

Waterfront Plan Update – Resilience Subcommittee Policy Ideas for Discussion - Social Equity and Cohesion

At its 3.29.17 meeting, the Resilience Subcommittee and public discussed and provided comments on draft policy ideas for 3 resilience topics: Emergency Preparedness & Disaster Recovery, Sea Level Rise and Flood Protection, and Seismic Safety. On 4.19.17, the Subcommittee will discuss policy ideas for a 4th resilience topic – Social Equity and Cohesion – which is the subject of this report.

Note: Subcommittee policy discussions provide guidance to Port Staff as they draft proposed updates to the 1997 Waterfront Land Use Plan. The discussions are on-going and iterative, and will require further revision and reconciliation with ideas generated in the Land Use and Transportation Subcommittee meetings, full Working Group meetings, and other public forums, before ultimately being considered by the Port Commission.

Background and Policy Context

Resilience – the capacity of the Port to maintain its function and vitality in the face of natural or human-caused disruptions or disasters – is a new subject for the Port of San Francisco Waterfront Land Use Plan (“Waterfront Plan”). As discussed at the March 29th Resilience Subcommittee meeting, most resilience planning efforts today include policies that address “social equity and cohesion”, reflecting a growing consensus that communities with these attributes more quickly respond to and recover from sudden emergencies - like earthquakes - and more slow-moving threats - like sea level rise, homelessness, and unemployment. (See the [Background Report](#) and [Draft Meeting Notes](#) for the March 29th meeting for more detail).

The 1997 Waterfront Plan touched on several topics commonly included in resilience policies today (e.g. preservation of the waterfront’s sense of place, diverse and equitable access to Port activities and opportunities, community participation in planning efforts). For example, the Plan calls for 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,” and emphasizes that the interests of all types of users, including seniors, children, people of all cultures, and those with special needs, should be considered when planning new developments.

The Waterfront Plan also calls for “Economic Access that Reflects the Diversity of San Francisco”, and encourages diversity in Port contracting, leasing, employment, programs and services. In keeping with this goal, the Port Commission has been steadfast in its pursuit of diversity in Port economic development, leasing and job opportunities. As discussed further below, the Port consistently meets or surpasses the City of San Francisco’s robust local hire and other job creation and equity goals. The Port has adopted the Southern Waterfront Community Benefits and Beautification Policy and the Blue Greenway, and provides substantial financial support to the environmental education and public engagement programs offered at [Heron’s Head Park](#) by bay.org and the San Francisco Recreation and Parks Department. These programs extend jobs, recreational opportunities and environmental improvements to the historically under-served Southern Waterfront.

While the waterfront is far more active and its uses far more diverse than two decades ago, there is still room for improvement. The Port Commission highlighted its ongoing commitment to diversity and equity by including a new “livability” goal, “ensure Port improvements support social equity and quality of life for San Francisco residents and visitors”, in its recently adopted [2016-](#)

[2021 Strategic Plan](#). During the ongoing Waterfront Plan update process, public meeting and workshop participants likewise called for more diverse and equitable opportunities to work, live, and play along the waterfront.

The discussions and recommendations from the Resilience Subcommittee, Waterfront Plan Working Group and the public direct Port staff as it develops a new resilience goal and related policies for the Waterfront Plan Update to:

- Incorporate existing City and Port resilience, emergency preparation and disaster recovery, livability and equity requirements that affect waterfront land use, planning, development and construction;
- Elevate resilience as a key “value” and goal of the Waterfront Plan;
- Guide the Port’s land use and planning decisions to ensure they continue to reflect public values about the form and function of the waterfront, especially in light of climate change impacts expected over future decades; and
- Inform and coordinate with City and regional resilience planning efforts.

The Waterfront Plan update also should reflect current knowledge of the importance of social equity and cohesion to communities’ ability to respond to and recover from emergencies and disasters, and to thrive – the focus of this report and the April 19th Resilience Subcommittee meeting.

How Social Equity and Cohesion Affects Resilience

In 2012, the San Francisco Bay Conservation and Development Commission (BCDC) prepared a white paper entitled “[Addressing Social Vulnerability and Equity in Climate Change Adaptation Planning](#)” to highlight the links between equity and resilience and to inform the regional [Adapting to Rising Tides](#) (ART) project. The following excerpts inform discussion of the policy ideas that begin on page 9.

