



# PORT OF SAN FRANCISCO WATERFRONT PLAN UPDATE



9/12/2016

## Overview of the Port of San Francisco



***“The region needs to prepare for these shifting tides. We can protect ourselves and adapt in ways that are enticing as well as scientifically sound. But to do this, the Bay Area must begin planning for that future now and upend a half-century of priorities that inhibit adventurous decision-making and design.”***

**John King** in “Rising Reality”, the San Francisco Chronicle series on sea level rise in the San Francisco Bay Area

The Port deeply appreciates the dedication of the Waterfront Plan Working Group and Advisory Teams, interested citizens, tenants, and inter-agency staff for their time and civic investment to improve the San Francisco waterfront.

# OVERVIEW OF THE PORT OF SAN FRANCISCO

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## Waterfront Plan Update

Find out more and get involved:

[www.sfport.com/wlup](http://www.sfport.com/wlup)

# 1 INTRODUCTION: THE WATERFRONT PLAN UPDATE PROJECT

## Port Property Map.



The Port of San Francisco manages 7½ miles of the San Francisco waterfront, between Aquatic Park in Fisherman's Wharf and Heron's Head Park in Bayview-Hunters Point. Since its adoption by the Port Commission in 1997, the Port of San Francisco Waterfront Land Use Plan ("Waterfront Plan") has guided the use of diverse Port properties, including piers, wharves, bulkhead buildings, upland "seawall" lots, and streets.

The Waterfront Plan has served the Port and the City well. Successful projects that have revitalized the Port include AT&T Giant's Ballpark, the historic Ferry Building Marketplace, the string of renovated historic piers and bulkheads from Piers 1 to 5, the Exploratorium at Piers 15-17, and the James R. Herman Cruise Terminal and Park at Pier 27. A necklace of new public open spaces tie all these areas together, making the waterfront one of San Francisco's most popular destinations.

But new challenges also have emerged over the past 20 years. Many of the Port's finger piers have proven far more difficult and expensive to redevelop than anticipated in the Waterfront Plan. The

popularity of the revitalized waterfront has led to congestion and conflicts between the thousands of pedestrians, cyclists, maritime businesses, transit operators, and commuters who today vie for space along the water's edge. And a growing understanding of the risks associated with sea level rise and the City's historic seawall that protects Port, City and regional infrastructure has led the Port to look anew at options for Port lands.

These changes and challenges, among many others, were documented in the Port's 2015 Waterfront Land Use Plan Review. This [comprehensive report](#) also identified policy recommendations to be addressed in an update to the Waterfront Plan (the Waterfront Plan Update). The Port has created a Working Group to conduct public meetings and develop recommendations for the Waterfront Plan Update. The Working Group members include representatives from each of San Francisco's supervisorial districts, the greater Bay Area, the California State Lands Commission ("State Lands") and the San Francisco Bay Conservation and Development Commission ("BCDC"). The Port also created seven Advisory Teams on specific topical issues to bring even more voices to the Waterfront Plan Update public meetings.

## Planning Process

The Port kicked off the Waterfront Plan Update with a [Waterfront Vision Public Workshop](#) in October 2015, followed by a free public boat tour of the Port's facilities and a [Waterfront Plan overview](#) in November 2015. The public planning process and meetings are organized in three parts:

- **Part 1** Port Orientation & Initial Discussions, November 2015 – July 2016 (completed)
- **Part 2** Portwide Policy Recommendations – September 2016 - March 2017
- **Part 3** Subarea Planning for the Northeast and South Beach and Final Recommendations – Spring/Summer 2017

The recommendations that emerge from this extensive public process will guide Port staff work as they draft amendments to the Waterfront Plan. Proposed amendments will undergo further public review and comment prior to Port Commission action. More details on the Waterfront Plan Update process are available online at: [www.sfport.com/waterfront-plan-update](http://www.sfport.com/waterfront-plan-update).

## Summary of Part 1 Orientation Meetings

This booklet provides an overview of the Port from the Part 1 Orientation meetings, which covered nine topics: 1) Port Governance; 2) Maritime Commerce and Water-Dependent Uses; 3) Port Finance; 4) Sea Level Rise; 5) Seawall Seismic Study; 6) Historic Resources and Stewardship; 7) Port Real Estate and Development; 8) Open Space and Urban Design; and 9) Transportation. This booklet includes links to other documents and further details for each topic.

The diversity and complexity of these topics reflects the Port's unique responsibilities to plan, improve, finance and maintain 10 different maritime industries and a full range of urban and historic resources within a complex regulatory and political environment.

### GET INVOLVED

There are many important waterfront issues facing the City and Port today. The Port actively invites San Franciscans and waterfront stakeholders to become informed and participate in the Waterfront Plan Update. All Working Group meetings are open to the public.

- [Receive Working Group public meeting notices and information](#)
- [Waterfront Plan Update Information & SFGovTV videotapes of Working Group meetings](#)
- For questions and further direction: [Norma.Guzman@sfport.com](mailto:Norma.Guzman@sfport.com)





Credit: Port of SF

## 2 ABOUT THE PORT: PART 1 ORIENTATION MEETINGS

### 2.1 Port Governance

January 13, 2016 | [Meeting notes](#) | [Related documents](#)

The Port of San Francisco operates in an unusually complex regulatory environment. Port developments under the Waterfront Plan are the result of collaborative partnerships with the community and many public agencies, particularly the California State Lands Commission (“State Lands”), the San Francisco Bay Conservation and Development Commissions (“BCDC”), the San Francisco Planning Department (“SF Planning”) and the Mayor’s Office of Economic and Workforce Development (“OEWD”). Other important agencies with regulatory jurisdiction over Port waterside projects include the U.S. Army Corps of Engineers and the San Francisco Regional Water Quality Control Board.

The Port Governance orientation meeting provided an overview of key agency and regulatory responsibilities for governing land use, resource management, public benefit improvements and environmental requirements.

## **Port of San Francisco**

Brad Benson, Director of Special Projects

Port lands were managed by the State of California until the State Legislature approved the Burton Act in 1968, granting these lands to the City and County of San Francisco and establishing the San Francisco Port Commission. The Port Commission has specified responsibilities to manage, improve and lease Port properties on a financially self-sustaining basis, without general fund support from the City or State. Port lands must be used consistent with “public trust” principles for the benefit of all California citizens, to further navigation and maritime commerce, fisheries, public access and recreation, environmental restoration and commercial activities that attract the public to the waterfront. Urban waterfront developments, including the completed Ferry Building, AT&T Ballpark, the Exploratorium, and new neighborhood developments proposed in the Mission Rock and Pier 70 projects require detailed coordination, review and approvals by many government agencies. Over the past years, the Port also has secured State legislation to allow non-trust uses of specified Port lands, and created new public financing tools to support waterfront improvements by developing a common understanding with partner agencies of project objectives and implementation requirements to improve the waterfront for public use and enjoyment.

## **California State Lands Commission**

Jennifer Lucchesi, Executive Officer

State Lands is responsible for managing use and improvement of state tidelands that were acquired when California was admitted to the United States. The State Lands Commission is a 3 member commission which, much like the Port, manages leases and uses of tidelands and submerged lands consistent with the common law public trust doctrine and the California Constitution. State Lands enforces the public trust doctrine, which ensures the public’s right to enjoy access to commercial and recreational navigation, fishing, open space and commercial uses that facilitate public enjoyment of the waterfront. State Lands can grant authority to local municipalities such as the Port, to manage tidelines in the State’s interest. When it makes such grants, it continues to work in close coordination with grantees like the Port to ensure developments are consistent with the Burton Act and State public trust requirements. Public trust determinations may be rendered by the State Lands Commission or its staff. The public trust doctrine also evolves; acceptable uses have been further defined by the courts over time.

## **San Francisco Bay Conservation and Development Commission**

Brad McCrea, Director of Regulatory Division

BCDC is a state agency created by the McAteer-Petris Act with jurisdiction over the waters of San Francisco Bay and a 100 foot shoreline band around it. Any new developments and improvements within this area require a BCDC permit. BCDC has three key responsibilities: 1) prevent unnecessary filling of the Bay; 2) maximize feasible public access to and along the Bay; and 3) plan for the future. The San Francisco Bay Plan sets forth BCDC’s policies to guide uses of the Bay and shoreline. The San Francisco Waterfront Special Area Plan (“SAP”) applies the Bay Plan policies specifically to San Francisco. BCDC plans include a “Replacement Fill Policy” (also known as the 50% Rule) for piers and pile-supported facilities that allows 50% of the pier to be developed for commercial recreation uses, and requires removal or conversion to public access for the remainder.



