively deep water of -60 feet MLLW, leads up to berths with depths that range from -20 to -40 feet MLLW. India Basin and South Basin are Bay inlets that form the north and southwest boundaries of the peninsula.

The majority of the Annex is relatively level, at 10-15 feet mean sea level elevation, although the northwest portion is adjacent to steeply sloped hillsides which rise to an elevation of more than 100 feet within the boundary of the Annex. Thirty acres of the dry land have slopes 30 percent or greater. Reports indicate that most of the area that presently makes up Hunters Point Annex was formerly mudflats, and that as many 400 acres were filled with material excavated from surrounding hills and imported fill materials. Aerial photographs indicate that large-scale cut-and-fill operations took place between 1935 and 1948.

A residential area abuts the Annex along the northwest boundary at the top of Hunters Point Ridge and continues inland along the ridge top and downslope to the southwest. Two industrial areas adjoin the Annex. A small boat repair yard and marina lie just northeast of an undeveloped area between Innes Avenue and India Basin. An industrial area near South Basin contains a mix of small manufacturing, distribution and warehouse uses. The Candlestick Point State Recreation Area runs along the edge of South Basin from Candlestick Park to the vicinity of the southwest boundary of the Annex.

The facility is adjacent to San Francisco's primary industrial area and the section of the waterfront where the majority of the Port of San Francisco's industrial maritime uses are concentrated. The Waterfront Plan Advisory Board appointed to develop a Waterfront Plan for the Port Commission of San Francisco has recommended the Southern Waterfront area for continued or expanded water-dependent activities. Activities that include primarily ship repair, cargo shipping, and maritime support activities are recommended for the majority of this section of the Port. This area handles most of the cargo received and shipped through the Port at the four docking facilities plus the 36-acre Intermodal Container Transfer Facility (ICTF) adjacent to the South Terminal at Pier 96.

## Access

**Truck Access.** There is no direct freeway access to Hunters Point Annex. Three main arterials connect U.S. 101 and I-280 to the Annex: Third Street, Army Street and Evans Avenue. Third Street is a six-lane major north-south arterial that has seen significant increases in traffic volume since the 1989 Loma Prieta earthquake. Army Street runs east-west and connects Evans Avenue and Third Street to the freeways. Evans Avenue provides the primary access to the main gate of the Annex. Currently the Annex generates approximately 3,000 vehicles daily. A secondary entry that is not in use at this time is located to the south at the Crisp Avenue gate, adjacent to a residential area.

Cargo Way is a four-lane arterial that parallels Evans Avenue and provides direct access from Third Street to India Basin Industrial Park, the ICTF, and Port of San Francisco Piers 90-96, located northwest of Hunters Point.

Past proposals to provide more direct access to the area included a truck access loop road to link the area to U.S. 101 at the Candlestick Park interchange, but this expressway was not developed. Currently, a project in early planning stages that is a high priority for the City would widen Army Street to improve access between I-280 and the industrialized areas in the southeast portion of the City. The project would also redesign intersections to provide adequate turning area for large trucks. Proposed widening and other improvements at the intersection of Army Street and Evans Avenue would also improve capacity.

**Rail Access.** Rail access to the Annex is provided by a spur from the Southern Pacific Railroad mainline that approaches San Francisco from San Mateo County, generally parallel to U.S. 101 and I-280. The double mainline trackage is used for both freight and commuter operations. The spur runs through a residential area along Carroll Avenue and makes several turns before reaching the south gate to the facility. Trackage within the gate branches to serve the industrial areas and the piers. Current use of the track within the Annex is limited to occasional delivery to a private warehouse distribution facility. Minimal track maintenance within the site is conducted by a railway museum located at the Annex as a condition of their lease.

In general, rail alignment at the Annex is in poor condition, with tight curves and narrow right-of-way that limit speed, and passes through a mixed industrial/residential area. Constructed in 1942, the present standard 60 foot car length can be run on the existing track system; however, new alignments would be required at some points in order to accommodate the turning radius needed for the longer cars.

Funding has been appropriated to modify the track in two railroad tunnels leading into San Francisco to accommodate double-stacked containers in order to serve the ICTF, located north of Hunters Point and India Basin. There is no existing rail right-of-way along Innes Avenue to the north entrance of the Annex.

## History

Boat building began at Hunters Point in the 1860s and a commercial ship repair facility was installed in 1869. Beginning in 1919, three drydocks served large deep draft commercial vessels until purchased by the Navy in 1939 and leased to Bethlehem Steel. In 1941, the Navy assumed ownership of the facility and developed it as an annex to the Navy Yard at Mare Island, to accelerate production of Liberty ships. A fourth drydock and three submarine drydocks were added between 1940 and 1945. The work force grew from a small group of workers transferred from Mare Island to nearly 18,000 workers by the end of WWII. Redesignated a separate Naval Shipyard in 1945, Hunters Point became the site for the decontamination of several ships returned from nuclear weapons tests in the Pacific. The Naval Radiological Defense Laboratory conducted nuclear weapons research at Hunters Point between 1946 and 1969.

Shipyard facilities at Hunters Point and Mare Island were placed under a single command in 1966. The workload at Hunters Point consisted primarily of repair and conversion of non-nuclear surface ships and diesel submarine repair, in addition to some non-nuclear work on nuclear ships. Hunters Point and Mare Island facilities were again operated as separate entities beginning in 1970. The Navy continued using the facility for ship building and repair from 1941 to 1974, when it was placed in industrial reserve while remaining under Navy ownership. In 1976, a major portion — over 80 percent — of the shipyard was leased to Triple A Machine Shop, Inc., which conducted commercial and Navy ship repair until late 1986. In 1987, Hunters Point became an annex to Naval Station Treasure Island. At that time, the Navy began to plan for homeporting the USS Missouri Battlegroup at Hunters Point. The homeporting was ultimately not funded by Congress, and in October 1990, the Department of Defense placed Hunters Point on the Base Closure List. In Fall 1991, Hunters Point was slated for closure under the Base Closure and Realignment Act. In April 1994, custody of the facility was transferred from Naval Station Treasure Island to the Western Division, Naval Facilities Engineering Command (WESTDIV). The entire facility is potentially available for transfer to San Francisco for redevelopment.

## Waterfront Facilities and Usage

Waterfront facilities at Hunters Point were constructed to provide 21 repair berths equipped for overhaul of vessels above the waterline, and 19 deep water berths not fully equipped for repair. Piers, quay wall, and wharf space provide 16,000 linear feet of berthing space with an additional 8,000 linear feet in the repair berths. Currently, 11 berths totaling approximately 5,000 linear feet are in use by the Navy and Maritime Administration along the eastern waterfront. The remaining 11,000 feet of pier and wharf space, 8,000 feet of repair berths, and six drydocks are now vacant.

## Drydocks

The six drydocks located at the Annex have the following dimensions, in feet:

<u>Drydock No.</u>	<u>Width</u>	<u>Length</u>	<u>Depth</u>
2	101	750	24-32
3	153	1020	35-43
4	160	1100	41-50
5	66	420	21-29
6	81	420	21-29
7	66	420	21-29

Dimensions shown: length from gate seat to coping at head of dock; width at coping; depths over keel blocks at MLW and MHW. (Source: U.S. Navy, Western Division Facilities Engineering Command)

Drydocks 2 & 3, located at the northeast quadrant of the waterfront, can accommodate ships up to 980 feet long, 106 feet at beam (the Panama Canal Limit) and 35 feet maximum draft. They are not equipped for tankers or bulk carriers greater than 100,000 deadweight tons (dwt), large liquid gas (LNG) carrying ships, or aircraft carriers.

The machinery space at Drydock 2 is considered to be in good condition at this time; however, the pump room lacks power and there are no plans to provide utility service to that area. Buildings at this site are considered shacks. In addition, the bottom surface of the interior of the drydock has been covered by a four foot deep layer of mud. Drydock 3 is flooded due to corrosion of the metal caisson at that location. Because the land area around the head of the drydock is fill, the Navy has declared it not certifiable for work on Navy ships. There is no power feed to the pump room at this time.

Drydock 4, located along the eastern waterfront of the Annex, is capable of drydocking large ships and submarines up to 1,070 feet in length, with 137 feet beam and 43 feet maximum draft. This capacity allows drydocking of large container ships, dry container ships, bulk carriers, and tankers up to 140,000 dwt. Ranked as one of the two largest such facilities on the west coast, Drydock 4 can accommodate all naval ships including the largest aircraft carriers. Drydock 4 is the most recently constructed and is in the most functional condition of the six drydocks at Hunters Point. Buildings located near Drydock 4 are in good condition for use as workshops. Undredged depths at the drydock entrance are currently estimated to be approximately -30 feet.

The former submarine base on the northern shore of the Annex (Drydocks 5, 6 and 7) has facilities for construction and/or repair for marine craft up to 400 feet in length, 70 feet beam with 24 feet draft. Intended for repair of small diesel-powered subs, the facilities could accommodate repair of a broad range of craft, including oil spill recovery and small naval auxiliary ships, patrol boats, and landing craft.

Drydocks 5, 6 and 7 have not been used for repair work since the early 1980s and have greatly deteriorated — the machinery no longer operates. Drydock 5 is considered usable but currently is flooded. The gate to Drydock 6 is damaged but is repairable. Drydock 7 has been fitted as a boat launching area.

Located on India Basin between the former submarine base and Drydocks 2 and 3, Piers B and C — each 400 feet long and 100 feet wide — are made of wood, and are badly deteriorated, such that their present condition presents a danger to pedestrians. Berths 55-60 located in this area have been condemned.

**Berthing Areas.** The main berthing area at Hunters Point is the central waterfront, which includes the quay wall, the North and South Piers, and the Regunning Pier. The quay wall runs along the northeast waterfront, and contains 800 linear feet of berthing space along the east side and 1,000 feet along the southeast side. Berths 1 and 2 sited along the eastern segment of the wall are usable for boat tie-ups; however, the sheet pile has corroded and leaks, and the landside area is in need of repair. No electric power serves this area. Berths 3, 4 and 5, located along the southeast segment of the quay wall, are used by the Navy's Supervisor of Shipbuilding to berth barges and a tugboat. Of similar construction to the North Pier, the overall structural condition for this berthing area is good.

The two operational piers at Hunters Point are the North and South Piers, located at either side of Drydock 4. They each measure 1,000 feet in length, 125 feet in width, and are of granular filled, concrete-faced timber crib construction. Both are served by full utility services and their overall structural condition is sound; however, the paved asphalt surface is uneven and shows cavities at many locations. Berth depths between the two piers average -30 feet MLLW. The north side of the South Pier was maintained at -40 to -42 feet MLLW during the 1980s. A six-ship Ready Reserve Force under the Maritime Administration is moored at Berths 6-13 along the North and South Piers.

