2. LAND USE AND DEVELOPMENT PROGRAM

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2.1 OVERALL EXISTING LAND USE

TREASURE ISLAND

Treasure Island encompasses approximately 367 acres of residential, open space, recreation, community, institutional, office, retail, and industrial uses, as well as a 37-acre Job Corps campus operated by the U.S. Department of Labor. An approximately 100-slip marina is located along the southern shoreline of Treasure Island in Clipper Cove. A number of buildings on Treasure Island are vacant.

There are approximately 908 dwelling units on Treasure Island, of which about 726 are suitable for occupancy (excluding residential units on the Job Corps campus). The family housing units consist of four- to eight-unit buildings with driveways and lawns. These units, all two, three or four bedroom units, are concentrated in the northern end of the island. In addition, there are two vacant, star-shaped Navy barracks buildings on the central western portion of the island.

Community and institutional uses on Treasure Island include educational, religious, public service, and public works facilities. Educational facilities consist of a former elementary school, a portion of which is occupied the San Francisco Police Department’s motorcycle training unit and also a café and additional commercially leased office space. Other educational facilities include the Life Learning Academy and the Treasure Island Child Development Center. There is an existing chapel on the north side of California Avenue, in the southwest quadrant of the island. Public service facilities include a San Francisco Fire Department (SFFD) fire station and a fire training academy also operated by SFFD. The San Francisco Department of Public Health operates a Nurse Intervention Clinic out of a dedicated clinic space at the Treasure Island Gymnasium twice a week. The educational and public service facilities are concentrated in the interior of the island in the North half quadrant. Existing public works facilities include two emergency power generators, inactive steam plant substations, a wastewater treatment plant and wastewater pump stations located throughout Treasure Island, office and corporation yards for San Francisco Department of Public Works and SFPUC Power Enterprise, and one water storage tank for backup firefighting use.

The majority of commercial office use on Treasure Island are in Building 1, Building 33, Building 670 and Building 264, in addition to the administrative offices of the Treasure Island Development Authority (TIDA), the Treasure Island Homeless Development Initiative (TIHDI), and the Navy, all of which are located in Building 1. Existing retail uses on Treasure Island are limited but include a convenience store, a full service grocery store, three cafés, a bike shop, and several wineries.

Industrial uses, which are generally located in the northeast and southeast quadrants of Treasure Island, include light manufacturing, beverage production, construction laydown space and warehouse storage. There are two former aircraft hangars, currently used for similar commercial occupancies.

There are approximately 90 acres of existing open space and recreational facilities on Treasure Island, including a variety of open spaces, water-related recreation facilities, and indoor and outdoor recreation facilities. Open spaces on the island include four parks and picnic areas as well as multi-use trails for walking, running, and cycling. A portion of the berm around the perimeter of the island is also used as a trail. There are several water-related recreation facilities on the island. Clipper Cove, which is between Treasure Island and Yerba Buena Island, includes an approximately 100-slip marina and both landside and waterside facilities to support programs of the Treasure Island Sailing Center, a nonprofit organization that provides access, facilities, and sailing instruction. Overnight recreational vessel anchorages are also permitted in Clipper Cove. There is a fishing pier on the west side of the island and two recreational boat ramps on the south side of the island. Pier 1, on the southeastern corner of the island, was previously used to moor large military vessels. Neither piers nor the recreational boat ramps are currently open to the public, but Pier 1 is subleased by TIDA for commercial marine-related purposes. The northeastern corner of the island features an informal launch site for windsurfers. The indoor recreation facility, located on the eastern side of the island, is a gymnasium operated by the YMCA. The outdoor recreation facilities, which are concentrated in the interior of the island, include rugby and Gaelic football fields, four Little League baseball fields, basketball courts, a playground, and two tennis courts. The Great Lawn, a 3-acre open space area on the western shore of Treasure Island, is the venue for public recreation, special events and music festivals.
The Job Corps campus, which is owned and operated by the U.S. Department of Labor, occupies approximately 37 acres in the central portion of Treasure Island. Job Corps is a residential vocational training program that offers career planning, on-the-job training, job placement, housing, food service, and childcare programs. Current uses on this site include educational and residential facilities and on-site recreational and health service facilities for the use of Job Corps participants.

