

# SOUTHERN WATERFRONT



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

# Southern Waterfront

Crane Cove Park to India Basin

## Urban Design Features

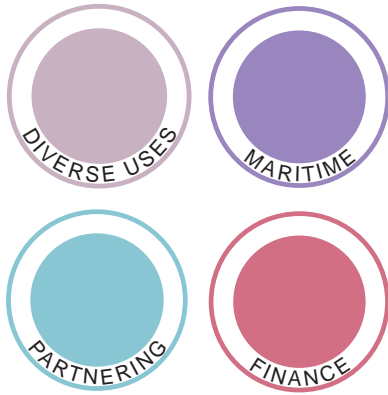
- » Pier 70 Union Irons Work Historic District and Shipyard
- » 20th Street entrance to the Pier 70 Historic Core and new neighborhood
- » Crane Cove Park & Pier 70 shoreline open space network
- » Islais Creek water recreation
- » Maritime cargo, industry, and scale
- » Heron's Head Park and the natural 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 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 and in the Pier 70 Special Use District. The Pier 70 Special Use District 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 will guide the Pier 70 Special Use District improvements are consistent with, and incorporated by reference in, this Waterfront Plan. 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 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 Pier 90-94 Backlands that protect the integrity of cargo terminal operations, enhance the Blue Greenway, provide workforce and economic opportunities for local residents, and maintain industrial facilities in San Francisco. The Pier 90-94 Backlands strategy was developed with the support of the Southern Waterfront Advisory Committee and Maritime Commerce Advisory Committee.*



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

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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, San Francisco Planning Department, San Francisco Office of Economic and Workforce Development (OEWD), and 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 work requires participation by multiple City departments including the Port, to coordinate transportation, open space, community, and infrastructure requirements and investments to serve these collective needs.

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 Pier 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 Pier 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 Pier 90-94 Backlands would require consultation with the State Lands Commission and, as applicable, BCDC, to determine how public trust objectives can be aligned and achieved.



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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.
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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 via 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; examples include Crane Cove Park and recreational water landings at Pier 70. New facilities have recently been built for existing neighborhoods; examples include Bayview Gateway and Heron's Head Park in Bayview-Hunters Point. As conceived, the Blue Greenway also includes public access areas in quiet places that offer views of maritime industry from a safe distance, natural areas, and the Bay, such as enjoyed from Heron's Head Park. Tulare Park and Warm Water Cove public access areas provide other such locations, and both 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 Chapter 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, which will 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 the Port to secure developer partnerships needed to rescue and rehabilitate precious historic resources in the Pier 70 Union Iron Works National Register Historic District, and create the [Pier 70 Special Use District](#). 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 is the Port's development partner responsible for creating the Pier 70 Special Use District, adapting the area to manage sea level rise, constructing new infill development and sustainable infrastructure systems for Pier 70, creating 9 acres of new parks, and rehabilitating historic resources as part of a multi-phase development program to create

a new mixed-use neighborhood. The Port and City are working in coordination with Brookfield Properties to implement these improvements, which must comply with the approved development agreement, site plans, and development design guidelines. The Pier 70 Special Use District documents are consistent with, and incorporated by reference in, this Waterfront Plan.

To complement these investments, the Port is developing the 7 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



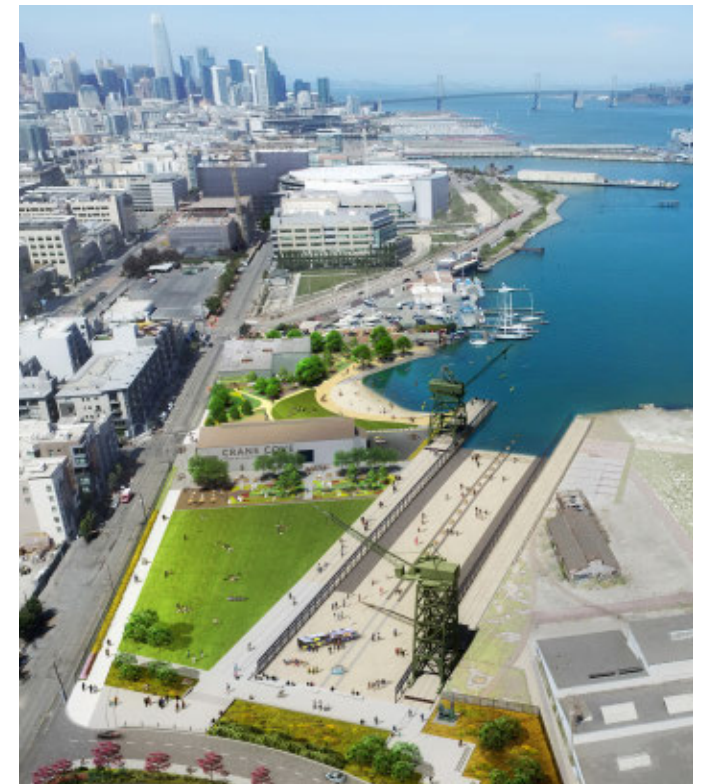
*Building 113 at Pier 70*



*Photos: Pier 70 project rendering (left top) and the building before construction (left bottom)*

