

San Francisco Bay Conservation and Development Commission

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TO: Design Review Board Members

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SUBJECT: San Francisco Marina Improvement & Remediation Project; Pre-application Review
(For Design Review Board consideration April 6, 2026)

Project Summary

Project Proponent

The City and County of San Francisco Recreation and Parks Department (SFRPD) and Pacific Gas and Electric Company (PG&E).

Property Owners

The City and County of San Francisco Recreation and Parks and Public Works Departments.

Project Representative

Monica Scott, SFRPD; Veronica Rivera, Field Operations; Ryan Mattson, PG&E (Project Proponents); and Paula Gill, Integral Consulting Inc.

Project Location (Exhibit 1)

The Project is located in BCDC Bay and 100-foot Shoreline Band jurisdiction at the San Francisco Marina East and West Harbors and along the shoreline between Laguna Street and Baker Street, in San Francisco. Much of the shoreline area at this site is located within a San Francisco Bay Plan-designated Waterfront Park, Beach Priority Use Area.

Project Description

The proposed Marina Improvement and Remediation Project will implement renovations and remediation work to the West and East Harbors of the marina and landside improvements near the East Harbor and Marina Green Triangle. Remediation activities will take place in the East Harbor. Both in-water and landside public access improvements are proposed including Bay Trail, pedestrian walkways and viewing areas, a shallow-water recreation basin, recreation improvements to Marina Green Triangle, vehicular circulation, and renovation of the restroom.

Project Site

Existing Conditions (Exhibit 4)

The project site currently includes a recreational marina split between the East and West Harbors. East Harbor consists of 128 slips and contains a public fuel dock, restroom and parking lots. West Harbor



consists of 347 slips and contains the St Francis and Golden Gate Yacht Clubs, the Harbor Master's Office, and park areas including restrooms, a concession stand, and parking lots. Other public amenities in the area include the Marina Green Park, fitness court, a kayak launch, and the San Francisco Wave Organ. The harbors require regular dredging to maintain adequate depths for the boats, and at the present moment, many of the docks are inaccessible due to sedimentation. Additionally, approximately 17,650 square feet of derelict docks, gangways and piles were removed from East Harbor in 2024.



Figure 1. Vicinity map of the San Francisco Marina showing the Waterfront Beach/Park Priority Use designation in green, and the required public access in purple.

Existing Public Access including improvements required by BCDC Permits

2012.001.07 Required public access improvements: A kayak launch at the West Harbor Basin near Marina Green and 15 benches along the Marina Green shoreline path between the East Harbor and West Harbor operated and maintained by the San Francisco Recreation and Parks Department.

M1982.015.08. Required public access improvements: The pathways, steps, seating areas, and platforms associated with the Exploratorium's Wave Organ public art piece located at the east end of Yacht Road, outboard of the West Harbor.

M2016.009.00. Required public access improvements: On the southern side of the East Harbor, an 11- to 18-foot-wide pathway connecting to adjacent Bay Trail segments, four seating overlook areas, a plaza area near the entrance to Fort Mason, and parking for 36 bicycles.

Bay Trail: The Bay Trail alignment at Marina Green is identified as the existing shoreline path. The pedestrian right-of-way along Marina Blvd provides a popular secondary Class I route, frequently used by both recreational and commuting bicyclists, runners, and pedestrians.

Formerly Public Breakwater: The 660-foot breakwater extending east, along the northern edge of the East Harbor was formerly entirely open to the public and used for fishing. However, the public access was not required by a BCDC permit, and at an unknown date prior to 2009, a locked gate was installed to prevent any public access to the breakwater.

Surrounding Bay: The waters outside of the Marina and along Marina Green are used by recreational boaters and swimmers.

Marina Green: a large grass field used by the public for sports, dog walking, kite flying, and other park activities.

