

# **Port of San Francisco**

## Waterfront Land Use Plan

Revised Version, October 2009

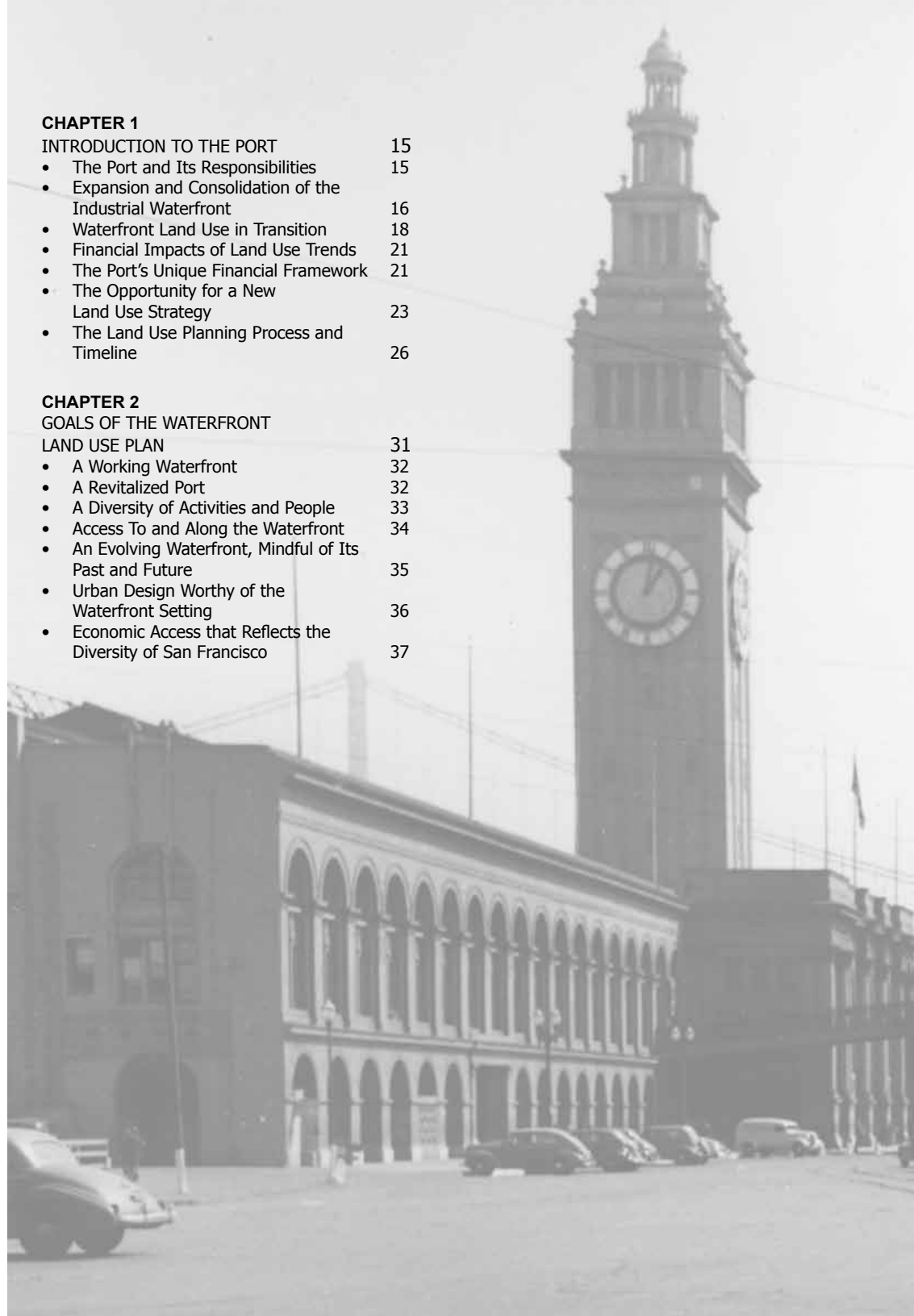
This Publication includes:

- Final Plan adopted by the Port Commission, Resolution No. 97-50, June 1997.
- South Beach “Good Neighbors Standards Amendments,” Resolution No. 98-09, January 1998.
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- Bay Conservation and Development Commission Special Area Plan Amendments, Resolution No. 00-62, July 2000
- Bryant Street Pier Amendments, Resolution No. 00-78, October 2000.
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- Piers 1-1/2, 3 and 5 Amendments, Resolution No. 03-17, February 2003.
- Exploratorium Amendments, Resolution No. 09-47, September 2009.

<b>PROLOGUE</b>	<b>IV</b>
<b>HOW TO USE THIS PLAN</b>	<b>VII</b>
<b>EXECUTIVE SUMMARY</b>	<b>1</b>

# Table of Contents

<b>CHAPTER 1</b>	
INTRODUCTION TO THE PORT	15
• The Port and Its Responsibilities	15
• Expansion and Consolidation of the Industrial Waterfront	16
• Waterfront Land Use in Transition	18
• Financial Impacts of Land Use Trends	21
• The Port's Unique Financial Framework	21
• The Opportunity for a New Land Use Strategy	23
• The Land Use Planning Process and Timeline	26
<b>CHAPTER 2</b>	
GOALS OF THE WATERFRONT	
LAND USE PLAN	31
• A Working Waterfront	32
• A Revitalized Port	32
• A Diversity of Activities and People	33
• Access To and Along the Waterfront	34
• An Evolving Waterfront, Mindful of Its Past and Future	35
• Urban Design Worthy of the Waterfront Setting	36
• Economic Access that Reflects the Diversity of San Francisco	37



**CHAPTER 3**

## GENERAL LAND USE POLICIES

39	
• Regulatory and Policy Context for this Plan	40
• Maritime Uses	48
• Open Spaces and Public Access	56
• Residential Uses	61
• Commercial Uses	62
• Other Uses	70
• Interim Uses	72
• Unacceptable Non-Maritime Land Uses	77

**CHAPTER 4**

## SUBAREA PLANS 79

• Table of Contents	79
• Waterfront Mixed Use Opportunity Areas	80
THE FISHERMAN'S WHARF WATERFRONT	84
THE NORTHEAST WATERFRONT	102
THE FERRY BUILDING WATERFRONT	118
THE SOUTH BEACH/ CHINA BASIN WATERFRONT	132
THE SOUTHERN WATERFRONT	154

**CHAPTER 5**

## IMPLEMENTATION OF THE PLAN

173	
• Legislative Process for Plan Implementation	174
• Site-Specific Development Process for Plan Implementation	180
• Future Review of the Plan	182
• Financial Aspects of Plan Implementation	182

**APPENDIX A**

BACKGROUND ANALYSIS FOR WATER-DEPENDENT ACTIVITIES	191
--	-----

**APPENDIX B**

TEXT OF PROPOSITION H ORDINANCE	202
---------------------------------	-----

**APPENDIX C**

GLOSSARY OF TERMS	207
-------------------	-----

**APPENDIX D**

SEAWALL LOT/ASSESSORS BLOCK CORRELATION CHART	212
--	-----

**ACKNOWLEDGMENTS**

213
-----

## MAPS

Map A: Maritime Areas	49A
Map B: Open Spaces and Public Access	57A
Map C: Residential and/or Commercial Uses	65A
Map D: Waterfront Mixed Use Opportunity Areas	81A
Subarea Boundary Map	83
The Fisherman's Wharf Waterfront	93
The Northeast Waterfront	109
The Ferry Building Waterfront	127
The South Beach/ China Basin Waterfront	141A
The Southern Waterfront	163A

## CHARTS AND TABLES

Land Use Planning Timeline	26
Acceptable Land Use Tables	
Fisherman's Wharf	92
Northeast Waterfront	108
Ferry Building Waterfront	126
South Beach/China Basin Waterfront	140A
Southern Waterfront	162

Figure A: Waterfront Plan  
Implementation Process

183A
------

## Figure B: Planning Code Compliance

185
-----

Figure C: Bay Conservation and  
Development Commission Evaluation

186
-----

## Figure D: Public Trust Evaluation

187
-----

# Prologue



*The Northeast Waterfront*

**San Franciscans are justifiably proud of their City, not only for its natural beauty, but also because of the tremendous civic endowments bestowed by prior generations. Through the forethought of our ancestors, we enjoy the splendor of Golden Gate Park, the grand design and monumental architecture of the Civic Center, the expansive views from Coit Tower, and the diversity of our neighborhoods. Living in the midst of these many gifts has inspired each successive generation to make contributions to the civic good. For the most part, however, past generations have turned their backs to the waterfront, not out of a lack of appreciation, but because it functioned almost singularly as a place of industry. Although the grand arches of the bulkhead buildings are meritorious contributions to our architectural heritage, they were built, in part, to obscure the gritty reality of work on the waterfront. The Ferry Building alone stands out as a major civic improvement on the waterfront, constructed as a gateway to usher visitors in and out of the City.**

San Franciscans now have the opportunity to look anew at their waterfront. Sweeping changes in the technology of transportation and commerce have opened the water's edge to new possibilities.

We all cherish the memories of the Bay alive with the sights and sounds of waterborne commerce—ships vying for a berth at the piers, cargoes piled high on their decks awaiting the able hands of longshoremen, and workers and sailors plying their trades up and down The Embarcadero. Most of these activities can still be seen along the waterfront, although modern efficiencies have reordered the way they occur. One container ship carries the load of numerous clipper ships; one crane does the work of countless longshoremen. Bridges and freeways have replaced ferries and barges in conveying people and goods throughout the region. These trends not only affect San Francisco, they also have led to waterfront evolutions in cities like New York, Boston, Seattle, Baltimore and Portland. Instead of lamenting the changes brought about by these innovations, San Francisco tradition dictates that we seize this opportunity to

re-create a waterfront which will instill pride in future generations.

Development of this Waterfront Land Use Plan comes at a propitious moment in history. Through citizen activism, San Francisco's waterfront has survived the days when "bigger is better" was the catch phrase of new development, and the Bay was viewed as an obstacle to construction. Today, the importance of citizen participation, environmental protection, historic preservation, and design review is well established, providing the critical foundation for a sensitive and successful waterfront revitalization.

This effort, perhaps unlike others before it, will also be aided by a new pragmatism in civic improvement efforts, brought on by the recognition that our financial resources must be as carefully managed as our natural resources. Gone are the days of federal and state grant programs flush with funds for public improvements such as grand parks and open spaces. Local voters no longer can support additional taxes for every worthy cause.

The Port of San Francisco is an unsubsidized, self-sufficient operation and so, if the transformation of the waterfront is to be realized, the Plan must be implementable in the same way. The visions for a new waterfront should be no less grand because of this limitation; however budget consciousness will dictate that the vision be achieved incrementally. Facilities which cannot be transformed immediately can nevertheless contribute to the effort through the revenue generated by interim uses. Now that San Franciscans have achieved consensus on the land use plan, the certainty that is a precondition to reinvestment and revitalization will attract private capital.

As a result of four years of dedication and hard work by citizens who have served on the Waterfront Plan Advisory Board and attended Advisory Board and Port Commission public meetings and workshops, and by the staff of the Port, the Planning Department and other agencies, the Port has adopted this Waterfront Land Use Plan which will guide revitalization and reinvestment in the waterfront. Embodied in the Plan’s proposed goals, policies, objectives, land use classifications and development standards, is the new vision for San Francisco’s waterfront. As you read this, we ask you to imagine:

- a place for waterborne commerce and world trade
  - recreational water use
- neighborhood residents
  - waterborne transit
- architectural heritage
  - recalling our colorful waterfront history
    - celebrating our cultural diversity
  - public assembly
    - economic opportunity
  - promenading along the Bay
- nourishment of mind and body
  - nature and open space
- a place for...

If we can imagine these places, then we can achieve this vision together, and create a waterfront for all San Franciscans to enjoy and proudly call their own.



# How to Use this Plan

**The Port of San Francisco Waterfront Land Use Plan is your guide to the future of San Francisco’s 7½ mile waterfront—generally from Fisherman’s Wharf to India Basin—which is under the jurisdiction of the Port of San Francisco. No matter your interest—as concerned citizen, neighbor, waterfront developer, urban planning enthusiast, sailor, maritime operator, or potential Port tenant—this document will help chart your course to a better understanding of the Port and its future. We don’t expect that every reader of this Plan will have the time to read it from cover to cover. So, we have provided this guide to direct you to the parts of the Plan which best address your interests. If you need more guidance, Port staff will be happy to help if you call (415) 274-0526 or check out the Port’s website at [www.sfport.com](http://www.sfport.com).**

## **The Waterfront Land Use Plan will guide you in five primary ways.**

In CHAPTER 1, INTRODUCTION TO THE PORT, you will find:

- A general overview of the Port’s history, responsibilities, land use transitions and financial status.
- A brief summary of the planning process which culminated in the Waterfront Land Use Plan.

In CHAPTER 2, GOALS OF THE PLAN, you will find:

- Seven plan goals for achieving a balance of waterfront activities so the Port can attain the overall Plan goal of reuniting the City with its waterfront.

In CHAPTER 3, GENERAL LAND USE POLICIES, you will find:

- A description of the **acceptable and unacceptable land uses** for Port property.
- Accompanying **Port-wide land use maps** which show, in a general way, where the uses exist today, and where they could be developed in the future.
- **General land use policies** which will apply to the acceptable land uses, wherever they currently or ultimately may occur along the waterfront.
- A discussion of waterfront land use policies and regulations, as administered by or under the Public Trust, BCDC, Planning Commission and Proposition H.

In CHAPTER 4, SUBAREA PLANS, you will find:

- An introduction to new **“Waterfront Mixed Use Opportunity Areas”**, because the Plan strongly encourages that, where feasible, new development on piers should include a mix of maritime, open space and public access and commercial activities which bring day and nighttime activity to the waterfront.
- **Subarea objectives**, and supporting background information, **maps** and **acceptable land use tables** for each of five subareas of the Port.
- **Development standards** which provide guidance on the quality and character of land uses on specific sites in each subarea.

And finally, in CHAPTER 5, IMPLEMENTATION, you will find:

- An overview of legislative issues and conforming amendments to achieve consistent land use policies in the Waterfront Plan, the San Francisco General Plan and Planning Code, and BCDC planning documents.
- A streamlined project implementation process for major projects which incorporates community input and early coordination with regulatory agencies.
- Flowcharts which illustrate how Public Trust, BCDC and City land use regulations affect acceptable uses on Port property.
- A discussion of financial aspects of Plan implementation.

<p>If you... <b>are wondering how best to use the Waterfront Land Use Plan,</b></p>	<p>Then... check this easy reference guide. As a document which will guide the use of Port lands for many years to come, there are a variety of ways the Plan may be applied. Whether you need a quick reference to the future of a particular site, or want an overview of Port intentions, just find the category that best fits your interest under "If you..." and the guide will suggest that you "turn to..." the most appropriate section. If questions remain or you want to be apart of the Port's future, just call 415-274-0526.</p>
<p>are a <b>citizen</b> of San Francisco wondering what the future holds for the length of the waterfront...</p>	<p><b>turn to...</b> the Plan Goals in <b>Chapter 2</b>, the <b>Executive Summary</b> and, for more detail, <b>Chapter 3</b> and <b>Chapter 4</b>.</p>
<p>want to know about the <b>Port's history</b>...</p>	<p><b>turn to...</b> <b>Chapter 1</b>, Introduction to the Port, and then to your specific subareas of interest in <b>Chapter 4</b>.</p>
<p>can't understand why the Port doesn't just stick to loading, unloading and repairing ships, and are concerned about the Port's <b>cargo future</b>...</p>	<p><b>turn to...</b> <b>Chapter 1</b>, Introduction to the Port, and then to the discussion and map of maritime uses in <b>Chapter 3</b>. For more information about industrial maritime uses, read about the Southern Waterfront in <b>Chapter 4</b> and, for commercial and recreational maritime uses, peruse the rest of <b>Chapter 4</b>. <b>Appendix A</b> will give you even more details about the Port's maritime industries.</p>
<p><b>enjoy recreational boating</b> and have tried for years to berth in san Francisco...</p>	<p><b>turn to...</b> the acceptable land use tables in <b>Chapter 4</b> to see where recreational boating and water activities are most likely to occur, and read the related text for more details.</p>
<p><b>think water transportation</b> is the wave of the future and want to get in at the ground level...</p>	<p><b>turn to...</b> the waterfront mixed use opportunity area map in <b>Chapter 4</b> to determine where most new activities will occur, plot your routes of interest and call 274-0400 and ask for a member of the Port's Real Estate and Asset Management staff.</p>
<p>want to know how the Plan will help provide more <b>public access</b> to the shore...</p>	<p><b>turn to...</b> the Plan goals in <b>Chapter 2</b>, the discussion and map of open spaces and public access in <b>Chapter 3</b>, and then to your specific subarea of interest in <b>Chapter 4</b>. For more specific information on public access, refer to the Waterfront Design and Access Element of the Waterfront Land Use Plan.</p>



If you...	Then...
<p>sit on the board of a <b>cultural or educational institution</b> which is bursting at the seams and seeks a waterfront setting...</p>	<p><b>turn to...</b>  <b>Chapter 2</b> to review how your idea fits with the Plan goals; review the policies for such uses in <b>Chapter 3</b>; and call 274-0400 and ask for a member of the Port’s Real Estate and Asset Management staff.</p>
<p>know <b>entertainment development</b> and feel that San Franciscans and Bay Area residents should have more places to enjoy the waterfront, learn and be entertained...</p>	<p><b>turn to...</b>  <b>Chapter 3</b> to review the map and range of commercial uses permitted on piers and/or on seawall lots, begin a search for your best site among the mixed use opportunity areas shown in Map D in <b>Chapter 4</b>, and then check the site by site acceptable land use tables in the appropriate subareas.</p>
<p>remember the beauty, excitement and convenience of <b>open air markets</b> in other cities and countries and feel a public market should be available on the waterfront more than one day a week...</p>	<p><b>turn to...</b>  <b>Chapter 4</b> to review specific subarea plans and acceptable land use tables which indicate numerous parcels available on a long-term basis for such retail uses. If you are considering an interim market, review the interim use policies in <b>Chapter 3</b>.</p>
<p>are a developer of specialized <b>hotels</b> and have been waiting for years for San Franciscans to decide if there are any more hotel sites with a waterfront view...</p>	<p><b>turn to...</b>  <b>Chapter 3</b> to review commercial use policies and then to <b>Chapter 4</b> to review the seawall lots which might accommodate a hotel or inn, but remember the Plan does not allow hotels on piers. A thorough reading of the Plan, and its implementation process in <b>Chapter 5</b>, will help you understand the opportunities and constraints which such a project must address.</p>
<p>can think ahead ten or fifteen years and recognize that San Francisco will need some dramatic <b>new sites to meet, confer, celebrate and enjoy its waterfront...</b></p>	<p><b>turn to...</b>  the full length of the waterfront as described on Maps A, B and C in <b>Chapter 3</b> and Map D in <b>Chapter 4</b> to envision sites for assembly, exhibitions, trade and recreation linked to maritime activities, public access and open space.</p>

If you...	Then...
<p>want to know where the Plan allows restaurants, offices and other <b>commercial or residential uses</b> on Port property...</p>	<p><b>turn to...</b> the discussion and map of commercial and residential uses in <b>Chapter 3</b>, and then to your specific subarea of interest in <b>Chapter 4</b>. For a discussion of implementation issues, see <b>Chapter 5</b>.</p>
<p>like the idea of being able to stroll along the water, step inside a sheltered place for a cup of coffee and watch maritime activities, all on one <b>mixed use pier...</b></p>	<p><b>turn to...</b> the discussion and map of “waterfront mixed use opportunity areas” in <b>Chapter 4</b>, and then to your specific subarea of interest.</p>
<p><b>live near</b> a specific area of the Port and want to know what the future may hold for the vacant pier or underutilized land where you walk or park your car...</p>	<p><b>turn to...</b> <b>Chapter 4</b> to read the subarea plan for your neighborhood.</p>
<p><b>have your eye on a piece of Port land</b> and have a dream for the future of that site...</p>	<p><b>turn to...</b> <b>Chapter 4</b> to read the subarea plan for the area where the site is located and check the acceptable land use table to see whether your desired uses are allowed; check <b>Chapter 3</b> for further policies that apply to your desired uses; and review <b>Chapter 5</b> to estimate the work and time involved to make your project happen. Call the Port’s Planning and Development staff at 274-0526 to discuss how you can get involved.</p>
<p><b>want to lease</b> land or a building from the Port on an interim or long-term basis...</p>	<p><b>turn to...</b> <b>Chapter 3</b> to get an overview of where your type of use would be welcome along the waterfront; review the interim use policies in that Chapter if you are particularly interested in interim uses; and call 274-0400 and ask for a member of the Port’s Real Estate and Asset Management staff.</p>

If you...	Then...
<p>are an <b>elected or appointed official</b> and are being asked for information about waterfront opportunities...</p>	<p><b>turn to...</b> the Plan’s <b>Table of Contents</b> to locate the information that interests you and/or contact Port Planning and Development staff by calling 274-0526 to arrange a briefing.</p>
<p>want to know how you can ensure that new waterfront projects are <b>sensitively designed and constructed</b> and that <b>community input</b> into the planning process remains a top priority during Plan implementation...</p>	<p><b>turn to...</b> <b>Chapter 5</b> to review the proposed Waterfront Plan Implementation Process, and call the Port’s Planning and Development staff at 274-0526 to arrange to purchase or borrow a copy of the Waterfront Design and Access Element.</p>
<p>care about the <b>waterfront’s historic resources</b> and want to ensure that they are preserved as revitalization of the Port occurs...</p>	<p><b>turn to...</b> <b>Chapter 2</b> to review the Goals of the Plan, particularly “the evolving waterfront...” and call the Port’s Planning and Development staff at 274-0526 to arrange to purchase or borrow a copy of the Waterfront Design and Access Element.</p>
<p>are a member of a <b>community group</b> which would like to be briefed on the Plan...</p>	<p><b>please call...</b> the Port’s Planning and Development staff at 274-0526 to set up a briefing.</p>
<p>are unfamiliar with <b>Port terminology</b> and find some of the words in this Plan confusing or new...</p>	<p><b>turn to...</b> the Glossary of Terms in <b>Appendix C</b> for help.</p>
<p>would like any <b>additional information about the Plan</b>...</p>	<p><b>please call...</b> the Port’s Planning and Development staff at 274-0526 or check out the Port’s website at <a href="http://www.sfport.com">www.sfport.com</a>; we will be glad to help.</p>



# Executive Summary

## Introduction

**The Waterfront Land Use Plan is a land use policy document governing property under the jurisdiction of the Port of San Francisco, generally from Fisherman's Wharf to India Basin. This Plan is the product of an intensive, six year public planning process conducted primarily by the Waterfront Plan Advisory Board.**

The Waterfront Plan Advisory Board (Advisory Board) was created by the Port Commission to prepare and recommend a comprehensive land use plan for Port Commission review and adoption. The 27-member Advisory Board is a diverse group of individuals selected by the Mayor, Board of Supervisors and Port Commission, whose backgrounds reflect a broad range of perspectives and interests regarding the use of Port property. The Advisory Board includes citizens; maritime, labor and neighborhood representatives; Port tenants; and architects, urban planners and other interested professionals.

The Advisory Board reviewed all matters affecting the development of land use policy for the waterfront during twice-monthly public meetings. In addition, community workshops and public forums were held to maximize citizen input. Throughout this effort, the Advisory Board sought to create a balanced land use plan that would:

- Actively promote the continuation and expansion of industrial, commercial and recreational maritime activities;
- Provide new open spaces and public access, and improve existing open spaces;

- Recognize the Port's unique structure as an enterprise agency of the City that relies upon revenue-generating land uses to fund maritime activities, open spaces and public activities along the waterfront;
- Allow the Port to adapt to fluctuating economic, political and social conditions by identifying a range of acceptable land uses for Port properties;
- Encourage more efficient use of the Port's underutilized facilities by allowing a broad range of interim uses;
- Identify City and regional land use policies and regulations that should be reassessed and modified, if necessary, to implement the Plan; and
- Establish a framework for streamlining the entitlement process for new development projects.

The Port Commission formally received the Advisory Board's recommended Draft Waterfront Land Use Plan in July 1994. Following public hearings on the Draft Plan and completion of the environmental impact report, the Port Commission approved the Waterfront Land Use Plan in June 1997.

## CHAPTER 1

### Introduction to the Port

Most of the Port's property consists of former public tidelands, which are held in "public trust" for all the people of California. As trustee of the property since 1969, the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use.

The Port currently oversees a broad range of commercial, maritime and public activities on this public trust property. The piers north of China Basin were originally built in the early 1900s to support break-bulk cargo shipping, shipbuilding and commercial fishing. Over time, the introduction of container shipping and other changes in the cargo shipping industry, and the reduction in U.S. shipbuilding and repair operations, led to a dramatic decline in industrial maritime activities north of China Basin. Today, these industrial maritime operations are concentrated in the southern waterfront, while passenger cruise ships, excursion boats, passenger ferries, recreational boating and other commercial maritime uses dominate the northern waterfront. Although these "people-oriented" commercial maritime uses are growing, the Port has not had sufficient financial resources to upgrade the often deteriorating piers where they are located.

The unique financial and regulatory framework within which the Port operates has hampered its ability to fulfill its public trust responsibilities and maintain its aging facilities. Unlike other local agencies, the Port receives no financial support from the City, and relies almost solely on Port revenues to fund maritime, public access and open space improvements, maintain the piers and other property, and meet its administrative expenses. Over time, increases in maintenance costs alone have out paced growth in revenues. These factors, plus costs of pier rehabilitation, the blighting influence of the now-demolished Embarcadero Freeway, and increasingly restrictive land use regulations have contributed to the Port's financial difficulties by limiting opportunities for generating new revenues. In addition, San Francisco's peninsula location has severely limited the Port's ability to compete with the Port of Oakland and other west coast ports for container cargo shipping business. (See Chapter 1 and Appendix A for further discussion.)

In spite of these recent setbacks, many exciting changes are underway that promise new opportunities for public enjoyment of the waterfront. The Plan seeks to build upon these changes. For example, the Port has refocused its cargo strategy for those cargoes that can best be accommodated at San Francisco's unique facilities. In addition, the demolition of the Embarcadero Freeway and ongoing construction of the Waterfront Transportation Projects are opening the door to further revitalization of the edge of this great City. The visions embodied in the Waterfront Land Use Plan provide a place on the waterfront for almost everything San Franciscan's desire. Through the Waterfront Plan, San Franciscans will provide a blueprint for waterfront revitalization that will be a credit to The City for years to come.

## CHAPTER 2

### Goals of the Waterfront Land Use Plan

**Land use policies in the Draft Plan are guided by seven goals that together will enable the Port to meet its public trust responsibilities on behalf of the people of the State of California, and to achieve the Waterfront Plan's overarching vision of reuniting the City with its waterfront.**

**A Working Waterfront.** Port lands should continue to be reserved to meet the current and future needs of cargo shipping, fishing, passenger cruise ships, ship repair, ferries and excursion boats, recreational boating and other water-dependent activities.

**A Revitalized Port.** New investment should stimulate the revitalization of the waterfront, providing new jobs, revenues, public amenities and other benefits to the Port, the City and the State.

**A Diversity of Activities and People.** Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.

**Access Along the Waterfront.** A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.



*The historic Ferry Building*

**An Evolving Waterfront, Mindful of its Past and Future.** Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.

**Urban Design Worthy of the Waterfront Setting.** The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.

**Economic Access that Reflects the Diversity of San Francisco.** The economic opportunities created by commercial uses should be made accessible to persons of both sexes and from a representative variety of ethnic and cultural backgrounds, so that those persons receiving these economic opportunities reflect the diversity of the City of San Francisco.

## CHAPTER 3

### General Land Use Policies

Chapter 3 of the Draft Plan defines six categories of waterfront land uses and presents general policies that apply to any site on which those activities currently exist or could be accommodated in the future. Chapter 3 also identifies unacceptable non-maritime land uses for Port property within 100 feet of the shore.

**Maritime Uses.** The Plan promotes the continuation and expansion of all maritime uses at the Port, including cargo shipping, fishing, passenger cruises, ship repair, ferries and excursion boats, historic ships and recreational boating. The Plan reserves approximately two-thirds of Port property for these water-dependent activities, and promotes investment in maritime facilities through the provision of long-term leases for maritime operations and, particularly north of China Basin, linkages between new maritime development and complementary non-maritime development. Plan policies also encourage provision of visual or physical public access to maritime facilities, where feasible, to enhance the public's understanding of maritime operations.

With respect to the Port's cargo shipping operations, the Plan reserves most Port property south of China Basin for cargo or maritime support operations. In addition, a few piers in the northeast waterfront are still used as cargo shipping-related facilities but are not likely to continue in these uses over the long-term because of industry trends and changing land use patterns. General policies for these northeastern waterfront piers (Piers 15-17, 19-23, 27-29) encourage the continued maritime use of these facilities for as long as feasible. However, if these cargo-related operations can no longer operate effectively on these piers, then the Plan promotes relocating these operations elsewhere on Port property and permitting a mix of maritime, commercial, recreational, and public access uses.



*Cargo operations in the Southern Waterfront*

**Open Spaces and Public Access.** The provision of varied and significant forms of public access (e.g. physical access as well as visual and other forms of non-physical access) and open spaces is a high priority of the Plan. For example, the Plan promotes a "PortWalk" which would maximize connections with the Bay, the pedestrian promenade along The Embarcadero and the regional Bay Trail. The Plan also encourages the development of public amenities (e.g. restrooms, information kiosks, small-scale retail convenience sales) to enhance the enjoyment and use of public areas. Other enhancements and amenities to improve public access, open spaces and views are discussed in detail in the Waterfront Design & Access Element. Given the Port's limited financial resources, the Plan relies on public funding and linkages with new revenue-generating developments to achieve open space and public access goals.



**Residential Uses.** New residential development opportunities are restricted to a few of the Port's inland properties ("seawall lots"), mainly north of China Basin, if those properties are determined to be surplus to the Public Trust. General policies encourage the inclusion of ground floor retail uses in new residential developments to maintain pedestrian activity in the area, and require the scale, orientation and design of structures to be appropriate to the waterfront setting.

**Commercial Uses.** The Plan permits a broad range of commercial land uses including, among others, assembly and entertainment, recreational enterprises, museums, restaurants and other retail establishments, as well as certain types of warehousing and limited office uses. In addition to these uses which are permitted on piers and Port seawall lots, general offices and hotels, among other uses, are allowed on certain Port seawall lots. Hotels and residential uses are not allowed on piers. The integration of commercial uses on piers with maritime activities (e.g. cruise ships, excursion boats, ferries, historic ships and recreational boating) and public access improvements is encouraged. This may best be accomplished in new Waterfront Mixed Use Opportunity Areas designated in the Plan.

General policies for commercial uses on both seawall lots and piers encourage uses which will provide new revenues to help fund public amenities and Port operations, where feasible; reunite the City with waterside attractions; provide affirmative action to maximize economic opportunities for minority, women-owned and small businesses; promote the use of public transit and maximize the efficient use of parking facilities, particularly north of China Basin; and establish a high standard of urban and architectural design.

**Other Uses.** Other uses are allowed on a limited basis for specific sites: Academic Institutions, Transportation Services, Community Facilities, Power Plants (including co-generation facilities), and Sports Facilities. General policies for Academic Institutions, Transportation Services, General Industry and Community Facilities are included in Chapter 3. Site-specific development standards that apply to the sites where Power Plants or Sports Facilities are allowed are included in Chapter 4.

New Interim Uses. The Plan also includes land use policies for interim uses on Port property. The Port's mounting financial needs and excess of underutilized facilities, combined with the need to reserve property for long-term maritime uses, make interim uses an essential aspect of Port property management. The Plan proposes general policies which allow interim uses for varying lengths of time in three different areas of the Port:

Areas North of China Basin and Within BCDC's 100-Foot Shoreline Band. Interim uses generally are allowed for five years with a possible five-year extension. Longer-term interim uses will be considered only in exceptional cases and must be thoroughly and publicly reviewed. Acceptable interim uses are those activities permitted in C-2 ("Community Business") zoning districts in the City's Planning Code, except for uses that could present a particular threat to the environment or would pose nuisances or hazards to residents in nearby residential districts.

Seawall Lots North of China Basin. Interim uses generally are allowed for five years, and for additional five-year terms if the use is compatible with surrounding activities. These interim uses are intended primarily to be open-air uses. General policies discourage any construction of structures except for temporary or easily removable enclosures (e.g. carnival tents, converted railcars). The allowable interim uses, and the conditions which must be met for such uses, are the same as for the Shoreline Band interim uses discussed above.

Areas South of China Basin. Interim uses generally are allowed for one to 10 years, with exceptions for 20 to 30 years, given the abundance of Port property reserved for maritime uses in this area and the current limited demand for maritime industrial activities. General policies encourage open air uses that do not require large capital improvements, and other uses, such as general warehousing, where capital improvements for interim uses ultimately could be re-used for maritime purposes. To the extent interim uses require long lease terms, the general policies require the Port to establish procedures for determining that such interim uses will not undermine the Port's future maritime business opportunities. The range of allowable interim uses are those permitted in M-1 and M-2 ("Light Industry" and "Heavy Industry") zoning districts in the City's Planning Code.

Unacceptable Non-Maritime Land Uses. The Plan identifies the following unacceptable non-maritime long-term uses for piers and other Port property within 100 feet of the shoreline: 1) non-maritime private clubs; 2) residential; 3) non-accessory parking (e.g. public parking garages which are not required for new development) except interim parking; 4) adult entertainment; 5) non-marine animal services; 6) mortuaries; 7) heliports (except for landings for emergency or medical services); 8) oil refineries; 9) hotels; and 10) mini-storage warehouses. The Plan allows sports facilities that will seat up to 22,000 along the shore. However, sports facilities that seat more than 22,000 must be approved by San Francisco voters at an election, such as occurred for the Pacific Bell ballpark at China Basin. (See Chapter 3 and 4 for further discussion.)

# CHAPTER 4 Subarea Plans

In Chapter 4, the waterfront is divided into five subareas and area-wide objectives are described to govern land uses within a subarea. Acceptable uses are defined by individual site location, and site-specific development standards are provided to further guide improvements to existing facilities and the development of new maritime, open space, and commercial or other uses. The Plan strongly encourages that, where feasible, new commercial development on piers should be a part of mixed use developments which include maritime, open space and public access activities, and which bring day and nighttime activities to the waterfront. Many Port sites discussed in Chapter 4 are therefore organized into new “Waterfront Mixed Use Opportunity Areas”, combinations of piers and seawall lots where most major improvements are expected to occur along the waterfront.

The key land use objectives for each of the five areas are summarized below.



*Crab stand at Fisherman’s Wharf*

The Fisherman’s Wharf Waterfront. The Fisherman’s Wharf Waterfront extends from the swimming club docks at the east end of Aquatic Park to the east side of Pier 39. The Plan objectives for this area place priority on the restoration and expansion of the fishing industry, including commercial and sport fishing, and fish handling and distribution. However, the Plan also recognizes the need to attract new revenue-generating activities to help subsidize the fishing industry, which has suffered economic decline in recent years, and other Port improvements. The Plan strongly endorses the recently completed modernization of the Port’s fish-handling facilities at Pier 45 and a new fishing harbor at the foot of Hyde Street, which may be complemented with a Fisheries Center and related retail activities to enhance public access and enjoyment of the Wharf. In addition, the Plan allows interim non-maritime uses in underutilized fishing facilities in Fish Alley, provided the interim uses retain the historic character of Fish Alley and do not preclude future fishing-related uses.

The Fisherman’s Wharf area objectives also encourage the development of other maritime uses in the area. Recognizing that the area is a major visitor attraction, the Plan encourages maintenance of the diverse array of uses now at the Wharf, but also encourages new activities which will appeal to local residents. Uses that are permitted include a Fisheries Center, the Hyde Street Pier historic ship museum, visiting ceremonial ships, ferries and excursion boats, retail and maritime offices, and new public assembly and entertainment opportunities. Other objectives call for enhancing public access and open spaces, and providing efficiently planned parking and loading facilities to improve the overall appearance, circulation and public enjoyment of this popular area. The Plan includes development standards that envision a limited expansion of commercial uses on the Triangle site (Seawall Lot 301) and Pier 43½ in exchange for new open space and public access amenities on these sites.

## **SOUTHERN WATERFRONT**

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- Continue and expand cargo and ship repair operations.
- Allow limited non-maritime uses to generate revenues
- Enhance wetlands, public access and open space.
- Restore three Union Iron Works historic buildings.

## **SOUTH BEACH/CHINA BASIN**

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- Provide new activities to attract San Franciscans.
- Respect the needs of new residents.
- Connect public access between South Beach and China Basin and provide new parks.
- Expand recreational boating south of China Basin

## **FERRY BUILDING WATERFRONT**

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- Restore the Ferry Building as the centerpiece of the waterfront.
- Reintegrate with Downtown and the Market Street corridor.
- Expand and connect transportation on water and land.
- Reestablish the area's civic importance.





### **NORTHEAST WATERFRONT**

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- Continue cargo operations for as long as feasible.
- Provide new activities to draw San Franciscans to the water's edge.
- Protect historic resources as the area evolves.
- Highlight gateways to Fisherman's Wharf, North Beach and Chinatown.

### **FISHERMAN'S WHARF**

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- Restore and expand the fishing industry.
- Enhance the colorful ambiance and mix of activities which draw visitors from around the world.
- Provide new activities to attract more San Franciscans.
- Improve public access and circulation.



**The Northeast Waterfront.** The Northeast Waterfront extends from Pier 35 to Pier 7 at the foot of Broadway. The Plan seeks to maximize opportunities for retaining maritime operations in this area. The Plan therefore protects existing cargo-related operations at Piers 15,17, and 19-23, but recognizes that the likely consolidation of these operations in the southern waterfront will open these piers to other maritime businesses such as excursion boats, historic ship berthing, and recreational boating and water use. These new maritime uses will likely develop in conjunction with new mixed-use projects. Another important objective is to activate this area with an array of day and nighttime uses which will appeal to San Franciscans and visitors alike. The Plan proposes numerous commercial and public uses that could be combined with new commercial and recreational maritime activities to enliven and increase public enjoyment in the area. Other objectives guide new development to protect and enhance the historic maritime character of the area, highlighting the area as a gateway to North Beach, Chinatown, and Fisherman’s Wharf, build the Northeast Wharf plaza focused on the Open Water Basin between Piers 19 and 27, and provide other public access amenities which highlight newly created points of interest.

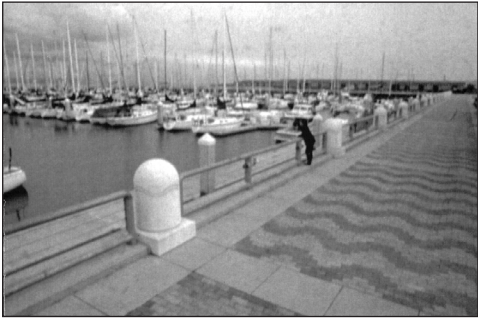


*The Ferry Building, 1906*

**The Ferry Building Waterfront.** The Ferry Building Waterfront is the focal center of the waterfront, extending from the Pier 5 pierhead/bulkhead building to Rincon Park and the Rincon Point Open Water Basin. A central objective for this area is the preservation and restoration of historic structures, particularly the Ferry Building and former U.S. Agriculture Building which are listed on the National Register of Historic Places. The area objectives promote waterborne commute and recreational travel and enjoyment, and the restoration of the area as a major intermodal transit center for the City. To complement existing and new ferry, excursion boat, water taxi, historic ship and recreational boat moorings, other commercial and public uses are permitted such as a visitor center, public market, conference facilities and retail establishments. Together, these uses should emphasize the civic importance of the area, draw people into the Ferry Building, and establish the area as a destination in its own right.

The Plan emphasizes the importance of ensuring that the Ferry Building and environs are physically and visually integrated with their spectacular City and Bay settings, thus re-establishing the area as a gateway to the City. This includes extending the PortWalk through the area to provide more convenient, direct and aesthetically pleasing public access connections to open space and the Bay.

The high costs of renovating the Ferry Building and other historic structures in the area will require the Port to pursue a mix of public and private resources in order to achieve an appropriate quality and mix of uses. Fortunately, because of its central downtown location, the Ferry Building Waterfront offers perhaps the best opportunity for a successful public and private partnership to provide new public amenities, jobs and



South Beach Harbor

**The South Beach/China Basin Waterfront.** The South Beach/China Basin Waterfront extends from Pier 22½, just north of the Bay Bridge, to Mariposa Street, south of China Basin. Although many of the piers in this area are in deteriorated condition and cannot support the array of industrial maritime activities that once dominated the area, there are still some scattered industrial maritime-related businesses that should be continued and consolidated in an efficient manner. The maritime-orientation of this area is now characterized by recreational boating and water use facilities at South Beach Harbor (Pier 40) and south of China Basin. In addition, maritime operations will continue at Piers 48, 50 and 54. New developments will offer opportunities to expand such commercial and recreational maritime activities, and mix them with other public-oriented activities such as nighttime entertainment, commercial recreation, family amusements, and commercial/residential uses on inland seawall lots. These new, mixed-use areas will make the South Beach waterfront safer and more inviting and provide focal points for public enjoyment of the waterfront. At the same time, the introduction of new attractions must be balanced with the needs of adjacent South Beach residents.

Given the abundance of vacant piers in the area, new waterfront structures must employ high standards of design that give rise to a new architectural identity for the South Beach shoreline. In addition, the Port will remove Pier 24, and will create a new Open Water Basin by removing Piers 34 and 36 in South Beach and build a new Brannan Street Wharf Plaza. New developments north of China Basin should include public access to extend the PortWalk, and provide a unifying pedestrian connection between the South Beach and Mission Bay neighborhoods.



Cargo operations in the Southern Waterfront

**The Southern Waterfront.** The Southern Waterfront, which extends from Mariposa Street to India Basin, is the heart of the Port’s industrial maritime operations. Much of the area is undeveloped, and the Port’s two container terminals at Piers 80 and 94/96, in recent years, have operated at a fraction of capacity. The Plan encourages maximum utilization of these existing cargo terminal facilities, but also promotes interim uses of the property reserved for maritime expansion in light of the uncertain time frame for any expansion of cargo facilities in San Francisco. Although cargo shipping in the Bay Area is projected to increase fourfold by the year 2020, there are many variables that will determine where in the Bay Area that business ultimately will locate. In the meantime, to maximize the on-going productivity of Port assets, the Plan permits interim uses (generally 1-10 years with exceptions for 20 or 30 years to amortize capital improvements). In addition, there are four undeveloped areas in the Southern Waterfront which are surplus to long-term maritime needs. In these areas, the Plan allows the Port to consider non-maritime land uses which are compatible with maritime activities in the area to generate revenues which could support the Port’s maritime operations and required capital improvements.

Other important objectives for the Southern Waterfront encourage preservation and restoration of three historic Union Iron Works Buildings to revitalize an area that survives as an example of San Francisco’s early ship building and repair industry, and reservation or improvement of areas for wetland habitats and passive and active recreational use (e.g. Warm Water Cove, Islais Creek, edge of Pier 94, Pier 98, India Basin).

## **CHAPTER 5**

### **Implementation of the Plan**

Legislative Process and Site Specific Development Process for Plan Implementation. The Waterfront Land Use Plan is intended to serve as a balanced and implementable land use plan for the use and development of the Port of San Francisco waterfront. Waterfront land uses are regulated by the City's General Plan policies and other legislative controls at the local, regional and state level, and have been the subject of numerous past planning efforts. Because of these earlier efforts, there have been many positive advances in environmental quality, urban design standards, and improvements to transportation systems, public access and open space. However, complex entitlement processes have severely limited opportunities for economic revitalization of the waterfront. Implementation of the Plan will therefore proceed on two fronts:

- 1** The Plan's goals, objectives and policies in plans adopted by the Port, will be reconciled with the plans and the regulatory framework of the San Francisco Planning Commission and San Francisco Bay Conservation and Development Commission (BCDC).
- 2** New waterfront developments should be reviewed and approved through a streamlined development review process which includes solicitation of community input, and early regulatory review.



Financial Aspects of Plan Implementation. Recognizing the Port’s financial needs and the economic benefits it brings to the City and the Bay Area, the Waterfront Plan Advisory Board chose to develop a plan which allows the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the needs of San Francisco’s maritime industries and for new public access, open space and other public benefit projects. Towards that end, a financial and economic impact analysis was conducted on a mix of possible land use scenarios allowed by the Plan. Based on this analysis, the Advisory Board concluded that although revenues generated from land uses proposed in the Plan would yield significantly better financial results than more limited development opportunities permitted under existing land use regulations, the Port probably would still need additional revenues to sustain its operations. The Advisory Board therefore concluded that the Port should supplement the potential revenue benefits derived from the Waterfront Land Use Plan by seeking outside funds and/or pursuing operational changes such as a regional port system or the retention of Port tax revenues currently paid to the City.

The Advisory Board also concluded that the Waterfront Land Use Plan must be flexible. The Plan therefore permits a variety of uses that have been pre-determined to be appropriate for Port properties, so that the Port will be better able to respond to changing market conditions, development opportunities and community concerns, and manage its property more effectively than in the past. This flexible Plan will be implemented through streamlined and coordinated land use policies, controls, and processes shared by the Port, the San Francisco Planning Commission, the San Francisco Bay Conservation and Development Commission, and the State Lands Commission.



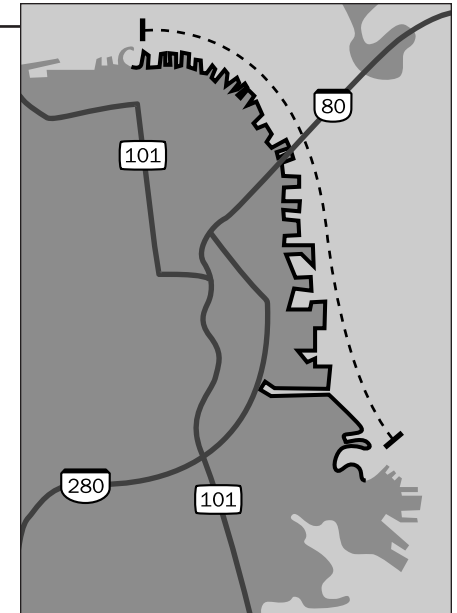
CHAPTER 1

INTRODUCTION TO THE PORT	15
• The Port and Its Responsibilities	15
• Expansion and Consolidation of the Industrial Waterfront	16
• Waterfront Land Use in Transition	18
• Financial Impacts of Land Use Trends	21
• The Port's Unique Financial Framework	21
• The Opportunity for a New Land Use Strategy	23
• The Land Use Planning Process and Timeline	26

# Introduction to the Port

## The Port and Its Responsibilities

**Among their many good fortunes, San Franciscans can count the fact that nearly their entire waterfront is publicly-owned. More than seven miles of prime Bay frontage, stretching from the Hyde Street Pier to India Basin, are held in trust for the public, under the management of the Port of San Francisco. Public ownership of Port property arises from the fact that most of this land was Bay tidelands, filled by the State to provide docks, wharves and backlands to facilitate commerce in San Francisco's natural harbor. These tidelands are impressed with a "public trust" on behalf of all the people of California. The Port, as trustee of these public lands, is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use.**



*Waterfront under Port jurisdiction*

Responsibility for these lands was transferred from the State to the City in 1968 through the Burton Act. As a condition of the transfer, the State required the City to create a Port Commission with complete authority to use, operate, manage and regulate the Port, and to take all actions necessary to fulfill its public trust responsibilities consistent with the Burton Act. Pursuant to the Burton Act, revenues generated by the Port are to be used only for Port purposes. The Port receives no operating subsidies from the City. Thus, although the Port is structured much like other City departments, it is unique in that it must further state-wide interests, and do so without monies from the City's general fund. Moreover, the Port's duties and constituents are extremely varied.

Unlike some ports which primarily manage shipping operations, the Port of San Francisco oversees a broad range of commercial, maritime and public activities that are

integrated into the local, regional, national and international economy. In some locations, such as Fisherman's Wharf, maritime activities (in this case commercial fishing) have become the background amenity for a thriving tourist economy. In other areas, the Port's finger piers are used for maritime support services such as ship repair, tug and tow operations, a Foreign Trade Zone and warehousing. At the Ferry Building, commuter and recreational ferries serve Bay Area cities. And in the Southern Waterfront, traditional cargo shipping takes place at the Port's container terminals. The port oversees this myriad of activities, balancing the often competing interests of maritime and commercial tenants, public trust responsibilities to the people of the State, and responsibilities to the people of San Francisco, whose waterfront it oversees. As history can best attest, this balancing act has not been easy.

## Expansion and Consolidation of the Industrial Waterfront

From 1863 until 1968, the use and development of the Port of San Francisco was controlled by the State of California. A State Board of Harbor Commissioners (State Board), exempt from local control and backed by the vast financial resources of the State, guided the Port from infancy to its height of maritime activity during World War II. Many of the Port's piers were constructed between 1912 and 1930, when break-bulk shipping flourished and countless vessels were serviced at Port facilities. During that time, the waterfront became dominated by industry, maritime operations and railroad terminals. In post-World War II years, however, demand for the type of facilities offered in San Francisco began to decline.

Completion of the Golden Gate and Bay Bridges in the late 1930s had already led to a dramatic reduction in the once thriving ferry boat industry, making many Port facilities on the Northern Waterfront obsolete. Technological innovations in the shipping industry, particularly the shift from break-bulk cargo to containerized cargo, further reduced demand for Port facilities. The rise of foreign competition in shipbuilding and ship repair dealt another blow to maritime activity at the Port. With the decline in these prime industries, maritime support activities also declined.

### Evolution to Containerized Cargo

The State Board was slow to respond to the evolution from break-bulk to containerized cargo shipping. While San Francisco looked on, the Port of Oakland obtained federal grants to help convert its mud flats to modern container terminals. By 1965, the Port of Oakland's total tonnage receipts equaled that of San Francisco. In 1994, the Port of Oakland was the 5<sup>th</sup> largest port in the U.S. in terms of cargo handled; the Port of San Francisco ranked 26<sup>th</sup>.

During the past 25 years of local control, the Port of San Francisco has struggled to maintain a significant role as a shipping port. In 1969, the Port sold \$20 million in bonds to finance the first LASH (lighter aboard ship) terminal on the West Coast at Pier 96 and improvements to break-bulk piers. Unfortunately, LASH technology proved to be an ineffective competitor to containerization. Meanwhile, the investment in break-bulk piers kept some of those facilities intact, but yielded little return. As a result, the percentage of Port operating revenue devoted to debt service grew substantially, further hindering the Port's attempts to modernize. Although in 1971 the Port issued an additional \$20 million in revenue bonds to build modern container terminals at Pier 94/96, San Francisco could never regain its preeminence over Oakland. Currently, the Port of San Francisco's facilities are utilized at only a fraction of their capacity.

As discussed more completely in the Background Analysis for Water-Dependent Activities (Appendix A), shipping lines have dramatically reduced or ceased their shipping operations at the Port of San Francisco's two container terminals. Because container terminal operators depend heavily on economies of scale to maintain profitability, the Port has been forced to consolidate its cargo shipping operations at Pier 94/96. The Port's other container terminal at Pier 80 will remain available for future maritime operations. Nevertheless, with only a handful of shipping companies continuing to call, the Port of San Francisco's future in intermodal container shipping is uncertain, despite aggressive efforts to lure shipping lines back with highly attractive business offers.

San Francisco's peninsula location puts the City in a disadvantage compared to the Port of Oakland as it relates to cargo access. In addition, it takes longer to route San Francisco intermodal rail cargo to the main railhead located in the East Bay. In short, it is generally faster, and therefore cheaper, for carriers to pick up and deliver cargo in Oakland than in San Francisco. Second, shipping companies have expressed a strong desire to locate where two or more railroads provide connections to mid-west and eastern markets. San Francisco is served by only one railroad. Third, although 25 years ago most cargo exports were generated from the San Francisco side of the Bay, today most are generated on the east side of the Bay, and are exported from Oakland cargo terminals. Fourth, the Bay area as a whole faces competition from other west coast ports where demographic and geographic advantages allow faster intermodal connections to important local and midwest markets. Finally, public subsidies available to the Ports of Tacoma and Seattle have reduced costs at those ports and further eroded the market share of Bay Area ports.

Despite these disadvantages, the final chapter of San Francisco's cargo shipping operations has yet to be written. Recent cargo forecasts predict over a four-fold increase in containerized cargo heading to and from the Bay Area between 1990 and 2020. Until recently, San Francisco might have been well-positioned to receive a significant share of this growth because regional forecasts had predicted that as Oakland facilities filled to capacity, other nearby ports would have the opportunity to capture expected "overflows" in cargo volume. However, although the Port has reserved ample property in the Southern Waterfront to increase its cargo operations exponentially, the federal government's recent transfer of over 400 acres of the former Oakland Navy Supply Center to the Port of Oakland for expansion of cargo operations makes San Francisco's property far less valuable for maritime expansion. The closure of other Bay Area military bases could have further negative consequences for the Port of San Francisco, should additional waterfront property become available for cargo shipping operations.



*Port container terminals*

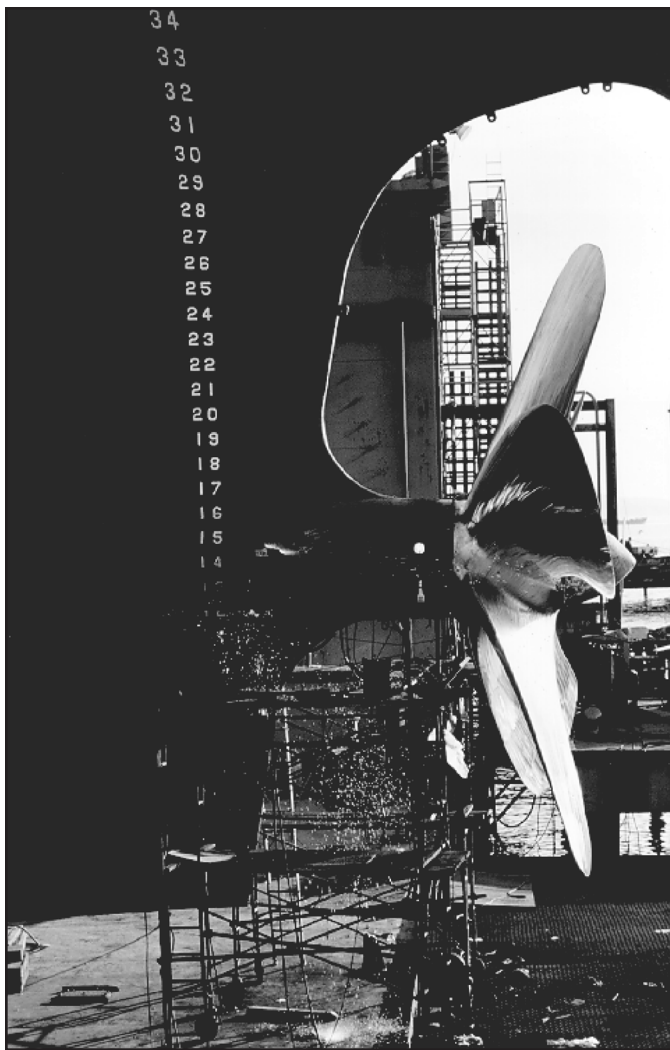
These changing conditions have required the Port to develop a new strategy for the Port's cargo shipping industry. Eager to maintain its historic role in maritime trade, the Port is looking for new ways to market its cargo facilities (See Chapter 4, Southern Waterfront). For example, the Port is aggressively pursuing specialized cargoes, including break-bulk and project cargo, that do not rely heavily on intermodal ship to rail cargo transport and that can best utilize San Francisco's unique facilities. The Port also may be well positioned to take advantage of a developing trend among large cargo carriers to own or control their own marine terminals, rather than sharing a terminal with other carriers. San Francisco is the only Bay Area port with the capacity in the next five years to offer long-term preferential assignments of container facilities. In addition, other technological advances could lead to more efficient use of terminal space, allowing smaller ports like San Francisco to attract high volume carriers.

### **The Future of Ship Repair**

Along with the Port's cargo industry, the Port's ship repair industry has also suffered from industry trends outside of the Port's control. In the 1960s, ship repair businesses employed some 20,000 workers at over fifteen San Francisco ship building companies along the waterfront. In the 1980's, the rise of foreign competition fueled by government subsidies, and the concurrent decline in U.S. subsidies of American ship building operations, caused a significant decrease in the number of ships serviced in the United States. More recently, one of the few remaining markets for the domestic ship repair industry, military contracts, has significantly diminished due to budget cuts and base closures. Today, the City's two remaining full-service ship repair companies employ only 450 full time and 1,000 seasonal workers. While the Port is active in the City's efforts to revitalize this industry, it is apparent that the industry will not, in the foreseeable future, command the workforce or the land area that it did in the 1960s.

