Draft April 25, 2017

Waterfront Plan Transportation Policy Guidance

The Transportation Subcommittee requested that Port staff propose Transportation Policy Guidance for the Subcommittee to consider during Part 2 of the Waterfront Plan Update process based on the presentations and Subcommittee discussions to date.[1]
Port staff developed this report to support further transportation policy discussions and recommendations of the Transportation Subcommittee and the Waterfront Plan Working Group. The report is organized as follows:

I. Summary of Port Land Use and Transportation Setting

II. Existing City Transportation Policy Context

III. Policy Guidance for Transportation Subcommittee Discussion

IV. Related Policies from Resilience Subcommittee

I. Summary of Port Land Use and Transportation Setting

Port facilities and properties are used for a full spectrum of land uses across the 7½ mile waterfront, and they rely on a full suite of City and regional transportation services and systems. With over 600 leases serving 10 maritime and water-dependent industries, production, distribution and repair (PDR) light industrial businesses, and commercial, recreation, attractions and mixed use residential developments, the Port manages operations and ongoing working relationships with City and regional transportation agency partners to promote non-auto transportation modes consistent with City transportation, climate change and environmental stewardship policies. Those coordinated interagency efforts also extend to freight rail and heavy industrial vehicle and goods movement associated with PDR and unique maritime industries (particularly fishing, cruise terminal, and cargo terminal operations).

The City and Port have made significant investments to create a publicly inviting, pedestrian-oriented waterfront that today draws more than 24 million visitors annually. City investments to

[1] The information in this report is based on presentations and previous public discussions:

July 6, 2016 Waterfront Plan Working Group presentation on **Waterfront Transportation**

November 9, 2016 Transportation Subcommittee: **Goods Movement & Water Transportation**

December 7, 2016 Transportation Subcommittee: **Land Transit, Pedestrian and Bike Access**

January 25, 2017 Transportation Subcommittee: **Parking & Transportation Demand Management**

replace the Embarcadero Freeway with an urban boulevard, public transit and pedestrian promenade have been reinforced with significant additional pedestrian and water transportation investments along The Embarcadero, and south of China Basin, through the creation of the Blue Greenway[2].

The waterfront has become a destination for many residents and visitors, which drives the demand for many transportation services. The operations of Port tenants that are not visitor-oriented can be overlooked in this context, and the Port endeavors to balance transportation access and services for these functions as well. In 2016, the Port completed a Northern Waterfront Transportation Survey of tenant businesses from Fisherman's Wharf to China Basin to ascertain tenants' current needs and ensure they are addressed in transportation planning efforts.

Two primary transportation corridors serve the north-south axis of the Port waterfront: 1) the Embarcadero Roadway, and 2) Terry Francois Boulevard, Illinois Street and 3rd Street from Mission Creek to Cargo Way (the access road to Piers 92-96 and Heron's Head Park). The manner in which the Port and its sister transportation agencies manage aspects of these transportation corridors – and leasing and development in these areas – contributes to the success of Port tenants and the pleasure (or frustration) of users.

The Embarcadero

The Embarcadero provides an important transportation link from Highway 280 and King Street to the Broadway corridor and points north, via the Golden Gate Bridge. Congestion among all modes along this route has been exacerbated by regional commuter traffic (particularly near ramps to the Bay Bridge), ballgames and other events at AT&T Park, and high visitor traffic associated with waterfront attractions and special events.

Key Port operations, including those related to cruise ships, commercial fishing, tenant deliveries, and visitor-serving destinations such as Pier 33 (Alcatraz Excursions) and the Exploratorium are made more complex by the need to navigate The Embarcadero, and these operations also contribute to congestion and conflicts among modes.

At the same time, Herb Caen Way/Embarcadero Promenade is such a popular venue for walkers, runners, bicyclists, and scooters – including new forms of personal motorized vehicles – that pedestrian safety is compromised.

The City has invested major federal, state and local transportation funding in a SFMTA light rail corridor that runs along the Waterfront. The F-Market/Castro, which runs from the Ferry Building to Fisherman's Wharf, is often over-subscribed during the day. E-Line Service from Fisherman's Wharf to 4th and King/Caltrain Terminal has recently been implemented to augment service along The Embarcadero, but demand still exceeds capacity along this corridor during large portions of the day.

Blue Greenway - Southern Waterfront

The Blue Greenway is the City's emerging system of waterfront parks, public access areas, and connecting bike and pedestrian facilities in between, that extends from China Basin to the San

[2] The Blue Greenway is a multi-agency effort to create an interconnected system of streets, trails, parks and water recreation access points on San Francisco's southeast waterfront, running from AT&T Park south to Candlestick Point.

Mateo County Line. Along Port property, the Blue Greenway is being developed to integrate open spaces and water recreation access in a network that respects and supports Southern Waterfront industrial operational needs.

A key element of the Blue Greenway is the City street network that connects upland City neighborhoods to waterfront amenities, and provides access up and down the waterfront as well. Terry Francois Boulevard, Illinois Street, Third Street and Cargo Way all provide connections to key Blue-Greenway open spaces and serve industrial businesses concentrated in southeast San Francisco and on Port lands. Port maintenance and ship repair operations at Pier 50 and Pier 70, the Pier 80 auto terminal, and cargo, recycling, construction industry and concrete production industries in the Piers 80-96 Maritime Eco-Industrial area). The Blue Greenway plan promotes improvements to make streets safer for pedestrians and bicyclists, while continuing to accommodate industrial goods movement circulation, including freight rail crossings at Third Street and Cargo Way.