**YERBA BUENA ISLAND**

Yerba Buena Island is a natural island that features steep slopes and dense vegetation. Land uses on the island include residential, open space, and a portion of the Bay Bridge structure. There are 97 dwelling units on Yerba Buena Island, of which 80 are suitable for occupancy. The residential units are in two-to-eight-unit buildings, and the housing is concentrated in the interior of the island and north of the Bay Bridge. In addition to these 97 dwelling units, there are approximately 10 single-family dwellings that were former Navy Officers’ Quarters. Seven of these quarters, together with associated garages and landscape elements, constitute a historic district that is listed on the National Register of Historic Places (the Senior Officers’ Quarters Historic District, or “Great Whites”). Among the Great Whites, Quarters One, or the “Nimitz House,” is also listed individually on the National Register. The Nimitz House and the other Great Whites are vacant. The northeast and southwest edges of Yerba Buena Island are undeveloped due to the steeply sloping terrain. There are approximately 80 acres of open space on Yerba Buena Island. Except for picnic grounds in the beach areas at the foot of Clipper Cove and some lawns with play equipment near the residential areas, there are no formal recreation facilities on Yerba Buena Island. The Bay Bridge passes through and bisects Yerba Buena Island via the Yerba Buena Island Tunnel. Caltrans holds approximately 18 acres of easements for the bridge, the tunnel, and related structures on land owned by the Federal Highway Administration.
2.2 OVERALL TRUST LANDS

Treasure Island, with its extensive waterfront, is subject to the Tidelands Trust doctrine administered by the State of California. Under the Tidelands Trust doctrine, title to tidelands and lands under navigable waters is held in trust by the State for the benefit of the people of California. The Tidelands Trust doctrine has been developed primarily through case law and interpretations of that law by the California State Lands Commission and Attorney General. The Tidelands Trust effectively acts as a type of zoning by limiting the Permitted uses of lands subject to the Trust. Uses of Trust lands are generally limited to waterborne commerce, navigation, fisheries, water-oriented recreation, including commercial facilities that must be located on or adjacent to water, and environmental preservation and recreation, such as natural resource protection, wildlife habitat and study, and facilities for fishing, swimming, and boating. Ancillary or incidental uses that promote trust uses or accommodate public enjoyment of Tidelands Trust lands, are also permitted, such as hotels, restaurants and specialty retail. Residential and general office uses are generally not permitted uses on Tidelands Trust lands. TIDA is the trustee for the Tidelands Trust, pursuant to the Treasure Island Conversion Act of 1997, enacted by the State legislature.

Section 8 of the Conversion Act prohibits TIDA from granting, conveying, giving or alienating any of the Tidelands Trust property under its jurisdiction. However, the Conversion Act authorizes TIDA to enter into leases of Tidelands Trust property for up to 66 years for uses consistent with the Tidelands Trust. TIDA may also enter into interim leases (no more than five years) for Tidelands Trust property not immediately needed for trust uses, subject to certain findings and so long as the proposed use would not interfere with the Tidelands Trust. Figure 2.2 shows the areas within Treasure Island that will be subject to the Tidelands Trust and those excluded from it upon completion of the Tidelands Trust exchange authorized under the Treasure Island Public Trust Exchange Act (Chapter 543, Stats. of 2004). These Tidelands Trust areas are designated on the key plan as a “Tidelands Trust Overlay Zone.” Within the Tidelands Trust Overlay Zone, any use that is “Permitted” or “Island Conditional” in the underlying zone is also subject to a determination by TIDA that the use is consistent with the Tidelands Trust. This review, which will occur in connection with the approval of a third-party lease or the use by TIDA itself, will consider a number of factors specific to the proposed use. Without limitation, considerations may include whether the use is water-related or ancillary to the Tidelands Trust, the overall mix of uses within a particular building, the project design, the amount of public access provided, whether the use is proposed within a National Register historic resource and whether the use is allowed as an interim non-trust use or otherwise permitted under the Conversion Act.

