



PORT OF SAN FRANCISCO WATERFRONT PLAN UPDATE



6/1/2016

Urban Design and Open Space

URBAN DESIGN and OPEN SPACE

1	TRANSMITTAL MEMO	Page 2
2	EXHIBIT A – Waterfront Plan: General Land Use Policies for Open Spaces and Public Access	Page 4
3	EXHIBIT B – Design & Access Element	
	○ Waterfront Form	Page 7
	○ Design & Access Goals	Page 11
	○ Policies for the Waterfront	Page 15
	➤ Historic Resources	Page 17
	➤ City Form	Page 19
	➤ Views	Page 25
	➤ Public Access & Open Space	Page 33
4	EXHIBIT C – Blue Greenway	Page 35
5	EXHIBIT D – Waterfront Plan Review Document	Page 36

MEMORANDUM

May 25, 2016

TO: Members, Waterfront Plan Working Group & Advisory Teams

FROM: Diane Oshima, Assistant Director, Waterfront Planning

RE: June 1, 2016 Working Group Meeting - Urban Design and Public Access/Open Space

The next Working Group meeting on June 1, 2016 will provide a briefing and public discussion about the Urban Design and Open Space policies in the Waterfront Plan, and related issues and opportunities that may be addressed with the Plan Update.

In preparation for this meeting, some background information may be useful. Historically, there were relatively few open space improvements on Port property because maritime and industrial uses dominated the waterfront. The Waterfront Plan Advisory Board (advising the Port on the 1997 Waterfront Plan) recommended the creation of many new open space areas, and recommended policies for new and existing open space areas. The Port Commission accepted these recommendations, and directed the addition to the Waterfront Plan of a full suite of urban design policies to guide the treatment of the built form, historic resources and public open spaces on Port property. The resulting product is the Waterfront Design and Access Element.

The Design & Access Element was prepared with guidance from a nine member Urban Design Technical Advisory Committee which convened regular meetings from January 1996 to May 1997, open to the public, which included design experts representing the San Francisco Planning Department, San Francisco Bay Conservation and Development Commission (BCDC), San Francisco Planning and Urban Research Association (SPUR), Save San Francisco Bay Association, American Society of Landscape Architects, American Institute of Architects, the Waterfront Plan Advisory Board, and individuals with specific experience in waterfront design and historic preservation. The update of the Waterfront Plan will consolidate the urban design, historic preservation, public access and open space policies under one cover,, for ease of use.

Today, the Port is well-endowed with improvements that showcase quality urban design, reinforcing the unique, historic character of the waterfront and enhancing diverse uses with abundant open space amenities. Over 63-acres of new parks and open space created since the adoption of the Plan. Port efforts continue, alongside dedicated volunteer citizens, to complete planned open space projects, and design enhancements to the open space system.

The following excerpts provide information on current Port urban design and open space policies and design criteria (including links for further details), for your use and information.

- ✓ **ATTACHMENT A - Waterfront Land Use Plan** General land use policies that apply to existing and new open spaces and public access.

<http://sfport.com/waterfront-land-use-plan-chapters>

- ✓ **ATTACHMENT B - Waterfront Design & Access Element** The Design & Access Element provides policies and guidance for the treatment of four important waterfront design resources: 1) Historic Resources; 2) City Pattern; 3) Views; and 4) Public Access and Open Space. The Design & Access Element focuses primarily on the area from Fisherman's Wharf to Pier 70. Given the number of waterfront open space and development projects now underway south of China Basin Channel, the Waterfront Plan Update will include additional urban design and open space policies for the southern half of the Port waterfront, particularly recognizing the Blue Greenway open space and water recreation access objectives (see below).

<http://sfport.com/waterfront-design-and-access-element>

- ✓ **ATTACHMENT C - Blue Greenway** In 2005, Mayor Newsom convened a task force to develop a long-term plan and design guidelines to create the Blue Greenway, a network of waterfront parks, trails, habitat and bay access points for water recreation, from Mission Bay south to the San Francisco County line. The Blue Greenway network provides a unifying identity and feature to be incorporated in planned major developments along San Francisco's southeastern waterfront, while accommodating the operational needs of maritime and industrial business. The Port led the interagency effort to produce the Blue Greenway Planning and Design Guidelines in July 2012. This document and more details on the Blue Greenway are available via these links:

http://www.sfport.com/ftp/uploadedfiles/bluegreenway/Blue%20Greenway%20Design%20Guidelines_1,2,4,5_052410.pdf

<http://www.sfparksalliance.org/sites/default/files/Blue-Greenway-Vision-and-Roadmap-to-Implementation.pdf>

The Plan Update will include policies to recognize and support implementation of the Blue Greenway. A map of the Blue Greenway Open Space Index is included in these materials on page 35.

- ✓ **ATTACHMENT D - Waterfront Plan** Under the Waterfront Plan, 63 acres of new parks and open space amenities have been implemented at the Port. Attachment D is an excerpt from the Port's 2015 comprehensive report on the Waterfront Plan, from 1997-2014, focused on these open space accomplishments. The link to the full report:

<http://sfport.com/waterfront-land-use-plan-review-1997-2014>

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 22 1/2 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).

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.

General Land Use Policies for Open Spaces and Public Access

- 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.

Waterfront Form

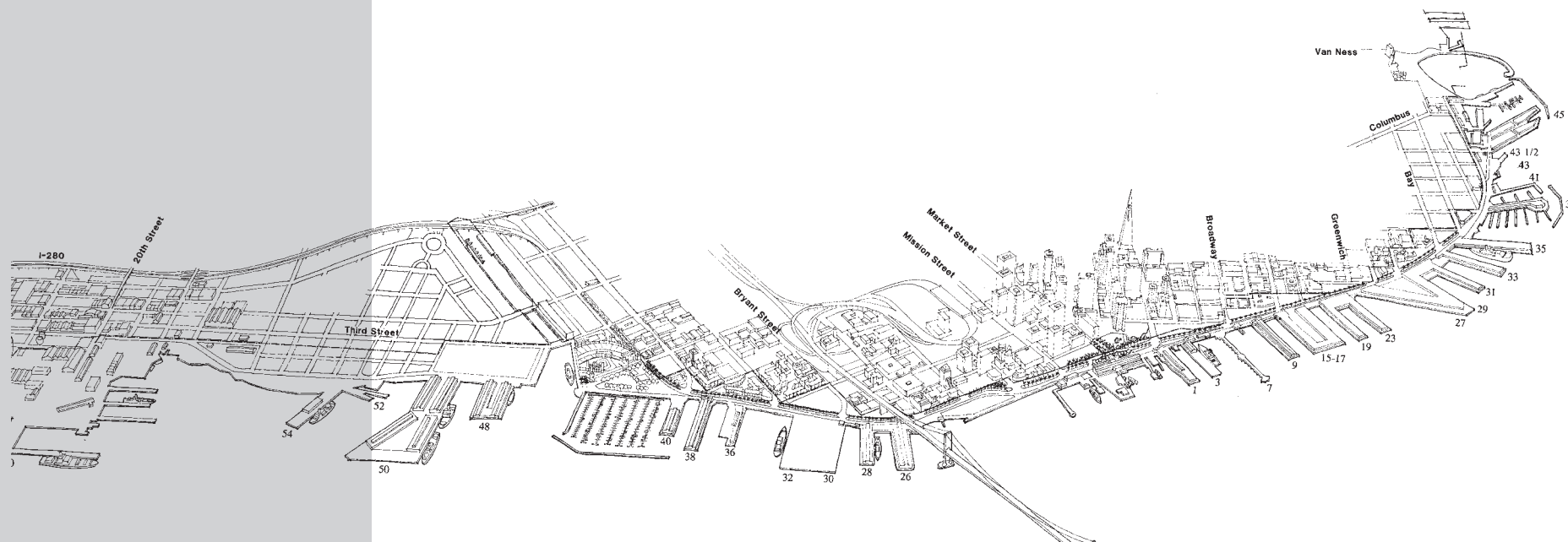
Chapter One

An Urban Waterfront

Of the over 400 miles of shoreline that encircles San Francisco Bay, the Port of San Francisco oversees a five mile stretch of unique urban waterfront from Fisherman's Wharf to Pier 70. Here, the waterfront possesses built features which distinguish it from the less developed or natural shoreline found elsewhere around the Bay. These features include: The finger piers which extend into the Bay; The Embarcadero roadway - a major arterial that parallels much of the northern waterfront; the City street grid pattern that begins and ends at the waterfront in a variety of unusual angles; the City's famous hilly topography and densely developed waterfront neighborhoods and districts; historic waterfront buildings; and a rich mix of urban activities. From the San Francisco waterfront, one can enjoy views of maritime activities, the Bay, historic architecture and the City's vibrant neighborhoods and commercial districts.



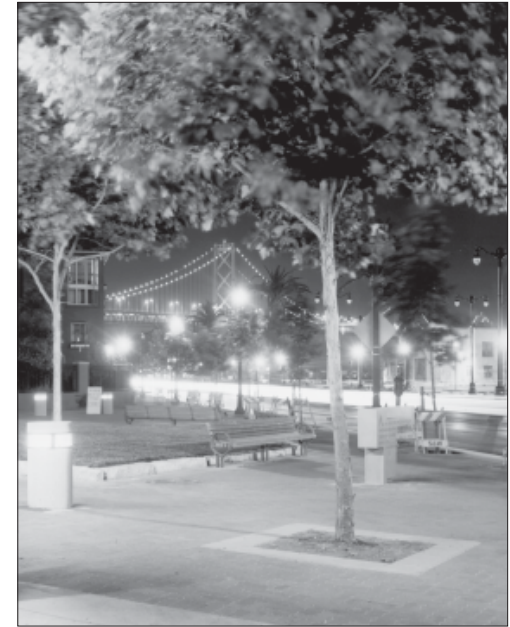
The piers and bulkhead structures which line the waterfront are reminders of San Francisco's rise in trade and commerce from the 1860's through the 1930's. Today, the pattern of piers and bulkhead buildings, interspersed with open water along the City's edge, provides a unique urban form that contributes to the City's identity. The contrast of built form with public open spaces and the natural setting of the Bay, the interplay of diverse uses within a compact area, and the architectural style and scale of buildings, creates an exciting and re-



nowned urban experience. This Design & Access Element seeks to preserve these qualities that are unique to the San Francisco waterfront by expanding and protecting public access and open space, views, and historic resources as the waterfront continues to evolve.

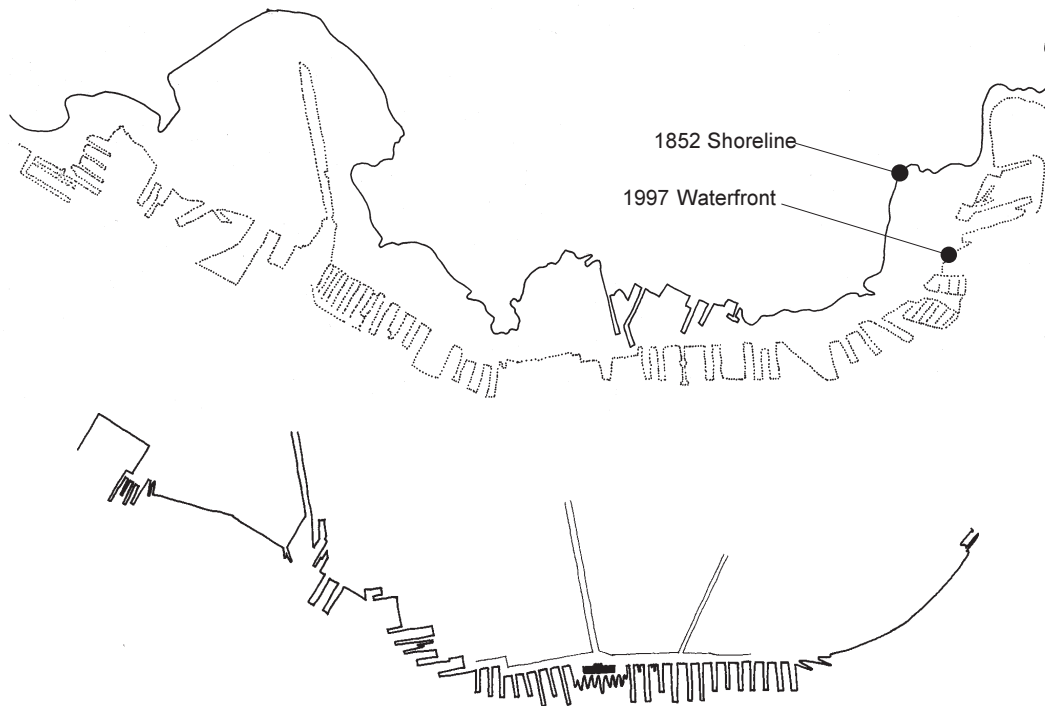


Above: view of the waterfront and Downtown San Francisco from south of the Bay Bridge. Upper right: new South Beach neighborhood and The Embarcadero roadway. Lower right: a fireboat at Pier 221/2



Evolution of San Francisco's Shoreline

The following figures illustrate how San Francisco's shoreline has evolved over the past 150 years. Starting in the 1850's, the waterfront edge and adjacent inland properties were shaped to accommodate maritime industry. As technological innovations transformed the shipping and transportation industries, the waterfront edge was altered accordingly. More recently, increased use of the shoreline and adjacent areas north of China Basin for residential and commercial uses and public recreation has led to additional changes in the shoreline. The waterfront will continue to accommodate maritime needs, provide opportunities for public recreation and enhancement of the Bay and provide new commercial recreation uses that draw people to the shore. These future physical changes will be guided by policies in this Design & Access Element which are based on an understanding of how the waterfront has evolved, why its form is unique to San Francisco, and how it can be enhanced.

