

MEMORANDUM

May 10, 2019

TO: MEMBERS, PORT COMMISSION
Hon. Kimberly Brandon, President
Hon. Willie Adams, Vice President
Hon. Gail Gilman
Hon. Victor Makras
Hon. Doreen Woo Ho

FROM: Elaine Forbes
Executive Director

SUBJECT: Informational presentation of draft amendments to update the Waterfront Plan for public review and comment, and approval of Resolution dedicating the Pier 52 Public Boat Launch in memory of Waterfront Plan Working Group member Corinne Woods. (Resolution No.19-20)

DIRECTOR'S RECOMMENDATION: Approve Resolution No. 19-20

EXECUTIVE SUMMARY

This staff report discusses the upcoming publication of the Port of San Francisco Waterfront Plan Draft Amendments (Draft Plan Amendments) which will be circulated for public review and comment in June 2019. The Draft Plan Amendments result from the extensive public planning process led by the Waterfront Plan Working Group during 2015 through 2018. This process resulted in recommendations that the Port Commission endorsed and directed to Port Staff to produce the Draft Plan Amendments.

This staff report summarizes the Port-wide goals that guide the policies set forth in the Draft Plan Amendments. Port Staff will circulate the Draft Plan Amendments for public review and comment, which will include public meetings and workshops with the Waterfront Plan Working Group and Advisory Teams, Port Advisory Committees, community organizations, and the general public throughout the summer of 2019. The Draft Plan Amendments cannot be approved by the Port Commission until completion of the environmental review process, pursuant to the California Environmental Quality Act (CEQA). The CEQA process is anticipated to begin in fall 2019 and Port staff will work with the San Francisco Planning Department (Planning Department) to develop more details about the scope and schedule of the environmental review process. In addition, Port staff will continue working with the San Francisco Bay Conservation and Development (BCDC), California State Lands Commission (State Lands), and Planning

Department to coordinate and align planning policies across all four agencies, including work with BCDC to amend the BCDC San Francisco Waterfront Special Area Plan (BCDC SAP).

The extent and depth of the community engagement leading to the Draft Plan Amendments also included public discussions that inspired new ideas and strategies for accelerating Port efforts to improve its facilities. The Working Group recommendations and strong public support for opening more historic piers to public use and enjoyment guided the Port's current efforts to develop a competitive Request for Proposal (RFP) process to rehabilitate Embarcadero Historic District pier facilities. Other Port staff efforts are also underway to provide an RFP process for development of Piers 30-32 and Seawall Lot 330. These RFP efforts will be further addressed in future Port Commission public meetings.

Port staff has dedicated the Waterfront Plan to Corinne Woods, in honor of her passionate commitment to community engagement and collaborations for 30 years; her unwavering advocacy for a revitalized waterfront where San Franciscans and visitors can work, play, and enjoy the Bay environment has been instrumental to revitalizing San Francisco's public waterfront. Port staff also recommends approval of Resolution No. 19-20, dedicating the Pier 52 Public Boat Launch to honor Corinne who, as a resident of the Mission Creek floating home community, never missed an opportunity to make the waterfront fun, inviting, and accessible.

PORT STRATEGIC PLAN

Evolution - Transform the waterfront to respond to changing public and Port needs.

Complete the Waterfront Plan update to provide a long-term vision for the future use of Port lands. Publish draft Waterfront Plan amendments for public review and comments and initiate the environmental review process in Spring 2019

Engagement - Increase the public's awareness of the purpose and benefits of Port functions and activities. Strengthen public understanding and support of Port responsibilities and projects through community engagement and participation at many levels.

Equity - Ensure Port activities advance equity and public benefit, and attract a diversity of people to the Waterfront. Invite community members to engage in dialogue about how the Port can be a better neighbor.

Stability - Maintain the Port's financial strength by addressing deferred maintenance, maximizing the value of Port property, and increasing revenue.

