PORT OF SAN FRANCISCO

WATERFRONT PLAN

Dedication

Corinne Woods
1946-2019

This Waterfront Plan is dedicated to the memory of Waterfront Plan Working Group member Corinne Woods.

Corinne was a passionate community champion who devoted herself to bringing neighbors, businesses, public agencies, and waterfront stakeholders together to improve San Francisco's public waterfront. Her deep knowledge about waterfront land use issues and regulations, Port maritime needs, and waterfront recreation and revitalization enriched the public discussions, recommendations and updated Waterfront Plan policies approved in 2023. Her devotion to deep and honest community relationships and collaborations for positive change were invaluable to the San Francisco Port Commission and staff and inspire us to continue her legacy. We are very grateful to Corinne for her steely persistence and dedication to making the San Francisco waterfront fun and inviting for all.

Port of San Francisco

WATERFRONT PLAN

www.sfport.com/waterfrontplan

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* *Proposition H, passed by San Francisco voters in 1990, requires that the Waterfront Plan identify "Acceptable Uses" for Port piers and properties within 100 feet of theshoreline. Acceptable Land Use Tables indicating Acceptable Uses for each Port property are provided in Chapter 3.*

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CHAPTER 1

INTRODUCTION AND EXECUTIVE SUMMARY

Introduction and Executive Summary

WELCOME TO THE PORT

San Francisco is known for the beauty of its public waterfront lands and vistas, from the beaches and bluffs along the Pacific Ocean to the urban shoreline along San Francisco Bay. The Port of San Francisco oversees 7.5 miles of these waterfront lands, from Aquatic Park in Fisherman's Wharf to Heron's Head Park near India Basin, in public trust for the use and enjoyment of the people of California. San Franciscans and visitors from throughout the country and the world enjoy a wide range of experiences along the San Francisco waterfront.

As trustee for these public lands, the San Francisco Port Commission and Port staff manage a diverse array of activities within a dynamic city and region. Port maritime and water-dependent uses stretch along the entire waterfront, preserving San Francisco's cherished working waterfront character and heritage. Port lands offer a colorful array of maritime experiences alongside business, public access, recreation and natural shoreline areas, and visitor-oriented commercial attractions. People enjoy the waterfront every day, whether they are commuting to downtown by ferry, paddling a kayak or swimming in San Francisco Bay, watching fishing boats unload the day's catch, or boarding a cruise ship for Alaska. There is something here for everyone.

THE WATERFRONT PLAN

This Port of San Francisco Waterfront Plan governs the use, design, and improvement of these public trust lands, which include historic piers, shoreline, and upland properties. Since its original adoption in 1997, the Waterfront Plan has guided a transformation that has opened Port piers to the public while maintaining and enhancing maritime operations. The Port has also advanced environmental sustainability and stewardship of San Francisco Bay and its shoreline, reducing air pollution, improving water quality, and enhancing natural areas. The Waterfront Plan has fostered new partnerships and public and private financial investments in pursuit of its grand goal as stated in 1997: Reunite the City with its Waterfront.

Today, more than ever, San Francisco is united with its waterfront. More than 24 million people visit each year to enjoy a vibrant urban waterfront, characterized by a mixture of maritime industry, commerce, recreation, and neighborhoods co-existing in a harmony of contrasts. Few waterfronts around the world offer such an integration of seemingly disparate uses. But as it has throughout its history, the Port must continue to adapt and evolve.

UPDATING THE WATERFRONT PLAN

In 2015, the Port published the Waterfront Land Use Plan 1997–2014 Review, a comprehensive look at the projects, partnerships, and investments made pursuant to the 1997 Waterfront Plan. The findings and recommendations provided the starting point for a three-year public planning process led by the Waterfront Plan Working Group, which was charged with developing Port-wide policy recommendations for how best to update the Waterfront Plan.

The public meeting discussions were substantive, rich, and sophisticated. The process led to a shared public understanding of the complex and often competing challenges of managing a thriving waterfront. The Waterfront Plan Working Group approved 161 policy recommendations, which are incorporated in this updated Waterfront Plan. The comprehensive goals and policies reflect the perspectives and desires from a multitude of stakeholders and public agencies to ensure a safe, sustainable, and resilient waterfront. See Appendix F for more detail about the public process to update the Waterfront Plan.

The Port of San Francisco and the Public Trust

Upon admission to the United States, the State of California received title to the sovereign tidelands, submerged lands, and beds of navigable waters within its border, to be held subject to the public trust on behalf of the people of California. The California State Lands Commission is the trustee for trust lands in state ownership. In certain cases, the State of California has granted its trust lands to another public entity, which, as grantee, becomes the trustee. The City and County of San Francisco (City), through its Port Commission, is such a grantee.

In 1968, the State Legislature adopted the Burton Act and authorized the transfer of state lands within San Francisco to the City. As a condition of the transfer, the State of California required the City to create a Port Commission with the authority to use, operate, manage, and regulate the Port, and to take all actions necessary to fulfill its public trust responsibilities consistent with the Burton Act.

Pursuant to the Burton Act, the Port is responsible for promoting navigation, fisheries, waterborne commerce, enhancing natural resources, and attracting people to use and enjoy San Francisco Bay. The Port Commission assumed fiduciary responsibility for overseeing the "Harbor Fund," which is comprised of revenues generated by the Port that can be used only for Port operations, maintenance, capital improvements, and other purposes in furtherance of the trust. As an enterprise agency of the City, the Port supports itself from revenue it earns on Port property and generally does not receive operating subsidies from the State of California or the City. Although the Port is structured much like other City departments, it is unique in that it must further state-wide rather than purely local interests.

The Port has a collaborative partnership with the State Lands Commission and staff, which has been essential to addressing complex public trust issues that arise with respect to the rehabilitation of the Port's unique properties like the Pier 70 and Mission Rock developments, the Ferry Building, and pier rehabilitation projects in the Embarcadero Historic District. The Port also works collaboratively with the San Francisco Bay Conservation and Development Commission (BCDC) and the San Francisco Planning Department to ensure that Port projects respond to local planning and BCDC regulatory requirements.

That public process was also informed by City and County of San Francisco and Port resilience planning initiatives then underway, which included assessing seismic and sea level rise adaptation of the Embarcadero Seawall. This effort is part of the Port's Waterfront Resilience Program, to protect and adapt the entire 7.5-mile waterfront to floods and rising tides. These resilience efforts rely and build on the public values, desires, and aspirations expressed in this Waterfront Plan.

THE WATERFRONT PLAN AND PORT STRATEGIC PLAN

The public goals and policies in the Waterfront Plan are key drivers for the Port Strategic Plan. The Strategic Plan is the Port's 5-year work plan, describing projects, programs, and partnership priorities to be implemented.

The Strategic Plan takes direction from the Waterfront Plan, the Port's 10-year capital plan and capital improvement program, city policies, and the Burton Act. It also includes priorities for a resilient waterfront and actions to reverse historic racism and open opportunities for disadvantaged communities of color, in alignment with the Port's Waterfront Resilience Program and Racial Equity Action Plan. The Strategic Plan work priorities are where "the rubber hits the road", reflecting how the long-term use and stewardship policies of the Waterfront Plan are realized through implementation actions to improve and enhance the San Francisco waterfront for everyone.

THE TIME IS NOW

The public discussions to update the Waterfront Plan highlighted that time is of the essence. Sea level rise and other effects of climate change are an increasing threat to the waterfront, and particularly its fragile historic piers. Many of the ideas and strategies in the Waterfront Plan goals and policies will accelerate the waterfront's adaptation to climate change, with special focus on historic resource rehabilitation to open more piers for public use and increase economic productivity within the Embarcadero Historic District. The historic pier structures are unique in the State of California, and the preservation and rehabilitation of these resources is itself a public trust purpose. Just as San Franciscans worked together to rehabilitate and renew the Ferry Building and the Exploratorium at Pier 15 as major gathering places, the community must now find innovative ways to reduce risks over time from rising tides as part of rehabilitating more of the historic piers that create an iconic identity of San Francisco's waterfront. Similarly, the Port must address climate change adaptation challenges affecting the lands, maritime operations, and future development opportunities south of China Basin. The call for creative and collaborative solutions is clear.

Throughout San Francisco's history, the waterfront has been a place of innovation, evolving to respond to economic, technological, and cultural changes. Many opportunities lie ahead, and solutions to the challenges are not beyond the reach of the Port, the City, and the region when there are shared goals and visions. Partnerships are critical to incorporating social, economic, and ecological adaptations to climate change, and ensuring the waterfront remains a treasured public resource that celebrates diversity and reverses systemic racism. A culture of public collaboration and learning will ensure that the Port is able to meet these challenges. The Waterfront Plan Working Group and Advisory Teams, and the many citizens, agencies, and partners that participated to update the Waterfront Plan have set the foundation for continued successful collaborations between the Port and our community partners.

WATERFRONT PLAN GOALS

These nine goals describe the scope and framework of the Waterfront Plan, supported by numerous policies and subarea objectives.

A Maritime Port, Water-Dependent Uses

Preserve and enhance the Port of San Francisco's diverse maritime and water-dependent uses by providing for the current and future needs of cargo and cruise ships, ferry and water taxis, excursion boats, fishing, ship repair, berthing, harbor services, recreational boating, swimming, kayaking, and other human-powered water recreation activities.

Diversity of Activities and People

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

Public Access and Open Space Along the Waterfront

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

How the Waterfront Plan Is Organized

The Waterfront Plan sets forth nine goals for stewarding future improvements along the Port's entire 7.5-mile waterfront, presented in Chapter 2. Each goal is supported by policies that provide further guidance on specific topics and issues. Chapter 3 presents objectives and acceptable land uses for individual Port properties in the Port's five geographic subareas: Fisherman's Wharf, Northeast Waterfront, South Beach, Mission Bay, and Southern Waterfront. The Port's website hosts a summary of the Plan goals, policies, and subarea objective statements.

Urban Design and Historic Preservation

Design new developments of exemplary quality, highlighting visual and physical connections to the city and San Francisco Bay while respecting and preserving the waterfront's rich historic context and the character of adjacent neighborhoods.

An Environmentally Sustainable Port

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

A Financially Strong Port with Economic Access for All

Ensure that new investment stimulates the revitalization of the waterfront and supports a financially secure Port enterprise, equitably providing new jobs, revenues, public amenities, and other benefits to the Port and the diverse residents of San Francisco and California.

A Resilient Port

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

Transportation and Mobility for People and Goods

Ensure that the waterfront is accessible and safe for all through sustainable transportation that serves the needs of workers, neighbors, visitors, and Port maritime and tenant operations.

Partnering for Success

Strengthen Port partnerships and community engagement to increase public understanding of Port and community needs and opportunities and to help complete improvements that achieve Waterfront Plan goals.

CHAPTER 2

WATERFRONT GOALS AND POLICIES

Waterfront Goals and Policies

This chapter describes the Plan's nine goals. Each goal is supported by policies that provide direction for managing and improving the Port of San Francisco's 7.5-mile public waterfront.

2A	A Maritime Port, Water-Dependent Uses
2B	Diversity of Activities and People
2C	Public Access and Open Space along the Waterfront
2D	Urban Design and Historic Preservation
2E	A Financially Strong Port with Economic Access for All
2F	Transportation and Mobility for People and Goods
2G	An Environmentally Sustainable Port
2H	A Resilient Port
2I	Partnering for Success

SECTION 2A

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | Partnering for Success

A Maritime Port, Water-Dependent Uses

The Port of San Francisco has a rich maritime heritage, reflected in the wide array of historic piers and the vessels that ply the 7.5-mile waterfront from Fisherman's Wharf to Bayview-Hunters Point.

It is here that the State of California established a major center for maritime commerce starting in the 1860s, giving rise to San Francisco as a port city. The shipping industry flourished along The Embarcadero through World War II and until the 1970s, when cargo shipping relocated to modern container terminals in the Southern Waterfront. The historic finger piers in the Northern Waterfront adapted well to other maritime and industrial operations, and other water-dependent uses including sailing and water recreation.

Today, the Port of San Francisco manages one of the most diverse maritime portfolios in the nation, along with water recreation activities in San Francisco Bay.

GOAL:
Preserve and enhance the Port of San Francisco's diverse maritime and water-dependent uses by providing for the current and future needs of cargo and cruise ships, ferries, water taxis, excursion boats, fishing, ship repair, berthing, harbor services, recreational boating, swimming, kayaking, and other human-powered water recreation activities.

BACKGROUND

Fishing Industry

Bay Delta Tugboat

Maritime and Water-Dependent Uses – A Key Responsibility

The Port of San Francisco oversees a colorful array of water-dependent and maritime uses and berthing activities, as shown in Map A.

San Francisco is home to a major fishing industry center in Fisherman's Wharf, a thriving market for excursion boats and passenger cruise ships, harbor services that support vessel traffic and emergency response in San Francisco Bay and the Pacific, and a growing ferry and water transportation industry.

The Port provides berths for historic ships as well as military, research, and ceremonial vessels that frequently visit the Bay Area. Cargo shipping continues to be anchored in the Southern Waterfront at Piers 80 and 92–96. The Port waterfront also provides facilities for water recreation and boating facilities, including marinas, a boat launch, and kayak landings for sailing, rowing, and other human-powered recreation.

Maintaining these maritime businesses and water recreation activities is a core public trust responsibility of the San Francisco Port Commission. This priority has been continually affirmed since 1990, when San Francisco voters approved Proposition H, requiring preparation of a waterfront plan that gives first consideration to the needs of maritime and water-dependent uses.

The public embraces the history and lore of the Port's working waterfront heritage. The active mix of maritime activities maintains an authentic character that is intrinsically interesting and makes San Francisco unique compared to other waterfronts in the Bay Area and state. Many Port maritime industries are highly dynamic, and many are often subject to national and global economic and technological changes. For these reasons, flexibility is needed to allow for maritime business opportunities and berthing along the entire 7.5-mile waterfront.

Under the Burton Act and Public Trust Doctrine, maritime uses are permitted on all Port property. They are also permitted uses in the San Francisco General Plan, Planning Code, and Zoning Map.

Maritime Uses and Public Access

Most of today's maritime industries are small-scale and, with careful management, are compatible with other industrial, commercial, and recreational uses. For example, public-oriented maritime uses such as passenger ferries, water taxis, Bay excursions, swim clubs, and boating facilities (see Map A) invite public access to the shoreline and out onto the Bay. Some sites cannot accommodate both maritime uses and public access, however, due to safety concerns.

The Port promotes public access to the shoreline when that access does not conflict with maritime operations. Waterfront Plan policies include guidelines for promoting public access along the shoreline, including viewing areas where feasible and compatible with maritime operations. (For more details, see Appendix B, Public Access Guidelines for Maritime Operations and Berthing.)

Understanding Maritime Economics

To respond to business needs and opportunities, the Port tracks maritime industry changes and market conditions affecting San Francisco and the Bay Area. Tracking these trends helps to guide maritime leasing and operations, including berthing needs and locations, and thus is an important part of managing the Port's assets, land uses, and finances.

Map A

Maritime and Water Dependent Uses and Berthing

PORT OF SAN FRANCISCO | WATERFRONT PLAN

Maritime industries support a wide range of jobs and employ skilled labor that helps to maintain a diverse economy and workforce in San Francisco and the Bay Area. Many of these industries, such as passenger cruise ships, are also economic drivers for tourism, San Francisco's largest industry. However, most do not bring enough revenue to finance facility repairs and improvements on their own.

Some industries, especially cargo shipping, ship repair, cruise, and commercial fishing typically need their own facilities, with major Port investment in improvements and repairs. Other maritime uses can operate in facilities shared with non-maritime activities.

The Port Commission and Port staff seek development and partnership opportunities that secure private and other funding for new or improved maritime facilities and services, where possible. Port leasing efforts also focus on ensuring a compatible mix of maritime and non-maritime uses in shared facilities.

Tenant and Community Engagement

Auto shipping at Pier 80

The Port provides support services to its maritime tenants and collaborates on business opportunities to maintain and enhance maritime uses in San Francisco.

Port staff coordinates a Maritime Commerce Advisory Committee (MCAC) that includes representatives from organized labor and the Port's diverse maritime businesses. The MCAC helps keep the Port up to date on maritime business needs and changes. MCAC meetings are open to the public. They provide a forum for addressing maritime market needs and opportunities, along with the balance between maritime requirements and other public trust and City needs.

Maritime Industries and Water-Dependent Uses

The Port supports a wide variety of maritime commerce and water-dependent activities, which include related ancillary functions such as berths, floats, terminal facilities, equipment storage, administrative functions, parking, fueling stations, maintenance and repair, ticketing and queuing areas, exhibit areas and maritime office. See Maritime Industries Report, and Appendix E for more information about maritime uses:

- Cargo shipping and terminal areas
- Cruise shipping and passenger terminals
- Ferry and water taxis, which have become important components in the Bay Area public transportation network
- Excursion boats provide access to the Bay and dramatic views of the city
- Fishing industry including commercial and sport fishing harbors and distribution and processing facilities
- Harbor services that support maritime vessels and activities including tug and tow operations, provisioning, fireboats, bar pilots, and Port maintenance facilities
- Ship repair and drydocks
- Temporary and ceremonial berthing for military, training, research, and other visiting vessels
- Water recreation and recreational boating provides facilities for swimmers, kayakers, windsurfers, and other water sport enthusiasts, as well as recreational boating facilities
- Historic ships include opportunities for tours, exhibits and workshop
- Maritime office provides administrative functions for any maritime industry including Port of San Francisco headquarters and administrative operations

Bar Pilot - Harbor Services

Regulatory, Security, and Environmental Requirements

Maritime businesses must comply with many regulatory, security, and environmental requirements, and maintain permits from federal, state, and regional agencies. The Port helps businesses meet these complex and ever-changing requirements by offering technical support in areas such as dredging, homeland security, and environmental sustainability.

Dredging

Each year, parts of San Francisco Bay need dredging to keep berthing areas and channels deep enough for vessel access and operations. The regulations governing dredging are complex, and complying with them is expensive. The Port manages its dredging program to protect Bay water quality and restore habitat and other environmental features where possible.

Coast Guard at Pier 35

Homeland Security

Homeland security requirements enacted after the terrorist attacks of September 11, 2001, greatly affect the Port's vessel security and berthing protocols, as well as the operating costs of cruise, cargo, and ferry operations.

The Port works closely with the U.S. Coast Guard to administer a Maritime Security (MARSEC) program that requires Facility Security Plans to protect vessels and terminals. The Port also works with many agencies to coordinate homeland security and disaster planning, including use of Port facilities for city and regional emergency services, including post-disaster response to serve the city and region.

See Section 2H for more discussion of Port security and resilience policies.

San Francisco Bay Railroad, Pier 96

Shore power at Cruise Terminal, Pier 27

Maritime Environmental Sustainability

Environmental initiatives and operational requirements for maritime industries include storm water system design and management, sewage pump-out, and oil-recycling facilities to protect the Bay.

In addition, since 2010, the California Air Resources Board (CARB) has worked to reduce air pollution from California maritime and port operations. For example, CARB now requires certain types of ocean-going vessels to use cleaner fuels, turn off idling diesel engines, and connect to shore electric power when they are docked at the state's busiest ports.

CARB continues to develop new regulations and strengthen existing programs to coordinate with state-wide initiatives for reducing toxic air pollutants and responding to climate change. These increasingly stringent regulations and initiatives are driving technological innovations in the maritime industry.

Ship repair drydock at Pier 70

Port maritime tenants have already begun to shift to renewable diesel and hybrid electric powered engines in new excursion and ferry vessels and freight rail operations. The Port has shore power facilities that allow passenger cruise ships, ship repair operations, and lay berthed vessels to plug into the city's zero-emission hydropower electrical grid.

More clean energy facilities and technologies will be needed, however, as more types of vessels become subject to regulation, vessel visits grow, and regulatory agencies set stricter air quality standards to protect human and environmental health.

See Section 2G for more discussion of environmental sustainability policies.

Challenges and Opportunities

Power for Cruise Operations

Cruise ships that call at the James R. Herman Cruise Terminal at Pier 27 are currently served with shore power. The Port's secondary cruise terminal at Pier 35 is not similarly equipped, however, and is in aging condition. To maintain the Port's robust passenger cruise business, construction of another shore power facility will likely be necessary.

The Port is working to find cost-effective clean energy technologies and locations best suited for additional shore power for cruise ship berthing and operations. Connecting to the city's electrical network will be expensive and will likely require public financing and/or a public-private partnership.

Ship Repair at Pier 70

Pier 70, the historic home of San Francisco's ship repair industry since the 1880s, has evolved through many economic and technological changes.

The Port owns the drydock Eureka and Drydock 2, which enabled the Port to host many deep-water vessel repair contracts at the Pier 70 shipyard. As the size of cruise and cargo ships continues to grow, however, other ports with larger drydocks captured more ship repair contracts and a competitive advantage over San Francisco. In 2017, the Port's ship repair operator, BAE Services, terminated its contract and operations at Pier 70.

With an understanding of these trends, the Port is seeking new ship repair operators for the Pier 70 shipyard but is broadening its marketing to include other maritime uses as well. The Port is working to determine how this facility can best serve maritime business opportunities compatibly with other major investments to improve Pier 70.

Piers 80–96 Maritime Eco-Industrial Business Opportunity

The Port continues to expand cargo business at its Pier 80, Pier 92, and Piers 94–96 terminals. These efforts are part of the Piers 80–96 Maritime Eco-Industrial Strategy, which seeks to protect and support San Francisco's remaining cargo shipping and support operations, and create job and economic opportunities, community benefits, and environmental enhancements along with Blue Greenway parks and public access in the Southern Waterfront.

Development of the adjacent Piers 90–94 Backlands on Seawall Lot (SWL) 352 is included in the Piers 80–96 Maritime Eco-industrial Strategy. This 51-acre area is ideal for industrial warehousing, an economically productive and compatible use that can support maritime businesses, reinforce the Port's cargo terminal operations, and meet City objectives for maintaining an industrial base in San Francisco.

The financing necessary to improve the Piers 90–94 Backlands exceeds Port resources and would require public-private development partnership(s). As a first step, the Port will need to work with the State Lands Commission to determine a financially viable public trust strategy and development options to guide the improvement of the Piers 90–94 Backlands site.

Water Recreation and Recreational Boating

The Port waterfront is home to a growing number of facilities, operations, and programs that support recreational boating, swimming, kayaks, and human-powered water recreation enjoyment of San Francisco Bay, with access to the shore from water and land. San Francisco Bay attracts water recreation enthusiasts from the Bay Area and around the world for open water swimming, sailing, rowing, and kayaking year-round, supported by a robust community of swim and boating clubs and programs.

Swimming and rowing water-dependent uses in the Bay

The Port has developed float and landing facilities, rental and service businesses, and community partnerships to educate and promote safe water recreation among people of all abilities and economic backgrounds. This is an important consideration in siting new facilities, given the large number of commercial and ocean-going vessels working along San Francisco's waterfront. Open water swim events are managed in close coordination with the U.S. Coast Guard, a practice that is being promoted with other water recreation groups as well. Water safety regulations, partnerships and education programs are all needed to protect public and navigational safety, recreational enjoyment, and safe maritime operations in the bay and along the shoreline.

Port facilities and programs are developed in coordination with regional efforts led by the Association of Bay Area Governments (ABAG) to promote the San Francisco Bay Water Trail and San Francisco Bay Trail.

See Section 2C for more information.

Water Taxi at Pier 1½

Water Transportation

San Francisco is a regional hub for Bay Area ferries and water transportation businesses. These services have grown dramatically since 1989, when damage from the Loma Prieta Earthquake temporarily closed the Bay Bridge and other Bay Area freeways. Today, water transportation services help reduce bridge and freeway congestion.

The Port works with the San Francisco Bay Area Water Emergency Transportation Authority (WETA) and Golden Gate Ferry (GGF) to coordinate operations and improvements for existing and new water transportation facilities.

The Port also supports opportunities to test the viability of small and emerging water transportation options, such as water taxis and charter boats offering service along the San Francisco waterfront and to other Bay locations.

See Section 2F for more discussion of Waterfront Plan transportation policies. Transportation functions and coordination are also critical to Port, City, and regional emergency and disaster response plans, which are discussed further in Section 2H.

Transportation Access for Maritime Businesses

Traffic congestion and access are challenges for the Port's maritime businesses, which rely on city streets for truck loading, deliveries, and freight rail service. To avoid these problems, many maritime operators schedule these activities for non-peak traffic periods to the extent possible.

Maritime transportation concerns can sometimes be overlooked in a city that must manage streets and other transportation to meet the needs of all travelers. The Port works diligently to ensure that the city's transportation system supports truck and freight rail access and the parking needs of maritime and industrial businesses.

See Section 2F for more discussion of Waterfront Plan transportation policies.

Ferry service to the East Bay

MARITIME POLICIES

Protecting Maritime Uses, Infrastructure, and Flexibility

1. Permit maritime uses anywhere throughout the Port of San Francisco's 7.5-mile waterfront to meet changing industry needs, subject to San Francisco Bay Conservation and Development Commission (BCDC) San Francisco Waterfront Special Area Plan fill provisions within Open Water Basins. Permitted maritime uses include seasonal overflow for fish handling and temporary and ceremonial berthing at any facility that can safely meet these needs.
2. Maximize opportunities for maritime activities by simplifying and aligning applicable permitting, design review, and other regulatory requirements.
3. Maintain deep-water berths for cruise ships, cargo ships, and visiting military vessels, and provide additional berths to serve the growing need for shallow-draft vessels (e.g., tugs, barges, ferries, excursion boats, and water taxis). North of Pier 27, give priority consideration to berths on the south (or east) sides of piers, which have less exposure to prevailing tides.
4. Maintain a current inventory of pier and berth locations and water depth information to support the Port's diverse maritime businesses, including valuable deep-water berths, pier aprons, and shed facilities in the Embarcadero Historic District, and centrally located harbor service operations.
5. Maintain adequate and secure locations for the Port's Maintenance Division facilities, including any satellite support locations, to ensure the Port can optimize and efficiently deploy maintenance staff and services to all Port properties.
6. Make efforts to avoid land use conflicts or interference with maritime operations.

Maintaining and Enhancing Maritime Facilities

7. Maintain and enhance facilities for maritime activities by:
    a. Providing long-term leases and other incentives for maritime industries to invest in facility improvements and, where the economic condition of an industry does not permit such investment, seek alternative sources of financing for needed improvements, including linkages to possible non-maritime, revenue-generating development.
    b. Permitting interim uses of maritime terminals and facilities to generate revenue for the Port Harbor Fund from properties not currently needed for maritime use.
    c. Encouraging development and/or rehabilitation of Port assets that include improvements to maritime berthing facilities.
8. Encourage the development of new commercial and recreation-oriented maritime activities (e.g., water taxis, ferry and excursion boats, historic ships) by:
    a. Linking the development of new maritime activities with complementary non-maritime public and commercial activities as part of a mixed-use program that includes open spaces and public access, in order to maintain a maritime character along the water's edge and to help finance maritime-related capital improvements.
    b. Giving high priority to water-oriented and water-dependent uses that are open to the public.
    c. Where possible, taking advantage of shared visitor parking and other services and amenities at adjacent or nearby developments.
9. Conduct site and financial feasibility studies to identify viable location(s) to develop a second cruise ship berth and passenger facility that includes shore power or other clean energy systems to comply with emerging air emission rules developed by the CARB.
10. Make investments to support cruise ship calls to San Francisco with the most environmentally sustainable shore power facilities that comply with CARB regulations.
11. Allow maritime-oriented clubs, which may charge membership fees but also provide pay-as-you go use fees by non-members, to the maximum feasible extent. Prohibit private clubs with exclusive memberships.
12. Permit the development of accessory commercial services, such as restaurants and retail convenience food-and-beverage sales, to serve nearby employees, Port tenant businesses, and residents, provided that such uses do not interfere with or preclude the primary maritime operations.
13. Increase coordination and partnerships with regional and local agencies and operators to expand water transportation facilities and services along the San Francisco waterfront, consistent with Waterfront Plan transportation policies presented in Section 2F.

Southern Waterfront Cargo and Industrial Operations

14. Maintain existing marine terminals at Pier 80, Pier 92, and Piers 94–96 for non-container cargo shipping activities in the Southern Waterfront, near maritime support services, freight-rail access, and truck routes. Continue marketing efforts to increase cargo business to achieve full utilization of Port terminals.
15. Pursue industrial leasing and warehouse development opportunities in the Piers 90–94 Backlands to protect the integrity of the Port's Pier 92 and Piers 94–96 cargo terminal operations. Maintain a viable industrial base in San Francisco to generate economic activity, jobs, revenues for Port improvements, and to improve properties in the Bayview-Hunters Point community.
16. Protect truck routes and access necessary to support continuation of cargo and industrial operations. Work with city transportation agencies on street and public realm improvements to reduce or eliminate conflicts between maritime/industrial vehicles and non-maritime bicycle and pedestrian access along the Bay Trail to serve these multiple modes of transportation. See also Section 2E Goods Movement and Industrial Access Policies 23–29.
17. Advocate for freight rail access in the Southern Waterfront.
18. Maximize efficient use of new and existing parking facilities in a manner that does not hamper maritime business operations or public access.

Water Recreation and Recreational Boating

19. Plan recreational boating, swimming, rowing and water recreation, and related commercial services (e.g., boat rentals, chandleries) in a variety of locations near desirable destinations that complement existing facilities, including sites south of China Basin. Locate and manage these uses to ensure compatibility with maritime and ocean-going vessel operations and sensitive habitats in the area.
20. Implement low- or no-cost water recreation projects and support facilities at planned San Francisco Bay Water Trail locations, and solicit new funding sources and partnerships, coordinated with Port capital funding opportunities.
21. Support active and new water recreation programs and provide information to the public about water landing facilities and activities (e.g., University of California, San Francisco Mission Creek kayak programs, South End Rowing and Dolphin Clubs, Bay Area Disabled Sailors).
22. Promote water recreation improvements in landside open spaces (e.g., launches, changing areas, restrooms), where feasible, to augment public use and enjoyment of landside public access areas.
23. Increase opportunities for transient small boat berthing, including secure overnight berths, where feasible.
24. Promote safe water recreation for swimmers, rowers, kayaks, and human-powered vessels, including signage to increase awareness of water safety, maritime vessel operations, and respectful treatment of sensitive habitat areas.
25. Seek and maintain interagency and community partnerships with organizations that promote safe water-oriented recreation opportunities for users of all abilities and economic circumstances.

Maritime Use and Public Access Compatibility

26. Promote shared public access on pier aprons where it is safe and compatible with maritime berthing, particularly in the Embarcadero Historic District. Consider the following conditions and needs in determining whether pier apron areas used for maritime berthing are compatible with public access and consistent with public access guidelines presented in Appendix B.
    a. Allow physical public access along pier aprons that can be designed to protect public safety and the safety and security of vessel and support functions served by the maritime berth.
    b. Develop streamlined strategies with regulatory agencies to permit minor amounts of fill for floats and gangways for maritime berthing to provide vessel security and enable public access along the pier apron.
    c. Promote public access that is safe and compatible with maritime berthing and economically feasible for maritime operators to maintain and secure.
    d. Allow occasional temporary closure of public access on pier aprons to comply with vessel security requirements, or temporary use of the pier apron for equipment or loading.
    e. Allow pier aprons and edges to be managed by Port or maritime operators to support both public access and passenger queuing and loading of excursion and ferry boats and water taxis.
27. Recognize that maritime operations maintain an authentic working waterfront, a purpose that may be of interest to the public, even if not compatible with public access. If available, identify views of maritime operations from vantage points that are readily accessible and can be improved with interpretive signage, benches, and amenities to provide the public with views and education about maritime uses at the Port.

SECTION
2B

A Maritime Port, Water-Dependent Uses | **Diversity of Activities and People** | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | Partnering for Success

Diversity of Activities and People

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

The Port of San Francisco has always been a place of work and innovation. It has supported many different industries and businesses, evolving over time in response to technological and economic changes.

In recent decades, as the waterfront has continued to change, the Port has encouraged a broad array of public-oriented uses such as parks, museums, markets, and entertainment to make this part of San Francisco more enjoyable for locals and visitors alike.

Today, the Port continues to support an unusual balance of commercial and industrial activity, maritime uses, cultural institutions, and public recreation. This diverse mix of uses has reconnected San Francisco to its waterfront, providing recreational and economic opportunities to people of all ages, abilities, races, and socio-economic backgrounds.

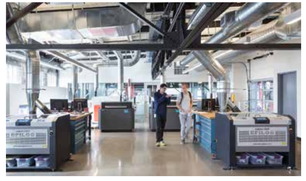
BACKGROUND

A Lively Mix of Waterfront Uses

The Port's 7.5-mile waterfront is distinctly urban in character. Map B shows waterfront land uses, which include historic resources, parks and public access, and new mixed-use districts alongside an active maritime Port.

As cargo shipping and heavy maritime industry shifted to the Southern Waterfront in the 1970s, the finger piers and bulkhead structures to the north were repurposed for other maritime industries. These historic facilities, as well as other historic structures at Pier 70 have proven to be desirable and adaptable for a wide variety of non-maritime uses as well. With careful management, many piers can compatibly host maritime businesses along with non-maritime uses that draw people to the waterfront.

Pier 1 and 1½

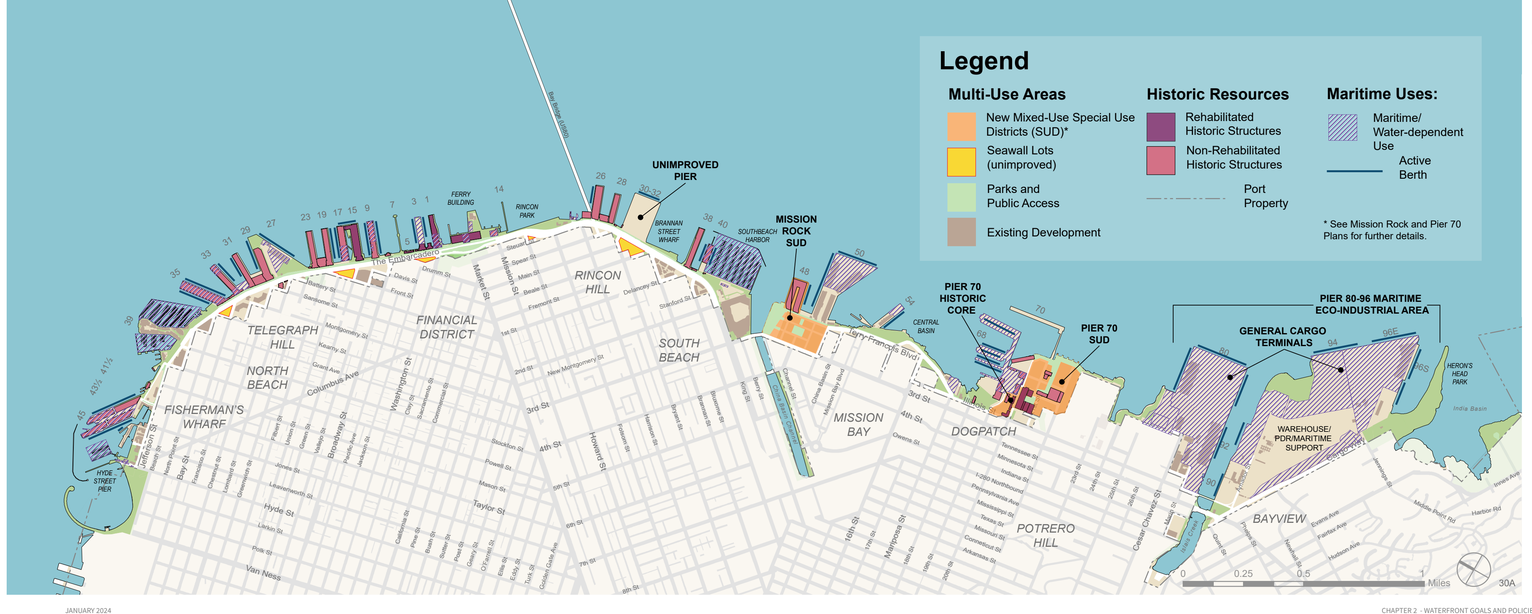


Pier 9 Autodesk Workshop

The waterfront also continues to be an important workplace that supports many different types of businesses and jobs on piers and upland seawall lots. Today, the Port is the largest industrial landlord in San Francisco, with facilities that are vital to retaining production, distribution, and repair (PDR), storage, technology innovation, and light industry, in addition to maritime operations.

This wide-ranging property portfolio provides a stable source of revenue for the Harbor Fund to support Port operations and investments. It also helps the city to maintain a diverse economy and a broad range of job opportunities.

To support this full range of activities, the Port relies on leases and public-private development partnerships, with lease terms long enough to allow the cost of tenant and structural improvements to be paid off (amortized). See Section 2E for a review of the Port's financial responsibilities and requirements, and the Waterfront Plan's financial and economic policies.



Map B

Land Use Context

Zoning and Land Use Controls

The Port works closely with the San Francisco Planning Department (planning department) on policy and design so that new Port projects and improvements enhance the city's urban setting.

The San Francisco Planning Code and City Zoning Map define zoning classifications and building height and bulk limits for Port properties. Most Port lands are zoned C-2 (Community Business), M-1 (Light Industry), or M-2 (Heavy Industry), districts that allow the mix of maritime industries and non-maritime uses defined in the Waterfront Plan.

Land uses on Port piers and properties within 100 feet of the shoreline also must comply with additional requirements established by Proposition H. In addition, pursuant to Proposition B (2014), any change to building height limits for Port-owned property requires approval by San Francisco voters.

Many Port projects are also reviewed by the staff of the State Lands Commission and BCDC. See Section 2I for more information.

Rendering of BRIDGE affordable housing on SWL 322. 88 Broadway

Seawall Lots – Where the City Meets the Waterfront

The Port's seawall lots—parcels inland of the seawall that separates land from the Bay—are an important transition area between the waterfront and the city's diverse inland neighborhoods. Port seawall lot properties vary in size and location. These characteristics affect the type and scale of non-maritime uses that are allowed by this Waterfront Plan.

Seawall Lots North of China Basin Channel

North of China Basin Channel, seawall lots lie west of The Embarcadero and are relatively small, and with many of them adjoining private property. These seawall lots no longer serve a maritime purpose but they provide valuable opportunities for infill development that blends with the surrounding neighborhood. Hotels, a trust-consistent use, can be developed on seawall lots in compliance with Proposition H, because seawall lots are located more than 100 feet from the shoreline.

The Port has worked with the State Lands Commission on state legislation to lift or suspend use restrictions for certain seawall lots that no longer support trust uses, and to allow residential and other non-trust uses that fit with the surroundings. This approach not only encourages compatible land uses, but also generates significant revenue and public financing capacity for Port improvements, including waterfront parks and public access, and rehabilitation of historic piers.

Seawall Lots South of China Basin Channel

South of China Basin Channel, Port seawall lots are large, but many are generally not suited for maritime industry. The Port manages these lots to provide a variety of other public trust benefits, including public open space and public access as part of the Blue Greenway parks and water recreation network, natural areas, and historic rehabilitation within the Pier 70 Union Iron Works Historic District.

Proposition H Acceptable Uses

Proposition H requires the Waterfront Plan to identify "Acceptable Uses" and "Unacceptable Non-Maritime Uses" for piers and Port properties within 100 feet of the shoreline, and it determined that a hotel is an Unacceptable Non-Maritime Use. See Appendix A for the text of the Proposition H ordinance. Tables that list Acceptable Uses for individual Port properties are provided in Chapter 3.

Rendering of Mission Rock Park

The Exploratorium at Pier 15

Plans and development agreements have been approved for two neighborhoods on Port seawall lots: Mission Rock Special Use District (SUD), a 28-acre site that includes Seawall Lot (SWL) 337 and Pier 48 within the Mission Bay area; and the Pier 70 SUD, a 35-acre site within Pier 70 that includes SWL 349. Both are planned as mixed-use, residential, and commercial neighborhoods with 30 to 40 percent of housing units at below-market rates, major new park and shoreline access, and new sustainable infrastructure. Site designs are adapted to sea level rise to 2100, plus 100-year storm surge.

The Port worked with the State Lands Commission to secure state legislation for both projects to confirm that each project meets public trust requirements. The two projects also incorporate building height limit increases that received San Francisco voter approval as required by Proposition B. Land use policies and controls for the two projects, including urban design, architectural, and historic preservation design standards, are separately addressed in the development and design documents, which are incorporated by reference into this Waterfront Plan.

Public-Oriented Uses

A key public trust objective is to encourage activities that draw people to the waterfront for recreation and enjoyment, and to experience San Francisco's maritime history and architecture, especially within Embarcadero Historic District piers.

Public-oriented uses are fundamental to a lively urban waterfront that welcomes people of all ages, abilities, races, and economic backgrounds.

Public-Oriented Uses

- Artist/Designer Studios and Galleries

  Includes craft studios and galleries
- Academic Organizations

  Includes cultural, industrial, and fine arts education and learning, and facilities for classes, programs, public events, and gatherings
- Assembly and Entertainment

  Includes conference facilities, theaters and live performances, night clubs and nighttime entertainment venues, public markets, and children's entertainment
- Hotels

  Overnight lodging (prohibited on piers or within 100 feet of the shoreline, unless rescinded by San Francisco voters)
- Museums and Cultural Uses

  Facilities for art, cultural and historical exhibits, events, and gatherings
- Recreational Enterprise

  Includes facilities offering recreational and athletic fitness services
- Retail

  Includes retail goods and services, eating and drinking establishments, and public markets
- Visitor Services

  Facilities and information services oriented to visitors, including programs about the Port and the city

For more details, see Appendix E. See Chapter 3 Acceptable Use Tables, which show properties in each subarea that allow public-oriented uses.

The Exploratorium at Pier 15

Public plazas and visitor-serving retail, including restaurants, have long been recognized as trust uses that promote public enjoyment of the waterfront. There is also strong public demand for more public-oriented use offerings, including cultural, educational, entertainment, and recreational activities that attract people of diverse interests and racial and socio-economic backgrounds to maximize public trust benefits at the Port of San Francisco.

Commercial and Industrial Uses

The Waterfront Plan allows the following categories of commercial and industrial uses:

- Warehousing

  Includes storage, distribution, import/export, and light industrial business (excludes mini-storage on piers or within 100 feet of the shoreline)

- General Industry

  Includes recycling, transmission facilities, assembly, and light manufacturing

- General Office*

  Includes financial, information, management, administrative, consultant, and professional services

- Production, Distribution, and Repair Uses (PDR)*

  Includes industrial activities for agriculture, light manufacturing and assembly, distribution, technology research and innovation, repair services, and ancillary promotional displays and demonstrations

- Parking

  To support waterfront visitor access and maritime businesses

For more details, see Appendix E.

* *Also see Embarcadero Historic District discussion below regarding conditions for allowing General Office and PDR uses*

Commercial and Industrial Uses

From Fisherman's Wharf to Bayview-Hunters Point, the Port's piers and seawall lots host a wide range of commercial and industrial uses. Commercial uses include general office in buildings on some seawall lots, in historic rehabilitation and development projects such as the Ferry Building, and as a short-term interim use.

The Port's industrial properties have proven to be versatile, places of work that can be adapted to changing needs over time. Today, these properties house PDR, storage, technology innovation, and light industrial activities.

Together, the Port's commercial and industrial uses support a workplace that, in addition to maritime employment, offers a diverse mix of non-maritime jobs.

Other Uses

The Port waterfront also hosts other uses, including support services for maritime and non-maritime uses and sports facilities such as the San Francisco Giants ballpark.

Pier 9

Other Uses

The Waterfront Plan allows the following uses:

- Transportation Services

  Includes facilities to support water and land transportation, ticketing, passenger information, and services

- Community Facilities

  Includes facilities for fire and police stations, health care, libraries, day care, and community meeting rooms

- Sports Facilities

  Facilities for professional sports, including ballparks, which also may be used for non-sport-related performances and events.

For more details, see Appendix E.

Embarcadero Historic District

The Embarcadero Historic District extends from Pier 45 in Fisherman's Wharf to Pier 48 along China Basin Channel. It contains piers and bulkheads that are nationally recognized historic maritime structures. Preservation of these unique properties is a primary public trust benefit. The Port dedicates substantial resources to maintaining the integrity of the district's historic structures. There is strong public support for opening more of the historic piers for public use and enjoyment.

In 2017, the National Trust for Historic Preservation identified the Embarcadero Historic District as one of the 11 most endangered historic places in America, pointing to seismic and flood risks as the reason for this designation. Some historic resources, such as the Ferry Building, Piers 1–5, and the Exploratorium at Pier 15, have been rehabilitated, reducing some risk to the historic district. Many other pier facilities have not yet been restored, however, due to financial constraints.

See Section 2D for more information about properties included in the Embarcadero Historic District.

Embarcadero Historic District Public Trust Objectives

Historic preservation is a primary public trust benefit. The Port dedicates substantial resources to maintain the integrity of the Embarcadero Historic District's nationally recognized historic maritime structures. The public trust objectives, summarized as follows, provide the framework for evaluating financially feasible pier repair and rehabilitation projects in the Embarcadero Historic District:

- Repairs and rehabilitation that preserves the integrity of the pier facility and historic district, consistent with U.S. Secretary of the Interior Standards for the Treatment of Historic Properties
- Capital repairs/seismic and life safety improvements, including flood and sea level rise adaptation
- Maritime and public access (public trust) uses provided on pier exteriors
- Public trust and public-oriented uses provided inside piers
- Revenue generation to finance improvements and support other Port needs
- Length of lease term as determined to amortize improvement costs

For more details, see Appendix C.

Stewardship Responsibilities and Public Trust Objectives

Preserving and enhancing the integrity and resilience of the Embarcadero Historic District is a key public trust benefit, and a sustainable use of Port property. It is an important Port stewardship responsibility that requires substantial investment and collaboration.

Port efforts include flood protection strategies to make the district's historic resources more resilient in the face of rising tides and climate change. See Section 2H for more information.