Several public streets will be impressed with the Public Trust in conformance with the Trust Streets Diagram attached to the Public Trust Exchange Agreement. The Public Trust Exchange Agreement requires that portions of the Trust Streets be constructed prior to or concurrent with the construction of adjacent new development. As with all streets in the Project, the Developer intends to build all public streets and underlying public utility mains prior to completion of adjacent vertical development in conformance with this requirement.

In the Trust Exchange Agreement, Public Trust Streets are identified. Streets designated at “Public Trust Streets” shall provide adequate public access to the Trust Lands and the shoreline of Treasure Island. No specific unique design criteria is required for Trust Streets.
TRUST LANDS

TIDELANDS TRUST LANDS
- Lands Subject to the Public Trust
- Lands Free of Tidelands Trust Upon Completion of the Exchange
- Property Owned by Others
- Tidelands Trust Streets

FIGURE 2.2 TRUST LANDS

TREASURE ISLAND & YERBA BUENA ISLAND MAJOR PHASE 1 APPLICATION
2.3 OVERALL AND MAJOR PHASE 1 PROPOSED LAND USE

Land Use standards and guidelines for the project are described in Sections T3 and Y3 of the Design for Development. The project land use plan includes four zones: Residential, Mixed-Use/Commercial, Open Space, and Public Services/Civic/Institutional. Major Phase 1 includes each of the land use zones as shown in Figure 2.4. Allowable uses within these zones are described as either Permitted or Island Conditional Uses. Permitted uses are listed uses that are allowed as of right and do not require discretionary action for establishment of the use except to the extent such uses are located within the Tidelands Trust Overlay Zone which requires a determination of Trust consistency. Island conditional uses are listed uses that require approval of an Island Conditional Use Permit from the TIDA Board, for property within the Tidelands Trust Overlay Zone, and from the Planning Commission, for property outside of the Tidelands Trust Overlay Zone, in accordance with the procedures set forth in the Special Use District. All development within Major Phase 1 is intended to conform to the land use standards that are detailed in Tables T3.c and Y3.b of the Design for Development.

A map depicting the land use zones for Major Phase 1 is shown in Figure 2.4. Table 2.1 provides a summary of the land uses programmed for Major Phase 1 in relation to the total land uses permitted in the overall TI/YBI redevelopment project as well as a summary of the land uses broken down by Sub-Phases. Sections 2.3 through 2.7 of this Major Phase Application provide further details of the anticipated development program.
MAJOR PHASE 1 PROPOSED LAND USE

PROPOSED LAND USE
- Open Space
- Residential
- Mixed Use
- Historic Buildings
- Community Amenities

FIGURE 2.4 MAJOR PHASE 1 PROPOSED LAND USE
2.4 MAJOR PHASE 1 DEVELOPMENT BLOCKS

Figure 2.5 and Figure 2.6 show the development blocks proposed for Major Phase 1. Within each development block tentative development lots are also shown, the final configuration of which will be documented in Transfer and Subdivision maps. These blocks will include required easements as described in Section T4 and Y4 of the D4D. Stated dimensions are subject to change by the final Tentative Map.
2.5 MAJOR PHASE 1 BUILDING HEIGHTS AND MASSING

CONSISTENCY WITH DESIGN FOR DEVELOPMENT

Building heights, massing, setbacks, and building design standards and guidelines are addressed in detail as part of the approved Design for Development document and Disposition and Development Agreement. No changes to the provisions for building height and massing are proposed as part of this Major Phase 1 Application. An overview of the vision and general parameters for building height and massing are provided below to provide context. Refer to the following sections in the Design for Development document for detailed information regarding building heights and massing.

T4 - Building Envelope Treasure Island
T5 - Building Design Treasure Island
Y4 - Building Envelope Yerba Buena Island
Y5 - Building Design Yerba Buena Island

TREASURE ISLAND

The heart of the design vision for Treasure Island is the creation of a series of distinctive, pedestrian-oriented, high-density and sustainable neighborhoods that have time-tested virtues but can also accommodate emerging trends in building design, sustainability and household makeup. Each neighborhood on Treasure Island will house a diverse population in a mix of low, mid- and high-rise buildings. Density is focused near transit, services and amenities, and building massing is carefully considered to create places that are appropriately scaled to the pedestrian, shield public places from prevailing winds, and form a visually appealing skyline.