## **Waterfront Land Use in Transition**

Technological innovations and market driven trends in maritime commerce and industry have significantly affected the use of Port land and facilities, and the location of Port activities. With the advent of containerization as the primary means of transporting cargo, and the decline in the breadth of the ship repair industry, the Port's outdated break-bulk cargo, ship building and repair, and maritime support facilities have slowly been transformed to other uses. In keeping with City-wide trends, industrial maritime activities have diminished over time in the Northern Waterfront and are now concentrated in the Southern Waterfront because access to the interstate highway system is vital to the Port's competitive position in cargo shipping. The Port's cargo facilities rely heavily on truck access to and from Illinois and Third Streets, Cargo Way, I-280 and U.S. 101. The Port also is dependent on freight rail access which is available only south of China Basin.



*Ship repair at Pier 70*

Consolidation of the Port's cargo operations in the Southern Waterfront has been further reinforced by recent changes in regulations affecting the Port's ability to dredge around its facilities. Although the Port is a naturally deep harbor, some dredging is required to maintain channel and berth depths for deep draft ships. Because existing disposal sites for dredged materials are reaching capacity limits, and concerns over potential environmental impacts of dredging have restricted options for new disposal sites, the entire Bay Area faces severe dredging limitations. In response, dredging costs have soared and the Port of San Francisco has been forced to reduce the amount of its annual dredging, in part by relocating cargo shipping tenants and closing shipping terminals. Further consolidation of cargo operations at the container terminals in the Southern Waterfront, where there is deeper water and excess terminal capacity, will help to reduce the Port's dredging requirements.

With the departure of industrial shipping operations, non-industrial maritime, commercial, residential and open space uses have proliferated on the Northern Waterfront, partly in response to City-wide demands. While non-industrial maritime activities have proven to be popular with residents and visitors alike (see Appendix A), the transition to other commercial and residential uses has not been without controversy, beginning long before the Port was transferred to local control.

The State's early plans for redevelopment of the Northern Waterfront were, in hindsight, clearly out of step with local views on appropriate waterfront uses. First, the State Board rejected surface level transportation improvements to The Embarcadero, because of concern about traffic interference with now defunct break-bulk shipping piers. The elevated Embarcadero Freeway was constructed instead, presenting a barrier between San Franciscans and their beloved waterfront. Second, a plan generated by the State's World Trade Center Authority and endorsed by the Governor called for construction of a 7-story building between Pier 1 and the Ferry Building, and a 30-story tower to replace the Ferry Building. Third, State Harbor Commissioner Cyril Magnin's 1959 plan for an "Embarcadero City" envisioned filling in the Bay north of the Ferry Building to accommodate high-rise structures for non-maritime uses.

Unfortunately, the transition from state to local control of the waterfront did not curtail these overly ambitious efforts to develop the Port. When the City gained control of the Port in 1968, it assumed responsibility for \$55 million in outstanding State general obligation bonds, and agreed to invest \$100 million for harbor improvements. Extensive new commercial development was expected to generate the revenue required to support that level of investment. To this end, the Port proposed development of a 50-story U.S. Steel Office Building on fill between the Ferry Building and the Bay Bridge. In response to public outrage, the City Planning Commission adopted the Northern Waterfront Plan, imposing a 40-foot height limit on most Port property north of the Ferry Building.

While the city was still engaged in debate over height limits to the south, the State Attorney General's Office dealt the fatal blow to the U.S. Steel Building proposal. In 1970, the State Attorney General's office issued an opinion stating that they newly-formed San Francisco Bay Conservation and Development Commission (BCDC) could not permit bay fill for non-water-oriented uses (e.g. offices), even if an equal amount of existing fill was removed. As a result, the Port's plans for the U.S. Steel Building and an even more ambitious project, Ferry Port Plaza at Piers 1, 3, and 5, never left the drawing board.

The State ultimately recognized the Port's inability to achieve extensive new development because of the State's BCDC legislation, by reducing the Port's investment obligations from \$100 million to \$25 million. This solution did not address the fact that, by this time, a great infusion of capital was needed to fully modernize the Port.

The pattern of misguided development expectations being quashed by regulatory revelations has been repeated several times in the Port's history. For example, a controversial proposal in the mid-1980s for residential condominiums on Pier 45 was abandoned when the State ruled residential uses invalid under the public trust. Also, although BCDC had approved non-maritime office use on Piers 1 and 3 in its Special Area Plan, a 1986 informal Attorney's General Opinion ruled that substantial structural reinforcement of a pier (work necessary for any significant new development on a pier and, increasingly, for ongoing maintenance of existing facilities) should be considered new bay fill and, therefore, the new use must be water-oriented (precluding non-maritime offices). In 1988, a proposal for an office and health club development on Seawall Lot 321 failed, in part because the State Lands Commission ruled private health clubs impermissible under the public trust, and set stringent standards to ensure that office developments were primarily for maritime-related uses. Most recently, a proposal for a Sailing Center with a hotel on Piers 24 and 26, although permitted by BCDC and State Lands regulations, was defeated by San Francisco voters with the passage of Proposition H in 1990.

Clearly, the Port has not been effective in its past efforts to provide new activities along the waterfront and generate revenues to subsidize its maritime operations and provide public amenities desired by the citizens of San Francisco. This Plan is intended to alter the course of history at the Port.



*The City viewed from the Southern Waterfront*



## Financial Impacts of Land Use Trends

More than fifteen years ago, then Assembly Speaker Leo T. McCarthy, in a letter to the Members of the Assembly Local Government Committee, stated that the “terms of the Port’s transfer from State to City ownership were inequitable and financially unsound.” Assemblyman McCarthy pointed out that, “at the time of the transfer..., neither party conducted an economic analysis of the condition of the Port and the effect of the transfer.”

Many conditions were identified in 1978 as factors in the Port’s financial decline. Most notably, the property the Port received was in great disrepair. Twenty-three of the piers transferred were virtually unusable for maritime purposes because of their poor physical condition. The estimated cost of removing the unusable piers was between \$10 and \$20 million. Those piers that were structurally sound had only marginal value because the containerization of cargo shipping was rendering finger piers obsolete. Further, the proceeds of the State bonds for which the Port had assumed debt service already had been spent for facilities (such as the LASH terminal) which, in view of apparent changes in maritime technology, should not have been built at all. And as noted above, a prior State decision not to pursue federal grants weakened San Francisco’s competitive position in comparison to Oakland, where public reinvestments in port facilities was underway.

In an attempt to mitigate this inequity, Assemblyman McCarthy sponsored legislation that would have required the State to reassume financial responsibility for most of the outstanding general obligation bonds that the Port had been burdened with under the transfer legislation. The bill failed, and the problems identified in Assemblyman McCarthy’s letter were never addressed.

## The Port’s Unique Financial Framework

This precarious financial inheritance has been difficult for the Port to overcome, in part because of the unique financial and budgetary framework within which the Port operates. Under the Burton Act, revenues generated by the Port are held in a special fund to be used only for Port purposes. The Port does not receive subsidies from the City, and reimburses the City for any services provided by general fund departments. The Port’s ability to fund Port operations, maintain Port property and provide public access and open space improvements therefore depends almost solely on its ability to generate revenues from the use of properties under its stewardship.

While many California ports have similar self-sufficient arrangements with their respective municipalities, most other American ports receive subsidies for capital programs or have outright taxing powers. For example, the Port of Seattle, which competes directly with San Francisco, is subsidized by general tax revenues. The availability of such assistance to competing ports puts the Port of San Francisco, with its aging infrastructure, in an unfavorable competitive position.

### **Declining Revenues from Cargo Shipping Operations**

Over the past five years, the Port's income from its cargo operations significantly decreased because of the departure of major shipping customers. In fiscal year 1994/95, cargo revenue was only \$4.6 million, or 14.3% of the Port's total operating revenue of \$32.2 million. In the fiscal year 1995/96 budget, cargo revenues are expected to decline to \$1.8 million, approximately 5.5% of the Port's total revenues of \$32.6 million.

In fiscal year 1994/95, revenue from the Port's non-cargo operations, including wharfage and dockage from passenger ships, ship repair, power, fishing, and visiting ships, and rental payments from commercial tenants, ship repair firms, fishing companies, parking stalls, and parking meters, was \$27.6 million or 85.7% of the Port's total revenue.

The Port's total operating revenues increased only 5.5% from fiscal year 1988/89 to fiscal year 1994/95. Given this flat revenue history, the Port has been forced to reduce controllable expenses in its operating budget (e.g. personnel, facilities maintenance, equipment, etc.) These budget constraints make it extremely difficult for the Port to add new programs, improve current services or maintain its property, much less provide publicly-desired waterfront improvements.

In addition to ongoing operational costs, the Port also faces a Capital Plan which it cannot fully fund, and which is burdened with many mandated, non-revenue producing projects; an over \$20 million backlog of deferred maintenance which continues to accumulate; expected increases in dredging and environmental costs; and increase demand for the Port to support many declining maritime industries through increased marketing and subsidies. The Port does not receive any tax revenues or other funds from the City and thus is not able to provide new services, more maintenance or new public projects unless it continues to generate surpluses.

In addition, the Port's environmental risk exposure is a particular financial concern today. While the Port's risk is typical of other property owners that have, for over a century, hosted a mix of industrial businesses dominated by transportation and warehousing activities, it is a cause for concern because of the exceedingly high cost of remediation. Contaminated fill, underground tank leaks, and asbestos are presumed to exist in some areas, requiring the Port to develop specific programs to address hazardous materials. New requirements for cleanup of designated toxic hot spots are currently being considered by the State Water Resources Control Board. Future costs for this program are uncertain.

It is clear from the backlog of capital and required maintenance projects that the Port has not been able to produce enough revenue to sustain its current operations. The Port has developed an aggressive new financial strategy to control expenditures while seeking ways to enhance revenues from new and existing lines of business. This realistic Waterfront Land Use Plan which helps balance revenue producing and non-revenue producing projects, resulting in greater cash flow, will help the Port enter the next century as an economically viable public agency, capable of providing San Franciscans and Californians with the waterfront they deserve.

## The Opportunity For a New Land Use Strategy

In the 25 years since the Port was transferred to local control, several land use plans for the San Francisco waterfront have been adopted by both the City and BCDC. Many of the changes called for in these plans have been accomplished or are well underway, including the demolition of the Embarcadero Freeway; removal of dilapidated piers and replacement with the Promenade between Mission and Folsom Streets; construction of the Waterfront Transportation Project improvements on The Embarcadero; construction of the Pier 7 recreation and fishing pier; renovation of the historic Roundhouse Building on the Northern Waterfront; and implementation of the Rincon Point-South Beach Redevelopment Plan. Notably absent from this list, however, are commercial development projects implementing plans for the economic revitalization of Port finger piers. Thus, the Port has not had access to the economic resources necessary to sustain its operations.

Twenty years have passed since the last comprehensive planning effort was completed for the San Francisco waterfront. Although many elements of the existing plans, policies, regulations and financial objectives are worthy of retention, a new approach is required to halt the continuing deterioration of Port property and to revive the debilitated state of Port finances.

This waterfront planning process has been designed to forge a consensus among the citizens of San Francisco and affected government agencies on the appropriate balance between maritime and non-maritime activities, public access and open spaces at the Port. The Advisory Board concluded early in the process that, in the light of the Port's financial needs and the economic benefits it brings to the City and the region, the Plan should allow the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the Port's maritime industries and other public trust uses, including public access and open space and other public benefit projects. The time is right for such a crucial mission. Some may lament the consolidation of cargo shipping operations in the Southern Waterfront, preferring to spread the



*Redevelopment near the South Beach Harbor*



*Ferry leaving San Francisco*

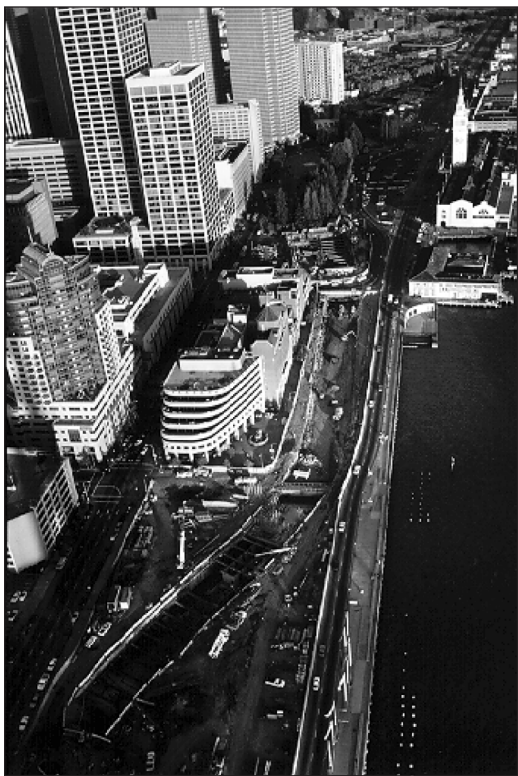
remnants of the rough and tumble waterfront of bygone years along the entire waterfront. Most, recognizing the inherent conflict between the new neighborhoods which have emerged adjacent to the shore and the industrial warehousing, trucking and rail operations upon which modern cargo operations depend, would prefer a new combination of maritime and non-maritime operations on the Northern Waterfront, to complement the vibrant new neighborhoods of South Beach, Rincon Hill and Golden Gateway, among others. This transition would provide new opportunities for accommodating and expanding the Port's other maritime industries, such as fishing, passenger cruises, ferry and excursion boats, recreational boating and water activities, and historic ship and ceremonial berthing, particularly along the Northern Waterfront. While most of these industries cannot be expected to generate sufficient revenues to cover the costs of new facilities (see Appendix A), their future contributions to San Francisco's maritime character can nonetheless be assured if they are interspersed with other revenue-generating uses on the waterfront. For example, by most accounts, the condition of the City's cruise terminal is a civic embarrassment. Many cruise passengers and officials consider the terminal drab, unattractive and uninviting. The narrow width of the pier prevents efficient ship servicing and passenger flow. Like many of the Port's maritime industries, the cruise industry cannot alone bear the costs of required capital improvements. However, if the cost of terminal improvements was balanced with a mix of other revenue-generating uses in the same project or area, San Franciscans would benefit from access to new waterfront attractions, and would take comfort in knowing that visitors would be welcomed in a facility worthy of San Francisco.

The success of this mixed-use approach to revitalizing outdated waterfronts has been proven throughout North America. One can travel to Vancouver's Granville Island, Baltimore's Inner Harbor or Portland's River Place and experience a full range of maritime and commercial activities which reunite residents with their respective waterfronts.

Current possibilities for a successful revitalization of the San Francisco waterfront have been greatly enhanced by the recent, massive infusion of government funds for waterfront transportation improvements. After more than 10 years of careful planning, a series of new Waterfront Transportation Projects (WTPs) are underway to pave the way for the revitalization of the Port. Originally, the WTPs were conceived as a single transportation project, primarily on Port property, which assumed the continued operation of the Embarcadero Freeway. In 1989, the Loma Prieta earthquake severely damaged the Freeway, and its subsequent demolition provided an exciting new opportunity to redesign the mid-Embarcadero segment of the WTPs between Folsom and Broadway and reconnect the City with its waterfront. While this redesign effort is underway, the City is proceeding with construction of the north and south segments of the projects.

When completed, the WTPs will provide an integrated system of major roadway, pedestrian, landscaping, historic signage and public art improvements from the intersection of The Embarcadero and North Point Street on the north to the intersection of Sixth and King Streets on the south. Additional improvements include: 1) the MUNI Metro Turnback Project, providing more efficient turnaround of MUNI Metro trains via an underground tunnel which will surface on The Embarcadero near Folsom Street (completed); 2) a MUNI Metro light rail service from the Embarcadero station to the Cal Train station (completed) and, eventually, to Mission Bay; and 3) a new MUNI historic street car line (the F-Line) running in the Embarcadero median from the Ferry Building to Fisherman’s Wharf.

These improvements balance the transportation needs of the City’s residents, visitors and workers with the needs of the Port’s continuing maritime operations along The Embarcadero. Equally important, the resulting beautification of The Embarcadero will set the stage for a waterfront renaissance while the Port and the citizenry of San Francisco face the challenge of reshaping the edge of this great City. The visions embodied in this Waterfront Land Use Plan provide a place for most everything San Franciscans desire. With open minds, constructive criticism and cooperative spirit, San Franciscans will implement this blueprint for action that will be a credit to this generation of San Franciscans for years to come.



*Transportation improvements under construction*

## The Land Use Planning Process and Timeline

In November 1990, the San Francisco voters adopted Proposition H which required preparation of a comprehensive waterfront land use plan with maximum feasible public input, and provided minimum requirements for its contents. Pending completion of the plan, Proposition H also placed a moratorium on non-maritime development on the Port's piers and within 100 feet of the shoreline. (The full text of Proposition H is provided in Appendix B.)

To ensure a comprehensive planning process covering the wide diversity of Port interests, the Port Commission extended the scope of the planning area to include all Port properties and created the Waterfront Plan Advisory Board to prepare and recommend a plan for Port Commission adoption. Twenty-seven Advisory Board members were appointed based on recommendations from the Board of Supervisors

and the Mayor, as well as through a general solicitation of interested citizens, maritime industry representatives, Port tenants, labor unions, neighborhood organizations, architects, urban planners and other professionals. The Board held public meetings twice monthly from mid-1991 to mid-1994.

Water-dependent activities were the focus of Phase I of the planning process. During the 18 month review process, the Advisory Board studied the Port's history, regulations and financial status and determined the land use needs of existing and potential water-dependent activities.

Water-dependent activities, those which require access to water in order to function, include cargo shipping, ship repair, passenger cruises, ferry and excursion boats, recreational boating and water activities,

## Land Use Planning Timeline

Start-Up and Orientation		Phase I: Water-Dependent (Maritime) Uses		Phase II: Non-Maritime Land Uses	
<b>1990</b>	<b>November</b> Proposition H requires preparation of waterfront land use plan for the Port's piers and properties nearest the shore.	<b>1992</b>	<b>January-October</b> Advisory Board holds 26 public meetings, including intensive, industry-by-industry evaluations, to analyze future needs of Port's water-dependent (maritime) industries; Advisory Board reserves approximately two-thirds of Port's property to meet these needs.	<b>1992</b>	<b>November-July 1993</b> Board holds 17 public meetings to receive non-maritime land use suggestions from public, receive briefings from industry experts, study interrelationships of possible land uses with adjacent neighborhoods, and determine financial and economic feasibility of land uses.
<b>1991</b>	<b>Spring</b> Port Commission extends scope of planning area to include all Port properties; creates 27 member Waterfront Plan Advisory Board to recommend plan for Port Commission review and adoption.  <b>July-December</b> Advisory Board holds 11 public meetings about Port's development history, regulations and legal responsibilities, budget procedures and fiscal constraints.			<b>1993</b>	<b>October</b> Port publishes <u>Options for Change</u> to focus public attention and debate on non-maritime land use options.  <b>October-February 1994</b> Advisory Board holds 12 public hearings on <u>Options for Change</u> ; Port hosts workshops to evaluate urban design and development feasibility of land uses discussed in <u>Options for Change</u> .

historic ships, fishing, and temporary and ceremonial berthing. The land use requirements of these industries were determined after intensive, industry-by-industry evaluations and public workshops. At the conclusion of Phase I in the fall of 1992, the Advisory Board tentatively reserved approximately two-thirds of the Port’s properties to meet the future needs of water-dependent activities, pending further review of those needs in the final phase of the planning process.

In Phase II of the planning process, the Advisory Board evaluated other activities that are not necessarily water-dependent, such as public access and open space, mixed-use commercial development, museums, residence, and warehousing. The Advisory Board held public workshops and meetings over the course of more than a year to receive input from citizens, real estate and design professionals, and experts in

transportation, historic preservation, environmental restoration and other relevant disciplines on the feasibility and desirability of these new waterfront activities. Focus meetings also were held on specific sections of the waterfront to study the interrelationship of possible new waterfront activities with activities on neighboring properties. At the conclusion of this lengthy review, possible land uses were identified for the sites not previously reserved for water-dependent activities in Phase I. These possible uses were outlined in Options for Change, a report published for public review and the subject of public meetings from the fall of 1993 through the spring of 1994.

Phase III: Draft Plan		Environmental Review/Implementation	
<p><b>1994</b></p> <p><b>February-May</b> Advisory Board holds 3 public hearings to discuss integration of Phase I and Phase II findings into proposed Draft Plan.</p> <p><b>June</b> Draft Plan issued for public and Advisory Board review; Advisory Board holds 3 public hearings on Draft Plan and votes overwhelmingly to approve Draft Plan, with revisions.</p> <p><b>July</b> Advisory Board presents Draft Plan recommendations to Port Commission at public hearing.</p> <p><b>November</b> Port staff issues revised Draft Plan, highlighting proposed revisions for public and Port Commission review; Port Commission public hearing on Revised Draft Plan.</p> <p><b>December</b> Office of Environmental Review public scoping meeting on issues that should be studied in an Environmental Impact Report (EIR); Port Commission public hearing on Revised Draft Plan.</p>	<p><b>1996</b></p> <p><b>December</b> Port signs a Draft Concept Agreement with BCDC and Save San Francisco Bay Association regarding BCDC amendments to implement the Waterfront Land Plan.</p> <p>Use</p> <p><b>1997</b></p> <p><b>June</b> The Waterfront Land Use Plan was approved by the Port Commission following certification of the Environmental Impact Report.</p> <p><b>1998</b></p> <p><b>January</b> The City approved amendments to the San Francisco General Plan and Planning Code to enable implementation of projects under the Waterfront Land Use Plan.</p>		
<p><b>1995</b></p> <p><b>January</b> Advisory Board and Port Commission public hearings on Revised Draft Plan. Port Commission endorses Revised Draft Plan for purposes of analyzing it in EIR.</p>	<p><b>2000</b></p> <p><b>July</b> BCDC approved amendments to the Bay Plan, San Francisco Waterfront Special Area Plan, and Total Design Plan (Piers 7-24). Port approved conforming amendments to the Waterfront Land Use Plan.</p>		



*Waterfront Plan Advisory Board*

The Advisory Board presented its proposed Draft Waterfront Land Use Plan to the Port Commission in 1994 integrating its preliminary findings made in Phase I and Phase II of the planning process. Following numerous public hearings regarding the Plan's policies and certification of a final Environmental Impact Report on the Draft Waterfront Land Use Plan in January 1997, the Port Commission approved a final Waterfront Land Use Plan in June 1997. Subsequent implementing amendments to the San Francisco *General Plan* and Planning Code were approved by the San Francisco Planning Commission and Board of Supervisors in 1997 and 1998. Amendments to BCDC plans and corresponding Waterfront Land Use Plan amendments were approved in 2000, to establish consistent City, Port and BCDC policies for the waterfront.



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CHAPTER 2  
GOALS OF THE WATERFRONT

LAND USE PLAN	31
• A Working Waterfront	32
• A Revitalized Port	32
• A Diversity of Activities and People	33
• Access To and Along the Waterfront	34
• An Evolving Waterfront, Mindful of Its Past and Future	35
• Urban Design Worthy of the Waterfront Setting	36
• Economic Access that Reflects the Diversity of San Francisco	37



# Goals of the Waterfront Land Use Plan

## Reuniting the City With Its Waterfront

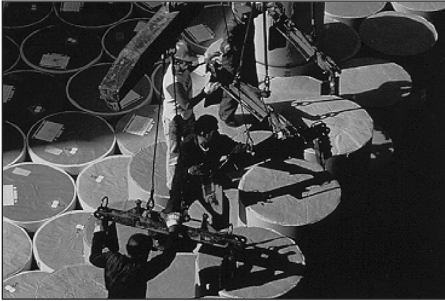
The waterfront of a great city is truly a special place. A place to work, cherish, or simply to be. The Port of San Francisco is no exception. Yet, like so many waterfronts across the nation, it is a place in transition, with too many outmoded maritime facilities and too few new activities to draw people to the shore. While future generations may look back on this time of transition as a brief moment in San Francisco's colorful history, those who live here now more likely feel that too much of the waterfront has been cordoned off from public use for too long. The challenge of the waterfront land use planning process has been to help direct the evolution of the 7½ mile waterfront to a place that reflects modern traditions and sensibilities, but where history also plays an essential role.

During the six year public planning process to determine future activities on Port lands, this balance has been struck. In meeting after meeting of the Waterfront Plan Advisory Board, the diverse citizens of San Francisco stood and asked for the waterfront of their particular dreams. Some called for the past days of industry and maritime commerce, others for new recreation and vital business activities along the waterfront, for places to eat and drink, run errands, work, rent a bike, launch a dingy, or to take refuge on a windy and foggy summer day. Still others called for quiet and restful places to enjoy the nature and the beauty of the Bay. Most called for all these places.

Throughout the planning process, these and other themes came up again and again, reflecting the overarching goal of San Franciscans to reunite the City with its waterfront. We have memorialized these themes here as the Goals of the Waterfront Plan and they are reflected throughout the land use policies that follow. The Goals are recorded here so that as the Plan is implemented, they will continue to serve as a guide for achieving the types and balance of waterfront activities that will reunite the City with its waterfront.

## A Working Waterfront

*Port lands should continue to be reserved to meet the current and future needs of cargo shipping, fishing, passenger cruise ships, ship repair, ferry and excursion boats, recreational boating and other water-dependent activities.*



*Newsprint terminal at Pier 27-29*

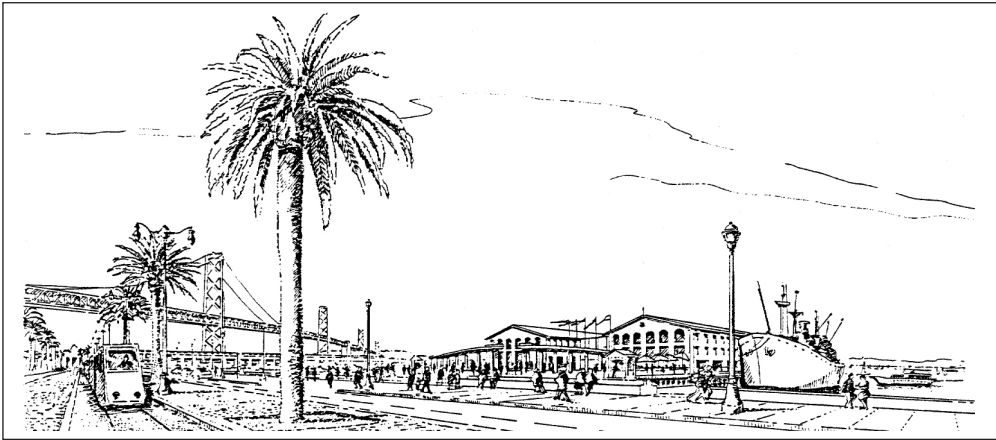
The Port has a rich maritime heritage, highlighted by the days of the freewheeling Barbary Coast, embarkation to the Pacific during World War II, and the colorful characters memorialized by Mark Twain and Jack London. In keeping with this maritime history, and with the Port's public trust responsibilities, Port land should continue to be reserved to meet the current and expansion needs of water-dependent activities - those which require a waterfront location in order to serve their basic function. Transportation access necessary for these waterside operations to thrive should also be maintained and enhanced. To meet the needs of water-dependent activities, the Waterfront Land Use Plan provides for:

- Continued **cargo shipping and ship repair** operations along the Southern Waterfront.
- Modernized **fishing operations** in historic Fisherman's Wharf.
- Expanded opportunities for **recreational boating and water activities** throughout the waterfront.
- Expanded **ferry boat and new water taxi operations** at the Ferry Building, with satellite facilities to serve other waterfront areas.
- **Excursion boat services** from downtown, Fisherman's Wharf and other key visitor locations.
- **Passenger cruise ship operations** in the Northern Waterfront.
- **Historic ship berthing** at Fisherman's Wharf and other highly visible locations.
- **Ceremonial & temporary berthing** throughout the waterfront.
- Development of a strategy to further maintain and enhance maritime activities at the Port as the Plan is implemented.

## A Revitalized Port

*New investment should stimulate the revitalization of the waterfront, providing new jobs, revenues, public amenities and other benefits to the Port, the City and the State.*

Many of the Port's maritime activities require costly capital improvements, far beyond what these industries can alone afford to bear. If these capital improvements and other publicly desired amenities (such as open spaces and public access) are to be funded, a better balance between subsidized and revenue-generating activities must be attained at the Port. Fortunately, the Port stands at the crossroads of change. Dramatic transportation improvements underway along The Embarcadero are setting the stage for a waterfront renaissance. The Plan identifies opportunities for new investments, often in the form of mixed-use developments, that will provide



*A vision for Piers 30-32*

capital for reinvestment in maritime facilities and piers, public access and park improvements, and cultural and public gathering places. Private capital will be attracted to the waterfront once San Franciscans achieve consensus on the Plan, providing the certainty that is a precondition to reinvestment and revitalization. These revitalized areas will enhance and complement the exciting new neighborhoods which have emerged adjacent to the Port over the last decade. The waterfront renaissance will restore the financial strength of the Port of San Francisco, stimulate the growth of waterfront jobs and tax revenues for the City, and provide space for new and expanding businesses. New uses that yield high paying jobs for San Franciscans should be encouraged.

## A Diversity of Activities and People

*Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.*



*Festa Italiana*

San Francisco Bay has always drawn San Franciscans and visitors to its shore to work, play and relax amidst the beauty and excitement of the waterfront. The Port's 7½ miles of waterfront property stretch nearly the entire length of the City's boundary on the Bay, offering ample opportunity to accommodate a greater diversity of maritime and non-maritime activities than occurs today.

As the revitalization of the Port unfolds, the Port's water-dependent activities should be interspersed with other compatible land uses to enhance public enjoyment of the Bay, and exposure to the working waterfront. New mixed-use activity hubs should emerge along the waterfront, weaving together and reflecting San Francisco's diverse lifestyles and ethnic cultures, and the interests of mariners, employees and residents, the elderly and the young, people with special needs, recreation enthusiasts and those seeking solitude.

The Port, in its implementation of the Waterfront Land Use Plan, should encourage and foster a balance of uses and activities on the waterfront. An array of new open space, recreation, maritime and commercial activities, all of which should be accommodated at the Port, will reunite the City with its waterfront by providing new gathering places, full of life, that are safe both day and night.

## Access To and Along The Waterfront

*A network of parks, plazas, walkways, open space and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.*



*Pier 7 public access pier*

The reconstructed Embarcadero roadway, public transit improvements, and pedestrian promenade will bring grand and historic changes to the waterfront, creating a bold and continuous seam of public transit and public access along the Northern Waterfront, and a highlight along the regional Bay Trail.

New and existing parks, plazas and open spaces, as well as areas for nature, habitat and environmental restoration, should provide outdoor spaces where all segments of the public can enjoy either waterfront activities or more tranquil aspects of the Bay in a quiet, unthreatening setting. Viewing areas and informational displays should provide visual access to waterfront activities where physical access must be limited.

The Plan encourages access improvements which will allow everyone to experience the City's diverse social, natural, and cultural environment by:

- Creating a "PortWalk" which integrates new open spaces and exciting new Pier activities with a continuous public accessway from Fisherman's Wharf through Mission Bay.
- Create a "Bayside History Walk" as part of new public access improvements in future historic pier preservation projects, to provide public access to the Bay's intimate and quiet spaces behind historic bulkhead and connector buildings, views of the inner structure of the buildings, and interpretation of and access to these unique physical assets of San Francisco's maritime history.
- Providing for amenities such as restrooms, drinking fountains, food and drinks, and bike and skate rentals, where appropriate.
- Coordinating waterfront access with and, where feasible, implementing the regional Bay Trail.
- Designating protected wetlands south of China Basin.
- Providing for public viewing areas and signage explaining waterfront activities, such as cargo shipping in the Southern Waterfront and fishing operations at Fisherman's Wharf.
- Encouraging new recreational boat moorings and other waterborne transportation improvements in conjunction with new commercial and recreational uses.
- Supporting transportation access for a full range of users, including continuous transit between the Northern and Southern Waterfronts.
- Encouraging traffic control measures to provide convenient and safe pedestrian crossings to the water's edge.
- Protecting vital truck routes and freeway and freight rail access necessary to serve the Port's cargo shipping industry.

The Waterfront Design & Access Element further addresses the nature of public access and open spaces along the waterfront.

## An Evolving Waterfront, Mindful of its Past and Future

*Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.*



1920's welcome home parade

The evolution of the waterfront from its beginning to the present reflects San Francisco's colorful history. The waterfront should continue to serve as a repository for memories of past events, while also providing a stage for new experiences.

Recognizing that the waterfront will continue to evolve, a balance should be maintained between continued maritime activities, expanded public activities, protection of the waterfront's unique historic and architectural setting and resources, opportunities for nature and habitat protection and restoration, and financial responsibility. Conversion of existing waterfront infrastructure (e.g. the bulkhead esplanade along the northeast waterfront) to new mixed use developments will be aided by, and should recognize, the value of the City's rich working-maritime historic context, and should ensure that significant bulkhead buildings and other historic architecture of the waterfront, identified in the urban design guidelines called for in this Plan, are preserved in the development process, wherever feasible.

The Plan seeks to preserve past and allow for future waterfront memories by providing for or encouraging:

- Identification of significant historic resources that should be preserved as discussed in the Waterfront Design & Access Element.
- Restoration of the Ferry Building to its original grandeur, and creative reuse of other significant historic waterfront structures (identified in the urban design guidelines) to preserve the waterfront's historic fabric and context.
- New life for the City's historic fishing industry at Fisherman's Wharf.
- Continuation of the historic ship museum at the Hyde Street Pier, and additional historic ships interspersed along the waterfront.
- Adaptive reuse of historic and architecturally significant structures such as three Union Iron Works buildings at Pier 70.
- Private investment to create new public gathering places and business opportunities along the waterfront.
- Wetlands in the Southern Waterfront at Pier 98 and the northeast tip of Pier 94.
- Interim uses to activate currently underutilized Port property which is reserved for long-term maritime expansion.
- Nomination of a National Register Historic District between Pier 45 and Pier 48.

## Urban Design Worthy of the Waterfront Setting

*The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.*

San Francisco is world renowned for the beauty of its waterfront. Compelling views of the water, sky, bridges and distant cities are experienced from hillside homes, City workplaces and streets, as well as from the water's edge, and are framed by the Port's maritime structures and facilities. New waterside improvements should respect these "Bay windows" and encourage new visual and physical connections between the City and the water via water taxis, public boat and ferry docks, and other activities which draw people to and through the Port.

New developments should reflect and enhance the richness of the waterfront's setting. The varied land uses, building scale, and historic and architectural resources in neighboring districts reflect the City's diversity and establish a context in which complementary yet imaginative design should be integrated in Port improvements. The Plan furthers these objectives by requiring that new development projects meet the requirements of the Waterfront Design & Access Element which expands upon the following Waterfront Plan objectives:



*The northern waterfront*

- Maintain existing building height and bulk limitations and encourage building designs that step down to the shoreline.
- Encourage more physical connections between the land and the water throughout the waterfront.
- Improve views of the working waterfront from all perspectives.
- Protect and frame near and distant views to and from the Bay, particularly along major City streets.
- Identify significant bulkhead and other historic resources that should be preserved.
- Remove certain piers between Pier 35 and China Basin to create Open Water Basins and to improve Bay views.



## Economic Access the Reflects the Diversity of San Francisco

*The economic opportunities created by commercial uses should be made accessible to persons of both sexes and from a representative variety of ethnic and cultural backgrounds, so that those persons receiving these economic opportunities reflect the diversity of the City of San Francisco.*



*Fish filleting at Fisherman's Wharf*

The Port is committed to using affirmative action in revitalizing the waterfront. In developing current and future waterfront activities, the Port will be guided by the City's policies on affirmative action and take affirmative steps to encourage ethnic and gender diversity in Port contracting, leasing, employment, programs and services.

CHAPTER 3  
GENERAL LAND USE POLICIES 39

- Regulatory and Policy Context for this Plan 40
- Maritime Uses 48
- Open Spaces and Public Access 56
- Residential Uses 61
- Commercial Uses 62
- Other Uses 70
- Interim Uses 72
- Unacceptable Non-Maritime Land Uses 77

MAPS

- Map A: Maritime Areas 49A
- Map B: Open Spaces and Public Access 57A
- Map C: Residential and/or Commercial Uses 65A



## General Land Use Policies

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**The Waterfront Land Use Plan Goals establish a framework for determining acceptable uses for Port property. In general, the Goals call for a wide variety of land uses which retain and expand historic maritime activities at the Port, provide revenue to support new maritime and public improvements, and significantly increase public access.**

**This chapter describes each of the categories of land uses that together will achieve the Waterfront Land Use Plan Goals. It also describes waterfront land use regulations which apply to Port property, including the Public Trust, BCDC plans and regulations, and the San Francisco General Plan and Planning Code. Accompanying land use maps show generally where the uses exist today, and where they could be developed in the future. General Land Use Policies provided in this Chapter govern all land uses on Port property, whether existing or new, long-term or interim. Additional site-specific standards are provided in Chapter 4: Subarea Plans.**

## Regulatory and Policy Context for this Plan

The Waterfront planning process which led to this Plan was informed by four important bodies of law and regulations that affect land use at the Port. These are:

- **The Public Trust as Administered by the Port.** The California Constitution requires that uses within the Port’s jurisdiction promote navigation, fisheries, waterborne commerce, enhance natural resources or attract people to use and enjoy San Francisco Bay. Administered by the Port as “trustee”, this doctrine takes the legal form of a type of easement over most Port land.
- **The McAteer-Petris Act as Administered by the San Francisco Bay Conservation and Development Commission (BCDC).** BCDC is a State agency charged with ensuring that uses along the water provide the maximum feasible public access to the Bay and preventing fill in the Bay except in limited circumstances for water oriented uses. BCDC and the Port work cooperatively because BCDC jurisdiction includes all of the piers and land on the Bay side of The Embarcadero.
- **Proposition H as Administered by the Port through this Waterfront Plan.** Proposition H, passed by the voters in 1990, launched the planning process leading to this Plan. The Proposition, reprinted here in full as Appendix B, contains specific policies and use limitations now incorporated into this Plan.
- **The City and County of San Francisco General Plan and Planning Code as Administered by the City Planning Commission and the Board of Supervisors.** The City’s *General Plan* contains policies affecting the waterfront. The Planning Code contains height, bulk and use classifications, as well as criteria for conditional uses and variances.

This Waterfront Plan combines the conclusions reached during the waterfront planning process with these regulatory mandates to define land use goals, policies and requirements for the waterfront.

The overlay of the Waterfront Plan’s land use policies with requirements of BCDC and the Public Trust and the City’s land use policies and regulations is necessarily somewhat complex. This Waterfront Plan addresses this complexity through three layers of treatment:

- First, this Chapter 3 reviews each of these “external” bodies of land use control as they apply to the waterfront, focusing especially on the Public Trust and BCDC. This Chapter then addresses each category of land use and sets forth policies which apply throughout the Port’s jurisdiction. It defines acceptable long-term uses and unacceptable uses. This Chapter also discusses new uses which, though not acceptable on a long-term basis, are acceptable as “interim” uses which will allow the Port to achieve full utilization of its property and assist in funding acceptable long-term uses.

- Chapter 4 addresses land use on a subarea basis. For each of these subareas, Chapter 4 includes an Acceptable Land Use Table that identifies the acceptable uses (including existing uses) for each of the piers or seawall lots within that subarea.
- Chapter 5 discusses implementation, and details the permit approval process which best combines the regulatory processes of the different governmental entities administering the bodies of law described above to ensure a reasonable and streamlined permit approval process which

achieves the goals of this Plan. Chapter 5 also includes a project implementation flow chart which illustrates how the City's requirements, the BCDC policies, and applicable Public Trust policies all combine with Waterfront Plan policies to define permissible projects on individual sites. Readers interested in a more detailed application of these regulations to a specific property or project should call the Port for assistance at (415) 274-0526.

## The Public Trust

The Public Trust generally encumbers lands around the State which are submerged, tidal or have been filled but are retained in public ownership. The Public Trust reserves these lands for uses which promote navigation, fisheries, water borne commerce, and uses which enhance natural resources or attract people to use and enjoy the Bay. Where lands are owned by a public entity, the Public Trust is considered an inherent attribute of the very legal title to the land. Where the land is privately held (less common), the Trust takes the form of as easement which accomplishes the same goals - reserving the land for uses consistent with the Trust.

The "trustee" of Public Trust lands is, in most cases, the State Lands Commission which reviews uses and leases for consistency with the Trust, assisted by the State Attorney General. In certain cases, these lands have been granted by the State to another public entity which, as grantee, also becomes the trustee, although State Lands retains certain powers of review. San Francisco, through the Port, is such a grantee. The lands in the Port's jurisdiction were transferred from the State in 1968 by the Burton Act. Under this legislation, the Port is the trustee of the Public Trust for lands within its jurisdiction. With minor exceptions, all property now owned by the Port is therefore Public Trust land.

The Port, as trustee, makes the determination as to whether a given lease or land use is consistent with the Trust. This effort is informed by numerous court decisions, a history of State Lands Commission lease approvals, as well as by important Attorney General opinions. Under this body of law, the permanency of the use is important. Certain long-term uses are acceptable, others are not; interim, shorter-term uses which do not preclude later conversion to a Trust use are generally acceptable. This categorization applies to land uses typical to the Port as follows:

- *Long-term uses deemed consistent with the Public Trust* include all maritime and maritime support, other water-related industry, open space, public recreation and assembly, aquaria, museums, water-related commercial recreation, and specialty retail and commercial which is designed to draw people to the water such as waterfront restaurants or commercial complexes such as Pier 39, maritime office, and office in historic bulkhead buildings. Hotel is a Trust use because hotels are visitor serving. Proposition H prohibits hotels on piers; however, they would be acceptable on seawall lots.
- *Long-term deemed inconsistent with the Public Trust* include general office and housing, and non-water related industrial uses.
- *Interim, shorter-term uses deemed compatible with the Public Trust* include almost any use on a shorter-term lease which, by physical design and lease terms, may be replaced by a permanent Trust use when the opportunity arises. For example, a non-maritime warehouse, or small non-maritime offices on piers are not acceptable as permanent Trust uses, but such uses are acceptable for shorter terms if they do not preclude conversion of the facility to a Trust use at a later time.

The approach to land use in this Waterfront Plan reflects these Public Trust principles. This Plan constitutes a public plan for the overall development of the waterfront for uses which further Trust use. The application of these Trust principles is discussed more specifically for each category of land use in this Chapter, and for each specific subarea in Chapter 4. In general, this Plan embodies Trust concepts as follows:

- *All* long-term land uses on piers must be consistent with the Public Trust. Chapter 4 contains tables for each subarea which set forth “Acceptable” uses for each pier; each of those uses must *also be* acceptable as a Trust use. For example, where the table lists maritime support or public assembly as an Acceptable Use, that use may be located anywhere on the pier and without reservation since it is inherently a Public Trust use. By contrast, where general office is listed as an acceptable use on a pier, the Trust requires that the office be located within an historic bulkhead building, or restricted to minor amounts within a larger development project of Trust uses.
- Similarly, *all* long-term land uses on the PortWalk (Herb Caen Way), marginal wharf, or on other land along The Embarcadero roadway or on its Bay side must be consistent with the Public Trust.
- Non-trust uses may be allowed in these areas only as *interim uses*, that is uses on short-term leases, generally five years or less, which provide for reentry by the Port to facilitate conversion to Trust use when appropriate. These interim uses are discussed in more detail later in this Chapter. For example, non-water oriented warehouse, industry or small office uses may remain or exist on piers on short-term leases in order to facilitate the full use of Port facilities on an interim basis and to generate revenue which will be dedicated to Trust purposes, including assisting the conversion of such facilities to Trust use.

The seawall lots are treated differently, reflecting their location away from the water. The seawall lots, like much of what is currently downtown San Francisco, were originally tidelands or submerged. They were reclaimed (that is, filled) as part of an extension of the first San Francisco waterfront line. The Legislature authorized the sale of most of this new land into private ownership, and that is why most of the downtown area on fill is not affected by the Public Trust. However the State retained ownership of the seawall lots until they were transferred to the Port, so these lots are still impressed by the Public Trust.

The Waterfront Plan acknowledges this current Trust status, but also recognizes that non-Trust uses may be acceptable long-term uses because these parcels are not as essential to the overall development of the waterfront for Trust purposes. Lands that have lost their value to the Public Trust may in certain cases be conveyed free of the Trust. Where former tide or submerged lands have been reclaimed pursuant to a public program of harbor development, constitute a relatively small portion of the granted Trust lands, and are no longer valuable for Trust purposes, release from the Trust is generally permissible. When the City was granted the seawall lots and other lands under the Burton Act, it was given a certain amount of flexibility to use lands that were no longer useful to the Trust for non-Trust purposes. The Burton Act permitted leases of the transferred lands of up to 66 years. While these leases are generally required to be for uses consistent with certain purposes enumerated in the Burton Act and with the Public Trust, lands that are no longer required for such purposes can be leased for other uses. The revenues generated from these leases are to be used to further the purposes of the Trust.

In 1987, the Legislature expressly released three seawall lots from the Trust that were found to be no longer necessary for any Trust purposes except revenue generation. The Legislature also provided a procedure whereby the City, with the approval of the State Lands Commission, could release additional lands from the Trust in exchange for other lands of equal or greater value if it was found that the exchange would not substantially interfere with Trust purposes and that the lands to be released (1) had been filled and reclaimed, (2) were cut off from access to San Francisco waters, (3) constituted a relatively small portion of the lands granted under the Burton Act and (4) were no longer needed for the promotion of the Public Trust or the purposes of the Burton Act.

The Waterfront Plan recognizes that certain of the seawall lots may be candidates for such a determination that they are surplus to the Trust and thus designates acceptable uses for these lots which include non-Trust long-term uses such as housing and general office (hotel uses are acceptable Trust uses in any event). Housing has the advantage of enlivening the waterfront on a 24-hour basis and providing a mix of users. Office may generate revenue, and would be consistent with the use of adjacent, privately owned parcels. Revenue from any such use would be used to further Trust purposes such as the development of public open spaces and public access.

## The San Francisco Bay Conservation and Development Commission

Pursuant to the McAteer Petris Act, BCDC reviews all land use development proposals within the Bay that are on fill or involving new fill (called “Bay jurisdiction”), or on land within one hundred feet of the shoreline (“shoreline band jurisdiction”).

- Projects in the *BCDC Bay jurisdiction* are permitted by BCDC only if: (1) they are water-oriented, e.g. ports, other water-related industry, Bay-oriented commercial recreation and Bay-oriented public assembly, water-oriented retail/commercial; (2) there exists no feasible alternative upland site; (3) the fill is the minimum necessary; and (4) the fill is designed to minimize harmful effects on the resources of the Bay; and finally (5) the project is designed and situated to provide maximum feasible public access, consistent with the project, to the Bay. Development projects must also be consistent with the *San Francisco Bay*

*Plan*, the underlying BCDC plan prepared under the McAteer Petris, as well as its subarea plans, called Special Area Plans, and the San Francisco Bay Area *Seaport Plan*.

- In the *BCDC shoreline band*, projects involving a substantial change of use (per BCDC Regulation Section 10125) must obtain a BCDC permit. Projects in BCDC’s shoreline band are reviewed only to determine whether they provide maximum feasible public access, consistent with the project, unless the project is within a BCDC priority use area. In those cases, the use in the shoreline band must be consistent with the priority use designation.

The application of BCDC jurisdiction and permit requirements on Port property is as follows:

- *Port property on the land side of The Embarcadero* lies almost entirely outside of the 100-foot shoreline band and is therefore outside of BCDC jurisdiction. This includes, with very minor exceptions, all of the seawall lots.
- *Port property landward of the seawall or on the seawall itself*, such as The Embarcadero roadway or much of the PortWalk (Herb Caen Way), lies within BCDC shoreline band jurisdiction. Maximum feasible public access will be required of any project subject to BCDC review.
- *North of Pier 35 and south of China Basin, piers or portions of piers which pre-date the McAteer-*

*Petris Act, are in sound condition* and do not need substantial repair are treated for BCDC permit purposes as lying within the shoreline band. The only BCDC requirement is that projects on such piers provide maximum feasible public access.

- *North of Pier 35 and south of China Basin, piers or portions of piers which require substantial repair* are treated for BCDC permit purposes as lying within its Bay jurisdiction. BCDC will grant permits for projects in these areas only if the project meets the water-oriented use test and other criteria, as well as provides maximum feasible public access. Also, under current BCDC policy,



new commercial recreation or retail projects must provide additional public access and/or create new open water (by removing old piers) in an amount equal to the square footage of the proposed use (known as the “Replacement Fill Policy” or “50% Rule”).

- *Between Pier 35 and China Basin, existing piers are allowed by BCDC to be repaired or reconstructed, and used for purposes consistent with the Public Trust Doctrine and the Burton Act, unless*

otherwise designated in Port and BCDC plans for removal to expand the area of the Bay. Uses on these existing piers will not be subject to BCDC’s water-oriented use and upland alternative site criteria, but must provide maximum feasible public access consistent with the project. However, any pier extensions beyond the existing footprint will be subject to water-oriented use and other applicable BCDC Special Area Plan policies.

All projects subject to BCDC permit review must also be consistent with the *Bay Plan, the San Francisco Waterfront Special Area Plan* and the *Seaport Plan*.

As part of the waterfront planning process, BCDC, the Port, and various interested citizens and groups have evaluated such important issues as the application of the different BCDC jurisdictions and the nature and development of maximum feasible public access (including the creation of more open water) on Port property. These discussions were memorialized in a Concept Agreement executed in 1996 by the executive directors of BCDC and the Port, and the Save the Bay Association.

Further discussions led to a Framework Agreement in 1999, and Principles of Agreement in 2000, which applied to the Northeast, Ferry Building, and South Beach Waterfront subareas identified in this Plan. These Agreements were incorporated into amendments to the Bay Plan, the San Francisco Waterfront Special Area Plan, and the Total Design Plan (the “2000 Amendments”). The key policies and requirements of the 2000 Amendments have also been integrated into this Waterfront Plan. The BCDC plans include additional detailed policies with which projects would need to comply, as applicable.

The 2000 Amendments establish new policies for achieving maximum feasible public access to the Bay, and creation of open water through the removal of specific piers to enhance visual and physical public access to the Bay. Specific views will be preserved, and new major public plazas will be created. They replace application of BCDC’s Replacement Fill Policy in the Northeast, Ferry Building, and South Beach Waterfronts, and further set forth in detail in the Waterfront Design & Access Element of this Plan. In those Waterfront subareas, the 2000 Amendments also include provisions allowing repair and reconstruction of existing piers, and uses consistent with the Public Trust Doctrine and Burton Act.

## Proposition H

Proposition H, a ballot measure approved by San Francisco voters in 1990, required the preparation of a waterfront land use plan, including identification of acceptable and unacceptable uses on Port property which falls within BCDC's jurisdiction. In addition, Proposition H determined hotels on the subject property to be an unacceptable use. Completion of the Waterfront Land Use Plan will fulfill the provisions of Proposition H and, with the inclusion of the Port's remaining sites outside BCDC's jurisdiction, will establish comprehensive land use policies to guide the future use and development of all Port property.

## San Francisco General Plan and Planning Code

The San Francisco Board of Supervisors and the City Planning Commission adopt the San Francisco *General Plan*, Zoning Map and Planning Code provisions that govern all property within San Francisco. The *General Plan* is made up of nine elements (i.e. Commerce & Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Community Safety and Arts) containing goals, objectives and policies for the physical development of San Francisco. In addition, the *General Plan* includes area plans containing objectives and policies for specific geographic areas. Three of these area plans are applicable to Port property: Northeastern Waterfront Plan, Central Waterfront Plan and the South Bayshore Plan. The Planning Commission and Board of Supervisors, approved amendments to the *General Plan* to conform to the Waterfront Land Use Plan, which are described in more detail in Chapter 5.

Achieving conformity between the General Plan and the Waterfront Land Use Plan is important to foster consensus about the long-range development of the waterfront. However, pursuant to the Burton Act Transfer Agreement, as incorporated in the City Charter, a Planning Department finding "that a proposed capital improvement project on Port property does not conform to the *General Plan* does not preclude the Board of Supervisors from authorizing an appropriation of Port funds for the capital improvement project." (Transfer Agreement, Article VII, Sec. 20.)

The Planning Commission and Board of Supervisors have authority over Zoning Map and Planning Code provisions that establish the use and related performance and development standards, such as the height and bulk districts, and the regulations that govern development within those districts (e.g. parking, design). Special use districts, special height districts and special sign districts provide special regulations within those districts. There is a Northern Waterfront Special Use District (NWSUD) that includes Port property north of Pier 26 to Hyde Street Pier. The NWSUD includes three subareas, two of which include Port lands (NWSUD #1 and #3). In the NWSUD, there are policies and criteria that apply to new land uses, in addition to those

associated with the underlying use district classifications (C-2, Community Business; and M-1, Light Industrial) applicable to Port property.

The Planning Commission also has authority to grant conditional use authorizations, subject to appeal to the Board. The Port issues any permits or authorizations necessary for construction on Port property.

The Planning Commission and Board of Supervisors approved amendments to the Zoning Map and Planning Code to reflect the policies of the Waterfront Land Use Plan. See Chapter 5 for a discussion of the amendments, which include a proposed Waterfront Design Review process for major non-maritime projects.

## Maritime Uses

Maritime Uses consist of all uses, which depend on a waterfront location to operate and all their related support and ancillary services and activities, including those summarized below. The Port properties that are in Existing Maritime or Transitional Maritime use, or available for Maritime Expansion are shown generally on Map A: Maritime Areas, and more specifically in the Acceptable Land Use Tables in Chapter 4. More detailed descriptions of the acceptable operations associated with each maritime activity are provided in Appendix A, Background Analysis for Water-Dependent Activities, and Appendix C, Glossary of Terms.

- **Cargo Shipping.** Including shipping terminals and berths, cargo warehouses, equipment storage and repair facilities and administrative functions, and employee support services (e.g. training facilities and parking).
- **Ship Repair.** Including drydock and berthing facilities, warehouses and workshop areas, administrative functions, and employee support services (e.g. training facilities and parking).
- **Fishing Industry.** Including commercial and sport fishing harbor and berthing areas and support services (e.g. fuel docks), fish handling, distribution and processing facilities, administrative and maintenance functions, and parking.
- **Recreational Boating and Water Use.** Including facilities for swimmers, kayakers, windsurfers and other water sport enthusiasts, as well as boating facilities such as marinas, visiting boat docks, swimming and boating clubs, boat rental facilities, boat trailers and launching facilities, repair and dry storage, visitor parking, restrooms and other public facilities.
- **Ferry and Excursion Boats and Water Taxis.** Including facilities for berthing and passenger services, storage, parking, administrative functions, layover berths and fueling stations.
- **Passenger Cruise Ships.** Including passenger terminal and berthing facilities, ship servicing area, storage and visitor parking.
- **Historic Ships.** Including berthing areas, museum/exhibit space, storage and workshop space and visitor parking.
- **Maritime Support Services.** Ancillary functions needed to support maritime activities including tug and tow operations, bar pilots, ship chandlers, maintenance, storage and warehouse facilities, Foreign Trade Zone, Port maintenance facilities, and associated parking.
- **Temporary and Ceremonial Berthing.** Including temporary berthing of historic, military or other visiting vessels.
- **Maritime Office.** Administrative functions for any maritime industry (e.g. import/export businesses, legal and professional services), or offices that provide services and supplies to maritime operations.

[\*Link to Map A: Maritime Areas\*](#) (pg 49a & 50)

***[Link to Map A: Maritime Areas](#)*** (pg 49a & 50)

Maritime uses on Port property are permitted uses of Public Trust lands, as well as under the San Francisco *General Plan* and Planning Code, with a few exceptions. Under the McAteer-Petris Act and BCDC *Bay Plan* policies, those maritime uses that rely on a waterfront location to operate (e.g. navigable vessel transportation and berthing) may be permitted on existing or new fill in BCDC’s Bay jurisdiction. Between Pier 35 and China Basin, BCDC’s San Francisco Waterfront Special Area Plan identifies Open Water Area Basins where fill for maritime uses is limited as described in BCDC’s Special Area Plan. North of Pier 35 and south of China Basin Channel, some maritime support activities which are included in the definition of maritime uses in the Waterfront Plan (e.g. maritime office) are not considered to be “water-oriented” and, therefore, are not permitted in BCDC’s Bay jurisdiction.

In general, the Port’s industrial cargo shipping and ship repair operations are concentrated south of China Basin Channel from Pier 48 to Pier 96, although Piers 15, 17 and 19-23, in the Northeast Waterfront are still used for cargo warehousing. Port property in the Southern Waterfront favors container-shipping operations because of the availability of large tracts of land and maritime support services such as warehousing, transportation services, and freight rail access. This area also continues to be the most viable location for the ship repair industry, because there is adequate space to separate the industrial processes (and emissions associated with that work) from residential development.

In contrast, the majority of existing commercial and recreation oriented maritime uses, such as ferry and excursion boats, passenger cruise ships, historic ships, and recreational boating activities are located north of China Basin Channel. Two exceptions are the fishing industry, traditionally regarded as an industrial use, which continues to be centered in Fisherman’s Wharf, and the public boat launch and recreational boating facilities located south of China Basin near Pier 52. Unlike the ship repair and cargo shipping industries, where access by the general public is restricted or prohibited, the commercial and recreation-oriented maritime uses rely on public access and visibility in order to thrive. These maritime operations therefore benefit from proximity to other people-attracting activities such as commercial and residential uses.