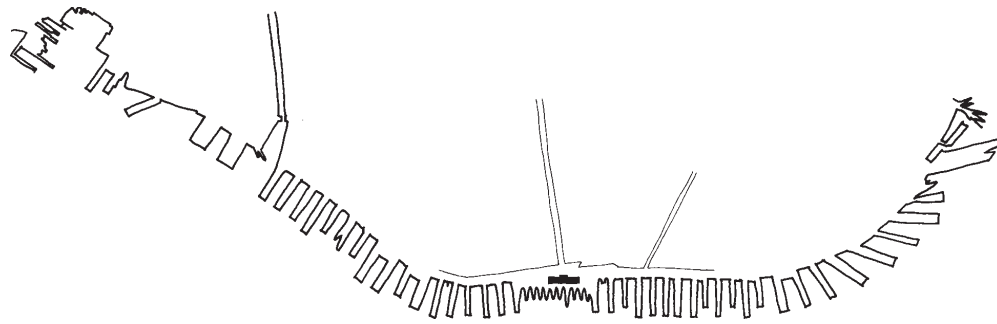


1852 Shoreline

The San Francisco shoreline as it existed two years after California's official admission into the United States (solid line), compared to the 1997 shoreline (dotted line).

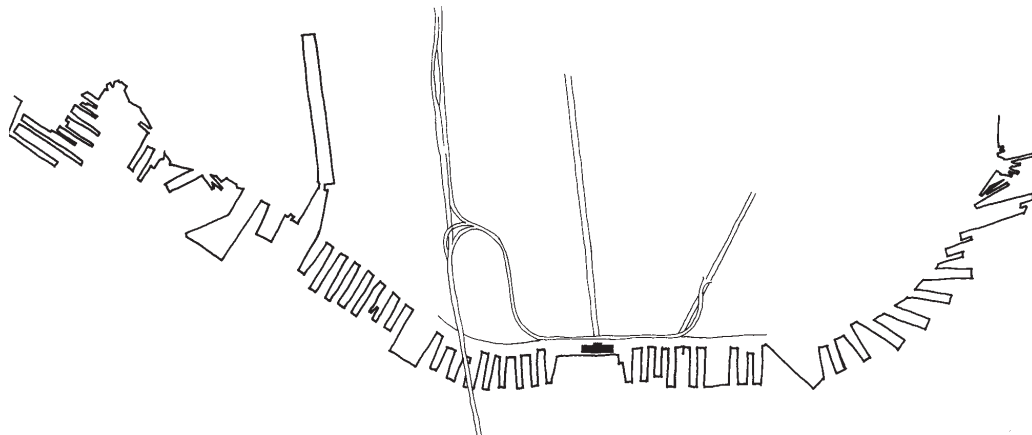
1908 Shoreline

Between 1852 and 1908, the Gold Rush and an explosion of shipping and trading activity led to Bay fill for a harbor and supporting warehouse district. An initial seawall was completed in the Northern Waterfront and a second, longer seawall was begun. By 1908, just two years after the Great Quake, twenty-eight piers were in operation.



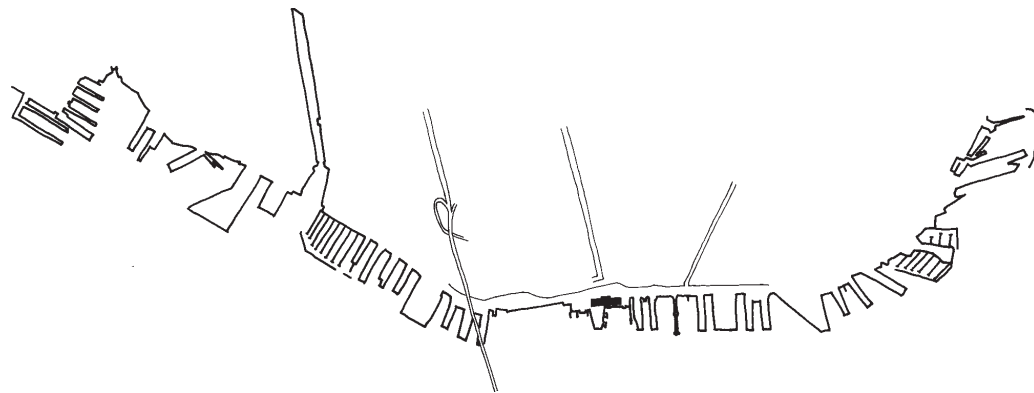
1931 Shoreline

Between 1908 and 1931, the Port undertook major harbor improvement and “beautification” projects. The second seawall was completed, new “finger” piers and bulkhead buildings were constructed, and the Beltline railway system was expanded along the entire length of the waterfront. By 1931, forty-nine piers and twenty-one ferry slips were operating along the waterfront. Through the end of World War II, the Port of San Francisco was the dominant West Coast shipping port.



1969 Shoreline

By 1969, the number of piers was reduced to 45, mainly because some “finger” piers were combined into larger piers to meet modern warehousing and shipping needs. The ferry slips at the foot of Market Street were removed because commuters preferred to travel by automobile--a mode of transportation which was encouraged by the construction of the Bay Bridge and the Embarcadero freeway.



1997 Shoreline

By 1997, the number of “finger” piers was further reduced, making way for a new recreational retail center at Pier 39, the Pier 7 public access pier, views of the Bay along the Embarcadero Promenade north of the Bay Bridge, and a small boat marina in South Beach. These changes in the shoreline were regulated, in part, by BCDC, which was created in 1965 to regulate Bay fill. The northern waterfront today contains a mix of maritime support, passenger cruise, fishing, ferry and excursion, office, and retail uses. Most cargo operations have moved south to modern cargo terminals at Piers 80 and 94-96.

Waterfront Design & Access Goals

Chapter Two

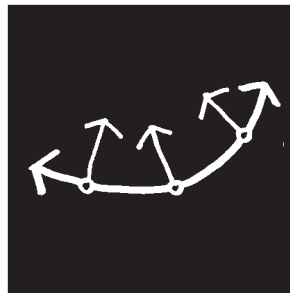
Waterfront Urban Design

Urban design addresses the physical character and built environment of a city. Good urban design reinforces the visual and sensory relationship of an urban area and the physical relationships that give character to a city. It concerns both preservation and development, and the fitting together of pieces with appropriate scale and visual interest, without unsettling contrasts. Urban design incorporates our cultural heritage and values things that explain our past. In the end, good urban design should help make a city efficient, safe, healthy, enjoyable, and valued by its residents.

The Design & Access Element is an effort to recognize the positive attributes of the San Francisco Waterfront, conserve and enhance these attributes, and improve the physical character of the waterfront where it is less than adequate. It defines the qualities that make the San Francisco waterfront a glorious edge to a great City, and provides direction for the physical form of development and open spaces envisioned in the Waterfront Plan.

Waterfront Design & Access Goals

The unique character of the San Francisco waterfront derives from a rich mix of urban activities, variety of views and open spaces, cohesive historic context, and extraordinary natural setting. The Design & Access Element seeks to ensure that this unique waterfront character is preserved and enhanced as waterfront revitalization occurs. Towards this end, the Design & Access Element takes a comprehensive approach to identifying how public access and open space and views will be maintained, enhanced and expanded, in ways which are sensitive to existing urban patterns and historic waterfront resources. This Element also includes design criteria specific to geographic segments (“subareas”) and individual sites along the waterfront. As new development occurs along the waterfront, the following three goals will guide the enhancement of the waterfront as a public asset.



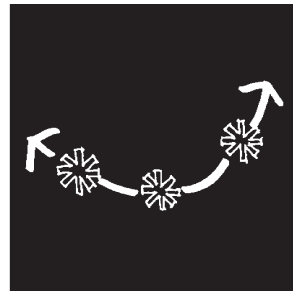
Reunite the City with the Waterfront. This is the overarching goal of the Waterfront Plan and this Design & Access Element. The waterfront is an asset that has evolved from maritime industrial uses to a variety of maritime and public serving recreation and open space, business, and commercial uses. From the late 1800’s to the early 1900’s the waterfront was the physical and economic center of the City’s bustling transportation and trade activities. Subsequent technological and infrastructure changes, such as the transition to container shipping and construction of the Embarcadero Freeway, caused San Franciscans to turn their backs to the waterfront. Today, the removal of the Embarcadero Freeway and its redesign as an urban boulevard with transit and pedestrian improvements, have rekindled the public’s desire to enjoy the waterfront. The Waterfront Plan sets forth land use policies which continue to give priority to maritime uses, but also promote public, cultural and commercial activities which activate and draw people to the waterfront and provide strong visual

and physical connections to surrounding neighborhoods. It is in this way that the Waterfront Plan will guide reunification of the City and the waterfront. The policies and design criteria in this Element address how the design and location of new development, new public access and open spaces, protection and expansion of views, and preservation of historic resources will help achieve this goal.

Create a continuously accessible waterfront from Aquatic Park to Pier 70. The convergence of the City and the Bay provides a distinct edge to the City of San Francisco. This waterfront edge already provides many areas where the public can enjoy views of spectacular natural and built features and maritime uses that contribute to the fascination of the waterfront. In addition, the public can enjoy continuous waterfront access as they stroll along the Embarcadero Promenade or drive along the roadway. In many places, the edge can be enhanced with more access extending onto piers and wharfs and better continuity of access, views, and circulation along the waterfront edge.



Recognize the unique identity of the waterfront's districts. From Aquatic Park to Pier 70, the waterfront passes through seven different City districts: Fisherman's Wharf, Base of Telegraph Hill, Downtown, Rincon Hill, South Beach, Mission Bay, and Pier 70. Each of these districts has a distinct architectural character



that has been created by the land uses, scale of buildings, and architectural features of the district. The historic and current uses of the waterfront also have affected the character of different areas. For example, Fisherman's Wharf is characterized by many simply-detailed, one story industrial buildings, the Northeast Waterfront by its bulkheads and piers that were developed for cargo operations, and the Ferry Building area by its civic character. As improvements are made along the waterfront, the character of new buildings and public improvements should help strengthen the unique architectural character and identity of each of the subareas identified in this Design & Access Element. Attention to subarea identity will also strengthen the relationship between each subarea of the waterfront and its adjacent City district.

City Connection Areas

The Waterfront Design & Access goals will have the greatest opportunity to be fully realized in the “City Connection Areas”—important places where the City and the waterfront converge and where reunification of the City and the waterfront is most likely to occur. Each of these areas possesses one or more of the following features:

Open Space

A significant existing or future public waterfront open space;

Unique Character

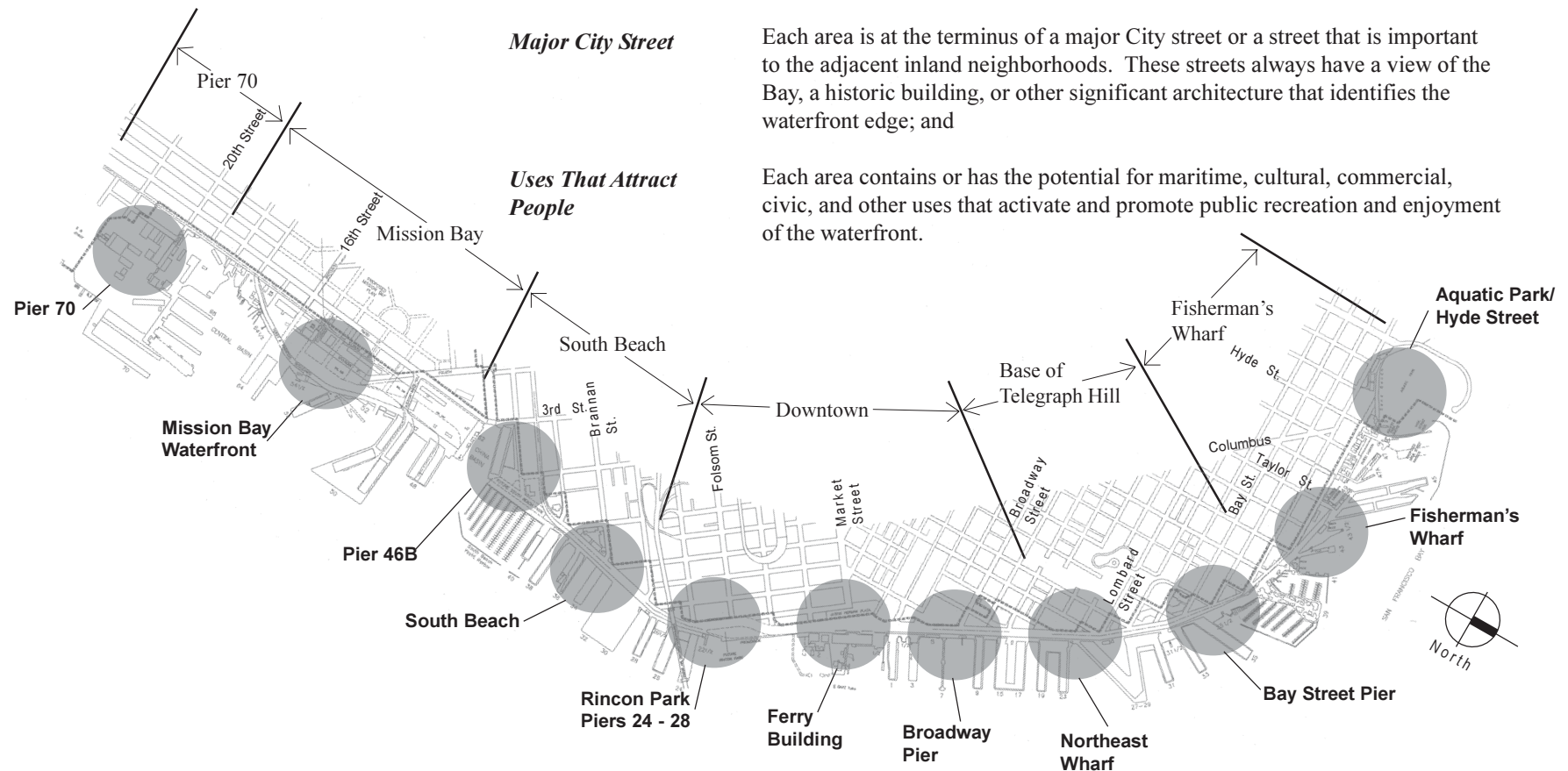
An architectural or maritime character of improvements that is unique to that area of the waterfront and adjacent neighborhood;

Major City Street

Each area is at the terminus of a major City street or a street that is important to the adjacent inland neighborhoods. These streets always have a view of the Bay, a historic building, or other significant architecture that identifies the waterfront edge; and

Uses That Attract People

Each area contains or has the potential for maritime, cultural, commercial, civic, and other uses that activate and promote public recreation and enjoyment of the waterfront.



