## USACE FLOOD RESILIENCY STUDY UPDATE Port Commission Agenda Item #11A October 27, 2020

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Waterfront Resilience Program

#### AGENDA

#### Overview of the USACE Flood Resiliency Study



- Flood Resiliency Study Overview and Key Milestones
- Future Without Project
- Stakeholder Input To Date
- Focused Array
  - Measures
  - Themes and Key Findings
- Key Considerations for Port Commission
- Next Steps

## WATERFRONT RESILIENCE PROGRAM EFFORTS

#### Presentation Focus: USACE Flood Resiliency Study



### USACE FLOOD RESILIENCY STUDY AND EMBARCADERO SEAWALL PROGRAM





## **USACE FLOOD RESILIENCY STUDY**

#### **Overview and Key Highlights**



- Port is local sponsor, seeking assistance since 2012
- Local and Federal Expertise
- ~5 years (subject to waiver), 50/50 cost share
- Assess flooding under five sea level rise curves, including 3 USACE curves (low, medium, high) and two additional State of California curves
- Robust community and stakeholder
   input
- If USACE finds a Federal interest and Congress authorizes a Project:

Design/construction of project cost-shared 65% Federal, 35% Local

## USACE FLOOD RESILIENCY STUDY PROCESS

Develop, evaluate, refine, and narrow alternatives under consideration

Future Without Project (FWOP) - in process (flood damages and consequences)

#### **Detailed Economic Analysis**

- National Economic Development (NED) Account
- Regional Economic Development (RED) Account
- Other Social Effects (OSE)
- Environmental Quality

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Problems, Opportunities, Objectives, Constraints, and Considerations (POOCCs)



- Initial Array
- Focused Array We Are Here
- Final Array



National Economic Development (NED) Plan / Locally Preferred Plan (LPP)



Tentatively Selected Plan (TSP)



Feasibility Report and National Environmental Policy Act (NEPA)



## USACE FLOOD RESILIENCY STUDY ALTERNATIVES DEVELOPMENT PROCESS



PORT

## USACE FLOOD RESILIENCY STUDY MAJOR MILESTONES

Dates may be adjusted with Agency Technical Review recommendations

Winter 2020 Future Without Project **NEPA Early Scoping** August – October 2020 **Focused Array Alternatives** Winter 2020 **Final Array Alternatives** Early 2021 NFPA Notice of Intent Mid 2021 NED Plan / Locally Preferred Plan Mid 2021 **Tentatively Selected Plan** 2022



## Future Without Project Condition

Purpose and Update





## FUTURE WITHOUT PROJECT (FWOP) CONDITION

#### Purpose

1

Flood events will cause damages and impacts felt throughout the city, region and beyond as sea level rises

Account for all projects taken by the Port or City in advance of a Federal project which will impact flood risk (i.e. Mission Rock, Pier 70, Potrero Point)

2

The Flood Resiliency Study will quantify damages and impacts to determine the level of "Federal Interest"

3

Future Without Project (FWOP) is which all Federal actions are measured

There is a high likelihood of Federal investment to prevent future damages when the cost of mitigation actions are less than the potential damage



## **COMPILE ROBUST INVENTORY OF ASSETS**

#### FWOP – Step 1

Collaborated with City partners, Port tenants and other stakeholders to:

- Assign value to physical infrastructure
- Estimate impact of disruption and downtime for businesses and services
- Evaluate vulnerability of each asset to flood risk based on water depth
- Compile exhaustive database of all assets within the flood plain for use in the planning model





## **COMPILE ROBUST INVENTORY OF ASSETS** FWOP – Step 1



Assets at risk include more than:

- 40 miles of roadway
- 25 miles of muni & cable car track
- 5 miles of freight railway
- 6 fire stations
- Dozens of other critical facilities 11,000 jobs
- 360,000 regional commuters
- 2,600 residential and commercial buildings
- 13,500 residents, 58% people of color
- Wastewater functions for 580,000 residents

### **DETERMINE FLOOD SCENARIOS**

FWOP – Step 2

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## **DETERMINE FLOOD SCENARIOS**

#### Near Term/High Likelihood

 Areas that will flood earlier in the study period carry more weight in the flood damage assessment because of their high likelihood of flood risk in the near term