Historical Environmental Context (Exhibit 2)

Pacific Gas and Electric Company (PG&E) previously owned and operated a coal gasification plant in the vicinity of the Marina Green, the North Beach Manufactured Gas Plant, that produced contaminants found at the East Harbor Marina, including elevated levels of polycyclic aromatic hydrocarbons in subsurface soils and sediments. Since 2001, the City of San Francisco and PG&E have entered into a series of cost sharing agreements enabling them to work together to develop a solution for site cleanup and reconstruction. In 2021, the City and PG&E agreed on financing and terms to jointly perform the planning, outreach, design, environmental review, permitting, construction, and completion of the project at the site, via a Final Settlement Agreement, which was approved by the Board of Supervisors. Under this Agreement, the two parties will clean up the site under the State Water Resources Control Board’s Site Cleanup Program, with the San Francisco Bay Regional Water Quality Control Board serving as Lead Agency.

The area has low social vulnerability and moderate contamination vulnerability according to the Commission’s Community Vulnerability rankings. The census block ranks in the 90th percentile for the “no vehicle” social vulnerability and ranks in the 70th percentile for “renter”.

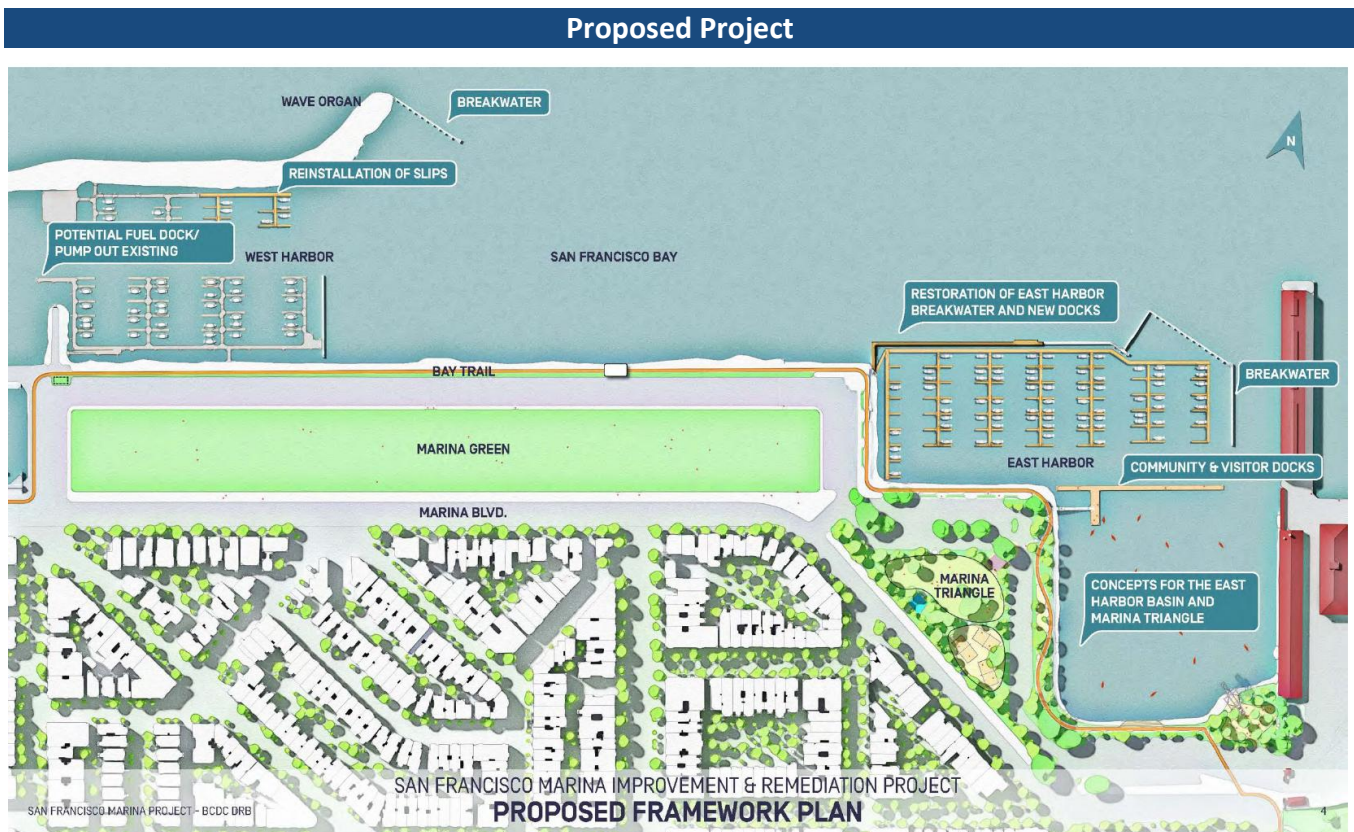


Figure 2. Map showing location of proposed public access and marina improvements at the east and west harbors of the San Francisco Marina

Contamination Remediation (Exhibit 3)

The Marina Improvement and Remediation Project will implement renovations and remediation work to the West and East Harbors of the San Francisco Marina (the marina) located along the City's northern waterfront. Improvements will be located along the waterside and landside regions of the West and East Harbors. Remediation activities will take place in the East Harbor, and will include dredging contaminated sediments and capping those dredged areas in areas that will continue to be used for berthing, allowing sedimentation to naturally cap an area that will no longer be used for berthing, and installing a reactive barrier along the shoreline.

Improvements at East Harbor (Exhibit 10, 11, 15, 17)

Waterside improvements in the East Harbor would consist of (1) rehabilitating the existing 1,020 -foot-long breakwater and restoring public access to the expanded 5.5 acre path on the breakwater, (2) installing an approximately 180-foot sheet pile breakwater extending directly south from the current East Harbor Breakwater, (3) re-constructing roughly 1,500-linear feet of shoreline with replacement rip-rap material, including concrete "tidepool units" and a 0.035 acre "tidal garden," (4) re-installing 165 slips in the northern