The City Connection Areas are located at regular, five to ten minute walking intervals along the waterfront. Together, they establish a comprehensive network of individual places from Aquatic Park to Pier 70 where public access and open space, view and historic preservation objectives will be applied to new developments. Some of the areas are already well estab-

lished such as Fisherman's Wharf. Others are identified in the Waterfront Plan as “Mixed Use Opportunity Areas” where the development of new open spaces and/or public access, maritime activities, and commercial uses is targeted. Port properties south of Pier 70 are largely developed or reserved for container terminals which preclude their redevelopment as City Connection Areas.

Aquatic Park/Hyde Street	This area includes those portions of the swimming and rowing club docks and Bay waters which are within Port jurisdiction on the east side of Aquatic Park, the San Francisco Maritime National Historical Park at the Hyde Street Pier, and the new Hyde Street fishing harbor. Along with the Fisherman's Wharf Historic Walking Tour completed in 2001, these facilities will continue to enhance the maritime, historic and recreational character of Fisherman's Wharf.
Fisherman's Wharf	The Wharf exhibits a unique mix of fishing and visitor-oriented uses, and an eclectic built form. Expanded fishing industry operations, harbor facilities, ferry operations, and public open space on Seawall Lots 300 and 301 will complement existing visitor attractions and draw City residents to the area.
Bay Street Pier	This area will provide an important connection to the City where Bay Street meets the historic bulkhead buildings along The Embarcadero. Piers 31-35 and Seawall Lot 314 form a development opportunity area which, together with East Wharf Park, will provide a gateway to Fisherman's Wharf from the Northeast Waterfront.
Northeast Wharf	A new waterfront open space will be located at Pier 27, and include removal of a portion of the pier shed. It will provide a connection to the waterfront and views of Treasure Island for residents, workers and visitors to the base of Telegraph Hill area.
Broadway Pier	Pier 9 is a prime maritime site and Seawall Lots 322-I, 323 and 324 are prime sites for infill development. New uses should take advantage of the major public access amenities at Pier 7 and provide a focal point for the area where Broadway meets The Embarcadero.
Ferry Building	The Ferry Building is the focal point of the area. This historic landmark building and its environs will be restored as a regional transportation hub with public and commercial uses, a grand boulevard and new public plaza. Views from Herb Caen Way to the Bay will be enhanced.
Rincon Park & Piers	Rincon Park will provide a new downtown open space with spectacular Bay views. The Park will be enhanced by the removal of dilapidated Pier 24 and development of new maritime and commercial recreation uses on Piers 26 and 28. Pier development will include new public access with views of the Bay Bridge and the City skyline.
South Beach & Pier 46B	The South Beach area, which includes the new Giants ballpark, has undergone a transition from industrial uses to mixed residential and commercial uses. Piers 34 and 36 will be removed to create "Brannan Street Wharf," a major public open space to serve local residents and businesses, and ballpark visitors. This open space will also serve future maritime and commercial recreation uses on adjacent Piers 30-32.
Mission Bay Waterfront	This area's unique character is derived from an active mix of maritime uses along the shoreline ranging from cargo operations to recreational boating. Waterfront public access improvements will include new waterfront walkways along Terry Francois Boulevard and China Basin Channel with maritime and City views.
Pier 70	Located adjacent to the Port's ship repair yard in the heart of the industrial waterfront, this area includes historic Union Iron Works buildings (Buildings 101, 102, 104 and 113-114) which should be preserved and adaptively reused.

Policies for the Waterfront: Public Access & Open Space, Views, Historic Resources, City Pattern

Chapter Three

This chapter examines the four most important “waterfront design resources” which define the urban design character of the Port waterfront -- open space and public access, views, historic resources, and city pattern. These resources are evaluated in their existing condition, and policies and future actions are specified to:

- **Preserve** the existing resource;
- **Enhance** the resource where appropriate; and
- **Create** new resources where needed along the waterfront.

Applying these concepts requires an understanding of how the open space, views, historic resources, and city pattern work together to create the waterfront’s unique character, and how preservation, enhancement, and creation of these resources fits into the Port’s overall public trust responsibilities and economic capabilities.

To provide a baseline for analysis, inventories were prepared to record the types and location of existing open space and public access areas, views and vantage points, historic and non-historic buildings, and components of the City’s pattern. Analysis of how people use and enjoy San Francisco’s dynamic urban waterfront led to an understanding of the interdependence of views, open spaces, and historic resources with the Port’s maritime, commercial and recreation activities. For example, dramatic views of the Bay or maritime activities are often framed by historic buildings that house commercial activities and restaurants and/or that are the major feature of an open space. An open space next to an historic or non-historic building often emphasizes the building’s importance and increases its visibility, while activating the open space and making it safer. The interplay of rectangular finger piers and open water areas creates a city pattern that is unique to San Francisco.



Pier 29 Bulkhead

In order to enhance existing resources or provide well designed new resources, the Port will balance the opportunities and constraints of public access and open space, views and historic resource preservation with the Port’s commercial and maritime activities. In some areas, the placement or protection of one type of resource can limit the opportunity for another resource. Between Piers 19 and 35, for example, the distance between waterfront views is greater than in other parts of the waterfront because many bulkhead buildings and piers remain in this area. While wholesale removal of bulkhead buildings and piers would open up views in this area, it would do so at the expense of erasing part of San Francisco’s architectural heritage and splendor, and removing dynamic waterfront commercial and maritime activities. Views could, however, be created through openings in historic buildings and by selective removal of non-historic buildings.



Embarcadero Promenade between Piers 28 and 30-32

The architectural character of Port development will be directed to enhance San Francisco's unique city pattern. Development on piers and on the seawall will emphasize the edge where land and water meet. Development on the "inland" seawall lots will complement the character of adjacent city districts. By preserving, enhancing and creating a unique combination of waterfront resources and land uses, the Port will provide a balanced variety of waterfront experiences for San Franciscans and visitors to enjoy.

Implementation of the policies in this chapter will create a scenic and publicly accessible waterfront, while allowing the Port to continue to meet its maritime land use needs, and provide opportunities for new activities and uses to draw people to the shore.



Fishing boats at Pier 45 in Fisherman's Wharf

Historic Resources

This section summarizes an inventory of the waterfront's historic resources and presents Port-wide historic resources policies, followed by policies for the most significant waterfront historic resources within two areas: Fisherman's Wharf to China Basin and Pier 70.

Significance of Waterfront Historic Resources

The waterfront's historic resources help to create San Francisco's identity. Their significance is derived from:



Concept for renovated Ferry Building

A Convergence of Cultural and Natural Resources

San Francisco's history is rooted in the waters surrounding the City: the San Francisco Bay to the east and the vast Pacific Ocean to the west. Nowhere is this fact more evident than on the waterfront--a man-made landscape which illustrates various phases of human involvement with these important natural resources and where historic buildings and structures have functional and physical links to the Bay and ocean.

Associations with Historical Events

The waterfront's historic resources are associated with events that determined broad patterns of human development: waves of migration to California and the West, San Francisco's emergence as a major commercial center, the development of international trade routes (especially the opening of the Panama-Pacific Canal), and the victories of World Wars I and II.

Distinctive Design

The waterfront reflects historical trends in engineering, transportation, architecture and civic design. Some historic resources are individually distinctive. Groups of historic buildings on the waterfront, such as the finger piers and decorative bulkhead buildings, also make important contributions to the City's overall urban form, producing some of our best-known San Francisco "cityscapes."

Port-wide Historic Resources Policies

The Waterfront Land Use Plan envisions “an evolving waterfront, mindful of its past and future,” which will “continue to serve as a repository for memories of past events, while also providing a stage for new experiences.” To achieve that vision, the following policies apply throughout the Port’s jurisdiction to guide preservation of significant historic resources.

Formal Recognition

Nominate significant historic resources to the National Register of Historic Places.

The Port will work with the State Historic Preservation Office, local historic preservation agencies, and other waterfront constituencies, to nominate significant resources for formal recognition individually and as historic districts, including a Northeast Waterfront National Register Historic District from Piers 45 to 48, and to identify options for coordinating policy for these resources, including programmatic agreements for two areas: Fisherman’s Wharf to China Basin, and Pier 70.

Preservation

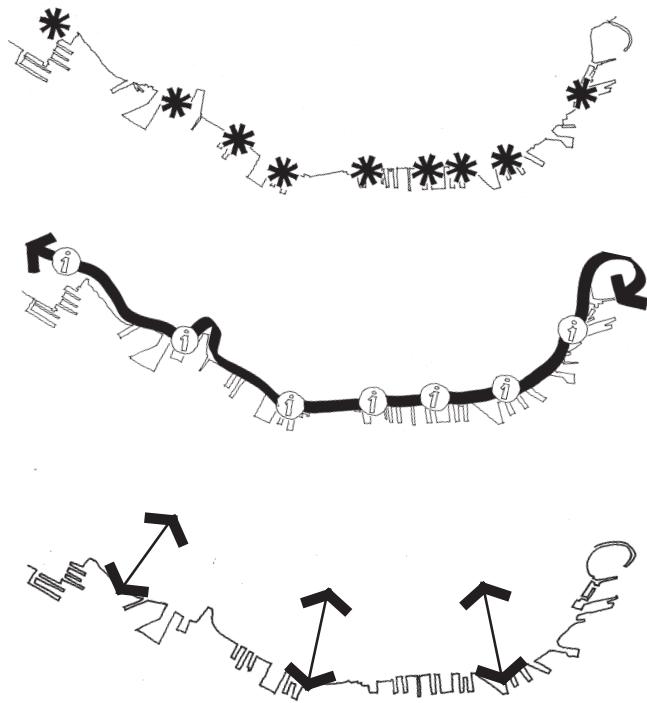
Preserve and adaptively reuse significant historic resources where feasible. Nationally recognized methods for adaptively reusing historic buildings are provided by *The Secretary of the Interior’s Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary’s Standards)*.

Information

Help San Franciscans understand and enjoy their heritage, by providing interpretive signage and informational displays about the waterfront’s cultural and natural history. Depending on the character of specific subareas, interpretive exhibits may focus on maritime, commercial, labor, or industrial history. They will be provided throughout the waterfront. Key locations for exhibits are Fisherman’s Wharf, the Ferry Building, Pier 70, and along the Bayside History Walk.

Waterfront Character

Require development of the waterfront to be compatible with historic resources. The design, materials, style, and detailing of new buildings, street furniture and other public improvements should enhance rather than conflict with historic buildings. The character of historic architecture was considered in developing other urban design policies presented in this chapter and specific subarea criteria for avoiding design conflicts.



City Pattern

San Francisco's hilly streets, eclectic architecture and magnificent Bay views contribute to the City's renowned urban character. The waterfront, with its arched bulkhead buildings, rectangular finger piers and pattern of piers and open water between them, also is a key element of the City's built form. This section describes how the waterfront contributes to San Francisco's identity, and how its built character can be enhanced through design and architectural criteria applied to new development.

City Pattern

San Francisco has a unique "city pattern" comprised of several elements: water, hills and valleys, open spaces, streets, and buildings and structures such as the piers. The varying juxtapositions of these elements create the physical and visual image and character of San Francisco. The waters of San Francisco Bay and the Pacific Ocean provide a distinct edge to the City along three sides, and affect the City's climate and way of life. The hills provide impressive views of the City and water and, together with the valleys between them, help define the boundaries of the City's neighborhoods. The open spaces provide a natural green contrast to, and respite from, the built areas and often further define the City's neighborhoods. The City streets which overlay the hills, allow movement between districts and provide some of San Francisco's most striking views. And, the City's buildings and structures reflect the character and history of districts and provide orientation points to residents and visitors.