INTRODUCTION

This staff report addresses the upcoming publication of the proposed Draft Plan Amendments updating the 1997 Port of San Francisco Waterfront Land Use Plan, and the proposed public review process for receiving comments on the Draft Plan

Amendments. On August 14, 2018, the Port Commission received a report on the extensive meetings and public discussions completed in the Waterfront Plan Update public process, led by the Waterfront Plan Working Group (Working Group), and supported by seven Waterfront Plan Advisory Teams.¹ The Working Group produced 161 recommendations which the Port Commission endorsed in Resolution 18-45, providing direction to Port staff to develop the draft amendments to update the Waterfront Plan.

This report provides a summary of the Draft Plan Amendments to the Waterfront Plan's Port-wide goals, and describes the structure of the policies which flow from these goals and the Working Group recommendations. The Draft Plan Amendments will be presented in a new document that is in the production process and will be completed in June 2019 (the Draft Waterfront Plan). Port staff will then circulate the Draft Waterfront Plan to the Port Commission and to members of the Working Group, Advisory Teams, and Port Advisory Committee for early review, followed by a notice for general public review and comment on the Draft Waterfront Plan. Port staff will provide public meetings and workshops to answer questions and provide briefings on the Draft Waterfront Plan, and solicit public comments through the summer. The Port Commission cannot approve amendments to the Waterfront Plan until completion of the environmental review process, pursuant to requirements of the California Environmental Quality Act (CEQA). The CEQA process is anticipated to begin this fall.

OVERVIEW OF DRAFT WATERFRONT PLAN AMENDMENTS

In 1990, San Francisco voters approved Proposition H, which required the development of a waterfront land use plan for Port piers and properties within 100 feet of the shore. The Port Commission opted to include all Port properties, and adopted the Waterfront Land Use Plan in 1997 (1997 Plan). The 1997 Plan includes seven goals, with supporting land use policies for the entire Port waterfront from Fisherman's Wharf to India Basin. Urban design and open space policies were addressed in a separate companion document, the Waterfront Design & Access Element of the 1997 Plan.

The scope of change that has occurred in the City and along the waterfront over the last 20 years has been dramatic. Development of the Port's network of public access, plazas, parks and open spaces, including Blue Greenway projects like Bayview Gateway; maritime projects like the Pier 27 James R. Herman Cruise Terminal, the Downtown Ferry Terminal and expansion of ferry service to Mission Bay; and mixed use projects like rehabilitation of the Ferry Building and other historic piers, along with new neighborhoods approved at Mission Rock and Pier 70 all illustrate how the waterfront has become a diverse, exciting, and integrated part of the larger city landscape. The changes that have occurred or are underway are not only about land use; they address a much wider array of issues, opportunities, and policy considerations which has led

¹ [The August 10, 2019 Port Commission staff report](#) is incorporated by reference and provides a detailed discussion of the completion of Part 3 of the Waterfront Plan Update public process, Waterfront Plan Working Group recommendations, public comments received, description of key projects initiated from public planning process, Port staff work to produce Waterfront Plan draft amendments, and the CEQA consultant process.

Port staff to propose additional Draft Waterfront Plan goals and shortening the Waterfront Plan's proper name from "Waterfront Land Use Plan" to "Waterfront Plan".

The Draft Waterfront Plan's nine goals reflect public values and needs expressed during the Waterfront Plan Update process that apply across the Port's entire 7½ mile waterfront:

A Working Maritime Port: Preserve the Port of San Francisco's diverse maritime portfolio for the current and future needs of cargo shipping, cruise shipping, ferry and excursion boats, water taxis, fishing industry, ship repair, recreational boating and water-dependent activities.

Diversity of Activities and People: Host a diverse and rich array of commercial, entertainment, civic, parks and open space, and recreational activities that complement a working waterfront, provide economic opportunity, and create waterfront destinations for all San Franciscans and visitors to enjoy.

Waterfront Parks and Open Space Network: Complete, enhance, and enliven the network of parks, public access, and natural areas along the San Francisco waterfront and Bay shoreline for everyone to use and enjoy.

Urban Design, Mindful of the Past, Looking to the Future: Design new developments of exemplary quality, highlighting visual and physical connections to the City and San Francisco Bay while respecting and preserving the waterfront's rich historic context and the character of adjacent neighborhoods.