The Waterfront Land Use Plan also identifies “Transitional Maritime Areas” on Map A, with accompanying General Land Use Policies below. For a variety of reasons, the cargo shipping-related facilities at Piers 15, 17 and 19-23 in the Northeast Waterfront are not likely to continue in cargo use over the long-term. In the Northeast Waterfront, the transition of inland properties from industrial to residential and commercial uses, coupled with the transformation of The Embarcadero to an urban boulevard, have already hampered cargo-shipping operations (particularly convenient truck access to the piers). In addition, dynamic shipping industry trends and restrictions on dredging favor consolidation and centralized cargo operations, which can best be accommodated in the Port’s Southern Waterfront. Although consolidation in the Southern Waterfront would yield maximum operational efficiency for the cargo shipping industry, this shift could require an initial capital investment for which the Port currently does not have the financial resources. These financial considerations

## General Land Use Policies for Maritime Areas

must be addressed further before determining whether Piers 15, 17 and 19-23 can be developed with uses other than the existing industrial maritime and support uses.

Although the Waterfront Land Use Plan supports continued cargo-related use of Transitional Maritime Areas for as long as such use is viable, these sites should be considered for mixed-use development if they become surplus to cargo needs.

The following General Land Use Policies apply to Existing Maritime, Maritime Expansion, and Transitional Maritime Areas, as noted. In addition, more detailed development standards are identified for specific sites in Chapter 4.

The maritime policies discussed below and in more detail in Chapter 4, provide guidance to the Port in siting its various maritime operations. However, to fully meet the Port's Public Trust responsibilities to promote navigation, fisheries and maritime commerce, the Port reserves the right to site maritime activities anywhere on Port property in response to ever-changing industry needs, subject to BCDC San Francisco Waterfront Special Area Plan fill provisions within Open Water Basins located between Piers 19 and 27, Piers 3 and 9, between the Downtown Ferry Terminal breakwater and Pier 22 ½, and between Piers 32 and 38.

### General Policies for Existing Maritime Areas

- 1 Protect and, where feasible, enhance facilities for existing maritime activities by:
  - a. Providing long-term leases and other incentives for maritime industries to invest in facility improvements and, where the economic condition of an industry does not permit such investment, seeking alternative sources of financing for needed improvements, including linkages to new non-maritime, revenue generating development located on-site or off-site.
  - b. Permitting interim uses that are not necessarily maritime-related, as a means of reserving maritime properties not currently in demand. These interim uses would be subject to General Land Use Policies for Interim Uses provided below, and should not prevent eventual reuse of the property for maritime uses.
  - c. Making efforts to avoid land use conflicts or interference with maritime operations.
  - d. Protecting existing truck and rail access where feasible.
- 2 As indicated in the Waterfront Design & Access Element, seek opportunities to increase public access to, and appreciation of, existing maritime activities by:
  - a. Providing public access to industrial maritime operations (e.g. ship repair, cargo shipping, fishing) when feasible, in a manner that does not interfere with or constrain the maritime operations. Such access may



be limited to public tours, or public viewing areas and educational displays, and need not be provided on-site.

- b.** Including new public access improvements, such as walkways and viewing areas, as part of any substantial facility upgrade for commercial and recreation-oriented maritime operations (e.g. ferry and excursion boats, cruise ships, recreational boating), if financially feasible. Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan and, where applicable, BCDC’s San Francisco Waterfront Special Area Plan.
  - c.** Permitting the development of accessory commercial services (e.g. retail convenience sales and restaurant and food sales), to meet the needs of nearby employees and businesses, including Port tenants, provided that such uses do not interfere with or preclude the primary maritime operations. Accessory commercial services also can make an area more inviting to the general public by providing places to observe and learn about maritime operations. Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan.
- 3** Accommodate seasonal overflow demand for fish-handling facilities and temporary and ceremonial berthing at any pier that can safely meet these needs.

### **General Policies for Maritime Expansion Areas**

- 4** Locate any new industrial cargo shipping and ship repair activities on Maritime Expansion Areas south of China Basin, close to maritime support services, freight rail access and truck routes.
- 5** Protect truck routes and rail access necessary to support Maritime Expansion Areas in the Southern Waterfront.
- 6** Encourage the development of new commercial and recreation-oriented maritime activities (e.g. water taxis, excursion boats, cruise ships, historic ships) on all Maritime Expansion Areas north of China Basin by:
- a.** Linking the development of the new maritime activities with complementary non-maritime public and commercial activities as part of a mixed use program which includes open spaces and public access, in order to maintain a maritime character along the water’s edge and to help finance the maritime-related capital improvements.
  - b.** Selecting locations for new maritime activities with high visibility from adjacent streets to enhance public views of the working waterfront.
  - c.** Whenever possible, taking advantage of shared visitor parking and other services and amenities at adjacent or nearby developments.

- 7 Include public access improvements such as boardwalks, plazas, viewing areas, and educational exhibits in new maritime development, where feasible. The nature of these public access improvements will vary depending on whether they are within commercial or industrial developments. Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan and, where applicable, BCDC's San Francisco Waterfront Special Area Plan.
- 8 Permit recreational boating and water activities in a variety of locations at the Port, including sites south of China Basin, provided that the type of recreational activity is compatible with the industrial or commercial nature of the maritime uses in the area.
- 9 Accommodate seasonal overflow demand for fish-handling facilities and temporary and ceremonial berthing at any pier that can safely meet these needs.
- 10 Permit the development of accessory commercial services, such as retail convenience sales and restaurant and food sales, to meet the needs of nearby employees and businesses, including Port tenants, provided that such uses do not interfere with or preclude the primary maritime operations.

#### **General Policies for Transitional Maritime Expansion Areas (Piers 15, 17, 19–23)**

- 11 Maritime activities permissible in Existing Maritime or Maritime Expansion Areas are permissible and encouraged in Transitional Maritime Areas until the area is determined to be no longer required or suitable for maritime use exclusively, subject to BCDC San Francisco Waterfront Special Area Plan fill provisions.
- 12 Permit temporary and ceremonial berthing at any facility that can safely meet this need.
- 13 Prior to approving any new development projects on Piers 15,17 or 19-23, complete a review process that considers the following criteria to determine if, on balance, Piers 15,17 or 19-23 are no longer viable exclusively for maritime activities:
  - a. Are there limitations regarding the site location, on-site structures and improvements, or other site characteristics that no longer enable the facility to be operated exclusively for maritime activities?
  - b. Are there off-site conditions beyond the control of the Port Commission that have rendered the site unsuitable for exclusive use for maritime activities?
  - c. Are alternative facilities available which would enhance the viability of the maritime activities?

- d. Would continuation of maritime activities on the site require excessive Port resources, resulting in a significant financial hardship and/or operational inefficiency for the Port?
- e. Have all reasonable measures been taken to provide alternate facilities that meet the operational needs of both the maritime operator and the Port, including meeting financial requirements to make the necessary capital improvements at new locations?

**Additional General Policies for Existing Maritime, Maritime Expansion and Transitional Maritime Areas**

- 14 In recognition of the Port’s Public Trust responsibilities to promote navigation, fisheries and maritime commerce, permit substitution of one maritime activity for another, as needed to meet changing maritime industry trends, subject to BCDC San Francisco Waterfront Special Area Plan fill provisions.
- 15 Continue to give the Port broad discretion in maximizing opportunities for maritime activities, by simplifying permitting, design review and other regulatory requirements.
- 16 Prohibit new private maritime-related clubs with exclusive memberships (i.e. members must be voted in). Allow other maritime-oriented clubs, that may charge membership fees, but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.
- 17 Maximize efficient use of new and existing parking facilities in a manner that does not hamper maritime business operations and minimizes adverse impacts on public access.
- 18 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman’s Wharf area, reviewed by the Fisherman’s Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

## Open Spaces and Public Access

The Waterfront Land Use Plan identifies existing and new Open Spaces and Public Access sites generally on Map B and more specifically in the Acceptable Land Use Tables in Chapter 4. Open spaces and public access on Port property are permitted uses of Public Trust lands, and can be allowed under the San Francisco *General Plan* and Planning Code. Under the McAteer-Petris Act and BCDC Bay Plan policies, public access, i.e., open space oriented towards the Bay either physically or visually, is generally required, and may be created on replacement fill or on minor amounts of new fill in BCDC's Bay jurisdiction. Open Water Basins, both existing (opposite Rincon Park, and Broadway) and new (adjacent to the Northeast Wharf and Brannan Street Wharf plazas) are also identified on Map B.

Historically, there were relatively few open space and public access improvements on Port property because of the maritime and industrial uses that dominated the waterfront. However, changing land use patterns over the last 20 years have created opportunities to transform significant stretches of the Port waterfront to open spaces and public access.

The Pier 7 fishing and open space pier at the foot of Broadway is the most recent (completed in 1990), and perhaps most successful, open space amenity constructed at the Port. This elegant pier extends 900 feet into the Bay, offering stunning views of the City and the water. It has received a number of awards for design excellence and has already become a well-known waterfront landmark. South of the Ferry Building, the Embarcadero promenade extends along the water's edge from the Agriculture Building to Pier 221/2 near the Bay Bridge, providing a popular lunch retreat for downtown workers. Other public access improvements at Pier 39 in Fisherman's Wharf provide views of the marina and playful sea lions, and extensive landscaped gardens to delight the many visitors attracted to the area. In addition, volunteer citizen efforts currently underway along Islais Creek have resulted in new landscaping and public access improvements that are compatible with ongoing maritime and industrial operations in the area.

Unfortunately, not all of the open spaces at the Port have been improved to their full potential, and many do not provide maximum public benefits. The Ferry Plaza on the bayside of the Ferry Building, and Warm Water Cove and Pier 98 in the Southern Waterfront, are examples of these underutilized resources. Other Port sites have been proposed or approved for major open spaces, but have not yet been developed. These include Rincon Point and South Beach Parks included in the *Rincon Point-South Beach Redevelopment Plan*, and other waterfront open spaces approved as part of the *Mission Bay Redevelopment Plans*.

To address existing shortcomings, the Waterfront Design & Access Element includes special emphasis on public access and open spaces. Policies in the Element call for creation of a "PortWalk", developed through public and private investment, which includes a variety of open spaces, services and improvements to make them more attractive to the public (See Chapter 3 of the Design & Access Element). The Port will be responsible for developing two new public plazas between Pier 35 and China Basin (the Northeast Wharf at Pier 27, and the Brannan Street Wharf, requiring the removal of Piers 34 and 36).

*[Link to MapB: Open Spaces and Public Access](#)* (pg 57a & 58)

*[Link to MapB: Open Spaces and Public Access](#)* (pg 57a & 58)

## General Land Use Policies for Open Spaces and Public Access

When fully developed, the open spaces and public access areas shown on Map B, will provide substantial and varied opportunities for public enjoyment on a greater number of waterfront sites than identified in the City's *General Plan*. In addition, the landscaping and public access improvements under construction as part of the Waterfront Transportation Projects will establish continuity and a uniform design standard for other new waterfront open spaces and public access improvements. This integrated series of open spaces and public access areas will complement the San Francisco segments of the regional Bay Trail that, when completed, will extend around the perimeter of San Francisco Bay.

The main constraint to realizing this future has been insufficient Port or City funds for these ambitious improvements. The Waterfront Transportation Projects have been paid for primarily with federal and state transportation funds. The Port actively pursues state and federal grants to fund public access projects, such as the \$500,000 grant it recently secured for public access improvements at Pier 47A in Fisherman's Wharf. The Port should make efforts to obtain City Recreation and Park Department funds for open space acquisition, renovation and maintenance improvements. Under this plan, the Port will have the opportunity to undertake new revenue-generating developments to help create and maintain open spaces and public access improvements. As part of a joint planning process to establish consistent Port and BCDC planning documents, the Port will establish a fund to remove Piers 24, 34, and 36, a portion of the Pier 23 shed and the valley between Piers 15 and 17, and develop two new public plazas, the Northeast Wharf and Brannan Street Wharf plazas. Further details regarding the implementation of these public open space improvements is provided in Chapter 4 (Northeast Waterfront and South Beach Waterfront Subareas) and 5.

The General Land Use Policies listed below apply to Existing and New Open Spaces and Public Access, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4 and in the Waterfront Design & Access Element.

### General Policies for Existing and New Open Spaces and Public Access

- 1 Ensure a diversity of Open Spaces and Public Access, which may be achieved in different ways depending on location: places that provide access to the water; quiet, contemplative places for passive enjoyment; active places for civic gatherings and other urban events that draw large crowds; places for biking and foot race events; places that restore the environment and support wildlife habitats; places to learn about waterfront activities and the Bay environment; and places that appeal to children and seniors.
- 2 Provide public facilities (e.g. restrooms, public phones, drinking fountains, information kiosks) in Open Spaces and Public Access areas wherever desirable and feasible as indicated in the Waterfront Design & Access Element.

- 3 North of China Basin, route pedestrian paths and circulation in Open Spaces and Public Access areas in new development projects to create a “PortWalk” that maximizes connections with the Bay, the pedestrian promenade along The Embarcadero, and the regional Bay Trail as indicated in the Waterfront Design & Access Element. As part of the PortWalk, create a “Bayside History Walk” public access element in projects within rehabilitated historic pier sheds and bulkhead buildings. Bayside History Walk improvements may be interior or exterior public access features that provide unique paths, interpretive exhibits, amenities and views to access and appreciate the waterfront’s historic architecture and maritime heritage.
- 4 Provide public access around the perimeter of piers, wherever safe and feasible as indicated in the Waterfront Design & Access Element and the BCDC Special Area Plan.
- 5 Continue to pursue government and private funding and other financing strategies to cover capital and maintenance costs and to improve the appearance of Existing and New Open Spaces and Public Access.
- 6 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman’s Wharf area, reviewed by the Fisherman’s Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

#### **General Policies for New Open Spaces and Public Access**

- 7 Encourage and support volunteer citizen efforts to create public access improvements by assisting with grant and funding acquisition, and facilitating the permit review process.
- 8 Whenever possible, link the development of New Open Spaces and Public Access to the development of new commercial activities that would help activate the public areas as well as provide sources of development and maintenance financing.
- 9 Where space permits, allow accessory commercial activities (e.g. food and beverage stands or carts, bike or skate rentals) to provide services to open space visitors as indicated in the Waterfront Design & Access Element.
- 10 Protect open spaces from shadow and wind impacts from adjacent development, according to applicable law.



## Residential Uses

Existing residential development on Port property currently is located on Seawall Lots 331, 332 and 333 in the South Beach area, all of which have been developed with below-market rate housing (Delancey Street and Steamboat Point Apartments.) Prior to approval and construction of housing on those sites, the Port, State Lands Commission and the Legislature adopted special findings determining that those seawall lots were surplus to the needs of the Public Trust before those units were built, because residential use is not consistent with the Public Trust. Under limited conditions, New Residential Uses may be developed on most seawall lots in Waterfront Mixed Use Opportunity Areas north of China Basin shown on Map C and on other sites as indicated in the Acceptable Land Use Tables in Chapter 4. As discussed in the introduction to this Chapter, pursuant to the Public Trust doctrine, any sites developed with housing must be declared surplus to the needs of the Trust. Such a declaration may be appropriate for these lots because the land involved is separated from the water, constitutes a small portion of the land in the Public Trust, and could be more useful to the overall development of the waterfront as housing than if retained for a strictly Trust use.

Residential use adjacent to mixed-use developments on piers would increase the security of public access areas along the waterfront by introducing day and nighttime activities. Successfully designed and developed, Residential Uses on Port property will play a key role in reuniting the City with its waterfront. Adjacent to the Port, there are several established and new residential neighborhoods mixed with commercial businesses, particularly in the Northeast Waterfront and South Beach areas. Additional residential development on Port seawall lots could complement these emerging inland neighborhoods.

## General Land Use Policies for New Residential Uses

The General Land Use Policies listed below apply to New Residential Uses. In addition, more detailed development standards are identified for specific sites in Chapter 4.

- 1 Permit New Residential Uses on seawall lot sites specified in Chapter 4 if those sites are not required to support maritime activities on adjacent piers.
- 2 Permit accessory commercial uses within residential developments, particularly on the ground floor, to provide activities and interest for pedestrians, as well as goods and services for residents.
- 3 Permit social and common areas which could be available for community meetings to serve on-site or nearby residents.
- 4 Ensure that new residential development meets the requirements of the Waterfront Design & Access Element and the following design objectives:
  - a. For projects that front on The Embarcadero, include landscaping or other design amenities that both

protect the privacy of the residents and enhance the public access improvements constructed as part of the Waterfront Transportation Projects, thereby creating a transition between the City and waterfront activities.

- b. Avoid massive buildings and protect visual access to the waterfront by incorporating terraced or other building designs where appropriate.

- 5 Comply with applicable City policy regarding provision of affordable housing for New Residential Uses.
- 6 Coordinate with the State Lands Commission to lift the Public Trust on any seawall lots proposed for New Residential Uses which yield fair market return and generate surplus revenue to fund Public Trust-related Port activities, consistent with provisions of the *Burton Act*.

## Commercial Uses

Commercial Uses consist of the uses listed below, which have been designated as land use options on one or more of the Waterfront Mixed Use Opportunity Areas or Existing (Long-term) Residential or Commercial Use Areas shown generally on Map C and, more specifically, on sites indicated in the Acceptable Land Use Tables in Chapter 4. Commercial Uses are divided into two groups which are described below: those permitted on piers and those permitted on seawall lots. (Further descriptions are provided in Appendix C, Glossary of Terms.)

Non-maritime commercial uses will be carefully considered to ensure that the use is permissible under State law (i.e. the *Burton Act* and BCDC policies and regulations). For example, before the Port would grant a long-term lease for a commercial use on a pier, it would determine whether the use promoted the Public Trust by attracting people to use and enjoy the Bay or was an incidental part of an overall program of harbor development. If the proposed use was to be located within BCDC's Bay jurisdiction north of Pier 35 or south of China Basin, or between Pier 35 and China Basin but outside the existing pier footprint, the use would also have to be water-oriented or located within an historic structure listed on the National Register of Historic Places, in addition to meeting other criteria. Commercial uses on seawall lots would be outside of BCDC's jurisdiction; some seawall lots may also be free of Trust restrictions or available for longer term leases than pier sites. These commercial uses also can be allowed under the San Francisco *General Plan* and Planning Code as permitted or conditional uses, depending on the zoning district in which they are located.

### Commercial Uses on Piers

- Artist/Designers Studios and Galleries - Includes craft studios and galleries
- Assembly and Entertainment - Includes conference facilities, theaters (cinemas and live performances), night clubs and nighttime entertainment venues, amusement parks, exhibition halls, public markets, children's entertainment
- Recreational Enterprise - Includes facilities offering recreational and athletic fitness services
- Museums
- Parking (accessory to acceptable uses only)
- Retail - Includes retail goods and services, eating and drinking establishments, and public markets
- Visitor Services
- Warehousing/Storage (excludes mini-storage on piers or within 100 feet of the shoreline)
- Wholesale Trade/Promotion Center - Includes wholesale trade promotion for a type of product, for example, California products (e.g. gourmet foods, wine, seafood, or other agricultural products), with related exhibit and conference facilities and import/export services.
- General Office (in buildings that are listed in the National Register of Historic Places, and bulkhead and connector buildings, or if an incidental part of a larger development project of Trust uses).

### Commercial Uses on Seawall Lots

- Commercial Uses on Piers, as described above
- Hotel
- General Office (Pursuant to the *Burton Act*, seawall lots developed with General Offices must be declared surplus to maritime needs.)
- Parking (general parking facilities and parking accessory to acceptable uses)
- Warehousing/Storage (including mini-storage warehouses on seawall lots)

There has been very little new commercial development on Port property within the last 20 years. Many of the existing commercial uses in the Northern Waterfront were developed before 1980 as single-use establishments, including Alioto's, The Franciscan and other seafood restaurants, the Blue Shield office building in Fisherman's Wharf, and the Francisco Bay Office Park in the Northeast Waterfront.

One exception is Pier 39, the visitor-oriented retail and entertainment complex in Fisherman's Wharf, which was built in 1978 as a mixed-use maritime complex. Although some critics consider the development too tourist-oriented, and not properly oriented towards the water, Pier 39 nevertheless successfully integrates marina and excursion boat activities and public access features which have greatly improved the appearance of the area.

The Waterfront Land Use Plan promotes a variety of commercial activities, including both revenue-generating and non-profit uses. As discussed more fully in the Introduction to Chapter 4, the Plan strongly encourages that, where feasible, new commercial development on piers be a part of mixed-use developments (in new "Waterfront Mixed Use Opportunity Areas") which include maritime uses and open space and public access to bring day and nighttime activity to the waterfront and foster long term public-oriented activities on Port property. If planned and executed in a coordinated fashion, this flexible, mixed-use development approach offers excellent opportunities to reunite the City with waterside attractions and amenities. To achieve this goal, the Waterfront Design & Access Element provides additional policies for the design of new development, including policies on public access, views and historic preservation. In addition to the existing Port properties discussed in this Plan, any new properties that the Port may acquire or control may be considered for mixed-use development.

New public transit service will greatly improve access to new developments on Port property, and should be promoted as a primary mode of transportation. However, new assembly, entertainment and other public-oriented uses along the waterfront, particularly those attracting people during the evenings and weekends, will require additional parking. Wherever parking is provided, appropriate efforts should be made to maximize the efficient use of new and existing parking and minimize adverse impacts on public access pursuant to BCDC Special Area Plan Transportation and Parking Policies.

The development of major new commercial uses, particularly in mixed-use developments on piers and waterside sites, will also provide opportunities to establish a "PortWalk", a new way to experience the sights and sounds of waterfront activities, by extending public access onto piers and connecting it to pedestrian improvements along The Embarcadero. The Waterfront Design & Access Element includes further discussion and description of qualitative standards for PortWalk improvements.

The Waterfront Plan also promotes low-scale development along most of the waterfront, consistent with the existing 40 foot height limits which apply to all piers, except in the Ferry Building area where there is an 84 foot height limit. Most of the Port's seawall lots also have a 40-foot height limit, with 84 foot and 105 foot height limits for a few parcels and the planned ballpark site on Pier 46B which has a height limit of 150 feet. All of the permitted commercial uses can be developed within these existing height limits.

[Link to MapC: Residential and/or Commercial Uses](#) (pg 65a & 66)

***[Link to MapC: Residential and/or Commercial Uses](#)*** (pg 65a & 66)

## General Land Use Policies for Commercial Uses

The following General Land Use Policies apply to existing and New Commercial Uses, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

### General Policies for Existing Commercial Uses

- 1 Seek to improve public access and make the shoreline more attractive when renegotiating leases or issuing permits for Existing Commercial Uses, consistent with the Waterfront Design & Access Element.
- 2 Ensure that the Port is receiving fair market rents for its facilities wherever possible.
- 3 Seek new commercial tenants who will generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield ground lease payments to the Port to meet other capital and operational costs.
- 4 For Port seawall lots located along The Embarcadero between Powell and Vallejo Streets which are developed with Existing Commercial Uses, provide opportunities for conversion to other uses, when desirable to increase the revenue-generating potential and/or complement uses developed on adjacent Port sites. As indicated in the Waterfront Design & Access Element, any new uses should be sensitive to the character and scale of development in adjacent non-Port areas.
- 5 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

### General Policies for New Commercial Uses

- 6 Wherever possible, seek New Commercial Uses on seawall lots, piers, or waterside properties which generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield fair market return to the Port to meet other capital and operational costs.

- 7 Consistent with the Public Trust, encourage New Commercial Uses on piers or waterside properties, preferably as part of mixed-use developments, which include maritime activities and public access or open space amenities, primarily located in areas north of China Basin. In BCDC Bay jurisdiction north of Pier 35 and south of China Basin, or between Pier 35 and China Basin but outside the existing pier footprint, ensure that New Commercial Uses are water-oriented. Developments are subject to other BCDC policies as set forth in the BCDC Special Area Plan.
- 8 Permit the mix of uses to be distributed among adjacent piers and seawall lots which together would complement neighboring developments and thus unite the waterfront with the rest of the City.
- 9 Respond to the needs and interests of the widest feasible range of user groups in new mixed-use developments (including seniors, children, San Francisco's diverse cultural community, disabled persons and other groups with special needs).
- 10 Major developments on waterside properties should highlight maritime features and incorporate public access improvements which maximize visual connections (and physical contact, to the extent possible) with the water as further described in the Waterfront Design & Access Element.
- 11 Provide affirmative action to maximize opportunities for minority and women- owned businesses and small businesses to participate in waterfront business enterprises. Extend waterfront business opportunities to non-profit operations whenever possible.
- 12 Prohibit new private clubs with exclusive memberships (i.e. members must be voted in). Allow other clubs that may charge membership fees ( e.g. YMCA), but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.
- 13 As further described in the Waterfront Design & Access Element, create a PortWalk made up of integrated public access walkways and plazas which connect major new developments on piers with public sidewalks and rights-of-way along The Embarcadero. The PortWalk should:
  - a. Guide pedestrian circulation in and among activities on piers and along pier perimeters wherever possible;
  - b. Maximize views of the water;
  - c. Provide a continuous waterside pedestrian walk from Fisherman's Wharf to China Basin and in waterfront areas south of China Basin wherever possible;



- d. Create a Bayside History Walk to provide public access with interpretive amenities to quiet spaces behind and within historic maritime structures;
  - e. Include signage describing maritime activities and historical points of interest along the way;
  - f. Provide adequate lighting and security to promote public use during the day and night.
- 14** Develop projects which are consistent with the Waterfront Design & Access Element and which meet the following objectives for mixed use developments:
- a. Coordinated building designs, particularly for projects that include more than one site, to achieve a cohesive, complementary blend of architectural styles among adjacent sites.
  - b. Coordinated landscaping and public access improvements to complement and enhance the Waterfront Transportation Project improvements along The Embarcadero (where applicable).
  - c. Terraced building designs or other design treatments which protect views of the Bay and avoid massive buildings.
  - d. Locations from which to view the City from the water.
  - e. Building designs which protect open spaces from shadows and wind impacts from adjacent development, according to applicable law.
  - f. Sufficient building service (e.g. trash, storage) and loading space for delivery and service vehicles, without detracting from the building design.
- 15** Promote architectural excellence in the design of New Commercial Uses in a manner which is sensitive and compatible with the existing building scale and architectural and historic character of surrounding development and is consistent with the Waterfront Design & Access Element.
- 16** As a general rule, maintain a low scale of development on piers to minimize impacts on views, consistent with existing waterfront height limits and the Waterfront Design & Access Element.
- 17** Promote the use of public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities, particularly for new development north of China Basin, by implementing any of the following, (where applicable):
- a. Establish shared parking among Port-operated parking facilities, and with non-Port parking operations in adjacent areas, which are conveniently located to serve daytime, evening and weekend activities at the Port.
  - b. Where sufficient nearby parking is not available, provide shuttle service between new development and parking facilities.

- c. Limit the amount of available long-term (all day) parking.
  - d. Promote ride sharing and the use of public transit through the sale of transit passes, provision of van pool/car pool parking spaces, and joint promotional campaigns with transit providers.
  - e. Provide parking information and signage systems to direct visitors to nearby underutilized parking locations.
- 18** If there is no alternative seawall location, permit limited accessory parking on piers if the parking:
- a. Is enclosed or otherwise screened from view.
  - b. Does not interfere with public access areas.
  - c. Does not generate significant traffic congestion on The Embarcadero.
  - d. Complies with applicable BCDC requirements if the pier is in Bay jurisdiction (e.g. “no upland alternative”).
- 19** Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman’s Wharf area, reviewed by the Fisherman’s Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

## Other Uses

The Waterfront Land Use Plan also provides opportunities for activities other than Maritime Uses, Open Spaces and Public Access, and Commercial and Residential Uses. Development opportunities for Power Plants and Sports Facilities are limited to one area each. In lieu of General Land Use Policies provided in this Chapter, site-specific development standards for these uses are presented in Chapter 4. (For Power Plants, including cogeneration facilities, see Chapter 4, the Southern Waterfront; for Sport Facilities see Chapter 4, The South Beach/China Basin Waterfront). General Land Use Policies for Academic Institutions, Transportation Services, Community Facilities and General Industry are provided below, with further site-specific development standards presented in Chapter 4. All of the “Other Uses” are defined in Appendix C, Glossary of Terms. In addition to the policies and development standards, proposals for any “Other Uses” will be carefully reviewed to ensure that the use is permissible under the Burton Act, BCDC policies and regulations, and applicable *General Plan* and Planning Code requirements.

**General Land Use Policies for Academic Institutions**

- 1 Prior to development, prepare a campus plan which addresses the following:
  - a. Provision of public access improvements.
  - b. Transportation plans which promote public transit use and include a parking mitigation program, if applicable.
- 2 To the maximum extent feasible, provide short courses and workshops (for example, on a pay-as-you-go basis) which provide varied educational opportunities to the general public.
- 3 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission, including storm water drainage policies for new construction and facility improvement projects.

**General Land Use Policies for Transportation Services**

- 1 In major developments, encourage ticket sales for all local and regional modes of transportation service to and within San Francisco.
- 2 Plan vehicle staging areas which minimize congestion on nearby streets and adverse impacts on public access.
- 3 Provide attractively designed and inviting passenger waiting and service areas to encourage use of transportation services, whenever feasible.
- 4 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

**General Land Use Policies for Community Facilities**

- 1 Allow public safety and other community service facilities on sites which are strategically located to provide service to the Port or the City.
- 2 Where rational and feasible, combine community services (e.g. community meeting rooms, post offices) with other uses which activate the waterfront.
- 3 Maintain the Port Executive Director's authority to direct the utilization of Port facilities for medical airlift and other emergency services.

- 4 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee) including storm water drainage policies for new construction and facility improvement projects.

### **General Land Use Policies for General Industry**

- 1 Allow general industry as permanent uses only on seawall lots that are determined to be surplus to the Public Trust for the length of the lease term.
- 2 Avoid general industry uses that would have significant adverse environmental impacts on water quality or natural resources that can not be mitigated.
- 3 Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission, including storm water drainage policies for new construction and facility improvement projects.

### **Interim Uses**

The Port's ongoing management responsibilities, in combination with the following facts, require the development of a clear policy to guide the interim use of Port property:

- The Port's limited financial reserves have precluded the Port from making long-term improvements to many of its deteriorating properties.
- The development of long-term, revenue-generating waterfront development projects will occur incrementally, given the substantial financial requirements of repairing aging facilities and incorporating maritime uses and public access as promoted in the Waterfront Land Use Plan.
- Absent significant new revenue sources, the Port must maximize the productivity of its existing facilities in order to generate the revenues necessary to fund its ongoing operations and legally mandated activities, and to build cash reserves for future capital investments.
- The revitalization of Port property can begin sooner if new businesses, programs and activities are initiated, even on an interim basis, to bring more workers, residents and visitors to the waterfront.

As discussed in the introduction to this Chapter, under the Burton Act Public Trust lands may be leased for interim, short-term uses pending their ultimate development for a Trust use. Similarly, BCDC includes provisions for interim uses on property designated for port-priority use in the BCDC/Metropolitan Transportation Commission *San Francisco Bay Area Seaport Plan* which includes much of the Port's property south of China Basin Channel. In addition, the San Francisco Planning Code sets additional standards. Therefore prospective tenants who would like to rent existing space for a 10 year period, for example, are subject to most of the same regulatory processes as a developer who would like to pursue a new major development project which will have a 50 year life.

### **General Land Use Policies for New Interim Uses**

The following General Land Use Policies apply to sites for Interim Uses in the three different areas of Port property described below. In addition, more detailed development standards are identified for specific sites in Chapter 4.

#### **General Policies for Areas North of China Basin Channel and Within BCDC's 100-Foot Shoreline Band**

- 1 Where market trends or limited Port resources prevent rehabilitation and reuse consistent with long term objectives for the site, promote the productive use of piers and pier-head and bulkhead buildings on an interim basis, instead of allowing those facilities to stand vacant, by:
  - a. In general, allowing interim uses for terms of up to five years within or on existing structures, provided no major repairs to the facility or substructure are necessary to permit the uses to occur, and the uses do not significantly contradict the overall objectives of the Waterfront Land Use Plan. Examples of such interim uses include: small business incubator industries, academic institutions, community facilities, parking or warehousing.
  - b. Where longer amortization periods are needed, allowing renewal of leases for one additional five year period.
  - c. Considering longer term uses only in exceptional cases where there is thorough and public review pursuant to the Waterfront Plan Implementation Process outlined in Chapter 5. (When appropriate, leases for longer term interim uses could include an amortization schedule with a buy out provision so that permanent uses can be developed as soon as feasible. The Port, as a public agency, has the power of condemnation and can always recover its property for a public purpose.)
  - d. Recognizing that interim uses cannot be expected to support the same level of public access improvements as permanent uses.

- e. Allowing principal permitted uses in C-2 Districts (“Community Business” a common district designation on adjacent non-Port property which permits retail, restaurants, office and a range of other commercial activities) to be approved as interim uses through a streamlined entitlement process.
- 2 Provide affirmative action to maximize opportunities for minority and women-owned businesses to participate in waterfront business enterprises.
  - 3 Protect the environment and ensure compatibility with adjacent uses when authorizing interim uses by:
    - a. Reviewing the list of principal permitted uses in a C-2 District and prohibiting those which could present a particular threat to the environment if conducted on a pier.
    - b. Reviewing the list of principal permitted uses in a C-2 District and placing additional limitations on those uses located within 100 feet of any residential district which would generate excessive noise, dust or glare.
    - c. Avoiding interim uses which significantly contradict the overall goals and objectives of the Waterfront Land Use Plan.

#### **General Policies for Seawall Lots North of China Basin Channel**

- 4 Where market trends or limited Port resources prevent development consistent with long term objectives for the site, promote the productive use of vacant seawall lots on an interim basis by:
  - a. In general, allowing interim uses for terms of up to five years.
  - b. Permitting the use of seawall lots for open-air parking lots.
  - c. Permitting principal permitted uses in a C-2 District (“Community Business,” which permits retail, restaurants, office and a range of other commercial activities) to be approved as interim uses through a streamlined entitlement process.
  - d. Allowing renewal of leases for additional five-year terms if the interim use continues to be compatible with surrounding activities. (When appropriate, leases for longer term interim uses could include an amortization schedule with a buy out provision so that permanent uses can be developed as soon as feasible. The Port, as a public agency, has the power of condemnation, and can always recover its property for a public purpose.)
  - e. Discouraging construction of any facilities which would tend to deter redevelopment of seawall lots for permanent uses, but permit temporary structures or structures which are easily removed such as carnival tents, roadside produce stands, diners or converted railcars (e.g. Victoria Station Restaurant) to promote uses and activities which would enliven the area.

- 5 If the use of a temporary structure is identified in the Waterfront Land Use Plan as an acceptable permanent use, authorize that use for a term of up to fifteen years notwithstanding that the use may not satisfy all guidelines appropriate to permanent structures on the site.
- 6 Provide affirmative action to maximize opportunities for minority and women-owned businesses to participate in waterfront business enterprises.
- 7 Protect the environment and ensure compatibility with adjacent uses when authorizing interim uses by:
  - a. Reviewing the list of principal permitted open-air uses in a C-2 District and prohibiting those uses which would present a particular threat to the environment because of the potential for groundwater or soil contamination.
  - b. Reviewing the list of principal permitted uses in a C-2 District and placing additional limitations on those uses located within 100 feet of any residential district which would generate excessive noise, dust or glare.
  - c. Avoiding interim uses which significantly contradict the overall goals and objectives of the Waterfront Land Use Plan.

**General Policies for Areas South of China Basin Channel  
Including Sites Within BCDC/MTC Bay Area Regional Seaport Plan Area**

- 8 Permit interim uses generally for periods of one to ten years, with exceptions for twenty to thirty years as needed to make productive economic use of the property, by:
  - a. Permitting interim uses on sites that are not necessarily maritime-related, as a means of supporting maritime industries suffering temporary decline.
  - b. Encouraging interim uses, such as general warehousing and distribution operations, that can use existing facilities, thereby preserving those facilities for ultimate re-use for maritime purposes.
  - c. Encouraging interim uses which can use raw land with a minimal level of improvement to the property, such as bus or truck storage or other open air uses. Screen such uses from view, where necessary, if adjacent to residential or commercial districts.
  - d. Permitting construction of new facilities with a sufficiently long lease term to allow amortization of the improvements for long-term interim uses which are not necessarily maritime-related uses. Before allowing long-term interim uses, establish procedures for determining that sites can be encumbered without undermining the Port's future maritime business opportunities.

- 9 Where appropriate, leases for longer term interim uses could include an amortization schedule with a buy out provision so that permanent uses can be developed as soon as feasible. The Port, as a public agency, has the power of condemnation, and can always recover its property for a public purpose.
- 10 Maintain existing City zoning designation of M-1 or M-2 (“Light Industry” and “Heavy Industry,” respectively, which permit a full range of commercial, industrial and manufacturing uses) to permit a broad range of productive uses.
- 11 Provide affirmative action to maximize opportunities for minority and women-owned businesses to participate in waterfront business enterprises.
- 12 Ensure compatibility of interim uses with current and anticipated future uses of adjacent non-Port areas by:
  - a. Limiting interim uses on Port property between Pier 52 and Pier 66 to terms of one to ten years, unless the uses would be compatible with uses planned for adjacent and nearby property approved in the *Mission Bay Redevelopment Plans*, as may be amended from time to time.
  - b. Complying with all existing environmental regulations (e.g. restrictions on noise, emissions, and transportation congestion) in order to avoid significant public health, safety and other impacts of industrial activities.
  - c. Avoiding interim uses that significantly contradict the overall goals and objectives of the Waterfront Land Use Plan.



## Unacceptable Non-Maritime Land Uses

Proposition H directs the following criteria to be considered in determining unacceptable non-maritime uses:

- 1 Does the land use need to be located on the waterfront in order to serve its basic function?
- 2 Is the land use compatible with existing or planned maritime operations or surrounding parcels, if any?
- 3 Does the land use provide the maximum feasible public access?
- 4 Does the land use improve the ecological balance of San Francisco Bay?
- 5 Does the land use protect the waterfront's architectural heritage?
- 6 Does the land use represent the best interests of the people of the City and County of San Francisco and/or State of California?

The uses listed below are determined by the Port Commission to be unacceptable on piers or within 100 feet of the shoreline.

### Unacceptable Non-Maritime New Uses\*

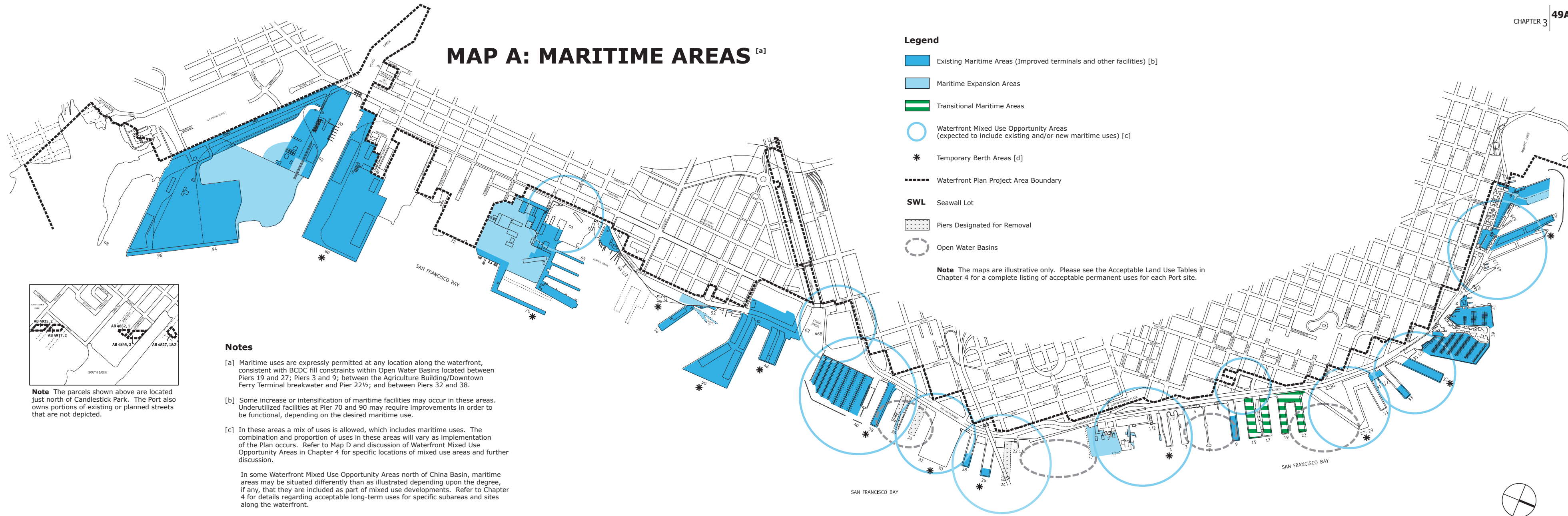
- non-maritime private clubs
- residential
- non-accessory parking\*\*  
(i.e. general parking which is not provided as a requirement for new development)
- adult entertainment
- non-marine animal services
- mortuaries
- heliports  
(except for landings for emergency or medical services)
- oil refineries
- mini-storage warehouses
- hotels\*\*\*
- sports facilities with seating capacity greater than 22,000 unless approved by San Francisco voters at an election.

\* Proposition H does not prevent any unacceptable non-maritime land uses existing as of January 1, 1990 from continuing in operation or expanding on its existing site in a manner consistent with all other applicable laws and regulations.

\*\* Non-accessory parking is a permitted interim use, but not a permanent use.

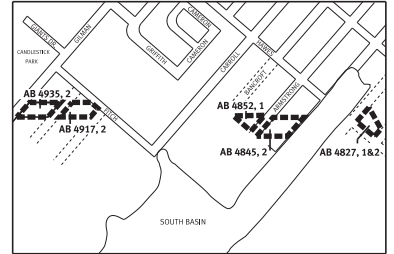
\*\*\* Hotels already are designated as an unacceptable use in the adopted Proposition H Ordinance.

# MAP A: MARITIME AREAS [a]



- Legend**
- Existing Maritime Areas (Improved terminals and other facilities) [b]
  - Maritime Expansion Areas
  - Transitional Maritime Areas
  - Waterfront Mixed Use Opportunity Areas (expected to include existing and/or new maritime uses) [c]
  - \* Temporary Berth Areas [d]
  - Waterfront Plan Project Area Boundary
  - SWL** Seawall Lot
  - Piers Designated for Removal
  - Open Water Basins

**Note** The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



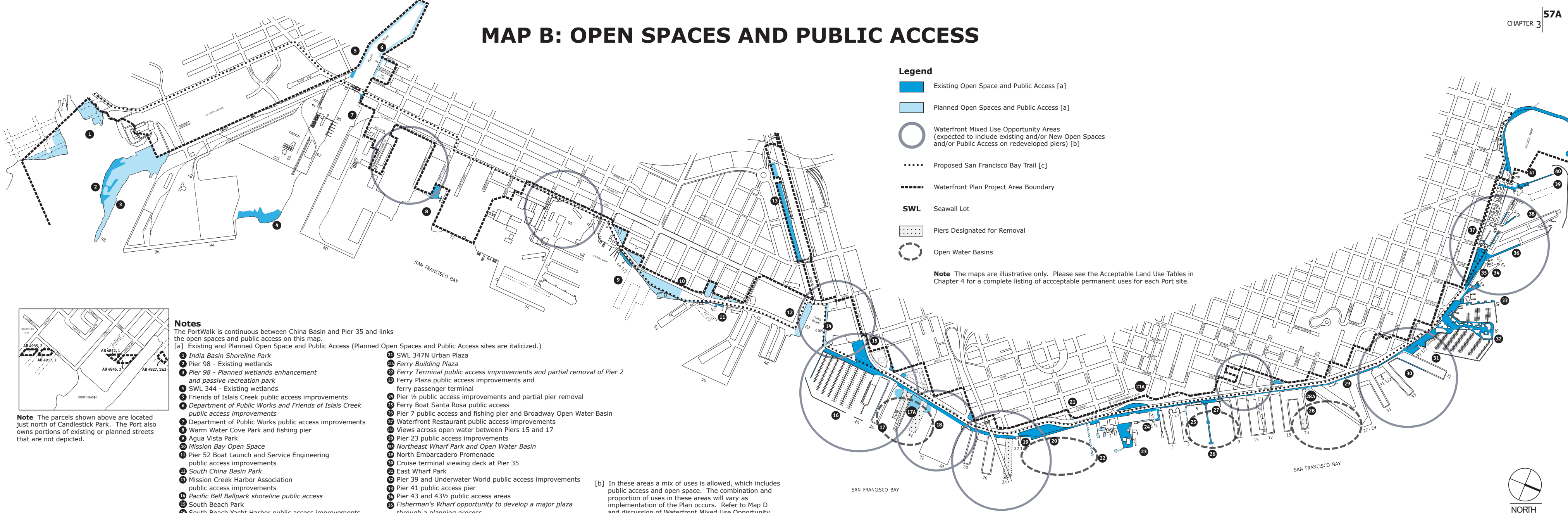
**Note** The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.

**Notes**

- [a] Maritime uses are expressly permitted at any location along the waterfront, consistent with BCDC fill constraints within Open Water Basins located between Piers 19 and 27; Piers 3 and 9; between the Agriculture Building/Downtown Ferry Terminal breakwater and Pier 22½; and between Piers 32 and 38.
- [b] Some increase or intensification of maritime facilities may occur in these areas. Underutilized facilities at Pier 70 and 90 may require improvements in order to be functional, depending on the desired maritime use.
- [c] In these areas a mix of uses is allowed, which includes maritime uses. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.  
  
In some Waterfront Mixed Use Opportunity Areas north of China Basin, maritime areas may be situated differently than as illustrated depending upon the degree, if any, that they are included as part of mixed use developments. Refer to Chapter 4 for details regarding acceptable long-term uses for specific subareas and sites along the waterfront.
- [d] Temporary berthing occurs at various locations along the waterfront and is an acceptable use at most piers. Piers that are used most frequently for temporary berthing are designated with an asterisk.



# MAP B: OPEN SPACES AND PUBLIC ACCESS



- Legend**
- Existing Open Space and Public Access [a]
  - Planned Open Spaces and Public Access [a]
  - Waterfront Mixed Use Opportunity Areas (expected to include existing and/or New Open Spaces and/or Public Access on redeveloped piers) [b]
  - Proposed San Francisco Bay Trail [c]
  - Waterfront Plan Project Area Boundary
  - SWL** Seawall Lot
  - Piers Designated for Removal
  - Open Water Basins

**Note** The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

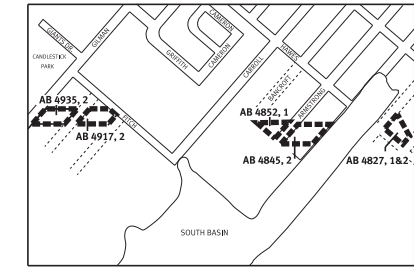
**Notes**

The PortWalk is continuous between China Basin and Pier 35 and links the open spaces and public access on this map.  
 [a] Existing and Planned Open Space and Public Access (Planned Open Spaces and Public Access sites are italicized.)

- 1 *India Basin Shoreline Park*
- 2 Pier 98 - Existing wetlands
- 3 *Pier 98 - Planned wetlands enhancement and passive recreation park*
- 4 SWL 344 - Existing wetlands
- 5 Friends of Islais Creek public access improvements
- 6 *Department of Public Works and Friends of Islais Creek public access improvements*
- 7 Department of Public Works public access improvements
- 8 Warm Water Cove Park and fishing pier
- 9 Agua Vista Park
- 10 *Mission Bay Open Space*
- 11 Pier 52 Boat Launch and Service Engineering public access improvements
- 12 *South China Basin Park*
- 13 Mission Creek Harbor Association public access improvements
- 14 *Pacific Bell Ballpark shoreline public access*
- 15 South Beach Park
- 16 South Beach Yacht Harbor public access improvements
- 17 Pier 38 public access improvements
- 18 *Brannan Street Wharf and Open Water Basin*
- 19 Rincon Park
- 20 Embarcadero Promenade between Pier 22½ and The Agriculture Building, and Rincon Point Open Water Basin
- 21 SWL 347N Urban Plaza
- 21A Ferry Building Plaza
- 22 *Ferry Terminal public access improvements and partial removal of Pier 2*
- 23 *Ferry Plaza public access improvements and ferry passenger terminal*
- 24 Pier ½ public access improvements and partial pier removal
- 25 Ferry Boat Santa Rosa public access
- 26 Pier 7 public access and fishing pier and Broadway Open Water Basin
- 27 Waterfront Restaurant public access improvements
- 28 Views across open water between Piers 15 and 17
- 28 Pier 23 public access improvements
- 28A *Northeast Wharf Park and Open Water Basin*
- 29 North Embarcadero Promenade
- 30 Cruise terminal viewing deck at Pier 35
- 31 East Wharf Park
- 32 Pier 39 and Underwater World public access improvements
- 33 Pier 41 public access pier
- 34 Pier 43 and 43½ public access areas
- 35 *Fisherman's Wharf opportunity to develop a major plaza through a planning process*
- 36 Pier 45 public access near historic submarine "Pampanito"
- 37 Inner Lagoon boardwalk
- 38 Pier 47A public access
- 39 *Hyde Street Harbor access*
- 40 Hyde Street Pier historic ships
- 41 South End Rowing Club public sun deck

[b] In these areas a mix of uses is allowed, which includes public access and open space. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.

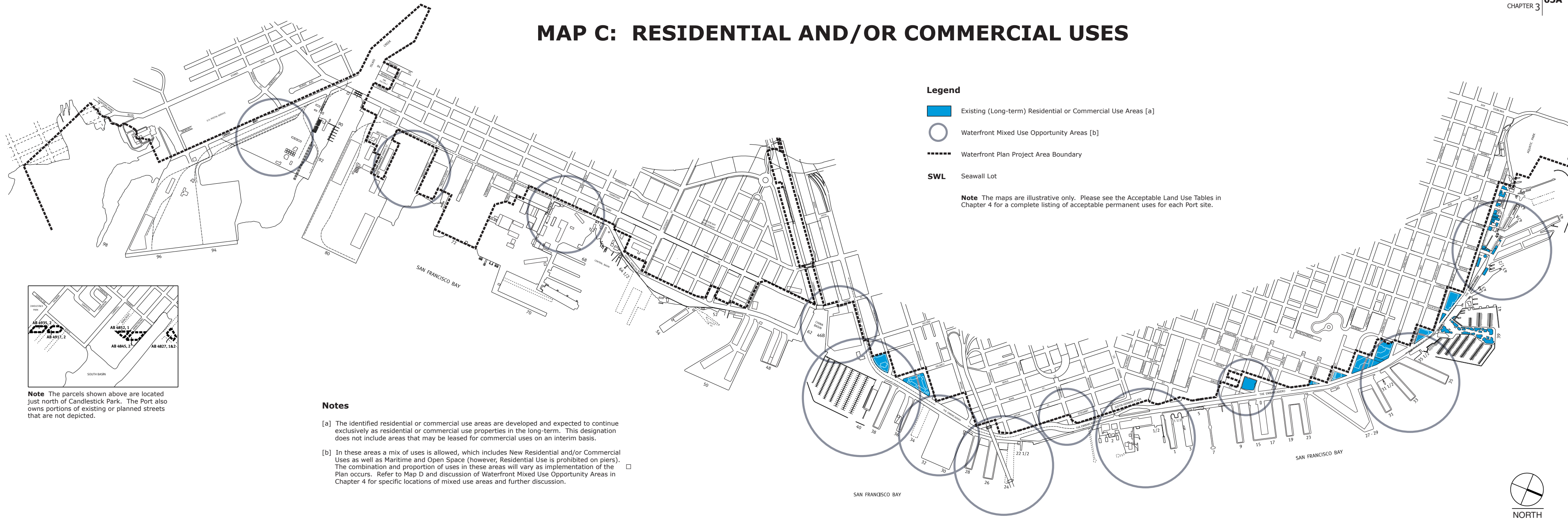
[c] The proposed Bay Trail route may be relocated to nearby streets if further studies reveal conflicts with Port operations.



**Note** The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.



# MAP C: RESIDENTIAL AND/OR COMMERCIAL USES



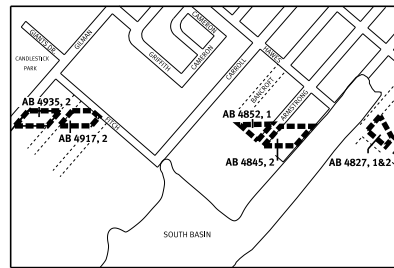
**Legend**

- Existing (Long-term) Residential or Commercial Use Areas [a]
- Waterfront Mixed Use Opportunity Areas [b]
- Waterfront Plan Project Area Boundary
- SWL** Seawall Lot

**Note** The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

**Notes**

- [a] The identified residential or commercial use areas are developed and expected to continue exclusively as residential or commercial use properties in the long-term. This designation does not include areas that may be leased for commercial uses on an interim basis.
- [b] In these areas a mix of uses is allowed, which includes New Residential and/or Commercial Uses as well as Maritime and Open Space (however, Residential Use is prohibited on piers). The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.



**Note** The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.





## Subarea Plans

**Chapter 4 provides area objectives and development standards for specific Port sites in each of 5 subareas of the Port: The Fisherman’s Wharf Waterfront, The Northeast Waterfront, The Ferry Building Waterfront, The South Beach/China Basin Waterfront and The Southern Waterfront. The discussion for each area includes background information which supports each subarea objective. The objectives are followed by development standards which provide guidance on appropriate maritime, open space, public access, residential, commercial and other development in the subarea. The discussion also includes an Acceptable Land Uses Table for Port properties located in the subarea.**

### Table of Contents

WATERFRONT MIXED USE OPPORTUNITY AREAS	80	THE FERRY BUILDING WATERFRONT	118
• Map	81A	• Objectives	119
• Subarea Boundary Map	83	• Acceptable Land Use Table	126
		• Land Use Map	127
THE FISHERMAN’S WHARF WATERFRONT	84	• Development Standards	128
• Objectives	85	THE SOUTH BEACH/CHINA BASIN WATERFRONT	132
• Acceptable Land Use Table	92	• Objectives	133
• Land Use Map	93	• Acceptable Land Use Table	140A
• Development Standards	94	• Land Use Map	141A
		• Development Standards	144
THE NORTHEAST WATERFRONT	102	THE SOUTHERN WATERFRONT	154
• Objectives	103	• Objectives	155
• Acceptable Land Use Table	108	• Acceptable Land Use Table	162
• Land Use Map	109	• Land Use Map	163A
• Development Standards	110	• Development Standards	166

## Waterfront Mixed Use Opportunity Areas

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**As discussed in Chapter 3, The Waterfront Land Use Plan strongly encourages that, where feasible and consistent with BCDC and the Public Trust, new commercial development on piers should be a part of mixed use developments which include maritime, open space and public access activities, and which bring day and nighttime activity to the waterfront. Many Port sites discussed in this chapter are therefore organized into “Waterfront Mixed Use Opportunity Areas” (See Map D next page), combinations of piers and seawall lots where most major changes are expected to occur along the waterfront. In addition, this chapter presents development standards for Other Existing Maritime, Transitional Maritime, and Maritime Expansion Areas, and Other Existing or New Open Spaces and Public Access located in the subarea.**

It is important to note that the combination and proportion of uses in specific development projects will vary as implementation of the Plan occurs. In most cases, major developments on piers will include a mix of maritime, commercial and/or open space and public access uses. However, the amount of space dedicated to the different uses will vary. (For example, some projects are likely to include more of a maritime or open space component than others.) In other cases, new developments may include a single use on a site. In this latter case, however, the goal is to have different types of uses on nearby sites so that a mix of uses can be achieved in the greater area. Thus, for example, a pier may contain maritime and open space activities, an adjacent seawall lot may contain residential uses, and another adjacent

pier may contain public access and an entertainment venue. If planned and executed in a coordinated fashion, this flexible, mixed use development approach offers excellent opportunities to reunite the City with a diversity of waterside attractions and amenities.