People perceive this city pattern from their homes, streets, parks, the waterfront and the Bay. The pattern helps to provide a sense of identity and place for the seven distinct neighborhoods (Fisherman's Wharf, Base of Telegraph Hill, Downtown, Rincon Hill, South Beach, Mission Bay, and Pier 70) that are adjacent to the waterfront. To weaken or destroy the pattern would adversely affect the image of the City.

The waterfront contributes to the city pattern in many ways. It is the edge where the City meets the Bay. It provides a comprehensive series of existing or planned open spaces along the waterfront that connect with the City. The Embarcadero roadway serves as one of the City's most important streets because of its bold design, perimeter location, and ability to accommodate movement along the waterfront for transit, cars, trucks, and pedestrians. Finally, the City's layering of structures begins at the waterfront with low buildings that increase in height on inland property as the City steps up the hills.

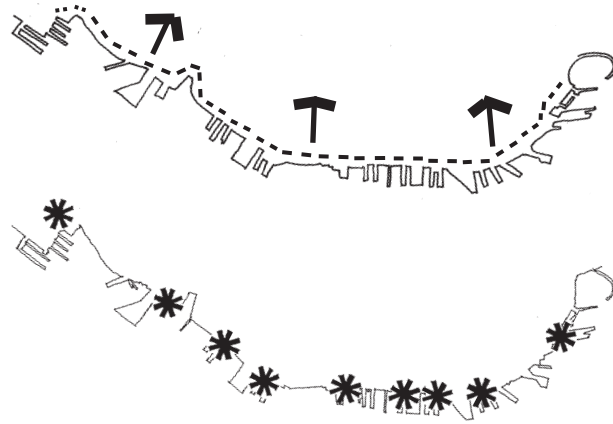
To preserve and enhance the city pattern, the objectives and design criteria which follow address the architectural character and design considerations for different types of Port property. They will guide new waterfront development to ensure that new waterfront buildings and structures contribute to the form of the City, preserve the character of adjacent neighborhoods, and emphasize the uniqueness of the waterfront.



Aerial view of Fisherman's Wharf and adjacent City.

City Pattern Policies

Two architectural design policies are continually expressed in the Design & Access Element for all Port property: 1) celebrating the uniqueness of the waterfront and 2) maintaining compatibility with adjacent City neighborhoods. The Embarcadero roadway and other waterfront roadways in Fisherman's Wharf and Mission Bay provide logical division points for these two policies. The waterfront roadways are a public space where the waterfront edge is present, and the change in city identity and built character can reflect the changes in the natural and built environment.

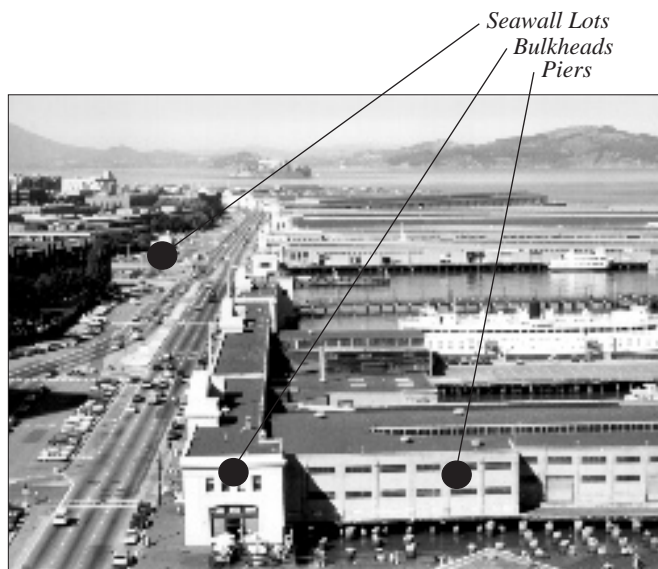


Neighborhood Character

On the land side of The Embarcadero or other waterfront roadway, the character of new development will reflect and enhance the developed character of the adjacent City neighborhoods.

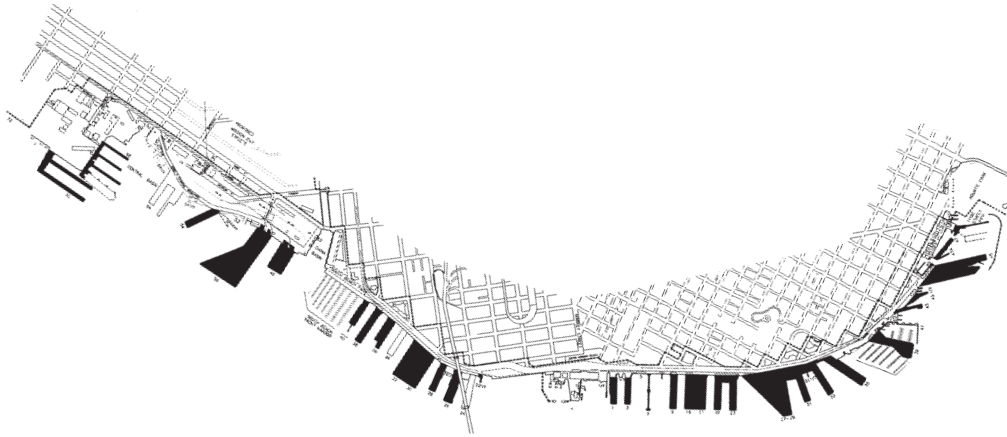
Waterfront Character

On the waterside of The Embarcadero or other waterfront roadway, the character of new development will reflect its unique location at or over the water.



Property Types

There are three distinct types of waterfront property under Port jurisdiction: piers, bulkhead sites, and seawall lots. The piers are the structures that extend out over the water. The bulkhead sites are the areas between the Embarcadero Promenade, or other waterfront roadways, and the piers or water. Many bulkhead sites house structures which provide entrances to the piers. The seawall lots are parcels of land, generally located on the City side of The Embarcadero or other waterfront roadways, which were created when the seawall was built. One can think of each of the three property types as a built layer of the City: the layering begins with the piers in the Bay, continues with the bulkhead sites which mark the edge where the land meets the Bay, and the seawall lots which are part of the city fabric that ultimately extends up the hills of San Francisco. Each property type has its own physical characteristics that are the basis for the design criteria which follow. Together, these properties provide a pleasing transition between land and water, and give the San Francisco waterfront its unique visual identity.



area as a “finger pier” but is shorter and wider. Pier 39 is a medium-sized pier with a unique bulb shape framed on two sides by a small boat marina. Pier 27-29 is a triangular-shaped pier with over 500,000 square feet of surface area. Height limits on the piers along the waterfront are generally 40 feet, except Piers 1-5 and the Ferry Building, where the height limit is 84 feet.

The piers now accommodate a variety of activities, including cargo shipping, fishing industry, offices, cruise ship staging, ship repair, excursion boats, warehousing, restaurants, recreation, special events and public access. When new pier development projects are undertaken, the Port will also be able to expand public access onto piers.

Piers

Today’s shoreline contains a variety of piers. The historic “finger piers” (built before 1931) are the most common type of small pier. They are generally 150 feet wide by 600-900 feet long, and approximately 120,000 square feet in area (excluding bulkhead structures). The historic pier sheds are simple industrial warehouse structures with exposed interior framing and regularly spaced roll-up doors for servicing ships. The linear, rectangular shape of the historic finger piers, which generally extend out perpendicularly to the seawall, contribute to San Francisco’s unique city pattern.

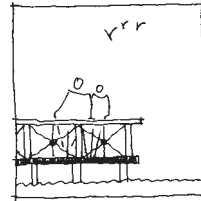
Modern piers vary in size and shape and include a variety of commercial and industrial structures. The BART platform/Ferry Plaza pier has the same approximate



Piers along the Northeast Waterfront at the Base of Telegraph Hill

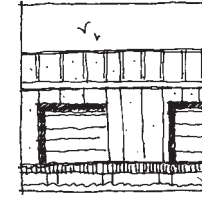
The following policies allow changes to piers that are sensitive to the historic and industrial character of the piers and pier sheds:

Unique Experience



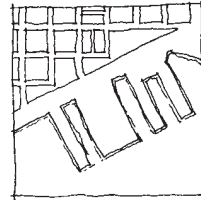
Design development on piers to encourage public access and celebrate the uniqueness of being over water, (e.g. openings within pier decks, transparent or movable exterior walls, views from the interior of large piers to the edge.)

Industrial Maritime Character



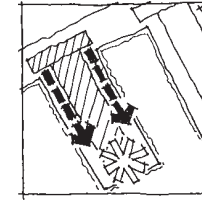
The architectural character of pier development should respect, but not mimic, the historic industrial/maritime character of the waterfront.

Pier Shape



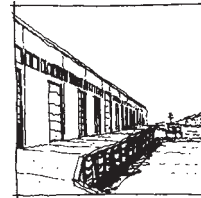
Any extensions beyond existing pier shapes should visually complement the linear, rectangular form of the historic finger piers and not detract from San Francisco's unique city pattern.

Destination Points



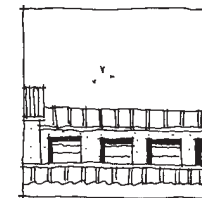
Create pedestrian destination points in new developments on piers including, if feasible, piers in maritime mixed use projects.

Linear Form

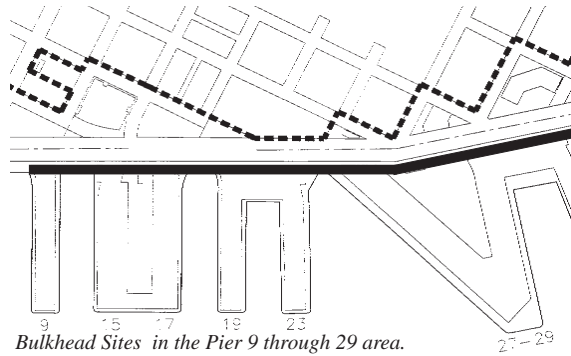


Architecturally emphasize the length and linearity of piers with a rhythm of doors, windows, perimeter lighting, or other pier edge improvements.

Historic Preservation



Retain and reuse the historic piers and pier sheds.



Bulkhead Sites in the Pier 9 through 29 area.

Bulkhead Sites

Bulkhead sites are located on top of the seawall and marginal wharf, between The Embarcadero and the piers. They are generally about 30 feet deep, and contain open space, and modern and historic buildings. The modern bulkhead buildings are generally simple and utilitarian in design. The historic bulkhead buildings, which include connector buildings between piers in certain locations, were built between 1912 and 1936 to hide industrial pier uses behind a regularly spaced series of monumental waterfront structures. Today, they contribute to San Francisco's urban waterfront form and identity in many ways: they define both the edge of The Embarcadero roadway

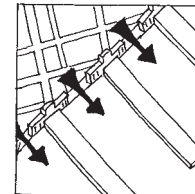
and the edge where land meets the Bay; they serve as the main entrance to their respective piers; and they often create focal points at the terminus of City streets. The highest historic bulkhead building is approximately 55 feet tall. The height limit for new structures on bulkhead sites generally is 40 feet. The following policies of the Design & Access Element seek to ensure that new development on bulkhead sites helps to define The Embarcadero and waterfront edge, and to preserve the architectural rhythm of bulkhead buildings and views between them that is a unique characteristic of the San Francisco waterfront.

Historic Preservation



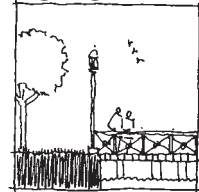
Preserve bulkhead buildings 1-5, 45 and 48 consistent with the Secretary of Interior's Standards for Historic Preservation. Retain and reuse bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33, 35, 26, 28, 38, Pier 43 Ferry Arch and connector buildings at Pier 29 1/2 and 33 1/2. Develop guidelines for rehabilitation.

Rhythm of Buildings and Views



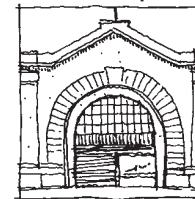
Create a balanced rhythm of buildings and views which is sensitive to the preservation of historic structures.

Highlight the Waterfront Edge



Use design elements such as building placement, materials, etc. to highlight the edge where the City meets the Bay.

Arched Openings



Repeat the use of large, central arched openings to pier uses behind the bulkhead buildings.

Embarcadero Edge & Scale

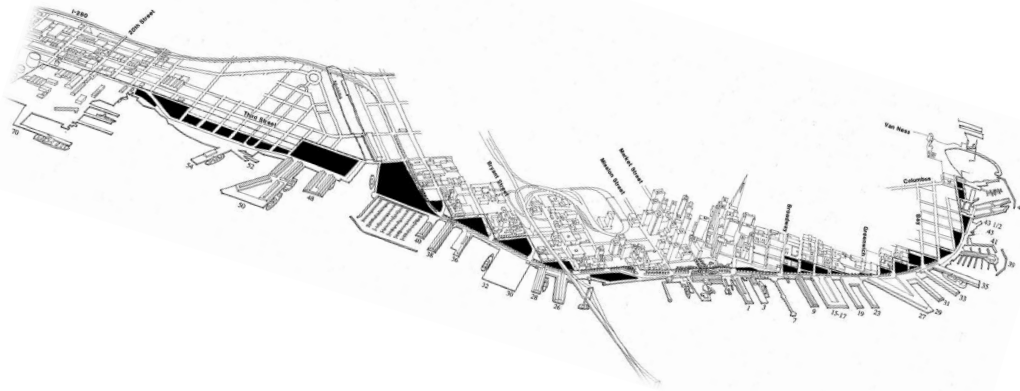


Where new structures are located on bulkhead sites, create a built edge at or near the Embarcadero Promenade and use strong and bold building forms and detailing to reinforce the large scale of The Embarcadero.

