



SHORELINE UPDATE

COUNCIL WORK SESSION
JUNE 14, 2021

OVERVIEW

- BACKGROUND
- CURRENT CONDITIONS
- SHORELINE DEVELOPMENT
- COMMUNITY PARK





BACKGROUND



LISJAN/OHLONE PEOPLE

- Aboriginal homeland of the Lisjan (Ohlone) peoples, in territory of Huchuin
- Daily lives closely tied to seasons and natural cycles of animals and plants
- Winters spent in main village usually located near shores of San Francisco Bay
- Fish, shellfish, and waterfowl were hunted, and stores of acorns and grass seeds used to get through the cold season



Picture source: National Park Service

EARLY SHORELINE HISTORY

1906

- Earthquake brought end to flourishing oyster business (tremors released oil deposits that polluted beds)

1920s-30s

- Use of area as a dump
- Raw sewage sent to Bay
- WPCP built in late 1930s as WPA project
- Local realtor offers to gift City land for park (declined by City)
- Beach and yacht harbor proposed to Army Corps of Engineers (declined)

1940s-50s

- Small craft harbor study presented to ACE (declined)
- \$5K loan from State for harbor planning study
- Council-appointed SL Citizens' Shoreline Committee formed

FORMATION OF HARBOR & MARINA

1960-63

- Original small boat harbor and channels constructed at City's cost (\$110K Cal-Boat loan)
- Dredging spoils used for dike construction and landfill
- Harbor opens with 139 berths

1970-72

- Harbor Expanded
- Channels 1-4 federalized
- Congressional authorization mandated provision of dredge disposal site (Dredge Materials Management Site – DMMS)

1984

- Channel 2 abandoned
- Channel 4A established
- Due to siltation issues, boat launch ramp relocated to current location