II. Existing Transportation Policy Framework

Note: *The summary below highlights key City policies that affect transportation improvements at the Port; they were discussed in greater detail during part 1 of the Update process and in prior Transportation Subcommittee meetings. Additional background information is provided for each transportation policy topic beginning on page 5, below.*

Interagency Coordination. To effectively plan and implement Waterfront Plan transportation policies and improvements, the Port must continue collaborating with Port tenants, the San Francisco Municipal Transportation Agency (SFMTA), the San Francisco Planning Department (SF Planning), San Francisco Public Works (Public Works), the Mayor's Office on Disability (MOD), the San Francisco County Transportation Authority (SFCTA), the Metropolitan Transportation Commission (MTC), the Water Emergency Transportation Agency (WETA), Golden Gate Transit, and private ferry and water taxi operators including Blue & Gold, Red & White, Tideline and SF Water Taxi.

Sustainable Transportation, Climate Action and Safety. During Transportation Subcommittee deliberations, Port staff and Subcommittee members acknowledged that the Port's transportation vision should align with and build upon the City's existing transportation policy framework. The City of San Francisco has adopted some of the most progressive transportation policies in the nation to advance environmentally sustainable land use and economic development Adopted in 1973 and last amended in 2007, San Francisco's Transit First policy prioritizes public transit, bicycles, pedestrians, and non-single occupant vehicles over single occupant vehicles in the public right-of-way. The San Francisco Complete Streets and Better Streets policies also guide infrastructure ivestment in the public right-of-way, updating traditional 20th Century street design standards to ensure modern standards address the needs of all street users (not just cars) and meet higher environmental goals.

The City, region and state have established a policy framework that acknowledges the key role of transportation in meeting local and statewide climate action goals, including the City's existing goal that by 2020 50% and by 2040 80% of all trips should be sustainable trips through walking, biking or public transit/paratransit.

Safety is the SFMTA's top priority and the agency is committed to doing all it can to safeguard the lives of people as they walk, bicycle, take transit and drive throughout the City. In 2014, the SFMTA and the San Francisco Board of Supervisors jointly adopted "Vision Zero": a policy to eliminate all traffic deaths in San Francisco by 2024. Vision Zero has set forth the following

goals to be achieved by 2024: 1) Eliminate all traffic deaths; and 2) Reduce severe and fatal injury inequities across neighborhoods, transportation modes, and populations.

III. Transportation Policy Guidance

Port staff developed the Transportation Policy Guidance in this report based on the Subcommittee presentations, suggestions from the Subcommittee and audience participants, and feedback from Port staff. The outline for each Transportation Topic in this section is:

- Topic
- Background
- Objective
- Policy Guidance

Many of the suggestions staff documented in prior Transportation Subcommittee notes could inform projects and work included in the Port Strategic Plan, Port 10 Year Capital Plan, or other City transportation funding priorities. These additional Subcommittee notes are included in Exhibit A.

The Port staff-generated Policy Guidance is intended to prompt further policy discussion by the Transportation Subcommittee, to review and mold the Policy Guidance into Subcommittee recommendations. The Transportation Topics include:

1. Integrated Transportation Systems
2. Walking and Cycling
3. Public Transit
4. Water Transit
5. Goods Movement and Commercial/Industrial Access
6. Curb Use
7. Parking
8. Transportation Demand Management
9. Streets and Street Maintenance

While not called out as individual topics, each suggested goal and policy guidance includes integration of accessibility and safety into each mode or topic. The Port – working with its local and regional partners – will ensure that transportation facilities are accessible to people of all ages and abilities, and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the Port's public right-of-way at a minimum comply with the Americans with Disabilities Act (ADA). The Port is committed to better meeting the needs of the most vulnerable users, including the young, older adults, and people with different abilities.

Staff recommends framing Port transportation policies in the context of an overarching transportation mission statement like the following:

> "Provide sustainable, coordinated, and universally accessible transportation facilities along the Port for tenants, workers, neighbors, and visitors."

1. Integrated Transportation Systems

Background

As noted above, the Port maintains a full breadth of maritime, industrial, recreational, business and public attractions, as well as mixed-use commercial/retail/resident sites. Port businesses and attractions are located in a wide variety of San Francisco neighborhoods and districts. While the areas around and between the Ferry Building and Embarcadero Station function as a regional transportation hub for ferries, water taxies, pedestrians, bikes, Muni, Amtrak, and BART, the Port has limited direct control over transportation services along the waterfront.

The Port is committed to, and dependent upon, strong working relationships with its local and regional agency partners to coordinate street design and signalization, pedestrian and bicycle access, public transit services, parking, and industrial goods movement. These functions affect multimodal and integrated transportation systems that offer affordable and convenient travel options connecting waterfront areas to the city and region, while also serving Port maritime and industrial needs. Port coordination with local and regional agency partners is critical to access transportation funding sources necessary to fund Complete Streets and related improvements that will meet the City's Vision Zero goals.

The Port has over 600 leases and diverse tenant operations that must be balanced along with over 24 million visitors attracted to the waterfront each year. People make trips for different reasons, so they vary in length and type of transportation mode, and by geographic area. Different modes have varying impacts on neighborhoods, business operations, and public access to enjoy the waterfront. All these functions are legitimate and need to be balanced with transportation improvements and operations that preserve and promote respect for travel safety on all modes, particularly pedestrians, and minimize carbon emissions to achieve the City's climate action goals.

Objective

Establish a multimodal transportation system with easy connections between modes to serve the City and the waterfront.