Historic Context



Design new development that complements and does not detract from the historic bulkhead buildings.



Seawall Lots

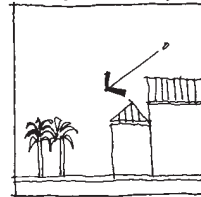
Generally, the Port's 50 seawall lots are parcels of land located inland of The Embarcadero or other waterfront streets. They are often triangular or odd shaped lots because of the angle of the intersection of waterfront streets with the City's street grid. Many of the seawall lots and other adjacent parcels were originally developed with warehouses and industries that served the waterfront. Today, most of the seawall lots north of China Basin have been redeveloped with retail, parking, open space, and some residential and office uses.

The height limit for seawall lots north of Vallejo Street (in the Northeast Waterfront and Fisherman's Wharf areas) and south of China Basin Channel is

40 feet. Seawall lot height limits in the Ferry Building area, up through Broadway, range from minimal structures within the Ferry Building Plaza open space to 84 feet adjacent to downtown. Within the South Beach area, the height limit on seawall lots is 105 feet, except for the ballpark site which is in a 150 foot height district.

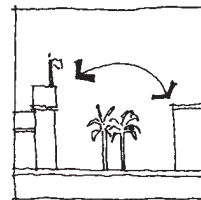
Development of the seawall lots must be consistent with the public trust, and should be compatible with the seven City neighborhoods that begin at the waterfront--Fisherman's Wharf, Base of Telegraph Hill, Downtown, Rincon Hill, South Beach, Mission Bay, and Pier 70--each of which has a distinct architectural character that is derived from original or new land uses, building scale, and architectural finishes. The following policies for seawall lots under Port ownership seek to ensure such compatibility.

Respect City Form



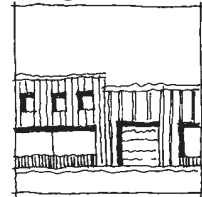
Respect City form by stepping new buildings down toward The Embarcadero or other waterfront roadways.

Embarcadero Scale



Use strong and bold building forms and detailing on new buildings to reinforce the large scale of The Embarcadero.

Neighborhood Scale & Character



New buildings should respect the scale and architectural character of adjacent neighborhoods.

City Street Views



Maintain City street corridor views shown on the City Street View map in Chapter 3.

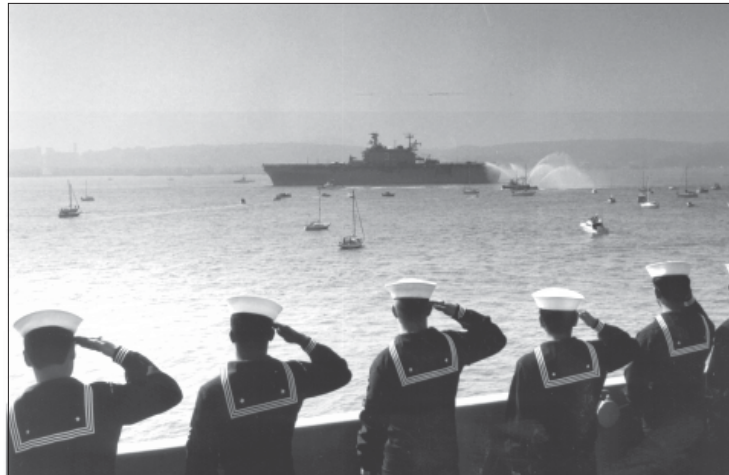
Waterfront Views

Existing Views

The waterfront offers a stunning array of views thanks to the natural beauty of the Bay, the City's hilly topography and downtown highrises, the compactness of adjacent districts and neighborhoods, and the historic maritime character of the waterfront. These views are a major component of the urban setting of the Port's waterfront. The waterfront is also a strong part of San Francisco's identity because it can be viewed in so many contexts and from so many vantage points: from near or far, from hills or at the water's edge, from City streets or from the water.

The public views now enjoyed along the waterfront are summarized as follows:

- Major views of the Bay, the bridges, and across water
- Views of maritime activities
- Street views
- Views back to the City
- Hilltop or elevated views of the waterfront



The design policies which will be applied to new development and open space projects along the waterfront address ways to preserve and enhance existing views and to create a variety of new views. These views provide “visual access” to the waterfront and will help reunite the City with the waterfront.

View Policies

The location of new development, public access and open spaces, and other improvements to Port property will be evaluated against the following three view policies as changes to the waterfront occur. These policies were developed in coordination with, and will continue to be balanced with application of, the public access and open space and historic resource policies of this Design & Access Element.



View Sites

Establish new views at specific points or areas that afford exceptional views of the Bay and waterfront.

Street Views

Streets connecting to the waterfront should have views of the Bay, historic structures, or architecture that provides a waterfront identity.

View Intervals

Provide views of the Bay and maritime activities at frequent intervals along the Embarcadero Promenade.

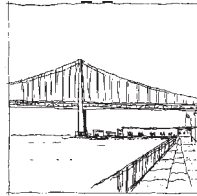


Tugboats in the Northeast Waterfront

Summary of Existing Views

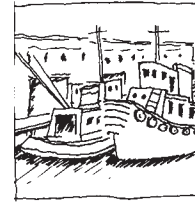
The following analysis of existing views is organized by view type and by vantage points from where the views can be publicly enjoyed.

Major Views of the Bay & Across Water *



Views of the Bay, bridges and destinations or other points of interest across the Bay from piers or the waterfront edge.

Views of Maritime Activities



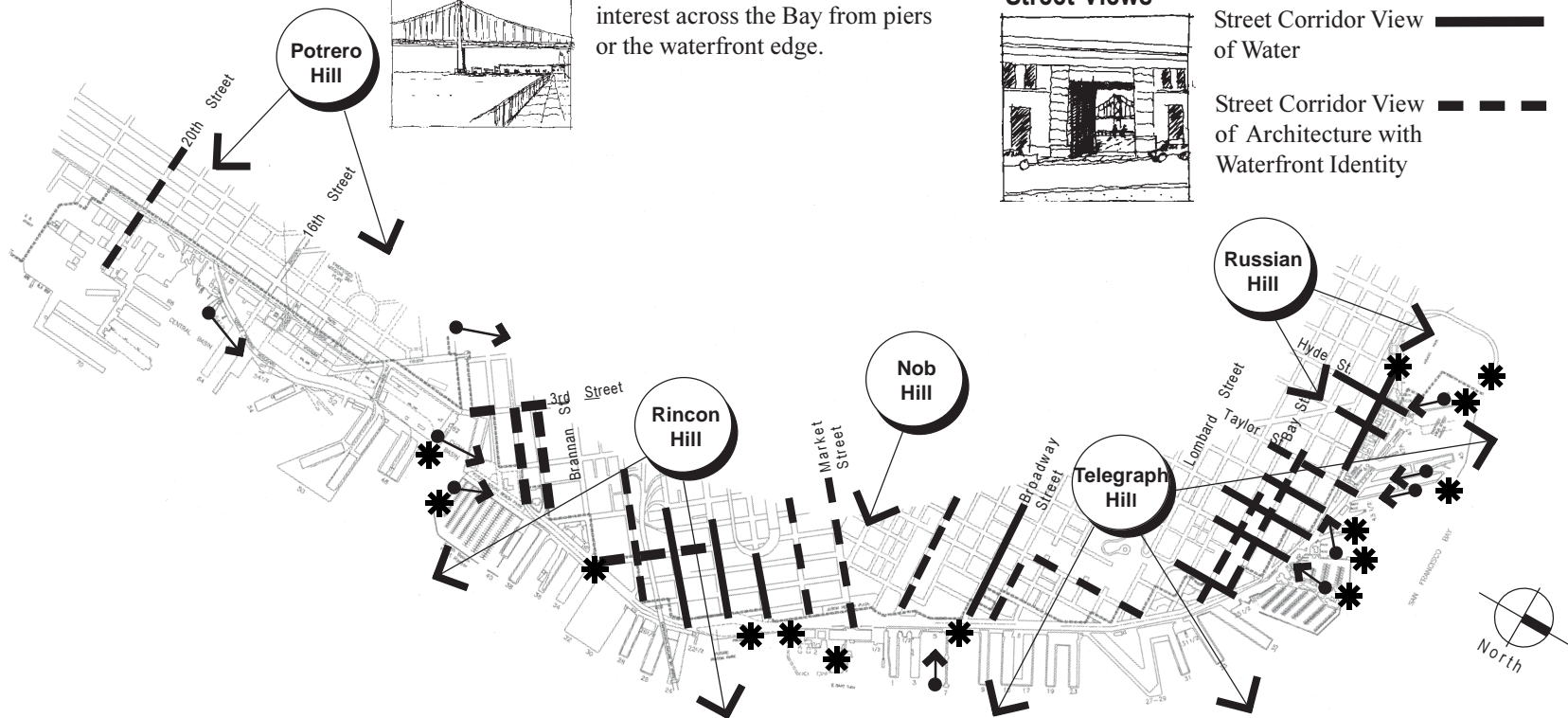
Views of harbors or maritime activities from piers or the waterfront edge. Views of maritime activities occur at almost every pier and waterfront edge.

Street Views



Street Corridor View of Water ———

Street Corridor View of Architecture with Waterfront Identity - - -



Hilltop Views of the Waterfront



Panoramic views of the Bay, the City, and the waterfront from City hilltops and other elevated places.

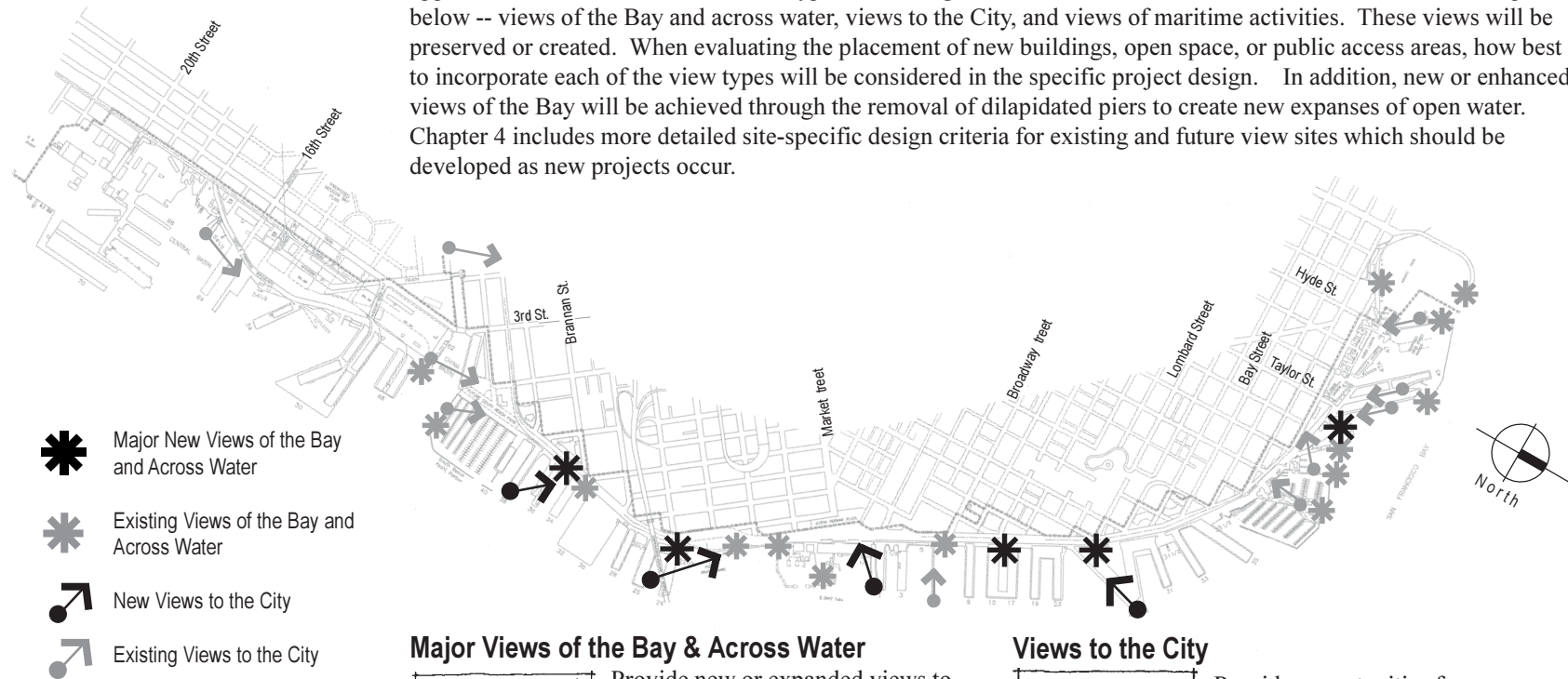
Views Back to the City



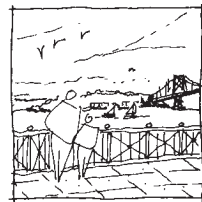
Views of the City form or skyline from piers or the waterfront.