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 resource that has been planned to connect with the park and public access network developed in the Pier 70 Special Use District. 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 capital 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.



*Crane Cove Park rendering*



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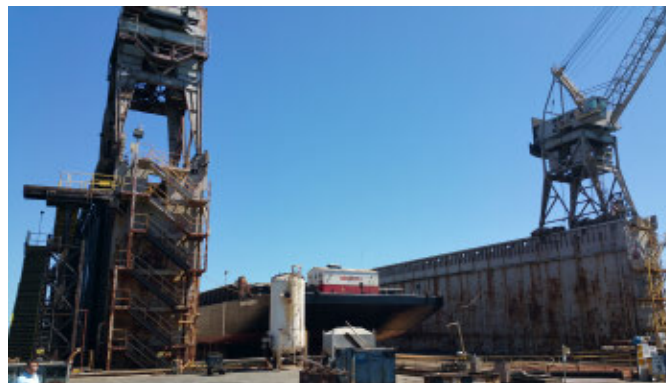
#### 4. Explore new business partnerships to operate the Pier 70 ship repair and drydock facility, as part of a broader maritime strategy that evaluates additional maritime opportunities for the shipyard site and facilities.

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The entire Pier 70 master plan and development planning program was carefully managed to preserve the location and respect the operational requirements of the ship repair industry, the historic use at Pier 70. The program includes dedicated transportation access via 19th Street and modernized utilities for the shipyard, integrated with the Pier 70 Special Use District and Historic Core infrastructure improvements. 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 competitive demands of the industry create challenges for the ship repair industry in San Francisco. These trends led to the departure of BAE Services, the Port's ship repair operator, in 2017.

With an understanding of these market changes, the Port is actively seeking new ship repair operators for Pier 70 but recognizes the need to broaden its maritime marketing efforts. Pier 70 provides an opportunity for alternative marine uses such as harbor services, marine sciences, and maritime technology development. The evaluation of maritime options includes an assessment of the land area and facilities in the current shipyard area, which include several Union Iron Works Historic District resources. Two locations at the outer edges of the shipyard may be surplus to shipyard needs: the Building 6 Triangle site along the east edge of Pier 70, and the Pier 68 Annex area west of the drydock piers. 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 planning strategy to address reuse and historic rehabilitation opportunities of any properties that may become surplus to those maritime needs.



*Port shipyards*



## 5. Increase marketing efforts to support maritime business partnerships to maximize the utilization 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 by 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 Lehigh Hanson Aggregate bulk cargo operation at Piers 92 and 94, which manages sand reclamation and import of aggregates needed to produce concrete and other construction products. This bulk cargo operation attracted two construction materials companies to invest in developing state-of-art, environmentally sustainable concrete manufacturing plants on adjacent properties.

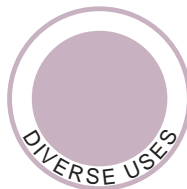
These operations, along with other companies that serve the robust demand for construction supplies in San Francisco and the Bay Area, provide a strong and stable customer base for Hanson Aggregate and the Port. The Port has an additional 26 acres of terminal space at Pier 96 and continues to market for additional non-container cargo business.

Port operations at Pier 80 are primarily dedicated to import and export of automobiles. Pier 80 has been an ideal location for serving 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 Pier 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 businesses has encouraged the Port to seek more “eco-industrial” business and partnering opportunities to maximize efficient and sustainable use and management of the Port’s industrial properties. Allowing these plants to locate next to a bulk cargo supply source has reduced truck trips and associated air emissions on bridges, highways, and city streets as compared to hauling material from more distant locations. In addition, both of the concrete plants were designed to capture and incorporate recycled rainwater in the concrete production process.



The Port looks to apply these principles to the Pier 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 in the face of inconsistent maritime market demands. 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 to provide a stable, productive industrial center 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 works together with the Golden Gate Audubon Society to improve the wetland habitat adjoining Pier 94 and cultivate native plants in the adjacent upland. 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. The Port partners with the San Francisco Recreation and Parks Department to support the Youth Stewardship Program, which offers free



*Greenagers at Heron's Head Park*

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.