Policy Guidance

a. Design streets, designate sidewalk and curb space, and tailor new development and major leasing decisions according to the following hierarchy of transportation considerations:
    1. Walking
    2. Bicycling
    3. Transit/paratransit
    4. Taxi/transportation network company/commercial transit/shared vehicles
    5. Deliveries and truck loading
    6. Zero emission vehicles
    7. Other single-occupant vehicles.
b. Design and maintain key industrial streets to prioritize safe industrial use and safety for other modes.
c. Ensure that consideration of transportation safety is paramount when evaluating transportation improvements along the waterfront, including projects and operations in support of the City's Vision Zero program.
d. Maintain close interagency coordination to ensure new transportation improvements and rights of way are universally designed and accessible to all.
e. Tailor new mixed-use development and major leasing projects to promote sustainable transportation modes (walking, biking, public transit), and minimize single-occupant vehicle trips.

f. Develop a program of transportation improvements and implementation timeframes for Port tenant operations and projects to meet the City's goal of making 80% of all trips (except goods movement) by sustainable walking, biking or public transit/paratransit.
g. Promote public transit, walking, and bicycling as the primary transportation modes for moving people along the waterfront, and to/from other parts of the City and region.
h. Design resilient streets and transit facilities to support reliable service.
i. Collaborate with the Port's James R. Herman International Cruise Terminal operator to develop a transportation plan that minimizes conflicts and congestion on The Embarcadero, maximizes access for provisioning cruise ships and transportation options for passengers, and increases the efficiency of area intersections and the Pier 27 ground transportation area, while ensuring a safe path of travel for pedestrians and bicyclists.
j. Provide space for and collaborate with other agencies to provide affordable and accessible transportation options to visitors and workers, particularly for major destinations along the waterfront.
k. Integrate pedestrian and bicycle facilities and services (including bike and scooter share) into City and regional transportation and transit systems to support first and last mile trips.
l. Develop and maintain a Portwide, multi-modal wayfinding system to support pedestrian and bicycle travel, directions to nearby transit connections, and access to Port facilities, consistent with City wayfinding guidelines.
m. Develop policies for use of transportation network companies, including policies to manage vehicle access to large waterfront events and high volume destinations.

2. Walking and Bicycling

Background

Walking and bicycling have many benefits, including: a) physical health; b) reduced air emissions; c) reduced roadway congestion; and d) time saved compared to sitting in traffic. Many of the trips that Americans make every day are short enough to be accomplished on foot, by bicycle or by other non-motorized means. A 2009 National Household Travel Survey found that approximately 28 percent of all trips are one mile or less and 40 percent of all trips are less than two miles in length, which represents a 30-minute walk. Walking and bicycling can help to reduce roadway congestion and require significantly less space per traveler than driving.

The Port celebrates the unique status of Herb Caen Way and The Embarcadero as one of the most popular walking and cycling routes in the region, and is committed to providing safe walking and bicycling conditions. The City and Port have implemented a number walking and bicycling improvement projects on or adjacent to Port property, including bike lanes on Terry Francois Boulevard, Illinois Street, Cargo Way; Phase 1 Jefferson Street Improvements; and expansion of waterfront public access areas. The Port is currently partnering with SFMTA on the Embarcadero Enhancement Project, to provide new separated bicycle facilities that improve safety for all modes, and an improved pedestrian experience along the Embarcadero Promenade.

The Port has been a leader in developing the San Francisco Bay Trail – a project of the San Francisco Bay Trail (a project of the Association of Bay Area Governments) along Port property in collaboration with the San Francisco Bay Conservation and Development Commission under its Special Area Plan for the San Francisco Waterfront. The Port's recent Blue Greenway Project in the Southern Waterfront is a plan for a series of new and expanded waterfront parks and open space, with pedestrian and bicycle access between these locations. SFMTA's Embarcadero Enhancement Project seeks to develop a Complete Streets conceptual design and cost estimate

that includes a bikeway along The Embarcadero from AT&T Park at King Street to the Fisherman's Wharf area.

Objective

The Port should coordinate with other City and regional agencies to establish a safe and accessible pedestrian and bicycle environment that encourages and supports increased pedestrian and bicycle use to/from and along the waterfront.

Policy Guidance

a. Coordinate with other City agencies where appropriate and lead efforts on Port properties to implement the City's Vision Zero initiatives.
b. Coordinate with the SFMTA to create conditions that make bicycling more attractive than driving for most trips, education and intersection improvements that promote awareness, respect and safety for all modes of travel.
c. Reduce conflicts between vehicles, pedestrians and cyclists by reducing the numbers of vehicle crossings of bike lanes and the Embarcadero Promenade where possible, coordinated with reasonable transportation access needs of Port tenants. (See policy guidance 5e.)
d. Provide talking crosswalk signals to the greatest extent possible, including major Port destinations.
e. Adjust timing of crosswalk signals to meet the needs of vulnerable populations and provide rest islands for persons with disabilities.
f. By [2030], implement the Bay Trail as a continuous walking and cycling path along the entire waterfront, from the Aquatic Park to India Basin consistent with the following principles:
    - As close to the water as possible, moving inland where necessary to accommodate maritime uses or sensitive habitat,
    - Separated from auto traffic (Class I or Class IV), where feasible,
    - Separate walking and cycling paths, where possible,
    - Acknowledge maritime industrial access when designing new Bay Trail segments and redesigning existing segments, and
    - Integration with public space design and wayfinding.
g. Design the Embarcadero Enhancement Project as a Complete Street, fostering improved movement for all modes of travel.
h. Develop a speed limit and other treatments for Herb Caen Way to minimize conflicts between bicycles and motorized personal vehicles (e.g., scooters) and pedestrians.
i. Coordinate with the SFMTA, SFPW, SF Planning to enhance and improve connections between the waterfront and adjacent neighborhoods with Green Connections and Blue Greenway Connecting Streets.
j. Separate truck and rail routes and access points from walking and cycling routes wherever feasible. Where they share the same corridor, provide separated paths, wherever possible; where they intersect, create safe crossings.
k. Provide secure bicycle parking, particulalrly at high volume destinations and in new Port development.
l. Coordinate with SFMTA to ensure that expansion of Bay Area Bike Share supports access to major destinations and transportation hubs along the waterfront.