section of the harbor, (5) installing a public dock for small boat launching and short-term berthing at the approximately 6.5-acre shallow-water recreation basin. Additionally, the existing fuel dock in the southeast corner of East Harbor would be removed, and a new fuel dock would be built in West Harbor. In total the number of slips in the East Harbor would decrease by approximately 200 slips. Gangways and security gates would be replaced with an ADA-compliant access ramp. Dock utilities such electrical services, telephone service conduits, water system, lighting and fire protection stations would be upgraded to meet current building codes and requirements. The shoreline revetment would be designed at a maximum 2(h) : 1(v) slope, with a 44.5-foot-wide crest at 11 ft NAVD88. The applicant designed the revetment and shoreline using the City and County of San Francisco's (CCSF) Office of Resilience and Capital Planning Sea Level Rise Guidance and Checklist, based on a 40-year functional lifespan of the on-shore park and other improvements and a 70-year functional lifespan of the shoreline protection elements (Exhibit 20).

Landside improvements in the shoreline band would consist of (1) reconfiguring the parking lot and circulation to allow for a wider Bay Trail and landscaped revetment, (2) redesigning the parking lot and vehicle traffic circulation, (3) decreasing paved areas, and constructing a viewing terrace and a nature exploration terrace (Exhibit 11, 15-24). At the Marina Triangle, outside of the shoreline band, the project would include renovating the existing restroom, constructing volleyball courts and picnic area, new plantings, and improvements for circulation near the renovated restroom. The project would retain the existing number of parking spaces and the existing outdoor fitness plaza.

Work in the Bay at West Harbor

At the West Harbor, the applicants would (1) install new floating docks for 24 marina berths to replace docks removed in East Harbor, (2) install a fuel dock at the Scott Street Mole, (3) construct a 225 foot breakwater off the wave organ, and (4) dredge the new marina areas.

Project Schedule

The project applicants submitted a BCDC major permit application December 22, 2025, and the application is currently incomplete. The applicants aim to receive permits by August 2026, and the project is scheduled for construction between 2027 and 2030.

Community Engagement (Exhibit 5, 6, 7)

The project applicants have presented project updates and alternatives at RPD Commission meetings, Marina neighborhood association meetings, and community open houses, and coordinated with waterfront user groups, including the St. Francis Yacht Club, Golden Gate Yacht Club, non-motorized boating and sailing organizations, and environmental groups.