## **DETERMINE FLOOD SCENARIOS**

#### Long Term/Lower Likelihood

- Areas that will flood later in the study period carry less weight in the flood damage assessment because of their low likelihood of flood risk in the near term
- These assets are still important, but the benefit to cost ratio to protect these structures on an individual basis will be lower

PORT



100 years flood event + 3' SLR

## PLANNING MODEL TO ANALYZE FWOP DAMAGES

#### FWOP – Step 3





## **COMPILE FLOOD DAMAGES TO USACE ACCOUNTS**

USACE has several categories to classify damages, which all carry different weight in selection of a flood risk mitigation plan:

National Economic Development (NED)	Changes in the economic value of the national output of goods and services. NED effects are displayed in monetary values.
Environmental Quality (EQ)	Non-monetary effects on ecological, cultural, and aesthetic resources including the positive and adverse effects of ecosystem restoration plans.
Regional Economic Development (RED)	Changes in property values, business revenue, employment, regional and state tax impacts.
Other Social Effects (OSE)	Impacts to population distribution, health and safety, social connectedness, economic vitality, community identity, and leisure and recreation.

## USE OF ACCOUNTS IN DEVELOPMENT OF PLAN RECOMMENDATIONS

Complete Plans Consider All Four Accounts Holistically

- All of the accounts are available to be used in comparison of complete plans through evaluation against the FWOP baseline, but the NED account is the only account used for determination of the benefit-to-cost ratio, such that it is desirable from a local perspective to count as many USACE policy compliant damages in the NED account as possible to maximize Federal funding.
- While not all damages will be recognized in the NED account, the City will leverage the other accounts (RED and OSE) to inform the Locally Preferred Plan (LPP).
- Various metrics are used to predict the **quantitative impacts** of the FWOP and the **benefits** of plan alternatives.



## FUTURE WITHOUT PROJECT (FWOP)

#### Summary

The Future Without Project (FWOP) scenario effectively defines the size and scope of a potential federal investment in flood risk reduction for the San Francisco waterfront

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Due to the complexity of the San Francisco Waterfront and challenges with USACE technical tools, this milestone is delayed

3

The Port and USACE have been working together to identify to accurately define the potential federal investment, consistent with USACE rules, policies, and guidelines The study is at the nexus of several issues that are new to USACE:

- Use of the computerized life-cycle planning model (G2CRM)
- Application of future tidal flood damages which equate to frequent disruption of city function
- Integration of RED/OSE into decision making – updated USACE policy in development

## Stakeholder Engagement

A community-driven process





## **COMMUNITY & STAKEHOLDER ENGAGEMENT OVERVIEW**

#### **Ongoing Engagement**

- The Port is proud to work with a diverse group of LBE, WBE, and MBE subcontractors to plan and execute engagement, which has included:
- •Connected with thousands of San Francisco residents at City wide neighborhood events
- •Community meeting series in three waterfront geographies
- •Casual "mixers" to engage key stakeholders and interested public
- Digital engagement
- •Youth engagement
- Public housing engagement
- •Over 100 presentations to neighborhood, business, community, and CAC groups along the waterfront and citywide
- Targeted Port tenant engagement



## STAKEHOLDER ENGAGEMENT HIGHLIGHTS

# Ongoing engagement with City departments, local and regional agencies, resource agencies, and more





- The Interagency Coordinating Team, which is convened jointly by USACE and Port staff, enables each agency to partner in the Study
- A Cooperation and Participating Resource Agency Working Group (RAWG) was established consisting of representatives from the USACE, the Port, and the various State and Federal agencies concerned with the study area

## **COMMUNITY MEETINGS**

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#### Feedback via digital meetings on seismic and flood risk reduction measures



What we heard:

- Understanding of the challenges of applying measures
- •Balancing near- and long-term risk
- Interest in preserving historic resources
- Focus on Bay ecology and health
- •Desire to preserve and enhance access to and along the waterfront
- •Interest in exploring alternative modes of transport

## **DIGITAL ENGAGEMENT HIGHLIGHTS**

#### Feedback via Waterfront Resilience Story Maps and a Measures Explorer





#### https://www.sfportresilience.com/planning-for-our-future



- To date, there have been more than 100K page visits across all Measure Explorer and Story Maps pages
- The top three measures with the most page views: Levees, Floodwalls, Seawalls
- The top three Story Maps with the most pages views: South Beach, Aquatic Park, Fisherman's Wharf
- The top three themes with the most page views: Open
   Space, Transportation,
   Maritime

