

MEMORANDUM

June 7, 2019

TO: MEMBERS, PORT COMMISSION
Hon. Kimberly Brandon, President
Hon. Willie Adams, Vice President
Hon. Gail Gilman
Hon. Victor Makras
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Executive Director

SUBJECT: Informational presentation on Mission Bay Ferry Landing Project to be located at 16th Street and Terry Francois Boulevard.

DIRECTOR'S RECOMMENDATION: Informational Only; No Action Required

EXECUTIVE SUMMARY

The Mission Bay Ferry Landing (MBFL or the Project) will provide critical regional ferry service to and from the Mission Bay neighborhood, one of the fastest growing neighborhoods in San Francisco, as well as the Dogpatch, Potrero Hill, Pier 70, and the Central Waterfront neighborhoods.

The MBFL will provide the capability to berth two ferry boats simultaneously and will be located on Terry Francois Boulevard approximately 100 feet south of 16th Street (Refer to the attached General Site Plans, Exhibit 1, 2, and 3).

Staff estimates that, after completion, the MBFL will have the capacity to handle up to 6,000 passengers per day. The ferry landing is essential to alleviate current regional transportation overcrowding, and provide transportation resiliency in the event of an earthquake, BART or Bay Bridge failure, or other unplanned events.

This staff report provides an informational update on the status of the project.

STRATEGIC PLAN

This Project supports the goals of the Port's Strategic Plan as follows:

- **Stability** - Maintaining the Port's financial strength by maximizing the value of Port property and increasing revenue. Attract and retain tenants that build an economically viable Port.
- **Livability:** Increasing the proportion of funds spent by the Port with LBE, and micro-LBEs, and by proactively working with transportation agency partners to ensure integrated transportation plans to ease traffic congestion on the waterfront.
- **Sustainability:** Implementing leasing and development policies that support the City's climate goals and minimizing carbon emissions.
- **Economic Vitality:** Expanding the system of active water berths for visiting transportation vessels.

BACKGROUND

The Port and San Francisco Water Emergency Transportation Authority (WETA) are pursuing development of the MBFL to create a hub for ferry service into San Francisco that will address regional transportation demand generated by current and future development near Mission Bay. A water taxi landing is also proposed as part of the design and permitting, however, a funding source has not been identified.

The ferry landing would sit within a half mile of approximately 11,000 new housing units, 7 million square feet of new office and commercial space, over 1 million square feet of new retail space and 70 acres of public open space. Additionally, the ferry landing location is planned within one block from the Muni T-Third line, which is currently undergoing improvements, including an extension to San Francisco's Chinatown neighborhood. The ferry landing will be within easy walking distance to the UCSF Mission Bay hospital and campus, the new Chase Center (the new home of the Golden State Warriors), and to San Francisco's related life sciences community.

A ferry terminal located in the Mission Bay section of San Francisco has been included in plans for the area dating back to 2004. The Port of San Francisco, working with WETA, conducted a planning study to analyze several candidate locations for a Mission Bay Ferry Terminal in early 2015. The Port Commission adopted a Memorandum of Understanding between the Port and WETA was adopted by the Commission in December 2016. The MOU defined roles and responsibilities for the planning and ultimate design of a potential Mission Bay ferry facility. Staff intends that a subsequent MOU will determine the long term ownership and maintenance responsibilities.

The Port is planning, designing and constructing the MBFL Project. After it is complete, the Port intends to propose for the Port Commission's consideration and approval, the transfer the waterside assets (float, gangway, pile-supported structures) to WETA for ownership. As staff currently contemplates, this future arrangement would allow WETA to operate the facility which will also be available to Golden Gate Ferry. Port staff envisions a negotiated agreement under which WETA will be responsible for maintaining the waterside assets while the Port will maintain the landside assets (landing area).

To date, the Port and City have funded all planning and development activities – a total expenditure of nearly \$7 Million – with WETA providing in-kind staff time as the project has progressed through the development process.

On July 12, 2016, the Port Commission authorized Port staff to advertise a Request for Proposals to solicit professional architectural and engineering consulting services for design and development support of the MBFL Project.

On November 10, 2016, the Port Commission authorized Port staff to award a contract to the engineering group, COWI/OLMM Joint Venture (referred to herein as COWI).

SITE OVERVIEW

The MBFL Project would be located on the San Francisco Bay, within the Port of San Francisco's Mission Bay/Central Waterfront area. The proposed Ferry Landing site would be located on Port property within the Mission Bay neighborhood near the intersection of Terry A. Francois Boulevard and 16th Street, adjacent to Agua Vista Park and near the planned Bayfront Park.

The Project involves the design and construction of a single-float, two-berth Ferry Landing to provide regional ferry service to the Mission Bay area and surrounding neighborhoods. The facility would include a pier and connecting ramp, gangway, and float, and would be covered with a translucent canopy. The facility design will accommodate all current and future WETA, Golden Gate Transit, and San Francisco Fire Department vessels.

