

Port of San Francisco WATERFRONT PLAN

Draft for Public Review and Comment





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 and recommendations resulting in this update to the Waterfront Plan. 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

Draft for Public Review and Comment
Republished Version - December 2019

December 2019 revised text is underlined.
The Executive Summary on pages 12-15 is new.

This Publication includes:

- Draft Plan published June 2019
- Port Commission revisions as of December 2019

The Port of San Francisco Commission and staff deeply appreciate all who have participated in the work to date. We invite everyone to join the effort to improve San Francisco's waterfront.

DOWNLOAD THE DRAFT WATERFRONT PLAN AND PROVIDE COMMENTS ONLINE: www.sfport.com/waterfrontplan

Sign up to receive details about upcoming meetings. Contact Port staff to schedule a presentation at your next community or group meeting: Jai.Jackson@sfport.com



TABLE OF CONTENTS

CHAPTER 1 - INTRODUCTION AND EXECUTIVE SUMMARY	07
-------------------------------------------------------------	----

CHAPTER 2 - WATERFRONT PLAN GOALS AND POLICIES	17
-------------------------------------------------------------	----

A. A Maritime Port	21
B. Diversity of Activities and People	31
C. Public Access and Open Space	47
D. Urban Design and Historic Preservation	57
E. A Financially Strong Port with Economic Access for All	67
F. Transportation and Mobility for People and Goods	79
G. An Environmentally Sustainable Port	93
H. A Resilient Port	105
I. Partnering for Success	115

CHAPTER 3 - WATERFRONT PLAN SUBAREAS	125
---------------------------------------------------	-----

FISHERMAN'S WHARF: Aquatic Park to PIER 39	129
---------------------------------------------------------	-----

NORTHEAST WATERFRONT: Pier 35 to Pier 14	141
-------------------------------------------------------	-----

SOUTH BEACH: Rincon Park to The Ballpark	153
-------------------------------------------------------	-----

MISSION BAY: China Basin to Mariposa Street	165
----------------------------------------------------------	-----

SOUTHERN WATERFRONT: Crane Cove Park to India Basin	175
------------------------------------------------------------------	-----

APPENDICES	187
----------------------	-----

A. Text of Proposition H Ordinance*	188
B. Guidelines for Public Access and Port Maritime Operations and Berthing	192
C. Embarcadero Historic District Public Trust Objectives & Pier Rehabilitation Scenarios	194
D. Glossary of Public Agencies	197
E. Glossary of Terms	200
F. Acknowledgments	207

MAPS

A. Maritime Uses and Berthing.	24A
B. Land Use Context	34A
C. Parks, Public Access, and Natural Areas	50A
D. Street Views	60A
E. Historic Districts and Landmarks	62A
F. Transportation	82A

** 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.*

CHAPTER 1

INTRODUCTION & 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 7½ 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. Whether commuting to downtown by ferry, paddling a kayak on the San Francisco Bay, watching fishing boats unload the day's catch, or boarding a cruise ship bound for Alaska, Port lands offer a colorful array of maritime experiences alongside business, public access and natural shoreline areas, and visitor-oriented commercial attractions. 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 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 the San Francisco Bay 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 that have drawn people back to the waterfront. That report also included an assessment of lessons learned along the way, as well as the challenges and needs that must be addressed for the future.

The review findings and initial 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 topics and 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 and securing the resources and support needed from a multitude of stakeholders and public agencies to ensure a safe, sustainable, and resilient waterfront.

This planning process was also informed by City and County of San Francisco and Port initiatives that were already underway and will continue for years to come, including the City's Sea Level Rise Action Plan and the Port Resilience Program, which includes the Port's Embarcadero Seawall Program. Both of these initiatives highlight the importance of capturing the public's values, desires, and aspirations about the waterfront within an updated Waterfront Plan. These public values are reflected in the Waterfront Plan Working Group recommendations and proposed updates to the Waterfront Plan and will inform the Port as it builds resilience over time by addressing urgent seismic safety risks in the near term, adapting to rising tides over time, and envisioning a future waterfront over the long term.

The 2019 Draft Waterfront Plan

The Waterfront Plan Working Group unanimously approved 160 of 161 policy recommendations, which were all then endorsed by the Port Commission. These recommendations have been incorporated into draft amendments to update the Waterfront Plan.

This Draft Waterfront Plan sets forth nine goals for stewarding future improvements along the Port's entire 7½-mile waterfront. Each goal is supported by policies that provide further guidance for managing and improving the waterfront. The Waterfront Plan goals and policies are presented in Chapter 2. Chapter 3 presents objectives for the Port's five geographic subareas and describes acceptable land uses for properties in each subarea, based on the goals and policies in Chapter 2.

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. See Appendix F for a list of participants.

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, 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 San Francisco 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.

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, or 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.

The Time is Now

The Waterfront Plan public discussions 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 developed in the public planning process 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 the 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 adapting to the social, economic, and ecological impacts of climate change. 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 have invested in the public process to date, have set the foundation for continued successful collaborations between the Port and our community partners.

EXECUTIVE SUMMARY

PLAN GOALS & POLICIES

The Waterfront Plan sets forth nine goals, presented below, for stewarding future improvements along the 7½ miles of waterfront and upland properties managed by the Port of San Francisco. Each Plan goal is supported by policies that provide further guidance, organized by policy topic listed below.

A MARITIME PORT

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

POLICY TOPICS:

- Protect maritime facilities, infrastructure, and operations
- Maintain and enhance maritime facilities
- Southern Waterfront cargo and industrial operations
- Water recreation and recreational boating
- Maritime use and public access compatibility

DIVERSITY OF ACTIVITIES AND PEOPLE

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

POLICY TOPICS:

- Public-oriented uses
- Commercial and industrial uses
- Other Uses: Transportation & Community Facilities
- Embarcadero Historic District rehabilitation
- Seawall Lot uses
- Mission Rock Neighborhood
- Pier 70 Special Use District
- Interim uses
- Unacceptable uses

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.

POLICY TOPICS:

- Continuity of open spaces
- Sequence of open spaces
- Variety of open spaces
- Park activation
- Working with the City and the public
- City connections
- Design character
- Connections with nature
- Water recreation access
- Maritime and public access compatibility
- Design guidelines
- Open space and resilience

URBAN DESIGN AND HISTORIC PRESERVATION

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

POLICY TOPICS:

- City pattern
- Historic preservation
- Public realm
- Resilience planning
- Views

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.

POLICY TOPICS:

- Public trust benefit investments
- Diverse leasing portfolio
- Diverse fund and financing tools
- Inclusive and equitable economic opportunity

TRANSPORTATION AND MOBILITY FOR PEOPLE AND GOODS

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

POLICY TOPICS:

- Strong public transit and agency partnership
- Safe pedestrian and bicycle environment
- Smart ferry and water transportation service
- Functional goods movement and industrial access
- Parking and Transportation Demand Management plans
- Efficient street operations and maintenance

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.

POLICY TOPICS:

- Greenhouse gas emissions
- Water quality and conservation
- Biodiversity
- Green building
- Environmental health

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.

POLICY TOPICS:

- Emergency and disaster response
- Seismic safety
- Resilience partnerships
- Resilience planning
- Achieving multiple objectives
- Social cohesion and equity

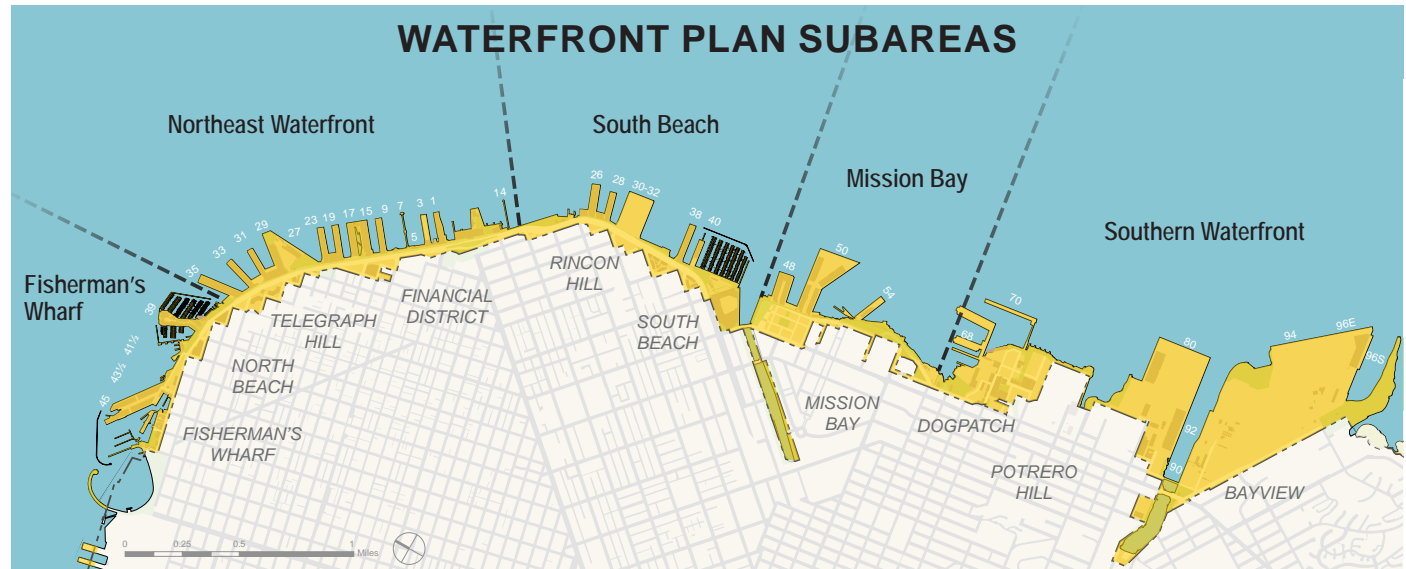
PARTNERING FOR SUCCESS

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.

POLICY TOPICS:

- Collaborative government
- Public engagement and participation
- Community engagement for competitive leasing and development solicitations
- Community engagement for unsolicited proposals
- Review of other non-maritime leases
- Southern Waterfront leases
- Projects not requiring additional review

SUBAREA OBJECTIVES



Port properties adjoin many San Francisco neighborhoods and districts, each with its own community character. To address these distinctions, the Plan identifies five waterfront subareas and describes objectives to guide planning, development, leasing and stewardship within each subarea. Subarea objectives flow from the Plan's Portwide goals and policies. The subarea discussions include maps and tables that describe acceptable uses for Port properties within the given geography.

FISHERMAN'S WHARF (Aquatic Park to Pier 39):

1. Protect and maintain Fisherman's Wharf as a working fishing port.
2. Maintain a colorful mix of maritime and water-dependent activities at Fisherman's Wharf, in addition to fishing.
3. Enhance the public access experience and open space programming in Fisherman's Wharf.
4. Maintain the Wharf's diverse mix of public, commercial, and maritime activities and include uses that attract local residents and dispel the Wharf's image as a tourist-only attraction.
5. Work with Wharf restaurants and businesses to coordinate investments in infrastructure improvements that maintain public safety and economic vitality, and adapt to sea level rise.
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.

NORTHEAST WATERFRONT (Pier 35 to Pier 14):

1. Protect and enhance the historic maritime character of the Northeast Waterfront.
2. Maximize opportunities to retain and enhance maritime operations in the Northeast Waterfront.
3. Activate the Northeast Waterfront with an array of uses that establish a daytime and nighttime presence but are not primarily tourist-oriented.
4. On Northeast Waterfront seawall lots, create new developments that complement the surrounding neighborhood and highlight connections between upland neighborhoods and the waterfront.
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.
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.
7. Maintain close working relationships with the SFMTA and other transportation partners to expand public transit and alternative transportation services that improve the safety and comfort of travel along The Embarcadero.
8. Provide efficiently planned parking and loading facilities to serve new activities in the Northeast Waterfront.
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.

SOUTH BEACH (Rincon Park to the Ballpark):

1. Preserve and improve existing maritime uses and provide focal points for public enjoyment of new maritime and water-dependent activities in South Beach.
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.
3. Promote activities and public access in South Beach pier projects within the Embarcadero Historic District.
4. Create opportunity for new development in South Beach to create a new architectural identity while respecting the Embarcadero Historic District.
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.
6. Maintain close working relationships with the SFMTA and other transportation partners to expand public transit and alternative transportation services that improve the safety and comfort of travel along The Embarcadero in South Beach.
7. 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 South Beach waterfront.

MISSION BAY (China Basin to Mariposa Street):

1. Complete the Blue Greenway public access and open space improvements through the Mission Bay Waterfront.
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.
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.
4. Preserve and restore Pier 48 to recall the Mission Bay waterfront's historic use and to accommodate new uses.
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.

SOUTHERN WATERFRONT (Crane Cove Park to India Basin):

1. Continue inter-agency coordination to align maritime, industrial, and development priorities and investments in the Southern Waterfront.
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.
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 new waterfront neighborhood in Dogpatch.
4. Explore new business partnerships for the Pier 70 ship repair and drydock facility, as part of a broader strategy that evaluates additional maritime industry opportunities.
5. Increase marketing efforts to support maritime business partnerships to maximize the utilization of existing cargo terminal facilities in a dynamic urban environment.
6. In the Pier 90-94 Backlands, pursue industrial warehouse facilities that are compatible with cargo terminal operations and provide 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.
7. Protect wildlife habitat and shoreline areas.
8. Work with the community to assess vulnerabilities, consequences, and community priorities to build resilience, reduce risks, and advance benefits in the Southern Waterfront.

CHAPTER 2



WATERFRONT GOALS AND POLICIES

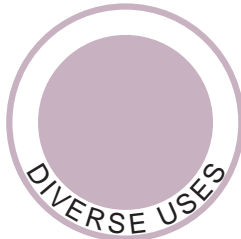
Chapter 2 - WATERFRONT GOALS AND POLICIES

This chapter sets forth nine goals to guide future improvements along the Port of San Francisco waterfront. Each goal is supported by policies that provide direction for managing and improving the waterfront throughout the Port's 7½ mile jurisdiction. Icons for each goal are shown for reference. Links to additional information are found within the Plan, at www.sfport.com/waterfrontplan, indicated throughout with underlined, blue lettering.



A Maritime Port

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



Diversity of Activities and People

Host a diverse and rich 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.



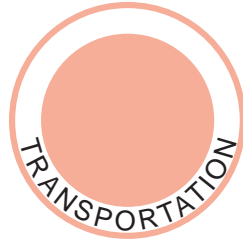
Urban Design and Historic Preservation

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.



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.



Transportation and Mobility for People and Goods

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



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 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.



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 2A



A MARITIME PORT | 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



GOAL:

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



The Port of San Francisco has a rich maritime heritage, reflected in the wide array of historic piers and the vessels that ply the 7½ 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. Breakbulk cargo flourished along the Embarcadero through World War II and until the 1970s, when cargo shipping relocated to modern container cargo terminals in the Southern Waterfront. The historic finger piers in the Northern Waterfront adapted well to other maritime and industrial operations. Today, the Port of San Francisco manages one of the most diverse maritime portfolios in the nation.

Background

Maritime and Water-Dependent Uses

The Port of San Francisco oversees a colorful array of water-dependent maritime industries and berthing activities, as shown on 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 military, research, and ceremonial vessels that frequently visit the Bay Area, along with historic vessels. Cargo shipping continues to be anchored in the Southern Waterfront at Piers 80 and 92-96. The Port waterfront provides water recreation and boating facilities, including recreational marinas, a boat launch, and kayak landings. Collectively, the diverse range of maritime commerce and water-recreation activities provide numerous opportunities for water-dependent uses.

Maintaining these maritime businesses and water recreation activities is a core public trust responsibility of the San Francisco Port Commission. It is a priority that has continued to be affirmed since 1990, when San Francisco voters approved Proposition H which required preparation of a waterfront plan, and that the needs of maritime industry operations receive first consideration in that plan. 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 fascinating, and that distinguishes San Francisco from other waterfronts in the Bay Area and state. Many of the Port's maritime industries are highly dynamic, often subject to national or global economic and technological changes. This situation creates a need to preserve flexibility to accommodate maritime business opportunities and berthing when and where needed along the entire 7½ 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.

When not in conflict with maritime operations, the Port also promotes public access to the shoreline. Most of today's maritime industries are small-scale and, with careful management, are compatible with a mix of other industrial, commercial, and recreational uses along San Francisco's urban waterfront. Each industry has unique facility and operational needs, as well as regulatory requirements. Public-oriented maritime operations as shown on Map A (e.g., passenger ferries, water taxis, Bay excursions, swim clubs, and water-recreation and boating facilities) invite public access to the shoreline and out onto the Bay. In some cases, maritime uses and public access cannot both be provided at the same site due to operational or safety considerations. Waterfront Plan policies include guidelines to promote public access along the shoreline, including visual access to maritime activities where feasible and compatible with Port maritime operations.

Maritime Industry Economics

To respond to business needs and pursue opportunities, the Port tracks maritime industry changes and market conditions affecting San Francisco and the Bay Area. Tracking these trends helps to inform maritime leasing and operations, including Port berthing needs and locations, and thus is an important part of managing the Port's diverse assets, land uses, and financial resources. Maritime functions continue to employ skilled labor that helps maintain a diverse economic and job base in San Francisco. In addition, many Port business lines such as passenger cruise ships are economic drivers for tourism, San Francisco's largest industry. While maritime industries support a diverse job base in San Francisco and the Bay Area, most do not generate sufficient revenues on their own to finance capital improvements and facility repairs. Certain industries, notably cargo shipping, ship repair, cruise, and commercial fishing typically require dedicated facilities that can rely heavily on Port capital resources, while other maritime uses can be operated and managed in facilities that are shared with non-maritime activities. The Port Commission and Port staff focus on creating 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.



Fishing Industry



Bay Delta Tugboat



Auto shipping at Pier 80

Public Collaboration

Tenant and Community Engagement

The Port works with its maritime tenants to provide necessary support services and collaborates on business opportunities to maintain and enhance maritime uses in San Francisco. Port staff coordinates a Maritime Commerce Advisory Committee (MCAC) which includes representatives from organized labor and the Port's diverse maritime businesses. The MCAC ensures ongoing exchange to help keep the Port apprised of maritime business needs and changes. MCAC meetings are open to the public to maintain community engagement and provide a forum for addressing maritime market needs and opportunities, along with the balance between maritime requirements and other public trust and City needs.



Bar Pilot - Harbor Services

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.

Maritime Industrial Transportation Access

Traffic congestion and access are operational challenges for the Port's maritime businesses, which require truck loading and access to pier facilities. The City and County of San Francisco (City) manages streets and land-based transportation systems to meet demand from travelers using all modes of transportation. Maritime and industrial access, goods movement and deliveries, and freight rail service are required for viable maritime operations but can be overlooked. While many maritime operators arrive and depart during non-peak periods to the extent possible, 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 Chapter 2F for more discussion of Waterfront Plan transportation policies.

Regulatory, Security, and Environmental Requirements

Maritime operations must comply with a number of regulatory, security, and environmental requirements, including procuring and maintaining permits from federal, state, and regional agencies. The Port provides significant technical support to address complex and ever-changing ecological, health, and safety regulations, protocols, and financial requirements, including for the following key functions:

Maritime Uses and Berthing

Map A

Legend



Maritime Use



Deep-Water Berths



Public-Oriented Maritime
**Includes Ferry, Water-Taxi,
Excursion, Ceremonial and Historic
Berthing, Recreational Boat
Landings and Launch Facilities*



Active Berth



Vacant Berth



Port Property

Note: Please refer to Map C for water
recreation landings and San Francisco
Bay Area Water Trail





San Francisco Bay Railroad, Pier 96

Dredging

Annual dredging is required to maintain berth and channel depths for vessel access and operations. The regulations governing dredging are complex, and compliance with them is expensive. The Port manages its dredging program to protect Bay water quality and restore habitat and other environmental features where possible.



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 in close coordination with the U.S. Coast Guard to administer a Maritime Security (MARSEC) program that requires Facility Security Plans to protect the safety and security of vessels and terminal installations. In addition, the Port works with many agencies to support coordinated homeland security and disaster planning protocols, and the use of Port terminals and facilities for emergency and post-disaster response functions to serve the city and region. See Chapter 2H for more discussion of Port security and resilience policies.



Coast Guard at Pier 35

Maritime Environmental Sustainability

[Environmental initiatives and operational requirements](#) for maritime industries and operations 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 advanced initiatives for reducing air pollution from California maritime and port operations. For example, CARB has enacted rules that require certain types of ocean-going vessels to use cleaner fuels, turn off idling diesel engines, and connect to shore side electric power when they are docked at the state's busiest ports. CARB continues to develop new regulations and strengthen existing programs to integrate its efforts with state-wide climate change initiatives and toxic air pollutant programs. These increasingly stringent regulations and initiatives have driven, and will continue to drive, technological innovations in the maritime sector to achieve greater air emissions reductions.



Shore power at Cruise Terminal, Pier 27

Port maritime tenant partners have already begun to shift to renewable diesel and hybrid electric powered engines in new excursion and ferry vessels and freight rail engine 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. However, more clean energy facilities and technologies will be needed as additional vessel types become subject to regulation, vessel visits grow, and regulatory agencies set increasingly protective

air quality standards for human health and the environment. See Chapter 2G for more discussion of environmental sustainability policies.



Ship repair drydock at Pier 70

Maritime Challenges and Opportunities

Cruise Operations

While 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 and is in aging condition. It is likely that major capital investment will be required to construct another shore power facility to maintain the Port's robust passenger cruise business. The Port is working to determine cost-effective clean energy technologies and locations best suited for additional shore power for cruise ship berthing and passenger operations. The significant capital required to connect to the city's electrical network would likely require a public financing strategy and/or a public-private partnership.

Ship Repair

Pier 70 is home base for San Francisco's ship repair industry, which started in the 1880s and has survived by evolving through many economic and technological changes. The Port owns the drydock Eureka and Drydock 2, which until recently was the largest on the U.S. West Coast. This key asset enabled the Port to secure many deep-water vessel repair contracts at Pier 70. However, 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 ongoing challenges for San Francisco's ability to secure large ship repair contracts. 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 marketing efforts to consider other maritime uses for the shipyard site as well. The Port is in the process of determining how this facility can best serve maritime business opportunities compatibly with other major investments to improve Pier 70.

Pier 80-96 Maritime Eco-Industrial Strategy

The Pier 80-96 Maritime Eco-Industrial Strategy (Pier 80-96 Strategy) is a portfolio-based approach for protecting and supporting San Francisco's remaining cargo shipping and support operations, creating job and economic opportunity, and allowing for environmental enhancement and public access in the Southern Waterfront. Because large-scale container shipping is not viable in San Francisco, the Port's efforts are focused on securing non-container cargo businesses that are well-served at the Pier 80, Pier 92, and Pier 94-96 terminals. The development of the adjacent Pier 90-94 Backlands area on Seawall Lot (SWL) 352 is included in the Pier 80-96 Strategy. This 51-acre area is ideal for developing industrial warehouse facilities, an economically productive and compatible use that can provide maritime support uses, reinforce the Port's cargo terminal operations, and meet City objectives for maintaining an industrial base in San Francisco. The financing necessary to improve this property exceeds Port resources and would require public-private development partnership(s). Before pursuing long-term development, the Port will need to work with the State Lands Commission to determine whether an aligned and financially viable public trust strategy can be achieved for the Pier 90-94 Backlands.





Water recreation in Mission Creek

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, 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.