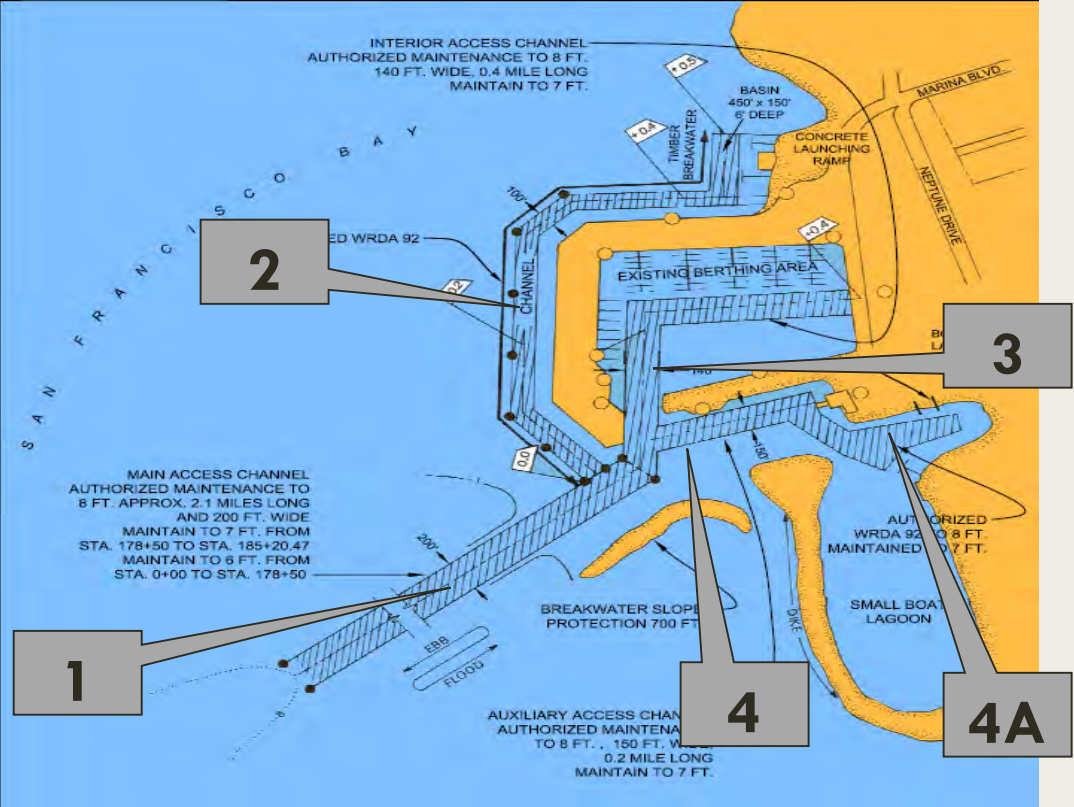
1991

- Concrete docks installed (Cal-Boat loan)
- Harbor reconfigured to 462 berths

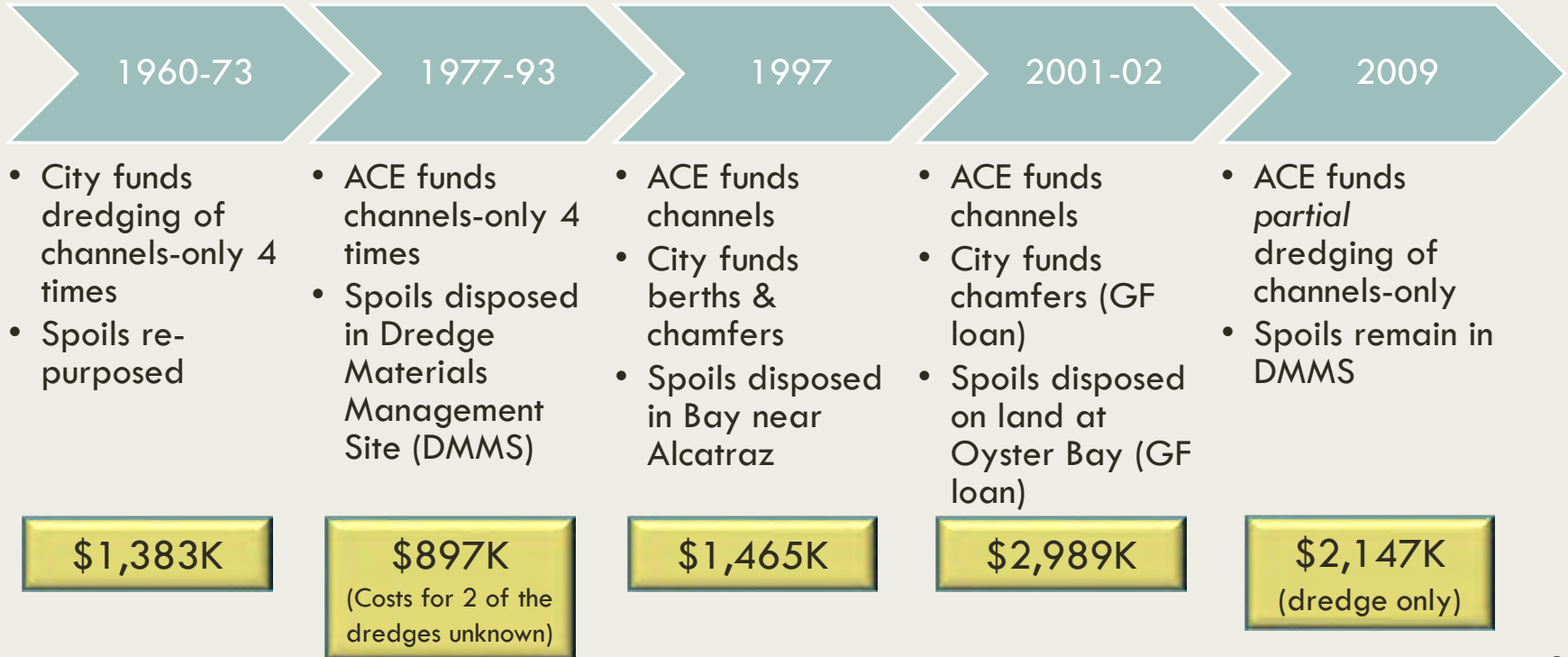
FORMATION OF HARBOR



MARINA CHANNELS



DREDGING



DREDGED MATERIALS MANAGEMENT SITE (DMMS)

- Creation required by Congress as part of federalization of Marina channels
- Under permit with Regional Water Quality Control Board
- Comprised of 100 acres in 2 basins; surrounded by earthen levees
- Tide gates allow for movement of tidal waters (in a northerly direction) when not in use for dredge spoils
- Island refugia in place for use by shorebirds during high tides



DMMS

- All Harbor Alternatives proposed to eventually discontinue use of the DMMS
- Options for the DMMS include:
 - Operate DMMS for other disposers (monetary value)
 - Shorebird habitat enhancement
 - Tidal marsh restoration (incorporate with adjacent 315 acres of restored marshlands)
- Habitat enhancement or restoration, seen as a benefit by regulatory agencies during permitting