*Aerial view of Heron's Head Park*



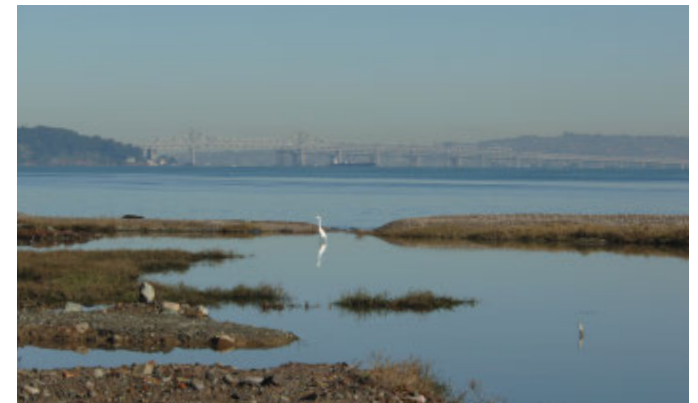
## 8. Work with the community to assess vulnerabilities, consequences, and community priorities to build resilience, reduce risks, and advance benefits in the Southern Waterfront.

The Port's Resilience Program is in the process of assessing the vulnerabilities, consequences, and priorities for the Port's facilities and services in light of climate change and other hazards. 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 Port's Resilience Program will continue work with the community, City, and regional partners to determine the consequences of these events and 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, with a focus on site- and project-specific actions. For example, adaptation measures have been incorporated into the Bayview Gateway, Crane Cove Park, and Pier 70 projects. The Port has been assessing the risks to Heron's Head Park from erosion and sea level rise and is developing a project to reduce current risks to the park and make it more resilient to future risks. In addition, the Port and the City have been working together to advance district-scale, Port-wide, and city-wide resilience in the Southern Waterfront. The Islais Creek Adaptation Study is a joint effort by the Port, San Francisco Planning Department, and San Francisco Municipal Transportation Agency (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 is also working with the San Francisco Planning Department and the City Administrator's Office of Resilience and Capital Planning on two city-wide resilience efforts: the San Francisco Hazard and Climate Resilience Plan and the Sea Level Rise Action Plan. 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 south of Heron's Head Park. These resilience efforts are aligned 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 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.



*Photo: Pier 94 wetland*

# The Southern Waterfront Acceptable Land Use Table <sup>1</sup>

## Key:

A = Acceptable Use

X = Accessory Use

	MARITIME <sup>2</sup>										OPEN SPACES/PUBLIC ACCESS <sup>3</sup>				PUBLIC-ORIENTED USES <sup>4</sup>										COMMERCIAL & INDUSTRIAL <sup>4</sup>					OTHER USES <sup>4</sup>				RESIDENTIAL <sup>4</sup>		SHORT-TERM INTERIM USES <sup>4</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										Parks/Public Open Space Public Access/Public Realm Natural Areas				Artists/Designers Assembly and Entertainment Hotels <sup>5</sup> Museums & Cultural Retail (Includes food and beverage uses) Recreational Enterprises Visitor Services Academic Organizations										General Office Production Distribution and Repair Use (PDR) Warehousing/Storage General Industrial Parking					Community Facilities Sports Facilities Transportation Services				RESIDENTIAL		SHORT-TERM INTERIM USES																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																									
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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 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 BDCD.

<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 BDCD 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.

