Waterfront Plan Update: Piers 30-32 & Seawall Lot 330 Workshop

Learn about these two Port sites and share your ideas...

South Beach Neighborhood

The South Beach waterfront has transformed into a vibrant mixed use neighborhood. The evolution continues as new, high-density housing and office developments emerge in Eastern SOMA, centered around the new Transbay Terminal. Along the Port waterfront, Piers 30-32 and Seawall Lot 330 are the largest unimproved properties. The Waterfront Plan Update will provide updated information about these sites and policies to guide public review of pier improvement proposals.

Seawall Lot 330

- 2.25 acre surface parking lot

Piers 30-32

- 13 acre pile-supported pier
- Surface parking, deep vessel berth, temporary events

Current policies in the Waterfront Plan identify Piers 30-32 and SWL 330 as a Development Opportunity Site, when at that time (1997) Piers 30-32 were considered in good condition. Subsequent projects have demonstrated that the Piers 30-32 substructure is deteriorated, which dictates the need to revisit policies for these two sites in the Waterfront Plan Update.

Piers 30-32 & SWL 330 Neighborhood Context

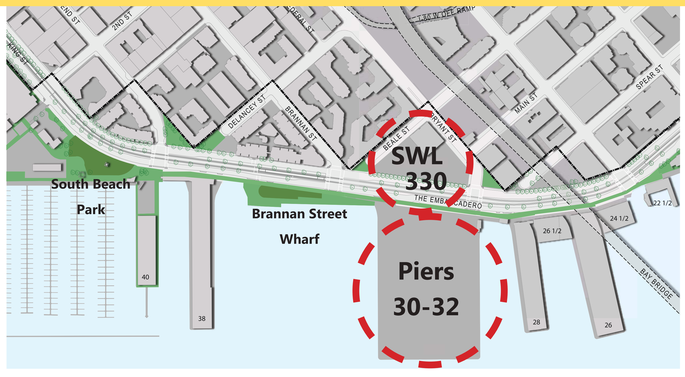
Land Use

Piers 30-32 and Seawall Lot 330 are located at the north edge of the South Beach neighborhood. The area has a mix of high-density residential, office and commercial uses on upland properties. On the waterside, South Beach Harbor at Pier 40 provides a marina and water recreation center. Piers 26 and 28 are used as light industrial, maritime support, and warehouse space. Pier 38 is currently vacant.

Brannan Street Mixed-Use

Open Space

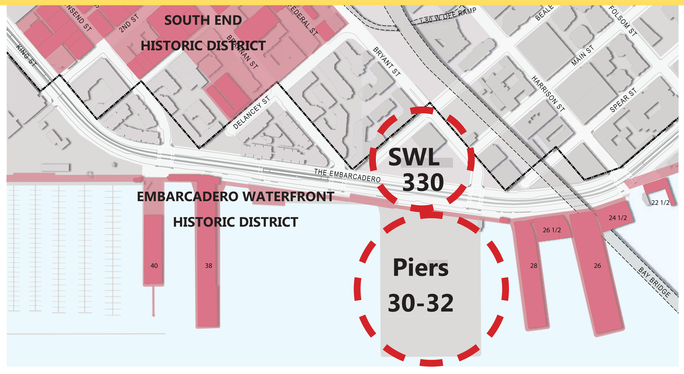
The open space network in South Beach includes Brannan Street Wharf and South Beach Park, which connects to AT&T PortWalk on the waterside. Across from The Embarcadero Promenade, several small neighborhood green spaces have been integrated into mixed use developments.



Brannan Street Wharf

Historic Resources

The South Beach neighborhood draws much of its character from its history, reflected in Piers 26, 28, 38, and 40 in the Embarcadero Historic District, and upland South End Historic District. Piers 30-32 are not included in the Embarcadero Waterfront Historic District.



