

## MEMORANDUM

August 7, 2014

**TO:** MEMBERS, PORT COMMISSION  
Hon. Leslie Katz, President  
Hon. Willie Adams, Vice President  
Hon. Kimberly Brandon  
Hon. Mel Murphy  
Hon. Doreen Woo Ho

**FROM:** Monique Moyer  
Executive Director

**SUBJECT:** Informational Presentation on the Review of the Waterfront Land Use Plan, 1997-2014

**DIRECTOR'S RECOMMENDATION:** Informational Presentation; No Action

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### **Executive Summary**

In 1997, the Port Commission adopted the Port of San Francisco's Waterfront Land Use Plan ("Waterfront Plan"), as recommended by the Waterfront Plan Advisory Board following six years of investigation, research and collaboration. The overarching goal of the Waterfront Plan is to reunite the City with its waterfront.

In 2013, an estimated 23 million people visited the Port of San Francisco's ("Port") waterfront, far in excess of the vision of the Waterfront Plan. Millions of people came to the waterfront for employment, transportation, education, exploration, entertainment, recreation or simply to engage passively with the Bay. This expansive accessibility and diversity of experiences is what has made the Port's waterfront a unique and world-renowned attribute of a top international city. Yet the Port remains true to its heritage, preserving both its historic architecture and its working waterfront, dedicated to promoting Bay access to all of its maritime users.

Highlights of the 17 years since adoption of the Waterfront Plan include:

- ✓ \$1.6 billion in public and private investment guided by the Waterfront Plan
- ✓ 63+ acres of waterfront open space
- ✓ 19 Port historic resources have been fully or partially rehabilitated
- ✓ 7 derelict piers and wharves have been removed from the Bay (Pier 64 removal underway)

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- ✓ 1,000,000 square feet of new development completed
- ✓ 6.3 million square feet of new residential and commercial development is pending
- ✓ 22 new acres of waterfront open space is planned

The Port's 2014 Waterfront Land Use Plan Review ("Waterfront Plan Review") presents an assessment of land use improvements and changes that have taken place at the Port, guided by the Waterfront Plan since its adoption in 1997. Proposition H, the voter-approved measure that directed the creation of the Waterfront Plan, calls for a review every five years to assess the Plan's effectiveness, and to ensure it continues to provide current and sound policy guidance to improve the Port. The Port's previous review was presented in December 2008.

The Port accomplishments over the past 17 years are a testimony to the vision of the Waterfront Plan Advisory Board. Port staff is indebted to the myriad of generous volunteers including numerous Port Commissioners, the Waterfront Plan Advisory Board members, the Port's advisory groups, City and State agencies, Port tenants and operators, developers, advocates and customers who serve the Port and public today. The quality, diversity and breadth of these accomplishments, the amount of public and private investment in the port area, and the thousands of hours of community volunteerism spent guiding Port development leave no doubt that the Waterfront Plan has been a success.

### **Waterfront Plan Review Public Process**

Many changes have occurred or are underway along the Port's 7½ mile waterfront. Today there is a high level of public interest and attention not only about waterfront development and land use, but also about the organization and responsibilities of the Port. In preparing this review of the Waterfront Plan, Port staff realized that focusing only on the last five years would fall short of providing the public with the broader context and education of the Waterfront Plan's purpose and its implementation to date.

Port staff has prepared a comprehensive report, a first draft of which will be presented at the August 12, 2014 Port Commission meeting. The report will be available for the public to access from the Port's website on Monday, August 11, 2014, at [www.sfport.com/wlupreview](http://www.sfport.com/wlupreview). This report is intended to be a draft for public review and comment. Port staff will present the report to the Port Commission and the public for its initial feedback at the meeting on August 12, 2014. The Port welcomes public comments through September 30, 2014. Based on public comments and feedback received, Port staff will incorporate revisions to finalize the 2014 Waterfront Plan Review report in October 2014 and return to the Port Commission for its final comment and acceptance of the report.

This staff report provides an overview of the scope of the Waterfront Plan Review report, which will be further detailed in the Port staff presentation at the August 12, 2014 Port Commission meeting.