Social equity is “fair access to livelihood, education and resources; full participation in the political and cultural life of the community; and self-determination in meeting fundamental needs” (Ecotrust, 2011). Communities and populations that experience social inequalities are likely to be more vulnerable or susceptible to immediate and lasting harm from hazards such as coastal flooding. An analysis of social equity involves understanding the effects of a change (e.g. a project or event) on communities and the services that they rely on and value, with specific attention to effects that are borne disproportionately due to existing inequalities.

Community resilience is the ability to withstand and recover from difficult times while meeting basic needs for community members (Bay Localize, 2009). It has been described as the ability to reorganize in response to change, while still being able to preserve the structure and function of a community (Eakin and Luers, 2006)... Neighbors with strong ties and social relationships will (be) more inclined to help each other out in times of crisis or change. The elimination of a bus route in a community with strong social relationships might not be as significant, as those existing relationships could lead to ride-sharing and car-sharing. In these examples, individual, household and neighborhood factors play a

role in community vulnerability and resilience. Such effects can also play out at the city or county scale. For example, in cities that serve residents with a network of public transit that has some redundancies in the system, the loss of the same bus line would be less likely to cut off a low-income community or household from important services and employment. Folks could simply take another bus or train. Similarly, community centers, parks, and places of worship can improve resilience by bringing neighbors closer together and providing emergency facilities and resources during a disaster.

City and Port Resilience Planning Efforts

In 2016, the CCSF released [Resilient San Francisco – Stronger Today, Stronger Tomorrow](#) (Resilient SF) – a strategic vision developed through an 18 month process that involved more than 186 individuals, 31 government agencies, and 56 NGO and private sector organizations. Not all of the strategic partnerships and planning efforts set forth in Resilient SF are pertinent to the Port, given its relatively narrow geographic jurisdiction and specific public trust responsibilities. But the Port regularly works alongside City agencies with shared or complementary resilience goals (e.g., SF Planning, Department of the Environment, DEM, DPW, MTA) and, when feasible, helps other City agencies whose responsibilities are more distinct, meet their resilience challenges (e.g., Pier 80 Temporary Navigation Center).

Resilient SF identifies six interconnected resilience challenges facing the City - earthquakes, climate change, sea level rise, infrastructure, social inequity, and unaffordability – and sets forth four actionable goals to address these challenges. The policy ideas discussed at the March 29th Resilience Subcommittee meeting align most closely with Resilient SF's first two goals:

1. *Plan and Prepare for Tomorrow* – includes earthquake preparedness and recovery.
2. *Mitigate, Adapt and Retrofit* – includes threats of earthquakes and rising seas.

The policy ideas that will be discussed at the April 19th meeting align most closely with the remaining two goals:

3. *Ensure Housing for San Franciscans Today and After a Disaster*
4. *Empower Neighbors and Neighborhoods through Improved Connections*

In addition to **Housing** and **Improved Connections**, the April 29th discussion will also include policy ideas for improving equitable access to **Port Jobs and Business Opportunities** and **Waterfront Recreation and Environment**. Background information for these four topics is provided below.

Housing - Background

Resilient SF recognizes that the City's existing housing and homeless crises will be severely exacerbated by a disaster, like an earthquake, hindering long-term recovery. Resilient SF housing goals include:

- Housing 8,000 homeless San Franciscans by 2020.
- Producing 30,000 housing units by 2020, of which 30 percent will be permanently affordable and 50 percent will be middle-income housing.

- Housing a population expected to grow to 1 million residents by 2040.
- Housing 95 percent of City residents in the City to minimize economic damage, facilitate rebuilding, and help prevent post-disaster population loss.

The Port's ability to support implementation of the City's housing-related resilience goals is limited because residential use is not generally a permitted use on public trust lands. Nonetheless, the Port has been able to support residential uses in a few specific circumstances:

- Delancey Street and South Beach housing complexes.
- Mayor's Office of Housing, Bridge Housing, and John Stewart Company proposal for 130 affordable housing units on Seawall Lot 322-I.
- Mixed development projects at Pier 70 (Forest City) and Seawall Lot 337/Pier 48 (Giants' Mission Rock), which propose approximately 2,100 (30% affordable) and 1,500 (40% affordable) housing units respectively.
- Pier 80 Temporary Navigation Center (2016) to provide housing and services for homeless residents.
- Agreement with Department of Homelessness and Supportive Housing for a Central Waterfront Navigation Center for 42 months.