The 50% Rule was problematic for San Francisco's historic finger piers and bulkhead buildings. In 2000, BCDC worked with the Port to amend the SAP to eliminate the 50% Rule from Pier 35 to China Basin. The fill removal and public access objectives of the 50% Rule were replaced with new SAP provisions that: 1) permit the Port to develop a broader range of public trust consistent uses than previously allowed; 2) identified specific piers for removal; 3) defined Port obligations to develop the Brannan Street Wharf and Pier 27 Cruise Terminal waterfront parks; and 4) called for creation of the Embarcadero Historic District to preserve historic finger piers and bulkhead buildings. These SAP amendments enabled Port developments under the Waterfront Plan to be realized, including renovation of the historic Ferry Building and Piers 1-5, and the Exploratorium at Piers 15-17.

BCDC also has developed strong partnerships with the Port, the City and other Bay Area communities to support collaborative planning efforts for resilient waterfronts; it is a leader in planning for sea level rise.

### **San Francisco Planning Department (SF Planning)**

Gil Kelley, Citywide Planning Director

SF Planning is responsible for maintaining the San Francisco General Plan, which supports the Waterfront Plan and Port projects that connect and integrate the waterfront with the City and upland neighborhoods. Uses on Port lands are subject to City zoning, land use, and urban design controls in the San Francisco Planning Code and Zoning Map. SF Planning also staffs the Planning Commission and Historic Preservation Commission, and is the lead agency for environmental review of Port projects under the California Environmental Quality Act. SF Planning reviews and coordinates the design, program and rezoning requirements for all major development projects in southeast San Francisco, including those on Port lands.

SF Planning works closely with the Port to ensure a wide range of vibrant uses along the Port's urban edge. Staff sits on the Waterfront Design Advisory Committee to review Port development projects. Port and SF Planning staff are working closely on the Mission Rock project at Seawall Lot 337 and Pier 48, and Forest City project at Pier 70 to ensure these projects are consistent with building height and development parameters approved by San Francisco voters for these new waterfront neighborhoods. SF Planning also is focusing on planning for sea level rise which includes close coordination with the Port.

**Case Study: The Exploratorium at Pier 15-17 - see next page**

## Exploratorium Case Study.

# Exploratorium @ Piers 15 & 17

## Summary of Project Approvals



The Exploratorium is an interactive science museum with exhibits, workshop, classroom, and conference areas, cafes and museum store, Exploratorium's administrative offices, and over 99,000 square feet of indoor and outdoor public access areas with interactive exhibits. Piers 15 and 17 are contributing structures in the Embarcadero Historic District. Pier 15 has been seismically retrofitted; Pier 17 has been repaired. Maritime space for Bay Delta Tug and Tow has been rebuilt, as well as major repairs to continue deep water vessel berthing along the pier's eastern edge. Within a year after its 2013 opening, Exploratorium enjoyed more than 1 million visitors annually, a 50% increase from its former location.

### Historic Preservation

The Pier 15 bulkhead and shed were seismically retrofitted and improved to integrate with a new observatory building at the east end, consistent with Secretary Standards. Repairs to Pier 17 shed, new Bay Delta headquarters, and maritime berths also comply with Secretary Standards. In meeting these standards, the project qualified for federal historic tax credits, fundamental to financing the Pier 15 portion of the project. The pier deck "valley" between Pier 15 and 17 was not historic, and thus was removed to open up Bay waters to the sky, a BCDC objective.

### State Lands Commission (SLC)

The Port sought affirmation from

State Lands Commission that the project is consistent with the Burton Act and the common law public trust. SLC issued a letter including the below reasons for finding the project to be consistent with public trust objectives:

- Preservation of an important historic maritime asset (Pier 15, and eventually Pier 17)
- Significant public trust uses within and around the pier structures, including maritime business facility improvements, restaurant uses and a museum store which is open to the general public
- A robust public access program throughout the site, including alternate public access routes



when the east apron is in use for vessel berthing

### Bay Conservation and Development Commission (BCDC)

The project required two approvals by the BCDC Commission: 1) an amendment to the San Francisco Waterfront Special Area Plan ("Special Area Plan"); and 2) a Major Permit.

### Special Area Plan Amendment

The Special Area Plan previously required the removal of the entire deck area in the valley between Piers 15 and 17, and a non-historic connector shed at the east end of the pier. Exploratorium proposed amendments to allow retention of portions of the valley for public access and construction of a new observatory building at the east end. BCDC required offsetting fill removal requirements at another site with specific conditions, and a public view corridor requirement between Piers 15 and 17.

### BCDC Major Permit

As with most Major Permit projects, the Exploratorium underwent seismic and structural review by BCDC's Engineering Criteria Review Board, and urban and architectural review by BCDC's Design Review Board (DRB). Recommendations from these bodies inform BCDC staff review and Major Permit recommendations, which require approval by the BCDC Commission. BCDC's approval of the Special Area Plan set the frame for details that were approved in the Major Permit, which included the below key findings and requirements:

- The public-oriented museum, ancillary commercial uses and public access program was consistent with public trust objectives.
- Project engineering and structural design, with associated permit conditions, were appropriate to address major earthquake risk, while also minimizing the amount of fill to be placed in the Bay.
- The Port and Exploratorium were responsible for removing additional fill elsewhere, to achieve same or more fill removal as required in the prior Special Area Plan policies.
- The project met BCDC's maximum feasible public access standard, including a Port commitment to improve a key crosswalk to improve public safety by visitors to the project (completed 2014).

### San Francisco Planning Department & Board of Supervisors

The Planning Department, as lead agency for the California Environmental Quality Act, certified a Final EIR, reviewed historic preservation reports, and participated in review of the project's design, as part of the Waterfront Design Advisory Committee process. The Port lease was approved by the Board of Supervisors, following Port Commission approvals.

### Regulatory Approval Summary

✓	Rehabilitation consistent with Secretary of the Interior Standards for Historic Properties ("Secretary Standards") via federal tax credits
✓	State Lands Commission - Public Trust consistency determination
✓	BCDC approvals of Special Area Plan amendments and a Major Permit
✓	Design review by BCDC Design Review Board and City's Waterfront Design Advisory Committee
✓	Port Commission & Board of Supervisors – Approval of long-term lease and development agreement
✓	Regional Water Quality Control Board NPDES permit (for Bay heating and cooling system)
✓	U.S. Army Corps of Engineers nationwide permit for floating dock





Credit: Richard Bermack

## 2.2 Maritime and Water-Dependent Uses

February 10, 2016 | [Meeting notes](#) | [Piers 80-96 Maritime Eco-Industrial Strategy](#) | [Related documents](#)

While many visitors flock to the waterfront to enjoy new recreation and public attractions, they are often less aware of the maritime operations that give the waterfront its unique character and reflect the Port's core public trust mission. In fact, the Port of San Francisco has one of the most diverse maritime portfolios in the country, and each of its 10 industries has its own operational needs. This meeting provided an overview of maritime and water-dependent industries and activities, many of which require careful and balanced management to co-exist with the burgeoning public access, recreation and commercial attractions along the waterfront.

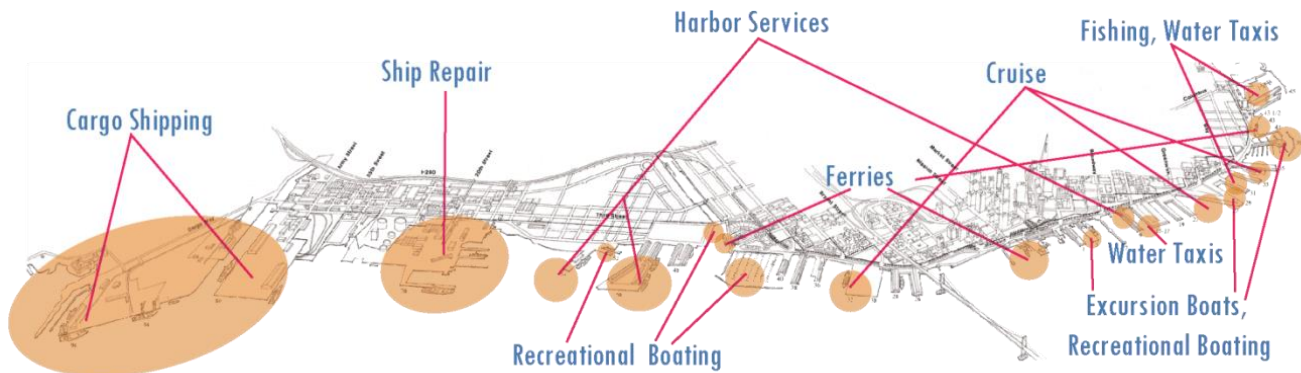
### Peter Dailey, Deputy Director, Maritime, Port of SF

Unlike most other ports which specialize in one or a few maritime industries, San Francisco's maritime portfolio includes a wide variety of commercial, recreational and industrial maritime and water-dependent industries including cargo shipping, passenger cruise, excursion boats, ferries, fishing, harbor services, recreational boating, ship repair, temporary and ceremonial berthing, and water taxis. Some of these maritime businesses and operations co-exist well and, in fact, benefit economically from being located within a mixed-use urban waterfront setting (e.g. ferries, water taxis, recreational boating). Others, such as ship repair, cargo shipping and fishing industries require dedicated facilities and/or priority time periods or other protections to support safe and efficient operations, including roadway systems that preserve access for industrial truck transport and loading.