A 1992 engineering inspection of the underwater structure of the North Pier and Berths 3, 4 and 5 rated them suitable for mooring support vessels, and that no underwater maintenance is required at this time for that purpose. However, due to the uneven pavement surface and underlying voids in the deck offering poor support for crane rails, it was recommended that an evaluation of the interior fill and support system be conducted before possible restoration of crane service to this area.

The Regunning Pier to the south of the South Pier measures 400 feet in width, 1,675 feet on its north side and 1,000 feet on its south side. A 450-ton crane structure on the pier designed to lift battleship turrets is currently being dismantled by the Navy. The pier is constructed of hydrofill (Bay fill material) encased in steel walls reinforced by interlocking steel cells. The outside facing of the pier was refinished in the 1980s by Westinghouse, which operated the Surface Test Launch Facility at the pier until 1984. Utility electric power feeds reach the pier. The regunning pier has a general open level backup area covering approximately 125 acres and is in proximity to large buildings that could provide storage and manufacturing facilities.

Berths 21 and 22, sited between the Regunning Pier and Pier 1 to the south, are deteriorated and caving in. Piers 1 and 2 are each 1,405 feet in length and 60 feet wide. The steel reinforced concrete pilings that support Pier 1 are in good condition. However, because the pier road surface and concrete deck have deteriorated, Pier 1 is condemned for heavy loads. Berths 23-29 located at this site are also caving in. Piers 2 and 3 are wooden structures that suffered extensive damage during the Loma Prieta earthquake and have been condemned for use, rendering berths 30-42 unusable. In addition, no utilities serve this area.

No ship-related facilities were developed at the southern waterfront of the Annex, due to shallow depths (approximately -5 feet) in South Basin. Low water reveals mudflats approximately 200 feet offshore.

There are no fender piles along any of the piers at this time and replacement would be required to accommodate active vessel service. A portal crane trackage system connects much of the waterfront area. Previously, 18 cranes served the piers, but were sold to a private contractor who has dismantled all but three, with capacities of 35 to 65 tons, located at Drydock 4.

The Navy recently issued a Request for Proposals for private industry use and maintenance of Drydock 4 and the South Pier. The area to be leased includes the 4 berths at South Pier, one-half of Berth 14 located between the pier and Drydock 4, the quay wall in front of Drydock 4, and the water area adjacent to these facilities. The area in front of the drydock will require dredging in order to allow entry to the drydock. Rail trackage is serviceable to this area, and any tenant will be required to maintain the rail at the site. Terms of the lease will cover a five year period, with a five year renewal option.<sup>1</sup>

**Ship Repair.** The Navy ceased ship repair operations at Hunters Point in 1973, and in 1976 initiated a lease arrangement with a private ship repair firm. During its ten year lease, Triple A Machine Shop, Inc., repaired ships under contract to the Navy and for commercial shipping operators, although at a considerably lower level of activity than undertaken by the Navy. Since Triple A vacated the premises in 1986, the use of ship repair facilities at Hunters Point has been minimal. Spring 1990 saw the last ship in drydock.

It is anticipated that the closure of Navy installations around the Bay will have a significant impact on the local ship repair industry. The majority of the Bay Area fleet will be transferred to San Diego, with a smaller concentration in Seattle, and future repair contracts for those vessels are expected to center in those areas. Ship repair costs in San Diego are less than in the Bay Area, due to lower wage scales, while repair costs in Seattle are comparable to local levels.

Two major private ship repair yards currently operate in the Bay, along the San Francisco waterfront. One firm expects a net decrease of 25 percent in overall repair levels between 1993 and 1994, and two floating drydocks have functioned at 50 percent capacity during the past few years. There is one drydocking of a Navy vessel

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<sup>1</sup> Primary source for conditions of waterfront facilities: USN Property Manager for Hunters Point Annex.

in San Francisco Bay scheduled to begin in mid-1994, and other similar contracts are not expected in the future. The largest component of upcoming Navy repair contracts are smaller service craft, which can be handled by existing smaller repair yards. Discussion is ongoing among Bay Area ship repair operators as to the level of demand for large-scale ship repair requiring the maintenance of drydocks at Hunters Point.

Commercial repair contracts have been running at low levels throughout the Bay, but an increase in this activity area in the next few years might be anticipated. The worldwide bulk carrier fleet is aging: the majority of the world fleet is more than 20 years old, and repair costs run approximately 10 percent of new construction costs. Some marketing surveys have shown that the domestic ship repair industry, which for decades has been migrating offshore, may have an opportunity to regain some foothold in the U.S. in the future, due to increasing international wage scales.

**Dredging at Hunters Point.** Generally sandy material is found off Hunters Point, and siltation rates at the central waterfront between the North and South Piers historically have been high, approximately 4.8 feet per year. Siltation rates at Hunters Point are affected more by storm cycles and unusually high tides than normal tide cycles, and during southeasterly storms, shoaling occurs at Drydock 4.

Dredge requirements at Hunters Point when Triple A began operations in 1976 included removal of 9,800 cubic yards (cy) to open Drydock 3 plus an additional 48,000 cy in the vicinity of Drydocks 2 and 4. Permit records indicate that subsequent annual removal of 10,000 cy of material was required in front of Drydocks 2, 3 and 4 during the course of Triple A's lease. In 1983, 180,000 cy of material were removed in the area between the North and South Piers in preparation for the overhaul of two nuclear aircraft carriers.

In 1987, when it was planning for the homeporting of the USS Missouri Battlegroup and a Cruiser/Destroyer Group at Hunters Point, the Navy estimated that 365,000 cy of initial dredging and 200,000 cy of annual maintenance dredging would be necessary to achieve depths of -35 feet MLLW at the North Pier and -38 to -40 feet MLLW at the South Pier. To achieve -45 feet MLLW at the berths and -42 feet at the entrance, the Navy estimated the initial dredging required would be 465,000 cy, with maintenance dredging requirements remaining the same as for the shallower depths.

The Regional Water Quality Control Board has identified a number of sites offshore Hunters Point that appear to be contaminated with heavy metals, PCBs, and other toxic deposits. Specific sources for contaminants have not been identified; however, drydock activities may have deposited heavy metals and other materials in Bay sediment. Overflows of sewage into the stormwater system allowed effluent to flow to the Bay, and contaminants may have precipitated into the sediment near Hunters Point. The area off the southern shoreline is of particular concern due to probable leakage and spillover from fill areas located along that waterfront. However, because no ship-related facilities are located in this area, dredging is not required. It is anticipated by the Regional Water Board that disposal of material dredged at Hunters Point would be restricted to upland sites due to contamination

levels surpassing those acceptable for aquatic disposal. Further assessment of data for the water areas off Hunters Point is planned as part of the overall cleanup effort at the facility.

### **Structures and Land Use**

The more than 300 acres of relatively flat backland comprising much of the Annex can be divided into three functional areas: industrial production, industrial support, and non-industrial uses. The basic industrial production area includes the waterfront and shop facilities formerly occupied by Navy Structural, Machinery, Electrical and Service Groups, located in the north and east portions of Hunters Point Annex. The industrial support area is located generally in the central and southwest portions, and includes supply and public works facilities. The non-industrial uses once included naval personnel support facilities such as barracks and recreation areas in the northwest and south areas of the Annex.

Much of the backland area is occupied by buildings of varying size, structural type and condition. Because a large portion of the shipyard's development occurred during WWII, many structures were intended as temporary facilities, including many support facilities such as shop buildings, storage warehouses, and barracks. Structures erected following WWII were designed to be permanent, including the Naval Radiological Defense Laboratory. The largest buildings are grouped in the ship repair area at the quay wall, where they are set back between 200 and 700 feet from the nearest bulkheads, and in the industrial support area, where they begin about 1,200 feet from the water. The southeast shoreline has few remaining structures.

Forty-five of the existing 145 buildings at the Annex are presently occupied. Approximately 40 percent of 3.2 million square feet of available building space is currently in use. Of this nearly 1.3 million square feet, one-half serves U.S. Navy and supporting maritime activities. General industrial activities and artists' studios comprise the majority of the remaining occupied space, under lease from the Navy.

Current Navy tenants are largely concentrated in one main building that houses the office of the Navy's Supervisor of Shipbuilding and Repair. Two hundred people staff the Navy's contracting service for ship repair activities. The office oversees contracts and monitors private contractors conducting maintenance and repair of naval vessels off-site.

The federal Maritime Administration occupies two buildings near the North Pier, which house offices, supplies, and maintenance storage in support of the Ready Reserve ships moored at the North and South Piers.

Non-military use of Hunters Point Annex began in the late 1970s when the Navy leased a major portion of the shipyard to Triple A Machine Shop, which in turn sub-leased many of the buildings to commercial tenants. Many diverse uses now take place in all or part of 37 buildings leased at the facility, including storage and trucking, light manufacturing, woodworking, and art studios. Commercial users are currently grouped in the central backland area of the Annex. Art studio spaces are

generally located in the northern portion of the Annex. Up to 800 tenants, a large majority artists, have been located at Hunters Point.

### **Toxic Contamination**

As a result of the continual industrial use of Hunters Point over its 120 year history, much contamination has occurred at the site. Some has resulted from ship repair and construction processes, while a large portion is due to improper disposal of chemical waste and heavy metals. The sandblasting process used to remove marine paint during the overhaul of ships resulted in the release of heavy metals such as lead and copper into the sand, while solvents and acids were used in other aspects of ship overhaul. Large amounts of these and other hazardous substances were disposed of throughout Hunters Point. Liquid wastes were generally discharged to the combined sewer stormwater system or were discharged directly into the Bay. Other sources of contamination include accidental spills and production processes.

Between 1958 and 1974, the Navy used a 36-acre landfill located at the southwest corner of the Annex for disposal of industrial waste, including a variety of liquid chemicals, asbestos, shop industrial, chemical and solvent wastes, and low-level radioactive wastes, in addition to domestic refuse. While the Industrial Landfill was operational, approximately 20 acres of the Bay were filled with waste material. The majority of waste disposal in the Annex occurred in the Industrial Landfill and the adjacent southern waterfront, which was used as a landfill from 1945 to 1978. Assorted shipyard wastes at the Bay Fill Area include sandblast wastes, chemicals, and building and ship materials. Two oil reclamation ponds constructed in this area in 1944 are approximately 30 feet from the Bay. These unlined ponds were used to store waste oil generated by the ships and various base industrial shops. Other waste products deposited in the ponds include bilge water, solvents, caustic soda, and ethylene glycol. The ponds were filled without first being cleaned. Both areas are now fenced to prohibit public access and exposure.

**Superfund Site.** The Navy began investigating potential hazardous waste contamination at Hunters Point in 1984 and the site was subsequently placed on the Superfund National Priority List (NPL) in 1989. The Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) of 1980 was developed in response to increasing national concerns regarding long-term effects of hazardous waste disposal. CERCLA outlines the federal program to respond to abandoned or uncontrolled hazardous waste sites, and created the EPA Superfund Program to pursue cleanup of sites designated on the NPL for toxic remediation. Superfund work at Hunters Point is currently being conducted under terms of the 1992 Federal Facility Agreement (FFA) between the Navy, U.S. EPA and State of California, which established procedures for making environmental program decisions for the site. The FFA was developed pursuant to CERCLA Section 120. An interim amendment was signed in May 1993, and the final FFA is currently being negotiated.