## Focused Array

Introduction and Overview

Waterfront Resilience Prog

- LARST THE STORE

## **FOCUSED ARRAY ITERATION WORK**

#### Subarea Material Development

- To support the Focused Array work, the team developed material at a subarea scale to provide detailed information on:
  - Existing Conditions
  - Assets and services
  - Stakeholder priorities
  - Flood and seismic hazards
  - Risks and consequences
  - Existing and proposed projects
  - Measures and Approaches

in the entire project area which includes both Port and City

- Relied on knowledge from City staff to refine understanding of assets and services in the City
- Using an integrated team to develop alternatives that address issues in an integrated way – flooding and seismic
- Public feedback informed goals, assets, evaluation criteria to support a transparent decision-making process

### **USACE FLOOD RESILIENCY STUDY AREA**

#### Subareas support community prioritization and evaluation of conditions / measures



#### **SUBAREA PROFILES**

#### Subarea Overviews

PORT





- One of the many tools created to support the development of alternatives
- All Subarea Profiles, POOCCs, and Flood Risk Profiles for all 15 subareas are online
- Includes data on flood and seismic risk
- Includes communityprioritized assets

SUBARCA DESCRIPTION
The Heron's Head subares primarily consists of the 21-acre Heron's
Head Tark, enginelia constructed as part of hower-completed
than a final, enginelia constructed as part of hower-completed
as an inductional lears. It now how to native plant and more than
10 bird species and one of the few wetlands on San Francisco,
using
the second seco

• Fouldation of admits this is areas outside of the Enhancedere Seawal Program are based on engineering judgement and will be updated once the Southern Warefred Schnick Videorably Assessment is compared in 5 physical 2012.
• The timing of exactal flood events that will cause algebraic theoring physical as a range of dates based on the sea level rise projection scenarios provided by the California Oscient Protection Quarka (QPC) parts to Liday and in 24 million Quarka (Cancernee prejections.

Waterfront Resilience Program | Subarea Profile | Page 1 of 4

Waterfront Pasilianan Personan | Subarra Perfile | Pasa 1 -

#### **PROBLEMS, OPPORTUNITIES, OBJECTIVES, CONSTRAINTS AND CONSIDERATIONS**

#### Subarea Scale "POOCCs"



Ferry Building Subarea 2-2

Fisherman's Wharf Subarea 1-2

Subarea Description





to loss of jobs, tourism, and tax revenues, causing significant economic

and those who cannot work remotely would be most impacted. This s

The subarea's one-mile shoreline is entirely engineered and includes

Landmarks of this subarea include the Central Embarcadero Historic I

National Register. In 2016, it was named one of America's 11 most en

Historic Preservation. This annual list identifies the nation's architectu

irreparable damage. Loss or damage of the Ferry Building, the adjacer

impact the area's historic district, affecting tourism and potentially lea

Piec 1 was rehabilitated and serves as the Port of San Francisco heads

a Bayside History interpretive walk through the bulkhead building and

be used for public functions. The bulkheads of Piers 1.5, 3, and 5 have

Bayside History interpretive walk, and office space. Pier 3 is an open-o

public access. The Pier 24 Annex houses the Pier 24 Photography art (

Across from the Ferry Building, Embarcadero Plaza, with its Vailancou

between the City and the Bay. It connects the Embarcadero and Mari

<sup>1</sup> The San Francisco Bay Trail. Available at http://baytrail.org/.

Problems, Opportunities, Objectives, Constraints, and Co

Subarea 2-2: Ferry Building

Embarcadero Seawall and historic piers

due to COVID-19

Subarea 1-2: Fisherman's Wharf

area for the sea lions and the Aquarium of the Ray. Pier 39 als and the Blue & Gold Fleet, which provides sightseeing boat to and a water taxi dock. Many restaurants, stores, and addition California's top visitor serving destinations. Additional facilitie Castagnola's, Pier 39 garage (Seawall Lot 311), the Port harbor a variety of commercial stores, fish processing, and industrial