## **Report Organization**

The goal of the Waterfront Plan Review is to sum up what has occurred since 1997 while also providing the sufficient supporting details to give the Port Commission and the public both the factors and necessary context to evaluate the Waterfront Plan's goals and implementation thereof. With so many different types of activities, fiduciary responsibilities and complex regulatory requirements, it has been a challenge to produce this breadth of information in a succinct and informative manner. Port staff's review and analysis tackles a broad array of elements: uses of the port area, historic rehabilitation, open space, waterfront development, financial and capital planning, urban design, building heights, transportation, sea level rise and the public process, and includes preliminary recommendations for Port Commission and public review and consideration.

Given the breadth of information, the Waterfront Plan Review report is organized into five chapters. Chapter 1 presents the summary of events and staff analysis, and high level observations and preliminary recommendations for the Port Commission and public to consider. Chapter 2 provides details about the Waterfront Plan and Port of San Francisco 10-Year Capital Plan. Chapter 3 provides a detailed discussion of projects, land use issues and events that have occurred to date and preliminary recommendations for each of the five geographic subareas identified in the Waterfront Plan. Chapter 4 provides a profile of 123 Port accomplishments over the last 17 years, categorized into nine topical areas. Chapter 5 describes the Port's current major projects now in progress. Finally, Attachment A, at the end of the report, provides a reference of all the preliminary staff recommendations presented in this report to facilitate subsequent Port Commission and community discussions and outreach.

Port staff's preliminary recommendations include actions to continue to attend to the goals of the Waterfront Plan, improve public engagement, and identify new needs and initiatives that might be woven into future updates to the Waterfront Plan. These recommendations are offered in the spirit of keeping the Waterfront Plan as relevant today as it was when it was adopted. The many accomplishments and lessons learned through the experiences over the last 17 years, chronicled in this report, should inform San Francisco's continued stewardship of one of the world's great public waterfronts.

## **Synopsis**

Today, San Francisco is more united with its waterfront than it has ever been, with greater and more diverse uses drawing people to the Bay's edge than the Waterfront Plan Advisory Board, the original authors of the Waterfront Plan, could have hoped for back in 1997. This renewed waterfront is no simple accomplishment, having required a balancing of interests through each step of the way. Consider for a moment one of our

waterfront's most distinguishing characteristics and one of its greatest challenges: industry, commerce and residential neighbors all existing in a harmony of contrasts. Precious few waterfronts around the world offer such an integration of disparate uses. Today, a South Beach resident might walk from her home to attend a San Francisco Giants game and, between innings, watch from her seat as one of the largest ships in the world is lifted out of the water for repair at the Port's Pier 70 shipyard.

This waterfront unity has come by way of a clear-eyed focus on the Waterfront Plan's goals: *A Working Waterfront; A Revitalized Port; Diversity of Activities and People; Access Along the Waterfront; An Evolving Waterfront, Mindful of its Past and Future; Urban Design Worthy of the Waterfront Setting; and Economic Access that Reflects San Francisco's Diversity.*

Port staff has attempted to provide a cogent discussion of how the Waterfront Plan has set a foundation for the strategic improvement of Port lands, and the diversity of projects, initiatives and needs addressed over the last 17 years. The Waterfront Plan has guided over \$1.6 billion in public and private investment since 1997. More than 63 acres of waterfront open space, including 20 new parks and open space amenities, have been constructed since 2000, consistent with the goals of the Waterfront Design and Access Element. The Blue-Greenway Plan is creating the connective tissue to extend new waterfront open space and water recreation access into the southeast industrial waterfront. Nineteen Port historic resources have been fully or partially rehabilitated consistent with federal or local historic standards and expectations. Seven derelict piers and wharves have been removed from the Bay (Pier 64 removal is in progress). Just over 1,000,000 square feet of new development has been completed in addition to AT&T Ballpark and the 134 condominium units at the Watermark. Up to 6,300,000 square feet of new residential and commercial development and 22 new acres of waterfront open space is planned in a series of efforts south of China Basin that will be as transformative of the Port's central and southern waterfront as the changes in the northern waterfront and Ferry Building area.