The National Oil and Hazardous Substances Pollution Contingency Plan (NCP) was established pursuant to CERCLA Section 105 to create an organizational structure and procedures for preparing for and responding to discharges of oil and releases of hazardous substances, pollutants, and contaminants. In 1984 the Navy established a program to comply with these regulations. The Installation Restoration (IR) Program focuses on past hazardous substance storage, use, and disposal practices on Navy property and provides procedures for preparing for and responding to discharges of oil and other hazardous substances. Ongoing practices since enactment of the IR Program are surveyed for conformance with state and federal regulations and are not included in the scope of the IR Program.

The initial step in reviewing a site for potential toxic contamination under the IR Program is a Preliminary Assessment (PA). PA sites are those where a search of historical records indicates that the area may be contaminated. In the event such a review warrants further investigation, a Site Inspection (SI) is conducted to confirm whether or not contamination is present. The SI is intended to augment data collected in the PA and to collect additional samples and other field data to determine if further action or investigation is appropriate.

The Remedial Investigation (RI) process determines the nature and extent of contamination at a site. An RI includes sampling and monitoring to determine the need for cleanup and to evaluate alternative cleanup methods. A Feasibility Study (FS) is used to develop and to evaluate options for cleanup. The FS is performed concurrently with the RI, using data gathered during the RI. This helps to define the objectives of the cleanup as well as screen and evaluate the best cleanup methods to achieve the objectives.

A Record of Decision (ROD) is developed to select specific cleanup alternatives for a site. Response Actions (RA) are those that result in permanent remedy in lieu of or in addition to a Removal Action in the event of a release or threatened release of a hazardous substance into the environment.

### **Cleanup of Hunters Point**

The FFA for Hunters Point facilitates cooperation and information exchange between the Navy, U.S. EPA, and the State of California in the cleanup of the facility. This level of cooperation is essential to ensure that environmental impacts associated with past and present activities are thoroughly investigated and appropriate remedial actions taken to protect public health, welfare, and the environment. The FFA also establishes a procedural framework and general schedule for developing, implementing, and monitoring cleanup activities at the site.

In an effort to expedite environmental cleanup at Hunters Point Annex, the site has been divided into five parcels, A through E, based on technical considerations such as the storm sewer system, surface drainage, groundwater flow, and wind patterns. Each parcel is designed to stand alone and is generally unaffected by events in adjoining parcels. This approach was developed by the Navy in consultation with U.S. EPA, the Department of Toxic Substances Control under Cal-EPA, and the San

Francisco Bay Regional Water Quality Control Board, with the goal of expediting cleanup of the property with full protection of public health and the environment. Cleanup actions on parcels will be designed to prevent possible contamination of surrounding areas.

Navy cleanup efforts related to the closing of naval bases in the Bay Area are coordinated by the Western Division, Naval Facilities Engineering Command. WESTDIV will also serve as the property custodian once the bases are closed and awaiting transfer to civilian reuse.

State oversight of the cleanup process is undertaken by the Department of Toxic Substances Control (DTSC) of Cal-EPA. The Base Closure Branch was created in 1992 to provide information, coordination, and assistance to facilitate the closure and reuse of military installations within California. DTSC is charged with overseeing hazardous waste remediation in a manner that protects the public health and the environment, and expediting cleanup of military bases for earliest possible reuse.

The San Francisco Department of Public Health also monitors cleanup activities at Hunters Point. A representative from the department's Toxics Health and Safety Services division serves as liaison to community groups and sits on the Restoration Advisory Board (see section on President's Plan).

**Status of Cleanup.** At this time, Preliminary Assessments have been conducted for the five parcels, and in general, cleanup investigation is nearing the end of the site investigation phase. Remedial Investigation/Feasibility Studies are being readied by the Navy in anticipation that Site Investigations will meet the approval of the regulatory agencies participating in the FFA. A number of storage tanks have been removed throughout the facility, and soils investigation, and in some cases, remediation, is underway.

Similar contaminants have been identified in most of the parcels at Hunters Point. Included among them are volatile and semi-volatile organic compounds, PCBs, hydrocarbons, oil and grease, and a variety of heavy metals. Differences between parcels are primarily the number of sites at various levels of contamination, the number of underground storage tanks, and the extent of contamination.

Parcel A is a 90-acre area at the upper elevation of the Annex, and has historically been used for residential and administrative activities. In mid-1993, the Navy released a summary report documenting the various investigations conducted at Parcel A, which included a facility-wide survey of the grounds and buildings, including tenant occupied buildings, and which resulted in the removal of 1,500 drums of hazardous materials. A three-stage Preliminary Assessment that documented all potential contamination was also included in the summary report.

Parcels B, C, D, and E contain sites with varying degrees of contamination which have undergone Preliminary Assessments and Site Investigations and are currently undergoing Remedial Investigation/Feasibility Studies (RI/FS). Each parcel will have its own RI/FS, from which the Navy will develop cleanup plans for each parcel in its entirety. Parcel B includes 66 acres along the northern shoreline

plus Drydocks 5, 6, and 7 of the former submarine base. Parcel C encompasses 77 acres in the northeastern portion of the Annex plus Drydocks 2, 3, and 4 and the North Pier. Parcel D includes the Regunning and South Piers and 128 adjacent acres. Although there are a large number of sites located within these parcels requiring remediation, toxics are believed to be relatively localized.

The 135 acres that make up Parcel E include the former landfill and Bay fill areas at the southern portion of the Annex. Radiological contamination at this parcel has been identified as a public health risk and toxic contamination from this site may be affecting aquatic life in the Bay. Contamination at this parcel is expected to be more widespread and containment may ultimately be the chosen resolution.

Until investigations are completed, it is not known what the procedures and amount of time required to conduct cleanup activities will be. In addition to the variety of toxins and extent of contamination, future uses proposed for the site will further impact the timing of cleanup. Cleanup standards, and therefore the time involved to achieve them, differ for industrial and residential uses, and remedial actions found appropriate for one type of activity may not be sufficient for another.

**President's Plan.** In July 1993, the president announced a program intended to speed economic recovery in communities where military bases have been slated for closure under the Base Closure and Realignment Act of 1988 (BRAC 88) and the Defense Base Closure and Realignment Act of 1990 (BRAC 91, 93, and 95). Under BRAC guidelines, the Department of Defense must comply with a variety of laws and regulations to dispose of federal property. The president's program seeks to expedite cleanup and subsequent redevelopment of closed military facilities. One element of the president's program requires the preparation of a BRAC Cleanup Plan (BCP) for each base. The BCP evaluates the status of environmental restoration activities, and develops effective cleanup strategies. In addition, the BCP will adopt recommendations for expediting ongoing restoration and compliance programs to facilitate economic redevelopment. Anticipated costs and schedules for future cleanup programs are required in the BCP, in addition to any environmental impediments to base development. A BCP is currently being prepared for Hunters Point. Once adopted, the BCP is to be used by the BRAC Closure Team (BCT) in its management of the base cleanup process. The BCT for Hunters Point, composed of representatives from the Navy (the BRAC Environmental Coordinator), the U.S. EPA, and Cal-EPA, is empowered under the president's program to make environmental program decisions in order to expedite the cleanup process. Under the president's program, the BRAC Cleanup Plan for Hunters Point is scheduled to be released in April 1994.

The president's plan also calls for the formation of a Restoration Advisory Board (RAB) to increase public involvement in cleanup and conversion issues at Hunters Point. The RAB will regularly advise the BRAC Closure Team on cleanup issues, and is comprised of community members and relevant local, state and federal agencies, including BCDC. The board members agree to review and evaluate environmental documents, and to recommend to the BCT priorities for site cleanup and projects. While not specifically charged with reuse planning, the RAB will

advise the BRAC Closure Team on cleanup standards consistent with possible future land uses. The formation of the RAB is intended to facilitate the expedited cleanup and conversion of Hunters Point in keeping with the president's plan to speed economic recovery of communities affected by base closures.

### **Planning for Hunters Point**

The Navy plans to deed transfer approximately 50 acres of Parcel A to the City and County of San Francisco in 1994. Transfer is possible at this time because it has been determined that little toxic cleanup is required at this site and the necessary infrastructure is largely intact. Located in the higher elevation area of Hunters Point that includes the area adjacent to the main gate, and used historically for housing and administration, Parcel A directly adjoins the Hunters Point Hill residential area. The South Bayshore Plan, an area plan of the Master Plan for San Francisco, recommends that this area on the ridge portion of the facility be retained for affordable private housing development in an effort to better integrate the Annex into the surrounding community.

A Memorandum of Understanding (MOU) between the City and the Navy establishes the conditions under which the transfer will operate. The Navy will sell Parcel A to the City for one dollar, at which time the City will assume responsibility for managing the remainder of the base. Under this arrangement, the City will be required to maintain infrastructure and provide police services throughout the Annex, and will have the ability to collect rents from all tenants. The MOU states that the City will not acquire any parcel until it has been cleaned to a level mutually agreed on by the City, Navy and regulatory agencies. The Navy foresees future transfers and changes in use at Hunters Point being driven by cleanup efforts, with the local community at the forefront of reuse planning.

The city agency charged with overseeing the transfer process and developing program options for future use of Hunters Point Annex is the City of San Francisco Redevelopment Agency (SFRA). SFRA has been active near the shipyard since the early 1960s, in the development of the India Basin Industrial Park at Third Street and Evans Avenue, and residential development on Hunters Point Hill. The SFRA's reuse planning process will produce a specific development plan for Parcel A and a master development plan for the entire shipyard. It is estimated that the planning process will be completed in 1995, to be followed by the preparation of a program EIR.

SFRA will consider near- and long-term uses, focusing its efforts on those that will address the primary goal of providing employment opportunities for the local community as well as for the city as a whole. Because of its location and current low-intensity usage, the City considers the site an opportunity for multi-use development that can incorporate a variety of land uses. The City plans to consider maritime activities as one possible future use if it can be demonstrated that such uses may be economically feasible at the facility.

City efforts to coordinate cleanup of Hunters Point with reuse planning are undertaken partly through the active participation on the Restoration Advisory

Board by representatives of the Redevelopment Agency, the Department of Public Health, and the Mayor's Citizen Advisory Committee on Hunters Point Shipyard, as well as a number of other community groups. While the RAB will concentrate on environmental restoration and not necessarily reuse, it is recognized that both sides of the issue must be addressed to achieve effective planning.

The San Francisco Board of Supervisors has established a Select Committee to oversee planning activities regarding base closures in San Francisco. In addition to Hunters Point, the Presidio is to transfer from the Army to the U.S. Park Service in Fall 1994, and Treasure Island will be vacated by the Navy in 1997. The Board of Supervisors is studying the creation of a nonprofit public benefit corporation to assist with the conversions of Hunters Point and Treasure Island. It is anticipated that community groups, elected officials, and governmental representatives would serve in one decision making body to plan for reuse and to manage facilities.