The Port requires that all rehabilitation and repair work comply with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties. The appropriate and feasible level of investment in a particular historic resource depends on many factors, including public trust needs and priorities, condition of the structure, costs and extent of rehabilitation, location, development opportunities, economic cycles, and real estate market dynamics.

Historic piers must be seismically retrofitted to support public uses. Seismic retrofits, together with other public trust improvements, are very costly.

Because maritime, public access and public-oriented uses typically produce modest or no revenues, historic pier rehabilitation projects must include a financially feasible development program to make rehabilitation possible. This may require the inclusion of high revenue generating General Office and/or certain types of high revenue PDR uses, federal historic tax credits, and other development financing tools.

The Embarcadero Historic District Objectives were developed through detailed public discussions and assessment of past successful projects, including rehabilitation of the Ferry Building. These Objectives provide a policy framework to promote the delivery of a variety of public trust benefits in future historic rehabilitation projects.

The Port strongly supports efforts by development partners to secure other outside funding or financing to offset or subsidize the cost of public-oriented uses and public trust benefits in projects, where possible. These projects will rely on lease terms that allow enough time for the project to pay off (amortize) the costs of repair, seismic strengthening, and other improvements necessary to achieve project objectives.

Pier 1 historic rehabilitation

Full vs. Partial Rehabilitation Projects in the Embarcadero Historic District

The Port uses a dynamic mix of leasing and development approaches to repair and rehabilitate as many historic piers as possible.

"Full Historic Rehabilitation Projects" are highly desirable because they provide full seismic upgrade of an entire pier, including the bulkhead building. These projects offer the most opportunity for public access and enjoyment of new activities in the pier and its historic architecture. The costs are highest for these projects, which require lease terms of 50 to 66 years, the maximum allowed.

Where full pier rehabilitation is not feasible, the Port may consider "Partial Rehabilitation Projects," in which tenants or partners invest in repairs of part of a pier without triggering building code requirements for significant structural upgrades. These projects provide opportunities for targeted improvements such as a restaurant or public-oriented use in a bulkhead building, or repairs and utility upgrades for light industrial maker businesses, while most of the pier continues to be used for low-occupancy industrial activities. The lease term can vary from 11 to 49 years, depending on the cost and loan requirements for the improvements.

For both types of projects, the Port relies on public-private partnerships and tenant leases that may include high-revenue-generating uses and/or external funding necessary to finance the high cost of repair, seismic upgrade, resilience adaptation, and historic preservation. For rehabilitation to be financially feasible, piers with high repair and upgrade costs will require more high-revenue-generating uses and/or external funding than piers with lower costs. See Appendix C for more information.

Short-Term Interim Uses

Under the Burton Act, Port lands may be leased for a wide range of short-term interim uses, including non-trust uses, before the properties are ultimately developed or improved to achieve long-term public trust benefits.

Long-term development projects can take several years to receive the necessary approvals and negotiate leases and development agreements. In the meantime, the Port must keep its facilities productive in order to generate revenues to fund ongoing operations and improvements. Short-term interim use leases are therefore essential to the Port's financial stability.

Short-term leases may be for temporary and month-to-month periods, up to 10 years. Given the limited lease term, common interim uses for undeveloped properties are general parking lots unrelated to a trust use, construction laydown space, and industrial storage. Common interim uses for pier sheds are light industrial uses and storage.

Short-term interim uses also allow the Port to "start small" and pilot new business ideas, as well as promote temporary activities that help bring life to increase vitality along the waterfront. By building a base of experience and support, these short-term businesses, programs, and activities can evolve into long-term projects that attract diverse jobs, residents, and visitors.

La Mar before - Pier 1½

La Mar after - Pier 1½

DIVERSE USE POLICIES

Public-Oriented Uses

See list of Public-Oriented uses on p. 34.

1. Ensure that leases and Port developments support a diversity of public-oriented uses that equitably serve and attract visitors of all ages, races, income levels, and abilities from California and the world.
2. Provide more equitable access by increasing the number of free or low-cost activities and events along the waterfront.
3. Include activities that promote physical activity, connection with nature, and healthful living for visitors of all ages.
4. Design public-oriented uses to be inclusive, to create visitor experiences, and to convey a sense of place that is oriented to San Francisco Bay (e.g., include lower-cost takeout/happy hour offerings from restaurants, creative public access/public realm design amenities, lobbies open to the public).
5. Highlight visual connections with maritime features and public access improvements in the design of public-oriented uses in new pier developments, where possible.
6. In historic properties, include tenant improvements that enhance visitor enjoyment of the Port's maritime history and architecture, consistent with Waterfront Plan urban design and historic preservation policies.
7. Give top priority to public-oriented uses that are water-oriented and provide water-dependent activities uses that are open to the public.
8. Encourage temporary public-oriented uses that promote a dynamic waterfront. Allow pilot projects and small business opportunities.
9. Integrate commercial revenue generation with public-oriented uses and benefits as needed to meet project financial feasibility requirements.
10. For developments that include academic organizations, require programs and facilities that offer public educational opportunities (e.g., short courses or workshops) as well as public events and gatherings that enhance and activate public access areas.

Commercial and Industrial Uses

See list of Commercial and Industrial uses on p. 35.

11. Maintain maritime and non-maritime industrial leasing opportunities in Port pier sheds, warehouses, and industrial properties.
12. Maintain leasing opportunities for maritime and general office uses in existing office building developments, historic buildings that are listed in the National Register of Historic Places, and as permitted.
13. Consistent with Section 2A Maritime Policies 14 and 15, pursue development of new warehouses on the Piers 90–94 Backlands to maintain and enhance industrial facilities in San Francisco that protect the viability of Port cargo and maritime support businesses at Piers 80, 92, and 94–96 and generate economic activity and jobs for the city, revenues for Port improvements, and improved properties in the Bayview-Hunters Point community.
14. Develop commercial and industrial projects that are consistent with applicable urban design and architectural policies (in Section 2D) and environmental sustainability policies (in Section 2G), and that complement and enhance the waterfront public open space network (see Section 2C).
15. Prohibit new private clubs with exclusive memberships (i.e., clubs that require members to be voted in). Allow clubs that may charge membership fees (e.g., YMCA) but that provide pay-as-you go use of facilities or other measures to allow occasional club use by the public to the maximum feasible extent.
16. Promote the use of public transit and alternative transportation modes in commercial and industrial projects, consistent with Waterfront Plan Section 2F transportation policies.

Other Uses: Transportation Services

17. Provide attractively designed and inviting passenger waiting and service areas to encourage use of public and private water transportation services, including terminals, docks, and public spaces that support water transportation facilities.
18. In major developments, encourage ticket sales for all local and regional public transportation modes to and within San Francisco.
19. Plan vehicle staging areas that minimize congestion on nearby streets and adverse impacts on public access.

Other Uses: Community Facilities

20. Allow public safety and other community service facilities on sites that are strategically located to provide service to the Port or the City and County of San Francisco.
21. Where rational and feasible, include spaces in new developments that can be used by the public (e.g., community meetings, government services) and that bring life to the waterfront.
22. Maintain the Port Executive Director's authority to direct the use of Port facilities for medical airlift and other emergency services.

Embarcadero Historic District

23. Provide a greater range of land use and lease term strategies to enhance the Port's ability to undertake projects that rehabilitate and thus maintains the Embarcadero Historic District's iconic finger piers and structures.
24. Establish a consistent review process that includes coordinated inter-agency review for Embarcadero Historic District rehabilitation projects (for full or partial rehabilitation requiring lease terms of 11 to 66 years) by using the Embarcadero Historic District Public Trust Objectives (see Appendix C) as a criteria framework to assess and determine the public trust benefits necessary to support project approval.
25. Implement feasible asset repair and management strategies that allow full historic rehabilitation, partial rehabilitation, and short-term uses to maintain the integrity of the Embarcadero Historic District and support the waterfront's evolving needs.
26. Encourage temporary public-oriented uses in the Embarcadero Historic District to promote a dynamic waterfront. Allow pilot projects and small business opportunities.

Embarcadero Historic District: Full Historic Rehabilitation Projects

27. Allow long-term (50- to 66-year) leases to support historic rehabilitation of an entire historic pier facility, which requires significant high-revenue-generating uses (e.g., PDR, general office) or other private funding to provide the financial feasibility to achieve the public trust benefits and generate revenue for the Port Harbor Fund. Pursue full rehabilitation projects that focus on achieving the following public trust benefits:

a. *Historic Preservation:* All improvements are consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

b. *Structural/Seismic Improvements:* Full substructure and superstructure repair and seismic upgrades are provided, consistent with applicable Port Building Code requirements.

c. *Pier Apron Exterior Public Trust Uses:* Pier apron renovations provide public access alongside the historic structure and diverse views of the Bay and maritime activities, with restrictions where necessary to ensure safety and security for maritime uses. Where not limited by security or safety concerns, maritime operations on pier aprons should be shared with public access.

d. *Maritime Uses:* Where feasible, maritime uses, including berthing and maritime office or support space, as needed, are given top priority.

e. *Interior Shed and Bulkhead Uses:* The project includes a "Bayside History Walk" interior public access, which may provide views of maritime architecture and interpretation of San Francisco's maritime history; and an interior use program that, in addition to traditional maritime and visitor-serving trust uses, includes public-oriented uses that allow a meaningful opportunity to view and appreciate the historic pier. Visitor and public-oriented uses should occupy the ground floor of the bulkhead building or areas adjacent to the Embarcadero Promenade. Public-oriented uses also are encouraged to be located within the pier shed, provided the project revenues and/or external funding will support project financial feasibility requirements. High-revenue-generating commercial or industrial uses should be limited to the pier shed and the second floor of the bulkhead building and provided only as necessary for the financial feasibility of the project.

f. *Flood Protection:* Flood protection measures for pier projects and related public access areas, and an adaptive management strategy to protect against future flood risk from sea level rise, are included as conditions of master tenant leases or development agreements, as required by the Port's Chief Harbor Engineer to protect the structure and life safety. Leases should include termination provisions that become effective if required flood protection measures are not completed as required.

28. Ensure active community engagement in review and comment on leasing and development solicitations and proposals, as set forth in community engagement policies in Section 2I.

Embarcadero Historic District: Partial Rehabilitation Projects

29. Allow partial pier rehabilitation projects to stimulate investment in Port historic structures that could continue to be used for low-occupancy industrial or warehouse uses but, in certain areas of a pier or bulkhead, provide opportunities for funding of structural repairs for higher-occupancy public-oriented or high-revenue office/PDR uses that do not trigger applicable building code requirements for significant structural upgrades. To finance pier repairs and improvements, allow lease terms that vary in length from 11 to 49 years, depending on the level of capital investment and amortization requirements. Allow incremental repair of the facility to advance historic rehabilitation, public trust uses, and public access features to varying degrees. Projects may be proposed as a master lease for an entire pier, which may allow seismic improvement to support higher-occupancy uses in limited parts of the facility, or as individual tenant proposals that include repairs in piers shared with other tenants, which are unlikely to include seismic improvements. Where a developer or tenant is prepared to make significant capital investments for a portion of a pier, allow high-revenue uses to support project financial feasibility. Pursue partial rehabilitation projects that focus on achieving the following public trust benefits and generate Port Harbor Fund revenues:

a. *Use of Bulkhead Building:* Projects should include substantial public-oriented uses in the ground floor of a bulkhead building that provide public opportunities to view the interior architecture of a pier. The bulkhead building should retain a drive aisle for access to the shed, as needed.

b. *Structural Repairs:* Depending on the scope of the project, structural repairs should include enhanced utilities, structural improvements and, for larger projects that rehabilitate most of a pier, partial seismic rehabilitation of the bulkhead or pier aprons where feasible.

c. *Historic Preservation:* Repair and rehabilitation elements should be consistent with the scope of the project. Any alterations to historic resources will comply with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

d. *Public Access:* Partial pier apron repair and reuse for public access adjacent to public-oriented uses may be required where feasible; for smaller projects where apron repair is not feasible, the provision of alternative waterfront public access benefits may be required.

e. *Flood Protection:* Consistent with the scope and duration of the lease, the Port or its tenant will follow an adaptive management strategy to protect against future flood risk from sea level rise as required by the Chief Harbor Engineer to protect the structure and life safety. Leases should include termination provisions that become effective if required flood protection measures are not completed within a certain time frame. If the project includes viable flood protection measures and/or alterations, as determined by the Chief Harbor Engineer, that increase amortization requirements, an extension of the lease term may be considered to support the improvements.

30. Assess and report outcomes of partial rehabilitation projects, along with any recommendations to improve tools and strategies to improve success. Monitor and report on pier condition as an integrated part of the Port capital planning cycle and capital budget process.

31. Ensure active community engagement in review and comment on leasing and development solicitations and proposals, as set forth in policies in Section 2I.

32. Partial rehabilitation projects that provide limited public-oriented uses should be distributed among other developments and attractions and, if feasible, provide areas that may be made available for community or public use as a public benefit.

33. Encourage pilot and pop-up public-oriented uses that promote a dynamic waterfront. Allow pilot projects and small business opportunities.

Seawall Lots

34. Encourage uses on seawall lots that integrate and connect with the surrounding neighborhood and waterfront.

35. Activate underused northern seawall lot areas, and promote new uses and design that enhance the public realm on the west side of The Embarcadero.

36. In seawall lot developments along The Embarcadero, promote design that provides views and physical access to the west side of The Embarcadero, the Embarcadero Historic District, and the Bay for a diverse range of users.

37. Ensure that seawall lot developments:

    a. Incorporate public-oriented uses that enliven the pedestrian/ground level experience in a variety of ways.

    b. Provide land uses that, whether oriented to residents, visitors, or workers, support and attract diverse populations to the waterfront.

38. Allow hotels as an acceptable use on seawall lots and Port properties more than 100 feet upland of the Bay shoreline, consistent with Proposition H.

39. After determining a specific development project for any individual seawall lot north of Market Street, seek state legislation to lift trust restrictions on that lot only if necessary and on a case-by-case basis. Ensure that development includes public-oriented use(s) to activate or enhance the public realm.

40. To support Port capital improvements, generate revenue from a broad range of uses, including non-trust uses (e.g., office, residential, general retail) where permitted by Senate Bill 815 or other state legislation, and invite new ideas to enhance surrounding neighborhoods and connections across The Embarcadero; support development that is well designed and advances public goals.

41. Pursue significant financial benefits from seawall lot developments that rely on state legislation, to support historic rehabilitation of piers, waterfront parks, and public access.

42. Comply with applicable City policy regarding provision of affordable housing in new residential development projects and, whenever possible without undermining financial value to the Port, exceed the City's policy.

43. Encourage inclusion of social and common areas that could be available for community meetings to serve on-site or nearby residents.

44. Recognize that parking on seawall lots is a trust use that furthers trust objectives by:

    a. Accommodating Port visitors who drive from elsewhere in the region or state, especially families with children, seniors, people with disabilities, and tour buses.

    b. Supporting Port businesses, their service needs, and their employees who are currently underserved by transit (e.g., maritime operators, Fisherman's Wharf businesses).

    c. Providing a revenue stream for Port capital needs on an interim basis, until other uses are approved.

45. Ensure that seawall lot parking uses are consistent with transportation policies in Section 2F and informed by further studies of people visiting the waterfront, delivery and loading needs, and transit and bicycle use.

Mission Rock Neighborhood

46. Refer to the Mission Rock SUD, Development Agreement, and Design for Development Plan for land use, urban design and public access, transportation, environmental sustainability, and economic benefits policies and requirements for improvements in this neighborhood.

Pier 70 Special Use District Neighborhood

47. Refer to the Pier 70 SUD, Development Agreement, and Design for Development Plan for land use, urban design and public access, transportation, environmental sustainability, and economic benefits policies and requirements for improvements in this neighborhood.

Interim Uses

48. Allow up to 10-year terms for interim uses on all Port properties, provided that:

    a. The interim use does not preclude or inhibit long-term improvement opportunities.

    b. For seawall lots north of China Basin, the interim use is an activity that is allowed in a C-2 (Community Business) district.

    c. For piers or seawall lots south of China Basin, the interim use is an activity that is allowed in an M-1 (Light Industrial) district.

49. Recognize that interim uses cannot be expected to support the same level of public access improvements as long-term uses.

50. Consider interim use lease terms for longer than 10 years only in exceptional cases where there is thorough public review pursuant to the community engagement policies in Section 2I.

Unacceptable Uses

53. Consistent with Proposition H, the following uses are determined by the Port Commission to be unacceptable on piers or land within 100 feet of the shoreline:

    New Unacceptable Non-Maritime Uses*

    - Non-maritime private clubs
    - Residential uses
    - Permanent non-accessory parking (i.e., general parking that is not provided as a requirement for new development)
    - Adult entertainment
    - Non-marine animal services
    - Mortuaries
    - Heliports (except for landings for emergency or medical services)
    - Oil refineries
    - Mini-storage warehouses
    - Hotels, unless approved by San Francisco voters at an election.
    - Sports facilities with seating capacity greater than 22,000, unless approved by San Francisco voters at an election.

* *Proposition H does not prevent any Unacceptable Non-Maritime Use existing as of January 1, 1990, from continuing in operation or expanding on its existing site in a manner consistent with all other applicable laws and regulations.*

SECTION
2C

PUBLIC ACCESS AND OPEN SPACE ALONG THE WATERFRONT

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | **Public Access and Open Space along the Waterfront**
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | Partnering for Success

Public Access and Open Space along the Waterfront

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

One of the hallmarks of great urban waterfronts is how they allow people to reach the shore and water, enjoy the parks and public open spaces there, and join in activities that reflect the vibrancy of the city and region.

Along the Port's shoreline, conversion of former industrial areas into mixed-use neighborhoods has opened up new areas for parks, public access, and environmental restoration. These public open spaces serve residents, workers, and visitors, and provide public views of the Port's diverse maritime industries.

As the Port's park network nears completion, creative design and programming of activities and events can enhance the recreational offerings and delights, inviting all to enjoy the necklace of open spaces along San Francisco's waterfront.

BACKGROUND

An Extraordinary Setting

San Francisco enjoys a wealth of open space riches; the city is surrounded on three sides by water, and its shoreline property is mostly publicly owned. The 7.5-mile stretch of waterfront managed by the Port is mostly urban in character, where parks and public access connect or integrate with San Francisco's diverse neighborhoods.

Map C provides an overview of the variety of public parks, public access, natural areas, and trails along the Port's waterfront.

The 1997 Waterfront Plan originally envisioned a connected network of public open space and public access along the Port shoreline. At that time, the City was making a major investment to transform The Embarcadero into a grand boulevard and linear public space.

The Embarcadero project set the stage for creating a necklace of waterfront parks and open spaces spaced at regular intervals—generally a 5- to 10-minute walk between major parks—and connected by walkways. The new parks constructed by the Port have complemented maritime industry and pier rehabilitation projects, creating a variety of waterfront views and experiences that enhance the appeal and walkability of The Embarcadero.

The Port has expanded this open space network to the south in concert with a City initiative to create the Blue Greenway—a planned series of parks, public access, and Bay water recreation facilities along San Francisco's southeastern waterfront. Heron's Head Park is the southernmost park the Port manages along the Blue Greenway.

San Francisco Bay Area Water Trail

The San Francisco Bay Area Water Trail is a state-established network of water recreation sites for nonmotorized small boats such as kayaks, canoes, dragon boats, and stand-up paddle, and wind surf boards (human-powered boating) so recreational boaters can safely enjoy single- and multiple-day trips around San Francisco Bay.

San Francisco Bay Trail and Bay Area Water Trail

The Port's parks and open spaces also have been created to advance the San Francisco Bay Trail, a 500-mile walking and bicycling route that circles San Francisco Bay, sponsored by Association of Bay Area Governments (ABAG).

As a counterpart to the Bay Trail, ABAG also manages the San Francisco Bay Area Water Trail. Established by the State of California, this trail is a growing network of launch and landing sites and other facilities around San Francisco Bay that serve non-motorized vessels such as kayaks and board sailors. The Water Trail program includes partnerships and a water recreation safety program to educate the maritime and water recreation community about how to share and enjoy the Bay safely together. The Water Trail offers incredible urban sights and views, along with places devoted to nature and viewing of birds and wildlife.

Map C

Parks, Public Access, and Natural Areas

The Port has a number of water recreation facilities as shown in Map C, including the Corinne Woods Pier 52 Boat Launch, the City's only trailered public boat launch, along the Mission Bay waterfront. Water recreation access and facilities are integral components of the Blue Greenway, so named to reflect the objective of creating access from water ("blue") and access from land ("green"). The Blue Greenway is the City's contribution to improving the portions of the Bay Trail and Water Trail that extend through the southern part of San Francisco.

A Variety of Open Space Experiences

The waterfront offers a wide variety of parks, public access, and natural areas. Major parks and plazas have been built or are planned and under construction, from Fisherman's Wharf to Bayview-Hunters Point, and are the anchor of the Port's open space network.

Port open spaces also are designed to enhance the public spaces within city streets and sidewalks. These spaces—streets and sidewalks, open spaces, and the buildings that surround them—are often referred to as the "public realm." Thoughtful planning and design of the public realm can promote walking, bicycling, and inviting gathering places that enrich public life along streets and in neighboring developments. Along San Francisco's shoreline, Port and City improvements to open spaces and adjoining public rights-of-way can enhance the public's experience of the waterfront.

The "public realm" is the setting for civic life.

What is the Public Realm?

The public realm refers to public streets, sidewalks, open spaces, and the buildings that surround them. Thoughtful planning and design of the public realm can promote walking, bicycling, and inviting gathering places that enrich public life along streets and in neighboring developments.

Improving the Public Realm

To improve the public realm, the Port coordinates with City departments that have lead roles in managing streets and sidewalks and creating better connections to upland neighborhoods.

The Port also works with other partners. For example, the Port partnered with the Fisherman's Wharf Community Benefit District and San Francisco Public Works to complete five blocks of public realm improvements on Jefferson Street in 2021. The Jefferson Street public realm improvements and the nearby Pier 43 Bay Trail Promenade are central to enhancing the heart of historic Fisherman's Wharf for the more than 16 million people who visit the wharf each year.

Similarly, along the Blue Greenway, the Port is working with its development partner and the Office of Community Investment and Infrastructure to reconstruct Terry Francois Boulevard, coordinated with the development of the new China Basin Park (as part of the Mission Rock project) and Bayfront Park (part of the Mission Bay South Redevelopment Plan).

San Francisco Symphony at Pier 27 Cruise Terminal Plaza

Crane Cove Park

Developing Waterfront Parks

The Port has also enjoyed strong City partnerships and community collaborations to secure the funding necessary to develop major waterfront parks. With support from the Mayor and San Francisco Board of Supervisors, the San Francisco Recreation and Parks Department, and San Francisco voters, the City has twice approved general obligation bond measures to fund the completion of the Pier 43 Bay Trail Promenade, Brannan Street Wharf, Pier 27 Cruise Terminal Plaza, Crane Cove Park at Pier 70, and Bayview Gateway Park along the Blue Greenway.

These major additions to prior park and public pier investments have realized the vision of a Port-wide open space network. With the further additions planned in the Mission Rock project, and Slipways Commons Park as part of the Pier 70 Special Use District, the Port's planned open space network will be substantially complete.

Designating Open Water Basins

Many waterfront parks, including Rincon Park and Brannan Street Wharf, have been planned in coordination with Open Water Basins—designated areas where fill is highly restricted to preserve expansive Bay views from major open spaces. The concept of Open Water Basins was developed in collaboration with San Francisco Bay Conservation and Development Commission (BCDC) to further BCDC's public access and Bay fill policies. Open Water locations are shown on Map C.

Ferry Plaza Site Rendering

Creating Ferry Plaza

To complete the Port's park network, one project remains: the creation of a Ferry Plaza on the Bay side of the Ferry Building.

The Ferry Building is already a major gathering place and a regional ferry and public transit hub. Transforming the existing public access area to the east and south of the south of the building into a beautiful and iconic Ferry Plaza would create a great public space to welcome residents and visitors from around the world.

Unlike any other Port park, Ferry Plaza has the potential to be a true piazza—a lively center for public life, framed by the Ferry Building, the ferry terminals, and the adjoining restaurant/utility structure, offering spectacular views of the Bay Bridge and Yerba Buena Island.

The design and improvement of the plaza will require a collaborative partnership with the Ferry Building Master Tenant, which holds the Ferry Plaza ground lease. The new plaza will need to complement the Ferry Building and other adjacent uses, and host a dynamic program of activities and gatherings, including the popular Saturday farmers market. A strategy for adapting to rising tides and providing flood protection will also be essential.

The Port will require funding for this project and sources may include the Parks General Obligation Bond program and private funders.

Wharves and Piers

In addition to major parks, the Port open space network provides unique public access experiences along wharves, pier aprons, and public piers. These facilities allow people to get out over the water and enjoy the natural Bay setting, maritime views, and a place away from city activity.

The Port hosts public pedestrian and fishing piers at Pier 7, Pier 14, Pier 41, historic Pier 43, atop the South Beach Harbor breakwater, and at Agua Vista Park Pier. Each offers views across the Bay and back to the city, along with opportunities for recreational fishing.

Pier 14

Wharves are pile-supported spaces alongside the Embarcadero Promenade or behind some of the restaurants and historic fishing industry buildings in Fisherman's Wharf. Many provide access to quiet areas off the beaten path where visitors can view fishing boat activity, tugboats, ferries, and other vessels from a safe distance.

Pier aprons extend along the edges of piers. They support a mix of maritime uses and vessel berths, access to Port businesses, and public access out over the Bay. See Appendix B, which provides guidelines for balancing public access with maritime operations in these areas.

Heron's Head Park

Natural Areas

From Fisherman's Wharf to Mission Bay, the Embarcadero Seawall and pile-supported finger piers line the waterfront. Beginning at Mission Bay and extending south, piers and other structures give way to more natural land forms that meet the water. Here, natural forces help create shoreline habitat.

Port property includes natural shoreline areas along Mission Creek, along the northeast shoreline of Pier 94, and at Heron's Head Park in Bayview-Hunters Point. These areas are essential to resident and migratory birds and offer valuable recreation and

Bayside History Walk at Pier 1

Bayside History Walk

The Bayside History Walk provides unique public access in Embarcadero Historic District development projects. The Ferry Building, Piers 1–5, and Pier 15 Exploratorium each provides access to the Bay's intimate spaces, views, and interpretive exhibits that connect to pier aprons or the Embarcadero Promenade, and enrich the public access experience. The Port seeks to expand the Bayside History Walk as part of additional Embarcadero pier development projects.

educational opportunities to thousands of visitors each year. In each of these areas, dedicated partners serve as stewards and have led or supported efforts to enhance and maintain these important shoreline habitat resources.

Although strikingly different from other land uses along the Port's waterfront, these sites are an important part of the Port's environmental stewardship mission. They broaden the types of recreational opportunities and public access available on the waterfront, with key partnerships to promote environmental education and stewardship of natural shoreline and habitat areas. See Section 2G for discussion of environmental sustainability policies.

Skateboarders at Bayview Gateway

Expanding Park Uses

While the physical improvements to the Port's network of open spaces are almost complete, there is growing public desire for a broader offering of recreational uses, events, and activities in Port parks.

These parks are subject to public trust requirements intended to ensure that visitors from throughout the region and state, as well as local residents and workers, can enjoy these lands. For that reason, most parks have been designed for "passive use," or low-key activities that anyone can enjoy. Typical features include walking paths, benches, and picnic areas, where people can relax, stroll, and enjoy Bay views.

Even with substantial growth in waterfront visitors, however, many Port parks are underused. Increasingly, people are looking for recreational play activities, children's playgrounds, pop-up events and activities, and accessory food service. New, innovative park designs and programs are needed to attract people of all ages, races, and economic means, include youth and families, visitors, and locals.

The Port works closely with the State Lands Commission and BCDC to identify park design features that increase recreational use and activities in Port parks that appeal to diverse communities from near and far.

Resilience and Public Space

Since waterfront parks and other public spaces are important neighborhood gathering places, emergency response plans identify many of them as key locations for providing services after a disaster.

The Port is evaluating how adaptations and improvements to these public spaces will help maintain a safe, enjoyable, and resilient waterfront. Resilience adaptation of public open spaces is integral to planning for the Embarcadero Seawall and the Port's Waterfront Resilience Program, in partnership with the U.S. Army Corps of Engineers (USACE). The Port is also pursuing partnerships with the Coastal Conservancy, State Lands Commission, BCDC, and ABAG to identify opportunities to adapt Port parks and public access areas to rising tides.

See Section 2H for discussion of waterfront resilience.

OPEN SPACE POLICIES

Open Space Continuity

1. Maintain a continuous waterfront walkway that connects parks, public access, and activity areas from Fisherman's Wharf to India Basin, provides improvements to the San Francisco Bay Trail, and follows these guidelines:
   a. Locate the walkway as close to the water as possible, moving inland where necessary to accommodate maritime uses or sensitive habitat areas.
   b. Keep the walkway separate from auto traffic, where feasible.
   c. Provide separated walking and cycling paths, where possible.
   d. Design to accommodate maritime industrial access and operations (also see Appendix B, Maritime Public Access Guidelines).
   e. Design to integrate the walkway with adjacent open spaces and activities that enhance wayfinding, social interactions, and enjoyment of the public realm.
2. Work with partner agencies to enhance the Port's public spaces within city streets and sidewalks by promoting walking and bicycling, creating public spaces that facilitate social interaction, encouraging active ground floor uses in adjoining buildings, and improving safety for all users.
3. Extend pedestrian walkway and public realm improvements as part of pier renovation projects and through the Blue Greenway.
   a. Provide public access around the perimeter of piers wherever safe, feasible, and compatible with maritime berthing and pier operations, consistent with Maritime Policy 26 in Section 2A.
   b. Throughout the Southern Waterfront, extend public realm improvements through the Port's streets and public spaces consistent with Transportation Policies 23, 24, and 25 in Section 2F.

Sequence of Open Spaces

4. Complete and enhance a sequence of major open spaces located at regular intervals at significant points along the waterfront.
   a. Improve existing major open spaces to enhance their recreational value and role as significant open spaces along the waterfront.
   b. Preserve Open Water locations that provide expansive Bay views framed by waterfront developments and/or open spaces that provide public gathering and viewing places.
   c. Highlight locations within parks and public access areas that provide interesting public views of maritime operations.
   d. Collaborate with the Ferry Plaza ground lessee to create a Ferry Plaza on the Bay side of the Ferry Building that complements ferry terminal and passenger activities, farmers markets, public gatherings, and special events. Incorporate expansive views of the Bay Bridge, and resilience design features to adapt to rising tides.

Variety of Open Spaces

5. Complete a variety of public access and open spaces that offer many recreational opportunities and enhance other uses along the waterfront. Take advantage of the attributes of each location to create different kinds of experiences (e.g., places that reflect the unique, authentic characteristics of nearby neighborhoods through art or by telling the waterfront story; quiet, contemplative places for passive enjoyment; spaces that support civic gatherings and urban events that draw large crowds; environmental restoration areas; and places that appeal to children and seniors).
6. Provide equitable access along the waterfront by increasing the number of free or low-cost activities and events, including activities that promote physical activity, connection with nature, and healthful living for visitors of all ages.
7. Seek ways to draw attention to underused public open space and water recreation areas.

Park Activation

8. Increase recreational uses, events, and programs in Port parks and open spaces that are appropriately sited and designed to serve a balance of local and state public trust needs as well as a full spectrum of users—locals, regional visitors, and people of all ages, abilities, races, and economic means.
    a. Include interest points in public open spaces that attract use by youth and teens. Consider how technology and socialization patterns influence use and enjoyment of outdoor spaces by these groups.
    b. Encourage art and gathering spaces that relate to characteristics of nearby neighborhoods.
    c. Provide restrooms, drinking fountains, information kiosks, benches, tables, and other furnishings that enhance the public's enjoyment of the waterfront.
    d. Try pilot programs to explore how recreational opportunities can be expanded or diversified. Learn from successfully programmed events that attract diverse populations to the waterfront, while mitigating impacts on affected neighborhoods.
    e. Consider concessionaires that can support active enjoyment of Port parks (e.g., by providing recreation equipment, refreshments, and restrooms).

Working with the City and the Public

9. Encourage and support volunteer efforts to increase use and support of public access improvements, including efforts to aid in securing grants and philanthropic partnerships, and facilitating the permit review process.
10. Communicate to the City and County of San Francisco that Port lands are subject to public trust requirements, and that the mission to meet municipal park and recreation service needs for San Francisco residents should not rely upon Port parks and open spaces as a substitute for non-trust properties.

City Connections

11. Improve open spaces to enhance connections between the city, the waterfront, and the Bay.
    a. In new developments on the west side of waterfront roadways, design landscaping and include active ground-floor uses that enhance the public realm and connections between upland neighborhoods and the waterfront.
    b. Develop a public wayfinding system throughout Port property that aids the public's understanding of Port facilities, the city's transit system, and nearby San Francisco destinations.
    c. Encourage interpretive exhibits and information in a variety of ways to enhance the pedestrian waterfront experience and public understanding and enjoyment of the Bay, the historic waterfront, maritime operations, and the natural environment. Include public art to aid interpretation.

Design Character

12. Emphasize San Francisco Bay and the waterfront's spectacular natural setting as the backdrop for the design of most open space improvements and built features.
    a. Ensure that public spaces are simple and minimalist in form and character to allow the natural beauty of the waterfront to be the strongest visual image.
    b. Design public access and open spaces to further the historic, maritime, and natural character of the waterfront. Consider including design, interpretive information, art, or other features that communicate the uniqueness of the site.
    c. Incorporate Bayside History Walk interior and exterior public access walkways, interpretive exhibits, and amenities in Embarcadero Historic District pier rehabilitation projects.
    d. Prepare design guidelines to provide site-specific criteria and details on design treatments, materials, public furnishings, and amenities.
13. Locate public access areas at ground or platform level, open to the sky (allowing limited covering if it enhances public access and does not support private uses above), and along the waterfront edge consistent with BCDC policies.
14. Address microclimate conditions in the design and placement of new public access, open spaces, and amenities (e.g., by providing places that are sheltered from uncomfortable winds and extreme sun exposure).
15. Protect open spaces from shadow and wind impacts from adjacent development according to applicable law.
16. Promote safety by locating and designing public access and open spaces so that they are highly visible and well lit. Avoid creating concealed areas.

See Also Section 2D Urban Design Policies 1–8.

Connections with Nature

17. In open space and infrastructure projects, incorporate connections to the Bay and nature wherever feasible and complementary.
    a. Consistent with the city's Biodiversity Policy, protect and improve biodiversity by including native, habitat, and pollinator plants where feasible. See also Section 2G Environmental Sustainability Policy 4.
    b. Include improvements to marine habitat environments in shoreline projects, as feasible.
    c. Include areas for waterfront views, shoreline public access, or direct access to and from the Bay for visitors' enjoyment of the natural environment.
    d. Connect the public of all ages with nature and the Bay environment.

e. Provide locations and opportunities to engage and educate local communities and visitors about waterfront natural resources (e.g., marinas, boat launches).

f. Where feasible, provide public access in natural areas that supports ecological and community health and environmental education.

Water Recreation Access

18. Promote, expand, and enhance water recreation facilities and access into the Bay for recreational boating, swimming, and human-powered vessels as additions to the San Francisco Bay Water Trail.

    a. Recognize the need for transient small boat berthing.

    b. Complete the Blue Greenway to bring more waterfront recreation opportunities to the Southern Waterfront.

    c. Provide low- or no-cost water recreation access to the Bay, a form of public access benefit to be recognized by the Port and BCDC.

    d. Seek and maintain inter-agency and community partnerships with organizations that promote safe water-oriented recreation opportunities for people of all abilities and economic circumstances.

    e. Promote water-dependent recreation in landside open spaces where feasible. Support active water recreation programs (e.g., Kayaks Unlimited; University of California, San Francisco on Mission Creek, South End Rowing and Dolphin Clubs, Bay Area Disabled Sailors).

    f. Work with ABAG toward implementation of the San Francisco Bay Water Trail in a manner that provides safe recreational opportunities while protecting Port maritime operations. Use the ABAG Water Trail Design Guidelines in developing or improving water recreation facilities.

    g. Promote safe water recreation including an understanding of water safety, maritime vessel operations, and respectful treatment of sensitive habitat areas, through inter-agency and community partnerships and signage.

Also see Section 2A Water Recreation and Recreational Boating Policies 19–25.

Maritime and Public Access Compatibility

19. Promote shared public access on pier aprons where it is safe and compatible with maritime berthing, and economically feasible for maritime tenants to maintain public access.

    a. Recognize that maritime operations maintain an authentic working waterfront and are a use that may prohibit public access in some locations. Use guidelines in Section 2A Maritime Policies 26 and 27 to determine whether maritime berthing and public access are expected to be compatible.

    b. Respect the positive value that views of maritime operations add to the visual public access along the waterfront, and work with BCDC to establish criteria for determining when views of maritime operations or vessels may fulfill public access objectives.

Public Access and Open Space Design Guidelines

20. Develop public access and open space design guidelines and criteria to promote an enhanced visitor experience, complement the waterfront's maritime and historic character, and provide features that are durable, functional, maintainable, biologically diverse, and constructed with environmentally sustainable methods.

    a. Coordinate with the San Francisco Planning Department to align and/or apply applicable provisions of the San Francisco Urban Design Guidelines and Better Streets Guidelines.

    b. Develop guidelines providing location criteria, general siting, materials and furnishing design details for new open spaces and perimeter public access on piers, and direction for connections and transitions to support an integrated system of open space and public access improvements.

    c. Develop a public art master plan that identifies locations for significant public art installations and provides guidelines for the design and placement of art.

    d. Develop design guidelines to support new interpretive exhibits and installations.

Open Space and Resilience

21. Ensure that the design and function of Port parks, public access, and open spaces are included in Port, City, and regional resilience planning efforts.

22. Avoid significant impediments to existing public access and view areas, and/or make improvements to create new enhancements and connections to the Bay.

23. Preserve and enhance existing natural shoreline edges to the maximum feasible extent.

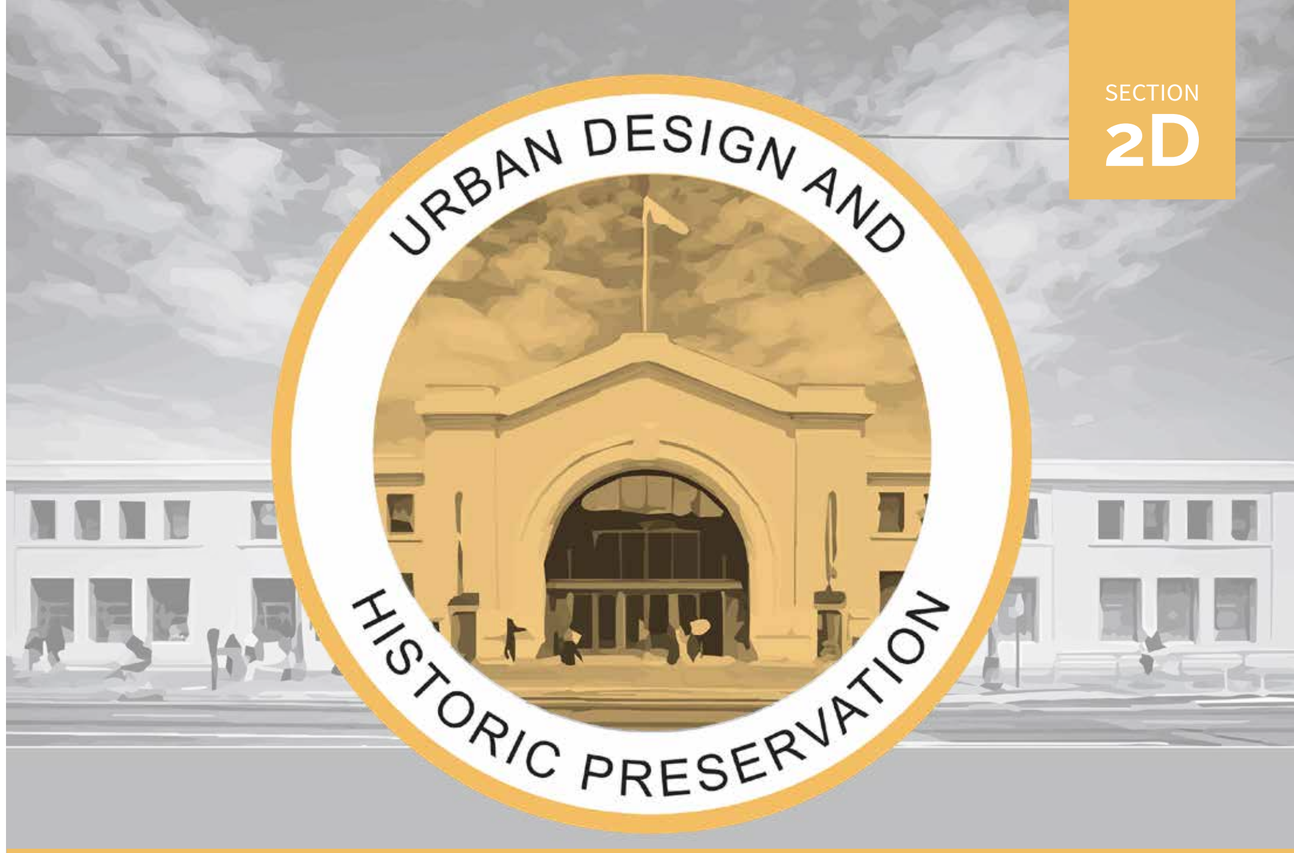
24. Plan for possible use of parks and open spaces as emergency staging and evacuation areas after a disaster.

25. Incorporate imaginative and sustainable landscape treatments and designs that provide sea level rise and flood protections in new and improved public access and open spaces.

26. Work with partners at the City, the Coastal Conservancy, the Metropolitan Transportation Commission, BCDC, the Bay Trail project, and others to identify opportunities to increase and enhance public spaces in resilience efforts.

27. Explore alternatives for making open spaces part of the solution to reduce the impacts of sea level rise.

Also see Section 2H Resilience Policy 5.



SECTION
2D

URBAN DESIGN AND HISTORIC PRESERVATION

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | Partnering for Success

Urban Design and Historic Preservation

URBAN DESIGN AND HISTORIC PRESERVATION

GOAL:
Design new developments of exemplary quality, highlighting visual and physical connections to the city and San Francisco Bay while respecting and preserving the waterfront's rich historic context and the character of adjacent neighborhoods.

Of the over 400 miles of shoreline along San Francisco Bay, the 7.5 miles managed by the Port have a unique character and built form that distinguish this stretch from natural or less developed areas. The historic piers along The Embarcadero, the hilly topography and densely developed neighborhoods, and the industrial shipyard complex in the Southern Waterfront are enduring elements of San Francisco's waterfront. These features reflect the city's legacy of urban design and historic preservation planning and set the tone for new development on the waterfront.

Jefferson Street in Fisherman's Wharf

Embarcadero Promenade at Brannan Street Wharf

BACKGROUND

Waterfront Urban Design: Mindful of the Past, Looking to the Future

Urban design is the shaping of the physical features of a city. It addresses the relationships between and arrangement of the natural and built environments. It concerns both historic preservation and new development, integrating design elements from the past with modern improvements that reflect today's activities and sensibilities, create visual interest, and complement the pattern of nearby development.

Urban design also addresses the public realm—the setting for civic life created by streets, parks, open spaces, and the buildings that frame these public spaces. The quality of the public realm is at the heart of how people experience an urban environment. A well-designed public realm balances the mobility and access needs of everyone—residents, workers, and visitors—and helps make a city efficient, safe, healthy, delightful, and distinctive.

The San Francisco waterfront has many of these qualities. It is a memorable place, in part due to its urban design—the strong contrasts created by buildings and public open spaces set against the natural Bay backdrop, the interplay of diverse maritime industries and public destinations, and the historic maritime architecture standing alongside downtown high-rises and new waterfront neighborhoods. The Embarcadero Promenade is a magnet for strolling, bike riding, and sightseeing by residents, workers, and millions of visitors each year. The Jefferson Street public realm improvements completed in 2021 extend this amenity through Fisherman's Wharf to the north, providing expanded space for pedestrian and cyclists, and outdoor café seating. More public realm improvements will be constructed along Terry Francois Boulevard in Mission Bay, and through Pier 70 in the southern waterfront.

City Connections and Public Views

The Port's linear stretch of property extends through a diverse cross-section of San Francisco districts and neighborhoods. These areas—their buildings, streets, landscaping, and other features—guide the character and scale of new development on Port property.

Since the demolition of the Embarcadero Freeway, public fascination with the waterfront has been rekindled. New public, cultural, and commercial destinations and attractions have been developed, complementing enduring maritime activities. These improvements draw people to the waterfront and provide strong visual and physical connections with surrounding neighborhoods.

The Embarcadero and Terry Francois Boulevard, which extend along San Francisco's eastern edge, form a break in the city landscape that creates two distinct identities: city neighborhoods on the west side, and bold maritime ships, waterfront activities, and monumental historic architecture on the east side. The Bay and piers create striking visual contrasts with the city streets and upland neighborhoods that adjoin The Embarcadero and Terry Francois Boulevard. These contrasts help give the San Francisco waterfront its unique and memorable identity.

The waterfront itself offers a stunning array of views featuring the natural beauty of San Francisco Bay and the Port's historic maritime facilities and operations. The street views to the waterfront are dramatic due to the city's hilly topography, the compactness of adjacent districts, and the built character and maritime uses of the waterfront. The waterfront is a strong part of San Francisco's visual identity because its maritime features are so unusual and because it can be viewed from so many vantage points. The Port Waterfront Street Views (see Map D) identify streets that provide existing and new opportunities for views of the Bay, historic structures, and waterfront architecture.