Improved Connections - Background

Resilient SF calls for more connected neighborhoods that can advance resilience education, communication, and capacity to respond to threats and recover from disasters. Focusing more narrowly on waterfront resilience, in 2012, ART Project staff surveyed a broad range of public agencies, advocacy groups, community leaders, and non-profit organizations that work with diverse communities across the Bay region. Survey participants were asked questions about how to define equity in the context of resilience, barriers to integrating equity into adaptation planning, and success stories that can be applied to future sea level rise and resilience planning efforts.

The importance of education, outreach and engagement of stakeholders were consistent themes in survey responses. Feedback included:

- Make planning and decision-making accessible to diverse audiences
- Clearly communicate the implications of climate change impacts on communities
- Bring community organizations and leaders to the table
- Invest in education for all ages
- Explain decision-making processes and specific ways community members can participate
- Create easy to understand and engaging educational opportunities for diverse audiences, particularly for highly affected communities
- Bring communities to the shoreline for recreation and education and to make the issue of sea level rise tangible
- Use a wide range of community resources (e.g. faith-based organizations, senior centers, youth organizations, libraries, recreation centers, homeowners associations, police and fire stations, local business districts, parks, and local interpretive centers) to conduct outreach and education, collect feedback, and collaborate with community members where they already spend time
- Provide community-based emergency preparedness training so that all neighborhood residents know what to expect and how to respond in an emergency

- Prioritize protection of vulnerable populations

Survey participants noted these other factors for meaningful community participation:

- Early engagement in decision-making processes
- Consideration of equity and sensitive populations in transportation, disaster preparedness, land use and other local planning efforts

Funding community engagement was also identified as an important priority. Suggested funding sources included participation grants to organizations who want to get involved in a decision-making or planning process, regional funding for park protection, funding to reduce damage to private property, funding sources for protection and relocation, and funding for infrastructure improvements in vulnerable communities.

Port Jobs and Business Opportunities - Background

Every year, the Port engages in a variety of short and long-term contracts (e.g., construction, general services, and professional services), leases, and development agreements. In so doing, the Port complies with federal, state, and local laws to ensure nondiscrimination in contracting, while also expanding economic opportunities for local businesses at the Port.

The Local Business Enterprise (LBE) Program - Port construction, general services, and professional services contracts are subject to San Francisco's LBE Program, which was established to expand City contracting opportunities for small San Francisco based firms, and now includes non-profit organizations. When participating as a prime contractor or as part of a Joint Venture, LBE firms receive bid discounts (for construction bids) and rating bonuses (for professional service contract proposals), based on a required LBE subcontracting goal. City contracts are exempt from the LBE program if 1) the contract value is below an established threshold, 2) Federal law prohibits the use of local preference, or 3) a waiver is obtained from the City's Contract Monitoring Division (CMD), such as in the case of an emergency or sole source contract.

The San Francisco Local Hire Ordinance - applies to City-funded construction projects over \$1,000,000. The [Local Hire Ordinance](#) requires contractors and their subcontractors to attain a minimum of 30% total work hours by trade per project using San Francisco residents. The Ordinance also requires that 50% of apprentice hours within each trade be performed by San Francisco residents.

The Port regularly exceeds the LBE and Local Hire requirements. For example, during the first half of FY 2016-17, the Port issued 6 new contracts including three construction and three professional services contracts for a cumulative value of \$9,216,734. Five out of the six (83%) contracts were awarded to LBE firms, with an aggregate value of \$3,740,499 (41%) awarded to LBE prime and subcontractors, more than double the Port Commission's informal policy to award a minimum of 20% of contract dollars to LBE firms. With respect to active contracts during this same time period, Port contract payments totaled \$6.2 million, of which \$1.9 million (31%) was paid to LBEs. Pier 31, the Port's sole project currently subject to the Local Hire Ordinance during the first half of FY 2016-17, exceeded the required number of work hours for disadvantaged workers by 10% for Local Hire work hours (for a total of 40%) and required apprentice opportunities by 21% (for a total of 51%). See the Port's [March 9, 2017 Staff Report on Contracting Activity](#) for more information.