Historic Pier 28

Piers 30-32 Condition

Pier Condition

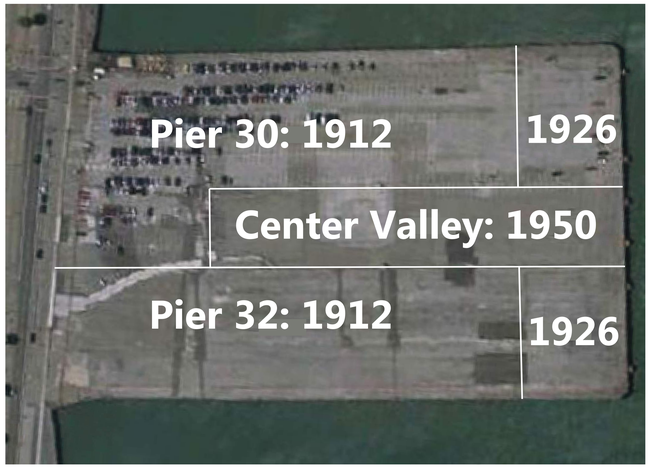
The structural integrity of the Piers varies by location

- Size: 13 acres
- Originally built in 1912 as two piers; these piers were extended in 1926.
- Center Valley built in 1950
- Pier sheds burned in 1984 and thus this pier is not included in the Embarcadero Historic District.
- The older Pier 30 and Pier 32 substructure is in deteriorated structural condition, and now require weight limits that prohibit large vehicles
- Seismic retrofit of Piers 30-32 is

Failing piles

Weight restrictions on Piers

When Were The Piers Built?



Questions & Concerns?

Past Development Attempts

Bryant Street Pier (2000)

What was proposed?

The Port and San Francisco Cruise Terminal, Inc. proposed a 100,000 sq. ft. international cruise terminal and mixed use retail commercial/ office, Brannan Street Wharf and public access development on Piers 30-32, and secured State Legislation to determine consistency with the public trust. Seawall Lot 330 was proposed initially for hotel and mixed use, and ultimately a portion of the site was developed for the Watermark condominium project.

34th America's Cup

What was proposed?

The City and America's Cup Event Authority negotiated long-term development rights at Piers 30-32 and Seawall Lot 330. There was no official proposed development program.

Warriors Arena (2012)

What was proposed?

The City and the Golden State Warriors partnered on a proposal to build a premiere sports and entertainment pavilion on Piers 30-32, which required State Legislation. A mix of residential, hotel and retail uses was proposed on Seawall Lot 330.

Why did these projects fail?

- Pier substructure condition was worse than previously understood, resulting in significantly higher repair and seismic retrofit costs which challenge financial feasibility of new development projects
- More complex in-water construction requirements heightened the regulatory requirements and time required to secure agency permit approvals, and project risk
- Increasing building height limits along the waterfront is a highly sensitive public issue that adds time and risk to development projects

What did we learn?

- The Waterfront Plan anticipated revenues to be generated from new developments to help finance Port capital improvements
- Piers 30-32 condition and seismic upgrade requirements are more expensive and complex than currently assumed in the Waterfront Plan, which should be addressed in Waterfront Plan Update
- Past Piers 30-32 developments have relied on SWL 330 development revenues to help finance seismic retrofit of the pier, which would have precluded consideration of other competing Port capital needs
- "Big Idea" proposals may provide options for improving Piers 30-32 by entities that determine this development location is more important than cost
- Any development project for Piers 30-32 is likely to require State Legislation, and a patient public process to obtain public support and regulatory approvals
- Public process recommendations produced by the Waterfront Plan Working Group are focused on improving public engagement and input on development projects
- Proposition B now establishes requirements for SF voter approval for any Port development project that proposed an increase in building height limits

Regulations and Public Trust

Federal & State Regulations

US Army Corps of Engineers

Requirements for fill or construction in navigable Bay waters, compliance with Clean Water Act, Endangered Species Act and other federal regulations.

California State Lands Commission

Reviews projects and provides Public Trust Doctrine consistency determinations.

SF Bay Conservation and Development Commission (BCDC)

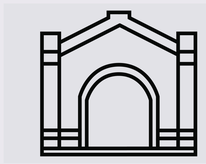
Permit authority for development program, Bay fill, public access and Public Trust consistency pursuant to McAteer-Petris Act, and SF Waterfront Special Area Plan.