View Sites

Establish new views at specific points or areas that afford exceptional views of the Bay, waterfront and City. View sites are defined as specific points or areas along the waterfront that afford exceptional views of the Bay, the City, or points across the water. Many of these views exist today and, as Port property is redeveloped, additional view opportunities will be available. Three types of existing and future views are defined and summarized on the map below -- views of the Bay and across water, views to the City, and views of maritime activities. These views will be preserved or created. When evaluating the placement of new buildings, open space, or public access areas, how best to incorporate each of the view types will be considered in the specific project design. In addition, new or enhanced views of the Bay will be achieved through the removal of dilapidated piers to create new expanses of open water. Chapter 4 includes more detailed site-specific design criteria for existing and future view sites which should be developed as new projects occur.

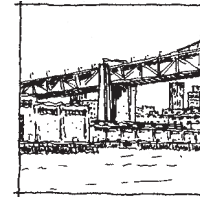


Major Views of the Bay & Across Water



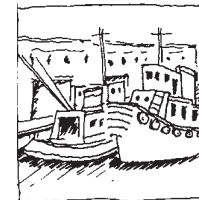
Provide new or expanded views to and from the Bay and points of interest across the Bay.

Views to the City



Provide opportunities for new views of the City, as part of new developments.

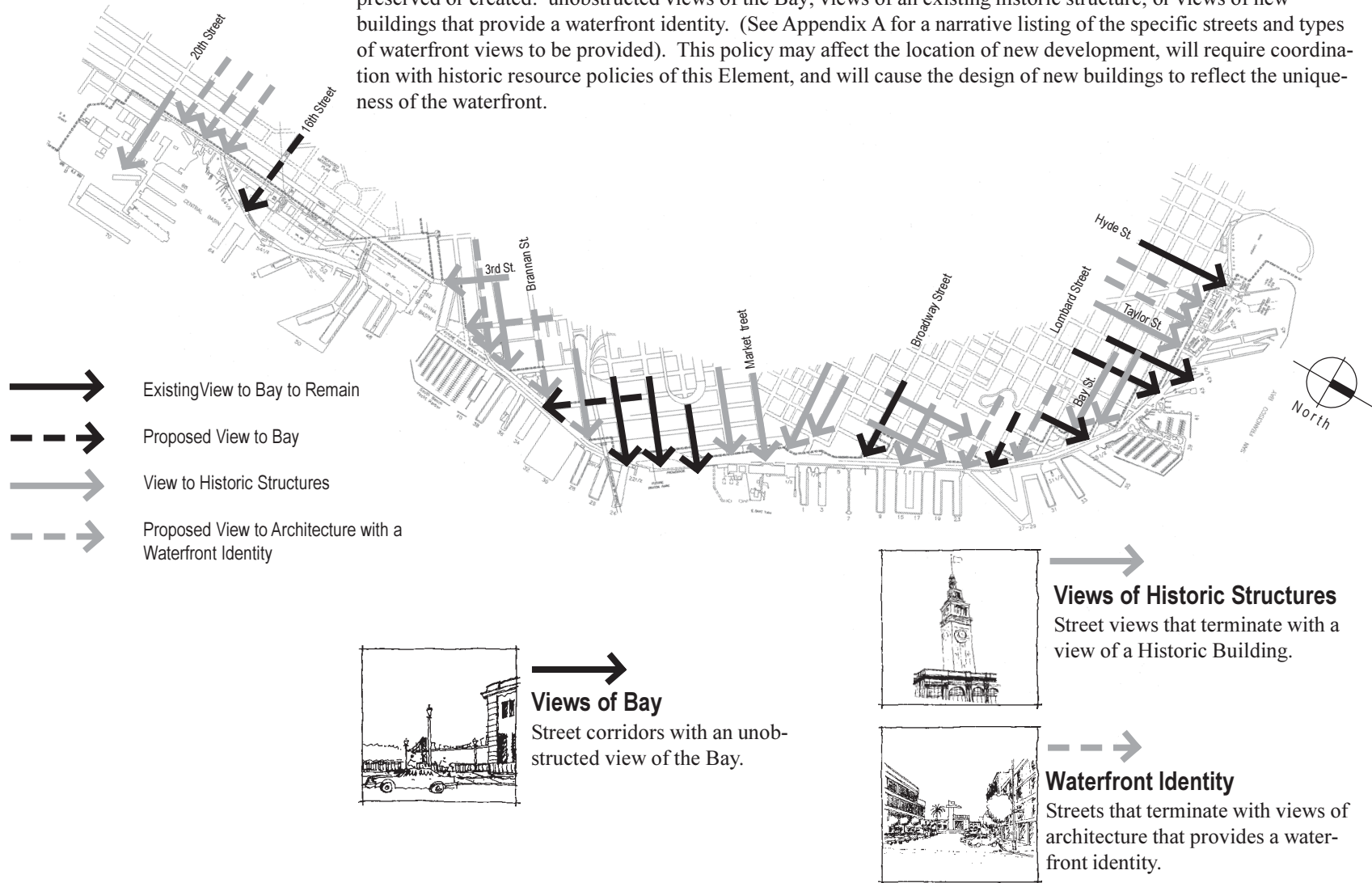
Views of Maritime Activities



Increase views of harbors or maritime activities from piers or the waterfront edge.

Street Views

Streets that connect to the waterfront should have views of the Bay, historic structures, or architecture that provides a waterfront identity. Streets make up approximately 30 percent of the land area in San Francisco and provide most public views of the Bay or waterfront from within the City. Currently, streets leading to the waterfront have desirable views of the Bay or buildings located along the waterfront edge, or both, depending on how streets rise up into the hills of adjacent neighborhoods. Three types of street views indicated in the map below will be preserved or created: unobstructed views of the Bay; views of an existing historic structure; or views of new buildings that provide a waterfront identity. (See Appendix A for a narrative listing of the specific streets and types of waterfront views to be provided). This policy may affect the location of new development, will require coordination with historic resource policies of this Element, and will cause the design of new buildings to reflect the uniqueness of the waterfront.





Harrison Street



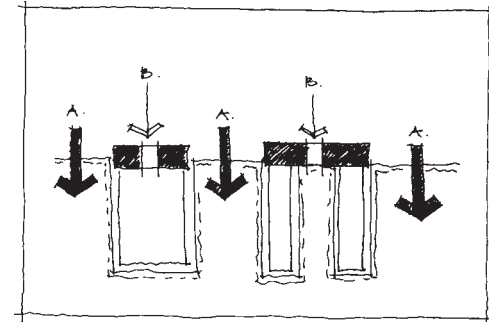
Green Street



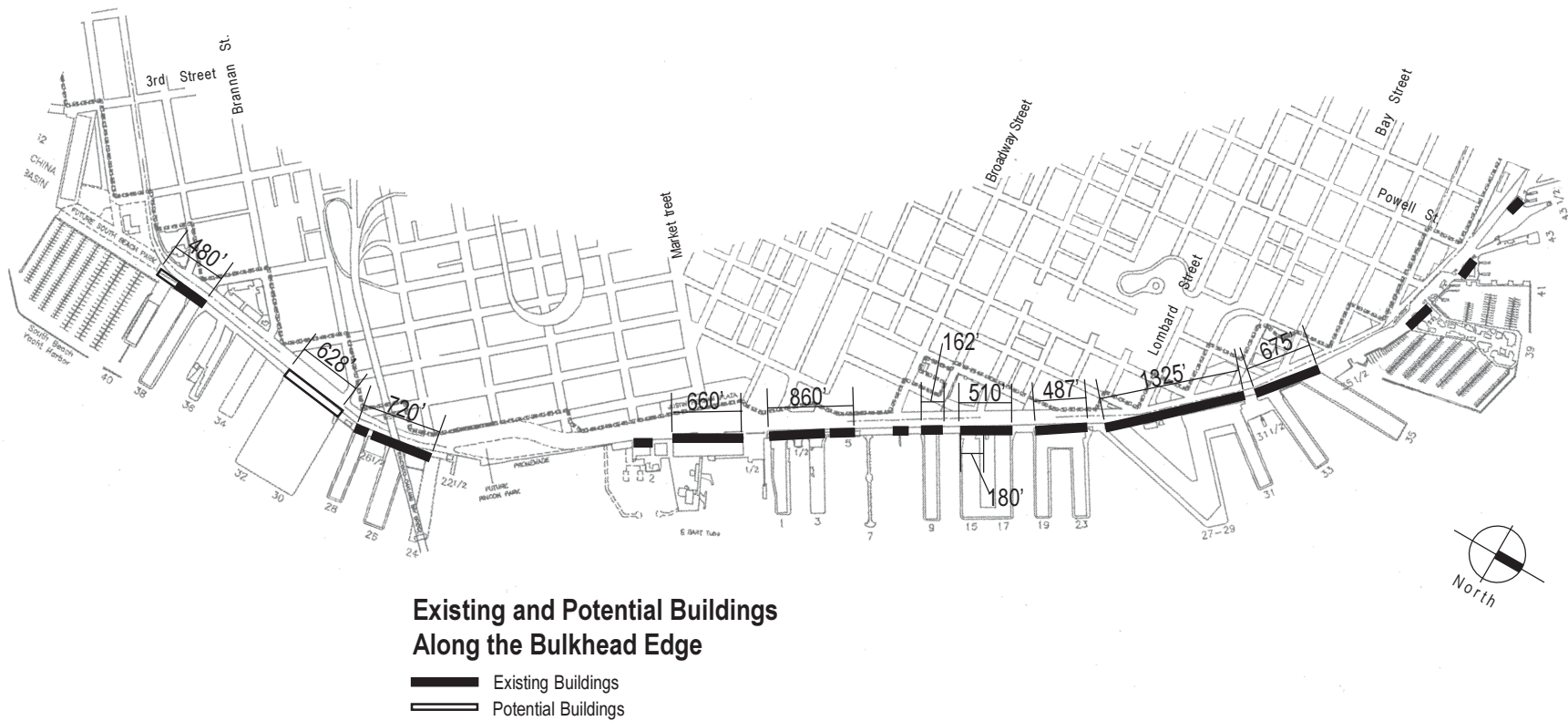
Nineteenth Street

View Intervals

Provide additional Bay and maritime views from the Embarcadero Promenade. The waterfront north of China Basin is characterized by a rhythm of bulkhead buildings and openings between and within them which frame waterfront views. These view and access openings range greatly in size, from 20 foot wide openings, such as those in several areas between Piers 1 and 5, to expansive waterfront stretches which afford wide-angle Bay views, such as the 1800 foot long Embarcadero Promenade south of the Agriculture Building. The contrasts between waterfront buildings and view openings between and within them highlight and enhance the variety of view experiences that make the San Francisco waterfront unique.



Views between and within piers and bulkhead buildings.



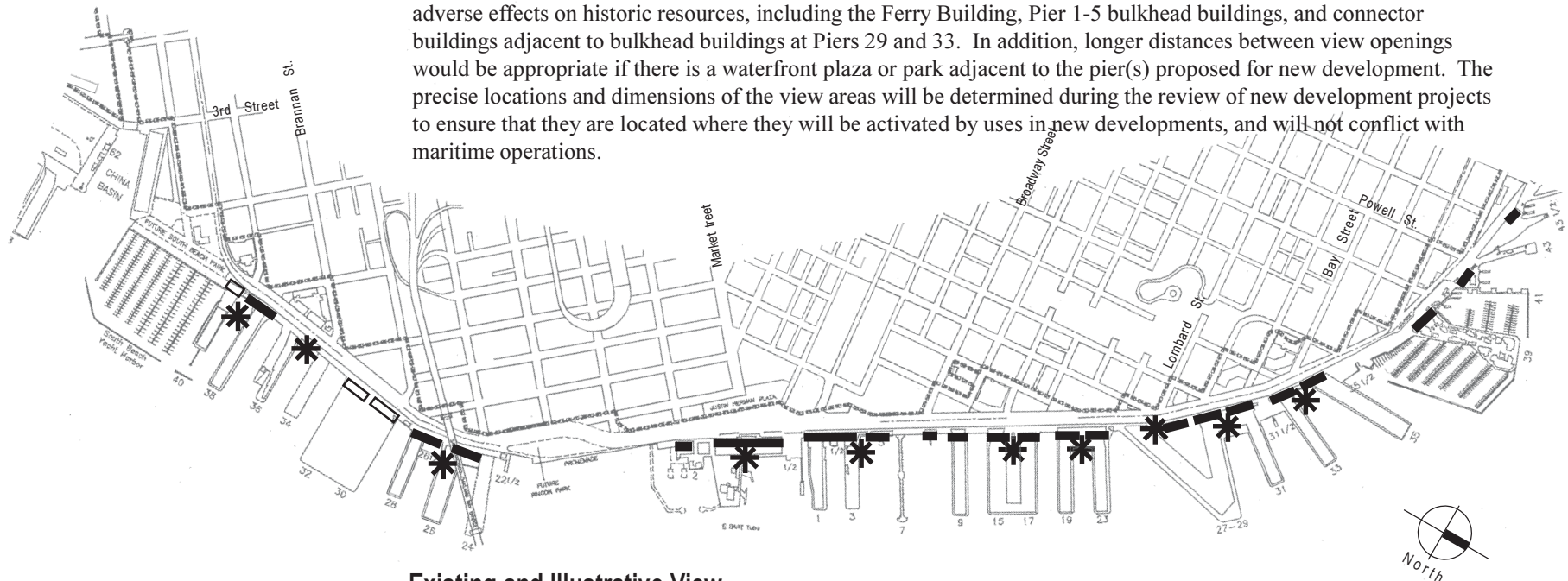


Potential opening in Bulkhead Connector Building 29 through service doors.