3. Public Transit (Land Transit)

Background

As described above, providing convenient and accessible transit service to and along the waterfront is critical to reducing reliance on single-occupant vehicles and the associated impacts of driving. Street rights-of-way are limited and, as streets get more congested, transit provides an efficient way to move large numbers of people around the city and the region and support growth. The Port is not a direct transit provider, so the Port's role is limited to providing space for transit improvements and collaborating with other agencies to improve service.

Objective

Work with the SFMTA and other public transit agencies to increase transit service levels and ridership, and discourage single-occupant vehicles to reduce environmental degradation and the societal costs associated with their use. Provide mobility and access by public transportation for the greatest number of people to the greatest number of services, jobs, educational opportunities, cultural, tourist and other destinations.

Policy Guidance

a. Encourage local and regional transit providers to improve and expand fast, frequent, and reliable service connecting waterfront areas and the City and region. Focus capacity improvements in the following areas:
    - Off-peak service along the Embarcadero to and from Fisherman's Wharf (midday, nights and weekends); and
    - South of China Basin, from Mission Bay to the Southern Waterfront/India Basin.
b. Develop safe street crossings at transit stop locations, particularly on roadways with more than one travel lane in any direction and where left turns are frequently made at higher speeds.
c. Work with Port tenants to gather employee and visitor transit use data to share with SFMTA to assess transit needs.
d. Where possible, provide sufficient curb space and other amenities for transit line terminals.
e. Support transit through land use policy – locate high density centers within shortest walk to transit stops.
f. Encourage transit providers to locate transit stops and stations with pedestrian access and disabled access within ¼ mile or less of major Port destinations whenever possible, with safe, well-lit street crossings and transit shelters in these areas.
g. Design Port streets and transit facilities on Port property to support transit reliability, resiliency, and flexibility; and be an active supporter of these street designs on Port-adjacent streets.
h. Support transit use by Port employees, visitors, and tenants through a port-wide TDM program. (See Section 8. TDM below.)
i. Work with tourist/visitor-serving tenants to promote Clipper or Muni Mobile to reduce transit delay. (See Section 8. TDM below.)
j. Support Caltrain electrification and other design and operational improvements to accommodate enhanced regional/metro service and high speed rail, while maintaining the Port's freight rail access.

4. Water Transportation

Background

The Port of San Francisco is the hub of the local and regional commuter, special event and tourist water transportation network currently serving San Francisco, Marin, Alameda, Contra Costa, Solano, and San Mateo counties. The Port supports ferry gates and landing facilities, water taxi dock locations, pier aprons for layberthing of ferry and excursion boats, and pier shed and warehouse space for back of house maintenance and operations of water transportation businesses.

The Transportation Subcommittee reviewed the current services and expansion plans for water transportation operators. The Port has partnerships and leases with the following tenants and operators:

- Golden Gate Ferry, which provides commuter and special event ferry services between Larkspur and Sausalito, and San Francisco

- Water Emergency Transportation Agency (WETA), which operates a fleet of twelve ferries at eight terminals providing commuter and special event services connecting Contra Costa, Alameda and San Mateo Counties with San Francisco, with a strategic plan in place to open new ferry facilities in the region and Treasure Island.

- Blue & Gold Fleet, which provides ferry and water excursion services for WETA, and excursions and recreational cruises on the Bay and to several Bay Area locations.

- The National Park Service, which provides tours of Alcatraz Island and Angel Island with excursion services from Pier 31½ under the following schedule during the peak Spring/Summer season, currently provided by Hornblower Cruises and Events.

- Hornblower Cruises and Events, which also operates a fleet of seven vessels providing dinner cruises, San Francisco Bay tours, San Francisco weddings and corporate events from Pier 3.

- Red & White Fleet, which operates four tourist ferries from Pier 45 providing the Golden Gate Cruise, the Bridge to Bridge Cruise, and the California Sunset Cruise on the following Sailing Schedule.

The Port also has licensed two water taxi operators, one serving stops within San Francisco and one connecting destinations outside San Francisco to the City:

- San Francisco Water Taxi provides scheduled water taxi service connecting Pier 1½ and Hyde Street Pier, and Pier 40 on AT&T Park game days, on the following schedule.

- Tideline is a water transportation service offering public and private commuter service, Bay cruises and private charter trips around the San Francisco Bay. Tideline provides private commuter shuttle service between Berkeley Marina and Marina Bay, Richmond and Pier 1½ on the following schedule.

The expansion of ferry and water taxi service has helped to address congestion in the Bay Area while continuing to build an emergency response network. Cities across the Bay Area are redeveloping waterfront areas and see ferry service as not only an attractive means of

transportation, but as a valuable strategy to enhance communities and support economic development goals. Water taxis can also assist in reducing dependence on automobile trips into the city. The Port is working with ferry and water taxi operators to make certain that berthing and land side facilities are located to facilitate growth of water transportation.

Objective

Increase ferry and water taxi ridership, and thereby reduce single-occupant vehicle trips.