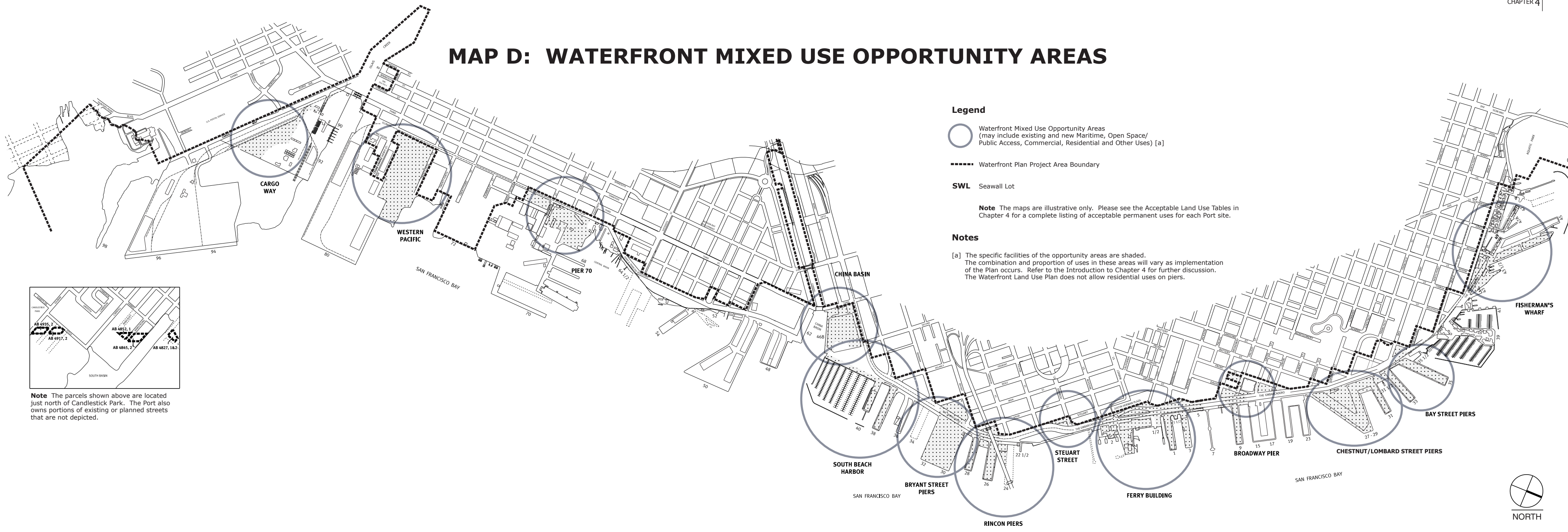
The development of major new commercial uses, particularly on piers and waterside sites in Waterfront Mixed Use Opportunity Areas north of China Basin, will provide opportunities to establish a “PortWalk”, a new way to enjoy the sights and sounds of waterfront activities by extending public access, open spaces and viewing areas onto piers and integrating them with the Waterfront Transportation Project pedestrian improvements and open spaces along The Embarcadero.

*[Link to Map D: Waterfront Mixed Use Opportunity Areas](#)* (pg 81a & 82)



[\*Link to Map D: Waterfront Mixed Use Opportunity Areas\*](#) (pg 81a & 82)

# MAP D: WATERFRONT MIXED USE OPPORTUNITY AREAS



### Legend

Waterfront Mixed Use Opportunity Areas (may include existing and new Maritime, Open Space/ Public Access, Commercial, Residential and Other Uses) [a]

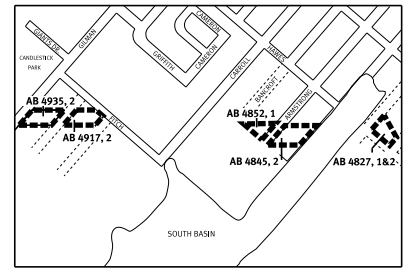
Waterfront Plan Project Area Boundary

**SWL** Seawall Lot

**Note** The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

### Notes

[a] The specific facilities of the opportunity areas are shaded. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to the Introduction to Chapter 4 for further discussion. The Waterfront Land Use Plan does not allow residential uses on piers.



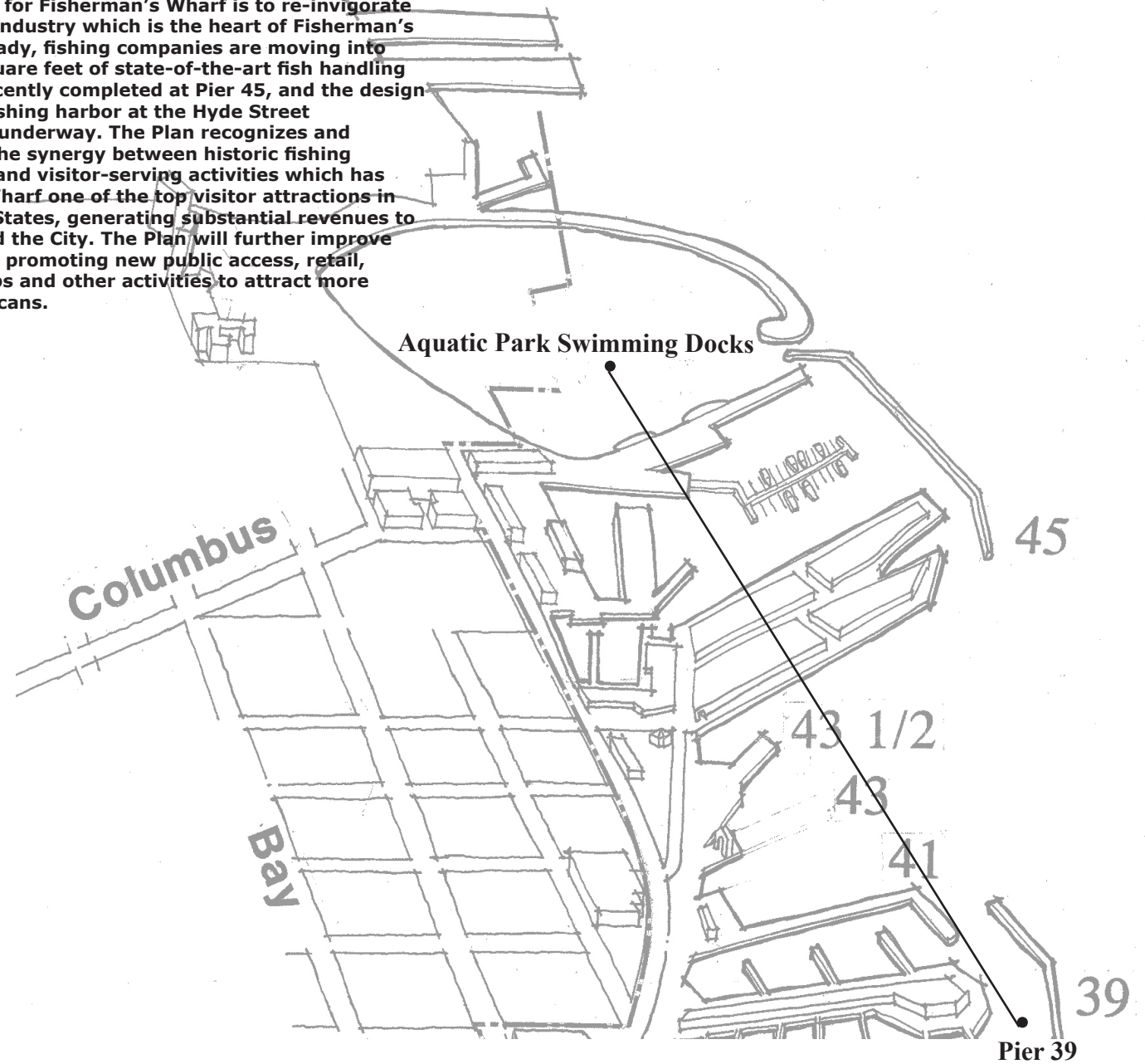
**Note** The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.

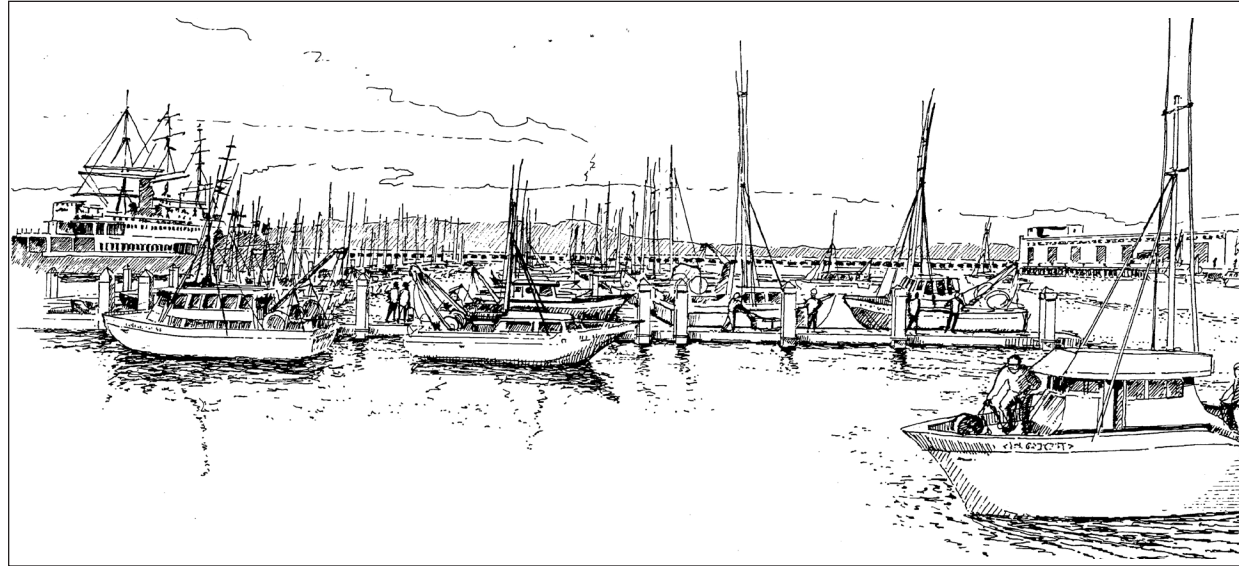


# The Fisherman's Wharf Waterfront

The Fisherman's Wharf Waterfront extends from the swimming club docks at the east end of Aquatic Park to the east side of Pier 39.

The priority for Fisherman's Wharf is to re-invigorate the fishing industry which is the heart of Fisherman's Wharf. Already, fishing companies are moving into 108,000 square feet of state-of-the-art fish handling facilities recently completed at Pier 45, and the design for a new fishing harbor at the Hyde Street Pier is well underway. The Plan recognizes and reinforces the synergy between historic fishing operations and visitor-serving activities which has made the Wharf one of the top visitor attractions in the United States, generating substantial revenues to the Port and the City. The Plan will further improve this area by promoting new public access, retail, visiting ships and other activities to attract more San Franciscans.





*Proposed Hyde Street Harbor*

## Objectives for the Fisherman's Wharf Waterfront

### **Restore and expand Fisherman's Wharf as a working fishing port.**

Fishing industry operations currently take place at the Fish Alley Area (consisting of Seawall lots 302 and 303), Piers 47, 49 and 45 (west side) and the Inner and Outer Lagoons. In recent years, environmental conditions have greatly reduced available fisheries resources, which in turn has reduced the economic health of the fishing industry. At the same time, more stringent sanitation and safety regulations for fish handling have required costly infrastructure and utility improvements to outdated facilities.

In response, the Port is striving to bolster the fishing industry. Port projects will provide an impetus for economic revitalization and investment by fishing companies at the Wharf. In 1988, the Seafood Center Project was proposed by the Port Commission to improve commercial fishing facilities by providing a new 88 berth marina along the east side of the Hyde Street Pier (the Hyde Street Harbor) and renovating existing fish handling facilities at Pier 45.

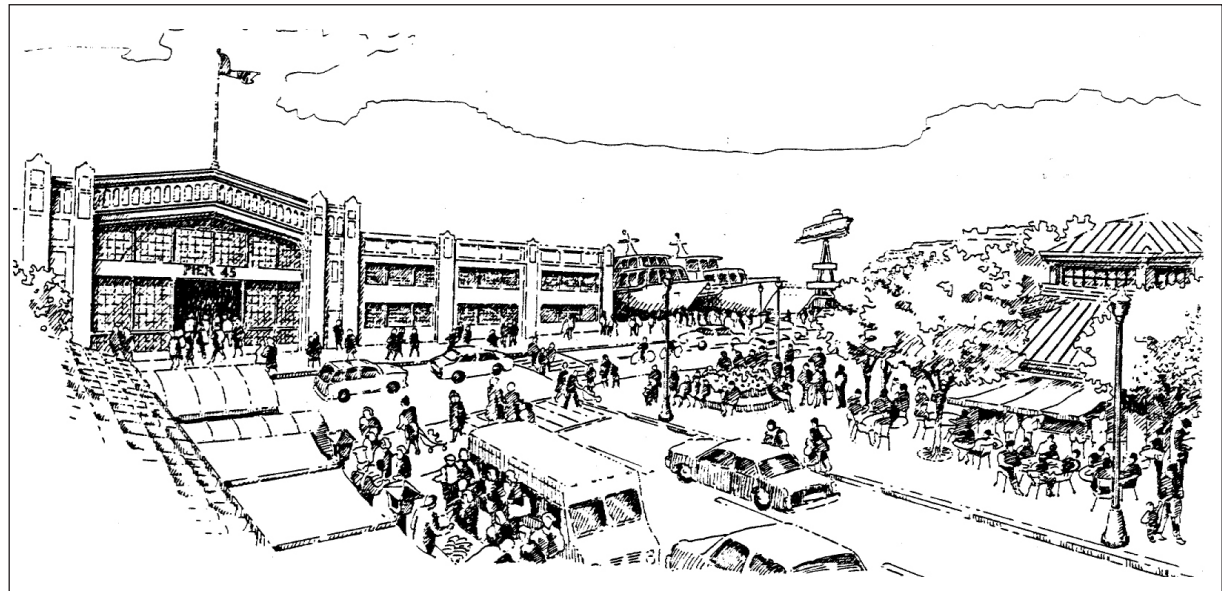
Following the 1989 Loma Prieta earthquake, which displaced most of the fish handling businesses from Pier 45, the Port began a \$14 million earthquake repair project at Pier 45 which was recently completed. The Pier now has 108,000 square feet of modern fish off-loading, handling and distribution space, most of which is already leased.

The Port also is seeking funds for the Hyde Street Harbor which, if funded, will be constructed following environmental and regulatory reviews which already are under way. Efforts should be made to complete all the proposed Seafood Center Project improvements as soon as possible.

The continued presence of a healthy fishing industry is essential to maintaining the colorful ambience and the economic well-being of Fisherman's Wharf. When complete, the Seafood Center Project improvements will address most but not all of the difficulties the industry faces in the congested Wharf surroundings. For example, the industry has an unmet need for storage space. Although it is desirable to locate this type of storage near the waterfront, Bay frontage is not required as long as equipment can be transported from storage areas to boats by truck or forklift. As space becomes available on Port and non-Port property in the Northern Waterfront, efforts should be made to provide additional storage areas and services for the industry.

**Attract revenue-generating new uses to help support and subsidize fishing industry and public activities.**

Existing commercial business at Fisherman's Wharf generate significant lease revenues for the Port and taxes for the City. Historically, however, there has been very little reinvestment in Wharf infrastructure. The primary challenge in Fisherman's Wharf is how to finance the improvements needed to ensure the continued presence and improved health of the fishing industry. In this regard, the Port recently received a grant to study the feasibility of locating a Fisheries Center in Sheds A or C on Pier 45, to serve the fishing industry and the public. Center uses under study include offices and research facilities, fish handling and



*A vision for Wharf-area improvements*

marketing activities, a test kitchen and retail area for the sale of fish and related products, a visitor/interpretive center to educate the public about the fishing industry and the environment on which it depends, and conference facilities. Other uses compatible with fishing industry activities in Sheds B and D may be located in Sheds A or C to serve and attract the public, help finance the Fisheries Center or provide much needed revenue for Wharf-area and Port improvements.

In addition to Pier 45, a significant amount of fish handling occurs at Fish Alley, the historic center of Fisherman's Wharf. As was the case at Pier 45, these buildings require substantial modernization to meet current operational requirements. Although Fish Alley tenants have long-term leases (most extend through the year 2036), theoretically providing them with a greater financial incentive to make leasehold improvements, such improvements have rarely been made because of the constricted physical layout of Fish Alley, limited vehicle access and parking, poor structural condition of the buildings, and poor economic health of the industry.

**Provide space for the existing and expansion needs of other maritime activities at the Wharf.**

In addition to the fishing industry, Port property at Fisherman's Wharf is used for many other water-dependent activities. Recreational boating occurs at the Pier 39 marinas, and swimming and recreational activities are managed by the City's Recreation and Parks Department at Aquatic Park. The South End Rowing Club dock and the northern end of the Dolphin Club dock at Aquatic Park are on Port property. Ferry and excursion boat operations are based at Pier 39, Pier 41½ and Pier 43½. Historic ship berthing occurs at the Hyde Street Pier, home of the San Francisco Maritime National Historical Park, which has the largest concentration of historic ships in the Nation, and at Pier 45 where the *USS Pampanito* is berthed. Ceremonial berthing occurs on the east side of Pier 45.

These and other maritime businesses should be provided with expansion space so that their operations can continue to be viable at the Wharf. For example, more berthing areas for ferries and excursion boats, and possible sites for water taxi docking are needed.

**Continue to integrate public, commercial, and maritime activities to preserve and enhance the diversity of uses at Fisherman's Wharf.**

In the 1950s, Fisherman's Wharf was primarily an industrial area comprised of commercial fishing, manufacturing, warehousing and maritime uses, surrounded by small-scale residential uses. Visitor-serving facilities were limited to restaurants adjacent to the Inner Lagoon fishing harbor. Over the years, this pattern has changed dramatically. Except for fishing industry facilities, industrial activities have virtually disappeared. Today, Fisherman's Wharf is comprised of an eclectic mix of fishing industry and other maritime and visitor-serving uses. The area is one of the most visited tourist attractions in the United States, offering entertainment, restaurants, art galleries, museums, historic ships, parks, beaches and swimming areas, shops, hotels, offices and housing.

Clearly, the fishing industry should remain a top priority at the Wharf. Indeed, the reason that the Wharf became a visitor attraction in the first place is that the public enjoyed observing fishing industry activities. A more visible fishing industry will improve the character and charm of Fisherman's Wharf. But it is clear that visitor-serving facilities and services also are key to the continued success of the Wharf, and need periodic updating and improvement. Any conflicts between fishing industry and visitor-serving activities should be minimized, so that new uses do not pose a barrier to the long-term enhancement of the fishing industry.

**Encourage activities that will facilitate the use of the area by local residents and diminish the Wharf's image as a "tourist-only" attraction.**

The Fisherman's Wharf area is bordered by offices, housing, open space, neighborhood commercial and maritime uses. Yet, because the area is viewed by San Franciscans as a tourist area, many local residents believe that it has little to offer them. New Wharf activities such as arts, education, historical and recreational facilities, and places of public assembly (such as festival halls, meeting halls or conference centers) should be encouraged to increase the appeal of Fisherman's Wharf to local residents. Festival-type assembly and entertainment uses and events such as the annual Festa Italiana, should be encouraged because they draw thousands of residents to the area and cause only temporary or minor disruption to the fish handling activities at the Wharf. Also, the Fisheries Center, if feasible, would provide public access and educational exhibits of interest to locals and visitors alike. Additional office uses, particularly above ground level, would provide activities at the Wharf oriented to local residents, and increase off-season patronage of Wharf shops and restaurants. These types of new uses should be encouraged in order to attract more San Franciscans to the heart of Fisherman's Wharf.

CRABS FOR TRAVELING No. 2

GIFT SHOP

SIAN

PARISIAN

CRAB

CRESURIN

PARISIAN

PARISIAN





**Rationalize and enhance the public access and open space program at Fisherman's Wharf.**

Pier 39, a major mixed-use development, provides most of the improved public access and open spaces at the Wharf, including dedicated public access around the Pier 39 perimeter, public access and fishing at Pier 41 atop the west marina breakwater, and the 4.6 acre Waterfront Park extending from Pier 41 to Pier 35 between The Embarcadero and the water's edge. Additional public access and open space improvements have been developed as part of a new aquarium at Pier 39 include viewing plazas with exhibits focusing on the Bay environment, "Story of the Bay" plaques ringing the 2nd floor of the Pier, and a comprehensive sign program emphasizing public access to the Bay at Piers 39, 41, and 43. In addition, 18,000 square feet of new public access will be created at Pier 43 next to the historic railroad arch where ferries used to dock and unload rail cars.

Other public access areas at the Wharf include access through the Inner and Outer Lagoons, along the east side of Pier 45, and along Pier 43½. In general, however, these areas are hard to find and not well connected, making it difficult for pedestrians to flow through the area and enjoy the Bay. These problems are most evident at Pier 43½ and the adjacent Triangle Site located in the heart of Fisherman's Wharf.

Both Pier 43½ and the Triangle currently are used for surface parking and visitor-serving retail uses. During recent planning efforts at the Wharf, the possibility of creating a grand open space which would be the civic focus of the Wharf was studied. This would require removing surface parking and replacing it in an underground garage. Because funds for the garage and open space improvements are not currently available, more modest pedestrian and open space improvements, leading to and including the Triangle, Piers 41, 43½ and 45 were proposed and the first phase of these improvements are under construction. Further consideration should be given to other ways to reconfigure at least some of the parking that is necessary for Wharf businesses, thereby freeing up more space for pedestrian and open space improvements, provided that the impact on existing parking that is necessary for ongoing tenant operations is addressed. Alternatively, more



*The new Hyde Street Harbor*

opportunities for valet parking should be explored elsewhere. Pursuant to Agreements between the Port, BCDC and Save San Francisco Bay Association (discussed further in Chapter 5), the Port will work with the Fisherman’s Wharf community to develop a major public plaza extending to the Bay in the area generally bounded by Jefferson, Powell, and Taylor Streets. This would involve establishing a planning process with participation by Port tenants, the San Francisco Planning Department, BCDC, Save San Francisco Bay Association, and other interested parties to address the major issues associated with such a plaza and to establish a plan and implementation program for creating the plaza, as part of an overall review of BCDC Special Area Plan policies in the Fisherman’s Wharf Waterfront.

Wherever feasible, public access and open space areas should be expanded and linked to existing open spaces via a “PortWalk” in the Wharf, to allow the public to fully experience the “working waterfront”. As an example, the Port is renovating Pier 47A, providing berthing and pedestrian improvements so the public can better view fish handling and off-loading operations. The Wharf also is a prime area for guided walks or interpretive signage to teach the public about different types of fishing boats and fish caught and to describe the Wharf’s colorful history. New developments should help implement the PortWalk by improving pedestrian circulation and clarifying pedestrian connections to the Bay, to the ferries and between Wharf attractions, including Aquatic Park.

**Provide efficiently planned parking and loading facilities to serve Wharf activities.**

The lack of both long and short-term parking is one of the most frequent complaints of members of the fishing industry. At the same time, existing restaurants and visitor-oriented businesses and swim clubs also depend on parking for their patrons. From mid-morning through evening, all these drivers suffer intense competition for limited parking spaces. Affordable parking for commercial and sport fishermen heading out to sea is especially scarce, and public transit is not readily available during the early morning hours when the industry is the busiest. In addition, parking is needed in close proximity to fishing boats for off-loading gear.

Long-term parking spaces for fish handlers are provided on Pier 45 to serve the fish handling businesses now thriving in Sheds B and D. The Hyde Street Harbor Project will provide spaces adjacent to the new fishing boat berths. However, there is concern that the amount of parking may be insufficient to accommodate other Wharf business and visitor needs, particularly if there is additional development in the area. Also, although improved fish handling facilities at the Wharf will permit storage of a greater volume of fish products, the need for semi-truck access to both receive and deliver cargo will persist.

Without parking, existing Port tenants and the Port will suffer significant decreases in revenues from Wharf operations. A creative solution to this challenging problem must be found, such as measures to improve utilization of existing non-Port parking garages which rarely fill, shuttle buses or motorized cable cars and pedicabs to accommodate people who take public transit or park outside the Wharf, shared parking facilities for uses with different time needs, and parking vouchers for swim clubs and sport fishing patrons.

# The Fisherman's Wharf Waterfront Acceptable Land Use Table (1,2,3,4)

Key  
 A = Acceptable Use  
 E/I = Existing Use/May Continue  
 As Interim Use  
 X = Accessory Use

	Maritime Uses (5)										Open Spaces/Public Access		Residential Uses	Commercial Uses	Other Uses																					
	cargo shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Retail (Limited to sale of fish only)	Retail (Limited to sale of maritime related goods & services)	Retail (Limited to restaurants & other eating & drinking establishments)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services		
Aquatic Park Docks								A				A	A																							
Hyde Street Pier		A	A	A		A				A	A	A								A	X	A					A				A				A	
Hyde Street Harbor		A	A		A	A		A			A	A								X	A															
Outer Lagoon (Water)		A	A	A		A		A																												
Fish Alley Area - Zone A		A									A		A										A								A					
Fish Alley Area - Zone B		A			A	A					A		A						X		A	A					A				A					
Fish Alley Area - Zone C		A								A			A			A	A					A		A		A					A					
Pier 47/47a		A	A		A	A		A			A	A								X	A															
Inner Lagoon (Water)		A	A	A		A		A																												
Pier 49		A	A	A		A		A				A	A								A	X	A				A				A					
Pier 45 West		A			A	A						A	A			A				X	A						A									
Pier 45 East		A	A	A	A	A						A	A							A	A	A					A									
Seawall Lot 300/301												A	A								A	A					A									A
Pier 43½			A	A								A	A								A	A														A
Pier 43			A	A		A						A	A									A					A									
Pier 41½			A		A	A							A	A								A														
Pier 41			A	A									A	A																						
Pier 39, 39½, 35½			A	A				A				A	A			A					X	A					A									A
Seawall Lot 311/312												A		A		A	A				A	A														A
Seawall Lot 313														A		A	A				A	A														

**Table Notes**

- This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- Uses are subject to further review for compliance with the Public Trust, BCDC, and Planning Commission policies, which will vary depending on factors specific to the use proposal such as pier condition, extent of proposed repairs, and/or whether the use is proposed within a

- National Register historic resource. (See Chapters 3 and 5 for further discussion of waterfront regulations.)
- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.
- Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

[\*Link to: Fisherman's Wharf Waterfront Subarea Map\*](#) (pg 93)

## Development Standards for Mixed Use Opportunity Areas

### Fisherman's Wharf Mixed Use Opportunity Area

The Fisherman's Wharf Mixed Use Opportunity Area includes Pier 49, Pier 47, Pier 45 - east side, Pier 43½, and the Triangle (Seawall Lot 301).

Because most of the Port's property at Fisherman's Wharf is already developed, only incremental changes can be expected at the Wharf. Nevertheless, because of the density of the area, the sometimes conflicting needs of the fishing industry and visitors, and the desire to attract local residents to the area, any changes must be carefully managed to ensure that the needs of all the area's users are met. The challenge is to establish the proper mix of priority fishing and other maritime activities, and compatible visitor-serving and revenue-generating uses that may subsidize Wharf area maritime and public improvements which appeal more to local residents.

This Opportunity Area has been established to ensure that these sometimes competing needs are given special attention and that guidelines to help maintain the balance and quality of uses at the Wharf are in effect.



*Fishing boats along Pier 45*

### **Fisherman's Wharf Mixed Use Opportunity Area**

#### **Development Standards**

- Provide new meeting spaces, restaurants, retail and equipment storage areas oriented towards the needs of the fishing industry.
- Allow new retail uses that contribute to a better balance between, and quality of, local and visitor-serving goods and services.
- Encourage new Wharf activities such as arts, entertainment, educational, historical and recreational facilities, and places of public assembly (such as festival halls, meeting halls or conference centers) to increase the appeal of Fisherman's Wharf to local residents.
- Operate and manage activities in the area to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.
- Review the design of any development for compatibility with the maritime industrial context of the area and to ensure proper orientation towards the Bay.
- Encourage maritime offices on either a long-term or interim basis, to help support the Wharf's maritime industries, and to provide an increased flow of patrons for shops and restaurants during the off-season.
- Provide a retail fish market where it would not conflict with the safe and efficient functioning of fish handling operations.
- Provide berths for frequently changing historic, military and other ceremonial vessels to attract local residents as well as visitors, enliven public access and provide revenue to the Port.
- Coordinate new development with improvements to vehicular access and circulation in order to minimize traffic impacts.
- Encourage maximum coordination between merchants, fishing industry and existing garage and parking lot operators, and install better signage to fully utilize existing parking.
- Provide for off-street truck loading space in new commercial developments.
- Provide safe and adequate truck access routes and truck loading space in this congested tourist area to meet the needs of fishing, retail, and other businesses.
- Encourage a museum of fishing industry, maritime and/or Wharf history.
- Preserve Pier 45 according to The Secretary of the Interior's Standards for Rehabilitation.

**Fish Alley****Development Standards (cont.)**

- Preserve the existing balance between fishing and commercial uses.
- Preserve the small scale maritime-industrial character of Fish Alley by retaining the older buildings to the extent possible consistent with continuing fishing industry operations, and adapting them to the needs of and use by modern fishing-related businesses. In the event a building cannot be retained, then any replacement buildings must be consistent with the Waterfront Design and Access Element and maritime industrial character of the area.
- In the Fish Alley Area, continue to give priority to fish handling, processing and distribution; restaurants and bars oriented towards the fishing industry, businesses and citizens in the area; chandleries; other businesses serving the fishing industry; and support services for the proposed Hyde Street Harbor.
- Create a direct connection between the Hyde Street Harbor and Fish Alley.
- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

**Pier 45 East Side****Development Standards (cont.)**

- Develop the Fisheries Center if there is a demonstrated demand for it and it is financially feasible.
- Consider water-taxi, shuttle bus service and other means of reducing traffic congestion if the Fisheries Center is developed.
- Allow parking inside the sheds to support the fishing industry, Fisheries Center, or new uses on Pier 45, or to replace parking that could be relocated from other Wharf sites that are more appropriate for open space. Any shed parking should be oriented towards the interior of the Pier, leaving the eastern sides of the sheds for uses that encourage and enhance public access on the east side of the Pier.
- Provide public access on the eastside of Pier 45 and activate the access with retail, museum, Fisheries Center, assembly and entertainment and other uses in Sheds A and C on Pier 45 to attract the public.
- If feasible, incorporate an appropriately sized open space at the southern end of Pier 45, with an accessory retail use oriented to users of the open space.
- Continue historic ship and ceremonial berthing.

**Pier 43½ and the Triangle/  
Seawall Lot 300 and 301**

- Work with the Fisherman’s Wharf community, the San Francisco Planning Department, BCDC, Save San Francisco Bay Association, and other interested parties to develop a new public plaza extending to the Bay in the area generally bounded by Jefferson, Powell, and Taylor Streets. This planning process to define the design parameters and implementation of the park should be carried out in the context of updating and resolving BCDC and other planning issues in the Fisherman’s Wharf subarea. These issues include pier repair and maintenance, allowable uses, permanent and interim parking, vehicular circulation and other operational needs of affected businesses, including during the plaza construction period, identification of funding sources for the plaza, and development of a long-term management program (e.g., maintenance, security, event planning) for the plaza.
- With the existing long term lessee, explore the feasibility of allowing some commercial use in exchange for removing or replacing self parking Pier 43½ with a smaller valet parking area to extend open space to the water’s edge.
- Consistent with the Waterfront Design and Access Element, design the plaza and any new retail buildings with “transparent” design to provide views through the building to the Bay.
- Any expansion of building space at Pier 43½ should not block Bay views from the Mason Street view corridor.



## Development Standards for Other Existing Maritime or Maritime Expansion Areas

### Aquatic Park Docks (Portion of South End Rowing Club & Dolphin Club)

- Continue recreational boating and water activities, including aquatic activities, swimming, rowing, running, and other sports.
- Require compliance with all public access requirements imposed either by the City's Department of Parks and Recreation (which has primary jurisdiction over Aquatic Park) or by BCDC.
- Protect access to the water around the docks for non-members without charge and without time restrictions.
- Encourage additional public access in the area.

### Hyde Street Pier

- Operate the existing pier primarily for a maritime historical park and support functions, including concessions, excursions, related special events and maritime educational programs.
- Use and placement of historic ships should not interfere with the development of the proposed Hyde Street Harbor or other operations of the fishing industry.
- Minimize impacts of exhibits and ships on views of the Golden Gate Bridge.
- Encourage additional free public access in the area.
- Operate and manage the Harbor to ensure compliance with all applicable environmental and water quality laws and regulations.
- Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee

### Hyde Street Harbor

- Complete the Hyde Street Harbor as soon as possible.
- Give priority to support services for the Hyde Street Harbor (when completed) and, as space becomes available, in Fish Alley. Provide gear storage, loading and unloading areas, and short and long-term parking as close to the new berths as possible.
- Operate and manage the Harbor to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.
- Allow recreational boats to use the Harbor only during times when the Harbor is not fully utilized by the fishing industry.
- Provide public access where it would not conflict with fishing operations.
- Create a direct connection between the Hyde Street Harbor and Fish Alley.

Development Standards (cont.)

**Inner and Outer Lagoons**

- Without detracting from the historic character of the lagoons, retain and improve berthing for a mix of active fishing, historic Monterey, and other boats to ensure that a variety of boats are available throughout the day so that the public has an opportunity to see the working waterfront close at hand.
- Provide a floating dock for loading and unloading gear and people, particularly for the charter sport fishing businesses.
- Allow an informational kiosk to inform the public about the availability of sport fishing and charter tours at this location, provided that it does not interfere with the flow of pedestrians.
- Operate and manage the Harbor to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman’s Wharf Environmental Quality Advisory Committee.

**Pier 45 - West Side**

- Give priority to fish handling businesses.
- Allow a retail fish market or similar business at the south end of Shed B.
- Allow fishing and maritime support facilities, maritime offices, or activities related to the fishing industry at the north end of Shed D which is not accessible to the large trucks required for fish handling operations.
- Pursue the feasibility of a cantilevered truck turnaround at the north end of the Pier to facilitate semi-truck turnarounds.
- Control public access in the active fish unloading area on the westside of the Pier so that it doesn’t interfere with fish handling.
- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman’s Wharf Environmental Quality Advisory Committee.

**Piers 41½ through 43½ (waterside)**

- Continue existing, and promote new and expanded, ferry, excursion boat and water-taxi operations, including new berths and landing facilities, if necessary.
- Provide queuing areas for ferry and excursion boat patrons which protect patrons from inclement weather and have the least possible impact on pedestrian circulation.
- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman’s Wharf Environmental Quality Advisory Committee.

### Development Standards (cont.)

#### Pier 39 (waterside)

- Continue to use the area primarily for recreational boating and water use, and ferry and excursion boat operations.
- Allow for possible future water-taxi stops to serve waterborne visitors to Pier 39.
- Allow for possible future berths for an ever-changing display of historic or ceremonial ships to draw local residents to the waterfront.
- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

## Development Standards for Other Existing or New Open Spaces and Public Access

#### Pier 43 (Ferry Arch)

- Consistent with the Waterfront Design and Access Element, retain and reuse the historic Pier 43 Ferry Arch.
- Remove the deteriorated portion of Pier 43 that extends into the Bay, north of the Ferry Arch.
- Provide pedestrian connections to neighboring public access areas, while making the Ferry Arch the focal point of the area.
- Allow an accessory retail, amusement and/or visitor-information use to serve the users of the new open space.
- Consider feasibility of accommodating a landing facility for ferries, excursion boats and water-taxis.

#### Pier 41

- Continue use as a public access pier atop the Pier 39 West Marina breakwater.
- Maintain the fishing platform at the Bay end of Pier 41.

#### Pier 39 Open Space (extending from Pier 41 to Pier 35, along The Embarcadero)

- Continue to provide high quality, well-landscaped open space.
- Improve views of the marina and the Bay, where feasible.



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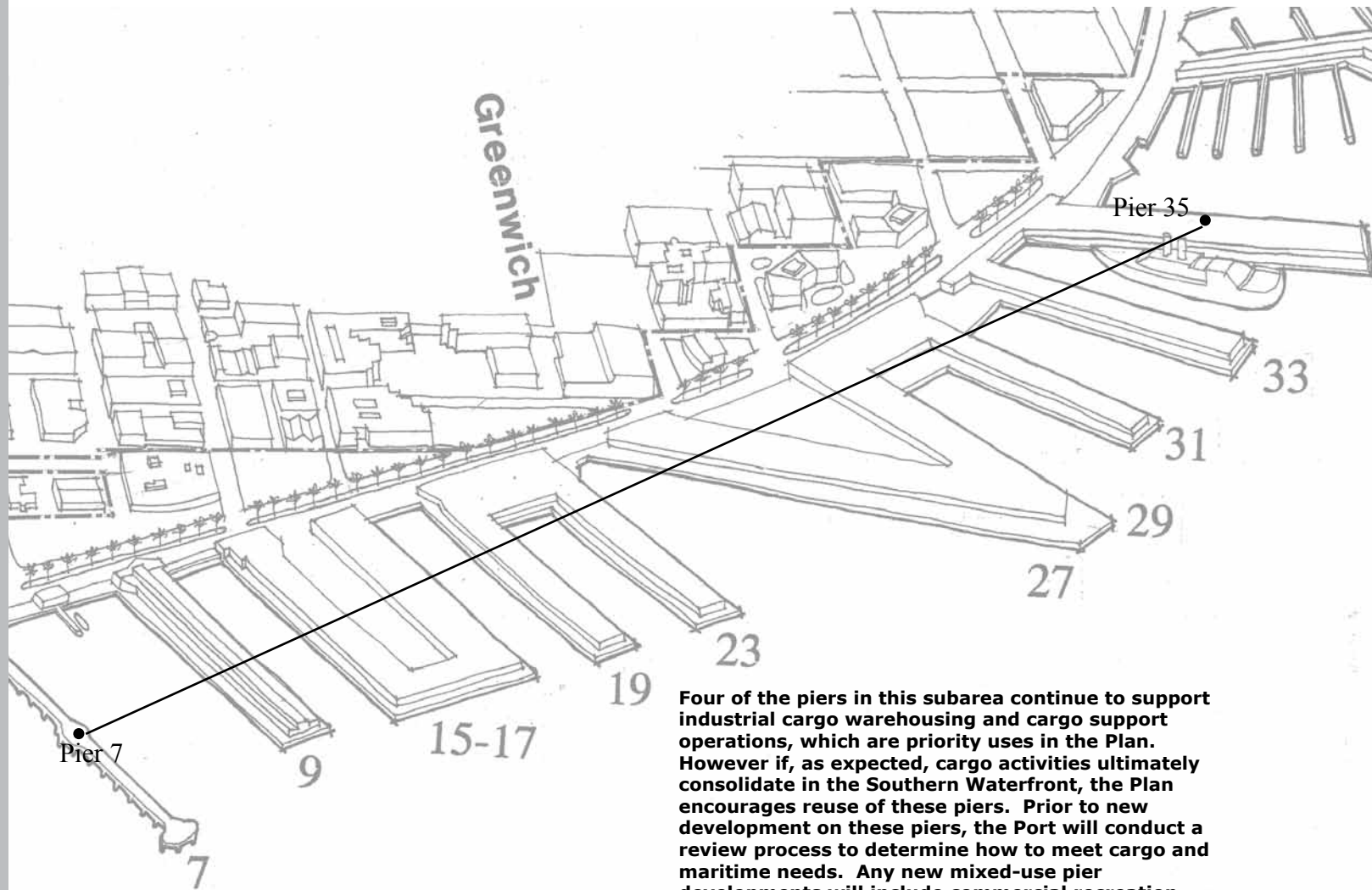
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# The Northeast Waterfront

The Northeast Waterfront extends from Pier 35 to Pier 7 and is part of a former maritime and industrial district which is successfully evolving into a vibrant urban neighborhood.



Four of the piers in this subarea continue to support industrial cargo warehousing and cargo support operations, which are priority uses in the Plan. However if, as expected, cargo activities ultimately consolidate in the Southern Waterfront, the Plan encourages reuse of these piers. Prior to new development on these piers, the Port will conduct a review process to determine how to meet cargo and maritime needs. Any new mixed-use pier developments will include commercial recreation activities along with excursion boats, cruise ships, or other maritime uses and public access activities which appeal to the local and regional population. New development on adjacent inland sites will complement the area's evolving mixed-use residential and commercial neighborhood.

## Objectives for the Northeast Waterfront

### **Maximize opportunities for the retention of maritime operations.**

The Northeast Waterfront has undergone great change in the last 25 years, like much of the formerly industrial waterfront north of China Basin. While several of the finger piers still support maritime functions, only four piers continue to function exclusively as cargo-shipping related facilities: Piers 15 and 17 are used for cargo warehousing and transshipment, and Piers 19-23 for the Port's Foreign Trade Zone. The Port's passenger cruise terminal is located at Pier 35, and Pier 31½ is the site of an excursion boat operation. The Northeast Waterfront includes sites for a number of other maritime support activities, such as tug and tow boat berthing at Pier 15 and the headquarters of the San Francisco Bar Pilots Association at Pier 9. The striking series of pierhead and bulkhead buildings on Piers 9, 15, 19, 23, 29, 31, 33 and 35 provide this area with a unique architectural, historic and maritime character.

*Pier 33 & 35 bulkhead & connector buildings near the foot of Bay Street*



In spite of the maritime activities still present in the Northeast Waterfront, the transformation of lands adjacent to the Port to mixed commercial and residential uses has introduced conditions which, over time, have reduced the viability of the area for cargo shipping and its related support operations. The evolution of the larger area has changed the function of The Embarcadero from an industrial service road accessing the piers, to a beautified urban boulevard with enhanced public transit, further impeding freight access to the piers.

It is likely that the remaining cargo activities in the Northeast Waterfront will eventually follow the path of the vast majority of the Port's cargo-related operations by relocating to the Southern Waterfront. However, other non-cargo maritime activities should thrive in the heavily traveled Northeast Waterfront, through the expansion and improvement of excursion boats, water taxi operations, recreational boating, berthing of pilot boats, tugboats and historic ships, and passenger cruises. Unlike cargo operations, these commercial- and recreation-oriented maritime activities are compatible with waterside public access improvements, and would therefore be enjoyed by all people of the City and State.

**Activate this area with an array of uses which establish a daytime and nighttime presence, but are not primarily tourist-oriented.**

New activities in the Northeast Waterfront should build upon the varied land use pattern in the surrounding area, extending the urban edge of the City to the waterfront. The mix of activities should reflect the City's cultural diversity, and appeal to the local and regional population, thereby providing entertainment and commercial recreation venues distinctly different from the more tourist-oriented activities in Fisherman's Wharf.

Existing land uses on Port property and property adjacent to the Port provide a rich context to support new activities along the waterfront. Along The Embarcadero, existing developments on Port seawall lots include the Francisco Bay Office Park between Sansome and Bay Streets (SWL's 315, 316, 317), Fog City Diner at Battery Street (SWL 319), and the landmark Belt Railway Roundhouse office building at Lombard Street (SWL 318). Developments outside of Port jurisdiction include the Levi Plaza office and retail complex, and many office and design-related businesses in restored historic buildings along Battery and Sansome Streets. In addition, the inland area includes established residential enclaves at the foot of Telegraph Hill and in the Golden Gateway mixed-use complex. This area, transformed from its industrial beginnings, is now regarded as a stable and desirable urban location.

The mix of uses found in inland locations highlights the need for people-oriented activities on surplus piers. Because of the formerly industrial focus of the area, most of the piers have not been designed with amenities or features that serve the general public. Currently, the one major public amenity in the area is Pier 7, an award-winning public access and fishing pier that extends 900 feet into the Bay. Further north, a few restaurants and bars such as the Pier 23 Cafe provide limited commercial services to passersby. These commercial activities, which have co-existed with neighboring maritime operations, should be expanded wherever possible.

Many of the piers not in exclusive cargo-related use should accommodate activities which integrate new public access with existing and expanded maritime operations. Similarly, the five underutilized seawall lots (SWL's 314, 321, 322-I, 323, 324) which are currently used for surface parking and a gas station should be developed with uses which activate the waterfront and are integrated with adjacent uses. If developed in conjunction with the piers, these seawall lots could provide support space and ancillary parking for pier activities, as well as sites for mixed-use hotel, office or residential developments with ground floor retail uses. In addition, the seawall lots should provide a smooth transition from inland neighborhood uses to shoreline improvements, making the area inviting to local residents.



*The Northeast Waterfront*



**Protect and enhance the historic maritime character of the area.**

New development in the Northeast Waterfront should be sensitive to the rich maritime history that is preserved in the Northeast Waterfront Historic District, the ribbon of pierhead and bulkhead buildings along The Embarcadero, and the remaining maritime activities on many of the piers. This should be accomplished by including the historic piers and structures in a National Register Historic District to be nominated by the Port. On those piers surplus to industrial maritime needs, other maritime activities should be integrated with commercial recreation activities, with building and site designs which balance the need for new activities with the area's historic maritime character. Across The Embarcadero, many of the architecturally rich brick and concrete structures originally built for maritime and industrial operations have been renovated for modern office and retail uses, thereby preserving the character of the existing City-adopted Northeast Waterfront Historic District while establishing a strong economic base. Five Port seawall lots are included in the Historic District, four of which are undeveloped. Development of any one of these parcels must therefore include a design which reinforces and enhances the unique character and history embodied in the Historic District.

**New development should highlight the location of the area as a gateway to the North Beach and Chinatown neighborhoods to the west, and Fisherman's Wharf to the north.**

The Northeast Waterfront is located at the crossroads between the City's downtown district, North Beach and Chinatown neighborhoods, and Fisherman's Wharf. These areas rely heavily on The Embarcadero as a main point of access by visitors and residents alike, particularly since the demolition of the Embarcadero Freeway. New development along The Embarcadero, particularly near Broadway and Bay Streets, should be designed to provide an orientation point for entrance into these nearby districts.

**Provide new public access amenities which highlight newly created points of interest.**

In spite of a shortage of waterside public amenities in the area, The Embarcadero is a magnet for bicyclists, skaters, walkers and joggers. While the Waterfront Transportation Projects will provide major aesthetic, transit and pedestrian improvements along The Embarcadero, there is a need to expand public access onto the piers themselves, including places for people to relax and enjoy the views, and experience the water's edge. A Northeast Wharf Open Water Basin should be created and the Broadway Open Water Basin maintained for the views they offer of and across the Bay.

The PortWalk should link the pier perimeters, offering pedestrians the pleasure of strolling leisurely from one activity to another, and connecting with the Waterfront Transportation Projects pedestrian improvements and the Pier 7 public access pier. The PortWalk would provide a new way for the public to enjoy the sights and sounds of the waterfront while allowing, but not requiring, interaction with the various entertainment and other activities which would be offered along the way. In addition, the Pier 27 shed should be partially removed in order to create the Northeast Wharf, a major public open space that would be developed following new mixed use development on the site.



# The Northeast Waterfront Acceptable Land Use Table (1,2,3,4)

**Key**  
**A** = Acceptable Use  
**E/I** = Existing Use/May Continue As Interim Use  
**X** = Accessory Use

<b>Maritime Uses (5)</b>										<b>Open Spaces/Public Access</b>		<b>Residential Uses</b>	<b>Commercial Uses</b>	<b>Other</b>																
Energy/Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services

Pier 35			A	A	A	A	A			A	A				A	A		A	X	A		A	E/I	A						
Pier 33, 33½, 31½		A	A	A	A	A	A				A	A			A	A		A	X	A		A	E/I	A			E/I			
Seawall Lot 314													A			A	A		A	A										
Pier 31					A	A						A							X				X							
Seawall Lots 315, 316, 317, 318, 319, 322											A	A	A			A	A		A	A						X				
Pier 27-29, 29½	A		A	A <sup>7</sup>	A	A	A			A	A				A	A		A	X	A	A			A		A				
Pier 19-23, 23½	A		A		A	A				A	A				A			A	X	A	A		X			A				
Seawall Lot 320											A																			
Piers 15 and 17	A		A	A	A	A				A	A				A	A		A	X	A	A		E/I	A		A				
Seawall Lots 321, 323, 324, 322-I											A		A		A	A	A	A	A	A	A				X					
Pier 9, 9½			A		A	A		A		A	A				A	E/I			X	A										
Pier 7½												A						A	X	A		A								
Pier 7											A	A																		

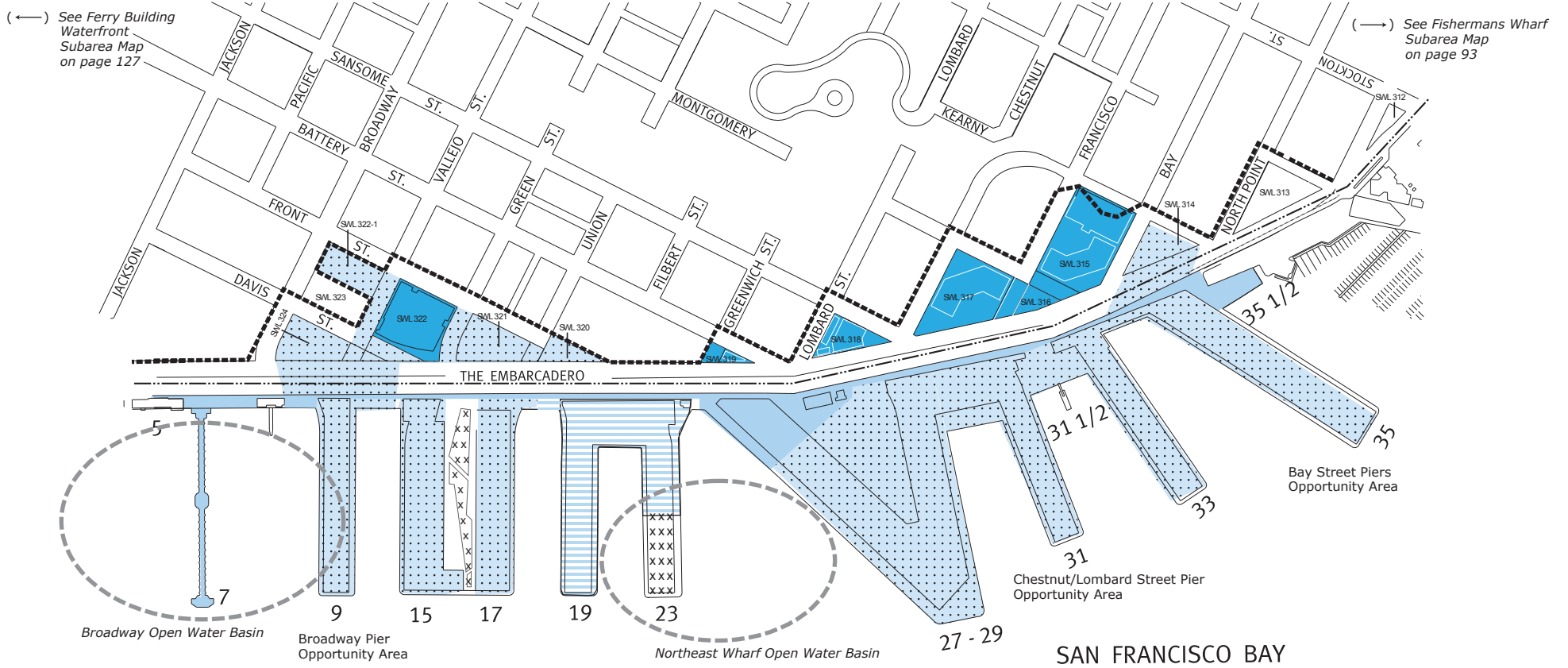
\* General Office is an acceptable use in both the historic and non-historic buildings on the bulkhead sites of the piers.

**Table Notes**

- 1 This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- 2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in the table.
- 3 Definitions of land uses are included in Appendix C, Glossary of Terms.
- 4 Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as the mix of uses, project design, any fill requirements, or whether the use is proposed within a National Register historic resource. (See Chapter 3 and 5 for further discussion of waterfront regulations).

- 5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins and Other Open Water Areas, pp. 24 and 26.
- 6 Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.
- 7 Historic ships are not allowed at Pier 27, consistent with BCDC Special Area Plan policies.






# THE NORTHEAST WATERFRONT SUBAREA



(←) See Ferry Building Waterfront Subarea Map on page 127



(→) See Fishermans Wharf Subarea Map on page 93

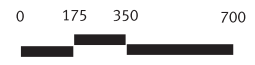
### Legend

-  Waterfront Mixed Use Opportunity Areas [a]
-  Transitional Maritime Areas
-  Other Public Access & Open Space Areas
-  Existing (Long Term) Commercial Area
-  Piers Designated For Removal

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

### Map Notes

- 1 Facilities located along the marginal wharf between piers north of the Ferry Building are generally described by the number of the pier on the left followed by "1/2", e.g. Pier 31 1/2 is located between Pier 31 & Pier 33.
  - 2 When the Waterfront (Embarcadero) Transportation Projects are completed, portions of certain streets abutting the Embarcadero will be vacated and included in adjacent seawall lots which are designated for potential new developments.
-  San Francisco Municipal Railway (MUNI) 'F-Line': An extension of the F-Line from Market street north to Fisherman's Wharf, featuring the City's historic streetcar collection.
  -  Waterfront Plan Project Area Boundary
  - SWL** Seawall Lot
- 3 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



## Development Standards for Mixed Use Opportunity Areas

### **Bay Street Pier Mixed Use Opportunity Area**

The Bay Street Pier Mixed Use Opportunity Area includes Piers 35 and 33, and Seawall Lot 314 located at the threshold of Fisherman's Wharf. Through careful integration of uses on Seawall Lot 314 and Pier 35, development of this Opportunity Area will establish a clear entry point to one of the most popular visitor destinations in the country.

Pier 35 is currently the Port's passenger cruise terminal. Although cruise passengers have long viewed San Francisco as one of the most beloved ports of call in the world, recent trends have limited the number of cruise calls to an average of 44 per year (see Appendix A). Nevertheless, industry officials consider this Opportunity Area to be a highly desirable and convenient location for the limited amount of cruise activity in San Francisco. On the other hand, Pier 35 lacks most amenities provided in modern cruise terminals and, because of its long and narrow shape and other physical constraints, passengers and ships cannot be efficiently served.

If San Francisco captures more cruise business in the future, a modern terminal facility could be developed. In combination with other attractions such as a public events facility, a modern cruise terminal could establish a visually exciting gathering place and extend the PortWalk throughout the complex.

Development on Seawall Lot 314 should relate to improvements on Piers 35 and 33. For example, a landside hotel, consistent with existing height and bulk limitations for the site, would complement a cruise terminal or public events facility. Successfully designed and executed, these activities would frame The Embarcadero and provide a fitting entrance to Fisherman's Wharf.

If Pier 33 is not developed as part of a cruise terminal, or if Pier 35 ceases to be operated as a cruise terminal, these piers should still provide new entertainment and other assembly activities, such as a conference center. In addition, other maritime activities such as the excursion boat terminal should be retained.

Pier 33 currently operates primarily as a warehouse, with maritime and general offices in the adjacent bulkhead building. In recent years, a number of fish processing businesses have also occupied this facility. This warehouse is a valuable revenue source for the Port, in light of the steady market demand that exists for storage facilities. Warehousing should therefore be permitted as an interim use.

## Bay Street Pier Mixed Use Opportunity Area

### Development Standards

- If existing cruise terminal operations remain at Pier 35, improve facilities where feasible, by upgrading the decor of the terminal, and providing elevators, public access, and bon voyage areas.
- Promote shared uses in the cruise terminal which highlight the terminal's function as a gathering place for people and maintain year-round activity even when ships are not in port.
- If Pier 35 ceases to be used as a cruise terminal, permit entertainment and assembly activities that foster public enjoyment in the area.
- Any new cruise terminal, whether on Piers 33 and 35 or another site, should include the following features:
  - a** Two berths.
  - b** Separate areas that are sufficient in size to serve ships and passengers.
  - c** Major public access features, including a bon voyage area.
  - d** Sufficient taxi, bus and car drop-off and pick-up areas.
  - e** Retail, exhibits, and other attractions to complement the cruise operations.
  - f** Parking and other transportation programs to minimize traffic congestion in the area when passengers are embarking and disembarking.
- On Pier 35 and Seawall Lot 314, promote active, publicly-oriented uses which are designed to provide a fitting gateway to Fisherman's Wharf.
- Maintain Bay Street as a major view corridor.
- Retain and reuse the Pier 33 and 35 bulkhead and connector buildings and sheds consistent with the historic preservation policies and site-specific design criteria in the Waterfront Design and Access Element. Develop criteria for rehabilitation and reuse of these historic structures, and include the Bayside History Walk elements.
- Promote excursion boats, water taxi, historic and ceremonial ship berthing and other maritime activities.
- Permit a broad range of interim uses (including warehousing) on Pier 31 because it is most likely to continue to operate as a support facility rather than as a primary location for major maritime or non-maritime activities.

### **Chestnut/Lombard Street Piers Mixed-Use Opportunity Area**

The Chestnut/Lombard Street Piers Mixed-Use Opportunity Area includes Piers 31 and 27-29. Pier 27 was built relatively recently, in the 1970s, and along with the adjoining large valley area between the Pier 27 and 29 sheds, is in very sound condition. The 175-foot clear-span width within Pier 27 makes it a very valuable resource.

The neighboring mix of residential, office, athletic club and small-scale retail activities suggests a broad range of use opportunities. In addition, the Northeast Wharf plaza to be developed within a portion of the Pier 27 shed and adjoining valley, and the adjacent Northeast Wharf Open Water Basin, provide a tremendous public open space amenity and bay views which will further enhance the character of new development.

Development should provide an integrated mix of maritime, commercial, open space and public access uses, which help to unite the waterfront with the rest of the City. There is opportunity for a unique and inviting waterfront mixed-use recreation project, integrating a varied mix of maritime and commercial uses and open space, including the Northeast Wharf plaza, oriented around active recreational pursuits. This mixed-use recreation could provide a venue for all San Franciscans and Bay Area residents to actively participate, individually or as groups, in diverse amateur recreational sports, physical fitness and related activities while enjoying the scenic waterfront setting. The Northeast Wharf plaza and the other open spaces included in such a development project would create opportunities for engaging in and viewing active recreational activities while enjoying expansive Bay views. New opportunities for recreational boating and other water uses may be created, while continuing maritime berthing alongside the remaining portion of Pier 27.