Map D

Street Views

Land Use, Architecture, and Public Access

Like many city neighborhoods, the Port waterfront has distinct land use and architectural characteristics. Fisherman's Wharf is characterized by many simply detailed, one-story industrial buildings. The bulkhead buildings and piers along The Embarcadero—with the Ferry Building as a centerpiece—reflect the Port's historic civic significance. The South Beach and Rincon Hill neighborhoods and the San Francisco Giants ballpark highlight the transformation of historic industrial areas to new residential neighborhoods and city attractions.

Economic forces have shaped waterfront improvements to the south, through Mission Bay, Dogpatch, and into the Bayview-Hunters Point neighborhood. South of China Basin, the Port has balanced its maritime priorities with other public trust needs to open the waterfront to public access and recreational opportunities that include the Blue Greenway, the San Francisco Bay Trail, and waterfront parks. The Mission Rock Special Use District (SUD) and Pier 70 SUD projects create mixed residential and commercial neighborhoods designed to adapt to the rising tides projected for 2100. At Pier 70, Port development partners also are financing the rehabilitation of historic shipyard treasures in the Union Iron Works Historic District.

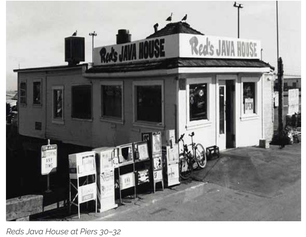
The Port maintains traditional industrial maritime operations at its cargo shipping terminals at Piers 80, 92, and 94–96 in the Southern Waterfront. The adjacent blocks of industrial land are in the Piers 80–96 Maritime Eco-Industrial District, targeted to support the cargo terminals with warehouses and industrial activities. Urban design concerns there include allowing for the scale and needs of industrial operations and preserving industrial transportation access while also providing parks and natural habitat areas to meet environmental and neighborhood needs.

Embarcadero Historic District finger piers adjacent to City neighborhoods and Port seawall lots (top), View of City from Pier 14 (bottom)

Pier 22½ Fire House

The Port's Historic Resources

The Port is the steward of a wide range of maritime historic and cultural resources that commemorate the waterfront's significant role in the development of San Francisco and California, as well as events that shaped the nation—from the waves of migration during the Gold Rush, through the Industrial Revolution and opening of the Panama-Pacific Canal, and through both World Wars to the present. Map E identifies the several federal and locally designated historic districts and landmarks within the Port's jurisdiction.



Reds Java House at Piers 30–32

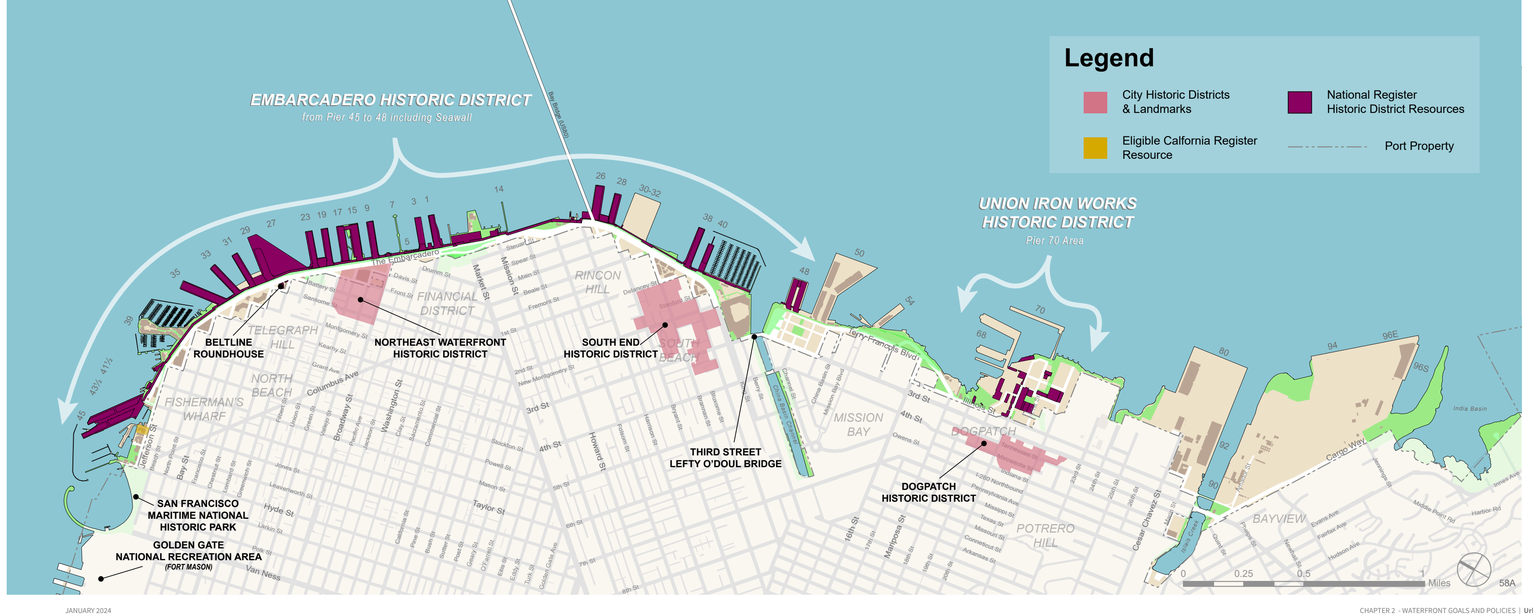
Much of the original Port is now listed in the National Register of Historic Places in one of two historic districts: the Embarcadero Historic District and the Pier 70 Union Iron Works Historic District. In these districts, the historic architectural character guides the design of new waterfront projects and improvements, which must be compatible with the historic context.

The Embarcadero Historic District

In 2006, the Port of San Francisco Embarcadero Historic District was listed in the National Register of Historic Places. The Embarcadero Historic District is nationally significant as the last surviving break-bulk (pre-containerized) port in the country. The National Register recognizes this district at the highest level of significance in the areas of engineering, transportation, maritime commerce, labor, architecture, and community planning and development.

Map E

Historic Districts and Landmarks



Kneass Building at Pier 70

The district's contributing historic resources extend along 3 miles of waterfront, from Pier 45 in Fisherman's Wharf to Pier 48 south of China Basin Channel. The district includes the seawall, adjoining bulkhead wharves, bulkhead buildings, piers, and other waterfront structures, most of which date to the early 20th century. The design of these historic resources was inspired by the City Beautiful Movement, with classical and monumental architectural treatments to match the significance of the maritime industrial operations they supported.

The district contains 20 piers, each about 800 feet long. The profile of the piers fanning out to the Bay from The Embarcadero creates one of the most identifiable and iconic features of San Francisco. Along The Embarcadero, the monumental pier buildings frame the edge of the roadway and their grand arches serve as main entrances, creating striking views at the end of many city streets (see Map D).

The Pier 70 Union Iron Works Historic District

In 2014, the Union Iron Works Historic District was listed in the National Register. This district encompasses 65 acres of land and approximately 15 acres of the shoreline and Bay, including 46 contributing resources and a significant amount of vacant land that once supported shipyard buildings that were removed after World War II.

Union Iron Works dates from the Gold Rush and established its shipyard at Pier 70 in the 1880s. The company constructed engines and boilers for iron ships, locomotive equipment for California's first trains, and mining equipment. In 1885, Union Iron Works built its first ship, the coal carrier Arago, the first steel-hulled ship built on the Pacific Rim. The company remained a technological pioneer from the late 19th century through the turn of the 20th century.

Other Historic Resources

In addition to the two National Register districts, Port lands encompass the following historic resources that are designated City and County of San Francisco landmarks (see Map E):

- Ferry Building (also included in the Embarcadero Historic District)
- Belt Railroad Roundhouse
- Pier 22½ Fireboat Station 35, south of Rincon Park (also included in the Embarcadero Historic District)

Six Port seawall lots also are located within the City's Northeast Waterfront Historic District, and two additional City historic districts –The South End Historic District and Dogpatch Historic District—are located near Port property (see Map E).

The following additional Port properties are eligible for listing in the California Register or the National Register because of their historic or architectural significance:

- **2907, 2909, and 2911 Al Scoma Way (in Fisherman's Wharf)** are associated with the development of San Francisco's fishing history,
- **Red's Java House on Piers 30–32**, which is one of three surviving waterfront cafes from the 1930s that served as the gathering place for waterfront labor.
- **Kneass Boat Works Building at 671 Illinois Street** between Mariposa and 18th Streets, south of Mission Bay. This building is a survivor of the small boat building and repair industry that once occupied the Central Waterfront.

Design Review and Inter-Agency Coordination

Alterations and improvements to Port historic resources—whether the resources are register-listed or eligible for listing—are reviewed for consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties. This includes public-private historic rehabilitation development projects using federal rehabilitation tax credits, which help the projects meet financial feasibility requirements.

In addition, the Port manages a program for stewardship of all its historic and cultural resources through preservation review practices, inter-agency coordination, and community engagement. The Port works closely with the planning department's Preservation Planning and Historic Preservation Commission, the State Office of Historic Preservation, the National Park Service (including the San Francisco Maritime Historical National Park), and organizations such as San Francisco Architectural Heritage.

For all major development projects, the Port conducts design review through the Waterfront Design Advisory Committee. The committee reviews projects for consistency with Waterfront Plan urban design and historic preservation policies and, as applicable, design standards approved for development in the Mission Rock and Pier 70 SUDs. In addition, the Port works closely with San Francisco Bay Conservation and Development Commission (BCDC) to coordinate with BCDC's Design Review Board, and with planning department staff to integrate Port and City design review policies and guidelines. These inter-agency collaborations are important to support new developments that create gracious design transitions between the city and the Bay.

Piers 1 1/2 - 5

Urban Design, Historic Preservation, and Resilience

Many Port facilities, including historic resources, face mounting threats from natural disasters, climate change and aging infrastructure. In the coming decades, one of the most significant challenges facing the Port and its partners will be to make Port facilities more resilient in the face of these threats while maintaining the integrity of historic resources and desirable urban design along the waterfront.

The Embarcadero Historic District offers just one example. The National Trust for Historic Preservation has identified the district as one of the most endangered historic places in the country due to seismic hazards, flood risks from rising tides, and the fragile condition of many of its historic resources. The district includes City lifeline infrastructure and the 3-mile Embarcadero Seawall, which anchors the historic piers. The seawall protects regional transportation infrastructure, utilities, emergency assets, and businesses but has seen over a century of erosion and structural deterioration. Today, the Port is leading the City effort for seismic improvements to the seawall, a major element of its Waterfront Resilience Program (see Section 2H).

Throughout the Embarcadero Historic District and elsewhere, urban design and historic preservation policies can help guide the changes necessary to adapt to climate change, to maintain a cohesive urban design, and to respect the integrity of historic resources and other Port assets.

URBAN DESIGN AND HISTORIC PRESERVATION POLICIES

City Pattern

1. Ensure that new waterfront buildings and improvements contribute to the historic and maritime form of the city and preserve the character of adjacent neighborhoods.
   a. Strengthen the maritime identity of the Port by featuring active maritime operations and historic facilities and furthering a built character that is distinct from the adjacent neighborhoods.
   b. Recognize and enhance the character of the waterfront's adjacent districts and neighborhoods through design of improvements to Port property.
   c. Encourage uses on seawall lots that integrate and connect with the surrounding neighborhood and waterfront.
   d. Prepare design standards for waterside properties, historic properties, and Port properties in adjacent neighborhoods that strengthen the city pattern in these areas.
   e. Incorporate design guidance from the City's Urban Design Guidelines and the City's Better Streets Plan where applicable and not in conflict with other Port plans.
   f. Activate underused seawall lots and promote new uses and design that enhance the public realm on the west side of The Embarcadero.
   g. Promote seawall lot development and improvements that provide physical and visual access between the west and east sides of The Embarcadero, connecting the city to the piers and the Bay.
2. Recognize and strengthen the Port's role in contributing to the city's transportation system, open space network, and neighborhood identity.
   a. Improve waterfront circulation by accommodating, where feasible, the various ways in which people can safely move along the length of the waterfront.
   b. Continue to develop and improve the Port's public open spaces as a series of Bay edge destinations and as part of the local and regional open space network.
3. Enhance recognition and function of the Piers 80–96 Maritime Eco-Industrial District.
   a. Maximize the efficiency of industrial operations while incorporating environmental improvements through appropriate building and circulation design.
   b. Organize and improve streets to communicate a hierarchy of use for the functions of the area and connections to the city.
   c. Prepare design standards that recognize the large scale and purpose of the area's operations, promote pedestrian-scaled improvements where appropriate, identify areas for providing wetlands and habitat, and include landscaping for functional and aesthetic purposes.

Historic Preservation

4. Preserve and enhance the Port's historic resources and districts.
   a. Review, rehabilitate, and enhance the Port's significant historic resources to achieve consistency with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

b. Promote public-private development partnerships that allow the Port to benefit from federal rehabilitation tax credits.

c. Work with federal, state, and local preservation agencies and advocates to identify additional resources that should be considered for national, state, and/or local recognition.

d. Give high priority to projects that would abate deterioration of the most at-risk historic resources to prevent the loss of these properties due to structural failure and/or neglect.

e. Provide interpretive information that communicates the waterfront's architectural, maritime, and cultural history.

f. Develop design guidelines and review criteria consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties that incorporate design precedents and best practices resulting from the Port's portfolio of rehabilitation projects.

g. Maintain and support the expansion of maritime berthing and activities, a form of the historic maritime use for which the waterfront was developed, to maintain the character and authenticity of the waterfront.

h. Lease and invest in Port facilities to abate deterioration, maintain occupancy, and achieve a state of good repair.

i. Consider how best to share the Port's maritime, industrial, and recreational history with residents and visitors, including through special events (e.g., blessing of the fishing fleet, Fleet Week, Sunday Streets, tours of historic sites, etc.), oral histories, interpretive signage, and cultural exhibits.

Public Realm

5. Provide unifying elements to the length of Port property that strengthen the identity of the Port and enhance the public realm.

   a. Develop a Port-wide pedestrian wayfinding program that aids the public's understanding of Port facilities and identifies historic districts, transit, and nearby city connections and destinations.

   b. Develop a Port Public Art Plan that identifies locations for significant public art installations and provides guidelines for the design and placement of art.

   c. Enhance the pedestrian environment through physical interpretation of history and public art.

   d. Design public spaces to be climate-sensitive, allowing for shelter, wind breaks, and sun access or shading depending on seasonal protection needs.

   e. Develop standards for waterfront lighting that is pedestrian-scaled, provides safety, is sensitive to wildlife, is environmentally efficient, and enhances the quality of public space.

   f. Implement public realm improvements in conjunction with Port development projects and transportation investments.

   g. Pilot active street furnishings that encourage spontaneous recreation or exercise

Resilience Planning

6. Integrate protection of the Port's historic and cultural assets and resources with resilience planning. Preserve the architectural character of buildings and structures important to the unique visual image of the San Francisco waterfront to the maximum feasible extent while at the same time prudently addressing the need to perform deferred maintenance and resilience improvements.

   a. Work with regulatory agencies and historic preservation stakeholders in coordination with the Port Waterfront Resilience Program to address the impact and mitigation strategies for the Embarcadero Seawall and resiliency planning affecting Port historic resources and districts. Incorporate non-traditional approaches to historic preservation that allow for the innovation required to respond to these significant challenges while respecting the history, character, and authenticity of the waterfront.

   b. Work with federal, state, and local preservation agencies to develop criteria for balancing historic preservation guidelines with physical changes to historic resources that may be required to adapt to the impacts of climate change.

   c. Ensure participation of historic preservation specialists in disaster planning and recovery operations to maximize protection of historic resources and fabric in recovery operations.

See also Section 2H Resilience Policies.

Views

7. Provide waterfront views, shoreline public access, or direct access to and from the Bay for visitors' enjoyment of the natural environment.

8. Recognize, preserve, and enhance public views of the Bay, maritime uses, and historic structures.

   a. Conform to the Port's Waterfront Street Views (Map D) to preserve and develop views of the Bay, maritime uses, and historic resources.

   b. To maintain a visual connection to the Bay along built areas of the waterfront, create a balanced rhythm of buildings and views while being sensitive to the Port's historic resources.

   c. From Port properties, establish new views of the Bay, maritime uses, and historic resources.

   d. Provide views into pier sheds and other Port structures, where consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and compatible with maritime and other uses.

SECTION
2E

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | **A Financially Strong Port with Economic Access for All**
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | Partnering for Success

A Financially Strong Port with Economic Access for All

GOAL:
Ensure that new investment stimulates the revitalization of the waterfront and supports a financially secure Port enterprise, equitably providing new jobs, revenues, public amenities, and other benefits to the Port and the diverse residents of San Francisco and California.

Ensuring the thriving mix of maritime, commercial, and recreation uses that has come to define the Port waterfront has never been easy, particularly from a financial point of view. It has required consistent, careful, and creative management of limited financial resources and decades of major investments by public and private partners. The public values and aspirations expressed in the Waterfront Plan provide direction for leases, development, and other improvements that, guided by the Port's Strategic Plan and Racial Equity Action Plan (REAP), can ensure that the economic benefits of Port projects flow to all.

BACKGROUND

Creative Financial Management for a Thriving Port

As an enterprise agency of the City, the Port does not receive operating subsidies from the City or State. Instead, the Port's ability to fund maritime operations and public access, maintain Port property, preserve historic resources, and provide other waterfront public benefits depends mainly on its ability to generate revenues from Port assets. The Port Commission has a fiduciary responsibility to generate and manage revenues from Port leases, grants, and other sources, which are maintained in the Harbor Fund. The Harbor Fund can be used only for Port operations, maintenance, and capital improvements.

The Port's piers and infrastructure were in disrepair when the State transferred them to the City in 1969, and repair and improvement costs have outpaced available funding ever since. Because most Port facilities are approaching or exceed 100 years in age, the costs to protect public health and safety are a constant and pressing demand on the Port's financial resources. The Port must identify revenue to fund a substantial backlog of repairs in order to continue leasing properties to generate the revenue needed to keep the waterfront safe and open for public use.

Pier pile repair

The 2020 COVID-19 pandemic increased the financial challenges of the Port. Between 2020 and 2022, the Port experienced a nearly 40 percent reduction to operating revenue, significantly limiting the resources available to maintain Port infrastructure. The Port began a five-year economic recovery initiative in 2021 to restore its financial stability by increasing revenue and reducing operating expenses. Rebuilding annual capital investment to pre-pandemic levels is a key foal of the Port's economic recovery strategies.

Pier 70 – Union Iron Works Historic District

The Port maintains an aggressive financial strategy to control expenditures and enhance revenues from new and existing lines of business. This approach includes (1) setting aside Port revenue for capital projects (e.g., structural, seismic, or other types of property repairs) to the greatest extent possible; (2) securing external sources of funding for public benefit and enhancement projects; and (3) making strategic investments in projects that protect the Port's most valuable assets and increase revenue. Port capital investments focus on keeping property in a state of good repair to foster continued leasing and revenue generation. The Port also offers development project opportunities to attract partners that can invest in and renew some of its most vital properties and generate revenue that can be used to support other waterfront improvements. These strategies provide a balance of maintaining a safe waterfront as well as opening more facilities for public and economic use and enjoyment.

The Challenges Ahead

While these strategies have put it on a strong path, the Port continues to wrestle with demands that it cannot fully fund, a challenge exacerbated by the COVID-19 pandemic. Port obligations include mandated, non-revenue-producing projects and increases in dredging and environmental costs, on top of its deferred maintenance backlog.

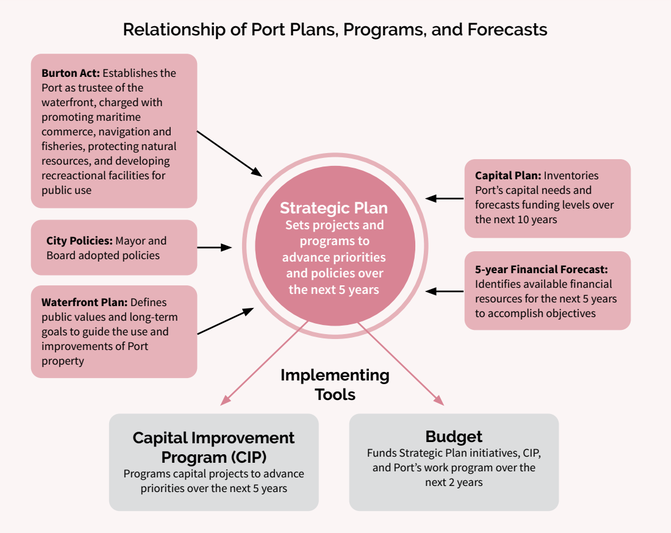
The financial responsibilities also include the Port's Waterfront Resilience Program, including the Embarcadero Seawall, to address seismic safety, climate change impacts and other hazards (see Section 2H). Many of these projects, when completed, will provide public benefits far beyond the Port's narrow geography and jurisdiction. The growing reach of its facilities and operations requires the Port to strengthen existing financial partnerships and create new funding strategies to achieve Port goals while also benefitting city, regional, state, and federal interests.

The Port follows a proactive financial planning and analysis process to assess and prioritize future capital repair and improvements. The key elements are described below.

Ten-Year Capital Plan

The Port's ten-year Capital Plan provides an inventory of the condition of the Port's properties and estimates of the cost to repair them, along with general estimates of capital funding that is expected to be available. The Capital Plan provides a long-term outlook and spurred the Port Commission to designate more resources for capital projects, to think strategically about prioritizing limited capital dollars. The Capital Plan sorts capital investment needs into two general categories: renewal projects and enhancement projects.

- *Renewal projects* keep the Port's assets in good working condition to sustain the revenue-generating capacity. Examples include pier structure repairs to (1) allow pier buildings to operate safely, (2) preserve lease revenues, and (3) extend the economic life of the facilities. The Port's renewal program also includes maintenance dredging to ensure the Port's deep-water berths remain suitable for ship and vessel needs.
- *Enhancement projects* increase the value of Port assets through investments in public infrastructure and revitalization of historic facilities. Examples include (1) construction of new parks to increase recreational opportunities, (2) fortification of the seawall to protect economic interests and ensure financial stability, and (3) public-private development projects to bring new maritime, recreational, and commercial activities to the waterfront. To fund enhancements, the Port looks mainly to outside funding sources, such as public-private partnerships, general obligation bonds, and grants. Some enhancement projects include facility repairs, thus reducing the Port's capital project backlog.



Five-Year Capital Improvement Program and Capital Budget

The Port's five-year Capital Improvement Program (CIP) identifies specific capital projects from the ten-year Capital Plan to be advanced over the next five years, based on the amount of capital funding that Port staff estimates will be available during that period. The five-year time frame in the CIP allows staff to define project and design details, and plan ahead on contracting and implementation requirements to support timely delivery of capital projects. Those capital projects that are identified for the first two years in the CIP are included in the Port's Capital Budget. The Capital Budget allocates funding over two years to implement Port capital improvements.

Port staff and the Port Commission decide which projects to include in the CIP based on criteria and considerations that strike a balance between return on investment, Waterfront Plan goals, and other fiduciary, safety, and public trust considerations detailed in the Port's Strategic Plan. High-priority projects might include:

- *General repairs and improvements to existing facilities* that support continued leasing and revenue generation;
- *Infrastructure improvements*, including utility repairs that protect public safety, improve environmental quality, and steward historic resources;
- *Investments in waterfront parks* that meet public trust objectives and reflect the increasing role of Port lands in City quality-of-life aims; and
- *Strategic waterfront improvements* that leverage private investment to transform the waterfront while reducing the Port's capital liability and enhancing land value.

Internal Funding Sources and Tools

The Port defines internal funding as sources of revenue that are primarily within Port control, use the Port's existing assets, and have a value that can be projected with a high degree of confidence. Internal funding sources are flexible; they can be used for otherwise hard-to-fund work, like basic repair, that is not a fit for development projects or eligible for grants. Primary sources of internal funding include:

- *Harbor Fund* – The Port Commission oversees the Harbor Fund, which contains revenues generated by the Port, primarily from leases of Port property that can be used only for Port operations, maintenance, and capital improvements. Prior to the COVID-19 pandemic, Port staff were able to manage operating expenses to allow investment of at least 25 percent of its revenues in capital improvement projects. This approach remains the focus of the Port, but it will take at least five years to increase revenue to allow this level of capital funding in the future.
- *Port Revenue Bonds* – Port revenue bonds are long-term debt obligations secured by the Harbor Fund. The Port Commission may issue revenue bonds to fund capital improvement projects, large-scale capital equipment purchases, and other non-operational costs. When deciding whether to issue revenue bonds, the Port must weigh the benefits and feasibility of doing work at an accelerated pace against the cost of paying debt service.
- *Port Leases and Tenant Improvements* – Many Port leases require tenants to complete capital improvements and maintain the leased facilities in a state of good repair. The Capital Plan captures the amount and timing of these improvements, which would otherwise be responsibilities of the Port.

Piers 1½, 3, and 5 public-private partnership

External Funding Sources and Tools

The Port requires outside funding to address its capital needs and provide non-revenue-generating enhancements such as parks and open space. External funding sources involve partnerships with other parties, such as other City departments, developers, or federal, state, or regional agencies (see Section 2I). While such partnerships often require considerable effort and are not entirely within the Port's control, they have far greater potential than the Port's oversubscribed internal funding sources to deliver significant capital improvements in the long term.

Over the past few decades, the Port's external funding sources have significantly increased to comprise nearly 80 percent of the projected capital investment at the Port. The diversity of external sources also has grown. Examples of these funding sources include:

- *Public-Private Partnerships* – In these partnerships, development and tenant partners provide access to private financing for capital improvement projects that the Port would not be able to complete on its own, and for generating revenues to support other capital project needs. Public-private partnerships have broadened the Port's real estate asset management tools and capacity. They enable the Port to revitalize more historic piers and structures in the Embarcadero and Union Iron Works Historic Districts, build new waterfront parks and green infrastructure, and adapt the waterfront to sea level rise.
- *Public Finance Tools: Infrastructure Financing Districts (IFDs) and Community Facilities Districts (CFDs)* – The Port and its partners use IFDs and CFDs to help fund new public infrastructure for large public-private development projects like Pier 70 and Mission Rock. IFDs capture additional property tax revenue (tax increment) that accrues from development, which can then

be used to fund infrastructure improvements. CFDs charge special facility taxes and use that revenue to offset debt service on bonds or on a pay-as-you-go basis. These public finance tools reduce the need for higher-risk and higher-cost developer capital investments and improve Port-developer revenue-sharing potential by controlling financing expenses with lower interest rates.

Embarcadero Seawall

- *General Obligation Bonds* – The Port has also benefitted greatly from voter-approved general obligation bonds, which are secured by the City's property taxing authority. General obligation bond proceeds pay for projects that benefit the public but do not raise revenue on their own. At the Port, general obligation bond projects include waterfront parks and open space that received $69 million from Clean and Safe Neighborhood Parks General Obligation Bonds approved by San Francisco voters in 2008 and 2012. In 2018, San Francisco voters also approved a $425 million general obligation bond for Phase 1 of the Embarcadero Seawall Program, now a component of the Waterfront Resilience Program, which will help the Port begin to address flood risks along the northern waterfront.
- *Federal and State Funds* – The Port pursues grants and other awards from local, state, and federal governments and organizations. One example is the 2018 award from the U.S. Army Corps of Engineers for the New Start study of waterfront flood risks as part of the Port's Waterfront Resilience Program (see Section 2H).

Equitable Access to Economic Opportunities at the Port

The Port's activities have impacts—both positive and negative—on its stakeholders and neighbors. Over time, the Port has worked to reduce negative environmental impacts (see Section 2G) and transportation impacts (see Section 2F) on neighboring communities. The Port Commission highlighted its ongoing commitment to diversity and equity by including a new equity goal, to "ensure Port activities advance equity and public benefit and attract a diversity of people to the waterfront," in its Strategic Plan. During the Waterfront Plan update process, public meeting and workshop participants likewise called for more diverse and equitable opportunities to work, live, and play along the waterfront.

The Port's REAP is the blueprint for advancing racial equity throughout the Port organization and in the projects, programs and services described in the Port's Strategic Plan. The Port's commitment to actions to reverse systemic racism and open opportunities to disadvantaged communities of color is provided in Port contracting, leasing, Port and tenant hiring, and parks and open space improvement benefits. In addition, the Port's Southern Waterfront Community Benefits and Beautification Policy provides dedicated funding for environmental, open space beautification, and community benefits in the Dogpatch and Bayview neighborhoods along the southern waterfront.

FINANCE POLICIES

Public Trust Benefit Investments

1. Support investments in Port lands and facilities to advance public aspirations and trust objectives for historic rehabilitation, maritime use, public access and open space, recreation, and natural resource protection.
    a. Encourage public-private and other partnerships to fund improvements to piers and facilities, particularly in the Embarcadero Historic District.
    b. Support long-term development partnerships that further public trust objectives and make Port lands more economically productive.
    c. Review priority projects for consistency with Waterfront Plan goals and policies prior to including them in updates to the Port's CIP and Strategic Plan.
    d. Seek general obligation bond funds to complete waterfront open space improvements, including a new Ferry Plaza east of the Ferry Building, and Islais Creek and Warm Water Cove improvements along the Blue Greenway.
    e. Expediently deliver funded capital projects and implement development agreements.

Diverse Leasing Portfolio

2. Grow and diversify the Port's maritime and non-maritime portfolio to support a stable source of income to the Harbor Fund through economic cycles.
    a. Require fair market rents in Port leasing and development projects and fair market value return for the Port.
    b. Allow lease terms that support financing and amortization requirements associated with capital repairs and improvements of Port properties.
    c. To support Port capital improvements and generate revenue from a broad range of uses, including non-trust uses where permitted by Senate Bill 815 or other state legislation.
    d. Identify and prepare for climate change impacts on the economic vitality of the Port's maritime and non-maritime industries and other operations over time.

Diverse Funding and Financing Tools

3. Strengthen existing and develop new funding and financing resources, as identified and tracked in the Port's Capital Plan and CIP, to support waterfront improvements and programs promoted in the Waterfront Plan, including:
    a. General obligation bonds supported by the city's General Fund.
    b. IFDs for access to incremental property tax proceeds.
    c. Federal Historic Tax Credits for historic rehabilitation developments.
    d. Grants from government agencies and private organizations.

e. Public-private partnerships to improve properties and leverage public funding investments to achieve multiple public benefits (e.g., coordinating seawall and Embarcadero Historic District private investments).

f. Philanthropic partnerships to support enhancement projects.

Inclusive and Equitable Economic Opportunity

4. In alignment with the Port's REAP, leverage the Port's economic activity to advance equity, inclusion, and public benefits for communities in and neighboring the Port, including economically disadvantaged communities.

   a. *Contracts* – Meet and, whenever feasible, exceed mandates for Local Business Enterprise (LBE) and Micro LBE participation on Port construction and professional services contracts.

   b. *Port Employment* – Implement a workforce development strategy to increase the diversity of Port staff and provide Port employment opportunities, including internships and fellowships for people from economically disadvantaged communities.

   c. *Diverse Jobs* – Attract and retain a diverse mix of businesses and industries that will provide jobs for residents of all skill and education levels.

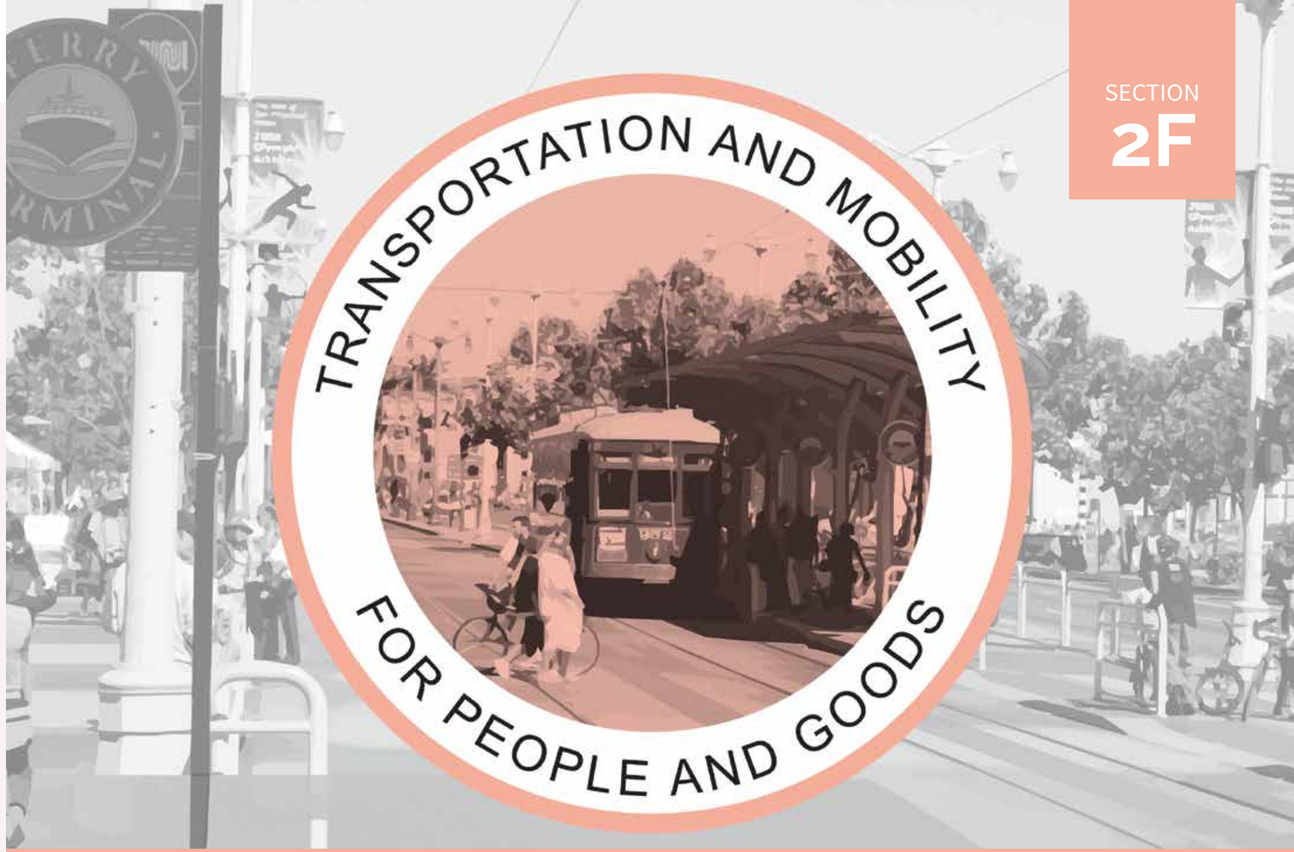
   d. *Job Training* – Partner with Port tenants and business institutions to support apprenticeships and job training programs that enable individuals from historically marginalized communities to enter and/or move up in the labor force.

   e. *Leasing and Development* – Increase outreach to, training for, and partnerships with under-resourced communities and local businesses for lease and economic development opportunities.

   f. *Industry* – Promote use of Port industrial facilities for local manufacturing and other businesses that keep light industrial jobs and business opportunities in San Francisco.

   g. *Affordable Space* – Prioritize marketing to non-profit entities and local and small businesses for Port facilities that are available for lower rental rates, to provide more affordable options than are typically available in the private sector.

   h. *Southern Waterfront* – Continue to implement the Southern Waterfront Community Benefits and Beautification Policy.



SECTION
2F

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | Partnering for Success

Transportation and Mobility for People and Goods

GOAL:
Ensure that the waterfront is accessible and safe for all through sustainable transportation that serves the needs of workers, neighbors, visitors, and Port maritime and tenant operations.

The waterfront's many activities impose great demands on San Francisco's transportation system—a system that serves a compact, dense city and that has complex connections with the Bay Area's highway, freight rail, and public transit network.

The Port works closely with the City and regional transportation agencies, Port tenants, and stakeholders to support beneficial transportation investments and improvements that serve the Port and align with the City's Transit First policy, Better Streets and Climate Action Plans, and Vision Zero SF policy.

Key Transportation Agencies

The Port works closely with the following key transportation agencies that manage and plan streets, industrial access, public transit, sidewalks, and bicycle and pedestrian safety:

- San Francisco Municipal Transportation Agency (SFMTA) – Muni light rail and buses, signal operations, bicycle facilities, curb zones, and parking enforcement
- San Francisco Public Works – streets and sidewalks
- San Francisco Bay Area Water Emergency Transportation Authority (WETA) and Golden Gate Ferry (GGF) – ferries and water transportation
- Caltrain Joint Powers Authority – freight rail access to the Caltrain rail corridor in the Southern Waterfront

The Port also coordinates with the San Francisco County Transportation Authority and Metropolitan Transportation Commission on transportation funding and regional transportation planning, and with Bay Area Rapid Transit (BART), which has facilities on Port property.

The Embarcadero Promenade and Muni F-Line transformed how people connect and travel along the waterfront.

BACKGROUND

Trucks on The Embarcadero

Waterfront Transportation – A Delicate Balancing Act

Many ports are located far from city centers. In San Francisco, maritime businesses are very much a part of the city and rely on its transportation system.

Coordinating and managing this transportation system is a delicate balancing act. It involves accommodating heavy maritime and water-dependent uses while also providing equitable, safe, and convenient public transit, automobile, pedestrian, and bicycle access for all San Franciscans and visitors, regardless of age, income, or ability.

While there are numerous transportation assets along the waterfront, the Port does not directly manage streets, traffic signals, or public transit system operations. To balance and serve competing transportation demands, the Port works closely with the City, other transit and transportation agencies, businesses, neighborhoods, and public stakeholders.

The Waterfront Transportation Network

The waterfront transportation network (shown in Map F) has unique characteristics north and south of China Basin Channel.

North of China Basin Channel

North of China Basin Channel, The Embarcadero is a grand boulevard—the result of City-led planning and investments that transformed the waterfront in the 1990s.

The wide Embarcadero Promenade and San Francisco Municipal Transportation Agency (SFMTA) E/F light rail line created an inviting public space along the edge of downtown San Francisco, attracting people traveling to and from the waterfront by automobile, public transit, bicycle, and on foot. Street and sidewalk improvements extend farther north through Fisherman's Wharf along Jefferson Street, accommodating public transit, vehicle traffic, and the large crowds of people who walk and bicycle along the waterfront.

The street network also supports goods movement and industrial access, as well as general commercial deliveries. The Port's fishing industry, anchored at Fisherman's Wharf, and passenger cruise operations at Pier 27 are the largest maritime operations on the northern waterfront that depend on industrial truck access. Many smaller ferry, excursion, harbor services, and production, distribution, and repair (PDR) businesses also rely on this access.

This area offers many public transit options, however service levels along The Embarcadero and in Fisherman's Wharf often have not matched the high levels of demand.

Traffic congestion, particularly around the Bay Bridge, is also a constant challenge, affecting public safety as well as the Port's maritime and industrial businesses.

South of China Basin Channel

South of China Basin Channel, new development and major land use changes are affecting the transportation network.

Industrial lands in Mission Bay and Dogpatch are being converted into new neighborhoods, while industry and Port maritime operations remain, mainly in the Southern Waterfront. Near the University of California, San Francisco campus and hospitals, and the Golden State Warriors Chase Center, the Mission Rock project on Port land will complete the build-out of Mission Bay. South of Mission Bay, the Pier 70 Special Use District, and 20th Street Historic Core projects on Port land, along with other developments in Dogpatch, including the Potrero Power Station mixed-use project, have converted former manufacturing and industrial sites to mixed –use and commercial developments.

In the midst of these new neighborhoods, transportation access needs for industrial uses require continuing attention. Port maritime uses remain at Pier 50 in Mission Bay and in the shipyard at Pier 70. SFMTA manages bus storage and light rail transit maintenance facilities in this area. Along Islais Creek, the Port's cargo terminals at Piers 80, 92, and 94–96 are core maritime facilities, and are included in City emergency response and disaster recovery plans. All of these uses require large truck and vehicle access on city streets and to Highway 101 and Interstate 280, as well as freight rail access coordinated with Caltrain commuter train service.

On key streets such as Third Street, Terry Francois Boulevard, Illinois Street, and Cargo Way, concerns include managing commercial and industrial demands while also providing safe and functional access for bicyclists and pedestrians. City investments on these roadways will include public realm improvements to enhance pedestrian and bicycle access along the San Francisco Bay Trail and Blue Greenway that do not interfere with access to the Port's cargo facilities (see Section 2C).

Key Streets South of China Basin

The area south of China Basin is served by the following key waterfront streets, which are also part of the regional San Francisco Bay Trail:

- Third Street, which is the primary roadway and light rail corridor extending through southeast San Francisco and into the center of the Bayview neighborhood. SFMTA light rail transit service on segments of the Third Street corridor will increase with completion of the Central Subway project.
- Terry Francois Boulevard, which provides access along the Mission Bay shoreline, serves Mission Rock, and is part of the Blue Greenway. The roadway includes two-way bicycle lanes and will maintain industrial access to the Port's maintenance center and maritime uses at Pier 50.
- Illinois Street, which connects at the south end of Terry Francois Boulevard, is part of the Blue Greenway and a key truck route serving SFMTA, industrial, and Port facilities. With new development in this area, the Port will need to work closely with SFMTA and San Francisco Public Works to ensure that Illinois Street continues to serve production, distribution, and repair, industrial, and maritime access needs. Illinois Street also includes Class 2 bicycle lanes.
- Cargo Way, which begins at Third Street and runs alongside the Port's freight rail yard near the Piers 94–96 terminal, provides direct access to the cargo terminal and Heron's Head Park, the southernmost Port property along the Bay shoreline. Cargo Way also is part of the Blue Greenway and includes two-way bicycle lanes.

Illinois Street

Public Transit

Many local and regional public transit agencies have terminals and facilities on or near Port property to provide a full range of transportation services for residents, workers, and visitors.

Transit agencies are facing demands to increase service wherever possible, as the Bay Area's economic growth creates new transportation needs and traffic congestion.

More light rail trains and buses, together with improvements for walking and bicycling, make more efficient use of street and sidewalk space. This is the principle behind the City's Transit-First Policy and environmental sustainability priorities, along with commensurate efforts to reduce single-occupant car use.

The Port works in close coordination with SFMTA and other transit providers on transportation plans and projects on Port property. Implementation of transportation service improvements often requires independent actions by transportation boards and commissions beyond the purview of the Port Commission.

The Port supports the City's Transit-First and climate action policies, through investments in public realm and open space projects that have substantially increased walking and bicycling, and through efforts with tenants and development partners to promote low carbon transportation alternatives that reduce automobile congestion and greenhouse gases.

Map F

Transportation

Safe ferry operations are required to share the bay with water recreation activities

Water Transportation

Water transportation is a growing market. Port staff offer their knowledge and experience to support new and enhanced ferry and other water transportation services.

The Port works with San Francisco Bay Area Water Emergency Transportation Authority (WETA), which operates the San Francisco Bay Ferry and is expanding the Bay Area's water transportation network. The Port works with WETA to inform decisions about where new facilities and service should be added or improved, and compatibly integrated with other maritime and water-dependent activities. This includes a substantial water recreation community of open water swimmers, sailors, and human-powered vessels. The Port and WETA have partnered to expand the Downtown Ferry Terminal adjacent to the Ferry Building. A new Mission Bay Ferry Landing project also is underway, to serve the burgeoning growth at Mission Bay and Pier 70.

The Port's other major partner is Golden Gate Ferry (GGF), which provides water transportation to the North Bay, with terminals at the Ferry Building and at Pier 41 in Fisherman's Wharf. The Port supports GGF efforts to improve its facilities and operations and ensures that these improvements complement other public and tenant investments in the Ferry Building area. GGF is collaborating with the Port and WETA on North Bay service planning for the Mission Bay Ferry Landing.

The Port also works with private operators interested in offering water taxi and privately operated ferry service. Private operators have faced challenges in developing viable start-up business models. The Port coordinates proposals by private operators with WETA and GGF to support expanded and complementary services.

Walking and Bicycling

Walking and bicycling to, through and along the waterfront are increasingly popular activities for entertainment, leisure, recreation, and commuting. These are low carbon transportation choices that reduce traffic volumes and greenhouse gas emissions, promote healthy lifestyles, and are fun ways to visit and explore the waterfront.

Jefferson Street public realm

The Embarcadero – A Walking and Cycling Destination

The Embarcadero is one of the most popular walking and cycling routes in the Bay Area and is part of the San Francisco Bay Trail, a nine-county, 500-mile regional trail system that circles the Bay.

When it was constructed, the Embarcadero Promenade provided ample space for a mix of walking and bicycling. The number of pedestrians and bicyclists has grown since then, however, and today conditions can often be crowded, uncomfortable and unsafe. Because the original bicycle lanes on The Embarcadero roadway are narrow and exposed to heavy vehicle traffic, they are not comfortable for many cyclists.

Electric bicycles and other transportation devices have brought additional challenges. Although these devices support valuable "last mile" connections between public transit stops and work or other destinations, they are not allowed on the Embarcadero Promenade, which is a designated park, and must operate in facilities created in the roadway. The Port is working with SFMTA to carry out City and Port regulations for these devices as well as bicycles along The Embarcadero.

The Embarcadero is listed as one of the City's "High Injury" Network streets for pedestrians and bicyclists and is a high priority for public safety improvements under the City's Vision Zero SF policy. The Port is collaborating with SFMTA on the Embarcadero Enhancement Project, to construct protected bikeways along The Embarcadero to improve public safety for all modes and especially to create a better pedestrian experience along the Embarcadero Promenade from King Street to Fisherman's Wharf. The Embarcadero Promenade is prioritized for pedestrians. The SFMTA is working closely with Port tenants and public stakeholders to develop a design that meets the project objectives while preserving access to Port businesses and loading zones

Pedestrians and Bicycles on Other Waterfront Streets

Pedestrian and bicycle improvements have also been made or are planned for other waterfront streets, through partnerships with the City, Port development partners, and business associations.

The Fisherman's Wharf Community Benefit District has been the driver for sidewalk and bicycle public realm improvements on Jefferson Street. See Section 2C for more information.