### The Southern Waterfront

The Port's ship repair yard and cargo shipping terminals are located in the southern waterfront, in the heart of the City's remaining industrial lands in southeast San Francisco. BAE Systems manages the ship repair yard at Pier 70, where its continued operations have been carefully planned in coordination with the adjacent historic preservation and development projects now also underway at Pier 70. The Port's

## MARITIME INDUSTRIES



main cargo terminals are located at Pier 80 and Pier 94, on the north and south sides of Islais Creek, respectively. Although Piers 80 and 94-96 originally were developed for container shipping, over the last 10 years, the Port and the Bayview-Hunters Point community have developed the [Pier 80-96 Maritime Eco-Industrial Center Strategy](#), enabling synergistic maritime and industrial business opportunities that improve the environment and community, produce local jobs, and support investments in new parks and waterfront public access. A key component of the Maritime Eco-Industrial Center is the Pier 94 cargo terminal which is used for “bulk” cargo import of aggregate rock for San Francisco’s booming construction industry.

In May 2016, the Port Commission signed a berthing agreement for automobile and “break-bulk” cargo shipping at Pier 80. The Port’s Maritime Division continues to look for new cargo operators who can use its unique facilities.

### The Northern Waterfront

The James R. Herman Cruise Terminal is another unique San Francisco maritime asset; it was completed in 2014 at Pier 27, in the northern waterfront. The Terminal was designed to serve multiple purposes to keep the waterfront active even when there are no cruise ships in port. Although its construction was timed to serve as the main venue for the 34<sup>th</sup> America’s Cup, it was designed and now serves as the Port’s primary cruise terminal. When ships are not in port, it also functions as a major event facility. The adjacent Cruise Terminal Park provides a welcoming public open space for cruise passengers, as well as lawn and plaza areas, public restrooms and public views of the enormous visiting cruise ships for everyone to enjoy.

The Port also focuses on improving facilities for each of its maritime enterprises as the Port is revitalized. For example, the Exploratorium project included repairs to the major deep-water berth at the east end of the pier, and construction of new headquarters and improved berths for an important Port harbor service tenant: Bay Delta Tug and Tow. Wherever it can, the Port strives to co-locate public access alongside maritime berthing to meet two of its key public trust objectives at once. But even with the most careful design and management, some maritime operations remain incompatible with safe public access. The Port Commission’s [Maritime Preservation Policy](#) addresses the needs of maritime berthing; further

discussions and direction for how to balance competing demands for maritime and public access uses will be addressed in Part 2 of the Waterfront Plan Update planning process.

Each of the Port's 10 maritime industries are discussed in further detail in a [Maritime Commerce Overview](#) report produced for the Waterfront Plan Update project.

### **Anne Cook, Special Projects, Port of San Francisco Waterfront Land Use Plan**

Maritime industries have several other unique operational needs, many of which require significant Port financial investment, ongoing funding, and/or careful planning. For example:

- **Dredging** Although the Port is a naturally deep harbor, annual dredging is required to maintain berth and channel depths to support many of the Port's maritime industries. Regulations governing dredging are extremely complex and expensive, and the costs of dredging escalate every year; the Port typically spends \$3-6 million on dredging per year.
- **Homeland Security** The Waterfront Plan was completed prior to the creation of post-9/11 federal Homeland Security requirements which affect the day-to-day management and costs of Port operations. Port Homeland Security staff work alongside and in compliance with the requirements of several federal, state and city agencies to provide emergency and disaster planning and response and public safety functions, while also respecting objectives to increase waterfront public access and open space.
- **Water Recreation** The Waterfront Plan sets forth policies to support and improve Port maritime uses, as well as public access. Water recreation uses (e.g. kayaks, swimming) have grown in popularity, and the Port has worked with BCDC and the Association of Bay Area Governments (ABAG) to define facilities and locations for water recreation access for the [San Francisco Bay Area Water Trail](#). Part 2 of the Waterfront Plan Update process will include further discussion of ways to avoid conflicts between large and deep water vessels, kayakers and human-powered water craft. The Port's [Maritime Commerce Advisory Committee](#) also provides an ongoing forum to address these and other maritime needs and opportunities.





Credit: NorthernCaliforniaRetail.com

## 2.3 Port Finance

March 9, 2016 | [Meeting notes](#) | [Related documents](#)

As a designated “enterprise” agency of the City, the Port must support its operations and fund capital improvements from revenues generated from the use and management of its properties. The Port does not receive ongoing funding from the City or State. The Port has established sound financial management planning and budget processes, and has developed a variety of funding sources and partnerships to maintain and improve Port properties. Nevertheless, the capital improvement needs for San Francisco’s historic waterfront continue to exceed available resources. Sea level rise and the need for seismic improvement of the Embarcadero Seawall add significant new financial demands. This Port Finance meeting provided an extensive overview of the Port’s financial responsibilities and requirements, ongoing planning and budgeting processes, and future challenges.

**Elaine Forbes, Interim Executive Director, and Meghan Wallace, Finance and Procurement Manager, Port of SF**

Pursuant to the Burton Act, the Port Commission has a fiduciary responsibility and must maintain a Harbor Fund to hold revenues received by the Port, generated primarily from Port property leases, maritime activities and interim uses, such as parking. To maximize revenue generation the Port must optimize the repair and management of its properties, an effort that is supported by established financial planning and budgeting tools and procedures, including:

**Port Facility Assessment:** The Port Engineering Division conducts regular assessments of the structural condition of Port buildings (“superstructures”), and piles and decks that support pier sheds, bulkheads and other buildings over water (“substructures”), enabling the Port to proactively prioritize and plan for facility maintenance, repairs and improvements.

## CAPITAL PROJECT PRIORITIZATION

The Port applies a multi-tier review process to determine which capital projects to fund:

### Step 1 Criteria

- Does the project address a code or regulatory issue?
- Does the project significantly reduce potential liability to the Port?
- Does the project promote commerce, navigation or fisheries?
- Does the project attract people to the waterfront?
- Does the project protect natural or cultural resources?

### Step 2 Criteria

- What is the payback period, if 10 years or less?
- What is the financial benefit to the Port over the life of the improved asset?

### Prioritization Category

Any projects that fall into one or more of the following categories may be worthy of separate consideration:

- Is the project required to address an emergency, defined as an immediate threat to human health or the environment?
- Is the project legally mandated by a regulatory order or legal judgment?
- Is the project substantially matched by outside funding sources?

**Port 10-year Capital Plan** In concert with City capital planning requirements, the Port maintains a 10-Year Capital Plan which estimates a need of \$1.6 billion over the next 10 years to improve Port facilities to a “State of Good Repair”. An additional \$476 million for possible seismic improvements of certain facilities results in a total Capital Plan estimated need of \$2.1 billion. The Capital Plan describes all funding sources and financing tools, which are estimated to generate \$1.1 billion. While capital needs continue to exceed financial resources, the Capital Plan has strengthened strategic financial planning and the Port’s ability to develop new private and public funding sources and financing tools, including City-sponsored general obligation bonds for waterfront parks, private financing from Port development partners, and Infrastructure Financing Districts (IFD) to utilize property taxes in the construction and renewal of new and existing infrastructure.

The Capital Plan estimates do not include costs for the seismic improvement of the Port’s Seawall. The Port is dedicating resources and staffing now to develop an improvement program and cost estimate for this major project. The requirements will far exceed Port financing capability and will require City and outside financial resources.