A Financially Strong Port with Economic Access for All: Ensure that new investment stimulates the revitalization of the waterfront, supports a financially secure Port enterprise, equitably providing new jobs, revenues, public amenities, and other benefits to the Port and the diverse residents of San Francisco and California.

Transportation and Mobility for People and Goods: Ensure that the waterfront is well managed to provide multiple modes of safe and sustainable transportation that serve the needs of workers, neighbors, visitors, and Port maritime and tenant operations.

An Environmentally Sustainability Port: Limit the impacts of climate change, improve the ecology of the Bay and its environs, and ensure healthy waterfront neighborhoods by meeting the highest standards for environmental sustainability, stewardship, and justice.

A Resilient Port: Strengthen Port resilience to hazards and climate change effects while protecting community, ecological, and economic assets and services, with a focus on the Port's unique historic, maritime, and cultural assets.

Partnering for Success: Deepen Port partnerships and community engagement to increase public understanding of Port and community needs and opportunities to facilitate completion of improvements that achieve Waterfront Plan goals.

The Draft Waterfront Plan includes policies for each of these nine goals. The policies are derived from:

- The 1997 Plan - Port staff reviewed the 1997 Plan to determine which policies should be retained and updated in the Draft Waterfront Plan.
- The Working Group Recommendations – Consistent with the Port Commission’s endorsement and direction, Port Staff incorporated new policies to reflect Working Group recommendations.
- Other Plans, Policies, Programs – Port Staff drafted/incorporated policies to reflect Port and City plans, policies, and programs that now apply to the Port waterfront. This work includes updating and incorporating urban design, open space, and historic preservation policies from the 1997 Waterfront Design & Access Element under one cover with the rest of the proposed amendments in the Draft Waterfront Plan; there will no longer be a separate Waterfront Design & Access Element.

Like the 1997 Plan, the Draft Waterfront Plan will include a chapter with more specific guidance for five Port subareas, with updated boundaries described below. Each subarea discussion will include an Acceptable Use Table that lists allowable uses for each property in the subarea.²

North of China Basin Channel Subareas:

Fisherman’s Wharf Waterfront – Aquatic Park to Pier 39

Northeast Waterfront – Pier 35 to Pier 14

South Beach Waterfront - Rincon Park to San Francisco Giants Ballpark

South of China Basin Channel Subareas:

Mission Bay Waterfront – Pier 48 to Mariposa Street

Southern Waterfront – Pier 68 to Heron’s Head Park

PUBLIC AND REGULATORY REVIEWS

The Draft Waterfront Plan, currently in the production process, is expected to be complete in June 2019. Port staff will then provide the Draft Plan to the Port Commission and to members of the Working Group, Advisory Teams, and Port Advisory Committee for early review. Given their extraordinary investment of time during the

² Proposition H requires Acceptable Uses to be designated for piers and properties within 100 feet of the shore. The Acceptable Use tables in the Plan include all Port properties in the given waterfront subarea, including those located more than 100 feet from the shore.

Waterfront Plan Update process, Port staff will then meet with Working Group and Advisory Committee members to address initial questions and comments on June 26th (tentative date; to be confirmed). Website modifications will be made to enable online public comments, at which time public notice will be sent to invite general public review and comment on the Draft Waterfront Plan. Port Staff plan to return to the Port Commission at the August Port Commission meeting to summarize comments received to date and to receive additional public comments. Additional open houses and public meetings will be held to receive public comments through the summer, including with all Port Advisory Groups. Dates of public workshops, meetings and information on the Draft Waterfront Plan will be maintained at www.sfport.com/wlup.

The Draft Waterfront Plan will undergo environmental review prior to Port Commission review and approval, as required to comply with CEQA. The Port has hired ESA Associates as the environmental consultant. The CEQA process is expected to be underway in the fall. Port staff will work with the Planning Department to determine the direction and details for the CEQA analysis and schedule requirements.

