

## MEMORANDUM

February 5, 2009

**TO:** MEMBERS, PORT COMMISSION  
Hon. Rodney Fong, President  
Hon. Stephanie Shakofsky, Vice President  
Hon. Kimberly Brandon  
Hon. Michael Hardeman  
Hon. Ann Lazarus

**FROM:** Monique A. Moyer  
Executive Director

**SUBJECT:** Informational presentation on commencement of Blue Greenway Planning Process.

**DIRECTOR'S RECOMMENDATION:** Information Only - No Action Required

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### Overview

This staff report provides a brief history of the Blue Greenway project and provides an overview of the upcoming community planning process and associated work program. The planning process will be led by the Port with assistance from the Department of Public Works, Bureau of Landscape Architects, consultants, an interagency working group and interested stakeholders through a Community Steering Committee. This community planning process is the initial step and is a critical component in facilitating the ultimate implementation of the Port's improvements to the Blue Greenway, which will be primarily funded through the 2008 Clean and Safe Parks General Obligation Bond funds.

The result of the community planning process is to develop a document that guides design and programming of the Blue Greenway system of projects and prioritizes projects based upon available funding.

### Background

The Blue Greenway (see Exhibit 1, Draft Blue Greenway map) is the City of San Francisco's effort to improve the City's Southern portion of the 500 mile, 9-county region wide Bay Trail and waterfront open space system, which was established in 1987 by SB 100 and is managed by the Association of Bay Area Governments (ABAG).

The Blue Greenway concept evolved out of the fact that while San Francisco's portion of the Bay Trail is primarily completed on the northern portion of its waterfront from

**This Item Covers Calendar Item No. 9A**

Golden Gate Bridge to AT&T Park, the southern portion requires significant improvement. The Neighborhoods Parks Council (NPC) and San Francisco Planning and Urban Research Association (SPUR) initiated the effort to promote coordination between public agencies to continue planning and implementation of open space improvements by the Port, the City's Planning and Recreation & Parks (R&P) Departments, the Redevelopment Agency (SFRA), the San Francisco Bay Conservation and Development Commission (BCDC) and California State Parks Department. This effort was furthered by Mayor Gavin Newsom's 2006 Blue Greenway Task Force, in which the Port participated.

The Mayor's Task Force developed the following Vision Statement for the effort:

"The Blue Greenway is more than a trail; it is a unifying identity for the 13-mile corridor along San Francisco's southeastern waterfront. The Blue Greenway will link established open spaces; create new recreational opportunities and green infrastructure; provide public access through the implementation of the San Francisco Bay Trail, the San Francisco Bay Area Water Trail, and green corridors to surrounding neighborhoods; install public art and interpretive elements; support stewardship; and advocate for waterfront access as an element of all planning and development processes over time".

The following guiding principles were developed from the Task Force:

*Identity*

A working, urban waterfront that invites public use and enjoyment and access to the water;

*Health and Environment*

An environmentally sustainable and accessible shoreline on the Bay that is safe and healthy for people as well as wildlife;

*Connectivity*

A premier public open space system that connects San Francisco's southeastern neighborhoods to the Bay; and

*Economy and Development*

A catalyst for responsive and responsible development, employment opportunities, and economic vitality.

Based upon the efforts of the Port and as a result of the Mayor's Task Force, the Port identified significant Blue Greenway opportunities along the Southern Waterfront as a component of the City's 2008 Clean and Safe Neighborhood Parks Bond. In order to facilitate the expenditures of this General Obligation (GO) Bond measure, the Port agreed with the GO Bond Planning Committee to conduct a community planning process for the Blue Greenway that will:

- define open space opportunities including programming (where & how parks could be used);

- develop design guidelines to provide continuity and cohesiveness throughout the system of open spaces and the connections between them (identify consistent site furnishings, signage, interpretation, art); and
- develop project prioritization for the improvements based upon available funds, including sources other than the Port (recognizing the GO Bond funding will not fund all potential improvements).