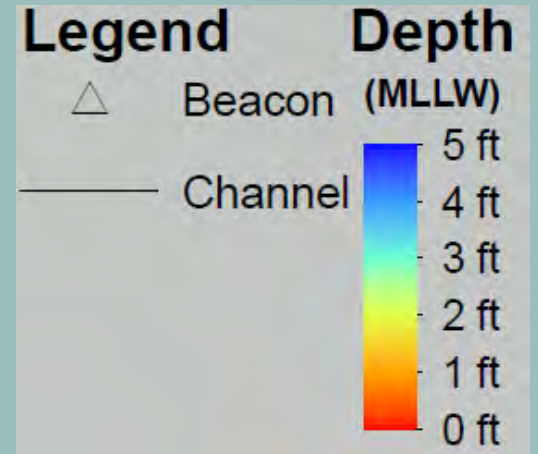
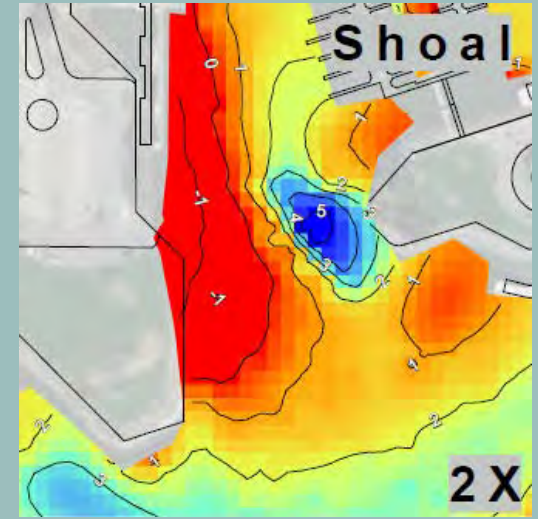
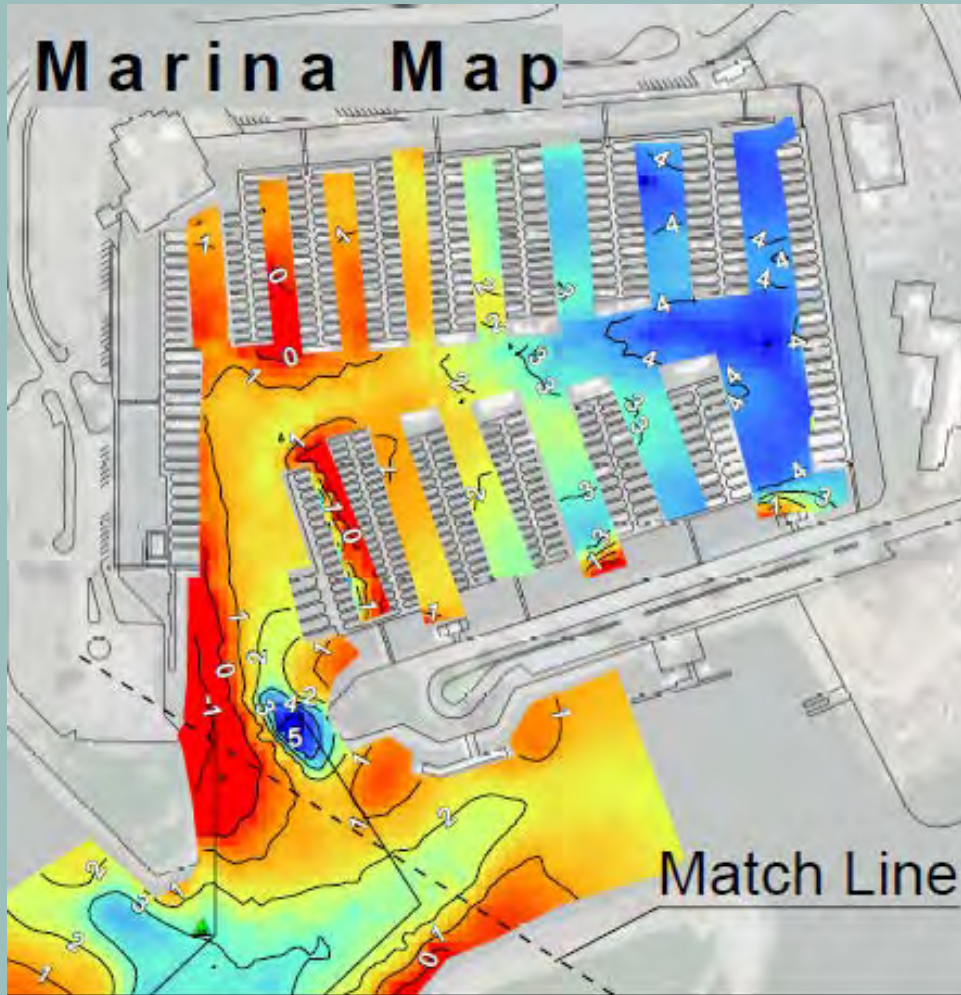
MARINA VACANCIES

