



## **34<sup>th</sup> AMERICA'S CUP**

### **DRAFT SUSTAINABILITY PLAN**

---

America's Cup Event Authority

September 19, 2011

# TABLE OF CONTENTS

---

	<i>page #</i>
<b>Executive Summary</b>	4
 <b>SECTION I</b>	
1. Introduction	5
2. 34 <sup>th</sup> America’s Cup – Event Overview	5
3. Benefits of Hosting the 34 <sup>th</sup> America’s Cup in San Francisco	6
4. 34 <sup>th</sup> America’s Cup Objectives	7
5. 34 <sup>th</sup> America’s Cup Host and Venue Agreement	8
6. 34 <sup>th</sup> America’s Cup Draft Sustainability Plan – Relationship to CEQA and NEPA	10
7. 34 <sup>th</sup> America’s Cup Event Delivery Organizations	14
8. 34 <sup>th</sup> America’s Cup Sustainability Commitment – Clean Sailing	15
9. 34 <sup>th</sup> America’s Cup Event Context	16
10. 34 <sup>th</sup> America’s Cup Sustainability Vision	17
11. Definition of Sustainability	17
12. Sustainable Event Management – Our Way of Working	18
 <b>SECTION II</b>	
1. Event Sustainability Framework	19
2. Draft Sustainability Plan – Hierarchy of Concepts	19
3. 34 <sup>th</sup> America’s Cup Event Themes	20
4. Energy and Emissions Theme	21
5. Resource Efficiency Theme	26
6. Natural Habitats and Wildlife Theme	30
7. Inclusion Theme	33
8. Engagement Theme	35
9. Inspiring Innovation and Partnerships	37
10. Timeline and Stakeholder Engagement	37
 <b>Appendix I</b>	 38



## **Executive Summary**

The 34<sup>th</sup> America's Cup is taking the sport of sailing to a new level while promoting sustainability and responsibility at associated events, with an ambition to leave a lasting and positive legacy on communities and the natural environment.

This 34<sup>th</sup> America's Cup Draft Sustainability Plan was developed by the America's Cup Event Authority, in consultation with the San Francisco Department of the Environment and other relevant event delivery partners, for the events taking place in San Francisco. It provides information on how the event delivery organizations intend to achieve event sustainability objectives. The following five event sustainability themes are introduced and described herein to provide focus for event management:

- Energy and Emissions
- Resource Efficiency
- Natural Habitats and Wildlife
- Inclusion
- Engagement

For the Event Authority, sustainability means *optimizing the social, economic and environmental impacts of our activities in delivering the 34<sup>th</sup> America's Cup, to enrich the communities we visit and protect and support natural ecosystems.*

This Draft Sustainability Plan outlines the approach to deliver a sustainable 34<sup>th</sup> America's Cup in San Francisco, given the information known at this time. The Draft Sustainability Plan will mature over time and with input from stakeholders, especially as new knowledge is gained and innovations are developed to improve event sustainability performance. In addition, it will be revised as appropriate to comply with any requirements associated with regulatory compliance. Sustainability is a journey; the Event Authority and event delivery partners aim to improve sustainability performance over time.

This AC34 Draft Sustainability Plan is being released for public review from September 19 – October 21, 2011. Feedback on this Draft Sustainability Plan is welcome – please submit relevant comments to [americacup@sfgov.org](mailto:americacup@sfgov.org).

---

## **Acknowledgements**

The content in this document is the result of an ongoing and productive collaboration between the America's Cup Event Authority, the San Francisco Department of the Environment, the America's Cup Organizing Committee, and various City agencies, as well as consultants Environmental Science Associates. The America's Cup Event Authority would like to thank those organizations and is grateful for their continued support.

## **SECTION I**

### **1. Introduction**

The 34<sup>th</sup> America's Cup (AC34) is transforming the sport of sailing. A new era of sailing featuring the best sailors in the fastest boats in the world will race in San Francisco Bay, the first time the America's Cup has been held so close to shore. Spectators will have unrivaled access to the event in the natural San Francisco Bay amphitheater, with up close views of the action from onboard cameras streamed live on the internet. The AC34 will take the sport of sailing to a new and heightened level, while promoting sustainability and responsibility, leaving a lasting and positive legacy in local communities and on our natural environment.

The 34<sup>th</sup> America's Cup Host City and Venue Agreement ("Host Agreement"), was signed in December 2010. The parties to the Host Agreement are the City and County of San Francisco ("City"), the America's Cup Event Authority, LLC ("Event Authority"), and the San Francisco America's Cup Organizing Committee ("Committee"). The Host Agreement governing the AC34 calls for an event that promotes "resource sustainability and environmental stewardship."

Guided by the vision described above, the parties to the Host Agreement have agreed to work together to develop an event Sustainability Plan for the AC34 events taking place in San Francisco that will set forth the strategy for achieving this shared vision.

This document is a Draft Sustainability Plan for the AC34 events taking place in San Francisco, and it provides information on how the Event Authority and the City intend to promote resource sustainability and environmental stewardship. ***The AC34 Draft Sustainability Plan is subject to revision in connection with the completion of environmental review for the event and related activities under the California Environmental Quality Act (CEQA), National Environmental Policy Act (NEPA) and regulatory review associated with regulatory permitting.***

The AC34 Draft Sustainability Plan provides an overarching view of event-related sustainability activities that will be implemented by various organizations involved in delivering the AC34 events in San Francisco. It describes how these organizations intend to deliver the AC34 as an event with a positive social purpose and lasting legacy.

### **2. 34<sup>th</sup> America's Cup – Event Overview**

On December 14, 2010, the San Francisco Board of Supervisors approved a Host Agreement with the Event Authority and the Committee as the City's formal bid to host the AC34. The Host Agreement was executed between the City, the Event Authority and the Committee. On December 31, 2010, the Golden Gate Yacht Club selected San Francisco as the host city for AC34. The City and Event Authority for AC34 propose improvements and services at several facilities and locations to support AC34-related activities.

The AC34 consists of three main stages: the America's Cup World Series, the Louis Vuitton Cup and the America's Cup Finals. The America's Cup World Series is a regular circuit of races, bringing sailing races to top venues around the world, beginning in 2011 until the summer of 2013. San Francisco is scheduled to host the America's Cup World Series in the summer of 2012. The Louis Vuitton Cup will be held in the summer of 2013 in San Francisco, and will see

challengers from around the world race for the opportunity to compete in the subsequent America's Cup Finals. The America's Cup Finals will be held in San Francisco Bay in 2013. (Note: activities in San Francisco are pending CEQA review).

Several of the venues proposed for AC34 events consist of areas and facilities managed by the Port of San Francisco (Port), including certain piers (Pier 19, Pier 19½, Pier 23, Piers 27-29½, Pier 26, Pier 28, Piers 30-32, and Pier 80), water basins/water areas [Piers 19-23, Piers 23-27 (Northeast Wharf Open Water Basin), Piers 29-31, Pier 9, Piers 14-22½ (Rincon Point Open Water Basin), Piers 26-28, Piers 28-30, and Piers 32-36 (Brannan Street Wharf Open Water Basin)], and Seawall Lot 330.

Various other venues are proposed for spectator- and/or sponsor-related activities, some of which are under the jurisdiction of other city, state or federal agencies, including Crissy Field, Marina Green, Fort Mason, Aquatic Park, Alcatraz Island, Fort Baker Pier at Cavallo Point (near Sausalito), San Francisco Civic Center, Union Square, and Justin Herman Plaza.

Piers 27-29 is proposed by the AC34 project sponsors (the City and Event Authority) as the site of one of the primary AC34 venues in 2013 – the America's Cup Village. Pier 27 also is the site proposed by the Port for the development of a new Cruise Terminal project. The Cruise Terminal project would be coordinated with the AC34 project to allow an initial phase of the Cruise Terminal building to be used as part of the America's Cup Village for the 2013 America's Cup events. The proposed improvements to complete the Cruise Terminal would be built out by the Port after the AC34 races are concluded. The proposed new Cruise Terminal would be designed to meet modern ship and operational requirements of the cruise industry, and to meet the City's required Leadership in Energy and Environmental Design (LEED®)-equivalent standards for a maritime facility.

Marina Green is under the jurisdiction of the San Francisco Recreation and Park Department (SFRPD). Fort Mason, Crissy Field, Cavallo Point, and Alcatraz Island are all located within the Golden Gate National Recreation Area (GGNRA), and Aquatic Park is located in the San Francisco Maritime National Historical Park (SAFR); all are under the jurisdiction of the National Park Service (NPS), except for portions of Crissy Field that are under the jurisdiction of the Presidio Trust.

AC34 sailing races and associated activities are proposed to occur on San Francisco Bay. This race area would be confined within an area of the Bay roughly bounded by the San Francisco waterfront to the south, the San Francisco/Oakland Bay Bridge, Treasure Island, and Yerba Buena Island to the east, portions of southern Marin County (including Angel Island) to the north; and just beyond the Golden Gate Bridge to the west. It should be noted the actual race course(s) for the sailing races would occur within only one portion of this race area, with the primary race area concentrated along San Francisco's northern shoreline; the final race area would be determined based on government agency coordination and optimum race conditions in 2012 and 2013. The actual spectator boat area locations within the race area vicinity would also be influenced by those circumstances.

### **3. Benefits of Hosting the 34<sup>th</sup> America's Cup in San Francisco**

The AC34 provides an unparalleled opportunity to showcase the City of San Francisco and boost the City's economy by creating thousands of jobs and generating an estimated \$1.4 billion

in direct economic impact to the City and region.<sup>1</sup> Independent studies show that the America's Cup delivers the third largest economic impact in sport to host countries, behind the Olympic Games and soccer's World Cup. The AC34 will be the only major sporting event to be held in North America for the next decade.

The San Francisco Bay forms a natural amphitheater for exquisite, viewable racing. Viewing platforms range from the public shoreline, including Marina Green, Crissy Field, Alcatraz and Fisherman's Wharf to north-facing slopes of hillsides and skyscrapers in the north and northwest parts of San Francisco. This combined with the City's existing hotel, restaurant and cultural infrastructure, makes San Francisco the world class city it is and an ideal host for the AC34.

The City has extensive recent experience in hosting major international sporting events, including the 2008 Beijing Olympic Torch Relay, Major League Baseball All Star Game and World Series, PGA Tour President's Cup, and the AMGEN Tour of California. In 2003, San Francisco hosted the highly successful Moet Cup – a “friendly” regatta between the then America's Cup defender, Team Alinghi, and BMW ORACLE Racing.

In addition to experience, the Bay Area is a center for innovation and has the resources necessary to support the vision to incorporate new technologies and media into the America's Cup.

#### **4. 34<sup>th</sup> America's Cup Objectives**

The objectives of the AC34 as outlined in the Draft Environmental Impact report are to:

- Establish San Francisco and San Francisco Bay as a world-class venue for the sport of sailing and generate interest in the sport by hosting America's Cup World Series events in 2012 followed by successful America's Cup events in 2013.
- Provide public viewing opportunities of the America's Cup and the America's Cup World Series live racing events at close range to increase the general public's access to the event and expand the appeal of the sport of sailing to the general public.
- Create a center of activity for the America's Cup and the America's Cup World Series by improving the existing resources of The Embarcadero and the San Francisco waterfront to establish a cohesive sense of place and identity for the AC34 participants (i.e., teams, event guests and staff, media personnel), visitors, and spectators of the events that enhance the landside viewing opportunities and provide adequate facilities for spectator vessels.
- Provide infrastructure upgrades and other installations to improve existing facilities in consolidated areas for team base activities, spectator viewing, and entertainment venues, including the public piers along San Francisco's waterfront, for use during the America's Cup in 2013 and the America's Cup World Series in 2012, consistent with Port of San Francisco building code requirements and the Secretary of the Interior's Standards for the Treatment of Historic Properties (Secretary's Standards).

---

<sup>1</sup> *The America's Cup: Economic Impacts of a Match on San Francisco Bay* prepared by Bay Area Council Economic Institute (BACEI) and Beacon Economics, 2010 (available at: [http://beaconecon.com/Misc/Beacon\\_ACReport.pdf](http://beaconecon.com/Misc/Beacon_ACReport.pdf))

- Facilitate access to and from desired destinations based on smart transportation strategies presented in the America's Cup People Plan for the racing teams, event personnel, event sponsors, members of the media, and spectators, while satisfying the access needs of residents, workers, and visitors not associated with the races.
- Emphasize natural resource stewardship by incorporating sustainability principles in the planning and management of all race events and operations, including zero waste strategies identified in the Zero Waste Plan.
- Implement navigational and operational safety guidelines for race team, support, and spectator boat activities associated with the America's Cup and the America's Cup World Series that meet United States Coast Guard regulations, the America's Cup Protocol, and the safe limits of event boats and equipment; minimize conflicts with existing commercial maritime activities; and establish sustainable environmental practices and standards to help protect the ecological health of San Francisco Bay.
- Encourage investment in infrastructure upgrades on Port property required to stage the America's Cup and the America's Cup World Series, for which the City would provide commensurate future long-term development rights on Port of San Francisco properties as contemplated under the Host Agreement.