Setbacks
Setbacks are intended to provide a comfortable buffer between the street and the interior of ground floor residences and to ensure that commercial streets are comfortably contained. Residential setbacks are intended to include stairs, stoops, private gardens and patios that will foster use and thus social interaction among neighbors.

Streetwall
Streetwall requirements ensure buildings create clearly defined edges to the public realm. The individual character of streets and open spaces is influenced by the varying percentage of building massing that is built to the setback line. Thus, the streetwall requirements are a major component of the placemaking strategy for Treasure Island.

Maximum Height
Maximum height requirements establish the predominant heights of development and the location of taller buildings. Height zones on Treasure Island focus the greatest density near transit, provide a comfortable pedestrian environment that is visually and socially engaging, and craft an attractive skyline that will be viewed from around the Bay Area. Height zones describe the three-dimensional maximum height envelopes without defining specific locations, numbers or shapes of buildings or parcels. Flex height zones allow for a variety of buildings types to be built up to the indicated maximum height as long as they conform to the relevant and applicable standards in Design for Development Sections T4.5, Building Separation, and T4.6, Bulk and Massing.

Bulk and Massing
Building bulk and massing have been established to support the creation of a neighborhood form that is comfortable for people, enhances views both to and from the island, and establishes a signature identity of a compact, visually engaging urban environment. The objective of bulk and massing controls is to create buildings that will be pedestrian scaled and visually well-proportioned by defining: maximum floor plates, plan lengths, apparent faces and diagonals; building design elements that constitute a change in apparent face; and controls for sculpting the tallest buildings on Treasure Island. There are supplemental standards and guidelines for tall towers, which must respond to a unique set of issues due to their high degree of visibility from around the Bay Area. Tall towers are meant to be well proportioned, visually attractive, high quality design landmarks composed of simple geometries with tops that are visually engaging and accentuate smaller volumes as they rise towards the sky. As with all buildings on Treasure Island, tall towers are expected to engage the public and pedestrian realm by providing active bases and articulating facades with a high degree architectural detailing which promote a sense of vibrancy.

Figure 2.7. on the following page is a conceptual representation of the building heights and massing described in the Design for Development. Actual building designs will be completed in subsequent submittals consistent with the Design Review and Document Approval Procedure.

Figure 2.8. on the subsequent page indicates the lot coverage and height zones for Treasure Island within Major Phase 1.
YERBA BUENA ISLAND BUILDING HEIGHT AND MASSING

YERBA BUENA ISLAND
Guidelines for building placement and form, described in Section Y4 of the Design for Development, support a variety of building types at desired locations with a strong connection to the public realm. In direct contrast to the flat surface of Treasure Island, the varied terrain of Yerba Buena Island poses a different set of challenges that requires integration of buildings, streets, paths and stairways to respect the existing slopes and character of the island and to minimize grading disturbances to the greatest extent possible. The objective is to encourage pedestrian circulation enhance views from public spaces and buildings, and establish a signature identity of sustainable, compact development and inviting public spaces.

Building Placement and Height
The following building placement standards and guidelines are designed to be sensitive to the steep natural topography of Yerba Buena Island. The scale of the new buildings should be such that, in addition to responding to slope through aggregated stepped forms, they do not project significantly above a mature native coastal oaks tree canopy. Although the non-native eucalyptus canopy is higher, their numbers will gradually be reduced over time through the Habitat Management Plan, such that the native Oaks may be the predominant tree species. Exceptions to this are made for a potential mid-rise residential building on Block 4Y and for a potential mixed-use building on Block 2Y.

Figure 2.9 on the this page is a conceptual representation of the building heights and massing described in the Design for Development. Actual building designs will be completed in subsequent submittals consistent with the Design Review and Document Approval Procedure.