Water Recreation and Recreational Boating

The Port waterfront is home to a growing number of facilities, operations, and programs that support water recreation and recreational boating uses and enjoyment of San Francisco Bay. Water recreation activities and facilities provide opportunities for public access to San Francisco's shoreline from both water and land. However, facility siting must consider user-safety given the high volume of commercial and ocean-going vessels working along San Francisco's active shoreline. The Port has developed float and landing facilities, rental and service businesses, and community partnerships to educate and promote water recreation among people of all abilities and economic backgrounds. 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 Area Water Trail and San Francisco Bay Trail. See Chapter 2C for more information.

Ferry service to the East Bay



Water Transportation

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



Water Taxi at Pier 1½

The Port works closely with water transportation agencies and businesses charged with expanding regional water transportation facilities and services in San Francisco Bay, including the San Francisco Water Emergency Transportation Authority (WETA) and Golden Gate Ferry (GGF). The Port, WETA, and GGF coordinate operations and improvements for existing and new water transportation facilities that fit within the regional transportation network. The Port also supports opportunities to test the viability of small and emerging water transportation operators that promote local water taxi or charter services along the San Francisco waterfront and to other Bay locations. These functions are one component of ongoing Port coordination with City and regional transportation agencies to provide a wide range of water transportation options along the waterfront. See Chapter 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 Chapter 2H.

MARITIME POLICIES

Protect Maritime Facilities, Infrastructure, and Operational Flexibility

1. Permit maritime uses anywhere throughout the Port of San Francisco's 7½ mile waterfront to meet changing industry needs, subject to 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.

Maintain and Enhance 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.

MARITIME POLICIES

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 California Air Resources Board (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 Chapter 2F.

Southern Waterfront Cargo and Industrial Operations

14. Maintain existing marine terminals at Pier 80, Pier 92, and Pier 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 Pier 90-94 Backlands to protect the integrity of the Port's Pier 92 and Pier 94-96 cargo terminal operations. Maintain a viable industrial base in San Francisco to generate economic activity and jobs, revenues for Port capital investment, 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.

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, water recreation, and related commercial services (e.g., boat rentals, chandlery) 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.

MARITIME POLICIES

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 water recreation programs and provide information about water landing facilities and activities (e.g., University of California, San Francisco [UCSF] Mission Creek kayak programs, Bay Area Association of Disabled Sailors).

22. Promote water recreation improvements in landside open spaces, 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, 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.

CHAPTER 2B



DIVERSITY OF ACTIVITIES AND PEOPLE
DIVERSITY OF ACTIVITIES AND PEOPLE

A Maritime Port | **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



GOAL:

Host a diverse and rich 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.



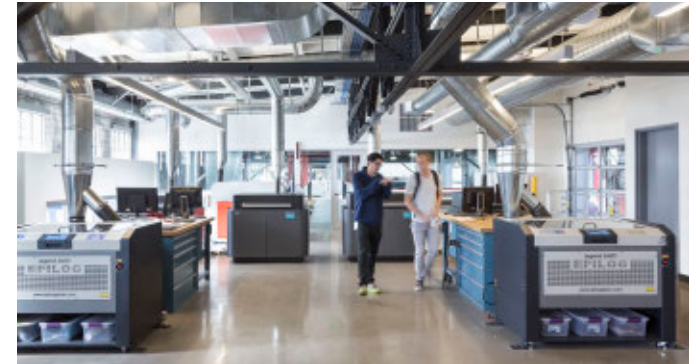
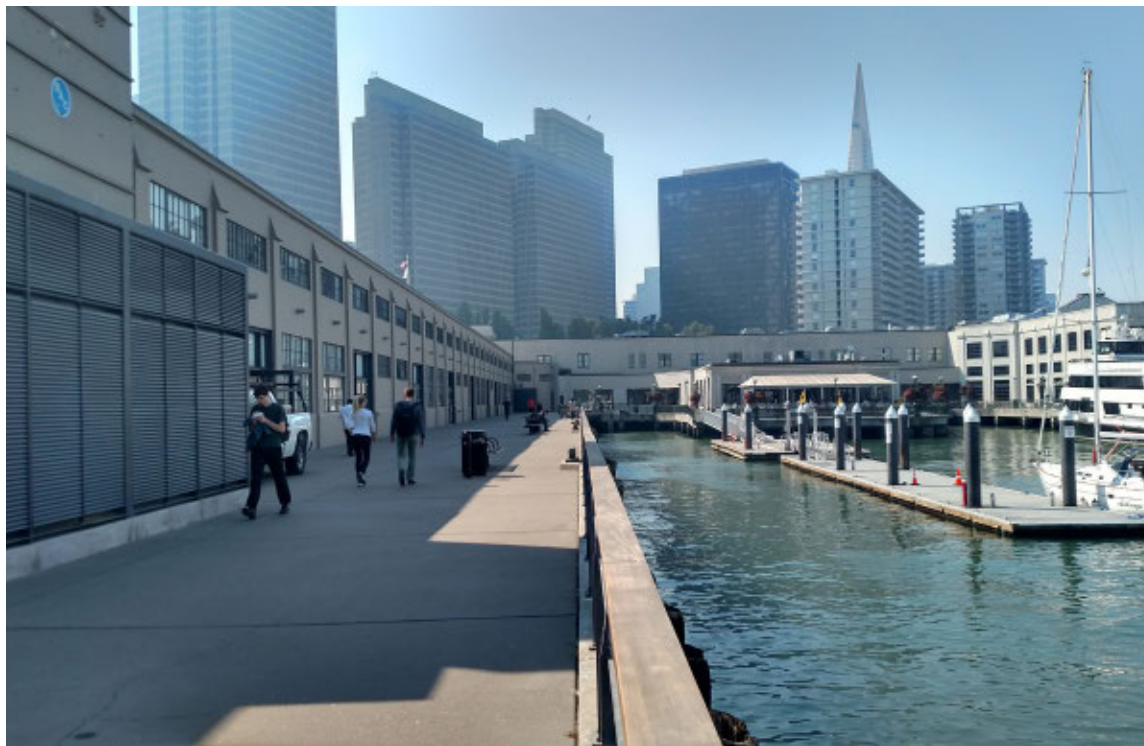
The Port of San Francisco has always been a “place of work and innovation,” evolving over time in response to technological and economic change to support many different industries and businesses. In recent decades, as the waterfront has continued to change, the Port has encouraged a broad array of public-oriented uses to appeal to locals and visitors alike and to enhance enjoyment of the waterfront and San Francisco Bay. Today, the Port continues to support this 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 waterfront is distinctly urban in character, a reflection of its continual evolution. Map B illustrates the land use context along the 7½ mile waterfront, including historic resources, parks and public access, and new mixed-use districts interlaced with 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 support maritime operations 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 lot properties. 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 industrial activities, in addition to maritime operations. This wide-ranging property portfolio provides a stable revenue base for the Port Harbor Fund to support Port operations and capital needs, and helps the city to maintain a diverse economy and broad range of job opportunities.

The Port relies on leases and public-private development partnerships to support this full suite of activities at fair market rental rates, with lease terms long enough to allow the cost of tenant and capital improvements to be amortized. Chapter 2E discusses the Port's financial responsibilities and requirements, and the Waterfront Plan's financial and economic policies.

Zoning and Land Use Controls

The Port works in close coordination with the San Francisco Planning Department to align policy and design reviews, so that new Port projects and improvements enhance and create positive additions to the city and its urban setting. The San Francisco Planning Code and City Zoning Map define zoning classifications and building height and bulk limit requirements for Port properties and new proposals.

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 also 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.

The majority of 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. In addition, pursuant to Proposition B (2014), any change to building height limits for Port-owned property requires approval by San Francisco voters. These land use provisions and controls are managed to comply with additional requirements established by Proposition H that apply to the Port’s piers and properties within 100 feet of the shoreline.

In addition to City zoning requirements, many projects are reviewed by the staff of the California State Lands Commission and the San Francisco Bay Conservation and Development Commission (BCDC).



Rendering of BRIDGE affordable housing on SWL 322, 88 Broadway

Seawall Lots – Where the City Meets the Waterfront

One distinguishing feature of the Port of San Francisco is how its pier facilities and maritime operations directly abut the larger San Francisco urban landscape. San Francisco’s street grid stretches all the way to the waterfront, providing a direct connection from the city’s diverse neighborhoods to the network of historic piers, maritime facilities, and open spaces that extend along and over the Bay. This juxtaposition creates a unique and dramatic waterfront experience. In addition, the Port owns seawall lot properties that can be developed to provide an urban transition to the piers and wharves along the Bay.

Port seawall lot properties vary in size and location, and these characteristics influence the type and scale of non-maritime uses that are allowed in the Waterfront Plan. Seawall lots located north of China Basin Channel lie west of the Embarcadero, are relatively small in size, and are interspersed with privately owned parcels. Here, seawall lots no longer serve a maritime purpose but provide valuable opportunities for infill development that integrates with the surrounding neighborhood. The Port has a history of working with the State Lands Commission on [state legislation](#) to lift or suspend public trust use restrictions for specified seawall lots that no longer support trust uses, and to allow residential and other non-trust uses that fit with the surrounding setting. This approach promotes land use compatibility and generates significant revenue and public financing capacity for Port capital improvements, including waterfront parks and public access as well as historic pier rehabilitation. Hotels, a trust-consistent use, also can be developed on seawall lots in compliance with Proposition H, because seawall lots are located more than 100 feet from the shoreline.

South of China Basin Channel, Port seawall lots are large and, while generally not suited for maritime industry, are managed to provide a variety of public trust benefits. These

Land Use Context

Map B

Legend

Multi-Use Areas

- New Mixed-Use Special Use Districts (SUD)*
- Seawall Lots (unimproved)
- Parks and Public Access
- Existing Development

Historic Resources

- Rehabilitated Historic Structures
- Non-Rehabilitated Historic Structures
- Port Property

Maritime Uses:

- Maritime Use
- Active Berth

* See Mission Rock and Pier 70 Plans for further details.



benefits include 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](#). Plans and development agreements have been approved to create two neighborhoods on Port seawall lots: [Mission Rock](#), a 28-acre site that includes Seawall Lot (SWL) 337 and Pier 48 within the Mission Bay area; and the [Pier 70 Special Use District \(SUD\)](#), a 35-acre site within Pier 70 that includes SWL 349. Both are approved for mixed-use, residential and commercial neighborhoods with 30 to 40 percent of housing units to be provided at below-market rates, major new

park and shoreline access, new sustainable infrastructure, and site designs 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 of these multi-phase projects; both projects also incorporate building height limit increases approved by San Francisco voters as required by Proposition B. Land use policies and controls, including urban design, architectural, and historic preservation design standards for the Mission Rock and Pier 70 SUD neighborhoods, are separately addressed in the development and design documents for those projects, which are incorporated by reference into this Waterfront Plan.



Rendering of Mission Rock Park

Public-Oriented Uses

A key public trust objective is to foster activities that draw the public to the waterfront for recreation and enjoyment, and to experience San Francisco's maritime history and architecture, especially within Embarcadero Historic District pier facilities. Public plazas and visitor-serving retail, including restaurants, have long been recognized as trust uses that promote public enjoyment of the waterfront. There is strong public demand for more diverse public-oriented use offerings along the waterfront, including cultural, educational, entertainment, and recreational activities. 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.



The Exploratorium at Pier 15



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.

*See Embarcadero Historic District discussion on pp. 34-36 regarding conditions for allowing General Office and PDR uses

Commercial and Industrial Uses

From Fisherman's Wharf to Bayview-Hunters Point, the Port encompasses numerous neighborhood commercial and industrial areas that support diverse businesses and industrial operations. Commercial and industrial uses presently occupy piers and seawall lots. The Port's industrial properties are uniquely versatile, places of work that have demonstrated the ability to adapt to changing needs over time. Today, these properties accommodate PDR, storage, technology innovation, and light industrial activities. Commercial uses also include general office. Office use is included in buildings on some seawall lots, in historic rehabilitation projects such as the Ferry Building, and as short-term interim uses. Together, commercial and industrial uses support a workplace that, in addition to maritime employment, offers a diverse mix of non-maritime jobs.

Other Uses

The Waterfront Plan provides for additional uses to support maritime and non-maritime uses and to recognize property leased for the San Francisco Giants ballpark.

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.



Pier 9

Embarcadero Historic District

There is strong public support for opening more historic pier facilities for public use and enjoyment in the Embarcadero Historic District, which extends from Pier 45 in Fisherman's Wharf to Pier 48 along China Basin Channel. 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 to 5, and the Exploratorium at Pier 15, have been rehabilitated, reducing some risk to the historic district. Because of financial feasibility constraints, however, many other pier facilities have not yet been restored.



*Investing in Our Future,
Upholding Our Past*

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

Environmental sustainability principles support reuse of existing structures, particularly valuable historic resources. While the Port, along with the City and region, develops plans and strategies to adapt to rising tides and climate change, efforts to preserve and enhance the resilience and integrity of the historic district, where feasible, continue to be an important Port stewardship responsibility. Port efforts include engineering and design studies to develop a toolkit of strategies and appropriate flood protection alterations to make Embarcadero Historic District resources more resilient in the face of rising tides and climate change (see Chapter 2H).

As part of updating the Waterfront Plan, the Port engaged in detailed public discussions which included historic preservation and financial feasibility analyses, and reviewed prior successful historic rehabilitation projects. This effort informed the development of Embarcadero Historic District Public Trust Objectives, to determine how to maximize trust benefits when considering preservation and rehabilitation of a historic district facility. The objectives reflect the importance of preserving the integrity of the historic district, enhancing maritime operations, and ensuring that the public may enjoy access to and use of rehabilitated structures.

The Port requires that all rehabilitation and repair work be consistent 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 a number of factors, including public trust needs and priorities, condition of the structure, costs and extent of rehabilitation, location, development opportunities, economic cycles, and dynamic real estate markets. Piers must be seismically retrofitted to support public uses in these historic properties. 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 which may require the inclusion of high revenue generating General Office and/or certain types of high revenue Production, Repair, and Distribution (PDR) uses. To the extent development partners can commit other outside funding or financing resources to offset or subsidize the cost of public-oriented uses and public trust benefits provided in the project, this is strongly supported and encouraged. In addition, the success of such projects is reliant upon lease terms that are sufficient to amortize the investment necessary to support repair, seismic strengthening, and other improvements necessary to achieve project objectives.



Pier 1 historic rehabilitation



La Mar before - Pier 1½



La Mar after - Pier 1½

Full vs. Partial Rehabilitation Projects

The Port also requires a dynamic mix of leasing and development approaches to repair and rehabilitate as many historic pier facilities as possible. “Full Historic Rehabilitation Projects” are highly desirable wherever feasible, to achieve full seismic upgrade of an entire pier facility, including the bulkhead building. This type of project provides 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, Port leasing efforts focus on tenants or partners with resources to invest in repairs in a portion of the facility without triggering building code requirements for significant structural upgrades. These “Partial Rehabilitation Projects” provide opportunities for targeted improvement, such as a restaurant or public-oriented use in a bulkhead building, or repairs and utility upgrades for light industrial maker businesses, while the majority 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 amortization requirements to finance improvements, and may require high-revenue-generating uses.

The Port relies on public-private partnerships and tenant leases for historic rehabilitation projects to achieve these public trust objectives, with development programs that include high-revenue-generating uses and/or external funding sources necessary to finance the high cost of repair, seismic upgrade, and historic preservation. Piers with high repair and upgrade costs will require more high-revenue-generating uses and/or external funding sources to achieve financial feasibility than piers with comparatively lower costs.

Short-Term Interim Uses

In long-term development projects, negotiating leases and development agreements and completing entitlement approvals can take several years. Under the Burton Act, Port lands may be leased for a wide range of short-term interim uses, including non-trust uses, pending the lands’ ultimate development or improvement to achieve long-term public trust benefits. The Port must keep its facilities productive in order to generate revenues necessary to fund ongoing operations and finance capital improvements. Short-term interim use leases are therefore essential in supporting the Port’s financial stability.

Leases for short-term interim uses may be for temporary and month-to-month periods, up to 10 years. Given the limited lease term, common uses for undeveloped properties are general parking lots unrelated to a trust use, construction laydown space, and industrial storage. Pier sheds support many interim light industrial and storage tenancies. Short-term interim uses also allow the Port to “start small” and pilot new business ideas, as well as promote temporary activities to increase vitality along the waterfront. These short-term businesses, programs, and activities build a base of experience and support that can evolve into long-term projects to bring more diverse jobs, residents, and visitors to the waterfront.

DIVERSE USE POLICIES

Public-Oriented Uses

See list of Public-oriented uses on p. 32

1. Leases and Port developments should 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. 33

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 Chapter 2A, Maritime Policies 14 & 15, pursue development of new warehouses on the Pier 90-94 Backlands to maintain industrial facilities in San Francisco that protect the viability of Port cargo and maritime support businesses at Piers 80, 92 and 94-96, generate economic activity and jobs for the city, Port revenues for capital investment, and improved properties in the Bayview-Hunters Point community.
14. Develop commercial and industrial projects that are consistent with applicable urban design and architectural

DIVERSE USE POLICIES

policies (in Chapter 2D) and environmental sustainability policies (in Chapter 2G), and that complement and enhance the waterfront public open space network (see Chapter 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 transportation policies (in Chapter 2F).

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 (City).

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 activate the waterfront.

22. Maintain the Port Executive Director's authority to direct the utilization 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 preserve the Embarcadero Historic District's iconic finger pier facilities.

24. Increase certainty and coordinated inter-agency review by using the Embarcadero Historic District Public Trust Objectives (see Appendix C) as a criteria framework to assess the public trust consistency and benefits provided in Embarcadero Historic District leases and historic rehabilitation development projects.

25. Establish a framework to support full historic rehabilitation, partial rehabilitation, and short-term uses and criteria for pier repairs, uses, and public trust benefits, to provide feasible asset management strategies needed 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.

DIVERSE USE POLICIES

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 berthings and maritime office or support space, as needed, are given top priority.
- e. *Interior Shed and Bulkhead Uses:* The project includes "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 facility. 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 financial resources 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 Chapter 21.

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/production, distribution and repair (PDR) uses that do not trigger applicable building code requirements for significant structural upgrades. To finance pier repairs and

DIVERSE USE POLICIES

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 Chapter 21.

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.

DIVERSE USE POLICIES

Seawall Lots

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

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

36. Promote design of seawall lot developments along the Embarcadero so they provide physical and visual access to the west side of the Embarcadero, the Embarcadero Historic District, and the Bay, and access to 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 Chapter 2F and informed by further studies of people visiting the waterfront, delivery and loading needs, and transit and bicycle use.

DIVERSE USE POLICIES

Mission Rock Neighborhood

48. Refer to the Mission Rock Special Use District, 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

49. Refer to the Pier 70 Special Use District, 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

50. 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.

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

52. Consider longer-term interim uses only in exceptional cases where there is thorough public review pursuant to the community engagement policies in Chapter 21.

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.

CHAPTER 2C



A Maritime Port | 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



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 participate in activities that reflect the vibrancy of the city and region. With the conversion of former industrial areas into new neighborhoods, more of the Port's shoreline has been opened for new parks, public access, and environmental restoration. These public open spaces serve residents, workers, and visitors while continuing to support a diverse mix of 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 Port's 7½ mile stretch of waterfront is the most urban, a reflection of its history as San Francisco's maritime and economic center. Map C provides an overview of the variety of public parks, public access, natural areas, and trails along the Port's waterfront.

The Waterfront Plan originally adopted in 1997 established a vision for creating a connected network of public open space and public access along the Port shoreline. At that time, the City and County of San Francisco was making a major investment to transform the Embarcadero into a grand boulevard and linear public space. That project provided the foundation for developing 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 that the Port has constructed have complemented maritime industry and pier rehabilitation development 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. The Blue Greenway picks up from the south end of the Embarcadero Promenade at China Basin Channel and extends to the southern border of San Francisco. Heron's Head Park is the southernmost park the Port manages along the Blue Greenway.

San Francisco Bay Trail and Bay Area Water Trail

The parks and open spaces created along the Port's 7½ mile waterfront have been planned to provide continuous

shoreline public access coordinated with the [San Francisco Bay Trail](#), a 500-mile walking and bicycling route that circles San Francisco Bay and that the Association of Bay Area Governments (ABAG) manages. As a counterpart to the Bay Trail, ABAG expanded regional public access by initiating the [San Francisco Bay Area Water Trail](#) (Water Trail), a growing network of boat launching and landing sites and other facilities around San Francisco Bay that serve non-motorized small boaters and board sailors. The Water Trail offers incredible urban sights and views, along with places devoted to nature and viewing of birds and wildlife.

The Port has a number of water recreation facilities, including the City's only trailered public boat launch at Pier 52 along the Mission Bay waterfront, kayak landings along Islais Creek, and several other landings north of China Basin, as shown on Map C. 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") through the Southern Waterfront. 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 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.



San Francisco Symphony at Pier 27 Cruise Terminal Plaza

To improve the public realm, the Port coordinates with multiple City departments that have lead roles in managing streets and sidewalks and creating better connections to upland neighborhoods. See Chapter 2F for discussion of transportation agency partners and roles. The Port also works with other partners. For example, in partnership with the Fisherman’s Wharf Community Benefit District, San Francisco Public Works and the Port are working to complete five blocks of public realm improvements on Jefferson Street by 2021. The Jefferson Street 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 (OCII) to reconstruct Terry Francois Boulevard, coordinated with the development of the new China Basin and Bayfront Parks as part of the [Mission Rock](#) project and Mission Bay South Redevelopment Plan, respectively.

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 Park as part of the [Pier 70 Special Use District](#), the Port’s planned open space network will largely be complete.

Many of these 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 the Bay Conservation and Development Commission (BCDC) to align with BCDC’s public access and bay fill policies in the planning of new park improvements along the San Francisco waterfront. Open Water locations are shown on Map C.

There is one major project remaining to complete the Port’s park network: the creation of a Ferry Plaza on the Bay side of the Ferry Building. Given the Ferry Building’s civic and regional significance as a major gathering place and a ferry and regional transit hub, transforming the existing public access area into a beautiful and iconic Ferry Plaza




Crane Cove Park

Parks, Public Access, and Natural Areas

Map C

Legend

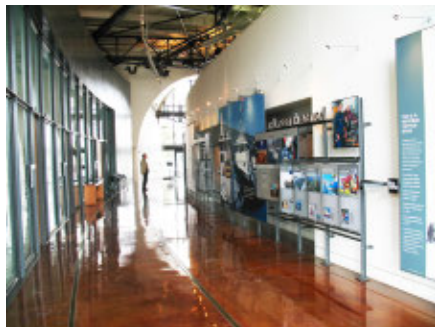
-  Parks and Public Access
-  Parks and Public Access Natural Areas
-  Open Water Locations
-  Blue Greenway/ Bay Trail
-  Bay Trail
-  Bay Area Water Trail and Landings
-  Port Property





Ferry Plaza Site Rendering

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, framed by built structures and active uses of the Ferry Building, the ferry terminals, and the adjoining restaurant/utility structure, while also providing spectacular views of the Bay Bridge and Yerba Buena Island. The design and improvement of the plaza will require a collaborative partnership with Hudson Pacific Properties, which holds the Ferry Plaza ground lease, and must complement Ferry Building and other adjacent uses and host a dynamic program of activities and gatherings, including the popular Saturday farmers market. This effort also will need to include a strategy for adapting to rising tides and providing flood protection at this important regional facility. The Port will require funding for this project. Sources may include the Parks General Obligation Bond program and private funders.



Bayside History Walk at Pier 1

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.

Wharves are pile-supported spaces alongside the Embarcadero Promenade or behind some of the restaurants and historic fishing industry buildings in Fisherman's Wharf. They often provide access to quiet areas off the beaten path to 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 and public access out over the Bay.