## 5. 34<sup>th</sup> America's Cup Host and Venue Agreement

The AC34 Host Agreement defines the roles and obligations of the parties to the Host Agreement with respect to the AC34 races and related matters in San Francisco. The parties to the Host Agreement are the City, the Event Authority, and the Committee.<sup>2</sup>

The Recitals at the beginning of the Host Agreement include several statements that describe the importance of sustainability to the success of the event:

Recital E: The Authority, the City and the Committee intend that ... the Event will be organized in a manner ... emphasizing resource sustainability and environmental stewardship in the staging of the Event.

Recital J: San Francisco leads the way on environmental policies and sustainability initiatives that grow the City's economy and protect the health of the City's communities. The Parties are committed to minimizing the environmental impact of hosting the America's Cup, with the goal of offering residents and visitors a truly sustainable event while raising the bar for future America's Cup host cities to implement environmental plans that will manage impacts associated with preparing for and presenting the regatta. The Authority, the City and the Committee intend that, if San Francisco is selected as host city for AC34, the Event will be a carbon neutral and zero waste operation and will emphasize resource sustainability and environmental stewardship. As appropriate, the Authority will endeavor to meet or exceed LEED or LEED-equivalent ratings

---

<sup>2</sup> America's Cup Race Management (ACRM) is a perpetual entity established to provide for independent, professional, and neutral race management.



pursuant to Chapter 13C of the San Francisco Building Code for permanent Event buildings.

The repeated emphasis on resource sustainability and environmental stewardship are consistent with and supportive of the general concept of event sustainability.

Section 10.12 of the Host Agreement states:

Not later than the date upon which environmental review of the Project under CEQA is completed, the Authority, in consultation with the Department of the Environment, shall develop a LEED or LEED-Equivalent Event Management Plan (the "LEED Plan"). The LEED Plan shall set forth the means by which: (a) consistent with Chapter (13C) of the San Francisco Building Code, the Authority will endeavor to meet or exceed LEED or LEED-equivalent ratings for permanent Event buildings; (b) the Authority's activities for the Event will be carbon neutral and zero waste; and (c) the Authority will promote resource sustainability and environmental stewardship.

Thus it is the Event Authority's responsibility to create a Plan that includes the three areas outlined in Section 10.12 of the Host Agreement, in consultation with the Department of the Environment. Parts (b) and (c) of Section 10.12 describe goals that extend well beyond the U.S. Green Building Council's criteria for their LEED<sup>®</sup> rating system (Leadership in Energy and Environmental Design). To promote a clear understanding of the full scope of this "LEED Plan" the term "Sustainability Plan" is being used as its title. This Sustainability Plan is intended to fulfill all requirements of Section 10.12 of the Host Agreement. The Sustainability Plan is being developed by the Event Authority in consultation with the Department of the Environment.

The Host Agreement also defines a number of Implementation Plans to provide targeted strategies and actions to address specific functions or elements of the AC34 events. They are the following: 1) People Plan, 2) Workforce Development Plan, 3) Youth Involvement Plan, 4) Public Safety Plan, 5) Water and Air Traffic Plan, 6) Ambush Marketing Action Plan, 7) Zero Waste Plan, 8) Sustainability Plan, and 9) Advertising Plan. The responsibility for developing these Implementation Plans rests with different organizations with core expertise in the given function. In addition to the Implementation Plans referenced in the Host Agreement, there are two other Plans under preparation to provide guidance for planning and implementing other aspects associated with the AC34 events. As a result of consultation with agency partners, the City and Event Authority identified the need to prepare a Parks Event Operations Plan to address how publicly-owned parklands will be protected and enjoyed while supporting public viewing of the race events. To ensure each race team understands and employs sound practices in operating and managing their respective team bases, a Team Base Operations Plan is being developed by the Port which will compile the technical, environmental and regulatory requirements to ensure clean and safe operations.

A description of all of the AC34 Implementation Plans can be found on the website of the San Francisco Office of Economic and Workforce Development at:  
<http://www.oewd.org/media/docs/AC34/AC34%20Implementation%20Plans.pdf>

All of the Implementation Plans are in development, where some have been released to the public in draft form and others will be released in draft form in the coming months. The issues and content of each Plan are informed by subject matter experts, including regulatory and public agencies, and public comments received to date.

Each of the above Implementation Plans plays some role in addressing and carrying out a part of the Sustainability Plan. Accordingly, this Sustainability Plan presents a matrix (see Table 1 below) that is intended to identify how the purpose and function of each of the Implementation Plans overlaps and is coordinated with the overall vision and comprehensive strategy for sustainable planning and management of AC34. This will be a major focus of the City, Event Authority, ACRM and the Committee.

This Draft Sustainability Plan outlines the Event Authority's approach and strategies presented thus far to deliver a sustainable AC34 in San Francisco, given the information known at this time. As mentioned previously, this Plan will evolve over time in consultation with delivery organizations and considering stakeholder feedback. In addition, as various potential mitigation measures and permit conditions are finalized, the terms of this Draft Sustainability Plan (and the other Implementation Plans) may be modified in order that the governing conditions for the project are consistent.

## **6. 34<sup>th</sup> America's Cup Draft Sustainability Plan – Relationship to CEQA and NEPA**

While the Implementation Plans are being developed, the City is preparing environmental review documents required to comply with the California Environmental Quality Act (CEQA), and the National Environmental Policy Act (NEPA). The AC34 Project will require permits and regulatory approvals by local, state and federal public agencies. The issuance of local and state approvals requires compliance with CEQA, and federal agency approvals require compliance with NEPA. While there are similarities in state and federal environmental review laws, the scopes of the CEQA and NEPA environmental reports are different because of the difference in regulatory purviews of the approving federal agencies, versus those of local and state agencies.

Under CEQA, the scope of the environmental review is more comprehensive because it also includes analysis of the environmental effects of the proposed James R. Herman Cruise Terminal and Northeast Wharf Plaza; this is because the use of Pier 27 for AC34 is planned in coordination with the phased development of the cruise terminal and plaza. The City is preparing an Environmental Impact Report (EIR), and the Draft EIR was published for public comment in July 2011. The Draft EIR informs the public of the environmental impacts of the AC34 and cruise terminal projects, identifies required regulatory requirements that would reduce environmental impacts, identifies feasible mitigation measures to reduce or avoid those impacts, discloses if there are residual impacts that are still considered "significant," and presents possible alternatives to reduce or avoid those significant impacts. If the Final EIR is certified, local and state project decision-makers will use the information in the Final EIR in their deliberations in their decision to approve the AC34 Project.

The Implementation Plans are referenced in various forms in the Draft EIR, including providing the reader with information as to their content, requiring implementation of some of the Plans as potential mitigation measures, or requiring the some of the Plans to include specific requirements to reduce potential adverse environmental impacts. Many of the proposed mitigation measures presented in the Draft EIR provide direction to various AC34 Implementation Plans, by defining solutions and/or performance standards that would reduce potential adverse impacts for issues pertinent to the given Implementation Plan. These Plans provide an established means by which some of the proposed mitigation measures and regulatory requirements can be tracked and integrated as part of the overall event planning, management and implementation.

The Draft EIR public comment period closed on August 25, 2011, and many public comments have been received by the San Francisco Planning Department, the City's lead agency for CEQA compliance. Written responses to the public comments are being prepared to produce a Final EIR, which is expected to be completed by the end of 2011. The Draft EIR public comments will further inform and improve the content of this Draft Sustainability Plan.

It is worth noting that, independent of their incorporation into relevant AC34 Implementation Plans, any Final EIR mitigation measures will be included in a Mitigation Monitoring and Reporting Program (MMRP). The MMRP must be adopted as part of AC34 approval actions whenever mitigation measures are made part of a project. An MMRP identifies the measures included in the project, the entities responsible for carrying out the measures, and timing intended for implementation of project components. In addition to implementing any mitigation measures required, the project sponsors must adhere to all applicable local, regional, state and federation regulations and permit requirements for activities related to the event. The Regulatory Framework related to AC34 events are listed (through reference to the Draft EIR for consistency) in Appendix I for reference.

The City also is working with the National Park Service (NPS) and U.S. Coast Guard, the two co-lead agencies for NEPA environmental review. Currently, these efforts are focused on preparation of an Environmental Assessment (EA) in order to take appropriate actions for approving project components that will occur in NPS lands in the Golden Gate National Recreation Area, Presidio Trust, and San Francisco National Maritime Historical Park, and on the San Francisco Bay under the purview of the U.S. Coast Guard and U.S. Army Corps of Engineers. Publication of the NEPA document will occur in 2012, after the EIR process. Much of the environmental analyses and potential mitigation measures produced through the CEQA EIR process will inform the NEPA analysis. Ongoing planning with the federal agencies involved in the NEPA process is expected to yield further definition and direction for measures and actions to be included in the Implementation Plans.

Table I below describes the relationship of the Implementation Plans to the Sustainability Plan.

**TABLE I  
AC34 IMPLEMENTATION PLANS AND RELATIONSHIP TO SUSTAINABILITY PLAN**

<b>Plan Name</b>	<b>Host Agreement Section</b>	<b>Responsible Party</b>	<b>Purpose</b>	<b>Relationship to Sustainability Plan</b>
Zero Waste Plan	10.10	City, in consultation with and subject to approval from the Event Authority and the City's Dept of the Environment	(previously called the "Waste Management Plan") Provides options for recycling, composting and waste reduction aimed at meeting or exceeding the City's goals for landfill diversion.	Incorporates zero waste as a goal and provides waste avoidance and reduction strategies.

<b>Plan Name</b>	<b>Host Agreement Section</b>	<b>Responsible Party</b>	<b>Purpose</b>	<b>Relationship to Sustainability Plan</b>
People Plan	8	City, in consultation with government agencies and the Event Authority	Describes a safe, reliable and efficient traffic and transportation scheme to facilitate the movement of visitors to AC34 Events. Includes temporary transit enhancements along the Embarcadero corridor and temporary transit service to certain AC34 venues.	Includes several principles supporting public transportation, low-emission vehicles, and public engagement to encourage walking, cycling and taking public transit to the AC34 events.
Workforce Development Plan	10.11	Event Authority, in consultation with the City's Office of Economic and Workforce Development	A local hiring plan consistent with Chapter 6.22 and Chapter 83 of the San Francisco Administrative Code. To include local hiring opportunities in certain required AC34-related infrastructure improvements, AC34 event staging, and other AC34 event-related activities.	Includes, as a principle, hiring locally, to provide valuable work experience as a legacy of the event.
Youth Involvement Plan	10.13	Event Authority, in consultation with the City's Department of Children, Youth and Families	Supports the education and involvement of local youth in the AC34 Events. Sets forth the approach by which the Event Authority will incorporate and support sailing-related programs and activities, outreach, event internships, and other activities related to the event.	Includes delivering an inclusive event for people of all ages, and educating spectators about sustainable practices. This would also apply to young people involved in event-related activities as described.
Parks Event Operations Plan	n/a	City, in consultation with the Event Authority, the National Park Service, California State Parks, the Presidio Trust and San Francisco Recreation and Parks Department	Sets forth coordination, practices and cost-effective solutions to ensure a positive spectator experience during the AC34 Events as well as respect the needs of other incidental visitors to affected areas consistent with the mission and objectives of all parties. The plan will include specific elements to protect sensitive resources and facilities, such as sensitive area closures, removable protective fencing, signage, and educational and awareness programs. The Plan also addresses other elements such as an education program, informational materials distribution, food and merchandising provision, and post-event restoration.	Includes protection of ecologically sensitive land and offshore areas. Also provides for a positive experience for spectators so that they will be receptive to education about sustainable practices that apply to attending the event and to daily life.
Public Safety Plan	10.6	City, in consultation with and subject to approval from the Event Authority	(formerly called the "Security Plan") Addresses all reasonable safety and security measures (including emergency and rescue services) to protect the public, media, event-related staff and competitors. Includes specific measures to ensure a high level of security within and around all elements of the event venues and within and around sensitive locations such as airports, rail, and metro and bus stations.	Includes providing a positive experience for spectators and communications protocols.