Summary of DRB Comments from January 6, 2025 Project Review

- **Maximizing Water-Oriented Uses:** Prioritize water-based activities and the necessary landside facilities, while ensuring not to overdevelop the space.
- **Stakeholder Engagement and Outreach:** Continue targeted outreach to invested stakeholders, manage user expectations regarding specific uses, and involve the community in the development of the concept, especially concerning potential impacts on historic elements and the Wave Organ.
- **Infrastructure and Environmental Considerations:** Critically evaluate the fuel dock location, ensure the adequacy of mudcover for remediation and recreational uses through clearer analysis of studies, and make sure technical studies on siltation and sand transport are thorough and accessible to stakeholders.
- **Specific User Groups and Amenities:** Support Sailing Youth programs as a key user group and provide necessary amenities for dog use.
- **Recreational Facility Proportions:** Re-examine the scale of proposed volleyball courts in relation to fitness stations, questioning the necessity of three permanent courts given their popularity.

Applicable Policies, Findings, and Design Guidelines

San Francisco Bay Plan and San Francisco Waterfront Special Area Plan Policies

The San Francisco Bay Plan (Bay Plan) envisions a variety of accessible, water-oriented recreational facilities and diverse recreational opportunities at for people of all races, cultures, ages and income levels, in order to accommodate a broad range of recreational activities. The Board should therefore consider the following applicable policies and guidelines during this review.

The proposed project is located within a Bay Plan-designated **Water-oriented Recreation Priority Use Area** that prioritizes **waterfront parks and beaches**. The Bay Plan **Recreation** findings and policies further encourage certain facilities over others within waterfront parks. Facilities are to “capitalize on the attractiveness of their bayfront location,” and are to “emphasize hiking, bicycling, riding trails, picnic facilities, swimming, environmental, historical and cultural education and interpretation, viewpoints, beaches, and fishing facilities,” over facilities that do not need a waterfront location. “Public launching facilities for a variety of boats and other water-oriented recreational craft, such as

kayaks, canoes and sailboats, should be provided in waterfront parks where feasible.” “Limited commercial recreation facilities, such as small restaurants” are permitted “provided they are clearly incidental to the park use, are in keeping with the basic character of the park, and do not obstruct public access to and enjoyment of the Bay.” The Bay Trail is to be developed along “an alignment as near to the shore as possible, consistent with Bay resource protection.” Public transportation is to be provided to waterfront parks, as is public parking “in a manner that does not diminish the park-like character of the site.” “Interpretive information describing natural, historical and cultural resources should be provided in waterfront parks where feasible.” Public utilities and services are allowed “provided they would be unobtrusive, would not permanently disrupt use of the site for recreation, and would not detract from the visual character of the site.” The policies concerning historic buildings in waterfront parks state... they “should be developed and managed for recreation uses to the maximum practicable extent.”

The Bay Plan **Appearance, Design and Scenic Views** policies state, in part, that, “all bayfront development should be designed to enhance the pleasure of the user or viewer of the Bay” and that “maximum efforts should be made to provide, enhance, or preserve views of the Bay and shoreline, especially from public areas, from the Bay itself, and from the opposite shore.” These policies also state, in part, “that views of the Bay from vista points and from roads should be maintained by appropriate arrangements and heights of all developments and landscaping between the view areas and the water.” Lastly, the policies state, in part, that “parking areas should be located away from the shoreline.”