**Citizen Advisory Committee.** Reuse of Hunters Point Shipyard is being planned under the auspices of the Citizen Advisory Committee (CAC), which is comprised of 45 to 50 representatives of community and civic organizations, tenants of Hunters Point Annex, educators and businesses from throughout San Francisco. Under the transfer agreement between the Navy and the City, this group is charged with developing a reuse plan that will direct the Navy in its cleanup efforts at Hunters Point. Issues of importance to community groups concerned with Hunters Point include toxic cleanup levels and how they may relate to future uses. Differing levels of toxic remediation are associated with various land uses. Future reuse of sites at the former shipyard will be partly determined by cleanup levels achieved. With jobs creation the primary concern of the immediate community, both during the restoration process and in proposed future uses, including any interim uses that may be approved for the site, the level to which specific parcels are ultimately cleaned of toxic wastes will take into account proposed land uses.

Master Plan guidelines developed by the CAC for future development and reuse of Hunters Point outline major concerns regarding reuse options and how they may affect the adjacent South Bayshore community. Highlighted among these concerns are encouraging land uses that will foster employment and business opportunities for San Francisco residents and businesses, particularly for those located in the neighboring area. Goals of the CAC guidelines indicate that new uses are to be compatible with existing area businesses and maintaining the community of artists and artisans currently in residence at the Annex, while also expanding to accommodate the diversity of arts and culture of the larger South Bayshore area. Industries considered to have a likelihood for long-term growth, such as multimedia and biotechnology, are to be targeted for development at the Annex. The guidelines also call for any transitional uses of the Annex to be consistent with, and not deter, long-term development of the site.

**The South Bayshore Area.** Prior to World War II, the 4,020 acre South Bayshore (Bayview Hunters Point) area was partly rural with a small resident population. Heavy industries that included junkyards, slaughterhouses, and other noxious facilities dotted the landscape. These uses were isolated in the South

Bayshore, which is bounded on three sides by hills and the Bay to the east. With the expanded wartime activity of the Navy, the number of residents in the adjacent area swelled from 14,011 in 1940 to over 50,000 by 1950. While under active use by the Navy until the early 1970s, the shipyard provided over 10,000 jobs, and served as the primary employer for South Bayshore residents. Its worker population and the local residential population comprised a consumer market of over 75,000 people that contributed to the vitality of the Third Street corridor, the primary commercial artery in the district. The closure of the shipyard contributed to a physical and economic downturn of Third Street and the surrounding area. Nonresidential growth in the area has occurred primarily in warehousing and more recently in recycling, and has not generated the number of jobs needed to address unemployment in the area.

The City's plans for the revitalization of the South Bayshore Area stress the need for jobs creation. The area deemed most appropriate for new large-scale industrial development is Hunters Point Annex, both for its size and for its location removed from residential areas. It is estimated by city planners that the number of jobs that would be created by a major employer at the site would be sufficient to employ all those local residents currently unable to find work. The City recognizes the need to create a favorable environment if developers are to be attracted to the area, and sees commercial, housing, and transit development along the Third Street corridor, as well as improvements to the residential and open areas adjacent to the Annex, as potentially contributing to such an environment.

## Hunters Point Annex

	DRYDOCK 5	DRYDOCK 6	DRYDOCK 7
OPERATOR	Not in operation	Not in operation	Not in operation
USAGE	N/A	N/A	N/A
LENGTH (feet)	420	420	420
BACKLAND AREA (acres)	Total backland area Parcel B = 66 acres		
DEPTH OF WATER (-ft. MLLW)	16	16	16
LOCATION	Northern waterfront/ Parcel B		
HISTORICAL USAGE	Drydocks 5,6,7 used for diesel submarine repair		
CONDITION	Drydocks 5,6,7 have not been used for repair since early 1980s. Facilities are greatly deteriorated. The machinery is not operable.		
	Drydock 5 is considered usable and is flooded.	The gate to Drydock 6 is damaged but repairable.	Drydock 7 has been fitted as a boat launching area.

	PIERS B, C (berths 55-60)	DRYDOCK 2	DRYDOCK 3
OPERATOR	Currently not in operation	Currently not in operation	Currently not in operation
USAGE	N/A	N/A	N/A
LENGTH (feet)	Total 800 each pier	750	1020
BACKLAND AREA (acres)	(included in Parcel B)	Total backland area Parcel C = 77 acres	
DEPTH OF WATER (-ft. MLLW)	20	30	30
LOCATION	Northern waterfront/ Parcel B	Northeast waterfront/ Parcel C	
HISTORICAL USAGE	Submarine berths	Ship repair up to Panama Canal limit	
CONDITION	Wooden construction Berths condemned	Caisson is operational but is not place No power to pump room	Caisson flooded Drydock flooded No power to pump room

	QUAY WALL (berths 1,2 & 3-5)	NORTH PIER (berths 6-9)	DRYDOCK 4
OPERATOR	1,2 not in operation. 3-5 - Navy SUPSHIP	Maritime Administration	Private operator to lease (Astoria Metal Corp.)
USAGE	Berthing barges, tug	Ready Reserve Fleet	(Ship breaking)
LENGTH (feet)	800 east side; 1000 SE	Total 2000	1100
BACKLAND AREA (acres)	Total backland area Parcel C = 77 acres		
DEPTH OF WATER (-ft. MLLW)	40 at 1&2, 23 at 3-5	30	30
LOCATION	Northeast and Central waterfront/ Parcel C		
HISTORICAL USAGE	Berthing for large Navy ships including carriers		Repair of largest Navy vessels
CONDITION	Landside needs repair, Sheet pile has corroded and leaks (Berths 1,2) Berths (3-5) in overall good condition No fender system (1-5)	Concrete-faced timber crib construction Suitable for mooring vessels	Most functional of HPA drydocks Buildings usable

## Hunters Point Annex

	SOUTH PIER (berths 10-13 & 14)	REGUNNING PIER (berths 15-20)	BERTHS 21,22
OPERATOR	Maritime Administration	Currently not in operation	Currently not in operation
USAGE	Ready Reserve Fleet	N/A	N/A
LENGTH OF BERTHS (feet)	Total 2400	Total 3075	Total 1600
BACKLAND AREA (acres)	Total backland area Parcel D = 128 acres		
DEPTH OF WATER (-JL MLLW)	27	25	19
LOCATION	Central waterfront/ Parcel D		South central/ Parcel D
HISTORICAL USAGE	Ship repair	Ship repair	Ship repair
CONDITION	No fendering system Suitable for mooring vessels	Steel encased hydrofill	Deteriorated condition Caving in

	PIER 1 (berths 23-28 & 29)	PIERS 2,3 (berths 30-42)
OPERATOR	Currently not in operation	Currently not in operation
USAGE	N/A	N/A
LENGTH OF BERTHS (feet)	Total 3300	Total 5400
BACKLAND AREA (acres)	(included in Parcel D)	135 acres - landfill area
DEPTH OF WATER (-JL MLLW)	16	14
LOCATION	Southeast/ Parcel D	Southeast/ Parcel E
HISTORICAL USAGE	Ship repair	Ship repair
CONDITION	Deteriorated concrete deck Pier condemned for heavy loads	Decks deteriorated Wooden piers condemned due to earthquake damage

Land parcels correlate to those developed by USN, U.S. EPA, and State of CA for toxic cleanup of Hunters Point Annex.  
See pp. A-10-12.

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## APPENDIX B

### COST OF MARINE TERMINAL DEVELOPMENT

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In order to provide an expanded context for planning for future shipping terminal development in San Francisco Bay, an investigation into the costs related to terminal development was requested by the Seaport Planning Advisory Committee at its May 10, 1994 meeting. To this end, the Ports of Seattle and Long Beach, as well as the Ports of Oakland and San Francisco, were contacted. Sources of financing available to the ports to meet construction costs were also surveyed.

#### Marine Terminal Development Costs

Discussions with several ports confirmed that terminal construction costs vary widely and are specific to each project. A great number of variables ranging from tenant requirements to soils condition affect the development costs incurred by a port.

New development being undertaken by the ports surveyed largely centers on container shipping. Forecasted continued growth of this cargo type in West Coast markets, and the increasing use of containers for more types of cargo, combine to increase demand for container facilities.

Construction costs for different cargo types — container, dry bulk, break bulk/neo-bulk, auto, and liquid bulk — are summarized in the following tables, which are derived from industry profiles developed by the Port of San Francisco in support of its current planning efforts. A waterfront land use economic study was developed in 1993 by Vickerman-Zachary-Miller (VZM) with Economic and Planning Systems as consultants to the Port.

Standardized terminal "modules" were developed by VZM based on industry requirements and adapted to represent an optimal economic use of land and facilities for San Francisco Bay port development. The information is intended as general guidance for land and equipment requirements and costs of development.

Facilities and related features and costs are organized according to the different terminal types. Not included in the cost estimates are site specific adjustments including: land costs; design costs; access improvements; permitting and mitigation; hazardous materials remediation; additional Bay fill or shoreline protection; and any necessary demolition and disposal.

<b>Container Terminal</b>			
<b>FACILITIES</b>	<b>FEATURES</b>	<b>CONSTRUCTION COSTS</b>	<b>notes</b>
LAND REQUIREMENT	30 acres	Not included in total costs	range 25 to 40 total acres
WHARF	1,000 feet	\$10,000,000	range 800 to 1,200 feet
CRANES	2 (gantry type)	\$14,000,000 for 2	2-4 cranes type, cost will vary
STORAGE AREA	20 acres	\$6,500,000	17 to 32 acres, included in total acreage
MAINTENANCE FACILITY	12,000 square feet	\$2,000,000	up to 20,000 sq. feet
MARINE BUILDING	2,000 square feet	Included in above figure	
GATE/ADMINISTRATION COMPLEX	7 acres and 4,000 square feet	Included in above figure	
<b>TOTAL Port Capital Requirements</b>		<b>\$32,500,000</b>	characteristics based on typical west coast container terminal facility, not including on-dock container freight station or intermodal facilities

<b>Dry Bulk Terminal</b>			
<b>FACILITIES</b>	<b>FEATURES</b>	<b>CONSTRUCTION COSTS</b>	<b>notes</b>
LAND REQUIREMENT	5 acres	Not included in total costs	range 5 to 12 total acres
WHARF	700 feet	\$3,500,000	650 to 800 feet
SHIP LOADER/UNLOADER	provided by lessee	cost not included	
STORAGE AREA	1 acre	\$10,000,000 (silo)	closed storage recommended for Bay Area
RAIL FACILITY	2 acres	\$320,000	
ADMINISTRATION/MAINTENANCE	4,000 square feet	\$330,000	range 1,000-10,000 sq. ft.
CONVEYING SYSTEM		\$2,000,000	
TRUCK LOADING	1 acre	\$85,000	
<b>TOTAL Port Capital Requirements</b>		<b>\$16,235,000</b>	major features based on typical small bulk terminal

<b>Break Bulk/Neo-Bulk Terminal</b>			
<b>FACILITIES</b>	<b>FEATURES</b>	<b>CONSTRUCTION COSTS</b>	<b>notes</b>
LAND REQUIREMENT	30 acres	Not included in total costs	range 10 to 50 total acres
WHARF	800 feet	\$3,000,000	range 600 to 800 feet
CRANE	50 tons	not included in port costs	supplied by stevedore
STORAGE	15 acres	\$1,800,000	range 6 to 20 acres
TRANSIT SHEDS	150,000 square feet	\$7,500,000	10,000 to 500,000 sq. ft.
<b>TOTAL Port Capital Requirements</b>		<b>\$12,300,000</b>	based on standard VZM break bulk terminal module

Source: Vickerman-Zachary-Miller with Economic and Planning Systems for Port of San Francisco, Dec. 1993.

