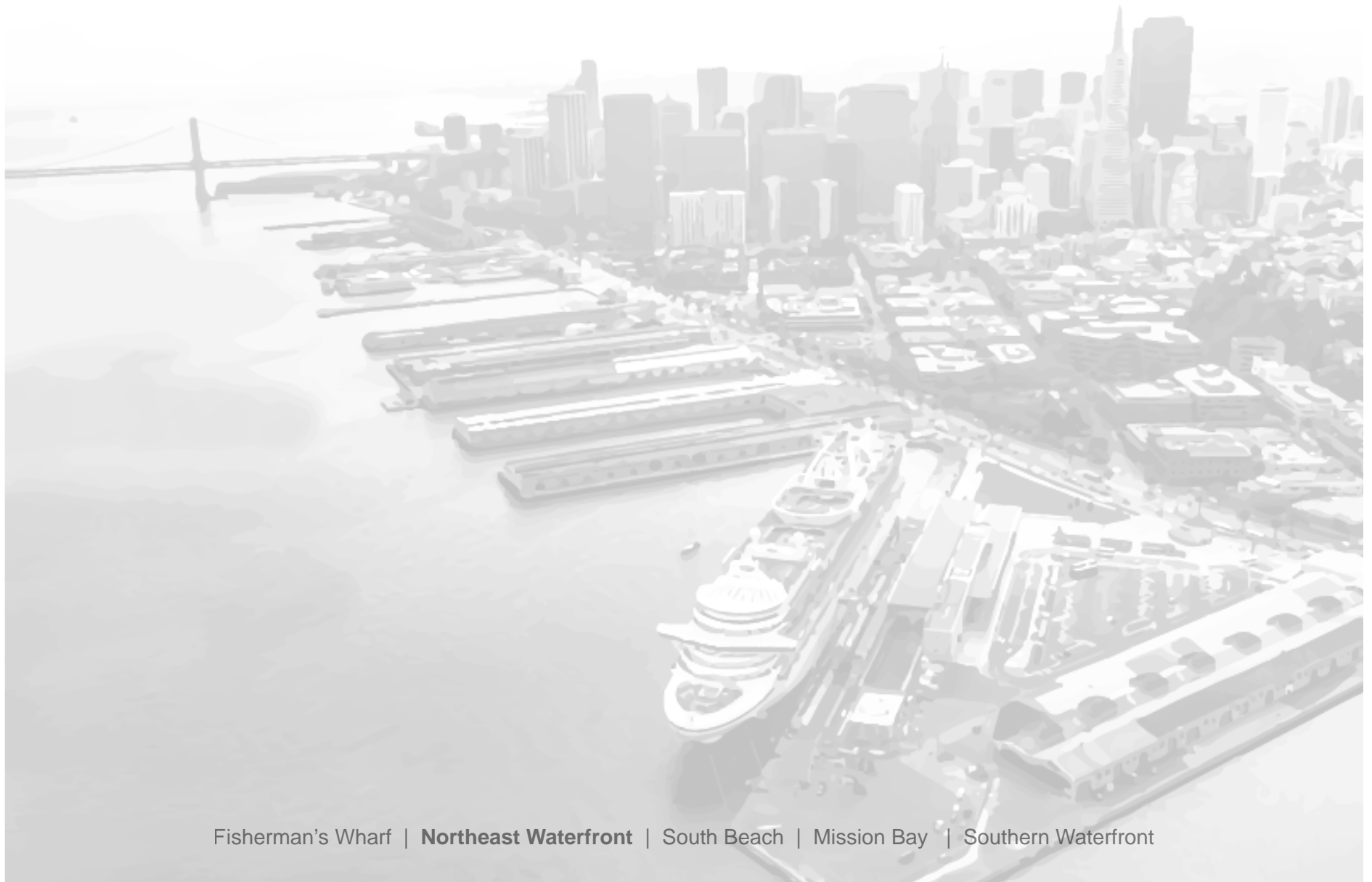


# NORTHEAST WATERFRONT



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

# Northeast Waterfront

Pier 35 to Pier 14

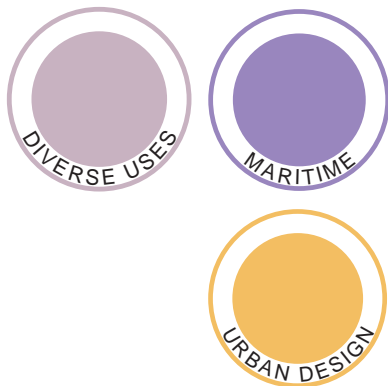
## Urban Design Features

- » Major Parks and Open Spaces
  - Cruise Terminal Park
  - Piers 7 and 14 Public Piers
  - New Plaza opportunity: Ferry Plaza
- » Ferry Building and Downtown Ferry Terminal are the civic heart of the waterfront
- » Embarcadero Historic District piers are an iconic feature of San Francisco
- » Cruise, ferries, harbor services, and excursion boats maintain maritime character
- » Street views connect upland neighborhoods with waterfront