The Bay Plan **Public Access** policies state, in part, that “...maximum feasible access to and along the waterfront and on any permitted fills should be provided in and through every new development in the Bay or on the shoreline...” and that “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where convenient parking or public transportation may be available.” Further, these policies state, in part: “[a]ccess to and along the waterfront should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare;” and that “... improvements should be designed and built to encourage diverse Bay-related activities and movement to and along the shoreline, should provide barrier free access for persons with disabilities, for people of all income levels, and for people of all cultures to the maximum feasible extent, should include an ongoing maintenance program, and should be identified with appropriate signs – including using appropriate languages or culturally-relevant icon-based signage.” Additionally, the policies provide that “[p]ublic access should be sited, designed, managed, and maintained to avoid significant adverse impacts from sea level rise and shoreline flooding,” and that access should be designed consistent with the physical and natural environment. These policies state in part that “public access should be sited, designed and managed to prevent significant adverse effects on wildlife,” and that, “whenever public access to the Bay is provided as a condition of development, on fill or in the shoreline, the access should be permanently guaranteed.” These policies further state that, “[a]ny public access provided as a condition of development should either be required to remain viable in the event of future sea level rise or flooding, or equivalent access consistent with the project should be provided nearby.”

Additionally, the policies state that “The **Public Access Design Guidelines** should be used as a guide to siting and designing public access consistent with a proposed project so that “that public access should feel public, be designed so the user is not intimidated nor is the user’s appreciation diminished by

structures or incompatible uses, and that there should be visual cues that public access is available for the public's use by using site furnishings, such as benches, trash containers and lighting." The Design Review Board should advise the Commission regarding the adequacy of the public access proposed. The Design Review Board should encourage diverse public access to meet the needs of a growing and diversifying population. The *Public Access Design Guidelines* further state that public access areas should be designed for a wide range of users, should maximize user comfort by designing for weather and day and night use, and that each site's historical, cultural and natural attributes provide opportunities for creating projects with a "sense of place" and a unique identity.

The Bay Plan **Shoreline Protection** policies state that "all shoreline protection projects should evaluate the use of natural and nature-based features such as marsh vegetation, levees with transitional ecotone habitat, mudflats, beaches, and oyster reefs, and should incorporate these features to the greatest extent practicable," and "shoreline protection projects should include components to retain safe and convenient water access, for activities such as fishing, swimming, and boating, especially in communities lacking such access."

Board Questions

Staff recommends the Board frame its remarks of the proposed public access improvements considering the proposed development project. The Board may wish to refer to the public access objectives found in the Commission's Public Access Design Guidelines. Additionally, please provide feedback on the proposed public access improvements with respect to the Commission's policies on sea level rise, and environmental justice and social equity.

The seven objectives for public access are:

1. Make public access **PUBLIC**.
2. Make public access **USABLE**.
3. Provide, maintain, and enhance **VISUAL ACCESS** to the Bay and shoreline.
4. Maintain and enhance the **VISUAL QUALITY** of the Bay, shoreline, and adjacent developments.
5. Provide **CONNECTIONS** to and **CONTINUITY** along the shoreline.
6. Take advantage of the **BAY SETTING**.
7. Ensure that public access is **COMPATIBLE WITH WILDLIFE** through siting, design, and management strategies.

The Board's advice and recommendations are sought on the following issues regarding the revised design proposal.

1. **Would the proposed project concept provide adequate, usable, and attractive public access that maximizes the public's use and enjoyment of the area?**
 - a. Would the proposed concepts encourage diverse activities and create a "sense of place," which is unique, enjoyable, and inviting to the public?
 - b. Are the program areas distributed and designed to meet and balance the needs of the public? Are there any additional considerations to making the waterfront an inviting space for the public to enjoy?

- c. Is the shallow-water recreation basin attractive to swimmers and kayakers, considering the location of the Laguna Street Outfall, the active adjacent marina, the possibility of large waves and the proximity to similar recreation at Aquatic Park?
 - d. Given the Bay Plan states “parking areas should be located away from the shoreline,” is the parking area configuration responsive to site needs and constraints and designed in such a way to minimize the perceived presence of vehicles on site?
 - e. Have nature-based shoreline features like the planted rip-rap and tidal garden been incorporated to the greatest extent practicable?
2. **Are the connections to and through the public access spaces adequate and appropriate to maximize the public’s use and enjoyment of the site?**
3. **Are there adequate support facilities proposed for the water-oriented uses, including parking, vehicular circulation, restrooms, and equipment storage for launching and landing hand-powered watercraft?**
4. **Does the project design adequately address resilience and future adaptation for sea level rise?**