California State Legislature

Development sponsors may seek State Legislation to determine Public Trust consistency for complex projects. The Port secured State Legislation for past Piers 30-32 developments.

Local Regulatory Requirements

Port Waterfront Land Use Plan



Defines Acceptable Uses, applicable planning, urban design, transportation and environmental policies and criteria, public process requirements, and Secretary of Interior Standards for Historic Preservation requirements in the Embarcadero Historic District and Pier 70 Union Iron Works Historic District.

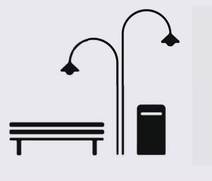
SF Planning Code and Zoning

Port projects comply with City use, building and zoning requirements.

San Francisco Proposition B

Any Port project that proposes a change to the City height limit requires approval by SF voters.

Waterfront Design Advisory Committee



Design advisors appointed by Port and Planning Department to review Port development projects for consistency with Waterfront Plan and Urban Design Guidelines, and coordinate with BCDC Design Review Board, as applicable.

Ideas & Options for Piers 30-32: Trust Consistent Uses

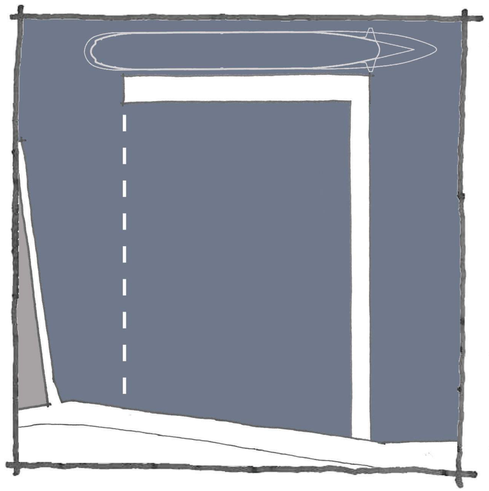
Trust Consistent Uses

Maritime and open space activities are public trust-consistent uses that are currently allowed on Piers 30-32. The "Ideas" below reflect ways in which these public trust uses could be created within the pier footprint. However, all of them are financially infeasible without significant public subsidy. The cost estimates for each Idea below do not include costs associated with either removal ($40+ million) or seismic retrofit of the Piers 30-32 ($100+million).

Other Trust-consistent Use Ideas

Visitor-oriented commercial uses also can serve public trust purposes. Creating space for an Event Facility or Visitor Retail uses, which could be combined with the Ideas below, would generate some revenue but not at sufficient levels to finance pier improvements, absent other subsidies.

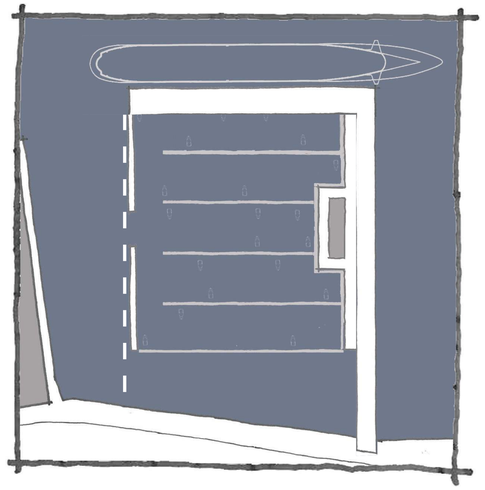
New Ship Berth



- Build a floating or pile supported access way for vehicles and pedestrians to reach the new ship berth platform. Includes ship berthing infrastructure.
- Estimated cost: $55 million
- Net lifetime deficit: 88% of cost

Comments?