Pier 14

The wharves and pier aprons included in bulkhead and finger pier facilities within the Embarcadero Historic District also offer opportunities for a Bayside History Walk public access experience that celebrates San Francisco's rich maritime heritage as provided in the Ferry Building, Pier 1, Piers 1½-3-5, and Pier 9. Each pier has unique features, and the Bayside History Walk allows public access to the interior or exterior of many piers to allow appreciation of the historic architecture. Bayside History Walk pathways wrap behind or through historic bulkhead buildings to reach the Bay's intimate and quiet spaces. They include interpretive exhibits, maritime artifacts, and historic photographs for self-guided education. See Chapter 2B for policies supporting successful pier rehabilitation projects in the Embarcadero Historic District, including Bayside History Walk public access improvements.



Heron's Head Park

Natural Areas

The Port's open spaces vary in character, largely related to the physical form of the waterfront edge. From Fisherman's Wharf to just south of China Basin Channel, the waterfront is a built edge supported by the Embarcadero Seawall and pile-supported pier decks. The built seawall ends at the Mission Bay waterfront, transitioning to a solid land form that meets 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 educational opportunities to thousands of visitors each year. Each of the Port's habitat areas is supported by dedicated partners who serve as stewards of shoreline habitat and have led or supported efforts to enhance and maintain this habitat.

Although strikingly different in form and function from other land uses along the Port's waterfront, the Port's wetland habitat sites represent an important component of the Port's environmental stewardship mission. They broaden the types of recreational opportunities and public access available on the waterfront, and lead to key partnerships with stakeholders who support the Port's habitat enhancement and other environmental programs. See Chapter 2G for discussion of environmental sustainability policies.

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 recreational enjoyment extends to visitors from throughout the region and state as well as local residents and workers. Thus, most parks have been designed for passive use, with landscape designs, furnishings, and amenities for seating, informal gatherings, and public viewing areas and features to welcome anyone to visit and enjoy the spectacular Bay setting. Even with substantial growth in waterfront visitors, however, many of the Port waterfront parks are underused.



Skateboarders at Bayview Gateway

People socialize and interact with the waterfront in many different ways, driving a need for new, innovative park designs and programs that attract people of all ages, races, and economic means, include youth and families, visitors and locals. Increasingly, people are looking for recreational play activities, children's playgrounds, pop-up events and activities, and accessory food service. The Port has a strong working relationship with the State Lands Commission and BCDC for consulting on and developing park design criteria that increase recreational use, activities, and enjoyment in Port parks in ways that align with agency objectives.

Resilience and Public Space

Through collaborations with the City, BCDC, the State Lands Commission, and Port tenants and developers, the plazas, parks, promenades, and community spaces created on Port property are now incorporated into the way of life along the waterfront. Many parks and features have become part of the identity of nearby neighborhoods and common places for people to meet on their way to other destinations.

As important elements of the social environment, waterfront parks and roadways are also identified in emergency response plans as staging locations after a disaster. The preservation and use of these facilities are incorporated into the Port's resilience planning work for the Embarcadero Seawall, as well as the San Francisco Flood Study underway in partnership with the U.S. Army Corps of Engineers, to determine how adaptations and improvements to the Port's public spaces contribute to maintaining a safe, enjoyable, and resilient waterfront for the Port, city, and region. 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 Chapter 2H for discussion of resilience policies.

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 that consider the below criteria, and provide improvements to the San Francisco Bay Trail.

- a. Locate the walkway as close to the water as possible, moving inland where necessary to accommodate maritime uses or sensitive habitat.
- 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.
- 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, encourage and facilitate active ground floor uses, and improve 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 Chapter 2A.
- b. Throughout the Southern Waterfront extend public realm improvements through the Port's streets and public spaces consistent with Transportation Policies 22, 23, and 24 in Chapter 2F.

Sequence of Open Spaces

4. Complete and enhance a sequence of major open spaces that occur regularly 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, and public gatherings and special events. Incorporate enjoy 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.

OPEN SPACE POLICIES

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, 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 citizen 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

OPEN SPACE POLICIES

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 have high visibility and are well lit. Avoid creating concealed areas.

Connections With Nature

17. In open space and infrastructure projects, incorporate connections to the Bay and nature wherever feasible and complementary.

- a. Include native, habitat, and pollinator plants where feasible.
- 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. Provide public access in natural areas, where feasible, 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 as additions to the San Francisco Bay Area 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/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 [UCSF] on Mission Creek).
- f. Work with ABAG toward implementation of the San Francisco Bay Area 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

OPEN SPACE POLICIES

habitat areas, through inter-agency and community partnerships and signage.

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 Maritime Policies (Chapter 2A) 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.

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 to incorporate 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 Chapter 2H, Resilience Policy 5.



A Maritime Port | 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



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.

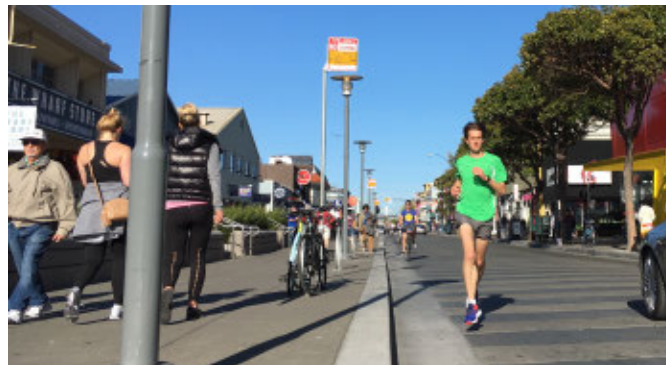


Of the over 400 miles of shoreline along San Francisco Bay, the 7½ miles managed by the Port have a unique character and built form that distinguish this stretch from natural or less developed areas. The historic piers along the Embarcadero, the hilly topography and densely developed neighborhoods, and the industrial shipyard complex in the Southern Waterfront are enduring elements of San Francisco's waterfront. These natural and built features reflect the city's legacy of urban design and historic preservation planning and set the tone for new development on the waterfront.

Background

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

Urban design addresses the relationships between and arrangement of the natural and built environments of a city. Good urban design strengthens the elements that give character to a place and enhances its functions. It concerns both historic preservation and new development, and the integration of elements from the past with contemporary improvements that reflect today's activities and sensibilities, creating visual interest and complementing the pattern of nearby development.



Jefferson Street in Fisherman's Wharf

Urban design also addresses the public realm—the setting for civic life comprised of the network of streets, parks, open spaces, and the buildings that frame these public spaces. A well-designed public realm balances the mobility and access needs of everyone—residents, workers, and visitors—and contributes to the efficient function and enjoyment of a city and its sense of place. The quality of the public realm is at the heart of how people experience and relate to the surrounding environment. In the end, good urban design helps make a city efficient, safe, healthy, delightful, and valued by its residents.

The San Francisco waterfront is endowed with many of these attributes and qualities. Port lands offer strong contrasts created by the 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. More improvements to the waterfront public realm are now planned for Jefferson Street in Fisherman's Wharf and Terry Francois Boulevard in Mission Bay.



Embarcadero Promenade at Brannan Street Wharf

City Connections and Public Views

The Port's linear stretch of property extends through a diverse cross-section of San Francisco districts and neighborhoods that define much of the urban character and scale for Port property improvements. 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 (see Map D). 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.

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

Embarcadero Historic District finger piers adjacent to City neighborhoods and Port seawall lots



View of City from Pier 14

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 improvements to the waterfront 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 project in Mission Bay and Pier 70 Special Use District 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 within areas that are being developed while preserving industrial transportation access and providing parks and natural habitat areas to meet environmental and neighborhood needs.

Street Views

Map D

Legend



View to Bay



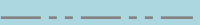
Existing View to
Architecture with a
Waterfront Identity



View to
Historic Structures



Proposed View to
Architecture with a
Waterfront Identity



Port Property





Pier 22½ Fire House



Reds Java House at Piers 30-32



Kneass Building at Pier 70

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 the rest of 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.

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. Because new development within historic districts must be compatible with its historic context, the historic architectural character of these districts establishes many of the urban design references that guide new waterfront projects and improvements.

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 the Embarcadero Historic District at the highest level of significance in the areas of engineering, transportation, maritime commerce, labor, architecture, and community planning and development.

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.

Remaining in the district are 20 piers that are approximately 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 focal points at the terminus of many city streets.

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 National Register districts, Map E shows the locations of the following Port historic resources that are locally recognized City and County of San Francisco landmarks or historic districts:

- Ferry Building (City landmark)
- Belt Railroad Round House (City landmark)
- Pier 22½ Fireboat Station 35, south of Rincon Park (City landmark)

Six Port seawall lots also are located within the City's Northeast Waterfront Historic District.

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

- *The Fish Alley Architectural Character District*, which was created by the Port Commission to recognize the simple wood-frame buildings at 2907, 2909, and 2911 Al Scoma Way (at the foot of Jones Street in Fisherman's Wharf) that date from the 1920s and have been found significant for their association with the development of San Francisco's fishing industry.
- *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 Standards and Guidelines

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. In addition, the Port manages a program of activities that support the stewardship of all of its historic and cultural resources through preservation review practices, inter-agency coordination, and community engagement. The Port works in close collaboration with the San Francisco 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. Port public-private rehabilitation projects have been possible because of Federal Rehabilitation Tax Credits that helped the projects meet financial feasibility requirements.

For all major development projects north of China Basin, the Port conducts design review through the City's Waterfront Design Advisory Committee. Projects in the Mission Bay and Pier 70 area are reviewed by the Southern Design Advisory Committee. The committees review projects for consistency with Waterfront Plan urban design and historic preservation policies. In addition, the Port works closely with the Bay Conservation and Development Commission (BCDC) to coordinate with BCDC's Design Review Board, and with San



Piers 1 1/2 - 5

Francisco 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.

Urban Design, Historic Preservation, and Resilience

The Port's challenges include mounting threats from natural disasters and aging infrastructure. Finding strategies to preserve and enhance the resilience of the Port's historic and cultural resources while maintaining the integrity of those resources will be one of the most significant challenges facing the Port and its partners in the coming decades. All of these efforts will affect the built environment and can be shaped by urban design and historic preservation policies.

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. Throughout the Embarcadero Historic District, managing the changes necessary to adapt to climate change without losing the historic integrity of the district and its resources will be a major challenge.

Historic Districts & Landmarks

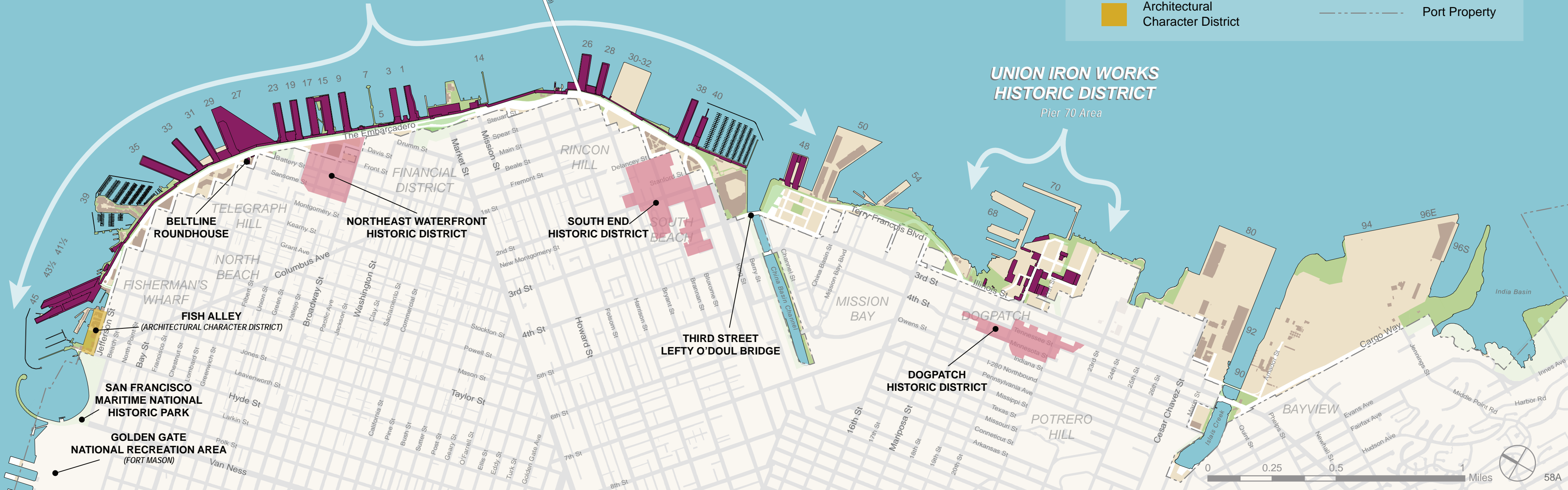
Map E

EMBARCADERO HISTORIC DISTRICT

from Pier 45 to 48 including Seawall

Legend

- City Historic Districts & Landmarks
- National Register Historic District Resources
- Architectural Character District
- Port Property



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.

URBAN DESIGN AND HISTORIC PRESERVATION POLICIES

- 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 history with residents and visitors, including through special events (e.g., blessing of the fishing fleet, Fleet Week, Sunday Streets, 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.
 - a. Work with regulatory agencies and historic preservation stakeholders to address the impact and mitigation strategies for the Seawall Earthquake Safety Program 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. Identify the Port's maritime, historic, and cultural assets that are important to the waterfront's sense of place and meaning.
 - c. Work with federal, state, and local preservation

URBAN DESIGN AND HISTORIC PRESERVATION POLICIES

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.

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

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.

CHAPTER 2E



A Maritime Port | 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



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 San Francisco's iconic public waterfront has never been easy, particularly from a financial point of view. It has required consistent, careful, and creative management of limited financial resources, alongside decades of major investments by public and private partners alike. The public values and aspirations expressed in the Waterfront Plan create a holistic vision for the types of improvements that should occur along the San Francisco waterfront. These values and aspirations provide direction for Port leases, new development, and other improvements that, guided by the Port's Strategic Plan and capital planning process, can ensure that the economic benefits of Port projects flow to all.

Background

Creative Financial Management for a Thriving Port

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.

The Port's piers and infrastructure were in a state of disrepair at the time the State of California transferred them to the City, and the cost of pier repairs and capital improvements has continued to outpace available funding ever since. To address the substantial backlog of unfunded capital needs, the Port developed and has maintained an aggressive financial strategy to control expenditures and enhance revenues from new and existing lines of business.

The Port also maintains a 10-year Capital Plan to track needed repairs and improvements and a budget process to set priorities for capital project funding. This multi-faceted approach to increasing capital investments now includes setting aside a significant portion of Port revenue annually for "state of good repair" and other capital projects, securing external sources of funding for enhancement projects and other public benefit work, and targeting investment to strategic projects that increase Port revenue and protect the Port's most valuable assets.

Although these strategies have put the Port on a strong path toward improving its capital assets and future, its

capital finance needs are growing, and they now include the need to address climate change impacts and other resilience challenges (see Chapter 2H).

Successes and Challenges

The Port continues to wrestle with a Capital Plan that it cannot fully fund and must determine spending priorities through its capital budget process. Port capital investments include mandated, non-revenue-producing projects, an extensive backlog of deferred maintenance that grows annually, and expected increases in dredging and environmental costs. The Port has demonstrated great creativity in the face of these challenges, engaging with private and public partners to improve its assets and increase public access to the waterfront. Even in light of its successes, significant challenges remain.

Condition of Port Facilities

As part of its facility assessment program, the Port's Engineering Division regularly conducts inspections of all Port facilities and categorizes the condition of more than 350 structures, including piers, wharves, and buildings. Because most facilities are approaching or exceed 100 years in age, facility maintenance and repair costs to protect public health and safety are a constant and pressing demand on the Port's financial resources.

New Public-Private Development Projects

The Port has long used public-private partnerships to address major renewal needs and reduce its capital backlog, and expects that private investments will continue to be its largest financial tool. By engaging development partners and allowing them to make a reasonable return on their investments, the Port can attract substantially more resources than it could provide on its own to maintain and improve capital assets. In exchange for long-term leases (usually between 50 and 66 years), other financial incentives including rent credits and access to public sources and financing tools, external investors assume much of the responsibility for rehabilitating and improving Port property for designated uses.



Pier 70 - Union Iron Works Historic District

For example, in the 20th Street Historic Core project at Pier 70, the Port's development partner, Orton Development Inc., has nearly completed revitalization of the 20th Street Historic Buildings, some dating back to the 1880s. In addition to addressing more than \$78 million of renewal and seismic stabilization needs at the eight buildings and further enhancing the structures, Orton forecasts strong revenues from the leased facilities that will be shared between the developer and the Port. The Orton development project is an exciting example of the Port's partnership with a private developer to leverage federal tax credits to renew a vibrant historic neighborhood and help stabilize the Port's financial outlook over the long run.



Pier pile repair

Flooding and Other Risks

The San Francisco waterfront faces significant risks that include sea level rise, flooding, and earthquakes. Many of the Port's historic properties pre-date seismic standards, and projects that include changes in use that increase occupancy incur significant costs for seismic code compliance. The Port is leading the Embarcadero Seawall Program and partnering on several initiatives to develop short- and longer-term strategies to address these risks and increase the resilience of its properties and key tenant and maritime functions along the entire 7½-mile waterfront (see Chapter 2H). The work to develop flood and sea level rise adaptation strategies will also address seismic risks.

The Port's 10-Year Capital Plan

The Port's [Capital Plan](#) provides an inventory of the condition of the Port's capital assets, the investments needed to maintain those facilities in a state of good repair, and projected capital resources available over the next 10 years. It evaluates the full, financially unconstrained need for capital investments and estimates approximately how much funding will be available to meet those needs. Consistent with City policy, the Port's Capital Plan is incorporated into the City's 10-year Capital Plan to capture a holistic view of capital needs and expenditures across the City; it is updated every two years.

Since it was first published in 2006, the Port's Capital Plan has helped communicate both the magnitude of the Port's capital needs as well as the limited resources available to address them. The plan has also spurred the Port Commission to designate more resources for capital projects and to continue to think strategically about how best to direct limited capital dollars to key project priorities.

The Capital Plan identifies investments in both (1) renewal projects to keep Port assets in a "state of good repair," and (2) enhancement projects to expand or improve the uses of facilities.

Renewal or state of good repair projects keep the Port's assets in good working condition to sustain the Port's revenue-generating capacity. A substantial portion of the Port's facility renewal budget supports pier structure repairs to ensure (1) the continued safe operation of pier superstructures and buildings, (2) the preservation of lease revenues, and (3) the extension of the economic life of the Port's piers and wharves. Additionally, the Port's renewal program supports a maintenance dredging program that ensures the proper depth of berths at the Port's piers so that they remain suitable for water traffic.

Enhancement projects play a vital role in advancing the Port's mission by increasing the value of Port assets through development of public infrastructure and

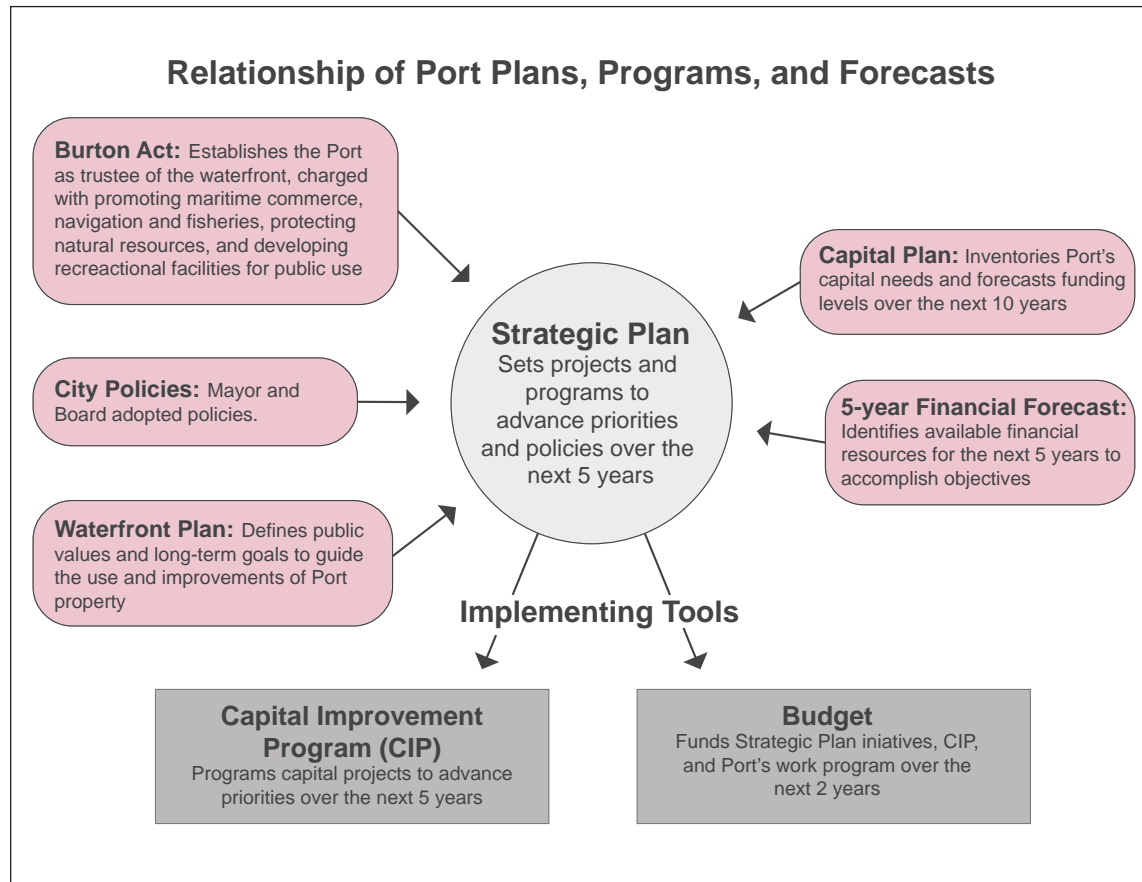
investment in revitalization of historic facilities. Examples include construction of new parks to increase recreational opportunities, fortification of the seawall to protect economic interests and ensure financial stability, and development projects to bring new maritime, recreational, and commercial activities to the waterfront. To fund enhancements, the Port looks primarily to outside funding sources, such as public-private partnerships, general obligation bonds, and grants. In some cases, enhancement projects include facility repairs in their scope, which reduces the Port's capital backlog.

The Port's 5-Year Capital Improvement Program and Capital Budget

The Port's 5-Year Capital Improvement Program (CIP) bridges the gap between the 10-year time span of the Capital Plan and the immediacy of the two-year Capital Budget. Because most Port revenue is generated from facility leasing, the Port has a custodial and operational motivation to optimize the repair and improvement of its properties. Some of these repairs and improvements are the responsibility of Port tenants, through their leases. For the many needs not addressed by tenants, the CIP details the specific capital projects that the Port anticipates funding and initiating over the next five years with available resources. These projects are chosen from the full list of needs identified in the Capital Plan. Those capital projects identified for years 1 and 2 in the CIP become the Port's biennial Capital Budget.

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 substructure and utility repairs, that protect public safety, improve environmental quality, and/or responsibly steward historic resources;
- *Investments in waterfront parks and public open space* that meet public trust objectives and reflect the increasing role of Port lands in addressing City economic and quality-of-life objectives; and
- *Strategic waterfront improvements* that leverage private investment to support City policies and transform the waterfront, while reducing the Port's capital liability and enhancing land value.