<b>Auto Terminal</b>			
<b>FACILITIES</b>	<b>FEATURES</b>	<b>CONSTRUCTION COSTS</b>	<b>notes</b>
LAND REQUIREMENT	30 acres	Not included in total costs	range 20 to 50 total acres
WHARF	700 feet	\$2,600,000	range 700 to 1,000 feet
FIRST POINT OF REST	5 acres		2-4 cranes/type will vary
STORAGE AREA (LONG TERM)	20 acres	\$4,400,000	17 to 32 acres
VEHICLE PROCESSING FACILITY	2 acres	\$370,000	up to 20,000 square feet
ADMINISTRATION BUILDING	2,500 square feet	\$250,000	
TRUCK AWAY/RAIL ACCESS	3 acres	\$400,000	
<b>TOTAL Port Capital Requirements</b>		<b>\$8,020,000</b>	based on standard VZM auto terminal module

<b>Liquid Bulk Terminal</b>			
<b>FACILITIES</b>	<b>FEATURES</b>	<b>CONSTRUCTION COSTS</b>	<b>notes</b>
LAND REQUIREMENT	10 acres	Not included in total costs	range 10 to 40 total acres
WHARF	400 feet	\$2,700,000	provides for up to 800-foot vessel with mooring dolphins and catwalks
MOORING DOLPHINS w/ CATWALKS	4	included in above figure	
PRODUCT MANIFOLD and PUMP STATION, TANKAGE	provided by lessee	not included in total costs	
ADMINISTRATION/MAINTENANCE	4,000 square feet	\$330,000	range 1,000-10,000 sq. ft.
RAIL LOAD-OUT	2 acres	\$320,000	
TRUCK LOADING	1 acre	\$85,000	
<b>TOTAL Port Capital Requirements</b>		<b>\$3,435,000</b>	based on standard VZM petroleum terminal module

Not included in terminal development costs are those incurred for: rail or freeway access improvements; permitting and mitigation; additional fill or shore protection; demolition and disposal; hazardous materials remediation; and annual operating and maintenance.

Source: Vickerman-Zachary-Miller, Oakland with Economic and Planning Systems, Berkeley. Waterfront Land Use Economic Study prepared for the Port of San Francisco, December 1993.

The recent development of the Mitsui O.S.K. Container Terminal at Berth 30 at the Port of Oakland provides additional insight as to the current level of construction costs in the Bay Area for this type of terminal. Total funding to develop this facility reached \$60 million. The following general accounting of the costs associated with construction of a modern container terminal was developed as a result of this project. No landfill is assumed nor is the cost of land reflected in these figures.

The **wharf** includes the wharf structure, crane rails, piles, paving and striping, and typical shoreline protection. The cost per foot varies depending on site conditions. At \$15,000 per foot, the cost of construction for an 1,100 foot berth totals \$16 million.

The **container yard** with storage includes infrastructure, storm drainage, grading, paving and striping, and costs \$250,000 - \$450,000 per acre, depending on site conditions. A 28-acre storage area, such as developed for the Mitsui Terminal, could range from \$7 to \$12.6 million, with a median cost close to \$10 million.

The cost for **container cranes** can range from \$7.5 million to \$11 million, depending on the type of crane required. Typically, two to four cranes are installed per berth. Two gantry cranes were sited at Berth 30 for a total \$15 million. Cranes may be supplied by the tenant, as in the case of this terminal.

A **gate complex** includes a small office building, weighing scales, booths to house a guard and a clerk, and fencing and lighting at a cost of \$5 million.

A **maintenance and repair facility** adds \$1.2 million (+/-20%) to the project costs.

Two small buildings to house **longshore and marine operations** require an additional expenditure of \$500,000 (+/-20%).

**Mitigation** costs that covered permitting and public access contributed an additional \$1 million to the total costs for this project.

**Design** work that includes an environmental document is an additional expense generally factored at 15-25% of construction costs.

An additional **site specific** cost of \$10 million was due to the realignment of one-half mile of roadway that necessitated the repositioning of utility lines, demolition of existing buildings, and site preparation.

## **Methods of Financing Port Development**

Competition between ports exists at regional as well as local levels, and comparative advantages and disadvantages between ports include a number of factors; pricing is not the only component in location decisions made by shippers. Deep water and convenient access to multiple rail lines increase in importance as container and intermodal transport of goods constitute a greater proportion of freight shipments.

American ports encounter limited funding capability. The majority of foreign ports are national enterprises that receive substantial subsidies. Domestic ports must generate income to sustain ongoing operations as well as finance future capital improvements. During the past three decades, ports have steadily increased their reliance on internally generated investment funding, as the proportion of external funding resources such as general obligation bonds and public funding has declined.

The following is an overview of financing resources available to the West Coast ports surveyed for this report.

**Port of San Francisco.** Ownership of the Port was transferred from the State to the City in 1968 under legislation that directed that revenues generated by the Port be held in a fund to be used exclusively for Port purposes. The Port is a self-supporting department of the City that receives no City or State funding. Operating revenues, maintenance, and capital improvements depend on the ability of the Port to generate revenues from activities on the property it controls.

Although revenue bonds have been the traditional financing method used by the Port, such bonds were last issued in 1984, and the Port currently has no additional debt capacity. Operating revenues are designated for facilities maintenance and are not at a level that can sustain financing new capital projects. General obligation bonds secured by the City's taxing authority have not been available to the Port. The Port does not foresee any of the above funding sources providing new capital investment revenue in the near future.

Total operating revenues at the Port in FY 1993 were \$32 million and resulted in a loss of \$1.12 million for that year. Currently, the majority of the Port's annual income is derived from real estate holdings. Planning is underway for San Francisco's waterfront that will look at a balance of maritime and other compatible uses for the Port's properties.

**Port of Oakland.** The Port of Oakland is an independent department of the City that typically has relied on revenue bonds to underwrite capital improvements, but has recently approached its bonding capacity. The future capability of the Port to grow and issue new debt will be based on forecasted revenues. In the case of the Mitsui Terminal, the first newly constructed berth at the Port in more than a decade,

Special Facility Bonds were issued that were backed by a letter of credit from the tenant.

Of a total \$40 million expended for capital improvements through the third quarter of the current fiscal year, approximately one-half of the funds were dedicated to the Maritime Division. Improvements undertaken include expansion and upgrade of yard and gate facilities at a number of container terminals. The majority of these projects were financed by revenue bonds with a small portion funded by cash reserves. General obligation bond funding and tax revenues are not available to the Port.

The Port of Oakland handles 90 percent of the container cargo that passes through San Francisco Bay, at a level of 1.3 million containers, or twenty foot equivalent units (TEUs) in 1993.

**Port of Long Beach.** The City of Long Beach Harbor Department operates under the control and management of the Board of Harbor Commissioners as a department of the City to promote and develop the Port of Long Beach.

The Port issues revenue bonds when capital expansion reaches a point where it can no longer be maintained by current port income. The bonding process is undertaken for several projects at a time and not on a single project basis. The Port does not have the capability to issue general obligation bonds or to levy taxes. Financed from cash reserves combined with \$40 million in revenue bonds, the level of capital investment in 1993 was \$76 million, and was used primarily to enlarge existing facilities and to provide road and rail access improvements.

Two large-scale projects to support port activities have been undertaken through joint ventures with the Port of Los Angeles: the Intermodal Container Transfer Facility operated by Southern Pacific, and more recently, the Alameda Corridor Transportation Authority. The Corridor will serve as a 20 mile truck and rail expressway dedicated for freight transfer from the Ports to central Los Angeles, and should be completed by 2000.

The Ports of Los Angeles and Long Beach together accommodate more than 50 percent of the total West Coast container trade, with Long Beach currently processing 1.8 million TEUs annually.

**Port of Seattle.** The Port was established as a municipal corporation by the voters of King County and was granted powers by the state legislature to develop, promote and operate marine terminals, to acquire property, and to issue bonds. The Port's capital resources include general obligation bonds, revenue bonds, and internal funds. In addition to these funding sources, the Port has the ability to underwrite port activities under its taxing authority. Members of the elected Port Commission annually determine the level of a general purpose property tax that is applied to homes throughout the county. Policy directs the property tax levy to marine-related

capital projects, environmental expenses, and other community investments as directed by the Commission.

The Port's 1994 capital budget is funded through a combination of new bond revenues, operating funds, and taxes. The property tax rate was approved at a level that will raise more than \$35.6 million and contribute approximately 25 percent of the \$66.4 million marine capital budget this year. Typically, these annual tax receipts support 25-30 percent of marine capital investment at the Port. A portion of the tax levy is available to service debt on general obligation bonds, another standard component of the Port's total funding.

Baseline capital spending by the Port's Marine Division for 1993-1996 is forecasted at \$320 million and dedicates \$255 million to container-related projects that include property acquisitions and development, facilities improvement and expansion, and crane modernization.

Puget Sound accommodates nearly 30 percent of the international container trade for the West Coast, or an expected 2.37 million TEUs in the upcoming year. The Port of Seattle will handle slightly more than half of this total, or 1.22 million TEUs, with the remainder passing through the Port of Tacoma. Because of a relatively small local market, the Seattle-Tacoma area depends on a high level of intermodal trade, and the ports have pursued comprehensive intermodal planning and development.

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**APPENDIX C**  
**REQUESTS FOR SEAPORT PLAN AMENDMENTS**

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**PETTIT & MARTIN**

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March 16, 1993

Jennifer Ruffalo  
Senior Planner  
San Francisco Bay Conservation &  
Development Commission  
30 Van Ness Avenue, Suite 2011  
San Francisco, CA 94102

**RECEIVED**  
MAR 18 1993

SAN FRANCISCO BAY CONSERVATION  
& DEVELOPMENT COMMISSION

Re: Seaport Plan

Dear Ms. Ruffalo:

This letter is in response to your letter of February 24, 1993 with regard to potential amendments to the Seaport Plan.