**2-year Operating and Capital Budget** The Port Operating Budget accounts for all Port operating revenues, annual expenses, a designation of funds to future capital investments and the Port’s 15% operating reserve, while the Capital Budget supports facility repair and improvement projects. The Port Commission adopted a Capital Policy that requires a minimum of 20% of revenues from the Operating Budget to be invested in capital projects; this requirement will increase to 25% in 2017-18. The Port Capital Budget allocates these funds to a variety

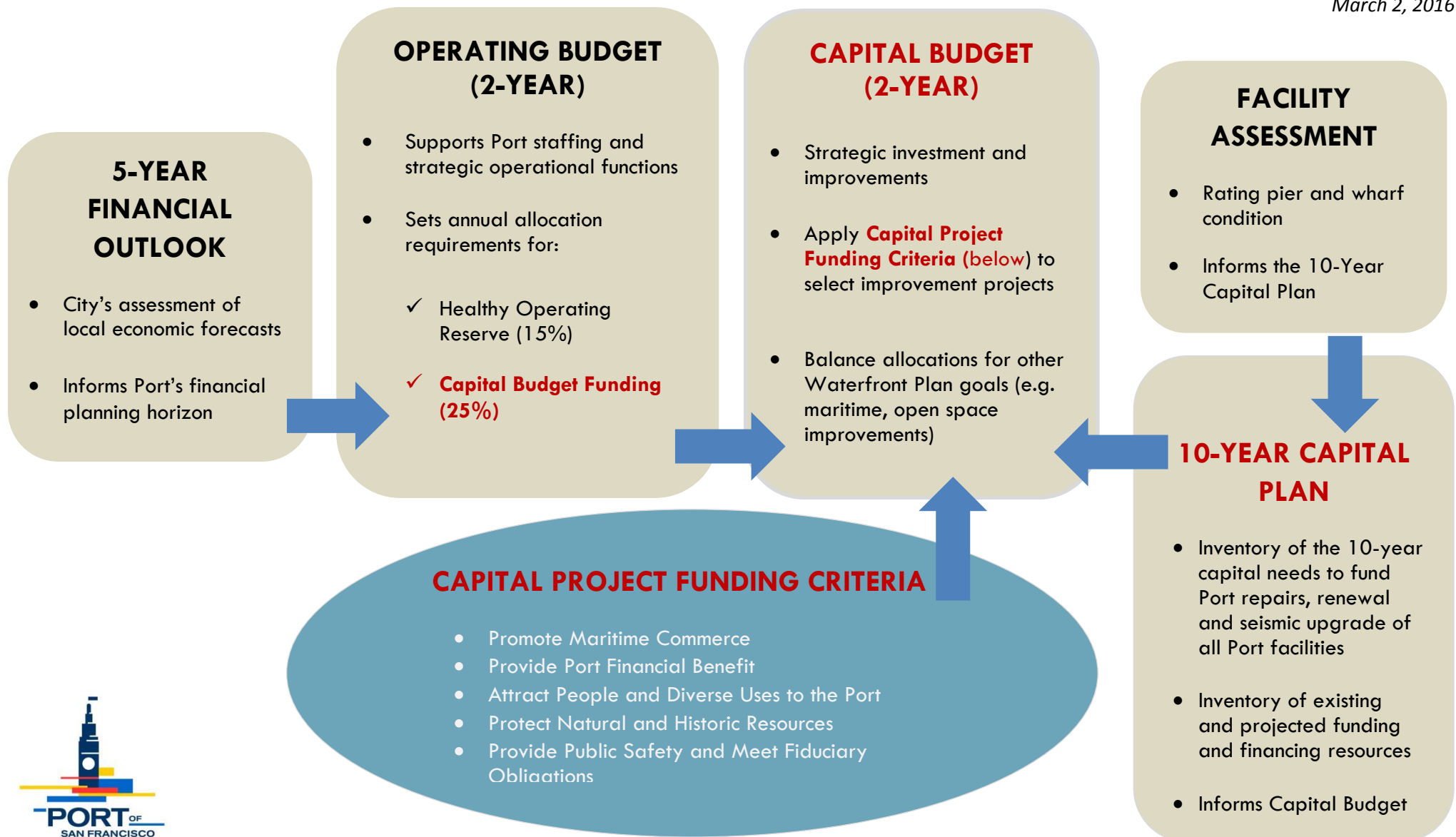
of improvements, including pier repairs (e.g., substructure, roof repairs, and ADA requirements), maintenance dredging, utility upgrades, open space, greening and alternative energy projects. All capital improvement proposals undergo rigorous review (see sidebar details) to determine which projects should be funded in the Capital Budget. The Capital Budget criteria are designed to strike a balance among the diverse public interests reflected in the Waterfront Plan, respond to basic public safety and environmental needs, and optimize resources that address the Port Commission’s fiduciary responsibilities.

**5-year Financial Plan** The City publishes a 5-year Financial Plan which includes discussion of the major financial and operational needs of the City's largest General Fund departments and all of its Enterprise departments, including the Port. Consistent with the City's Plan, the Port maintains a 5-year Financial Plan and budget outlook to guide Port financial and budgetary planning. Although the 2015-2020 Financial Plan projects an increase of \$16.8 million in Port funding resources due to the ongoing strength of the economy, the Port will continue to face common challenges that confront many City departments: balancing growing operating costs against growing costs for maintaining aging facilities and infrastructure. The Port's financial planning process has helped Port staff identify the strengths and weaknesses in the Port's budget and, in turn, improve strategic investments in operations and infrastructure. The 5-Year Financial Plan also has helped improve the biennial budget process to better align with longer-term goals.

# Port Operations and Capital Investments

## Align with Waterfront Plan Values

March 2, 2016





## 2.4 Sea Level Rise

March 23, 2016 | [Meeting notes](#) | [Staff Report on Sea Level Rise Action Plan](#) | [Related documents](#)

More than any other challenge that has emerged since the Waterfront Plan was adopted in 1997, sea level rise represents a game-changer for the Port. Regionally, BCDC and other Bay Area agencies, including San Francisco, are grappling with adaptation planning for long-term sea level rise. As they do so, they are sharing information and data to encourage public awareness, coordinated solutions, and effective fundraising. This meeting provided an overview of these efforts.

The Port is an active partner in the [Mayor's Sea Level Rise Coordinating Committee](#) to address long-term adaptation planning while the Port also addresses day-to-day property management decisions to protect against current flood risk. These efforts will guide Port land use decisions and priorities now, while longer-term waterfront resilience planning is underway.

### **Brad Benson, Director of Special Projects, Port of SF**

Some Port properties already are at risk for flood damage during current major storms, particularly storms which occur in the winter during “king” high tides. The Port has been working with the National Flood Insurance Program (NFIP), which helps local communities in flood-prone areas understand and manage flood risk, and the Federal Emergency Management Agency (FEMA) as they develop a flood insurance map of San Francisco. The purpose of a flood insurance map is to identify higher risk sites, promote cautious development, and enable the purchase of flood insurance protection.

FEMA's current draft map indicates that some Port properties are within low-lying zones that are vulnerable to inundation from 100-year storm events, including the historic Agriculture Building, Mission



Creek and Islais Creek. The duration of flood risk today is limited and can be managed. However, the flood risk maps do not account for sea level rise.

Predicted ranges of sea level rise used in City planning are 12-24 inches for 2050, and 36-66 inches in 2100. Like Port properties, some city facilities along The Embarcadero and the waterfront (e.g. MUNI Metro subway tunnels, roadways, wastewater outfalls) will be affected by rising seas after approximately 11 inches of SLR rise from today.

The Port already requires that improvement projects completed and in the pipeline address sea level rise. Port projects that incorporate sea level rise adaptation include the Brannan Street Wharf, Downtown Ferry Terminal South Basin Expansion Project, Bayfront Shoreline Restoration, Crane Cove Park, and Pier 70 and Mission Rock developments. The Port continues to work closely with City and other agencies, including BCDC, to develop adaptation design strategies in Port projects.

**Gil Kelley, Director of Citywide Planning, and Diana Sokolove, Senior Planner, San Francisco Planning Department**

The Mayor's Sea Level Rise (SLR) Coordinating Committee, which is tasked with developing a comprehensive understanding of the threat of sea level rise, completed a [Sea Level Rise Action Plan](#) in March 2016. The SLR Coordinating Committee is co-chaired by SF Planning, San Francisco Department of Public Works and the Port. The Sea Level Rise Action Plan:

- **Establishes** an overarching vision, goals, and a set of guiding principles for sea level rise planning;
- **Summarizes** current climate science, relevant policies and regulations, and vulnerability and risk assessments conducted to date;
- **Identifies** data gaps and establishes a framework for further assessment, adaptation planning, and implementation; and
- **Provides** the foundation and guidance to develop a citywide Sea Level Rise Adaptation Plan, expected to be completed by the summer of 2018.

The SLR Adaptation Plan will incorporate adaptation strategies and a planning framework to prioritize climate change resilience investments while protecting economic and environmental values. It also will identify potential funding sources, governance structures, and implementation timelines. In the meantime, SF Planning helps ensure that the City is incorporating innovative adaptive management techniques in major waterfront projects like Mission Rock, Hunter's Point Shipyard, and Candlestick Point. The City also plans to host a region-wide Resilient by Design competition to spur greater innovation, similar to the competition held after Hurricane Sandy in New York City.