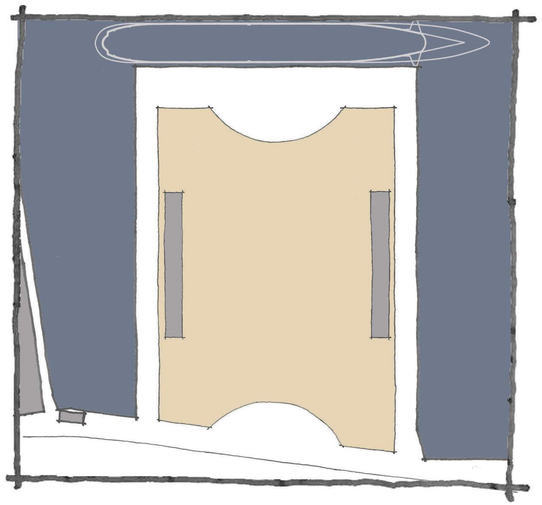
Marina w/ New Ship Berth



- Build new 200 berth marina, breakwater, service building, and floating or pile supported access way. Includes ship berthing infrastructure.
- Estimated cost: $100 million
- Net lifetime deficit: 70% of cost

Comments?

New Open Space w/ Berth



- Build a floating or pile supported platform for recreation and ship berthing. Includes ship berthing infrastructure.
- Estimated cost: $200 million
- Net lifetime deficit: 96% of cost

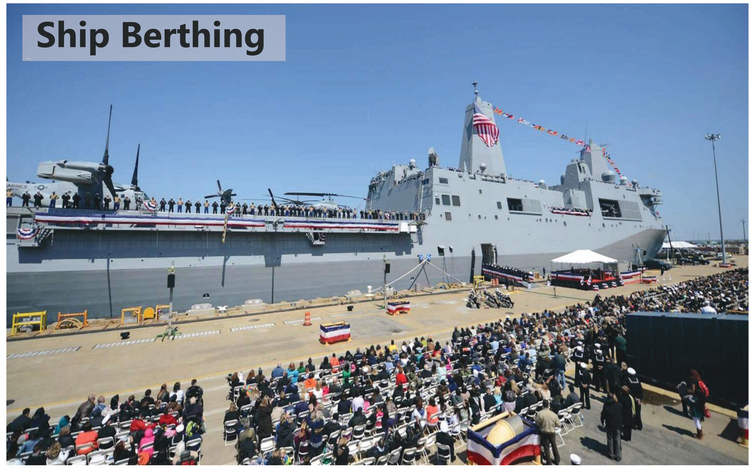
Comments?

Ideas & Options for Piers 30-32

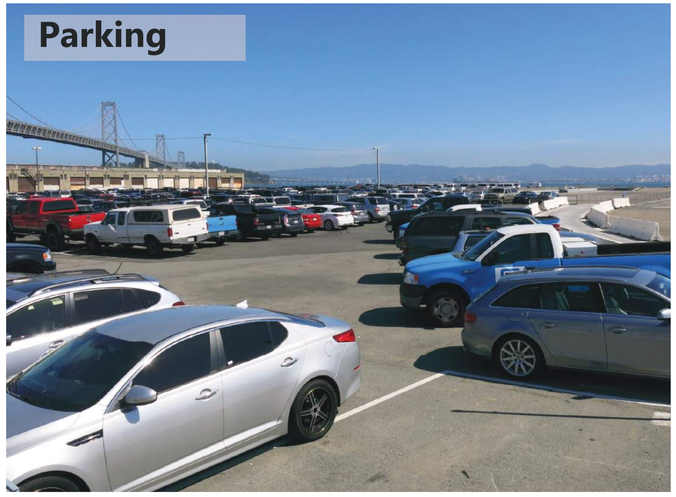
Continue Existing Uses

Piers 30-32 is currently used for commuter parking, ship berthing and special events, contributing over $750,000 in annual revenue. This existing use option assumes that the Port would:

- Continue use primarily for parking, ship berthing, and special events.
- Evaluate Pier condition at 5-year intervals and make targeted structural repairs to retain existing uses
- Cordon off failing areas when discovered
- Anticipate Pier life to end or be substantially restricted in 10 years



The east end of Piers 30-32 is one of the Port's best naturally deep berths.