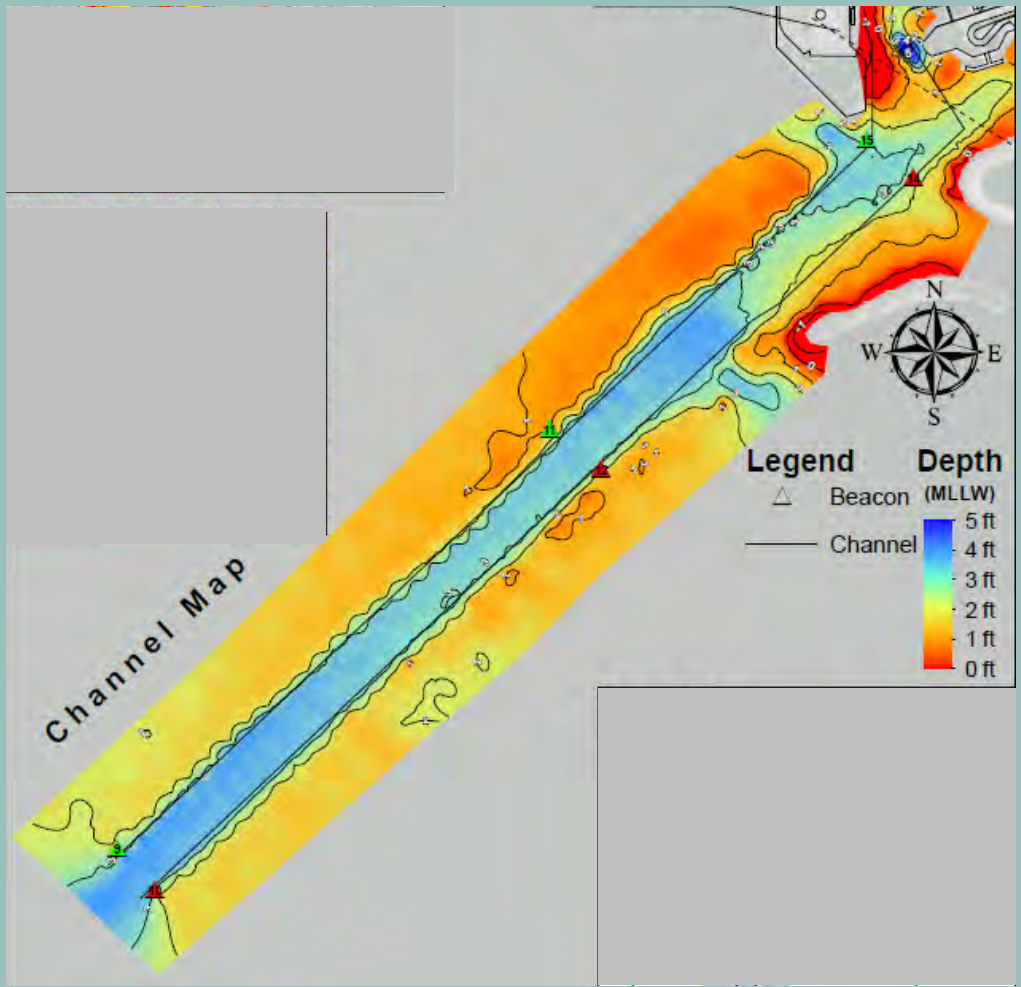
- Vacancies increased from 30% to 60% between 2003 and 2009 due to on-going siltation/lack of dredging
- Eroded Marina operations revenues
- Explanations:
 - Siltation – limited access to harbor and fuel dock
 - Distance to popular boating destinations
 - Rate increases starting in 2000
 - Utility charges starting in 2003
 - Stricter enforcement of Marina rules
 - Mix of berth sizes – limited demand for small slips
 - Change in vehicles, trailers and boats since 1960



CURRENT CONDITIONS









CURRENT CONDITIONS



SHORELINE DEVELOPMENT



JAN 31-92 MARINA
Dredging up enough funds

Marina dredging hits environmental snag
JUNE 2-90 p 1-16
By Laird Harrison

Citizens to Take Up the Marina Matter

LORENZO PING...
S.F. TIMES SAN LEANDRO • CALIFORNIA
Boat Owners Discover Tide Is Running Out
City lacks funds to dredge the marina that's filling up with silt

City ponders future of marina

Marina Boat Harbor Faces Uncertain Future

Council to Decide Fate of Marina
Boat harbor drains city money

City Says Marina Is Money Down The Drain

S.F. Times 11/11/10
Town Hall Meeting Addresses Harbor, Habitat

Marina to Be Demolished By Next Year

Marina Moves Closer to Aquatic Park
...toward water

Development at Marina Still a Year Away

SHORELINE PLANNING

2005-2006

- No dredging funds
- Enterprise Fund financial challenges
- Analyzed options for boat harbor

2007

- Regular Marina Committee meetings
- Community outreach
- Revenue feasibility study
- Environmental & Regulatory Constraints Analysis report
- Master Developer approach decided

2008

- RFP for Master Developer
- Cal Coast selected
- Shoreline Citizens Advisory Committee formed

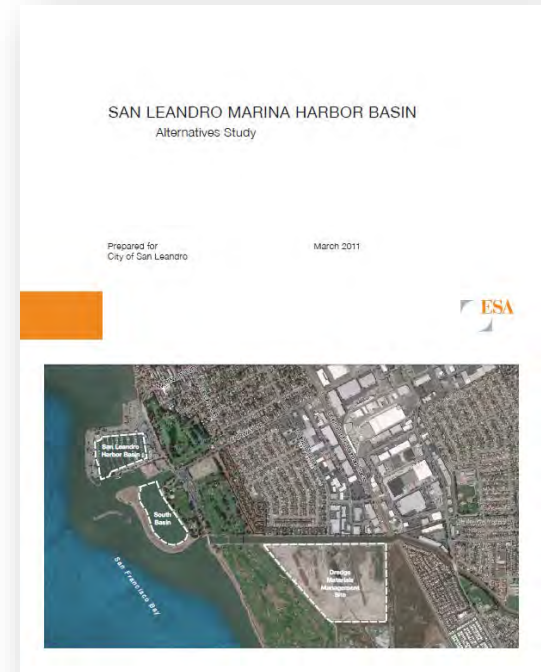
2009-2011

- Two Town Hall meetings
- Cal Coast developed options
- Preferred option forwarded by CAC
- Harbor Basin Alternatives Study
- Two Council Work Sessions