*Since the demolition of the Embarcadero Freeway in the 1990s, significant investments have transformed the Northeast Waterfront into a civic gathering place that continues to honor San Francisco's maritime industries and rich history. Recasting of The Embarcadero as a grand boulevard along the former freeway right-of-way created the foundation of the public open space network along the northern waterfront. The Embarcadero Historic District sets much of the urban design character of the area, with its monumental bulkhead and pier facilities extending out to the Bay. 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 a regional 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, along with the waterfront's rich history and architecture and its connections to many 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 up to the public. There is still time, but that time must be used wisely to preserve and adapt these properties to increased flood risk and sea level rise, in close coordination with technical work and proposals produced in the Embarcadero Seawall Program and San Francisco Flood Study.*



## 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 historic piers in the Embarcadero Historic District could be successfully rehabilitated and opened to the public with modern uses, preserving the Northeast Waterfront's historic maritime character. The creation of the historic district and each of these projects required coordinated review by the California State Lands Commission and San Francisco Bay Conservation and Development Commission (BCDC). The knowledge and experience gained in the implementation of these projects informed the definition of Embarcadero Historic District public trust objectives and related policies for pier rehabilitation (see Chapter 2A). The intent of those policies is to provide clearer direction about the types of public trust benefits to be provided in pier rehabilitation and repair projects, and to help complete these projects more quickly. There are still nine pier facilities in need of

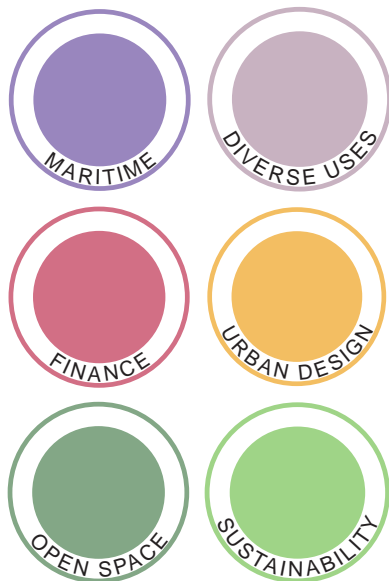
seismic and capital investment. Port efforts to accelerate the rehabilitation of these properties offer the best chance to preserve and enhance the historic maritime character in the Northeast Waterfront.

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 the historic district—affordable housing at 88 Broadway (Seawall Lot [SWL] 322-1) and the TZK Teatro Hotel project (SWL 323 and 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.



Pier 3





## 2. Maximize opportunities to retain and enhance maritime operations 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 development investments and the activities that attract millions of visitors to the waterfront each year. The Pier 27 James R. Herman Cruise Terminal and Cruise Terminal Park 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 Water Emergency Transportation Agency (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 resources 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 aprons to provide equipment and maritime work areas cannot safely share access with the public. An example of the latter situation is a segment of the Pier 27 apron which contains shore power and gangway equipment for cruise ships that is incompatible with public

access. The 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.

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. The California Air Resources Board (CARB) is advancing new air pollutant emission reduction regulations for cruise ships. These provisions present additional challenges for Pier 35, an historic facility with significant capital repair 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 under 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 active ground floor uses to activate and enhance the public realm experience along the west side of The Embarcadero.



*Ferry Building Farmer's Market*



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

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Most of the Port's seawall lots in the Northeast Waterfront are developed under long-term leases. New infill development underway on two seawall lots has been designed to add life and vitality within the Barbary Coast neighborhood to provide a harmonious transition from the waterfront to the city. The 88 Broadway project under construction will provide 130 units of affordable housing, allowing a new population of seniors, families, and low-income residents to live in the neighborhood. The project includes childcare services and accessory retail space at the ground floor, along with landscape design to enliven the public realm. At the corner of The Embarcadero and Broadway on Seawall Lots 323/324, the approved TZK Teatro Hotel project will include 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 that highlights a major street leading to Chinatown and North Beach to the west. 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 San Francisco Planning Department to manage and align public trust requirements with city land use and urban design needs. These efforts may include securing approval of public trust legislation by the State Legislature after a specific development project has been determined for an individual lot, as was required for the 88 Broadway project and other Port seawall lot developments. Such legislation would be pursued only if necessary and on a case-by-case basis to lift use restrictions and allow development of housing and non-trust uses on Port lands in exchange for addressing other required public trust benefits and obligations in the project.





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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 Park, and wayfinding systems to enhance public enjoyment of the Northeast Waterfront open space and public access network.