Pier 45 docks historic vessels, including the Jeremiah O'Brien \ remains a key maritime asset with modern fish processing opr with active berths along Sheds B and D. Shed C and the corpo in a 4-alarm fire on May 23, 2020. Pier 45 is also home to the

Pier 49, located near the base of Pier 45, includes the Fisherm restaurants, including The Grotto, Alioto's, and Tarantino's, a) Street Pier and Pier 45. is home to Scoma's restaurant, and a White Fleet terminal and Franciscan Orab Restaurant at Pier 4 include a ferry terminal for the San Francisco Bay Ferry, which

Many of the tourist destinations, shoreline access areas, and s San Francisco Bay Trail, a regional trail system that is designed estuary through all nine counties. There is also a Bay Area Wa EZ Launch Accessible Transfer System that connects to woode in and out of the water. The system also includes launch roller to sit, slide over, or drop down into a kavak or cance, as well a Area Water Trail boat launch are storage racks with room to s short-term use to explore Pier 39.



Problems, Opportunities, Objectives, Constraints, and Considerations



Subarea 4-2: Islais Creel

Islais Creek

365 days a year, and serves about two-thirds of San Francisco residents, or over 580,000 people as of 2016. Neighborhood served by the plant include the Marina, Financial District, South of Market Area, Mission, Hunters Point, and Visitacion

More than 80 percent of the total annual wastewater flow from the city is processed by the Southeast Treatment Plant. Wastewater and stormwater are transported through a network of transport and storage facilities, sewers, and five highcapacity pump stations prior to reaching the Southeast Treatment Plant. Treated wastewater and stormwater is discharged to the Bay through an offshore outfall near Pier 80.

Disaster response assets, such as fire stations and hydrants of the Emergency Firefighting Water System (EFWS; also known as the Auxiliary Water Supply System or AWSS), are in the subarea. The EFWS is supplied by the local potable water system and saltwater from San Francisco Bay and distributed via a separate pipe network from the potable water system:

The subarea contains the northern portion of the 3rd Street neighborhood commercial district. Third Street, including the Muni T-Third Light Bail Line (Muni T-Line) is a critical north-south transportation route for Bayview residents. Third Street and the Muni T-Line cross Islais Creek along the Third Street Bridge. The other roadway crossing over Islais Creek is Illinois Street, via the Illinois Street Bridge. The Illinois Street Bridge primary serves to provide railroad and heavy ruck access to Piers 90-96, while also relieving congestion on Third Street. Illinois Street and the Illinois Street Bridge are also part of the City's disaster response system

Within the Islais Creek inlet, the shoreline is primarily engineered, but small strips of natural shoreline are located betwee the inlet and the inland developed areas. Some of these areas are designated as parks with public shoreline and trail access.

The City received funding from Caltrans to develop strategies to address sea level rise and coastal flooding adjacent to Islais Creek through the Islais Creek Adaptation Strategy. The project will develop near-term resilience measures, mid-term adaptation, and a long-range vision for the Islais Creek shoreline that protects transportation infrastructure, enhances shoreline access and habitat, and increases community resilience in adjoining neighborhoods, Islais Creek is also included in the Port and U.S. Army Corps of Engineers Flood Study, which is analyzing flood risks along San Francisco's bayside shoreline

The Islais Creek channel is also part of the Port of San Francisco Piers 80-96 Maritime Eco-Industrial Strategy (Maritime Eco-Industrial Center), which is generally bounded by 25th Street on the north, Illinois Street on the west and Cargo Way on the south. The Port defines the Maritime Eco-Industrial Center as an area that co-locates maritime industrial uses to enable

Waterfront Resilience Program | POOCC | Subarea 4-2 Islais Creek | Page 1 of 7

neighborhoods surrounding Islais Creek. It includes

section of the Bayview Hunters Point neighborhood

The area contains several key infrastructure assets. including the Southeast Wastewater Treatment Plant,

Francisco's largest wastewater facility. It is responsible for treating flows from the City's Bayside in addition to

minor flows from Daly City and Brisbane. The Southeast Treatment Plant operates 24 hours a day.

as well as multiple transportation storage. maintenance, and operation facilities that serve the The Southeast Wastewater Treatment Plant is San

north of Palou Avenue

the industrial zone surrounding the western portion of Islais Creek, Islais Creek Channel, and the northern

Vaterfront Resilience Program | POOCC | Subarea 1-2 Fisherman's Wharf | Page 1 of 1