**Lindy Lowe, Senior Planner, San Francisco Bay Conservation and Development Commission (BCDC)**

BCDC is addressing sea level rise and climate change on several fronts. The agency is conducting a public engagement process to address whether and how BCDC's existing fill and other policies can be changed to address the need for SLR adaptation while protecting the Bay as a resource. BCDC also leads the [Adapting to Rising Tides](#) (ART) Program. The ART Program provides a number of services



related to sea level rise, including leading and supporting climate adaptation planning efforts and providing helpdesk support to cities, agencies, counties and national jurisdictions through its ART program website. ART incorporates regional and interagency partnerships, and has received grant funding from NOAA, MTC, FHWA and other regional, state and federal agencies.



## 2.5 Seawall Seismic Study

April 13, 2016 | [Meeting notes](#) | [Related documents](#)

In addition to sea level rise, the Port is leading engineering studies to address another waterfront resilience need – seismic repairs to the Seawall that supports the historic waterfront between Fisherman's Wharf and China Basin. The Seawall was built nearly a century ago to enable build out of the Port, including its iconic finger piers in the Embarcadero Historic District, and is vulnerable to damage in the next Bay Area major earthquake. This meeting outlined the Port and City's efforts now underway, and findings from a Draft Earthquake Vulnerability Study of the Northern Waterfront Seawall ("Draft Study").

### Steven Reel, Engineering Project Manager, Port of SF

There is a 72% probability of a strong earthquake in the Bay Area within the next 30 years. The Port's Engineering Division is working with an engineering consultant team to evaluate geotechnical conditions and earthquake vulnerability of the Seawall, associated risks to The Embarcadero, utilities and upland areas, and mitigation strategies.

The Draft Study indicates significant earthquake risk to the Seawall, adjacent structures, and the lands behind. The Seawall was constructed by dredging an offshore trench through the mud, dumping rock to create a dike rising above the tide, and capping with a bulkhead wall and pile supported wharf. The area behind the Seawall was filled with sand, rubble, and debris to create land extending back to the original shoreline, typically several hundred feet and up to one thousand feet near Market Street. Finger piers were constructed on piles extending from the bulkhead wharves, and buildings and sheds were constructed upon these platforms. It took 30 years to build the seawall and today there are over 50 combinations of rock dike, bulkhead wall and wharves that protect the shoreline and stabilize the filled lands behind.

The study concludes that the majority of the Seawall is susceptible to earthquake induced lateral spreading and settlement due to a combination of weak mud and liquefiable soils both below and landward of the Seawall. Port finger piers, bulkhead buildings and wharves that are anchored in, or supported on piles just bayward of the Seawall are particularly vulnerable to high levels of damage if the Seawall moves during a major earthquake. In addition to Port assets, upland facilities are also vulnerable, including The Embarcadero Roadway, Muni and BART transit and subway tunnels, City combined sewer infrastructure and outfalls, and adjacent neighborhoods.

The City's Seawall Resiliency Program will require federal, state, and local legislation to provide funding and facilitate project permitting to address these seismic and flooding challenges. The City and Port have initiated discussions about the Seawall and Draft Study findings with agency partners, including the U.S. Army Corps of Engineers.

**Patrick Otellini, Chief Resilience Officer, City of San Francisco**

The City aims to educate and ready the public for seismic resilience through a variety of ongoing and interrelated citywide efforts, including:

- A **seismic retrofit program** for soft-story buildings, including approximately 5000 buildings and 150,000 residents citywide.
- The "[Epicenter](#)", a retail-style facility which provides earthquake preparedness information and technical resources to the public.
- **Earthquake preparedness fairs** that provide education, funding and resources to foster neighborhood and community resilience.
- The **City's Lifelines Council**, which produced a [5 year action plan](#) to bring public and private utilities together to coordinate operations and response strategies.
- The **Office of the City Administrator (OCA)**, which published [Resilient SF](#), a strategy report that addresses the City's full scope of resilience needs – earthquakes, social inequity, unaffordability, climate change, sea level rise and infrastructure.
- The [Office of Resiliency and Recovery](#) to spearhead implementation of the Resilient SF strategy, including programs listed above, and develop a community action strategy.



## 2.6 Historic Resources and Stewardship

[April 27, 2016](#) | [Meeting notes](#) | [Related documents](#)

The Port is home to an impressive array of valuable maritime historic landmarks and properties. This meeting provided an overview of these historic resources, and the Port's stewardship responsibilities and efforts to protect and improve them through its planning, development, engineering and maintenance projects and programs. The meeting also summarized the significant economic and engineering challenges that must be considered as the Port updates its historic preservation policies, and prepares new policies to guide long range adaptation planning for sea level rise and seawall seismic repairs.

### **Diane Oshima, Assistant Deputy Director of Waterfront Planning, Port of SF**

The Port's historic preservation and urban design policies are the result of collaboration among many interested agencies and organizations, including the Port, BCDC and State Lands, SF Planning, and historic preservation, architectural and neighborhood organizations. The alignment of agency policies has supported over \$900 million in public and private investment in economic development projects that have delivered significant historic preservation, public access, economic and public benefits over the last 15 years. The Port's finger piers, bulkheads, landmarks and new parks provide a cultural landscape and urban framework for waterfront improvements that is unique to San Francisco. The Port and City now must determine how to meet the demands of waterfront resilience in a manner that respects these investments and public amenities.





### Mark Paez, Preservation Planner, Port of SF

The Port is home to two major historic districts, several historic landmarks, and many other important historic resources that extend along the entire 7 ½ mile waterfront.

[The Embarcadero Historic District](#), including 50 contributing features (e.g. piers, wharves, and buildings) from Pier 45 in Fisherman's Wharf to Pier 48 south of China Basin Channel, was listed on the National Register of Historic Places in 2006. The District is nationally significant as the last surviving breakbulk port in the country and also is recognized at the highest level of significance in the areas of engineering (including the Seawall), transportation, maritime commerce, labor, architecture, and community planning and development.

[The Pier 70 Union Iron Works Historic District](#), including 44 contributing resources that supported the City's historic shipyard operations, was listed on the National Register in 2014. The District provides a physical record of industrial architecture and design for all periods of the U.S. steel ship building industry from 1884-1945. A 15-acre portion of the site remains in operation today as the oldest continuously operating ship repair facility in the country.

The Port also is home to several City Landmarks and other historic resources, including:

- **Ferry Building** City landmark, on the Embarcadero at the foot of Market Street
- **Belt Railroad Round House** City landmark, across from Pier 29
- **Pier 22½ Fireboat Station 35** City landmark, at the foot of Harrison Street
- **Fish Alley Architectural Character District** in Fisherman's Wharf
- **Kneass Boat Works Building** at 671 Illinois Street, south of Mission Bay

The Federal Historic Tax Credit program has been an essential financing tool for Port historic rehabilitation projects. Port Commission policy requires that repairs, alterations, additions and any rehabilitation of Port historic resources comply with federal Secretary of Interior Standards for historic preservation (Secretary Standards). The Port has professional historic preservation planners and architects on staff to review projects and coordinate with historic preservation professionals at SF Planning, the Historic Preservation Commission, and San Francisco Heritage.

### **Wendy Proctor, Facilities Engineer, Port of SF**

The Port accomplishes historic preservation through three primary methods: 1) short and long-term leases with tenant and development partners who repair and rehabilitate facilities; 2) Port capital repair projects conducted by private construction contractors; and 3) facility repairs and capital improvements by the Port's own expert pile drivers, roofers, iron workers, plumbers, and laborers.

In addition to upholding regulatory requirements to comply with the Port Building Code, fire exiting and Americans with Disabilities Act regulations, the Port and its tenants must conduct all work on Port historic resources in compliance with Secretary Standards. Since adoption of the 1997 Waterfront Plan, the Port developed a systematic approach to inspecting and addressing deferred maintenance at its facilities, including its historic structures, summarized below.

**Facility Assessment Program** The Port's Facility Assessment Program (FAP) sets procedures and protocols for inspecting, categorizing and recording the condition of over 350 structures within the Port's jurisdiction, including piers, wharves, buildings and bridges. Port engineering staff and consultants perform periodic inspections to identify structural condition and safety issues, using a rating system that is integrated into the Port's capital budget process. Port capital budget funding criteria are:

- **Public Safety** Addresses code & regulatory issues
- **Asset Management** Addresses Port liability issues, creates or maintains revenue
- **Port Mission** Promotes maritime commerce, protects resources, improves environmental sustainability, and attracts people to waterfront

In February 2016, Port staff was pleased to report to the Port Commission that no properties have been red-tagged since 2013, a testament to the Facilities Assessment Program. Nevertheless, even though the Port has invested over \$900 million to rehabilitate aging infrastructure, some Port sites remain red tagged because of the high costs of building code and seismic repairs that are triggered by new uses on old piers.