HARBOR BASIN ALTERNATIVE STUDY (2011)

Study identified a range of options for the harbor after dredging was discontinued:

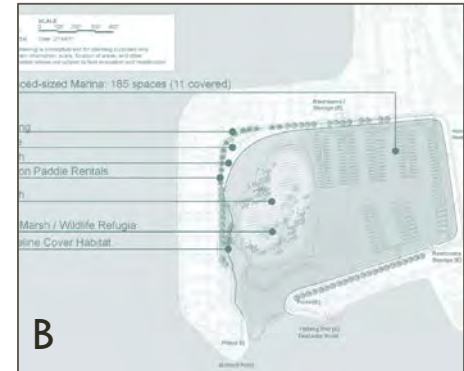
- Retain aquatic recreational opportunities
- Coordinate well with existing/potential landside uses
- Equilibrium for natural sedimentation process
- Identify options for DMMS



HARBOR BASIN ALTERNATIVE STUDY (2011)

- Alternatives analyzed for:
 - Recreation
 - Consistency with Cal-Coast Plans
 - Sedimentation Patterns, Hydrodynamics
 - Technical and Regulatory Ops/Constraints
 - Initial and Long-term Maintenance Costs

- Estimated Capital & Operating Expenses over 15-years (2011):
 - A. No Action \$6.1M - \$7.9M
 - B. Marina Park \$33.5M - \$43.6M
 - C. Aquatic Park \$15.7M - \$20.4M
 - D. Nature Park \$18.6M - \$24.2M
 - E. Full Harbor \$38.2M - \$49.7M



FINANCIAL FEASIBILITY ANALYSIS (2011)

Marina/Harbor Park Alternative:

- 20-year \$20m bond total Debt Payments (\$32.1M)
- 20-year Cash Flow to Fund Improvements \$20.97M
- Net **COST** to City over 20 years (\$11.13M)

Aquatic Park Alternative:

- 20-year \$12m bond total Debt Payments (\$20.86M)
- 20-year Cash Flow to Fund Improvements \$27.71M
- Net **GAIN** to City over 20 years \$6.85M

SHORELINE PLANNING

2012

- Shoreline Advisory Group
- Exclusive Negotiating Rights Agreement (ENRA)

2015-17

- EIR Certified
- General Plan Map Amendment & Rezoning Completed
- Major design changes to enhance public access and address sea level rise

2018-19

- Fiscal and market feasibility analysis completed
- Negotiated terms
- Developed agreements

2020

- Community Meetings
- DDA
- Purchase and Sale Agreement
- Lease Agreements
- EIR Addendum
- Zoning and General Plan Amendments

PROJECT GOALS

- Vision for comprehensive Shoreline master plan
- Complementary amenities for the community
- Connects amenities with current shoreline users
- Recognizes development value and funds public amenities and services
- Addresses logical phasing of development
- Requires little or no City investment
- Results in self-supporting shoreline



SAN FRANCISCO BAY



- 150,000 s.f. office
- 200-room hotel
- 15,000 s.f. conf. center
- 354 housing units:
 - 61 condos
 - 159 apartments
 - 92 townhomes
 - 42 single-family
- Three restaurants
- Parking structure
- New library