Policy Guidance

a. Coordinate with WETA and Golden Gate Ferry and Port water taxi operators to establish an integrated, ADA accessible water transit system consistent with federal requirements linking Port destinations to one another, and the Port to other destinations around the Bay.
b. Provide land and water area to accommodate the construction of ferry and water transit terminals serving waterfront activity nodes.
c. Provide additional land and water area to integrate water transit terminals with intermodal connections to the rest of the sustainable transportation system including walking and cycling, bike share, public transit (route, fare, and schedule coordination, Clipper, trip planning), taxi and ride-share, etc.
d. Integrate water transit into the Port's emergency response/resiliency strategy (see Section IV. below, related to Resilience Subcommittee deliberations).
e. Coordinate with WETA, Golden Gate Transit and the Port's water taxi operators to deliver new passenger amenities and expanded service, with universal access improvements consistent with federal requirements.

5. Goods Movement and Commercial/Industrial Access

Background

The Port has one of the largest remaining industrial property portfolios in San Francisco. While no longer used for cargo shipping, pier sheds in the Embarcadero Historic District support other key maritime operations, including fishing and fish processing, cruise ship and harbor services, excursions and ferries, and recreational boating along with traditional light industrial warehouse and storage operations. There is growing demand for light industrial space for local manufacturing, technology research and innovation businesses as well.

As documented in the Port's Northern Waterfront Transportation Survey, curb deliveries and off-street truck loading are vital to the success of businesses in many areas of the northern waterfront, notably in Fisherman's Wharf, Pier 39, cruise terminal operations at Pier 27, the Ferry Building and AT&T Ballpark. Safe, coordinated deliveries – often more than once a day – support the high volume of these businesses during peak periods.

In the Southern Waterfront, the Port still maintains traditional heavy industrial ship repair and cargo shipping maritime uses, and construction materials, concrete batching and recycling operations. While much of the Port waterfront has been repurposed for urban commercial and recreational uses, there is still a need to recognize and plan for transport of goods and services by truck along the entire waterfront, connections to freeway access routes, and freight rail service to southern waterfront properties in the Pier 80-96 Maritime Eco-Industrial area.

The Port's maritime, commercial and industrial uses are critical to the region's economic development, and they are reliant on rail, water, and truck transport. Well-maintained, major

truck routes are an important part of the freight mobility network. The Port and City have worked to carefully plan and implement pedestrian and bicycle lanes and access, particularly in the southern waterfront, to serve all users.

Some maritime and industrial operators remain concerned about safety and operations along Illinois Street, Amador Street, and Cargo Way. This dictates the need for continued efforts by the Port and SFMTA, industrial, bicycle and pedestrian stakeholders to coordinate and manage passenger transportation improvements with goods movement needs.

Objective

Preserve and improve mobility and access for the transport of goods and services to and from the waterfront.

Policy Guidance

a. Develop, maintain, and enhance a multimodal freight transportation system for the sustainable and reliable movement of goods within and through the City, with safe and efficient truck and freight access to Port facilities.
b. Recognize the importance of the freight network to the City's economic health and disaster recovery when making decisions that affect major truck routes as well as other parts of the region's roadway system.
c. Implement Complete Street improvements supporting freight mobility along with other modes of travel on major truck routes.
d. Consider the needs for local delivery and collection of goods at businesses by truck when making street operation and design decisions.
e. Identify conflicts between vehicle access to Port piers and pedestrians, bicyclists and users of personal motorized vehicles; design improvements to these access points to make users aware of potential conflicts and increase safety. (See policy guidance 2c.)
f. Design goods movement and industrial access to improve resilience and to provide transportation routes to support disaster relief.
g. Maintain a forum for the freight community to advise the City and other entities on an ongoing basis on topics of land-based freight transportation facility modifications and enhancements. Coordinate the review of potential operational changes, capital projects, and regulations that may impact freight movement.

6. Curb Use Policy

Discussion

Curb zones that interface between streets and sidewalks serve many different (and often competing) transportation purposes, including passenger and goods loading, taxies, buses, on-street parking and handicapped access. It is important to recognize that the Curb Zone is a public space, a physical and spatial asset that has value and cost. In this urban land use context, careful evaluation is required to determine whether, when, and where parking is the highest and best use of this public space and is consistent with broader City land use and transportation policy goals. .

The Port currently uses color codes consistent with City standards for managing parts of the curb zone:

- White zones are dedicated to active passenger loading and unloading, with time limits and a requirement that the driver remain in the vehicle;

- Yellow zones are dedicated to active loading and unloading by commercial vehicles only;

- Blue zones are dedicated to persons with a valid disabled parking permit; and

- Green zones permit short-term public parking (up to ten minutes) and are not reserved for particular establishments.

Goal

Manage limited Port curb space according to the following priorities, which may vary by Port subarea: (1) pedestrian safety; (2) Muni/transit/paratransit; (3) passenger loading/drop-off, including taxis and transportation network companies; (4) commercial deliveries and truck loading; (6) protected bicycle parking; (7) bike share and scooter share; and (8) visitor parking.

Policy Guidance

a. Identify hierarchy of priority for curb use for each Port subarea.
b. Where the curb use is parking or commercial loading, price on-street curb use to encourage rapid turn-over.
c. Utilize color curb program consistent with City standards to address operational needs of Port tenants while managing traffic flow impacts.
d. Evaluate commercial deliveries and freight loading needs for future Port land uses, and provide off street loading areas, if feasible.
e. Prohibit residential permit parking, consistent with the public trust.

7. Parking and Automobile Access (after Nelson/Nygaard completes it parking analysis, this section will be further edited)

Background

The Port is a major supplier of both on street and off street parking and should manage both the demand and supply of parking to achieve climate, health, livability, and prosperity goals. Providing too much and/or underpriced parking can lead to more driving and less walking, cycling, and transit use; inefficient land use patterns; and sprawl. Insufficient parking can negatively affect neighborhood livability and economic vitality. Appropriate parking polices can reduce private vehicle ownership and overall vehicle use, enhance livability, reduce congestion, reduce pollution, and expand economic opportunity.