A plaza has been designed to encourage pedestrian traffic from the Ferry Landing as well as from the adjacent parks and Bayside Trail. Integrated benches, lighting, signage, and decorative bollards will encourage organized queuing. The plaza will be designed to accommodate storm water drainage and decorative planting. Utilities will be installed for water, firewater, electrical, irrigation, and telecommunications for card clipper readers and other uses. The Project will also include a connection for the San Francisco Fire Department to connect into the Auxiliary Water Supply System being installed by Public Works.

Dredging

The project design requires removing approximately 9 acres of dredging sediment from the project site for navigational requirements for future vessel landings. Unfortunately, required sediment characterization studies revealed elevated concentrations of hydrocarbons (PAHs) in portions of the dredged surface. After consultation with the applicable agencies, the Port proposes to remove additional contaminated sediments, add a layer of clean sand, and place an erosion protection cap over sediments that will remain in place to mitigate the risk of aquatic receptor exposure to PAHs.

The cap area (including side slope) would encompass a 1.67-acre portion within the overall dredge boundary for the Ferry Landing. This remedial action would improve the overall water and sediment quality within the project vicinity. The Port will also be required by regulatory agencies (Bay Conservation Development Commission (BCDC),

National Marine Fisheries Service (NFMS), United States Army Corp of Engineers (USACE) and Regional Water Quality Control Board (RWQCB)) to pay for mitigation for the dredging as well as for the impacts of the cap on flora and fauna habitat.

Sea Level Rise

The pier and landing facility is designed to be resilient through 2070 while still adhering to Americans with Disability Act (ADA) accessibility requirements and remaining adaptive for future sea level rise.

FERRY SERVICE

The Project will facilitate commute service to and from Alameda-Oakland, Vallejo, and potentially Larkspur. As planned, this Ferry Landing will provide capacity for transit service for special events at the nearby Chase Center for all Golden State Warriors' games and approximately 20 additional events per year. The Ferry Landing would serve the two ferry operators on San Francisco Bay: 1) WETA, operating as San Francisco Bay Ferry, and 2) Golden Gate Bridge, Highway and Transportation District (GGBHTD), operating as Golden Gate Ferry. There will be potential for limited private excursions to berth at the landing.

WETA estimates passenger usage of 750 commuters in each morning and evening as well as up to 2,000 passengers from special events in the evening. It is assumed that additional passengers would arrive for special events on the commuter service. In sum, nearly 6,000 passengers would potentially use the landing in a given day.

PROJECT STATUS

The Port has been working for the last 20 months on the design and permitting of the MBFL. The design is complete and the permits are expected to be issued in late September 2019. Project staff is preparing bid construction documents for solicitation later this year. Port staff will present future items to the Port Commission related to transfer of the waterside assets of the Project, an operational MOU, funding, and authorization for bidding of the construction contracts.

OTHER RELATED PROJECTS

Agua Vista Park

Agua Vista Park is just to the south of the Project. The Port is improving the Park with 2012 Clean and Safe Neighborhood Parks Bond proceeds and ensuring the design integrates into the flow of the adjacent ferry plaza. The City Public Works department is completing the design of the park improvements which is scheduled for completion in the fall of 2019. Port staff is evaluating bidding the Park construction scope with the Ferry Plaza work described above.

Terry Francois Boulevard Relocation and Bayfront Park

The relocation of Terry Francois Boulevard to the west and Bayfront Park construction to the north are separate projects by the Mission Bay Development Group. Those improvements should be complete as the Ferry plaza starts construction. The MBFL team has considered these projects in their design.

Interim Ferry Landing at Pier 48.5 Marginal Wharf

As a separate project, the Port, the Water Emergency Transit Agency (WETA), Golden Gate Ferry and the Golden State Warriors have partnered to install a temporary ferry landing facility on the south side of Pier 48, which likely will be available for ferry service on October 1, 2019 until the MBFL is completed.

COMMUNITY OUTREACH

The Port has conducted extensive community outreach on the MBFL Project. Port outreach included presentations to Central Waterfront Advisory Group, Southern Waterfront Advisory Group, Mission Bay Citizens Advisory Committee, Bay Area Council, Dogpatch Neighborhood Association, SF Bicycle Coalition, South Beach Harbor Neighborhood Association, Golden Gate Audubon Society, as well as response to individual queries from citizens referred by the Port website and other meetings.

FUNDING AND BUDGET

Refer to Table 1 for a summary of the funds, construction costs and funding sources. The Port and City committed approximately \$7 million for the design and entitlement of the project. The Port has also secured approximately 50% of the estimated construction phase funding and anticipates securing the remaining funding and returning to the Port Commission to seek funding and bidding approval by Fall 2019. Working with WETA, the Port will intend to secure \$25 million from the recent voter-approved bridge toll increase, Regional Measure 3 (RM3). While RM3 funding has been delayed by litigation, the Metropolitan Transportation Commission is now optimistic that all lawsuits will be resolved in time to meet our schedule for awarding the Project construction contract. The Port is working with WETA to advance the Port's RM3 funding request to the Metropolitan Transportation Commission (MTC) for their approval and will return to the Port Commission and Board of Supervisors for authority to enter into an MOU with WETA to accept and expend the funds.