**Finger Pier Exiting Guidelines** These Guidelines integrate Port Building Code and Historic Building Code criteria for life safety and fire exiting and the Port's 2004 ADA Transition Plan, with alternative design treatments specifically developed to comply with Secretary Standards for the Embarcadero Historic District.

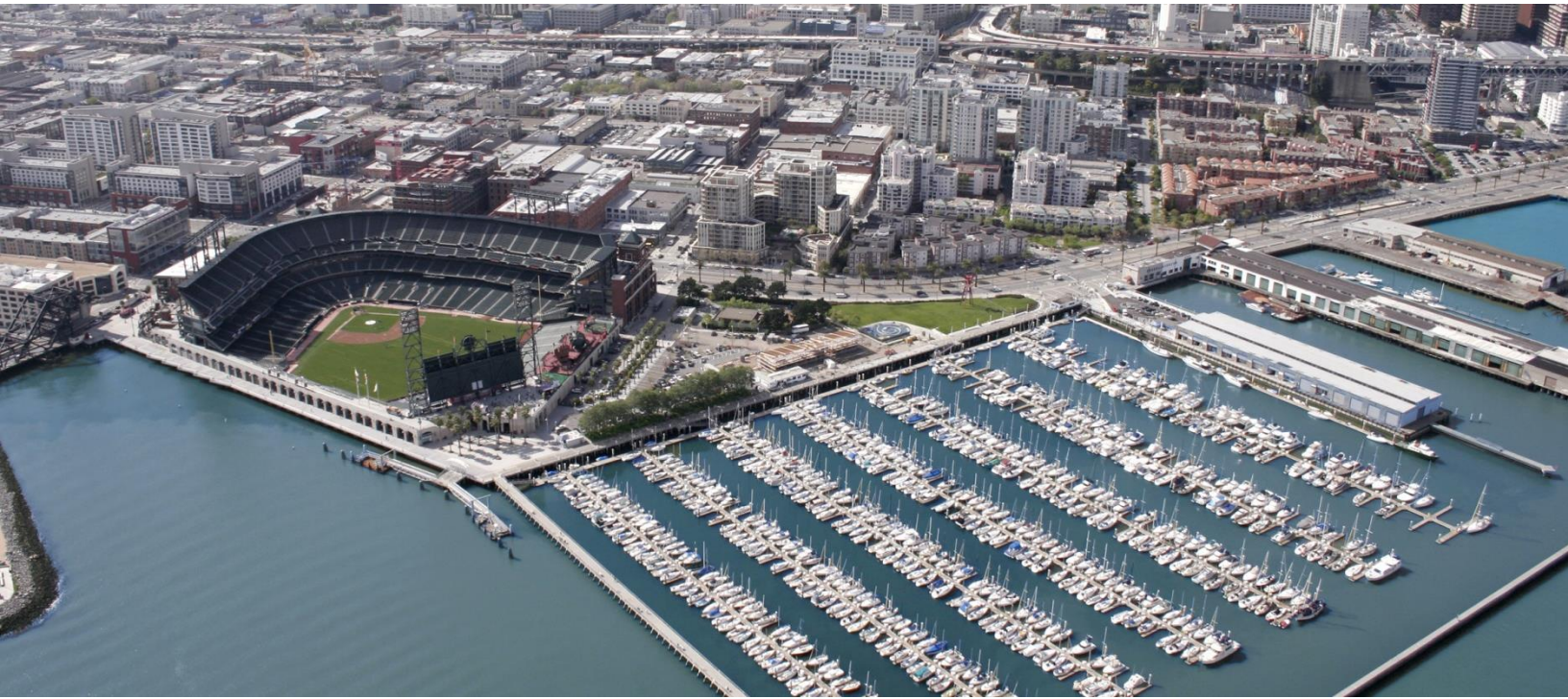
**Pier and Bulkhead Wharf Substructure Repair Historic Guidelines** These Guidelines facilitate the Port's on-going pier and bulkhead wharf substructure maintenance, and include criteria for repairs, materials and construction to protect the integrity of the Embarcadero Historic District.



**Byron Rhett, Deputy Director, Planning and Development, Port of SF**

The Port's ongoing Pier 38 Rehabilitation Project demonstrates the realities of improving aging historic assets in the face of growing environmental and regulatory challenges. In 2012, the Port issued a Request for Proposals ("RFP") to rehabilitate the red-tagged Pier 38 site for an interim mixed-used project, including substantial public access improvements and retail and office uses, subject to a 15 year lease, and selected TMG Partners as its development partner.

Subsequent feasibility analyses revealed that a lease term of 25 years was required to amortize higher than expected repair and seismic improvement costs. Unfortunately, although Pier 38 is a contributing resource to the Embarcadero Historic District, the proposed term length, even at 25 years, remains too short to be eligible for historic tax credits that have made other Port projects feasible. To help meet the challenges of preserving this historic asset, the Port has proposed to participate in the project as a capital investor to fund seismic repairs to the pier substructure. Negotiations are still underway to address other cost and improvement details and regulatory requirements to return Pier 38 to productive use.



## 2.7 Port Real Estate and Development

May 11, 2016 | [Meeting Notes](#) | [Related Documents](#)

The Port of San Francisco is one of the largest landlords in the City of San Francisco, managing over 500 leases for maritime, industrial, distribution, transportation, office, restaurant, retail, cultural, non-profit and entertainment operations. Revenues from this diverse portfolio are critical to the Port's public trust mission, and to fund maintenance and capital improvements.

Because of the aging Port and state of deterioration of many properties, the Port seeks partnerships to leverage other funding and financing resources, including with Port tenants and development partners. This meeting provided an overview of Port real estate and leasing practices, and included discussion of how changing environmental and economic conditions are requiring the Port to consider new leasing practices to bring projects to fruition.

### **Diane Oshima, Assistant Deputy Director of Waterfront Planning, Port of SF**

The Waterfront Plan's policies and processes for long-term (50-66 years) development on Port property are different than its policies for Port leases for shorter term (usually less than 10 years) "interim uses". The Planning & Development Division takes the lead for Port development projects, which take many years to move from concept to reality and involve multiple phases of community and regulatory reviews and approvals. The Waterfront Plan includes a process for [Waterfront Development Implementation](#).

The Port Real Estate Division is responsible for keeping Port properties leased for interim uses to generate revenues from properties that are not ready for long-term development. A broad range of

uses, including non-trust uses, are allowed in interim leases as long as they are consistent with City zoning. The [Waterfront Plan interim use policies](#) are described in the Port's website.

**Mark Lozovoy, Assistant Deputy Director of Asset Management, Leasing and Special Projects, Port of SF**

The [Port's Real Estate Division](#) manages leases for a wide range of small to large, nonprofit, industrial, and retail tenants. Port shed space is a unique resource in the City that can accommodate a broad mix of tenancies. Often, shed space can be divided into small increments that can house incubator and family businesses that might otherwise leave the City. Port leases generally fall into one of three categories:

- **Shorter-term “bread and butter” leases** Typically shed storage space for small Production, Distribution & Repair (PDR) and light industrial businesses.
- **Restaurant/retail leases** Awarded through a competitive bid process to ensure the Port receives fair market rents and to avail these desirable opportunities to the real estate and business community. Retail and restaurants typically involve higher costs for tenant improvements.
- **Longer-term leases** For tenants in buildings that require extensive capital improvements, including for under-improved properties in the southern waterfront.

The Port conducts a survey of fair market rents each year to ensure that it maintains rental rates that track with the market. Based on this information, the Port Commission approves parameter rental rates for all maritime, industrial, retail, and restaurant tenants. This allows Port Real Estate staff latitude to manage most leases administratively. The Port Commission also sets criteria that determine when certain types of leases require Port Commission authorization and also, in some instances, Board of Supervisors approval.

The determination of lease term primarily is driven by the type and cost of improvements required to occupy the premises. Most interim leases in the northern waterfront range from 5 to 10 years; southern waterfront leases can be up to 25 years, where costs associated with under-improved industrial lands are quite high. Such term flexibility allows tenants the amortization period required to invest in Port facilities.

Port Real Estate Requests for Proposals (RFPs) identify well-committed partners who can help deliver significant improvements and public benefits for restaurant, retail or more complex lease opportunities. Although there used to be a clear distinction between short-term interim use leases and long term leases for development projects, the rising costs for facility repairs and construction are blurring this distinction. Amortization requirements for interim uses are driving the need for longer lease terms, particularly for historic finger piers and bulkhead structures in the northern waterfront. The Waterfront Plan Update will evaluate how the public review process for longer-term interim uses should be updated and refined.