Piers 30-32 as a commuter parking lot.

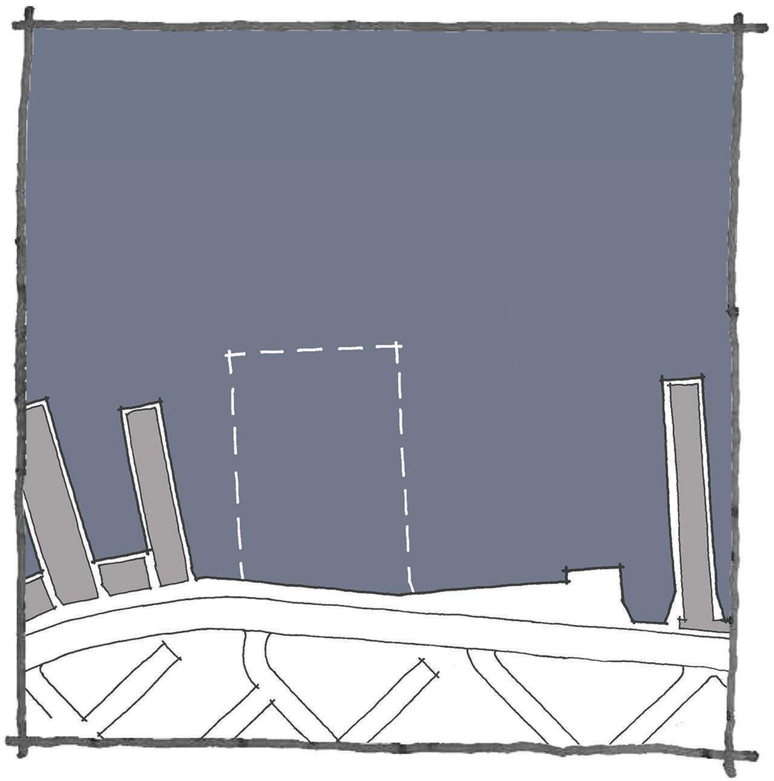
Piers 30-32 hosts several special events each year.

Comments?

Ideas & Options for Piers 30-32

Pier Removal

Removing Piers 30-32 would add 13 acres of new open water to San Francisco Bay. The removal cost is estimated to be over $40 million. This would require public funding. The Port would lose revenue capacity.



If pier was removed, the view would be similar to current view from Brannan Street Wharf.

With this option, the fence, parking lot, and Red's Java House would be removed.

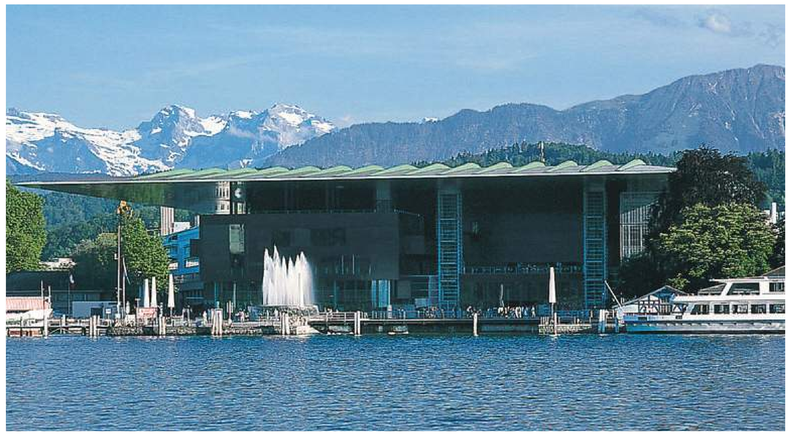
Comments?

Ideas & Options for Piers 30-32: A “Big Idea”?

Piers 30-32’s location offers a unique opportunity for distinctive architecture and activity next to Brannan Street Wharf. But the financial feasibility challenges may limit interest to entities with a “Big Idea” that value this location more than the cost and time required for development. The examples below provide food for thought about how Piers 30-32 could provide an opportunity for a unique project to improve this part of the waterfront.