### **Development Standards**

#### **Chestnut/Lombard Street Piers Mixed-Use Opportunity Area**

- Consistent with the Waterfront Design & Access Element, design new developments to respect and be authentic to the rich historic maritime industrial character of the Northeast Waterfront.
- Provide a mix of uses that reflect the cultural diversity of the City and the Bay Area, appeal to the local and regional population, and establish a daytime and nighttime presence, thereby providing entertainment and commercial recreation venues distinctly different from the more tourist-oriented activities found at Fisherman's Wharf.
- Include recreational boating, excursion boats, water-taxis, historic and ceremonial ship berthing and other maritime uses to the maximum feasible extent. Provide facilities for a wide variety of active recreational activities; skateboard/rollerblade facilities and swimming and related aquatic sports are encouraged.
- Arrange and design uses on the Site to maximize public appreciation and enjoyment of the waterfront setting by offering new viewing opportunities, and to maximize visual connections and physical contact with the water.

## Development Standards (cont.)

- Create an approximately 2 acre “Northeast Wharf” public plaza on Pier 27, requiring removal of about 56,000 square feet of the Pier 27 shed. The Plaza design should be consistent with criteria in the Waterfront Design & Access Element, and should complement new development on the site. Provide unobstructed views from the Beltline Railroad Office Annex across the Northeast Wharf plaza to the Bay.
- Provide vistas from Lombard Street and The Embarcadero across the Northeast Wharf plaza to the Northeast Wharf Open Water Basin and the Bay.
- Provide a network of lively, usable open spaces, ranging from intimate to large-scale, indoors and outdoors, including Bayside History Walk elements. These open spaces should be oriented to on-Site and on-Bay recreational activities, both active and passive.
- Orient new development on Piers 27-31 toward The Embarcadero, and acknowledge the terminus of Lombard Street with a framed view of the Bay.
- Enhance connections throughout the site by maximizing the transparency of building walls and creating pedestrian passageways through and between buildings.
- Allow adjacent commercial uses (e.g., active uses such as shops, cafes, boat and skate rentals, kiosks) to spill into and activate the Northeast Wharf plaza and other open spaces, providing interest and enjoyment for users.
- Retain and reuse the historic bulkhead buildings at Piers 29 and 31, as well as the Pier 29½ connector building and the Beltline Railroad Office Annex, consistent with the historic preservation policies and site-specific design criteria in the Waterfront Design and Access Element.
- Promote the use of public transit as a primary mode of transportation. Minimize the intensity of automobile activity by minimizing on-site parking, and maximize the use of new and existing off-site parking facilities, consistent with development needs and minimizing adverse impacts on public access.
  - a** Arrange and design on-site parking facilities so that they are either enclosed or otherwise screened from view from The Embarcadero and the Bay.
  - b** Arrange and design vehicle access to the Site so that it does not generate significant new traffic congestion on The Embarcadero, or queuing along The Embarcadero.



**Broadway Pier Mixed-Use Opportunity Area**

The Broadway Pier Mixed-Use Opportunity Area includes Pier 9, Seawall Lots 321, 322-I, 323, and 324. The seawall lots, which are currently used for surface parking, are among the most valuable of all the Port's real estate assets because of their prime location adjacent to downtown, the Pier 7 public access and fishing pier, and the Golden Gateway mixed-use residential neighborhood. These parcels have high near-term revenue-generating potential for the Port, and optimizing revenue should be a strong consideration in their development.

The neighboring mix of residential, office and small-scale retail activities suggests a broad range of use opportunities for the seawall lots in this Opportunity Area. In addition, Pier 7 provides a tremendous public open space amenity and focal point which will further enhance the character of new development.

With the demolition of the Embarcadero Freeway along Broadway, waterside activities can be visually and physically integrated with the Golden Gateway neighborhood. For example, Pier 9 is a desirable location for boating services, boat rentals, transient boat berthing (including berths for large yachts), and sailing events could take place on the south side of the pier in full view of onlookers strolling along The Embarcadero and Pier 7. This would complement the San Francisco Bay Bar Pilots association operations headquartered on the eastern portion of the pier. Expansion of public-oriented waterside activities will also create a more desirable setting for new commercial uses (including a hotel) or residential development on adjacent inland property, particularly Seawall Lots 323 and 324. These parcels are pivotal sites for weaving the waterfront into the broader City context.

To a large extent, development of Seawall Lot 321 likely will depend on the future of the Piers 15 and 17 cargo warehouses, a Transitional Maritime Area located immediately across The Embarcadero. Like Seawall Lots 323 and 324, Seawall Lot 321 is a key site for infill commercial and residential development which would extend City life out to The Embarcadero.

The seawall lots in this Opportunity Area are included in the Northeast Waterfront Historic District. Consistent with the Waterfront Design & Access Element, the design of new development must respect and enhance the historic and architectural character of adjacent development.

### Broadway Pier Mixed-Use Opportunity Area

### Development Standards

- Consistent with the Waterfront Design & Access Element, design new developments to focus on and further enhance the Pier 7 public access and fishing pier.
- Consistent with the Waterfront Design & Access Element, design new seawall lot developments in a manner that respects the rich architecture in the Northeast Waterfront Historic District.
- Include design features in any new commercial or residential development on Seawall Lots 323 and 324 that highlight the intersection of Broadway and The Embarcadero which serves as an important access to Chinatown and North Beach, and as an orientation point along the waterfront.
- Encourage publicly-oriented recreation and entertainment activities on Pier 9, and a Bayside History Walk element, which are compatible with the San Francisco Bar Pilots Association administrative headquarters, water taxi operations, and berthing of pilot, tug and tow, and ferry and excursion boat vessels.
- Maintain and enhance views of the waterfront from Broadway across the Broadway Open Water Basin.
- Design transportation access to seawall lot developments so as to minimize congestion on Broadway and The Embarcadero.



*Pier 7 public access pier*

## Development Standards for Transitional Maritime Areas

### Piers 15, 17, 19-23

Although cargo-related operations at these piers should be allowed to remain as long as the Port determines them to be economically and operationally viable, there is a potential for the development of a mix of maritime, commercial, and public access uses on these piers, which also would meet the objectives for the Northeast Waterfront. As explained in Chapter 3, the purpose of the Transitional Maritime Area designation is to provide a process for determining whether the piers will continue to be viable exclusively for maritime uses, before allowing long-term non-maritime development or other changes.

### Development Standards

#### Piers 15, 17, 19-23

- Operate Piers 15 and 17 as cargo-support warehouse facilities as long as necessary, unless it is possible to relocate these operations to alternate upland locations, or to maritime areas in the Southern Waterfront.
- Operate Piers 19-23 as a duty-free Foreign Trade Zone warehouse serving the Port's cargo shipping and cruise businesses as long as necessary, unless it is possible to relocate it to alternate upland sites, and/or consolidate some of this activity with the Port's cruise terminal operations.
- Continue tug and tow berthing and repair operations on Piers 15 and 17 or other piers in the Northeast Waterfront as long as possible and practical.
- Permit accessory, non-maritime commercial uses or community facilities in bulkhead, connector, or incidental buildings fronting on the east side of The Embarcadero, if the space is not needed for maritime-related operations.
- Pursuant to the General Policies of Chapter 3, conduct a review process to determine whether the Transitional Maritime Areas are no longer necessary for cargo shipping related uses, and pursue a mix of activities that achieve the following:
  - a** Provide publicly-oriented commercial recreation uses such as family-oriented entertainment, incorporating cultural, educational or other themes that appeal particularly to residents of the City and the Bay Area.
  - b** Include commercial and recreation maritime activities such as historic ships, excursion boats, or cruise operations as an integral part of the mix of uses, to the maximum feasible extent.
  - c** Arrange and design uses on the piers to maximize public appreciation and enjoyment of the waterfront setting by offering new viewing opportunities, promoting waterborne transportation services, and including an integrated public access program.

## Development Standards (cont.)

- d Provide varied public access improvements such as a PortWalk which organizes circulation on the pier, provides access along the pier perimeter to the maximum possible extent, incorporates plazas in which people can congregate, and includes landscaping and other treatments which enhance the aesthetic quality of public access features.
  - e Remove a portion of the Pier 23 shed bayward of the connector building to create a Northeast Wharf Open Water Basin, and approximately 37,000 square feet of the valley between Piers 15 and 17, and create a new view corridor between Piers 15 and 17, all to expand Bay views.
- Plan new uses on the piers to relate to new development on adjacent seawall lots.
  - Ensure that the exterior architectural and design aspects of the new pier activities are sensitive to and enhance the rich historic industrial maritime character embodied in significant Port structures along The Embarcadero and the adjacent Northeast Waterfront Historic District.
  - Promote public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities while minimizing adverse impacts on public access.

## Development Standards for Other Existing or New Open Spaces and Public Access

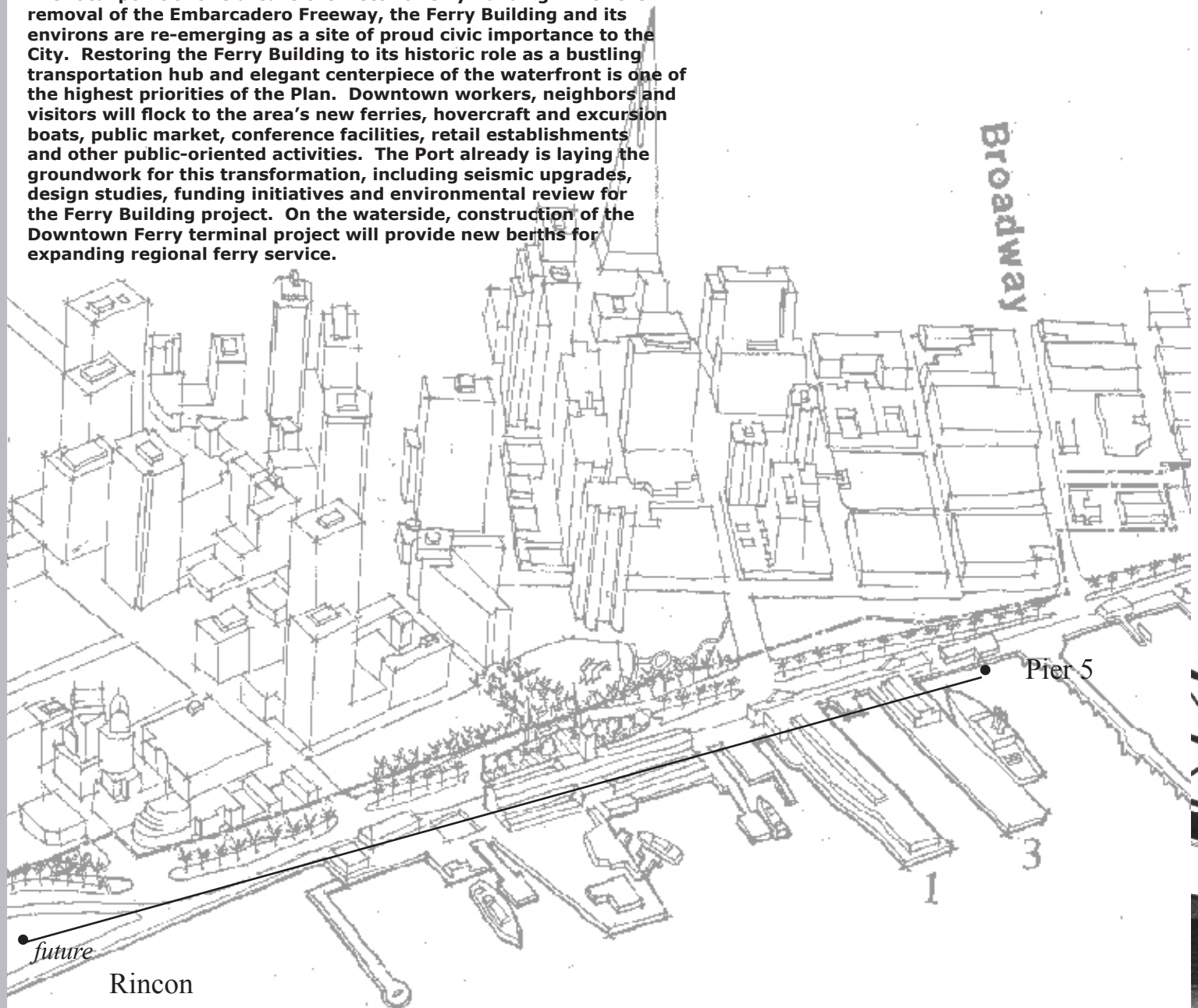
### Pier 7

- Provide improvements, such as public information kiosks, nearby public restrooms, and sales of refreshments from a limited number of pushcarts, to increase public use and enjoyment of this unique waterfront open space resource, while maintaining an orderly, uncluttered appearance.
- Improve regular maintenance of Pier 7.

The Ferry Building Waterfront extends from the Pier 5 bulkhead building to the site of the future Rincon Park near Pier 22.

## The Ferry Building Waterfront

The focal point of this area is the historic Ferry Building. With the removal of the Embarcadero Freeway, the Ferry Building and its environs are re-emerging as a site of proud civic importance to the City. Restoring the Ferry Building to its historic role as a bustling transportation hub and elegant centerpiece of the waterfront is one of the highest priorities of the Plan. Downtown workers, neighbors and visitors will flock to the area's new ferries, hovercraft and excursion boats, public market, conference facilities, retail establishments and other public-oriented activities. The Port already is laying the groundwork for this transformation, including seismic upgrades, design studies, funding initiatives and environmental review for the Ferry Building project. On the waterside, construction of the Downtown Ferry terminal project will provide new berths for expanding regional ferry service.



## Objectives for the Ferry Building Waterfront

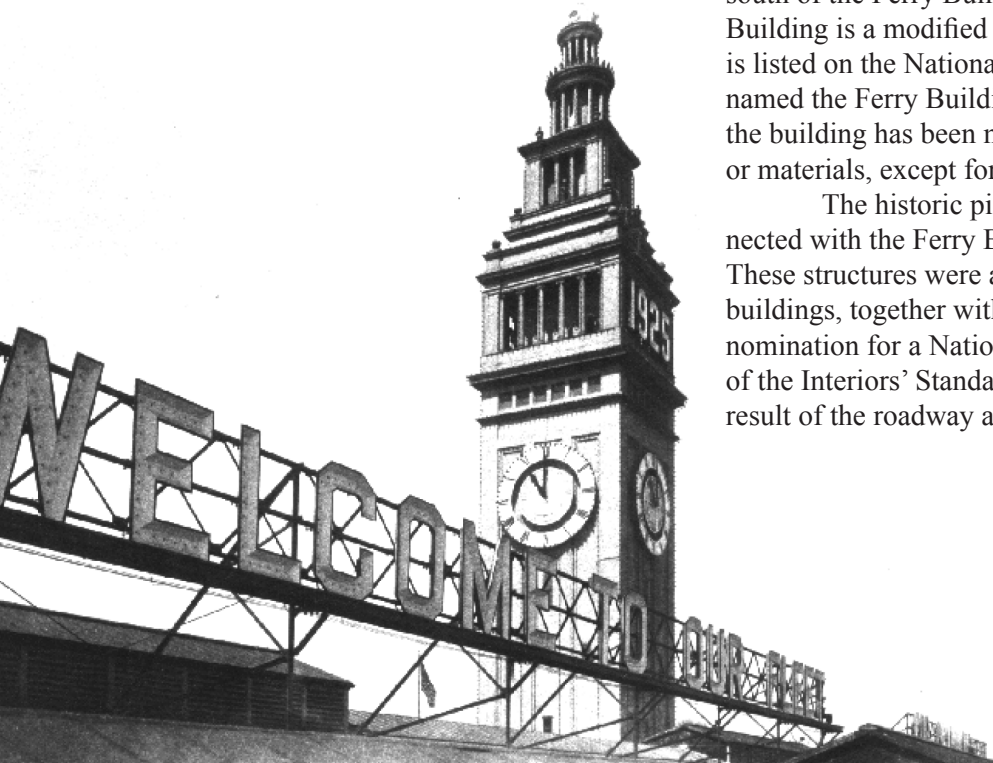
**Preserve and restore historic structures on the Ferry Building Waterfront, both to recall the area's historic use and to accommodate new uses.**

The Ferry Building area offers a prime opportunity for preserving the historic context of the waterfront, while also providing for new and revitalized activities along the shore. The Ferry Building is a City landmark that also is listed on the National Register of Historic Places. Originally named the Union Depot and Ferry House, this stately structure, with its clock tower situated at the terminus of the Market Street corridor, marks an historic entry and departure point for the City. Although once a bustling ferry terminal, the building currently is used mostly for offices, including the Port's administrative headquarters, as well as many business active in international trade.

In spite of the fact that the Ferry Building is the centerpiece of the waterfront and a key orientation point for the downtown, it currently lacks the sense of place and purpose that should be accorded a building of such historic importance. In the late 1950's and early 1960's, both the north and the south wings of the building were altered. These "modernization" efforts, widely considered an affront to a once grand example of Neo-Classical Beaux Arts architecture, included reconfiguration of the building's ground floor uses in such a way as to confound, if not actually discourage, the public from entering or walking around the building. The impact of these significant modifications became more evident to the general public after the Embarcadero Freeway was demolished in 1992.

The Ferry Building Waterfront also hosts other significant architectural structures. To the south of the Ferry Building, the former U.S. Agriculture Building is used for offices. The Agriculture Building is a modified palazzo building with Renaissance ornamentation and, like the Ferry Building, is listed on the National Register of Historic Places. Originally the Agriculture Building (formerly named the Ferry Building Post Office) contained a public lobby with offices above. The interior of the building has been modified by numerous tenants and little remains today of the original elements or materials, except for the staircase at the Embarcadero entrance.

The historic pier shed, bulkhead and connector structures of Piers 1 thru 5 are visually connected with the Ferry Building, adding to the strong architectural and historic character of this area. These structures were also previously cut off from the City by the Embarcadero Freeway. These buildings, together with the Ferry Building and Agriculture Building, will be included in the Port's nomination for a National Register Historic District, and will be preserved according to the Secretary of the Interiors' Standards for Historic Rehabilitation and will become even more prominent as a result of the roadway and open space improvements planned for the area.



*Ferry Building circa 1925*

The Embarcadero Freeway demolition has focused public attention on the Ferry Building Waterfront, recalling a time when the area served as the primary gateway to the City. The challenge today is to return these functions to the area and to introduce new activities and connections to the water, while also restoring the area's historic dignity and maritime character. The restoration and adaptive reuse of the Ferry Building and the surrounding buildings and the piers are critical to the reunification of the City with its waterfront, and to reestablishing the Ferry Building's civic importance. The Ferry Building restoration should continue to be one of the highest priorities of the Port Commission.

**Provide maritime facilities for ferry and excursion boats, recreational boats, historic ships, and ceremonial berthing.**

In the early 1980's, all the finger piers between the Ferry Building and Pier 22½ were removed and replaced with the Embarcadero Promenade, a public accessway that provides welcome relief from the urban congestion of downtown. Except for ferry operations at the Ferry Building, ferry and excursion boat operations at Pier 1, and historic ship docking at Pier 3, maritime activities are no longer significant in this area. As an integral part of revitalizing the Ferry Building Waterfront, new maritime activities should be developed for the public to enjoy.

In particular, because of its close proximity to transit and downtown, this area is a prime location for: 1) expansion of ferry operations to meet the Metropolitan Transportation Commission's projections for increased ferry ridership in the Bay area; 2) excursion boat operations that require high visibility and close proximity to downtown; 3) historic ships and ceremonial ships to draw people to the waterfront; and 4) recreational boat moorings to permit boaters to stop and enjoy downtown San Francisco for the day. Additionally, this area offers a prime opportunity to accommodate new modes of waterborne transportation, including water taxis and airport hovercrafts, because of its proximity to the downtown commuter, business and tourist centers.

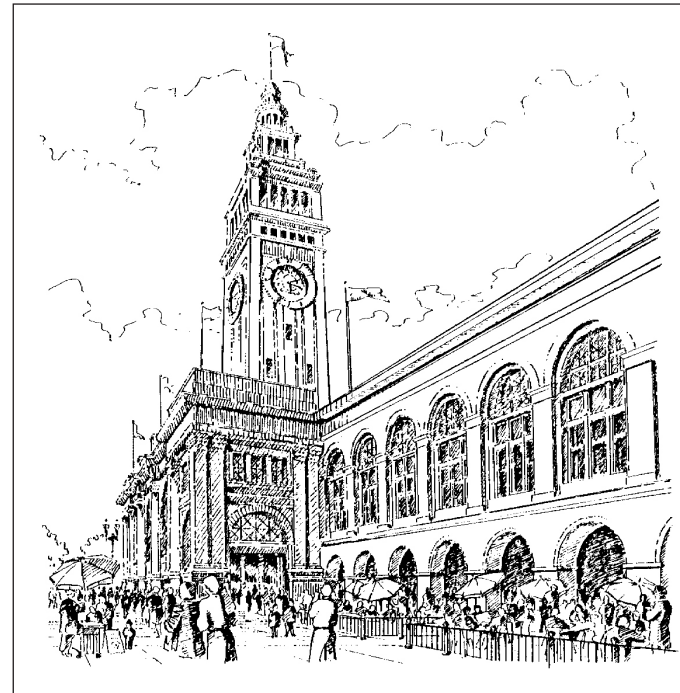
**Provide a mix of uses that emphasizes the civic importance of the area, generates waterfront activity and serves San Franciscans and visitors alike.**

The Ferry Building Waterfront abuts downtown San Francisco's diverse mix of urban activities. Although this downtown area is dominated by high-rise buildings, the edge closest to the water is characterized by smaller scale commercial structures and large open spaces such as Justin Herman Plaza. The northern part of the area is adjacent to Golden Gateway, a waterfront neighborhood containing low to high-rise residential and commercial development. The southern part of the area is adjacent to the emerging Rincon Hill and Rincon Point mixed commercial and residential districts. In addition to the maritime activities discussed above, non-maritime land uses occurring on Port property include offices, restaurants, retail, parking, public access and a service station. New open spaces and ancillary commercial developments have been proposed for the mostly non-Port properties immediately across The Embarcadero which were vacated through demolition of the Embarcadero Freeway.

Because of its central and very visible location, the diversity of adjacent uses, and the significant transportation and open space improvements planned or under way for the broader area, the Ferry Building Waterfront should host an exciting array of maritime, commercial, civic, open space, recreation and other waterfront activities. New uses should draw people into the Ferry Building, so that it becomes a more inviting, lively and interesting place to be - a destination in its own right. The area should provide both a place for downtown workers to enjoy lunchtime or after hours activities, as well as a destination for other San Franciscans and visitors who might not ordinarily come to the area during the course of their daily routine. New uses should generate activity during evenings and weekends to complement the weekday office uses in the adjacent downtown.

**Extend the PortWalk through the area, providing more convenient, direct and aesthetically pleasing public access connections to open space areas and the Bay.**

Currently, there are many public access opportunities in this area, including the Embarcadero promenade, the Broadway and Rincon Point Open Water Basins, public access at Pier 3, the Ferry Plaza and Justin Herman Plaza. However, because most of these areas are not particularly well connected to the City and to each other, they are not well used. Ferry Plaza, located on the east side of the Ferry Building, provides a mix of activities to serve the public, including the Golden Gate Ferry Terminal, Gabbiano's Restaurant, public access on top of the Golden Gate Terminal and along the south and east sides of the Plaza, and open space in the center of the Plaza.



*A vision for new activities at the Ferry Building*



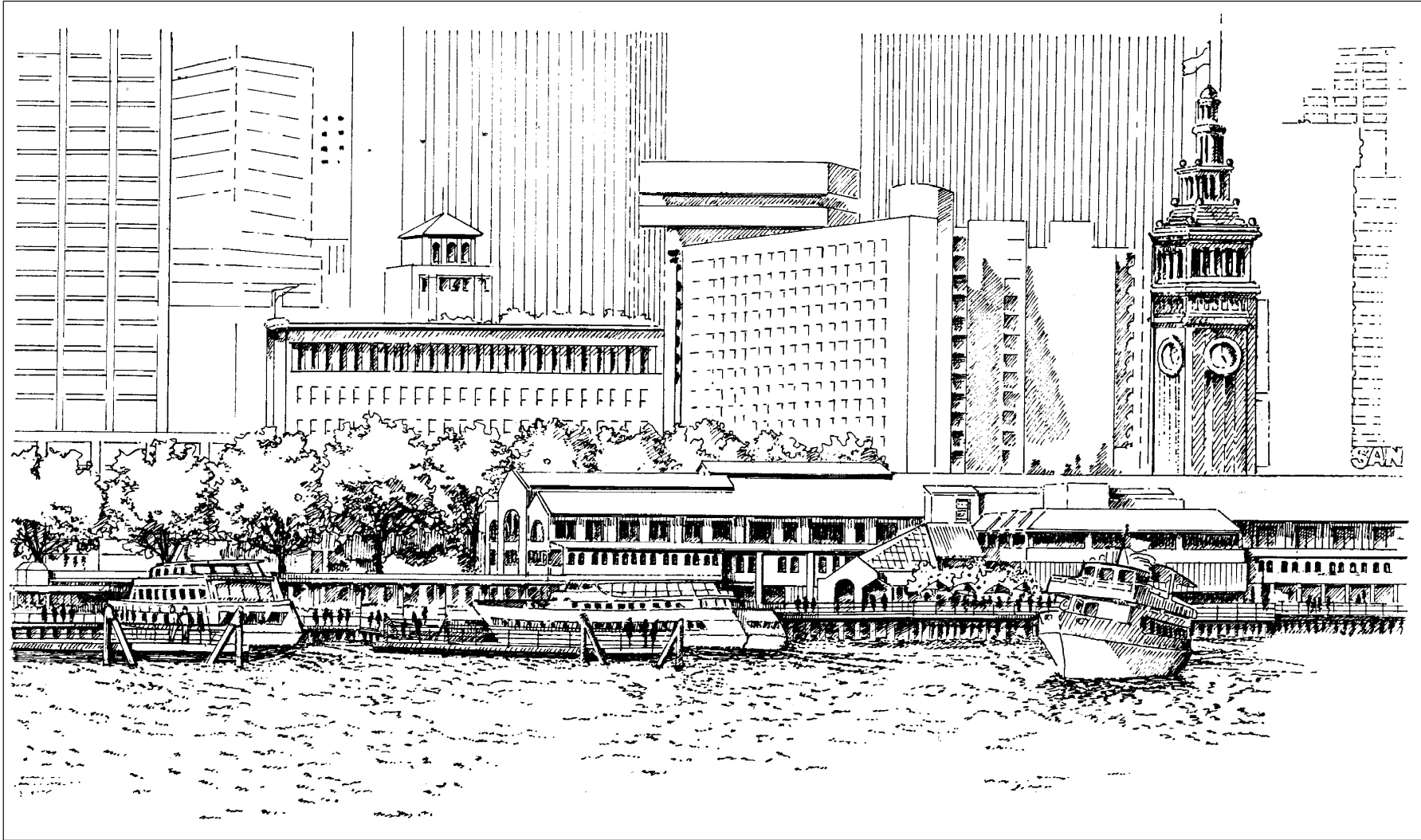
To address this issue, the Waterfront Design & Access Element includes design criteria for the PortWalk to create continuous waterfront pedestrian access from the Embarcadero Promenade south of the Agriculture Building to the south edge of Pier 1. On the City side, the planned Ferry Building Plaza will create a grand civic open space that relates to the newly visible Ferry Building and waterfront, which would establish a dramatic element along the PortWalk. New developed and improvements along the Ferry Building Waterfront should therefore seed to further enhance the PortWalk, connecting with existing open space areas, as well as to new open space at Rincon park, and new pedestrian improvements that are part of the Waterfront Transportation Projects.

The 1989 Loma Prieta earthquake triggered a dramatic increase in the demand for ferry service to and from downtown San Francisco. Last year, commuter and recreational passengers made 2.8 million ferry trips, and this number is expected to grow to over 4 million during the next decade (See Appendix A for more

information on ferries). New modes of waterborne transportation, including airport hovercrafts and water taxis are being explored. These trends indicate the need to provide more facilities and services to accommodate waterborne travelers. The Ferry Building Waterfront clearly is the best place to meet this need, a conclusion supported by the Metropolitan Transportation Commission's Regional Ferry Plan, which encourages coordination of ferry schedules to allow inter-ferry transfers at the Ferry Building.



*The public enjoying the Embarcadero Promenade*



*Plans for expanded ferry operations at the Ferry Building*

**Restore the Ferry Building Waterfront as a major transit center by improving transit access and transfers among water and land transportation modes.**

Further increases in ferry ridership also are likely to result from the conversion of Treasure Island from military to civilian use. Any major new uses will require creative means of transporting people to the island because of the Bay Bridges' limited capacity to handle more traffic flow.

In combination with nearby BART and MUNI service, the Waterfront Transportation Projects also will emphasize the important role this area plays in moving people in and out of the City, and up and down the waterfront. Redevelopment of the Ferry Building and environs should maximize convenience of connections between landside and waterside transportation modes. The Port should promote a direct, continuous transit line between the Northern and Southern Waterfront and, in particular, between the F-Line and the MUNI Metro extension when funding permits. Direct, continuous transit lines along The Embarcadero that do not require transfers will encourage the public to use transit rather than private cars. On the waterside, ferries and water taxis should connect the Ferry Building with other waterfront locations, including Fisherman's Wharf, China Basin, Candlestick Park, regional airports, Treasure Island and other locations.

**Provide efficiently planned parking and loading facilities to serve new activities in the area.**

The expansion of ferry operations and the provision of new means of waterborne transportation, combined with increasing roadway congestion will, over time, divert automobile drivers to other modes of transit. Nevertheless, maintaining parking in the area is a key concern for Port tenants, and has presented a stumbling block to past efforts to redevelop the Ferry and Agriculture Buildings.

Since the earthquake and demolition of the Embarcadero Freeway, the amount of off-street parking in the area has been significantly reduced. The economic viability of the Ferry Building and Agriculture Building renovations depends, at a minimum, on limited amounts of short-term parking for tenants and visitors, automobile drop off and pickup areas to serve the transportation and commercial functions of the Ferry Building, loading and unloading areas to serve potential retail functions in the buildings, and transportation staging areas. Loss of parking and loading areas may limit the Port's ability to successfully redevelop the Ferry and Agriculture Buildings, accommodate certain desirable uses like a public market or excursion boats, or successfully develop other properties in the area like Piers 1 and 3.

The projected loss of waterfront parking and the need to replace it to serve existing and future Port activities requires a creative solution to rationalize parking in the broader area. This should be an objective of the mid-Embarcadero roadway design process currently underway.

**Physically and visually integrate the Ferry Building and environs with their spectacular City and Bay settings.**

After the Embarcadero Freeway was built, little attention was paid to ensuring that the design of facilities on each side of The Embarcadero were physically or visually connected. In fact, landside improvements were designed to face away from the waterfront to buffer against freeway noise and traffic. At the same time, the public paid little attention to the waterfront facilities because they were not seen from the other side of The Embarcadero. Now that the Freeway is gone, special consideration should be given to urban design

features that are in keeping with and enhance the historic maritime character and architectural value of the waterfront facilities, and that reconnect the Ferry Building area to the City and the Bay. Public views from, through, and around the Ferry Building should provide new opportunities to observe maritime activities and the Bay. Portions of Piers 1/2 and 2 should be removed in order to enhance views of the Bay.

**Pursue a mix of public and private resources to achieve an appropriate quality and mix of uses.**

In general, San Francisco's downtown is an active, mixed-use environment that hosts a range of activities and services for downtown employees and residents. Yet for the most part, Port properties in the area have not enhanced or benefitted from this setting. Demolition of the Embarcadero Freeway and construction of the planned roadway improvements have stimulated public and private sector interest in restoration of this area. New development along the waterfront to the south, such as the South Beach Harbor, the new South Beach mixed-use residential neighborhood and the adjoining ballpark at China Basin, reinforce this interest. The Ferry Building area therefore offers perhaps the best opportunity on the waterfront for a successful public and private partnership to provide new public amenities, jobs and other benefits to the Port, the city and the region. The high costs of historic renovation will require a creative financing approach if the Ferry Building and environs are to offer a large public component that will attract people to the waterfront. In the Ferry Building itself, there should be a mix of public and commercial uses to ensure the market and financial feasibility of this critical renovation project.

# The Ferry Building Waterfront Acceptable Land Use Table (1,2,3,4)

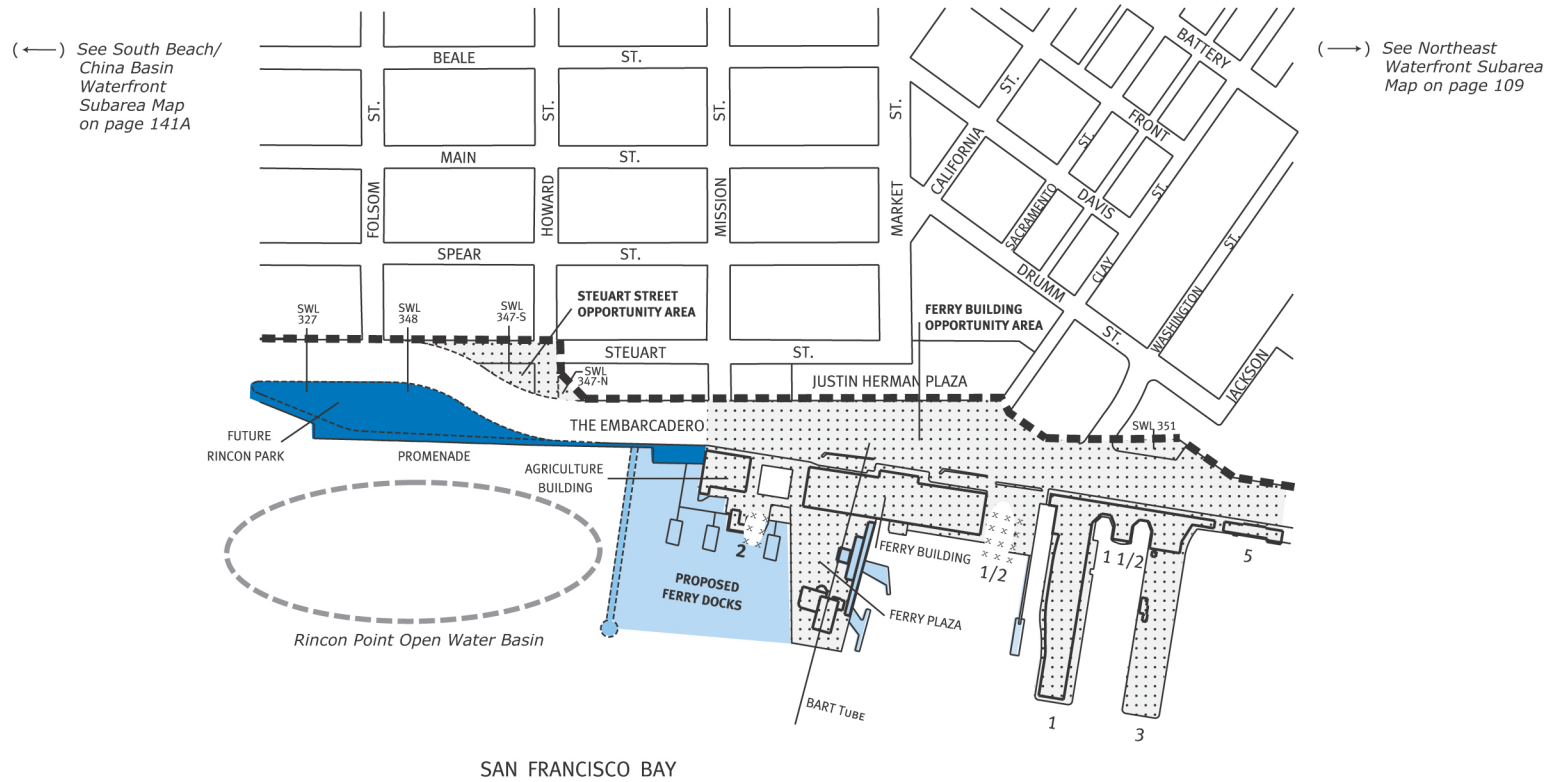
- Key**  
 A = Acceptable Use  
 E/I= Existing Use/May Continue As Interim Use  
 X = Accessory Use

	<b>Maritime Uses (5)</b>										<b>Open Spaces/Public Access</b>		<b>Residential Uses</b>	<b>Commercial Uses</b>													<b>Other Uses</b>						
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services		
Seawall Lot 351											A				A		A			A	A	A	A				A						
Pier 5 Pierhead / Bulkhead		A			A	A						A					A				A		A	A				A					
Pier 3		A	A	A	A			A		A	A	A	A			A	A	A			X	A	A	A	A			A	A			A	
Pier 1½ Pierhead / Bulkhead					A	A						A					A					A	A	A	A			A					
Pier 1		A	A	A	A			A		A	A	A	A			A	A	A				A	A	A	A	A			A	A		A	
Pier ½		A									A	A	A			A	A					A	A		A							A	
Ferry Building		A	A	A				A		A	A		A			A	A	A			X	A	A	A				A	A			A	
Pier 2 and Ferry Plaza		A									A	A	A			A					X	A		A								A	
Agriculture Building		A	A	A				A		A	A					A	A	A			X	A	A	A				A	A			A	
Promenade								A			A	A																					
Future Rincon Park, Seawall Lots 327, 348								A			A	A	A								X	A											
Steuart Street, Seawall Lots 347N, 347S											A						A				A	A											A

**Table Notes**

- 1 This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- 2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- 3 Definitions of land uses are included in Appendix C, Glossary of Terms.
- 4 Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as the mix of uses, project design, any fill requirements, or whether the use is proposed within a National Register historic resource. (See Chapter 3 and 5 for further discussion of waterfront regulations).
- 5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins and Other Open Water Areas, pp. 24 and 26.
- 6 Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

# THE FERRY BUILDING WATERFRONT SUBAREA




SAN FRANCISCO BAY

### Legend

-  Waterfront Mixed Use Opportunity Areas [a]
-  Other Maritime Areas
-  Other Public Access & Open Space Areas
-  Piers Designated for Removal

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

### Map Notes

- 1 Facilities located along the marginal wharf between piers north of the Ferry Building are generally described by the number of the pier on the left followed by "1/2", e.g. Pier 1 1/2 is located between Pier 1 & Pier 3.
  - 2 When the Waterfront (Embarcadero) Transportation Projects are completed, portions of certain streets abutting the Embarcadero will be vacated and included in adjacent seawall lots which are designated for potential new developments.
-  Waterfront Plan Project Area Boundary
  - SWL** Seawall Lot
- 3 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.



## Development Standards for Mixed Use Opportunity Areas

### Ferry Building Mixed Use Opportunity Area

The Ferry Building Mixed Use Opportunity Area extends from Pier 5 to the Agriculture Building and includes Seawall Lot 351, the Pier 5 bulkhead/connector building, Piers ½, 1, 1½ and 3, the Ferry Building, the Agriculture Building, and Ferry Plaza. The Opportunity Area also includes the area in front of the Ferry Building, which currently is the subject of a planning effort for a new plaza. The Ferry Building, the focal point of the Opportunity area, survived both the 1906 and 1989 earthquakes, but sustained damage in the 1989 earthquake. Seismic repairs and upgrades costing more than \$4.5 million are currently under way, funded by the Federal Emergency Management Agency (FEMA). Furthermore, the Port has secured approximately \$2.0 million to date in federal and state grants to complete conceptual design, feasibility studies and environmental review, and to begin final design on renovation of the building. The Port also has secured \$10.1 million for design and construction of ferry landing facilities. Because the conceptual design of this important project already is under way, many development standards are provided herein to reflect public concerns regarding the role the Ferry Building area should play in the revitalization of the waterfront.

### Development Standards

### Ferry Building Mixed Use Opportunity Area

- Carefully locate any recreational boating activities to avoid navigation and operational conflicts with waterborne transportation.
- Promote activities in and around Piers 1 and 3 which enhance, complement and benefit from the existing uses in the area and the transportation-related functions planned for the Ferry Building.
- Consider reuse plans for Treasure Island, if available, and related transit needs in the development of the Ferry Building Area.
- Carefully design freight service areas for new uses so that they are compatible with the transportation network.
- Maximize efficient use of new and existing parking to serve existing business, further promote public use of the Ferry and Agriculture Buildings, and stimulate reuse of Piers 1, 1-1/2, 3 and 5.
- Any pier parking should be hidden from view, perhaps in or behind structures, and should not interfere with access to or enjoyment of the waterfront.
- Encourage cafes along the waterfront to take advantage of afternoon sun on the north side of The Embarcadero and pedestrian activity on the PortWalk along the Embarcadero Promenade.
- Reconfigure existing deck areas north and south of the Ferry Building to allow pedestrians and passersby to view maritime activities and the Bay.

### Development Standards (cont.)

- The design of new development should respect the character of the Ferry Building, the mid-Embarcadero open space improvements, and the Golden Gateway project.
- The design of new development should minimize the perceived barrier of The Embarcadero and encourage a pleasant pedestrian connection between the City and the waterfront.
- Preserve the Piers 1, 1½, 3 and 5 bulkhead and connector buildings according to the Secretary of the Interior’s Standards for Historic Rehabilitation and allow for improvements in visual and physical access to the waterfront as further described in the Waterfront Design and Access Element.
- Preserve the Ferry Building and Agriculture Building according to the Secretary of the Interior’s Standards for Historic Rehabilitation.
- Extend a waterside PortWalk from Pier 1 to the Promenade, where it would not interfere with ferry and excursion operations.
- Provide new uses near Pier 7 to further activate Pier 7 and take advantage of its prominence. Maintain the Broadway Open Water Basin on either side of Pier 7.
- Maintain the Broadway Open Water Basin on either side of Pier 7.
- Design and locate the mid-Embarcadero open space to reflect and enhance the grandeur of the Ferry Building as a focal point, and reconnect The Embarcadero with the Market Street corridor.
- Include the Bayside History Walk in Piers 1-5.
- If feasible, design the mid-Embarcadero open space improvements to allow for future undergrounding of The Embarcadero in front of the Ferry Building, if funding becomes available.
- Explore the possibility of obtaining economic value from Seawall Lot 351 by combining it with the adjacent Golden Gateway residential site to provide expanded opportunities for mixed residential and commercial development.

### Development Standards

- Restore the exterior Embarcadero façade of the Ferry Building, using building materials that maintain and/or restore the historic character and architectural integrity of the structure.
- Restore the historic grand, sky lighted gallery on the second level as the principal public space, to the extent possible.
- Encourage exhibition space in the building for historic or civic displays, such as the California Relief Map, or exhibits about Port history, the Ferry Building or San Francisco.
- Create a central, public foyer in the building which provides dramatic views and connections to the Bay and the ferries.
- Give preference to public uses on the first floor.
- Make activities available at different price levels to encourage full use and enjoyment by all segments of the public.
- Provide protection from inclement weather for ferry riders.
- Provide a water taxi stop where feasible.

### Ferry Building



### Development Standards (cont.)

- If possible, uses in the building, including offices, should relate to unique thematic concept such as maritime activities, world trade and diplomacy, transportation and travel, or San Francisco and California cultural, business or artistic activities, or some combination thereof.
- Incorporate accessory retail uses to meet the needs of downtown workers, ferry riders and visitors, such as ticket offices, cash machines, travel offices, other personal services, and recreational equipment vendors.
- Allow theme retail and festival uses such as public and fish markets, as well as restaurants and other eating and drinking establishments that both attract and benefit from visitors to the waterfront.
- Avoid conventional shopping center or tourist-oriented retail uses.
- Consider moving the Port's offices to make room for revenue-generating uses on the upper floors of the Ferry Building, if this helps support the costs of renovation.
- Consider adding a fourth floor to the Bay side of the building, consistent with earlier historic design guidelines, if necessary to increase revenue to support the expense of historic renovation.
- Determine the feasibility of opening the tower for paid public tours.
- Encourage public donations to help finance components of the Ferry Building restoration.

### Steuart Street Mixed Use Opportunity Area

The Steuart Street Mixed Use Opportunity Area is comprised of Seawall Lots 347N and 347S on either side of Howard Street, and the portion of Steuart Street southeast of Howard Street, which will be closed as soon as The Embarcadero is rerouted around the site of the Rincon Park. This site will be separated from the Bay by the future Rincon Park and The Embarcadero and offers an excellent opportunity for revenue-generating commercial uses, the primary land uses in the area.

### Development Standards

### Steuart Street Mixed Use Opportunity Area

- Future use of the site should relate to adjacent development along Steuart Street as well as the Rincon Park. Under current discussion with the Redevelopment Agency is the use of the site as open space related to proposed office development of the Caltrans right-of-way south of Steuart Street. Absent the proposed development on the Caltrans property, encourage revenue generating commercial uses on this site.
- Design new development on the site so that it does not block view corridors down Steuart Street.

## Development Standards for Other Existing or New Open Space and Public Access

### Rincon Park

Rincon Park will become a new City park in the burgeoning South of Market waterfront area, with breathtaking views of the Bay Bridge and Treasure Island across the Rincon Point Open Water Basin. The park will be created by realigning The Embarcadero onto Steuart Street between Howard and Harrison Streets as part of the Waterfront Transportation Projects.

The park site, which will be made up of portions of Seawall Lots 327 and 348, former Beltline Railroad right-of-way and former Folsom Street and Embarcadero right-of-way, is located within the Rincon Point-South Beach Redevelopment Project Area, and comprises almost three acres of Port property.

The Rincon Point-South Beach Redevelopment Plan, approved by the Board of Supervisors in 1980, expressly permits a restaurant at Rincon Park. The exact location and type of restaurant have yet to be determined, but the restaurant will be designed consistent with the Waterfront Design & Access Element in order to be compatible with its waterfront location. The restaurant will provide commercial activity and food service in the park, and attract visitors before and after major events on the waterfront such as festivals or activities at the China Basin ballpark. These activities will generate ground lease rental revenues to partially compensate the Port for the costs associated with conversion of this property into a public park.

### Development Standards

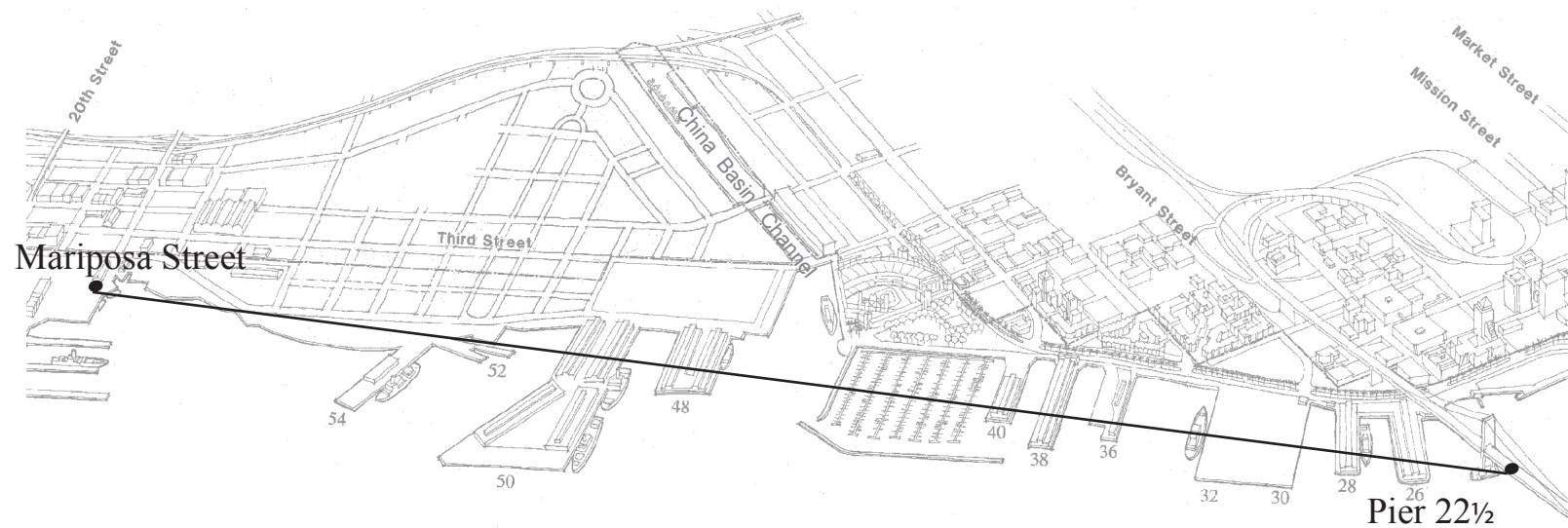
### Rincon Park

- While a restaurant is the preferred primary retail use for the site, consider other retail opportunities that may generate financial support for the park and other Port activities.
- Design the park to appeal both to residents and downtown office employees.
- Design the park and restaurant to relate to their waterfront location, enhance the existing Promenade and Ferry Building area, and provide views of the Bay Bridge.

The South Beach/China Basin  
Waterfront extends from  
Pier 22½ to Mariposa Street

# South Beach / China Basin Waterfront

Vibrant mixed-use residential and commercial neighborhoods now dominate and represent the future of this former industrial district. New light rail and open space improvements will link the area to other parts of the City. The Plan promotes a broad range of public-oriented activities on piers which will enliven the waterfront and attract visitors from Downtown and the rest of the City, while also serving the area's burgeoning resident population. A small-scale example is the Port's public boat launch and cafe project now under way at Pier 52. A much larger example is the planned ballpark and pavilion at Pier 46B on China Basin. New activities on inland sites should incorporate local-serving businesses or amenities to help provide a transition, where necessary, between larger-scale waterside attractions and residential neighborhoods.



## Objectives For The South Beach/China Basin Waterfront

**Preserve and rationalize existing industrial maritime activities in the area.**

Historically, the South Beach/China Basin Waterfront was dominated by maritime and industrial uses and railroad terminals. At one time, break-bulk cargo was handled on 17 finger piers. The advent of containerized cargo shipping transformed the shipping industry, rendering break-bulk facilities on the finger piers obsolete for most maritime commerce. (See Appendix A)

Most of the pier facilities have deteriorated over the past 20 years, and three piers (Piers 24, 34, and 64) have been condemned. However, several of the piers still host important industrial maritime activities: 1) Pier 22½ is occupied by Fire Engine Station #9, where the fireboats “Guardian” and “Phoenix” are docked; 2) Portions of Piers 26 and 38 are used by maritime support divers, underwater construction services and emergency spill cleaning services; 3) Pier 48 is a cargo shipping warehouse and maintenance facility for ferry boats; 4) Pier 50 is a ship repair facility and cargo shipping warehouse for coffee; and 5) Pier 54 is a maritime support facility housing tug and tow services and seasonal fishing operations. In addition, portions of Pier 28 are temporarily used for fish handling operations and Pier 30-32 is a key temporary and layover berth facility.

In spite of the general decline of industrial maritime industry in the area, these remaining operations continue to provide important services to maritime activities in San Francisco and the region. Since most of these maritime operations north of China Basin do not conflict with the emerging residential and commercial uses in South Beach and Rincon Hill, they should be retained. By consolidating these activities in a rational manner, however, and utilizing existing facilities more efficiently, these maritime operations will command greater prominence and provide visual points of interest that reflect the area’s history.

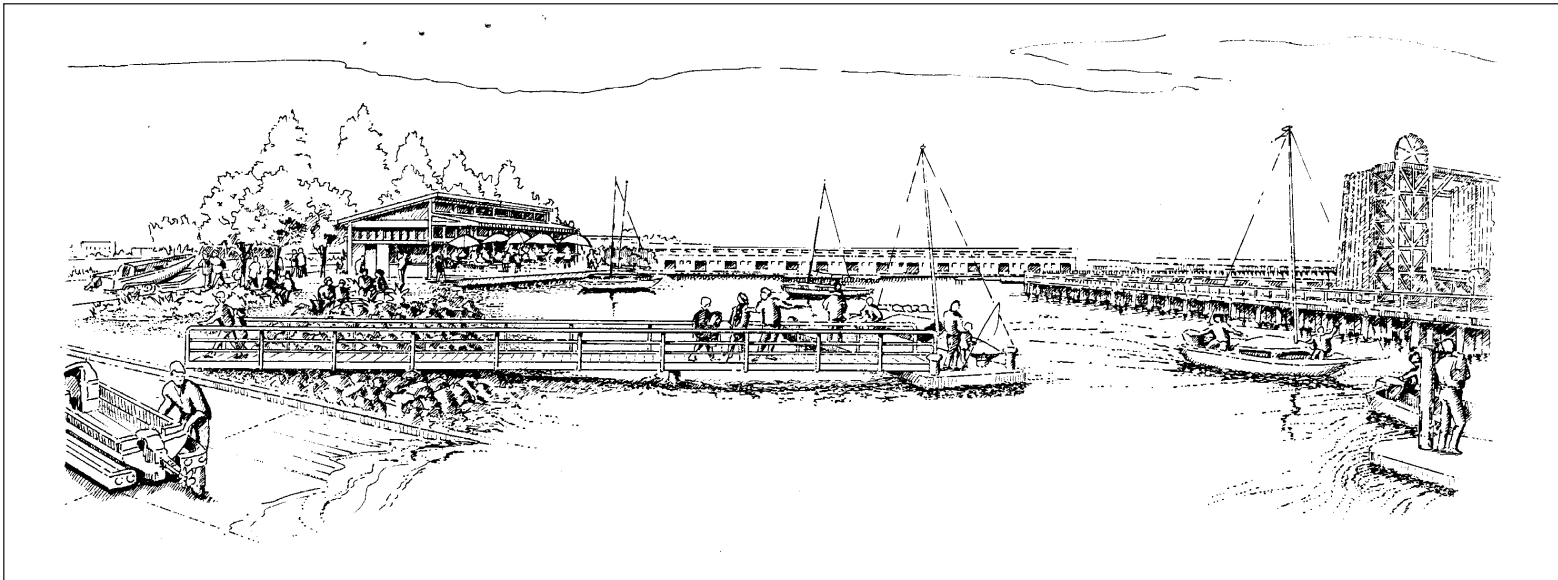


*Improvements in the South Beach area*

**Preserve and improve existing maritime uses that provide focal points for public enjoyment of commercial and recreation oriented maritime activities.**

The South Beach/China Basin area currently includes two waterfront recreation areas. One is the South Beach Harbor at Pier 40, a 700 berth marina for recreational boaters built in 1986 by the San Francisco Redevelopment Agency. Construction of the marina, which required the demolition of former Piers 42, 44, and 46A, has stimulated the conversion of the broader area to a mixed-use residential neighborhood. The harbor is therefore vital to the neighborhood as well as to the regional boating community.

The other recreational area is the Port's shoreline property east of Terry Francois Boulevard (formerly China Basin Street). This stretch of land, extending south of Piers 48 and 50 to the San Francisco Boatworks at Mariposa Street, includes maritime support operations at Pier 54, a public boat launch adjacent to Pier 52, and Agua Vista Park towards its southern end. Most of the area (except Pier 54) is used by recreational boaters and water enthusiasts. Much of this boating activity is centered around the public boat launch near Pier 52, which also is the location for the Bay View and Mariposa boat clubs. In spite of high demand for low-cost access to the Bay, this boat launch is the only public launch in San Francisco, and is in a state of disrepair that has greatly limited its use. The replacement and enhancement of the existing public boat ramp facilities at Pier 52 is expected to be completed for the 1999 boating season, with a new café and bait shop to be added later.



*An initial design concept for Pier 52 public boat ramp*

**Promote activities and public access to make the waterfront inviting and safe, and improve the living environment of the new and emerging Rincon Hill, South Beach and Mission Bay neighborhoods.**

In addition, China Basin Channel (Mission Creek), a navigable waterway, extends westerly from China Basin passing under the Lefty O'Doul Bridge and the Fourth Street Bridge. Although the Channel has been significantly altered, it is the last remnant of the original Mission Bay formed by Mission Creek, and it still supports wildlife. The Mission Creek Harbor Association, located on a portion of its south bank, harbors recreational boats and houseboats, and has developed and maintains a landscaped public access area along the adjoining Channel shoreline.

Although the piers have changed little, the adjacent uplands (including two Port sites) are being dramatically transformed. Most visible is the development of the South Beach neighborhood by the San Francisco Redevelopment Agency. This redevelopment effort, which is nearing completion, will ultimately include 2500 residential units, with retail and commercial services, and 12 acres of open space in addition to South Beach Harbor. Three Port parcels included in this project area have been developed for affordable housing: Delancey Street developed a rehabilitation center on Seawall Lots 331 and 332, and Bridge Housing developed low and moderate income housing units (Steam Boat Point Apartments) on Seawall Lot 333.

In 1984, the Redevelopment Agency entered into a master lease with the Port of San Francisco to incorporate these Port seawall lots and Piers 40, 42, 44 and 46A into the redevelopment project. In addition, the Redevelopment Agency has an option to lease Seawall Lot 335 and part of Seawall Lot 336 to develop South Beach Park. Upon completion of these projects, the improved properties will revert back to Port control.