2015 CONCEPT PLAN



Cal-Coast

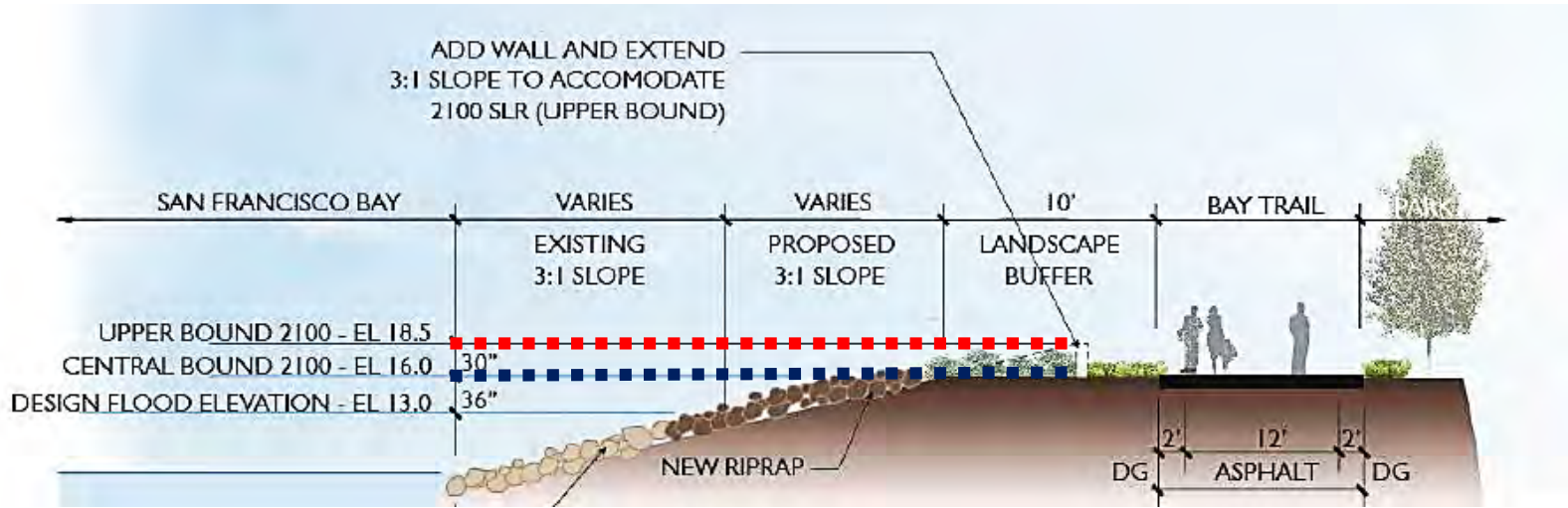
- 220-room hotel
- 5,000 s.f. restaurant
- 15,000 s.f. banquet facility/restaurant
- Up to 500 housing units:
 - 285 apartments
 - 200-215 single-family townhomes
- Market/café/bait shop

City

- New library
- 18 acres of public areas including 9-acre park

UPDATED & APPROVED CONCEPT PLAN

RESILIENCY — SEA LEVEL RISE





Existing Leases



New Long-term Leases



Purchase & Sale Agreement



Disposition and Development Agreement

- Scope of Development & Schedule of Performance
- Developer/City Responsibilities
- Labor Requirements

Purchase & Sale Agreement – Single Family/ Townhome Parcel

- Based on appraisal
- Sale precedents, including golf course improvements

Lease Agreements – Hotel, Multifamily, Restaurant, Market

- Long term land leases
- Minimum rent & percentage rent
- Lease precedents
- Schedule of Performance
- Maintenance

APPROVED AGREEMENTS



COMMUNITY BENEFITS

Enhanced recreational amenities with approachable and equitable access to the Bay

Key public improvements:

- 9-acre public park + Bay Trail extension
- Public art & recreational amenities
- New Mulford-Marina Library
- Facilities & access for non-motorized watercraft

Development provides needed facilities, addresses impacts, and generates revenues:

- Much-needed, mixed-density housing
- Constructs additional hotel and banquet space to meet identified needs of community & businesses
- Provides variety of sustainable features
- Responds to sea level rise
- Mitigates traffic impacts
- Protect natural habitats, incl. Monarch Butterfly
- 20 On-site workforce housing units and contribution to affordable housing trust fund

FISCAL IMPACT

Significant financial investments

- + \$350 M private investment
- + \$40 M public investment
Funded by sale of property & fees

Impact & permit fees: \$17M

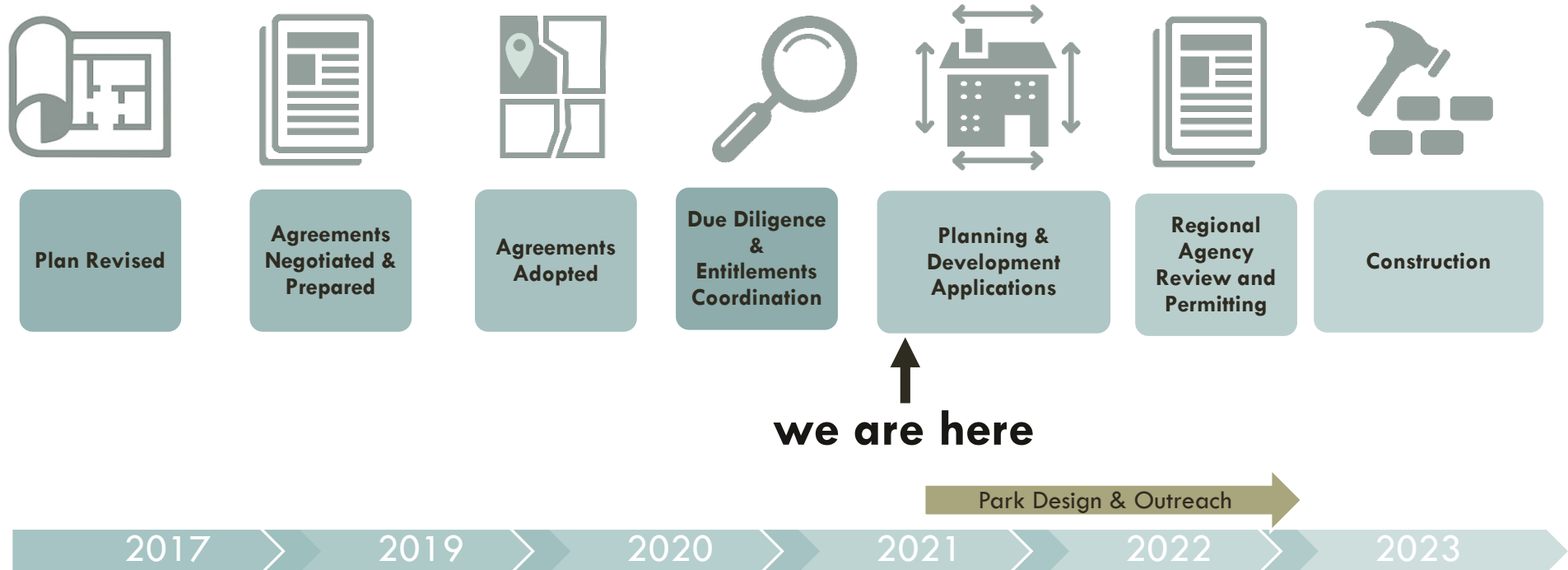
- 20 affordable units and \$2.1M Affordable Housing Fee
- \$8.8M Park Fees
- \$2.8M School Fees
- \$2M Public Art