Internal Funding Sources and Tools

The Port defines its internal funding sources as those 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 fairly 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 generates funds for capital improvements by earning net revenue, or more revenue than is required to support operating costs and reserves. The Port Commission adheres to a Capital Policy that ensures a stable and growing source of funds for capital projects. Pursuant to this policy, Port staff controls operating expenses in the Port's Operating Budget to invest a minimum of 25 percent of Port operating revenue annually into capital. Additionally, at the end of each fiscal year, surplus revenues are deposited in the Port's Harbor Fund

Piers 1½, 3, and 5



Balance. The Port also has a policy to dedicate one-time funding sources, such as those derived from pre-paid leases, to capital investments.

- *Port Revenue Bonds* - Port revenue bonds are long-term debt obligations that are secured by the Harbor Fund. The Port Commission may issue Port revenue bonds to fund capital improvement projects, purchases of large-scale capital equipment, and other non-operational Port costs. When deciding whether to pursue a debt funding mechanism, the Port must weigh the benefits and feasibility of doing work at an accelerated pace against the cost of paying ongoing debt service. Projects generally eligible for revenue bond support deepen the Port's revenue base or are required to maintain existing revenues.
- *Port Leases and Tenant Improvements* - Leases of Port properties, and their associated revenues and capital improvements, directly affect the Port's ability to maintain operations, protect public safety, and implement the goals of the Waterfront Plan. Many Port leases include obligations on the 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.

External Funding Sources and Financing Tools

The Port requires outside funding to address its capital needs and provide non-revenue-generating enhancements such as parks and open space. Externally generated funding sources require some form of partnership with another party. Partners may include other departments within the City, developers, or federal, state, or regional agencies. While such partnerships often require considerable effort to build and maintain and are not entirely within the Port's control, they ultimately have far greater potential than the Port's oversubscribed internally generated sources to deliver significant capital improvements in the long term (see Chapter 21).

Over the past few decades, the Port's pursuit of external funding sources has significantly increased, comprising nearly 80 percent of the projected capital investment at the Port in recent years. The diversity of external sources secured by the Port also has grown to include a variety of public and private financing sources.

Private Investments

As discussed above, public-private development partnerships provide a key investment strategy for accessing sources of private financing for capital asset improvements 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 tools and capacity to strengthen its real estate asset management efforts, including revitalizing more historic piers in the Embarcadero Historic District.

Public Finance Tools

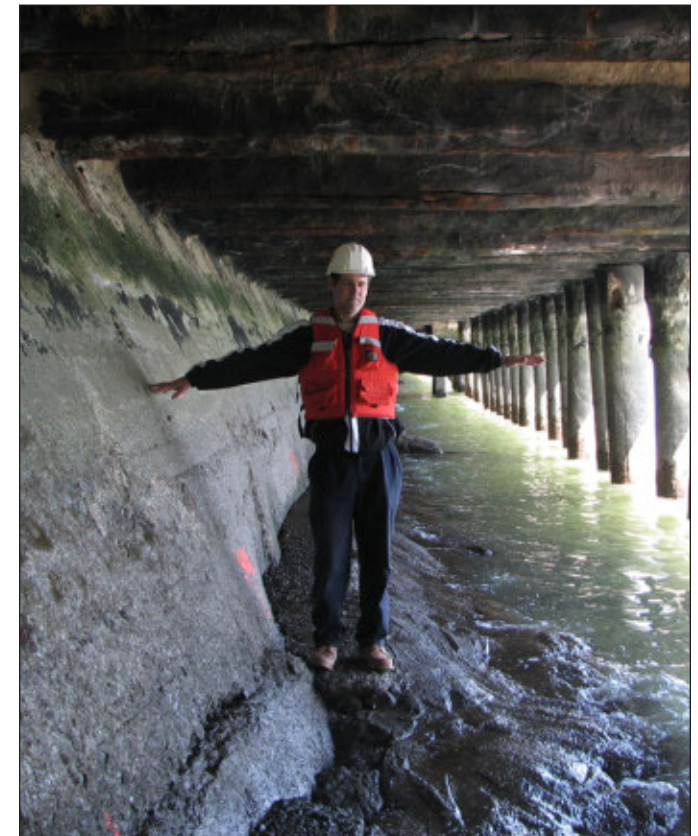
The Port and its partners are implementing public finance tools including Infrastructure Financing Districts (IFDs) and Community Facilities Districts (CFDs) to help fund new public infrastructure for large public-private development projects like Pier 70 and Mission Rock. IFDs capture additional property tax revenue (tax increment) that accrues from development and may use those funds to support infrastructure improvements, either on a pay-as-you-go basis or to pay debt service on bonds. CFDs charge special facility taxes and use that revenue to offset debt service on bonds or on a pay-as-you-go basis.

Both of these public finance tools have multiple benefits for the Port. They 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. They help build public value and improve Port capital at an accelerated rate, far exceeding what the Port could achieve through expenditure of internal funds. They also improve the Port's ability to share in future revenue streams generated through major development projects; the Port can then use these

revenues to address the capital backlog in the future. They also protect the City's General Fund and the Port's Harbor Fund; in the event of a failure to pay debt service on bonds issued to finance the districts, bondholders have recourse to specific sources such as lease or public financing/special tax revenues from the project funded, rather than from the City's General Fund or the Port's Harbor Fund.

General Obligation Bonds

The Port has also benefitted greatly from voter-approved general obligation bonds, which are secured by the taxing authority of the City and County of San Francisco. The source of repayment for these bonds is the City's General Fund, specifically ad valorem property taxes. General



Embarcadero Seawall

obligation bond proceeds pay for projects that benefit the public but do not raise revenue to help pay for them on their own. At the Port, general obligation bond projects include:

- Clean and Safe Neighborhood Parks General Obligation Bonds approved by San Francisco voters in 2008 and 2012. These bonds included \$69 million for waterfront parks and open space projects.
- A \$425 million general obligation bond overwhelmingly approved by San Francisco voters in November 2018 for Phase 1 of the [Seawall Program](#), which will address the most immediate life safety and flood risks along the Embarcadero. These funds will allow the City to begin strengthening the Port's historic seawall while also studying how best to adapt to longer-term flood risk along the waterfront. This adaptation is expected to require capital improvements costing up to \$5 billion over several decades.

Federal and State Funds

Port staff pursues grants and other awards from local, state, and federal governments and organizations to help leverage Port revenue. Although many Port projects are potentially eligible for grants, they often require matching contributions from the Port.

In June 2018, the City and County of San Francisco received a major federal award from the U.S. Army Corps of Engineers (USACE) for a New Start study appropriation to begin a feasibility study examining the federal interest in possible improvements to reduce flood risk along the San Francisco waterfront. This New Start appropriation represents the crucial beginning of the USACE process that will culminate in a recommendation to Congress regarding additional federal funding to protect the San Francisco waterfront from flood risk.

Growing Port Capital

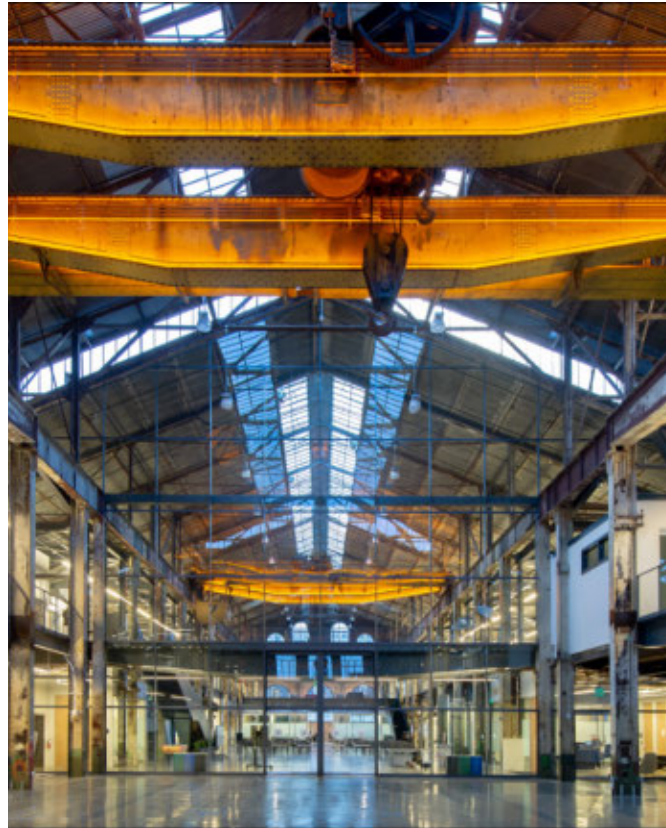
The Port addresses its capital challenges with a creative multi-part approach that involves (1) setting aside Port revenue for capital, (2) securing external sources of funding for public benefit work and enhancement projects, and (3) making strategic investments in projects that protect the Port's most valuable assets and increase revenue. The Port focuses its capital investments on maintaining the Port's existing assets in a state of good repair while using development projects like those at Pier 70 to leverage external revenue to renew and enhance some of the Port's most vital historic resources. This strategy seeks to preserve the Port's ability to generate revenue while opening up former industrial areas to the public and breathing new life into the waterfront.

New funding streams are also needed for parks, roadways, resilience, and other projects, many of which, when achieved, will provide public benefits far beyond the Port's narrow geography and jurisdiction. Already, the Port's maritime operations (e.g., the Bar Pilots, ferry system, and cruise ship visits) serve visitors and workers from near and far; the Port's commercial and recreational venues (e.g., the Ferry Building, the Exploratorium, and Rincon Park) are city, regional, and international destinations; and the Embarcadero Historic District is considered an endangered



Pier 70 Union Iron Works

national treasure. Planning for and addressing seismic risk (e.g., through the Seawall Program) and the impacts of climate change (e.g., more frequent flooding) on Port lands will protect critical transportation and other infrastructure systems that are integral to the city and regional economy. The growing reach of Port facilities and operations requires the Port to strengthen existing financial partnerships and tools, and opens new funding partnership opportunities to achieve Port goals while also benefitting city, regional, state, and federal interests.



Pier 70 Union Iron Works Historic District

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 Chapter 2G) and transportation impacts (see Chapter 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 is working to implement this goal through a number of initiatives. It has adopted the Southern Waterfront Community Benefits and Beautification Policy and provides substantial financial support to the environmental education and public engagement programs offered at Heron's Head Park. These types of programs extend jobs, recreational opportunities, and environmental improvements to the historically under-served Southern Waterfront. Port staff are also beginning a public process to build upon the lessons learned from the Southern Waterfront Community Benefits and Beautification Policy. This process will develop ways of targeting the Port's economic activity, including Port contracting, leasing, Port and tenant hiring, and parks and open space, so that it benefits the communities neighboring the Port, including historically disadvantaged communities. These efforts will be informed by community and Port Commission participation and will include clear goals and measures for the success of these efforts.

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 Capital Plan 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, 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 Fund and Financing Tools

3. Strengthen existing and develop new funding and financing resources, as identified and tracked in the Port's Capital Plan and Capital Budget, to support waterfront improvements and programs promoted in the Waterfront Plan, including:

- a. General obligation bonds supported by the City's General Fund.
- b. Infrastructure Financing Districts 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. Leverage the Port's economic activity to advance equity, inclusion, and public benefit for communities in and neighboring the Port, including historically disadvantaged communities.

FINANCE POLICIES

a. *Contracts* - Continue to meet and, whenever feasible, exceed mandates for Local Business Enterprise (LBE) and MicroLBE participation on Port construction and professional services contracts.

b. *Port Employment* - Develop a workforce development strategy to ensure that Port staff better reflects the diversity of the city and that Port internships and fellowships help train a diverse workforce for the future.

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

d. *Job Training* - Seek opportunities to partner with tenants and educational, civic, labor, and business institutions to support apprenticeships and job training programs that enable the unemployed, under-employed, or economically or socially disadvantaged to enter or move up in the labor force.


e. *Leasing and Development* - Increase outreach to, training for, and partnerships with under-served 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* - Limit vacancy and market underimproved spaces to non-profit entities and local and small businesses at fair market rent 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 as part of the Port's Strategic Plan.

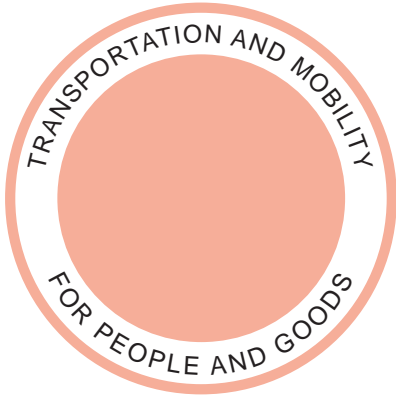
CHAPTER 2F



TRANSPORTATION AND MOBILITY FOR PEOPLE AND GOODS

A Maritime Port | 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



GOAL:

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



San Francisco's compact, dense urban setting and diversity of activities along the waterfront impose many travel needs and demands on the city's transportation system—a system that also has complex connections with the Bay Area's regional highway, freight rail, and public transit network. The Port works closely with the City, transportation agencies, Port tenants, and stakeholders to support beneficial transportation investments and improvements to serve the Port and align with the City's Transit First, Better Streets, Vision Zero, transportation, and land use policies and its Climate Action Strategy to reduce greenhouse gas emissions.

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)** - E/F 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** - 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 1990s redesign of the Embarcadero transformed how people connect with and travel along the waterfront. The Embarcadero Promenade and the Muni E/F line reflected a major investment in the City's Transit First policy, replacing the car culture of the former Embarcadero Freeway.

Background

Waterfront Transportation – A Delicate Balancing Act

One of the distinguishing features of the Port of San Francisco is how its facilities and operations are very much a part of the larger city landscape. Whereas many ports are located far from city centers, maritime businesses in San Francisco operate within a dense urban setting surrounded by a host of other activities.

The Port works closely with the City and County of San Francisco (City), and other transit providers to ensure that all forms of transportation to and along the waterfront are safe, efficient, and accessible to everyone, regardless of age, income, or ability. Coordinating and managing this transportation system is a delicate balancing act that involves accommodating heavy maritime industrial and cargo uses while also providing equitable access to safe and convenient public transit, automobile, pedestrian, and bicycle access for all San Franciscans and visitors.

The Port does not directly manage streets, traffic signals, or major transit systems, service levels, or operations.



Trucks on the Embarcadero

For that reason, the Port works in close coordination with transportation agencies, Port businesses, neighborhoods, and public stakeholders to balance and serve multiple transportation demands along the waterfront.

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 dedicated City-led planning and capital investments that recast the waterfront in the 1990s. The wide Embarcadero Promenade and San Francisco Municipal Transportation Agency (SFMTA) E/F line light rail corridor created an inviting public realm along the edge of downtown San Francisco, attracting people traveling to and from the waterfront by automobile, public transit, bicycle, and on foot. Public realm improvements extend farther north through Fisherman’s Wharf along Jefferson Street, accommodating public transit, street 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 throughout the Northern Waterfront. The Port’s fishing industry, anchored at Fisherman’s Wharf, and passenger cruise operations at Pier 27 are the largest maritime operations 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 provided by the SFMTA and regional transportation agencies to promote alternatives to private cars. However, transit service levels



along the Embarcadero and in Fisherman’s Wharf fall short of demand. Traffic congestion in downtown San Francisco and on Bay Area highways, particularly around the Bay Bridge, is a constant challenge. This congestion affects public safety as well as the operation of maritime and non-maritime industrial businesses in Port facilities.

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, primarily in the Southern Waterfront near the development of the University of California, San Francisco (UCSF) campus and hospitals, the Golden State Warriors Chase Center, and 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](#) development projects on Port land are underway, along with other developments in Dogpatch, including the Potrero Power Station mixed-use project. In the midst of these new neighborhoods, transportation access needs for PDR and industrial uses require continuing attention. Port maritime functions remain at Pier 50 in Mission Bay and in the shipyard at Pier 70. The SFMTA manages core facilities for bus storage and light rail transit maintenance operations in this area. The Port’s remaining cargo terminals at Piers 80, 92, and 94-96 that flank the north and south sides of Islais Creek are core maritime facilities; they are also included in City emergency response and disaster recovery plans. These uses, together with other PDR and industrial activities, require large truck access via city streets and to Highway 101 and Interstate 280, as well as freight rail access coordinated with commuter train service along the CalTrain peninsula rail corridor.

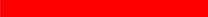













Key waterfront streets south of China Basin are:

- 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 the Third Street

Transportation

Map F

Legend

-  Embarcadero Multi-Modal:
Pedestrian, Bike, Goods, E/F/T Muni, Autos
-  Terry Francois/Illinois/Cargo Multi-Modal:
Pedestrian, Bike, Goods, Autos
-  Third St. Multi-Modal:
E/F/T Muni, Autos
-  E/F/T Line Stops
-  Major Muni Routes
-  Muni Network
-  Freight Rail Line
-  Ferry
-  Major Transportation Centers
-  High Traffic Goods Movement/Freight
-  Bike Path
-  Public Ferry
-  Privately Operated Public Ferry
-  Port Property



0 0.25 0.5 1 Miles

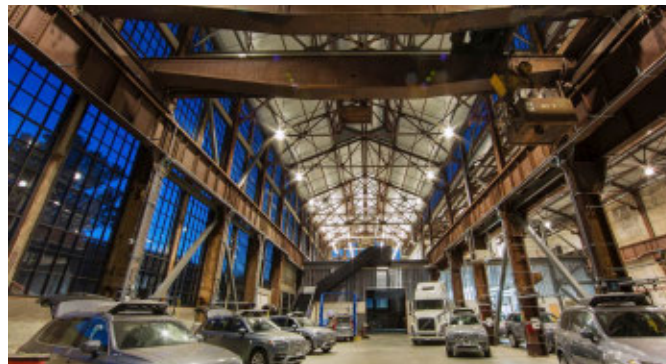


78A

corridor will increase significantly when the [Central Subway](#) project is completed.

- Terry Francois Boulevard, which provides access along the Mission Bay shoreline and will undergo major improvement to serve new development and enhance public access to the Bay under approved plans for Mission Bay and Mission Rock. The roadway design 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 and is a key truck route serving SFMTA, industrial, and Port facilities. New development will lead to travel demand changes, requiring the Port to maintain close coordination with the SFMTA and San Francisco Public Works to ensure that Illinois Street continues to serve PDR, industrial, and maritime access needs.
- Cargo Way, which begins at Third Street and runs alongside the Port's freight rail yard near the Pier 94-96 terminal, provides direct access to the cargo terminal and Heron's Head Park, the southernmost Port property along the Bay shoreline.

Transportation concerns on these streets include managing the demands of commercial and industrial uses while also providing safe and functional access for bicyclists and pedestrians. Future street investments by the City include public realm enhancements and improvements to the Blue Greenway and regional San Francisco Bay Trail that do not impact access to the Port's cargo facilities (see Chapter 2C).



*Rehabilitated Union Iron Works
machine shop at Pier 70*



Illinois Street

Public Transit Policy Decisions

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. The transportation needs and traffic congestion resulting from economic growth in the Bay Area have imposed demands on all agencies to increase public transit service and frequencies wherever possible. More light rail trains and buses, together with improvements for walking and bicycling, make more efficient use of street and sidewalk space for transporting people. 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 with the SFMTA and other transit providers on transportation projects on Port property, but decisions about these improvements are ultimately made by the SFMTA Board and other respective agency boards. The Port has no direct control over public transportation projects or investments determined by public transportation boards and commissions. The Port works in many ways to support

the City's Transit-First and sustainability policies, through investments in public realm and open space projects that have substantially increased walking and bicycling, and efforts with tenants and development partners to promote transportation alternatives that reduce automobile congestion.

Water Transportation

Water transportation is a growing market. The Port applies its knowledge and experience to support new ferry and other water transportation facilities and enhancements. Currently, the Port is working with the Water Emergency Transportation Authority (WETA), which operates the San Francisco Bay Ferry and is expanding the Bay Area's water transportation network. WETA maintains a Strategic Plan with ridership projections and site data to inform decisions about where new facilities and services should be added or improved. As part of the Port's efforts to manage its maritime assets, the Port and WETA identify where water transportation needs are greatest, how to serve them most cost-effectively in San Francisco, and where new facilities are needed. The Port and WETA have partnered to expand

WETA's Downtown Ferry Terminal is designed to adapt to rising tides, and includes passenger areas that provide gracious public spaces to enhance the waterfront.



the Downtown Ferry Terminal, to be completed in 2020. A new Mission Bay Ferry Landing project also is underway, targeted for completion in 2021 to serve the burgeoning growth at Mission Bay and Pier 70.

The Port's other major partner is Golden Gate Ferry, which provides water transportation to the North Bay. Its terminal facilities are also located adjacent to the Ferry Building, and at Pier 41 in Fisherman's Wharf. The Port works to support Golden Gate Ferry efforts to improve its facilities and operations to ensure that the design and operation of new improvements complement other public and tenant investments in the Ferry Building area. Golden Gate Ferry is collaborating with the Port and WETA on ferry service planning for the Mission Bay Ferry Landing, to ensure water transportation services to the North Bay.

In addition to public water transportation agency partners, the Port also has worked with private operators interested in piloting water taxi and privately operated public ferries. To date, private operators have faced challenges in developing viable start-up business models. The Port reviews new proposals by private operators in concert with new WETA and Golden Gate Ferry proposals to support expanded and complementary water transportation services.

Walking and Bicycling

Walking and bicycling to, through, and along the waterfront are increasingly popular activities for entertainment, leisure, and commuting, consistent with nation-wide trends. These are sustainable transportation choices that reduce traffic congestion and greenhouse gas emissions, promote healthy lifestyles, and enrich the public realm.

The Embarcadero – A Walking and Cycling Destination

The Embarcadero Promenade is one of the most popular walking and cycling routes in the Bay Area and is the alignment of the Bay Trail, a nine-county, 500 mile regional trail system that encircles San Francisco Bay. The bicycle lanes on the Embarcadero roadway are not comfortable for many recreational cyclists, who thus choose to ride on the

Promenade. When it was constructed, the Embarcadero Promenade provided ample space to accommodate a mix of pedestrians and bicyclists. Today, however, the combined volume of pedestrians and bicyclists often creates crowded and uncomfortable conditions, along with public safety problems.

Additional challenges have emerged with the advent of electric bicycles, scooters, and other transportation devices. Although they support valuable “last mile” connections between public transit stops and work or other destinations, these motorized devices are not allowed on the Embarcadero Promenade and must operate in the bike lanes in the roadway. The Port is working with the SFMTA to carry out City rules developed to regulate electric transportation devices.

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 pursuant to the City’s [Vision Zero](#) policy. The Port is supporting the SFMTA’s



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.

[Embarcadero Enhancement Project](#), which will provide a protected bicycle facility to improve safety for all modes and create an improved pedestrian experience along the Embarcadero Promenade from King Street to Fisherman’s Wharf. The SFMTA is working closely with Port tenants and public stakeholders to develop a design that meets the project’s objective in a manner that preserves adequate access to Port businesses and curb zone areas to support goods movement and loading.

Pedestrians and Bicycles on Other Waterfront Streets

Through partnerships with the City, Port development partners, and business associations, pedestrian and bicycle access improvements have also been made or are planned for other waterfront streets. The Fisherman’s Wharf Community Benefit District has been the driver for the public realm and bicycle improvements on Jefferson Street. A second phase of public realm improvements for Jefferson Street is targeted for completion in 2020.