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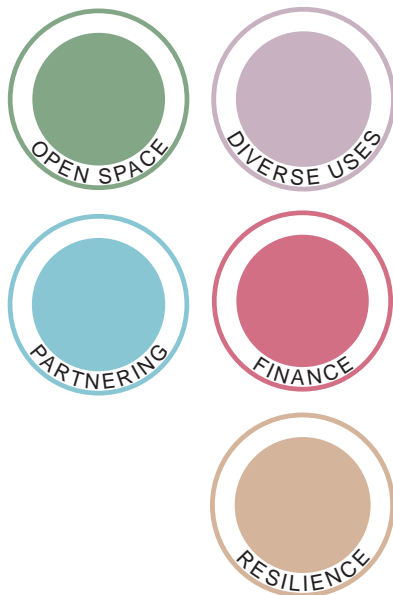
The Northeast Subarea Map identifies locations of the variety of open space and public access resources in the Northeast Waterfront. The Pier 27 Cruise Terminal Park and the public access piers created at Piers 7 and 14 are the largest facilities developed by the Port. They are supplemented by many public access areas created in new projects along pier aprons and wharves, and in public gathering places. Major waterfront park and public access facilities provide expansive views of the Bay. Several of these public views over the Bay are designated Open Water locations where Bay fill is restricted, including the Bay waters surrounding Pier 7, south of Pier 14, and between Piers 27 and 23.



*Pier 27 Plaza needs activation*

Development and maintenance of Port parks and public spaces are major investments, but many of these spaces, including the Pier 27 Cruise Terminal Park, 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 who will enjoy these areas and bring them to life. The Port will engage its stakeholders in an effort to identify options for improving activities and 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, including installations that highlight Port facilities, maritime views and attractions, and public parks and public access areas that branch off of The Embarcadero Promenade. Wayfinding installations and improvements 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 about the Port's history and maritime industries—topics that continue to capture public curiosity—and 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. As a result, the Ferry Building area is one of the most active places along the waterfront.

Given the Ferry Building's historic and cultural significance, new improvements are needed to enhance the civic importance of the Ferry Building area and to support its critical transportation and emergency response functions. These improvements will require new partnerships for access to additional funding resources, 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, BART, and the Ferry Building Marketplace.



*Ferry Building with Agriculture Building in foreground*

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 to 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. An improved plaza will require an adaptation design to protect the area from flooding and sea level rise. This protection is needed to support the critical transportation and emergency response functions of the Ferry Building area. The design will also need to be integrated with improvements to the Downtown Ferry Terminal developed by WETA, and coordinated with seismic investments that will be determined through the Embarcadero Seawall Program. 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.



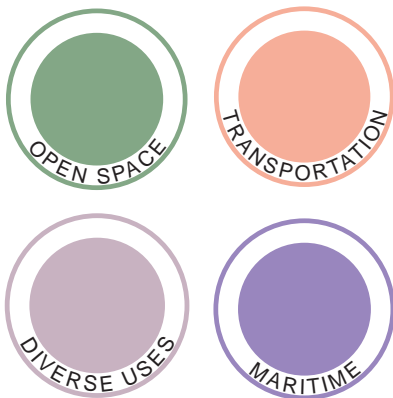


## 7. Maintain close working relationships with the San Francisco Municipal Transportation Agency and transportation agency partners to expand Northeast Waterfront public transit and alternative transportation services that improve the safety and comfort of travel along The Embarcadero.

As reflected in the Waterfront Plan transportation goal and policies in Chapter 2F, the Port works closely with the 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 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 pursuant to 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's 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 from King Street to Fisherman's Wharf. This project requires close coordination with the SFMTA and 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. Additionally, the Port 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.