Major changes underway in Mission Bay, including the Mission Rock project, will include new walkways and bike lanes along the Bay edge as part of improvements to Terry Francois Boulevard. The City and Port have also installed bike lanes on Illinois Street and Cargo Way and are expanding waterfront public access areas developed as part of the Blue Greenway.

Because the Embarcadero Promenade is not a designated sidewalk, a mix of pedestrians and bicyclists is allowed. Motorized bikes, scooters, and other devices, however, are not allowed. These motorists must use designated bike lanes in the roadway.

The Port applies the Blue Greenway guidelines to create pedestrian enhancements and Bay public access connections with upland neighborhoods to benefit the San Francisco Bay Trail and San Francisco Bay Area Water Trail. These regional trails are managed by the Association of Bay Area Governments. See Section 2C for more information on these trails.

New developments at Pier 70 and Dogpatch will offer opportunities for additional improvements while continuing to provide effective industrial access on these streets.

Commercial loading conflict on The Embarcadero

Goods Movement and Commercial/ Industrial Access

The Port has one of the largest remaining inventories of industrial property in San Francisco. For efficient transport of goods and services, maritime and industrial businesses need access along the entire waterfront, as well as access to freeways, and freight rail.

Fish processors, for example, transport products from Fisherman's Wharf throughout the city and Bay Area. Passenger cruise and excursion vessels load and unload large volumes of food and provisions. Time-sensitive cargo such as concrete manufactured at the Port is delivered to construction sites throughout the city.

The Port and SFMTA continue to work with business, bicycle, and pedestrian stakeholders to ensure that road improvements respond to growing pedestrian and bicycle travel needs but do not prevent or interfere with access for critical maritime, PDR, and industrial operations.

Commercial loading to piers along The Embarcadero raises different concerns. The Port seeks to minimize vehicle crossings over the Embarcadero Promenade into the piers wherever possible. Thus, for goods movement and loading, industrial and commercial operations rely heavily on access to curb space along The Embarcadero. The Port and SFMTA work to balance the multiple demands on curb space, which include passenger loading, bicycle access, and parking.

Parking and Transportation Demand Management

Port lands support on- and off-street parking to serve a variety of waterfront and public trust needs, while promoting Transportation Demand Management (TDM) strategies that promote walking, bicycling, and public transit use.

Parking is also an important revenue-generating interim use of vacant Port properties. This revenue supports many public trust needs, including investments to keep properties in a state of good repair.

The planning department and SFMTA have identified existing parking and new parking construction as major contributors to traffic congestion. The Port closely manages its parking operations to respond to this concern. The Port gives parking priority to uses that do not typically have feasible transit options, such as maritime industries and out-of-area visitors and families who come to enjoy the waterfront.

The amount of land used for off-street parking has decreased steadily and significantly since construction of The Embarcadero roadway and Promenade. Many Port developments, including the Ferry Building rehabilitation, Piers 1–5, and the Exploratorium at Pier 15, have not included construction of new parking. The TZK Teatro Hotel and 88 Broadway projects are replacing surface parking lots.

The Port works with SFMTA to support demand-based pricing for on street parking

Like many other projects in the city, Port developments at Mission Rock and Pier 70 include TDM plans that minimize parking and private car storage and promote walking, bicycling, and public transit use. TDM plans can be among the quickest, least expensive, and most effective strategies for meeting City transportation and climate goals and reducing traffic congestion.

Street Construction, Operation, and Maintenance

Three agencies manage construction, operation, and maintenance of most San Francisco streets:

- San Francisco Public Works, which is responsible for street improvements (e.g., sidewalks, curbs, gutters, surface and subsurface) and maintenance;
- The SFMTA, which designs and manages lane configuration, signals, signage, and curb use; and
- The San Francisco Public Utilities Commission (SFPUC), which owns, maintains, and manages above- and below-ground utility infrastructure.

The City has established street construction standards. Some Port streets do not meet City standards because they were constructed and owned by the State of California before Port lands were transferred to the City.

As a result, the City has not accepted maintenance or improvement responsibilities for these streets, and the Port has taken on street repair and utility work typically handled by San Francisco Public Works and the SFPUC. The Port has not had access to the City's traditional sources of funding for street maintenance.

In addition to confusion and resource inefficiencies, this situation has led to substandard streets that create access and circulation problems on the waterfront. The Port has been working toward more-efficient partnerships with City and regional transportation agencies to address these challenges.

TRANSPORTATION POLICIES

Strong Public Transit and Agency Partnerships

1. Work with SFMTA, WETA, GGF, and other public transit agencies to ensure that access to all transportation services is affordable, inclusive, and equitable, particularly for major destinations along the waterfront. Provide access to all waterfront visitors, residents, and other users regardless of income level, age, or individual abilities.
2. Promote public transit, walking, bicycling, and new devices that make "last mile" connections as the primary modes for moving people along the waterfront and within San Francisco and the region.
3. Support funding for local and regional transit providers to improve and expand fast, frequent, and reliable service between the waterfront and the rest of the city and Bay Area. Focus improvements in the following areas:
    a. Peak and off-peak (midday, night, and weekend) service along The Embarcadero to and from Fisherman's Wharf;
    b. Service south of China Basin, from Mission Bay to the Southern Waterfront/India Basin;
    c. Accessibility improvements to light rail stops that lack accessibility;
    d. New water transportation facilities and expanded service to Bay Area locations; and
    e. Extension of the Central Subway from Chinatown to Fisherman's Wharf.
4. Partner with the city's wayfinding program to coordinate development of a Port-wide, multi-modal wayfinding system to support pedestrian and bicycle travel directions to nearby transit connections, neighborhoods, points of interest, and access to Port facilities.
5. Collaborate with other transportation operators to provide affordable and accessible transportation options to visitors and workers, particularly for major destinations along the waterfront.
6. Design Port streets and transit facilities on Port property to support transit operations, reliability, resiliency, and flexibility. Encourage and, where feasible, provide areas for transit providers to locate transit stops and facilities, with pedestrian and disabled access, within 0.25 mile of major Port destinations.
7. Work with the Metropolitan Transportation Commission, San Francisco County Transportation Authority, and SFMTA to plan for and manage the deployment of autonomous vehicles and related new transportation technologies.

Smart Ferry and Water Transportation Service

8. Coordinate with WETA, GGF, and other commercial water taxi, small ferry, and water taxi operators to establish an accessible water transit network that links Port destinations to one another and to other Bay destinations, and that complies with applicable federal regulations.
9. Maximize the use of existing water transportation terminals and water taxi landings to support a broad range of local and regional water transportation service offerings.
10. Provide land and water area to accommodate expanded or new ferry and water transit terminals proposed by operators with financially viable business plans, including intermodal transportation connections, if needed.
11. Continue to integrate water transit into the Port's emergency response and resilience plans and strategies.
12. Ensure water transit agencies promote and incorporate water safety protocols in their operations to protect navigational and public safety, including for water recreation users of the Bay. Expand awareness among maritime and water recreation stakeholders and Port businesses regarding existing and new ferry routes and water recreation corridors, and water safety protocols to avoid conflicts and support safe crossings and shared use of the Bay.

A Safe Pedestrian and Bicycle Environment

13. By 2030, complete the San Francisco Bay Trail as a continuous walking and cycling path along the entire waterfront, from Aquatic Park to India Basin. The trail should:
    a. Be as close to the water as possible, moving inland where necessary to accommodate maritime uses or sensitive habitat;
    b. Be separate from auto traffic, where feasible;
    c. Include separate walking and cycling paths, where possible;
    d. Be consistent with Blue Greenway guidelines and accommodate maritime industrial access in the design of new or in the redesign of existing trail segments; and
    e. Integrate wayfinding in the design of new public spaces.
14. Coordinate with SFMTA on projects to make bicycling more attractive than driving for most trips. Work to help eliminate conflicts between vehicles, bicycles, motorized personal vehicles (e.g., scooters), and pedestrians through improved design and signage.
15. Educate to promote awareness, respect, and safety for all modes of travel, including scooters and motorized personal transportation devices.
16. Reduce conflicts between vehicles, pedestrians, and cyclists by reducing vehicle crossings of The Embarcadero Promenade where possible, coordinated with reasonable transportation access needs of Port tenants.

17. Coordinate with SFMTA and other City agencies where appropriate to evaluate street improvement options on Port properties to implement the City's Vision Zero SF policy.
18. Support SFMTA efforts to improve safety for all transportation modes with the Embarcadero Enhancement Project (for a protected bicycle facility along The Embarcadero from King Street to Fisherman's Wharf). This project is designed to provide a better pedestrian experience along the Embarcadero Promenade and safe operation of vehicle access to support Port tenants and maritime operations.
19. Coordinate with SFMTA to ensure that expansion of bike sharing supports access to major destinations and transportation hubs along the waterfront.
20. Provide secure bicycle parking, particularly at high-volume destinations and in new Port development.
21. Coordinate with SFMTA, the San Francisco County Transportation Authority, San Francisco Public Works, and the San Francisco Planning Department to enhance and improve connections between the waterfront and adjacent neighborhoods along Blue Greenway connecting streets.
22. Work with SFMTA, the San Francisco Public Works, the San Francisco Planning Department, and community stakeholders to maintain and enhance pedestrian and bicycle connections between The Embarcadero and the Blue Greenway, over China Basin Channel.
23. Separate truck and rail routes from walking and cycling routes, where feasible, by:
    a. Providing separated or protected paths where these routes share the same corridor; and
    b. Creating safe crossings where they intersect.

Functional Goods Movement and Industrial Access

24. Coordinate with SFMTA on plans to develop, maintain, and enhance the sustainable and reliable movement of goods within and through the city, including safe and efficient truck and freight rail access to Port facilities on The Embarcadero, Terry Francois Boulevard, Third Street, Illinois Street, Cargo Way, and Cesar Chavez Street.
25. Recognize the importance of the freight network to the city's economic health and disaster recovery when making decisions that affect major truck routes and the region's roadway system.
26. Maintain a forum for the freight community to comment and advise the City and other entities when reviewing potential operational changes, capital projects, and regulations that may affect land-based freight transportation.
27. Work with SFMTA to manage and improve access and traffic flow by using standard City curb coloring to identify and align curb use priorities for specific Port areas, based on predominant land uses.
28. Work with SFMTA to ensure that industrial goods movement and loading needs on The Embarcadero are addressed in curb zone management decisions, to avoid the need for trucks to cross the Embarcadero Promenade into pier facilities.
29. Where curbs are designated for parking or commercial loading, price on-street curb use to encourage appropriate turnover.

30. Evaluate commercial deliveries and freight loading needs for future Port land uses and provide sufficient off-street loading areas where feasible while avoiding negative effects on the flow of traffic.
31. Remove vehicular driveway curb cuts when they are no longer functional and replace them with standard curb edge.

Managed Parking and Transportation Demand Management Plans

32. Reduce parking demand and manage supply to improve pedestrian, bicycle, and transit mode share; neighborhood livability; safety; business district vitality; vehicle miles traveled reduction; and air quality.
33. Provide on and off-street disabled accessible curb space near major destinations along the waterfront. Consider special zones for passenger loading, particularly in high volume areas like Fisherman's Wharf, to support people with limited mobility.
34. Manage paid on-street parking using demand-based pricing to provide customer access, and parking for diverse users.
35. To achieve land use, transportation, and environmental goals, discourage the development of net new automobile parking spaces, especially in locations with frequent transit service.
36. When allocating use of available parking, give top priority to maritime operations, Port tenants, and waterfront visitors; discourage commuter parking.
37. Limit the number of dedicated parking spaces in pier rehabilitation projects to promote transit and reduce vehicle/pedestrian conflicts along Herb Caen Way.
38. Prohibit residential permit parking, consistent with public trust objectives to promote waterfront visitors from throughout California.
39. Prohibit bundling of parking in Port leases (the inclusion of parking spaces along with the space being leased) except for leases for maritime industrial uses (e.g., uses such as cargo, fish processing, harbor services, and batching, and not general commercial, retail, or primarily office uses). Keep parking leases short, flexible, and at market rates to facilitate better uses of Port property.
40. As feasible, manage parking spaces for shared use and electric vehicle transportation modes that promote the Port's broader sustainability and affordability goals without compromising spaces required for visitors with disabilities.
41. Establish performance and reporting standards for parking uses. Encourage the adoption of digital and real-time data reporting systems.
42. Consider proprietary or specific zones for specialized vehicle parking and loading, including commercial tour vehicles, particularly in high-volume areas like Fisherman's Wharf.
43. Recognize that parking furthers public trust objectives by serving waterfront visitors and Port maritime businesses and by providing a source of interim use revenue for Port capital repairs.

PORT OF SAN FRANCISCO | WATERFRONT PLAN

44. Apply TDM strategies in new mixed-use development and major leasing projects to promote shifts to walking, biking, and public transit modes that are universally accessible, and minimize low-occupancy vehicle trips.
45. Work with SFMTA to develop a program of transportation improvements and implementation timeframes for Port tenant operations and projects, consistent with the City's Climate Action Plan, to work toward a goal of 80 percent of all trips being by low carbon modes, consistent with City climate action policy.
46. Establish mode-shift goals for the various sections and subareas of the waterfront, based on existing and proposed land uses, City/Port transportation goals, and roadway capacity.
47. Develop and implement Port-wide and subarea TDM plans that promote transit use, bicycle and pedestrian networks, shuttles, taxis, transportation network companies and other projects and programs on an area-wide basis, rather than on a project-by-project basis.
48. Support transit through land use policy by locating high-density centers within the shortest walk to transit stops.

Efficient Street Operations and Maintenance

49. Work with the City to design and upgrade substandard Port streets to City "Better Streets" and "Complete Streets" standards. Ensure that streetscapes have a unified, complete design that provides for a wide variety of functions, including stormwater management, safe pedestrian and bicycle travel, use as public space, transit and vehicle movement, parking and loading, ease of maintenance, and emergency access.
50. Transfer street maintenance responsibility to San Francisco Public Works where feasible.
51. When developing new streets, ensure that adequate long-term financing is provided to maintain the streets, including street surface, traffic signals, and signage (e.g., in the Pier 70 SUD and Mission Rock development projects).
52. Evaluate the opportunity to improve multi-modal transportation and open space improvements in conjunction with the Waterfront Resilience Program.
53. Vacate certain Port paper/water streets (e.g., those that currently function as open space or are within the Bay).

SECTION
2G

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | **An Environmentally Sustainable Port** | A Resilient Port | Partnering for Success

An Environmentally Sustainable Port

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

Now more than ever, the Port must bring a new consciousness and a deeper commitment to environmental sustainability. Global climate change, caused by excess greenhouse gas emissions, may be the single largest environmental issue for the 21st century. It is affecting weather patterns and ecosystems throughout the world, causing more harmful wildfires, droughts, storms, and floods. At the Port, climate change brings risks of more frequent flooding from storms and sea level rise, worsening air quality due to wildfires, changes to Bay ecology, and water shortages due to more frequent droughts. In turn, these changes will affect the Port's key industries—fishing and tourism, among others.

For the Port, creating environmental sustainability means anticipating and planning for these changes and reducing the Port's own contribution to climate change effects.

What is Environmental Sustainability?

Environmental sustainability is defined as interaction with the environment to avoid depletion or degradation of natural resources and preserve long-term environmental quality. The term is often used to refer to commendable practices followed to reduce impacts on the environment. At the Port of San Francisco, such practices include the use of alternative fuels, green infrastructure to manage stormwater, and pollution prevention practices in maintenance and construction at Port facilities. Environmental sustainability is inherently about time and the assurance that certain qualities and conditions that are available today remain available in the future. Environmental sustainability involves managing activities and resources to protect air quality, water quality, public health, and biodiversity. In the grand sense, it implies stewardship and leadership on behalf of the broader community, future generations, the environment, and Planet Earth.

BACKGROUND

A Commitment to Sustainability

Like other land along the shallow tidal waters of San Francisco Bay, San Francisco's port was created and expanded by placing pile-supported piers and other fill in the Bay so ships could dock in deeper waters to load and unload passengers and goods. Over time, massive amounts of new fill were placed in the Bay to support expanding maritime, commercial, transportation, and industrial operations that were critical to the growth of San Francisco and the Bay Area. This expansion provided the City with what are now some of its most important historic resources, including the Embarcadero Seawall, the Ferry and Agriculture Buildings, and the finger piers and bulkhead buildings that define today's San Francisco waterfront. But the Bay fill also had serious environmental consequences, including destruction of tidal wetlands and the introduction of invasive species as well as a wide range of contaminants into environmentally sensitive Bay tidelands. Today, the city's waterfront is more vulnerable than ever due to sea level rise and other effects of climate change.

Environmental sustainability is the essential first step that all citizens—and the agencies that serve them—must embrace to limit their contribution to the existential threat that climate change poses to natural resources, neighborhoods, jobs, and public health and safety. Although no single entity is responsible for climate change, and no single entity can solve the problem, the Port must work even harder to become truly sustainable—green, healthy, and regenerative—and an environmental leader among ports.

The Relationship between Sustainability and Resilience

Sustainability—the ability to meet the needs of today without compromising the future—and resilience—the capacity to maintain function in the face of natural or human-caused disruption—are inherently linked. A building that relies on efficient, on-site energy generation is both environmentally sustainable and more resilient to natural or human-caused disruption of the power grid. Restoring tidal wetlands provides ecological value in the present and can also create a resilient shoreline that will continue to be physically stable and provide ecological functions as sea level rises.

By avoiding the need to build walls along the water's edge to armor the city against rising seas today, San Francisco can be more flexible in how it makes the waterfront and the city it protects more resilient in the future. This flexibility can in turn allow for more places where people can enjoy nature, engage in water recreation uses, more historic resources that can be saved, and more and better shoreline views. Current efforts to seismically strengthen the Embarcadero Seawall provide the City, the Port, and the public with unprecedented opportunities to ensure that environmental sustainability and waterfront resilience principles are top priorities in Port planning, development, and infrastructure projects for decades to come.

The environment is not the only consideration in resilience and sustainability planning. Social and economic sustainability—a society's ability to maintain social equity and well-being, and economic stability indefinitely—are also essential components of resilience. For example, the degree of social cohesion in city neighborhoods correlates directly to how well those neighborhoods respond to and recover from emergencies. A sustainable society that protects natural resources while ensuring social and racial justice and economic well-being is a resilient society. See Section 2H for the Port's resilience policies.

Today, the Port works to restore the health of Port lands and the Bay, and to protect the health of the many Port employees, tenants, visitors, recreation users and neighbors who frequent the area. As a department of the City and County of San Francisco subject to the City's exceptionally progressive environmental policies, the Port already incorporates sustainability measures and environmental programs that are unique to its own operations. Environmental professionals with expertise in environmental science, industrial hygiene, and regulatory analysis work in the Port's Planning and Environment Division and with the Engineering, Maintenance, Real Estate and Development, and Maritime Divisions to integrate environmental management and sustainability into all Port operations. The Port applies their knowledge and expertise in its facilities development, maintenance, leasing, and redevelopment activities; shoreline habitat and parks and open space projects; and ongoing efforts to remediate environmental contamination and protect water quality.

What Are Greenhouse Gas Emissions?

Greenhouse gases trap heat and make the planet warmer. Human activities are responsible for almost all of the increase in greenhouse gases in the atmosphere over the last 150 years. The largest source of greenhouse gas emissions from human activities in the United States is from burning fossil fuels for electricity, heat, and transportation.

Many different gases trap heat; among them are carbon dioxide, methane, nitrous oxide, and fluorinated gases. These gases have different heat trapping properties—that is, the same volume of one gas will trap more heat than the same volume of another. It is common to use carbon as a measurement of greenhouse gas emissions, expressed in a standard unit called "carbon dioxide equivalent" or CO_2e.

Reducing Greenhouse Gas Emissions

The Port shares the City's Climate Action Plan goal of net-zero greenhouse gas emissions for Port-controlled operations by 2040 and for new Port buildings by 2030. The Port works toward this goal by using clean and renewable fuels, implementing a Zero Waste Policy and green building practices, supporting cleaner transportation and transit options, providing on-shore power, and supporting other green technologies for maritime tenants.

The Port completed its first Climate Action Plan in 2009 and was designated the City's first Climate Champion in 2010 for its efforts to measure and reduce its greenhouse gas emissions. Annually, Port staff analyze activities that generate greenhouse gas emissions Port-wide and convert these measurements into emissions estimates. For example, the Port measures its fuel consumption in fleet vehicles and converts that measurement into greenhouse gas emissions. This process enables the Port to track progress toward its goal to minimize its contribution to climate change and encourages continuous improvement to meet that goal.

Energy conservation and energy efficiency are also key strategies for creating a greener energy future. The Port benefits greatly from the clean, renewable hydro-electricity provided by SFPUC. The Port also generates solar power at many sites, including Pier 15, Pier 1, Pier 96, the San Francisco Giants ballpark, and the EcoCenter at Heron's Head Park, and pursues opportunities for additional solar power generation as new Port projects are designed and constructed. The Port provides shore power at Pier 27 and Pier 70, allowing large ocean-going vessels at berth or in drydock to run their auxiliary power from the electric grid rather than diesel engines.

Transportation is a major source of energy consumption and carbon emissions. The Port transforms its fleet with each vehicle purchase, relying whenever possible on hybrid or electric vehicles. The Port uses renewable diesel in its trucks and heavy-duty vehicles, resulting in a significantly reduced carbon footprint. The Port also supports the City's Transit-First Policy by encouraging the use of low carbon modes of transportation for working and commuting and partners with tenants to promote clean transportation, including hydrogen fuel cell technology for ferry service.

Reducing Transportation-Related Greenhouse Gas Emissions

Transportation-related activity accounts for a significant portion of San Francisco's overall greenhouse gas emissions and has been the focus of many ordinances and public agency strategies. The key components of transportation-related emissions are mode shift (ability to shift travelers from one mode to another), fuel type (the type of fuel used in vehicles), fuel economy (the extent to which vehicles use fuel efficiently). These three factors are influenced by a host of variables, including technological improvements (e.g., electric engine technologies, low-carbon-emission fuels), land use decisions (e.g., promoting shifts to public transit, bicycles and walking by locating housing and jobs near transit hubs), and demographics. Thus, reducing emissions from transportation sources requires a diverse range of policies and strategies. See Section 2F for the Port's transportation policies.

Much work remains. Changes in temperature, precipitation, and ocean acidity are placing stresses on ecosystems of all scales. As discussed further in Section 2H, the Port experiences the negative impacts of sea level rise with special clarity during its daily work maintaining piers damaged by more frequent flooding and storm surge. The impacts of climate change demand the Port's very best efforts to manage greenhouse gas emissions.

Protecting Water Quality

Protecting Bay water quality and conserving this precious resource are high priorities for the Port, the City, and the public.

Keeping stormwater on-site reduces water pollution and beautifies the urban environment.

Reducing Stormwater Pollution

Urban stormwater runoff is a leading cause of water pollution and, in recent decades, has become subject to evolving federal, state, and local regulations designed to reduce environmental impacts on receiving waters such as San Francisco Bay. At the Port, stormwater runoff either discharges directly to the Bay, potentially carrying with it pollutants from the urban environment, or to the City's combined stormwater and sanitary sewer system. All such runoff is subject to State of California regulations designed to minimize pollutants in stormwater runoff, as well as the City's Stormwater Management Requirements for new construction and/or Erosion and Sediment Control requirements during construction.

The Port's Stormwater Management Program and San Francisco Stormwater Management Requirements and Design Guidelines (SMR) are aimed at reducing stormwater pollutants, implementing standards set by the California State Water Resources Control Board and the United States Environmental Protection Agency, and meeting requirements of the Clean Water Act. The SMR also offers practical, environmentally beneficial, and aesthetic design strategies to meet regulatory requirements and address the unique design challenges posed by the Port's piers and over-water structures. Port projects ranging in size from the 330,000-square-foot Exploratorium at Pier 15 to the 4,900-square-foot Joint Operations Service building at Hyde Street Harbor have implemented stormwater control methods to attractive and educational effect.

Addressing Water Quality in Maintenance and Construction

The Port maintains an under-pier utility inspection and response program to identify and repair leaks in sewer lines in compliance with regulatory requirements of the California State Water Resources Control Board and the Municipal General Storm Water Permit Illicit Discharge Detection and Elimination Program. This program has reduced the number of sewage discharges to the Bay and, importantly, the severity of these events. However, as discussed further in Section 2H, sea level rise poses a new challenge for maintaining under-pier utilities.

Maintenance crews plan their access to these utilities according to the tides. Higher sea levels will result in fewer and shorter windows of time in which crews can safely inspect and repair under-pier utilities. The Port has relocated water utilities above deck at almost 20 piers, but most sewer utilities below deck still need to be moved.

The Port's Under-Pier Utilities Repair Program

The Port maintains several miles of under-pier utility infrastructure (water, wastewater, fire service, electrical, and communications lines) to serve 80 wharves and 39 piers. Many of the Port-owned water and wastewater lines are suspended on hangars from beneath piers, where they are exposed to salt water and impact from floating debris, and where leaks and breaks are difficult to detect and repair. The Port has undertaken a comprehensive and systematic program of inspection, repair, and replacement of such sewer lines to prevent and mitigate releases of potable water or sewage to the Bay. Since 2011, the Port has annually inspected approximately 8 miles of under-pier utilities, making repairs as needed to prevent failure. Additionally, wherever feasible (e.g., in conjunction with substantial reconstruction of a pier), the Port seeks to relocate under-pier utilities so that they are better protected and more readily inspected and repaired. The Port also requires its tenants with master leases to ensure compliance with utility maintenance responsibility obligations included in their leases.

The Port also conducts annual training for Port staff and contractors on best management practices to protect water quality during maintenance and construction in and over water. This training includes, among other topics, procedures to prevent the spread of invasive seaweed during in-water maintenance and construction.

Preparing for Oil Spills

The Port proactively prepares for oil spills that might affect the Bay. The Port has procured and strategically placed along the waterfront more than 8 miles of containment boom and related oil spill response equipment. The Port has funded and trained more than 100 employees in oil spill response on the water and practices these oil spill response activities each year.

Floating boom is deployed around construction work to capture debris.

Other Water Quality Initiatives

The Port participates in other collaborative efforts to monitor and improve water quality in San Francisco Bay. These efforts include the Port's work with the San Francisco Estuary Institute's Regional Water Quality Monitoring Program and the Bay Planning Coalition, a group of regulatory, local government, industry, and advocacy organizations that collaborate to advance maritime industry that supports a sustainable San Francisco Bay.

Other water quality initiatives are of Port or City origin. For example, the Port's Zero Waste Event Policy aims to keep plastics out of the Bay and ocean. Trash is a significant pollutant in California and can adversely affect wildlife and public health. Trash discarded on land is frequently picked up by rainwater, washed into storm drains, and discharged to rivers, lakes, bays, and eventually the ocean. Studies show that by 2050 the world's oceans will have more plastic than fish. To minimize the amount of trash discharged to the Bay, the Port installs and maintains trash capture devices throughout the Port, including devices that prevent trash that enters storm drains from being discharged to the Bay.

The Port works in various ways to reduce the spread of invasive species in the Bay. For example, Port berthing agreements explicitly prohibit incidental or intentional releases of ballast water unless authorized under governing state or federal law. Finally, since 2001, the Port has removed over 300,000 square feet of dilapidated piers, improving water quality and shallow-water habitat in the Bay while enhancing the necklace of public access and open spaces along the water's edge.

Conserving Water

Water conservation is also a critical initiative at the Port of San Francisco as the entire state adapts to the severity of recurring drought and climate change. Port staff ensure that water is used wisely and efficiently. This means installing efficient plumbing fixtures, planting native and drought-tolerant plants, monitoring water consumption, and making timely repairs of leaking pipes.

What is Biodiversity?

Biodiversity is defined as the variability among living organisms and the ecosystems in which they live. It includes diversity in the type and number of different species in a particular area or ecosystem, as well as the type and number of different ecosystems within an area. Biodiversity is essential for thriving and resilient ecosystems, which all humans depend on for food, health and recreation, clean air, clean water, and climate stability.

Ensuring Biodiversity

The variety of life on earth—its biological or "bio" diversity—is essential to healthy ecosystems that serve people and the environment in fundamental ways, including food, clean water, medicine, and environmental and social resilience. As manifested in natural areas, biodiversity also benefits physical and mental health of people. Scientific research supports the current understanding that time spent in nature improves mood, cognitive function, and memory, and reduces the risk of anxiety and depression in adults and children.

The Decline of Biodiversity

Biodiversity is declining on earth at an alarming rate, including in California, which is considered a biodiversity "hotspot" at risk of impact from invasive species, urbanization, pollutants, and the effects of climate change. More than 30 percent of San Francisco Bay's historic surface area has been filled and 95 percent of San Francisco's land area has been developed. Yet San Francisco contains nine distinct ecosystem types, a rich diversity of animal species, and over 450 native plants; it is also home to many rare, threatened, or endangered species. Port land and water provide habitat for hundreds of species of native plants and animals, including at least four federal- or state-listed endangered or threatened species.

City and Port Biodiversity Efforts

The City and County of San Francisco has resolved to work toward five goals for protecting biodiversity and to engage the public in this effort. The Port has embraced these goals in its Strategic Plan and is advancing them through ongoing Port projects, including at Heron's Head Park in the Southern Waterfront and in conjunction with the Blue Greenway.

In 2019, the Port Commission adopted a resolution to support and apply the city's Biodiversity Policy and goals to the Port's waterfront properties. The Port's Biodiversity Work Program summarizes all the initiatives to promote biodiversity and progress toward meeting city-wide biodiversity goals. The Port, its tenants, development partners, visitors, recreational users, and neighbors can protect and improve biodiversity in parks, open spaces, and the built environment through ecologically sound design and stewardship.

These efforts include continuing youth and environmental education programs that support equitable access to nature and habitat, as provided at Heron's Head Park and the Pier 94 wetlands in the Southern Waterfront, and recreational access points along the waterfront. Because access to nature is a health equity issue in San Francisco, over 30 City departments, and environmental justice, youth-serving, health, education, and nature-focused organizations have launched the SF Children in Nature Collaborative, which works to ensure all children have the opportunity to play, learn, and grow in the outdoors.

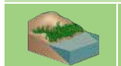
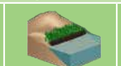
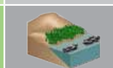
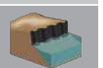
Living Shorelines

Living shorelines are another example of the intersection between resilience and environmental sustainability. Living shorelines are designed to restore shoreline habitat and/or protect the shoreline from the physical impact of waves and storms, while also providing other environmental benefits, including improved water quality, increased biodiversity, and greater resilience. Living shorelines are known to store carbon, which keeps carbon out of the atmosphere. Living shorelines use green infrastructure, comprised of as many natural elements, such as rock, gravel, wood, and plants, as possible and, if appropriate, man-made elements as well. The balance between "green" and "gray" (man-made, hardened) elements of a living shoreline depends on its physical and environmental setting and performance objectives. As such, living shoreline designs generally fall within a range from primarily natural elements to shorelines with more man-made elements.

San Francisco Bay has much to gain from the increasing awareness and use of living shorelines as an approach to coastal resilience. While 14 percent of shorelines in the nation are "hardened," approximately 50 percent of the Bay's shorelines are. Continued use of living shorelines as an approach to coastal resilience can contribute to carbon sequestration, potentially mitigating the effects of climate change.

How Green or Gray Should your Shoreline Solution Be?

Green - Softer Techniques | Gray - Harder Techniques

Living Shorelines			*Coastal Structures*		
					
Vegetation Only	**Edging**	**Sills**	**Breakwater**	**Revetment**	**Bulkhead**
Provides a buffer to upland areas and breaks small waves. Suitable only for low wave energy environments.	Added structure holds the toe of existing or vegetated slope in place.	Parallel to existing or vegetated shoreline, reduces wave energy, and prevents erosion. Suitable for most areas except high wave energy environments.	(Vegetation optional) - Offshore structures intended to break waves, reducing the force of wave action, and encourage sediment accretion. Suitable for most areas.	Lays over the slope of the shoreline and protects it from erosion and waves. Suitable for sites with pre-existing hardened shoreline structures.	Vertical wall parallel to the shoreline intended to hold soil in place. Suitable for areas highly vulnerable to storm surge and wave forces.

Green Building at the Port

Commercial and residential buildings generate from 10 percent to nearly 40 percent of carbon dioxide emissions in the United States each year—even more than transportation or industry. Most of these emissions come from the combustion of fossil fuels to provide heating, cooling, and lighting, and to power appliances and electrical equipment.

While San Francisco enjoys a temperate climate and easy access to zero carbon energy from SFPUC, green building technologies offer important opportunities for conserving energy and limiting air emissions in new and rehabilitated buildings. These technologies can substantially reduce contributions to climate change, especially when applied at a large scale, such as in a new development district.

The Port manages close to 200 buildings along the 7.5 miles of San Francisco waterfront under its jurisdiction, with 25 million square feet of leasable space. As existing buildings are rehabilitated and new buildings are constructed, Port facilities are becoming increasingly "green." In each development project, the Port seeks to apply the latest green building technologies—whether the project involves renovation of a historic finger pier or construction of a new building like the James R. Herman Cruise Terminal at Pier 27, which received Leadership in Energy and Environmental Design (LEED) Gold Certification for environmentally sustainable design and construction practices. The Port now requires LEED Gold (or higher) Certification for all new construction projects or major alterations that are 10,000 square feet or larger. All Port projects also must comply with the City's leading-edge standards for environmental sustainability, generally implemented through the Port's Green Building Code and the City's Health and Environmental Codes.

Reducing Environmental Health Risks

Environmental health is the branch of public health that focuses on how both the natural environment (e.g., air, water, and soil) and the built environment (e.g., homes, workplaces, and transportation systems) affect people's health. The environmental health field also encompasses social environments and the effects of societal factors like diet, exercise, access to health care, and socioeconomic status on human health. Effective environmental health management reduces people's exposure to physical, chemical, and biological health hazards and fosters healthy and safe communities.

The Port's diverse facilities and operations present a wide range of potential environmental health risks, from tiny particles of dust emitted by diesel engines to decisions about the type and location of facilities that operate on Port land. The Port implements the many regulations and proactive policies that the City has adopted to promote environmental health for San Francisco's residents, workers, recreational users, and visitors, including practices for reducing discharge of pollutants to air and water from Port and tenant operations, cleaning up contaminated land, and promoting transportation systems that encourage safe, zero-emissions travel. The Port is also continuing to work with its partners to build environmental health into new development, from individual buildings to parks and natural areas to entirely new neighborhoods.

The EcoCenter in Heron's Head Park and the Exploratorium at Pier 15 are LEED Platinum buildings providing educational programs for San Franciso residents and visitors.

ENVIRONMENTAL SUSTAINABILITY POLICIES

Greenhouse Gas Emissions

1. Reduce greenhouse gas emissions to minimize contribution to climate change.
    a. Minimize carbon and other greenhouse gas emissions and maximize carbon capture and sequestration by the Port and its tenants and development partners.
    b. Consider incentives for carbon emissions reduction measures in Port leasing and development activities, above those already mandated by existing regulations (e.g., energy efficiency and use of cleaner fuels and technologies).
    c. Explore new funding and other opportunities to improve energy efficiency; generate and use solar, wind, or other renewable power; and facilitate use of alternative fuels, consistent with the City's 0-80-100-Roots policy.
    d. Minimize transportation-based greenhouse gas emissions. See Section 2F for more information.

Water Quality and Conservation

2. Improve water quality.
    a. Promote remediation, redevelopment, and reuse of contaminated sites, particularly where such redevelopment can protect these sites from soil erosion or inundation from Bay waters.
    b. Engage City agencies and private development partners to maintain and repair existing and construct new wastewater infrastructure (e.g., wastewater storage, transport, treatment, and discharge structures) to reduce combined sewer overflows (CSOs) and make such infrastructure more resilient to sea level rise and extreme weather.
    c. Continue to implement the City's existing Stormwater Management Requirements and stretch beyond them, when feasible, to incorporate additional "green infrastructure" to reduce the volume of CSOs, improve the quality of sewer and stormwater runoff, and reduce the spread of garbage into the Bay.
    d. Continue to remove harmful fill from the Bay and shoreline, particularly where such fill (e.g., un-engineered shoreline debris, creosote-treated wood) degrades habitat or water quality.
    e. Pursue partnerships with regulatory agencies, research institutions, recreation users and advocacy groups to improve water quality in the Bay and promote public awareness and understanding of water quality issues.
    f. Educate maritime tenants, recreation users and visitors about the water quality risks associated with waterborne invasive species (e.g., seaweeds, worms, mollusks, crabs) and about regulations adopted to reduce the spread of invasive species.
    g. Continue to beneficially reuse dredged sediment for wetland habitat restoration.
3. Conserve water.
    a. Implement state and local water conservation and water reuse requirements and policies for new construction, renovation, parks and open spaces, and operations and maintenance.
    b. In new construction and renovation projects, implement City goals and requirements for design and installation of infrastructure that reuses recycled water, stormwater, and wastewater.

Biodiversity

4. Protect and enhance the biodiversity of the Port's natural resources.
    a. Continue existing and pursue new actions and partnerships to advance city-wide biodiversity goals in a manner consistent with the Port's operations and unique environmental setting.
    b. Implement City biodiversity goals and best sustainable practices (e.g., LEED standards, wildlife- and Bay-friendly practices, and native plants, prioritizing plants native to San Francisco to the greatest extent feasible) in new and redevelopment projects, including open spaces, the public realm, and the public and private built environment.
    c. Protect, maintain, and highlight existing natural shorelines and habitat areas, and manage impacts of invasive species, predators, and public access.
    d. Incorporate multi-benefit green infrastructure in stormwater management, flood control, and public realm improvements to promote biodiversity and provide ecological value.
    e. Prioritize development of natural infrastructure (e.g., wetlands, horizontal levees, and living shorelines) and habitat into shoreline stabilization or improvement projects; create "soft" waterfront edges where feasible and appropriate.
    f. Seek opportunities to create a mosaic of different kinds of in-water and shoreline habitat; consider opportunities to integrate habitat into design and construction of in-water structures such as oyster baskets or textured vertical surfaces.
    g. Pursue partnerships and funding to support research and implementation of innovative habitat restoration methods that will improve biodiversity and ecological function on Port lands and around the Bay.
    h. Seek locations and opportunities for new and expanded environmental education programs and signage along the waterfront to engage and educate local residents, recreational users and visitors, and to connect the public of all ages with nature (e.g., at existing and planned marinas, boat launches, other water recreation sites along the waterfront).

Green Building

5. Promote the highest feasible level of "green building" in Port leasing and development.
    a. Encourage the adaptive reuse of existing buildings to retain the structure's embodied energy, increase energy efficiency, and reduce waste. Use green building practices and ensure high-quality design in rebuilding projects to improve their environmental sustainability.
    b. Continue to implement the Port's Green Building Standards Code and applicable provisions of the City's Environment Code in new construction and renovation to meet LEED standards, reduce greenhouse gas emissions and toxic air contaminants, conserve water, improve energy efficiency, and use healthier or environmentally preferred building materials.

c. Work toward zero waste by implementing Port and City requirements and policies that promote reuse, recycling, and composting in construction and operations.

d. Implement the City's Better Roofs Ordinance, which requires new commercial and residential buildings to install either a rooftop solar system for heat or electricity or a living roof.

e. Seek opportunities to plan land uses and lease Port property to promote energy and other "district-level" sustainability measures, such as those within the Port's Maritime Eco-Industrial Center, to promote reuse and recycling of materials and to reduce traffic and related air emissions from construction industry activities on and off Port lands.

f. Monitor evolving best practices and explore new technologies to achieve progressively higher levels of resource efficiency and sustainability in leasing and development projects over time; seek opportunities to incorporate new environmental requirements and best management practices in older Port leases and lease extensions.

g. Clean up contaminated lands in ways that consider inundation caused by rising seas.

Environmental Health

6. Reduce environmental health risks from Port operations.

   a. Promote the development and operation of maritime, industrial, and other Port uses in a manner that protects the health and well-being of surrounding communities, businesses, and local workers.

   b. Seek ways to reduce any compounding of climate change and health risks from Port operations, especially in low-income and disadvantaged communities.

   c. Ensure that affected residents have the opportunity to participate in decisions that affect their health.

SECTION
2H

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | **A Resilient Port** | Partnering for Success

A Resilient Port

A RESILIENT PORT

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

San Francisco's waterfront faces hazards ranging from earthquakes and flooding to climate change effects. The Port can play a unique role in protecting San Francisco's waterfront and building community resilience to these and other hazards, consistent with its public trust responsibilities and role in city government.

The public values and desires expressed in the Waterfront Plan are important considerations in the Port's work through the Waterfront Resilience Program on the Embarcadero Seawall, San Francisco Coastal Waterfront Flood Study, and Islais Creek Southeast Mobility Adaptation Strategy. These programs will advance projects to strengthen and protect the city and adapt the Port's maritime, cultural, revenue-generating, and recreational facilities while San Franciscans and other waterfront stakeholders work together to envision how the waterfront can evolve to address climate change.

Crowd in Justin Herman Plaza

BACKGROUND

Resilience Defined

Resilient SF describes resilience as the capacity of individuals, communities, institutions, businesses, and systems within San Francisco and the region to survive, adapt, and grow, no matter what kinds of chronic stresses and acute shocks they experience. Resilience is critically important to the Port as it defines the issues that will need to be addressed in the near, middle, and long term to ensure a safe and vibrant waterfront.

Building resilience requires understanding what could happen (hazards and their impacts), when it might happen (urgency and timing), and what can be done to reduce risks and increase safety while also accounting for environmental, community, recreational, economic, and equity considerations. It means protecting important assets—the physical features that people and businesses rely upon to live, work, and recreate, including buildings, utilities, transportation infrastructure, employment centers, housing, and environmental, historic, community, and cultural resources.

Port assets provide important services to the city and region and will be essential to recovery after a disaster. These assets include the Port's seawall and other shoreline infrastructure and operations that protect the Port, the city, and the region from flooding and other hazards. This shoreline infrastructure is vulnerable to seismic and flood risks today. Flood risks will grow over time with rising sea levels.

Port assets, services, and operations are also at risk from other hazards including high heat days, extreme precipitation, smoke from wildfires, acts of terrorism and pandemics. The Port's resilience does not begin and end at the boundaries of the Port's jurisdiction. Resilience is city-wide and regional in scope and extends to state and federal interests as well. The Port's infrastructure protects significant public and private infrastructure that keeps many city and regional services safe and functioning.

The Port's Resilience Challenges

The Port faces a number of resilience challenges. Some, like earthquakes, are long known. Others, such as more frequent flooding and heat, have emerged more recently due to climate change or other causes.

Earthquakes

A major earthquake is likely to occur in the Bay Area anytime within the next few decades. A significant portion of downtown San Francisco and the Port is built on Bay fill, of which approximately 500 acres were created when the State of California built the Embarcadero Seawall over 100 years ago. Due to the nature of this fill and the seawall's age, there is a significant risk that a major earthquake could cause the seawall to settle and move toward the Bay, with devastating consequences for life safety, utility and transportation infrastructure, property, and the San Francisco economy. In the area south of Mission Creek, an earthquake will have different types of impacts but will also likely damage and disrupt the Port and the city as a whole.

Original shoreline of the waterfront circa 1850

These urgent seismic safety risks pose significant consequences for Port, community, city, regional, and state assets and services, as well as federal interests. The costs of a major seismic event would include not only disruption, but also the funding and time needed to rebuild San Francisco's shoreline. After a major earthquake, a rush to rebuild could preclude thoughtful, efficient, and transparent planning for a future shoreline. Thus, it is important to take steps now, before an earthquake occurs, to strengthen the shoreline and reduce risks to life safety and emergency response.

King Tide flooding at Pier 3

Flooding

Port lands are vulnerable to flooding from several sources, including Bay and ocean waters, extreme precipitation, combined flooding from stormwater and creeks unable to flow out to a rising Bay, rising groundwater, and a shoreline that is too low and not designed to protect against higher water levels. The Port also relies on and protects a significant amount of infrastructure and utilities that are at risk from existing flooding and will be at increasing risk as water levels rise. Already, low-lying areas of the Port (e.g., the area from Pier 14 to Pier 9 in the Northern Waterfront; Mission Creek in the Central Waterfront; and Islais Creek, Piers 94–96, and Heron's Head Park in the Southern Waterfront) flood during annual high tides and certain storm conditions.

The Port's entire jurisdiction is at risk from higher water levels. These waters may also flood a significant part of downtown San Francisco, including city- and/or regional-serving transportation, infrastructure, and utilities. In 2016, the National Trust for Historic Preservation identified the Embarcadero Historic District as one of the 11 most endangered historic places in the country, due to the dual threats of rising sea levels and seismic vulnerability.

Extreme Precipitation and Groundwater Rise

While much attention has been paid in recent years to the flood risks created by sea level rise, not enough consideration has been given to the risks associated with two other effects of climate change: extreme precipitation and groundwater rise. They too can result in disruption and damage to the Port and the city and can complicate approaches taken to reduce coastal flooding.

SFPUC is leading other city departments in an effort to better understand the risks to the Port and the rest of San Francisco from extreme precipitation events. In addition, the San Francisco Office of Resilience and Capital Planning is supporting efforts of the Pathways Climate Institute and San Francisco Estuary Institute to produce a regional groundwater study. The information and recommendations from these initiatives will influence and be included in the resilience program work of the city and regional agencies, including the Port.

Extreme Heat

Due to climate change, the Bay Area is experiencing more frequent and intense periods of extreme heat. Heat affects the Port's maintenance and operations staff, tenants, visitors to the waterfront, and historic buildings and industrial uses that are not easily cooled. Extreme heat events will require the Port to seek protections for its outdoor workers; for others who work in historic, maritime, and industrial buildings that lack sufficient cooling; and for recreational users, visitors, and commuters to and through the Port.