The 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

Jefferson Street public realm





Commercial loading conflict on the Embarcadero

also installed bike lanes on Illinois Street and Cargo Way and are expanding waterfront public access areas developed as part of the Blue Greenway. The Port applies the [Blue Greenway guidelines](#) to create pedestrian enhancements and Bay public access connections with upland neighborhoods in a manner that benefits the [San Francisco Bay Trail](#) and [San Francisco Bay Area Water Trail](#), regional public access networks that are administered by the Association of Bay Area Governments (ABAG). New developments at Pier 70 and Dogpatch will provide opportunities for additional improvements while continuing to provide effective industrial access on these streets.

Goods Movement and Commercial/Industrial Access

The Port has one of the largest remaining industrial property portfolios in San Francisco to support a multitude of maritime and PDR uses. Those operations require efficient transport of goods and services by truck along the entire waterfront, connections to freeway access routes, and freight rail access. For example, fish processors transport products from Fisherman's Wharf throughout the city and Bay Area; large volumes of food and provisions must be loaded and unloaded from passenger cruise and excursion vessels; and time sensitive cargo such as concrete manufactured at the

Port must be transported to construction sites throughout the city. Given the land use changes taking place, and City efforts to respond to growing pedestrian and bicycle travel needs, the Port and the SFMTA are continuing to work with business, bicycle, and pedestrian stakeholders to coordinate improvements that do not inhibit or preclude movement and 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 the 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. The San Francisco Planning Department and the SFMTA have both identified the existing parking supply and the construction of new parking as major factors contributing to congestion on city streets. Thus, Port parking operations must be closely managed. Parking priority is provided to maritime industries and businesses, and out-of-area visitors and families who come to enjoy the waterfront; transit options for these uses often are not available or viable.

In addition, parking is important as a revenue-generating interim use of vacant Port properties. The Port depends heavily on the significant revenue generated from interim parking operations. This revenue supports many public trust needs, including capital projects to keep properties in a state of good repair.

Since construction of the Embarcadero roadway and Promenade, there has been a steady and significant reduction of land used for off-street parking. Many recent

Port developments, including the Ferry Building, Piers 1 to 5, and the Exploratorium at Pier 15, have not included construction of new parking. The T2K TeatroHotel and 88 Broadway projects are replacing surface parking lots. Like many other development projects in the city, Port developments at Mission Rock and Pier 70 include transportation plans that minimize parking and private car storage and promote walking, bicycling, and use of public transit. In addition, Transportation Demand Management (TDM) plans are required in development projects to provide visitors, residents, and employees with information and incentives to walk, bicycle, use transit, and otherwise reduce the need to drive. This can be one of the quickest, least expensive, and most effective strategies to achieve City transportation and climate goals and to reduce traffic congestion.

Streets and Street Maintenance

The construction, operation, and maintenance of the majority of San Francisco streets are managed by three primary agencies:

- **San Francisco Public Works**, which is responsible for surface improvements (e.g., sidewalks, curbs, gutters, and street 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, which were constructed and owned by the State of California before Port lands were transferred to the City and County of San Francisco, do not meet City street standards. 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 that is typically handled by San Francisco Public Works and the SFPUC. The Port has not had access to the City's traditional sources of funding to address all street maintenance needs. Having streets with varying jurisdictional responsibilities has led to confusion and inefficiencies in use of both Port and City resources and, in many cases, substandard streets that affect transportation access and circulation at the waterfront. The Port has been working toward more efficient partnerships with City and regional transportation agencies to alleviate these challenges.

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



TRANSPORTATION POLICIES

Strong Public Transit and Agency Partnerships

1. Work with the SFMTA, WETA, Golden Gate Ferry, 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 forms of “last mile” devices 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 the E/ F light rail line;
 - d. Extension of the Central Subway from Chinatown to Fisherman’s Wharf.
4. Develop and maintain a Port-wide, multi-modal wayfinding system to support pedestrian and bicycle travel directions to nearby transit connections, and access to Port facilities, consistent with City wayfinding guidelines.

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 reliability, resiliency, and flexibility. Encourage and, where feasible, provide areas for transit providers to locate transit stops and stations, with pedestrian and disabled access, within ¼ mile of major Port destinations.

7. Work with the 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, Golden Gate Ferry, 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.

TRANSPORTATION POLICIES

11. Continue to integrate water transit into the Port's emergency response and resilience plans and strategies.

A Safe Pedestrian and Bicycle Environment

12. 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.

13. Coordinate with the 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.

14. Educate to promote awareness, respect, and safety for all modes of travel.

15. 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.

16. Coordinate with the SFMTA and other City agencies where appropriate to evaluate street improvement options on Port properties to implement the City's Vision Zero policy.

17. Support SFMTA efforts to improve safety for all transportation modes in the development of the Embarcadero Enhancement Project (for a protected bicycle facility along the Embarcadero from King Street to Fisherman's Wharf) while ensuring safe operation of needed vehicle access supporting Port tenants and maritime operations.

18. Coordinate with the SFMTA to ensure that expansion of bike sharing supports access to major destinations and transportation hubs along the waterfront.

19. Provide secure bicycle parking, particularly at high-volume destinations and in new Port development.

20. Coordinate with the 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.

21. Complete work with the SFMTA, San Francisco Public Works, the San Francisco Planning Department, and community stakeholders on ways to strengthen and enhance pedestrian and bicycle connections between the Embarcadero and the Blue Greenway, over China Basin Channel.

TRANSPORTATION POLICIES

22. Separate truck and rail routes from walking and cycling routes, where feasible, by:

- a. Providing separated paths where these routes share the same corridor; and
- b. Creating safe crossings where they intersect.

Functional Goods Movement and Industrial Access

23. Coordinate with the 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.

24. 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.

25. 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.

26. Work with the 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.

27. Work with the 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.

28. Where curbs are designated for parking or commercial loading, price on-street curb use to encourage appropriate turnover.

29. Evaluate commercial deliveries and freight loading needs for future Port land uses, and provide sufficient off-street loading areas where feasible.

30. Remove vehicular driveway curb cuts when they are no longer functional, and replace them with standard curb edge.

Managed Parking and Transportation Demand Management (TDM) Plans

31. Reduce parking demand and manage supply to improve pedestrian, bicycle, and transit mode share; neighborhood livability; safety; business district vitality; vehicle miles traveled (VMT) reduction; and air quality.

32. Provide on and off-street disabled accessible parking near major destinations along the waterfront.

33. Manage paid on-street parking to encourage parking turnover, customer access, and parking for diverse users.

34. To achieve land use, transportation, and environmental goals, discourage the development of net new automobile parking spaces, especially in locations with frequent transit service.

TRANSPORTATION POLICIES

35. When allocating use of available parking, give top priority to maritime operations, Port tenants, and visitors; discourage commuter parking.

36. Limit the number of dedicated parking spaces in pier rehabilitation projects to promote transit and reduce vehicle/pedestrian conflicts along Herb Caen Way.

37. Prohibit residential permit parking, consistent with public trust objectives to promote waterfront visitors from throughout California.

38. 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.

39. 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 disabled parking.

40. Establish performance and reporting standards for parking uses.

41. Consider proprietary or specific zones for tour bus parking, particularly in high-volume areas like Fisherman's Wharf.

42. 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.

43. Tailor new mixed-use development and major leasing projects to promote sustainable transportation modes (e.g., walking, biking, and public transit) that are universally accessible, and minimize single-occupant (or single-passenger Transportation Network Companies) vehicle trips.

44. Work with the 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 non-driving modes by 2030.

45. 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.

46. Develop and implement Port-wide and subarea TDM plans that promote transit use, bicycle and pedestrian networks, shuttles, taxis, and other projects and programs on an area-wide basis, rather than on a project-by-project basis.

47. Support transit through land use policy by locating high-density centers within the shortest walk to transit stops.

TRANSPORTATION POLICIES

Efficient Street Operations and Maintenance

48. 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.

49. Transfer street maintenance responsibility to San

Francisco Public Works where feasible.

50. 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 Special Use District and Mission Rock development projects).

51. Evaluate the opportunity to improve multi-modal transportation and open space improvements in conjunction with the Seawall Resiliency Project.

52. Vacate certain Port paper/water streets (e.g., those that currently function as open space or are within the Bay).

CHAPTER 2G



A Maritime Port | 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



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. Already 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.

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

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.

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, 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 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 justice and economic well-being is a resilient society. See Chapter 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, 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

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 CO₂-E.

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. [See Environmental Sustainability at the Port of San Francisco, 12/20/2017.](#)



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 2050 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 the San Francisco Public Utilities Commission. 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 alternate modes of transportation for working and commuting and partners with tenants to promote clean transportation, including hydrogen fuel cell technology for ferry service.

Much work remains. Changes in temperature, precipitation, and ocean acidity are placing stresses on ecosystems of all scales. As discussed further in Chapter 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.

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 fuel type (i.e., the type of fuel used in vehicles), fuel economy (i.e., the extent to which vehicles use fuel efficiently), and mode shift (i.e., the ability to shift travelers from one mode of transportation to another). These three factors are influenced by a host of variables, including technological improvements (e.g., fuel-efficient ferries), land use decisions (e.g., locating housing and jobs near transit hubs), and demographics. Thus, reducing emissions from transportation sources requires a diverse range of policies and strategies. See Chapter 2F for the Port's transportation policies.

Protecting Water Quality

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

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 Chapter 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 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.

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.



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

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.

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 (RMP) and the Bay Planning Coalition (BPC), 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 rain water, 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. In order 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.



Floating boom is deployed around construction work to capture debris.

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.

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, clean air, clean water, and climate stability.

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.

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, its tenants, development partners, visitors, 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. The [Port’s Biodiversity Work Program](#) summarizes all of the Port’s initiatives to promote biodiversity and progress toward meeting city-wide biodiversity goals. Because access to nature is a health equity issue in San Francisco,



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 “grey” (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

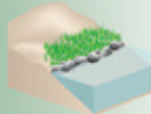
Living Shorelines



VEGETATION ONLY -
Provides a buffer to upland areas and breaks small waves. Suitable only for low wave energy environments.



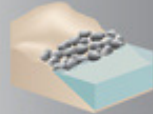
EDGING -
Added structure holds the toe of existing or vegetated slope in place.



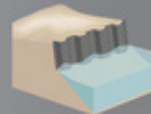
SILLS -
Parallel to existing or vegetated shoreline, reduces wave energy, and prevents erosion. Suitable for most areas except high wave energy environments.



BREAKWATER -
(vegetation optional) - Offshore structures intended to break waves, reducing the force of wave action, and encourage sediment accretion. Suitable for most areas.



REVETMENT -
Lays over the slope of the shoreline and protects it from erosion and waves. Suitable for sites with pre-existing hardened shoreline structures.



BULKHEAD -
Vertical wall parallel to the shoreline intended to hold soil in place. Suitable for areas highly vulnerable to storm surge and wave forces.

Coastal Structures

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.

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 the San Francisco Public Utilities Commission, 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 7½ 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, 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 Francisco 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 Chapter 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, and advocacy groups to improve water quality in the Bay and promote public awareness and understanding of water quality issues.

- f. Educate maritime tenants 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.

ENVIRONMENTAL SUSTAINABILITY POLICIES

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 and visitors and to connect the public of all ages with nature (e.g., at existing and planned marinas, boat launches, etc.).

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

ENVIRONMENTAL SUSTAINABILITY POLICIES

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.

CHAPTER 2H



A Maritime Port | 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



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 security threats to earthquakes, flooding, and 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 on the Embarcadero Seawall and San Francisco Flood Study. These projects will 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.

Background

Resilience Defined

[Resilient SF](#) describes resilience as the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow, no matter what kinds of chronic stresses and acute shocks they experience. Resilience is of critical importance 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, economic, and equity considerations.

Building resilience 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 significant value and services to the city and the region and will be essential to recovery after a disaster. Of critical importance are 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 immediate seismic risks and emerging flood risks. Port assets, services, and operations are also at risk from other hazards including high heat days, extreme precipitation, smoke from wildfires, and acts such as terrorism.

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 Resilience Challenges

The Port faces a number of resilience challenges, some long known (e.g., earthquakes) and others emerging more recently due to climate change (e.g., more frequent flooding and heat) or other causes.



Crowd in Justin Herman Plaza

Earthquakes

There is scientific consensus that 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. Although different in nature, the impacts of an earthquake south of Mission Creek will also likely damage and disrupt the Port and the city as a whole.

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. Following a major earthquake, a rush to rebuild could preclude thoughtful, efficient, and transparent planning for a future shoreline. Thus, the costs of inaction could be orders of magnitude higher than the costs of working now, before an earthquake occurs, to strengthen and reduce seismic risks to the shoreline and to reduce risks to life safety and emergency response.



Original shoreline of the waterfront circa 1850

Flooding

The Port is vulnerable to flooding from several sources, including coastal flooding, extreme precipitation, combined flooding from stormwater and creeks unable to flow out to a rising Bay, 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 current flood events 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, Pier 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

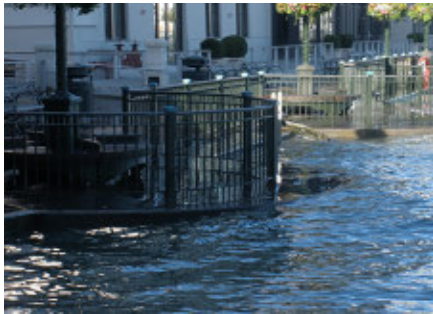
has been given to the risks associated with two other effects of climate change: extreme precipitation and groundwater rise. They too can result in disruption and damage to the Port and the city and complicate approaches taken to reduce coastal flooding. The San Francisco Public Utilities Commission is leading other City departments in an effort to better understand the risks to the Port and the rest of San Francisco from groundwater changes and extreme precipitation events.

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 visitors and commuters to and through the Port.

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 and tenant employees,



King Tide flooding at Pier 3



Air pollution from wildfires in Northern California

particularly those who work outside or in buildings without filtration systems. 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 Chapter 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.



Pier 94 dry bulk terminal



Pier 94-96 freight options

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.

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 (FEMA)-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. To address these needs, the Port continues to work with a wide range of disaster response and recovery agencies and organizations, including staff from the San Francisco Bay Area Water Emergency Transportation Authority (WETA), the San Francisco Department of Emergency Management, the 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 the Port's properties will play in emergency response for the city and region.

Port Resilience Projects and Plans

Through a number of efforts, the Port has demonstrated a commitment to resilience. The Port incorporates resilience planning into projects developed along the waterfront, and the Port Commission requires that every project consider current and future flooding potential. Examples of projects that have considered and addressed some level of resilience include the Brannan Street Wharf, the Downtown Ferry Terminal expansion, and Fire Station 35 at Pier 22½.

In addition to addressing resilience at the project level, the Port is taking larger-scale action through the [San Francisco Seawall Earthquake Safety and Disaster Prevention Program](#) (Seawall Program), and through resilience planning work in partnership with numerous agencies, described below. All of these efforts will respond to resilience challenges in a way that considers equity, the environment, and the economy through public processes that are transparent and inclusive. The public meetings on the Port's Embarcadero Seawall and Resilience Programs have focused on developing a framework to understand the approach to planning for improvements over time: (1) *strengthening* the existing



Emergency response exercise at Pier 1

waterfront to reduce current and near-term risks, (2) *adapting* the waterfront to protect and preserve the existing shoreline as long as possible, and (3) *envisioning* a new waterfront that will reduce flood risk waterfront-wide.

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 they are deployed at a range of scales (e.g., individual, community, neighborhood, local, regional, state, and federal) and are integrated into a coordinated approach that is adapted over time to respond to new information, conditions, science, priorities, and resources (e.g., new code requirements, new regional transportation infrastructure, or updated sea level rise projections). An adaptive approach can also reduce risks in a way that addresses Port, City, community, and business vulnerabilities that will contribute to damage and disruption (e.g., employees unable to get to work, unavailability of water, power, and other basic services). By working together, all involved parties can ensure that recovery efforts are based on shared principles, strong relationships, and mutual trust, so when a disruption occurs all responsible and affected parties can quickly communicate, respond, and begin to recover.

City-Wide Partnerships

The Port works in partnership 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, the Hazard and Climate Resilience Plan, the Climate Action Strategy, and the coordination of resilience work that is led by the Office of Resilience and Capital Planning. 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

In addition to its critical role in emergency response for the city and region, the Port is home to many of San Francisco's most significant visitor-serving historic and cultural resources and is one of the last locations for industrial jobs and land in the city. It is therefore critical that the Port and the City and County of San Francisco work together and with other local and regional partners such as BART, WETA, the National Park Service, the Presidio Trust, and Port tenants and neighbors to reduce risks and identify adaptation strategies to make the waterfront safe, reliable, and more vibrant for all those who depend on it.

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 the Bay Conservation and Development Commission (BCDC) Adapting to Rising Tides Program, Caltrans's Senate Bill 1 adaptation grants, Regional Water Quality Control Board activities, and the Bay Area Regional Collaborative's resilience efforts. The Port and the City participate in these broader initiatives to ensure that work is coordinated, that data and information are shared, that resilience is being built at both the city and regional scales, and that the Port remains aware of changing regional and state laws and policies.

Federal Partnerships

The federal government is also a strong resilience partner for the Port. In 2018, the United States Army Corps of Engineers (USACE) selected the San Francisco waterfront as one of several New Start programs to study flood risk management. This effort, known as the USACE/Port of San Francisco Flood Study, will result in a robust assessment of flood risks from Aquatic Park to Heron's Head Park and identification of strategies to reduce them. It also brings expertise, resources, and funding opportunities to help reduce risks to the Port and the City.

What is Social Cohesion?

Although definitions of social cohesion vary, most focus on the bonds among people that make communities stable and help them prosper. For example, communities with strong social cohesion may:

- Have many neighbors who know each other, support each other, and share resources and responsibilities.
- Work toward the well-being of all community members.
- Work against exclusion and marginalization.
- Create a sense of belonging.
- Promote trust.

Social cohesion contributes to a wide variety of positive social outcomes such as health and economic prosperity. It also helps people prepare for and more quickly recover from disasters.

What is Equity?

Although definitions of equity vary, most definitions focus on ideals of justice and fairness. Equity represents a belief that:

- There are some things all people should have;
- There are basic needs that should be fulfilled;
- Burdens and rewards should not be spread too differently across the community; and
- Policy should be directed with impartiality, fairness, and justice toward these ends.

In San Francisco, the Human Rights Commission defines equity as “full and equal access to opportunities, power and resources, whereby all people may thrive and prosper regardless of demographics.”

Other Partnerships

Additionally, the Port is advancing partnerships with Port tenants, community members, adjacent businesses, and neighbors to ensure that resilience is built together and in consideration of all of these key stakeholders. All of the 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 are partnering on the [Islais Creek Adaptation Strategy](#). The project has a broad engagement plan designed to ensure that community members, local businesses, and other stakeholders are able to provide input throughout the project and can provide clear guidance and preference on priorities and alternatives.



Resilience and Equity

Research shows that the ability of a community to withstand and recover from disasters and other challenges is linked to its access to jobs, transportation, education, and other resources, including participation in planning, as well as to the strength of the community's cultural life and sense of identity and meaning. Communities that exhibit these and other attributes of social cohesion and equity more quickly respond to and recover from hazards such as earthquakes, flooding, extreme heat, and fire, and to societal events such as economic downturns, homelessness, and high housing costs.

Developing strategies that allow people to stay healthy in their homes and neighborhoods and return quickly to work and school is the most important factor in how a city recovers from a crisis. Focusing on people means assessing 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 toward mapping and identifying social 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. 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. The Port 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 water-borne 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, 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 and services.
- c. 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, historic resources and emergency response facilities.

Resilience Partnerships

3. Partner with City departments and other public agencies, tenants, 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,

RESILIENCE POLICIES

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 visitors to the Port, 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 to support Port, City, regional, community, business, 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, and community, historic, and economic assets for as long as possible, avoiding major changes to the existing form of the waterfront until changing conditions, available resources, and evolving priorities require significant adaptations.
- b. Ensure that the Port's broad range of maritime 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. Include short-, mid-, and long-term planning, maintenance and operations, funding, financing, and implementation guidelines.

f. 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.

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

h. 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. Avoid major changes to the existing form of the waterfront; instead, design to support future adaptations when needed. Protect and enhance the Port's historic and cultural resources. See Chapter 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 Chapter 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. See Chapter 2C for more information.
- d. Evaluate and prioritize the use of nature-based

RESILIENCE POLICIES

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 Chapter 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 Chapter 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, 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 and neighbors in order to reduce risks and strengthen response and recovery capabilities.

CHAPTER 21



A Maritime Port | 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**



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 will become even more important as the Port addresses the new land use, transportation, environmental, and resilience challenges that lie ahead. Finding solutions to challenges and seizing new opportunities to improve the waterfront are not beyond the reach of the Port when it is united in its goals with the people of the city and the state and the public agencies that serve them.

Background



Port pile driving crew

Close Partnerships and Coordinated Strategies

As a public trust grantee and City enterprise agency, the Port not only establishes policies for use of its lands but also manages Port facilities and day-to-day operations that serve hundreds of tenants and thousands of users and visitors each day. The Port's diverse staff takes a hands-on approach to improving the waterfront, bringing expertise in engineering, maritime operations, real estate, finance, environmental protection, planning, maintenance, and homeland security. The work never stops. New work and specific project proposals are guided by the Port Commission, by applying policies of the Waterfront Plan and Port Strategic Plan, and by following the Port's capital planning and budget process.

However, the success of the Port also relies on close partnerships and deep engagement with myriad agencies, business and community organizations, citizens, Port tenants, and other waterfront stakeholders. Successful improvements along the waterfront increasingly depend on recognizing and coordinating relationships and interdependencies among maritime, non-maritime, and public objectives.

By working together, the Port, agency partners, development partners, citizens, and waterfront stakeholders all 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, the need for multi-jurisdictional collaborations to forge mutual goals and coordinated strategies has never been greater.

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 Special Use District and Mission Rock neighborhood developments, 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 and stakeholders involved in Port leasing, development, and operations are described below.

Public Trust Agencies

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](#) (State Lands), and the [San Francisco Bay Conservation and Development Commission](#) (BCDC). State Lands 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



Community workshop for Pier 70 project

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.



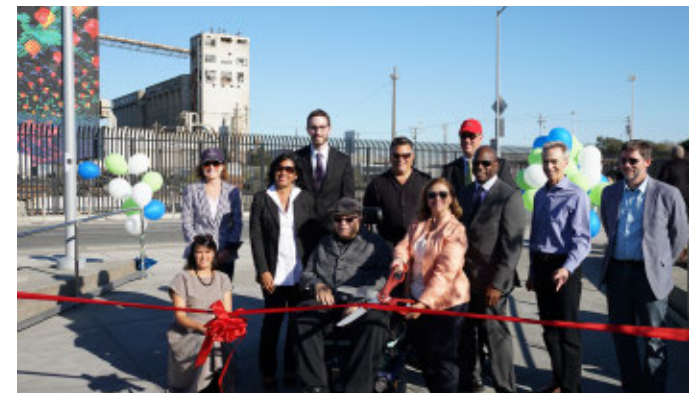
Since the Waterfront Plan was first adopted in 1997, the Port, State Lands, and BCDC have worked together to address many complex public trust and regulatory requirements for projects that have transformed the San Francisco waterfront. The knowledge and experience gained from these shared efforts informed updates to Waterfront Plan policies in 2019 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. 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. 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 the San Francisco Public Utilities Commission, 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 San Francisco Planning Department (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. The Pier 70 and Mission Rock neighborhoods and Southern Waterfront parks and open spaces along the Blue Greenway are products of these collaborations. As the City also turns its attention to developing a Citywide Resilience Framework, the Port also joins an inter-departmental team of the Planning Department, the Department of the Environment, and the City Administrator's Office of Resilience to coordinate and align climate change





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)
- Northeast Waterfront Advisory Group (NEWAG)
- Central Waterfront Advisory Group (CWAG)
- Southern Waterfront Advisory Committee (SWAC)
- 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 for the 2019 Waterfront Plan update.

and resilience programs and initiatives. See Chapter 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, 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. 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 are generated in multiple public forums. Key among these forums are Port Advisory Committee (PAC) meetings, which are managed by Port staff to provide regular opportunities for public discussions about Port operations and improvements proposed along the 7½ mile waterfront. Members of six 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.

