



## MEMORANDUM

January 19, 2024

**TO:** MEMBERS, PORT COMMISSION  
Hon. Kimberly Brandon, President  
Hon. Willie Adams, Vice President  
Hon. Gail Gilman  
Hon. Ed Harrington  
Hon. Steven Lee

**FROM:** Elaine Forbes  
Executive Director

**SUBJECT:** Request authorization to accept and expend \$7,800,000 in grant funds from the California Coastal Conservancy for the Southern Embarcadero Resilience and Enhancement Project (between Harrison Street and Townsend Street) and allow the Port's Executive Director to execute the grant agreement, subject to Board of Supervisors' approval.

**DIRECTOR'S RECOMMENDATION:** Approve the Attached Resolution No. 24-02

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### EXECUTIVE SUMMARY

Since 2018, the Port, in partnership with the U.S. Army Corps of Engineers (USACE) and city agencies, has implemented studies, pilot projects, and community outreach to prepare the Port's 7.5-mile waterfront for seismic and flood hazards. In 2018, the Port launched the Waterfront Resilience Program (WRP), a waterfront-wide outreach effort to inform communities about the flood and seismic risks identified in the Port's Multi-Hazard Risk Assessment. The assessment and outreach efforts were summarized in the 2020 Multi-Hazard Risk Assessment Northern Waterfront and Embarcadero Seawall Summary Report (MHRA Report). The Port also partnered with the USACE on the San Francisco Coastal Flood Study (Flood Study), a \$16,000,000 cost-shared study of the Port's entire jurisdiction. Through this work, the team developed seven Waterfront Adaptation Strategies, which the data pointed to as the preferred approaches for the Port to create a resilient and equitable waterfront. The ongoing Flood Study will develop

a high-level plan that considers flood risks and the associated economic, environmental, and social effects.

The proposed grant from the California Coastal Conservancy (CCC) will advance and add to these efforts by preparing site-specific plans and engineering designs that consider green-gray infrastructure opportunities (habitat enhancements incorporated into traditional infrastructure) and improvements to public access amenities along the Embarcadero between Harrison Street and Townsend Street (*see Exhibit A, Project Location*). To plan for green-gray infrastructure opportunities, the Port partnered with the Smithsonian Environmental Research Center to pilot a two-year living seawall study at three locations along the Embarcadero Seawall. The design from the proposed project could create up to one acre of wildlife habitat along a new Southern Embarcadero Seawall/marginal wharf using techniques and lessons learned from the pilot study.

This grant will leverage design and investment to be completed by the WRP early projects at Piers 26 and 28, the Strada Development at Piers 30/32 and Seawall Lot 330, and the Pacific Waterfront Partners Development at Piers 38 and 40.

The grant will provide funding for five different tasks, which include:

- Task 1 – Southern Embarcadero Promenade Resilience, Public Amenities Plan and Conceptual Design (Harrison to Townsend Streets):
- Task 2 - Pier 30/32 Demolition Plan and Design
- Task 3 - Piers 30/32 Marginal Wharf, Seawall, Promenade Design
- Task 4 - Southern Embarcadero Promenade Resilience, Cultural and Natural Resources Interpretive Program (Harrison to Townsend Streets)
- Task 5 – Project Management of Task 1-4

## **STRATEGIC OBJECTIVES**

The execution of this grant and tasks as an outcome of it, support five of the Port's strategic objectives as follows:

*Productivity:* Attract and retain tenants to build an economically successful and vibrant waterfront.

*Resilience:* Reduce seismic and climate change risks to protect the waterfront.

*Sustainability:* Advance environmental stewardship to limit climate change and protect the Bay.

*Evolution:* Evolve the waterfront to respond to changing public and Port needs.

*Engagement:* Engage constituents and public on Port functions and activities

## **BACKGROUND**

The Embarcadero waterfront was established in the early 1900s with the construction of the three-mile Embarcadero Seawall. The Seawall was constructed by digging a trench in the bay mud, filling the trench with rock and rubble to establish the Seawall. The Seawall has acted as a retaining structure for bay fill and protection from coastal flooding during storm surges. The Seawall enabled other Port infrastructure to be built (wharves, piers, sheds), a roadway, promenade, and utilities to be established above or behind the Seawall. Today, the Embarcadero is home to many piers, a ferry hub, a National Historic District, restaurants, and businesses. It is estimated that the waterfront brings 24 million people a year and the Seawall protects \$100 billion of assets and economic activity. In 2016 the National Trust for Historic Preservation listed the San Francisco Embarcadero as the 11<sup>th</sup> most at-risk Historic District due to a vulnerability analysis of the Seawall to seismic activity.