This work will produce Blue Greenway Planning and Design Guidelines. These Guidelines define project and design parameters to provide direction for scoping and developing detailed construction plans to implement new Blue Greenway improvement projects.

### **Work Program**

The Port has developed a preliminary scope of work to conduct the Community Planning Process. The planning work product will include analysis and design considerations for Port and non-port lands, but use of Port and GO Bonds funds for implementation would only be used on Port lands. The community planning process will be led by Port staff with assistance through a work order from the Department of Public Works (DPW) Bureau of Landscape Architects, a community outreach consultant and a landscape graphics consultant, who will provide graphics design services for signage, way-finding and identity development.

The proposed work program includes multiple updates to the Port Commission to provide input and direction and process reports.

### Community Outreach and Interagency Coordination

In order to develop Planning and Design Guidelines for the Blue Greenway and to prioritize projects for implementation, the Port has developed a community-based planning process. This process, described below, builds upon the tremendous amount of work completed to date, and takes advantage of the existing community organizations and outreach processes that are already in place. The work will be coordinated with an interagency (City, Regional, & State) review effort.

The Port proposes to establish a Community Steering Committee for the Blue Greenway planning that will represent various neighborhood interests, including: open space, park, water access and environmental advocates, design professionals, property owners and developers. This process is designed to be transparent and open to anyone interested, but Steering Committee members are representatives that will commit to attending meetings, represent a broad range of interest and report back to constituents, information about the project. Committee members will be responsible for attending Blue Greenway specific workshops (as articulated below) and may assist in coordinating the Port and team with outreach to their representative groups. In addition, they will be responsible for providing input on the Planning and Design Guidelines and prioritization concepts being established and will provide input at all stages of the work program.

The Community Steering Committee would include:

- A representative from the Port's, Central Waterfront Advisory Group (CWAG), Southern Waterfront Advisory Committee (SWAC) and Maritime Advisory Committee (MCAC)
- Neighborhood Parks Council (NPC)
- Bayview Hunters Point Project Area Committee (BVHP- PAC)
- Hunters Point Shipyard Citizens Advisory Committee (HPSY - CAC)
- Mission Bay Citizens Advisory Committee
- Literacy for Environmental Justice (LEJ)
- Bicycle Coalition
- Bay Access
- SPUR
- Natural Areas
- NPC Blue Greenway Steering Committee
- Green Trust
- State Parks Foundation
- Developers/Property Owners

Because the Blue Greenway alignment crosses so many jurisdictions it is important to establish an interagency working group that can coordinate on issues that cross geographical and agency responsibilities. This Interagency Working Group will be coordinated by the Port and will be responsible for expertise and policy oversight on all issues that may affect multiple jurisdictions, provide technical oversight and review on best practices and insure that the Planning and Design Guidelines developed can and will be implemented.

The Interagency Working Group (IWG) would include:

- Port
- SFRA
- DPW
- Recreation and Park
- Municipal Transportation Agency (MTA)
- City Planning
- Mayor's Office
- San Francisco Public Utilities Commission
- SF Arts Commission
- BCDC
- ABAG - Bay Trail
- Coastal Conservancy
- State Parks

### Summarized Scope of Work & Schedule

#### *Phase 1 Project Initiation*

This phase will include: the formation of the Community Steering Committee and Interagency Work Group; review of the proposed work program with community members; and establish an anticipated schedule for the planning process.

Schedule: February – March '09

*Phase 2 Existing Conditions, Opportunities and Constraints, Best Practices and Programming Considerations*

This phase will be the foundation of the planning effort. It will include the preparation of a document for public discussion and review that includes: (a) assembly of all of the existing site conditions and existing plans, which will influence the planning effort; (b) identifying opportunities and constraints as it relates to improving the Blue Greenway; (c) identifying Best Practices of waterfront open space systems from around the world to determine feasibility or lessons learned that could be applied to the Blue Greenway; and (d) identifying a variety of suggested program (use) options for the different waterfront open spaces. Because of the physical scale of the Blue Greenway, it is likely that this information will be presented to the community in geographic sub-areas, including: 1) Mission Creek to Islais Creek; 2) Islais Creek to the Hunters Point Shipyard and 3) the Hunters Point Shipyard to the County line. This information will be reviewed through presentations to existing Citizen Advisory Committees (CACs) and other public forums. The second half of this phase will be to refine program use options and to present them for review and comment through a community workshop specifically for the Blue Greenway. The results of this phase will be presented to the Port Commission.  
Schedule: February – July '09