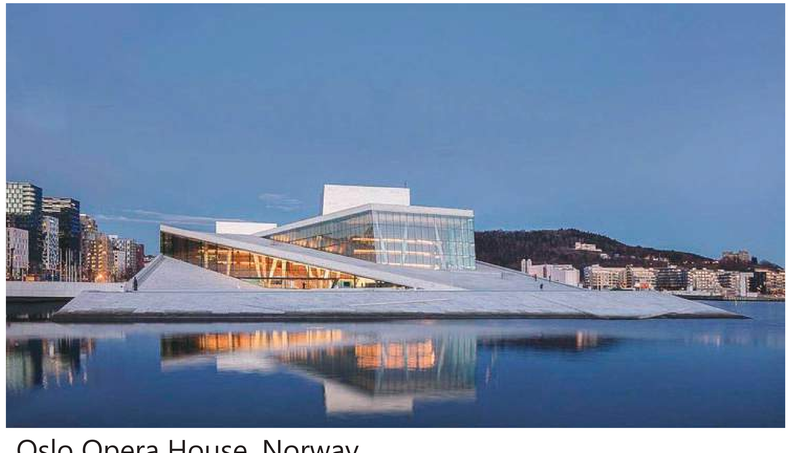
Any development proposal will likely require State Legislation, as well as require Port Commission and community review and comment, and multiple regulatory approvals. The Waterfront Plan Working Group has recommended updated new public process procedures to guide public comment and input in the project approval process.

Mixed-Uses. Red Hook Point, Brooklyn, New York City



Lucerne Culture and Congress Centre, Switzerland

Pier 45, New York City



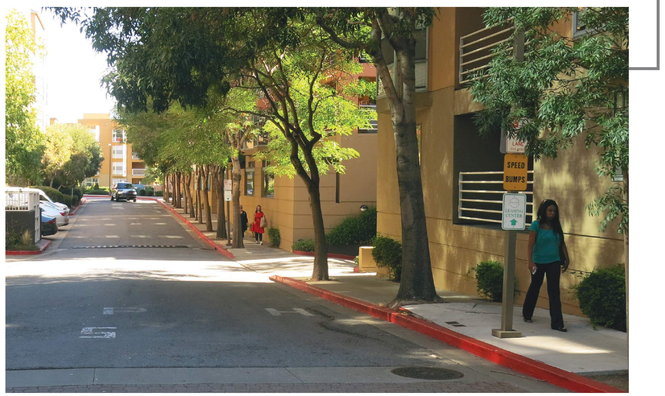
Oslo Opera House, Norway

What do you think about a “Big Idea” opportunity for Piers 30-32?