Figure 2.10, on the following page indicates the lot coverage and height zones for Yerba Buena Island within Major Phase 1.
YERBA BUENA ISLAND CONCEPTUAL BUILDING HEIGHT AND Massing

FIGURE 2.10 YERBA BUENA ISLAND BUILDING HEIGHTS

Yerba Buena Island Conceptual Building Section

YERBA BUENA ISLAND CONCEPTUAL GRADING SECTION

YERBA BUENA ISLAND CONCEPTUAL BUILDING SECTION
2.6 MAJOR PHASE 1 PROJECT HOUSING

The first Major Phase of development at YBI and TI can accommodate up to approximately 3,500 housing units. Included in this phase are seven (7) Authority Housing Lots (representing almost 23% of the development land in the phase) that would be dedicated to TIDA and would be able to accommodate a minimum of 620 affordable units, including units TIDA may choose to allocate to TIHDI. In addition, there will be a requirement to provide inclusionary units within market-rate developments with an overall target of 5%, consistent with the requirements and process described in the DDA. The land parcels created within this phase will enable the construction of all 4 Product Types (townhomes, low-rise, mid-rise and towers) to serve a broad range of incomes.

Included in this Major Phase are most of the higher density tower parcels proposed for the project. Major Phases 2 through 4 are comprised of more low density parcels with correspondingly more Authority Housing Lots.

A summary of the housing within Major Phase 1 is shown in Table 2.5

The locations of parcels dedicated to TIDA/TIHDI as Authority Housing Lots are shown in Figure 2.11.

The Housing Date Table in Appendix C (provides more details on all proposed housing parcels within this Major Phase.

AUTHORITY LOTS

As required by the DRDAP and the DDA, Figure 2.11 (p.50) identifies the proposed locations of Authority Housing lots. The acreage and approximate number of units in each product type are provided in Table 2.6

RESIDENTIAL AUCTION LOTS AND JV LOTS

Figure 2.12 (p.51) identifies the auction lots and JV lots proposed for each of the four product types: townhomes, low rise, mid-rise and towers. The acreage and proposed number of units in each product type are provided in Table 2.6 on the following page.

QUALIFICATIONS OF RESIDENTIAL AUCTION LOT BIDDERS

The qualifications proposed for potential bidders of auction lots are provided in Appendix F.

RESIDENTIAL AUCTION LOT BID PRICES

The Major Phase Decision related to minimum bid prices for Residential Auction Lots is proposed to be provided in the Sub Phase Applications, as permitted by the DDA. Due to the period of time necessary to construct the infrastructure, it is more appropriate to set the minimum bid prices closer to the time when land parcels would be offered for sale, so that they are reflective of current market conditions.

EXCESS LAND APPRECIATION STRUCTURE

When market conditions permit, the land seller (Seller) can require the land buyer (Builder) to pay to a percentage of profits above a defined level. The ability to implement a profit participation agreement is dependent on the state of the market. The profit margin to which the Builder is entitled before profit participation is also a function of the market, as well as the complexity of the product type. The DDA refers to such profit participation as Excess Land Appreciation Structure.

An example schedule of potential Excess Land Appreciation Structure is shown in Table 2.3:

<table>
<thead>
<tr>
<th>Product Type</th>
<th>Profit Margin</th>
<th>Profit Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhome</td>
<td>10%</td>
<td>50%</td>
</tr>
<tr>
<td>Low Rise</td>
<td>12%</td>
<td>30%</td>
</tr>
<tr>
<td>Mid-Rise/Tower</td>
<td>*</td>
<td>*</td>
</tr>
</tbody>
</table>

*Not currently a market concept for Mid-Rise & Tower product. Will re-evaluate potential closer to commencement of land sales.

TABLE 2.3 EXAMPLE SCHEDULE OF EXCESS LAND APPRECIATION STRUCTURE
master marketing fees, internal sales commission and co-broker sales commissions;  
- Model decoration and design costs; and  
- Cost of insurance and warranty reserves.

Profit participation is to be calculated and paid on a quarterly basis, with a final calculation due no later than sixty days following the final home closing in the Builder’s project.

## PROPOSED MAJOR PHASE 1 EXCESS LAND APPRECIATION STRUCTURE

The following schedule in Table 2.4 is proposed for the Excess Land Appreciation Structure for Major Phase 1. At the time of this submittal for Major Phase 1, TICD believes this structure represents the market conditions for land sales in San Francisco for similar products. As this is the initial phase of development on TI/YBI, it is proposed that TICD and TIDA revisit the Excess Land Appreciation Structure closer to the time of land sales, and adjust the structure by mutual agreement.