We represent Pacific Shores Center Limited Partnership, the owner of approximately 116 acres of land adjacent to and near the Port of Redwood City in San Mateo County. The property is designated in the San Francisco Bay Plan as port priority use. I enclose a map identifying the property.

Pursuant to an Outline of Terms for Memorandum of Understanding between the Port of Redwood City and our client, approximately 10 acres located at Redwood Creek and Westpoint Slough are proposed for transfer to the Port of Redwood City for its future use. The balance of the property is proposed to be used for development of a new business park serving high technology and other businesses. The entire property is currently designated and zoned by San Mateo County for industrial purposes, including business park uses. However, our client intends to annex the property to Redwood City and to accomplish such general plan approvals, rezoning and other approvals as required for development of the property as a part of the city for the intended purpose. The attached Outline of Terms for Memorandum of Understanding is the best evidence of the views of the Port of Redwood City on the proposed uses. The Port is obviously favorable to expanded port use and is also favorable to development of the business park.

PETTIT & MARTIN

Jennifer Ruffalo  
March 16, 1993  
Page 2

Our client will seek a Bay Plan amendment to delete the port priority use designation on the 106 acres proposed for a business park. We believe that the Bay Plan amendment should suffice to remove the designation and that no Seaport Plan amendment would be required. Our conclusion is based on the fact that transfer of the 10 acre parcel designated for a near-term terminal should satisfy the Seaport Plan by providing for such near-term terminal. We hope that the Seaport Planning Advisory Committee and the staff will agree that the 10 acre parcel satisfies the Seaport Plan's reservation.

If the Commission were to determine that amendment of the Seaport Plan be required to delete the port priority use designation from the 106 acre portion, then our client would seek such an amendment. Given the position expressed, our client has not determined a specific sum that it is willing to provide to assist in funding any necessary Seaport Plan review. If, in fact, a Seaport Plan amendment were required, then Pacific Shores Center is prepared to pay an equitable share, along with other applicants, to fund those efforts required to accomplish reasonable amendments to the Seaport Plan.

If I may provide any further information, please let me know. We also encourage you to speak with Mr. Floyd Shelton, Executive Director of the Port of Redwood City, regarding the Port's own views on this matter.

Sincerely,

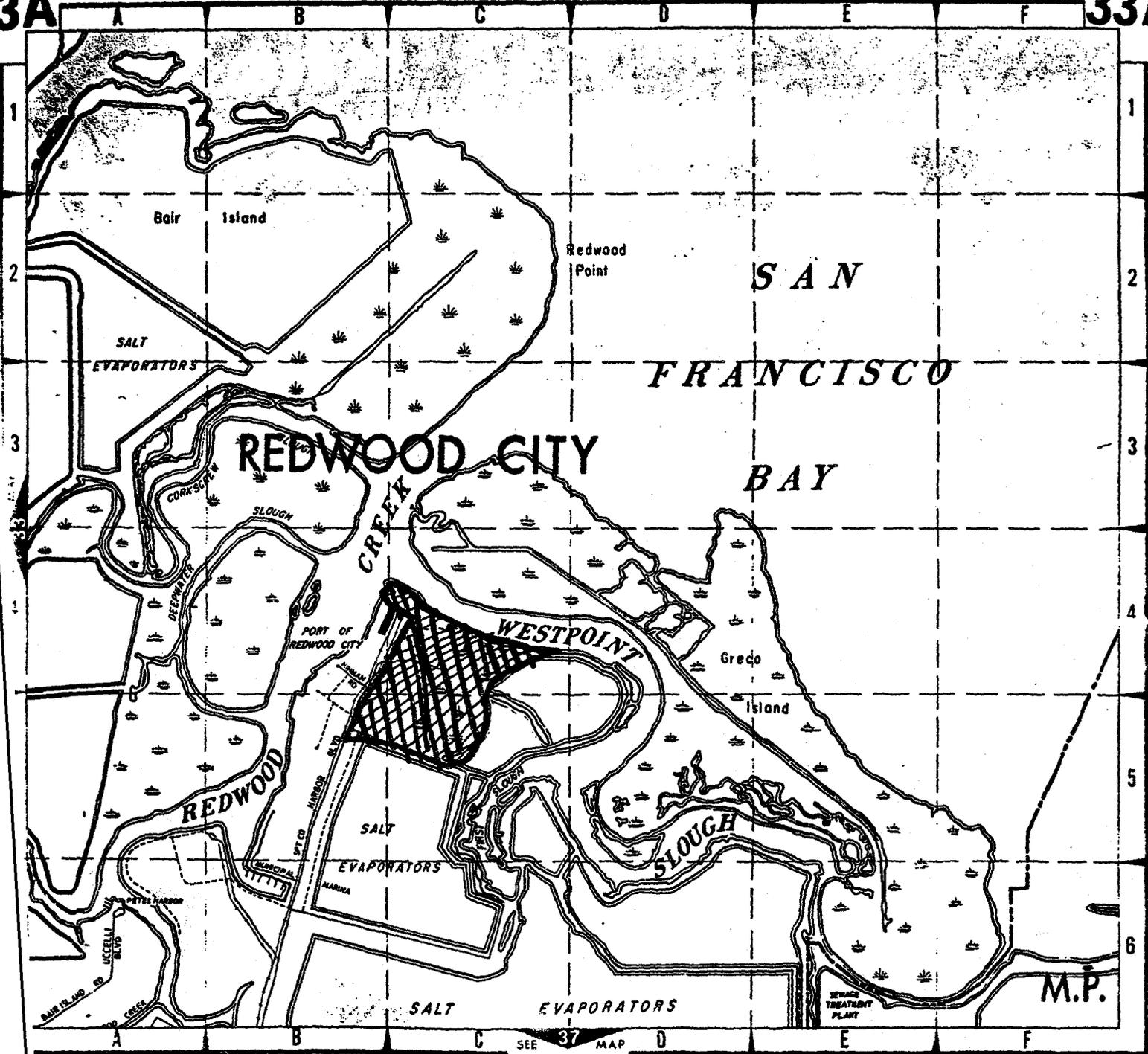


John M. Sanger

JMS:bpp  
Enclosure

cc: Douglas J. Bowen  
Richard K. Hulme  
Floyd Shelton  
Francois X. Sorba, Esq.

21005



OUTLINE OF TERMS FOR MEMORANDUM  
OF UNDERSTANDING BETWEEN PORT OF REDWOOD CITY AND  
PACIFIC SHORES CENTER LIMITED PARTNERSHIP (DEVELOPER)

1. Exchange of Property

Developer shall exchange the portion of its land of almost ten acres at Redwood Creek and Westpoint Slough west of Lonestar's rail right of way bisecting Developer's property (the "Exchange Parcel") for the Port's property bounded by Redwood Creek and Deepwater Slough (the "Island Parcel").

The Exchange of Property shall occur upon BCDC's approval of any amendments to the Bay Plan and Seaport Plan (the "BCDC Approvals") necessary to delete the Port Priority Use Designation with respect to the property to be retained and developed by Developer (the "Retained Land").

2. Access and Easement

Developer will relinquish any easements it may have over the Exchange Parcel and the Port shall do the same with respect to the Retained Land.

Developer will grant to the Port the access easements if has over Lonestar's Land (except for Developer's retention of its easement for utilities to Redwood Creek). Prior to the exchange of property between the Port and Developer, Developer shall cause the location of the portion of Developer's easement running northerly across Lonestar's land to the Exchange Parcel to be fixed, subject to the Port's reasonable approval and with the Port's assistance. Developer shall not be obligated to afford access through the Retained Land to the Exchange Parcel.

Port and Developer shall use their best efforts to obtain Lonestar's agreement to a new shared entrance from Seaport Boulevard on Port property to the south of and as a substitute for Lonestar's current entry.

3. Buffer Zone

Developer and Port shall cooperate in using land on both the Exchange Parcel and the Retained Land along the boundary of the railroad right of way dividing the two to create a buffer zone to reduce any land use incompatibilities and to provide for landscaped public open space and access to the water.

4. Cooperation in Development

Port has reviewed and approved Developer's plans for the Retained Land and the Port shall cooperate, support and assist Developer in obtaining all approvals required to carry out Developer's development plans, including joining in Developer's application for Bay Plan amendments and, if necessary, Seaport Plan amendments.

Port agrees to relinquish to the City Council rights of building approval the Port may have on the Retained Land.

5. Sewer Capacity

In the event that Developer is unable to purchase sewage capacity from another source, then the Port has agreed to furnish necessary capacity, at Developer's option.

6. Term of Agreement

The Memorandum of Understanding shall terminate on December 31, 1995, provided that both parties agree to extend the agreement for an additional year if, despite the best efforts of both, delays outside their control have delayed Developer's receipt of BCDC Approvals necessary for the development.

This Outline of Terms for Memorandum of Understanding reflects the intent of the parties but does not constitute a binding legal agreement.

Agreed by and between the undersigned:

BOARD OF PORT COMMISSIONERS

PACIFIC SHORES CENTER  
LIMITED PARTNERSHIP

By: \_\_\_\_\_  
Chairman

By: Pacific Shores Center Corp.  
General Partner

By: *Joseph L. ...*  
President

Date: \_\_\_\_\_

Date: 3-4-93

R E S O L U T I O N N O. P- 1399

Adopted  
3/10/93

RESOLUTION APPROVING AND AUTHORIZING EXECUTION OF  
OUTLINE OF TERMS FOR MEMORANDUM OF UNDERSTANDING  
- PACIFIC SHORES CENTER LIMITED PARTNERSHIP

WHEREAS, there has been presented to and reviewed by this Board a document entitled "Outline of Terms for Memorandum of Understanding Between Port of Redwood City and Pacific Shores Center Limited Partnership (Developer)", (hereinafter referred to as the "Memorandum of Understanding") outlining the present intent of the parties in connection with the possible future sale and/or exchange of land by or between the Port of Redwood City and Pacific Shores Center Limited Partnership; and

WHEREAS, the Memorandum of Understanding pertains to the exchange of land generally described in the Memorandum of Understanding as almost ten acres (the "10 acre parcel") at Redwood Creek and West Point Slough west of Lonestar's rail right-of-way and the Port's property bounded by Redwood Creek and Deepwater Slough (the "Island Property"); and

WHEREAS, the Outline of Terms for Memorandum of Understanding reflects the present intent of the parties but does not constitute a legal and/or binding agreement; and

NOW, THEREFORE;

BE IT RESOLVED BY THE BOARD OF PORT COMMISSIONERS OF THE CITY OF REDWOOD CITY AS FOLLOWS:

That certain Outline of Memorandum of Understanding entitled "Outline of Terms for Memorandum of Understanding Between Port of

FXS:dft 3/4/93 (002/35)

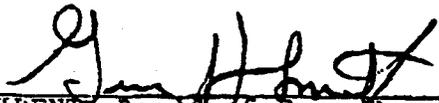
Regularly passed and adopted by the Board of Port Commissioners of Redwood City, this 10th day of March, 1993.