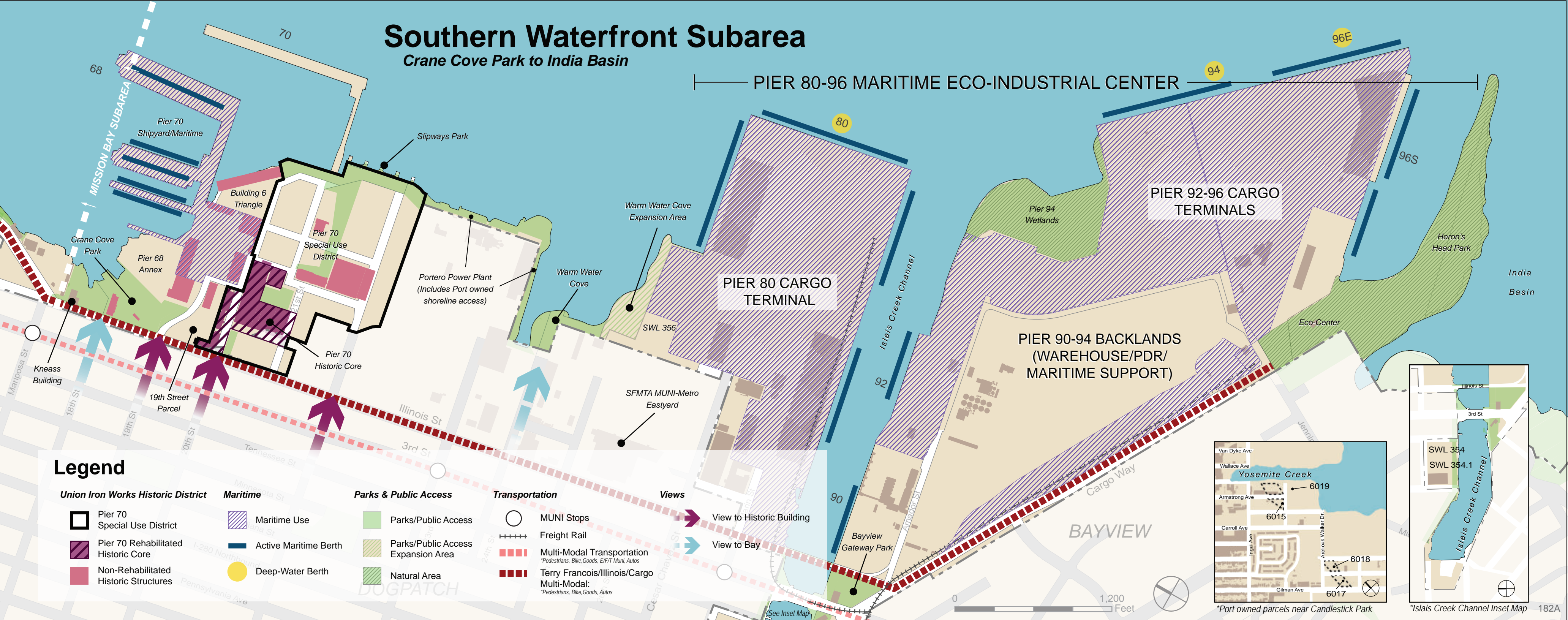
<sup>5</sup> Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.

<sup>6</sup> The Pier 70 SUD includes a "Parcel K," which was sold by the Port in February 2019.

# Southern Waterfront Subarea

Crane Cove Park to India Basin

PIER 80-96 MARITIME ECO-INDUSTRIAL CENTER



## Legend

### Union Iron Works Historic District

- Pier 70 Special Use District
- Pier 70 Rehabilitated Historic Core
- Non-Rehabilitated Historic Structures

### Maritime

- Maritime Use
- Active Maritime Berth
- Deep-Water Berth

### Parks & Public Access

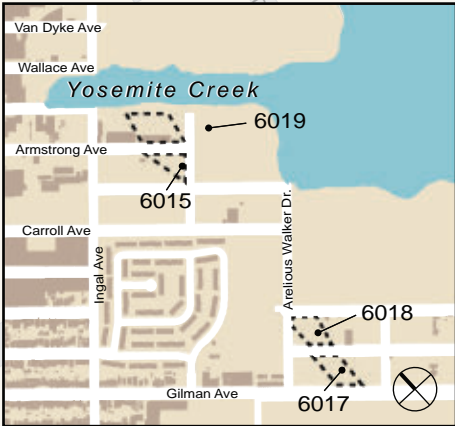
- Parks/Public Access
- Parks/Public Access Expansion Area
- Natural Area

### Transportation

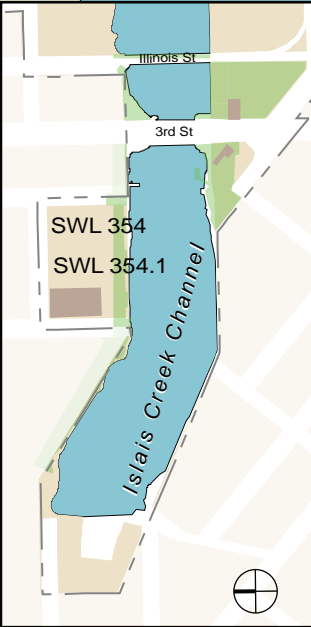
- MUNI Stops
- Freight Rail
- Multi-Modal Transportation  
*\*Pedestrians, Bike, Goods, E/F/T Muni, Autos*
- Terry Francois/Illinois/Cargo Multi-Modal:  
*\*Pedestrians, Bike, Goods, Autos*

### Views

- View to Historic Building
- View to Bay



\*Port owned parcels near Candlestick Park



\*Islais Creek Channel Inset Map 182A