Informed by City department ٠ engagement, community meetings, events and advisory group discussions, City and Port plans and policies and direct review and input from Port staff

## **FLOOD MEASURES**

PORT

#### Draft flood improvements under consideration by the Port



## **EMBARCADERO SEAWALL SEISMIC MEASURES**

Draft seismic improvements under consideration by the Port



Adaptation for Sea Level Rise



## Focused Array Themes

Key Findings from Themes

Waterfront Resilience Program

PORT



## **FOCUSED ARRAY THEMES**

#### Introduction and Overview by Measure Classes



- A theme is a planning tool to spark brainstorming of alternatives
- A theme can serve as an alternative that addresses a set of specific issues and illuminate trade-offs
- Some themes work better in certain locations and not as well or at all in other locations
- Themes may include ideas that also address issues from other themes

## **OVERALL KEY FINDINGS FROM FOCUSED ARRAY DEVELOPMENT**



#### PIERS

The piers are not likely to be included in the federal interest because the NED cost benefit ratio for most of these assets will likely not meet required thresholds



#### **CREEK CONSIDERATIONS**

The approaches for flood risk reduction at the creeks are very challenging due to combined flood risk and the presence of low-lying bridges



#### NON-STRUCTURAL MEASURES

USACE policy requires the consideration of non-structural measures, such as relocation, waterproofing, ring walls and structure elevation increases for assets, and local policies and zoning

## **OVERALL KEY FINDINGS FROM FOCUSED ARRAY DEVELOPMENT**



ECOLOGICAL ENHANCEMENTS

Ecological enhancements to structural measures are broadly applicable throughout the waterfront



#### ADAPTATION ZONE

In many areas of the waterfront, there is a narrow space within which to place flood measures, requiring work in the road or the Bay or both



#### LEVEL OF FLOOD PROTECTION

The Port, City and USACE need to establish a desired level of flood protection to further inform the Flood Resiliency Study



## **OVERALL KEY FINDINGS FROM FOCUSED ARRAY DEVELOPMENT**



#### INTEGRATED ALTERNATIVES

An integrated alternatives process that combines both seismic and flood risk measures is critical for most of the San Francisco Waterfront



#### INTERAGENCY COORDINATION

A significant amount of the flood risk is inland of the Port's jurisdiction and engagement and partnership with City departments has been and will remain critical



#### CONSTRUCTION CONSIDERATIONS

Many of the flood risk reduction approaches will require large construction areas and at least temporary disruption

Structural Measures / Northern Waterfront



Structural Measures / Southern Waterfront

## Mission Bay identified measures include:

10 17 15 9

N NESS AVEL

- Levee with revetment

INLAND STRUCTURAL MEASURES BREAKWATERS - EVALUATION IN

FUTURE DESIGN PHASES

Raised pathway / Raised featuresNative, Vegetated Terraces

Islais Creek identified measures include:

- Tidal gates and barriers
- Raised bridges

28 30-32

- Raised pathways / Raised features

Breakwaters

0 2500' Piers 80/94/96 identified measures include:

Ν

- Raised features
- Raised wharves
- Ecological improvements

Pier 92 identified measures include:

- Raised pathway
- Raised features
- Earthen levees

Tidal Gates 38

#### Non-Structural Measures

#### **Considerations :**

- Ground improvements may be required for future development and to maintain existing uses
- Piers may not be covered by federal interest / NED

POLICY CONSIDERATION, INCLUDING STRUCTURE RELOCATION AND REMOVAL

**Raised Bridges** 

- Zoning, raising structures, water-proofing and relocating assets and services

BARCADERO

- Site specific measures at high consequence assets (Muni Portal, BART)



#### Non-Structural Measures

**Raised Bridges** 



ECOLOGICAL MEASURES

ECOLOGICAL ENHANCEMENTS

### Ecological Measures / Northern Waterfront



Fisherman's Wharf **Embarcadero Ecological Ecological Measures:** 2500 **Measures:** - Vegetated Terraces at Pier 39 - Vegetated Terraces at Rincon Park - Ecological enhancements of the seawall - Beach nourishment at Aquatic Park along the Embarcadero - Ecological enhancement of the breakwater between Pier 45 and Pier 39 **Mission Creek Ecological Measures:** 