TABLE 1: SUMMARY OF USE OF FUNDS AND FUNDING SOURCES

	Total (\$M)
Uses of Funds	
Project Management	\$1.8
Design/Entitlements	\$5.2
Construction*	\$38.7
<i>Fixed Pier, Float, and Gangway</i>	\$21.5
<i>Dredging and Cap</i>	\$12.0
<i>Shoreside Construction**</i>	\$2.5
<i>Construction Management, Inspection, Monitoring, and other costs</i>	\$2.7
Total Estimated Uses	\$45.7
Funding Sources	
Secured – Planning Phase Budget	\$7.0
<i>Port capital</i>	\$3.5
<i>General Fund support</i>	\$3.5
Secured – Construction Phase Budget	\$9.7
<i>General Fund support (bridge loan repaid by development impact fees)</i>	\$1.2
<i>Office of Community Investment & Infrastructure (OCII)</i>	\$8.4
Unsecured – Construction Phase Budget	\$29.0
<i>Private contributions</i>	\$4.0
<i>Regional Measure 3</i>	\$25.0
Total Planned Sources	\$45.7

* Pending final permit conditions, includes 10% construction contingency, escalation through 2021, and does not include the construction of the water taxi.

** Does not include Agua Vista Park.

PERMITS

Port staff secured a CEQA Mitigated Negative Declaration in September 2018. Port staff has actively engaged and worked with the regulatory and resource agencies to review the proposed project design and specifications, provide briefings presenting investigation results, and to develop sediment management and dredging plans in compliance with environmental regulations. We anticipate completion of all environmental project permits in September 2019 from NMFS, RWQCB, BCDC, and USACE.

LBE OPPORTUNITIES

The current COWI professional engineering contract, with an authorized funding of \$4,766,535, is exceeding the applicable 20% Local Business Enterprise (LBE) Goal, with LBE subcontractor participation of 28% (43% if including the Joint Venture LBE Partner).

Port staff is working with CMD to research ways to increase available LBE participation on the future CM/GC contract given the overwater and specialty work.

State funds allocated to the Port under bond measure RM3 might impose restrictions that would require implementing the state Disadvantaged Business Entity (DBE) contracting program instead of the City's LBE contracting ordinance. Port staff are aware of this possibility and researching the implications,

PROJECT DELIVERY METHOD

CM/GC (Construction Manager/General Contractor) is the Port staff recommended delivery method for Project construction. This method is recommended for projects of this anticipated budget and complexity. CM/GC will allow Port staff to collaborate with a qualified contractor to develop a guaranteed maximum price that meets the complex construction planning and environmental permit requirements including meeting spending requirements of some of the funding sources. The San Francisco Admin Code also allows the CM/GC to negotiate subcontracts for trade work as appropriate for the project up to an amount not exceeding 7.5% of the total estimated construction costs.

SCHEDULE

Staff is targeting a June 1, 2020 construction start. Below is a summary of the milestones:

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|---|----------------|
| • NTP Professional Services (A/E) Contract | February 2017 |
| • 100% Design Complete | March 2019 |
| • Receive All Environmental Permits | September 2019 |
| • Port Commission considers Authorize to Advertise Construction | July 2019 |
| • WETA Board Adopts RM3 Plan/MTC Adopts RM3 | September 2019 |
| • Port Commission considers Authorize to Award CM/GC Contract | October 2019 |
| • WETA Board considers MBFL RM3 Request/Port MOU | October 2019 |
| • Port Commission considers MOU with WETA | October 2019 |
| • MTC Board considers MOU with WETA on RM3 | November 2019 |
| • BOS acts on Accept and Expend resolutions MBFL RM3 Funds | November 2019 |
| • Port Commission considers Authorize to Award Construction | March 2020 |
| • Notice to Proceed | May 2020 |
| • Construction/Fabrication Start | June 2020 |
| • Construction Complete | End 2021 |

The major schedule constraint is the in-water work window for pile driving and dredging, which is limited to between June 1 through November in any given year. Because of this limitation, a delay in the start of construction could jeopardize completing the in-water work during the available window and delay completion out by a year.

NEXT STEPS

Port staff will continue to secure permits and funding and are preparing bid documents. Port staff will also return to the Port Commission to seek authority to advertise for construction and to consider approval for actions regarding RM3 Funding with WETA, Board of Supervisors, and MTC in order to appropriate the remaining construction funds for the project.

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Project Manager

For: Rod Iwashita
Chief Harbor Engineer

Exhibits:

Exhibit 1- Project Site Location (Map)

Exhibit 2- Site View (Map)

Exhibit 3- General Site Plan (Map)

Exhibit 4- Area Development and Transportation (Map)

Exhibit 5- Ferry Landing Perspective View 1

Exhibit 6- Ferry Landing Perspective View 2

Exhibit 7- Ferry Landing Dredge Cap Plan (Map)