AYES, and in favor of said resolution, Commissioners:

Bennett, Castle, Dodge, Small, Smith

NOES, Commissioners: None

ABSENT: Commissioners: None

  
 \_\_\_\_\_  
 PRESIDENT, Board of Port Commissioners

  
 \_\_\_\_\_  
 SECRETARY, Board of Port Commissioners

# PETTIT & MARTIN

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Mr. William Travis  
Deputy Director  
San Francisco Bay Conservation  
and Development Commission  
30 Van Ness Avenue, Suite 2011  
San Francisco, CA 94102-6080

RECEIVED  
APR 14 1993

SAN FRANCISCO, CALIFORNIA

Re: Pacific Shores Center Limited Partnership

Dear Mr. Travis:

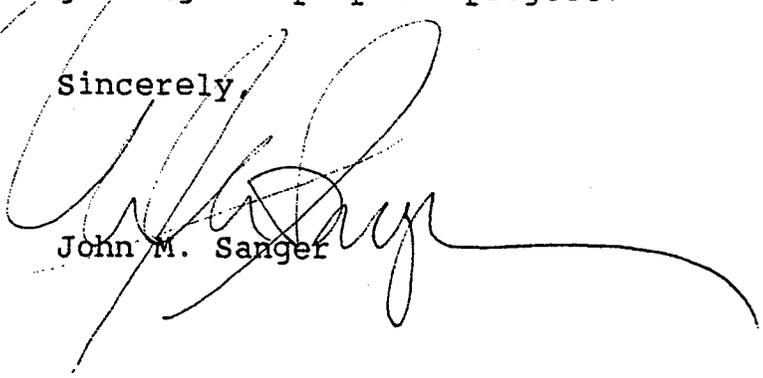
As you know, we represent Pacific Shores Center Limited Partnership. In accordance with our recent discussion, the purpose of this letter is to notify BCDC formally that it is the intent of Pacific Shores Center Limited Partnership to apply for Bay Plan and Seaport Plan amendments, as necessary, to delete the port priority use designation on that portion of the 116 acre site owned by PSC in San Mateo County near the Port of Redwood City planned for development as a business park. As previously indicated in my letter of March 16 to Jennifer Ruffolo, it was our opinion that a Seaport Plan amendment was not required in order to delete the port priority use designation because it is the intent of PSC to transfer that portion of the site designated for a near-term terminal to the Port of Redwood City once the port priority use designation is removed on the balance of the site. However, we understand that it is the intent of the staff to recommend against the processing of any Bay Plan amendments involving port priority use designation and/or Seaport Plan amendments regarding the same, except as a part of the currently planned process for review of the Seaport Plan during the 1993-94 fiscal year.

The environmental review process has been commenced for PSC's project in the city of Redwood City and we hope that that process will be completed by the end of this year. Therefore, we would anticipate submitting the proposed amendments to the Bay Plan and Seaport Plan at approximately that time, after certification of the EIR on the project. We would also anticipate filing at approximately the same time applications for approval of work within the 100 ft. shoreline band.

Mr. William Travis  
April 13, 1993  
Page 2

If you require any further information at this time, please let me know. We look forward to participation in the Seaport Plan review process. We also look forward to discussions with BCDC staff regarding the proposed project.

Sincerely,



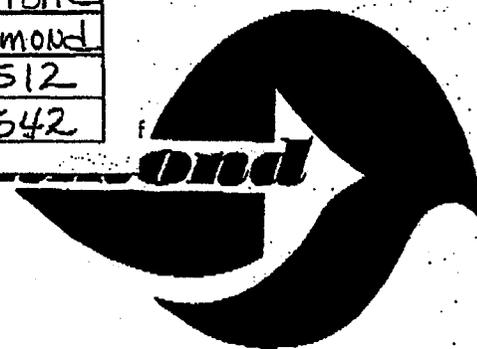
John M. Sanger

JMS:bpp:2376s

cc: Richard K. Hulme  
Douglas J. Bowen

Printed on Recycled Paper

Post-It™ brand fax transmittal memo 7671		# of pages > 2
To: Robert Tufts	From: Jay Goldstone	
Co: BCDC/MTC	Co: City of Richmond	
Dept.	Phone# (510) 620-6512	
Fax# (415) 557-3767	Fax# (510) 620-6542	

Office of  
City Manager

April 1, 1993

Mr. Marc Roddin, MTC  
 Mr. Jeffry Blanchfield, BCDC  
 Seaport Planning Advisory Committee  
 c/o Metropolitan Transportation Commission  
 Joseph P. Bort Metro Center  
 101 Eighth Street  
 Oakland, CA 94607

Re: Removal from Seaport Plan of Richmond Ancillary  
 Port Use Zone, Ford Peninsula, City of Richmond

Gentlemen:

Please allow me to introduce myself. I am the Interim City  
 Manager of the City of Richmond.

Pursuant to the upcoming April 7, 1993 meeting of the  
 Seaport Planning Advisory Committee ("SPAC"), Mr. Blanchfield's  
 memo of March 24, 1993, details proposed amendments to the  
 Seaport Plan. The recommendations do not expressly include the  
 removal of the Richmond Ancillary Port Use Zone east of Harbour  
 Way on the Ford Peninsula, which I understand was part of your  
 staff's scheduled review under Task 4 referenced in your February  
 3, 1993, memo to the SPAC. Task 4 calls for the review of "Port-  
 related use creage needs" studies and was to commence in March  
 1993. Although, of course, the Richmond Ancillary Port Use Zone,  
 as defined in the Seaport Plan and City land use documents, is  
 not limited to uses having to do with the port, I understand that  
 the continued need to designate property east of Harbour Way for  
 port priority use was to be revisited at this time.

Under the terms of the memorandum of understanding between  
 SFBCDC and the City, a strategy document to which the City and  
 SFBCDC gave their approval in August, 1989, the need for the  
 Seaport Plan to continue to designate property east of Harbour  
 Way for port priority use was to be re-evaluated during the  
 Plan's next update.

As the SPAC has decided to address requests for Seaport Plan  
 amendments at this time, the City hereby formally reiterates its

2600 Barrett Ave. P.O. Box 4046 Richmond California 94804

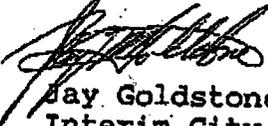
telephone: 510 620-6512  
 fax: 510 620-6542

Messrs. Roddin and Blanchfield  
April 1, 1993  
Page 2

request that the referenced area be removed from port priority use under the Seaport Plan and that the SPAC undertake consideration of this matter along with the other recommendations in your March 24, 1993, memo.

On behalf of the City's staff, we look forward to working cooperatively with the SPAC in its consideration of this matter.

Sincerely,



Jay Goldstone  
Interim City Manager

cc: Robert Tufts, Chair



# Encinal Terminals

TWX (910) 366-7174  
(415) 523-8800  
1521 BUENA VISTA AVENUE  
P.O. BOX 2453  
ALAMEDA, CA. 94501

December 2, 1991

Mr. Robert R. Tufts  
Chairman  
BCDC  
650 California Street  
Thirty-First Floor  
San Francisco, CA 94108

**RECEIVED**  
DEC 10 1991

SAN FRANCISCO BAY CONSERVATION  
& DEVELOPMENT COMMISSION

Dear Honorable Chairman Tufts:

We have received the Notice from your staff for the forthcoming SeaPort Planning Advisory Committee Meeting to be held on December 12, 1991, to review the SeaPort Plan and other matters. We would like to take such an opportunity to inform you and the commission of the following:

1. Ten years ago, our company tried to develop Berth 5 (Site 53D (W) for the container handling facility (please find the enclosed copy of drawings for your information) without any success. It has been more than six years, and the said site has been empty without any significant economic uses except some storage use, occasionally.

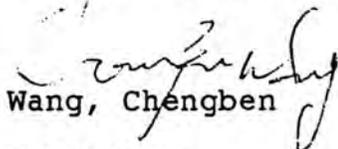
2. In the past five years, the currencies of Japan, Taiwan and Korea have appreciated tremendously; as a result, the steel imports to Encinal Terminals (classified as part of Neo-Bulk

Cargoes) has been drastically reduced from about 300,000 tons in 1981 to 60,000 tons in 1991. And we project the steel imports brought into Encinal Terminals for discharging will be about 50,000 tons in 1992, and there is no expected increase for the future. The present or the future steel imports can be easily served at Berths 1, 2, and 3 (Site 53E) which is about 35 acres, land and water.

3. The Berth 5 location has liquid bulk pipelines to serve Penzoil & Co. and Alameda Liquid Bulk Terminals. Such services can easily be accommodated at Berths 1, 2, and 3. In fact, the services for such alternate routing is already in place.

Based upon the above, we hereby request you and the commission to consider the deletion of Berth 5 (Site 55D(W) in Alameda from the Bay Map #2. Thank you for your kind consideration.