**Rebecca Benassini, Assistant Deputy Director of Waterfront Development, Port of SF**

The 1997 Waterfront Plan promotes diverse uses and development opportunity sites to reconnect the City and the waterfront. Since the Plan's adoption, many [waterfront development projects](#) have been completed and delivered public benefits that have transformed the public's relationship with the Port and San Francisco Bay.

There is no “cookie-cutter” approach to Port development; each project is unique and requires a careful balance of Waterfront Plan and site-specific goals. Some, like the AT&T Ballpark and the Exploratorium were [“sole-source” projects](#) resulting from compelling visions by their project sponsors. Others, like the historic rehabilitation of the Ferry Building and Piers 1 to 5, the Mission Rock and Pier 70 projects are the result of a competitive development proposal process established in the Waterfront Plan.

These public-private partnerships harness private financing resources for long-term facility improvements that the Port cannot finance on its own. Port properties require substantial repairs and expensive seismic improvements to be leasable for public-oriented activities. The costs to improve piers and waterfront properties are very high compared to those on upland properties. In addition to seismic improvements, historic rehabilitation, public access and other public trust requirements all contribute to the high costs of waterfront development. Development partners rely heavily on federal historic tax credits to make rehabilitation of historic piers and facilities economically feasible. Waterfront development projects have typically taken 5-7 years to complete the entitlement approval process, which adds substantial risk and cost to Port projects.

Sea level rise and seawall improvements add another layer of cost and complexity for Port projects. Tenants are responsible for short-term flood protection and long-term sea level rise improvements. While high development costs generally drive a desire to secure a maximum Port lease term of 66 years, sea level rise may limit developer interest or ability to secure the maximum term.

These new realities are leading the Port to consider new tools and approaches to help keep waterfront development and improvement projects implementable. Part 2 of the Waterfront Plan process will provide an opportunity for policy discussions about:

- Longer interim leases and more flexibility to allow revenue-generating uses in developments
- Improved clarity about acceptable trust and non-trust uses
- New funding and financing strategies
- Greater clarity during the regulatory entitlement process





Credit: Fisherman's Wharf Community Benefit District

## 2.8 Open Space and Urban Design

June 1, 2016 | [Meeting Notes](#) | [Related documents](#)

The demolition of the Embarcadero Freeway provided an opportunity for San Franciscans to look anew at the waterfront, and urban design and open space enhancements became a priority of the 1997 Waterfront Plan. Today, the Port is well-endowed with improvements that showcase the unique, historic character of San Francisco's waterfront, activated and opened to the public by numerous projects and improvements guided by the Waterfront Plan, including over 63 acres of parks and open space. This meeting provided information about the Port's urban design and open space accomplishments and opportunities, along with insights by waterfront planning and design expert, Karen Alschuler.

**Karen Alschuler, Global Urban Design Leader, Consulting Principal, Perkins+Will, and Chair of BCDC's Design Review Board**

Good urban design encompasses and integrates all the elements that make urban waterfronts vibrant and attractive, including commerce, culture and history, and public open spaces. There are five characteristics of great urban waterfronts: 1) the edge and curve that define the waterfront's form and relation to the water and land; 2) the aspects about the waterfront's relationship to the many different sights, sounds and experiences of city; 3) telling the story of the city of which it is a part, and its history; 4) an invitation to come and enjoy the water's edge, appealing to the diversity of San Francisco's residents, workers and visitors; and 5) frame and connect the waterfront with surrounding neighborhoods, and setting.

San Francisco enjoys waterfronts on three sides, each with its own character, and mostly open and available to the public. This scale and diversity means that every project does not have to satisfy every need. The west and north waterfront areas provide extraordinary open space resources and

experiences. The Port waterfront is well situated to support the mix of maritime industry and urban waterfront uses, and to invite density and intensity in certain locations, while also ensuring that the water's edge is public and shared. Looking forward, the Port and Working Group should embrace change and be courageous in the development of strategies to make the waterfront resilient. With good guidance, San Francisco's waterfront can continue to be one of the best in the world.

### **Dan Hodapp, Waterfront Planner, Port of SF**

The [Waterfront Design and Access Element](#) of the Waterfront Plan provides a full suite of urban design policies for built improvements on Port property. It was prepared with guidance from an Urban Design Technical Advisory Committee that included SF Planning Department and BCDC design professionals. The Design and Access Element provides detailed policies and guidance for four key types of design features:

- **Historic Resources** Recognize, preserve and interpret the Port's rich maritime history expressed in its historic architectural resources
- **City Pattern** Design projects on landside seawall lots that enhance the character of upland neighborhoods, and pier projects that reflect the waterfront setting and extend public access out to the Bay
- **Views** Provide a variety of waterfront and city views to and from the Bay, City, and along city street corridors
- **Public Access and Open Space** Create continuity, sequence, variety, connections and diverse character within the Port's public open space network

Completed parks and public access improvements illustrate how these policies have taken form along the Port's waterfront, including:

- **Promenades** Jefferson Street, Pier 43
- **Plazas** Harry Bridges, Cruise Terminal, planned Ferry Plaza
- **Parks** Rincon Park, Bayview Gateway Park
- **Piers and Wharfs** Pier 14, Brannan Street Wharf, Pier 1 apron
- **Natural Areas** Heron's Head Park, Pier 94 Wetlands

Funding for open space improvements comes from many sources including grants, general obligation (G.O.) bonds, land sales, and lease revenues. Public access and open space improvements also are delivered as part of new mixed-use development projects. Open space funding is limited, and the Port has been fortunate to win voter support of G.O. bond funding in 2008 and 2012 to support the significant expansion of waterfront parks and open spaces needs, guided by the Waterfront Plan.

### **David Beaupre, Waterfront Planner, Port of SF**

The Embarcadero Promenade and open space system has opened the waterfront to the public, connecting San Franciscans and visitors to the Bay. In the last 10 years, the Port also has devoted attention to creating waterfront open space in the southern waterfront. In 2005, Mayor Newsom convened a task force to develop a long-term plan to create the Blue Greenway, a network of waterfront parks, trails, habitat and bay access points for water recreation in the City's industrial



waterfront stretching from Mission Bay to the San Francisco southern county line. The Port led the City public process to develop the [Blue Greenway Design Guidelines in 2012](#).

Some Blue Greenway park projects have been implemented by the Port and other public agencies, and others are planned as part of new major developments. The Blue Greenway has been planned to maintain compatibility with industrial uses and operations, including Port ship repair, cargo shipping and maritime businesses. The Port has completed many southern waterfront projects envisioned in the Waterfront Plan and Blue Greenway, including:

- **Warm Water Cove Park** Maintained by the Green Trust, a volunteer organization based in Dogpatch
- **Islais Creek Park** Kayaks Unlimited helps to maintain the park, stores its boats and introduces neighborhood youth to kayaking
- **Bayview Gateway Park and Bayview Rise** An artistic light show mounted on one of the Port's historic grain silos on south side of Islais Creek
- **Herons Head Park** Rehabilitated wetlands, a dog run, and Eco-Center that provides free environmental programs
- **Cargo Way** Bi-directional bike path

Other open space projects will be implemented in conjunction with new public-private partnership projects now underway, including the Mission Rock/Seawall Lot 337 project south of Mission Creek, and the Orton Development and Forest City projects at Pier 70. The Port is undertaking its largest public park project ever at Pier 70; nine-acre Crane Cove Park will be, located on the waterfront east of Illinois Street, between 19<sup>th</sup> and 20<sup>th</sup> Streets.

In 1997, the State established the "Bay Area Water Trail", with the goal of significantly increasing recreational access to the waters of San Francisco Bay. The Port already has established five new water launch sites, and six more are planned or under consideration on Port property.

The Port will update the Waterfront Plan with new policies that reflect the extension of the public open space system from The Embarcadero down through the Blue Greenway, including Bay Area Water Trail open space improvements and facilities to serve water recreation users along the entire Port waterfront.



## 2.9 Transportation

July 6, 2016 | [Meeting notes](#) | [Related documents](#)

Many modes of transportation move through or connect at the Port every day, by land and water. The Port works closely with city and regional transportation agencies to ensure waterfront businesses and visitors can flow as smoothly as possible along the waterfront. This meeting provided an overview of transportation efforts underway by City transportation partners as well as ferry and water-taxi operations managed by the Port.