The redevelopment of South Beach has spurred additional residential and commercial development on privately owned parcels in the Rincon Hill area to the north. The renovated Hills Plaza office and residential complex and Portside condominiums are the newest improvements, both of which offer breathtaking views of the Bay and the Bay Bridge. The Portside developer also leases Seawall Lot 329, adjacent to the project, which will be landscaped and improved for outdoor cafe seating and a publicly-accessible open space.

In 1996, the voters approved a ballot proposition to enable a ballpark to be built on a 13-acre site at China Basin on Pier 46B, two seawall lots and an adjoining City block. The 42,000 seat ballpark includes an ancillary retail and commercial pavilion building. The decking on the south side of Pier 46B has been improved as a public access area, extending the PortWalk to the Lefty O'Doul Bridge and the China Basin Channel. A ferry terminal enables ballpark visitors and others to ride across or along the Bay.

The other major land use change adjacent to the Port is the proposed development of Mission Bay. Pursuant to the *Mission Bay North* and *Mission Bay South Redevelopment Plans*, this approximately 300 acre site is proposed to be converted to a new mixed-use project including market-rate and affordable housing, retail, and entertainment uses, commercial/industrial uses including biotech and related uses, a hotel, a new research campus for the University of California, San Francisco, and open spaces, including a shoreline open space system.

**Take advantage of proximity to downtown San Francisco by providing attractions for the general public, while respecting the needs of adjacent residents.**

With the introduction of a significant new residential population in the South Beach/China Basin area, and the visitors anticipated at the proposed ballpark, public attention is now focused on improving the piers and shoreline. Residents and employees in the area should be able to enjoy the benefits of living and working along the waterfront in an environment that is safe and inviting. The deteriorated condition of the piers and general lack of waterfront activity do not foster that feeling of security and, in fact, tend to create a physical and aesthetic barrier to public enjoyment. As piers are upgraded, new activities and accompanying public access improvements should welcome people to the waterside, and complement the developments occurring inland. Attractive recreational, retail, commercial and other visitor-serving activities should encourage users of the ballpark to enhance and extend their visit to the waterfront and their experience of the San Francisco Bay.

Collectively, stunning views of the Bay Bridge, proximity to downtown, and emerging new residential and commercial neighborhoods, and the planned ballpark provide a powerful catalyst for revitalization of the numerous waterfront facilities in this area. Waterfront revitalization will be further stimulated by the pedestrian, roadway and transit improvements under way as part of the Waterfront Transportation Projects. The MUNI Metro Extension will connect this area to downtown, and increase opportunities to extend public transit further into the southeast sector of the City.

Prior proposals for this area included uses such as a marina, a hotel and exhibition hall, general and specialty retail activities, public assembly facilities, significant public access areas suitable for hosting sailboat races and exhibitions and a cruise terminal, in various combinations. These illustrate the nature of possible mixed use opportunities along the South Beach Waterfront.

While these projects were not built, the proposals illustrate the attractiveness of this area for significant new mixed use projects which include exciting new maritime activities for the enjoyment of the City and region. The ballpark will generate increased demand for commercial uses and stimulate development along the waterfront as called for in this Plan. However, the potential for new activities on Port property which have City-wide and regional appeal, must be balanced with the needs of the emerging resident population. Development of the seawall lots will play a key role in providing a transition zone between waterside attractions and neighborhood activities. The Port should maintain open communications with local residents and businesses to create development opportunities that also incorporate neighborhood serving features.



*A vision for Piers 30-32/Bryant Street Piers*



**Create an integrated series of public access improvements that extend a shoreline PortWalk through the area, and provide a unifying pedestrian connection between South Beach and Mission Bay at China Basin Channel.**

**Establish high standards in the design of new development that give rise to a new architectural identity for the shoreline north of China Basin Channel.**

New mixed use developments on Port property should include public access features that connect to and expand the system of pedestrian improvements and open spaces that are under construction or planned in the area. Once the Waterfront Transportation Projects are completed, and the Rincon Hill and South Beach neighborhoods become firmly established, extension of public access on the piers should follow. There are already many public access features in the area: the proposed Rincon Park to the north, the South Beach Harbor and public fishing pier at the mouth of China Basin Channel, the waterfront promenade and scenic overlooks developed as part of the ballpark at Pier 46B, the landmark Lefty O'Doul Bridge over the Channel at Third Street, and the planned Mission Bay shoreline parks and recreational boating activities south of the Channel. New mixed-use projects on the piers should provide a PortWalk that creates a meandering shoreline path, incorporating existing and new public access features. Historic structures, e.g., Piers 26, 28 and 38, should include Bayside History Walk elements. In addition, Piers 34 and 36 should be removed to create a site for a new “Brannan Street Wharf” open space and Open Water Basin.

In the Mission Bay Area, approximately 2 acres of Port property east of Terry Francois Boulevard is planned for open space in conjunction with development of an approximately 3½ acre Bayfront open space on adjacent land included in the Mission Bay South Redevelopment Plan. The combined 5½ acre open space will accommodate a variety of both passive and active uses, such as field related sports or informal performance areas and shoreline walkway, and boat trailer parking and access to the Pier 52 public boat launch. The public open space within the Mission Bay South Redevelopment Plan area will include a 7500 sq. ft. site for a Port commercial facility such as a restaurant or other retail use to complement these other area uses.

The deteriorated state of many of the pier facilities in the area and the haphazard mix of building styles embodied in the remaining sheds give rise to new opportunities for an architectural identity to complement the South Beach neighborhood. While the Pier 26, 28 and 38 bulkhead buildings have been recognized by San Francisco’s Architectural Heritage as notable historic and architectural resources, there is a lack of architectural presence along the rest of the shoreline. Efforts should be made to adapt the bulkhead buildings into new pier uses, if feasible and if recommended by the urban design and historic preservation guidelines that are recommended in this Plan, and to complement them with high quality design in new pier structures.

*Link to: South Beach / China Basin Acceptable Land Use Table* (pg  
140a & 141)

[\*Link to: South Beach / China Basin Acceptable Land Use Table\*](#) (pg  
140a & 141)

*Link to: South Beach / China Basin Waterfront Area* (pg 141a & 142)

*[Link to: South Beach / China Basin Waterfront Area](#)* (pg 141a & 142)



## Development Standards for Mixed Use Opportunity Areas

### The Rincon Pier Mixed Use Opportunity Area

The Rincon Pier Mixed Use Opportunity Area includes Piers 22½, 24, 26, 28 and Seawall Lot 328. This cluster of sites is located under the Bay Bridge, between downtown San Francisco and the Rincon Hill and South Beach residential neighborhoods. Activities in this Opportunity Area will be enhanced by the proposed Rincon Park to the north. The Fireboats “Phoenix” and “Guardian” at Pier 22½ could become more of a focal point through careful attention to design. Piers 26 and 28 provide excellent opportunities for entertainment activities to serve the general public, nearby local residents and downtown employees, as well as recreation services (e.g. bike and skate rentals) to people enjoying the park and the Embarcadero Promenade. These piers could also house a fireboat museum which would complement the fireboat station. Pier 24, which is currently condemned, will be removed to open sweeping views of the Bay and Downtown from new development on Piers 26 and 28, and provide more open water and broader Bay views along the Promenade.

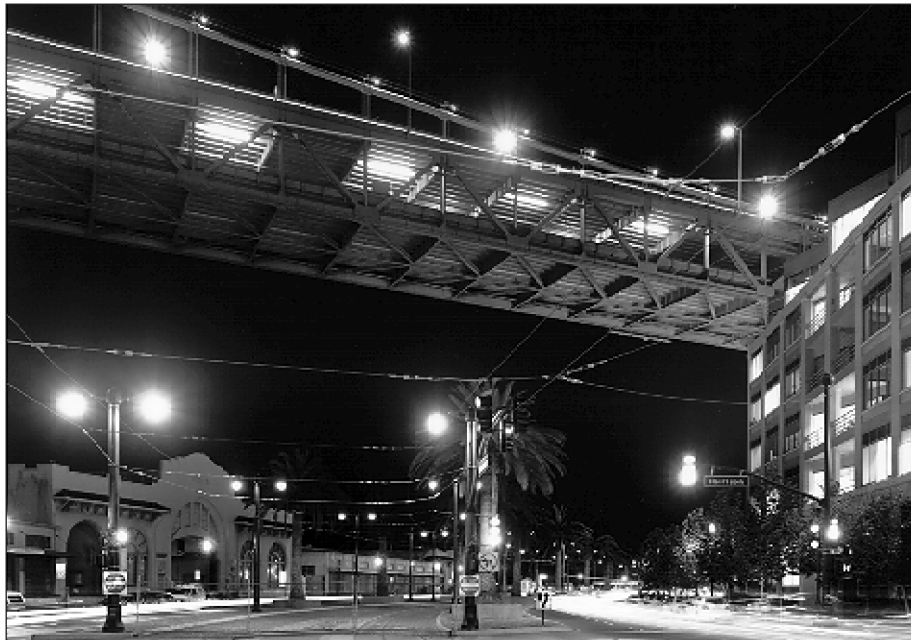
The potential for developing entertainment activities on these piers would be significantly enhanced once the planned ballpark at China Basin is completed. The presence of such a facility would draw thousands of people to the area, especially during evenings, making the waterfront a natural location for dining and other nighttime attractions.

In spite of the potential reuse opportunities for these piers, a number of pending transportation and land use decisions have direct implications for their future reuse. As a result of the Loma Prieta earthquake, the network of freeway ramps that connected the Bay Bridge to the Embarcadero Freeway and City street system, known as the Terminal Separator, was demolished. The City’s decision about how and where to replace the Terminal Separator will affect traffic flow in this vicinity, and the development potential of Piers 26 and 28. In addition, some of the ramp replacement alternatives could result in significant new land uses on property that was formerly occupied by the ramps. Until these City-wide planning issues are resolved, final decisions regarding the long-term reuse of Piers 26 and 28 should be delayed. In the meantime, interim uses for these two facilities should be encouraged to provide some near-term revenue for the Port, including continued maritime support uses to the maximum feasible extent. Recent public access improvements constructed as part of the Waterfront Transportation Projects would interfere with intensive maritime operations on the piers.

### The Rincon Pier Mixed Use Opportunity Area

## Development Standards

- Allow entertainment and recreational activities on Piers 26 and 28 which activate the area and provide amenities for people frequenting Rincon Park and the Embarcadero Promenade. New developments should include significant waterside activities to extend a “working waterfront” south of the Ferry Building.
- Remove Pier 24 to improve shoreline appearance and maximize the views from new development and public access areas at Piers 26 and 28, as further discussed in the Waterfront Design & Access Element.
- Retain and reuse the historic Pier 26 and 28 bulkhead facades, as specified in the Waterfront Design & Access Element.
- Maintain and highlight views of the Bay from Harrison Street.
- Project designs should incorporate noise reduction and insulation features to minimize traffic noise impacts from the Bay Bridge.
- Provide parking on Seawall Lot 328 to support new development on the piers.
- If a stadium or arena is developed in the Rincon Hill area, allow bus parking as an interim use in Piers 26 or 28.
- Allow general warehouse as an interim or accessory use in Piers 26 and 28.
- Apply the following “Good Neighbor” standards to bars, restaurants which sell alcohol, large fast food restaurants, and assembly and entertainment uses on Pier 26, 28, and Seawall Lot 328, unless the Port Commission makes a specific finding that a particular condition is unnecessary or infeasible.
  - a. Any indoor and/or outdoor activity located within 300 feet of a residential unit shall, during the period from 10:00 p.m. to 6:00 a.m., ensure that sound levels emanating from such activities do not exceed the acceptable noise levels established by the San Francisco Noise Ordinance. Police Code, Article 29.
  - b. The tenant shall post interior signs and request that patrons leaving the premises after 10:00 p.m. leave the establishment and the neighborhood in a quiet, peaceful and orderly fashion and not litter or block driveways in the neighborhood. The tenant shall alert the San Francisco Police Department if exiting patrons are causing a disturbance.
  - c. All garbage receptacles shall be enclosed and no garbage shall be put on the sidewalk for collection, except as permitted by Article 5.1 of the Public



*Transportation improvements near the Rincon Piers*



## Development Standards (cont.)

d. The tenant shall keep sidewalks fronting the premises clean of debris and litter and shall walk a 100ft. radius from the premises some time between thirty minutes after closing and 8:00 a.m. the following morning to pick up and dispose of any discarded trash left by area patrons.

e. The tenant shall designate a neighborhood liaison contact person whose name and phone number shall be made available to the Port and to neighborhood associations in the area.

### The Bryant Street Pier Mixed Use Opportunity Area

The Bryant Street Pier Mixed Use Opportunity Area includes Piers 30-32, 36 and Seawall Lot 330. The 13-acre pier and three-acre seawall lot together represent the Port's largest potential development site. Unlike many of the Port's piers, Pier 30-32 is supported by concrete piles and is in good structural condition. In contrast, adjacent Pier 34 is condemned and should be removed and Pier 36 is in extremely poor condition also warranting removal. The vast size of Pier 30-32, which can berth 800 foot long ships on two sides, offers untold possibilities for providing public entertainment and attractions with a highly visible maritime element. In addition, Pier 30-32 should be a highlight on the PortWalk which would extend the pedestrian path along The Embarcadero onto the pier. Because the site is both prominent and yet somewhat isolated from an architectural standpoint, new development here could become a signature piece in this neighborhood, and should set a standard for other architectural improvements along the shoreline.

This site has been proposed as a possible location for a modern cruise terminal, if market conditions and changes in regulations lift the constraints that have limited the number of ships calling in San Francisco. Support services such as parking and neighborhood-serving businesses can be incorporated into development on the seawall lot which also would provide a buffer zone for residents of Bayside Village.

Piers 34 and 36 should be removed in order to create a major Brannan Street Wharf open space and Open Water Basin. This will provide a major park on the water opposite the South Beach neighborhood, and celebrate open water and broad Bay views along the Embarcadero Promenade. The open water will maximize the view potential for new development and public access areas at Pier 38. Less than a quarter mile from the ballpark and midway along South Beach's waterfront edge, the Brannan Street Wharf is expected to become a major focus for residents and for visitors to the ballpark and other new mixed use projects in this area.

### The Bryant Street Pier Mixed Use Opportunity Area

- Provide activities on Pier 30-32 which attract residents of the City and region, and which will complement and leverage the anticipated visitor activity the ballpark will bring to the waterfront, but also include businesses which cater to nearby residents and employees.
- Due to the extraordinary size of Pier 30-32, provide significant maritime and public access uses together with a multi-faceted mix of commercial activities, all oriented around a common theme (such as family-oriented entertainment, or a trade and promotion center for California food and agricultural products), rather than a singular commercial attraction.

- Encourage new activities that do not generate peak traffic volumes during commute periods, to minimize congestion on roadway and public transit systems.
- Require a high standard of architectural design which is appropriate to the prominence of the site and establishes a new architectural identity and standard for waterside development in the South Beach area.
- Incorporate expansive public access on the piers that builds upon and enhances the PortWalk through the South Beach area
- As discussed in the Waterfront Design & Access Element, demolish Piers 34 and 36 to create a Brannan Street Wharf open space and Open Water Basin, integrated with the Embarcadero Promenade and the public access and shoreline improvements for new development on Piers 30-32 and 38.
- Apply the following "Good Neighbor" standards to bars, restaurants which sell alcohol, large fast food restaurants, and assembly and entertainment uses on Piers 30-32 and 34-36 and Seawall Lot 330, unless the Port Commission makes a specific finding that a particular condition is unnecessary or infeasible.
  - a. Any indoor and/or outdoor activity located within 300 feet of a residential unit shall, during the period from 10:00 p.m. to 6:00 a.m., ensure that sound levels emanating from such activities do not exceed the acceptable noise levels established by the San Francisco Noise Ordinance. Police Code, Article 29.
  - b. The tenant shall post interior signs and request that patrons leaving the premises after 10:00 p.m. leave the establishment and the neighborhood in a quiet, peaceful and orderly fashion and not litter or block driveways in the neighborhood. The tenant shall alert the San Francisco Police Department if exiting patrons are causing a disturbance.
- c. All garbage receptacles shall be enclosed and no garbage shall be put on the sidewalk for collection, except as permitted by Article 5.1 of the Public Works Code.
- d. The tenant shall keep sidewalks fronting the premises clean of debris and litter and shall walk a 100ft. radius from the premises sometime between thirty minutes after closing and 8:00 a.m. the following morning to pick up and dispose of any discarded trash left by area patrons.
- e. The tenant shall designate a neighborhood liaison contact person whose name and phone number shall be made available to the Port and to neighborhood associations in the area.
- The design of any new development on Piers 30-32 and 36 should provide appropriate buffers, setbacks or other design solutions for open air bars, restaurants, and nighttime entertainment activities that front The Embarcadero as necessary to mitigate noise impacts from such uses on residential neighbors.
- On Seawall Lot 330, freestanding bars and restaurants which sell alcohol and which are within 100 feet of a residential dwelling on adjoining blocks shall close no later than 12:00 midnight Sunday through Thursday, and 2:00 a.m. on Friday, Saturday, and evenings before a holiday, unless such uses are established inside a hotel. Outdoor seating and service areas along Beale Street shall close and the establishment shall stop service in those areas between the hours of 10:00 p.m. and 6:00 a.m. New patrons shall not be seated in such outdoor seating and service areas later than 45 minutes before closing time. In the outdoor service and seating areas, lighting shall be appropriately screened and diffused.

### South Beach Harbor Mixed Use Opportunity Area

The South Beach Harbor Mixed Use Opportunity Area includes Piers 38 and 40 and South Beach Harbor. The 700 berth harbor and adjacent public access and fishing pier provide the focal point of the area, and the familiar sound of halliards clanking on masts contributes to the maritime ambience. Although the Harbor is a well-utilized facility that draws market rates for berthing, it does not generate sufficient revenues to cover capital improvements. The Redevelopment Plan addressed this deficit by proposing to develop small scale general offices on Pier 40 which would subsidize the Harbor.

After the Redevelopment Plan was adopted in 1981, the State Attorney General ruled general office use to be inconsistent with the Public Trust. Since then, the Redevelopment Agency has endeavored to identify other uses that generate similar surplus revenues. The Agency was poised to pursue a hotel development which was precluded with the passage of Proposition H. Any proposed uses other than office will require an amendment to the Redevelopment Plan. This Waterfront Plan identifies uses for Pier 40 such as ferry and excursion boats, maritime offices, maritime support services, temporary and ceremonial berthing, water taxis, a museum, retail, warehousing/storage as an interim use, and parking as an accessory use.

Pier 38 can be redeveloped to complement Pier 40 and the South Beach Harbor. Pier 38 can accommodate the overflow demand for water-related activities, such as excursion boat operations which need better facilities. Other possibilities include a center for maritime support services, boat dry storage, or additional docking for short-term visiting boaters. A restaurant could serve these uses as well as the large number of visitors to the waterfront expected from the China Basin ballpark. In the meantime, the Redevelopment Agency has renovated a part of the Pier 38 bulkhead structure for café use.



*South Beach Harbor*

### South Beach Harbor Mixed Use Opportunity Area

#### Development Standards

- Permit uses in Pier 40 which generate sufficient revenues to offset existing debt service obligations of the South Beach Harbor consistent with the Public Trust and BCDC requirements.
- Permit expansion of excursion boat operations and recreational boating activities at Pier 38.
- Permit consolidation of maritime support services at Pier 38.
- Permit interim uses on Pier 38 until long-term uses of these facilities can be realized.
- Apply the following "Good Neighbor" Standards to bars, restaurants which sell alcohol, large fast food restaurants, and assembly and entertainment uses on Piers 38 and 40, unless the Port Commission makes a specific finding that a particular condition is unnecessary or infeasible.

- a. Any indoor and/or outdoor activity located within 300 feet of a residential unit shall, during the period from 10:00 p.m. to 6:00 a.m., ensure that sound levels emanating from such activities do not exceed the acceptable noise levels established by the San Francisco Noise Ordinance. Police Code, Article 29.
  - b. The tenant shall post interior signs and request that patrons leaving the premises after 10:00 p.m. leave the establishment and the neighborhood in a quiet, peaceful and orderly fashion and not litter or block driveways in the neighborhood. The tenant shall alert the San Francisco Police Department if exiting patrons are causing a disturbance.
  - c. All garbage receptacles shall be enclosed and no garbage shall be put on the sidewalk for collection, except as permitted by Article 5.1 of the Public Works Code.
  - d. The tenant shall keep sidewalks fronting the premises clean of debris and litter and shall walk a 100ft. radius from the premises sometime between thirty minutes after closing and 8:00a.m. the following morning to pick up and dispose of any discarded trash left by area patrons.
  - e. The tenant shall designate a neighborhood liaison contact person whose name and phone number shall be made available to the Port and to neighborhood associations in the area.
- The design of any new development on Piers 38 and 40 should provide appropriate buffers, setbacks or other design solutions for open air bars, restaurants, and nighttime entertainment activities that front The Embarcadero as necessary to mitigate noise impacts from such uses on residential neighbors.

### **China Basin Mixed Use Opportunity Area**

The China Basin Mixed Use Opportunity Area located at the mouth of China Basin Channel, includes Pier 46B and Seawall Lots 335 and 336. In addition, this Opportunity Area includes Assessor's Block 3794, a 3.5 acre site currently owned by Caltrans, but which the Port has the option to acquire.

This Opportunity Area enjoys an extraordinary setting adjacent to the South Beach Harbor and South Beach Park, and across from the planned Mission Bay redevelopment Project Areas. The location provides spectacular near and distant waterfront views of the Bay, the Harbor, and the landmark Third Street Bridge over the Channel.

This Opportunity Area lies adjacent to the existing China Basin office complex and the Mission Bay North Redevelopment Project Area. New uses here should provide critical links between South Beach and areas south of China Basin Channel. With new, excellent transportation access (to I-280 via King Boulevard and to Downtown via the MUNI Metro extension), development in this Opportunity Area could take many forms and provide activities that have City-wide and regional draw. For example, this Opportunity Area has been proposed as a site for a new arena (with a maximum of 22,000 seats), although an arena would require an exception to the 40 foot height limit for this area.

In March 1996, the voters of San Francisco approved Proposition B which changed City law so that an open air ballpark with up to 45,000 seats could be built at China Basin, with associated parking and various uses accessory to or related to the ballpark and assembly and entertainment uses, including sports clubs, restaurants and retail shops. The ballot proposition created the Northeast China Basin Special Use District and changed the height limit from 40 feet to 150 feet, excluding light standards for the purpose of lighting the ballpark. Construction of the ballpark was completed in 2000.

The new ballpark should attract an estimated three million baseball fans to the waterfront each season, many of whom will travel by foot, bicycle, transit, and car along The Embarcadero and its waterfront Promenade (“Herb Caen Way”). Others will travel along the Mission Bay waterfront via Terry Francois Blvd. Still others will take ferries across the waters of the Bay.

The ballpark will create a unique opportunity to attract these visitors to activities on Port piers and seawall lots and will prolong their enjoyment of the waterfront before and after ball games and other events. Rincon Park, South Beach Park, the Brannan Street Wharf, and parks south of the Channel will be enlivened as visitors discover these existing and planned public spaces. The water-oriented, mixed-use developments planned for the Ferry Building area, Piers 26-28, 30-32, 38, and 40, as well as adjacent seawall lots, will be designed and programmed to take advantage of ballpark visitor activity. New public and ballpark-related media exposure will aid the public’s growing recognition of the waterfront. Increased demand for land uses to serve new visitors will accelerate the time frame for implementing the new development, open spaces and public access envisioned in the Waterfront Plan.

### China Basin Mixed Use Opportunity Area

#### Development Standards

- Permit the operation of excursion boats, water taxis and other vessels at Pier 46B to complement recreational boating activities in South Beach Harbor provided that, if a Wetlands is developed on the south side of China Basin Channel, these new maritime uses comply with all applicable environmental regulations to avoid any significant detrimental water quality impacts on the wetlands.
- Design South Beach Park so that it enhances the visibility of South Beach Harbor.
- Ensure that the final design of South Beach Park provides adequate access to new development in this Opportunity Area, particularly new development on Pier 46B.
- As discussed further in the Waterfront Design & Access Element, provide PortWalk public access improvements as part of any major new development to connect South Beach Harbor and the proposed South Beach Park with waterside access through the Pier 46B site and over the Third Street Bridge, thereby providing a link with the future Mission Bay open space network and implementing the regional Bay Trail.
- Design buildings near the proposed South Beach Park to protect the open space from shadows and wind impacts to the extent feasible. Ensure that any wind impacts of new structures do not preclude the safe docking of boats in South Beach Harbor.

### Development Standards (cont.)

- A ballpark may be an acceptable land use option for Pier 46B, Seawall Lots 335 and 336, and Assessor's Block 3794 (if acquired by the Port) if the Port Commission determines the development that the project 1) is in the best interest of the Port; 2) includes site design public access improvements and architectural treatments which are oriented to the Bay; 3) includes a comprehensive transportation management plan that includes, but is not limited to, measures to encourage the use of transit by ballpark patrons and employees, to be implemented by a specially-formed ballpark transportation coordinating committee comprised of representatives from the project sponsor, the City and the Port, transit providers, and the community; 4) includes opportunities for the efficient use of existing parking resources and does not locate any permanent parking areas on the piers; and 5) provides a compensation package acceptable to the Port for this use of its property.

## Development Standards for Other Existing Maritime or Maritime Expansion Areas

### Piers 48, 50 and 54

- Continue to make these facilities available for cargo-related and ship repair operations, seasonal berthing, and servicing of vessels.
- Allow a café or restaurant as an interim use in portions of the bulkhead building closest to the planned ballpark to encourage people attending a ball game or other event to extend their visit to the waterfront.
- Allow maritime support services that may serve a number of other maritime and water-dependent operations, such as tug and tow operations, temporary and layover berthing, storage space, and a public water taxi stop.

### **Mission Bay Waterfront (Pier 52 to Mariposa Street, except Pier 54)**

#### **Development Standards (cont.)**

- Repair or replace the public boat launch near Pier 52 and return it to full service as soon as possible.
- Provide shoreline improvements, where feasible, to support expanded recreational boating and water activities between Pier 50 and the San Francisco Boatworks near Mariposa Street, including the possible reuse of Pier 52 (adjacent to the public boat launch) for a new small boat hoist, temporary storage, or other support services for the recreational boating community.
- Permit ancillary services and activities such as boat clubs, a bait shop, and convenience retail and food services, to enhance the use of the area by water sport and other recreation enthusiasts and the future Mission Bay population, and to generate enough revenue to maintain the boat launch and public access improvements.
- Accommodate expanded boat trailer parking areas in the design of the Mission Bay waterfront open space on the west side of Terry Francois Boulevard.
- Permit existing small restaurants and office buildings to remain in operation because they provide services to employees and visitors and increase security in the area.
- Design the bayfront open space on Port lands as part of the adjacent open space in the Mission Bay South Redevelopment Area, consistent with the Mission Bay South Design for Development.
- Maintain and expand small boat repair operations and services such as dry storage and boating supplies to the extent possible on Port property south of Mission Bay Bayfront Park.
- Remove Pier 64. Consider applying any fill credits that may arise from this removal to new development projects in the area.

## **Development Standards for Other Existing or New Open Spaces and Public Access**

### **Mission Bay**

- Address the parking needs of recreational boaters in the design of the Mission Bay open space near the Pier 52 public boat launch.
- In 1996, Catellus Development Corporation modified its Mission Bay Project Area boundary to exclude Port Seawall Lot 337 which is designated as open space in

the San Francisco General Plan and the City Zoning Map. In light of this development, further Port planning for long-term uses of Seawall Lot 337 should be coordinated with ongoing Mission Bay planning.

### **Agua Vista Park**

- Encourage improvements to enhance the passive recreational features of this park.

### **China Basin**

- As discussed further in the Waterfront Design and Access Element, provide a linear waterfront open space offering superb views along China Basin's south shore for residents and workers of South Beach and Mission Bay, and visitors to the ballpark.





# South Beach / China Basin Acceptable Land Use Table (1,2,3,4)

**Key**  
**A** = Acceptable Use  
**E/I** = Existing Use/May Continue As Interim Use  
**X** = Accessory Use

Maritime Uses (5)										Open Spaces/Public Access		Residential Uses	Commercial Uses	Other Uses																
Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (Includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services

**Table Notes**

- This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as 1) pier condition, or extent of proposed repairs in the China Basin segment, 2) the mix of uses, project design or any fill requirements in the South Beach segment, or 3) whether the use is proposed within a National Register historic resource. (See Chapter 3 and 5 for further discussion of waterfront regulations).
- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins and Other Open Water Areas in the South Beach segment, pp. 24 and 26.
- Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.
- Historic ships are not allowed on the south side of Pier 32, consistent with BCDC Special Area Plan Policies.

\* Refer to discussion of the China Basin Mixed Use Opportunity Area in Chapter 4 for conditions for determining whether a ballpark is an acceptable land use.

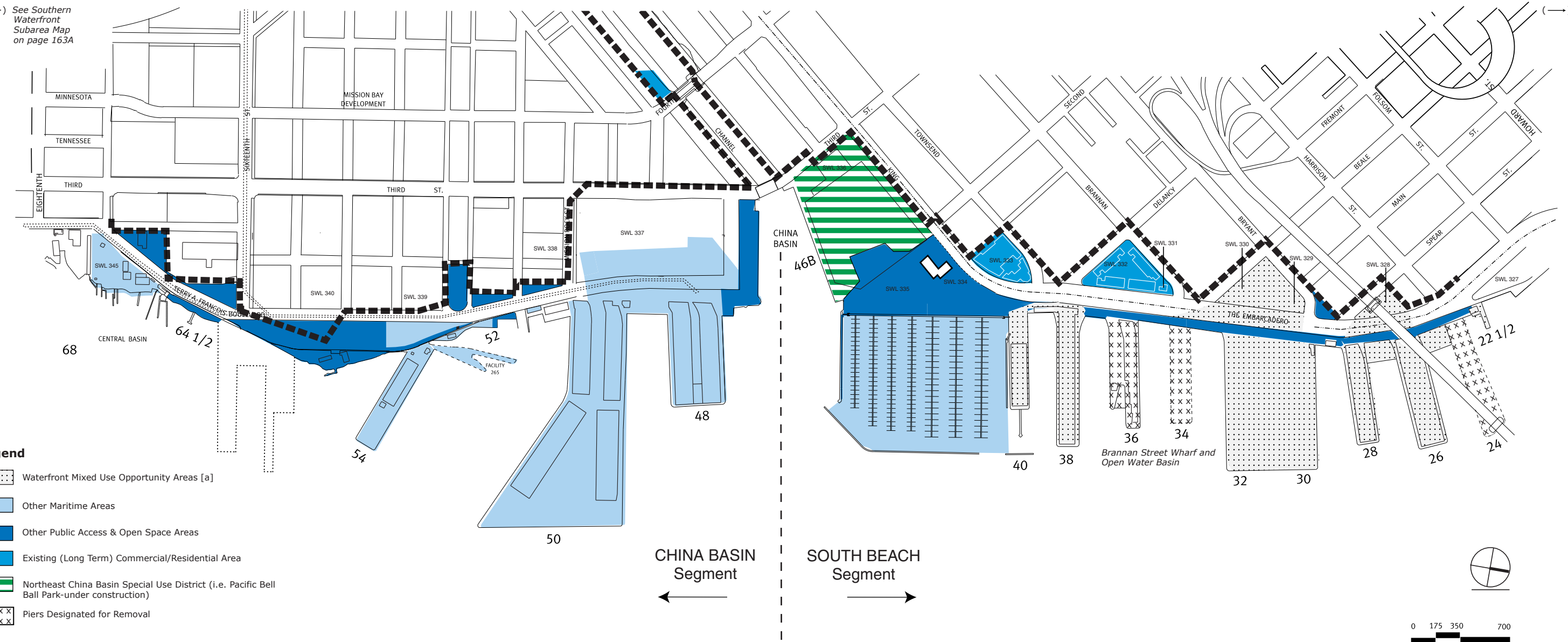
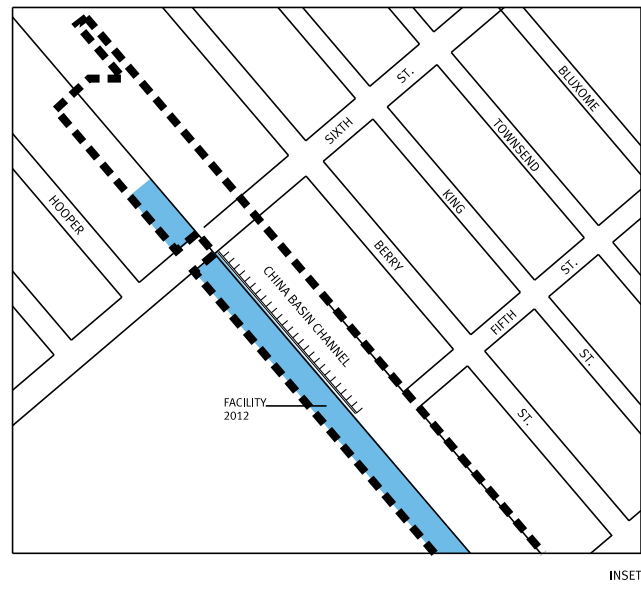
\* \* Seawall Lot 337 was previously included within the 1991 Mission Bay Plan which has been rescinded and replaced with the Mission Bay Guidelines. The uses for this site will be re-evaluated by the Port. Portions of Seawall Lots 338-339 under Port ownership are within the Mission Bay South Redevelopment Plan area. See Mission Bay South Redevelopment Plan for acceptable land uses for the portions of Seawall Lots 338-339 within the Mission Bay South Redevelopment Plan area.

Pier 22½											A	A																				
Pier 24, 34											A	A																				
Pier 24½										A	A				A			A		A												
Pier 26, 26½, 28, 28½	A	A	A	A	A		A		A	A	A			A	A	A		A	X	A	A		X									
Seawall Lot 328																			A													
Pier 30-32		A	A <sup>7</sup>	A	A	A			A	A	A	A			A	A		A	X	A	A	A	E/I	A			A					
Seawall Lot 329											A	A								A												
Seawall Lot 330													A		A	A		A	A													
Pier 36											A	A																				
Pier 38		A		A	A		A	A	A	A		A							A	X	A			X	A							
Seawall Lots 331, 332, 333													A							A	A						A					
Pier 40, 40½		A		A	A		A		A	A		A							A	X	A			E/I								
Seawall Lot 334				A	A						A				A					A												
Seawall Lots 335, 336, Caltrans (AB 3794)				A	A						A	A	A		A	A	A	A	A	A	A	A	A	A							A*	
Pier 46B		A	A	A	A				A	A	A	A			A	A		A	A	A	A	A	A					E/I		A*		
Pier 62					A						A	A																				
Pier 48, 48½, 50	A	A		A	A				A	A		A									A											
Pier 50½, 52, Facility 265					A		A				A	A			A					X	A											
Pier 54	A	A	A		A	A				A		A																				
Pier 54½	A			A	A		A		A			A									A											
Pier 64											A	A																				
Pier 64½								A				A										A										
Facility 2012**											A	A	A							A	A											
Seawall Lot 337 (backland to Piers 48 & 50)	A				A			A													A			A							A	
Seawall Lot 337 (wetlands)**											A																					
Seawall Lot 345	A							A		A		A								X	A											
Portions of Seawall Lot 338/339**	<b>REFER TO THE MISSION BAY SOUTH REDEVELOPMENT PLAN</b>																															

# SOUTH BEACH / CHINA BASIN WATERFRONT SUBAREA

← See Southern Waterfront Subarea Map on page 163A

→ See Ferry Building Waterfront Subarea Map on page 127



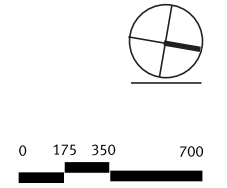
## Map Notes

- Facilities located along the marginal wharf between piers south of the Ferry Building are generally described by the number of the pier on the right followed by "1/2", e.g. Pier 26 1/2 is located between Pier 28 & Pier 26.
  - Portion of Port seawall lots between the existing Mission Rock Street and Mariposa Street will be transferred to Catellus Development Corporation pursuant to certain land transfer agreements. The "transfer" parcels are excluded from the Waterfront Plan Project Area Boundary. Other parcels that will be leased from the Port to Catellus have been included because the Port will retain ownership of these sites.
- (North of China Basin) San Francisco Municipal Railway (MUNI) Metro Extension: A surface extension of the MUNI Metro subway light rail from Market Street south along The Embarcadero and King Street to Sixth Street and beyond.
- ..... Freight Rail Line (Existing or Planned)
- ..... Indicates condemned piers
- Waterfront Plan Project Area Boundary
- SWL** Seawall Lot
- The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

## Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas
- Existing (Long Term) Commercial/Residential Area
- Northeast China Basin Special Use District (i.e. Pacific Bell Ball Park-under construction)
- Piers Designated for Removal

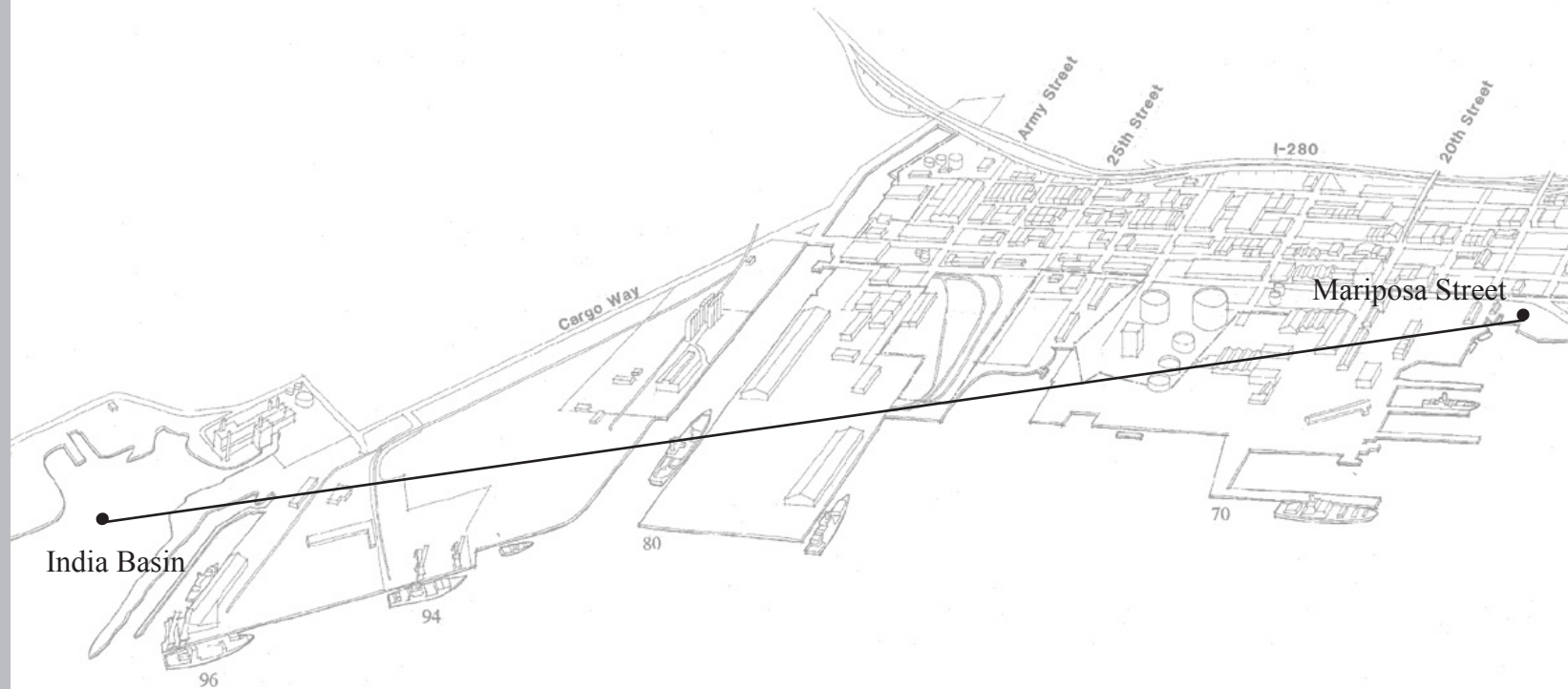
[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. The planned removal of Piers 24, 34, and 36 are included to create open water and public open space. See Acceptable Land Use Tables for more detail.



# The Southern Waterfront

The Southern Waterfront, which extends generally from Mariposa Street to India Basin, will remain home to most of the Port's cargo and ship repair operations.

The Plan promotes expansion of cargo and maritime support uses on 206 acres in the Southern Waterfront that are already developed, but greatly underutilized, for such uses. In addition, the Plan reserves 97 new acres in the Southern Waterfront for further long-term maritime expansion. At the same time, the Plan also acknowledges geographic and demographic constraints which make San Francisco's facilities less attractive to some shippers than those at the Port of Oakland and other west coast ports. Because these constraints make the time frame for expansion of cargo operations uncertain, interim uses are allowed to generate revenues urgently needed to subsidize Port operations until the sites are needed for expansion of cargo operations. Also, revenues can be generated on three sites in the Southern Waterfront not needed for cargo expansion. Remarkably, the Southern Waterfront's industrial areas are interspersed with natural habitat, habitat restoration, public access and recreation sites identified and preserved in the Plan.





*Cargo operations in the Southern Waterfront*

## Objectives for the Southern Waterfront

### Maximize the utilization of existing cargo terminal facilities.

The Port has two modern, deep-water cargo terminals located at Piers 80 and 94/96, and is the only Northern California port with on-dock rail facilities for intermodal cargo. Both terminals primarily handle container cargo, but have the capability for break-bulk, roll-on-roll-off, container freight station (stuffing and unstuffing of containers) and transloading (transfer of cargo from one mode to another, e.g. from ship to rail) operations. The Port recently invested approximately \$7 million in yard improvements at Pier 80 to increase yard capacity and throughput, including underground utilities, refrigerated cargo spaces and improved storage areas to accommodate transtainers. Improvements to the South Terminal (Piers 94/96) include a new entrance gate to expedite the documentation of cargo receipt and delivery, and a 17-foot extension to each of the two container cargo cranes to accommodate larger ships.

Despite these improvements, the Port's container terminal facilities currently operate at a fraction of their capacity (See Chapter 1 and Appendix A). While many of the factors leading to this decline are

beyond the control of the Port, creative marketing will help to increase the utilization of existing cargo facilities. The Port therefore is pursuing new market strategies for shipping businesses that can best utilize San Francisco's unique facilities. For example, the Port recently has made inroads in the "project cargo" market which involves the lucrative, albeit cyclical, shipping of major equipment for construction projects throughout the world.

The Port can also offer long-term preferential assignments of its container terminals to selected ocean carriers. Historically, no one carrier has controlled either of the Port's two container terminals. Rather, stevedore companies have competed for the right to operate the terminals as public facilities for a combination of ocean carriers. The dedicated terminal strategy offers a better quality of operation to shipping lines. In addition, marketing will be directed toward smaller shipping lines which serve the regional market and do not necessarily carry ship-to-rail intermodal cargo. San Francisco can offer high quality service to smaller carriers which transport cargo by truck and which often are displaced from larger, more congested terminals which cater to ship-to-rail intermodal shipping lines (such as Oakland and Los Angeles).

**Pursue financing mechanisms to develop competitively priced maritime support facilities in the Southern Waterfront.**

**Maximize the productivity of Port assets through interim use of property reserved for maritime expansion.**

Although the Port's cargo operations are concentrated in the Southern Waterfront, three piers in the Northeast Waterfront (Piers 15-17, 19-23 and 27-29) continue to function almost exclusively as cargo-related facilities. These warehouses, constructed long ago, are attractive to cargo-related businesses which typically seek low cost facilities in less urban locations. The retention of warehouse facilities for cargo-related activities in San Francisco is an important factor in maintaining and expanding cargo shipping at the Port. Over time, however, land use trends and limitations on dredging may call for the consolidation of cargo-related activities south of China Basin. The Port will strive to provide comparable facilities in the Southern Waterfront to accommodate any necessary maritime support facilities that may be relocated from Piers 15-17, 19-23 and 27-29. Although there is a great deal of underutilized or vacant space in the Southern Waterfront, creative financing mechanisms may be required to attract these and other cargo-related businesses at prices they can afford.

Most of the Port's properties in the Southern Waterfront have long been reserved for the future expansion of maritime operations such as cargo shipping, cargo support services, and ship repair. These Maritime Expansion Areas include the backlands adjacent to Pier 70, and backlands adjacent to Pier 94-96 (Seawall Lot 352 and a portion of Seawall Lot 344) (See Chapter 3 for a discussion and map of Existing Maritime and Maritime Expansion Areas.) Despite the recent decline in shipping operations at the Port of San Francisco, container cargo business in the Bay Area is on the rise. Continued reservation of Maritime Expansion Areas will provide ample space to allow the Port to respond to the projected long-term growth trend in the industry in the Bay Area, while pursuing solutions to a variety of issues that currently impede the maximum utilization of existing terminal facilities. In the meantime, because the existing terminals are not fully utilized, these



*Grain Terminal at Pier 90*

Maritime Expansion Areas remain unimproved, attracting vagrants and illegal dumping. Given the uncertain time frame for full utilization of the Port’s container terminals and the general decline of the ship repair industry, interim uses on these sites would help the Port generate revenues, provide industrial property not readily available in San Francisco, and provide a means of policing and maintaining these properties until they are needed for maritime expansion.

The BCDC/MTC Regional *Seaport Plan* allows greater flexibility in interim uses by allowing longer lease terms for amortizing improvements which ultimately can be used by cargo-related or port-priority uses. Longer leases, particularly in Maritime Expansion Areas, will allow the Port to rent facilities to established businesses which have the resources to maintain a stable presence in the area and comply with environmental standards, and also elicit additional revenues to support other Port priorities. Interim uses of a shorter term would continue to be appropriate for vacant or underutilized facilities within Existing Maritime Areas such as the existing container terminals at Piers 80 and 94/96.

Portions of Pier 70 and Seawall Lot 352 are Class III landfill sites and are subject to closure requirements by the California Regional Water Quality Control Board (“Regional Board”). Interim land uses are restricted to those which will have no effects on ground water and surface water quality or have the engineering controls in place to prevent significant impacts. These requirements will affect the cost and timing of converting the properties into productive assets for the Port. Close coordination with the Regional Board will facilitate the timely closure of these landfill sites.

**Development of non-maritime land uses that would be beneficial to the Port and compatible with maritime activities should be considered in areas which are surplus to long-term maritime needs.**

While interim leasing will better utilize property reserved for possible growth in San Francisco’s maritime industries, opportunities for other long-term uses on Port property may arise which should be considered and weighed against the merits of land banking.

The BCDC/MTC *Seaport Plan* identifies four sites in the Southern Waterfront that are surplus to cargo shipping needs and can be used for non-maritime activities, without interfering with existing terminal and intermodal/freight rail (ship-to-rail/truck transport) operations, or their ability to accommodate future projected growth in cargo activity.

The first site, Seawall Lot 354/354.1, is less viable as a site dedicated to the cargo industry because it is small (3.4 acres), isolated from other Port property by Islais Creek to the south and Third Street to the east, and is outside of the Port priority area designated in the *Seaport Plan*. The second site is approximately 10 acres located near Cargo Way, away from the existing South Container Terminal and inland of the grain dock at Pier 90 and the liquid-bulk (tallow) facility at Pier 92. The third site is approximately 16 acres between 18th and 21st Streets in the vicinity of Pier 70. Preliminary conclusions of the *Seaport Plan* amendment process indicate that these sites are not required to meet future needs of the cargo industry.

The fourth site that is surplus to future cargo needs is the former Western Pacific rail yard adjacent to Pier 80 (W.P. property), an approximately 30 acre site to be transferred to the Port pursuant to certain land transfer agreements associated with Mission Bay.

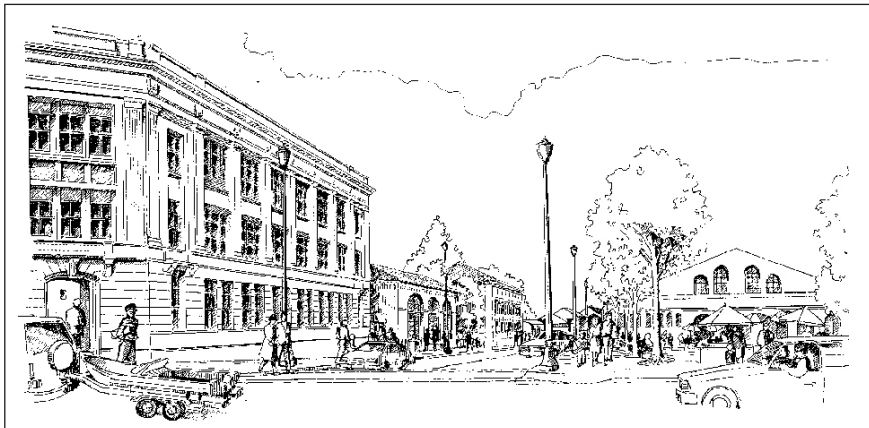
After accounting for the above surplus sites, the Port would still have approximately 60 undeveloped acres adjacent to the 80 acre South Container Terminal and the 15 acre intermodal container transfer (freight rail) facility plus 37 acres adjacent to Pier 70 to accommodate cargo shipping warehousing, maintenance and other cargo support functions. Utilization of surplus property for revenue-generating non-maritime activities will provide the Port with increased financial resources to help meet debt service requirements of past terminal improvements, and underwrite the costs of ongoing capital and maintenance requirements for the terminals. Nevertheless, as a general rule, the long-term benefits of a proposed non-maritime use should be weighed against the value of reserving undeveloped property for possible maritime expansion and its concomitant capital outlay. Additionally, non-maritime development should not interfere with adjoining container terminal operations, including the existing intermodal yard.

**Promote non-maritime activities in and around three historic Union Iron Works buildings to facilitate the revitalization of an area that survives as an example of San Francisco's earliest maritime industry.**

Located a few miles from the center of San Francisco, the area around Pier 70 was developed in the late 1800's for maritime and other industrial businesses, with nearby residences for working-class families. The Union Iron Works was established at Twentieth and Illinois in 1883 for the building of steel steamships and men-of-war.

Unfortunately, the total amount of ship repair opportunities has diminished greatly since the end of the Vietnam War (see Appendix A). As ship repair contracts have decreased, the number of piers dedicated to use as ship repair facilities also has decreased. San Francisco Drydock, which operates out of Pier 70, is the only full service ship repair company with year-round operations at the Port.

In 1994, San Francisco Drydock released 18 acres which were no longer needed for ship repair operations from its lease with the Port. The vacated area includes three turn-of-the-century Union Iron Works buildings along 20th Street (Port Building #101, 102, 104) which have outlived their maritime function and are slowly deteriorating. Especially noteworthy is the former



*A vision for Pier 70 Mixed Use Opportunity Area*

Bethlehem Steel headquarters, a Beaux Arts style building at the corner of 20th and Illinois Street. The City's Landmarks Preservation Advisory Board has nominated these buildings as City landmarks. Renovation and incorporation of these three buildings in a mixed-use development, if consistent with the urban design guidelines called for in the Waterfront Plan, will preserve the industrial form of a by-gone era, while creating leasable space to meet current market opportunities.

A mixture of maritime and non-maritime land uses also is desirable to improve access to the Bay and attract people to this historic section of the City. Limited commercial uses (such as restaurants and retail establishments) would provide services for employees as well as attractions for the broader public and, at the same time, improve security in the area. Commercial uses in this heavily industrial part of the working waterfront should be designed to benefit the local maritime community as well as the general public. Of paramount importance, however, is the compatibility of any improvements with the ongoing ship repair operations.

**Reserve or improve areas which will provide opportunities for the protection of wildlife habitat and for passive and active recreational uses.**

The Southern Waterfront offers several opportunities to observe a variety of waterfowl along undeveloped edges of the Bay's intertidal zone. These sites also offer compelling visual juxtapositions of the natural bay environment against the urban and industrial forms of the City.

**Warm Water Cove.** At the bayside terminus of 24th Street, Warm Water Cove provides an excellent opportunity for physical public access to the Bay and for off-site visual access to the container shipping operations at Pier 80. Possible new uses include small boat or kayak storage and launching facilities, or limited commercial services for the work-day population.

**Islais Creek.** Islais Creek, located south of Cesar Chavez Street, runs through the City's industrial center. Although the creek has been significantly altered by industrial development, it still supports a habitat for juvenile fish rearing, provides some relief from surrounding urban activities, and offers water-oriented recreational opportunities. A constituency of interested citizens called the Friends of Islais Creek are actively pursuing public access and landscaping improvements on the south bank (west of the Third Street bridge), to complement the landscaped public access area on the north bank (east of the bridge) which was created as part of the City's sewer system improvements in the 1980's. Efforts should be made to build upon this citizen effort by enhancing and expanding these improvements. For example, public access improvements planned by the City for Seawall Lot 354 will extend a 50-foot wide pedestrian promenade along the northern edge of the creek.



**Pier 94.** The unimproved backland area in Seawall Lot 352 adjacent to Pier 94 consists of a large landfill area reserved for container terminal expansion. In the early 1970's, a section of the fill immediately adjacent to Pier 94 failed. As a result of that failure, adjacent fill material subsided, allowing tidal inundation and subsequent emergence of wetlands. If development of this property for interim or long-term uses causes filling of the wetlands, appropriate mitigation measures will be required.

**Pier 98.** Pier 98 is an approximately 25-acre landfill south of the Port's container terminals which was developed in the early 1970's to provide new area for container terminal expansion and a footing for the proposed Southern Crossing bridge over the Bay. This fill later subsided in some places, resulting in tidal inundation and the emergence of wetland vegetation. Pier 98 now provides habitat to a variety of shorebirds, and unimproved public access which is primarily used for fishing.

Because the fill at Pier 98 will not be used for either of the originally intended uses, the Port has negotiated an agreement with BCDC to enhance the wetlands and create a passive recreation park. Although the Port has committed the funds necessary to design this open space, there are currently no funds to finance the actual improvements. Efforts are being made to find other sources of funds to augment the project. One of the design challenges will be to provide public access improvements that do not conflict with the shorebird habitat.

**India Basin.** Port jurisdiction includes a portion of the City and County of San Francisco's proposed India Basin Shoreline Park. Grassy picnic areas, small boat launching and related facilities are planned for the Shoreline Park. The design of the Shoreline Park should be coordinated with Pier 98 improvements to create contiguous access along the Bay and a mixture of active and passive recreational opportunities.

**Enhance the public's appreciation of the waterfront by providing greater opportunities for access in a manner which does not compromise the efficiency of maritime operations.**

Industrial waterfronts, especially those with historical or cultural associations, are valued as an important public amenity and a critical economic resource. Many people are fascinated with the movement and sheer scale of the massive ships which call upon the Port. Innovative means of achieving access to the industrial waterfront should be pursued, including “visual” access accompanied by informational displays which describe the maritime functions taking place.

The area recently vacated by San Francisco Drydock, adjacent to Pier 70, is an example of an opportunity to provide compelling visual and physical access to the working waterfront, provided that care is taken to ensure compatibility with the ongoing ship repair operations. Pier 98, Islais Creek and Warm Water Cove provide similar opportunities for public access to areas which have interesting natural features and/or offer unique opportunities to witness San Francisco's maritime industries at work.



*Wetlands near India Basin*

# The Southern Waterfront Acceptable Land Use Table (1,2,3,4)

Key

- A = Acceptable Use
- E/I= Existing Use/May Continue As Interim Use
- X = Accessory Use

	Maritime Uses (5)										Open Spaces/Public Access		Residential Uses	Commercial Uses										Other Uses							
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space		Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities
Pier 70 Mixed Use Opportunity Area (portion of Piers 66 and 68 and SWLs 345 and 349)	A			A	A	A		A			A	A			A	A										A	A	A			
Pier 70 Maritime Area (Pier 70, portion of Pier 68 and SWL 349)	A			A	A	A			A	A															E/I		A		E/I		
Warm Water Cove / Pier 72								A			A	A									X										
Western Pacific Mixed Use Opportunity Area	A				A	A						A								A	A			A	A			A			
Pier 80	A				A	A				A											X			E/I				E/I			
Seawall Lots 354, 354.1, Pier 84	A					A						A			A									A				A			
Islais Creek	A			A		A		A			A	A																			
Pier 90-92 and portion of SWL 344	A		A		A	A																		E/I			A	E/I			
SWL 344.1, Cargo Way Mixed Use Opportunity Area (portion of SWL 344)	A				A	A					A	A				A				A	A			A	A		A	A	A		
Pier 94-96 Maritime Area (SWL 352 and portion of SWL 344)	A				A	A				A											X										
Intermodal Container Transfer Facility	A				A	A																		E/I				E/I			
Pier 98											A	A									X			A							
India Basin (paper streets)											A	A																			
AB 4827, Parcels 1 & 2																															
AB 4845, Parcel 2																								A				A			
AB 4852, Parcel 1																								A				A			
AB 4917, Parcel 2																				A				A				A			
AB 4935, Parcel 2																				A				A				A			

Table Notes

- 1 This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- 2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- 3 Definitions of land uses are included in Appendix C, Glossary of Terms.
- 4 Uses are subject to further review for compliance with the Public Trust, BCDC, and Planning Commission policies, which will vary depending on factors specific to the use proposal such as pier condition, extent of proposed repairs, and/or whether the use is proposed within a

National Register historic resource. (See Chapters 3 and 5 for further discussion of waterfront regulations.)