<b>Plan Name</b>	<b>Host Agreement Section</b>	<b>Responsible Party</b>	<b>Purpose</b>	<b>Relationship to Sustainability Plan</b>
Water and Air Traffic Plan	4.1	City, in consultation with the Event Authority and Race Management, and in cooperation with government authorities	Provisions for adequate and safe access to the race course area and provisions for use of the race course area, coordinated with the U.S. Coast Guard requirements, environmental protection and stewardship, including minimization of the spread of invasive species and protection of eelgrass, Notice to boaters and clean boating provisions, as well as establish effective enforcement mechanisms for traffic controls in the airspace and water space for the AC34 events. Implement safety guidelines for vessel activities associated with AC34, and provisions for coordination with commercial operations on the Bay.	Includes promoting safe boating to minimize the risk of an accidents, and boating practices to avoid pollution on the Bay, and environmental stewardship of sensitive marine habitat and wildlife.
Team Bases Operations Manual	n/a	Port of San Francisco, in consultation with and subject to the approval of the Event Authority	Compiles environmental and safety requirements, standards and best management practices that would be applicable to all proposed industrial-related practices at the team bases for the AC34 Events, including but not limited to boat fabrication and assembly, equipment and materials use and storage, and maintenance and cleaning activities.	Includes principles relating to preventing air and water pollution from race activities and requires safe handling, use and disposal of hazardous materials.
Sustainability Plan	10.12	Event Authority, in consultation with the City's Department of the Environment	(formerly called the "LEED or LEED-equivalent Plan") Describes event-related sustainability activities taking place in San Francisco.	This is the Draft Sustainability Plan.
Ambush Marketing Action Plan	10.3	Event Authority, Organizing Committee and the City	Goal is to avoid any attempts, intentional or unintentional, to imply or create a false or unauthorized commercial association with the 34th America's Cup. The plan specifies how it will deal with signage, vendor permits and distribution of free merchandise. Includes the steps the City will take in order to avoid false associations with the America's Cup in order to protect the rights of the Event Authority, the Commercial Affiliates, and the Event Sponsors.	Includes providing clear and correct information to attendees.
Advertising Plan	10.1	City, in consultation with and subject to approval from the Event Authority	Specifies public and private opportunities to promote the America's Cup that will raise the profile of the AC34 Events for residents and visitors, which, in turn, will increase the amount of spectator interest and thus benefit the host city.	Includes providing an inclusive event, including maximizing opportunities for working with local people and businesses.

## 7. 34<sup>th</sup> America's Cup Event Delivery and Coordinating Organizations

There are a variety of organizations playing a role in preparing for and delivering the AC34, which are identified below. These organizations are considered event delivery partners within this document.

**America's Cup Event Authority (Event Authority)** – a neutral, independent company responsible for event management, marketing, communications, and the television broadcast.

**America's Cup Race Management (ACRM)** – a neutral, independent company tasked with all of the sporting aspects of the event.

**America's Cup Organizing Committee (Committee)** – a non-profit, tax-exempt organization that supports the City and County of San Francisco in preparing for and hosting the AC34. The Event Authority and Committee are working jointly to raise the funds necessary to stage the AC34.

### **City and County of San Francisco (City)**

The San Francisco **Office of Economic and Workforce Development** has overall project management responsibility to deliver the City's obligations under the Host Agreement and move the project expeditiously through the regulatory and land use approval process.

Several City agencies are also critical to the successful delivery of the AC34, and would be considered delivery partners.

- **Port of San Francisco**
  - Some of the primary AC34 operational and spectator venues are located on Port controlled land, therefore the Port has one of the City's most critical roles in delivering a successful event.
- **Department of the Environment**
  - The Department of the Environment is the lead City agency responsible for the development and implementation of the event Zero Waste Plan, and is consulting with the Event Authority on the development of the event Sustainability Plan.
- **Department of Public Works (DPW)**
  - The DPW is responsible for the City's infrastructure commitments including coordination with the Port's Cruise Terminal project on Pier 27 and construction on a variety of other Port Piers to be used for the events. The DPW will assist the Event Authority in development of the major improvements planned for the event venues.
- **Planning Department**
  - The Planning Department is the lead City agency for undertaking and completing environmental review under CEQA for the hosting of the AC34 event.
- **Municipal Transportation Authority (SFMTA)**
  - The MTA is the lead City agency in the development and implementation of the AC34 People Plan to facilitate and plan for effective transit solutions for all visitors to the event.
- **Recreation and Parks Department**
  - The Recreation and Parks Department is responsible for managing its waterfront public spaces, notably the Marina Green and Marina Yacht Harbor, as spectator venues. The City's project team will work closely with the National Park Service for

the planning and use of key sites, including Crissy Field, for event spectator and hospitality activities.

#### Permitting Agencies

National Parks Service, Presidio Trust, United States Coast Guard, US Army Corps of Engineers, Regional Water Quality Control Board, Bay Area Air Quality Management District, California Dept of Fish and Game, US Fish and Wildlife Service, National Marine Fisheries Service, Bay Conservation and Development Commission, Federal Aviation Administration, Federal Communications Commission, Department of Homeland Security, US Customs and Border Patrol, US Citizenship and Immigration Services, National Weather Service, California Department of Motor Vehicles

#### Transportation Agencies

SFMTS, BART, Caltrain, AC Transit, WETA, Golden Gate Transit, Caltrans, SamTrans, Metropolitan Transportation Commission, San Francisco County Transportation Authority

#### Public Safety

California Highway Patrol, California Emergency Management Agency, US Secret Service, Northern California Regional Intelligence Center, Golden Gate Bridge Highway and Transportation District, US Park Police, Regional Police and Sheriff's Departments, Department of Homeland Security, Federal Aviation Administration, FBI

#### Cooperating Agencies

Bay Area Cities and Counties, including Marin County, Sausalito, Belvedere, Tiburon, and Richardson's Bay Regional Agency.

### **8. 34<sup>th</sup> America's Cup Sustainability Commitment – Clean Sailing**

The America's Cup is more than a sport. We all have a duty to act as responsible environmental stewards in our use of the oceans, and the Event Authority and event delivery partners are committed to hosting sustainable events that emphasize resource sustainability and environmental stewardship. Through our actions we will demonstrate a model sustainable sporting event and leave a positive legacy in the communities we visit and on the sport of sailing. Each event also provides us with an opportunity to engage with the public and athletes to deliver a positive message and raise environmental awareness.

The AC34 activities will be heavily focused on ocean conservation through a global America's Cup Healthy Ocean Project. The Event Authority has committed to utilizing the global platform of the America's Cup, in partnership with leading NGOs and advocates, to raise awareness about the urgent issues facing our oceans and to provide a platform to amplify activities currently taking place to protect the marine environment. The aim is to raise awareness about the value that the oceans provide, communicate the challenges that the oceans face, and most importantly, to inspire personal action in some way to improve ocean health. There will be a strong local America's Cup Healthy Ocean Project Bay Initiative as part of this effort, which will support local initiatives and organizations working in the San Francisco Bay Area.

While there are numerous issues affecting ocean health, the America's Cup Healthy Ocean Project will highlight the following three areas where it believes its stakeholders can have a significant direct impact:

- the establishment of marine protected areas as reserves of marine biodiversity;
- the reduction of the amount of debris going into the oceans; and,
- increasing consumer demand for sustainable sea life.

From public service announcements woven into America's Cup broadcasts and other media to visible identification on all America's Cup boats and events, ocean conservation and environmental stewardship will be pervasive throughout the America's Cup as it travels to global destinations over the next two years, culminating in the America's Cup Finals in 2013.

## 9. 34<sup>th</sup> America's Cup Event Context

As AC34 event plans are finalized through the environmental review and permitting processes or otherwise, it may be necessary to modify strategies to cover aspects of the event that are not fully apparent at present. Further information about the event and additional analysis will inform the evolving strategies and areas of focus.

Sustainability is a journey. As such, the AC34 Sustainability Plan will evolve over time. The lessons learned through the implementation of the activities associated with America's Cup World Series events taking place in San Francisco in 2012 will inform expectations and planning for the AC34 events in 2013. This is often called the *adaptive management* approach.

Planning for the reduction of environmental impacts as a component of planning for major events (including major international sports events) has been practiced on an ad hoc basis for many years; but it has only become a standard practice in recent times. Organizers of major events are now taking into consideration the holistic concept of sustainability in event management, and several standards have been developed recently for event sustainability planning. For example, the organizers of the London 2012 Olympic Games and Paralympic Games (London 2012) inspired the development of a new British Standard 8901, Sustainability Management Systems for Events; this standard is currently evolving into an international event management standard (ISO 20121, Event Sustainability Management Systems). The ISO 20121 standard is still in development but is sufficiently complete to provide useful guidance.

Sustainability planning for events differs from sustainability planning for the ongoing operations of a commercial enterprise, institution or community. Unlike a business, an event takes place in a finite and short time period, and planning can involve considering potential impacts of an event with little or no useful historical data to reference. For example, the America's Cup has never been held in San Francisco or so close to shore, so organizers must predict factors such as the number of spectators that might attend, transportation requirements, and quantities of waste expected to be generated. Sustainable event management looks at all phases of event management: preparation, staging and legacy.

The Event Authority and event delivery partners will focus on reducing the potential negative impacts of event activities and maximizing opportunities for community and legacy benefits. As such, the Event Authority, ACRM, the City and key stakeholders in the San Francisco Bay Area have embarked on a journey of developing this Draft Sustainability Plan to describe the AC34



event sustainability activities in San Francisco, throughout the event life cycle (preparation, staging and legacy). All organizations charged with delivering aspects of the AC34 events will need to comply with the following: 1) existing regulations, plans, policies; 2) mitigation measures included in the Final EIR; and, 3) strategies outlined in the event Sustainability Plan, which may go beyond regulations and/or approved mitigation measures.

Due to the nature of a large-scale event, the Draft Sustainability Plan will mature over time and with input from stakeholders, especially as new knowledge is gained and innovations are developed to improve event sustainability performance.

Moving towards sustainability is a journey – one that we intend to embark on jointly with our partners. This Draft Sustainability Plan is part of this journey. It requires commitment and participation from everyone involved in delivering, participating in and watching the AC34 event.

## **10. 34<sup>th</sup> America's Cup Sustainability Vision**

*A new era of high performance sailing with a purpose.*

Sailing is more than a sport. The Event Authority and the AC34 partners aim to transform the sport of sailing to a new and heightened level, while promoting sustainability and responsibility. The bar will be raised not only for the sport of sailing, but in delivering a sporting event with purpose – one that leaves a lasting positive legacy for host communities and our natural environment.

## **11. Definition of Sustainability**

*For the Event Authority, sustainability means optimizing the social, economic and environmental impacts of our activities in delivering the 34<sup>th</sup> America's Cup, to enrich the communities we visit and protect and support natural ecosystems.*

The term *sustainability* is a complex and widely used term that has come to mean taking into consideration the social, economic and environmental aspects of our actions, as well as recognizing the inter-relationships between these aspects. Sustainability includes protecting our environment and preserving natural habitats and biodiversity, but it is also about promoting a healthy and engaged society and thriving economy. Sustainability requires balancing opportunities and constraints, and taking a longer-term view so that we are able to reach our maximum potential now, and future generations are able to do the same.

The aim of delivering a sustainable event is to minimize negative event impacts (such as air pollution from spectator travel or spectator waste) and maximize event benefits (such as habitat preservation and promoting new green technologies) now and into the future. Sustainability is not achieved in isolation; rather, it is the sum of many working parts, people and technology and how they all interact with the air, land and sea. Considerations of how all these systems and activities integrate into all aspects of the AC34 event create a holistic and practical view of what delivery organizations are doing to be environmental leaders.

## 12. Sustainable Event Management – Our Way of Working

The Event Authority's objective is to implement the soon to be released ISO 20121 standard (Sustainability in Event Management – available in 2012) for the AC34 events in San Francisco. This new international standard, which was initially inspired by the organizers of London 2012, specifies the requirements of a sustainability management system for events. Sustainable event management systems apply the management process model of "Plan, Do, Check, Act" to event sustainability management, by dividing the planning process into the following steps: (1) pre-event planning to identify issues, strategies and measurement methods (Plan); (2) carrying out the strategies intended to meet sustainability objectives (Do); (3) monitoring and measurement of sustainability strategies (Check); and, (4) review and corrective action to improve sustainability, during and after the event (Act). The Event Authority and event delivery partners will monitor progress and improve performance over time, as new learning and innovations support enhanced understanding of event impacts and mitigation measures to maximize benefits.