SF Planning and the SFMTA have both identified parking supply and the construction of new parking as major factors contributing to congestion on City streets. See SF Planning's policy discussion on Parking and Better Neighborhoods. See also SFMTA's presentation of research on the relationship between provision of parking and decision to drive, SFMTA's policy for On-Street Parking Management and How SFMTA Makes Parking Decisions.

Objective

Manage the Port's on and off-street parking supply to support Port policies, reduce single-occupant vehicle trips, and improve air quality.

Policy Guidance

a. Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and air quality.
b. Recognize the importance of providing on- and off-street disabled accessible parking near major destinations along the waterfront.
c. Use paid on-street parking to encourage parking turnover, customer access, and efficient allocation of parking among diverse users.
d. Limit the development of new automobile parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service.
e. Consistent with the Pier 1 and Ferry Building development strategies, strictly limit or exclude dedicated parking spaces in pier rehabilitation projects to promote transit and limit vehicle/pedestrian conflicts along Herb Caen Way.
f. Recognize the importance of parking revenue as an interim use strategy until Port land can be developed for higher and better uses, and acknowledge the role of seawall lots in providing parking for nearby piers that have no parking.
g. Prioritize available parking for maritime, tenant and visitor parking; de-emphasize commuter parking.
h. Unbundle parking from Port leases, and keep parking leases short and flexible to facilitate better uses of Port property.
i. Make spaces available for car-share, bicycle-share, scooter-share and electric vehicles.

8. Transportation Demand Management (after Nelson/Nygaard completes it TDM analysis, this section will be further edited)

Background

Providing residents and employees information and incentives to walk, bicycle, use transit, and otherwise reduce the need to own and use private vehicles can be one of the quickest, least expensive, and most effective strategies to achieve City transportation and climate goals and to reduce traffic congestion. Transportation demand management (TDM) programs can cost-effectively increase the modal share of walking, bicycling, transit and shared vehicle trips.

As discussed with Transportation Subcommittee, the Port has retained a consultant team that includes Seifel Consulting and Nelson Nygaard Associates, to review the work and recommendations from the Transportation Subcommittee, provide further advice on Transportation Demand Management (TDM) strategies, and provide observations about transportation improvements along the Port waterfront. Any further revisions will be presented to the Transportation Subcommittee and/or Working Group. The transportation recommendations, as refined, will provide guidance to Port staff to draft amendments to update the Waterfront Plan.

Objective

Promote sustainable transportation choices and reduce single occupancy vehicle use along the waterfront through a comprehensive set of TDM strategies.

Policy Guidance (expand when consultant TDM work scope is complete):

a. Develop a program of transportation improvements and implementation timeframes for Port tenant operations and projects to meet the City's goal of making 50% of all trips by sustainable walking, biking or public transit, consistent with the City's Climate Action Plan, and a goal of 80% of all trips by non-driving modes by 2030.
b. Establish mode-shift goals for the various sections/subareas of the waterfront, based on the City/Port transportation goals and roadway capacity.
c. Establish an effective TDM toolbox for new and expanded developments, and for renewed leases on Port, including compliance with the City TDM Ordinance and Program.
d. Develop Port-wide and sub-area TDM plans that promote transit use, bicycle and pedestrian networks, shuttles and other projects and programs on area-wide basis (rather than on a project-by-project basis).

9. Streets and Street Maintenance

Background

Streets, including sidewalks and planting strips, provide critical transportation and utility functions. Streets are the most abundant type of public space, occupying nearly 25 percent of land area in the City.

In San Francisco most streets are managed by three primary agencies:

- Public Works, which is responsible for the actual surface improvements (sidewalks, curbs and gutters and street surface and subsurface) and maintenance;

- The SFMTA, which designs and manages lane configuration, signals, signage and curb use; and

- The San Francisco Public Utilities Commission (SFPUC) which owns, maintains and manages utility infrastructure.

Many streets in the Port area are also managed by the Port and are referenced as Port Streets. Port streets include three types:

1. Non "accepted streets", where the Port assumes typical Public Works responsibilities but does not receive any general fund or gas tax revenues, and the SFMTA and the SFPUC manage their respective duties

2. Non "accepted streets", where the Port assumes typical Public Works responsibilities and the SFPUC duties but does not receive any general fund or gas tax revenues

3. City "accepted streets", where Public Works and the SFPUC retain their responsibilities and the Port coordinates with the SFMTA on lane configuration, signage, and signals and curb management

Having streets with varying jurisdictional responsibilities has led to confusion, inefficient utilization of both Port and City resources and, in many cases, poor street maintenance because, as an "enterprise department", the Port has lacked access to the City's traditional sources of funding for street reconstruction and repaving.

Objective

Rebuild Port streets that are at the end of their useful lives and maintain streets on Port property consistent with industry standards (85 out of 100 pavement condition index).

Policy Guidance

a. Work with the City to upgrade substandard Port streets to Better Streets standards, and transfer street maintenance responsibility to Public Works, when this strategy will enhance access to funding and ensure adequate maintenance.
b. When developing new streets, ensure that adequate long-term financing to maintain the street is budgeted, including traffic signals and signage (e.g., Pier 70 and Seawall Lot 337).
c. Integrate placemaking and transportation functions when designing and managing streets by encouraging design, development, and operation of streets to enhance opportunities for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes.
d. Develop a plan for the Port's unaccepted streets which improves safe and disabled accessible pedestrian access between the City and the Waterfront, retains important view corridors, and covers capital and future operating costs.
e. As large new mixed-use projects are developed (e.g., Seawall Lot 337, Pier 70), extend and improve the street network to provide a human-scaled circulation network that integrates the waterfront with adjacent neighborhoods.
f. Reclaim certain Port paper/water streets for water-related and open space uses.
g. Evaluate the opportunity to improve multi-modal transportation and open space improvements in conjunction with the Seawall Resiliency Project.
h. Develop a plan to provide safe & disabled accessible paths-of-travel on existing Port streets without sidewalks.