Air pollution from wildfires in Northern California

Air Pollution from Wildfires

Wildfires have significant impacts on air quality. The 2018 Camp Fire dramatically illustrated how wildfire smoke can quickly degrade the Bay Area's air, creating unhealthy and hazardous levels of pollution that last for days or even weeks. The smoky conditions caused by the fire affected Port assets and services in ways similar to extreme heat events, creating challenges for Port tenant employees, particularly those who work outside or in buildings without filtration systems, and the public. Unhealthy days with visible smoke reduce the number of tourists, recreational users, workers, and other visitors to the city. If such events become common, some of the Port's key industries—tourism, passenger cruise ships, and other visitor-serving uses—could experience longer-term negative effects, in turn diminishing the Port's financial health and the city's economy.

Contaminated Lands and Toxic Materials

As discussed in Section 2G, the San Francisco shoreline is comprised largely of fill material that was historically placed in the Bay to create waterfront land. Some of the fill contained hazardous materials, and some of this land supported military or industrial uses that used hazardous materials.

This type of contamination can pose risks if people are exposed to contaminants or if contaminants are dispersed into the environment through, for example, erosion or the flow of groundwater to the Bay. As part of its management of these contaminants, the Port considers the potential for earthquakes, floods, or rising groundwater levels to disturb contaminated soil or groundwater that is not otherwise a hazard to people or the environment.

Security Threats

The Port also plays a role in emergency management and homeland security. As part of this responsibility, the Port considers the vulnerabilities associated with San Francisco's geography, population density, demographics, burgeoning tourist industry, and presence of nationally prominent landmarks. Terrorism is an ever-present concern that affects the design of and access to Port facilities.

Emergency Response and Disaster Recovery

Port facilities have long been identified by the City and regional agencies as critical for emergency response. If a disaster damages regional bridges and/or the Bay Area Rapid Transit (BART) system, the Port will be the primary location for access to San Francisco by water for Federal Emergency Management Agency–planned water-dependent disaster recovery operations. Debris removal and import of rebuilding supplies could also be required. In the event of a disaster, the City and Port will need to identify docks, piers, or wharves that can be used for loading and unloading a wide range of vessels, and space that is available to stage people and emergency food, water, and other resources. In addition, during the 2020 COVID-19 pandemic, Port properties were used to support a vaccination center, food bank distribution, and temporary emergency housing in the southern waterfront as part of the city's public health response efforts.

Emergency response exercise at Pier 1

The Port works with a wide range of emergency response and disaster recovery agencies and organizations, including San Francisco Bay Area Water Emergency Transportation Authority (WETA), the San Francisco Department of Emergency Management, the Department of Public Health, Neighborhood Empowerment Network, and the San Francisco Office of Resilience and Capital Planning. The Port, the City, and regional agencies also continue to coordinate closely to ensure that seismic and flood risk reduction efforts focus on the critical role that Port properties will play in emergency response for the city and region.

Port Resilience Projects and Plans

In addition to providing critical emergency response facilities, the Port established the Waterfront Resilience Program to ensure that the iconic mix of maritime and non-maritime activities, and its critical regional and city assets are resilient to hazards—and increasingly accessible to everyone.

The Port incorporates resilience planning into projects developed along the waterfront. Examples include Crane Cove Park, Downtown Ferry Terminal expansion, Fire Station 35 at Pier 22½, and the Mission Rock and Pier 70 neighborhoods. The Port Commission requires that every project consider current and future flooding potential.

The Waterfront Resilience Program coordinates project level investments with the comprehensive San Francisco Seawall Earthquake Safety and Disaster Prevention Program, and resilience planning work in partnership with developers and numerous agencies, described below. These efforts respond to resilience challenges in a way that considers equity, the environment, and the economy through public processes that are transparent and inclusive.

These large-scale efforts provide the Port with the tools needed to build resilience and reduce risks while continuing to advance its public trust mission—promoting maritime commerce, navigation, and fisheries; protecting historic, cultural, and natural resources; and providing recreational facilities for public use.

Resilience Partnerships

Resilience strategies work best when all involved parties—the Port, other government agencies, business partners and the community—collaborate to create an approach based on shared principles, strong relationships, and mutual trust. By working together, the partners can ensure that all responsible and affected parties can quickly communicate and respond to disaster emergencies, as well as prepare and plan for emergency and resilience needs in the future. This approach can be adapted over time to respond to new information, conditions, science, priorities, and resources, including new code requirements, new regional transportation infrastructure, and updated sea level rise projections. For more discussion of Port partnerships, see Section 2I.

Citywide Partnerships

The Port works with other City departments on a variety of resilience plans, programs, and activities. At the city-wide scale, some of the most significant and ongoing of these efforts include the Sea Level Rise Action Plan (2016), Sea Level Rise Vulnerability and Consequences Assessment (2020), the Hazard and Climate Resilience Plan (the City's Local Hazard Mitigation Plan), the Climate Action Plan (2021), Islais Creek Southeast Mobility Adaptation Strategy (2021), and Climate SF (ongoing coordination). These efforts help set policy and identify priorities at the city-wide level and provide data and information for work conducted by departments such as the Port.

Partnerships with Local, Regional, and State Agencies

The Port and the City work with other local and regional agencies to reduce risks and identify adaptation strategies to make the waterfront safe, reliable, and more vibrant for all who depend on it, including businesses, visitors, and emergency response providers. Local and regional agency partners include BART, WETA, National Park Service regional offices, and the Presidio Trust.

Racial and Social Equity

Racial equity is the systematic fair treatment of people of all races that results in equal opportunities, while recognizing the historical context and systemic harm done to specific racial groups.

Social equity is fairness and justice in the management of public institutions, forming of policy, and delivery of public services taking into account historical and current inequities among groups, such as along gender identity, sex, religion, and disability status.

The Port also works closely with regional and state partners as they continue to advance their resilience planning, programs, and policies. State legislation, policy, and guidance from the State Lands Commission, the Office of Planning and Research, the Coastal Conservancy, and Caltrans, among others, have expanded over the last decade. In addition, key regional partners are addressing resilience; examples include San Francisco Bay Conservation and Development Commission (BCDC) Adapting to Rising Tides and Bay Adapt Programs, Caltrans's Senate Bill 1 adaptation grants, Regional Water Quality Control Board activities, and the Bay Area Regional Collaborative's resilience efforts.

Federal Partnerships

The federal government is also a strong resilience partner for the Port. In 2018, the U.S. Army Corps of Engineers selected the San Francisco waterfront as one of several New Start programs to study flood risk management. The result is the San Francisco Coastal Waterfront Flood Study, a robust assessment of flood risks from Aquatic Park to Heron's Head Park and strategies for reducing risks. This partnership also brings expertise, resources, and funding opportunities to help reduce risks to the Port and the City.

Community Partnerships

Additionally, the Port is advancing partnerships with Port tenants, community members, recreational user groups, adjacent businesses, and neighbors to ensure that resilience is built together and in consideration of all these key stakeholders.

All Port and City resilience efforts offer opportunities for public engagement, in which the community can help determine a project's scope, identify and evaluate alternatives, and participate in selecting and implementing the project. For example, several City departments partnered on the Islais Creek Adaptation Strategy (2021) which included a broad engagement plan that involved community members, local businesses, and other stakeholders.

Resilience and Equity

Communities that respond to and recover from disasters quickly tend to have two important advantages: (1) equity, or fair access to resources such as jobs, transportation, education, recreation, and participation in planning; and (2) social cohesion, or a strong cultural life in which community members have a sense of belonging. Conversely, communities that do not have equitable access to resources or strong social cohesion tend to be more vulnerable during and after disasters.

Developing strategies that allow people to stay healthy in their homes and neighborhoods and return quickly to work, school, and recreation is the most important factor in how a city recovers from a crisis. It is important to assess not just the vulnerabilities of physical assets, but also functional and social vulnerabilities as well:

- *Functional vulnerabilities* refer to the functions that assets provide. For example, The Embarcadero roadway is a physical asset. Its function is a corridor that people use for transportation purposes—by foot, bike, transit, and automobile. By considering both physical and functional assets, it is possible to set priorities for action based on preserving the function—mobility—even if the physical asset is compromised.
- *Social vulnerabilities* are those characteristics—such as age, income, disability, or language barriers—that make some people or communities more vulnerable to a hazard.

The strong relationship between demographic characteristics and outcomes during and after a disaster means it is critical to measure social vulnerabilities and develop actions to reduce them. City and regional agencies have taken significant steps to identify and map vulnerabilities to flood and seismic risks around the Bay.

For example, the city's Department of Public Health leads a Climate and Health Program that provides data, mapping, and information that can help assess the vulnerability of San Francisco's people and neighborhoods. The planning department has produced an Environmental Justice Communities Map that describes areas of San Francisco that have higher pollution and are predominately low-income. Additionally, the planning department created an Environmental Justice Working Group that produced an Environmental Justice Framework, which has been incorporated in the City's General Plan and is promoted in other city department equity efforts, including the Port.

These and other helpful tools are most effective when City agencies use them to engage local communities in the process of identifying vulnerabilities and reducing risks in their neighborhoods. While the Port is not the leader in developing these tools, it can serve as an important conduit between the lead agencies and the communities the Port reaches. The Port also can look to City programs like the Neighborhood Empowerment Network and groups such as Resilient Bayview as models for this important work.

RESILIENCE POLICIES

Emergency and Disaster Response

1. Improve planning to reduce risks and ensure the safety and security of the Port and all who rely on it for work, recreation, and transportation.
    a. Work closely with the City to determine Port facilities and lands that may be needed for the movement of people, goods, and debris after an emergency.
    b. Where needed within the Port's jurisdiction, maintain flexible areas that can be used for emergencies and disaster response (e.g., staging response and recovery operations, resources, and people after a disaster; water-side access for loading/unloading vessels; spaces for community refuge from heat).
    c. Maintain the Port Executive Director's authority to direct the use of Port facilities for medical airlift and other emergency services.
    d. Work with water transit-providers to improve the resilience, capacity, and flexibility of and access to ferry, water taxi, and other vessel landing facilities that may be needed for evacuation and disaster recovery.
    e. Continue to integrate climate change projections into the Port's emergency planning and preparedness efforts, and assess how sea level rise may affect critical facilities.
    f. Work with local and regional transportation agencies and providers to increase the resilience of Port, city, and regional transportation facilities and ensure continuity of operations.

g. Coordinate with emergency managers, tenants, water transit agencies, ferries, and private boat operators to facilitate safe and efficient water transport and maritime evacuations; collaborate with regional partners to maximize waterborne movement of supplies, reconstruction materials, and debris.

Seismic Safety

2. Reduce risks to life safety and emergency response capabilities and minimize damage and disruption from seismic events.

   a. Continue to seismically retrofit Port buildings, piers, and other infrastructure throughout the waterfront, giving high priority to projects that reduce risks to life safety, emergency response, historic resources and districts, maritime assets and services, recreational uses, and public spaces.

   b. Increase safety of the historic Embarcadero Seawall and reduce the potential for seismic damage and disruption to Port and city transportation, utilities and other assets, services, and recreation in the northern waterfront.

   c. Consistent with the Port's Waterfront Resilience Program, ensure that near-term Embarcadero Seawall improvements focus first on reducing risks to life safety and emergency response facilities. Provide an adaptive framework for preserving the existing waterfront for as long as possible while considering longer-term approaches for addressing increasing flood risk due to sea level rise. Consider developing emergency response plans that could be implemented post-disaster to better preserve and enhance critical waterfront assets and services such as transportation, utilities, maritime uses, recreation, historic resources, and emergency response facilities.

Resilience Partnerships

3. Partner with city departments and other public agencies, tenants, recreational users, the public, and other stakeholders to address Port and city resilience challenges.

   a. Seek state and federal funding for critical disaster mitigation projects and resilience efforts to increase safety and reduce disruption and damage to Port, city, and regional assets and services, collaborating with other local and regional agencies to maximize success.

   b. Leverage existing partnerships with city, regional, state, and federal agencies and form new, innovative partnerships to advance policy changes, test and implement resilience projects, and identify and expand resources to meet the Port's most pressing resilience challenges.

   c. Take advantage of the large number of waterfront visitors and recreational users, and the Port's already strong approach to education, interpretation, communications, and engagement, to increase public understanding of the Port's public trust mission and resilience challenges and opportunities and to develop support for actions to increase the resilience of the waterfront.

Resilience Planning

4. Develop a resilience plan that is transparent and accountable, coordinated with the city's Resilience Framework and state and federal planning programs to support Port, city, regional, community, business, recreation, and other stakeholder efforts to adapt to changing risks, conditions, and priorities over time.

The resilience plan should:

a. Protect and enhance the existing waterfront, critical Port and city utilities and infrastructure, water contact recreation uses, and community, historic, and economic assets for as long as possible, and incorporate adaptation changes in line with overall resilience and adaptation principles and strategies of the city and Port Waterfront Resilience Program.

b. Ensure that the Port's broad range of maritime and water-dependent uses are preserved and enhanced while advancing resilience efforts to reduce risks over time.

c. Continue to require that new Port projects include appropriate flood protection and sea level rise adaptations that advance Port and city goals.

d. Identify Port, city, and regional assets and services with the highest risks and consequences and develop near-term adaptation plans for them; prioritize life safety and emergency response.

e. Coordinate with the San Francisco Public Utilities Commission and Office of Resilience and Capital Planning to incorporate groundwater rise and extreme precipitation studies and adaptation principles in flood adaptation plans for the waterfront.

f. Include short-, mid-, and long-term planning, maintenance and operations, funding, financing, and implementation guidelines.

g. Incorporate an agile adaptive management approach that reflects best practices and responds to changing conditions; considers costs and benefits to the Port, city, community, economy, and environment; and provides ways to monitor performance and outcomes and adjust future actions as needed.

h. Provide for a wide range of strategies for reducing risks, including strategies that reflect the unique character, location, and land uses of adjacent neighborhoods.

i. Encourage long-term, aspirational, and holistic solutions.

Achieving Multiple Objectives

5. Encourage and design resilience projects that achieve multiple Waterfront Plan urban design, historic preservation, recreation, public access and open space, transportation, maritime, and environmental goals and benefits.

   a. Make changes to the waterfront in line with overall resilience and adaptation principles and strategies of the city and Port Resilience Program. Protect and enhance the Port's historic and cultural resources. Early actions should be adaptive and not foreclose on future needed adaptation. See Section 2D for more information.

   b. Incorporate improvements to existing berths or tie-ups and/or new berths or tie-ups, including improvements for emergency response operations and water recreation. See Section 2A for more information.

   c. Provide new or enhanced public access and open spaces, views, and connections to the Bay; avoid significant impediments to existing public views and access, and water recreation uses and facilities. See Section 2C for more information.

d. Evaluate and prioritize the use of nature-based infrastructure to reduce risk. Preserve and enhance existing natural shoreline edges and assess the use of materials for new shoreline edges and in-water structures that foster a rich marine habitat, promote ecological functioning, and enhance the Bay and shoreline. Integrate existing sea level rise adaptations with retrofits that slow down, capture, and reuse water that flows into creeks and the Bay from Port and upland areas. See Section 2G for more information.

e. Incorporate resilience best practices for raising structures or ground floors; protecting and elevating critical power, mechanical, hazardous material, fuel and trash storage, and other infrastructure; and waterproofing vulnerable building exteriors.

f. Minimize short-term construction impacts and seek to incorporate improvements to the waterfront's multi-modal transportation network. See Section 2F for more information.

Social Cohesion and Equity

6. Ensure that the Port's resilience plan makes equity a priority and identifies ways to build community capacity, participation, and social cohesion.

   a. Evaluate the risks and consequences of current and future hazards on vulnerable communities and others who depend on the Port for flood and seismic protection, jobs, housing, transportation, utilities, and recreation.

   b. Continue cooperative efforts among agencies at all levels to provide needed redundancy in utility, transportation, and other emergency response and recovery capabilities, especially for vulnerable communities.

   c. Ensure that resilience projects are designed and implemented with meaningful, ongoing participation from community members, local businesses, recreational users, and other stakeholders; ensure transparency and accountability to all Port, City, regional, and state partners, and stakeholders.

   d. Improve participation and build new partnerships in resilience planning among the Port and its tenants, stakeholders, and neighbors, especially vulnerable communities, and local businesses.

   e. Provide existing Port Advisory Groups with information about city-wide resilience planning, opportunities for new partnerships, and tools for building community cohesion among Port tenants, recreational users, and neighbors in order to reduce risks and strengthen response and recovery capabilities.

SECTION 2I

A Maritime Port, Water-Dependent Uses | Diversity of Activities and People | Public Access and Open Space along the Waterfront
Urban Design and Historic Preservation | A Financially Strong Port with Economic Access for All
Transportation and Mobility for People and Goods | An Environmentally Sustainable Port | A Resilient Port | **Partnering for Success**

Partnering for Success

GOAL:
Strengthen Port partnerships and community engagement to increase public understanding of Port and community needs and opportunities and to help complete improvements that achieve Waterfront Plan goals.

The Port's close and collaborative working relationships with its public agency partners, advisory groups, tenants, maritime operators, advocates, and other stakeholders have been critical to the success of waterfront revitalization over the past few decades. These relationships must extend to disadvantaged communities that historically have been left out of public policy discussions; this will become even more important as the Port meets the new land use, transportation, environmental, and resilience challenges that lie ahead. Solutions and new opportunities are within reach when the Port is united in its goals with the people of the city and the state and the public agencies that serve them.

Port pile driving crew

BACKGROUND

Close Partnerships and Coordinated Strategies

As a public trust grantee and City enterprise agency, the Port takes a hands-on approach to care for and improve the waterfront, with expertise in engineering, maritime and homeland security, business, planning, and environmental stewardship. New work and projects are guided by the Port Commission, and policies and actions in the Port's Waterfront Plan, Strategic Plan, Racial Equity action Plan, Waterfront Resilience Program, and the Port's capital planning and budget process.

To support this work, the Port relies on partnerships and deep engagement with many agencies, business and community organizations, Port tenants, and other waterfront stakeholders, including people from historically disadvantaged communities. By working together, many people have had a hand in the continuing evolution of San Francisco's waterfront. It is essential to continue and build on these collaborations to realize common aspirations and desired waterfront improvements.

Moreover, in the face of climate change, many of the environmental sustainability, resilience, transportation, and equity needs and challenges facing the Port are also region-wide urgencies. As the City and Bay Area take on these issues, public agencies throughout the region will need to collaborate on mutual goals and coordinated strategies to support a healthy, vibrant, and inclusive waterfront.

A Complex Regulatory Environment

The Port operates in an unusually complex regulatory environment. Lease and development proposals undergo a detailed project review and public comment process and typically require approvals from multiple government agencies whose interests and priorities are rarely fully aligned. Longstanding successful projects like the Ferry Building and the Exploratorium, and newer projects like the Pier 70 and Mission Rock neighborhoods, all navigated this complex process, incorporating refinements to balance all interests while maintaining a vision that resonates with the public, delivers meaningful public trust and city benefits, and is financially feasible. The key public agencies involved in Port leasing, development, and operations are described below.

Public Trust Agencies

Community workshop for Pier 70 project

As a grantee of former state tidelands, the Port must carry out its public trust responsibilities pursuant to the Burton Act while working in close coordination with the California State Lands Commission and the San Francisco Bay Conservation and Development Commission (BCDC). The State Lands Commission retains oversight authority on Port projects, ensuring the public's use and enjoyment of public trust lands throughout California.

BCDC also has state public trust authority, with a mission that focuses on protecting San Francisco Bay, minimizing unnecessary bay fill, and promoting public access, as set forth in the McAteer-Petris Act and BCDC's San Francisco Bay Plan. BCDC advances these objectives through its permitting authority over properties in or over San Francisco Bay waters and within 100 feet of the shoreline, including Port properties.

Since the Waterfront Plan was first adopted in 1997, the Port, State Lands Commission, and BCDC have worked together to address many complex public trust and regulatory requirements for projects that have transformed the San Francisco waterfront. The knowledge and experience gained from these shared efforts informed updates to the Waterfront Plan to support additional future improvements to meet the waterfront's evolving needs. A shared challenge for all three agencies is determining how the public trust doctrine should apply to lands at risk from rising tides while the Port also undertakes seismic reinforcement of the Embarcadero Seawall, and adaptation planning in the Waterfront Resilience Program. Another common focus is how best to bring greater equity to everyday operations and planning work so that public trust benefits flow fairly to everyone.

City and County Agencies

The Port must administer its state public trust responsibilities while also serving as a department of the City and County of San Francisco subject to a multitude of City goals, requirements, and procedures. The Mayor's Office and the San Francisco Board of Supervisors review and approve the Port's Capital and Operating Budgets, and certain types of Port lease and development projects. Under the San Francisco Administrative Code and this Waterfront Plan, it is City and Port policy to request competitive bids for lease and development opportunities along the waterfront. If the Port receives unsolicited development proposals, the Port may only enter negotiations if the Board of Supervisors finds that conducting a competitive process would be impractical or impossible. City policy also requires that Port non-maritime leases of 10 years or longer and $1 million or more in annual rental revenues be approved by the Board of Supervisors. The Port also works closely with many other City departments, including the San Francisco Municipal Transportation Agency, San Francisco Public Works, and SFPUC, which manage the public transportation, infrastructure, and critical utility systems on Port waterfront lands that serve the city.

On land use issues, the Port works most closely with the planning department and Office of Economic and Workforce Development to ensure that land use, urban design, historic preservation, and other policies that affect the built environment are compatible and that waterfront amenities and improvements are well-integrated into broader city networks. As the City also turns its attention to developing a Citywide Resilience Framework, the Port also will continue to rely on strong inter-departmental coordination to align climate change and resilience programs and initiatives. See Section 2H for more discussion of Port and city resilience planning.

Federal and Regional Agencies

Because the Port's facilities and operations directly affect the waters of San Francisco Bay, the Port works closely with the U.S. Army Corps of Engineers (USACE), which regulates fill and piles in navigable waters and ensures compliance with the Endangered Species Act, the National Flood Insurance Program, and many other federal programs. As part of the Waterfront Resilience Program, the Port is partnering with USACE on the San Francisco Coastal Flood Study to coordinate and align shoreline adaptation planning and investments. In addition, because the federal government has delegated authority to implement the Clean Water Act to the State of California, the Port works closely with the state-created San Francisco Bay Regional Water Quality Control Board to minimize discharges of pollutants to the Bay.

Public Engagement and Participation

San Francisco and Bay Area residents, workers, and waterfront stakeholders have an appropriately high level of interest in how the Port manages and develops its lands. The Port Commission and staff benefit greatly from the many discussions, ideas, and comments about waterfront improvements and Port operations that emerge from public forums.

Key among these forums are Port Advisory Committee (PAC) meetings, which provide regular opportunities for public discussions about Port operations and improvements proposed along the 7.5-mile waterfront. Members of the PACs provide the Port Commission and staff with important insights on neighborhood, business, tenant, maritime, land use planning, historic preservation, and environmental issues. PAC meetings provide for open, two-way exchange that over time has built a sophisticated public understanding about waterfront needs, financial realities, and trade-offs that must be balanced to achieve common goals and aspirations.

Port Advisory Committees

The Port manages the following Port Advisory Committees to support open communication with waterfront public stakeholders in regular public meetings:

- Fisherman's Wharf Advisory Group (FWAG)
- Northern Advisory Committee (NAC)
- Southern Advisory Committee (SAC)
- Maritime Commerce Advisory Committee (MCAC)
- Waterfront Design Advisory Committee (WDAC)

The Port also occasionally convenes advisory committees to focus on special assignments. Examples include the Waterfront Plan Working Group and Advisory Teams, which produced public recommendations to update the Waterfront Plan.

Ensuring Equity

Ensuring equity means more than just providing equal access to parks and open spaces (see Section 2C policies) and economic opportunities (see Section 2E policies). It also means welcoming to the table those who have been underrepresented in public discussions about the variety of benefits that should be created along the Port waterfront.

Frequent and meaningful discourse among Port Commissioners, Port staff, and the public is critical, particularly during consideration and review of lease and development proposals. Because the Port's planning and development decisions affect many communities, it is essential that all members of the community are regularly represented and have a voice in the process. Equitable public participation in decisions that affect land use, environmental sustainability, resilience planning, transportation, access to economic opportunities, and all other topics addressed in this Waterfront Plan will help the Port ensure that all residents of the city and the region will benefit from a vibrant and strong Port.

As part of this process, it is incumbent on everyone to listen to all points of view, including those of stakeholders who historically have not had a voice in public discussions. Doing so will build public understanding and support for projects that provide many public benefits.

Seawall workshop at Sunday Streets

COMMUNITY ENGAGEMENT POLICIES

Collaborative Government

1. Coordinate state and federal funding and legislative requests to address waterfront needs, including transportation, climate resilience, dredging, and ecological benefit projects.
2. Build upon existing partnerships to strengthen communications, to develop new methods for collaborative government to share information, and to coordinate initiatives and investments to improve the waterfront.

Public Engagement and Participation

3. Strengthen public understanding of and support for the Port's mission and projects through community engagement, participation, and communication in the following ways:
   a. Regularly convene PACs to build consensus and provide input and guidance on Port activities and projects.
   b. Provide advance information to keep PACs informed about Port activities and projects, including notice of Port Commission informational presentations, future calendar items, and special events that would affect the PAC area.
   c. Promote understanding of the Port's maritime mission by providing regular updates about maritime lease and marketing proposals to the Port Commission and PACs.

d. Ensure timely Port staff updates to PACs during project design-development processes before final decisions are made.

e. Enhance communication between PACs and the Port Commission by, for example, providing periodic PAC reports at Port Commission meetings as needed and encouraging Commissioner attendance at PAC meetings.

f. Promote efforts by Port staff and PAC members to broaden city-wide and, when appropriate, regional citizen participation and input.

4. Ensure that the Port's public engagement processes and strategies capture all voices affected by Port land use planning, development, leasing, environmental, resilience, and business activities.

   a. Continue to provide opportunities for interested and affected parties to engage in early, active, and ongoing participation in public decision-making processes.

   b. Ensure that advisory committees, working groups, and other citizen committees reflect the diversity of resident, business, environmental, and other interests in the city and the region.

   c. Incorporate outreach to community-based organizations and other groups that work on equity issues to broaden participation.

   d. Continue to distribute information about Port meetings and events to a wide range of community organizations to reach a diverse cross-section of residents and stakeholders.

   e. Seek new ways to improve stakeholder engagement and outreach so that all communities, including disadvantaged communities and communities who experience barriers to participation, can participate more fully in decision-making processes related to implementation of the Waterfront Plan. Examples might include using a variety of venues throughout the community, scheduling meetings during different times of the day, utilization of new technologies, providing outreach materials in different languages, and using facilitation techniques that encourage participation.

Community Engagement for Competitive Leasing and Development Solicitations

5. Conduct a robust community input process in competitive solicitations for:

   a. Long-term (up to 66-year) non-maritime development opportunities for Embarcadero Historic District piers (including bulkhead buildings), seawall lots, and other Port properties.

   b. Intermediate-term (11- to 50-year) master lease opportunities for majority or entire Embarcadero Historic District piers (including bulkhead buildings), except for intermediate-term leases for maritime-only businesses in the Embarcadero Historic District and other Port facilities.

   c. Lease opportunities that would convert facilities used for maritime/industrial/production, distribution, and repair (PDR) uses to space for new retail, restaurant, or other public-oriented use in bulkhead buildings, piers, or other Port facilities. (Solicitations to re-tenant facilities to continue retail, restaurant, and public-oriented uses are not subject to this policy.)

6. Include the following in the community input process for competitive solicitations:

   a. Hold a Port Commission meeting and receive public comments to consider preparation of a competitive lease/development solicitation opportunity after review of a Port staff report describing the competitive solicitation opportunity, including proposed requirements, and key Waterfront Plan and public trust goals and objectives for the solicitation opportunity.

   b. Seek community review and input by PAC, city, and regional stakeholders to determine community and public trust values and priorities to be reflected in the lease/development solicitation opportunity.

   c. Hold a Port Commission meeting and receive public comments regarding authorization to issue the competitive lease/development solicitation opportunity and establishment of a review panel process to evaluate and score response submittals consistent with City Contract Monitoring Division rules and standards. The review panel should include a development expert, a Port staff member, a PAC member, and a member providing a city or regional stakeholder perspective. Ensure that PAC representatives and the interested public have the opportunity to attend a Port Commission meeting to provide public comments prior to Port Commission authorization of the competitive solicitation opportunity.

   d. Conduct evaluations of responding lease/development proposals by Port staff for compliance with requirements for minimum qualifications, financial capability, and references, and by the review panel for scoring developer interviews and responses.

   e. Conduct a Port Commission informational public meeting to receive presentations from qualified developer respondents and to receive Port Commission, PAC, and public comments.

   f. Allow for Port Commission review of the Port staff report on review panel and Port staff scores and recommendations and consideration of the developer selection.

Community Engagement for Unsolicited Proposals

7. Honor the City and Port policy (under the San Francisco Administrative Code and this Waterfront Plan) to provide for competitive bidding on development opportunities. If and when the Port receives unsolicited proposals for unique development opportunities, ensure that the Port only enters a sole source lease for such opportunities if the San Francisco Board of Supervisors finds that it would be impractical or impossible to follow competitive bidding procedures. Follow the Port Commission process for consideration of unsolicited (sole source) proposals:

   a. Require the developer to provide a written submittal that describes the proposal, any community outreach completed to date, specific ways in which the project proposed will achieve Waterfront Plan and public trust goals and objectives, and reasons that support waiving the competitive solicitation process.

   b. Convene PAC meeting(s) for review and comment on the proposal, if not already completed and described in Item a above.

   c. Conduct a Port Commission informational meeting for review and public comment on the sole source proposal, including review of information in Item a above.

d. Seek a Board of Supervisors public hearing and consideration of waiving City competitive solicitation leasing policy provisions.

Other Non-Maritime Lease Review

8. Comply with City Charter Section 9.118, which requires that Port non-maritime leases of 10 years or more, or $1 million (or more) in annual rental revenue are presented for public review and comment, and secure approval from the Board of Supervisors after Port Commission approval. For any such non-maritime leases with 10-year terms or longer that are not subject to Policies 5 and 6 above, take the following steps prior to Port Commission authorization and Board of Supervisors action:

   a. Schedule a Port Commission informational public meeting regarding the proposed lease and related capital investment and proposed lease term necessary to amortize cost of facility improvements.

   b. Present the proposed lease for PAC review and comment, including a description of the proposed capital investment in the pier to warrant the intermediate (longer than 10-year) lease term.

   c. Conduct a Port Commission meeting to receive PAC and public comments and consideration of lease authorization, prior to consideration and approval by the Board of Supervisors.

Southern Waterfront Leases

9. Ensure that short-term (0- to 10-year) interim leases in the Southern Waterfront comply with use limitations:

   a. Limit the locations of heavy industrial uses, direct such uses away from adjacent residential neighborhoods, and include lease provisions to minimize impacts on neighborhoods.

No Additional Required Process

10. Exempt the following types of leases from separate public review beyond that required under City Charter Section 9.188:

    a. Short-term (0- to 10-year) leases and turnover leasing for maritime, light-industrial/PDR, existing office, retail, and restaurant spaces.

    b. Intermediate-term (longer than 10-year) lease renewal or re-lease of historic bulkhead buildings for existing public-oriented use, including restaurant and retail activities that, under current Board of Supervisors policy, already require review and approval by the Port Commission and Board of Supervisors, along with opportunities for public comment.

CHAPTER 3

WATERFRONT SUBAREAS

Waterfront Subareas

The Port's 7.5 miles of public trust lands are adjacent to many unique San Francisco neighborhoods, each with its own character and community of stakeholders. To address these distinctions, this Plan breaks the waterfront into five subareas discussed in this chapter. For each waterfront subarea, there are objectives for properties in that area, based on the Port-wide goals and policies in Chapter 2 (indicated with color-coded icons). The objectives focus on preserving the strengths of each subarea, guiding actions to address remaining or ongoing challenges, and ensuring that waterfront development complements adjacent neighborhoods.

Chapter 3 also includes Acceptable Land Use Tables indicating acceptable uses for Port sites as required by Proposition H, and maps that show key maritime uses, historic resources, parks and open spaces, and transportation features in each subarea, as well as major public views and attractions.

The Northern Subareas

The three Northern subareas—Fisherman's Wharf, Northeast Waterfront, and South Beach—share a similar architectural character and land use history. The historic finger piers and bulkhead buildings of the Embarcadero Historic District are defining elements that span all three subareas. They are further united by key features of the public realm extending from Fisherman's Wharf to the San Francisco Giants ballpark along Jefferson Street and The Embarcadero.

Fisherman's Wharf
Aquatic Park to PIER 39

Northeast Waterfront
Pier 35 to Pier 14

South Beach
Rincon Park to the Ballpark

The roadways and promenade connect a necklace of parks and plazas envisioned in the 1997 Waterfront Plan, but the necklace is not quite complete. Of particular note, this Waterfront Plan calls for a new Ferry Plaza on the Bay side of the Ferry Building to create a major civic gathering place for the throngs of ferry passengers, market shoppers, and visitors that use this area every day. Because the area contemplated for the new Ferry Plaza includes the leased premises under the Ferry Building Ground Lease, the Ferry Building tenant must be integrally involved with the Ferry Plaza design and development process. This Waterfront Plan also promotes further improvements to enrich the public realm along the Northern Waterfront, particularly along the west side of The Embarcadero to serve more neighborhood users and relieve overcrowding along the Embarcadero Promenade.

Mission Bay
China Basin to Mariposa Street

Southern Waterfront
Crane Cove Park to India Basin

The Southern Subareas

The character of the Southern subareas—Mission Bay and Southern Waterfront—is united by the Blue Greenway network of parks, water recreation, and natural habitat areas that extends from the Lefty O'Doul Third Street Bridge to India Basin. It includes Crane Cove Park and other large waterfront parks that provide direct access to the Bay, as well as quiet places to enjoy nature, and fascinating views of industrial maritime operations from safe locations. The Blue Greenway includes and enhances the public waterfront experience along Terry Francois Boulevard, Illinois Street, and Cargo Way.

The Mission Rock project in Mission Bay, and the Pier 70 projects are creating new mixed-use neighborhoods, including much-needed affordable housing, environmentally sustainable infrastructure, and new parks as well as rehabilitation of Union Iron Works Historic District buildings. These developments have been carefully planned to preserve and protect maritime industry operations. The Piers 80, 92, and 94–96 cargo terminals are core maritime facilities, and the Port has developed a Piers 80–96 Maritime Eco-Industrial Strategy to reinforce these operations, which will continue to require city streets to be maintained for industrial truck access along with public realm improvements for pedestrians and bicycles, with enhanced designs for public safety.

Fisherman's Wharf

Fisherman's Wharf

Aquatic Park to Pier 39

URBAN DESIGN FEATURES

- Fishing industry character defines the Wharf
- Pier 43 Promenade with prime Alcatraz views
- Jefferson Street public realm through the Wharf
- Ferries and Bay excursions add to the Wharf's vibrancy
- Unique public access in Fish Alley and wharves in the quiet backwaters
- Pier 39 and sea lion attractions
- Long-time swimming and water recreation tradition in Aquatic Park, adjacent to the Wharf

For over 100 years, Fisherman's Wharf (Wharf) has been a working commercial fishing hub. Today, San Francisco maintains the largest fishing center along the California coast at Pier 45, the northernmost historic pier in the Embarcadero Historic District. The industry has evolved over time as Fisherman's Wharf has grown into one of the top visitor attractions in the country. World famous for its scenic Bay views, historic crab stands, and local seafood restaurants, the Wharf also is a vibrant commercial and entertainment destination in San Francisco, generating substantial revenues for the Port and City. The synergy of industry and tourism at the Wharf creates a strong business environment for ferry and excursion boats, sport and recreational fishing, and other commercial maritime businesses.

The Port works hard to preserve a careful balance of land uses and improvements at the Wharf to meet fishing industry needs. The Port maintains strong working relationships with its maritime and commercial tenants, including the Fisherman's Wharf Community Benefit District and Merchants Association and the Fisherman's Wharf Advisory Group, to improve streets, walkways, plazas, and open spaces. These changes have improved the appearance and visitor experience throughout the area. Fisherman's Wharf's rich history, the charm of its wharves and alleyways, and nearby water recreation activities at Aquatic Park also offer opportunities to attract more local residents. Bringing more locals to the Wharf is a shared interest of the Port and its community partners.

1. Protect and maintain Fisherman's Wharf as a working fishing port.

Fisherman's Wharf is home to San Francisco's fishing industry, which includes fishing boats berthed at Fisherman's Wharf's inner and outer lagoons, and Hyde Street Fishing Harbor, and fish processors based at Pier 45. Most of this pier is dedicated to fishing industry operations and fish handling businesses that receive, prepare, and distribute seafood throughout San Francisco, the Bay Area, and beyond. Other facilities also include fishing processing businesses in the Fish Alley area (Seawall Lots 302 and 303). Together, these facilities make San Francisco the largest fishing industry center along the California coast.

The Port remains firmly committed to "keeping the fish in Fisherman's Wharf." The continued presence of a healthy fishing industry is essential to meeting a huge local demand for seafood as well as maintaining the colorful ambiance and the economic well-being of Fisherman's Wharf.

Fishing is a volatile business, and the environmental challenges of drought and climate change are very disruptive to the industry and can wreak havoc on lucrative fisheries. Maintaining industrial truck access within a tourist area with narrow streets and along the Embarcadero is another ongoing concern. The Port will continue to work closely with its fishing industry tenants to respond to these types of economic and operational challenges, and maintain harbor services including the fuel dock, utilities, refrigerated storage, ice production, and maritime parking facilities to support key industry needs.

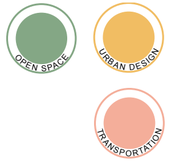
2. Maintain a colorful mix of maritime and water-dependent activities at Fisherman's Wharf, in addition to fishing.

San Francisco Bay Excursions

SS Jeremiah O'Brien at Pier 45

Fisherman's Wharf hosts a diverse array of other maritime and water-dependent activities in addition to fishing industry operations. Ferries and excursion boats operate at Piers 41 and 43½, along with recreational boating marinas at Pier 39. The Dolphin Club and South End Rowing Club are located on piers managed by San Francisco Recreation and Parks in the Aquatic Park area adjacent to Fisherman's Wharf. Each club has more than a 100 year history of promoting open water swimming and rowing in the Bay with several thousand members. The Fishermen's and Seamen's Memorial Chapel, another treasured cultural resource, pays tribute to the generations of San Franciscans who have dedicated their lives to the sea.

The San Francisco Maritime Historical National Park at Hyde Street Pier houses an extraordinary collection of historic ships and artifacts, complemented by the USS Pampanito submarine berthed at Pier 45, managed by the San Francisco Maritime National Park Association. These historic vessel operations are part of San Francisco's maritime heritage and enrich the Wharf's authentic character. The beach and facilities at Aquatic Park, managed by the National Park Service, also support a long tradition of swimming, rowing and paddling, boat launch, and water recreation uses, which rely on all to protect safety and water quality, including Port maritime and business operators.



3. Enhance the public access experience and open space programming in Fisherman's Wharf

People walking on promenade near Fisherman's Wharf

Pier 43 Historic Arch

Through collaboration and strong partnerships with the City, San Francisco Bay Conservation and Development Commission (BCDC), and the Fisherman's Wharf Community Benefit District, improvements to the public realm have transformed the pedestrian and visitor experience through the heart of Fisherman's Wharf, from Pier 39 to Aquatic Park.

With the support of San Francisco voters in 2008, the Port received City general obligation bond funds to demolish a parking lot and construct the Pier 43 Bay Trail Promenade, which stretches from the Pier 43 Historic Arch to a new plaza next to Pier 45. This Promenade provides a new Open Water location for spectacular postcard views of Alcatraz Island, and connects to the rest of the Wharf via widened sidewalks along Taylor Street and the redesigned Jefferson Street.

The Jefferson Street public realm improvements completed in 2021 have created an inviting public space that welcomes the millions of visitors who walk and bicycle through the Wharf each year. The Port will continue partnering with the Fisherman's Wharf Community Business District on ways to further enhance the Wharf's open space network, including programming and events, improved nighttime lighting, and plaza improvements at the Pier 43 Historic Arch.

4. Maintain the Wharf's diverse mix of public, commercial, maritime, and recreation uses, and include activities that attract local residents and dispel the Wharf's image as a tourist-only attraction.

Fisherman's Wharf is world famous for its scenic Bay views and waterfront attractions, including Pier 39 with its barking sea lions, swimming, rowing, and boating along the shore, and iconic seafood restaurants. People are also attracted to interpretive signage that describes San Francisco's fishing heritage and operations.

These authentic qualities of the Wharf have the potential to attract more local residents. The growing popularity of swimming and water recreation at Aquatic Park during the COVID-19 pandemic brought more locals to the area. The Port and its tenants are members of the Fisherman's Wharf Community Benefit District, which has developed retail strategies to increase business vitality and new activities and public space improvements to attract local residents as well as out-of-town visitors for daytime and nighttime enjoyment.

One site that offers a unique opportunity to achieve this objective is Pier 45, Shed A. Another opportunity area is Fish Alley, where many of the simple wood structures that housed the Wharf's early fishing businesses are included in the Fish Alley Architectural Character District. Together with the narrow alleyways that serve fishing industry and loading areas, Fish Alley fascinates visitors as well as locals who wander into this backwater area. Future investments here that include enhanced public access can add to the overall experience and economic success of Fisherman's Wharf.

Fisherman's Wharf and the iconic "crab wheel" sign

5. Work closely with longstanding Fisherman's Wharf restaurants and businesses to coordinate investments in infrastructure improvements that maintain public safety and economic vitality and adapt to sea level rise.

Pioneering investments by many family-owned, long-term restaurant and commercial tenants at the Port created not only thriving businesses but also the culture and soul of the Wharf, making it the popular destination it is today. These businesses have the potential to generate significant lease revenues for the Port and taxes for the City. To maintain and enhance these properties, the Port is motivated to work creatively to support tenant investments, including for capital repairs to pile-supported decks that support the buildings.

Major tenant investments will require close coordination with the Port as it manages the Embarcadero Seawall as part of the Waterfront Resilience Program, and works with the U.S. Army Corps of Engineers on the San Francisco Flood Study to address sea level rise and adaptations to climate change. The Embarcadero Seawall structure underpins the wharves and alleyways that support and connect restaurants and businesses along Taylor Street and in Fish Alley, adjacent to Fisherman Wharf's Inner and Outer Lagoons. These areas are unique properties that also support critical Port assets, including the City emergency response functions in the Fisherman's Wharf Joint Operations Center and the Hyde Street Fishing Harbor and fuel dock.

The wharves around the Inner Lagoon, the Fishermen's and Seamen's Memorial Chapel, and through Fish Alley also provide public access experiences that are unique to the Wharf and capture the curiosity and fascination of San Franciscans as well as tourists. The Port will continue to collaborate with the City, tenants, Fisherman's Wharf community, and recreation and business organizations to coordinate and leverage investments and capital improvements that provide the broadest package of benefits for the Wharf, including adapting the site for future sea level rise.

Fisherman's Wharf restaurants Capurro's (top) and Boudin (bottom).

6. Manage transportation flow to and through Fisherman's Wharf to maintain viable industrial and loading access for the fishing industry and commercial businesses, reduce single-occupant vehicle use, increase public transit service levels, provide continuing enhancements of the pedestrian and bicycle experience, and support efficient parking operations for waterfront visitors to the Wharf.

The Port-wide transportation policies in Section 2F describe the many transportation access needs and priorities along the waterfront, which have led to major transportation changes at Fisherman's Wharf. The significant public realm and open space investments along Jefferson Street, Taylor Street, and the Pier 43 Bay Trail Promenade have moved people out of cars in favor of walking and bicycling, enhanced pedestrian safety by reducing traffic speeds. This has created a more welcoming visitor experience that is good for business—all while still accommodating visitors to the Wharf who drive, including families, elderly or disabled persons, or others who may not have access to public transportation.

The Port also has promoted water taxies, which include regular service between Pier 1½ near the Ferry Building and Hyde Street Harbor. While these water transportation and public realm investments are targeted to improve access for visitors, employees and residents, the Port will also continue to work with the San Francisco Municipal Transportation Agency to increase public transit service, and San Francisco Public Works to protect industrial and commercial loading access to support fishing industry needs.

People bicycling and running in Fisherman's Wharf.