Long-term revenue estimates:

- \$29M property sale (one time)
- \$1.4 M/year lease payments
- \$900,000/year TOT
- Increased annual property tax

Community Facilities District contributes to ongoing maintenance costs

TENTATIVE SCHEDULE



COMMUNITY PARK



WHERE ARE WE NOW?

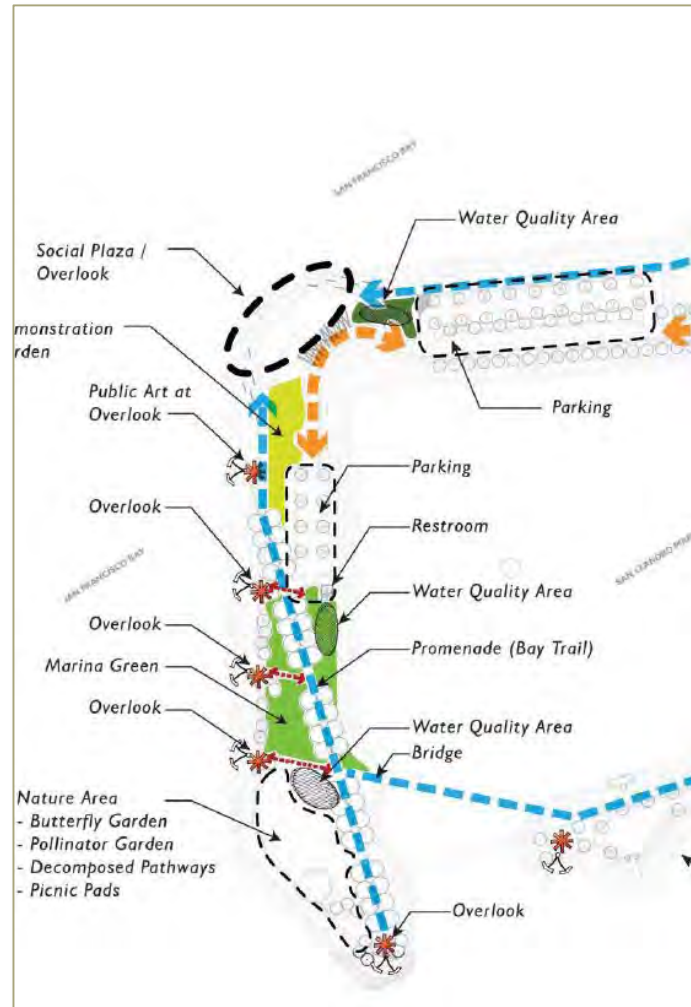
- We have covered:
 - History of marina and dredging
 - Current conditions – siltation and deferred maintenance
 - Evolution of Cal-Coast development project and aquatic park concept
 - In 2017, significant redesign responded to requests from community and BCDC for more public access
 - Opportunity to transform surface parking lots into public open space



WHAT'S NEXT?