Port staff also will continue ongoing work and coordination with BCDC and State Lands staff to review the Waterfront Plan goals and policies. Each agency has public trust authority affecting Port lands, and many of the issues and public discussions during the Waterfront Plan public process focused on ways in which the trust objectives of the three agencies can be best addressed and aligned to facilitate improvements along the San Francisco waterfront, including pier rehabilitation investments in the Embarcadero Historic District. Port staff has submitted an application to amend the BCDC SAP, and is working closely with BCDC staff to coordinate the BCDC SAP amendment process with the Waterfront Plan review and CEQA process.

The Planning Department also has been an active partner throughout the Waterfront Plan Update process, providing sea level rise and resilience planning information, co-sponsoring public workshops during Part 3 of the process, and collaborating with Port staff to share City urban design and public realm policies which are being integrated into the Draft Waterfront Plan. Coordination will continue to ensure consistent policies in the Waterfront Plan and San Francisco General Plan, in addition to completing the CEQA environmental review process.

OTHER PROJECT OPPORTUNITIES

The planning process advanced sophisticated public discussions that not only led to the comprehensive recommendations to update the Waterfront Plan; they also generated new ideas and strategies that have encouraged the Port to accelerate efforts to improve waterfront facilities. The Working Group's recommendations for the Embarcadero Historic District led the Port Commission to direct Port staff to explore market interest and opportunities for attracting development partners and investments to open more historic pier facilities for public use and increased economic productivity, to help finance maritime, public access, and historic preservation public trust benefits and other objectives. Prior staff reports and Port Commission presentations provide details about the Request for Interest (RFI) offered to public-oriented use businesses and entities,

which yielded substantial interest, and current efforts now underway to prepare an Embarcadero Historic District Request for Proposals (RFP) strategy for Port Commission consideration at a future meeting.³

The Working Group recommendations also reflect public understanding and support for the major Port efforts underway for the [Embarcadero Seawall Program](#), and the San Francisco Waterfront Flood Study, in partnership with the U.S. Army Corps of Engineers⁴. Alongside these comprehensive resilience programs and investments to protect life safety, critical city infrastructure, and address long-term sea level rise, there are both urgencies and opportunities for the Port, City, and private partners to leverage and optimize Seawall improvements, align investments, and incorporate adaptive flood protection in the design of additional historic pier rehabilitation projects.

The Working Group public meeting discussions elevated public understanding about the high cost and financial feasibility requirements to improve the Port's piers and waterfront properties, notwithstanding their prime location. During Part 2 of the public process, Port Staff presented a feasibility analysis of multiple historic piers and, during Part 3 presented a case study of the cost and financial feasibility challenges of reuse of non-historic Piers 30-32 and Seawall Lots (SWL) 330. These discussions helped the public to understand why past development efforts have failed; how the complex public trust, regulatory and interagency coordination requirements affect and often limit Port revitalization options; and the types of trade-offs that the Port Commission must address, particularly for these properties.⁵ Given the valuable deep water berth, public access and other public trust benefits offered at Piers 30-32, but no realistic public financing strategies to maintain or support such improvements, the Port Commission has directed staff to develop a proposal for a competitive solicitation process for Piers 30-32 and SWL 330, to be presented in a future Port Commission meeting. The public discussions to date should provide an informed foundation to determine the framework for a future RFP opportunity for Piers 30-32 and SWL 330.

INFORMED PUBLIC ENGAGEMENT

The Waterfront Plan expresses the public values, aspirations, and ideas about the types of improvements, partnerships and stewardship efforts that the Port should advance to improve its properties for the benefit of all. Amazing changes have taken place along the waterfront since the 1997 Waterfront Plan, generating interest and support for the Port and City to continue to enhance San Francisco's public waterfront, especially to address climate change effects which could limit long-term enjoyment of the historic waterfront that San Franciscans and visitors now enjoy. As an enterprise agency, the Port has the opportunity as well as the obligation to implement projects, operations, and investments necessary to continue to support its diverse array of maritime, business,

³ [December 2018 Port Commission staff report on Embarcadero Historic District RFI](#); and [February 2019 Port Commission staff report On Embarcadero Historic District RFP](#).