The Global Reporting Initiative (GRI) has developed internationally recognized sustainability reporting guidelines used by organizations worldwide to report to stakeholders and the public. GRI is currently developing reporting guidelines for events (Event Organizers Sector Supplement), scheduled to be issued at the end of 2011. The Event Authority will monitor and track performance and progress in order to inform stakeholders and the public about activities and achievements. An annual sustainability report based on the GRI Event Organizers Sector Supplement will be prepared and released to provide transparent reporting on event activities in San Francisco.

Measurement and reporting involves defining metrics to evaluate the success of particular strategies, as well as Key Performance Indicators (KPIs) that help measure progress toward goals and objectives. A suite of KPIs will be developed in order to track and improve performance over time.

The Event Authority's staff includes individuals with experience and responsibility for sustainability, including a Head of Sustainability role reporting to the Director of Partnership Sales, Sustainability and Responsibility. These staff members work directly with event and race management staff and partners to embed sustainability planning into delivery objectives. The Event Authority and event delivery partners in San Francisco have established a structure to review and report on event-related issues, made up of Domain issue groups, a Coordination Committee, and a Principals Committee. This structure enables relevant staff to communicate across the program, and raise issues of importance up to senior staff and executive leadership as needed for resolution. The Event Authority coordinates the AC34 Sustainability Domain group, made up of lead representatives from delivery partners, including various City Departments and agencies and the Committee. The Domain reviews and discusses sustainability issues related to event delivery, and feeds information to the AC34 Coordination Committee for review and discussion.

It is envisioned that several expert advisory groups may be convened during the preparation phase to support the development of various aspects of event delivery.

## **SECTION II**

Section II describes the structural elements of the AC34 Draft Sustainability Plan, and then elaborates on specific details related to these elements, including the presentation of event sustainability themes, principles, and strategies associated with delivering the AC34 events.

### **1. AC34 Event Sustainability Framework**

#### **Land, Air, Water**

The unique nature of sailing and the new and innovative AC34 event format cuts across the natural and life-sustaining elements of Land, Air and Water. These three elements form the anchor of our approach to event sustainability, which include the communities, habitats and species that rely in these elements for health and life.

#### **Preparation, Staging, Legacy**

Event activities in San Francisco will occur in three distinct phases, each of which is considered when planning for event sustainability:

- **Preparation**: This phase began when the City was awarded the right to host the AC34 and continues through to the start of the 2013 racing activities, overlapping the Staging phase. Preparation includes all event planning, pier improvements, facility improvements, installation of temporary facilities, improvement of transportation infrastructure, and management support operations including contracting and legal preparations.
- **Staging**: This phase occurs during the America's Cup World Series events in the summer of 2012 (August – September) and again during the AC34 activities in the summer of 2013. It includes racing operations (ACRM, competitor teams, officials), event facilities operation (AC Villages, IT, media centers), activities at spectator viewing areas including spectator yachts and boats, spectator transportation to and from the event, sponsor and promotional activities, and travel and accommodation for participants, media and spectators.
- **Legacy**: This phase starts on completion of event activities in the fall of 2013. It includes the long-term impacts to the City's infrastructure, operations, and community behavior that can be attributed to the event activities.

### **2. Hierarchy of Concepts**

The AC34 Draft Sustainability Plan defines major event *Themes* that pertain to event sustainability in the context of the AC34 events taking place in San Francisco. Within each theme, several guiding *Principles* are identified. Several event *Strategies* are then described which support the spirit and achievement of the principles. Strategies are the actions that can be performed and measured as part of the event, and are listed as commitments and aspirations. Ambitions are also presented to show ideas being considered for possible implementation.

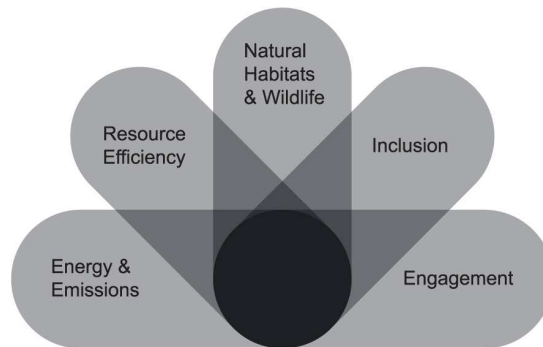
Each theme is discussed in the following ways:

1. Introduction;
2. Sustainability Principles that apply;
3. Applicable event Strategies to achieve desired outcomes;
4. Associated Ambitions being considered to achieve the desired outcomes;
5. Links to detail in associated event Implementation Plans, where relevant;

**Appendix I** lists relevant local, regional, state and federal laws, regulations and policies enumerated and briefly described.

### 3. 34<sup>th</sup> America's Cup Event Themes

The following event themes have been identified to provide focus for event delivery organizations, aimed at minimizing potential negative impacts and maximizing the legacy benefits of AC34 activities. Most issues identified in each theme cross over to one or more of the other event themes. For example, the issue of providing safe and reliable transportation for event spectators and the event workforce cuts across all five event themes.



- **Energy and Emissions**
  - *Optimize use of energy and minimize associated air emissions through efficient planning and technological innovation.*
- **Resource Efficiency**
  - *Maximize natural resource and land use efficiency, minimize waste, and sustainably source materials and products.*
- **Natural Habitats and Wildlife**
  - *Protect and support biodiversity, habitats and wildlife.*
- **Inclusion**
  - *Provide an inclusive and welcoming experience for event spectators and the event workforce, and maximize legacy benefits for the City's residents and businesses.*
- **Engagement**
  - *Raise sustainability awareness, foster pro-environmental behavior and sustainable lifestyles.*

#### **4. Energy and Emissions Theme**

*Optimize use of energy and minimize associated air emissions through efficient planning and technological innovation.*

The Energy and Emissions theme focuses on strategies that address air quality and emissions, energy use and transportation. In particular, this theme addresses the important issue of climate change and reducing greenhouse gas (GHG) emissions. As noted above, the Host Agreement states that the event will be carbon neutral, and this issue area outlines the parameters around this commitment.

During the preparation and staging phases the Event Authority will be looking for opportunities to avoid or reduce emissions through design decisions and contractor and vendor agreements. The Event Authority will work with the Department of the Environment and other relevant City agencies such as the Port to identify best potential measures, consistent with the City's Climate Action Plan, the Port's Climate Action Plan, relevant GHG reduction regulations identified in Table 5.9-2 of the Draft EIR, and relevant regulatory permits that are synergistic with delivery of the AC34 activities.

Some of the relevant EIR topics that discuss Energy and Emissions related sustainability issues analyzed potential environmental impacts associated with event related activities and can be found in sections 5.6 (Transportation and Circulation, 5.8 (Air Quality), 5.9 (Greenhouse Gas Emissions) and 5.18 (Mineral and Energy Resources).

#### **Energy and Emissions Principles**

- Minimize air emissions associated with delivering event activities.
- Minimize the event carbon footprint and adopt the following hierarchy of priorities in event planning and delivery: avoid, reduce, replace and compensate for owned emissions.
- Strive for energy conservation and efficiency.
- Use carbon management as a tool to improve sustainability performance.

#### **Carbon Management Approach**

Carbon management for an event involves following an hierarchy of actions to reduce the overall carbon impact of event activities. The Event Authority's approach to carbon management is outlined below:

1. Define the boundary of the event carbon footprint, and the scope of emissions associated with each phase of the event (Planning, Staging, Legacy);
2. Measure event baseline emissions. Identify emission sources included within the event boundary, and estimate baseline emissions from a business-as-usual perspective (i.e., estimate expected emissions without consideration of proactive emission reduction measures other than those required by existing regulations);

3. Set objectives prioritizing reduction measures in areas of greatest impact and opportunity;
4. Avoid emissions. Identify where emissions can be avoided or eliminated, for example through venue design or by encouraging behavior change towards low-carbon alternatives (e.g. promote walking or public transit instead of driving); quantify impacts;
5. Reduce emissions. Adjust activities or choose alternatives that reduce emissions; this includes increasing energy efficiency or switching to energy sources that are less carbon intensive (e.g. use of low carbon fuels); quantify impacts;
6. Alternatives: investigate alternatives that will reduce emissions and determine an approach to implementing alternatives;
7. Encourage others to reduce and compensate for shared and associated emissions (see below for a definition of 'shared' and 'associated' emissions).
8. Review implementation success. Upon event completion in 2013, assess the impact of carbon reduction measures and review overall success of carbon management plan;
9. Compensate for "owned" event emissions that cannot be avoided or reduced (see below for definition of 'owned').

The Event Authority aims to utilize best management practices (BMPs) for sustainable event management, and as such strategies are being analyzed that have been developed by recent major event organizers world wide as a model. The Event Authority has adopted the appropriate methodology to define, measure and manage the AC34 event carbon footprint for San Francisco activities.

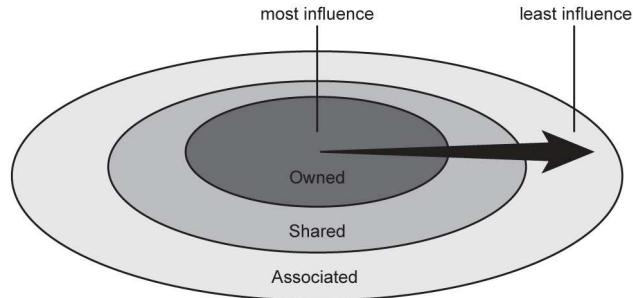
The Event Authority will measure the event's carbon footprint, and will delineate the organizational boundary of the event into three categories of activities based on their relative degree of control or influence, as described below:

- Owned: event activities that are solely funded by or under the operational control of the Event Authority and its affiliates and contractors. Examples include construction of temporary facility improvements, event planning and logistics, and temporary event energy use.
- Shared: event activities that are jointly funded and are a direct consequence of hosting the event, but where control is shared by various partner entities. Examples include joint infrastructure improvements or venue construction. The Event Authority's ability to influence these activities is limited.
- Associated: event activities that are a consequence of the event, but which are not controlled or funded by Event Authority. The Event Authority may be able to exert some influence over these activities. Examples include the activities of sponsors, media and spectators.

As details of the event are developed, it will be possible to classify activities into these three categories and determine the extent of the Event Authority's responsibility for achieving and documenting carbon neutrality for its activities in San Francisco.

**FIGURE I**

*EVENT AUTHORITY SPHERES OF INFLUENCE AND THE EVENT BOUNDARY*



During the preparation phase, the Event Authority will be working with the Department of Environment to identify appropriate projects for avoiding, reducing or compensating for event emissions. In general, the following criteria will be used to prioritize carbon reduction projects and strategies:

- Project or strategy avoids or reduces emissions in the AC34 event footprint, as defined above;
- Project or strategy provides event and legacy benefits, and supports the City in reducing its emissions and meeting its climate protection goals.

The Event Authority's carbon management strategy will involve the development of a carbon offset fund to compensate for its unavoidable owned carbon emissions from its activities in San Francisco, per the responsibilities outlined in the Host Agreement and its desire to reduce its environmental impact in delivering the AC34 events. This fund will support both local and international high quality carbon offset projects where there is a strong link to the America's Cup Healthy Ocean Project goals. Participation in this fund will also be offered to AC34 partners and to spectators, should they wish to offset their own carbon emissions through this fund.

### **Energy and Emissions Strategies**

The Event Authority will work with event delivery partners to implement the following energy and emissions event strategies for the AC34 events in San Francisco:

- Achieve carbon neutrality for the Event Authority's owned carbon footprint for event activities taking place in San Francisco (2012 World Series, the Louis Vuitton Cup in 2013, the Defender series (if necessary) and the 34<sup>th</sup> America's Cup Final Match in 2013). The Event Authority's owned carbon footprint includes emissions from activities under the operational control of the Event Authority for these AC34 events.
- Adhere to a carbon management approach hierarchy for emissions: 1) avoid; 2) reduce; 3) replace; and, 4) compensate for the remaining unavoidable owned footprint for AC34 events taking place in San Francisco.

- Conduct an assessment of the event carbon footprint and develop an event carbon management strategy to guide decision-making.
- Monitor major components of the event carbon footprint.
- Avoid and/or reduce carbon emissions wherever feasible in the installation and operation of temporary structures and facilities, emphasizing reuse of materials, use of secondary materials or lower carbon alternatives, minimization of waste, and opportunities to conserve energy and resources wherever possible through coordination and collaboration between suppliers, vendors, and contractors.
- Implement, as feasible, the use of on-site renewable energy (such as mobile units) at the AC Village and spectator venues to replace fossil-fuel based energy sources and maximize opportunities through partnerships.
- Develop guidelines for race team boat drivers to promote fuel efficiency and reduce emissions.
- Develop a sustainability strategy for technology to maximize energy efficiency and conservation, and reduce the amount of equipment and materials required to achieve the maximum beneficial outcome.
- Prioritize the use of existing materials and equipment through rental/leasing options over buying new, in order to reduce carbon impacts of manufacturing and transportation.
- Use low or zero emission fuel for any required event generators, where feasible and available.
- Implement load management for any event generators.
- Use grid electricity where feasible.
- Select efficient lighting systems for temporary event operations.
- Employ energy conservation and efficiency measures for event equipment.
- Reduce the need for cooling and heating (comfort and equipment).
- Utilize renewable energy where feasible.