IV. Related Policy Guidance Under Discussion at the Resilience Subcommittee

Staff notes that the following policy guidance discussed at the Resilience Subcommittee is related to Transportation Subcommittee deliberations.

- Develop and maintain/update plans to ensure availability of Port facilities and lands needed for the movement of people, goods and debris after an emergency.

- Retain waterside access for loading/unloading vessels, and space to stage people and resources.

- Maintain flexible areas of Port lands (parks, parking lots, under-developed industrial lands) that can be used for staging response and recovery operations after a disaster.

- Improve the Port's ability to facilitate evacuations by strengthening the structures and improving the capacity and flexibility of existing ferry, water-taxi, and other vessel landing facilities.

- Identify where additional facilities may be needed; determine is existing waterfront infrastructure could be modified to enable emergency ferry access (e.g., openings in railings, mooring features, and dual docking capacity).

- Work closely with the SFMTA, MOD, BART, WETA, Golden Gate Ferries, and other regional transportation providers to increase the resiliency of Port, City and regional transportation facilities and ensure continuity of operations to serve the Port.

- (Portwide) Prioritize protection of city and regional transportation and utility networks (e.g., BART, MUNI. Ferry System, sewer and stormwater systems.)

- (For Port Resilience Projects) Minimize short term construction impacts and maximize long-term improvements to the waterfront's multimodal transportation network.

- Continue coordination with emergency managers, tenants, water transit agencies, ferries and private boat operators to facilitate safe and efficient water transport and maritime evacuations; collaborate with regional partners to maximize water-borne movement of supplies, reconstruction materials and debris

- Maximize protection of existing working waterfront berthing and dockside operations and future use/adaptation of the waterfront's edge for vessel docking, berthing or tie-ups, including for emergency response operations and water recreation.

- Continue and expand efforts to reduce emissions and promote the use of clean technology for water transportation and maritime operations (e.g. shoreside power, alternative fuels, etc.).

Exhibit A: Additional Subcommittee Notes

These additional Transportation Subcommittee notes could inform projects and work included in the Port Strategic Plan, Port 10 Year Capital Plan, or other City transportation funding priorities. Many of these suggestions could be also implementation strategies.

Integrated Transportation System

- Connect transportation policies to land use, public space, and sustainability strategies
- Integrate City and Port transportation goals, policies, and strategies
- Develop and maintain Complete Streets
- Integrate health and equity into Port transportation planning
- Seek balanced transportation options and complementary modes
- Consider a modal hierarchy for travel along the waterfront to help determine future priorities and evaluate proposed waterfront transportation improvements
- Manage trade-offs between competing transportation modes
- Provide legibility including signage, wayfinding, trip planning

Walking and Bicycling

- Continue to promote the development of the Blue-Greenway in the Southern Waterfront for improved pedestrian and bicycle access in this area, including:
  - Eliminating freight rail along Illinois Street (north of Marin Street)
  - Rebuilding Cargo Way with segregated Class I bike paths
  - Improved bicycle and Bay Trail access along Terry Francois, through Pier 70, the former Potrero Power Plant, and Warm Water Cove
- Work with Public Works and the City Attorney to seek freight rail removal on Illinois Street from Union Pacific and Burlington Northern Rail Roads
- Coordinate with Public Works, the Office of Community Investment and Infrastructure ("OCII"), SFMTA, SFCTA, and MTC on funding for Cargo Way and Amador Street improvements
- Clearly explain the City approval process at the Port for proposed transportation improvements along roadways under Port jurisdiction
- Treat Port street and other transportation improvements serving the Port on an equal basis when allocating transportation funding sources that are available to the City
- Bike/pedestrian safety should be priority, consistent with Vision Zero
- Assess bike facilities, current and future, using SFMTA bike comfort index

Public Transit

- Work with the SFMTA to inform new routes to support growing population along waterfront
- Adopt SF Planning's Transit-Supportive Development Design Guidelines
- Promote public transit as the primary, preferred mode
- Support transit through land use policy
- Independent terminals for E and F lines may be a land use need
- Owl service to Fisherman's Wharf could help with employee commutes
- Provide transit ticket vending machines in key locations

- Install wayfinding enhancements, including tourist/visitor-oriented signage
- Develop a prioritized list of unfunded transit capital improvements along the waterfront, including estimated costs.
- Consider stop consolidation/improved stop location along the waterfront for F or E Lines
- Private services (Chariot, Lyft, Uber) can be a first and last mile solution, but Muni needs to be protected from impacts (traffic and loading)
- Caltrain DTX – enhance connections to Port, sea level rise strategy
- Evaluate auto tunnel under Embarcadero?
- Work with transit agencies on a transportation master plan for central and southern waterfront areas