- 5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

\* There is an emerging wetlands area near Pier 94. If maritime expansion in this area or other circumstances necessitate filling of the wetlands, appropriate mitigation will be implemented pursuant to all applicable environmental regulations.

[Link to: The Southern Waterfront Subarea Map](#) (pg 163a & 164)

[\*Link to: The Southern Waterfront Subarea Map\*](#) (pg 163a & 164)





## Development Standards for Mixed Use Opportunity Areas

### Pier 70 Mixed Use Opportunity Area

Approximately 16 acres between 18th Street and 21st Street in the vicinity of Pier 70 have been identified as a Mixed Use Opportunity Area. The preservation and adaptive reuse of three historic Union Iron Works buildings in this area (Port Building #101, 102, 104) will pose a considerable challenge. One of the structures is built of unreinforced masonry, requiring substantial repair and seismic re-engineering before it can be reused, and two of the structures contain asbestos, lead and other potentially toxic substances. The cost of renovating these buildings would be prohibitive for maritime businesses and most public uses. Flexible regulations should allow non-maritime tenants to use the buildings, maximizing opportunities to preserve the buildings.

### Pier 70 Mixed Use Opportunity Area

#### Development Standards

- Permit non-maritime land uses which result in the preservation and adaptive reuse of the three Union Iron Works buildings, consistent with the urban design and historic preservation guidelines called for in this Plan, provided that such uses do not preclude nearby water-dependent activities or associated support services.
- Include public access improvements extending to the water's edge in the area adjacent to Seawall Lot 345 in the South Beach/China Basin subarea, in any renovation efforts of the Union Iron Works buildings, particularly if such restoration involves additional development on land surrounding the structures.
- Preserve the working waterfront's authentic maritime character by respecting the work-a-day qualities of the industrial setting.
- Encourage accessory retail activities which provide services to area workers and opportunities for people to better acquaint themselves with maritime industries in the area.
- Provide parking on site because of the limited availability of public transportation.

**Western Pacific and Cargo Way Mixed Use Opportunity Areas**

The Western Pacific Mixed Use Opportunity Area is adjacent to the Pier 80 North Container Terminal, an approximately 30 acre parcel that will be transferred to the Port as part of certain land transfer agreements associated with Mission Bay. The Cargo Way Mixed Use Opportunity Area is an approximately 10 acre site located inland of the existing grain elevator between Amador and Cargo Way, within Seawall Lot 344. These two areas are surplus to the needs of the cargo shipping industry, offering opportunities for a variety of industrial or commercial non-maritime uses that would be compatible with surrounding maritime-related operations, including light industrial and research and development activities. The development of such uses could generate much needed revenues to support the Port’s facilities and maritime businesses. For example, a recent proposal for a cogeneration power plant in the Cargo Way Opportunity Area would provide inexpensive steam power to the Port’s adjacent maritime tenants as a by-product of providing supplemental power to PG&E’s nearby Hunters Point power plant. Efforts to forge such mutually beneficial land uses should be encouraged.

**Development Standards**

**Western Pacific and Cargo Way Mixed Use Opportunity Areas**

- If a cogeneration power plant is proposed in the Cargo Way Opportunity Area the project should include:
  - 1 State-of-the-art design which complements existing waterfront uses (including the nearby 1925 brick fire station) to the greatest extent possible;
  - 2 State-of-the-art environmental protections which mitigate emissions and other impacts on residents, wildlife habitats or other sensitive receptors in the South Bayshore area;
  - 3 Public benefits to the maximum extent, including open spaces and public access improvements and, possibly, public restrooms, maintenance support for Islais Creek open space improvements, public meeting rooms and parking.
- New uses in the Cargo Way Opportunity Area should provide support for, and avoid negative impacts on, the Islais Creek public access and open space improvements.
- Ensure that any use in these opportunity areas does not preclude nearby maritime activities, including rail service provided in the intermodal container transfer facility to the Port.
- Maximize the economic benefit to the Port of San Francisco from long-term uses in these opportunity areas.
- Ensure that new uses do not interfere with rail service to the Port.



## Development Standards for Other Existing Maritime or Maritime Expansion Areas

### Backlands to Piers 94-96 and 70

Much of the Port's property in the Southern Waterfront is reserved for future maritime expansion, including the backland areas adjacent to Piers 94-96 (Seawall Lot 352 and a portion of Seawall Lot 344); and a portion of the backland area at Pier 70 (Pier 68, 70 and Seawall Lot 349). Although some of these expansion areas would provide additions to the Port's container terminals, most are reserved for the development of cargo-related support services such as warehousing, which typically require large facilities at low cost.

### Development Standards

### Backlands to Piers 94-96 and 70

- Unimproved space or empty buildings which are not anticipated to be needed for maritime purposes within the next 10-20 years should be made available for interim uses. Lease terms of 10-20 years, and in exceptional cases 30 years, should permit amortization of tenant improvements or construction required for these interim uses. Interim uses particularly suitable for the area include: non-maritime warehousing, manufacturing, staging activities, use of grain silos for materials other than grain, bio-remediation, recycling operations, and open air storage. Prior to entering into 20-30 year leases, the Port should establish a process for determining that maritime business opportunities would not be jeopardized by the interim uses.
- Ensure that interim uses are compatible with maritime and industrial uses in the general area, and comply with all environmental regulations, including those governing landfill closure sites (where applicable).
- Ensure that interim use tenants are advised and fully realize that their tenure is of limited duration and that the ultimate status of the property is as a Maritime Expansion Area reserved for maritime use.
- Interim uses at Seawall Lot 352 and Pier 70 must be compatible with landfill closure requirements imposed by the Regional Water Quality Control Board.
- Abide by all applicable environmental regulations to avoid contamination of soil or ground water from the on-site handling of hazardous materials.

## Development Standards for Other Existing or New Open Spaces and Public Access

### Warm Water Cove

- Develop accessory commercial or water-oriented recreation facilities, such as recreational boating, to improve public access to the Bay and to activate the park.
- Seek funding to provide lighting, public telephones and other amenities to improve security.
- During lease negotiations for properties in the vicinity of Warm Water Cove (Pier 70 to Pier 80), seek funding for improvements which will enhance existing and provide new public access and open spaces. For example, improvement of the Western Pacific Railyard may provide an opportunity to extend the park to the south, increasing visual access to the container shipping operations at Pier 80.
- Explore the possibility of increasing flows of water to the Bay from PG&E, to improve fishing in the area.
- Seek funding opportunities to improve park maintenance, including debris clean-up in the channel along the water's edge.

### Islais Creek

- Continue to assist Friends of Islais Creek in designing and implementing improvements to the south bank of the Creek (west of the bridge), including native landscaping, seating areas, and possibly a boat launch and/or storage facility. Accessory parking spaces may be needed to serve the boat launch.
- Design public access improvements in a manner which is compatible with reconfigured freight rail access to the Port's container terminals. If rail access is redesigned, opportunities to incorporate public access along the rail right-of-way and creek edge should be addressed.
- Encourage continuous public access around the west channel of Islais Creek.

### Pier 94

- Seek mitigation areas to compensate for fill of the wetlands at Pier 94 in advance of long-term maritime expansion on the site, and as soon as possible.

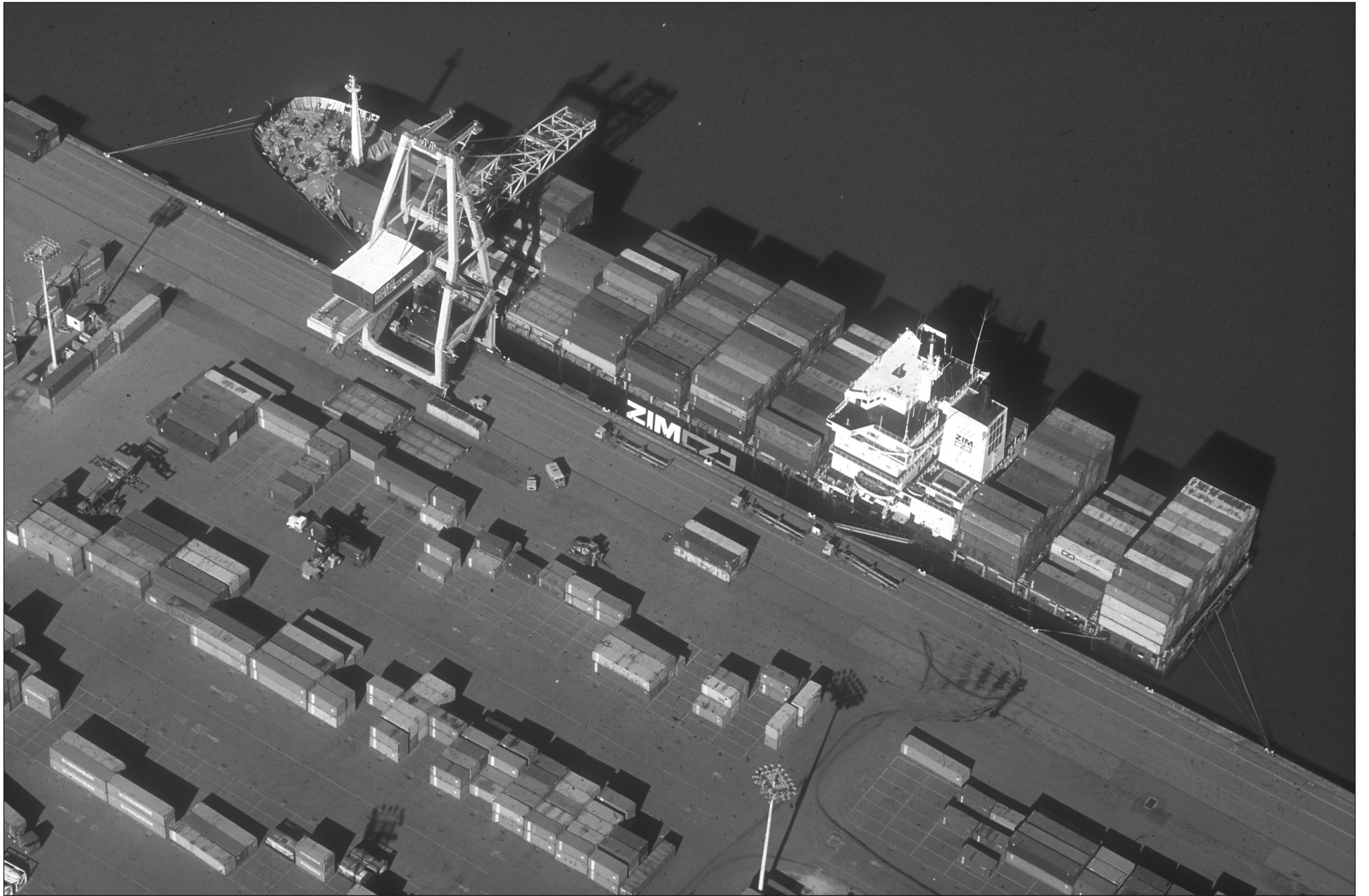
## Development Standards (cont.)

### Pier 98

- Determine the primary purpose of the open space, and the particular user groups that will benefit from it, to ensure there are stakeholders who will enjoy and protect the resource. Coordinate implementation actions with interested community and environmental groups, and seek grant funds to construct and maintain the desired improvements.
- Balance the potentially conflicting objectives of public access and habitat preservation during project design and environmental review.
- Take full advantage of opportunities to view wildlife as well as nearby maritime and industrial activities.
- Provide interpretive and informational displays explaining activities of public interest such as Port operations or the environmental benefits of wetlands.
- Design and construct improvements to facilitate pedestrian access along the shoreline and to connect PG&E's shoreline access to the proposed India Basin Shoreline Park.
- Provide alternative public access along the former LASH terminal causeway north of Pier 98, if feasible, in a manner which both avoids conflict with the maritime terminal facilities, and limits disruption to shorebird habitats from human access on Pier 98.

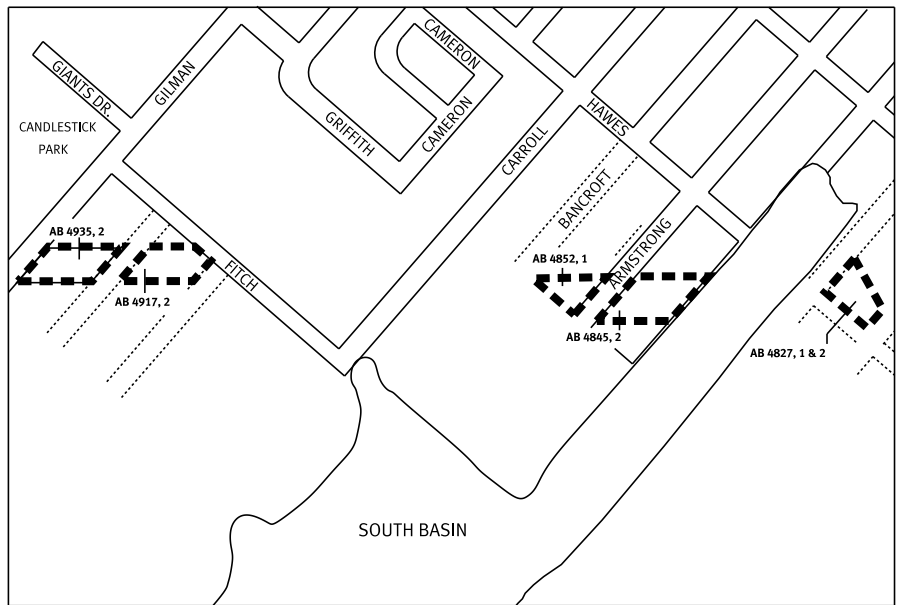
### India Basin Shoreline Park

- Cooperate with the City's Recreation and Parks Department to facilitate the site acquisition for India Basin Shoreline Park.
- Coordinate open space design efforts at Pier 98 with the City's Recreation and Parks Department to facilitate continuous pedestrian access along the Bay.

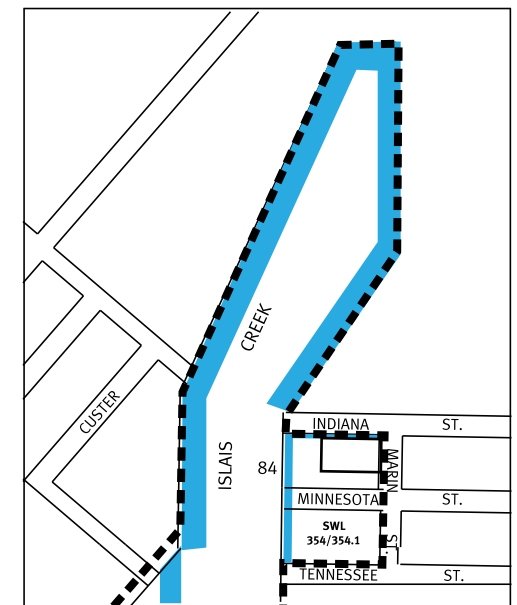


*Cargo operations in the Southern Waterfront*

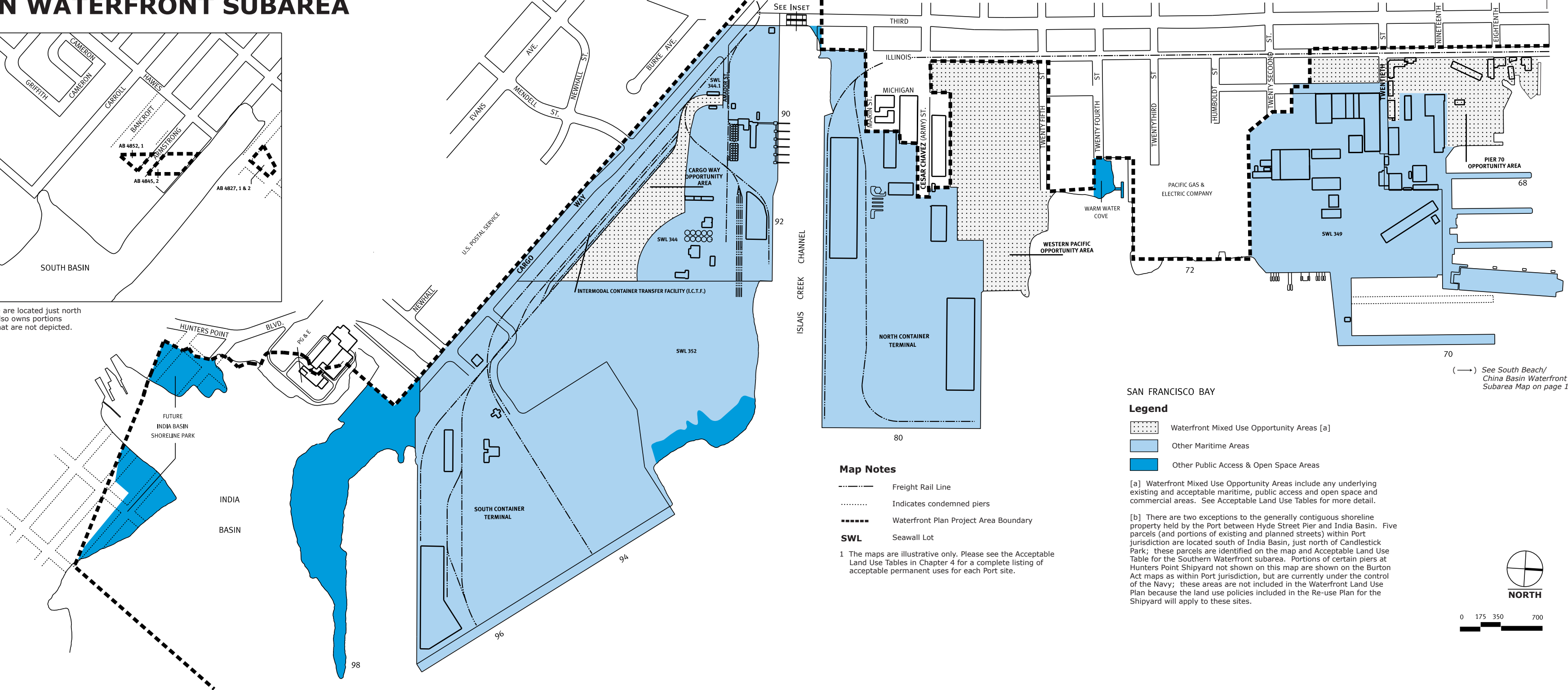
# THE SOUTHERN WATERFRONT SUBAREA



**Note** The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.



INSET



### Map Notes

- Freight Rail Line
- ..... Indicates condemned piers
- Waterfront Plan Project Area Boundary
- SWL** Seawall Lot

1 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

### SAN FRANCISCO BAY

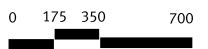
#### Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

[b] There are two exceptions to the generally contiguous shoreline property held by the Port between Hyde Street Pier and India Basin. Five parcels (and portions of existing and planned streets) within Port jurisdiction are located south of India Basin, just north of Candlestick Park; these parcels are identified on the map and Acceptable Land Use Table for the Southern Waterfront subarea. Portions of certain piers at Hunters Point Shipyard not shown on this map are shown on the Burton Act maps as within Port jurisdiction, but are currently under the control of the Navy; these areas are not included in the Waterfront Land Use Plan because the land use policies included in the Re-use Plan for the Shipyard will apply to these sites.

(→) See South Beach/China Basin Waterfront Subarea Map on page 141A





<b>CHAPTER 5</b>	
IMPLEMENTATION OF THE PLAN	173
• Legislative Process for Plan Implementation	174
• Site-Specific Development Process for Plan Implementation	180
• Future Review of the Plan	182
• Financial Aspects of Plan Implementation	182

# 5

## Implementation of the Plan

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**The Waterfront Land Use Plan is intended to serve as a balanced and implementable land use plan for the use and development of the San Francisco waterfront. Implementation of the Waterfront Plan will proceed on two fronts:**

- **The Plan's policies and objectives will be incorporated into the regulatory framework that governs waterfront land use through a legislative process.**
- **Improvements on the waterfront, consistent with the Plan, will be realized through a site-specific development process.**

The legislative process began in 1990 when San Francisco voters adopted Proposition H, calling for preparation of a land use plan for a portion of the Port's property. Since the Port Commission adoption of the Plan in 1997, the city has approved amendments to the City's *General Plan* and City Planning Code to allow project implementation consistent with the Waterfront Plan. In addition, amendments to the Bay Conservation and Development Commission's plans and policies, consistent with the Agreements discussed in this Chapter were adopted for the Northeast, Ferry Building, and South Beach Waterfront subareas.

The legislative, plan amendment and site-specific development processes necessary to fully implement the Waterfront Land Use Plan are discussed more fully below.

## Legislative Process for Plan Implementation

The people of San Francisco took the first step in the legislative process by enacting Proposition H, calling for the Port to prepare “a Waterfront Land Use Plan which is consistent with the terms of this initiative for waterfront lands.” Waterfront lands were defined to include Port-owned piers and most of the Port-owned property within a 100-foot band along the shoreline from Hyde Street Pier to India Basin. The Port expanded the planning area to encompass all Port owned property in order to ensure a comprehensive program for the use and development of the City’s waterfront.

Although the Waterfront Land Use Plan meets the requirements of Proposition H, the Plan’s policies and objectives and site-specific land use designations must also be embodied in the regulatory framework which now governs waterfront land use. The collective effect of state, regional and local waterfront land use regulations in place prior to the 1997 adoption of the Waterfront Plan limited the variety of economically feasible development opportunities on Port property, and encouraged proposals for large scale specialty retail centers. Regulatory constraints therefore undermined the Port’s ability to seek the diversity of activities the public has requested during the waterfront planning process.

The principal plans and regulations for which amendments have been approved include the:

- 1 *General Plan* of the City and County of San Francisco;
- 2 San Francisco City Planning Code; and
- 3 Bay Conservation and Development Commission’s (a) San Francisco Bay Plan; (b) San Francisco Waterfront Special Area Plan; (c) San Francisco Waterfront Total Design Plan; and (d) Regulations.

### Amendments to the San Francisco General Plan

As described in the introduction to Chapter 3, the San Francisco *General Plan* is the City’s official land use policy document adopted by the San Francisco Planning Commission and approved by the Board of Supervisors. In coordination with Planning Department staff, amendments to the following elements and area plans were approved to establish consistent land use policies between the Waterfront Plan and the *General Plan*: Commerce & Industry, Recreation & Open Space, Northeastern Waterfront, and Central Waterfront.

Many of the proposed amendments are informational updates which reflect land use trends or changes that have occurred or are underway (e.g. the conversion of the Golden Gateway and South Beach areas to urban mixed-use residential and commercial neighborhoods; removal of the Embarcadero Freeway; current trends in the cargo shipping industry). Other proposed amendments allow uses on Port property, consistent with the acceptable uses identified in the Waterfront Plan (e.g. commercial recreation and public assembly activities on Northeastern Waterfront piers; revenue-generating commercial and industrial uses to



finance the preservation of three Union Iron Works buildings at Pier 70). Additional *General Plan* amendments address open space, public access and urban design improvements included in the Waterfront Design & Access Elements of the Waterfront Plan. The *General Plan* amendments were approved by the Planning Commission and subsequently approved by the Board of Supervisors in January 1998.

### **Amendments to the San Francisco City Planning Code and Zoning Map**

The Port staff has reviewed San Francisco Planning Code procedures and amendments and BCDC permit processing procedures with the Planning Department and BCDC staffs, with the goals of streamlining and improving the development review process.

The Planning Code includes a Northern Waterfront Special Use District, made up of three subdistricts; two of the subdistricts, Special Use Districts #1 and #3, include Port property. The boundaries of Northern Waterfront Special Use District #1 (NWSUD #1), which includes the Port's piers between the Hyde Street Pier and Pier 26, extended to include Piers 26, 28, 30-32, 34, 36, 38 and 40. Within NWSUD #1, acceptable uses identified in the Waterfront Land Use Plan are allowed either as conditional or principal uses, depending on the underlying zoning use district. In addition, the provisions include a waterfront design review process for non-maritime projects.

The Waterfront design review process is structured to include participation by the Planning Department, Port and BCDC in the early, conceptual design stage of proposed projects. The interagency design review process would review the architectural and urban design of new non-maritime developments involving new construction and visible exterior alterations. Criteria for approval requires consistency with the Waterfront Land Use Plan and its Waterfront Design & Access Element. Based on this review, recommendations would be made to the Directors of the Port, Planning Department and BCDC, to be carried forward in their recommendations to the Port, Planning and BCDC Commissions, respectively.

Northern Waterfront Special Use District #3 (NWSUD #3) includes Port seawall lots and adjacent privately owned property north of Broadway, and requires conditional use authorization for projects on sites of three acres or more in size. The boundaries of Special Use District #3 were extended to include Port seawall lots south of Broadway to King Street.

The Planning Code and *General Plan* amendments described above, were approved by the Planning Commission and adopted by the Board of Supervisors in January 1998.

## Amendments to BCDC Plans

In 1996, the Port and BCDC entered into an agreement which identified BCDC policies and regulatory issues that have been the subject of intensive review and discussion. At the invitation of the Port and BCDC staff, Save San Francisco Bay Association joined these discussions, which resulted in the signing of a Draft Concept Agreement by the three major parties in December 1996. The three parties then prepared a Draft Framework Agreement in December 1999 and Principles of Agreement in April 2000 (the “Agreements”).

The Agreements served as the basis for amendments to the *BCDC San Francisco Bay Plan* and *San Francisco Waterfront Special Area Plan*, the rescission of the *San Francisco Waterfront Total Design Plan* (Piers 7 to 24), and the 2000 amendments to this Plan. To develop consistent policies, Planning Commission staff also participated in discussions of some of the Agreements’ provisions that affect *General Plan* policies or important Planning Commission concerns. The Agreements provisions established the shared goals listed below, each of which is accompanied by a summary of how the goal is implemented in this Waterfront Plan, or other City or BCDC regulations or planning documents.

- *Create the Waterfront Design & Access Element of the Waterfront Plan consistent with the Agreements including, but not limited to, the location of significant views and vistas, location of open water, new public access concepts, new public plazas and overall design.* The Waterfront Design & Access Element (Design & Access Element) of this Plan includes policies, qualitative standards and site-specific design criteria which address each of these design elements.
- *Remove piers to create more open water.* The Waterfront Plan and Design & Access Element includes policies for the removal of Piers 24, 34, 36, portions of Piers ½ and 2, a portion of the Pier 23 shed, and the valley between Piers 15 and 17.
- *Create new public plazas on the waterfront.* The Waterfront Plan and Design & Access Element identifies a number of future public plazas and parks to be developed on Port property, including a Brannan Street Wharf in the South Beach area, a Northeast Wharf at Pier 27, and an opportunity for a plaza extending to the Bay within the area bounded by Jefferson, Powell, and Taylor Streets in Fisherman’s Wharf.
- *Improve the design, location, and amount of public access on piers.* The Design & Access Element and BCDC’s Special Area Plan include public access policies and standards for new developments on piers. Additional policies, standards and site-specific design criteria in this Plan, BCDC’s Plans and the City’s *General Plan* identify locations and provide design direction for developing public access improvements, which will be applied to specific projects through the joint City/Port/BCDC design review process. Shorter-term interim uses within existing Port facilities which generate a substantial increase in the need for public access will continue to provide maximum feasible access consistent with the project. Public access for smaller, interim

use projects which create little or no need for new public access (e.g., changes of leaseholders in pier sheds where the use remains generally the same and intensity of use is relatively the same) will be defined and addressed through an expedited BCDC permitting process such as a region-wide permit.

- *Develop means to protect historic resources on the waterfront.* The Design & Access Element includes Port-wide policies to protect historic resources, as well as specific policies and design criteria to direct the Port's preservation efforts in two areas: Fisherman's Wharf to China Basin, and Pier 70. The Port will prepare materials to nominate a National Register Historic District between Piers 45 and China Basin by June 2002. Any resources (e.g., bulkhead buildings, pier sheds) which are listed on the National Register of Historic Places and are within BCDC's Bay jurisdiction would be eligible for an exemption from BCDC's "water-oriented" use requirements, regardless of location on the waterfront, to assist efforts to preserve historic resources.
- *Expedite permit processing including the creation of a joint Port/BCDC/City design review process to help streamline permit processing for new projects on the waterfront.* As discussed above under "Amendments to the San Francisco Planning Code and Zoning Map", the Port will work with Planning and BCDC staff to develop an integrated project review process which incorporates BCDC review in the early, conceptual design stages of project development.

- *Develop new rules for use, replacement fill and pier repair and reconstruction.* As discussed in the introduction to Chapter 3, BCDC's current "Replacement Fill policy" for pile-supported piers, contained in the Bay Plan, would be supplemented, if within the Northeast of Ferry Building Waterfronts or the South Beach segment of the South Beach/China Basin Waterfront, with a new Bay Plan policy. That policy would allow uses consistent with the Public Trust Doctrine and the Port's legislative trust grant, the Burton Act, if BCDC adopts a Special Area Plan providing substantial public benefits not otherwise achievable through its regulatory process. To increase certainty at an early stage for major development projects, the Port may request a pre-application public hearing and BCDC concurrence that the use is consistent with the Public Trust Doctrine and the Burton Act. BCDC's Replacement Fill Policy and water-oriented use requirements will continue to apply to other areas of the waterfront.<sup>1</sup>
- Within the Northeast and Ferry Building Waterfronts and South Beach segment of the South Beach/China Basin Waterfront, the public access and open water provisions currently embodied in the Replacement Fill policy have been supplemented with the above-described policies to create new open spaces, remove piers to create new Open Water Basins and other open water areas, and provide on-site public access guarantees consistent with the Design & Access Element and the BCDC Special Area Plan.

## Footnote:

- 1) The "replacement pier" policies were adopted by BCDC after the McAteer-Petris Act, specifically to address replacement uses for the Port of San Francisco's finger piers. The Bay Plan provides that if the piers deteriorate or become technologically obsolete for commercial shipping or other maritime purposes, then they can be removed and replaced with "replacement fill" subject to the following limitations:
  - a The replacement fill would cover an area smaller than the area of the pier being removed; and
  - b Only up to 50% of the area of the pier being replaced could be used for Bay-oriented commercial recreation or Bay-oriented public assembly, defined as facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (Bay Plan, p. 37.) The remainder of the replacement fill, if any, would have to be devoted to public recreation, open space, public access or open water (i.e. removing portions of the pier). Nearly 15 years after the replacement pier policy was adopted, the Attorney General's Office was asked for an informal opinion regarding the Commission's jurisdiction over pier development that would require substantial repairs to the pier, but not complete reconstruction. In 1986, an informal opinion was issued which concluded that proposed development involving more than routine repairs to the pier or substructure would require case-by-case review. If BCDC determined that the work "tends toward creation of what is essentially a 'new' structure, ...one that is significantly different from what existed prior to the work in terms of its utility or life expectancy or the time period that will be necessary to amortize its overall cost" then BCDC's Bay jurisdiction would be triggered, and the uses supported by the pier would have to be "water-oriented" uses. (Attorney General's Informal Opinion, dated October 8, 1986).

BCDC plans were amended concurrent with the July 2000 Waterfront Plan amendments. BCDC also will seek approval of the San Francisco Special Area Plan by the Port and Planning Commissions, to ensure consistency with the Waterfront Plan and San Francisco *General Plan*.

To carry out the pier removals, and Northeast Wharf and Brannan Street Wharf public plazas identified in the Port and BCDC plans, as amended on July 20, 2000, the Port will provide funding and/or obtain funding from other sources. The Port will contribute to the fund a total of \$30 million over a 20-year period. The Port will proceed to remove piers and develop the plazas identified in this Plan through an aggressive financing and development strategy, including (1) pursuit of all available grants and (2) use of developer fees or contributions where consistent with project financing and feasibility, unless the Port finds that BCDC has not complied with the new rules for use, replacement fill and pier repair and reconstruction included in the shared goals of this Plan, the BCDC San Francisco Bay Plan and the BCDC San Francisco Waterfront Special Area Plan, all as amended on July 20, 2000, in which case provisions in this paragraph and the schedule for remaining pier removal and plaza projects set forth below shall become null and void.

- Remove Pier 34 within one year of BCDC's adoption of amendments to the Special Area Plan.
- Remove Pier 24 within three years of BCDC's adoption of amendments to the Special Area Plan.
- Upon Port issuance of a certificate of occupancy for the major reuse of Piers 30-32 or alternatively, a comparable major development in addition to that which triggers the schedule below for removing piers and developing the Northeast Wharf plaza, carry out the public benefits projects below:
  - Construct Phase 1, the northern portion of the Brannan Street Wharf (in the area of Pier 34 and north) within 5 years;
  - Remove Pier 36 within 15 years; and
  - Complete the Brannan Street Wharf within 15 years if necessary grants or other funding are available, or within 20 years if necessary grants or other funding are not available.
- Upon Port issuance of a certificate of occupancy for the major reuse of Piers 27-31 or alternatively, a comparable major development in addition to that which triggers the schedule above for removing piers and developing the Brannan Street Wharf plaza, carry out the public benefits projects below. Any BCDC permit issued for major reuse of Piers 27-31 should include reasonable provision for vehicle access to the project site.
  - Complete Phase 1 of the Northeast Wharf by removing that portion of the Pier 27 shed required to create the Northeast Wharf and make it and the pier perimeter area and the area adjacent to The Embarcadero as shown in Figure 2 "Northeast Wharf Plaza," accessible and useable by the public prior to the Port issuing a certificate of occupancy for the Pier 27-31 development.

- Complete the Northeast Waterfront Plaza/Park within 15 years if necessary grants or other funding are available, or within 20 years if necessary grants or other funding are not available;
- Remove the portion of the Pier 23 shed consistent with the Open Water Basin policies of this SAP within 15 years; and
- Remove approximately 37,000 square feet of the deck and pilings that form the “valley” between Pier 17 and Pier 15.

To expedite major projects that require permits from BCDC, the Port and BCDC will coordinate with the San Francisco Planning Department to achieve the following:

- BCDC review and advice to the Port on development and design objectives in Request for Proposals issued for waterfront projects;
- In conjunction with the State Lands Commission, BCDC review and advice at the pre-application stage on consistency requirements of BCDC plans and regulations;
- Coordination and review of BCDC and City/Port design review of proposed waterfront projects, consistent with BCDC’s Design Review Board process and the City’s Waterfront Design Review Process set forth in San Francisco Planning Code Section 240.

## Site-Specific Development Process for Plan Implementation

Implementation of the Plan requires action by BCDC, the City and the Port to incorporate the Agreements into each agency's plan, policies and objectives. Much of this has been accomplished through the *General Plan and Planning Code* amendments described above. A more efficient site-specific development process for major projects also is necessary to ensure that new land uses and improvements are consistent with local, regional and state waterfront regulations.

Figure A, the Waterfront Plan Implementation Process Flow Chart outlines the Port's approach to improving the site-specific development process. As described below, the steps in this implementation process include early consultation with applicable agencies and the community to formulate acceptable conceptual projects prior to developer selection.

- 1 Establish an advisory group for major projects to provide input and guidance at an early stage in the process when the feasibility of alternative development concepts is analyzed, thereby encouraging community participation and input prior to identifying a development concept. Once the development concept has been defined and applicable requests for qualifications and/or requests for proposals have been issued, the function of the advisory group would be completed. However, individual advisory group members would be encouraged to participate along with other interested citizens in all public hearings and community input meetings that are held to review the project as it proceeds through the permitting and development process.
- 2 The Port should select community representatives and other qualified individuals to serve as part of the advisory group, as appropriate for the site and project concept under consideration. The size of the group should reflect the importance or complexity of the project. Waterfront Plan Advisory Board members should be included, where appropriate, to offer their expertise and provide continuity in the planning process.
- 3 Urban design policies and design guidelines as outlined in the Design & Access Element of the Waterfront Plan and the BCDC Special Area Plan, should be considered in identifying development concepts and should be reflected in the specifications included in the request for proposals.
- 4 Port staff should take an active role in soliciting thorough review by the Planning Department, BCDC, and other agency staffs, as appropriate, when the feasibility of potential development concepts is being analyzed. This should include, as needed, joint staffing of advisory committee meetings and early consultation on major development project requests for proposals.

- 5 The Port Commission should provide an open forum for discussion of important issues related to development concepts for major projects as part of the public hearings held to consider approvals of requests for proposals.
- 6 Requests for proposals should be broadly distributed, and an effort should be made to extend development opportunities to all segments of San Francisco's diverse cultural and ethnic communities. Consistent with federal, state and local laws, the Port should provide affirmative action to minorities and women for leases, concessions, contracts, subcontracts, and other business and employment opportunities. Specific steps should be identified to further this objective. In addition, a policy should be adopted whereby San Francisco residents are given priority hiring preference.
- 7 Once the Port Commission selects a developer (and, for larger projects, enters into an agreement to negotiate exclusively with that developer), Port staff should coordinate inter-agency involvement in the process of refining the development project program and conceptual design.
- 8 A coordinated design review process should avoid reliance on sequential review by each agency with jurisdiction over the site, in order to 1) minimize delay and unnecessary expenses, and 2) ensure that the concerns of the respective agencies are resolved in a satisfactory manner at the earliest possible stage of the design process.
- 9 A joint application for project review should be considered to simplify and unify the regulatory procedures, and expedite the approval of worthy projects.

Because Port Commission actions to approve specific development projects will, to varying extents, continue to be subject to review by the State Lands Commission, Planning Commission and/or BCDC, the process of determining acceptable land uses will continue to involve a systematic review of the respective regulations given the specific uses and lease terms proposed in the project and the site location. Prior to issuing Requests for Proposals for new projects, or approving leases of existing facilities, the Port must continue to conduct this review of land use regulations, with input as necessary from the appropriate regulatory agencies. The attached Figures B, C & D provide an overview of this regulatory review process.

## Future Review of the Plan

Whenever there is a proposal to significantly change the status quo, it is important to build in a subsequent review process to ensure that new problems are not merely being substituted for old problems. In fact, Proposition H calls for review of the Waterfront Land Use Plan with a report back to the Port Commission every five years, to reevaluate conditions in light of the policies embodied in the initiative. Such a review process would also provide an opportunity to learn from development projects undertaken prior to that date, and to refine the development and entitlement process through further policy amendments or legislative action, if necessary.

In addition, strategies for maritime industries should be re-evaluated at that time. In addition to the required five year Plan reviews, changes in circumstances or new approaches to development may warrant amendments to the Waterfront Land Use Plan in between 5 year reviews. As for all long-range plans, ongoing review, updating and monitoring of the Waterfront Plan will help ensure that the policies continue to be relevant and provide appropriate guidance for future actions.

## Financial Aspects of Plan Implementation

### Funding Sources

As discussed in Chapter 1, under the *Burton Act*, revenues generated by the Port are to be used only for Port purposes. The Port receives no operating subsidies from the City. Thus, although the Port is structured much like other City departments, it is unique in that it must discharge its duties in furtherance of statewide interests, and does so without monies from the City's general fund. And, its duties and constituents are extremely varied.

Funding sources for Port capital projects include revenue bonds, operating revenues, operating fund accumulated surplus, grants, and general obligation bonds. Unfortunately these funding sources are not likely to yield significant new capital funds in the near future.

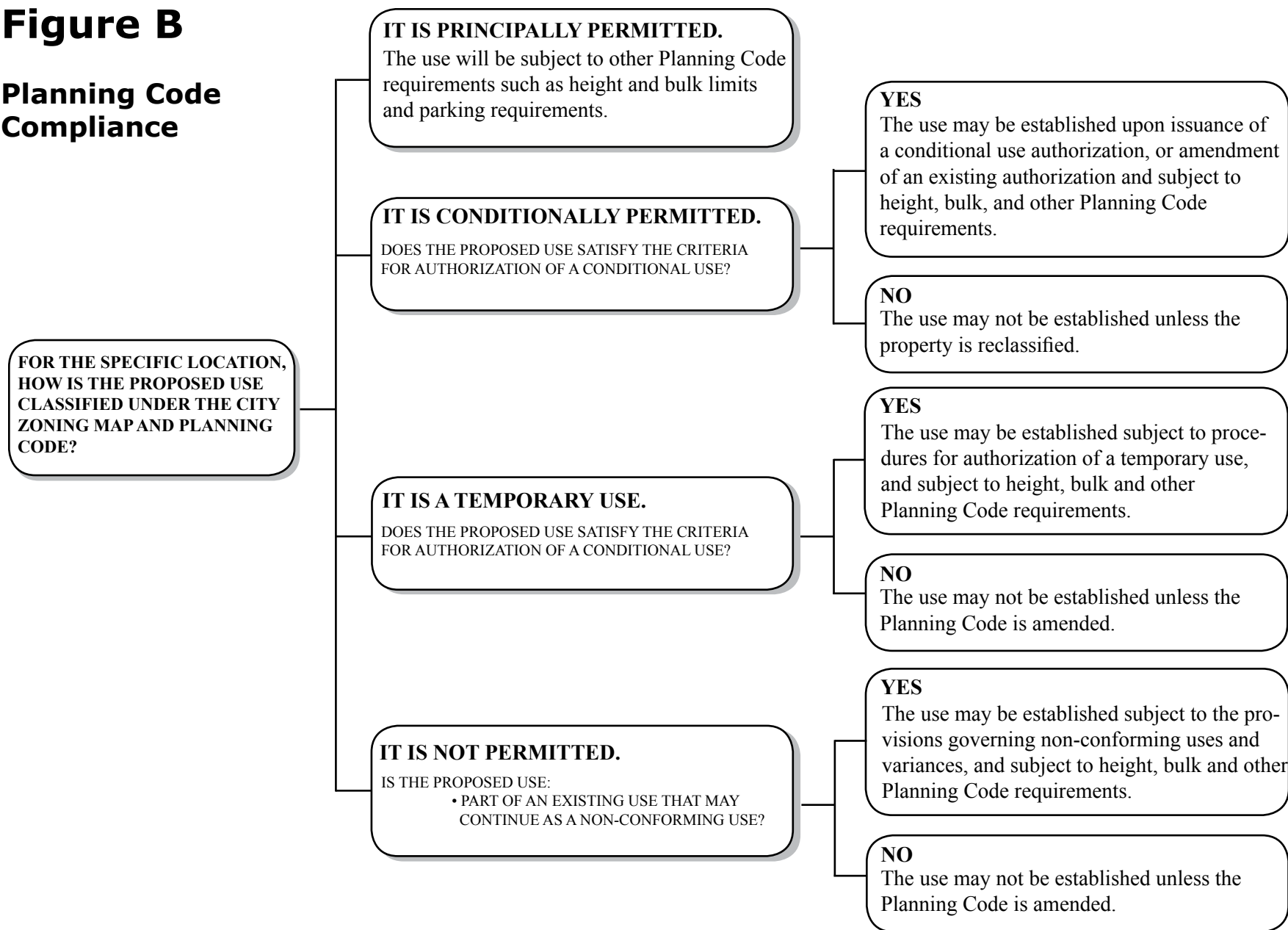


*Link to: Figure A: Waterfront Plan Implementation Process* (pg 183a & 184)

*Link to: Figure A: Waterfront Plan Implementation Process* (pg 183a & 184)

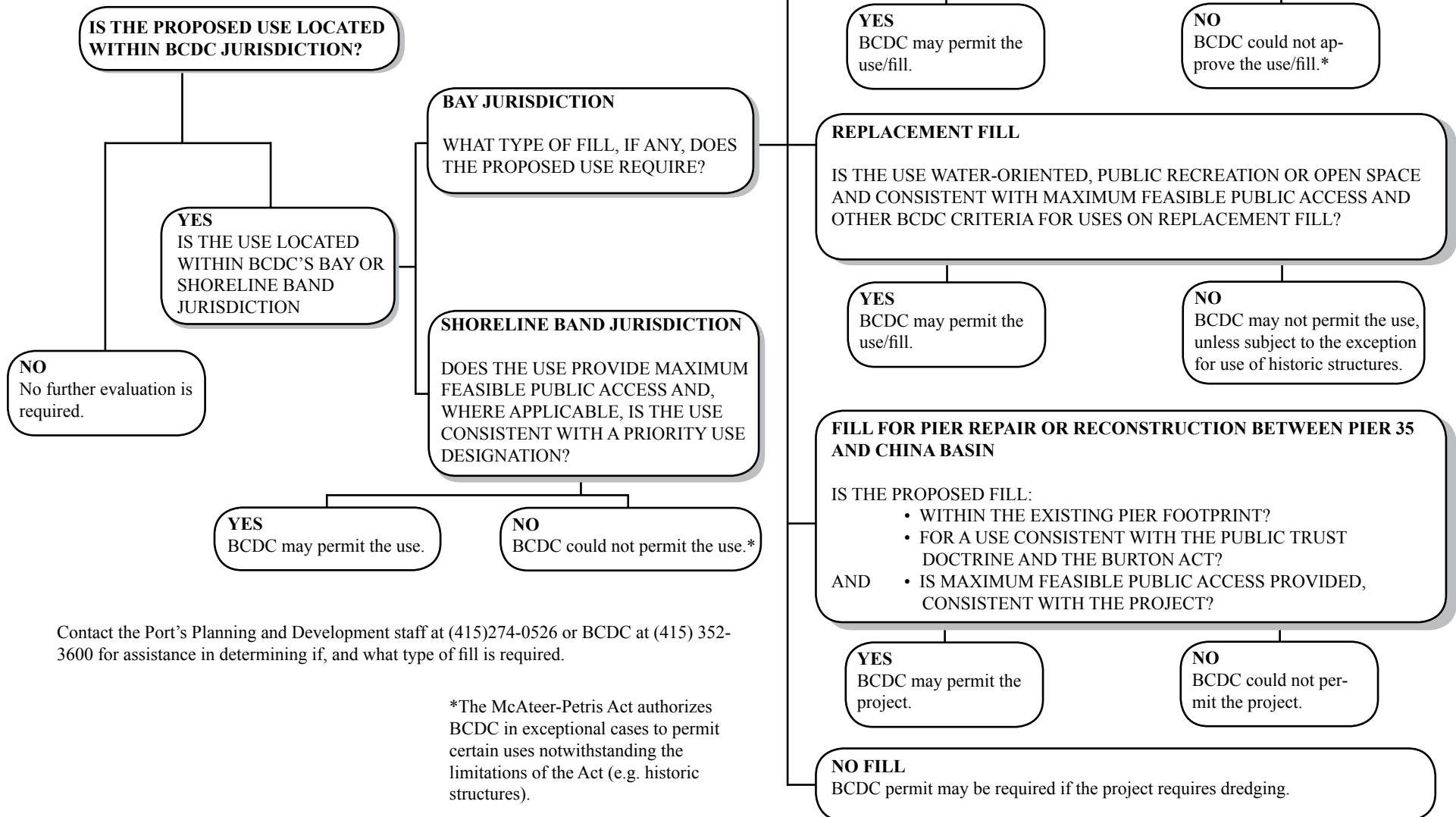
# Figure B

## Planning Code Compliance



# Figure C

## BAY CONSERVATION AND DEVELOPMENT COMMISSION EVALUATION

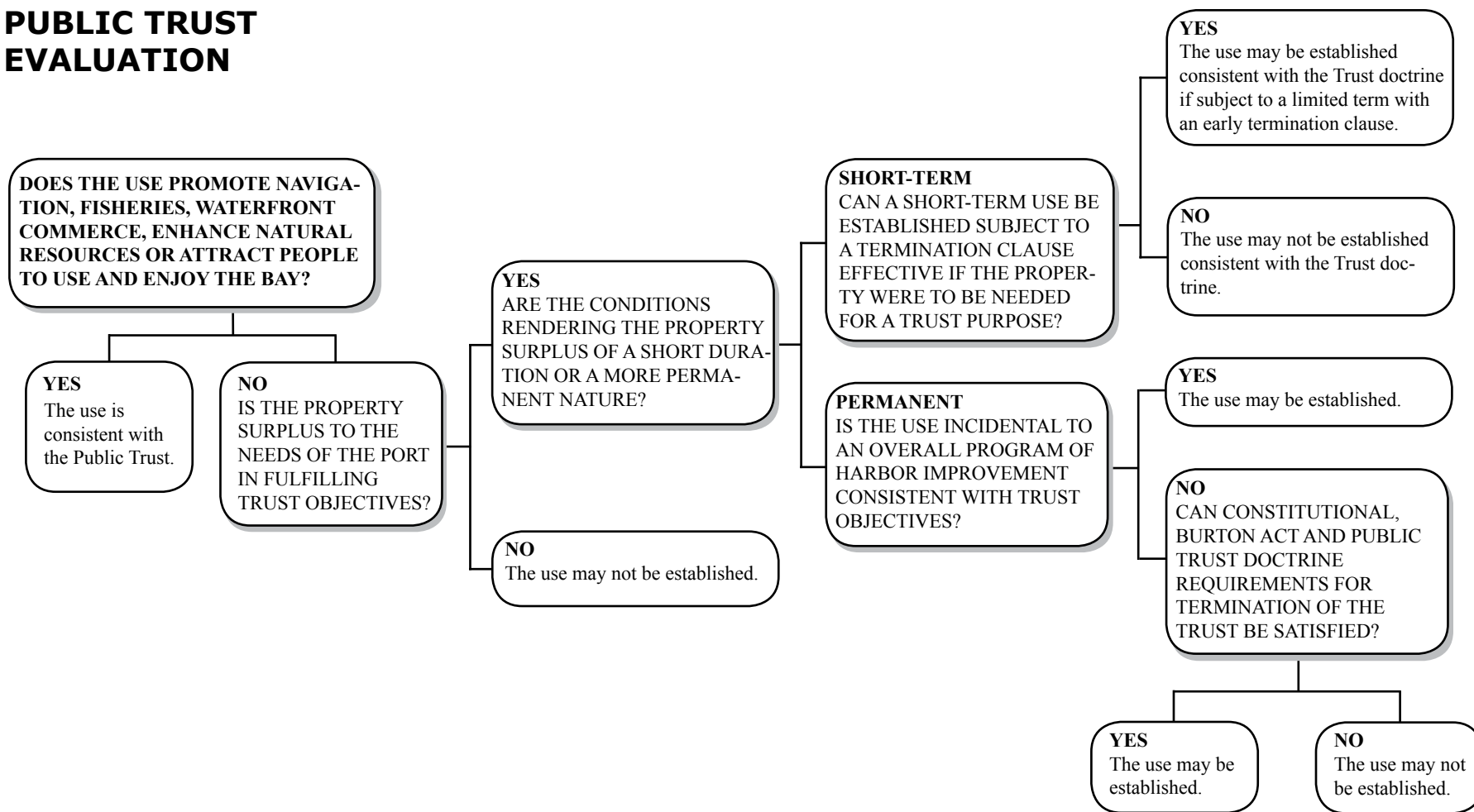


Contact the Port's Planning and Development staff at (415)274-0526 or BCDC at (415) 352-3600 for assistance in determining if, and what type of fill is required.

\*The McAteer-Petris Act authorizes BCDC in exceptional cases to permit certain uses notwithstanding the limitations of the Act (e.g. historic structures).

# Figure D

## PUBLIC TRUST EVALUATION



**Revenue Bonds**

Revenue Bonds (bonds secured by a pledge of net operating revenues of the Port) have been the Port's traditional method of financing capital projects. Revenue Bond financing amortizes project costs over the useful life of the project, matching cost and benefit. The Port currently does not have additional debt capacity, nor will it have such capacity in the future unless it identifies new revenue-generating uses for its property.

The Port recently refinanced its revenue bonds, which will result in a savings of \$10.6 million beginning in fiscal year 1994/95. The Port received \$5.4 million at the completion of the bond sale. These funds have been allocated for improvements at Fisherman's Wharf, the Pier 35 cruise terminal and capital equipment, and will be expended within 2 years. More recently, the Port has been able to fund a few small capital projects.

**Operating Revenues**

Over the last several years, due to the constraints of its annual operating budget, the Port has been unable to fund even small capital projects. Soon, the Port expects to be able to fund a few small capital projects because it has increased revenues from existing facilities.

**Operating Fund  
Accumulating Surplus**

Funds are added to surplus each year when actual revenues exceed actual expenditures. The Port's Capital Plan needs are far in excess of any surplus that the Port is likely to accrue in the absence of new revenue-generating projects.

**Grants**

Although the Port has been very successful in obtaining grants in recent years, the availability of grant funds is limited and the Port often must compete with other City and regional agencies for scarce funds. Grants also usually require at least 25% in matching funds. Although the Port continues to seek and obtain grant funds, they are not a reliable funding source for capital projects. As the competition for grants gets tighter, relying on this "revenue" source as a means to make major capital investment decisions will become an even riskier and uncertain way for the Port to run its business.

**General Obligation Bonds**

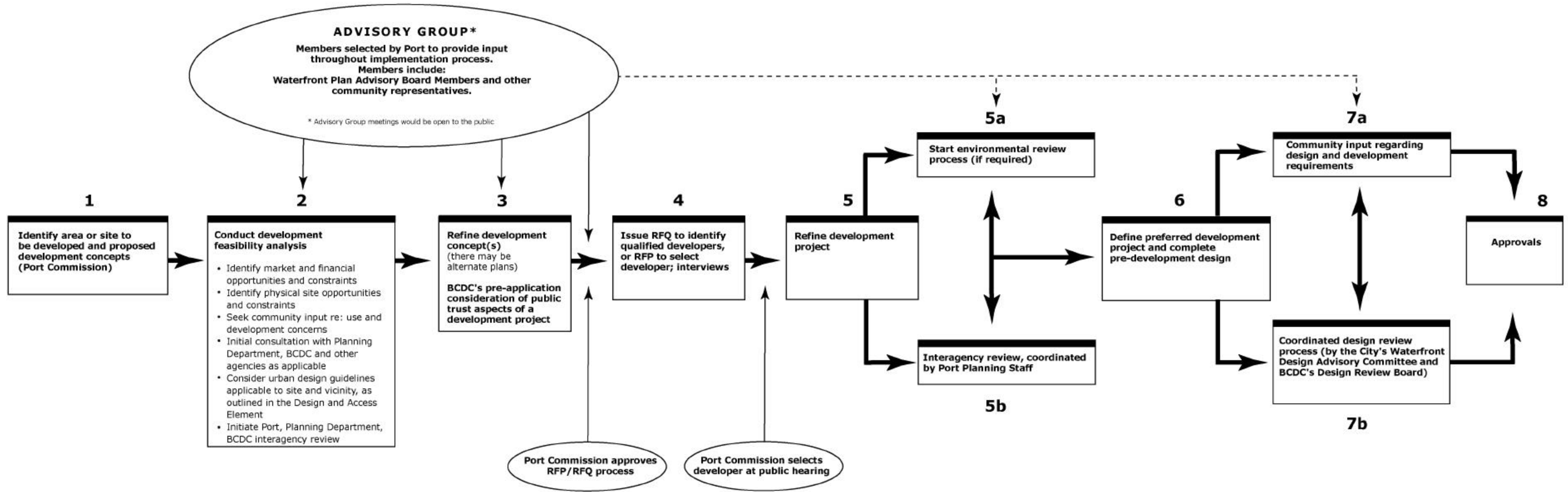
General obligation bonds are bonds secured by the taxing authority of the City & County of San Francisco. In the past, the Port has explored this alternative funding source with the City. The argument for the use of City tax support to fund Port projects is that the benefits of the Port projects have a City-wide economic impact. On the other hand, there is a long standing sentiment that the Port should be entirely self-supporting and there is little incentive to change this view given the many other City projects and priorities (schools, hospitals, libraries, etc.) for which there are limited funding alternatives. General obligation bonds for Port purposes are probably unrealistic in light of the City's current budget shortfalls and limited debt capacity, but should be considered in the future when the City's economic condition improves.

**The Need for a Flexible Plan**

In light of the Port's financial condition, and the rapid changes which occur in its maritime and non-maritime operations, an important conclusion has emerged and is reflected in the Waterfront Land Use Plan: the Waterfront Land Use Plan should be flexible. The Waterfront Plan should permit a variety of appropriate uses to be located on Port properties that currently are underutilized or deteriorating. Such flexibility will allow the Port to more readily respond to market conditions and development opportunities as it balances the needs of existing tendencies, community concerns and management objectives.

"Flexibility" is not meant to imply that the Port will be able to single-handedly dictate the rules by which waterfront land use decisions are made. Clearly, the Planning Commission, Bay Conservation and Development Commission and the State Lands Commission will continue to review projects for compliance with their regulations. Instead, the Port will be able to consider a wider array of uses, predetermined to be acceptable to all parties, provided that they meet the Goals, Area Objectives, General Land Use Policies and Development Standards outlined in the Plan. The objective is to allow the Port to more effectively manage its property than in the past, within a framework of streamlined and coordinated land use policies, controls and processes.