To continue this pattern, development along The Embarcadero from Pier 40 at China Basin to Pier 35 in the North-east Waterfront will include creation of new views between buildings and/or physical access to:

- The Bay;
- Water-dependent maritime activities (such as vessel berthing, tug and tow operations located in or adjacent to the water); and/or
- Public access, open space or other public attractions that invite the public onto pier areas and provide access to the Bay

The creation of new views, combined with existing views and existing and future public access and open spaces, will create opportunities for the public to enjoy the Bay at frequent intervals. In addition, the Bayside History Walk will offer views of the inner structure of historic bulkhead and connector buildings and of the Bay. As a general rule, these views or access areas should occur every 200-500 feet (roughly the width of a single or pair of bulkheads) and extend for approximately 40 feet or more along the Embarcadero Promenade, except where openings are to be made in historic structures. Where the distance between openings approaches the longer end of this range, the width of the opening should also increase. The width of the view openings may be narrower, or their locations adjusted, to avoid adverse effects on historic resources, including the Ferry Building, Pier 1-5 bulkhead buildings, and connector buildings adjacent to bulkhead buildings at Piers 29 and 33. In addition, longer distances between view openings would be appropriate if there is a waterfront plaza or park adjacent to the pier(s) proposed for new development. The precise locations and dimensions of the view areas will be determined during the review of new development projects to ensure that they are located where they will be activated by uses in new developments, and will not conflict with maritime operations.



Existing and Illustrative View Interval Points

-  Proposed View Interval Points
-  Existing Buildings
-  Potential Buildings

Pier 15 - 29 Special Study Area -- Open Spaces and view intervals will be reviewed further

Public Access and Open Space

The Port's network of existing and future public access and open space areas is one of the City's most significant waterfront resources. It extends the City's park and open space system, connects the City with the expansive waters of the Bay, and offers tremendous opportunities for public enjoyment of the waterfront.

This section provides an overview of the primary waterfront public access and open space policies, a summary description of the Port's open spaces and public access areas, and standards and objectives that addresses the location and siting of open spaces and the character of improvements within those spaces.

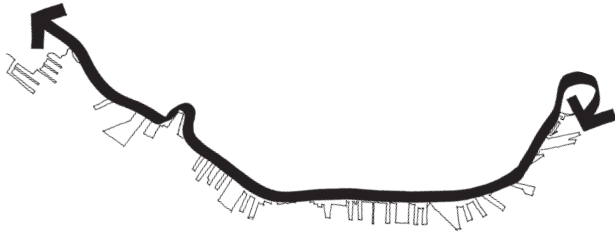
Public Access & Open Space Policies

The Port's public access and open space plan reflects five primary policies: a 'continuous' public access and open space program that encourages people to explore the entire waterfront; a 'sequence' of significant open spaces occurring at frequent walkable intervals; a 'variety' of public access and open spaces to experience the waterfront's many activities; public access and open spaces which provide 'connections' between the City and the Bay; and open space 'character'

that is an architectural backdrop to the magnificence of the Bay. In developing new public access and open space, the Port will build upon its base of existing public access and open space, create opportunities for people to explore the entire waterfront through a variety of recreational opportunities and connections with the water, and provide opportunities for spectacular views of the Bay and its maritime activities. In addition, the Waterfront Land Use Plan calls for the creation of a 'PortWalk' along the waterfront that integrates new public access and open space on piers with the Port's continuous waterfront walkway. Concepts for the design and qualities of the 'PortWalk' and other public access to be included as part of pier development are discussed on the following pages.

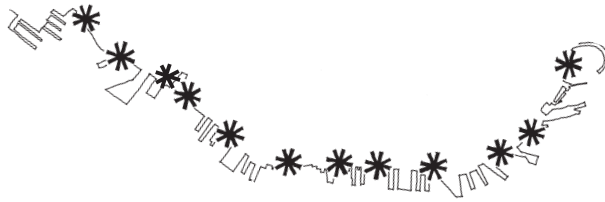


Pier 7 public access and fishing pier



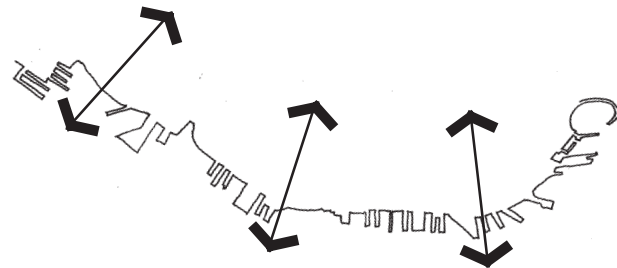
Continuity

Develop a continuous waterfront walkway that connects public access, open spaces and activity areas from Fisherman's Wharf to Pier 70. The Embarcadero Promenade already provides a major portion of this walkway from Pier 39 to South Beach. Proposed future walkway improvements from China Basin to Pier 70 and improvements to the Jefferson Street sidewalks in Fisherman's Wharf will improve pedestrian access and enjoyment and will complete a continuous walkway along the waterfront. This concept is a fundamental part of the PortWalk, which will extend public access onto piers.



Sequence

Create a sequence of major open spaces and Open Water Basins that occur frequently and regularly at significant points along the waterfront. East Wharf Park at Pier 39, Pier 7, the Ferry Building (Harry Bridges Plaza) and South Beach Park are major existing open spaces north of China Basin. They will soon be joined by a landscaped park at Rincon Point. Additional future open spaces at Fisherman's Wharf, Northeast Wharf at Pier 27, Brannan Street Wharf, and in the Mission Bay area also will contribute to this network. These open spaces will be complemented by a variety of smaller open spaces on piers and in other locations along the waterfront. Existing Open Water Basins at Broadway and Rincon Point will be complemented by new Open Water Basins at the Northeast Wharf and Brannan Street Wharf, and new open water areas between Piers 15 and 17 and at Piers ½, 2 and 24.



Variety

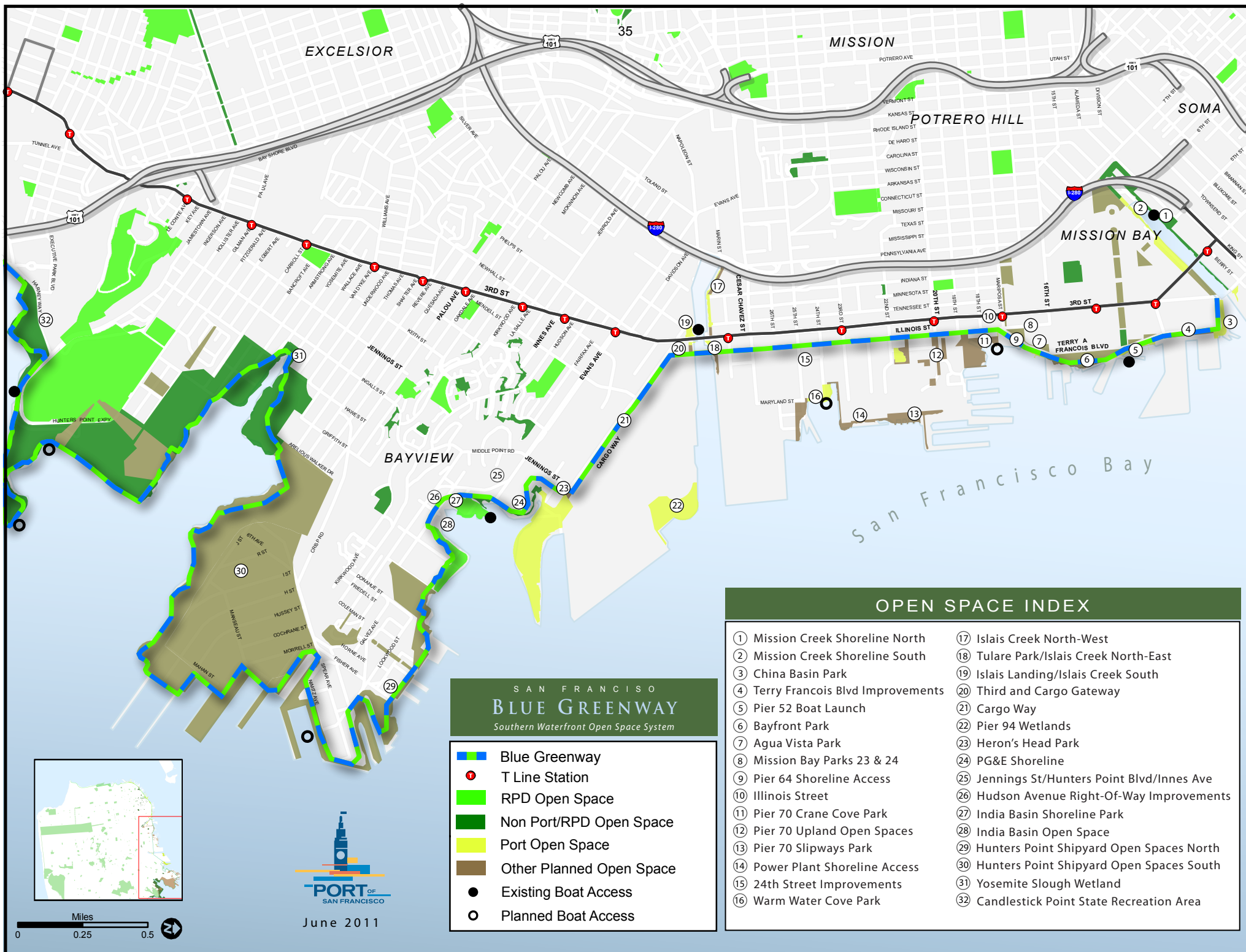
Develop a variety of public access and open spaces that offer many recreational opportunities and enhance other uses along the waterfront. The waterfront has a variety of public access and open spaces including natural areas, landscaped parks, plazas, waterfront walkways and open water areas. New public access and open space should continue to expand the diverse opportunities for recreation, views and appreciation of the waterfront and the Bay.

Connection

Design public access and open spaces to encourage connections between the City, the waterfront and the Bay. Many people will be drawn to those waterfront access areas, which are most visible from the City. New public access and open spaces should therefore be designed to maximize visibility or other connections between the City, the waterfront and the Bay.

Character

Emphasize San Francisco's waterfront setting by designing most public open spaces as an architectural backdrop to the waterfront's spectacular natural and built features. Improvements to the PortWalk should be simple and minimalist in form and character to allow the natural beauty of the waterfront and its view to and from the Bay to cast the strongest visual image. Certain locations along the waterfront that are planned for major development or large open spaces may warrant different design features reflective of their use or area (e.g. PacBell Ballpark, Ferry Building).





OPEN SPACE

Background

The Waterfront Plan includes the Waterfront Design & Access Element, which sets policies for developing the Port's open space system, protection of view corridors, and preserving the Port's historic resources. The foundation for the Port's waterfront open space network is based on these four policies:

CONTINUITY – Develop a continuous waterfront walkway along the Port's 7½ mile waterfront, from Fisherman's Wharf to the Southern Waterfront;

SEQUENCE – Create a sequence of major open spaces at 5 to 7 minute walking intervals along the length of the waterfront;

VARIETY – Each open space is to be unique, so that the waterfront offers a diversity of recreation opportunities; and

CONNECTION – Design open spaces to encourage connections between the City, the waterfront, and San Francisco Bay.

The policies and implementation plan for the Port's public open space system were further refined when BCDC adopted the Special Area Plan in 2000, aligning Port and BCDC policies in the area between Pier 35 and Mission Creek. As part of the 2000 Special Area Plan amendments, the Port agreed to preserve or create several "Open Water Basins", some through the strategic removal of piers, and to add two major parks – the Northeast Wharf Plaza (Cruise Terminal Plaza) at Pier 27 at the foot of Telegraph Hill, and the Brannan Street Wharf at the former Piers 34 and 36 sites, in South Beach.

Since adoption of the Port and BCDC plans, the Port has added 63 acres of new parks and open space amenities in many locations along the 7½ miles of Port waterfront. Most of the new major parks and open spaces in the Waterfront Land Use Plan have been developed. In addition, public access also is created in every major Port development project. For example, the historic rehabilitation of Pier 1 included almost 1.3 acres of waterfront public open space. Chapter 4C quantifies new waterfront parks and public access added in the past 17 years.

From 2006-2012, Port and City staff worked to develop the Blue-Greenway Design Guidelines (details in Chapter 4A) to extend the vision of a network of open space and recreational Bay access through China Basin and the Southern Waterfront. Blue Greenway projects also expand the Bay Trail and Bay Area Water Trail promoted by the Association of Bay Area Governments and BCDC.



C1 - Pier 43 Bay Trail Promenade

38



The Pier 43 Promenade project extends The Embarcadero Promenade 880 feet into the heart of Fisherman's Wharf where locals and visitors alike stroll and enjoy spectacular views of Alcatraz Island, the historic Pier 43 Ferry Arch, and arrive at the crossroads of the center of the commercial fishing industry at Pier 45 and the historic crab stands along Taylor Street. The project removed a failing 70,000 square foot pier used as a surface parking lot, and repaired the 110-year old seawall that is hidden below the new promenade. The project also adds flood protection from anticipated sea level rise.