*Phase 3 Alternative Design Guidelines*

This phase will be used to develop alternative design concepts for improvements that will be made throughout the Blue Greenway “system”, including site furnishings (seating, lighting, identity markers, way finding, interpretation and public art), and pathway and roadway or other types of connections. The improvements are intended to provide the continuity and cohesiveness along the Blue Greenway so that anyone enjoying the improvements can recognize they are on a “system” of open spaces. This phase of work will be reviewed through the use of a Blue Greenway specific community workshop(s). The results of this phase will be presented to the Port Commission.  
Schedule: May – October '09

*Phase 4 Develop Cost Estimates & Project Prioritization*

This phase of work will include the development of order of magnitude cost estimates to help determine feasibility of improvements and to help determine project prioritization. It is recognized that there is a limited resource of funding available in relation to the scope of projects being considered. This phase will recommend project priorities that maximize the use of available funds and may suggest methods of using existing funds to leverage additional funds to maximize opportunities. Community outreach for this phase will be through existing CACs and other forums.  
Schedule: July – December '09

*Phase 5 Draft Design Guidelines, Programming and Prioritization Concepts*

This phase will prepare a draft document of the work completed to date and include revisions to programming options, design guidelines and project prioritization based upon the Port Commission and community's input. This document will be presented for review through a Blue Greenway specific Community Workshop(s) and to the Port Commission.

Schedule: October '09 – February '10

*Phase 6 Final Design Guidelines, Programming Concepts, Cost Estimates and Project Prioritization*

This phase of work will be to finalize the Blue Greenway Planning and Design Guidelines, based upon the community planning process. The document will be utilized by the Port and other agencies to guide the implementation of the Blue Greenway. Based upon this document, the Port will begin the necessary steps to implement specific projects as identified. The final product will be presented to the Port Commission and to the community through the existing CACs.

Schedule: February – April '10

### **Funding**

The Port has identified through its Capital Plan, a series of potential funding mechanisms that could be utilized to finance portions of the Blue Greenway, some of which rely on future Port development projects and some of which are currently available.

Specific funds currently available include:

- the San Francisco voter approved February 2008 Proposition A, Clean & Safe Neighborhood Parks General Obligation Bond, which committed \$33.5 Million to the Port of San Francisco for waterfront parks and open space, of which approximately \$22.5 million is designated for improvements along the Blue Greenway. The Port committed to use approximately \$250,000 of the Blue Greenway funds towards the creation of a document to guide the development and improvements to the Blue Greenway and approximately \$750,000 to construct some of the initial common element improvements developed through the process, including way-finding, site furnishings and potentially public art within the Port's jurisdiction. The remaining \$21.5 million will then be used to improve specific facilities, such as Heron's Head Park, Islais Creek, Warm Water Cove Park, Crane Cove Park, and the Mission Bay Shoreline.
- approximately \$700,000 in mitigation funds from BCDC to be used to improve Islais Creek and;
- \$5.5 million (\$550,000 for 10 years) from proceeds from the Transbay Cable Project, lease agreement, that specifically allocated funds for Southern Waterfront open space and/or energy efficiency improvements.

It is anticipated that the Port can use some of these funds to leverage additional funds from other regional, state or federal resources and that other City agencies would work with the Port to invest and prioritize the related transportation projects.

### **Next Steps**

Port staff will begin implementing this work program by working with DPW to define the work order and scope of work; identifying appropriate consultants to assist, establishing the Community Steering Committee and getting commitments from the interagency working group. It is anticipated that February and March will be utilized to seek community support for the work program and that Phase 1 and a significant portion of Phase 2, will be completed in the Spring of 2009.