Table A
Fisherman's Wharf Acceptable Land Uses

	MARITIME[a]	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats and Water Taxis	Historic Ships	Maritime Office	Harbor Services and Maritime Industrial	Passenger Cruise Industry	Recreational Boating and Water Recreation	Ship Repair	Temporary and Ceremonial Berthing	OPEN SPACES/PUBLIC ACCESS[b]	Parks/Public Open Space	Public Access/Public Realm	Natural Areas	PUBLIC-ORIENTED USES[c]	Artists/Designers	Assembly and Entertainment	Hotels[d]	Museums & Cultural	Retail (includes food and beverage uses)	Recreational Enterprises	Visitor Services	Academic Organizations	COMMERCIAL & INDUSTRIAL[c]	General Office	Production Distribution and Repair Use (PDR)	Warehousing/Storage	General Industrial	Parking	OTHER USES[c]	Community Facilities	Sports Facilities	Transportation Services	RESIDENTIAL[c]	SHORT TERM INTERIM USES[c]
Aquatic Park Docks									A					A																					
Hyde Street Pier					A	A	A				A			A						A	A		A								A				A
Hyde Street Harbor			A	A			A		A		A			A									A						X		A				A
Inner and Outer Lagoons (Water)			A	A	A		A				A																								
Fish Alley SWL 302, 303 (except Wharf J10)			A			A	A		A	A				A			A	A		A	A		A					A	X		A		A		A
Pier 47 (and Wharfs J6–9)			A	A		A	A		A		A			A							A		A						X						A
Pier 49 (and Wharfs J1–5)			A	A		A	A		A		A			A						A	A		A								A				A
Embarcadero Historic District – Pier 45: Sheds B, C, D			A		A	A	A				A			A															A						A
Embarcadero Historic District – Pier 45, Shed A[e]			A	A	A						A			A			A	A		A	A		A	A		A	A				A				A
Seawall Lot 300/301 (Triangle)														A				A		A	A									A					A
Pier 43½			A	A		A					A			A																					A
Pier 43 Promenade, Bay Trail, Pier 45 Plaza												A	A								X														
Pier 43 Historic Arch														A																					A
Pier 41½				A			A	A			A			A							A														A
Pier 41												A																							A
Pier 39, 39.5, East Wharf				A	A			A		A		A					A	A		A	A		A	A						A			A		A
Seawall Lot 311/312														A				A			A									A			A		A
Seawall Lot 313																					A					A	A			A					A
Wharf J-10 at Seawall Lot 303			A				A	A		A	A																								

KEY:

A = Acceptable Use
X = Accessory Use

TABLE NOTES:

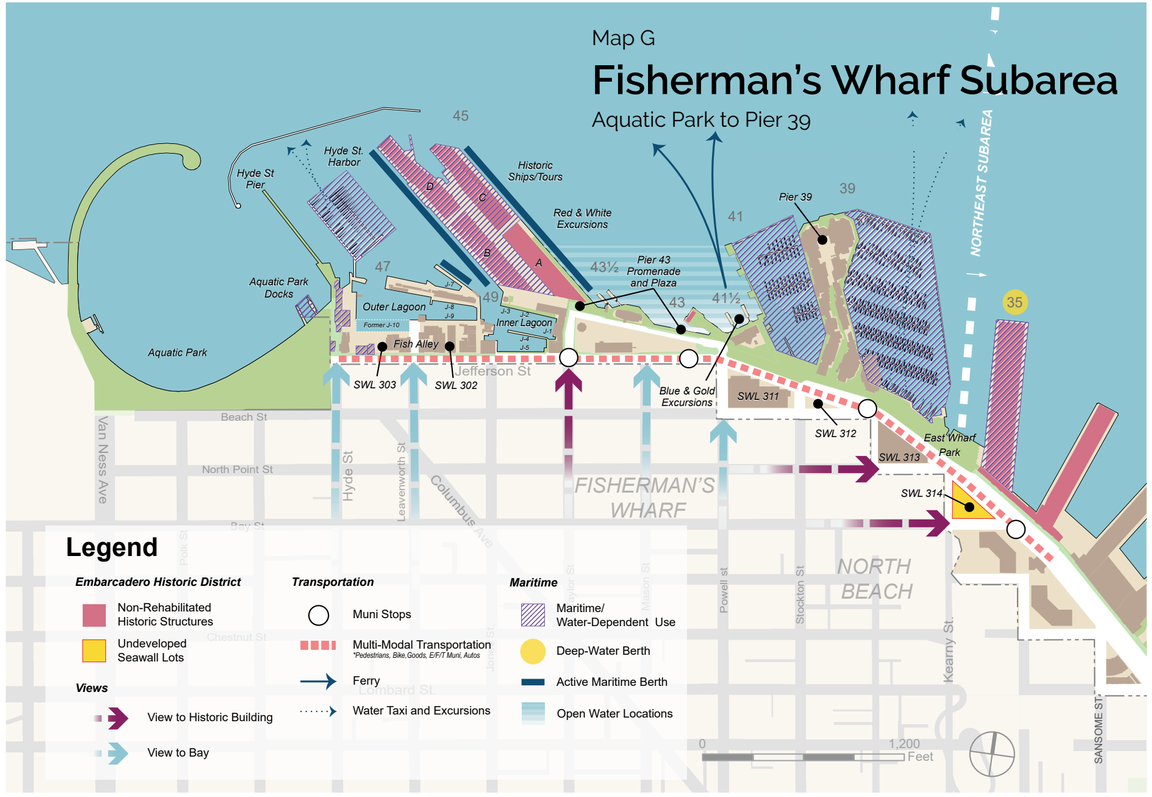
See Appendix E, Glossary of Terms, for definitions of uses in this table. See policies in Chapter 2 and Fisherman's Wharf subarea objectives in this chapter, which apply to projects containing acceptable uses. Such projects are also subject to applicable regulatory review by the State Lands Commission, SF Planning Department, and BCDC.

a. See policies in Section 2A. This table indicates maritime and water-dependent uses best suited for the listed site. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins.

b. See policies in Section 2C.

c. See policies in Section 2B.

d. Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.



Northeast Waterfront

Northeast Waterfront

Pier 35 to Pier 14

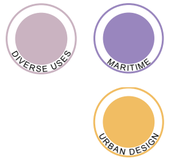
URBAN DESIGN FEATURES

- **Major Parks and Open Spaces**
  - **Cruise Terminal Park**
  - **Pier 7 and 14 public piers**
  - **New Ferry Plaza opportunity**
- **Ferry Building and Downtown Ferry Terminal, the civic heart of the waterfront**
- **Embarcadero Historic District piers, an iconic feature of San Francisco**
- **Maritime character of cruise, ferries, harbor services and excursion boat activities**
- **Street views connect the waterfront and upland neighborhoods**

Since the demolition of the Embarcadero Freeway in the 1990s, the Northeast Waterfront has transformed into a civic gathering place that continues to honor San Francisco's maritime industries and rich history. The grand roadway and promenade along The Embarcadero also provides the spine of the public open space network along the northern waterfront while the Embarcadero Historic District sets much of the urban design character of the area. The Embarcadero Promenade allows people strolling the waterfront to appreciate this architecture up close while also enjoying the parks and public access areas.

The historic Ferry Building and Downtown Ferry Terminal, at the foot of Market Street, are the civic heart of the San Francisco waterfront and the transportation gateway between San Francisco and the Bay Area. These facilities support a wide array of water and land public transportation services to promote San Francisco's Transit First policy along the waterfront. The Embarcadero is also an important arterial in the city's street system, providing street views and connections from the waterfront to neighborhoods including Telegraph Hill, North Beach, Chinatown, Barbary Coast, South Beach, and Downtown.

This interplay of maritime, business, and public activities with the waterfront's rich history and its connections to colorful upland neighborhoods all contribute to the Northeast Waterfront's beauty and vibrant urban character. To preserve and enhance this area, more investments will be needed to keep Embarcadero Historic District pier facilities in productive use and to open them to the public. There is still time, and new investments will need to adapt these properties to increased flood risk and sea level rise, as coordinated under the Waterfront Resilience Program.



1. Protect and enhance the historic maritime character of the Northeast Waterfront.

The rehabilitation of the Ferry Building, Pier 1, and Piers 1½–3–5, along with the Pier 15 Exploratorium project, were pioneer efforts that demonstrated how the Embarcadero Historic District's historic piers could be successfully rehabilitated and opened to the public with modern uses, preserving the Northeast Waterfront's historic maritime character.

Pier 3

These projects require coordinated review by the State Lands Commission and San Francisco Bay Conservation and Development Commission (BCDC). The knowledge and experience gained in the implementation of the early projects informed the Embarcadero Historic District policies and public trust objectives in Section 2B of this Plan. Those policies are intended to provide clearer direction about the types of public trust benefits for pier rehabilitation and repair projects, and to help complete these projects more quickly. There are still nine pier facilities in need of seismic and capital investment, and the Port seeks to accelerate rehabilitation of as many of these properties as possible to preserve the Northeast Waterfront's historic maritime character.

In addition to the Embarcadero Historic District, the Northeast Waterfront contains the City-designated Northeast Waterfront Historic District, located across The Embarcadero in the Barbary Coast neighborhood. With the approval of two developments that were designed to enhance that historic district—affordable housing at 88 Broadway (Seawall Lot [SWL] 322-1) and the TZK Teatro Hotel project (SWL 323 and SWL 324)—the last undeveloped Port site in this historic district is SWL 321. If developed, this site will also require a design to complement the historic character of this area.

2. Maximize opportunities to retain and enhance maritime operations and water-dependent activities in the Northeast Waterfront.

The Northeast Waterfront continues to support a variety of maritime industries that, if carefully managed, can complement and benefit from new developments and the activities that attract millions of visitors to the waterfront each year. The Pier 27 James R. Herman Cruise Terminal and Cruise Terminal Plaza support a thriving cruise industry that welcomes cruise passengers to the heart of the city. This modern facility doubles as an event space during non-cruise periods.

The Pier 15 Exploratorium project delivered new and upgraded facilities at Pier 17 to support maritime harbor service businesses and a valuable deep-water berth along the east face of the pier. The National Park Service and Golden Gate Parks Conservancy are the sponsors for new excursion boat facilities and visitor services for Alcatraz Landing at Pier 31½. In addition, the San Francisco Bay Area Water Emergency Transportation Authority (WETA) expanded the Downtown Ferry Terminal next to the Ferry Building. Many of these maritime terminals and facilities also are included in City emergency preparedness and response plans and will serve critical needs in the event of a disaster.

Because most maritime industries lack the capital funds to finance major pier upgrades or new facilities on their own, the Port continues to seek partners and include maritime improvements in new projects whenever possible, including within the Embarcadero Historic District. Maritime improvements include rebuilding pier aprons for vessel berthing to serve growing demand for ferry and excursion boats, harbor services, and visiting vessels. These needs must be carefully managed and coordinated with BCDC. Certain types of maritime berthing are compatible with public access and can share use of pier aprons, while vessels that rely on pier aprons for equipment and maritime work areas cannot safely share access with the public. Maritime policies in this Waterfront Plan provide further guidance to balance the twin public trust objectives for supporting public access and maritime uses on pier aprons.

Attention to public safety also applies in bay waters used by diverse maritime operators as well as water recreation enthusiasts. San Francisco Bay attracts swimmers, rowers, and kayakers from around the region and beyond. Maritime and open space policies in this Plan promote education and partnerships so that all bay users are informed and carry out safe practices to protect public and navigational safety.

Pier 35 is the Port's secondary cruise terminal and provides two cruise ship berths. Unlike the Pier 27 cruise berth, Pier 35 is not equipped with shore power facilities that allow cruise ships to connect with the city's electric power grid. CARB is advancing new cruise ship air pollutant reduction regulations, which presents challenges because Pier 35 requires substantial repairs in addition to shore power needs that exceed Port resources. The Port will need to complete site and financial feasibility analyses to determine how to provide a secondary cruise terminal facility that can comply with CARB regulatory requirements.

Pier 27 James R. Herman Cruise Terminal

3. Activate the Northeast Waterfront with an array of uses that establish a daytime and nighttime presence but are not primarily tourist-oriented.

The historic rehabilitation and maritime projects described in Objectives 1 and 2 have added a colorful mix of maritime, education, food, and workplace uses that appeal to locals and visitors alike and create activity day and night, on weekdays and weekends. The Port will continue to pursue businesses and uses to increase economic productivity and activities in vacant and underused properties to create new ways to enjoy the waterfront and generate revenue.

These new activities should include affordable events and programs that can be enjoyed by people with low income and communities of color, including from the adjacent Chinatown neighborhood. Within the Embarcadero Historic District, particular focus will be given to creating a broad array of public-oriented uses and attractions that invite the public to appreciate and enjoy the historic interiors of the piers. Port seawall lot developments will include ground floor uses to activate and enhance the public realm experience along the west side of The Embarcadero.

Ferry Building Farmer's Market

4. On Northeast Waterfront seawall lots, create new developments that complement the surrounding neighborhood and highlight connections between upland neighborhoods and the waterfront.

Most of the Port's seawall lots in the Northeast Waterfront are developed under long-term leases. New infill development approved on two additional sites are designed to add life and vitality within the Barbary Coast neighborhood and a harmonious transition from the waterfront to the city. The 88 Broadway project on SWL 322-1 provides 130 units of affordable housing for seniors, families, and low-income residents to live in the neighborhood. The development includes childcare services and accessory retail space at the ground floor, along with a landscaped public realm.

At the corner of The Embarcadero and Broadway on SWL 323/324, the TZK Teatro Hotel project is approved and will provide a new home for the Teatro Zinzanni dinner theater, and a public park. This unique attraction will enliven the waterfront, enhance the public realm along the west side of The Embarcadero, and provide a fitting gateway at Broadway, a major street connecting the waterfront to Chinatown and North Beach. Both projects are located within and were designed to respect the character of the Northeast Waterfront Historic District.

The Port will pursue similar design features in future seawall lot development opportunities, to complement the surrounding scale and character of development, enhance views of the waterfront from public streets, and create public realm improvements along the west side of The Embarcadero.

There are only three remaining undeveloped seawall lots in the Northeast Waterfront: SWL 314 at the foot of Telegraph Hill, SWL 321 within the Barbary Coast, and SWL 351 adjacent to Golden Gateway (see Northeast Subarea Map). The Port will continue to work closely with the State Lands Commission and the planning department to manage and align public trust requirements with city land use and urban design needs. Specific development proposals may require the Port to seek approval of public trust legislation by the State Legislature to allow development of housing or other non-trust uses in exchange for providing required public trust benefits and improvements. Such legislation was required for the 88 Broadway project and other Port seawall lot developments, and would be pursued only if necessary and on a case-by-case basis.

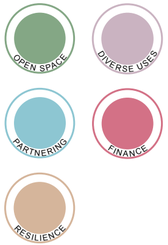
5. Provide public access amenities that highlight newly created points of interest, more diverse recreational options and events to activate the Pier 27 Cruise Terminal Plaza, and wayfinding systems to enhance public enjoyment of the Northeast Waterfront open space and public access network.

The Northeast Subarea Map identifies locations of a variety of open space and public access. The Pier 27 Cruise Terminal Plaza and the public access piers created at Piers 7 and 14 are among the largest facilities developed by the Port. They are supplemented by many public access areas created in new projects along pier aprons and wharves, and in public gathering places. Waterfront parks and public access areas provide expansive views of the Bay, including designated Open Water Basins where Bay fill is restricted, surrounding Pier 7 and south of Pier 14.

Pier 27 Plaza needs activitation

Development and maintenance of Port parks and public spaces are major investments but many of these spaces, including the Pier 27 Cruise Terminal Plaza, are not heavily used. The public has called for Port parks to offer more active recreational play areas, events, and amenities, including food and public restrooms, to attract more people to enjoy and bring more activity to these areas. The Port will engage its stakeholders to identify options to increase recreational use of its public spaces. This effort will include evaluating partnering opportunities for park activation pilot projects, new strategies to consider in leases and developments on adjacent properties, and ways to provide complementary entertainment and attractions to enliven and increase public use of waterfront open spaces.

In addition, the Port will work to develop a public wayfinding system that highlight Port facilities, maritime views and attractions, and public parks accessible from the Embarcadero Promenade. Wayfinding installations may include signage to help visitors understand and navigate between attractions along the waterfront, as well as information on city transportation connections and nearby destinations. There are also opportunities to create more interpretive exhibits, including Port history and maritime industries, to enrich the public access experience along the Embarcadero waterfront.



6. Provide a mix of uses in the Northeast Waterfront that emphasizes the civic importance of the Ferry Building area, generates waterfront activity, and serves San Franciscans and visitors alike.

The renaissance of the San Francisco waterfront began with the rehabilitation of the historic Ferry Building. The project created a public gathering place beloved by locals as well as visitors, and its coordinated development with the Downtown Ferry Terminal reestablished the Ferry Building as a regional transportation center. The Ferry Building area has become one of the most active places along the waterfront.

Given its historic and cultural significance, new improvements are needed to enhance the civic importance of the Ferry Building area and support its critical transportation and emergency response functions. These improvements will require new partnerships to access additional funds, and collaborative planning to ensure that the changes complement the operations and improvements of other surrounding long-term tenants in the Ferry Building area, including Golden Gate Ferry, Bay Area Rapid Transit (BART), and the Ferry Building Marketplace.

Like the Ferry Building, the Agriculture Building is a unique resource in the Embarcadero Historic District and needs rehabilitation to further enhance the Ferry Building area. The Downtown Ferry Terminal expansion project led by WETA was designed to preserve physical access to the Agriculture Building for a later development partnership opportunity to rehabilitate and adapt this special historic resource to higher Bay waters.

Given the active mix of ferry operations and public gatherings in this area, a redesigned Ferry Plaza is proposed on the Bay side of the Ferry Building. This plaza will provide a welcoming public space designed for fun and enjoyment of the spectacular Bay and Bay Bridge views, and with the flexibility to support the weekly farmers' markets, public gatherings, and events. Any new plaza will need to be designed in coordination with adaptation strategies for the larger Ferry Building area, integrated with Downtown Ferry Terminal improvements developed by WETA, to protect the area from flooding and sea level rise, and with seismic improvement of the Embarcadero Seawall. These protections will support the critical transportation and emergency response functions of the Ferry Building area.

Ferry Building with Agriculture Building in foreground

7. Maintain close working relationships with the San Francisco Municipal Transportation Agency and other transportation agency partners to expand Northeast Waterfront public transit and alternative transportation services that improve the safety and comfort of travel along The Embarcadero.

As reflected in the Waterfront Plan transportation goal and policies in Section 2F, the Port works closely with the San Francisco Municipal Transportation Agency (SFMTA) and public transportation agencies to support safe, efficient, and accessible transportation services and improvements. While there are many public transit options and alternative transportation modes offered along the waterfront and in downtown San Francisco, traffic congestion on the streets is a constant challenge. The Port also should work with SFMTA to expedite implementation of planned east-west public transit improvements between inland neighborhoods, including Chinatown and North Beach, and the waterfront.

The Embarcadero is listed as one of the City's "High Injury" network streets for pedestrians and bicyclists and has a high priority for public safety improvements under the City's Vision Zero SF policy. The SFMTA is responsible for developing and implementing pedestrian and bicycle improvements. The Port is supporting the SFMTA Embarcadero Enhancement Project to provide a protected bicycle facility to improve safety for all transportation modes, and an improved pedestrian experience along the Embarcadero Promenade. Because the Port seeks to minimize vehicle crossings over the Embarcadero Promenade, this project requires close coordination with tenants and businesses to ensure that reasonable access and curb zone areas are preserved to support goods movement and loading.

People bicycling and driving on the Embarcadero

8. Provide efficiently planned parking and loading facilities to serve new activities in the Northeast Waterfront.

With new long-term development and improvements on Port properties, the Northeast Waterfront has seen a steady and significant reduction in the supply of off-street parking. This parking reduction aligns with City policies for avoiding or reducing automobile trips to achieve transportation and climate change goals. As part of its public trust responsibilities, however, the Port must ensure that the waterfront supports public use and enjoyment by residents and visitors from the Bay Area and California. Many of these people, including seniors and families in the local area, will continue to drive and require visitor parking at the Port.

The remaining seawall lot parking lots in the Northeast Waterfront are located at SWL 314, SWL 321, and SWL 351. Each supports the respective maritime or visitor parking needs of cruise passengers (SWL 314), the Pier 15 Exploratorium (SWL 321), and the Ferry Building Marketplace (SWL 351). In addition to these sites, the Port developed a parking lot in the center of Pier 27 to serve the James R. Herman Cruise Terminal. Waterfront Plan transportation policies (in Section 2F) provide more detail on the use and management of parking on Port properties.

The Port discourages vehicle crossing over the Embarcadero Promenade where feasible, to avoid conflicts with the high volumes of pedestrian and bicyclists that stroll or roll along the Embarcadero waterfront. This limitation on vehicle crossings puts a premium on efforts by the Port and SFMTA to reserve, manage, and enforce curb zones that are needed to support loading and deliveries to Port tenant businesses, taxies, and disabled access.

Commercial loading conflict on the Embarcadero

9. Coordinate closely with resilience proposals produced through the Waterfront Resilience Program to build understanding and support for innovations required to adapt to the impacts of climate change while respecting the history, character, and authenticity of the Northeast Waterfront.

The National Trust for Historic Preservation has identified the Embarcadero Historic District as one of the most endangered historic places in the country due to seismic hazards, flood risks from rising tides, and the fragile condition of many of the finger piers. The 3-mile Embarcadero Seawall itself is a contributing resource within the historic district.

The Waterfront Resilience Program supports Port efforts to strengthen and adapt the Embarcadero Seawall to protect life-safety, regional transportation infrastructure, utilities, business, and disaster response needs of the city and region.

This work will be complex and complicated and will include strategies to preserve and enhance the resilience of the historic piers. Improvements to the seawall will require partnerships to secure public and private funding and investment. Properties in the Northeast Waterfront will need to incorporate waterfront resilience improvements, and other public benefits where feasible. The Port and the public will need to consider non-traditional approaches to historic preservation that allow for the innovation needed to adapt to the impacts of climate change while respecting the history, character, and authenticity of the waterfront.

Flooding along the Embarcadero Seawall

Table B
Northeast Waterfront Acceptable Land Uses

	MARITIME[1]	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats and Water Taxis	Historic Ships	Maritime Office	Harbor Services and Maritime Industrial	Passenger Cruise Industry	Recreational Boating and Water Recreation	Ship Repair	Temporary and Ceremonial Berthing	OPEN SPACES/PUBLIC ACCESS[2]	Parks/Public Open Space	Public Access/Public Realm	Natural Areas	PUBLIC-ORIENTED USES[3]	Artists/Designers	Assembly and Entertainment	Hotels[4]	Museums & Cultural	Retail (includes food and beverage uses)	Recreational Enterprises	Visitor Services	Academic Organizations	COMMERCIAL & INDUSTRIAL[5]	General Office	Production Distribution and Repair Use (PDR)	Warehousing/Storage	General Industrial	Parking	OTHER USES[3]	Community Facilities	Sports Facilities	Transportation Services	RESIDENTIAL[3]	SHORT TERM INTERIM USES
Embarcadero Historic District: Piers 35, 33½, 31, 31½, 31, 29½, 29, 23, 19½, 19, 17, 9, 9½, Agriculture Building[6]			A		A	A	A	A	A	A		A			A		A	A			A	A	A	A		A	A			X		A		A	A
Seawall Lot 314														A			A	A	A	A	A	A	A	A		A	A			A					A	A
Seawall Lots 315–318, 322														A							A					A					A				A
Pier 27 Cruise Terminal and Park									A			A	A	A			A				A		A							X			A		A
SWL 319														A							A														A
Seawall Lot 320														A																					A
Piers 15–17 Exploratorium			A				A		A		A			A					A	A	A	A													A
SWL 321																	A	A	A	A	A	A	A	A		A	A			A					A	A
SWL 322-I														A							A									X				A	A
SWL 323, 324													A	A			A	A			A														A	A
Pier 7½ (Waterfront Rest)														A					A	A		A							X					A	
Pier 7													A	A																					A	
Seawall Lot 351														A			A				A	A	A			A				A		A			A	A
Pier 1½, 3, 5			A	A	A				A		A			A							A					A	A			X					A	
Pier 1						A					A			A							A					A	A					A			A	
Pier ½														A																A			A		A	
Ferry Building, Golden Gate/Downtown Ferry Terminals, Ferry Plaza, and BART/Restaurant			A										A	A			A	A		A	A		A			A	A			X		A		A		A
Pier 14													A	A																						A

KEY:

A = Acceptable Use
X = Accessory Use

TABLE NOTES:

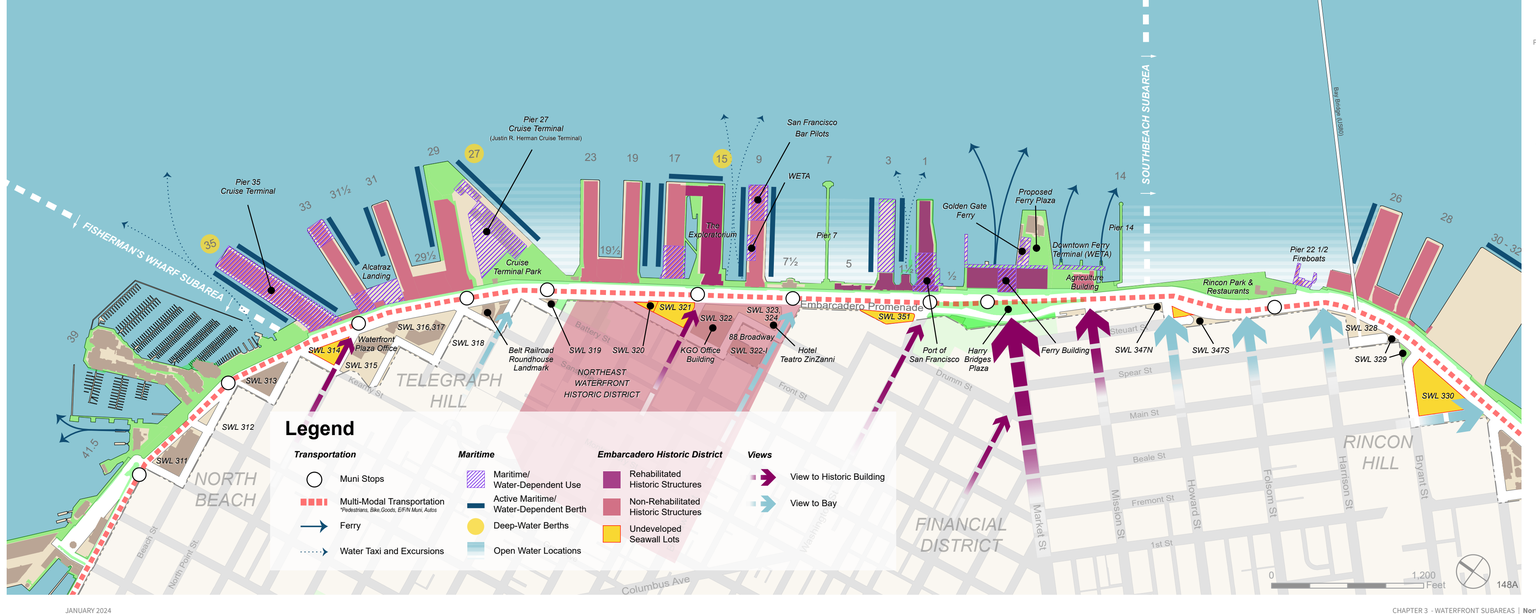
See Appendix E, Glossary of Terms, for definitions of uses in this table. See policies in Chapter 2 and Northeast Waterfront subarea objectives in this chapter, which apply to projects containing acceptable uses. Such projects are also subject to applicable regulatory review by the State Lands Commission, SF Planning Department, and BCDC.

a. See policies in Section 2A. This table indicates maritime and water-dependent uses best suited for the listed site. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins.

b. See policies in Section 2C.

c. See policies in Section 2B.

d. Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.



Map H

Northeast Subarea

Pier 35 to Pier 14

South Beach

Fisherman's Wharf | Northeast Waterfront | **South Beach** | Mission Bay | Southern Waterfront

South Beach

Rincon Park to the Ballpark

URBAN DESIGN FEATURES

- Major Parks and Open Spaces
  - Rincon Park
  - Brannan Street Wharf
  - South Beach Park
  - Ballpark PortWalk along China Basin Park
- Major focal points
  - Bay Bridge views
  - Ballpark
- Maritime Historic Character
  - Pier 22½ Fireboats and Firehouse
  - Historic finger piers of the Embarcadero Historic District in South Beach

Significant investments along the South Beach waterfront, including the San Francisco Giants ballpark, have converted this former maritime industrial area to a lively urban neighborhood. Derelict piers have been removed to create a connected network of waterfront parks and open spaces along The Embarcadero from Rincon Park to China Basin, and to the Blue Greenway open space network to the south. South Beach Harbor and Park provide a community center for the South Beach neighborhood, as well as a major resource for recreational boating, including non-motorized craft, swimming and other water recreation that supports the Bay Area Water Trail.

However, structural deterioration creates challenges for developing and improving Piers 24½, 26, 28, 38, and 40 in the Embarcadero Historic District, and non-historic Piers 30–32. The Embarcadero Historic District policies in this Plan are intended to support financially feasible repair and rehabilitation of the historic piers.

Piers 30–32 is ideally located to provide a destination development that complements the Historic District and preserves its valuable deep-water berth. However, the extraordinary cost of seismically reinforcing Piers 30–32, even in a development that includes Seawall Lot (SWL) 330, will continue to present many funding and trade-off issues. These issues will require continued public review and Port Commission direction to determine the types of investment and/or development partner opportunities that should be pursued for these large properties.

1. Preserve and improve existing maritime uses and provide focal points for public enjoyment of maritime and water-dependent activities in South Beach.

Under the Rincon Point-South Beach Redevelopment Plan, the creation of South Beach Harbor and Park initiated the transformation of this area to a lively mixed-use neighborhood. South Beach Harbor provides 700 recreational boat berths, a water taxi dock, and transient berths for visiting recreational vessels, supported by the South Beach Harbormaster Building and community rooms. It is an important place for recreational boat users and the non-motorized water recreation community along the San Francisco Bay Area Water Trail. In 2019, harbor management responsibilities were transferred from the City to the Port. The Port will continue to maintain and improve these water recreation facilities as part of larger efforts to repair and rehabilitate Piers 38 and 40 within the Embarcadero Historic District.

San Francisco fireboat

At the north end of the South Beach waterfront, the San Francisco Fire Department and City developed the Pier 22½ Fireboat Station in 2021, next to Rincon Park. Designed on a floating pier adapted to sea level rise, with modern equipment to support emergency operations, Pier 22½ plays a key purpose in City and Bay Area disaster response plans to serve San Francisco and the region. The fireboat station also is designed to respect historic Fire Station 35, a City landmark and contributing resource in the Embarcadero Historic District. In addition to providing a maritime focal point at the base of the Bay Bridge, Pier 22½ provides an education about waterfront adaptation needs and opportunities as the fireboat station barge rises and falls with the tides.

The South Beach waterfront includes a valuable deep-water berth along the eastern apron of Piers 30–32, the only location between the Ferry Building and China Basin that can accommodate deep water ships and serve City disaster response needs. This berth also is valuable because it does not require costly dredging, due to strong Bay tides, which naturally maintain deep water at this location. Hosting many types of visiting historic, ceremonial, military, and research vessels, including naval ships showcased each year during Fleet Week, Piers 30–32 maintains a strong maritime presence in South Beach. The Port has a deep interest in maintaining this important maritime resource. However, it is clear that significant investment is needed to ensure that the berth remains operational, due to the deteriorating condition of Piers 30–32. Any such investment will likely require coordination with a larger strategy to improve and intensify use at Piers 30–32 (see Objective 4).

2. Maintain and activate an integrated series of parks and public access improvements that extend through South Beach, and provide a unifying pedestrian connection to Mission Bay at China Basin Channel.

The City and Port have made significant investments to remove piers and build a connected series of waterfront parks and open spaces through South Beach. The former San Francisco Redevelopment Agency developed Rincon Park and South Beach Park, followed by Port projects to remove Piers 24, 34, and 36 and develop the Brannan Street Wharf Park, in coordination with San Francisco Bay Conservation and Development Commission (BCDC) and the community.

The expansive views of the Bay and Bay Bridge from Rincon Park and Brannan Street Wharf are preserved in designated Open Water locations (see the South Beach subarea map), where Bay fill is restricted under BCDC's Special Area Plan. Rincon Park is also an important resource for preserving Bay views from upland city streets.

These public parks, together with the Embarcadero Promenade, create a welcoming shared public space for the many people visiting the waterfront. However, these parks are not well used, particularly Brannan Street Wharf. The public has asked for more active recreational play areas, events, and amenities, including food and public restrooms, to attract more people to enjoy and enliven Port parks.

The Port will engage with the community to identify options to increase activities and use of its public spaces. This effort will include evaluating partnering opportunities for park activation pilot projects, new strategies for leases and developments on adjacent properties, and ways to provide complementary entertainment and attractions.

The San Francisco Giants ballpark development includes public access that integrates with and expands the South Beach open space network. The Giants "PortWalk" connects from the South Beach Marina and Harbormaster Building to and along China Basin Channel, to Lefty O'Doul Bridge. With the creation of the Blue Greenway and construction of China Basin Park as part of the Mission Rock project, the pieces are now in place to provide a gracious public access connection across China Basin Channel. San Francisco Public Works completed the seismic retrofit of the Third Street "Lefty O'Doul" Bridge, which included traffic lane changes to increase space for pedestrians and bicyclists over the bridge to China Basin Park.

Brannan Street Wharf

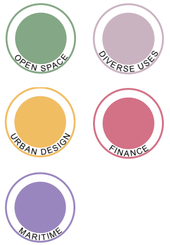
3. Promote activities and public access in South Beach pier projects within the Embarcadero Historic District.

In contrast to the open space and public access investments and improvements, it has been a challenge to improve South Beach piers. Piers 24½, 26, 28, 38, and 40 are all contributing resources within the Embarcadero Historic District. They are the earliest surviving pier structures in the district, and their condition and repair needs make it difficult for pier rehabilitation projects to meet financial feasibility requirements. The Port will dedicate efforts to create opportunities to repair and rehabilitate these historic properties, to maintain productive use and businesses that activate and enhance public access along the Embarcadero Promenade.

Piers 38 and 40 are particularly desirable for investment because they are next to Brannan Street Wharf and South Beach Harbor and Park. These park and recreation facilities may enhance the value of historic pier development projects, and the uses in these projects may activate and increase the recreational value of these open spaces.

Pier 40 was designated as a development site in the Rincon Point-South Beach Redevelopment Plan, but development did not occur because of conflicts with public trust and community objectives. The Embarcadero Historic District policies in Section 2B were developed together with the community and State Lands Commission staff and are intended to provide financially feasible strategies to repair or rehabilitate these historic structures. Only a few historic pier facilities remain in South Beach. The Port will focus on ways to preserve and improve these properties, to maintain the overall integrity of the Embarcadero Historic District.

4. Create opportunity for the design of new development in South Beach to create a new architectural identity while respecting the Embarcadero Historic District.



There are only four undeveloped Port properties in the South Beach waterfront. The two largest, Piers 30–32 (13 acres) and SWL 330 (2.5 acres), are located along The Embarcadero, south of the Bay Bridge. The stunning location makes these signature properties well suited for development that includes entertainment and public-oriented uses. The Port also has a continuing interest in maintaining the deep-water berth at Piers 30–32 (see Objective 1).

While Piers 30–32 and SWL 330 are not part of the Embarcadero Historic District, the design of any development on these sites will be reviewed for compatibility with the historic district. In addition, development design for SWL 330 must complement the neighborhood setting and contribute to the public realm on the west side of The Embarcadero.

Piers 30–32 is in deteriorated condition. As documented in prior Port Commission reports, the costs of repair and seismic improvement are extraordinarily high and far exceed Port resources. Prior public-private development proposals would have required rent from Piers 30–32 and tax increment funds generated from new development on both the pier and SWL 330 to subsidize these costs. Unless improved, the productive use and revenue generation from Piers 30–32 will continue to diminish.

This situation compels the Port to define a long-term strategy. The Port Commission intends to consider competitive solicitations for Piers 30–32 and SWL 330 to determine market-based interest in public-private development partnerships for these properties. If the competitive solicitation process does not produce a successful development project, the Port Commission will need to reevaluate options for the management of Piers 30–32 and SWL 330, including the continuation of short-term interim lease and special event uses.

The other two vacant development sites in South Beach are SWL 347S and SWL 328. These properties, like SWL 330, were included in prior state legislation to allow housing, office, or other non-trust uses to be developed, if approved by the Port Commission. Any development will be based on fair market value to generate revenues to fund repairs and improvement projects along the waterfront, consistent with policies in Section 2B (for seawall lots), Section 2D (urban design), and Section 2E (financial considerations).

Pier 30-32

5. Take advantage of proximity to downtown San Francisco by providing attractions for the general public while respecting the living environment of the Rincon Hill and South Beach neighborhoods.

The thoughtful design of the San Francisco Giants ballpark produced a handsome, well-executed project that became an instant waterfront icon, embraced by San Franciscans and baseball fans across the country. It immediately attracted thousands to the waterfront, enhancing public enjoyment and use of the shoreline along The Embarcadero.

Today, new mixed-use developments in the Rincon Hill and Eastern South of Market/East Cut neighborhoods are creating opportunities for additional public destinations along the South Beach waterfront. These attractions will improve the prospects for pier rehabilitation and other waterfront enhancements to provide public trust benefits and serve diverse populations, including local residents.

At the same time, large entertainment and special events will need to be managed sensitively to balance public trust objectives with the legitimate quality-of-life needs of South Beach residents and other neighborhood stakeholders. The South Beach community, multiple City departments, the San Francisco Giants, and event sponsors invest significant time and resources to define the details of uses and events, staffing and other commitments to carry out good neighbor communications and practices. The Port will continue to work closely with the community, Port tenants and sponsors, City departments, and BCDC to support and improve these practices, including coordination with applicable good neighbor protocols administered by the San Francisco Entertainment Commission.

Rincon Hill neighborhood

6. Maintain close working relationships with the San Francisco Municipal Transportation Agency and other transportation agency partners to expand public transit and alternative transportation services that improve the safety and comfort of travel along The Embarcadero in South Beach.

The Port works closely with the San Francisco Municipal Transportation Agency (SFMTA) and public transportation agencies to support safe, efficient, and accessible transportation services and improvements (see Section 2F). While many options for public transit and other forms of transportation are offered along the waterfront and in downtown San Francisco, traffic congestion is a constant challenge, particularly on the local streets leading to and from the Bay Bridge.

The Embarcadero is listed as one of the City's "High Injury" network streets for pedestrians and bicyclists and is a high priority for public safety improvements under the city's Vision Zero SF policy. The SFMTA is responsible for developing and implementing pedestrian and bicycle improvements. The Port is supporting SFMTA's Embarcadero Enhancement Project to provide a protected bicycle facility to improve safety for all modes, and an improved pedestrian experience along the Embarcadero Promenade from King Street to Fisherman's Wharf.

This effort requires close coordination with SFMTA to work with Port tenants and businesses to ensure that reasonable access and curb zone areas are preserved to support goods movement and loading. The Port seeks to minimize vehicle crossings over the Embarcadero Promenade into the piers wherever possible, while ensuring access required for maritime operations.

F Line historic streetcar at the ballpark

7. Coordinate closely with resilience proposals produced through the Waterfront Resilience Program to build understanding and support for innovations required to adapt to the impacts of climate change while respecting the history, character, and authenticity of the South Beach waterfront.

The National Trust for Historic Preservation has identified the Embarcadero Historic District as one of the most endangered historic places in the country due to seismic hazards, flood risks from rising tides, and the fragile condition of many of the finger piers. The 3-mile Embarcadero Seawall itself is a historic resource within the historic district.

The Waterfront Resilience Program supports the Port's efforts to strengthen and adapt the Embarcadero Seawall to protect life safety, regional transportation infrastructure, utilities, emergency assets, businesses and disaster response needs of the city and region.

This work will be complex and complicated, and will include strategies to preserve and enhance the resilience of the historic piers. Improvements to the Seawall will require partnerships to secure public and private funding and investments. Properties along the South Beach waterfront will need to incorporate waterfront resilience improvements, and other public benefits. The Port and the public will need to consider non-traditional approaches to historic preservation that allow for the innovation needed to adapt to the impacts of climate change while respecting the history, character, and authenticity of the waterfront.

History plaque at Brannan Street Wharf

Table C
South Beach Acceptable Land Uses

	MARITIME [a]	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats and Water Taxis	Historic Ships	Maritime Office	Harbor Services and Maritime Industrial	Passenger Cruise Industry	Recreational Boating and Water Recreation	Ship Repair	Temporary and Ceremonial Berthing	OPEN SPACES/PUBLIC ACCESS [b]	Parks/Public Open Space	Public Access/Public Realm	Natural Areas	PUBLIC-ORIENTED USES [c]	Artists/Designers	Assembly and Entertainment	Hotels [d]	Museums & Cultural	Retail (includes food and beverage uses)	Recreational Enterprises	Visitor Services	Academic Organizations	COMMERCIAL & INDUSTRIAL [c]	General Office	Production Distribution and Repair Use (PDR)	Warehousing/Storage	General Industrial	Parking	OTHER USES [c]	Community Facilities	Sports Facilities	Transportation Services	RESIDENTIAL [c]	SHORT TERM INTERIM USES [c]
Rincon Park													A								A														A
Steuart St, SWL 347 N, 347 S														A							A					A				A				A		A
Pier 22½							A							A																	A					A
Embarcadero Historic District Piers 24½, 26, 26½, 28, 38, 40 [c]				A	A	A	A	A	A	A	A			A			A	A		A	A	A	A	A		A	A					A				A
Pier 28½																					A															A
Seawall Lot 328																														A						A
Pier 30–32				A	A	A	A	A	A		A		A	A			A	A		A	A	A	A	A		A				X						A
Seawall Lot 329														A																						A
Seawall Lot 330														A			A	A	A	A	A	A	A	A						X					A	A
Brannan Street Wharf													A	A																						A
Seawall Lots 331, 332, 333														A							A									X	A			A	A
Pier 40½														A							A															A
South Beach Harbor/Park				A		A	A		A		A		A	A							A									A	A				A
Seawall Lot 334						A								A							A					A	A			A	A				A
Seawall Lot 335						A			A					A							A									A					A
SF Giants' Ballpark														A				A			A	A								X		A			A
China Basin Ferry Landing				A																															A
Embarcadero Promenade														A																					A

KEY:

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X = Accessory Use

TABLE NOTES:

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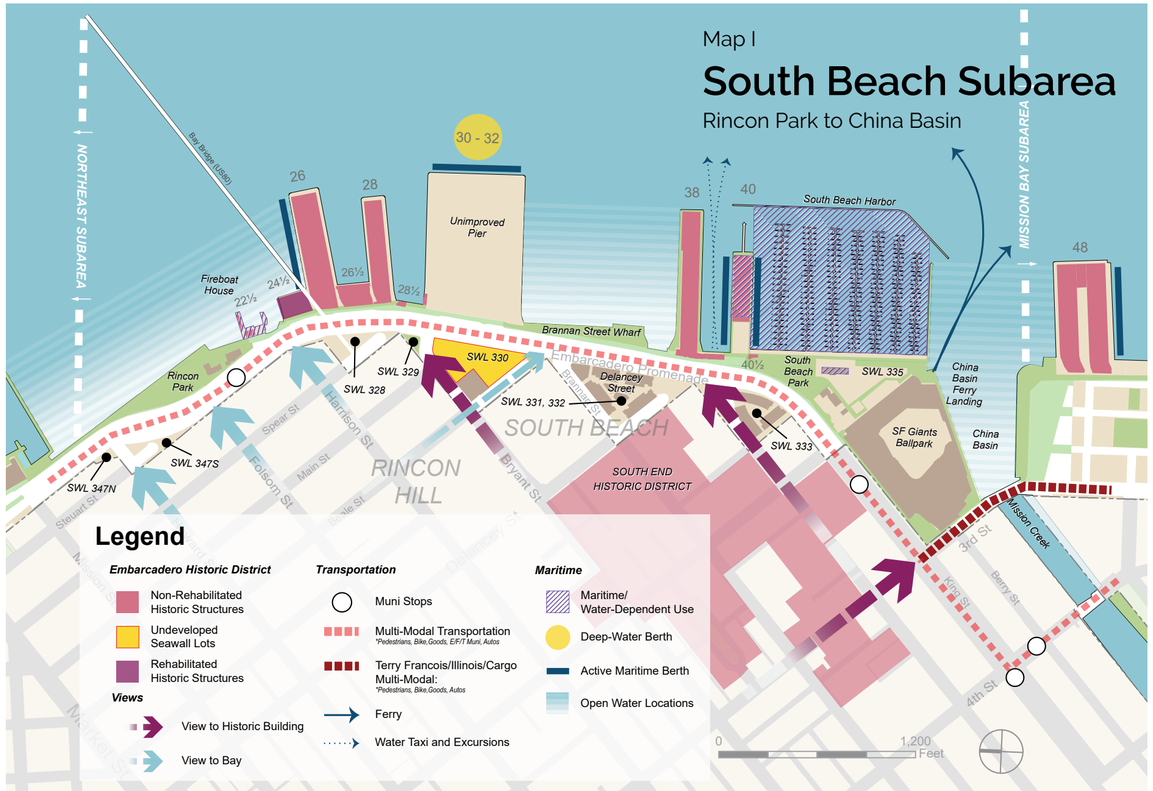
a. See policies in Section 2A. This table indicates maritime and water-dependent uses best suited for the listed site. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins.

b. See policies in Section 2C.

c. See policies in Section 2B.

d. Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.



Mission Bay

Fisherman's Wharf | Northeast Waterfront | South Beach | **Mission Bay** | Southern Waterfront

Mission Bay

China Basin to Mariposa Street

URBAN DESIGN FEATURES

- Parks and Open Spaces
  - China Basin Park
  - Bayfront Park
  - Terry Francois Boulevard public realm
  - Future Mission Bay Ferry and Agua Vista Park improvements
- Boating and water recreation culture
  - Pier 52 Corinne Woods Public Boat Launch
  - Dockside restaurants
- Maritime berthing and harbor services
  - Deep water berth for large vessels
  - Harbor Services for the Bay
  - Port maintenance center
- Pier 48 is the southern tip of the Embarcadero Historic District
- Mission Creek and Bridges

Since 1998, the Mission Bay South Redevelopment Plan has guided the conversion of Mission Bay's former railyards and industrial lands into a new neighborhood that is now coming into its own. The creation of the University of California, San Francisco Mission Bay campus and hospitals stimulated new biotechnology, commercial, and residential developments that now are joined by the Warriors Chase Center arena complex.

In 2007, the Port initiated its own public process to plan the improvement of SWL 337, leading to approval of the Mission Rock Special Use District (SUD) and development. The project's mixed-use residential and commercial uses are designed to create a neighborhood identity for Mission Rock that complements the surrounding Mission Bay area. The Mission Rock SUD is implemented under an approved Development Agreement and Design Controls, which are incorporated by reference in this Waterfront Plan.

Mission Rock and Mission Bay have been planned in concert to provide an open space system that includes major waterfront parks on Port property at China Basin Park (within Mission Rock) and Bayfront Park (within Mission Bay), creating the northern gateway to the Blue Greenway.