Park Planning Process:

- 2017 community feedback on new park
- Contract awarded for project management & park and harbor design - project kick-off summer 2021
- Park concept plan will be updated to incorporate feedback received to date
- Continued outreach on park design
- Close coordination with Cal-Coast on timing of improvements



2017 PUBLIC INPUT

- Community meetings hosted by Recreation and Human Services Department
- Key themes from community:
 - Ensure a park that provides equitable access to everyone
 - Habitat enhancement (e.g., birds, monarch butterflies)
 - Embrace nature and the Bay by allowing access to the water from kayaks or canoes
 - Focus on passive uses and water activities
 - Seek safety solutions for day and night use
 - Include flexible multi-purpose space for community gatherings

RECREATION AND SAN LEANDRO HUMAN SERVICES

San Leandro Shoreline Development
PARKLAND PROPOSAL
COMMUNITY MEETINGS
Meeting #1, Wednesday, November 1, 2017
Meeting #2, Tuesday, December 5, 2017

FINAL SUMMARY



2017 PUBLIC INPUT CONTINUED

Key Amenities:

- Separate bike & pedestrian paths
- Interpretative signage acknowledging Ohlone and working history of Marina
- Artwork
- Water access (kayaks & canoes)
- Lighting
- Communal space for exercise

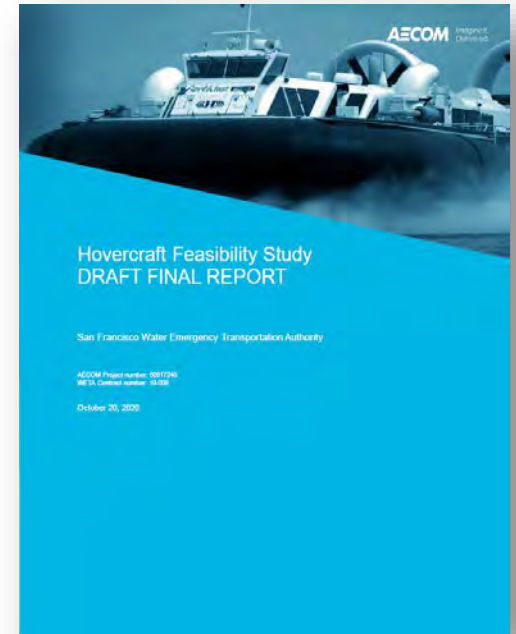
Key Activities:

- Contemplation
- Interactive learning
- Interactive art
- Bocce
- Tai chi
- Kayaking and canoeing
- Dog walking
- Fishing



WHY NO PUBLIC FERRY?

Opportunities	Challenges
Hovercraft allow new transit connections without requiring dredging	High capital cost for hovercrafts with low capacity, new garage, & boat ramp
Reduced travel time on route to South San Francisco	Excessive dredging required for non-hovercraft options, which is financially infeasible
Local demand for ferry service and some employers would support service	Limited route opportunities
Upcoming WETA Business Plan update to evaluate expansion opportunities	Social justice issues with starting a diesel-powered service that is not affordable to low-income populations
	Substantial public subsidy required for financial feasibility
	Noise and habitat impacts
	Parking and traffic impacts



WHY NOT REBUILD MARINA?

BCDC review and permits require:

- Public access, equity, recreation & environmentalism
- Bay Plan discourages marinas in locations subject to siltation
- Supportive facilities and parking –conflict with new park
- Dredging requires multi-agency coordination and approvals
- Environmental Justice outreach process

Rebuilding Marina:

- Substantial public investment, not financially feasible
- Primarily benefits a small group of boat owners
- Potential environmental impacts have not been studied

Aquatic Park:

- No long-term dredging
- Equity - recreational opportunities for entire community
- Naturalization/restoration opportunity



RECREATION & RESTORATION

- 9 Acre community park and Bay Trail extension made possible by removal of marina infrastructure and surface parking
- Bay Trail project is regionally significant and recently identified for federal earmarks
- Environmental benefits of establishing living shoreline – grant funds available for restoration projects





LIVING SHORELINES SUPPORT RESILIENT COMMUNITIES

Living shorelines use plants or other natural elements—sometimes in combination with harder shoreline structures—to stabilize estuarine coasts, bays, and tributaries.



One square mile of salt marsh stores the carbon equivalent of **76,000 gal of gas** annually.



Marshes trap sediments from tidal waters, allowing them to **grow in elevation** as sea level rises.



Living shorelines improve **water quality**, provide fisheries **habitat**, increase **biodiversity**, and promote **recreation**.



Marshes and oyster reefs act as natural **barriers** to waves. **15 ft** of marsh can **absorb 50%** of incoming wave energy.



Living shorelines are **more resilient** against storms than bulkheads.



33% of shorelines in the U.S. will be **hardened** by **2100**, decreasing fisheries habitat and biodiversity.



Hard shoreline structures like **bulkheads** prevent natural marsh migration and may create seaward **erosion**.



The National Centers for Coastal Ocean Science | coastalscience.noaa.gov

Some graphics courtesy of the Integration and Application Network, University of Maryland Center for Environmental Science (ian.umces.edu/symbols/)

NEXT STEPS

- Public Hearings on Cal-Coast development by May 2022
- Outreach on golf course redesign
- Update park concept plan and present to Council
- Community engagement on land/aquatic park design to begin soon!
 - Community design workshops
 - Interactive neighborhood pop-ups
 - Meet with stakeholder groups and organizations
 - Website and social media engagement
 - Collaborate with BCDC to ensure environmental justice requirements are met