Water Transportation

- The Port's 10-Year Capital Plan should include a specific focus on enhancements to the water transportation network, such as ferry terminals (e.g., the Mission Bay Ferry Terminal) and water taxi landings and land side improvements needed to support and enhance ridership
- Port developments should include water taxi landings (where needed to complete the network). The Port should invest in signage, advertising, and other strategies that support the development and use of a water transportation network
- Coordinate with WETA and Golden Gate Bridge Highway and Transportation District to deliver new passenger ferry amenities and service as needed to support local and regional transportation system
- Avoid commuter parking at transit terminals in the City
- Coordinate with OEWD, SFMTA, SFCTA and others to study the feasibility of a larger-scale water transportation network, including: market analysis, implementation and operations analysis, network design, etc.
- Coordinate with Water Taxi service providers to complete water taxi network and amenities to serve local and regional service.
- Consider loop ferry service: Alcatraz, Angel Island, and Treasure Island
- UCSF, Warriors, other adjacent land users contribute to 16th Street Ferry project
- Support gap funding for ferry expansion for WETA and Golden Gate
- The Port and City should pursue cost/benefit analysis and greatest return on investment for transit capital investment
- Assess extending Muni 55 route to serve 16th Street Ferry landing
- Amenities and water transit terminals: bike amenities (lockers, parking), bike share (including electric bikes) scooter share
- accessibility policy for water transit and water transit facilities
- Consider role of water transportation in post-disaster recovery
- Public-private partnership for water taxi landings: Mission Rock, Forest City, India Basin; consider barges as intermediary landings; more coordination with yacht clubs – task force to develop network of landings – policy should be ADA accessible, vessels should enable wheelchair access

Goods Movement and Commercial/Industrial Access

- Study truck and bike access routes in the Port's Southern Waterfront, and the interaction between these modes

- Contact the San Francisco Planning Department and Mayor's Office to discuss whether I-280 removal may impact Port goods movement
- Summarize current freight rail activity, including the number of trains per week, avoided truck trips and air quality benefits
- Participate in any City, regional or California Public Utilities Commission-sponsored cost-benefit analysis of freight rail
- Consider time of day requirements for deliveries to Port tenants
- Engage with Caltrain, Union Pacific Rail Road and the California High Speed Rail Authority ("CAHSR") to discuss shared use of the Caltrain line and plans to upgrade tunnels as part of High Speed Rail
- Periodically evaluate Port freight rail needs, every ten years or so
- Work with Port Real Estate and tenants to assess other needs over a 10-15 year time horizon
- Evaluate freight rail options to serve the new auto terminal operator agreement at Pier 80 in order to reduce truck trips
- Organize truck delivery/pickups using software apps (Copenhagen has a potential model)
- Evaluate whether additional Port piers could be converted to freight handling. PDR is happening in a few piers that require goods movement support (how to limit conflicts between truck loading and bike lanes and how to manage curb space)
- Evaluate how automated truck technology will benefit the Port
- Evaluate bulk (sand/gravel) transport to the Peninsula

Curb Use Policy

- Review Seattle's curb management policies for commercial and industrial areas
- Consider curb policies for different waterfront sub-areas
- Consider hiring a transportation consultant to assist Port staff in developing curb zone management policies for inclusion in the Waterfront Plan based on best practices and specific Port tenant needs

Parking and Automobile Access

- Consider installing longer-term paid on street parking along edges of commercial districts or in office and institutional zones to regulate curb space where short-term parking demand is low and where priority curb use is vehicle storage.
- Strive to provide adequate but not excessive off-street parking where needed.
- Implement strategies that reduce demand for new parking and private vehicle ownership, and that help maintain optimal parking occupancy and availability.
- The Port is conducting a $100,000 study will examine Port parking lot utilization, existing waterfront transportation data including the prior Port waterfront studies (including those produced by the SFMTA) which will recommend TDM and parking policies for the Port.

Transportation Demand Management

- Establish Port-wide TDM Program designed to support tenant and visitor trips.
- Parking supply & management – link approach to TDM goals.
- Consider an automobile trip cap.

- Area-wide parking management. Manage parking in a neighborhood (Mission Bay, for example) – public and private, on-street and off-street – in an integrated way which furthers TDM goals.
- TDM strategy should consider time of day. Manage when deliveries occur to avoid most congested times; manage transit capacity similarly by encouraging trips outside peak transit hour (flex work hours).
- Use Port leases and development agreements to expand TDM strategies.
- Port-wide or area-wide TMAs funded through leases or development agreements can fund certain TDM measures – guaranteed ride home, for example.
- Coordinate among providers on an area-wide employee shuttle.
- Address shuttle parking needs, if any, in parking and curb management planning.
- Port has two large projects (Mission Rock at SWL 337 and Pier 70 Waterfront Site) where the Port is requiring TDM programs and establishment of a Transportation Management Association ("TMA"). Port has option to work with tenants to provide TDM tools (example: emergency ride home) Portwide. Port could also develop a waterfront-wide TDM program, which could be implemented through a TMA.
- OEWD's Southern Bayfront strategy is coordinating large project transportation review, affordable housing, parks, sustainability and resiliency. City developing one negotiating strategy on these topics. Port is participating as a partner agency
- Encourage TDM efforts for populations like those visiting Alcatraz, or master, mates and pilots getting to the Port.

Streets and Street Maintenance

- Create a prioritized and costed list of ready projects to take advantage of grant funding opportunities.
- Conduct a Port-wide evaluation of streets from a complete streets perspective, looking for deficiencies (safety, accessibility, construction), and prioritizing improvements.
- Determine existing street-related costs and negotiate a transfer of street resurfacing and street reconstruction responsibility for 35 miles of Port streets to the City partners or negotiate for equal footing for the Port and other City-accepted streets for available funding to reconstruct and repave streets.
- Pursue local, state and federal funding to reconstruct major Port arterials including Cargo Way, Amador Street, and Illinois Street to current City "Complete Street" standards to facilitate City acceptance of these streets for long- term maintenance.