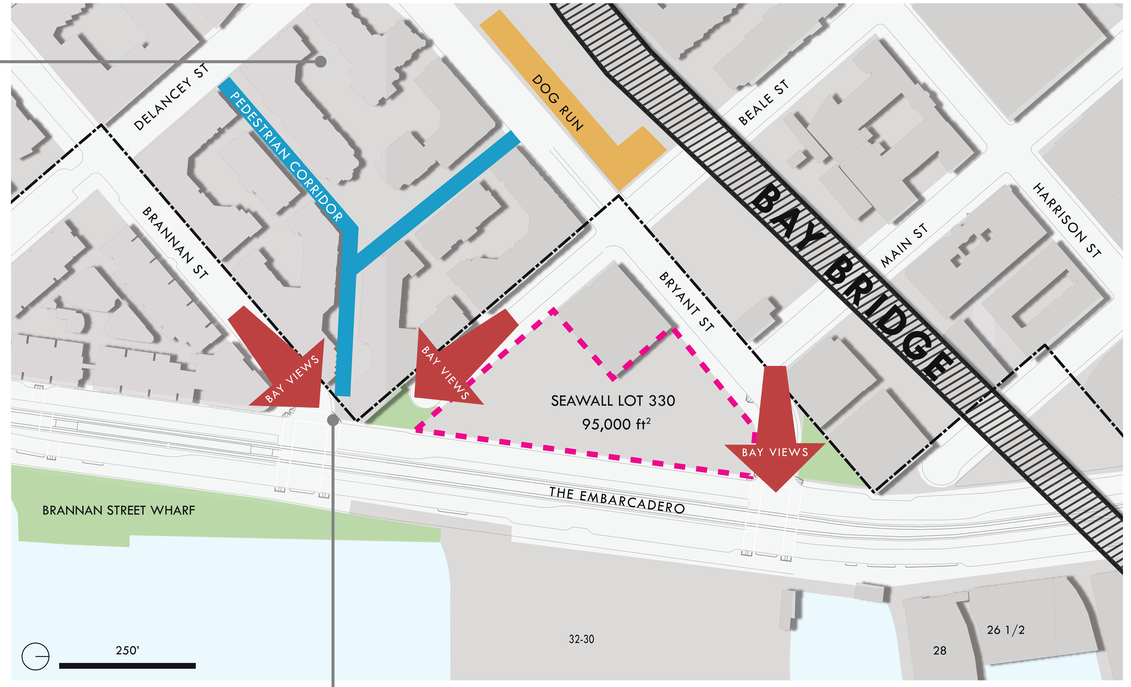
Seawall Lot 330 Neighborhood Context

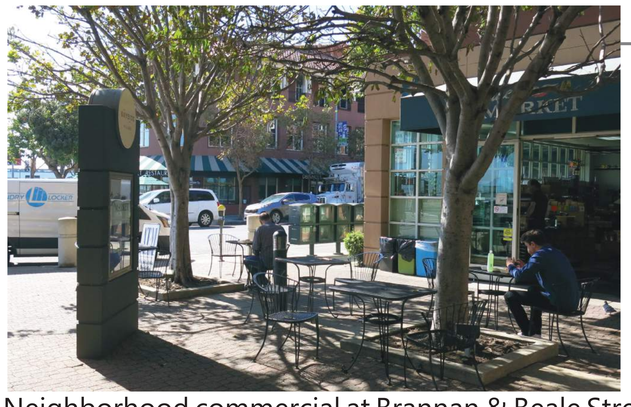
What new uses on Seawall Lot 330 would best serve the neighborhood?

South Beach is a vibrant neighborhood community with an active mix of uses and engaged neighbors. At 2.2 acres, SWL 330 is the largest undeveloped upland site, that provides opportunity to enhance the west side of The Embarcadero. The Waterfront Plan promotes development of Port seawall lot sites to complement the surrounding neighborhood character and mix of uses. This idea was reinforced in recommendations produced by the Waterfront Plan Working Group, summarized below.



Residential in the adjacent neighborhood





Neighborhood commercial at Brannan & Beale Streets

Waterfront Plan Working Group Reccomendations

- Activate underutilized seawall lot sites with new uses and design that enliven pedestrian and ground level experiences, and the public realm on the west side of The Embarcadero
- Provide a pleasing transition between the cityside and the waterfront's historic maritime character, views and access to the Bay
- Generate revenue from a broad range of uses (residential, retail, commercial, office, hotel) to support Port capital projects and investments
- Recognize that parking on Seawall Lots furthers trust objectives by supporting Port businesses and accommodating Port visitors from the Bay Area and beyond, especially families with children, seniors, those with disabilities, and tour buses.

Comments?