### **Diane Oshima, Assistant Director of Waterfront Planning, Port of SF**

The 1997 Waterfront Plan includes transportation policies organized primarily by types of land use. South of China Basin, policies support industrial truck and freight rail access to serve the southern waterfront's industrial maritime and related industries. North of China Basin, policies promote public transit, effective parking management, and pedestrian access to serve mixed-use maritime, commercial, entertainment, and recreation users of Port lands, including pedestrians and cyclists.

Since the Waterfront Plan was adopted in 1997, the Port has implemented projects that have removed over 1,500 parking spaces, improved circulation for pedestrians, and reduced conflicts between tenant operations and waterfront visitors. The Port also has worked closely with its ferry, excursion, and water taxi tenants to fund, promote and grow water-borne transportation services on the Bay. The largest such project currently underway is expansion of the Downtown Ferry Terminal adjacent to the Ferry Building, which is co-sponsored by the Water Emergency Transportation Authority (WETA). The Port created new water taxi business opportunities and selected Tideline Marine and San Francisco Water Taxi to pilot

new water transport services along the San Francisco waterfront, as well as to other destinations around the Bay.

The Embarcadero is a major, multi-modal city arterial, and other Port streets also provide critical waterfront access. The Port must coordinate closely with the City to operate, maintain and improve these facilities, and plan for new transportation services to serve new growth planned South of Market and further south. The San Francisco Municipal Transportation Agency (SFMTA) and SF County Transportation Agency are key partners with the Port. Beyond transportation services, these agencies also must coordinate on public works and infrastructure projects that serve the waterfront and City. For example, the [Embarcadero Seawall Seismic Improvement](#) project is key to making the waterfront more resilient, including providing protection against flooding of the Muni and BART subway tunnel portals on The Embarcadero.

### **Liz Brisson, Waterfront Transportation Assessment Project Manager, SFMTA**

Four framework elements shape SFMTA transportation planning: safety, travel choices, livability, and customer service. The City is working to ease transportation congestion by bringing several transportation improvements online between now and 2020: the Central Subway, the Transbay Transit Center, and Treasure Island ferry terminals. In the meantime, service on the Muni F-line and operation of the E-line light rail service along The Embarcadero was added in 2015 and 2016.

In late 2012, SFMTA began collaborating with multiple city agencies, including the Port, and community stakeholders to carry out the [Waterfront Transportation Assessment](#) (WTA). The WTA studied the collective transportation demand of major new development from South of Market down through the Southern Bayfront to identify how to target strategic transportation investments. The WTA projected trip generation into San Francisco in the year 2040, and concluded that the East Bay will continue to be the biggest trip generator into the City. Thus, the burden on transbay infrastructure will have to be addressed with measures including increased transbay transit, dedicated transit lanes, and increased ferry service. In addition to such regional relief measures, resulting spillover congestion on the local street network will require continued City focus to promote pedestrian, transit and bike travel, which use street capacity more efficiently than single-occupant private vehicles.

### **Carli Paine, Transportation Demand Management, SFMTA**

Transportation Demand Management is the targeted management of trips generated from sites, including trip capture and trip redistribution into alternative, non-automobile modes such as walking, bicycling, transit, and car share. The City's [Transportation Demand Management](#) (TDM) program is staffed by SFMTA to help sponsors of new development projects minimize parking and automobile trips, and promote alternative transportation services and incentives to employees and building occupants. The SFMTA also is focusing on ways to promote TDM for existing businesses and developments.

The City has adopted a TDM ordinance to keep the City moving as the built environment changes. The ordinance requires new projects to set TDM targets and select a menu of tools and performance measures tailored to the development project; it includes enforcement by SFMTA of TDM performance. SFMTA is working closely with the Mayor's Office of Economic and Workforce Development and city

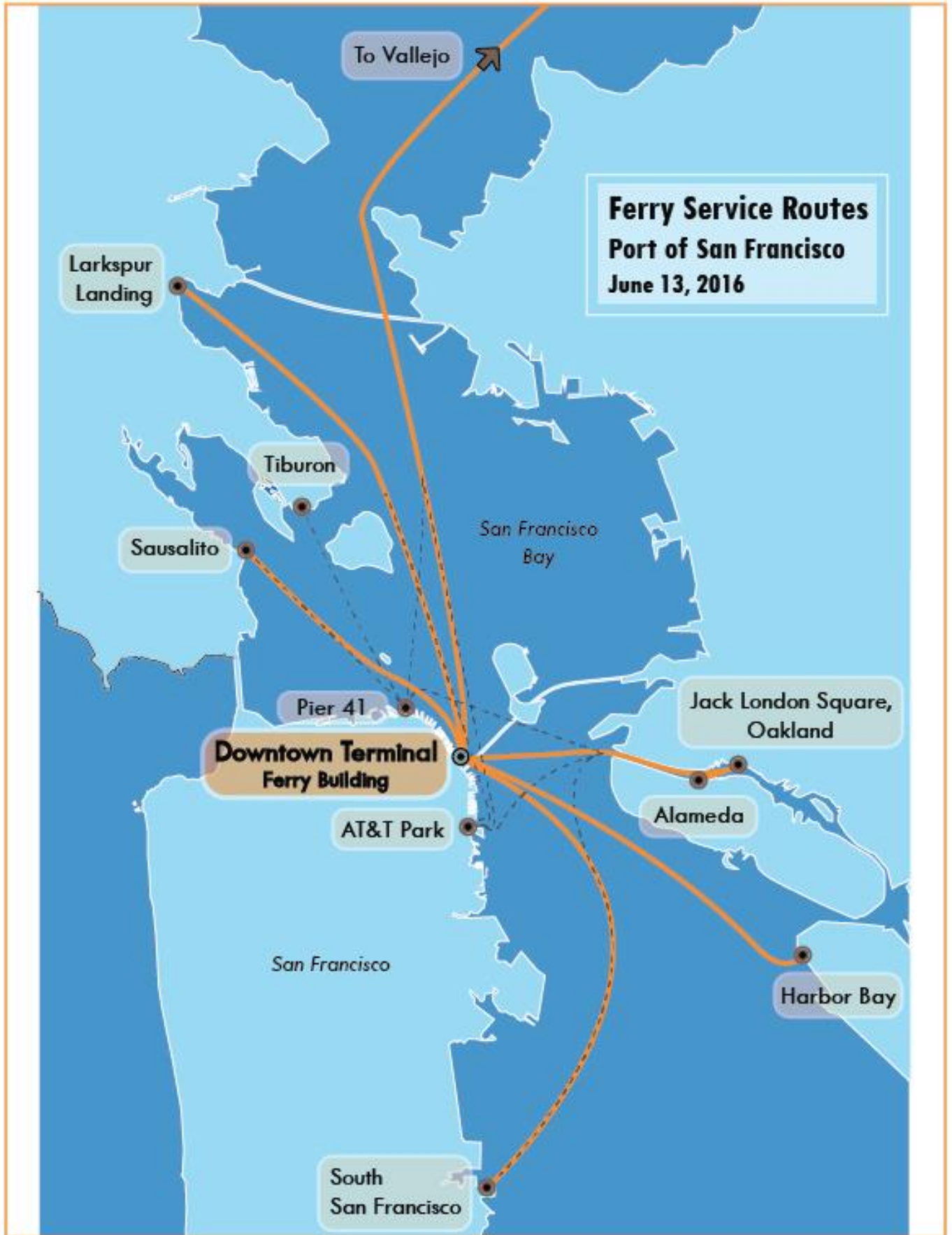
agencies, including the Port, on major development projects along the Southern Bayfront, including Port developments on Seawall Lot 337 and Pier 70. This comprehensive approach enables SFMTA to develop TDM programs for each project that support and complement city transportation improvement projects.

**Patrick Golier, Embarcadero Enhancement Project Manager, SFMTA**

The Embarcadero is a high injury corridor. The goal of the [Embarcadero Enhancement Project](#), a priority Vision Zero project, is to improve the management of pedestrian, transit, freight loading and private auto traffic along The Embarcadero from Fisherman's Wharf to AT&T Ballpark, with the objective of creating a protected bikeway. This also would reduce crowding and safety conflicts on The Embarcadero Promenade. SFMTA and the Port have collaborated on design workshops and stakeholder meetings for this project. After completion of SFMTA engineering analyses, more public workshops will resume in fall 2016 to evaluate the choices and tradeoffs of different design options. A concept design is expected to be developed in fall 2017, but funding has not been allocated yet for environmental review, construction design and engineering, or project implementation.



Ferry Service Routes.





## Water Taxi Service.

# Port of San Francisco WATER TAXI SERVICE

Water taxis are a popular form of transportation in many of the world's major cities, and San Francisco has many viable locations for water taxi stops along its shore. Currently, there are four water taxi landing sites on Port property, dispersed along the northern waterfront.