With all of this change, the Port remains a working waterfront, dedicated to promoting Bay access to all of its maritime users. Ship repair at Pier 70 is thriving in a way not seen during the past several decades. The Port has realized its vision of creating the new James R. Herman Cruise Terminal and is witnessing a record number of cruise calls. Business interest in the Port's southern waterfront terminals for cargoes such as cars and iron ore is strong. Use of the Port's Foreign Trade Zone No. 3 has experienced a surge in volume not seen since WWII. The diversity of recreational activities on the Bay has greatly expanded, and the Port has built or is planning new facilities to support this access port-wide.

The Port has enjoyed strong public participation in all phases of waterfront planning and implementation. Port staff also appreciates the thoughtful engagement and care given to Port waterfront improvement projects by the Port's regulatory partners, including the State Lands Commission ("State Lands") and the San Francisco Bay Conservation & Development Commission ("BCDC"). Over the past 17 years everyone, including the Port, has learned so much from the experience of implementing projects to date,

including the need for public as well as private capital to support waterfront upkeep and improvement. Port staff is constantly surprised by the creative and dynamic energy of the Port's development partners and tenants to respond to the promise and challenge of waterfront development.

On the largest scale, Port staff has looked to the shaping of entirely new neighborhoods. For the past seven years, Port staff has enjoyed discrete and detailed planning efforts with sister City agencies including the Planning Department, the Office of Economic and Workforce Development, the City Attorney and the San Francisco Municipal Transportation Agency to create new neighborhoods at Seawall 337 in Mission Bay and at Pier 70. Port staff is confident that planning for these areas will bring some pleasant surprises for the broader San Francisco public and the region. Pier 70 already is being revealed to San Francisco residents and will begin to emerge as a new neighborhood in 2016.

In the view of Port staff, the accomplishments highlighted in this review confirm that the flexibility and site-specific planning and implementation process provided in the Waterfront Plan continues to be relevant. However, no plan guarantees successful outcomes on every try. This report includes a candid analysis of projects that failed and new challenges ahead, with an understanding that lessons learned from these experiences and an open public dialog are just as relevant to inform and achieve more waterfront improvements in the future. The bones of the Waterfront Plan are strong, but the details of the Waterfront Plan need to be refreshed through subarea planning efforts in a few key areas. This waterfront neighborhood planning effort needs to balance statewide and local interests, and will benefit from the participation of State Lands and BCDC.

The Port accomplishments over the past 17 years, delivered by development and through the Port's own efforts, are a testimony to the vision of the Waterfront Plan Advisory Board. Staff is indebted to the Waterfront Plan Advisory Board and to their heirs, the Port's advisory groups that serve the Port and public today. The quality, diversity and breadth of these accomplishments, the amount of public and private investment in the port area, and the thousands of hours of community volunteer hours spent guiding Port development leave no doubt that the Waterfront Plan has been a success. The crowds that are drawn to The Embarcadero each weekend and during Fleet Week or on Sunday Streets are an affirmative vote validating this success.

As an enterprise agency, the Port of San Francisco must not only establish land use policies and coordinate with many public and private partners, it also must work through the implementation and financing requirements to bring projects to reality. The Port enjoys a diverse staff and Commission, with a hands-on approach to improving the waterfront. The men and women who work at the Port bring the requisite skills to carry out much of the work directly, with expertise in engineering, real estate leasing and management, diverse maritime operations, finance and accounting, construction trades and crafts, environmental protection, planning, development, urban design and historic preservation, park and pier maintenance, and homeland security. Thus, the accomplishments discussed and profiled in the 2014 Waterfront Land Use Plan Review

reflect the many diverse facets of, and contributions by, every division of the Port of San Francisco. Port staff is grateful to work in such a beautiful setting, and to have the opportunity to improve it for the benefit and enjoyment of the public.

*The Waterfront Plan Review report will be posted on the Port's website at sfport.com/wlupreview. It is a draft presented for Port Commission and public review and comment through September 30, 2014, and public comments may be registered online. After review and consideration of public comments, Port staff will finalize the 2014 Waterfront Plan Review report in October 2014 and return to the Port Commission for acceptance thereof.*

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*With special thanks to the Port's talented team that designed and produced the 2014 Waterfront Plan Review Report: Damon Burgett, Tani Elliott, Kalleen Juarez, and Alberto Benejam*