### *Transportation*

The impact of transporting materials, equipment and people associated with an event can generate air emissions and air pollution.

With regard to transporting people, a significant event planning effort will be to identify a package of transportation options in San Francisco to reliably transport racing teams, event personnel, event sponsors, members of the media and thousands of AC34 spectators to and from their desired destinations on any given race day, while at the same time satisfying the daily transportation needs of residents, businesses and visitors not associated with the races.

The Host Agreement calls for the City to develop a “People Plan” in consultation with other Governmental agencies and to be approved by the Event Authority, which has been underway since the start of the planning process. The purpose of the People Plan is to describe a safe, reliable and efficient traffic and transportation scheme to facilitate the movement of thousands of people on any day to and from the AC34 events. The People Plan is undergoing a public review



process independent of the CEQA process for AC34 events. The People Plan may be revised as agreed by the City and the Event Authority as a result of the CEQA analysis and approval process, and as project details are further refined, considering public and agency input. This review process may result in additional recommendations about how to manage transportation, traffic and spectators. The strategies described herein are subject to revision in accordance with the requirements in the Final EIR.

The transportation modes described in the People Plan are structured according to four guiding principles: resource efficiency, environmental sustainability, strategic adaptability and positive legacy. These principles favor bicycling and transit over the private automobile, which will reduce emissions associated with spectator travel, while emphasizing the need for effective communication and information tools that allow large numbers of users to make individual decisions that support the success of the system as a whole. These principles are customized to align with the City's transportation policies, such as the City's Transit First Policy, which gives priority to public transit investments, adopts street capacity and parking policies to discourage increased automobile traffic, and encourages the use of transit, bicycling, and walking instead of single-occupant vehicles.

### *Transportation Strategies*

In addition to and in support of the strategies identified in the People Plan to deliver a safe, reliable and efficient traffic and transportation scheme for the AC34 events<sup>3</sup>, the Event Authority will work with its event delivery partners to implement the following strategies for the AC34 events in San Francisco:

- Minimize the need to transport equipment, materials and people in planning for and staging the AC34 events.
- Minimize travel distances for all goods and services (equipment, merchandise and catering).
- Prioritize low emission travel solutions for delivery of materials and products.
- Prioritize low emission mobility solutions for the event workforce, as follows:
  1. Walking
  2. Cycling
  3. Public transportation
  4. Where public transportation, walking or cycling are not available or feasible, maximize shared use vehicles allowing for the greatest quantity of passengers are transferred in the fewest number of vehicles (such as vanpools, pedicabs, shuttles, taxis);
  5. Personal vehicles: prioritize hybrid, electric or alternative fueled vehicles, where feasible.
- Utilize a low emission water fleet for event operations.
- Promote the use of bicycle, pedestrian and transit connections between major event venues, including dissemination of information to users such as maps and signage.
- Provide bicycles, including cargo bicycles as appropriate, for the event workforce.

---

<sup>3</sup> See the AC34 People Plan.

## Energy and Emissions Aspirations

The Event Authority and event delivery partners endeavor to exceed local environmental requirements where feasible, and where efficiency can be maximized or innovation can be realized. The following aspirations are included herein to identify areas that are being considered to improve sustainability performance, and that will be reviewed with delivery partners to determine feasibility, deliverability and success.

- Procure low-emission fuel for event boats.
- Provide shore-side power for moored spectator and event boats.
- Showcase innovative renewable energy mobile event equipment.
- Install equipment energy management systems, as appropriate, to identify unnecessary energy consumption and potential system faults.
- Investigate with the City and relevant authorities the installation electric vehicle charging stations near event venues, where appropriate.
- Work with the City and SFMTA to design an online spectator journey planner tool, to support walking, cycling and use of public transit to travel to event venues.
- Design easy to use methods to inform spectators of walking/cycling/transit options and real-time public transit information, such as applications for mobile phones.
- Work with City agencies and other relevant organizations to promote the expansion of the City's bike sharing program to service event venues.
- Provide a sustainability resource guide and website for AC34 contractors and vendors.
- Work with SFMTA and relevant local organizations to influence the uptake of low or zero emission vehicles that support the mobility needs of event spectators (for example, pedicabs).

## 5. Resource Efficiency Theme

*Maximize natural resource and land use efficiency, minimize waste, and sustainably source materials and products.*

The Resource Efficiency theme focuses on sustainable event delivery strategies that address waste, water, food, materials, merchandise and land use. It also addresses the area of economic sustainability of the AC34 event.

In 2002, the San Francisco Board of Supervisors adopted the City's Zero Waste Policy (Ordinance 679-02), which created a goal of 75% landfill diversion by the year 2010 and zero waste by 2020. Section 10.10 of the Host Agreement requires that the City, in consultation with the Event Authority, prepare a Zero Waste Plan (previously called the Waste Management Plan) for the event, a draft of which was released in March 2011. It describes methods for pursuing the zero waste goal at the AC34 event in 2013, the details of which are referenced herein.

The Zero Waste Plan will provide options for recycling, composting and waste reduction aimed at meeting or exceeding the City's goals for landfill diversion. Elements of the Zero Waste Plan include use of compostable and/or recyclable to-go food utensils and packaging, requirements for vendors to maintain adequate composting and recycling receptacles and service levels to meet demand for expected crowds, and coordination with recycling and composting collection firms to ensure adequate collection service. The resource recovery infrastructure in the City is so extensive that only a small percentage of typical municipal solid waste (MSW) materials should be sent to landfill: primarily plastic film,<sup>4</sup> composite materials (such as aseptic packaging) and polystyrene foam. The remaining percentage of materials can be either recycled or composted using the City's programs.

Several temporary improvement modifications to the proposed event venues are required to prepare for the AC34 events. The Event Authority and event delivery partners will analyze existing green building guidelines (normally applied to permanent structures) and apply them, as appropriate, to the delivery of temporary structures. It is an ambition to inspire new green building guidelines for temporary structures as a legacy of the event.

From a sustainability perspective, there are clear reasons to maximize the use of organic, fair-trade and sustainably harvested food delivered for the event. There are additional advantages to providing fresh foods that are produced locally, including a potentially lower carbon footprint as a result of shorter transportation distances. The development of food guidelines for the AC34 events will require research into existing food productions standards, nutrition guidelines, and model policies to determine what benchmarks and goals are suitable for event-based activities. This will entail understanding the local market and food distribution channels and assessing the challenges and opportunities for implementation. Sustainable food is an interdisciplinary issue that depends on available production, storage, transport, and distribution systems; informed consumers; and market demand. An essential component of the food guidelines will be to develop strategies for communicating – before, after, and throughout the event – with vendors, spectators, the media, and other groups to fulfill the guidelines and create a meaningful post event legacy.<sup>5</sup>

The transportation strategies referenced in the Energy and Emissions theme support compact and efficient use of land and infrastructure, and directing spectators away from sensitive habitats. These strategies are consistent with the policies of the People Plan.

Economic sustainability is one of the pillars of the concept of sustainability. In order to be successful, the Event Authority, the City and the Committee must maximize the efficient and responsible use of resources (human, ecological and financial). Opportunities will be sought to bring innovative resources and partnerships forward in order to achieve the ambitious goals established for the AC34 events. This will provide opportunities for investment in the event and in the City, and support delivery of a successful event legacy.

The Draft EIR analyzes the potential environmental impacts associated with the proposed event related activities for the Resource Efficiency theme in sections 5.12 (Utilities and Service Systems), 5.16 (Hydrology and Water Quality), and 5.17 (Hazards and Hazardous Materials).

---

<sup>4</sup> Plastic film from spectator activities would be considered landfill bound and consist of items such as chip, candy and other wrappers. However, plastic film from event planning, construction, and back of the house activities can be managed and recovered for recycling.

<sup>5</sup> The food guidelines will be consistent with Executive Directive on Healthy and Sustainable Food 09-03, issued July 9, 2009 by Mayor Gavin Newsom.

## Resource Efficiency Principles

- Apply high sustainability standards to the design of temporary event structures.
- Apply high sustainability standards in event planning to promote the efficient and sustainable use of land resources.
- Keep litter, which is harmful to wildlife, away from sensitive habitats including out of the Bay.<sup>6</sup>
- Protect water quality in San Francisco Bay.
- Conserve potable water.
- Promote reuse and closed-loop systems.
- Choose products for durability and reusability.
- Obtain products from sources that adhere to sustainability principles.
- Provide sustainably sourced and healthy food.
- Use resources efficiently and responsibly (human, ecological and financial).

---

<sup>6</sup> The AC34 Zero Waste Plan addresses the broader concern of litter prevention.

## Resource Efficiency Strategies

The Event Authority will work with event delivery partners to implement the following resource efficiency event strategies for the AC34 events in San Francisco:

Waste	Materials and Merchandise
Adopt the waste hierarchy and divert materials away from landfill: 1) eliminate; 2) reduce; 3) reclaim/reuse; 4) recycle and compost; 5) recover; and, 6) dispose	Choose products for durability and reusability
Support the City's strategies to deliver the Zero Waste Plan	Work with event vendors and sponsors to meet zero waste performance standards for give-aways and merchandise
Specify zero waste practices in waste management service tenders and contracts	Engage with local and national partners to develop and pilot green building guidelines for temporary structures
Bring any offshore event race boat waste generated back to onshore facilities for processing	Adapt and apply the highest green building standards, as applicable, for minor interior renovations and temporary structures
Prioritize renting/leasing structures and equipment over buying new	Enable structures to be adaptable for use in legacy
Products sold or given away by sponsors and vendors are to be durable, non-toxic, contain recycled content where possible, and be able to recycle locally	Design temporary structures for disassembly and reassembly, where appropriate
Support efforts to collect litter along the Bay shore near event venues	Develop sustainable sourcing and procurement guidelines, which take into consideration environmental, social and ethical issues
Avoid the use of single-serve water bottles in event venues; work with event delivery partners to provide drinking water filling stations in or near event venues	Comply with the City's tropical hardwood / virgin redwood ban
Limit the distribution of printed information, favoring internet or other means of distribution	Janitorial paper products to have recycled content and be unbleached
Establish office policies to maximize recycling, composting and reuse	Ensure that products from sponsors and vendors comply with ethical labor standards
Use FSC-certified paper sources and soy-based inks where possible for event-related printing	Use recycled-content materials, products and packaging
Require that vendors use reusable or compostable serviceware in event venues	
Require that vendors and sponsors comply with the City's policies for carry/checkout bags <sup>7</sup>	
Minimize packaging: avoid, reduce, replace, and implement take-back schemes with suppliers	

<sup>7</sup> See the City of San Francisco Plastic Bag Reduction Ordinance:  
[http://www.sfenvironment.org/downloads/library/o008107\\_plastic\\_bag\\_reduction\\_ordinance.pdf](http://www.sfenvironment.org/downloads/library/o008107_plastic_bag_reduction_ordinance.pdf)

Water	Food
Conserve potable water at event venues: use low-flow fixtures, reduce consumption, monitor water usage, promptly report and repair leaks	Develop sustainable food guidelines detailing the provision of healthy, seasonal, sustainably and locally sourced in event venues
Maximize gray water reuse at event venues where feasible, where available	Require all sea life served in event venues and hospitality areas to be sustainably sourced
Promote water conservation by spectator boats	Select food vendors based on adherence to the sustainable food guidelines
Use non-potable water for cleaning race boats and cleaning dock surfaces	Use the event as a platform to educate the public and vendors about sustainable food
Adhere to the City's Water Efficient Irrigation Ordinance and Green Landscaping Ordinance for any event-related landscaping or vegetation	

A Sustainability Program will be developed for large spectator yachts participating in official event programs sponsored by the Event Authority, in order to minimize potential environmental impacts such as those related to waste, pollution, and emissions (see Natural Habitats and Wildlife theme).

The Event Authority and the City seek to maximize existing land uses to support the events and minimize the amount of land committed to transportation-related infrastructure.

### Resource Efficiency Aspirations

The following aspirations are included herein to identify areas that are being considered to improve sustainability performance, and that will be reviewed with delivery partners to determine feasibility, deliverability and success.