Ensuring Equity

Ensuring equity means more than just providing equal access to parks and open spaces (see Chapter 2C policies) and economic opportunities (see Chapter 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 the entire community, it is essential that all members of the community are regularly represented at the planning table and have a voice in the decision-making processes that affect them. Equitable public participation in planning processes 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 Port Advisory Committees (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. Ensure timely Port staff updates to PACs during project design-development processes before final decisions are made.
 - d. 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.
 - e. 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, providing outreach materials in different languages, and using facilitation techniques that encourage participation.

COMMUNITY ENGAGEMENT POLICIES

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 POLICIES

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 Port Advisory Committee 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. Ensure that, in accordance with current San Francisco Board of Supervisors policy, Port non-maritime leases of 10 years or more and \$1 million (or more) in annual rental revenue secure approval from the Board of Supervisors after Port Commission approval. Ensure that public comment opportunities are provided in Port Commission and Board of Supervisors hearings. 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.

COMMUNITY ENGAGEMENT POLICIES

Southern Waterfront Leases

9. For intermediate or long-term leases in the Pier 80-96 Maritime Eco-Industrial Strategy Area, follow the community engagement process with the Southern Waterfront Advisory Committee (SWAC):

- a. Encourage community engagement by providing regular updates about maritime marketing lease proposals to the Port Commission and the SWAC.
- b. Schedule Port Commission informational presentations for intermediate-term or long-term lease opportunities.
- c. Schedule SWAC meetings to discuss lease opportunities and to solicit community input to report back to the Port Commission.
- d. Follow the community input process for competitive leasing and development solicitations outlined in Policies 5 and 6 above.

10. Ensure that short-term (0- to 10-year) interim leases in the Southern Waterfront comply with use limitations and public noticing, as follows:

- 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.
- b. Provide the Central Waterfront Advisory Group (CWAG) and SWAC with 10-day notice and review of information about the proposed short-term lease, and an opportunity to request a CWAG or SWAC meeting to receive public input prior to lease approval.

No Additional Required Process

11. Exempt the following types of leases from separate public review beyond that required by applicable City regulations:

- a. Short-term (0- to 10-year) leases and turnover leasing for maritime, light-industrial/PDR, existing office, retail, and restaurant spaces (except leases in Southern Waterfront facilities that are subject to Policy 10 above).
- 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



Chapter 3 - WATERFRONT SUBAREAS

The Port's 7½ miles of public trust land adjoin many unique San Francisco neighborhoods, each with its own character and community of stakeholders. To address these distinctions, this chapter describes five subareas of the waterfront and identifies objectives to guide the planning, development, leasing, and use of Port lands in each subarea, based on the Port-wide goals and policies set forth in Chapter 2. Throughout Chapter 3, icons provide cross-references back to Port-wide goals in Chapter 2. 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 Waterfront Subareas

Fisherman's Wharf:
Aquatic Park to PIER 39

Northeast Waterfront:
Pier 35 to Pier 14

South Beach:
Rincon Park to The Ballpark

As discussed throughout Chapter 2, the three Northern Waterfront 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. The subareas are further united by key features of the Northern Waterfront public realm—an active transportation network and a pedestrian promenade that begins along Jefferson Street in Fisherman's Wharf and ends at the San Francisco Giants ballpark. The roadways and promenade connect a well-used 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.

The Southern Waterfront Subareas

Mission Bay:
China Basin to Mariposa Street

Southern Waterfront:
Crane Cove Park to India Basin

The Blue Greenway network of public access, habitat restoration, and water recreation facilities begins at the foot of the Lefty O'Doul Third Street Bridge and extends through the Mission Bay and Southern Waterfront subareas to India Basin. It includes major waterfront parks, as well as quiet places to enjoy nature, direct shoreline access to the Bay, and fascinating views of industrial maritime operations from safe locations. The Blue Greenway adds depth and variety to the public's waterfront experience along Terry Francois Boulevard, Illinois Street, and Cargo Way, distinct from the open space experience along the Embarcadero. The Mission Rock project in Mission Bay and the Pier 70 projects that are rehabilitating the extraordinary resources in the Union Iron Works Historic District are creating new mixed-use neighborhoods that include much-needed affordable housing and state-of-the-art, environmentally sustainable infrastructure systems. These developments have been carefully planned to preserve historic resources and protect operational requirements of maritime industry. The Pier 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 | Northeast Waterfront | South Beach | Mission Bay | Southern Waterfront

Fisherman's Wharf

Aquatic Park to PIER 39

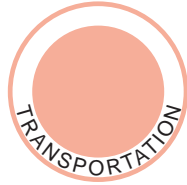
Urban Design Features

- » Fishing industry character defines the Wharf
- » Pier 43 Promenade offers prime Alcatraz views
- » Pedestrian public realm throughout the Wharf is strengthened by the rebuilt Jefferson Street
- » Ferries, excursions, and visitor attractions maintain the Wharf's vibrancy
- » Fish Alley and wharves in the quiet backwaters are unique public access features
- » PIER 39 and sea lions are well-known San Francisco attractions



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, and the commercial fishing industry is centered 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 family-owned seafood restaurants, the Wharf 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 and the charm of its wharves and alleyways 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 is based at Pier 45. Three of the four sheds on this pier are dedicated to fishing boat operations and fish handling businesses that receive, prepare, and distribute seafood throughout San Francisco, the Bay Area, and beyond. Other facilities include the 62-berth Hyde Street Fishing Harbor, fishing businesses in the Fish Alley area (Seawall lots 302 and 303), and berthing in the Inner and Outer Lagoons. 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.



Fishers aboard a vessel at Fisherman's Wharf



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



San Francisco Bay Excursions

Fisherman's Wharf hosts many other maritime activities in addition to fishing. Ferries and excursion operations at Pier 41 and 43½, along with the Pier 39 recreational boating marinas and the Aquatic Park swim club docks managed by San Francisco Recreation and Parks, provide a variety of ways for the public to enjoy the Bay waters. The Fishermen's and Seamen's Memorial Chapel, a treasured cultural resource, pays tribute to the generations of San Franciscans who have dedicated their lives to the sea.



SS Jeremiah O'Brien at Pier 45

The San Francisco Maritime National Park Association at Hyde Street Pier houses an extraordinary collection of historic ships and artifacts, including the USS Pampanito submarine berthed at Pier 45. The SS Jeremiah O'Brien, a World War II Liberty ship managed by the National Liberty Ship Memorial organization, also is berthed at Pier 45. These water-dependent vessel operations are part of San Francisco's maritime heritage and enrich the Wharf's authentic character.



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

Through collaboration and strong partnerships with the City, 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.



People walking on promenade near Fisherman's Wharf

With the support of San Francisco voters in 2008, the Port received general obligation bond funding from the City to demolish a parking lot at the north edge of the Wharf and construct the Pier 43 Bay Trail Promenade, which stretches west from the Pier 43 Historic Arch to a new plaza next to Pier 45. The Promenade provides a new Open Water location, spectacular postcard views of Alcatraz Island, and



Pier 43 Historic Arch

connects to the rest of the Wharf via widened sidewalks along Taylor Street and the redesigned Jefferson Street. The streetscape improvements completed in 2013 began Jefferson Street's transformation into an inviting public space that welcomes the millions of visitors who walk and bicycle through the Wharf each year. A second phase, to be completed in 2021, will include additional improvements along Jefferson Street through the Port waterfront. 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, and maritime activities, and include activities that attract local residents and dispel the Wharf's image as a tourist-only attraction.



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

Fisherman's Wharf is world famous for its scenic Bay views and waterfront attractions, including Pier 39 with its barking sea lions, and the iconic seafood restaurants on Port property that have historic roots in the fishing industry. People are also attracted to interpretive signage that provides information about San Francisco's fishing heritage and to public views of fishing operations. These authentic qualities of the Wharf have the potential to attract local residents. 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 establish businesses, activities, and public space improvements that attract local residents as well as out-of-town visitors during both daytime and nighttime.

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 now 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.



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 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 Program and works with the U.S. Army Corps of Engineers on the San Francisco Flood Study, which will address sea level rise and adaptation associated with 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 access to 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, and Fisherman's Wharf community and business organizations to coordinate and leverage investments and capital improvements that provide the broadest package of benefits for the Wharf.



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 Chapter 2F describe the many transportation access needs and priorities along the waterfront. Recognizing these needs and priorities has 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, and 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. While these improvements are targeted to improve transportation access for visitors, employees and residents, the Port will also continue to work with the San Francisco Municipal Transportation Agency (SFMTA) and San Francisco Public Works to protect industrial and commercial loading access necessary to support fishing industry needs.



People bicycling and running in Fisherman's Wharf.



The Fisherman's Wharf Acceptable Land Use Table¹

Key:

A = Acceptable Use

X = Accessory Use

Aquatic Park Docks							A																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																														
--------------------	--	--	--	--	--	--	---	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

Table Notes:

¹ 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.

² 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.

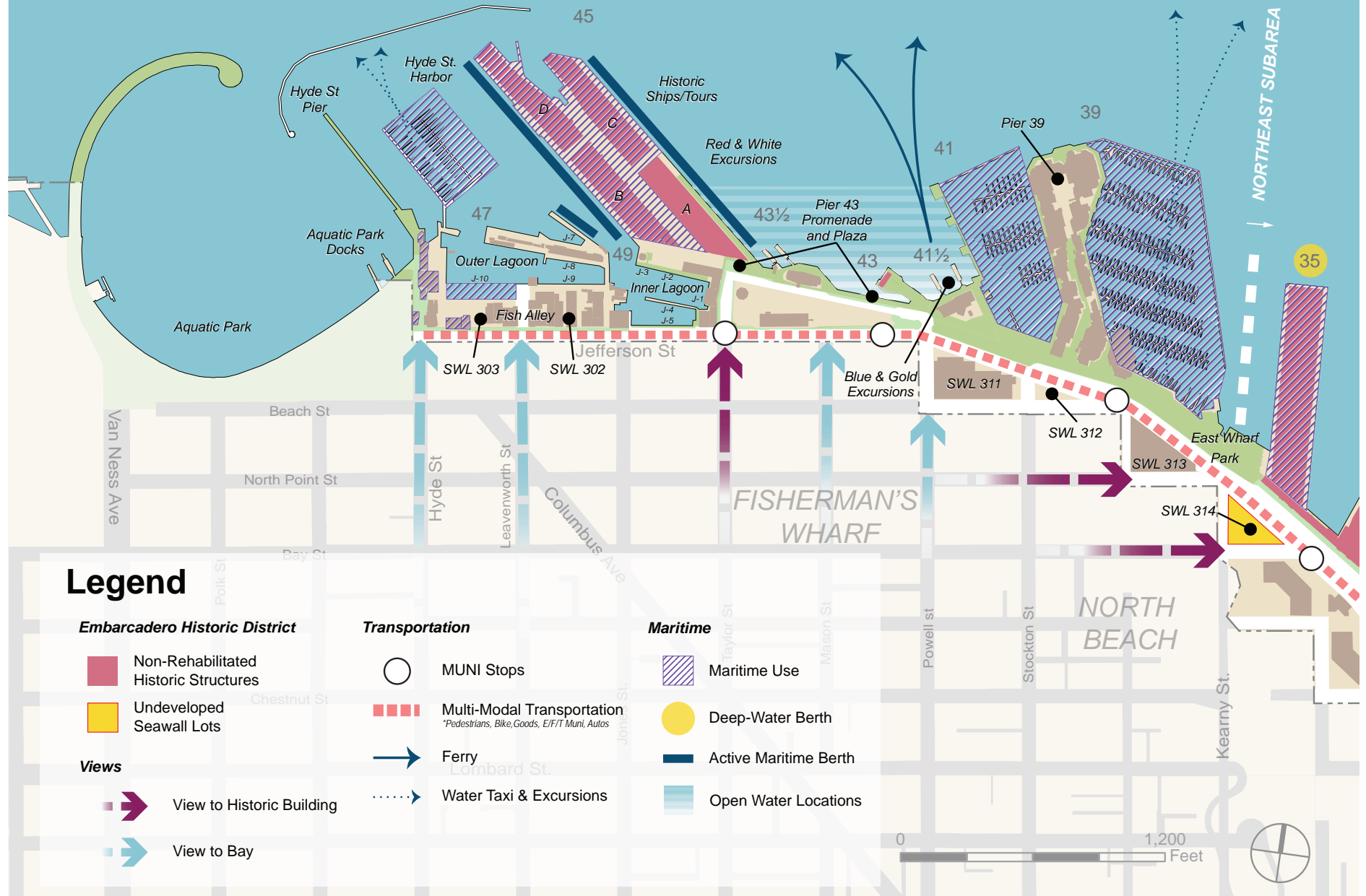
³ See policies in Chapter 2C.

⁴ See policies in Chapter 2B.

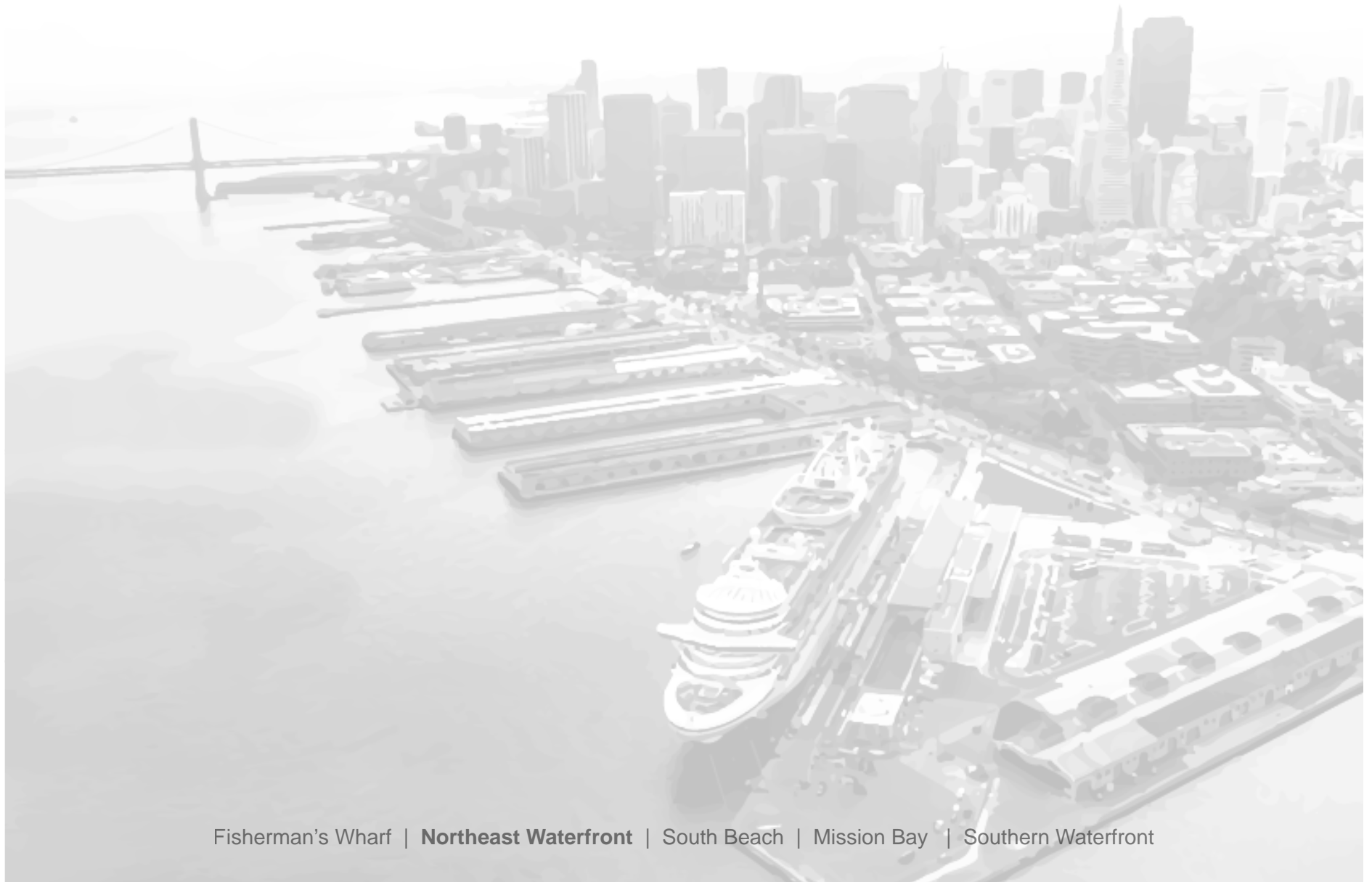
⁵ Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.

Fisherman's Wharf Subarea

Aquatic Park to Pier 39



NORTHEAST WATERFRONT



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

Northeast Waterfront

Pier 35 to Pier 14

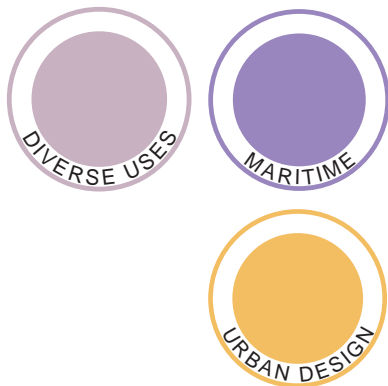
Urban Design Features

- » 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.

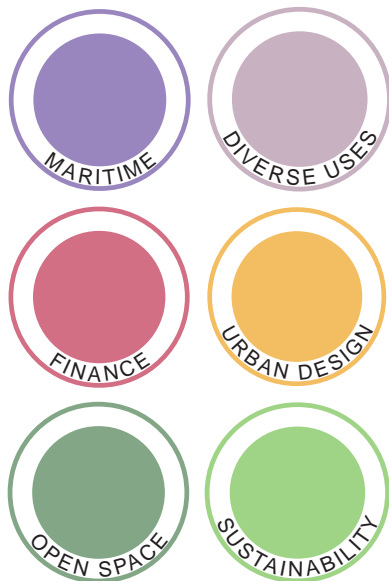
The rehabilitation of the Ferry Building, Pier 1, and Piers 1½-3-5, along with the Pier 15 Exploratorium project, were pioneer efforts that demonstrated how historic piers in the Embarcadero Historic District could be successfully rehabilitated and opened to the public with modern uses, preserving the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



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 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.



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.

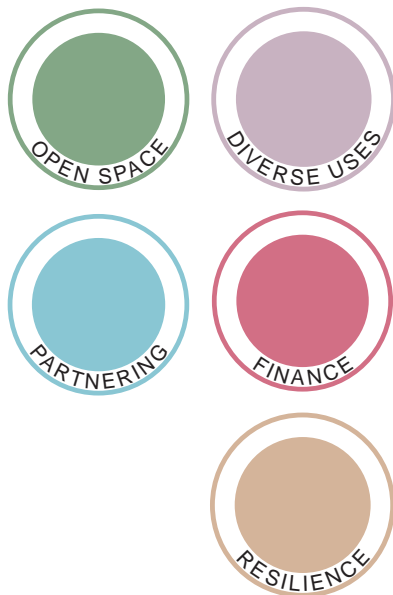
The Northeast Subarea Map identifies locations of the variety of open space and public access resources in the Northeast Waterfront. The Pier 27 Cruise Terminal Park and the public access piers created at Piers 7 and 14 are the largest facilities developed by the Port. They are supplemented by many public 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.

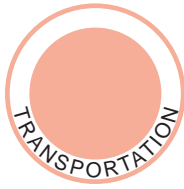


7. Maintain close working relationships with the San Francisco Municipal Transportation Agency and transportation agency partners to expand Northeast Waterfront public transit and alternative transportation services that improve the safety and comfort of travel along the Embarcadero.

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



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.

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 ¹

Key:

A = Acceptable Use

X = Accessory Use

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

Embarcadero Historic District: Piers 35, 33½, 33, 31½, 31, 29½, 29, 23, 19½, 19, 17, 9, 9½, Agriculture Building ⁴

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)

	A	A	A	A	A	A	A		A			A																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																																													
--	---	---	---	---	---	---	---	--	---	--	--	---	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--

Table Notes:

¹ 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.

² 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.

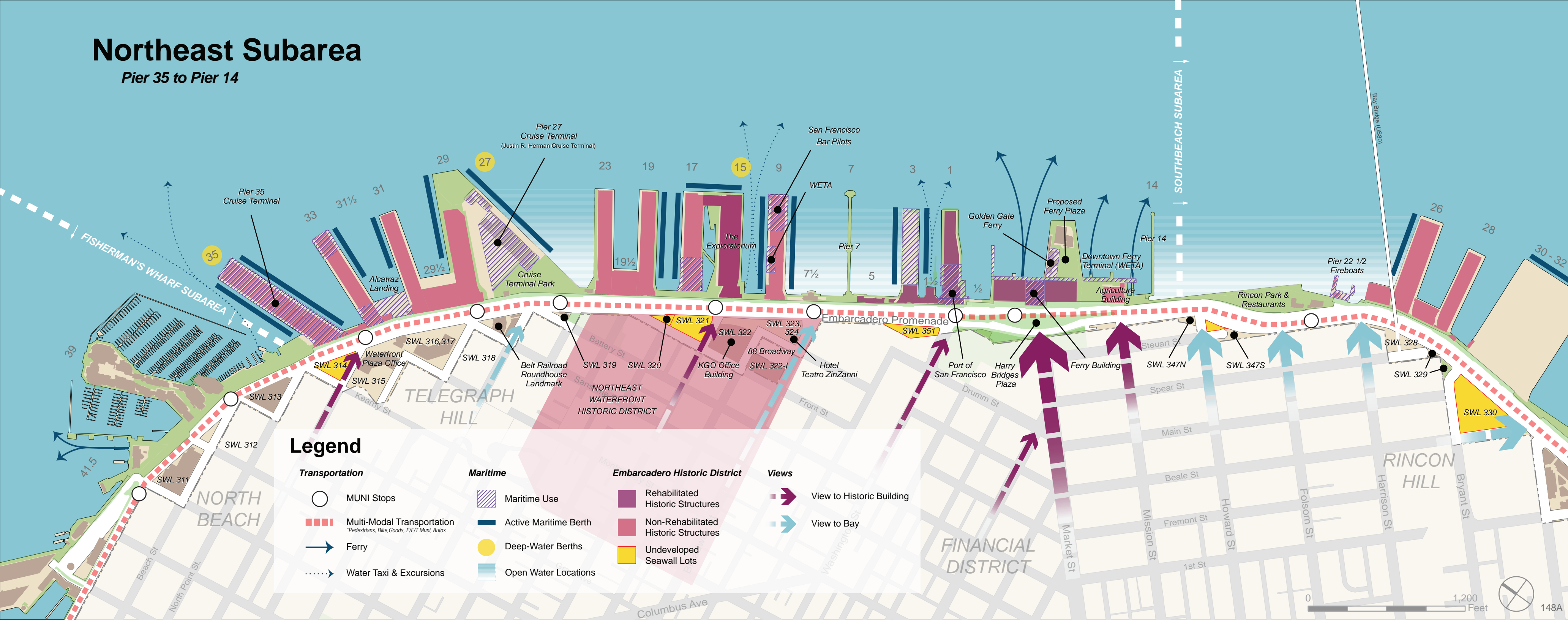
³ See policies in Chapter 2C.