The grant project area is a 0.6-mile Embarcadero waterfront section, along the southern portion of the Embarcadero, between Harrison Street and Townsend Streets. The project area includes the Promenade, the Marginal Wharf that supports part of the Promenade and Piers 30/32, and the parking and loading lanes along the northbound lane of The Embarcadero roadway.

This section of the waterfront has four active projects that require coordinated planning and design so as they are executed the projects are resilient, function as a whole, and the public realm is functional and enjoyable. The four projects include the SFMTA-led Embarcadero Enhancement Project, the Port WRP Piers 26 and 28 Early Project, the Strada Piers 30/32 project, and the Pacific Waterfront Partners Piers 38 and 40 project.

This section is the first of multiple sections of the Embarcadero waterfront that will require site-specific plans and designs. Each section may require a different Waterfront Adaptation Strategy depending on the conditions and current elevations of the waterfront infrastructure and the severity of seismic and flood risk.

## **SCOPE OF WORK**

The following is a summary description of the task and included funding per task:

Task 1 – Southern Embarcadero Promenade Public Amenities Plan and Conceptual Design: The project will leverage outreach efforts from the WRP and develop a Technical Advisory Committee and a public outreach strategy. The proposed project will include no less than 10 meetings to seek input from stakeholders and communities on what program is desired along the Promenade and marginal wharf. Some examples from the WRP and other Port projects include an elevated marginal wharf, improved safety by creating a cycle-track, increased visibility of the water from the Promenade, additional waterfront access points, and an interpretive program. The Port will work with a consultant to develop a minimum of two alternative conceptual designs with cost estimates that integrate the four projects underway in this segment of the Embarcadero,

then select a preferred alternative. The preferred alternative plan will be incorporated into engineering designs of the Marginal Wharf, Embarcadero Seawall, and Promenade as described in Task 3 below.

*Estimated Cost of Conceptual Design - \$1,700,000.*

Task 2 - Pier 30/32 Demolition Plan and Design: The proposed project will conduct surveys and analysis for the demolition of Piers 30/32 and its Marginal Wharf, which equates to about 13 acres of bay fill. The project will develop a 50% demolition design and plan which will include specifications to be used for a future demolition contract, information to secure necessary permits, a demolition schedule, and a cost estimate. The eventual demolition of the pier area is anticipated to result in a net removal of six acres of bay fill (piles and pier deck), returning those acres to open bay habitat.

*Estimated Cost of Piers 30/32 Demolition Plans - \$500,000.*

Task 3 – Piers 30/32 Marginal Wharf, Seawall, Promenade Design: The proposed project will be to conduct surveys and analysis necessary for developing schematic plans and 60% engineering designs for the Piers 30/32 Marginal Wharf project area, which will include public amenities identified in the Embarcadero Promenade Public Amenities Plan and Conceptual Design (Task 1) for the preferred alternative. The Marginal Wharf will be raised up to 5.5 feet above the existing grade. The Embarcadero Seawall will be either reinforced or replaced. There is potential for living seawall habitat depending on tidal elevations. The Promenade will either be raised to match the height of the Marginal Wharf and seawall, or there will be steps up from the Promenade to the Marginal Wharf to account for the change in elevation. The design will also take into consideration the prevention of inland flooding (stormwater and groundwater) and the accommodation of stormwater systems.

*Estimated Cost for 65% Detail Design for Marginal Wharf - \$4,700,000.*

Task 4 - Resilience, Cultural, and Natural Resources Interpretive Program: The project will establish a Stakeholder Advisory Team that will include local historians, representatives of tribes, environmentalists, and community members to guide the development of the content of the program. They will propose and outline specific themes and refine the outline based on community and stakeholder feedback. A contractor will develop 100% engineering design for the selected medium of interpretation and storytelling (e.g., signs, art installation, kiosk, embedded digital elements) along the Promenade.

*Estimated Cost for Design of Interpretive Program - \$300,000.*

Task 5 – Project Management of above 4 Task: Port staff will manage each task to make certain tasks are coordinated and completed in a timely manner and complete the necessary reporting requirements as outlined in the Grant Agreement between the Port and the CCC.

*Estimated Cost for project management \$300,000.*

It is anticipated that tasks 1-4 will be conducted by a consultant selected through a competitive process using the Port Engineering pre-qualified pool of “As Needed”

consultants as presented to the Port Commission at the December 12, 2023, Port Commission meeting<sup>1</sup>.