- Apply the City's water efficiency standards (normally for permanent landscaping) for any temporary facilities with vegetation, including inspiring legacy guidelines for temporary structures.
- Engage restaurants and food purveyors near event venues to promote sustainability goals, including serving only sustainable sea life.
- Install a temporary demonstration garden at one of the event venues.

## 6. Natural Habitats and Wildlife Theme

*Protect and support biodiversity, habitats and wildlife.*

The AC34 activities will avoid and minimize pollution of the water, soil or air, and will celebrate our Bay and coastal ecosystems. Activities will minimize toxic waste and pollution from construction and race activities, and protect habitat and wildlife that are dependent on water and coastal environments. The Event Authority and the event delivery partners are committed to

minimizing and mitigating impacts from construction in preparing event venues and from event operations.

The EIR for the 34th America's Cup, the James R. Herman Cruise Ship Terminal and the Northeast Wharf Plaza is being prepared and finalized by the City, and is due to be released by the end of 2011. The Draft EIR document includes a detailed description of the project, its environmental setting, anticipated impacts, and a set of mitigation measures and alternatives to minimize the impacts of the AC34 events. The Draft EIR includes mitigation measures to avoid or minimize potential event-related adverse environmental impacts to wildlife and habitats, water quality and air quality which would be implemented as required by the various responsible organizations delivering aspects of the event on approval of the Final EIR.

The Event Authority supports the objectives of SFMTA to steer spectators away from sensitive habitats and towards venues designed to accommodate them. In addition, one of the SFMTA's objectives is to minimize the City's infrastructure footprint, which will help to protect open space, natural habitats and wildlife. This is further highlighted in the People Plan, with links to the Parks Event Operations Plan.

Large marine vessels that may attend the AC34 event must follow various national and international rules and regulations based on the tonnage (size), flag (country of registration) and activity of the vessel, which are monitored by local and national agencies. Depending on these variables, large vessels must comply with environmental rules and regulations to operate legally. These can be broken in high level categories:

- International conventions
- National regulations
- Port/state regulations
- Classification society rules and regulations

The Event Authority is developing an official program for large spectator yachts as part of the event activities in San Francisco. A Captains' Advisory Committee (CAC) has been established to engage directly with these event stakeholders develop a program that is appropriate, meaningful and innovative. This program will include guidelines and requirements aimed at minimizing potential negative impacts from the vessels, and maximizing opportunities to raise awareness within the industry and local community. The CAC has welcomed the AC34 event sustainability vision and ambitions. This collaboration is a first for the America's Cup.

The EIR analyzes the potential environmental impacts associated with the event (and related activities) for this theme in sections 5.14 (Biological Resources) and 5.16 (Hydrology and Water Quality), and 5.7 (Noise and Vibration).

### **Natural Habitats and Wildlife Principles**

- Protect land, water and air resources, natural habitats and wildlife during all phases of the event.
- Support natural habitats through conservation activities.
- Prevent harm to natural habitat and wildlife.

## Natural Habitats and Wildlife Strategies

The Event Authority will work with event delivery partners to implement the following natural habitats and wildlife event strategies for the AC34 events in San Francisco:

- Require that all activities use least-toxic products and practices to minimize impacts on water, soil, air and wildlife.
- Prevent discharge of untreated sewage from event boats in ocean, Bay or harbor areas and on race courses throughout the event.
- Require that waste water from toilets/tanks used in event boats is pumped out and treated according to required health and safety regulations.
- Retain and pumpout onshore all gray or black water produced on event boats.
- Advise racing team and hospitality boats about onshore services such as pumpout facilities.
- Support a spill-free event for event boats – prevent all oil and chemicals from entering the marine environment.
- Require that all race, TV and chartered event vessels carry oil spill kits.
- Design and maintain any event temporary docks or other temporary structures placed in the marine environment to reduce usage by, and injury to, wildlife.
- Reduce noise impacts during events, such as noise associated with use of generators, public address systems, motor vehicles and/or amplified music.
- Support efforts to prevent the import of aquatic invasive species into or out of the San Francisco Bay's marine environment from spectator boats.<sup>8</sup>
- Avoid collisions between chase boats or helicopters and wildlife.
- Adopt integrated pest management, where applicable.
- Inspect frequently for, and immediately address, oil leaks on event-related boats and aircraft.
- Prohibit balloons at controlled event venues in order to prevent marine debris and litter and protect wildlife.
- Include habitat and wildlife protection in any official event programs developed for large yachts or other spectator boats.
- Utilize a transportation network that promotes viewing events designed to accommodate large crowds and avoids natural habitat and wildlife.
- Promote a compact and efficient multi-modal transportation network that minimizes the use of land.
- Provide appropriate fencing, monitors and buffer areas consistent with regulatory requirements to protect sensitive habitat, wildlife and cultural resources in public parks.

---

<sup>8</sup> This commitment also supports and is related to the strategies being developed in the AC34 Water and Air Traffic Plan.



## Habitats and Wildlife Ambitions

The following aspirations are included herein to identify areas that are being considered to improve sustainability performance, and that will be reviewed with delivery partners to determine feasibility, deliverability and success.

- Conduct, or continue, a marine restoration project along the Bay shoreline.
- Incorporate habitat into the designs of AC34 temporary venues, as appropriate.

## 7. Inclusion Theme

*Provide an inclusive and welcoming experience for event spectators and the event workforce, and maximize legacy benefits for the City's residents and businesses.*

The AC34 will be an inclusive and accessible event that showcases the Bay Area's diversity, businesses and innovation, natural environment, thought leadership and strong sense of community. The Event Authority and event delivery partners will foster partnerships with local organizations and businesses to maximize the opportunities for all to be involved in the AC34 event and deliver lasting community benefits. The objective is to maximize opportunities for the City's residents and businesses.

The Inclusion theme also involves youth engagement and workforce development, and there are two AC34 Implementation Plans being developed by the Event Authority that detail these event strategies.

A Youth Involvement Plan is being created by the Event Authority, in consultation with the City's Department of Children, Youth and Families. This Plan will outline activities aimed at: incorporating and supporting sailing related programs; outreach through the School District and the City's existing programs; providing internships for young people; creating inclusive spaces for children and youth; and, creating learning spaces with experiential and project-based learning.

A Workforce Development Plan is being created by the Event Authority, in consultation with the City's Office of Economic and Workforce Development. The Workforce Development Plan will be consistent with Chapter 6.22 and Chapter 83 of the San Francisco Administrative Code. The Workforce Development Plan will describe local hiring opportunities for certain required AC34-related infrastructure improvements (short-term development), AC34 event staging, and other AC34 event-related activities.

The Workforce Development Plan will include policies on:

- local hiring;
- employment opportunities; and,
- supporting local small businesses.

The Event Authority and the City will encourage stakeholder involvement during the planning and preparation phase of the event.

## **Inclusion Principles**

- Comply with Federal, State and local requirements for providing employment opportunities.
- Provide an accessible AC34 event for people of various abilities.
- Foster a local and diverse event workforce and supply chain.
- Adhere to ethical business principles.
- Provide opportunities and activities for youth and families.

## **Inclusion Strategies**

The Event Authority will work with event delivery partners to implement the following inclusion event strategies for the AC34 events in San Francisco:

- Encourage and provide a mechanism for stakeholder participation during event planning.
- Provide physically accessible work environments for event workforce.
- Provide physically accessible event venues.
- Draw from the knowledge and skills of a local event workforce.
- Work with transportation providers to provide multi-modal access for the event workforce and event spectators.
- Utilize local and diverse businesses for event preparation and delivery and foster local economic development.
- Require ethical business transactions, equity in hiring and sourcing, and a fair wage as required by law.
- Include qualified individuals on venue design teams to ensure accessibility issues are addressed.
- Invite feedback on AC34 event venue access from relevant individuals or local organizations.
- Evaluate workforce and supplier candidates using objective criteria.
- Create opportunities to involve the City's children, youth and families, including sailing related programs and activities and event-based experiential learning opportunities.
- Provide learning opportunities and internships for the City's youth during the preparation and delivery phase of the event.
- Support the SFMTA's commitments to ensure that transportation is not a barrier to full enjoyment and participation in the events.
- Allow event spectators to access the internet from event venues to promote unrivaled access to event information.

## **Inclusion Ambitions**

The following aspirations are included herein to identify areas that are being considered to improve sustainability performance, and that will be reviewed with delivery partners to determine feasibility, deliverability and success.

- Develop an online platform to source event procurement opportunities.
- Investigate opportunities to develop and deliver training opportunities for the hospitality sector, event volunteers and sport event management professionals and students.

## **8. Engagement Theme**

*Raise sustainability awareness and foster sustainable lifestyles.*

Major sporting events such as the America's Cup provide an opportunity to engage with a variety of constituent groups, such as event staff, media, athletes and the general public. The Event Authority and event delivery organizations will seek to foster sustainable behavior and sustainable lifestyles through education and awareness-raising activities before, during and after the event. An engagement strategy will be created to promote sustainability awareness and to foster pro-environmental behavior in a variety of areas, including mobility, marine protection, sustainable food, and recycling. This strategy will seek to maximize available resources.

As stated above, the AC34 activities will be heavily focused on ocean conservation through a global America's Cup Healthy Ocean Project. The Event Authority has committed to utilizing the global platform of the America's Cup, in partnership with leading NGOs and advocates, to raise awareness about the urgent issues facing our oceans and provide a platform to amplify activities currently taking place to protect the marine environment. The America's Cup Healthy Ocean Project will focus on inspiring people around the world to take action to improve ocean health in three main areas: increase marine protected areas, marine debris reduction and sustainable sea life consumption. As part of this effort, there will be a strong associated Bay Initiative.

From public service announcements woven into America's Cup broadcasts to visible identification on all America's Cup boats and events, ocean conservation and environmental stewardship messaging will be pervasive throughout the AC34 events to foster awareness and motivate action.

## **Engagement Principles**

- Provide a positive visitor experience to promote learning about sustainability.
- Utilize the sport of sailing as a platform to promote and inspire sustainable lifestyles.
- Foster engagement with the public about low-emission alternatives.

## **Engagement Strategies**

The Event Authority will work with event delivery partners to implement the following engagement event strategies for the AC34 events in San Francisco:

- Develop an overall awareness and engagement strategy for the AC34 that identifies target audiences and strategies aimed at fostering pro-environmental behavior (such as encouraging spectators to walk, cycle or ride public transportation to the event venues).
- Provide incentives for spectators to take sustainable actions during the events.
- Raise environmental awareness among spectators and viewers.
- Provide direct education about sustainability during events.
- Raise awareness about the natural heritage of the Bay – incorporate ocean, bay and coastal educational programming into event activities.
- Include sustainability features and educational segments in broadcasts and event communications.
- Support agencies and local partners in the development of a strategy to educate visiting boaters about how to participate in sustainable practices before, during and after the event.
- Educate the event workforce and teams about the importance of consuming only sustainable sea life and reducing their potential environmental impact.
- Encourage sponsors, suppliers and the media to promote sustainability through their event activities.
- Provide clear and easy to use maps and event schedules, with advice about sustainable transportation choices to get to the AC34 events.
- Provide multilingual versions of informational material.
- Broaden the event Twitter feed to incorporate sustainability topics.
- Create a program of stakeholder outreach to provide event information and solicit feedback.
- Provide sustainable event management training to the event workforce.

## **Public Engagement Ambitions**

The following aspirations are included herein to identify areas that are being considered to improve sustainability performance, and that will be reviewed with delivery partners to determine feasibility, deliverability and success.

- Place interpretive signage along the Bay waterfront.
- Promote and support the City's existing volunteer culture through activities to promote the benefits of volunteering and amplifying organizations involved in volunteering.
- Work with the City to locally promote the purchase and consumption of sustainable food, including to local residents and restaurants.

## 9. Inspiring Innovation and Partnerships

The Event Authority and event delivery partners aim to inspire innovation, and tap into the latest emerging technology and thought leadership in the Bay Area to deliver an exciting and sustainable event. New partnerships will be encouraged and developed with local companies and organizations to showcase local innovation, such as with the green technology community. Through these partnerships, the AC34 event can showcase emerging sustainable technologies in order to raise awareness among event spectators, and raise the profile of these technologies to foster uptake.

## 10. Timeline and Stakeholder Engagement

Below is the development timeline to deliver the AC34 Sustainability Plan, in line with the requirements of the AC34 Host Agreement:

- **July – August 2011**
  - Reviewed and developed event-related sustainability strategies based on technical feasibility and resource availability.
  - Presentation of the AC34 Sustainability Plan framework concept document to the San Francisco Commission on the Environment on July 26, 2011.
- **September 19 – October 21, 2011**
  - AC34 Draft Sustainability Plan released for public comment.
- **November 2011**
  - AC34 Sustainability Plan published no later than the date upon which environmental review of the Project under CEQA is completed.