Outside of the Mission Rock and Mission Bay areas, the Port will manage and improve other pier and shoreline properties for maritime, water recreation, and commercial uses. The largest is Pier 50, which supports industrial and maritime uses, including the Port's Maintenance Division, and a valuable deep-water berth. South of Pier 50, Port properties are used for recreational boating, water recreation and restaurants that retain the culture of Mission Bay's industrial past. These activities must be maintained and evolve with land use and transportation changes taking place in Mission Bay.

1. Complete the Blue Greenway public access and open space improvements through the Mission Bay waterfront.

The Mission Bay South Redevelopment Plan defined a network of open spaces that includes a 7-acre Bayfront Park on Port shoreline property, and landscaping along Mission Creek west of the Third Street Bridge. The Mission Rock SUD project expands this this network with the creation of 5-acre China Basin Park along the south side of Mission Creek, at the foot of the Lefty O'Doul Third Street Bridge.

China Basin Park will be a regional waterfront park that also establishes the northern gateway of the Blue Greenway open space network. The Mission Rock and Mission Bay projects were planned and coordinated to provide public realm improvements along Terry Francois Boulevard, a Blue Greenway connector street that links shoreline parks, the Pier 52 Corinne Woods Public Boat Launch, and water recreation clubs and facilities along the Mission Bay waterfront.

Within Bayfront Park, the Port has entitled and is pursuing a family focused restaurant to activate the park. The planned Mission Bay Ferry dock at Pier 64½, located at the south end of this park, will support new water transportation to serve the area's growing population, including visitors to Chase Center. The Pier 64½ project includes additional public access improvements, which will complete the Blue Greenway in the Mission Bay waterfront.

Agua Vista Park

2. Preserve berthing for maritime and deep-water vessels at piers along the Mission Bay waterfront and give first priority to maritime needs at Pier 50.

Piers 48, 50, and 54 continue to be important properties to support the Port's maritime berthing needs. Piers 48 and 50 support berthing for large barges and tug and tow vessels that provide a wide variety of marine construction and harbor services throughout the Bay, a critical function. Pier 54 is a smaller facility to the south, which also supports vessel layberthing.

Pier 50 also provides a valuable deep-water berth along the east face of the pier, currently supporting two large U.S. Maritime Administration Department ready-reserve vessels. The strong Bay tides naturally maintain deep-water at the Pier 50 berth, avoiding the need for costly dredging. These conditions make the berth an especially valuable resource as the Port focuses on the opportunity to expand passenger cruise business in San Francisco.

MARAD vessels at Pier 50

CARB is advancing new air emission regulations for maritime vessels, including cruise ships. To comply with these regulatory changes and advance its environmental sustainability programs, the Port is evaluating the viability of emerging clean marine fuels, and locations that can accommodate a second cruise ship berth and shore power system that can tap into the City's zero-emission electrical grid. The deep-water berth at Pier 50 makes this site a strong possibility to support San Francisco's growing passenger cruise ship business, with sufficient area on the pier for cruise passenger operations. Pier 50 will be included in further site feasibility studies for this maritime opportunity.

Pier 50 also is strategically important because it is the base of operations for the Port's Maintenance Division. The Maintenance Division staff are skilled in many construction crafts and trades, carrying out a myriad of pile driving, utility, painting, roofing, and other repair and maintenance services required to support the Port's 7.5-mile waterfront. Pier 50 is a central location to provide these services to all Port properties and will continue to require access for trucks and industrial equipment.

The Port will continue to draw on cooperation and partnerships with tenants, neighbors, and City transportation agencies to maintain a balance of recreational, commercial, and industrial access on Terry Francois Boulevard and the city street network to support the maintenance and upkeep of a safe waterfront.

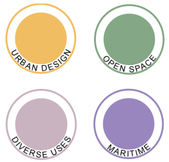
3. Maintain and, where possible, increase services and amenities to enhance businesses, recreational boating uses, and public use, safety, and enjoyment of water recreation along the Mission Bay waterfront.

Through all the changes that have taken place, the Mission Bay waterfront has maintained its allure for dockside restaurants and recreational boating facilities that offer social and recreational enjoyment of the Bay. These activities continue in shoreline areas and through Port leases outside of the Mission Bay Redevelopment Area between Pier 50 and SWL 345, providing a historical touchpoint to Mission Bay's industrial history.

They include the Pier 52 Corinne Woods Public Boat Launch, which, as San Francisco's only public boat launch, hosts motorized recreational boats, human-powered kayaks, open water swimming and water recreation activities as well as two boat clubs and a parking lot that accommodates boat trailers. SWL 345, at the south end of the Mission Bay waterfront, has operated as a boat maintenance and repair facility, and houses The Ramp restaurant at the Bay shore edge.

There is a clear desire to retain and enhance the boating and water recreation culture of the area, with more amenities and services that support the San Francisco Bay Water Trail and attract more people to enjoy Blue Greenway public access areas. New leases will create opportunities for these benefits, along with repairs to maintain Port properties. The Port will also work to build partnerships within the recreational boating and water community, and with maritime operators and businesses that serve water recreation customers. Through these partnerships, the Port will promote water safety education, support shared use and access to the Bay, and practices to protect the Bay ecology.

Pier 52 Corinne Woods Public Boat Launch



4. Preserve and restore Pier 48 to recall the Mission Bay waterfront's history and to accommodate new uses.

Pier 48 is the southernmost contributing resource of the Embarcadero Historic District, as well as a development option site within the Mission Rock SUD. The repair, improvement, or rehabilitation of this pier, whether as part of the Mission Rock project or another opportunity, will be subject to Embarcadero Historic District Public Trust Objectives and policies (see Section 2B). The north apron of Pier 48 connects with China Basin Park and offers a special public access experience, with stunning views of downtown San Francisco and the San Francisco Giants ballpark. The use of other Pier 48 apron areas will need careful consideration of the Port's maritime berthing needs, as described for Objective 2.

Pier 48

5. Maintain close working relationships with the San Francisco Municipal Transportation Agency and transportation agency partners to support the expansion of public transit and alternative transportation services that serve new development along the Mission Bay waterfront and Central Waterfront while maintaining viable access for Port maritime and maintenance services.

The Port does not have authority nor manages land transit services. As reflected in the Waterfront Plan transportation goal and policies (see Section 2F), the Port works closely with the San Francisco Municipal Transportation Agency (SFMTA) and other public transportation agencies to support safe, efficient, and accessible transportation services and improvements.

Along the Mission Bay waterfront, the Port has worked with its Mission Rock development partner and the city to design and implement public realm improvements along Terry Francois Boulevard to promote pedestrian and bicycle access that is safe and attractive.

In addition, SFMTA completed construction of the Central Subway project, expanding light rail transit service in Mission Bay to Union Square and Chinatown. The Central Subway also will boost SFMTA service along the Third Street light rail line. The Port also is partnering with San Francisco Bay Area Water Emergency Transportation Authority (WETA) to expand water transportation by developing the Mission Bay Ferry Terminal at Pier 64½, where 16th Street meets the waterfront.

These efforts enhance public transit by land and water, together with new projects that implement pedestrian, bicycle and Blue Greenway public realm improvements will help meet San Francisco's transit-first and environmental sustainability policies and values. The Port will also work to ensure that the City supports safe and functional access for industrial and maritime businesses, as described in Objective 2 and in policies for maritime uses (see Section 2A) and transportation (see Section 2F).

Proposed development at Mission Rock.

Table D
Mission Bay Acceptable Land Uses

	MARITIME [a]	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats and Water Taxis	Historic Ships	Maritime Office	Harbor Services and Maritime Industrial	Passenger Cruise Industry	Recreational Boating and Water Recreation	Ship Repair	Temporary and Ceremonial Berthing	OPEN SPACES/PUBLIC ACCESS [b]	Parks/Public Open Space	Public Access/Public Realm	Natural Areas	PUBLIC-ORIENTED USES [c]	Artists/Designers	Assembly and Entertainment	Hotels [d]	Museums & Cultural	Retail (includes food and beverage uses)	Recreational Enterprises	Visitor Services	Academic Organizations	COMMERCIAL & INDUSTRIAL [c]	General Office	Production Distribution and Repair Use (PDR)	Warehousing/Storage	General Industrial	Parking	OTHER USES [c]	Community Facilities	Sports Facilities	Transportation Services	RESIDENTIAL [c]	SHORT TERM INTERIM USES [c]
Embarcadero Historic District Pier 48 [c,e]				A	A	A	A		A		A			A			A	A		A	A	A	A	A		A	A								A
Pier 48½																					A														A
Mission Rock (SWL 337)	See Mission Rock Special Use District Development Agreement and Design Controls.																																		
Mission Creek Facility 5032													A	A							A								A				A	A
Pier 50			A	A	A	A	A	A			A										A							A	A	X					A
401 Terry Francois Blvd														A											A										A
Piers 50½, 52, Boat Launch				A			A		A					A			A				A								X						A
Pier 54			A	A	A	A	A		A		A																			X						A
Pier 54½													A																	X						A
Seawall Lot 345				A		A	A	A	A	A	A			A				A			A									X		A				A
Pier 64.5, Agua Vista Park, Bayfront Park, Mission Bay Ferry				A									A								A															A
Seawall Lot 343													A																							

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TABLE NOTES:

See Appendix E, Glossary of Terms, for definitions of uses in this table. See policies in Chapter 2 and Mission Bay subarea objectives in this chapter, which apply to projects containing acceptable uses. Such projects are also subject to applicable regulatory review by the State Lands Commission, SF Planning Department, and BCDC.

a. See policies in Section 2A. This table indicates maritime and water-dependent uses best suited for the listed site. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins.

b. See policies in Section 2C.

c. See policies in Section 2B.

d. Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.

e. Pier 48 is an option site in the Mission Rock SUD.

Southern Waterfront

Fisherman's Wharf | Northeast Waterfront | South Beach | Mission Bay | **Southern Waterfront**

Southern Waterfront

Crane Cove Park to India Basin

JANUARY 2024

URBAN DESIGN FEATURES

- Pier 70 Union Irons Work Historic District and Shipyard
- 20th Street entrance to the Pier 70 Historic Core and new neighborhood
- Crane Cove Park and Pier 70 shoreline open space network
- Islais Creek water recreation
- Maritime cargo, industry, and scale
- Heron's Head Park and the natural shoreline
- Illinois and Third Street Bridges

The Southern Waterfront remains the home of the Port's cargo shipping and heavy industrial maritime operations. Maintaining the land, services, and access needed to support these core public trust functions requires careful management and collaboration with the City, State Lands Commission, and San Francisco Bay Conservation and Development Commission (BCDC). The City and Port have an aligned interest in developing plans that preserve maritime and industrial production, distribution, and repair (PDR) uses in San Francisco, balanced with appropriate locations for new neighborhood developments.

Through these collaborations, the Port developed a strategy to recognize and preserve extraordinary historic maritime structures and functions in the Union Iron Works Historic District through public-private development partnerships in the Pier 70 Historic Core along 20th Street, the Pier 70 Special Use District (SUD), and in the Pier 70 shipyard. The Pier 70 developments include parks and public access areas that connect with Crane Cove Park and other Blue Greenway open spaces in the Southern Waterfront.

The Pier 70 SUD is a 35-acre multi-phase development project with new sustainable infrastructure systems and site improvements adapted to sea level rise. The approved development agreement and design requirements that guide improvements in the Pier 70 SUD are consistent with, and incorporated by reference in, this Waterfront Plan.

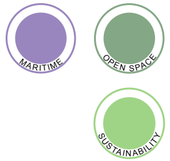
The Port also is dedicated to building and maintaining business for its cargo terminals at Piers 80, 92, and 94–96. Maritime cargo is a dynamic and volatile business, but the Port has secured maritime contracts and seeks to develop industrial warehouses in the Piers 90–94 Backlands to protect the integrity of cargo terminal operations, enhance the Blue Greenway, provide workforce and economic opportunities for local residents, and maintain a base of industry in San Francisco. The Piers 90–94 Backlands strategy was developed with the support of the Southern Waterfront Advisory Committee and Maritime Commerce Advisory Committee to achieve these objectives.

1. Continue inter-agency coordination to align maritime, industrial, and development priorities and investments in the Southern Waterfront.

The Port manages its properties in a dynamic city and region with evolving economic, land use, and social needs. The Southern Waterfront is undergoing dramatic change to accommodate growth and new developments in existing and new neighborhoods, including at Pier 70. The Mayor's Office, planning department, San Francisco Office of Economic and Workforce Development, and the San Francisco Municipal Transportation Agency (SFMTA) coordinate the city-wide strategy to plan new neighborhood developments while also preserving industrial lands for PDR uses. This interagency work supports and aligns implementation of transportation, open space, community, and infrastructure requirements and investments to improve the area.

The Port and City are continuing this collaboration for efficient use and improvement of San Francisco's remaining industrial lands and are working to ensure that these lands are insulated from encroachment of incompatible uses to the extent feasible. In this context, the Port is evaluating opportunities to improve the Piers 90–94 Backlands, land originally reserved for container cargo terminal expansion that is no longer needed for that purpose.

The development of new warehouse properties would be compatible with and protect the viability of Pier 92 and Piers 94–96 bulk and general cargo terminal operations, and could provide space for maritime office, maritime and general industrial warehouse storage, and support services. The costs of new industrial development far exceed the resources of the Port or maritime operators, but this development could be viable through partnerships with other entities that have capacity to finance new facilities that serve maritime support and broader city industrial needs. Any long-term Port development improvements for general warehouse uses on the Piers 90–94 Backlands would require consultation with the State Lands Commission, to determine how public trust objectives can be aligned and achieved.



2. Throughout the Southern Waterfront, improve and enhance Blue Greenway open space and public access areas that do not compromise maritime operations or sensitive environmental habitat areas, and provide education to promote public safety among maritime, small boating, and recreational water users.

Throughout the Southern Waterfront, the Port has worked hard to promote and develop the Blue Greenway, a network of parks, plazas, public access areas, and water landings that are connected by a system of roadways, pathways, and water recreation facilities, as shown in the Southern Waterfront Subarea map. Parks and plazas are planned for new neighborhoods, including Crane Cove Park and recreational water landings at Pier 70.

New facilities also have been built for existing neighborhoods, including Bayview Gateway and Heron's Head Park EcoCenter in Bayview-Hunters Point. As conceived, the Blue Greenway also includes public access areas in quiet places that offer views of the Bay, natural areas, and maritime industry from a safe distance, such as enjoyed from Heron's Head Park, Tulare Park, and Warm Water Cove. The Tulare Park and Warm Water Cove public access areas are in line for further improvement, as is the area along the north side of Islais Creek, west of Third Street.

Water recreation has grown in popularity, particularly in the relatively calm waters of the Southern Waterfront. New water recreation facilities at the Port create both an opportunity and a responsibility to educate water recreation users, boaters, and maritime operators about sharing the waters safely, respecting the access and operational requirements of deep-water vessels, and avoiding sensitive wildlife and natural areas. See Section 2A.

Kayakers at Islais Creek

3. Implement approved development plans for the Pier 70 Special Use District, Historic Core, and Crane Cove Park projects to connect and integrate all areas within Pier 70, to give new life to the Union Iron Works Historic District and create a unique waterfront neighborhood addition in the Dogpatch area.

The community planning collaborations on a master plan strategy for Pier 70 built support for public-private developer partnerships needed to rescue and rehabilitate precious historic structures in the Pier 70 Union Iron Works National Register Historic District, and creation of the Pier 70 SUD.

Orton Development Inc. is the master tenant responsible for rehabilitating and managing the monumental historic resources along 20th Street in the Pier 70 Historic Core. Brookfield Properties, the Port's development partner responsible for creating the Pier 70 SUD, is constructing improvements as approved in a development agreement and design guidelines that are consistent with, and incorporated by reference in this Waterfront Plan. New development will be adapted to manage sea level rise, include infill development and new sustainable infrastructure systems, create 9 acres of new parks, and rehabilitate historic buildings to create a new mixed-use neighborhood.

Union Iron Works Machine Shop at Pier 70

Photos: Pier 70 project rendering (left top) and the building before construction (right top), Crane Cove Park rendering (bottom)

To complement these investments, the Port developed the seven-acre Crane Cove Park, thanks to the support of San Francisco voters who approved general obligation bond financing for park construction. Historic Slipway 4 is a defining element of Crane Cove Park, which has been designed to deliver neighborhood and regional benefits, including a beach shoreline and facilities for water recreation with direct access to the Bay, a major improvement for the Bay Area Water Trail.

Crane Cove Park is a major Blue Greenway park that has been planned to connect with the park and public access network developed in the Pier 70 SUD. The work to further enrich the Blue Greenway continues; it includes coordinated efforts by the Port, Orton Development Inc., and Brookfield Properties to incorporate interpretive exhibits about Pier 70's colorful history, and park events and uses for public enjoyment throughout the Pier 70 open space network.

The land planning to create Crane Cove Park included the creation of 19th Street to dedicate an access road to the Pier 70 shipyard area, allowing 20th Street to provide a pedestrian-oriented entrance to Pier 70. The 19th Street improvement created a development parcel across from the park, adjacent to the Pier 70 Historic Core. The Port has worked with the State Lands Commission to lift trust use restrictions to allow complementary development of the 19th Street site and to generate revenue for Port repairs and improvements.

Collectively, the planned improvements for Pier 70 will transform the public realm experience within the area. The Port maintains leasing responsibility for Building 49 in Crane Cove Park, which will include services for water recreation, and the historic Kneass Building along Illinois Street at the north end of the park, which will offer some combination of community facilities and/or new revenue opportunities to provide retail and public-oriented uses.

4. **Explore new business partnerships to operate the Pier 70 ship repair and drydock as part of a broader maritime strategy that evaluates additional maritime opportunities for the shipyard site and facilities.**

The entire Pier 70 master plan and development planning program was carefully managed to preserve and respect the location and operational requirements of the ship repair industry, Pier 70's historic use. This includes dedicated transportation access via 19th Street and modernized utilities for the shipyard, integrated with infrastructure improvements made in the Pier 70 SUD and Historic Core. However, these investments do not guarantee San Francisco's ability to successfully compete for ship repair business.

Drydock 2, once the largest on the west coast, allowed the Port's ship repair operator to capture many large deep-water vessel repair contracts at Pier 70. As the size of cruise and cargo ships continues to grow and other ports with large drydocks enter the market, the Port faces competitive challenges for retaining the ship repair industry in San Francisco. Those conditions resulted in the departure of BAE Services, the Port's ship repair operator, in 2017.

With an understanding of these market changes, the Port will continue to consider ship repair but recognizes the need to broaden its maritime marketing efforts. Pier 70 provides an opportunity for other marine uses such as harbor services, marine sciences, and maritime technology development. In examining maritime options, the Port also is evaluating the repair and reuse potential of buildings in and around the shipyard, including several Union Iron Works Historic District resources. Two locations at the outer edges of the shipyard are surplus to shipyard needs: the Building 6 Triangle site along the east edge of Pier 70, and the Pier 68 Uplands area west of the drydock wharves. The costs of rehabilitation exceed the funding resources of maritime businesses. As it works through the process of securing a new ship repair or other maritime operator, the Port will determine the facilities that best serve those businesses and develop a strategy for reuse and historic rehabilitation opportunities for properties that are no longer needed, or financially infeasible for maritime use.

Port shipyards

5. Increase marketing efforts to support maritime business partnerships to maximize use of existing cargo terminal facilities in a dynamic urban environment.

The Port has maintained cargo shipping and terminal operations in San Francisco through ongoing marketing efforts that target non-container cargo business opportunities and, where possible, leverage the locational advantages of operating in a city center location.

Pier 80 and Piers 94–96 were originally developed for container cargo shipping, which was discontinued in 2006. While San Francisco does not offer vast tracks of land for cargo storage, the natural deep-water berths of these terminals are valuable assets that allow the Port to offer niche cargo business opportunities. The most successful to date has been the Martin Marietta aggregate bulk cargo operations at Piers 92 and 94 that includes sand reclamation from the Bay and importing aggregates (rock and sand). These materials are needed to produce concrete and other materials to construct buildings, streets and other needs in San Francisco and the Bay Area.

The bulk cargo terminals attracted two construction materials companies to invest in developing state-of-art, environmentally sustainable concrete manufacturing plants on adjacent properties at Pier 92. These operations, along with other companies that serve the robust demand for construction supplies, provide a strong and stable customer base for the Port's bulk cargo business. The Port has an additional 26 acres of terminal space at Pier 96 and continues to market for additional non-container cargo or water dependent businesses.

Port operations at Pier 80 are primarily dedicated to import and export of automobiles. Pier 80 has been an ideal location for serving the strong demand for imported autos in Northern California, and it is also the primary export hub for a local electric vehicle manufacturer. Although this export business is still a relatively new operation, the Port has seen annual growth in each of its first three years. Pier 80 also can accommodate other general cargo needs.

In addition to supporting maritime cargo business, Piers 80, 92, and 94–96 are critical emergency and disaster response facilities. City emergency plans call for the Port's cargo terminals and freight rail yard to support emergency supply shipments and debris removal in the aftermath of a disaster.

Cemex concrete batch

6. In the Piers 90–94 Backlands, pursue development of industrial warehouse facilities that are compatible with cargo terminal operations and provide space for maritime support uses, generate economic value and benefits to the Port and community, and productively improve land to support a stable industrial base in San Francisco.

The success of co-locating the Pier 94 bulk cargo operations with adjacent concrete manufacturing plants has encouraged the Port to seek more "eco-industrial" business and partnering opportunities to maximize efficient and sustainable management of the Port's industrial properties.

In allowing concrete plants to locate next to a bulk cargo terminal, aggregate materials are received by ship instead of trucks, which greatly reduces truck traffic and associated air emissions on bridges, highways, and city streets. In addition, the Port's concrete plants are sustainably designed, with dust controls and storm water capture basins that allow process water and rain run-off to be reused in the concrete production process.

The Port looks to apply similar eco-industrial principles to the Piers 90–94 Backlands. These unimproved properties were never used for expanded container cargo facilities and have provided limited Port economic value or community benefits in the Bayview-Hunters Point neighborhood. The Port has invested capital for surface improvements and minor infrastructure to improve the appearance of the Backlands and create more-effective leasing opportunities. However, these properties are ideally situated for new warehouse development that would require a development partner. A modern warehouse center would provide a stable, productive industrial base that reinforces the viability of Port cargo and maritime support businesses, enhances the environment, provides workforce and economic opportunities for local residents, and maintains industrial facilities in San Francisco. The Port will work with the City and State Lands Commission to determine an acceptable economic strategy for development that provides substantial public trust benefits.

7. Protect wildlife habitat and shoreline areas.

The Port's environmental stewardship program protects Bay ecology and natural environments through sensitive development of open spaces, natural-based stormwater management, and use of best management practices in Port maintenance and operations. Within its industrialized Southern Waterfront, the Port also works together with the Golden Gate Audubon Society to improve natural habitat at the Pier 94 wetlands, and cultivate native plants.

The Port maintains Heron's Head Park, a 22-acre microcosm of coastal habitat diversity, including tidal salt marsh, mudflats, coastal scrub, and rocky intertidal and grassland habitat. It is home to two endangered species and offers habitat for over 100 species of birds.

The EcoCenter at Heron's Head Park is a model for green building and sustainable resource use that demonstrates how buildings can be designed to promote healthy people and ecosystems. It serves as a unique educational facility and community meeting place that combines environmental education, experience-based learning, and participation in habitat restoration.

Aerial view of Heron's Head Park

Greenagers at Heron's Head Park

The Port partners with the San Francisco Recreation and Parks Department to support the Youth Stewardship Program, which offers free environmental education and service-learning field trips to 2nd through 12th graders and fosters an understanding of their important role in helping to build healthy social and natural communities. The Greenagers program engages 9th- and 10th-grade students who live in the southeast part of San Francisco or Chinatown and are interested in getting involved in their community. The Greenagers play an important role at Heron's Head Park by participating in projects that encourage environmental stewardship, community engagement, and place-based learning.

8. Work with the community to assess vulnerabilities, consequences, and community priorities to build resilience, reduce risks, and advance benefits in the Southern Waterfront.

The Port's Waterfront Resilience Program is focused on developing and implementing adaptation strategies over time to address sea level rise, climate change and other hazards for Port properties, taking into account community needs and priorities. The Port is working with the U.S. Army Corps of Engineers to study the risks from current and future flooding from Aquatic Park to India Basin. This collaboration is organized to help the Port, the City, regional partners, and the public understand how hazards can damage and disrupt the community, the economy, equity, and the environment.

The Southern Waterfront is home to a number of critical Port and City assets, including bridges that connect the southern and northern parts of the waterfront; some of the last remaining maritime and industrial services, land, and jobs in San Francisco; emergency response and recovery services; and shoreline natural areas and open spaces such as at Heron's Head Park and along the Blue Greenway. These assets and services are at risk from earthquakes, flooding, heat, and other hazard and climate events. The Waterfront Resilience Program will continue work with the community, City, and regional partners to identify actions that the Port and others can take to reduce risks to the environment, economy, equity, and community.

The Port has been working to increase the resilience of the Southern Waterfront over the last decade in several projects. Sea level rise adaptation measures have been incorporated into the Bayview Gateway, Crane Cove Park, and Pier 70 projects. The Port is sponsoring the Heron's Head Shoreline Resilience Project to implement a nature-based adaptation design to protect Heron's Head Park from erosion and sea level rise to make it more resilient to future risks.

In addition, the Port and the City have worked with the community to advance resilience at a large scale in the Islais Creek Southeast Mobility Adaptation Study. This Study is a joint effort by the Port, planning department, and SFMTA to conduct a district-scale assessment to determine how to reduce flood risk around Islais Creek, work with the community to identify priorities for preservation and enhancement, and recommend actions to increase resilience and provide economic, ecological, and community benefits.

The Port also works with the planning department and the City Administrator's Office of Resilience and Capital Planning, guided by San Francisco Hazard and Climate Resilience Plan and the Sea Level Rise Action Plan. The Port will continue to work closely with public and private partners, the community, and stakeholders and interested parties to reduce risks, increase the resilience of critical assets and services, and identify priorities for preservation and enhancement of the Southern Waterfront.

Pier 94 wetland

Table E
Southern Waterfront Acceptable Land Uses

	MARITIME[1]	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats and Water Taxis	Historic Ships	Maritime Office	Harbor Services and Maritime Industrial	Passenger Cruise Industry	Recreational Boating and Water Recreation	Ship Repair	Temporary and Ceremonial Berthing	OPEN SPACES/PUBLIC ACCESS[2]	Parks/Public Open Space	Public Access/Public Realm	Natural Areas	PUBLIC-ORIENTED USES[3]	Artists/Designers	Assembly and Entertainment	Hotels[4]	Museums & Cultural	Retail (includes food and beverage uses)	Recreational Enterprises	Visitor Services	Academic Organizations	COMMERCIAL & INDUSTRIAL[5]	General Office	Production Distribution and Repair Use (PDR)	Warehousing/Storage	General Industrial	Parking	OTHER USES[6]	Community Facilities	Sports Facilities	Transportation Services	RESIDENTIAL[7]	SHORT TERM INTERIM USES[8]
Kneass Building (SWL 345)						A	A														A					A						A			A
Crane Cove Park									A				A	A							X										A				A
Pier 68 Annex							A			A				A														A	A	X					A
19th Street Parcel							A			A				A		A	A	A	A	A	A	A	A	A	A	A				A		A	A	A	A
Building 6 Triangle							A			A																		A	A	A					A
Pier 70 Shipyard/Maritime (Pier 68 and SWL 349)						A	A	A		A	A															A	A	A	A	X					A
Pier 70 Historic Core (Buildings 14, 101, 102, 104, 113–116													A	A			A			A						A	A						A		A
Pier 70 Special Use District[9]	See Pier 70 Special Use District – Development Agreement and Design for Development Guidelines																																		
Warm Water Cove/Pier 72									A				A																						A
Seawall Lot 356		A				A	A							A												A	A	A	A						A
Pier 80		A				A	A				A									A									A					A
Seawall Lots 354, 354.1						A	A							A						A						A	A	A	A				A		A
Islais Creek		A					A				A			A																					A
Bayview Gateway Park; Islais Landing									A				A	A																						A
Pier 94 wetlands															A																					
Pier 90		A				A	A				A									A									A						A
Piers 92, 94–96		A					A	A			A																		X				A		A
Pier 90–94 Backlands and Railyard		A					A	A						A						A						A	A	A	A				A		A
Heron's Head Park Pier 98 and EcoCenter													A	A	A														A		A				A
Facilities 6015, 6017–6019																											A	A	A						A

KEY:

A = Acceptable Use
X = Accessory Use

TABLE NOTES:

See Appendix E, Glossary of Terms, for definitions of uses in this table. See policies in Chapter 2 and Southern Waterfront subarea objectives in this chapter, which apply to projects containing acceptable uses. Such projects are also subject to applicable regulatory review by the State Lands Commission, SF Planning Department, and BCDC.

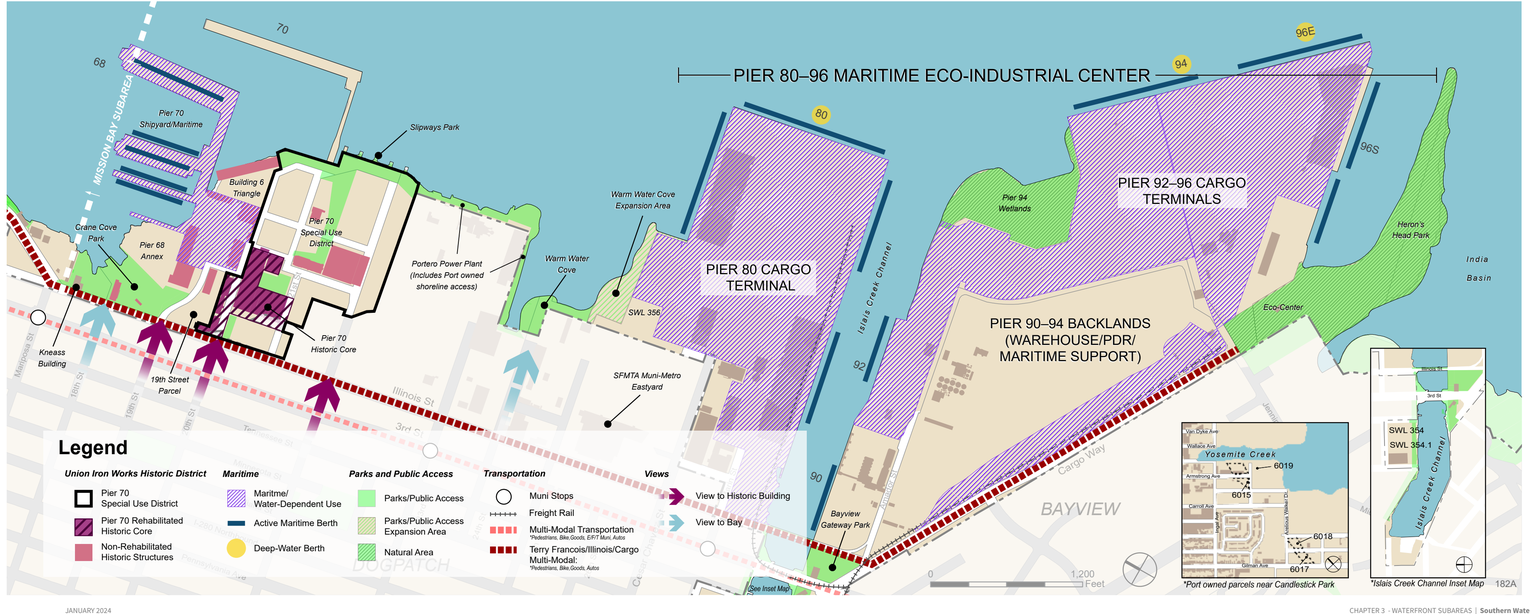
a. See policies in Section 2A. This table indicates maritime and water-dependent uses best suited for the listed site. However, the Port Commission retains the authority to use Port sites for any maritime uses, subject to BCDC San Francisco Waterfront Special Area Plan policies regarding Open Water Basins.

b. See policies in Section 2C.

c. See policies in Section 2B.

d. Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.

e. Pier 70 SUD includes a "Parcel K," which was sold by the Port in February 2019.



182A

Map K

Southern Waterfront Subarea

Crane Cove Park to India Basin

APPENDICES

Appendices

A Text of Proposition H Ordinance*

B Guidelines for Public Access and Port Maritime Operations and Berthing

C Embarcadero Historic District Public Trust Objectives and Pier Rehabilitation Scenarios

D Glossary of Public Agencies

E Glossary of Terms

F Waterfront Plan Process and Acknowledgements

* *Proposition H, passed by San Francisco voters in 1990, requires that the Waterfront Plan identify "Acceptable Uses" for Port piers and properties within 100 feet of the shoreline. Acceptable Land Use Tables indicating Acceptable Uses for each Port property are provided in Chapter 3.*

APPENDIX A

Text of Proposition H Ordinance*

The text of the Proposition H ordinance was passed by the San Francisco voters in November 1990.

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

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

SECTION 1 – FINDINGS AND DECLARATION OF POLICY

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

a. Whereas, the waterfront of San Francisco is an irreplaceable public resource of the highest value;

b. Whereas, the most beneficial and appropriate use of the waterfront is for purposes related to and dependent on their proximity to San Francisco Bay and the Pacific Ocean, such as maritime uses, public access to, and restoration of, San Francisco Bay;

c. Whereas, San Francisco holds the waterfront in Trust for the People of California;

d. Whereas, maritime uses, public access to, and restoration of San Francisco Bay serve San Francisco residents, and provide significant economic, social, and environmental benefits to San Francisco and its residents, including a diversity of employment opportunities and better access to a healthier San Francisco Bay;

e. Whereas, the waterfront contains structures of historical and architectural importance;

f. Whereas, it is poor planning to approve waterfront land uses on an ad hoc basis, rather than as part of a comprehensive waterfront land use plan;

g. Whereas, it is in the interest of San Francisco to develop a strong and economically vital waterfront with adequate public access to and restoration of San Francisco Bay; and

h. Whereas, changing conditions in the maritime industry such as deeper draft vessels and increased awareness of the negative environmental impacts of dredging and dredge-spoil dumping indicate that cargo handling at the Port of San Francisco could increase dramatically;

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

a. The waterfront be reserved for maritime uses, public access, and projects that aid in the preservation and restoration of the environment;

b. Where such land uses are infeasible or impossible, only acceptable non-maritime land uses as set forth in this ordinance shall be allowed;

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

SECTION 2 – LAND USE PLANNING PROCESS

a. Upon adoption of this initiative, the Board of Supervisors shall within 30 days request the Port Commission to prepare a "Waterfront Land Use Plan" which is consistent with the terms of this initiative for waterfront lands as defined by this ordinance. Should the Port Commission not agree to this request within 30 days of the Board of Supervisors request, the Board of Supervisors shall have 30 days to designate a different City agency or department to prepare the "Waterfront Land Use Plan."

b. The agency drafting the "Waterfront Land Use Plan" shall consult the City Planning Commission to ensure development of a plan consistent with the City's General Plan. The final plan and any subsequent amendments thereto shall be subject to a public hearing conducted by the City Planning Commission to ensure consistency between that plan and the City's General Plan.

c. The "Waterfront Land Use Plan" shall define land uses in terms of the following categories:

1. Maritime land uses;
2. Acceptable non-maritime land uses; and
3. Unacceptable non-maritime land uses.

Land uses included in these categories, which are not part of the initial ordinance, shall be added to Sections 3 through 5 of this ordinance as appropriate. No deletions from Sections 3 through 5 shall be allowed unless approved by the voters of San Francisco.

d. No City agency or officer may take, or permit to be taken, any action to permit the new development of any non-maritime land use (except those land uses set forth in Section 4 below) on the waterfront until the "Waterfront Land Use Plan" has been completed. Non-maritime land uses existing, or that have all their necessary permits, as of January 1, 1990, shall be exempt from this limitation.

e. The "Waterfront Land Use Plan" shall be reviewed by the agency that prepared it or by such other agency designated by the Board of Supervisors at a minimum of every five years, with a view toward making any necessary amendments consistent with this initiative.

f. The "Waterfront Land Use Plan" shall be prepared with the maximum feasible public input.

SECTION 3 – MARITIME LAND USES

Maritime Land Uses include but are not limited to:

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

SECTION 4 – ACCEPTABLE NON-MARITIME LAND USES

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

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

SECTION 5 – UNACCEPTABLE NON-MARITIME LAND USES

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

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

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

b. Prohibition of Unacceptable Non-maritime Land Uses

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

c. Listing of Unacceptable Non-maritime Land Uses

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

1. Hotels:

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

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

d. Grandfathering of Existing Unacceptable Non-maritime Land Uses

This initiative shall not permit any unacceptable non-maritime land uses existing as of January 1, 1990, from continuing in operation or expanding on its existing site in a manner consistent with all other applicable laws and regulations. At such time as a new land use plan is proposed for the site of a business existing as of January 1, 1990, that new land use must meet the conditions set forth in this ordinance.

SECTION 6 – DEFINITIONS

a. "City agency or officer" means the Board of Supervisors, and all other city commissions, boards, officers, employees, departments, or entities whose exercise of powers can be affected by initiative.

b. "Action" includes, but is not limited to:

1. Amendments to the Planning Code, and General Plan;
2. Issuance of permits or entitlement for use by any City agency or officers;
3. Approval, modification or reversal of decisions or actions by subordinate City agencies or officers;
4. Approval of sales or leases pursuant to Sections 7.402 and 7.402-1 of the Charter of the City and County of San Francisco;
5. Approval of or amendments to Redevelopment Plans; and
6. Any other actions, including but not limited to projects as defined in Public Resources Code Section 21065.

c. "Waterfront" means land transferred to the City and County of San Francisco pursuant to Chapter 1333 of the Statutes of 1968, as well as any other property, which is owned by or under the control of the Port Commission of San Francisco and which is also in any of the following areas:

   1. Piers;
   2. The shoreline band as defined in Government Code Section 66610(b), between the Golden Gate National Recreation Area and the intersection of The Embarcadero and Berry Street, except for the area south of Jefferson Street between Hyde Street and Powell Street;
   3. The shoreline band as defined in Government Code Section 66610(b),in the area bounded by San Francisco Bay, Berry, Third, and Evans Street, Hunter's Point Boulevard, and a straight line from the intersection of Hunter's Point Boulevard and Innis Avenue to the intersection of Carroll Avenue and Fitch Street; and
   4. The area south of Pier 98 in which all new development is subject to the Shoreline Guidelines, as show on Map 8 (Eastern Shoreline Plan) of the Recreation and Open Space Element of the San Francisco General Plan, in effect as of January 1, 1990.

d. "San Francisco Bay" means the area defined in Government Code Section 66610(a) which is in the City and County of San Francisco, except for areas west of Third Street.

e. All references to public roads are to their alignments as of January 1, 1990.

f. "Hotel" means any use falling within the definition in Section 314.1(g) of the San Francisco Planning Code in effect as of January 1, 1990; any waterside hotel having docks to accommodate persons traveling by boat; or any facilities for providing temporary or transient occupancy. This shall not include boat berths that are provided for temporary moorage of boats.

SECTION 7 – IMPLEMENTATION

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

a. Amend its General Plan, Planning Code, and other relevant plans and codes in a manner consistent with this ordinance;

b. Request and apply for conforming amendments to all applicable state and regional plans and regulations; and

c. Begin preparation of the "Waterfront Land Use Plan" required under Section 2 of this ordinance.

SECTION 8 – SEVERABILITY

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

SECTION 9 – AMENDMENT AND REPEAL

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

SECTION 10 – CHAPTERING OF THIS ORDINANCE

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

Guidelines for Public Access and Port Maritime Operations and Berthing

Port Maritime Operations and Berthing are organized into three categories relative to Public Access:

1. Compatible
2. May Be Compatible
3. Not Compatible

1. Maritime Operations and Berthing That Are Compatible with Public Access

Maritime Operation	Operational and Security Issues	Public Access Guidelines
Historic ships with public tours • Excursion boat passenger operations • Ferry (large and small vessel) passenger operations • Recreational boat and fishing marinas (secure docks, otherwise open to public) • Ceremonial or military vessels with public tours • Guest dock berthing These are the Port's most public-facing maritime operations, not only drawing visitors to the shoreline but out onto the waters of the Bay.	Operations: Public access areas adjacent to these maritime operations are active and often provide spectacular Bay views. Public access must be managed to accommodate queuing areas for passenger access to and from vessels at certain times of the day. Occasional closure of public access is needed to allow vehicle resupply and emergency repairs, to vessels in berth. Safety: Operations are consistent with placement of public safety railing around the edge of the wharf or pier. Security: Public access is facilitated by securing the vessels to floats with Americans with Disabilities Act (ADA)-compliant gangways leading to the pier or wharf edge, at which a gate provides further security. These features are necessary to meet federal homeland security regulations.	Where maritime operations may be feasibly shared with public access on a pier apron or wharf, provide required operational features necessary for a functional maritime operation, which may include: • Railing or other measures to protect public safety • Queuing and ticketing areas within the public access area that allow adequate pedestrian circulation and may also facilitate use and enjoyment of the Bay while passengers are waiting for excursions, ferries, or other activities • Floats, ramps, and other security features that enable separation between the public (on the apron) and the vessel for vessel security and to accommodate ADA- compliant gangways. Where possible, minimize the security footprint on the public access areas. For example, locate fences and gates at the outboard side of the gangways. • Vehicle access adjacent to the berth for pier repairs, vessel provisioning, and maintenance

2. Maritime Operations and Berthing That May Be Compatible with Public Access, with Conditions

Maritime Operation	Operational and Security Issues	Public Access Guidelines
• Temporary layberths for visiting Vessels The Port receives a wide variety of visiting ships including ceremonial and historic ships, military and research vessels, local vessels that require temporary layover, and seasonal fish processing uses that might be accompanied by forklifts and fish pumps delivered alongside the vessel on a short-term basis. The duration of layberthing varies widely, from a few days to a few months, and may require temporary closure of pier aprons. Public access can be provided when there are no vessels at berth, and for visiting vessels that offer public tours.	Operations: Public access can be provided when there are no vessels at berth, and for visiting vessels that offer public tours. Temporary layberthing routinely includes use of the pier apron for placement and loading of vessel stores and equipment and for utility connections. These uses may require temporary closure of the apron to public access. Safety: Berth operations between vessel, pier apron, and shed preclude placement of public safety railings at the edge of piers. Security: Federal homeland security and U.S. Coast Guard regulations may impose vessel and berth security requirements that preclude public access to protect vessel and public safety. When there is no vessel at berth, or if a particular vessel is not operationally constrained, the pier apron or wharf could be accessible to the public.	Promote shared public access on pier aprons where it is safe and compatible with maritime berthing, particularly in the Embarcadero Historic District. Apply the following criteria to determine public access improvements that are compatible and economically feasible: • Allow physical public access along pier aprons that can be designed to protect public safety and the safety and security of vessel and support functions served by the maritime berth • Allow temporary closure of public access on pier aprons to comply with vessel security requirements, or temporary use of the pier apron for equipment or loading, including vehicle access for vessel resupply, personnel changes, and pier and vessel maintenance • Allow pier aprons and edges to be managed by Port or maritime operators to support both public access and passenger queuing and loading of excursion or ferry vessels • Provide signage or interpretive information to describe temporary closures and maritime activity • Allow fence, gate, and temporary barricades to secure the vessel and protect public safety

3. Maritime Operations and Berthing That Are Not Compatible with Public Access

Maritime Operation	Operational and Security Issues	Public Access Guidelines
Cargo and ship repair • Harbor services • Ferry and excursion home-port layberthing and maintenance • Fish processing • Cruise terminal	Operations: Routine use of heavy equipment or machinery (e.g., cranes, gangways, power equipment), frequent loading and vehicle access, and worker safety requirements preclude safe and reliable public access. Security: Federal homeland security and U.S. Coast Guard regulations impose vessel and berth security requirements that preclude public access for these maritime operations to protect vessel and public safety.	Recognize that maritime operations maintain an authentic working waterfront, a purpose that may be of interest to the public, even if not compatible with public access. If available, identify views of maritime operations from vantage points that are readily accessible and can be improved with interpretive signage, benches, and amenities to provide the public with views and education about maritime uses at the Port.

APPENDIX C

Embarcadero Historic District Public Trust Objectives and Pier Rehabilitation Scenarios

There are multiple public trust objectives for Embarcadero Historic District piers and bulkhead structures, which are described in the column headings of this matrix. Within each trust objective category, the matrix describes characteristics that are most desirable for the trust in that category, scaling down to those that are least desirable. Depending on mix of uses, level of repair, capital investment and revenue generation, projects provide different combinations of public trust benefits. This matrix provides a framework of definitions and standards to improve understanding and predictability in achieving public trust benefit objectives.

	Historic Preservation of the Trust Asset (comply with Secretary Stds.)	Seismic/Life Safety Improvements to the Trust Asset	Exterior Public Access and/or Maritime Improvements	Facility Capital Repairs and Improvements	Revenue Generation	Interior Uses Serving Trust Purposes (use types)	Interior Uses Serving Trust Purposes – (amount of area occupied)	Lease Term / Flexibility that allows facility to accommodate changing uses
Most Desirable for Trust	Full historic rehabilitation to Sec. Int. Standards	Full substructure and superstructure repair and seismic upgrade	Full repair and improvement of apron for public access and/or maritime use	High capital investment	High revenue generation	Traditional trust uses: maritime office, visitor serving, retail/ restaurant, water-related recreation, public access	Entire bulkhead building and pier shed	No lease – allows most flexibility to respond to trust use needs and market demand
	Partial historic rehabilitation (bulkhead only; or bulkhead + partial shed)	Superstructure repair, but no or partial substructure repair; partial seismic upgrade (e.g. seismic joint between bulkhead and shed)	Repair and improvement substantial portion of apron for public access and/or maritime use	Medium capital investment	Medium revenue generation	Public attraction uses: museum/ gallery, general indoor recreation, entertainment, specialty (local/ maker) retail/ manufacture	Entire ground floor of bulkhead building; portions of shed and/or upper floor bulkhead	Short term lease (1-10 yrs)
	No rehabilitation, but tenant improvements, maintenance of some/all buildings	No major repairs or seismic upgrades, but tenant improvements, maintenance of some/all buildings.	Limited public access/maritime use, as can be supported by existing condition of apron with minor repairs	Limited capital investment	Low revenue generation	General retail, institutional uses, government uses	Portion of ground floor of bulkhead.	Medium term lease (between 10 and 50 yrs)
Least Desirable for Trust	Vacant, deterioration	Vacant, deterioration	No public access/maritime use of apron	No capital investment	No revenue generation	Private Uses (general office; R&D)	None	Long term lease (50-66 yrs) – least flexibility to meet evolving trust needs and market opportunities

The levels at which trust objectives in each category are achieved determines the amount of capital investment required in a facility, and the amount of rental revenue sufficient to finance capital improvements and generate revenue for the Port.