The Port strives to award contracts to small local businesses even when not required by the City. For example, four contracts totaling \$714,365 were awarded in the first half of FY 2016-17 through the Executive Director's "delegated authority" which allows the Port Executive Director to execute and award certain service orders and contracts below threshold limits without review and approval. While all four contracts were exempt from LBE subcontracting goals, all four contracts, totaling \$714,365 (100%), were awarded to LBE firms as micro-LBE set aside contracts. One such contract is awarded to two LBE firms to outreach, recruit, and promote the hiring of residents from San Francisco's Supervisorial District 10 for employment opportunities with the Port, Port tenants, Port contractors, and Port developers.

The Port also strives to maximize local hiring in its lease and development deals. Examples include:

- In the Port's 2016 lease to Pasha Automotive Services (Pasha), Pasha committed to hire 50% of new employees from San Francisco Supervisorial District 10.
- In the Port's recent RFQ for new restaurant lease at Pier 33 (the former Butterfly restaurant site) respondents proposals will be scored, in part, based on their community engagement plan.
- The [Southern Waterfront Beautification and Community Benefits Policy](#) requires Port tenants to hire from within the community and to utilize local businesses to support its businesses operational needs.
- Leases that involve transportation include a "local trucker provision", which requires businesses that contract for material hauling to utilize at least 60% of their trucking needs through the use of certified LBE truckers. Existing tenants exceed this target, with percentages ranging from 80 -100% use of local truckers.
- The leases for Recology's Recycle Central/Bode Concrete and Sustainable Crushing operations require that these firms give hiring preference to residents within the 94124 zip code (Bayview). Of the 210 employees, more than 90% were hired from the Bayview community. In addition to recruiting from the neighborhood, Recology offers basic job training and life skills that enable entry into the work force.

The Port works with local contractors to encourage the bidding and securing of Port construction contracts and to provide opportunities for small local businesses to bid on commercial and retail business opportunities. Efforts to solicit and utilize local contractors include:

- Outreach to neighborhood and minority based Chambers of Commerce;
- Creating smaller bid packages so smaller local contractors can bid;
- Early outreach to engage small local contractors;
- A contract bid office in the Bayview for easy access to small local contractors;
- Partnering with the SFPUC on training programs for small business owners/contractors;
- Participating and tracking the City's new mentor-protégé program that connects large contractors with small contractors to facilitate training on how to work with the City/Port;
- Bidding jobs through the use of micro-LBE set aside contracts for small construction projects; and
- Strategically offering commercial and retail opportunities focused on small local business owners.

The Port also works in partnership with other City agencies to advance a myriad of equity, health, environmental, and other goals in its contracts, leases, and development agreements, including:

- [Nondiscrimination in Contracts and Benefits \(Equal Benefits\)](#) - Generally, Chapter 12B prohibits the City and County of San Francisco from entering into contracts or leases with any entity that discriminates in the provision of benefits between employees with domestic partners and employees with spouses, and/or between the domestic partners and spouses of employees.
- [Minimum Compensation Ordinance](#) - currently \$13.00/hour for covered employees.
- [First Source Hiring Program \(FSHP\)](#) - requires contractors with contracts greater than \$50,000 to notify the FSHP of available entry-level jobs and provide the Workforce Development System with the first opportunity to refer qualified individuals for employment.
- [Health Care Accountability Ordinance](#)
- **Environmental Provisions in contracts, leases, and development agreements** are described in insert link to [Environmental Background Report](#).

Waterfront Recreation and Environment – Background

Since the 1997 adoption of the Waterfront Plan, the Port has made great strides in growing its network of public access and open space, particularly along the northern waterfront's Embarcadero Promenade which today teems with pedestrians, runners, cyclists, and skateboarders. Projects south of AT&T Ballpark, although initially slower to launch, have been catalyzed by two significant Port policy initiatives: The Blue Greenway and the Port of San Francisco Policy for Southern Waterfront Community Benefits and Beautification. The Blue Greenway and Southern Waterfront Beautification projects are the result of successful public discussions among a broad range of public agencies, non-profits, neighborhood groups, Port tenants, community members and other stakeholders, that forged a common vision for a more equitable distribution of waterfront business and recreation opportunities in the Southern Waterfront, and consensus about how to bring it to fruition.