Due to the nature of a large-scale event, the AC34 Draft Sustainability Plan will mature over time and with input from stakeholders, especially as new knowledge is gained and innovations are developed to improve event sustainability performance. In addition, it will be revised as appropriate to comply with any requirements associated with the Final EIR under CEQA, the NEPA EA, and various regulatory permit applications. As stated previously, sustainability is a journey, and the Event Authority and event delivery partners aim to improve sustainability performance over time.

# APPENDIX I

## AC34 Regulatory Framework

This Appendix I highlights the regulatory framework for the AC34 events and associated activities.

**The numbers referenced herein relate directly to the sections of the Draft EIR for the project, which should be referenced for full details on related federal, state, and local regulations and ordinances.<sup>9</sup>**

- 5.7.2 Noise and Vibration
- 5.8.2 Air Quality
- 5.9.2 Greenhouse Gas Emissions
- 5.10.1.3 and 5.10.2 Wind and Shadow
- 5.11.2 Recreation
- 5.12.2 Utilities and Service Systems
- 5.13.2 Public Services
- 5.14.2 and 5.14.5 Biological Resources
- 5.15.2 Geology and Soils
- 5.16.2 Hydrology and Water Quality
- 5.17.2 Hazards and Hazardous Materials
- 5.18.2 Mineral and Energy Resources
- 5.19.2 Agriculture and Forest Resources

## Draft EIR Section 4.2 Plans and Policies Relevant to the Project

### 4.2.1 Federal

#### *Plans Considered Under the Coastal Zone Management Act*

The authority to evaluate projects conducted, funded, or permitted by the federal government is granted to coastal states through the federal Coastal Zone Management Act (CZMA) of 1972, United States Code (U.S.C.) Sections 3501 et seq., as amended in 1990 under the Coastal Zone Act Reauthorization Amendments. The CZMA requires that federal actions be consistent to the maximum extent practicable with federally approved state coastal plans. Federal actions requiring CZMA consistency findings may include permits issued by the Corps, NPS, and other federal agencies where required. The state coastal management plans, laws, and regulations applicable to the proposed projects are the McAteer-Petris Act, BCDC's regulations, and the BCDC's San Francisco Bay Plan, Special Area Plan, and the Bay Area Seaport Plan.

#### *Long-Term Management Strategy Management Plan and the U.S. Army Corps of Engineers*

The project would require permits from the Corps under the Rivers and Harbors Act or the Clean Water Act. Pursuant to Section 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. § 401), the Corps regulates the construction of structures in, over, or under, excavation of material

---

<sup>9</sup> Draft Environmental Impact Report for the 34th America's Cup and the James R. Herman Cruise Terminal and Northeast Wharf Plaza. Available from San Francisco City Planning: <http://www.sfplanning.org/index.aspx?page=1828>

from, or deposition of material into “navigable waters.” Section 404 of the federal Clean Water Act (CWA) (U.S.C. §§ 1251 et seq.) prohibits the discharge of dredged or fill material into waters of the U.S., including wetlands, without a permit from the Corps. The Corps has worked collaboratively with regional and local agencies to implement its policies through the Long-Term Management Strategy Management Plan (LTMS Management Plan) for dredged materials in the Bay. As part of permitting, the Corps would be required to consult with other federal agencies, including the Federal Emergency Management Agency (FEMA), U.S. Fish and Wildlife Service, and National Oceanic and Atmospheric Administration (NOAA) Fisheries, as determined necessary.

The LTMS Management Plan planning area includes the project sites that will require dredging and encompasses those portions of the nine Bay Area counties that surround San Pablo Bay, San Francisco Bay, the Delta, and their tributary waterways. Disposal of dredged materials for construction of the 34th America’s Cup project would be required to comply with the LTMS Management Plan. No potential conflicts of the proposed projects with the LTMS Management Plan have been identified.

#### *U.S. Coast Guard Plans*

##### *Marine Safety Performance Plan, FY 2009 - 2014*

The Coast Guard Marine Safety program ensures the safety of U.S. mariners, passengers on ferries and other vessels, and recreational boaters. The program also seeks to protect the marine environment from oil spills and the introduction of other harmful substances. The goals of the Marine Safety Performance Plan are: 1) reduce risk of maritime casualties; 2) facilitate commerce; 3) improve program processes and management; and 4) improve human resource capabilities.

#### *National Park Service (NPS) and Golden Gate National Recreation Area (GGNRA) Plans*

##### *National Park Service Management Policies*

By enacting the NPS Organic Act of 1916 (Organic Act), Congress directed the U.S. Department of the Interior and the NPS to manage units “to conserve the scenery and the natural and historic objects and wildlife therein and to provide for the enjoyment of the same in such a manner and by such a means as will leave them unimpaired for the enjoyment of future generations.” The Organic Act prohibits actions that impair park resources unless a law directly and specifically allows for these actions.

In addition to determining the environmental consequences of implementing the project, NPS Management Policies 2006 (section 1.4) requires analysis of potential effects to determine whether or not proposed actions would impair a park’s resources and values (which were defined by the Organic Act). The fundamental purpose of the national park system, established by the Organic Act and reaffirmed by the General Authorities Act, as amended, begins with a mandate to conserve park resources and values. NPS managers must always seek ways to avoid, or to minimize to the greatest degree practicable, adverse impacts on park resources and values. However, the laws do give the NPS the management discretion to allow impacts on park resources and values when necessary and appropriate to fulfill the purposes of the park. That discretion is limited by the statutory requirement that the NPS must leave resources and values unimpaired unless a particular law directly and specifically provides otherwise. The prohibited impairment is an impact that, in the professional judgment of the responsible NPS manager,

would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values. Whether an impact meets this definition depends on the particular resources that would be affected; the severity, duration, and timing of the impact; the direct and indirect effects of the impact; and the cumulative effects of the impact in question and other impacts.

#### *8.6.2 Special Events, 8.6.2.1 General*

Special events—such as sports, pageants, regattas, public spectator attractions, entertainment, ceremonies, and encampments—may be permitted by the superintendent when (1) there is a meaningful association between the park area and the event, and (2) the event will contribute to visitor understanding of the significance of the park area. However, a permit must be denied if the event would be disallowed under the criteria listed for unacceptable impacts in sections 1.4.7.1 and 8.2.5

Superintendents must ensure that appropriate permit conditions are imposed for special events. Permit conditions are intended to mitigate damage to park resources and values while ensuring that any necessary resource restoration and rehabilitation is completed. Permit conditions should include conditions on resource protection as well as requirements for cost recovery and fees, a hold-harmless clause, liability insurance, and bonding.

The AC34 project would be required to comply with the NPS Management Policies. No potential conflicts of the proposed AC34 project with the NPS Organic Act and Management Policies have been identified.

#### *General Management Plan—Golden Gate National Recreation Area*

The original GGNRA General Management Plan (GMP) was combined with the plan for Point Reyes National Seashore, which adjoins GGNRA. The GMP is a document that ensures that a park has a clearly defined direction that sets achievable and sustainable goals for resource preservation and visitor use. The joint GMP notes that the resources in these two park units would be of outstanding significance even if they did not exist at the fringes of a large city.

GGNRA and Point Reyes National Seashore are currently updating and creating their own separate GMPs. The updated GMP for GGNRA will be the blueprint for GGNRA to move into the future. Although always valued for its preservation of public open spaces, GGNRA is now considered to be one of the most biologically diverse areas along the California coast and is recognized by the United Nations as part of the Golden Gate Biosphere Reserve. Numerous and varied landscapes, including military landscapes, ranch sites, and historic districts, have been identified with the park since 1980, expanding awareness of the park's historical importance.

The AC34 project would be required to comply with the GGNRA General Management Plan. No potential conflicts of the proposed project with the GGNRA General Management Plan have been identified.

#### *General Management Plan—San Francisco Maritime National Historical Park*

The General Management Plan (GMP) for San Francisco Maritime National Historical Park guides the management of resources, visitor use, and general development at the park over the



next 15 to 20 years. It summarizes the final actions that were approved in the park's Final General Management Plan / Environmental Impact Statement completed in September 1997. The park's purpose, as mandated by Congress, is to preserve and interpret the history of achievements of seafaring Americans and the nation's maritime heritage, especially on the Pacific Coast.

The AC34 project would be required to comply with the San Francisco Maritime National Historical Park General Management Plan. No potential conflicts of the proposed project with the San Francisco Maritime National Historical Park General Management Plan have been identified.

#### **4.2.2 State**

##### *The Public Trust and the State Lands Commission*

The State of California, upon admission to the United States in 1850, was granted title to all submerged lands and tidelands, then held by the United States. Jurisdiction and management of these lands is under the California State Lands Commission, which provides stewardship of State-owned lands, waterways, and resources through economic development, protection, and restoration. The State Lands Commission's responsibilities include presiding over oil and gas development on all state-owned properties, determining boundaries between trust lands and private property, removing hazards from its jurisdiction, protecting the environment through review of permit applications and environmental documents, monitoring land granted to local jurisdictions to ensure compliance with terms of the statutory grant, and granting leases.

The State Lands Commission is the State's Trustee of Public Trust lands except where the State has transferred property to a local jurisdiction, such as the City. In 1968, the state legislature adopted the Burton Act, which enabled transfer of former submerged lands and tidelands to the City and County of San Francisco to be held in Trust for the people of California for the purposes of maritime commerce, navigation and fisheries (the Public Trust) and in accordance with the provisions of the Burton Act (the Burton Act Trust), uses that enhance natural resources or attract people to use and enjoy the Bay, as well as other specified uses. In accordance with the Burton Act and accompanying the Transfer Agreement relating to Transfer of the Port of San Francisco between the State and City of San Francisco (Transfer Agreement) the State transferred the administration and control of some of the Port property from the San Francisco Port Authority, a state agency, to the City and County of San Francisco in 1969, to be held in trust for the people of California and, administered by the Port Commission separately from other City property. The Port also separately acquired additional waterfront property that had been in federal and private ownership, separate from the Burton Act. These "after-acquired" Port lands are not necessarily impressed with the Public Trust or the Burton Act Trust (together, "the Trust").

The Burton Act granted the Port broad powers relative to the transferred property. The Port Commission may also determine that Port property is surplus to trust purposes and may lease the property for other purposes contemplated by Section 3 of the Burton Act. It is also acceptable for the Port to lease property for short-term interim periods (generally 10 years or less) for non-trust purposes if the property will not be required for trust purposes during the interim period. The interim lease can be terminated should the property be required for trust purposes.

The State Lands Commission oversees compliance by the Port with its grant under the Burton

Act. While the Port Commission has the authority under the Burton Act to determine whether proposed non-maritime uses are consistent with the Trust, the Port generally will seek the concurrence of the State Lands Commission before approving development projects on Port lands. The Commission provides no formal approvals however, and acts only in an advisory capacity. Under the Burton Act, the State lands Commission also works closely with the State Attorney General's Office, which has the authority to enforce the Burton Act if the Port is acting outside of its granted authority. The Attorney General's Office can also issue formal opinions as to whether certain proposed uses conform to the Public Trust use restrictions.

The 34th America's Cup and the James R. Herman Cruise Terminal and Northeast Wharf Plaza projects would require consistency with the Trust. A final determination of Trust consistency, as well as consistency with the Port's Waterfront Land Use Plan, would be made by the Port Commission, in consultation with the State Lands Commission.

Long-term development of Port properties subject to long-term leases would also require determination of consistency with the Waterfront Land Use Plan and Public Trust or the removal of Trust restrictions. The Host Agreement proposes removal of the Public Trust from Seawall Lot 330 by agreement or in consultation with the State Lands Commission or enabling California State legislation.

#### *San Francisco Bay Conservation and Development Commission's (BCDC) Plans and Policies*

The BCDC is a state agency with permit authority over the Bay and its shoreline. Created by the McAteer-Petris Act in 1965 (Title 7.2, commencing with Section 66000, of the California Government Code), BCDC regulates filling, dredging, and changes in use in San Francisco Bay. The creation of BCDC was a legislative response to address environmental damage created by years of extensive and unmanaged filling, by developing policies and regulations that recognize and protect San Francisco Bay, an invaluable natural resource of the Bay Area region.