## **CEQA COMPLIANCE**

The proposed project is categorically exempt from CEQA under California Public Resources Code of Regulations 14, Section 15306 for information collection because it consists of basic data collection and resource evaluation activities that will not result in a serious or major disturbance to an environmental resource. The proposed project is a part of a study leading to an action that a public agency has not yet approved, adopted, or funded. The project is also statutorily exempt under 14 Cal. Code Regulation Section 15262 in that the proposed project will result in plans and designs for future actions that have not yet been approved, adopted, or funded.

## **PROJECT SUPPORT**

The Port's grant application to the CCC was supported by Assembly Members Ting and Haney and Senator Wiener, The Association of Ramaytush Ohlone, and the Port's Northern Advisory Committee.

## **RECOMMENDATION**

Port staff requests that the Port Commission approve the attached resolution authorizing staff to accept and expend \$7,800,000 in grant funds from the California Coastal Conservancy, subject to Board of Supervisors approval; approve the Grant Agreement; and upon Board of Supervisors' approval, authorize the Executive Director to execute and implement the Grant Agreement with the CCC.

Prepared by: David Beaupre  
Deputy Director, Planning &  
Environment Division

Exhibit: Project Location Map

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<sup>1</sup> [https://sfport.com/files/2023-12/121223\\_12a\\_rfp\\_from\\_prequalified\\_pool\\_for\\_engineering\\_services\\_for\\_wrp\\_embarcadero\\_early\\_projects\\_informational.pdf](https://sfport.com/files/2023-12/121223_12a_rfp_from_prequalified_pool_for_engineering_services_for_wrp_embarcadero_early_projects_informational.pdf)

**PORT COMMISSION  
CITY AND COUNTY OF SAN FRANCISCO**

**RESOLUTION NO. 24-02**

WHEREAS, Charter Section B3.581 empowers the Port Commission with the authority and duty to use, conduct, operate, maintain, manage, regulate and control the lands within Port jurisdiction; and

WHEREAS, each year, the California Coastal Conservancy issues millions of dollars in grants for projects that restore and protect the California coast, expand public access to it, and enhance its resilience to climate change; and

WHEREAS, the proposed authorization of grant funds by the California Coastal Conservancy is consistent with the California Chapter 3 of Division 21 of the Public Resources Code, regarding the Climate Ready Program.

WHEREAS, on July 27, 2023, the Port applied for grant funds to the California Coastal Conservancy for the Southern Embarcadero Resilience and Enhancement Project (Harrison to Townsend Streets) ("Project"), and

WHEREAS, at its November 30, 2023, meeting, the California Coastal Conservancy Board adopted a resolution authorizing a grant to the Port in the amount of \$7,800,000 for the Southern Embarcadero Resilience and Enhancement Project; the California Coastal Conservancy resolution was adopted by the pursuant to, and is included in, the grantee November 30, 2023, staff recommendation, a copy of which is on file with the grantee; and

WHEREAS, the California Coastal Conservancy requires execution of its standard grant terms and conditions ("Grant Agreement"); and

WHEREAS, under the City Administrative Code Section 10.107-1, the Port must obtain Board of Supervisors' approval to accept and expend grant funds of \$100,000 or more; and

WHEREAS, the proposed Project is categorically exempt from CEQA under California Public Resources Code of Regulations 14, Section 15306 for information collection because it consists of basic data collection and resource evaluation activities that will not result in a serious or major disturbance to an environmental resource; and now therefore be it;

RESOLVED, that the Port Commission authorizes its Executive Director to seek Board of Supervisors' approval, and urges the Board of Supervisors to approve the request, to accept and expend the grant in the amount of \$7,800,000 from the California Coastal Conservancy; and be it further

RESOLVED, that, upon Board of Supervisors' approval of the grant, the Port Commission authorizes the Executive Director or her designee to act as a representative of the Port to negotiate and execute the Grant Agreement and all other agreements and instruments necessary to obtain and expend the grant monies on behalf of Port, in such form approved by the City Attorney; and be it further;

RESOLVED, that, upon Board of Supervisors' approval of the grant, the Port Commission hereby authorizes the Executive Director or her designee to implement the Project as further described in the staff report accompanying this Resolution.

***I hereby certify that the foregoing resolution was adopted by the San Francisco Port Commission at its meeting of January 23, 2024.***

DocuSigned by:

*Jenica Liu*

Secretary

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# EXHIBIT A Project Location Map