⁴ [February 2019 Port Commission staff report on the Seawall Program and Flood Study](#).

⁵ See also [February 2019 Port Commission staff report](#) which provides detailed information about Pier 30-32's condition, costs and development history, and SWL 330.

recreational, and environmental uses and stewardship responsibilities. The more the public and Port partners can build shared understanding of these responsibilities and needs, the more effective our collective efforts to protect and improve these valuable public trust resources will be.

The members of the Waterfront Plan Working Group and Advisory Teams, Port Advisory Committees, and the citizens who participated in the public discussions made a major civic commitment by building a strong public consensus behind the recommendations endorsed by the Working Group. They have driven Port staff work to prepare the Draft Waterfront Plan, and we are eager to receive comments and further improve the Waterfront Plan.

CORINNE WOODS

This amazing civic investment in the Waterfront Plan Update process highlights the heartbreaking loss of Corinne Woods on April 1, 2019. Corinne was a passionate community champion who devoted herself to bringing neighbors, businesses, public agencies, and waterfront stakeholders together to improve San Francisco's public waterfront. Her deep knowledge about the complex waterfront land use and regulatory requirements that affect Port industries and revitalization, and her devotion to deep and honest community relationships and collaborations for positive change were invaluable to Port staff over many years, and inspire us to continue her legacy. In this spirit, Port staff has dedicated the Waterfront Plan in her honor.

In addition, Port staff proposes that San Francisco's only public boat launch at Pier 52 also be dedicated to honor Corinne Woods. The Pier 52 project started on a shoestring, with a small grant that fell far short of the funding needed to create this wonderful water recreation facility. Simply stated, the project would not have happened without Corinne's steely persistence and dedication to making the waterfront fun and inviting for all to enjoy. Port staff recommends approval of the attached Port Commission resolution to dedicate the Pier 52 Boat Launch to Corinne Woods.

Prepared by: Diane Oshima, Deputy Director
Planning & Environment Division

**PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO**

RESOLUTION NO. 19-20

WHEREAS, Charter Section B3.581 grants to the Port Commission the authority and duty to use, conduct, operate, maintain, manage, regulate and control the lands within the Port jurisdiction; and

WHEREAS, Corinne Woods, was dedicated to the betterment of San Francisco's waterfront for all to enjoy; and

WHEREAS, After dedicating more than 30 years through public advocacy to build community understanding and support for an improved waterfront, Corinne Woods passed away on April 1, 2019; and

WHEREAS, Corinne Woods was a longtime resident, Port tenant and member of the Mission Creek floating home community, and was instrumental in this community's advocacy for improving the water quality and aesthetics of Mission Creek, and

WHEREAS, Corinne Woods served on the Central Waterfront Advisory Group from its inception in 2000, and was a Waterfront Plan Working Group member, dedicated to maintaining publicly-supported policies to improve the waterfront; and

WHEREAS, Corinne Woods was a strong advocate for recreational boating on the San Francisco Bay and a founding member of the Bayview Boat Club; and

WHEREAS. Without Corinne's unwavering support, the Pier 52 Public Boat Launch project would not have been completed; and

WHEREAS, Corinne Woods was a key member of Mayor Newsom's Blue Greenway Task Force, sat on many City CAC's, including chair of the Mission Bay CAC and on the UCSF Community Advisory Board; and

WHEREAS, In January 2016, the Port Commission presented Corinne Woods with the Inaugural Port Community Leader Award in recognition of her dedicated volunteer service to the Port and the City; and

WHEREAS, Corinne was a kind, fair and dedicated advocate, who volunteered countless hours to ensure that all Californians are able to access and enjoy San Francisco's public waterfront; therefore, be it

RESOLVED, The Port Commission honors and recognizes Corinne Woods' accomplishments through the renaming of the Pier 52 Public Boat Launch to the Corinne Woods Public Boat Launch or by such a name agreed to by the Port's Executive Director and Corinne's family.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of May 14, 2019.

Secretary