SIZE: 2 acres and 520 linear feet of shoreline

COMPLETION: 2012

COST: \$11.3 million

PARTNER: Association of Bay Area Governments, San Francisco Bay Trail

C2 - Cruise Terminal Plaza



Cruise Terminal Plaza is a major 2 ½ acre park and public plaza designed in concert with the James R. Herman Cruise Terminal at Pier 27. The Plaza fronts on The Embarcadero Promenade and features a nearly one-acre lawn, grand plaza and Bay views. It provides a front row experience of cruise ship arrivals and departures from San Francisco. The plaza design is integral to the Pier 27 public access network, which includes pedestrian access along the entire ¼ mile long pier apron out to a 1.7 acre public access area at the tip of Piers 27-29 when ships are not in port; an additional one-half acre public access area will remain open at the tip of Pier 29 for the public to view cruise operations when a ship is at berth. Upon its opening in September 2014, Cruise Terminal Plaza will realize the public space envisioned in the Port and BCDC plans for this part of the Northern Waterfront. In addition to the Plaza and Pier 27 public spaces, the project will deliver permanent public access on the Pier 19 south apron, and Pier 23 north apron. When cruise ships are in berth at Pier 27, the public will be able to view cruise and passenger activities from the Cruise Terminal Plaza, the Pier 29 tip or from the Pier 23 public access area.

C3 - Harry Bridges Plaza

39



Harry Bridges Plaza is the public space directly in front of the Ferry Building between the north and south lanes of The Embarcadero Roadway. It was developed as part of the \$475 million, federally funded Waterfront Transportation Projects to replace the elevated Embarcadero Freeway completed in 2000. In addition to being a grand forecourt to the Ferry Building and Muni F-line historic streetcars, Harry Bridges Plaza serves as an important public gathering place for special events. It features granite paving, two Millennial light sculptures, and F-Line transit shelters.

SIZE: 2 acres

COMPLETION: 2000

COST: \$6 million

PARTNERS: S.F. Municipal Transportation Agency, Department of Public Works, S.F. Arts Commission, Caltrans

C4 - Pier 14



Pier 14 is a 637-foot public access and recreation pier extending out over the Bay just south of the Ferry Building at the foot of Mission Street. The underlying structure for Pier 14 is a freestanding breakwater completed in 2001 for the Downtown Ferry Terminal to protect ferries from winter storms. The Pier 14 open space runs on top of the breakwater as a walkway over the Bay with dramatic views of the City and the Bay Bridge. Pier 14 is used by a wide variety of people including those who are enjoying the Bay views, including the Bay Bridge Bay Lights, walking or running as part of their exercise circuit, photographing the Bay, the City & the Bay Bridge and fishing for recreation.

SIZE: 0.25 acres and 637 foot length pier

COMPLETION: 2006

COST: \$2.3 million

PARTNERS: Coastal Conservancy, Association of Bay Area Governments, San Francisco Bay Trail

C5 - Rincon Park

40



Located at the edge of the Rincon Hill neighborhood, Rincon Park is a landscaped park with a grassy knoll that features the “Cupid’s Span” sculpture by Claes Oldenburg and Coosje van Bruggen, bestowed by the late Donald & Doris Fisher, founders of The Gap. Rincon Park was developed by the former San Francisco Redevelopment Agency in concert with two restaurants developed by the Port at the park’s south end, as part of the Rincon Point-South Beach Redevelopment Plan. In addition to expansive Bay views, Rincon Park enjoys sweeping City views from the Ferry Building clock tower to the Bay Lights, the world’s largest LED light sculpture adorning the Bay Bridge.

SIZE: 2 acres and 1,100 linear feet of shoreline

COMPLETION: 2003

COST: \$2.5 million

PARTNERS: San Francisco Redevelopment Agency, Donald & Doris Fisher, U.S. EPA

C6 - Brannan Street Wharf



The Brannan Street Wharf is a new 57,000 square foot open space built over the Bay in the heart of the South Beach neighborhood. Working with BCDC and a citizen advisory committee, the Port developed a park program that includes a 400 foot length neighborhood green with broad views of the Bay Bridge and across to the east bay; a waterside walkway with seating, picnic tables and a shade structure; and interpretive features about the height of the tide and the site’s history. Brannan Street Wharf is one of the major parks included in Port and BCDC plans, located between Piers 30-32 and Pier 38, which required the removal of former Piers 34 and 36. The design remembers its San Francisco waterfront history by taking on the shape of Pier 36 in its original location, and through the interpretive exhibits.

SIZE: 1.3 acres and 1,000 linear feet of shoreline

COMPLETION: 2013 **COST:** \$26.2 million

PARTNERS: U.S. Army Corps of Engineers

C7 - South Beach Park Playground



South Beach Park was built by the former San Francisco Redevelopment Agency in 1994, in concert with the South Beach Harbor marina. The lawn and public walkways around the marina were designed as public enhancements as part of the Rincon Point-South Beach Redevelopment Plan. In 2006, the Redevelopment Agency further improved the park with a new children's play area, harbor master and marina community building in coordination with the Port. The children's playground, and the adjacent parking lot shared with the ILWU and harbor guests, was constructed in 2000 by the San Francisco Giants.

SIZE: Improvements within a 2 acre park

COMPLETION: 2006

COST: \$1.4 Million

PARTNER: San Francisco Redevelopment Agency, San Francisco Giants

C8 - Embarcadero Promenade



The Embarcadero Promenade stretches for almost three miles, from Pier 45 in Fisherman's Wharf to AT&T Ballpark along China Basin. It is the spine of the Northern Waterfront open space system, connecting many of the Port's major open spaces and visitor destinations with a broad 25 foot wide public corridor that has become the City's new favorite place for strolling, exercise, and viewing the Bay and maritime activities.

SIZE: Approximately 7.5 acres and 3 miles of shoreline with a width exceeding 25 feet in many places

COMPLETION: in several phases mostly from 1995 to 2000

PARTNERS: S.F. Municipal Transportation Agency, Department of Public Works, Caltrans, S.F. Arts Commission

C9 - China Basin Park

The following projects consist of the Port's Blue Greenway Projects which is a City-wide project to complete the Association of Bay Area Governments Bay Trail and Bay Area Water Trail from Mission Creek to southern City and County Line.



China Basin Park is a 2-acre park located on the south shore of the mouth of China Basin Channel. Developed in concert with the Giants Ballpark project, the park features a waterfront walkway, a lawn for picnics, and a junior sized baseball diamond. China Basin Park offers Bay, maritime and recreational views. During Giants games, visitors enjoy the color and sounds of baseball from a distance, including boaters and kayakers celebrating splash home runs. The proposed Mission Rock development on Seawall Lot 337 (Giants parking lot site) would significantly expand China Basin Park and diversify its program of uses.

SIZE: 2 acres and 850 linear feet of shoreline

COMPLETION: 2003

COST: \$1.8 million

PARTNER: San Francisco Giants

C10 - Pier 52 Boat Launch



The Port worked with the boating community and California Department of Boating and Waterways to complete the long-awaited Pier 52 Public Boat Launch, the only facility open to the public for launching trailered boats. The project includes a designated area for boat and trailer parking. The Pier 52 Public Boat Launch provides a floating dock for small and non-motorized vessels, which was further enhanced by the Port in 2013 as part of BCDC approvals for the 34th America's Cup. Pier 52 enjoys a quiet, intimate maritime setting, nestled between the Bayview and Mariposa Boat Clubs, and the historic Pier 52 Rail Ferry dock.

SIZE: 2 acres

COMPLETION: 2008

COST: \$3.5 million

WEB: sfport.com/bluegreenway

PARTNER: California Department of Boating and Waterways

C11 - Bayfront Park Shoreline

43



Bayfront Park is planned for future improvement in Mission Bay as part of the Mission Bay Redevelopment Plan. The Port prioritized improvement of the shoreline edge that was closed due to unsafe conditions. The Bayfront Park Shoreline project included the removal of deteriorated piers and wharves and reconstruction of 1,200 linear feet of shoreline to enable the public to walk, run or ride along a mixed use, accessible pathway. The public enjoys expansive views of the Bay as well as views of traditional industrial maritime operations at the Pier 70 drydock facilities. This shoreline improvement is an important first phase of the future Bayfront Park that facilitates the next phase of planning for construction.

SIZE: 2 acres 1200 linear feet

COMPLETION: 2012

COST: 2.3 million

WEB:

C12 - Bayview Gateway



The pending Bayview Gateway Project will create a new public open space along the southern bank of Islais Creek near Cargo Way and 3rd Street, one of the gateways to the Bayview-Hunters Point community. The project will demolish an existing dilapidated timber wharf, rehabilitate the seawall, and transform the asphalt lot into a park with views of the Port's maritime shipping terminals and facilities, and new landscaped walkways and plazas, and interpretative and public art exhibits. Bayview Gateway also will complement and be adjacent to Bayview Rise, the illuminated and animated mural and nighttime lighting public art installation on one of the Port's grain silos at Pier 90.

SIZE: 1.25 acres

COMPLETION: June 2015

COST: \$4.7 million

WEB:

C13 - Islais Landing

44



The Port worked with the Friends of Islais Creek to support the construction of a public launch facility for kayaks and non-motorized craft on the south side of Islais Creek, west of Third Street. The project included landscaping and shoreline public access improvements.

SIZE: ½ acre

COMPLETION: 2000

COST: \$350,000

WEB:

PARTNERS: Friends of Islais Creek, San Francisco Public Utilities Commission, S.F. Beautiful, Kayaks Unlimited

C14 - Pier 94 Wetlands



Pier 94 wetlands is a salt marsh created after a portion of the original Pier 94 fill subsided. It provides rare and valuable habitat in this highly industrialized portion of the Bay shoreline, in full view of adjacent maritime shipping and construction materials operations. In 2006, the Port removed debris, expanded and improved tidal circulation, and placed native bay sand to protect the tidal marsh from storm impacts. This habitat enhancement project was funded by the Port, the San Francisco Bay Natural Resources Trust and the California Coastal Conservancy. The Golden Gate Chapter of the Audubon Society has “adopted” the wetlands at Pier 94, hosting regular volunteer work days and wildlife viewing events and working with volunteers to remove trash and weeds, monitor plants and wildlife, and establish upland native plant habitat adjacent to the wetlands.

SIZE: 9 acres **COMPLETION:** 2006 **COST:** \$600,000

PARTNERS: San Francisco Bay Natural Resources Trust, California Coastal Conservancy, Audubon Society, Hanson Aggregates

C15 - Heron's Head Park

45



The former “Pier 98” landfill, unused and fenced off from public access for decades, became the Port’s largest open space through a major site cleanup and restoration effort, converting the area to an improved public open space, with native plants and tidal wetlands that provide a wildlife habitat. The aerial profile of this spit of land gave the site its name, Heron’s Head Park, and was made possible with partnerships and funding from the San Francisco Public Utilities Commission, California Coastal Conservancy, and San Francisco Bay Trail funds. Heron’s Head habitat improvement and park construction were opened to the public in 2000. Through ongoing community partnerships that have nurtured physical and program improvements, the Heron’s Head Park now supports trails and native coastal upland plant habitat, healthy tidal salt marsh, over 100 species of birds, and an active environmental education program that serves thousands of students and park visitors each year. In addition to discovering a thriving natural habitat in an unexpected location, visitors also enjoy the quiet and solitude of expansive Bay views and setting.

In 2012, the Port expanded Heron’s Head Park, turning an asphalt-paved parking lot into a landscaped entrance by: a) converting a paved area into a meadow and planter areas; b) organizing the service and parking areas; c) creating a dog run; d) installing picnic tables and seating areas, new lighting and bicycle amenities; e) adding park signage; f) including new sites for public art; g) creating a defined pedestrian circulation area; and h) adding a landscape based storm-water treatment system.

SIZE: 23 acres

COMPLETION: 2000 and 2012

COST: \$3.7 million

WEB: sfport.com/heronsheadpark

PARTNERS: City and County of San Francisco Department of Recreation and Parks, Youth Stewardship Program





The Port worked with Literacy for Environmental Justice to develop the Eco-Center within Heron's Head Park, San Francisco's first LEED Platinum, zero net energy building that operates off-the-grid. The EcoCenter serves as a demonstration of green building technology with features including a 4.6 kilowatt solar installation, a living roof, rainwater capture in 4,800 gallon tanks, a Living Machine to treat wastewater on-site and native planting. The Eco-Center is home for environmental education programs provided by the Port and the Bay Institute Aquarium Foundation and its partners the A. Phillip Randolph Institute and City College of San Francisco. The Eco-Center provides classroom and community gathering space for residents and children Citywide.

SIZE: 3,000 square feet

COMPLETION: Earth Day, 2010

WEB: <http://www.sfport.com/index.aspx?page=214>

PARTNERS: S.F. Department of the Environment, Literacy for Environmental Justice, the Bay Institute Aquarium Foundation, A. Phillip Randolph Institute and City College of San Francisco

FUNDERS: San Francisco Department of the Environment, State Coastal Conservancy, State Water Resources Control Board, numerous foundations and private individuals