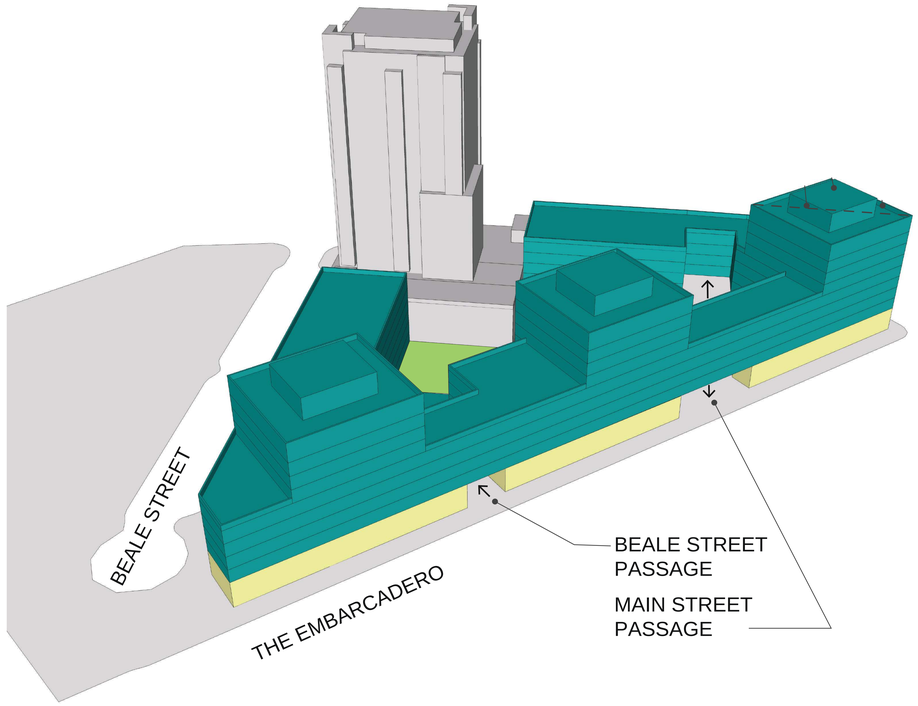
Seawall Lot 330 Building Massing Study

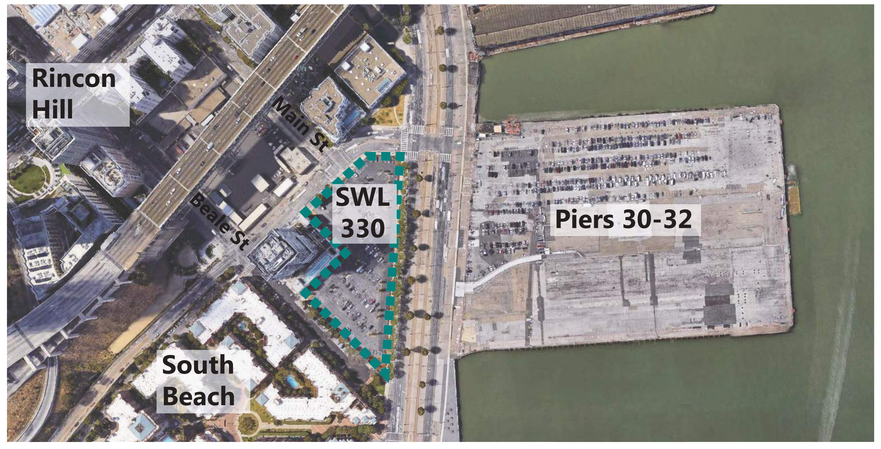
How can new development compliment the neighborhood?

SWL 330 is a 2.2 acre site, currently operated as a parking lot which generates $ 00,000 in Port revenues annually. The prior Bryant Street Pier development project was partially implemented resulting in construction of the Waterfront condominiums on the adjacent parcel. The Waterfront Plan promotes development of Port seawall lot sites to complement the surrounding neighborhood character and mix of uses. The Port secured State Legislation, SB 815, which lifted the public trust use restrictions from specified seawall lots, including SWL 330. SB815 enables the Port to develop trust and non-trust uses such as housing and office to generate revenue for purposes of investing in historic rehabilitation, public access and other Port capital investments along the shoreline.

The image to the right represents a building mass analysis produced as part of the Golden State Warriors proposal in 2014 that reflects current building bulk and height limits under the City's Planning Code and Zoning Map. This image is not a project proposal. The current City requirements include:

- 105 foot height limit
- Building mass and bulk limits above 65 feet
- Provision of ground floor pedestrian passages from The Embarcadero to Bryant and Beale Streets





Comments?

Your Ideas?

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The Embarcadero
South
Beach
N
Piers
30-32
Seawall
Lot 330