The McAteer-Petris Act imposes very strict standards for the placement of new fill. In addition, BCDC regulates new development within 100 feet of the shoreline to ensure that maximum feasible public access to and along the Bay is provided. BCDC is also charged with ensuring that the limited amount of shoreline property suitable for regional high-priority water-oriented uses (ports, water-related industry, water-oriented recreation, airports, and wildlife areas) is reserved for these purposes. Land-side uses and structural changes are governed by policies regarding public access. BCDC can require, as conditions of permits, shoreline public access improvements consistent with a proposed project, such as, but not limited to, pathways, observation points, bicycle racks, parking, benches, landscaping, and signs. BCDC planning documents applicable to San Francisco's waterfront are described below.

#### *San Francisco Bay Plan (Bay Plan)*

The San Francisco Bay Plan ("Bay Plan") was prepared by BCDC from 1965 through 1969 and amended through 2007 in accordance with the McAteer-Petris Act (California Government Code Sections 66600-66682). The Bay Plan guides the protection and use of the Bay and its shoreline. BCDC has permit jurisdiction over shoreline areas subject to tidal action up to the mean high tide line and including all sloughs, tidelands, submerged lands, and marshlands lying between the mean high tide and 5 feet above mean sea level for the nine Bay Area counties with Bay frontage, and the land lying between the Bay shoreline and a line drawn parallel to, and 100 feet from, the Bay shoreline, known as the 100-foot shoreline band. Under the McAteer-Petris Act, the Bay Plan provides policy direction for BCDC's permit authority regarding

the placement of fill, extraction of materials, determining substantial changes in use of land, water, or structures within its jurisdiction, protection of the Bay habitat and shoreline, and maximizing public access to the Bay.

### *Bay Area Seaport Plan*

The San Francisco Bay Area Seaport Plan (Seaport Plan) is a joint regional policy document of BCDC and the Metropolitan Transportation Commission (MTC). The Seaport Plan was adopted in 1996 and last amended in 2003. It constitutes the maritime element of MTC's Regional Transportation Plan and provides more detailed policy direction that extends from the Bay Plan's Port policies. The Seaport Plan contains policies for existing and future waterfront areas reserved for cargo terminals and port-priority uses, based on economic forecasts and projected future needs of Bay Area ports, including the Port of San Francisco.

### *San Francisco Waterfront Special Area Plan (SAP)*

In 1975, after a collaborative planning process with the San Francisco Planning Department, BCDC adopted the San Francisco Waterfront SAP. The SAP sets forth specific policies for uses, fill, public access, and design for piers and shoreline areas between Hyde Street Pier in Fisherman's Wharf to India Basin, including all Port of San Francisco piers and pile-supported facilities. The SAP includes general policies that apply to all areas covered by the plan, as well as geographic- or site - specific policies. The SAP divides the waterfront into three geographic areas, in which permitted uses, policies, and maps are addressed in each area: Fisherman's Wharf, Northeastern Waterfront, and Southern Waterfront.

In July 2000, BCDC approved major amendments to the SAP for the Northeastern Waterfront, which extends from Pier 35 to China Basin. They were coordinated with action taken by the San Francisco Port Commission to update the Port's Waterfront Land Use Plan, to align BCDC and Port policies for the San Francisco waterfront. Within the Northeast Waterfront, the amendments set forth new policies for: 1) repair, seismic upgrades and development on certain existing piers, consistent with the public trust; 2) public access on piers; 3) replacing prior fill removal rules with new requirements for the removal of specified piers to create four designated "Open Water Basins;" 4) creating two major new waterfront public plazas, one of which is the Northeast Wharf at Pier 27; and 5) funding and timeline requirements for implementing fill removal and public plazas, linked to new development on piers.

The policies in the SAP, in addition to the McAteer-Petris Act and other sections of the Bay Plan, are the basis for BCDC's permit decisions and for federal consistency review under the federal Coastal Zone Management Act for proposed projects along the San Francisco Waterfront. The project sites are all located within the Northeastern Waterfront, except for Pier 80, which is in the Southern Waterfront. The SAP's most detailed policies apply to the Northeast Waterfront. This reflects the intricacies of preserving historic pier and waterfront structures in the Embarcadero Historic District while defining strategic locations to remove fill to create major public plazas; designating Open Water Basins around these plazas and major public spaces to preserve expansive Bay views for the public; and articulating how individual development projects should meet public trust and maximum feasible public access requirements. According to the SAP, public access should be provided free of charge to the public, be generally accessible at any time, and emphasize passive recreation and focus on its proximity to the Bay and on the views and unique experiences that nearness to the Bay affords.

## *BCDC Review*

The proposed temporary berthing use proposed within the Rincon Point and Brannan Street Wharf Open Water Basins would require BCDC approval of SAP amendments prior to approving a BCDC permit to carry out the improvements. Other proposed work in the Bay associated with AC34, including dredging, construction of temporary docks, gangways, mooring blocks, pile-driving, and the placement of temporary barges, would be located in BCDC's Bay jurisdiction and would require approval of a BCDC permit, pursuant to its laws and policies.

## *San Francisco Bay Subtidal Habitat Goals*

Published in 2010, the San Francisco Bay Subtidal Habitat Goals Report provides guidance for conservation planning for the submerged areas of the Bay, including recommended approaches for removing pile-supported fill in the Bay. The BCDC, California Ocean Protection Council/California State Coastal Conservancy, the National Oceanographic and Atmospheric Administration (NOAA), and the San Francisco Estuary Partnership, in collaboration with each other and the broader scientific community, managers, restoration practitioners, and stakeholders have identified a set of restoration planning goals and guidelines for the subtidal areas and habitats of the San Francisco Bay-Delta. This 50-year conservation plan takes a Bay-wide approach in setting science-based goals for maintaining a healthy, productive, and resilient ecosystem.

### **4.2.3 Regional**

The principal planning agencies and their policy plans that guide planning for the proposed AC34 and Cruise Terminal projects and the nine-county Bay Area region are: (1) the BAAQMD and its 2010 Bay Area Clean Air Plan (Clean Air Plan) and the 2010 California Environmental Quality Act Air Quality Guidelines; (2) MTC and its Transportation 2035 Plan for the San Francisco Bay Area; (3) the San Francisco Bay Area Water Emergency Transportation Authority and its Final Implementation & Operations Plan and Emergency Water Transportation System Management Plan; (4) the San Francisco RWQCB and its Water Quality Control Plan for the San Francisco Bay Basin (Basin Plan); and (5) ABAG and its regional development and conservation program (FOCUS), biennial projections, and San Francisco Bay Trail Plan.

### **4.2.4 Local**

Local plans and policies only apply to portions of the project within the boundaries of the City and County of San Francisco.

## *Port of San Francisco*

The Port oversees a broad range of maritime, commercial, and public activities that are integral to the local and regional economy, and it is responsible for 7.5 linear miles of waterfront and adjacent seawall lots. As a public enterprise, the Port is required to promote maritime, recreational, industrial, transportation, public access and commercial activities on a self-supporting basis through appropriate management and development of the waterfront for the benefit of the public.

Title to Port property is held by the City and County of San Francisco, and administered through its Port Commission. As described above in Section 4.2.2, under the Burton Act, the Port has the power to use, manage, operate, and regulate Port lands consistent with Public Trust

restrictions established by common law, the Burton Act, the City Charter, the Transfer Agreement, and local and regional plans. Approval by the Port Commission is required for any uses on land under its jurisdiction.

Under the Burton Act, the Transfer Agreement, and the City Charter, the Port has exclusive land use jurisdiction over maritime activities, subject to the City's zoning powers over "surplus" property not needed for Trust purposes and the Board's fiscal oversight. Port maritime projects and leases, therefore, are not subject to review for consistency with the San Francisco General Plan (except in certain circumstances that are not applicable to the proposed America's Cup and Cruise Terminal projects). The proposed projects would be entitled under the Port's Waterfront Land Use Plan, described below, and be subject to the Port Building Code. The Port will issue all permits required for demolition and construction on Port property.

The proposed projects will be entitled under the Port's Waterfront Land Use Plan (WLUP), and be subject to the Port Building Code. The Port will issue all permits required for demolition and construction on Port property.

#### *San Francisco General Plan*

The San Francisco General Plan provides general policies and objectives to guide land use decisions and contains some policies that relate to environmental issues. The General Plan contains 10 elements (Commerce and Industry, Recreation and Open Space, Housing, Community Facilities, Urban Design, Environmental Protection, Transportation, Air Quality, Community Safety, and Arts) that set forth goals, policies, and objectives for the physical development of the city. The City has adopted amendments to the General Plan and area plans described below to conform to the WLUP. The compatibility of the project with General Plan policies that do not relate to physical environmental issues will be considered by decision-makers as part of their decision whether to approve or disapprove the proposed project.

#### *Northeastern Waterfront Area Plan*

The Northeastern Waterfront Area Plan, an area plan of the General Plan, guides growth and development along San Francisco's northeastern waterfront, an irregularly shaped area that contains four subareas: Fisherman's Wharf, Base of Telegraph Hill, Ferry Building, and South Beach. Portions of the project sites are within all four subareas.

#### *The Northeastern San Francisco Planning Code*

The San Francisco Planning Code regulates development in the City by prescribing the permitted uses and development standards consistent with the land use designations and policies in the San Francisco General Plan. Through the Waterfront Land Use Plan, the Port has incorporated Planning Code zoning classifications. While the Port grants land use entitlements for development on Port property, the Planning Commission issues conditional use authorization and variances from zoning requirements for uses on Port property.

#### *Zoning Districts and Height and Bulk Districts*

Zoning in San Francisco generally consists of two layers of districts. Use Districts are the base zoning districts that prescribe permitted land uses and most development standards (except height and bulk). Height and Bulk Districts are mapped separately from Use Districts and prescribe the height and bulk of buildings. On top of the Use Districts and Height and Bulk

Districts, Special Use Districts (SUDs) are mapped in some instances to address particular issues for targeted areas; SUDs provide controls that supersede some or all of the underlying Use Districts to meet certain goals.

### *San Francisco Sustainability Plan*

In 1993, the San Francisco Board of Supervisors established the Commission on San Francisco's Environment, charged with, among other things, drafting and implementing a plan for San Francisco's long-term environmental sustainability. The goal of the San Francisco Sustainability Plan is to enable the City and its people to meet their present needs without sacrificing the ability of future generations to meet their own needs. Although the San Francisco Sustainability Plan became official City policy in July 1997, the Board of Supervisors has not committed the City to perform all of the actions addressed in the plan. The San Francisco Sustainability Plan serves as a blueprint, with many of its individual proposals requiring further development and public comment.

### *San Francisco Green Building Program*

#### *San Francisco Green Building Code*

The San Francisco Building Code was amended in 2008 to add Chapter 13C, Green Building Requirements. The new requirements under this ordinance mandate that newly constructed private residential and commercial buildings include energy- and water- efficiency features during construction and operation. The stated purpose of the chapter is "to promote the health, safety and welfare of San Francisco residents, workers, and visitors by minimizing the use and waste of energy, water and other resources in the construction and operation of the City and County of San Francisco's building stock and by providing a healthy indoor environment." The California Building Standards Commission recently adopted a green building code as part of the California Building Code (Title 24 of the California Code of Regulations, part 6) these provisions of the state code became effective on January 1, 2011. Local jurisdictions are allowed to adopt or continue to use their own green building ordinances as long as they are as, or more, stringent than those adopted by the state.

The San Francisco Green Building Requirements establish either Leadership in Energy and Environmental Design (LEED®) certification levels or GreenPoint Rated systems points for types of residential and commercial buildings; the requirements are summarized below.

#### *San Francisco Municipal Green Building Program*

San Francisco's Municipal Green Building Program was founded in 1999 when the City adopted the Resource Efficient Building Ordinance, which established green building standards for municipal buildings to increase energy efficiency, conserve City finances, reduce the environmental impacts of demolition, construction, and operation of buildings, and create safe workplaces for City employees and visitors. The ordinance created the inter-departmental Resource Efficient Building (REB) Task Force and charged the San Francisco Department of the Environment with implementing the ordinance in partnership with the Department of Public Works and other REB Task Force departments. In 2004, amendments to Chapter 7 of the Environment Code set LEED® Silver certification by the U.S. Green Building Council as the minimum environmental performance requirement for all municipal projects over 5,000 square feet. This performance standard does not apply to private development projects. The REB Task Force assists City departments in compliance with the LEED® Silver certification requirement

and helps to determine which projects are applicable for LEED® ratings. For all municipal construction projects, including those that do not involve buildings and are not required to obtain LEED® Silver certification, the REB Task Force provides recommended best practices and sample specifications for building materials (e.g., recycled content of steel and concrete). Implementation of the ordinance is intended to reduce carbon monoxide emissions, save power and drinking water, reduce discharges of wastewater and stormwater, reduce construction and demolition waste, reduce automobile trips, and increase green power generation by City-owned buildings.