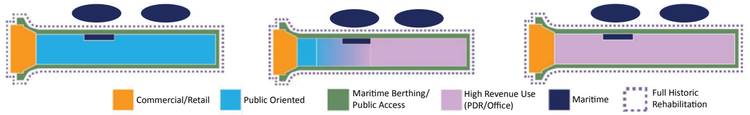
Port projects vary widely in the mix of uses and degree of facility improvement. While short-term leases are considered desirable because they afford the most flexibility to respond quickly to Port needs, long-term leases that enable a project to finance major capital investments and provide a mix of traditional trust uses, public-oriented, commercial or PDR uses also are desirable and provide high trust value.

FULL PIER REHABILITATION

The Port analyzed the financial feasibility of historic pier rehabilitation and found that long-term (50- to 60-year) leases may feasibly achieve significant public trust objectives including full seismic and structural rehabilitation of the historic pier; pier apron repairs for maritime berthing operations and/or additional public access; and public/visitor serving uses (e.g. restaurant, commercial recreation, visitor retail) at ground floor of bulkhead buildings. The extraordinary cost of such rehabilitation dictate the need for high revenue generating uses (e.g. PDR/office) in the pier shed. Depending on project details, limited areas within a pier shed may support additional public oriented uses while remaining financially viable. Development partners with established fundraising capability and/or other access to outside sources of funds can underwrite the cost to avail a substantial area for public-oriented uses in pier sheds, as was achieved in the Pier 15 Exploratorium project. (See Section 2B Embarcadero Historic District discussion, as well as Policies 23–33.)

Waterfront Plan Land Use Subcomittee

Analysis of **Full Pier Rehabilitation Options - Embarcadero Historic District Piers** - April 12, 2017



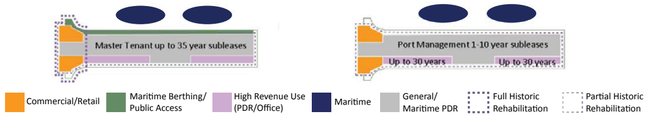
Full Pier Rehabilitation

Scenario 1: Maximum public oriented interior uses and maximum historic rehabilitation/repair	**Scenario 2:** Minimum Port rent with maximum public oriented interior uses and maximum historic rehabilitation/repair	**Scenario 3:** Maximum high-revenue interior uses and maximum historic rehabilitation/repair
Estimated Cost: $90 million–$135 million	**Estimated Cost:** $90 million–$135 million	**Estimated Cost:** $100 million–$150 million
Occupancy ●●●●	**Occupancy** ●●●●	**Occupancy** ●●●●
Trust Characteristic: Bulkhead commercial/retail Apron repair for berths/public access Complete Historic Rehabilitation Full Sub/super-structure repair Maritime berthing and operations *Maximum public/low-revenue use in shed*	**Trust Characteristic:** Bulkhead commercial/retail Apron repair for berths/public access Complete Historic Rehabilitation Full Sub/super-structure repair Maritime berthing and operations *Maximum public/low-revenue use in shed (est. 15%–55% depending on revenue capability)*	**Trust Characteristic:** Bulkhead commercial/retail Apron repair for berths/public access Complete Historic Rehabilitation Full Sub/super-structure repair Maritime berthing and operations *Maximum revenue generation use in shed; varies depending on pier condition*
Historic Preservation ●●●●	Historic Preservation ●●●●	Historic Preservation ●●●●
Seismic Repair ●●●●	Seismic Repair ●●●●	Seismic Repair ●●●●
Maritime Berthing/Public Access ●●●●	Maritime Berthing/Public Access ●●●●	Maritime Berthing/Public Access ●●●●
Interior Trust Uses ●●●●	Interior Trust Uses ●●	Interior Trust Uses ●
Lease Term ●	Lease Term ●	Lease Term ●
Post Revenue* N/A: $30 million–$60 million subsidy required	Post Revenue* Minimum Rent $100/ year ●	Post Revenue* Range: $350,000–$2 million/year ●●

** Net of Rent Credits*

Waterfront Plan Land Use Subcomittee

Analysis of **Partial Pier Rehabilitation Options - Embarcadero Historic District Piers** - April 28, 2017.



Partial Pier Rehabilitation

Scenario 1: Moderate historic rehabilitation and tenant investment	**Scenario 2:** Limited historic rehabilitation and tenant investment
• Master tenant/developer for entire pier undertakes seismic repair/ historic restoration of Bulkhead building • Master tenant responsible for pier maintenance • Predominantly low-revenue PDR (e.g. maritime/non-maritime ware-house) in shed, per occupancy limitations • Subtenant lease term may align with master tenant's, or shorter-term, depending upon improvements undertaken by subtenant	• Port undertakes limited structural repairs (e.g. roof repair, primary utilities) • Port responsible for pier maintenance • Predominantly low-revenue PDR (e.g., maritime/non-maritime warehouse) in shed, per occupancy limitations • Low-revenue PDR (lease terms MTM – 10 years) • High-revenue PDR for intermediate lease terms, depending upon improvements undertaken
Estimated Cost: $25 million–$30 million	**Estimated Cost:** $5 million–$15 million
Occupancy ●●	**Occupancy** ●
Trust Characteristic: Bulkhead commercial/retail Limited apron repair/retail Repairs (arrest deterioration) and bulkhead rehabilitation Bulkhead sub-structure repair, limited superstructure repair Maritime/non-maritime warehouse and PDR uses (keep shed occupied)	**Trust Characteristic:** Bulkhead commercial/retail No apron repair/retail Repairs (arrest deterioration) Limited superstructure repair Maritime/non-maritime warehouse and PDR uses (keep shed occupied)
Historic Preservation ●●●	Historic Preservation ●●
Seismic Repair *●●●	Seismic Repair *●
Maritime Berthing/Public Access ●●●	Maritime Berthing/Public Access ●●
Interior Trust Uses ●●	Interior Trust Uses ●●
Lease Term Up to 35 years	Lease Term 0–10 years Up to 30 years, limited to 20,000–40,000 square feet
Post Revenue ●	Post Revenue ●●

** Net of Rent Credits*

PARTIAL PIER REHABILITATION

Intermediate term (11- to 49-year) leases of historic piers will expand the tools available to the Port to steward the Embarcadero Historic District, inviting incremental investment for historic pier improvements and other trust objectives, and will be a complement to existing long-term and short-term leases. Intermediate-term leases require some high-revenue generating uses (e.g. PDR/office) to support greater tenant investment in structural repairs by varying degrees: from enhanced utility/structural improvements and tenant-maintenance in a discrete portion of a pier, to partial seismic rehabilitation of the bulkhead and/or pier aprons, depending on the scope of lease and total investment. Intermediate leasing will further trust purposes by facilitating visitor-serving uses in the bulkhead ground floor, inviting access to the pier from The Embarcadero, and maintaining flexible warehouse space in the pier shed for maritime operations use, as needed. Over time, as sea level rise continues, intermediate term leases may become an increasingly important pier retention strategy. (See Section 2B Embarcadero Historic District discussion, and Policies 23–33.)

APPENDIX

D

Glossary of Public Agencies

CITY AND COUNTY OF SAN FRANCISCO AGENCIES AND DEPARTMENTS

Human Rights Commission (HRC). HRC advocates for human and civil rights, investigates and mediates discrimination complaints, resolves community disputes and issues involving individual or systemic illegal discrimination, and provides technical assistance, information, and referrals to individuals, community groups, businesses, and government agencies related to human rights and social services. https://sf-hrc.org/

Neighborhood Empowerment Network (NEN). NEN is a cohort of government, non-profit, academic, faith-based, private-sector, philanthropic, and civic agencies and institutions. The NEN's mission is to leverage the expertise, resources, and programs of its member organizations to create and deploy tools and resources that empower communities to achieve their self-identified resilience goals. http://www.empowersf.org/aboutus/

Office of Community Investment and Infrastructure (OCII). OCII is a state-authorized local entity serving as the successor to the former San Francisco Redevelopment Agency. OCII has long-term major development projects approved by the State and requiring the exercise of broad redevelopment authority, including tax increment financing, affordable housing production, and project-specific design and land use approvals. https://sfocii.org/

Office of Economic and Workforce Development (OEWD). OEWD supports San Francisco's ongoing economic vitality by strengthening its neighborhoods, businesses, commercial corridors, and workforce. OEWD provides city-wide leadership for workforce development, business attraction and retention, neighborhood commercial revitalization, international business and development planning. https://oewd.org/

Office of Resilience and Capital Planning (ORCP). Part of the Office of the City Administrator, the ORCP oversees policies, interagency initiatives, and financial strategies that support the integrity and resilience of the City's infrastructure and the people who rely on it. http://onesanfrancisco.org/

San Francisco Board of Supervisors. The Board of Supervisors is the legislative branch of the City and County of San Francisco. The Board responds to the needs of the people of the City and County of San Francisco, establishes city policies, and adopts ordinances and resolutions. https://sfbos.org/

San Francisco Contract Monitoring Division (CMD). The CMD implements and enforces the Chapter 12B Equal Benefits Ordinance and the Chapter 14B Local Business Enterprise Ordinance adopted by the Mayor and the Board of Supervisors to protect the public interest in equality throughout the City & County of San Francisco's governmental contracting process. https://sfgov.org/cmd/

San Francisco County Transportation Authority (SFCTA). SFCTA plans, funds, and delivers transportation projects to improve travel choices throughout San Francisco. The agency is governed by a board consisting of the 11 members of the San Francisco Board of Supervisors, sitting as Transportation Authority board members. https://www.sfcta.org/

San Francisco Department of Emergency Management (DEM). DEM leads the City in planning, preparedness, communication, response, and recovery for daily emergencies, large scale citywide events, and major disasters. DEM is the vital link in emergency communication between the public and first responders, and provides key coordination and leadership to City departments, stakeholders, residents, and visitors. https://sfdem.org/

San Francisco Department of the Environment. The San Francisco Department of the Environment provides solutions that advance climate protection and enhance quality of life for all San Franciscans. https://sfenvironment.org/

San Francisco Department of Public Health (SFDPH). SFDPH protects and promotes the health of all San Francisco residents. https://www.sfdph.org/dph/default.asp

San Francisco Municipal Transportation Agency (SFMTA). SFMTA is responsible for the management of all ground transportation in the city. SFMTA has oversight over the Municipal Railway (Muni) public transit, as well as bicycling, paratransit, parking, traffic, walking, and taxis. https://www.sfmta.com/

San Francisco Office of Resilience and Recovery. See Office of Resilience and Capital Planning http://onesanfrancisco.org/

The San Francisco Planning Department (Planning Department). The planning department shapes the future of San Francisco and the region by generating a vision for the General Plan and in neighborhood plans, fosters design through planning controls, improves surroundings through environmental analysis, preserves heritage, encourages a broad range of housing and a diverse job base, and enforces the Planning Code. https://sfplanning.org

San Francisco Public Utilities Commission (SFPUC). SFPUC provides retail drinking water and wastewater services to San Francisco, wholesale water to three Bay Area counties, and green hydroelectric and solar power to its municipal departments. https://sfwater.org/

San Francisco Public Works (SFPW). SFPW is responsible for the care and maintenance of San Francisco's streets and infrastructure. https://www.sfpublicworks.org/

San Francisco Recreation and Parks Department. The San Francisco Recreation and Park Department provides enriching recreational activities, maintains parks, and preserves the environment for the well-being of the community. https://sfrecpark.org/

REGIONAL AGENCIES

Association of Bay Area Governments (ABAG). ABAG was created by local governments to meet their planning and research needs related to land use, environmental and water resource protection, disaster resilience, energy efficiency and hazardous waste mitigation. ABAG also provides financial services to local counties, cities, and towns. https://www.abag.ca.gov/

Bay Area Air Quality Management District (BAAQMD). BAAQMD regulates stationary sources of air pollution in nine counties that surround San Francisco Bay: Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, southwestern Solano, and southern Sonoma counties. http://www.baaqmd.gov/

Bay Area Rapid Transit (BART). BART is the rapid transit public transportation system serving the San Francisco Bay Area in California. The heavy rail elevated and subway system connects San Francisco and Oakland with urban and suburban areas in Alameda, Contra Costa, and San Mateo counties. https://www.bart.gov/

Bay Area Regional Collaborative (BARC). The BARC is a consortium of four member agencies working together to address issues of regional significance. Member agencies include the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD), the San Francisco Bay Conservation and Development Commission (BCDC), and the Metropolitan Transportation Commission (MTC). https://barc.ca.gov/

Golden Gate Bridge, Highway, and Transportation District. The Golden Gate Bridge, Highway, and Transportation District operates the Golden Gate Bridge, and two public transit systems: Golden Gate Transit buses and Golden Gate Ferry (GGF). GGF operates frequent ferry service between San Francisco and Larkspur in central Marin County, and between San Francisco and Sausalito and Tiburon in southern Marin County. http://goldengate.org/

Golden Gate Ferry (GGF). See Golden Gate Bridge, Highway and Transportation District.

Metropolitan Transportation Commission (MTC). The MTC is the transportation planning, financing, and coordinating agency for the nine-county San Francisco Bay Area. https://mtc.ca.gov/

San Francisco Bar Pilots. The Bar Pilots navigate commercial ships to and from the nine ports within San Francisco Bay and the Port of Monterey. These vessels include oil tankers, container ships and cruise ships. The Bar Pilots deliver passengers, agricultural products, manufactured goods, and hazardous materials throughout the Bay as far south as Redwood City, and as far inland as the Ports of Stockton and Sacramento. http://sfbarpilots.com/

San Francisco Bay Area Water Emergency Transportation Authority (WETA). WETA is a regional public transit agency tasked with operating and expanding ferry service on the San Francisco Bay and with coordinating the water transit response to regional emergencies. https://weta.sanfranciscobayferry.com/

San Francisco Bay Conservation and Development Commission (BCDC). BCDC is a state-created agency with authority to permit or deny any project in or over the San Francisco Bay or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. BCDC's responsibilities include protecting San Francisco Bay from excessive fill and preserving the Bay waterfront for Bay-oriented or water-dependent uses. http://www.bcdc.ca.gov/

San Francisco Bay Restoration Authority. The San Francisco Bay Restoration Authority is a regional agency with a governing board made up of local elected officials. Its purpose is to raise and allocate local resources for the restoration, enhancement, protection, and enjoyment of wetlands and wildlife habitat in San Francisco Bay and along its shoreline, and associated flood management and public access infrastructure. http://sfbayrestore.org/

STATE AGENCIES

California Air Resources Board (CARB). CARB is charged with protecting the public from the harmful effects of air pollution and developing programs and actions to fight climate change. https://ww2.arb.ca.gov/

California Department of Fish and Wildlife (CDFW). CDFW manages California's diverse fish, wildlife, and plant resources, and the habitats upon which they depend, for their ecological values and for their use and enjoyment by the public. https://www.wildlife.ca.gov/

California Department of Transportation (Caltrans). Caltrans manages the state's highway, freeway, and expressway system throughout the state. http://www.caltrans.ca.gov/

California Office of Historic Preservation (OHP). The OHP administers federally and state mandated historic preservation programs to further the identification, evaluation, registration, and protection of California's irreplaceable resources. http://ohp.parks.ca.gov

California State Coastal Conservancy (Coastal Conservancy). The Coastal Conservancy is a non-regulatory agency established in 1976 to protect and improve natural lands and waterways, to help people get to and enjoy the outdoors, and to sustain local economies along California's coast. http://scc.ca.gov/

California State Lands Commission. A state agency with jurisdiction over the lands granted in trust to the Port of San Francisco. Commission staff monitors Port activities and projects to ensure compliance with the Burton Act (legislation that transferred Port lands to the City) and the Public Trust Doctrine. https://www.slc.ca.gov/

California State Water Resources Control Board (SWRCB). SWRCB is one of six branches of the California Environmental Protection Agency. The Board's mission is to preserve, enhance, and restore the quality of California's water resources and drinking water for the protection of the environment, public health, and all beneficial uses, and to ensure proper water resource allocation and efficient use, for the benefit of present and future generations. https://www.waterboards.ca.gov/

Office of Planning and Research (OPR). OPR serves the Governor and his Cabinet as staff for long-range planning and research and constitutes the comprehensive state planning agency. (Government Code §65040). http://opr.ca.gov/

Peninsula Corridor Joint Powers Board (JPB). JPB, which owns and operates Caltrain, consists of representatives from San Francisco, San Mateo, and Santa Clara counties. http://www.caltrain.com/

Regional Water Board. Regional Water Boards have regulatory responsibility for protecting the water quality of nearly 1.6 million acres of lakes, 1.3 million acres of bays and estuaries, 211,000 miles of rivers and streams, and about 1,100 miles of California coastline. https://www.waterboards.ca.gov/

FEDERAL AGENCIES

Coast Guard (USCG). The Coast Guard is the principal Federal agency responsible for maritime safety, security, and environmental stewardship in U.S. ports and waterways. In this capacity, the Coast Guard protects and defends more than 100,000 miles of U.S. coastline and inland waterways, and safeguards an Exclusive Economic Zone encompassing 4.5 million square miles stretching from north of the Arctic Circle to south of the equator, from Puerto Rico to Guam, encompassing nine time zones. https://www.work.uscg.mil/

Environmental Protection Agency (EPA). EPA conducts a variety of federal research, monitoring, standard-setting, and enforcement activities to ensure environmental protection. https://www.epa.gov/

Federal Emergency Management Agency (FEMA). FEMA is an agency of the United States Department of Homeland Security. The agency's primary purpose is to coordinate the response to a disaster that has occurred in the United States and that overwhelms the resources of local and state authorities. https://www.fema.gov/

National Park Service (NPS). NPS preserves the natural and cultural resources and values of the National Park System and cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation. https://www.nps.gov/state/ca/index.htm

United States Army Corps of Engineers (USACE). USACE delivers vital public and military engineering services, strengthens national security, energizes the economy, and reduces risks from disasters. https://www.usace.army.mil/

APPENDIX
E

Glossary of Terms

0-80-100-Roots Policy. 0-80-100-Roots is San Francisco's climate action framework to help the City meet the challenge of climate change through innovative policies, programs, and partnerships. The title 0-80-100-Roots refers to goals of zero waste, 80% sustainable trips, 100% renewable energy, and the protection and enhancement of urban gardens and green spaces, respectively.

Adapting to Rising Tides Program (ART). Program developed by the San Francisco Bay Conservation and Development Commission (BCDC) and the National Oceanic and Atmospheric Administration's Office for Coastal Management (NOAA OCM) which provides staff support, guidance, tools, and information to help agencies and organizations understand, communicate, and begin to resolve complex climate change issues.

Academic Organizations. Facilities for academic, professional, cultural, industrial, and fine arts education and other learning including facilities for classes, programs, public events, and gatherings.

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

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

Assembly and Entertainment. Facilities for entertainment and attractions including but not limited to band shells, auditoriums, theaters (cinemas and live performances), night clubs, amusement parks, conference, convention and event facilities, exhibition halls, public markets, and children's entertainment.

Bay-Oriented Commercial Recreation and Public Assembly Uses. Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (San Francisco Bay Plan, p. 36)

Berth. Piers and wharfs throughout the Port's waterfront are actively utilized for berthing waterborne vessels, and most are actively used for such purposes as so indicated on the Draft Waterfront Plan maps. Some berths are currently vacant; however, vessel activity changes are common. Therefore, the maps are only accurate for a point in time.

Better Streets Plan. Plan for a unified set of standards, guidelines, and implementation strategies to govern how San Francisco designs, builds, and maintains its pedestrian environment to balance the needs of all street users, with a particular focus on the pedestrian environment and how streets can be used as public space.

Blue Greenway. The Blue Greenway is a San Francisco multi-agency project to create an interconnected system of trails, parks, and water recreation facilities on San Francisco's southeast waterfront, from China Basin Channel to the southern boundary of San Francisco.

Break-Bulk. Freight that generally is made up of similar size pieces that is loaded into or unloaded from a ship's hold in small bulk quantities, usually loosely, on a pallet or in a cargo net. Break-bulk was the traditional method of cargo handling along the Port's finger piers before innovations in container cargo shipping.

Bulkhead Buildings. Structures, generally built on top of the seawall and spanning the width of the pier, that are the entrances to piers.

Burton Act. State legislation that sets the terms and conditions for the transfer of Port property to the jurisdiction of the City and County of San Francisco, subject to control and management by a local Port Commission. (California Statutes, Chapter 1333, 1968.)

Carbon Footprint. The total emissions caused by an individual, event, organization, or product, expressed as carbon dioxide equivalent.

Carbon Sequestration. The process of capturing and storing atmospheric carbon dioxide.

Cargo Shipping. Primary, support and ancillary facilities for waterborne transport of cargo shipped in container boxes or in bulk (dry bulk, liquid bulk, break-bulk, neo-bulk) including but not limited to shipping terminals and berths, cargo handling, storage and warehousing, equipment storage and repair facilities, cargo sourcing, container freight stations, freight rail and truck access, ship servicing, administrative functions, and employee support services, (e.g., training facilities, parking).

Chandlery. Warehouse for dealers in supplies and equipment for ships and boats.

Climate Action Strategy. San Francisco's strategy to achieve zero waste, reduce the percentage of trips taken in personal vehicles, and to source all residential and 80% of commercial electricity from renewable sources.

Climate Change. Climate change refers to a broad range of global phenomena resulting predominantly from accumulation of heat-trapping gases in the Earth's atmosphere. These heat-trapping or "greenhouse" gasses are produced largely by burning fossil fuels. These phenomena include the increased temperature trends described as global warming, but also encompass changes such as sea level rise and increased frequency of severe weather events.

Community Facilities. Public safety and community service facilities, including but not limited to fire and police stations, postal services, child and day care services, health care, libraries, community meeting rooms, and medical emergency helipad.

Complete Streets. A transportation and design approach that ensures people of all ages and abilities can get around San Francisco. Complete streets efforts focus on making sure streets are designed for everyone who is using them: people walking, biking, taking transit, driving, and other modes, including those with disabilities.

Connector Buildings. Structures, generally built on top of the seawall north of China Basin Channel, most of which extend between bulkhead buildings.

Container Cargo. Cargo that is transported in standard sized boxes.

Containment Boom. A temporary floating barrier used to contain floating material. Booms may be used to contain floating debris, such as wood or sawdust, so that it can be collected and properly disposed. In the event of an oil spill, booms are used to capture and accumulate floating oil within the boomed area, reducing potential for dispersion and facilitating recovery.

Cruise Shipping. Facilities include passenger ship terminals and berths, cargo warehouses, equipment storage, repair facilities, administrative functions, and employee support services (e.g., training facilities and visitor parking).

Dry Bulk. Dry loose freight, such as grain, aggregate and various ores, which is loaded or unloaded via conveyor belts, spouts, or scoops.

Embarcadero Historic District. The Port of San Francisco Embarcadero Historic District consists of piers and remnants of piers, a bulkhead wharf, a seawall, the Ferry Building, the Agriculture Building, and a collection of smaller buildings. These resources are located along a 3-mile stretch of San Francisco's waterfront, from Pier 45 in Fisherman's Wharf to Pier 48 south of China Basin Channel.

Embarcadero Seawall. The Embarcadero Seawall is the foundation of over 3 miles of San Francisco's waterfront from Fisherman's Wharf to Mission Creek. The Seawall supports key utility and transportation infrastructure including critical regional and city land and water transportation networks.

Equity. The San Francisco Human Rights Commission defines equity as "full and equal access to opportunities, power and resources, whereby all people may prosper regardless of demographics."

Ferry & Excursion Boats and Water Taxis. Primary, support and ancillary facilities for waterborne transportation (e.g., commuter ferries, waterborne taxis, hovercrafts) or short-term excursions (e.g., charter boats, mini-cruises, sightseeing, gaming, dining and entertainment on the water) including but not limited to passenger terminals and berthing areas, storage, employee or passenger parking, administrative functions, ship servicing areas, layover berths, fueling stations and other boat or passenger services.

Fill. As defined in the McAteer-Petris Act, which created the San Francisco Bay Conservation and Development Commission (BCDC), fill means "earth or any other substance or material including pilings or structures placed on pilings, and structures floating at some or all times and moored for extended periods, such as houseboats and floating docks."

Fill Credit. A proposed concept whereby existing fill could be removed and relocated to another site.

Fishing Industry. Primary, support and ancillary facilities for commercial or sport fishing operations including but not limited to fishing boat berths and harbors, fish processing, handling (e.g., cleaning and packing) and distribution facilities, support services (e.g., fuel docks, Fisherman's Wharf Chapel, fishing research and education facilities), storage, maintenance and administrative functions, and employee services (e.g., training facilities and parking).

General Industry. Facilities for enclosed and open air industrial activities, including but not limited to recycling operations, automobile repair and related services, bio-remediation, sand and gravel operations, transmission facilities, and manufacturing operations.

General Office. Includes but is not limited to administrative, management, executive, business service, research and development, and professional services for small and large companies.

Harbor Fund. When the State of California transferred Port lands to the City and County of San Francisco pursuant to the Burton Act in 1969, the Port Commission assumed fiduciary responsibility for overseeing the "Harbor Fund," which is comprised of revenues generated by the Port that can be used only for Port operations, maintenance, and capital improvements. As an enterprise agency of the City, the Port supports itself from revenue it earns on Port property and does not receive operating subsidies from the State of California or the City. The Port's ability to fund maritime operations and public access, maintain Port property, preserve historic resources, and provide other waterfront public benefits depends primarily on its ability to generate revenues from Port assets.

Harbor Services. Includes tug boats, pilot boats, bar pilots, water taxis, and barges that operate on the Port's waterfront and are needed to support maritime vessels and industries. Other functions and ancillary facilities include ship chandlers, maintenance functions, storage and warehouse facilities, Foreign Trade Zone, Port maintenance, and associated parking.

Historic Ships. Primary, support and ancillary facilities for display of historic vessels including but not limited to berthing areas, museum/exhibit and administrative space, storage maintenance and workshop space, and employee and visitor parking.

Horizontal Levee. A horizontal levee consists of a hardened structure (levee) setback from the coastline with a wide expanse of natural habitat—often a coastal marsh—between the water and the levee. By protecting the coastal habitats and moving the hardened structure back away from the coast, the marshes provide a natural buffering capacity to reduce the impacts of coastal flooding, storm surge, and wave action.

Hotel. Facilities for overnight lodging, including hotels, boatels, and bed and breakfasts (except for overnight lodging on ships, which is consistent with a primary water-dependent use [e.g., temporary or ceremonial berthing, recreational berthing, historic ships, etc.]).

Last-Mile (Connection). The "last-mile" or "first- and last-mile" connection describes the gap from public transit to destination at the beginning or end of an individual trip made primarily by public transportation.

Leadership in Energy and Environmental Design (LEED). LEED is a widely used green building rating system for sustainable building, community, and home project types. LEED provides a framework to create healthy, highly efficient and cost-saving green buildings.

Layberthing. See Temporary Berthing

Living Shorelines. An approach to shoreline stabilization that uses natural materials such as plants, stone, sand, or wood. Living shorelines often rely on native vegetation, alone or in combination with stone sills, groynes, or breakwaters to stabilize the shoreline while maintaining or improving habitat and the important ecological functions performed by natural shorelines. Living shorelines provide numerous benefits including remediating nutrient pollution, providing habitat for fish and invertebrates, and buffering shorelines from waves and storms.

Liquid Bulk. Liquid freight, such as petroleum or vegetable oil, that is shipped in tankers rather than in drums or other small, individual units.

Maritime. A general term used to describe industrial and commercial recreation business activities related to waterborne commerce, navigation, and recreation, including but not limited to cargo shipping, ship repair, ferries and excursion boats, cruises, historic ships, fishing industry, berthing.

Maritime Office. Administrative and business functions for any maritime industry, including but not limited to import/export businesses and legal and professional services.

Maritime Security (MARSEC). The Coast Guard employs a three-tiered system of MARSEC Levels designed to easily communicate to the Coast Guard and its maritime industry partners pre-planned scalable responses for credible threats. MARSEC Levels are set to reflect the prevailing threat environment to the marine elements of the national transportation system, including ports, vessels, facilities, and critical assets and infrastructure located on or adjacent to waters subject to the jurisdiction of the United States.

Maritime Support Service. Ancillary functions needed to support maritime activities including but not limited to tug and tow operations, bar pilots, ship chandlers, associated parking and maintenance, equipment storage, repair and warehouse facilities, environmental services, Foreign Trade Zone, and Port maintenance.

McAteer-Petris Act. An Act passed by the State Legislature in 1969, which created the San Francisco Bay Conservation and Development Commission (BCDC).

Museums and Cultural Uses. Includes but is not limited to facilities for exhibits on San Francisco history, maritime history, ongoing exhibitions, cultural and exhibit space, etc.

National Register of Historic Places. The National Register of Historic Places is the official list of the United States' historic buildings, districts, sites, structures, and objects worthy of preservation. The National Register recognizes more than 90,000 properties for their significance in American history, architecture, art, archeology, engineering, and culture.

Native Plants. Plants native to the San Francisco Bay Area, preferably native to San Francisco.

Neo-bulk. Freight such as autos, steel products, and newsprint paper rolls that is shipped in large bulk quantities.

Non-Accessory Parking. Parking open to general public use that is not specifically to serve existing Port activities or required for new development.

Non-Water Dependent Activities. Activities and land uses that do not require access to the water in order to function.

Open Space. Includes but is not limited to parks, wildlife habitat, wetlands, large plazas, tot lots, fishing piers, public access areas, and related public amenities.

Parking. Includes but is not limited to surface parking lots or above or below grade garages. (See also Accessory Parking and Non-Accessory Parking.)

Passenger Cruise Ships. Primary, support and ancillary facilities for large, generally international passenger cruise vessels with sleeping accommodations typically for over 250 passengers (e.g., ships providing long-distance vacations and recreation voyages, which may include gaming, dining, and entertainment on board), including but not limited to passenger terminals and berthing areas, waiting and customs areas, publicly accessible bon voyage and greeting areas, and passenger-serving retail, entertainment and commercial services, ship servicing areas, bus, taxi, and visitor pick-up/drop-off and parking areas.

Piers. Pile-supported structures over water, which generally have more regulatory restrictions imposed on their use than other Port facilities. The fact that a Port facility is, or is not, commonly referred to as a "pier," does not necessarily mean it is in fact a pier. The actual construction characteristics, as opposed to the common names of facilities, is the determining factor.

Port Advisory Committees (PACs). Committees created by the Port with members representing neighborhoods, tenants, maritime, historic preservation, business, open space, environmental, and other waterfront stakeholder perspectives to foster ongoing communication and exchange with the various neighboring communities along the Port's waterfront: Fisherman's Wharf, Northeast Waterfront/Ferry Building, South Beach/Central Waterfront, and Southern Waterfront. In addition, the Port has created advisory committees that focus on specific topics and projects, including the Maritime Commerce and the Waterfront Plan Working Group.

Piers 80–96 Maritime Eco-Industrial Center. Piers 80–96 Maritime Eco-Industrial Center (Maritime Eco-Industrial Center) is located on piers and upland properties within the Port's Southern Waterfront area. It is generally bounded by 25th Street on the north, Illinois Street on the west and Cargo Way on the south. The Port defines the Maritime Eco-Industrial Center as an area that co-locates maritime industrial uses to enable product exchange, optimize use of resources, incorporate green design and green technologies on-site, and foster resource recovery and reuse to provide economic opportunities that employ local residents, minimize environmental impacts, and incorporate public open space for enjoyment and habitat.

Pop-Up. A temporary event or place that is established to create a sense of activity and community in an urban environment. A lower risk, lower cost way to experiment with different means of bringing unique retail and social experiences to streets or vacant spaces.

Port-Priority Use and Port-Priority Use Areas. The BCDC/MTC Seaport Plan designates areas that should be reserved for port priority uses, including marine terminals and directly related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repair, and support transportation uses including trucking and railroad yards, freight forwarders, government offices related to the port activity, chandlers, and marine services. Uses that are permitted within port-priority use areas may also include public access and public and commercial recreational development, provided they do not significantly impair the efficient utilization of the port area.

PortWalk. New public access walkways and amenities extending onto piers, where feasible, as major new mixed use pier developments occur that, together with public sidewalks and rights-of-way and pedestrian improvements under construction along The Embarcadero, will provide continuous pedestrian access through waterfront activity areas. PortWalk improvements will primarily be located north of China Basin, but also could be established south of China Basin where possible.

Power Plants. Facilities and utility installations to generate power, including but not limited to cogeneration power plants.

Production, Distribution, and Repair (PDR). A variety of industrial activities that promote and support functions, including but not limited to agriculture, light manufacturing and assembly, distribution, technology research and innovation, repair services, storage, and ancillary promotional displays and demonstrations.

Proposition H. A ballot measure adopted by San Francisco voters in November 1990 that imposed a moratorium on new "non-maritime" development pending completion of a land use plan for a portion of the waterfront property under the jurisdiction of the Port of San Francisco, and prohibited hotel developments or boatels on that property.

Public Access. Areas or features that are open to the public, often provided as part of new development, including but not limited to esplanades, promenades, boardwalks, pedestrian access to piers, small plazas, visual or informational displays, kiosks, signage, public fishing and viewing areas and related public amenities.

Public Realm. The Public Realm is the setting for civic life comprised of the streets and sidewalks, parks, open spaces, and the buildings that frame them.

Public Trust. Under the Public Trust Doctrine, title to tidelands and lands under navigable waters (as existed when California became a state) is held in trust by the State for the benefit of the people of California and must be used for purposes of commerce, navigation, and fishing as well as for environmental and recreational purposes. The Port of San Francisco is the trustee for Public Trust lands granted to the City by state legislation in 1968 (i.e., the Burton Act).

Recreational Boating and Water Use. Primary, support and ancillary facilities for recreational boating and other water sport enthusiasts (e.g., swimmers, kayakers, and windsurfers) including but not limited to sailing center for yachting events, swimming, rowing, and boating clubs, marinas, visiting boat docks and moorings, boat rental facilities, boat launches, fueling stations, repair and dry storage facilities, administrative functions, visitor, boat trailer and employee parking, public restrooms, and other public facilities.

Recreational Enterprises. Facilities for non-maritime recreation-oriented activities including but not limited to athletic fitness facilities, indoor and outdoor sports courts, jogging tracks, health and fitness centers and other non-maritime recreation amenities.

Residential. Includes but is not limited to multifamily unit developments, and, in the southern waterfront, an RV park.

Resilience. San Francisco's Office of Resilience and Capital Planning describes resilience as the capacity of individuals, communities, institutions, businesses, and systems within the city to survive, adapt, and grow, no matter what kind of chronic stresses and acute shocks they may experience. It is important to note that resilience is a concept that extends beyond preparation for discrete natural disasters and should be defined in connection to issues such as climate change, escalating urbanization, and other disruptions of daily life.

Retail. Retail sales of goods and services, including but not limited to restaurants and other eating and drinking establishments, shops, personal services, dry goods, public and other markets, retail outlets, gas stations, and carwashes.

San Francisco Bay Trail. The San Francisco Bay Trail is a planned 500-mile walking and cycling path around the entire San Francisco Bay running through all nine Bay Area counties, 47 cities, and across seven toll bridges. The Bay Trail will connect communities to parks, open spaces, schools, transit, and to each other.

San Francisco Bay Area Water Trail. The San Francisco Bay Area Water Trail is a state-established network of water recreation sites for non-motorized small boats such as kayaks, canoes, dragon boats, rowboats and stand-up paddle and wind surf boards ("human-powered boating") so recreational boaters can safely enjoy single- and multiple-day trips around San Francisco Bay.

San Francisco Department of Public Health Climate and Health Program. The Climate and Health Program resides in the SFDPH Office of Policy and Planning and works closely with the Public Health Preparedness and Response Branch (PHEPR) to address the public health impacts of climate change by developing vulnerability assessments, outreach and educational materials, adaptation plans, data tools and indicators, and trainings.

Sea Level Rise. An increase in the level of the world's oceans due to the effects of global warming.

Seawall. A wall or embankment to protect the shore from erosion or to act as a breakwater.

Seawall Lots (or "SWL"). Parcels of land owned by the Port that generally lie inland of the seawall that separates land from the Bay. North of China Basin, seawall lots usually are located across The Embarcadero from the water (or along Jefferson Street in Fisherman's Wharf or near King Street in South Beach). South of China Basin, seawall lots more often about the water, but they are not pile-supported structures like piers.

Ship Repair. Primary, support and ancillary facilities for repair, restoration, and maintenance of large and small vessels, including but not limited to drydock and berthing areas, warehouses, workshop and storage areas, administrative functions, and employee support services, (e.g., training facilities, parking).

Sports Facilities. Facilities that accommodate professional sports events such as basketball, baseball, hockey, and tennis, which also may be used for non-sport related performances and events, including but not limited to arenas and ballparks, with support and accessory activities such as food services, automobile, bus and taxi parking, pick-up and drop-off zones.

Storm Surge. An abnormal rise of water generated by a storm, over and above the predicted astronomical tides. Storm surge is produced by water being pushed toward the shore by the force of the winds moving cyclonically around the storm.

Stormwater Runoff. Stormwater runoff is rainfall that flows over the ground surface. It is created when rain falls on roads, driveways, parking lots, rooftops, and other paved or impervious surfaces that do not allow water to soak into the ground.

Temporary and Ceremonial Berthing. Primary, support and ancillary facilities for berthing of historic, military, or other visiting vessels on a temporary basis including but not limited to berthing and passenger greeting, bon voyage and waiting areas, bus, taxi and visitor pick-up/drop-off and parking areas.

Tidal Wetlands. Wetlands are areas where the land is covered by shallow water or the soil is saturated to the surface for at least 14 consecutive days during the growing season. The term wetland includes wet meadows, salt marshes, swamps, bogs, and a variety of other aquatic environments. Tidal wetlands are wetlands in which the water level fluctuates with the tide.

Transit First Policy. Policy adopted by the San Francisco Board of Supervisors that prioritizes movement of people and goods with a focus on transit, walking, and biking instead of private automobiles.

Transportation Demand Management (TDM). TDM involves the use of strategies to inform and encourage travelers to maximize the efficiency of a transportation system leading to improved mobility, reduced congestion, and lower vehicle emissions. TDM programs and policies aim to provide commuters with a mix of reliable and affordable transportation options and to reduce single-occupant vehicles.

Transportation Network Companies (TNCs). TNCs provide prearranged transportation services for compensation using an online-enabled application or platform, such as smart phone apps, to connect drivers using their personal vehicles with passengers.

Transportation Services. Facilities for land-based, waterborne, or intermodal (e.g., connections between water and land transportation services, including industrial freight rail facilities) transportation operations, including but not limited to transit and traffic facilities, areas for ticket sales, passenger information and waiting, bus, automobile, taxi, pedicab, and horse drawn carriages staging areas and pick-up and drop-off zones, and related administrative functions.

U.S. Secretary of the Interior's Standards for the Treatment of Historic Places. The Secretary of the Interior's Standards for the Treatment of Historic Properties promote historic preservation best practices that will help to protect the nation's irreplaceable cultural resources.

Vision Zero SF Policy. Policy adopted by the City and County of San Francisco that commits the City to the building of better and safer streets, educating the public on traffic safety, enforcing traffic laws, and adopting policy changes that save lives.

Visitor Services. Facilities and information services oriented to visitors, including but not limited to programs providing education and information to acquaint visitors with current and historical activities of the Port, the City, maritime operations, or similar programs.

Warehousing/Storage. Includes but is not limited to facilities for storage generally in enclosed buildings, and related transport and distribution of general (non-maritime cargo) goods. Mini-storage warehouses are prohibited on piers or within 100 feet of the shoreline.

Water-Dependent Activities. Businesses, industries, and recreational uses that depend on a waterfront location to function, such as cargo-related activities, berthing of historic, ceremonial, or other ships, ferry and excursion boat operations, fishing industry uses, maritime support uses, water recreation and recreational boating, ship repair, and water taxi docking.

Water-Oriented Uses. Under the McAteer-Petris Act, BCDC can permit Bay fill only for certain "water-oriented" uses specified in the law or "minor fill for improving shoreline appearance or public access to the Bay." The water-oriented uses the law permits include water-related industry, bridges, wildlife refuges, and water-oriented commercial recreation and public assembly. Housing and offices are not considered water-oriented uses.

Water Recreation and Recreational Boating. Includes facilities for swimmers, rowers, kayakers, windsurfers, stand-up paddling, and other water sport enthusiasts, as well as boating facilities such as marinas, visiting boat docks, swimming, rowing and boat clubs, boat rental facilities, boat trailers, launching facilities, repair services, dry storage, visitor parking, restrooms, and other public facilities.

Wholesale Trade/Promotion Center. Facilities for wholesale storage, promotion, sales, and distribution of products, including but not limited to exhibition and conference spaces, ancillary space for promotional displays and demonstrations, and marketing services, particularly those that enhance international trade.

The Waterfront Plan Working Group at work!

APPENDIX F

Waterfront Plan Process and Acknowledgements

The Waterfront Plan was approved by the **San Francisco Port Commission** on April 11, 2023:

- Hon. Kimberly Brandon, President
- Hon. Willie Adams, Vice President
- Hon. Gail Gilman, Commissioner
- Hon. Steven Lee, Commissioner

WATERFRONT PLAN WORKING GROUP

The San Francisco Port Commission and staff express deep appreciation and gratitude to members of the Waterfront Plan Working Group, which led the public process to incorporate the broad spectrum of neighborhood, environmental, design, maritime, business, regional, and governmental issues and perspectives to update the Waterfront Plan. The 161 recommendations produced by this Working Group are incorporated and reset the foundation for the updated Waterfront Plan, which was adopted by the Port Commission on April 11, 2023 (Port Resolution 23-15).

- Janice Li, Co-chair
- Rudy Nothenberg, Co-chair
- Linda Fadeke Richardson, Transportation Subcommittee Chair
- Pia Hinckle, Resilience Subcommittee Chair
- Alice Rogers, Land Use Subcommittee Chair
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The Port also expresses its deep appreciation to citizens who served on Advisory Teams that supported the Waterfront Plan Working Group. These Advisory Teams provided expertise in a broad range of subjects of particular interest to the Port.

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Planning Process

In 2015, the Port of San Francisco began a comprehensive three-part public process to update the Port of San Francisco Waterfront Land Use Plan (Waterfront Plan), which has guided Port land use and development decisions since it was adopted in 1997. With direction from the Port Commission, Port staff established a 32-member Waterfront Plan Working Group comprised of representatives and stakeholders from San Francisco and the Bay Area and seven Waterfront Plan Advisory Teams to help guide this public process and provide recommendations to Port staff about how to update the Waterfront Plan.

PART 1 – ORIENTATION AND ANALYSIS OF PORT-WIDE ISSUES

Ten public meetings were held from November 2015 to July 2016, providing an extensive orientation to the Port. In those meetings, the Working Group began policy discussions that touched on many topics that informed amendments to the Waterfront Plan: waterfront resilience, stewardship of the Port's historic resources, land use diversity and regulatory environment, Port finances and capital plan, equity and inclusion, waterfront open spaces, water recreation, environmental sustainability, and transportation.

PART 2 – WORKING GROUP PORT-WIDE RECOMMENDATIONS

With direction from the Port Commission and input from the Working Group, Port staff began the Part 2 process, identifying Port-wide policy issues that would be addressed by three subcommittees of the Working Group: Land Use, Resilience (including Environmental Sustainability), and Transportation. The subcommittee process facilitated more nimble and focused policy discussions that were well attended by Advisory Team members and the public. The Land Use, Transportation, and Resilience Subcommittees held over 23 public meetings from November 2016 to July 2017 and produced recommendations that were incorporated into a Part 2 Summary of Subcommittee Recommendations, published in September 2017. From then until December 2017, the Working Group held public meetings to review and discuss the Subcommittee Recommendations, along with revisions to address public comments and trade-off issues. Several public agencies, consultants, and Advisory Team members contributed technical expertise and information to the subcommittee discussions. On December 6, 2017, the Working Group unanimously accepted the Part 2 Subcommittee Recommendations, as presented in the Final Part 2 Report.

PART 3 – THE EMBARCADERO PUBLIC REALM AND THE NORTHEAST AND SOUTH BEACH WATERFRONT

Part 3 of the process built public understanding of how the Working Group's Part 2 Subcommittee Recommendations would guide updates to the Waterfront Plan's policies for the use and improvement of Port lands and facilities. Port staff partnered with the planning department to lead "walkshop" walking tours in the Ferry Building/Northeast and South Beach areas, along with open house workshops. These public events focused on "public realm" policies for The Embarcadero and Waterfront Plan objectives for the South Beach and Northeast Waterfront subareas, all consistent with Part 2 recommendations for Embarcadero Historic District piers and seawall lots. Part 3 also included a public workshop to address the unique challenges and opportunities of Piers 30–32, one of the few Port piers not included in the Embarcadero Historic District, and Seawall Lot 330 located in the South Beach waterfront.

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This Waterfront Plan reflects hard work by and input from all divisions of the Port.

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Port Staff relied on consultants who augmented our experience with their expertise in transportation, economics, engineering, and other disciplines.

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PORT OF SAN FRANCISCO

WATERFRONT PLAN

January 2024

www.sfport.com/waterfrontplan