Very truly yours,

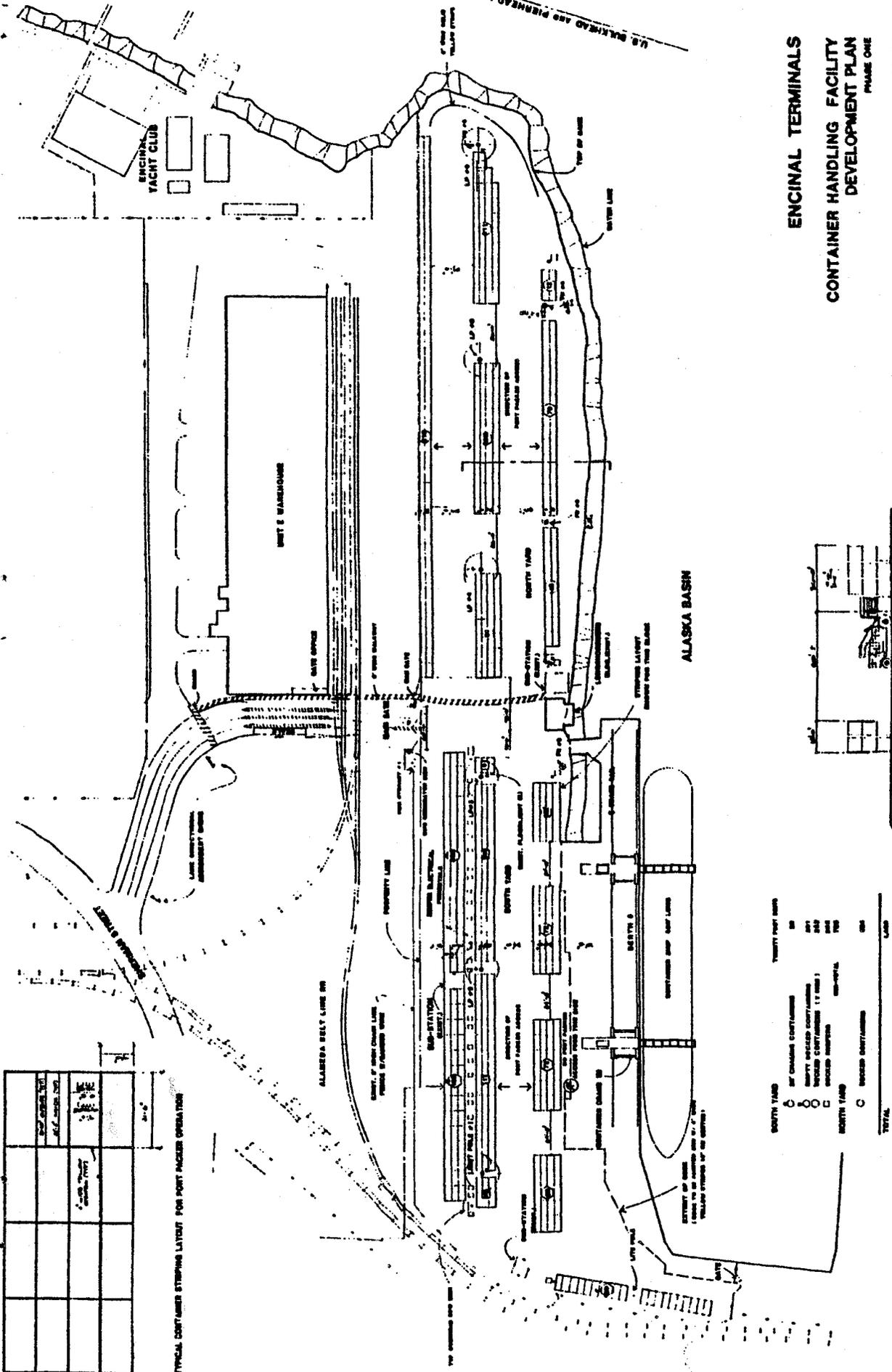


Wang, Chengben

President

cc. Mr. Bill Norton, City Manager

City of Alameda



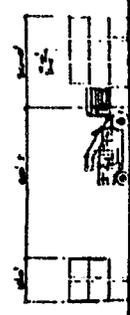
**ENCINAL TERMINALS  
CONTAINER HANDLING FACILITY  
DEVELOPMENT PLAN  
PHASE ONE**

ES04-08-01  
AUGUST 1, 1983

OBWA



PARTIAL SECTION A-E THROUGH PORT FACILITIES OPERATOR



**CONTAINER LEGEND AND COUNT**

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TOTAL	0

RECEIVED

Jennifer

Alameda Gateway

MAY 31 1994

May 27, 1994

SAN FRANCISCO BAY CONSERVATION & DEVELOPMENT COMMISSION

Ms. Jennifer Ruffolo  
San Francisco Bay Conservation and  
Development Commission  
30 Van Ness Avenue  
San Francisco CA 94102

VIA FAX and U.S. MAIL

Re: Alameda Gateway - Port Priority Use Designation

Dear Ms. Ruffolo:

Alameda Gateway wishes to have the Port Priority designation removed from its property on the south side of the Alameda/Oakland Estuary.

Alameda's internal transportation facilities, as well as overall access to the island, result Port Priority locations such as Gateway being logistically unviable.

Also, the current facilities at Gateway are woefully inadequate. The depths are far too shallow. The existing Pier 5, in addition to being too short for deepwater cargo vessels, was not designed for maritime cargo handling and would have to be completely reconstructed. This reconstruction would also involve a significant amount of fill in the bay. The shoreside facilities are nil; furthermore the available land area itself is, again, inadequate to support the "directly-related ancillary activities such as container freight stations, ... support transportation..." etc.

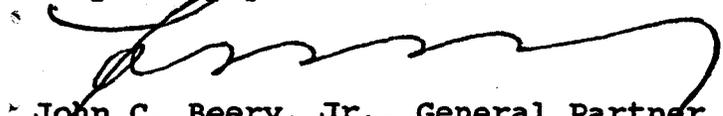
The U.S. Army Corps is on the verge of building its turning basin, and the selected location, immediately adjacent to the pier at AGL, will further hinder the feasibility of operating a port facility at the AGL site.

Relative to this east Bay locale, clearly the Port of Oakland has and is planning for facilities that, in addition to having an abundance of "ancillary activities", will also have adequate capabilities to handle the anticipated volume of maritime cargo.

For the above reasons, Alameda Gateway requests that its Port Priority designation be removed from the MTC/BCDC Sea Port Plan.

Thank you for your assistance and this opportunity to comment.

Very truly yours,

  
John C. Beery, Jr., General Partner  
JCB:aa

AGL/94:BCDC0527.94

Alameda Gateway, Ltd., a Limited Partnership, John Beery Organization, General Partner  
2236 Mariner Square Drive, Alameda, California 94501 (510) 521-2726

City of Alameda California

Copies: Blanchard/Ruffalo -BCDC  
Slusarz/Heminger

*Alameda Seaport Plan Correspondence*



RECEIVED

NOV 22 1993

SAN FRANCISCO BAY CONSERVATION  
& DEVELOPMENT COMMISSION

November 16, 1993

Robert Tufts, Chair  
Seaport Planning Advisory Committee  
Joseph P. Bort Metro Center  
101 Eighth Street  
Oakland, CA 94607-4700

Dear Mr. Tufts:

I understand that the Seaport Planning Advisory Committee is in the process of updating the Seaport Plan. The update includes review of terminal and port priority uses to identify deletions or additions to the Plan as well as conversion of military sites for future commercial seaport use. The City of Alameda is initiating a plan for the conversion of the Alameda Naval Air Base (NAS) and Naval Aviation Depot (NADEP) for civilian use. Both facilities are currently designated for Port Priority use. I formally request that the Update include consideration of the deletion of the Port Priority for the Naval Air Station and Naval Aviation Depot.

On a preliminary basis, I would offer the following reasons for deletion:

- a) There are limitations in road and rail systems to Alameda which constrain the access necessary for Port operation; and
- b) Alameda needs to provide immediate economic activity to offset the Base closure. There is no immediate need for Port expansion; therefore, the Port Priority designation represents a major impediment to economic use.

Please provide confirmation that this request will be included in your scope of work for the Seaport Plan update.

Sincerely,

E. William Withrow Jr.  
Mayor

E. William Withrow, Jr., Mayor

Office of the Mayor, Room 301

City Hall  
2263 Santa Clara Avenue · 94501-4456  
510-748-4545



# City of Martinez

525 Henrietta Street, Martinez, CA 94553-2394

RECEIVED  
JUN 3 1992

May 28, 1992

Jeff Blanchfield  
Chief of Planning  
San Francisco Bay Conservation and Development Commission  
Thirty Van Ness Avenue, Suite 2011  
San Francisco, CA 94102

Dear Mr. Blanchfield:

This letter is a request from the City of Martinez to include in your program of work for the 1991/1992 fiscal year the possible processing of a Bay Plan amendment. Sometime during the coming fiscal year, we may submit a request to amend the Bay Plan, specifically to delete the Water Related Industry -- Port Priority designation on all but 20 acres of the 245-acre parcel of land on Waterfront Road in Contra Costa County commonly referred to as the Praxis property or the Crowley Maritime property. We understand that you must receive this notification now in order to schedule the necessary resources for the coming fiscal year.

## GENERAL BACKGROUND

The owner of the property is Maritime Business Park, a California General Partnership, of which Praxis Development Group is the Managing General Partner. Maritime Business Park acquired title to the property from Crowley Maritime Corporation in August 1989. Shortly thereafter, Praxis applied to the City of Martinez to obtain the necessary approvals to have the property subdivided and annexed. The property currently is in an unincorporated area of Contra Costa County, but is adjacent to the Martinez city limits and is within the City's sphere of influence. The City intends to annex the property if the City approves the development proposal.

The adequacy of the EIR was certified as adequate by the Planning Commission in March. The decision was appealed to the City Council. The City Council will hear the appeal on June 15, 1992. Planning Commission and City Council hearings on the proposal should be completed two or three months after that. The property is within the County's Urban Limit Line and is pre-zoned in the City for limited industrial development that is compatible with the surrounding wildlife habitats.

## PROPERTY DESCRIPTION

The property is 245 acres, of which 165 acres were diked almost 30 years ago. Originally purchased by Crowley Maritime as a potential shipping site, the property has been used exclusively for the disposal of dredge spoils since it was first diked. The remaining 80 acres are wetlands which will not be developed. As part of the EIR process, a procedure has been proposed to buffer these wetlands from any significant adverse impact from the development proposed on the 165 acres of uplands.

Mr. Jeffrey S. Blanchfield, Chief Planner  
San Francisco Bay Conservation  
and Development Commission

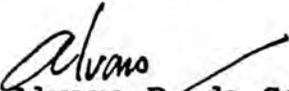
July 1, 1993

Page -2-

The City of Vallejo recognizes that pursuing the Seaport Plan Amendment and the Seaport Plan update imposes additional costs and staffing requirements and wishes to cooperate with the Commission. Nevertheless, achieving either our requested Seaport Plan amendment or completion of the Seaport Plan update is a high priority work task for the City of Vallejo. Planning for development of the City's waterfront has been delayed for several years because of the current Seaport Plan designation for the Kaiser property.

We look forward to having this issue resolved either by a Plan amendment or the Seaport Plan update no later than October, 1994.

Sincerely,



Alvaro P. da Silva  
Director of Community Development

cc: Walter V. Graham, City Manager  
Supervisor Sam Cattle  
Marc Roddin, MTC  
Ted Rust  
Marc Fontes, Senior Economic Development Specialist



## CITY OF VALLEJO

COMMUNITY DEVELOPMENT DEPARTMENT  
ECONOMIC DEVELOPMENT DIVISION

February 3, 1993

Mr. Robert Tufts, Chair  
Seaport Planning Advisory Committee  
Metropolitan Transportation Commission  
Joseph P. Bort Metro Center  
101 Eighth Street  
Oakland, CA 94607-4700

Dear Mr. Tufts:

In July of last year the City of Vallejo submitted a Seaport Plan amendment request that would remove the Port Priority designation from the old 40-acre Kaiser Steel property, currently owned by the City's Redevelopment Agency, and places that Port Priority designation on a 40-acre portion of the former Hunter's Point Naval Shipyard. This amendment application does not reduce the Seaport Plan's Port Priority designation acreage and was completed in accordance with direction provided by BCDC staff.

The City of Vallejo requests that the Seaport Planning Advisory Committee consider the City's Seaport Plan amendment request at the next meeting of the Committee. We believe that the Committee should consider this request because as mitigation for deleting this Port Priority use area from the Seaport Plan, Vallejo proposes the substitution of a similar size parcel that has much better site characteristics for a port priority use.

I will be present at the Committee's February 3, 1993 meeting to answer any questions.

Sincerely,

Marc J. Fontes  
Senior Economic Development Specialist