⁴ See policies in Chapter 2B.

⁵ 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



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 public investments have been made along the South Beach waterfront. Together with the opening of the San Francisco Giants ballpark, these investments have completed the conversion of this former heavy industrial maritime area to a lively and welcoming urban waterfront neighborhood. Derelict piers have been removed to create a connected network of waterfront parks and open spaces along the Embarcadero, from Rincon Park to the gateway of the Blue Greenway open space network south of China Basin Channel. 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 and other water recreation that supports the Bay Area Water Trail.

However, deteriorated pier conditions have created challenges for developing and improving South Beach pier facilities, including Piers 24½, 26, 28, 38, and 40 in the Embarcadero Historic District and non-historic Piers 30-32. This Waterfront Plan promotes Embarcadero Historic District policies that are intended to support financially feasible repair and rehabilitation of the Port's historic pier facilities. Piers 30-32 is ideally located to provide a destination development that could complement the Historic District and preserve the valuable deep-water berth at this facility. However, the extraordinary cost of seismically reinforcing Piers 30-32, even in a development that includes Seawall Lot 330, has and will continue to present many funding and trade-off issues. These issues will require continued public review and Port Commission direction to determine what types of investment and/or development partner opportunities 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, development of South Beach Harbor and Marina initiated the conversion of this former heavy maritime industrial area to a lively mixed-use neighborhood. The harbor provides 700 recreational boat berths, a water taxi dock, and transient berths for visiting recreational vessels. South Beach Harbor has become a Port and neighborhood resource for recreational boats and services, (e.g. harbormaster office, sailing and community facilities) and an important center for non-motorized water recreation along the San Francisco Bay Area Water Trail. In 2019, harbor management responsibilities were transferred to the Port. The Port will continue to maintain and improve these water recreation facilities as part of larger efforts to repair and rehabilitate two Embarcadero Historic District pier resources, Piers 38 and 40.

At the north end of the South Beach waterfront, the San Francisco Fire Department and City will develop a new fireboat station at Pier 22½, adjacent to Rincon Park. This facility, a critical element of City and Bay Area disaster response plans, will support modern equipment and emergency response operations necessary to serve not only San Francisco but the entire region. The new fireboat station will be constructed on a floating barge designed to adapt to rising tides and to respect the setting of the



historic Fire Station 35, a designated City landmark and a contributing resource in the Embarcadero Historic District. The fireboats will be a maritime focal point at the base of the Bay Bridge. As the fireboat station barge rises and falls with the tides, this facility will also provide ongoing education about waterfront adaptation needs and opportunities.

The South Beach waterfront includes a valuable deep-water berth along the eastern apron of Piers 30-32. The berth is valuable because it is the only location between the Ferry Building and China Basin that can accommodate large passenger cruise, military and commercial vessels, and because the strong Bay tides naturally maintain deep water at this location without costly dredging requirements. Piers 30-32 maintains a strong maritime presence, hosting many different types of visiting historic, ceremonial, military, and research vessels, as well as the naval ships showcased here each year during Fleet Week. 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).



Photos: South Beach Harbor (left) and Fireboat spray (right)



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.

Significant public investments have been made to remove derelict fill and build a connected series of waterfront parks and open spaces through South Beach. This work started with the development of Rincon Park and South Beach Park by the former San Francisco Redevelopment Agency. As part of a coordinated effort with the Bay Conservation and Development Commission (BCDC) and the community, the Port removed Piers 24½, 34, and 36 and developed Brannan Street Wharf Park. Expansive views of the Bay and Bay Bridge from Rincon Park and Brannan Street Wharf are preserved in designated Open Water locations, as shown in the subarea map. In these Open Water locations, Bay fill is restricted as designated in BCDC's Special Area Plan. Rincon Park is also an important resource for preserving Bay views from upland city streets.



Brannan Street Wharf

These public parks, together with the Embarcadero Promenade, create a welcoming shared public space for the many pedestrians traveling along the waterfront. Often, however, these parks, particularly Brannan Street Wharf, 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.

The development of the San Francisco Giants ballpark included a package of public access improvements, including a PortWalk that connects the South Beach Marina and Harbormaster facility to and along China Basin Channel to Lefty O'Doul Bridge. With the creation of the Blue Greenway and establishment 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 is managing the seismic retrofit of the Third Street "Lefty O'Doul" Bridge. This project includes lane modifications to provide more space for pedestrian and bicycle movement over the bridge.



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 realized in South Beach, developing and improving pier facilities has been a challenge. Piers 24½, 26, 28, 38, and 40 are all contributing resources within the Embarcadero Historic District. They are the earliest surviving pier facilities 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.

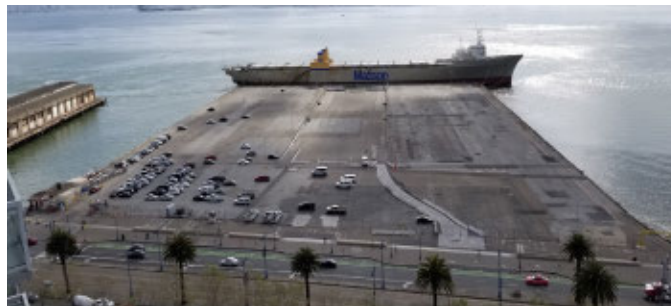


Piers 38 and 40 also are particularly desirable for investment because they adjoin Brannan Street Wharf and South Beach Harbor and Park. These park and recreation facilities may enhance the development value of the piers; by the same token, development uses may provide synergies that activate and increase the recreational value of the parks and boost the return on the public funds invested in their development. Pier 40 was designated as a development site in the Rincon Point-South Beach Redevelopment Plan, but development plans did not come to fruition because of conflicts with public trust and community objectives. Embarcadero Historic District policies in Chapter 2B, which were developed through the Waterfront Plan Update process with the participation and support of State Lands Commission staff, are intended to provide financially feasible strategies to repair or rehabilitate these historic facilities. 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.

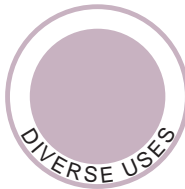
There are only four undeveloped Port properties in the South Beach waterfront. The two largest, Piers 30-32 (13 acres) and Seawall Lot (SWL) 330 (2.5 acres), are located in the center of the South Beach waterfront along the Embarcadero, south of the Bay Bridge. The stunning location makes these signature properties well suited for development that includes entertainment and public-oriented uses. While Piers 30-32 and SWL 330 are outside of the Embarcadero Historic, development of these sites will be reviewed for consistency with Secretary of the Interior Standards to ensure that the design of the adjacent new development is compatible with the historic district. The Port has a continuing interest in maintaining the deep-water berth at Piers 30-32 (see Objective 1). Because of its large size, Piers 30-32 offers a rare development opportunity along the waterfront while respecting the character and integrity of the Embarcadero Historic District. A development design for Seawall Lot 330 must complement the neighborhood setting and contribute to the public realm on the west side of the Embarcadero.



Pier 30-32

As documented in prior [Port reports](#), however, substructure and seismic improvement costs at Piers 30-32 are extraordinarily high. Past project proposals would have required the Port to subsidize these costs with rent from the pier, the value of SWL 330, and tax increment from both sites. The deteriorated condition of Piers 30-32 will diminish its productive use and revenue generation, and the cost of improving or demolishing the pier far exceeds Port resources. These considerations compel the Port to define a long-term strategy. The Port Commission intends to consider a competitive solicitation for Piers 30-32 and SWL 330 to determine market-based interest in these properties. If the competitive solicitation process does not produce a successful development response or 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.

South Beach has two other vacant development sites: SWL 347S and SWL 328, under the Bay Bridge. These properties, like SWL 330, were included in prior state legislation that lifted trust use restrictions 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 invest in Port capital improvements on the waterfront, and will be subject to policies in Chapter 2B (for seawall lots), Chapter 2D (urban design), and Chapter 2E (financial considerations)



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 in defining the details of the use or event and the commitment of staff and other resources to address 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 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 Chapter 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 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 modes, and an improved pedestrian experience along the Embarcadero Promenade from King Street to Fisherman's Wharf. This effort requires close coordination with the 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 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 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 its historic resources. The 3 mile Embarcadero Seawall itself is a historic resource within the historic district. The Port's efforts to lead the Embarcadero Seawall Program focus on protecting regional transportation infrastructure, utilities, emergency assets, and businesses. These efforts will include strategies to preserve and enhance the resilience of the historic bulkhead and pier structures. 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 along the South Beach waterfront will need to incorporate waterfront resilience improvements that also include other public benefits. 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.



History plaque at Brannan Street Wharf

1

A= Acceptable Use
X= Accessory Use

Table Notes:

¹ See Appendix E, Glossary of Terms, for definitions of uses in this table. See policies in Chapter 2 and South Beach 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.

2 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.

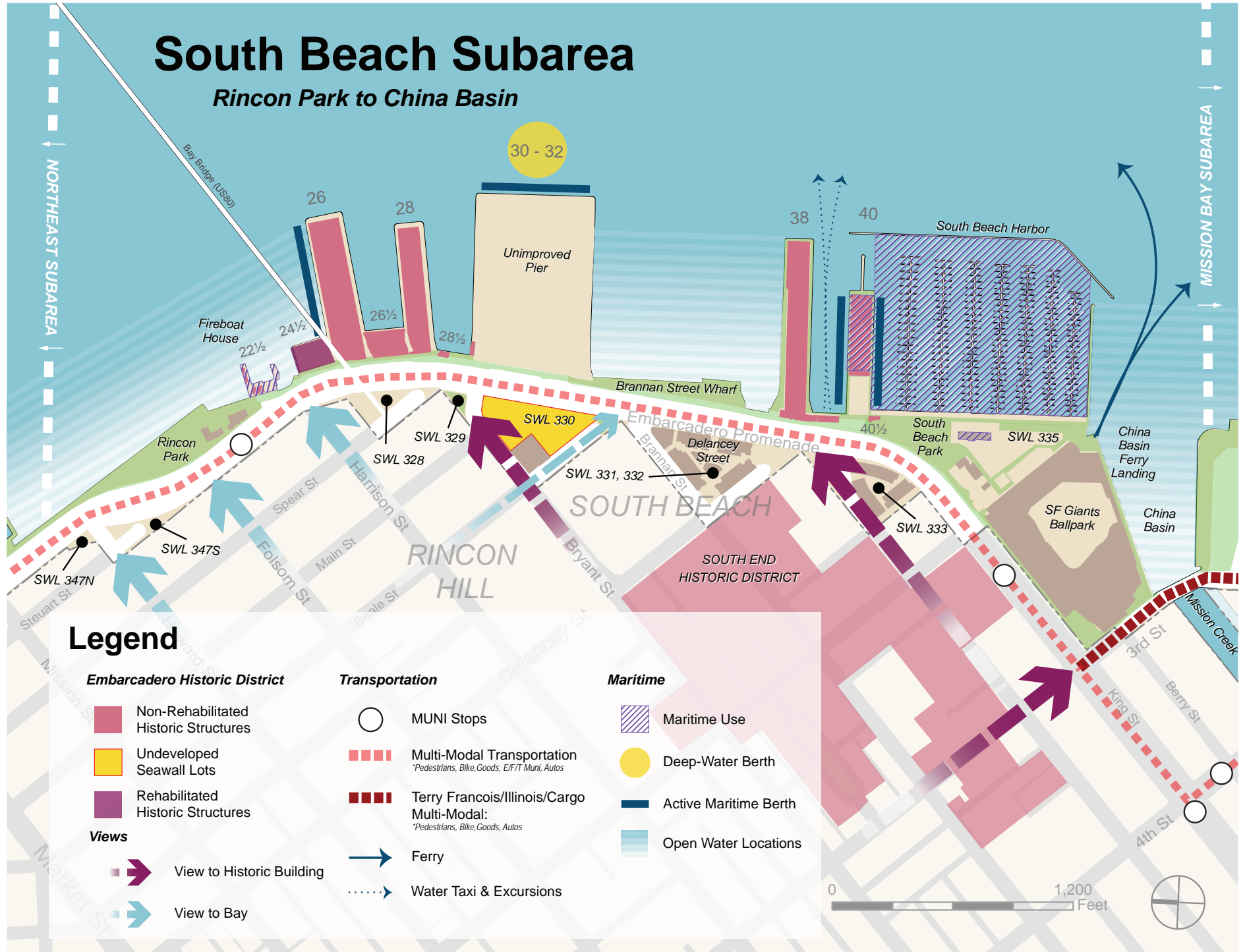
³ See policies in Chapter 2C.

⁴ See policies in Chapter 2B.

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

South Beach Subarea

Rincon Park to China Basin



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 (UCSF) 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 Seawall Lot (SWL) 337, a process that ultimately led to approval of the Mission Rock project. The project's mixed-use residential and commercial program was designed to create a neighborhood identity within the Mission Rock Special Use District, and to complement the surrounding Mission Bay area. The Mission Rock Special Use District will be implemented through a Disposition and Development Agreement and design guidelines, has secured all approvals, and is incorporated by reference in this Waterfront Plan. Together, the Mission Rock and Mission Bay projects have been planned to provide an integrated 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 a strong northern terminus for the Blue Greenway open space network.

Outside of the Mission Rock and Mission Bay project areas, the Port will manage and improve several 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 also provides a very valuable deep-water berth. The Port also manages an important cluster of properties that support a recreational boating, water recreation, and commercial restaurant culture that dates back to Mission Bay's industrial past. All of these activities must be maintained and improved alongside—and to evolve with—the 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.

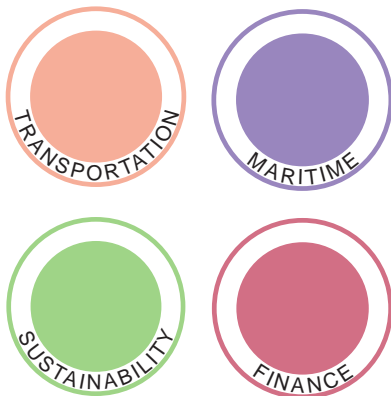
The [Mission Bay South Redevelopment Plan](#) included a comprehensive open space plan for most of the area, including a 7 acre Bayfront Park on Port shoreline property, which will be completed in 2020, and landscape improvements along Mission Creek west of the Third Street Bridge. The [Mission Rock Special Use District](#) completes the open space program along the south side of Mission Creek/China Basin Channel through the creation of 5 acre China Basin Park. China Basin Park will be a regional waterfront park at the south end of the Third Street Bridge, establishing the gateway to the Mission Rock neighborhood as well as the Blue Greenway open space network. The Mission Rock and Mission Bay projects have been similarly coordinated to deliver public realm improvements along Terry Francois Boulevard, the Blue Greenway connector street that extends through Mission Bay and links the

shoreline parks, the Pier 52 Corinne Woods Public Boat Launch, and water recreation clubs and facilities.

Within Bayfront Park, the Port has entitled and is pursuing a family focused restaurant which would help activate the park and provide public restrooms. Pier 64½ is the location for the planned Mission Bay Ferry project, a new water transportation landing to serve the area's growing population, including visitors to Chase Center. Additional public access improvements in the Pier 64½ area will be designed to integrate these features and functions, completing the Blue Greenway network 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 inventory of maritime berths. Piers 48 and 50 support berthing for large barges, as well as tug and tow vessels that provide a wide variety of marine construction and harbor services throughout the Bay, a critical harbor service 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 in use by two large U.S. Maritime Administration Department (MARAD) 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. The California Air Resources Board is advancing new air pollutant controls and emission reduction 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 fuel options for marine vessels, and

locations where a second cruise ship berth could be provided and equipped with new shore power equipment to plug into the City's zero-emission hydropower electrical grid. The deep-water berth makes Pier 50 a strong candidate site to support San Francisco's growing passenger cruise ship business. The site also includes sufficient pier area to accommodate 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 staff of the Maintenance Division are skilled in many construction crafts and trades, carrying out a myriad of pile driving, utility, painting, roofing, and other repair and maintenance services along the Port's 7½ mile waterfront. The workshops and operations required to support this work are at Pier 50, in a central location that allows efficient access to all Port facilities. These operations require industrial access for trucks and 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.



MARAD vessels at Pier 50



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.

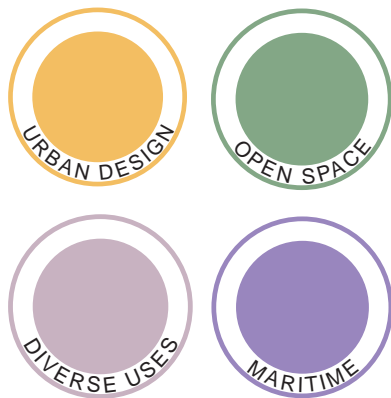
Through all the changes that have taken place, the Mission Bay waterfront has maintained its allure for dockside restaurants and recreational boating facilities that offer social and recreational enjoyment of the Bay. These activities continue in shoreline areas and through leases managed by the Port between Pier 50 and SWL 345 outside the Mission Bay Redevelopment Area, 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, 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 also 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 Area Water Trail and that attract more people to enjoy Blue Greenway public access areas. New leases will offer opportunities to provide those benefits, including repairs needed to sustain these facilities. 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 seek to promote water safety education, support shared use of and access to the Bay, and encourage 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 historic use 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 Special Use District. The repair, improvement, or rehabilitation of this facility, whether as part of the Mission Rock project or another opportunity, will be subject to Embarcadero Historic District Public Trust Objectives and policies (see Chapter 2B). The north apron of Pier 48 adjoins 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.

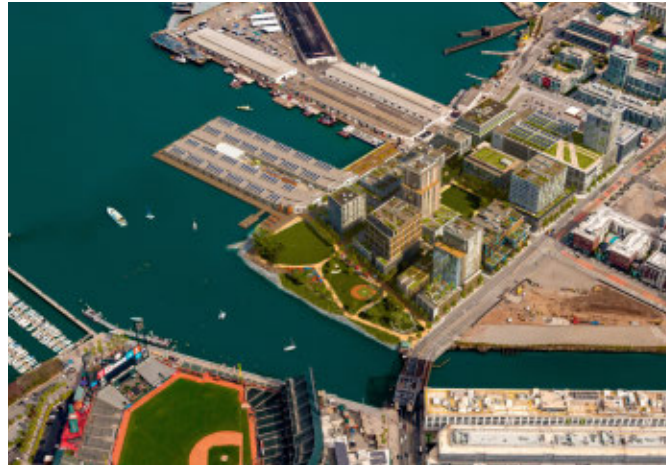


Pier 48



-
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 over and does not manage land transit services. As reflected in the Waterfront Plan transportation goal and policies (see Chapter 2F), however, the Port intends to work closely with the San Francisco Municipal Transportation Agency (SFMTA) and other public transportation agencies to support safe, efficient, and accessible transportation services and improvements.



Proposed development at Mission Rock.

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. The SFMTA is leading the construction of the Central Subway Light Rail project, a new corridor through Union Square to Chinatown that will provide an enormous boost to public transit service in the area, including increased SFMTA service along the Third Street light rail line. The Port is partnering with the Water Emergency Transportation Authority (WETA) to develop the Mission Bay Ferry Terminal at Pier 64½, close to where 16th Street meets the waterfront.

Collectively, these efforts to enhance public transit by land and water—along with new projects and Blue Greenway improvements that promote pedestrian and bicycle transportation—will help San Francisco meet its 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 for Objective 2 and in policies for maritime uses (see Chapter 2A) and transportation (see Chapter 2F).

1

A= Acceptable Use
X= Accessory Use

[illegible]

¹ 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.

² 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.

³ See policies in Chapter 2C.

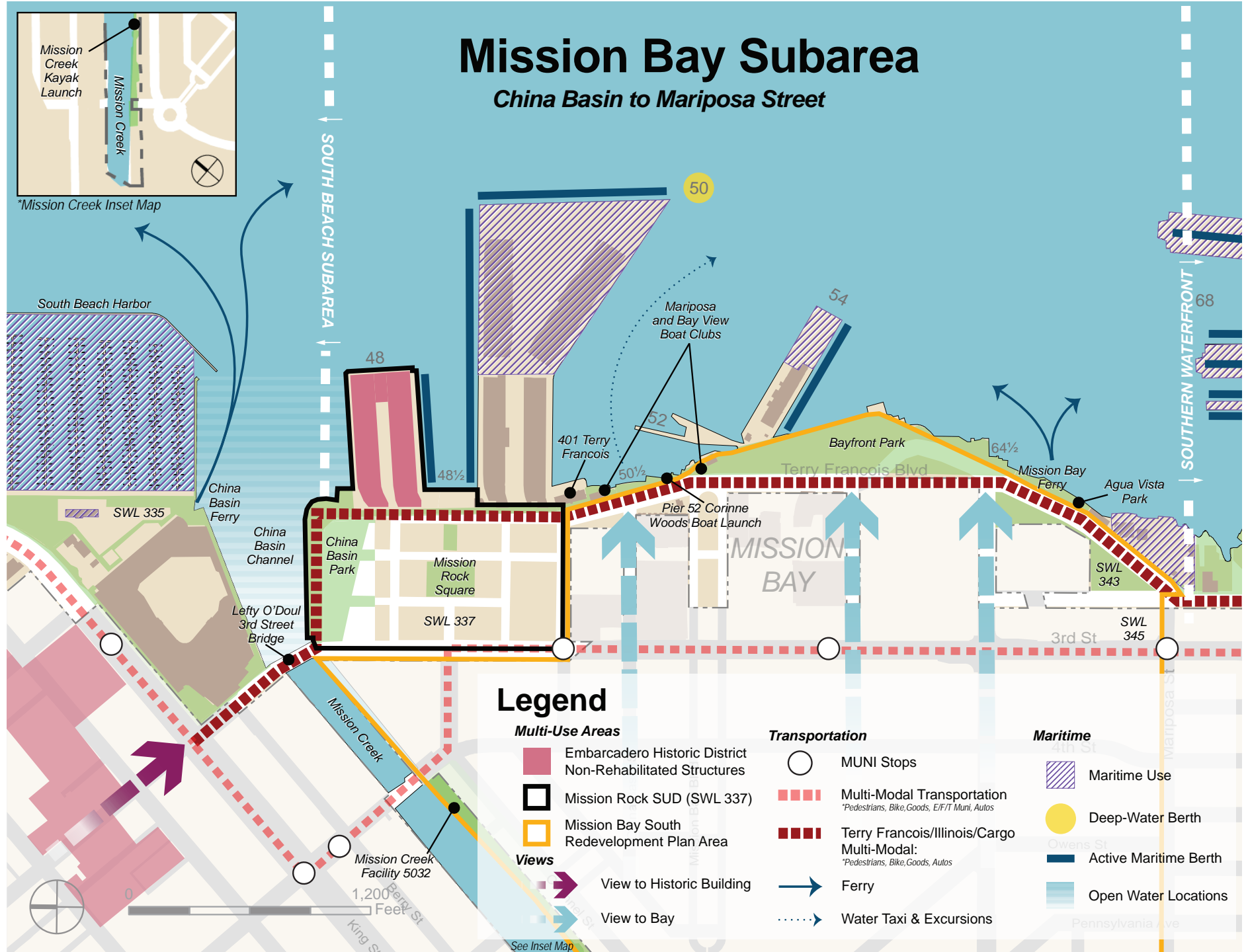
⁴ See policies in Chapter 2B.

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

⁶ Pier 48 is an option site in the Mission Rock SUD.