### Table 2.4 Proposed Schedule for Excess Land Appreciation Structure

<table>
<thead>
<tr>
<th>Product Type</th>
<th>Profit Margin</th>
<th>Profit Participation %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhome</td>
<td>10%</td>
<td>50%</td>
</tr>
<tr>
<td>Low Rise</td>
<td>12%</td>
<td>30%</td>
</tr>
<tr>
<td>Mid Rise/Tower</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>

### Table 2.5 Major Phase and Sub Phase Summary of Housing Data

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Total Allowable Building Program</th>
<th>Major Phase 1</th>
<th>Sub-Phase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Townhome (Units)</td>
<td>421</td>
<td>269</td>
<td>159</td>
</tr>
<tr>
<td>Low Rise (Units)</td>
<td>2,232</td>
<td>611</td>
<td>221</td>
</tr>
<tr>
<td>Mid-Rise (Units)</td>
<td>519</td>
<td>322</td>
<td>78</td>
</tr>
<tr>
<td>Tower (Units)</td>
<td>3,144</td>
<td>1,755</td>
<td>514</td>
</tr>
<tr>
<td>Authority Housing (Units)</td>
<td>1,884</td>
<td>649</td>
<td>88</td>
</tr>
<tr>
<td>Total Residential Units</td>
<td>8,000</td>
<td>3,271</td>
<td>159</td>
</tr>
</tbody>
</table>

**Table 2.5** - Authority Housing Lots, Auction Lots, JV Lots

**Table 2.6** - Major Phase and Sub Phase Summary of Housing Data

<table>
<thead>
<tr>
<th>Authority Housing</th>
<th>Auction</th>
<th>JV</th>
</tr>
</thead>
<tbody>
<tr>
<td>Product Type</td>
<td>Units</td>
<td>Acres</td>
</tr>
<tr>
<td>Townhome</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Low Rise</td>
<td>307</td>
<td>3.2</td>
</tr>
<tr>
<td>Mid Rise</td>
<td>187</td>
<td>1.9</td>
</tr>
<tr>
<td>Tower</td>
<td>126</td>
<td>0.7</td>
</tr>
<tr>
<td>Totals</td>
<td>620</td>
<td>5.8</td>
</tr>
</tbody>
</table>
AUTHORITY LOTS

FIGURE 2.11 MAJOR PHASE 1 AUTHORITY LOTS

AUTHORITY + MARKET RATE LOTS
- Market Rate Lots
- Authority Housing Lots
FIGURE 2.12  MAJOR PHASE 1 AUCTION LOTS + JV LOTS
The Project’s commercial component includes a total amount of retail space not exceeding 207,000 sq. ft., including approximately 140,000 sq. ft. of new commercial and retail space and adaptive reuse of Buildings 1, 2, and 3 for approximately 67,000 square feet of additional retail. A variety of retail uses are anticipated, including neighborhood-serving uses such as personal services, restaurants and cafés, housewares and apparel shops, and health and fitness clubs. Regional-serving retail uses could include specialty foods, specialty gift or crafts, and entertainment uses. Retail uses are envisioned along a new main street between historic Buildings 1 and 2 on Block M1, and ancillary retail uses are envisioned along the Clipper Cove Marina and in the residential neighborhoods, including about 5,000 sq. ft. of neighborhood-serving retail in the residential neighborhoods on Yerba Buena Island.

Other commercial uses envisioned include approximately 22,000 sq. ft. of food production uses in Building 2, approximately 150,000 sq. ft. of entertainment and recreation uses, such as a movie theatre and/or indoor sports and recreational facilities that would also be regional-serving retail uses in Building 3, up to 100,000 sq. ft. of office space, and up to 500 hotel rooms, which may include one or more full-service hotels near the Transit Hub, one or more boutique time-share hotels at Clipper Cove on Treasure Island, and a hotel on Yerba Buena Island.

FIGURE 2.13 MAJOR PHASE 1 POTENTIAL COMMERCIAL