**Figure A: Waterfront Plan Implementation Process**





APPENDIX A BACKGROUND ANALYSIS FOR WATER- DEPENDENT ACTIVITIES	191
APPENDIX B TEXT OF PROPOSITION H ORDINANCE	202
APPENDIX C GLOSSARY OF TERMS	207
APPENDIX D SEAWALL LOT/ASSESSORS BLOCK CORRELATION CHART	212
ACKNOWLEDGMENTS	213



## Background Analysis for Water-Dependent Activities

A key priority of the waterfront planning process was to ensure that ample property was reserved for the existing and future land use needs of the Port's water-dependent activities. Water-dependent activities – those which require access to water in order to function – include cargo shipping, ship repair, passenger cruise, excursion boats and ferries, recreational boating and water activities, historic ships, fishing, and temporary and ceremonial berthing. The land use needs of these industries were determined following intensive, industry-by-industry evaluations and public workshops which were completed in October 1992. Approximately two-thirds of the Port's properties were then reserved to meet the future needs of water-dependent activities. Below are brief summaries of those industries, taken from more detailed profiles prepared by Port staff, and from statements of facts and issues based on the profile reports and workshops with industry representatives. These additional documents are available from the Port of San Francisco upon request. Following the summaries of the industries is a brief summary of dredging and its impacts on maritime operations at the Port of San Francisco.

### Cargo Shipping Industry

The “containerization” of cargo, whereby freight is pre-loaded into standard size boxes (as compared to “break-bulk” cargo which is freight that is made up of similar sized pieces loaded loosely or on pallets), began a revolution in shipping that has had dramatic impacts on most older waterfront cities, including San Francisco. Deregulation of transportation industries in the U.S. then paved the way for water, rail and motor carriers to work together in creating total transportation packages. The container provided an easily exchangeable conveyance between the different transportation modes. As a result of deregulation and containerization, intermodal movement of international shipments has flourished during the last two decades. In San Francisco, these historical trends led to the shift away from the break-bulk facilities on finger piers in the northern waterfront to the modern container facilities in the southern waterfront.

In the future, containerized cargos are projected to further dominate San Francisco Bay Area maritime trade. The 1996 Seaport Plan predicts over a four-fold increase in containerized cargo between 1990 and 2020, which accounts for approximately 80% of the total growth in dry cargo. At the same time, break-bulk cargo is projected to have little or now growth. These forecasts assume that the Bay Area will continue to compete successfully with other West Coast ports, especially Long Beach and Los Angeles. This assumption may prove optimistic in light of massive capital projects now underway in Southern California which the Port

of San Francisco is ill equipped to match. For example, the Ports of Los Angeles and Long Beach are spending over \$1 billion each on intermodal cargo improvements. The Port of San Francisco's surplus revenue in 1994/95 which could be applied to such improvements was \$3 million.

San Francisco's share of the regional growth forecast in container cargo trade is dependent upon a number of variables, including shipping line operations, actions by regulatory agencies, availability of capital to meet infrastructure requirements, and ability to increase productivity at marine terminals. Although all of these variables can be influenced by the Port of San Francisco, few are completely within the Port's control. In addition, a number of economic, demographic, and geographic factors outside the Port's control have severely limited San Francisco's ability to compete for intermodal container cargo shipping business. Some of the factors that will determine the future of container shipping in San Francisco include:

### **Competitive Access**

By virtue of its geographic location, San Francisco does not have the same access to inland and eastern markets as the Port of Oakland or other East Bay ports. Cargo moving by truck to or from East Bay locations must travel on the Bay Bridge, adding time and expense as well as load limitations. Rail service is provided by only one line, Southern Pacific, and it takes on average 2 days for cargo entering San Francisco to reach Oakland where it is consolidated onto eastbound trains. Furthermore, shipping companies have expressed a strong desire to locate where two or more railroads compete for business. San Francisco, with its one rail carrier, is therefore less attractive than Oakland, with three rail carriers. San Francisco also faces a competitive disadvantage with respect to cargo exports. Whereas 25 years ago most cargo exports were generated on the San Francisco side of the Bay, today most are generated from the east side and, for the same reasons discussed above, are most likely to be shipped out from Oakland.

### **Rail Line Access and Congestion**

The Southern Pacific rail line is located on the Peninsula Commute Service (PCS) corridor which is owned by the Peninsula Corridor Joint Powers Board (JPB). This double track rail line currently handles 60 commuter trains per week day traveling between San Francisco and San Jose. Freight rail operations are permitted, except during morning and afternoon peak commute hours. However, if both container cargo operations and commuter rail usage are projected to grow, conflicts will occur.

### **Double-stacked Intermodal Rail Service**

The economics of intermodal service favor ports that have the capability to allow containers to be double stacked on rail cars directly off the ship, which increases the capacity of a train without adding to its length. Although the Port is the only Northern California port with on-dock rail facilities and on-dock rail yard, commonly known as the ICTF (intermodal container transfer facility), trains from the Port must go through two tunnels that lack sufficient vertical clearance to accommodate double-stack rail cars when loaded with the tallest containers in use today. Double-stacked rail cars will not alleviate the competitive access and

access and congestion issues discussed above. However, if these access issues are alleviated, then it may be beneficial for the Port to move forward with improvements to the rail tunnels to allow double stacks.

### **Consolidation of Shipping Lines**

Changes in the relationship between carriers (either by contract or through merger and acquisitions) to improve the frequency and efficiency of service have resulted in large losses for the Port of San Francisco. For example, the Port recently lost three small carriers which entered into a joint venture arrangement. Since the Port of Richmond is more conveniently located for one of the shipping lines, the other two followed. While trends toward increased volumes of cargo are positive, not all Ports will share equally in capturing new business.

### **Preferential Assignment of Terminals to Carriers**

There is a developing trend among large carriers to own or control their own marine terminal. Historically, no one carrier has controlled either of the Port's two container terminals. Rather, stevedore companies have competed for the right to operate the terminals as public facilities for a combination of ocean carriers. Until recently, the Port of San Francisco was the only Bay Area port with the capacity to offer long-term preferential assignments of its container terminal to selected ocean carriers. The federal government's recent transfer of over 400 acres of the Oakland Navy Supply Center to the Port of Oakland for cargo expansion allows Oakland to consider offering preferential assignment for Oakland facilities.

### **Container Terminal Facilities**

The Port has two major container terminals located at Piers 80 and 94/96. Both terminals primarily handle container cargo, but have the capability for break-bulk, container freight station operations (stuffing and unstuffing of containers) and transloading (transfer of cargo from one mode to another, e.g. between box-car and container). Between 1992 and 1994, the Port lost 10 container shipping lines. Among the more significant, was the discontinuation of Nedlloyd's hub service between Central and South America through San Francisco to the Far East because Nedlloyd was not able to provide competitive transit times to its customers. The joint container service of Columbus and Blue Star Line moved to Oakland to have all of West Coast terminal services provided by a single company which is located in Oakland. The largest of these losses, COSCO, intended to carry a much larger portion of intermodal cargo and found Oakland's rail access better suited to its needs. For similar reasons, in 1995, the Port's largest remaining cargo line, Evergreen, relocated to Oakland.

Container operations depend heavily on economies of scale and, for a number of years, terminal operators at both the North and South Terminals have had difficulty maintaining profitability. More recently, there has not been enough cargo shipped through the Port for the terminal operations to break even. In fact, Metropolitan California Stevedore Company recently was forced to cease container operations in Northern California, effectively closing the North Container terminal at Pier 80.

With only a few shipping companies remaining at the Port of San Francisco, the terminal facilities are operating at a fraction of their capacity. Operating revenues generated from cargo shipping have fallen from \$10 million in 1990 to an expected \$1.8 million in 1995/96. The Port is making changes that it hopes will attract new business. For example, the Port is actively pursuing several niche markets for new shipping businesses that are less rail dependent. The Port has recently made inroads in the “project cargo” market which involves the lucrative, albeit cyclical, shipping of major equipment for construction projects throughout the world. The Port’s existing terminals have more than enough capacity to accommodate growth in the foreseeable future.

## Ship Repair

The ship repair industry has long been an important source of blue collar employment in the San Francisco Bay Area, providing high paying jobs and historic ties to the San Francisco waterfront and maritime industries. Over the last decade, however, the ship repair industry has steadily declined, reflective of industry trends nationwide.

In the 1960’s, the ship repair industry employed some 20,000 workers at over 15 different companies in San Francisco. The employment base of the industry now stands at approximately 450 full time positions with a maximum of another 1000 “seasonal workers” serving the industry in San Francisco. Most of these workers are employed by the remaining full-service ship repair company: San Francisco Drydock at Pier 70.

Two reasons are most often cited for the industry decline: foreign competition and the decreasing number of active military ships.

## Foreign Competition

During the 1960’s the U.S. ship repair industry grew dramatically as the result of repairs necessary on both military and commercial vessels. After the Vietnam War, in order to keep a level of combat readiness to build and repair ships, the U.S. government provided subsidies to ship repair companies in the United States. These subsidies were reduced and eventually eliminated in 1981. Most foreign countries have not followed suit, and continue to maintain a level of subsidy to their ship building and ship repair industries. The elimination of subsidies by the U.S. government has put U.S. ship building and repair operations at a considerable disadvantage in the commercial market.

## Military Spending

With the decline of the commercial ship repair industry in the U.S., ship yards were forced to rely on military contracts. The downsizing of the military over the past twenty years, however, has led to a dramatic reduction in expenditures for ship repair work. In addition, major U.S. Naval facilities at Alameda and at Mare Island in Vallejo have recently been slated for closure, further reducing the demand for ship repair work.

The ship repair industry in San Francisco will have to be able to attract additional commercial business in order to survive. For example, San Francisco Drydock began transitioning its business from the governmental market to the commercial market in 1987. In the last 7 years, it increased its percentage of commercial business from 10% to 70%.

The ability to continue to attract ship repair business will depend in part upon factors outside the control of individual companies or the Port, such as the discontinuation of subsidies provided for the industry in other countries.

In response to the decline of the ship repair industry, the Board of Supervisors approved a seven point program in 1991 to help San Francisco ship repair companies become more competitive in the commercial sector. The program recommends that the Port waive most dockage fees and provide rent credits to ship repair companies to fund much-needed improvements to their facilities. In response, the Port has reduced rents and established an employee training facility at Pier 70. Although the seven point survival plan represents a creative attempt by local policy-makers to revitalize the ship repair industry, it could have significant costs for the Port that may or may not be offset by higher revenues generated by the industry.

## Passenger Cruise Industry

San Francisco's reputation as a world class tourist destination makes it a desirable port of call for cruise lines. Nevertheless, two important obstacles have precluded San Francisco's rise to preeminence in the cruise market. First, San Francisco's central location on the west coast places it 1-2 sailing days further away from major cruise destinations, such as Alaska and Mexico, in comparison to Southern California and Vancouver. Second, the U.S. Passenger Services Act prohibits foreign flagged vessels from carrying passengers between U.S. ports. Since the vast majority of deep sea cruise vessels are foreign flagged (only two are U.S. flagged) this law prevents most cruise lines from offering itineraries that would carry passengers one way between San Francisco and other U.S. cities along the coast. Attempts are underway to amend this Act to improve the competitive position of U.S. ports in this industry. Without it, San Francisco's potential for growth in the traditional cruise market is limited.

On the other hand, there are other cruise industry trends which could potentially increase the amount of cruise ship activity in San Francisco. A wide variety of new types of cruises are being considered, including "cruises to nowhere" or gambling cruises (currently prohibited by California, but not federal law), coastal cruises between U.S. cities, and auto/ferry cruises. In 1995, the Port hosted 13 passenger lines that made 50 ship calls. The Port anticipates notable growth in revenues from cruise ship operations in the next few years because of the addition of 2 passenger lines offering round trip cruises between San Francisco and Alaska, and new carriers introducing Pacific cruises.

San Francisco's existing cruise terminal at Pier 35 provides two berths which could accommodate more than 200 ship calls per year. Recently, ship calls have averaged about 44 calls per year. However, cruise ship forecasts from 1995 to 1999 indicate an increase of 50 (1995) to 66 (1999) calls per year.

Although San Francisco has excess berthing capacity, Pier 35 has several major shortcomings as a cruise passenger terminal. Physical constraints due to the narrow width of the pier prevent efficient ship servicing and negatively affect passenger flow when more than 1500 passengers pass through the terminal. These constraints are particularly problematic when two ships are in port. Furthermore, there is no clearly delineated passenger drop off and pickup area, and many cruise passengers and officials consider the terminal to drab, unattractive and uninviting. Finally, Pier 35 needs frequent dredging to maintain water depth sufficient to accommodate deep draft cruise vessels. As discussed more below, the cost of dredging is becoming prohibitive. In sum, cruise industry experts consider San Francisco's terminal to be inferior to most others in the United States. And, from the perspective of San Franciscans, the Pier 35 terminal lacks any public access or viewing areas from which residents can safely observe the fascinating cruise operations.

The trend in new cruise terminal developments has been to integrate ancillary commercial activities to help offset the costs of constructing and operating new terminal facilities, and to provide year-round public enjoyment despite the seasonal nature of cruises. New cruise terminals in North America have included commercial facilities such as hotels, convention and conference space, retail shops, restaurants, and parking garages.

## Excursion Boat Industry

Due to the size and strength of its visitor industry, San Francisco is the center of the Bay Area excursion boat industry. This industry is divided into four basic types of operations: dining cruises, sight-seeing or tourist cruises, recreational riders on commuter ferries, and small charters. There are approximately five large excursion boat companies operating in San Francisco, along with approximately 50 small charter boats. The large excursion boat companies command a total of approximately 17 vessels. The total number of excursion boat passengers in San Francisco last year exceeded 1.5 million.

Overall, the financial condition of the excursion boat industry is fairly good. The existing large operators at the Port have seen modest increases in sales volumes over the past five years. On the other hand, smaller operator's revenues have remained fairly flat. Most of the current operators appear to have additional capacity on their existing vessels, with the exception of popular recreational tours such as trips to Alcatraz and Angel Island during the summer.

However, existing excursion boat operators need additional facilities to meet current requirements. Locational requirements depend upon the market segment being served. Generally, visitor-oriented excur-

sions should be located in Fisherman's Wharf and excursions oriented to convention or business groups should be near Downtown. In addition, excursion operations need parking, particularly for dinner cruise patrons who often return from cruises late at night, truck catering and loading access, and ancillary space for food preparation, storage and vessel repair.

## Fishing Industry

Fisherman's Wharf is the home of the Bay Area's fishing fleet and fish handling industry, which includes wholesale buying and selling of fish, fish filleting, and sorting and distribution for local and regional consumption. About 20 million pounds of fish – crab, salmon, herring, shrimp, squid, abalone, mackerel, halibut and sole – come through the Port annually, although the majority of fish handled at the Wharf is transported in and out by truck. A significant amount of fish trading occurs on Jefferson Street in the very early morning hours, before tourist activities take over the area.

Although always a fairly cyclical industry, recent environmental conditions have greatly reduced the available fisheries resources, which in turn has greatly reduced the economic health of the industry. At the same time, more stringent federal sanitation and safety regulations for fish handling have required costly infrastructure improvements.

The growth potential in the fishing industry varies depending on the particular activity. Fish handling and distribution activities of the type which occur at the Wharf have the greatest growth potential, especially now that modernized facilities on Pier 45 are available to the industry to help them meet new sanitation standards. The growth potential of the sport fishing industry is less clear, primarily because of the decrease in the salmon fisheries and the lack of inexpensive parking at the Wharf for patrons. New fishing and environmental regulations adopted with the goal of improving fisheries, and better marketing and parking arrangements, could help the industry considerably.

In general, except for the newly modernized Pier 45 facilities, the fishing industry facilities at the Wharf are in poor condition. The berthing system was designed to serve out-dated fishing vessels and is inadequate by today's standards, particularly in terms of accessibility, security, protection from surge and availability of parking, storage and support services. The fish handling facilities in historic Fish Alley were designed many years ago to meet the needs of fish handling businesses that operated on a much smaller scale.

The Port, with the active support of the fishing industry and the Fisherman's Wharf community, initiated the "Seafood Center Project" to meet the physical infrastructure needs of the fishing industry, including new berthing and modernized fish handling space. New fish handling facilities on Pier 45 are now available, and the construction of 62 new berths in Hyde Street Harbor for fishing boats is scheduled to begin in 1999. In the meantime, the Port has been working closely with the fishing industry to meet their most immediate needs. The Port has provided the industry with affordable ice, more readily available and affordable fuel, dredging around the fuel dock to allow fueling at high and low tide, a permanent Port office with a view of the harbor and a satellite police station. The Port is working on a public hoist and new lighting throughout the Wharf.



## Commuter Ferry Operations

In the 1920's and 30's, the Ferry Building was said to be the world's second busiest terminal, behind London's Charing Cross Station. More than 170 ferries arrived and departed each day from eight berths, with approximately 50 million riders per year passing through its gates. The completion of the Golden Gate and Bay Bridges in the late 1930's caused a dramatic reduction in the once thriving passenger and cargo ferry industry, rendering many of the Port's finger piers obsolete. The Ferry Building ceased to function as a ferry terminal in 1958.

Today ferries dock at Pier ½ just north of the Ferry Building and at Ferry Plaza, behind the building. Although in recent years there has been a resurgent interest in ferries, ridership remains modest compared to historic levels. Nevertheless, commuter and recreational riders made approximately 2.8 million ferry trips in 1991, and this number is expected to grow to over 4.4 million over the next decade according to the Metropolitan Transportation Commission (MTC). Interest in non-commuter waterborne modes of transit, such as water taxis and an airport hovercraft, also has been rising as local roads and highways become more congested.

Two critical factors will determine the ultimate growth of commuter ferry ridership: 1) changes in the technology of ferry boats, and 2) the continuation of operating subsidies. If breakthroughs in ferry technology lead to a reduction in commute times, and if the price of a ride is competitive with other forms of transportation, then demand will continue to grow for new facilities. The entire Bay Area regional ferry system is centered at the Ferry Building, where all existing and proposed commuter routes terminate. But, as Mission Bay and other new waterfront neighborhoods emerge, smaller ferries or water-taxis could become a popular means of traveling along other parts of the waterfront.

The Port has received over \$10 million in state and federal grants to upgrade and expand ferry facilities at the Ferry Building. The Ferry Terminal upgrade project currently underway involves an additional landing barge, reconfiguration of deck areas, construction of a breakwater to allow safe installation of the additional barge, covered waiting areas, signage, and passenger drop off and pick up areas. All of this work is being closely coordinated with plans for renovation of the Ferry Building. Renovation of the Ferry Building as a regional transportation complex emphasizing waterborne transportation may require a significant public subsidy.

## Historic Ships

In San Francisco, historic ships are concentrated at the San Francisco Maritime National Historic Park on the Hyde Street Pier at Fisherman's Wharf. This floating national park attracts 150,000 visitors each year. On the east side of Pier 45, the USS Pampanito also attracts 200,000 visitors each year. And approximately 450,000 visitors each year go to the Maritime Museum in nearby Aquatic Park. Like the excursions industry,

the market for historic vessels is significantly enhanced and dependent on the presence of the City's large number of visitors. As a result, historic ship berths at Fisherman's Wharf, with its higher level of foot traffic, are currently more desirable than berths located elsewhere along the waterfront. Berths with direct visibility from The Embarcadero are most attractive of all. An exception to this general rule is the historic ferry Santa Rosa at Pier 3, which is used for maritime offices and special events not requiring a highly visible location.

Much like the excursion boat market, growth in the visitor industry should generally result in growth in the number of potential customers touring historic vessels. Operators of the historic vessels have identified a need for additional facilities to accommodate anticipated growth in the number of visitors, and to address deficiencies in existing facilities. In particular, the National Park Service has three ships temporarily berthed in Sausalito and one at Fort Mason because there is no room for them at the Hyde Street Pier. At Fisherman's Wharf, the parking shortage is a disadvantage for the Maritime Park. Bus tours visiting the Park have difficulty loading and unloading and finding layover parking. Exhibition display space, storage and support facilities, such as a space for boat repair shops and restrooms for visitors, are also in short supply. Also, historic ships used for offices and special events need parking for visitors.

The Port's revenue stream from historic ships is not sufficient to cover the capital improvement costs necessary for placement of additional historic vessels. On the other hand, historic ship berths could be funded as a component in a mixed-use, maritime-oriented commercial development. For example, the Ferry Building area would be ideal for such an amenity because of the area's large numbers of pedestrians and outstanding public transit service.

## Recreational Boating and Water Use

San Francisco Bay is one of the most exhilarating places in the world for recreational boating and water activities, including cruising, racing, kayaking, swimming, windsurfing, rowing and sailing.

During the early 1980's, two marinas were built on Port property, at Pier 39 and South Beach Harbor. Today, high capital costs and uncertain revenue streams make marina development risky without supporting commercial uses. As evidence by the South Beach Harbor marina, revenues raised from berthing rentals alone may be insufficient to support the costs of new marinas. Commercial development in conjunction with marina development provides additional revenue to help the financial feasibility of the overall project. Marinas, in turn, attract visitors and customers for adjacent commercial development.

The demand for new berths has slowed in recent years, and the number of registered pleasure boats in San Francisco actually declined from 1975 to 1991. Nevertheless, the market for recreational boating has remained fairly stable, and there are opportunities for expansion due to the aging "baby-boomer" generation

with increased disposable income and leisure time. In the meantime, there is an acute shortage of slips for boats less than 26 feet in length. The waiting list for smaller slips at the South Beach Marina is over 100 years long. As a result, small boat owners often “overpay” for larger berths than they actually need.

In recent years, San Francisco has become increasingly popular as a sailing destination for short term visits and excursions, raising demand for short-term berthing particularly during holidays and weekends. There is a consensus among the boating community that San Francisco should offer more opportunities for free or inexpensive buoys and floating docks for temporary berthing or mooring. Such facilities are most desirable near waterfront restaurants and public attractions. New commercial establishments could provide such facilities, enticing new patrons while also providing waterfront projects with a maritime ambience. However, the potentially high cost to comply with the Americans With Disabilities Act and protect property owners from general liability exposure may impede provisions of these berthing and mooring facilities at a low cost.

Currently, the City only has one public launch facility for trailerable boats and non-motorized small craft, and it is in poor condition. On busy days in the summer months, there can be as many as thirty boats on trailers waiting to gain access to this one facility. In addition, there is insufficient off-street parking for boat trailers near the launch, and there is insufficient dry storage for small boats. Additional facilities also are required to meet the boat repair and haul-out needs for recreational boaters. Public funding for these improvements is difficult to obtain. However, small boat facilities such as a public launch could conceivably be funded as a condition of other waterfront projects. For example, facilities for launching small boats could be developed in tandem with business supplying food, equipment, bait and/or sailing lessons.

## Temporary and Ceremonial Berthing

The Port receives requests for temporary and ceremonial berthing facilities from ships, commercial fishing boats, yachts and pleasure boats, as well as from the U.S. Coast Guard and Navy, the National Oceanic and Atmospheric Association and foreign navies. These ships berth for time periods ranging from a few hours to a few weeks, depending on whether they are calling at the Port to load and unload materials, make minor repairs, provide shore visits for crew members or ship visits for the public, or lay over between assignments. While the number of temporary berthings has been relatively stable in the past few years (130 in 1990, 137 in 1991, 139 in 1992, and 134 in 1993) the rate at which they will occur in future years is difficult to predict.

The Port also provides berthing for ceremonial ships. Despite the Port’s favorable location on San Francisco’s reputation as an international cultural and tourist center, demand for this use has been erratic because promotional and special events are not routine. In recent years, the demand for ceremonial berthing varied from 45 visits in 1990, to 78 in 1991.

In order to accommodate the full range of temporary and ceremonial vessel needs, berthing facilities ideally should include truck access and turnaround areas, utilities, strong pier substructures and fender systems, parking, and security. Because of the irregularity of demand for these facilities, and the limited revenues to support improvements and maintenance, these activities are best accommodated through facilities shared with other users. Although revenues from this activity may not be sufficient to fund improvements, this use would be an ideal attraction and complement to mixed-use projects on the waterfront.

## Dredging

Although the Port is a naturally deep harbor, annual dredging is required to maintain berth and channel depths. Regulations governing dredging have recently become more and more complex and costly. Because of the decreased capacity at existing in-bay disposal sites and growing concerns about the potential environment impacts of dredging, the entire Bay Area faces limitations on the ability to dredge in the near – and long-term future. A \$16 million regional “Long-Term Management Strategy for Dredging Material Disposal” (“LTMS”) is underway to establish a 50 year strategy and alternatives for disposing of dredged materials in the most economical and environmental and sensitive way. The conclusions so far indicate that while ocean and upland disposal alternatives may provide new capacity, future testing and disposal costs will be far more expensive than in the past. For example, the 1991/92 dredging costs for newsprint cargo shipping operation at Piers 27-29 went from 6% of total revenues for in-bay disposal to about 85% of total revenues for upland disposal.

In the meantime, the Port of San Francisco has reduced its annual dredging to serve only those facilities with urgent and immediate needs. As a result, the Port has had to relocate cargo shipping tenants from the Port’s China Basin break-bulk terminal to other marine terminals, and the China Basin terminal will most likely be re-leased for uses that do not require deep water access.

These recent examples indicate the potentially devastating land use and financial impacts the Port faces with respect to dredging. In addition, the Port is now required to fund water quality regional monitoring programs and new permit fees. New opportunities to generate revenues must be found to help offset the increasing dredging costs associated with maritime operations.

## Appendix B

# Text of Proposition H Ordinance

## Passed by the San Francisco voters in November 1990

(Note: In November 1994, San Francisco voters approved Proposition P, which exempted the Ferry Building restoration and Pier 52 public boat launch and café from the Proposition H moratorium on non-maritime development, as described below in Section 5.)

Be it ordained by the people of the City and County of San Francisco that the Administrative Code is hereby amended by adding a new Chapter as follows:

### **Section 1 – Findings and Declaration of Policy**

The people of the City and County of San Francisco find and declare:

- a. Whereas, the waterfront of San Francisco is an irreplaceable public resource of the highest value;
- b. Whereas, the most beneficial and appropriate use of the waterfront is for purposes related to and dependent on their proximity to San Francisco Bay and the Pacific Ocean, such as maritime uses, public access to, and restoration of, San Francisco Bay;
- c. Whereas, San Francisco holds the waterfront in Trust for the People of California;
- d. Whereas, maritime uses, public access to, and restoration of San Francisco Bay serve San Francisco residents, and provide significant economic, social and environmental benefits to San Francisco and its residents, including a diversity of employment opportunities and better access to a healthier San Francisco Bay;
- e. Whereas, the waterfront contains structures of historical and architectural importance;
- f. Whereas, it is poor planning to approve waterfront land uses on an ad hoc basis, rather than as part of a comprehensive waterfront land use plan;
- g. Whereas, it is in the interest of San Francisco to develop a strong and economically vital waterfront with adequate public access to and restoration of San Francisco Bay; and
- h. Whereas, changing conditions in the maritime industry such as deeper draft vessels and increased awareness of the negative environmental impacts of dredging and dredge-spoil dumping indicate that cargo handling at the Port of San Francisco could increase dramatically;

Therefore the people of San Francisco declare that it is the policy of the City and County of San Francisco that:

- a. the waterfront be reserved for maritime uses, public access, and projects which aid in the preservation and restoration of the environment;
- b. where such land uses are infeasible or impossible, only acceptable non-maritime land uses as set forth in this ordinance shall be allowed;

- c. a waterfront land use plan shall be prepared (as set forth in Section 2 of this ordinance) to further define acceptable and unacceptable non-maritime land uses and to assign land uses for specific waterfront parcels.

### **Section 2 – Land Use Planning Process**

- a. Upon adoption of this initiative, the Board of Supervisors shall within 30 days request the Port Commission to prepare a “Waterfront Land Use Plan” which is consistent with the terms of this initiative for waterfront lands as defined by this ordinance. Should the Port Commission not agree to this request within 30 days of the Board of Supervisors request, the Board of Supervisors shall have 30 days to designate a different City agency or department to prepare the “Waterfront Land Use Plan.”
- b. The agency drafting the “Waterfront Land Use Plan” shall consult the City Planning Commission to ensure development of a plan consistent with the City’s *General Plan*. The final plan and any subsequent amendments thereto shall be subject to a public hearing conducted by the City Planning Commission to ensure consistency between that plan and the City’s *General Plan*.
- c. The “Waterfront Land Use Plan” shall define land uses in terms of the following categories:
  - 1. Maritime land uses;
  - 2. Acceptable non-maritime land uses; and
  - 3. Unacceptable non-maritime land uses.Land uses included in these categories which are not part of the initial ordinance shall be added to Sections 3 through 5 of this ordinance as appropriate. No deletions from Sections 3 through 5 shall be allowed unless approved by the voters of San Francisco.
- d. No City agency or officer may take, or permit to be taken, any action to permit the new development of any non-maritime land use (except those land uses set forth in Section 4 below) on the waterfront until the “Waterfront Land Use Plan” has been completed. Non-maritime land uses existing, or which have all their necessary permits, as of January 1, 1990 shall be exempt from this limitation.
- e. The “Waterfront Land Use Plan” shall be reviewed by the agency which prepared it or by such other agency designated by the Board of Supervisors at a minimum of every five years, with a view toward making any necessary amendments consistent with this initiative.
- f. The “Waterfront Land Use Plan” shall be prepared with the maximum feasible public input.

### **Section 3 – Maritime Land Uses**

Maritime Land Uses include but are not limited to:

- a. Maritime cargo handling and storage facilities; b. Ship repair facilities; c. Fish processing facilities; d. Marinas and boat launch ramps; e. Ferry boat terminals; f. Cruise ship terminals; g. Excursion and charter boat facilities and terminals; h. Ship berthing facilities; i. Maritime construction and maritime supply facilities; j. Marine equipment and supply facilities; k. A list of additional maritime land uses developed as part of the Waterfront Land Use Planning process shall be included in the “Waterfront Land Use Plan” and added to this section.

#### **Section 4 – Acceptable Non-maritime Land Uses**

Acceptable non-maritime land uses include but are not limited to:

a. Parks; b. Esplanades; c. Wildlife habitat; d. Recreational fishing piers; e. Restoration of the ecology of San Francisco Bay and its shoreline; f. Transit and traffic facilities; and g. A list of additional acceptable non-maritime land uses developed as part of the Waterfront Land Use Planning process shall be included in the “Waterfront Land Use Plan” and added to this section.

#### **Section 5 – Unacceptable Non-Maritime Land Uses**

##### a. Criteria for Consideration in Determining Unacceptable Non-maritime Land Uses

Criteria to be considered in making findings regarding the acceptability of any specific land use on the waterfront shall include but are not limited to:

1. Does the land use need to be located on the waterfront in order to serve its basic function?
2. Is the land use compatible with existing or planned maritime operations on surrounding parcels if any?
3. Does the land use provide the maximum feasible public access?
4. Does the land use improve the ecological balance of San Francisco Bay?
5. Does the land use protect the waterfront’s architectural heritage?
6. Does the land use represent the best interest of the people of the City and County of San Francisco and/or State of California?

##### b. Prohibition of Unacceptable Non-maritime Land Uses

No city agency or officer may take, or permit to be taken, any action to permit the development of any unacceptable non-maritime land use (as set forth below) on the waterfront.

##### c. Listing of Unacceptable Non-maritime Land Uses

The following land uses are found to be unacceptable non-maritime land uses;

###### 1. Hotels

The City finds that hotels do not need to be located on the waterfront, and permitting their development on the waterfront will displace or preclude maritime uses;  
 The City finds that waterfront hotels do not provide the economic benefits provided by maritime employment;  
 The City finds that waterfront hotels do not provide high quality public access to, or permit restoration of, San Francisco Bay;  
 The City finds that waterfront hotels do not serve the needs of San Francisco or its residents;  
 The City therefore finds that hotels are an unacceptable non-maritime land use and shall not be permitted on the waterfront.

2. A list of additional unacceptable non-maritime land uses developed as part of the Waterfront Land Use Planning process shall be included in the “Waterfront Land Use Plan” and added to this section.

##### d. Grandfathering of Existing Unacceptable Non-maritime Land Uses

This initiative shall not permit any unacceptable non-maritime land uses existing as of January 1, 1990 from

continuing in operation or expanding on its existing site in a manner consistent with all other applicable laws and regulations. At such time as a new land use plan is proposed for the site of a business existing as of January 1, 1990 that new land use must meet the conditions set forth in this ordinance.

#### **Section 6 – Definitions**

- a. "City agency or officer" means the Board of Supervisors, and all other city commissions, boards, officers, employees, departments or entities whose exercise of powers can be affected by initiative.
- b. "Action" includes, but is not limited to:
  1. amendments to the Planning Code, and *General Plan*; 2. Issuance of permits or entitlement for use by any City agency or officers; 3. Approval, modification or reversal of decisions or actions by subordinate City agencies or officers; 4. Approval of sales or leases pursuant to Section 7.402 and 7.402-1 of the Charter of the City and County of San Francisco; 5. Approval of or amendments to Redevelopment Plans; and 6. Any other actions, including but not limited to projects as defined in Public Resources Code Section 21065.
- c. "Waterfront" means land transferred to the City and County of San Francisco pursuant to Chapter 1333 of the Statutes of 1968, as well as any other property which is owned by or under the control of the Port Commission of San Francisco, and which is also in any of the following areas:
  1. piers;
  2. the shoreline band as defined in Government Code Section 66610(b), between the Golden Gate National Recreation Area and the intersection of The Embarcadero and Berry Street, except for the area south of Jefferson Street between Hyde Street and Powell Street.
  3. the shoreline band as defined in Government Code Section 66610(b), in the area bounded by San Francisco Bay, Berry, Third, and Evans Street, Hunter's Point Boulevard, and a straight line from the intersection of Hunter's Point Boulevard and Innis Avenue to the intersection of Carroll Avenue and Fitch Street; and
  4. the area south of Pier 98 in which all new development is subject to the Shoreline Guidelines, as show on Map 8 (Eastern Shoreline Plan) of the Recreation and Open Space Element of the San Francisco *General Plan*, in effect as of January 1, 1990.
- d. "San Francisco Bay" means the area defined in Government Code Section 66610(a) which is in the City and County of San Francisco, except for areas west of Third Street.
- e. All references to public roads are to their alignments as of January 1, 1990.
- f. "Hotel" means any use falling within the definition in Section 314.1(g) of the San Francisco Planning Code in effect as of January 1, 1990; any waterside hotel having docks to accommodate persons traveling by boat; or any facilities for providing temporary or transient occupancy. This shall not include boat berths which are provided for temporary moorage of boats.



**Section 7 – Implementation**

Within 180 days of the effective date of this ordinance, the City and County shall:

- a. amend its General Plan, Planning Code, and other relevant plans and codes in a manner consistent with this ordinance;
- b. request and apply for conforming amendments to all applicable state and regional plans and regulations; and
- c. begin preparation of the “Waterfront Land Use Plan” required under Section 2 of this ordinance.

**Section 8 – Severability**

If any portion of this ordinance, or the application thereof, is hereafter determined to be invalid by a court of competent jurisdiction, all remaining portions of this ordinance, or application thereof, shall remain in full force and effect. Each section, subsection, sentence, phrase, part, or portion of this ordinance would have been adopted and passed irrespective of the fact that any one or more sections, subsections, sentences, phrases, parts or portions be declared invalid or unconstitutional.

**Section 9 – Amendment and Repeal**

No part of this ordinance or the amendments made pursuant to Section 7 hereof may be amended or repealed except by a vote of the electors of the City and County of San Francisco, except for those additional listings provided herein in Sections 3, 4, and 5.

**Section 10 – Chaptering of this Ordinance**

After the adoption of this ordinance the Clerk of the Board of Supervisors shall assign a Chapter number to this ordinance and shall renumber the sections of this ordinance in an appropriate manner.

## Appendix C

# Glossary of Terms

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**Academic Institutions** - Institutions or classrooms for educational purposes, including but not limited to: academic, professional, cultural, business, technical, industrial arts, fine arts or other types of education.

**Accessory Parking** - Parking which is associated with existing Port activities or which is provided as a requirement for new development.

**Artist/Designer Studios and Galleries** - Facilities for artisans and designers (e.g. artists, designers, craftpersons, graphic artists, sculptors, wood workers, etc.) including but not limited to: space for manufacturing/creating, exhibiting and/or selling of products (e.g. studios, galleries, workshops, ware houses), which shall not be used for residences unless all applicable local and state authorizations are obtained.

**Assembly and Entertainment** – Facilities for entertainment and attractions including but not limited to: band shells, auditoriums, theaters (cinemas and live performances), night clubs, amusement parks, conference, convention and event facilities, exhibition halls, public markets and children’s entertainment.

**Bay Oriented Commercial Recreation and Public Assembly Uses** – Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*San Francisco Bay Plan, p. 36*)

**Break-bulk** – Freight which generally is made up of similar size pieces which is loaded into or unloaded

loosely, on a pallet or in a cargo net. Break-bulk was the traditional method of cargo handling along the Port’s finger piers before innovations in container cargo shipping.

**Bulkhead Buildings** – Structures, generally built on top of the seawall and spanning the width of the pier, which are the entrances to piers.

**Burton Act** – State legislation which sets the terms and conditions for the transfer of Port property to the jurisdiction of the City and County of San Francisco, subject to control and management by a local Port Commission. (California Statutes, Chapter 1333, 1968.)

**California State Lands Commission** – A State agency with jurisdiction over the lands granted in trust to the Port of San Francisco. Commission staff monitors Port activities and projects to ensure compliance with the Burton Act (legislation that transferred Port lands to the City) and the Public Trust Doctrine.

**Cargo Shipping** – Primary, support and ancillary facilities for waterborne transport of cargo shipped in container boxes or in bulk (dry bulk, liquid bulk, break-bulk, neo-bulk) including but not limited to: shipping terminals and berths, cargo handling, storage and warehousing, equipment storage and repair facilities, cargo sourcing, container freight stations, freight rail and truck access, ship servicing, administrative functions, and employee support services, (e.g. training facilities, parking).

**Community Facilities** – Public safety and community service facilities, including but not limited to: fire and police stations, postal services, day care, health care, libraries, community meeting rooms, and medical emergency helipad.

**Connector Buildings** – Structures, generally built on top of the seawall north of China Basin Channel, most of which extend between bulkhead buildings.

**Container Cargo** – Cargo which is transported in standard sized boxes.

**Dry Bulk** – Dry loose freight, such as grain and various ores, which is loaded or unloaded via conveyor belts, spouts or scoops.

**Ferry & Excursion Boats and Water**

**Taxis** – Primary, support and ancillary facilities for waterborne transportation (e.g. commuter ferries, waterborne taxis hovercrafts) or short-term excursions (e.g. charter boats, mini-cruises, sightseeing, gaming, dining and entertainment on the water) including but not limited to: passenger terminals and berthing areas, storage, employee or passenger parking, administrative functions, ship servicing areas, layover berths, fueling stations and other boat or passenger services.

**Fill** – As defined in the *McAteer-Petris Act* which created the Bay Conservation and Development Commission, fill means “earth or any other substance or material including pilings or structures placed on pilings, and

structures floating at some or all times and moored for extended periods, such as house boats and floating docks.”

**Fill Credit** – A proposed concept whereby existing fill could be removed and relocated to another site.

**Fishing Industry** – Primary, support and ancillary facilities for commercial or sport fishing operations including but not limited to: fishing boat berths and harbors, fish processing, handling (e.g. cleaning and packing) and distribution facilities, support services (e.g. fuel docks, Fisherman’s Wharf Chapel, fishing research and education facilities), storage, maintenance and administrative functions, and employee services (e.g. training facilities and parking).

**General Industry** – Facilities for enclosed and open air industrial activities, including but not limited to: recycling operations, automobile repair and related services, bio-remediation, sand and gravel operations, transmission facilities, and manufacturing operations.

**General Office** – Includes but is not limited to: administrative, management, executive, business service, research and development, and professional services for small and large companies.

**Historic Ships** – Primary, support and ancillary facilities for display of historic vessels including but not limited to: berthing

areas, museum/exhibit and administrative space, storage maintenance and workshop space and employee and visitor parking.

**Hotel** – Facilities for overnight lodging, including hotels, boatels, bed and breakfast [except for overnight lodging on ships which is consistent with a primary water-dependent use (e.g. temporary or ceremonial berthing, recreational berthing, historic ships, etc.)]

**Liquid Bulk** – Liquid freight, such as petroleum or vegetable oil, which is shipped in tankers rather than in drums or other small, individual units.

**Maritime** – A general term used to describe industrial, commercial or recreation activities related to waterborne commerce, navigation and recreation, including but not limited to: cargo shipping, ship repair, ferries and excursion boats, cruises, recreational boating, historic ships, fishing industry, berthing.

**Maritime Office** – Administrative and business functions for any maritime industry including, but not limited to: import/export businesses, legal and professional services.

**Maritime Support Service** – Ancillary functions needed to support maritime activities including but not limited to: tug and tow operations, bar pilots, ship chandlers, associated parking and maintenance, equipment storage, repair and warehouse facilities, environmental services, Foreign Trade Zone and Port maintenance.

**McAteer-Petris Act** – An Act passed by the State Legislature in 1969 which created the San Francisco Bay Conservation and Development Commission (BCDC).

**Museums** – Includes but is not limited to: facilities for exhibits on San Francisco history, maritime history, ongoing exhibitions, cultural and exhibit space, etc.

**Neo-bulk** – Freight such as autos, steel products and newsprint paper rolls which is shipped in large bulk quantities.

**Non-Accessory Parking** – Parking open to general public use which is not specifically to serve existing Port activities or required for new development.

**Non-Water Dependent Activities** – Activities and land uses which do not require access to the water in order to function.

**Open Space** – Includes but is not limited to: parks, wildlife habitat, wetlands, large plazas, tot lots, fishing piers and related public amenities.

**Parking** – Includes but is not limited to: surface parking lots or above or below grade garages. (See also Accessory Parking and Non-Accessory Parking.)

**Passenger Cruise Ships** – Primary, support and ancillary facilities for large, generally international passenger cruise vessels with sleeping accommodations typically for over 250

passengers (e.g. ships providing long-distance vacations and recreation voyages which may include gaming, dining and entertainment on board), including but not limited to: passenger terminals and berthing areas, waiting and customs areas, publicly accessible bon voyage and greeting areas, and passenger-serving retail, entertainment and commercial services, ship servicing areas, bus, taxi and visitor pick-up/drop-off and parking areas.

**Piers** – Pile-supported structures over water, which generally have more regulatory restrictions imposed on their use than other Port facilities. The fact that a Port facility is, or is not, commonly referred to as a “pier” does not necessarily mean it is in fact a Pier. The actual construction characteristics, as opposed to the common names of facilities, is the determining factor.

**Port-Priority Use and Port-Priority Use Areas** – The BCDC/MTC Seaport Plan designates areas that should be reserved for port priority uses, including marine terminals and directly-related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repair, and support transportation uses including trucking and railroad yards, freight forwarders, government offices related to the port activity, chandlers and marine services. Uses that are permitted within port-priority use areas may also include public access and public and commercial recreational development, provided they do not significantly impair the efficient utilization of the port area.

**PortWalk** – New public access walkways and amenities extending onto piers, where feasible, as major new mixed use pier developments occur that, together with public side walks and rights-of-way and pedestrian improvements under construction along The Embarcadero, will provide continuous pedestrian access through waterfront activity areas. PortWalk improvements will primarily be located north of China Basin, but also could be established south of China Basin where possible.

**Power Plants** – Facilities and utility installations to generate power including, but not limited to, cogeneration power plants.

**Proposition H** – A ballot measure adopted by San Francisco voters in November 1990 which imposed a moratorium on new “non-maritime” development pending completion of a land use plan for a portion of the waterfront property under the jurisdiction of the Port of San Francisco, and prohibited hotel developments or boatels on that property.

**Public Access** – Areas or features which are open to the public, often provided as part of new development, including but not limited to: esplanades, boardwalks, pedestrian access to piers, small plazas, visual or informational displays, kiosks, signage, public fishing and viewing areas and related public amenities.

**Public Trust** – Under the Public Trust Doctrine, title to tidelands and lands under navigable waters (as existed when California became a state) is held in trust by the State for

the benefit of the people of California and must be used for purposes of commerce, navigation and fishing as well as for environmental and recreational purposes. The Port of San Francisco is the trustee for Public Trust lands granted to the City by State legislation in 1968 (i.e. the *Burton Act*).

**Recreational Boating and Water Use –**

Primary, support and ancillary facilities for recreational boating and other water sport enthusiasts (e.g. swimmers, kayakers and windsurfers) including but not limited to: sailing center for yachting events, swimming, rowing and boating clubs, marinas, visiting boat docks and moorings, boat rental facilities, boat launches, fueling stations, repair and dry storage facilities, administrative functions, visitor, boat trailer and employee parking, public restrooms, and other public facilities.

**Recreational Enterprises –** Facilities for non-maritime recreation-oriented activities including but not limited to: athletic fitness facilities, indoor and outdoor sports courts, jogging tracks, health and fitness centers and other non-maritime recreation amenities.

**Residential –** Includes but is not limited to: multifamily unit developments, and, in the southern waterfront, an RV park.

**Retail –** Retail sales of goods and services, including but not limited to: restaurants and other eating and drinking establishments, shops, personal services, dry goods, public and other markets, retail outlets, gas stations and carwashes.

**San Francisco Bay Conservation & Development Commission (BCDC) –**

A state-created agency with authority to permit or deny any project in or over the San Francisco or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. BCDC's responsibilities include protecting San Francisco Bay from excessive fill and preserving the Bay waterfront for Bay-oriented or water-department uses.

**Seawall Lots (or "SWL") –**

Parcels of land owned by the Port which generally lie inland of the seawall which separates land from the Bay. North of China Basin, seawall lots usually are located across The Embarcadero from the water (or along Jefferson Street in Fisherman's Wharf or near King Street in South Beach). South of China Basin, seawall lots more often abut the water, but they are not pile-supported structures like piers.

**Ship Repair –** Primary, support and ancillary facilities for repair, restoration, and maintenance of large and small vessels, including but not limited to: drydock and berthing areas, warehouses, workshop and storage areas, administrative functions, and employee support services, (e.g. training facilities, parking).

**Sports Facilities –** Facilities which accommodate professional sports events such as basketball, baseball, hockey and tennis, which also may be used for non-sport related performances and events, including but not limited to arenas and ballparks, with support and accessory activities such as food

services, automobile, bus and taxi parking, pick-up and drop-off zones.

**Temporary & Ceremonial Berthing –**

Primary, support and ancillary facilities for berthing of historic, military or other visiting vessels on temporary basis including but not limited to: berthing and passenger greeting, bon voyage and waiting areas, bus, taxi and visitor pick-up/drop-off and parking areas.

**Transportation Services –** Facilities for land-based, water-borne or intermodal (e.g. connections between water and land transportation services) transportation operations, including but not limited to: transit and traffic facilities, areas for ticket sales, passenger information and waiting, bus, automobile, taxi, pedicab and horsedrawn carriages staging areas and pick-up and drop-off zones, and related administrative functions.

**Visitor Services –** Facilities and information services oriented to visitors, including but not limited to: programs providing education and information to acquaint visitors with current and historical activities of the Port, the City, maritime operations or similar programs.

**Warehousing/Storage –** Includes but is not limited to: facilities for storage generally in enclosed buildings, and related transport and distribution of general (non-maritime cargo) goods. Mini-storage warehouses are prohibited on piers or within 100 feet of the shoreline.

**Water-dependent Activities** – Activities, businesses or industries which depend on a waterfront location to function, such as cargo-related activities, berthing of historic, ceremonial or other ships, ferry and excursion boat operations, fishing industry uses, maritime support uses, recreational boating and water use, ship repair, and water taxi docking.

**Water-Oriented Uses** – Under the *McAteer-Pertis Act*, BCDC can permit Bay fill only for certain “water-oriented” uses specified in the law or “minor fill for improving shoreline appearance or public access to the Bay.” The water-oriented uses the law permits include water-related industry, bridges, wildlife refuges, and water-oriented commercial recreation and public assembly. Housing and offices are not considered water-oriented uses.

**Wholesale Trade/Promotion Center** – Facilities for wholesale storage, promotion, sales and distribution of products, including but not limited to: exhibition and conference spaces, ancillary space for promotional displays and demonstrations, and marketing services, particularly those which enhance international trade.

## Appendix D

## Seawall Lot / Assessors Block Correlation Chart

Most planning maps of the City and county of San Francisco label sites according to their Assessor Block number. However, Port maps and documents (including this Waterfront Land Use Plan) commonly refer to non-pier properties as seawall lots, which have different numbers. This Chart shows the correlation between the two numbering systems (assessors block and seawall lots).

## FISHERMAN'S WHARF WATERFRONT

Seawall Lot #	Assessors Block #
300/301	4
302	6
303	7
311	15
312	16
313	17

## FERRY BUILDING WATERFRONT

Seawall Lot #	Assessors Block #
327*	3743
348*	3742 (portion)
347-N	3715 (portion)
347-S	3742 (portion)
351*	201 (portion)

## SOUTHEAST / CHINA BASIN WATERFRONT

Seawall Lot #	Assessors Block #
328	3769 (portion)
329	--
330	3770/3771
331/332	3790/3791
333	3792
334*	3801
335*	3802 (portion)
336*	46C (portion)
337*	3880 (portion)
338/339*	3838/3839/3852 (portion)/ 3940/3880 (portion)
340*	3892
343*	--
345*	3941 (portion)

## NORTHEAST WATERFRONT

Seawall Lot #	Assessors Block #
314	35
315	37 (portion)
316	36
317	57
318	58
319	82
320	109
321	110
322	137
322-1	140 (portion)
323	138
324	139

## SOUTHERN WATERFRONT

Seawall Lot #	Assessors Block #
344/344.1/ 352*	4502A (portion)
354/354.1*	4379/4380
349*	4046/4052/4110 (portion) 4111/4120

\*Correlations are approximate

# Acknowledgments\*

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\* We have made every effort to acknowledge all individuals and their stated affiliations, and all community and governmental organizations that participated in the development of this Waterfront Land Use Plan. If we have inadvertently omitted or misstated your name or organization, or if you would like to update your affiliations, please call Port Planning and Development staff at (415)274-0526 with requested changes. The Waterfront Land Use Plan will be updated periodically.



**Thank you to the members of the Waterfront Plan Advisory Board for their extraordinary dedication and commitment to this public planning effort.\***

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### **City and County of San Francisco:**

Mayor's Office  
Department of Parking and Traffic  
Department of Public Works  
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### **Transportation Projects**

Planning Department  
Public Transportation Department  
Public Utilities Commission  
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### **San Francisco Bay Conservation & Development Commission State of California Coastal Conservancy**

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### Passenger Cruises

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 Phil Bentivegna, sportfishing vessel  
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 Engineering Company "Linda Noelle"  
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### Excursion Boats

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 Carolyn Horgan, Red & White Fleet  
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 Larry Hitchcock, boat builder  
 Joseph Houghtelling, National Maritime  
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 Barry Nelson, Save San Francisco Bay  
 Association  
 Veronica Sanchez, Port of San Francisco  
 Tom Wakeman, US Army Corp of Engineers

## WATERFRONT BOAT TOUR

Special thanks to the Red and White Fleet and volunteers from the Inland Boatmen's Union of the Pacific for their help with the Waterfront Plan Advisory Board boat tour.

## WORKSHOP PARTICIPANTS

### Commercial Development Workshop

Paula Collins, Western Development Corp.  
 Jeffrey Heller, Heller & Leake, Architects  
 Mandy Joslin, Former Port Fisherman's Wharf Manager  
 Tom Leary, Western Capital  
 Todd Waterman, Tishman Speyer Properties  
 Walter Wright, Terranomics Retail Services  
 Visions For The Waterfront

### Visions For The Waterfront

The Port of San Francisco expresses its deep appreciation to N. Teresa Rea, PBR Planning Consultant for facilitation of visioning workshops held by the Waterfront Plan Advisory Board, November and December 1992.

### Open Space and Public Access Workshop

Karen Alschuler, Simon Martin-Vegue Winkelstein Morris  
 Marc Beyeler, California State Coastal Conservancy  
 Jeffrey Blanchfield, BCDC  
 Boris Dramov, ROMA Design Group  
 David Hayes, California State Coastal Conservancy  
 Steve Shotland, City Planning Department  
 Kent Watson, Landscape Architect

### Presentations on Urban Design

Philip Henry, AIA – Urban Design Committee  
 Bruce Race, SPUR

### Presentation on Transportation/Circulation

Carmen Clark, Transportation Authority  
 Emilio Cruz, Waterfront Transportation Projects  
 Jack Fleck, Department of Parking and Traffic  
 Flint Nelson, MUNI  
 Roger Peters, Port of San Francisco  
 Bill Wycko, City Planning Department  
 Joe Wyman, Port of San Francisco

### Presentation on Historic Preservation

Vincent Marsh, Landmarks Preservation Advisory Board  
 Mark Ryser, Foundation for San Francisco Architectural Heritage

### Workshop on Public Framework for the Waterfront

Coordinator: Dan Hodapp, Port of San Francisco

### Design Team

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 Karen Alschuler, Simon Martin-Vegue Winkelstein Morris  
 Anne Cervantes, Cervantes Design  
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 Noreen Ambrose, City Attorney's Office  
 Jeff Blanchfield, BCDC  
 Tom Conrad, Redevelopment Agency  
 Emilio Cruz, Chief Administrator's Office  
 Paul Lord, City Planning Department  
 Jill Manton, San Francisco Arts Commission  
 Beverly Mills, Friends of the Port  
 Peter Moylan, Waterfront Plan Advisory Board  
 Paul Osmundson, Port of San Francisco  
 Nan Roth, Waterfront Plan Advisory Board  
 Jim Stevens, San Francisco Tomorrow  
 Bob Tibbits, Friends of the Port  
 Robert Tufts, Waterfront Plan Advisory Board  
 Julia Viera, Waterfront Plan Advisory Board

### Waterfront Development Workshop

Coordinator: Dan Hodapp, Port of San Francisco  
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 Denise Conley, Keyser Marston Associates  
 Claude Gruen, Gruen Gruen & Associates  
 Tony Guzzardo, Anthony M. Guzzardo & Associates  
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 William Lee, Economic Research Associates  
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 David Martin, The Martin Group  
 Jim Musbach, Economic & Planning Systems  
 Jon Reynolds, Reynolds & Brown  
 Guillermo Rosello, Guillermo Rosello  
 Lynn Sedway, Sedway & Associates  
 Don Turner, Bridge Housing Corporation  
 William Turnbull, William Turnbull Associates

### City Staff Workshop on

#### Options for Change

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**Thank you to those members of the community who took the time to come and speak at meetings of the Port Commission or Waterfront Plan Advisory Board**

Mr. Acker  
 Nunzio Alioto, Alioto Fish Corp.  
 Ben Andrews, marine architect  
 Cliff Anfinson, sportfishing vessel "Bass Tub"  
 Jack Bair, San Francisco Giants  
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 Virginia Conway  
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 Arthur Feinstein, Golden Gate Audobon Society

Dan Finnane, The Warriors  
 Jim Firth, Potrero League of Active Neighbors  
 David Goldstein  
 Andrew Gordon  
 Philip Graf, Concerned Boaters  
 Bill Graff, recreational boater  
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 Charles Higgins, Bicycle Commuter Coalition  
 Joe Houghtelling, National Maritime Museum Association  
 Imogene Hubbard, Innes Avenue Coalition  
 Bob Isaacson, Mission Creek Housing Association  
 Maria Jacinto, South San Francisco resident  
 Espanola Jackson, District 7 Democratic Club  
 Shirley Jones, Young Community Developer  
 Redmond Kernan, Consultant  
 Gary Kitihata, San Francisco Redevelopment Agency  
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 Tom LaVell, Matthew Turner Foundation  
 Howard Lazar, San Francisco Arts Commission,  
 Street Artist Program  
 Michael Levin, Embarcadero Citizens Advisory Committee  
 Frank Levy  
 Joni Levy, North Beach Neighbors  
 Jerry Liberatore, Bay View Boat Club  
 Bruce Livingston, Clean Water Action  
 Kendall Luce  
 Tom Luciani, nightclub and restaurant owner  
 Patrick Lynch  
 Rick Mariano, Rincon Point-South Beach Citizens  
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 Christopher Martin, The Cannery  
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 Bob Miller, Crab Boat Owners Association  
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 Kevin Williams, New Bayview Committee  
 Claude Wilson, Morgan Heights Homeowners Association  
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 Reggie Younger

**Thank you to those community organizations which hosted or sent representatives to special presentations on the Waterfront Land Use Plan**

American Institute of Architecture, San Francisco Chapter  
Audobon Society, Golden Gate Chapter  
Bay Area Association of Disabled Sailors  
Bay Planning Coalition  
California Native Plant Society  
Chamber of Commerce, Waterfront Committee  
Chinatown Resource Center  
Coalition for San Francisco Neighborhoods  
Coalition for Economic Equity  
Fisherman's Wharf Citizen's Advisory Committee  
Fisherman's Wharf Merchants Association  
Fisherman's Wharf Port Tenants Association  
Hunters Point Citizens Advisory Committee  
North Beach Chamber of Commerce  
North Beach Neighbors  
Planning Association for the Richmond  
Potrero Hill Boosters and Merchants  
Potrero Hill League of Active Neighbors  
Rincon Point-South Beach Citizens Advisory Committee  
Russian Hill Improvement Association  
Russian Hill Neighbors  
San Francisco Tomorrow  
San Francisco Planning and Urban Research Association  
Save San Francisco Bay Association  
Sierra Club  
Telegraph Hill Dwellers Association