Mission Bay Subarea

China Basin to Mariposa Street



SOUTHERN WATERFRONT



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

Southern Waterfront

Crane Cove Park to India Basin

Urban Design Features

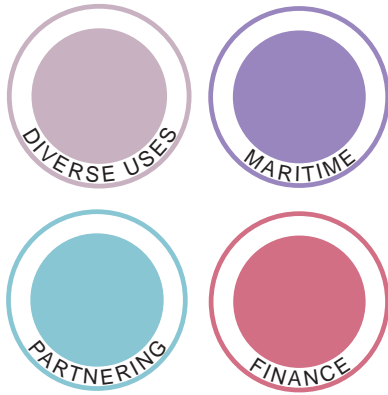
- » Pier 70 Union Irons Work Historic District and Shipyard
- » 20th Street entrance to the Pier 70 Historic Core and new neighborhood
- » Crane Cove Park & Pier 70 shoreline open space network
- » Islais Creek water recreation
- » Maritime cargo, industry, and scale
- » Heron's Head Park and the natural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



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, 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.



-
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 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



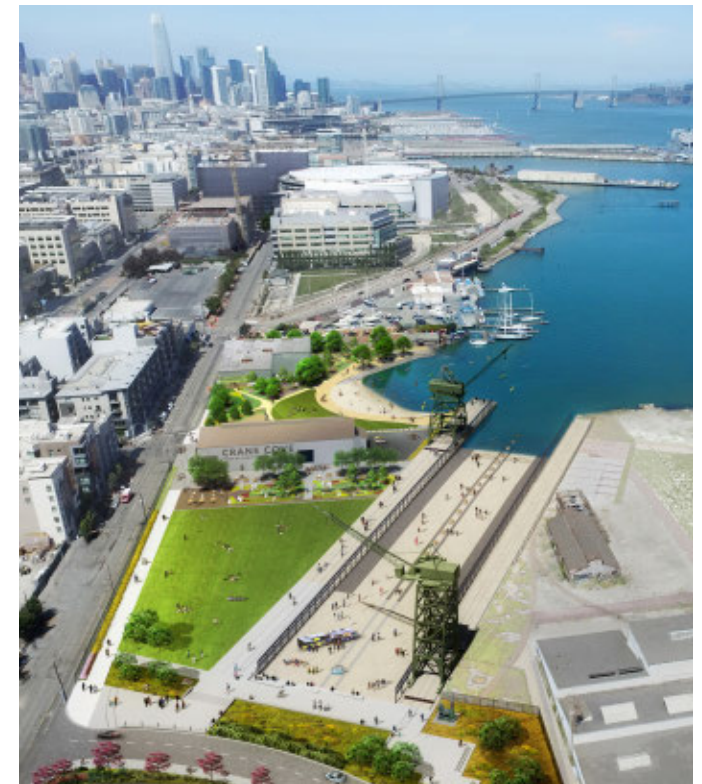
Building 113 at Pier 70



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

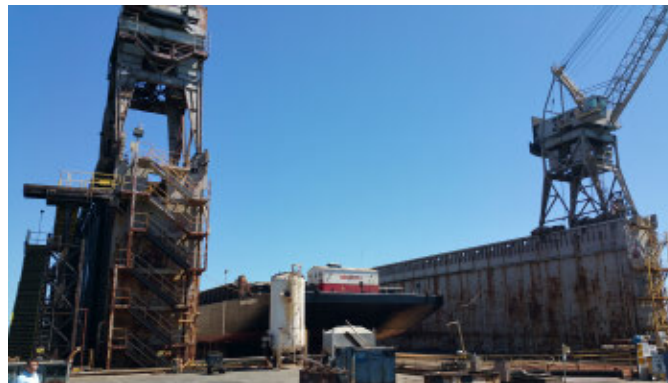


4. Explore new business partnerships to operate the Pier 70 ship repair and drydock facility, as part of a broader maritime strategy that evaluates additional maritime opportunities for the shipyard site and facilities.

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.

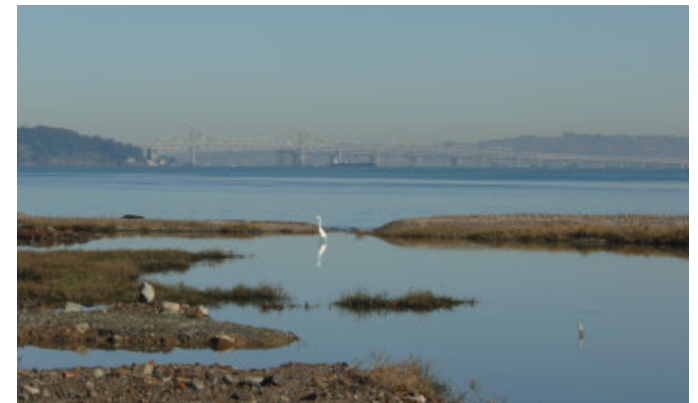


Photo: Pier 94 wetland

The Southern Waterfront Acceptable Land Use Table ¹

Key:

A = Acceptable Use

X = Accessory Use

MARITIME ²										OPEN SPACES/PUBLIC ACCESS ³				PUBLIC-ORIENTED USES ⁴				COMMERCIAL & INDUSTRIAL ⁴				OTHER USES ⁴		RESIDENTIAL ⁴		SHORT-TERM INTERIM USES ⁴								
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 ⁵	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						
				A	A		A			A	A						A				A						A					A		
					A			A			A						X							A	X							A		
					A			A			A		A	A	A	A	A	A	A	A		A	A		X		A		A			A		
					A			A																									A	
				A	A	A		A	A													A	A	A	X								A	
											A						A					A	A		A				A				A	
See Pier 70 Special Use District - Development Agreement and Design for Development Guidelines																																		
A				A	A		A			A												A	A	A	A								A	
A				A	A												A								A								A	
				A	A						A											A	A	A	A								A	
A					A																												A	
							A			A	A																						A	
												A																					A	
A				A	A																					A							A	
A				A	A																				X								A	
A				A	A												A					A	A	A	A								A	
																																		A
																							A	A	A								A	
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A
																																		A

Table Notes:

¹ 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 BCDP.

² 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 BCDP San Francisco Waterfront Special Area Plan policies regarding Open Water Basins.

³ See policies in Chapter 2C.

⁴ See policies in Chapter 2B.

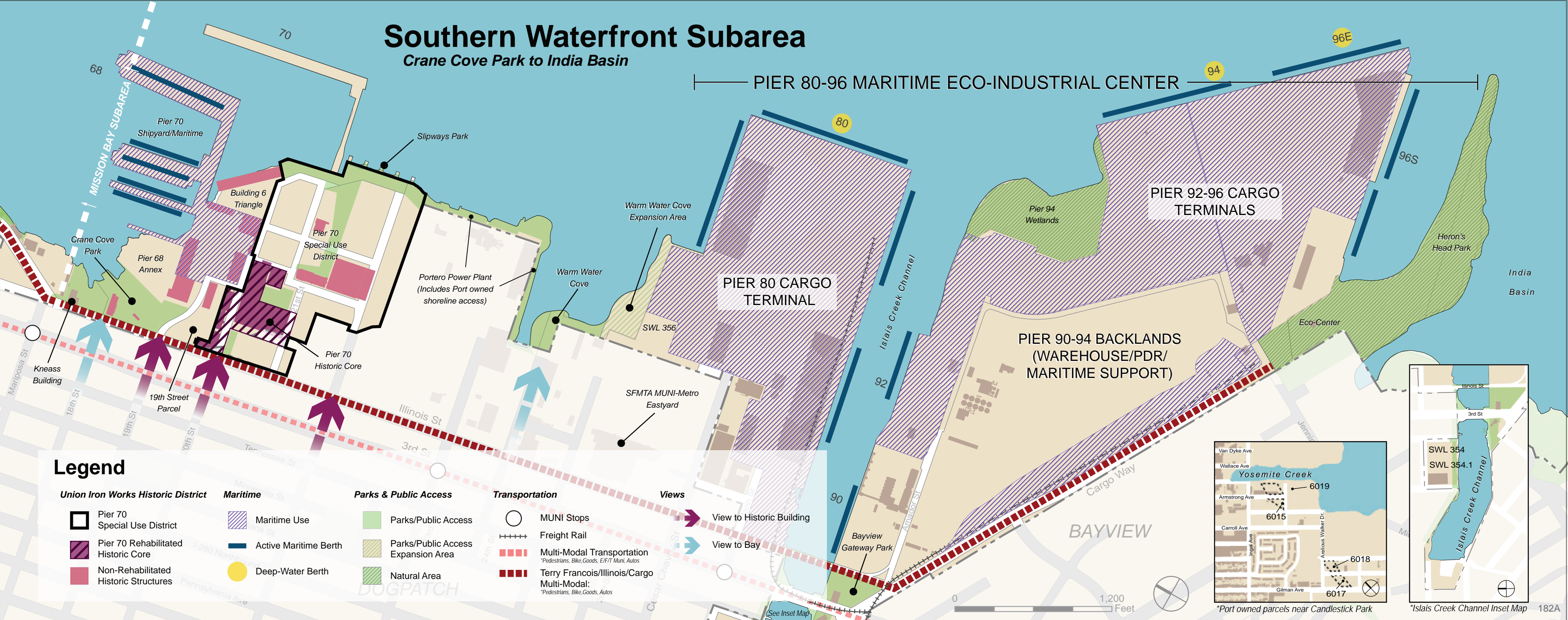
⁵ Pursuant to Proposition H approved by San Francisco voters in 1990, hotels are prohibited on piers and within 100 feet of the Bay shoreline.

⁶ 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



*Port owned parcels near Candlestick Park

*Islais Creek Channel Inset Map 182A

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 Acknowledgments

Appendix A

Text of Proposition H Ordinance

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 which 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 which 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 which 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 Section 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 which 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.

Appendix B: Public Access Guidelines for Port Maritime Operations and Berthing

Table 1 organizes Port Maritime Operations and Berthing 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

<u>Maritime Operation</u>	<u>Operational and Security Issues</u>	<u>Public Access Guidelines</u>
<ul style="list-style-type: none"> 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 <p>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.</p>	<p><u>Operations:</u> 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.</p> <p><u>Safety:</u> Operations are consistent with placement of public safety railing around the edge of the wharf or pier.</p> <p><u>Security:</u> 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.</p>	<p>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:</p> <ul style="list-style-type: none"> 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 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
<ul style="list-style-type: none"> Temporary layberths for visiting vessels <p>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.</p>	<p><u>Operations:</u> 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.</p> <p><u>Safety:</u> Berth operations between vessel, pier apron, and shed preclude placement of public safety railings at the edge of piers.</p> <p><u>Security:</u> 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.</p>	<p>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:</p> <ul style="list-style-type: none"> 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 Discourage public access where public safety railing is not present or incompatible with maritime operations.
3. Maritime Operations and Berthing that are not Compatible with Public Access		
Maritime Operation	Operational and Security Issues	Public Access Guidelines
<ul style="list-style-type: none"> Cargo and ship repair Harbor services Ferry and excursion home-port layberthing and maintenance Fish processing Cruise terminal 	<p><u>Operations:</u> 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.</p> <p><u>Security:</u> 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.</p>	<p>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.</p> <p>Do not allow public access at berths that are at the ends of finger piers or in remote locations, where no off-site public access is required.</p>

Appendix C: Public Trust Objectives for Embarcadero Historic District Finger Piers

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

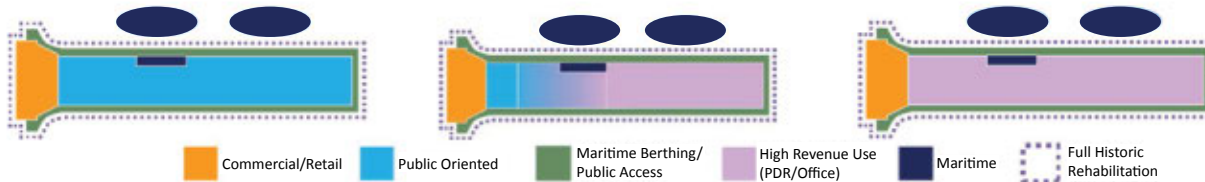
The levels at which trust objectives in each category are achieved determines the amount of capital investment required in a facility, and the amount of rental revenue sufficient to finance capital improvements and generate revenue for the Port.

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 Scenarios

Waterfront Plan Land Use Subcommittee

Analysis of **Full Pier Rehabilitation Options - Embarcadero Historic District Piers** - April 12, 2017



Full Pier Rehabilitation

The EPS financial analysis demonstrates that long-term 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.

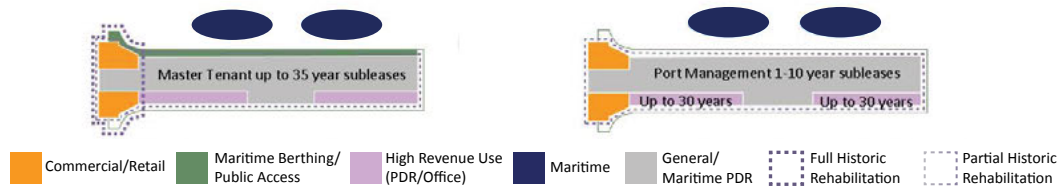
Full Pier Rehabilitation		
Scenario 1 Maximum public oriented interior uses & maximum historic rehabilitation/repair Estimated cost: \$90-\$135 million	Scenario 2 Minimum Port rent with maximum public oriented interior uses & maximum historic rehabilitation/repair Estimated cost: \$90-\$150 million	Scenario 3 Maximum high-revenue interior uses & maximum historic rehabilitation/repair Estimated cost: \$100-\$150 million
Occupancy 	Occupancy 	Occupancy
Trust characteristics 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 characteristics 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 characteristics 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 ⚓
Port Revenue * N/A: \$30-\$60M subsidy required	Port Revenue * Minimum Rent \$100K/yr ⚓	Port Revenue * Range: \$350K-\$2M/yr ⚓⚓

*Net of Rent Credits

Partial Pier Rehabilitation Scenarios

Waterfront Plan Land Use Subcommittee

Analysis of **Partial Pier Rehabilitation Options** - Embarcadero Historic District Piers - April 28, 2017



Partial Pier Rehabilitation	
Scenario # 1 Moderate historic rehabilitation & tenant investment	Scenario # 2 Limited historic rehabilitation & tenant investment
<ul style="list-style-type: none"> 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 warehouse) in shed, per occupancy limitations Subtenant lease term may align with master tenant's, or shorter-term, depending upon improvements undertaken by subtenant 	<ul style="list-style-type: none"> 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 yrs) High-revenue PDR for intermediate lease terms, depending upon improvements undertaken
Estimated cost: \$25-\$30 million	Estimated cost: \$5-15 million
Occupancy	Occupancy
Trust characteristics Bulkhead commercial/retail Limited apron repair/reuse Repairs (arrest deterioration) & bulkhead rehabilitation Bulkhead sub-structure repair, limited superstructure repair Maritime/non-maritime warehouse and PDR uses (keep shed occupied)	Trust characteristics Bulkhead commercial/retail No apron repair/reuse 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 20-40,000 sf
Port Revenue	Port Revenue

Partial Pier Rehabilitation

Intermediate term 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.

* Net of Rent Credits

Appendix D

Glossary of Public Agencies (In Progress)

City and County of San Francisco Agencies and Departments

Human Rights Commission (HRC) – The 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) – The 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) - The 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) - The SFDPH protects and promotes the health of all San Francisco residents. <https://www.sfdph.org/dph/default.asp>

San Francisco Municipal Transportation Agency (SFMTA) – The SFMTA is responsible for the management of all ground transportation in the city. The 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) - The 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.sfpublishworks.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) - The 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 - The Department of Fish and Wildlife 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) - The 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) - The 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) – The 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 (EEZ) 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) - The 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) - The 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 (In Progress)

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 which is associated with existing Port activities or which 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 which generally is made up of similar size pieces which 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, which are the entrances to piers.

Burton Act – State legislation which 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 which 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 three-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 three 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 Bay Conservation and Development Commission, 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 which 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, bed and breakfast [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, or Leadership in Energy and Environmental Design, 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, which is shipped in tankers rather than in drums or other small, individual units.

Maritime – A general term used to describe industrial, commercial or recreation activities related to waterborne commerce, navigation and recreation, including but not limited to: cargo shipping, ship repair, ferries and excursion boats, cruises, recreational boating, historic ships, fishing industry, berthing.

Maritime Office – Administrative and business functions for any maritime industry including, but not limited to: import/export businesses, legal and professional services.

Maritime Security (MARSEC) - The Coast Guard employs a three-tiered system of Maritime Security (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 U.S.

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 which is shipped in large bulk quantities.

Non-Accessory Parking – Parking open to general public use which is not specifically to serve existing Port activities or required for new development.

Non-Water Dependent Activities – Activities and land uses which 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 – 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 which focus on specific topics and projects, including the Maritime Commerce and the Waterfront Plan Working Group.

Pier 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 BCDP/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 & Repair (PDR) - A variety of industrial activities that promote and support functions including, but are 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 which 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 which 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, 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 which 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 abut 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 which 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 & 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 which 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, water-borne 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 Policy – Policy adopted by the City and County of San Francisco which 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 – Activities, businesses or industries which 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, recreational boating and water use, ship repair, and water taxi docking.

Water-Oriented Uses – Under the McAteer-Pertis 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, kayakers, windsurfers, stand-up paddling, and other water sport enthusiasts, as well as boating facilities such as marinas, visiting boat docks, swimming 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 which enhance international trade.



Appendix F

Acknowledgments (In Progress)

San Francisco Port Commission

Hon. Kimberly Brandon, President
Hon. Willie Adams, Vice President
Hon. Doreen Woo Ho, Commissioner
Hon. Gail Gilman, Commissioner
Hon. Victor G. Makras, Commissioner

Waterfront Plan Working Group

The Waterfront Plan Working Group and Working Group Subcommittees collectively met more than 35 times in public meetings and workshops to consider updates to the 1997 Waterfront Plan. Their 161 recommendations are reflected in this Draft Plan.

Janice Li, Co-chair
Rudy Nothenberg, Co-chair
Pia Hinckle, Resilience Subcommittee Chair
Linda Fadeke Richardson, Transportation Subcommittee Chair
Alice Rogers, Land Use Subcommittee Chair

Grant Ballard	Jon Golinger	Tom Radulovich
Lawrence Beard	Carolyn Horgan	Jasper Rubin
Kirk Bennett	Aaron Hyland	Christina Rubke
Reid Boggiano	Earl James	Peter Summerville
Mike Buhler	Ellen Johnck	John Tobias
Troy Campbell	Ken Kelton	Anne Turner
Kevin Carroll	Ron Miguel	Dilip Trivedi
Chris Christensen	Stewart Morton	Corinne Woods
Jeffrey Congdon	Don Neuwirth	DeeDee Workman
Jane Connors	Karen Pierce	

Waterfront Plan Advisory Teams

The Waterfront Plan Working Group was assisted by Advisory Teams with expertise in a broad range of subjects of particular interest to the Port.

Resilience

Max Loewenstein
Keith Primdahl
Teresa Rea
Justin Semion
Bill Tremayne
Anthony Veerkamp

Recreation/Open Space

Bo Barnes
Suzanne Bushnell
Stuart Hills
Barry Kendall
Kenneth Ogle

Transportation

Bruce Agid
Mike Gougherty
Kyle Lamson
Peter Martin
Nathan Nayman

Waterfront Urban Design

Claire Bonham-Carter
Steaven Campbell
Charles Chase
Patricia Fonseca
Melissa Jones
Ellen Lou
Adam Mayer
Cass Smith
Richard Tsai
Howard Wong
Urban Works Agency

Maritime

Joe Burgard
Veronica Sanchez
John Super
David Thomas
Tom Walker
Joe Wyman

Financial/Economy

Scott Gentner
Taylor Safford
Kurt Kober
Viv Shifei Li
Tom Lockard

Land Use Mix/ Neighborhood Planning

Joe Boss
Tim Colen
Stan Hayes
Melissa Litwicki
Amy Patrick
Chris Tolles
Dale Riehart
Patrick Valentino
Fran Weld

Port Staff

This Waterfront Plan reflects hard work by and input from Port staff from all divisions of the Port. Special thanks to:

Executive

Elaine Forbes
Byron Rhett
Brad Benson
Michelle Sexton
Randy Quezada
Kirsten Southey
Kelley McCoy
Amanda Staight
Amy Quesada
April Shaw

Planning & Environment

Diane Oshima
Carol Bach
Shannon Alford
Diana Bartram
Richard Berman
David Beaupre
Anne Cook
Patrick R. Foster
Dan Hodapp
Jai Jackson
Kari Kilstrom
Lindy Lowe
Mark Paez
April Shaw
Ming Yeung
Interns:
Phoenix Alfaro
Colette Borsodi
Allison Foronda

Maritime

Andre D. Coleman
Michael Nerney
Brandon Chapman
Aaron Golbus
Dominic Moreno
Brendan O'Meara
Gerry Roybal

Real Estate & Development

Michael J. Martin
Rebecca Benassini
Mark Lozovoy
Demetri Amaro
Jay Edwards
Rip Malloy
Tyrone Navarro
Ricky Tijani
Crezia Tano-Lee
Phil Williamson

Finance & Administration

Katie Petrucione
Meghan Wallace
Matthias Giezendanner
Josephine Fung
Manuel Pacheco
Mauricio Rodriguez
Boris Delepine
Ananda Hirsch
Albie Udom

Engineering

Rod Iwashita
Matthew Bell
Joseph Dominguez
Wendy Proctor
Steven Reel
Tiffany Tatum

Maintenance

Tom Carter

Public Agencies

To achieve Port public trust goals, Port staff works alongside and is deeply grateful to staff from a wide range of city, regional, state and federal agencies:

San Francisco Planning Department

AnMarie Rodgers
Robin Abad
Anne Brask
Lisa Gibson
Neil Hrushowy
Joy Navarrete
Nick Perry
David Winslow
Maggie Wenger
Adam Varat

San Francisco Bay Conservation and Development Commission

Steve Goldbeck
Jessica Fain
Shannon Fiala
Andrea Gaffney
Ethan Levine
Brad McCrea

California State Lands Commission

Jennifer Lucchesi
Reid Boggiano
Sheri Pemberton

Association of Bay Area Government, Water Trail Division

Maureen Gaffney
Ben Botkin

Water Emergency Transportation Authority (WETA)

Kevin Connolly
Mike Gougherty

Golden Gate Bridge Highway and Transportation District

Barbara Vincent

***San Francisco Municipal
Transportation Agency***

Liz Brisson
Tim Doherty
Patrick Gollier
Tom Maguire
Casey Hildreth
Carli Paine

***San Francisco Department of the
Environment***

Peter Brastow
Wendy Goodfriend
Mark Palmer

***San Francisco Department of
Emergency Management***

Andrea Jorgensen
Lisa Starliper
Dave Sullivan

***San Francisco Neighborhood
Empowerment Network***

Daniel Homsey

***San Francisco Office of Resilience
and Capital Planning***

Brian Strong
Melissa Higby

Consultants

Port Staff relied on consultants who augmented our experience with their expertise in transportation, economics, engineering, and other disciplines.

Nelson Nygaard
Seifel Consulting
D&A Communications
EPS Economic & Planning Systems
Moffat and Nichol
Lynn Sedway
SITELAB
TreanorHL
Natalie Macris

Public Participants

We are deeply indebted to the hundreds of citizens who spent countless hours providing input that is reflected in this Draft Plan. Thank you for your contributions at public meetings, hearings, tours, workshops, and through on-line surveys over the past four years.



**PORT OF SAN FRANCISCO
WATERFRONT PLAN**

December 2019

www.sfport.com/waterfrontplan