[The Blue Greenway](#) is a City project to complete the Bay Trail and Bay Water Trails from Mission Creek, through the Port's Maritime Eco-Industrial Center and other industrial areas of the Southern Waterfront, to the City's southern edge. Initiated by Mayor Gavin Newsom in 2006, this multi-year, Port-led planning process included broad stakeholder and neighborhood participation and interagency coordination. The resulting Blue Greenway Planning and Design Guidelines identify new waterfront parks and open space, water-recreation, shoreline connections, street improvements, signage, and public art locations throughout the network.

[The Policy for Southern Waterfront Community Benefits and Beautification](#) focuses on the southeast waterfront from Mariposa Street to India Basin. The policy "is intended to ensure that industrial, maritime and commercial uses on Port property are contributors to, rather than detractors from, the open space and recreation assets, neighbors, community and shoreline there." The Policy requires Port tenants in the southern waterfront to use good faith efforts to hire from within the adjacent communities and use local businesses as needed to support their operations. Additionally, the Policy requires the Port to set aside a portion of southern waterfront lease

revenues to contribute to funding Southern Waterfront beautification projects (e.g., designated open spaces, wetland restoration, pier removal, public art, historic preservation) and directs that RFPs and Exclusive Right to Negotiate Agreements for lease, development, rehabilitation or use of Port property include appropriate criteria to meet Policy goals.

As a result of these planning and policy efforts, recent significant public realm investments in the Southern Waterfront have been completed, including “Bayview Rise” public artwork on the Pier 90 grain silos, bicycle lanes on Cargo Way, and Blue Greenway wayfinding. Future opportunities include: additional cross walks and pedestrian facilities at the intersection of Illinois, Amador and Cargo Way; additional Cargo Way pedestrian and bicycle amenities including a landscaped multi-use pathway; additional public art at Bayview Gateway; way-finding at key Port entry locations; and habitat and improvement and environmental education projects at Heron’s Head Park and Pier 94.

[The San Francisco Biodiversity Program](#) recognizes that equitable access to, awareness, and experience of nature are fundamental to health, wellness, quality of life, and sustainable communities, and that natural systems can support San Francisco’s adaptation into a climate-protected and ecological city. It articulates the City’s goal that ALL San Franciscans are connected to nature every day and inspired to participate in local ecological stewardship. The Port has protected and improved natural shoreline areas at [Heron’s Head Park](#) and [Pier 94](#), and supports programs that promote education and community engagement in nature at the Port through the [EcoCenter at Heron’s Head Park](#), where [bay.org](#) provides environmental education programs for all ages, the City’s Recreation and Parks Department [Youth Stewardship Program](#), and [Golden Gate Audubon Society](#) at Pier 94.

Policy and Discussion Ideas - Social Equity and Cohesion

New Waterfront Plan policy ideas for discussion at the 4.19.17 meeting include:

General

1. Identify and protect the maritime, cultural, environmental, and historic assets that are most critical to the Waterfront's sense of place and meaning.
2. Ensure that the Port's resilience strategies consider the needs of the most vulnerable people who depend on the Port for jobs, housing, transportation, and recreation.
3. Continue cooperative efforts among agencies at all levels to ensure needed redundancy in utility, transportation, and other emergency response and recovery capabilities, especially for the most vulnerable people and places.
4. Promote the development and operation of industrial and other Port uses in a manner that protects the health and well-being of surrounding communities, businesses and local workers.
5. Continue to implement the Southern Waterfront Community Benefits and Beautification Policy.