*People bicycling and driving on The Embarcadero*



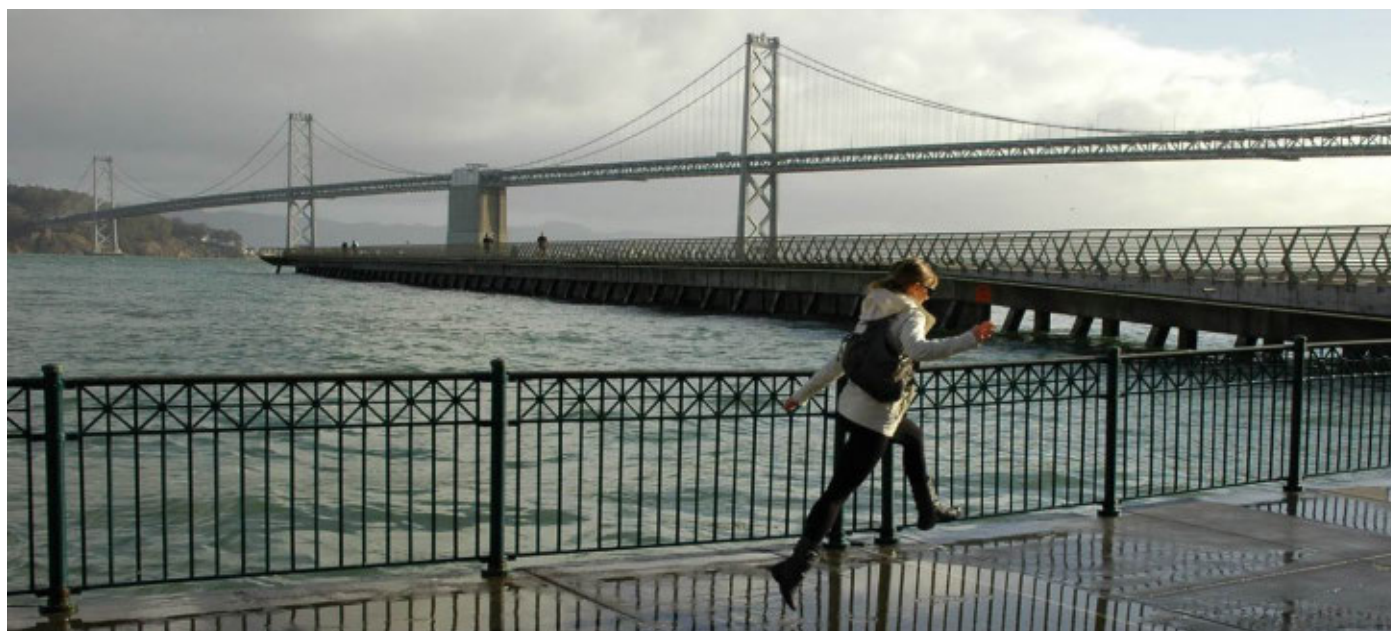
## 8. Provide efficiently planned parking and loading facilities to serve new activities in the Northeast Waterfront.

With new development and long-term 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 as a means of achieving 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 Chapter 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, taxis, and disabled access.



*King Tide at Pier 14*



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9. Coordinate closely with resilience proposals produced through The Embarcadero Seawall 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.

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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 its historic resources. The 3 mile Embarcadero Seawall itself is a contributing resource within the historic district.

The Port's efforts to lead the Embarcadero Seawall Program are focused on protecting life-safety, regional transportation infrastructure, utilities, emergency assets, and businesses. These efforts will include strategies to preserve and enhance the resilience of the historic piers. This work will be complex and complicated. Improvements to the seawall will likely involve various partnerships to support and leverage public and private investments. 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 required to adapt to the impacts of climate change while respecting the history, character, and authenticity of the waterfront.



*Flooding along the Embarcadero Seawall*



# The Northeast Acceptable Land Use Table <sup>1</sup>

## Key:

A = Acceptable Use

X = Accessory Use

MARITIME <sup>2</sup>	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 <sup>3</sup>	Parks/Public Open Space	Public Access/Public Realm	Natural Areas	PUBLIC - ORIENTED USES <sup>4</sup>	Artists/Designers	Assembly and Entertainment	Hotels <sup>5</sup>	Museums & Cultural	Retail (includes food and beverage uses)	Recreational Enterprises	Visitor Services	Academic Organizations	COMMERCIAL & INDUSTRIAL <sup>4</sup>	General Office	Production Distribution and Repair Use (PDR)	Warehousing/Storage	General Industrial	Parking	OTHER USES <sup>4</sup>	Community Facilities	Sports Facilities	Transportation Services	RESIDENTIAL <sup>4</sup>	SHORT TERM INTERIM USES <sup>4</sup>
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Embarcadero Historic District: Piers 35, 33½, 33, 31½, 31, 29½, 29, 23, 19½, 19, 17, 9, 9½, Agriculture Building <sup>4</sup>

Seawall Lot 314

Seawall Lots 315 – 318, 322

Pier 27 Cruise Terminal and Park

SWL 319

Seawall Lot 320

Piers 15 Exploratorium

SWL 321

SWL 322-I

SWL 323,324

Pier 7 ½ (Waterfront Rest)

Pier 7

Seawall Lot 351

Pier 1½,3, 5

Pier 1

Pier ½

Ferry Building, Golden Gate/Downtown Ferry Terminals, Ferry Plaza, and BART/Restaurant

Pier 14

Embarcadero (Both sides)

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## Table Notes:

<sup>1</sup> 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.

<sup>2</sup> See policies in Chapter 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.

<sup>3</sup> See policies in Chapter 2C.

<sup>4</sup> See policies in Chapter 2B.

<sup>5</sup> 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 Subarea

Pier 35 to Pier 14