> Structural Measures Ecological Enhancements:

- Tide pools units
- Textured concrete
- Shellfish reefs
- Vegetated revetments

### **MEASURES KEY FINDINGS** Ecological Measures / Southern Waterfront

| | | **|** €

#### Piers 80/94/96 Ecological Measures:

 Combination of stepped slopes and vegetated revetments softening the edges at Warm Water Cove, Pier 94 wetlands and Heron's Head.
 Ecological enhancements of Pier

80/94/96

#### Structural Measures Ecological Enhancements:

- Tide pools units
- Textured concrete
- Shellfish reefs
- Vegetated revetments

ECOLOGICAL MEASURES

#### Islais Creek Ecological Measures:

 Stepped slopes reshaping the geography of Islais Creek

**Central Waterfront** 

**Ecological Measures:** 

- Combination of beaches and

at Bayfront Park and Pier 70

vegetated revetments bayward

### **TRENDS TO INFORM FINAL ARRAY**



0 2500<sup>,</sup>



**Embarcadero:** 

nearshore

A combination of hard edges

and structural systems

ecologically enhanced,

located within the array

between Embarcadero and

#### Piers:

Policy considerations and flood risk reduction at bulkhead wharves and bulkhead buildings

#### Central Waterfront: Ecological soft edge combined with a raised edges protecting inland assets and parkway/pathway for entire length of waterfront

Mission Creek: Ecological soft edge combined with a raised pathway protecting inland assets, raising bridges

#### Prot uses and

#### Islais Creek:

Protecting the maritime uses by raising the edges and softening the back of the creek



## Key Considerations for Port Commission Input

Waterfront



## **KEY CONSIDERATIONS FOR PORT COMMISSION INPUT ON FOCUSED ARRAY** Historic Piers



- If successful, the Flood Resiliency Study will result in Federal funding for a coastal flood protection project to protect San Francisco from flooding and sea level rise, subject to a benefit cost ratio that determines a Federal Interest
- As Port staff who are participating in the PDT advance this analysis with USACE, are there any objectives and guidance from the Port Commission we should consider in relation to historic piers?
- There remain other investment strategies – including pier rehabilitation and floodproofing individual piers – that can allow the piers to function through much of this century

## **KEY CONSIDERATIONS FOR PORT COMMISSION INPUT ON FOCUSED ARRAY**

#### Non-Structural Measures



- In addition to evaluation of structural and ecological measures, USACE requires that alternatives include policy measures, such as building code requirements to flood proof or elevate buildings in a flood plain, building or asset relocations, and coastal setback limits
- As the PDT advances the analysis of non-structural measures, are there any objectives and guidance from the Port Commission that the team should consider?
- For instance, in addition to core maritime functions that must remain at the water's edge, are there other specific functions that cannot be moved upland?

### **KEY CONSIDERATIONS FOR PORT COMMISSION INPUT ON FOCUSED ARRAY**

#### **Ecological Measures and Enhancements**



- While parts of the Port's
  waterfront are human-made and
  include steep and often
  vertical slopes, the Resilience
  team has identified that are
  potential ecological enhancements
  that can improve Bay habitat along
  most of the Port's waterfront
- We are pursuing a pilot called the Ecological Seawall Pilot Project to test this approach
- Is ecological enhancement along the Seawall and in the creeks an important value to the Port Commission?



## **KEY CONSIDERATIONS FOR PORT COMMISSION INPUT ON FOCUSED ARRAY**

#### Seismic and Flood Protection



- Staff has been operating on the assumption that it is better to build projects that increase seismic safety and provide future flood protection, wherever possible or having the seismic safety alternatives serve as a foundation for future actions to reduce future flood risk
- Port staff will also be evaluating this objective as we develop Proposition A project alternatives for Commission consideration early next year
- When staff presents Proposition A alternatives, we will share any tradeoffs associated with this approach compared with options that focus primarily on seismic safety

## Next Steps





## **NEXT STEPS**

Finalize Future Without Project analysis and policy compliance reviews

Refine and revise POOCCs based on input received from Port Commission and stakeholders

Continue iterative alternatives development and evaluation, informed by technical studies and stakeholder input

Commission engagement through a series of meetings in January, February, and March to gain strategic direction

Ongoing community and stakeholder engagement





# Thank You!

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