Housing (cross-over policies with Land Use Subcommittee)

6. Meet or exceed mandates for affordable housing in new waterfront communities at Pier 70 and SWL 337.

Improved Connections

7. Ensure resilience projects are designed and implemented with meaningful involvement from all community members; ensure transparency and accountability to all stakeholders and the public.
8. Leverage the Port's existing advisory group framework, and seek new opportunities to build community and partnerships among Port tenants and adjacent non-Port businesses, neighbors, and community groups to help Port stakeholders understand, prepare for, respond to, and recover from climate change impacts and natural and human caused disasters.
9. Educate Port Tenants, employees and advisory group members and other Port stakeholders on appropriate behavior before, during and after disasters; encourage their participation in the SF Fire Department Emergency Response Team (NERT) Training, and the SFPD Auxiliary Law Enforcement Response Team (ALERT) training to assist first responders during disasters; work with the City to identify "resilience hubs" or "disaster preparedness zones" where waterfront residents, workers and visitors can gather to receive and share information and services during emergencies.

Jobs and Business Opportunities

10. Maximize local business opportunities and jobs in Port resilience projects.
11. Diversify access to economic opportunities at the Port by:

- a. Continuing to meet and, whenever feasible, exceed mandates for Local Hire in all current and future construction projects;
 - b. Increasing outreach to and partnerships with underserved communities for lease and economic development opportunities;
 - c. Promoting use of Port industrial facilities for local manufacturing businesses that keep light industrial jobs and business opportunities in San Francisco; and
 - d. Retaining affordable business space to maintain opportunities for non-profit entities and local and small businesses in the Port's diverse business portfolio.
12. Identify and engage representatives from maritime and waterfront businesses at risk because of climate change, evaluate vulnerabilities (e.g., effects of climate change on the health and location of fisheries and the fish trade; effects of potential loss of historic fabric on waterfront businesses); and consider planning and development strategies to support the most vulnerable sectors and locations.
 13. Grow tenant participation in the City's Business Occupancy Resumption Program (BORP) to ensure Port businesses and tenants can resume operations more quickly after a disaster.

Waterfront Recreation (cross-over policies with Land Use Subcommittee)

14. Provide more equitable access along the waterfront by increasing the number of free or low cost activities and events along the waterfront, including activities that promote physical activity, connection with nature, and healthful living for visitors of all ages.
15. Complete the Blue Greenway to bring more waterfront recreation opportunities to the Southern Waterfront.

Note: Subcommittee policy discussions provide guidance to Port Staff as they draft proposed updates to the 1997 Waterfront Land Use Plan. The discussions are on-going and iterative, and will require further revision and reconciliation with ideas generated in the Land Use and Transportation Subcommittee meetings, full Working Group meetings, and other public forums, before ultimately being considered by the Port Commission.

Planning Resources Reviewed - The Waterfront Plan's new resilience policies should be consistent with the significant resilience planning and policy work in place and underway in the City, Bay area, and beyond. In addition to information and discussions shared in Working Group and Subcommittee meetings, Port staff reviewed a wide range of policy documents and resources as it developed policy ideas and guidance for Subcommittee discussion. They include:

Association of Bay Area Governments, Regional Resilience Initiative - Policy Agenda for Recovery, March 2013

Community Safety Element of the San Francisco General Plan, October 2012

Center for Climate Strategies Adaptation Guidebook

Climate Change Hits Home and other resilience research papers from SPUR

Central SOMA Plan and Implementation Strategy, SF Planning, 2016

Getting Climate Smart: Strategy Toolbox

Neighborhood Empowerment Network, [Empowered Communities Program](#) and [Neighborhood HUB Program](#)

Resilient Design Institute

Resilient San Francisco, 2016

San Francisco Bay Conservation and Development Commission, Policies for a Rising Bay Project Final Report, November 2016

Integrating Historic Property and Cultural Resource Considerations into Hazard Mitigation Planning, FEMA, May 2005

San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, 2012

San Francisco Hazard Management Plan

San Francisco Sea Level Rise Action Plan, March 2016

San Francisco Bay Area Water Emergency Transportation Authority, 2016 Strategic Plan

Port of San Francisco Climate Action Plan, March 2014

Port of San Francisco Waterfront Plan Update Vision Workshop Summary & Online Survey, 2016

Treasure Island/Yerba Buena Island Sustainability Plan, June 2011

pLAN, Los Angeles Sustainable City Plan

Resilient Berkeley, 2016 and Resilient Oakland, 2016

Vision 2020 - New York City Comprehensive Waterfront Plan, March 2011, and Waterfront Revitalization Program

Waterfront Seattle Concept Design and Framework Plan, 2012