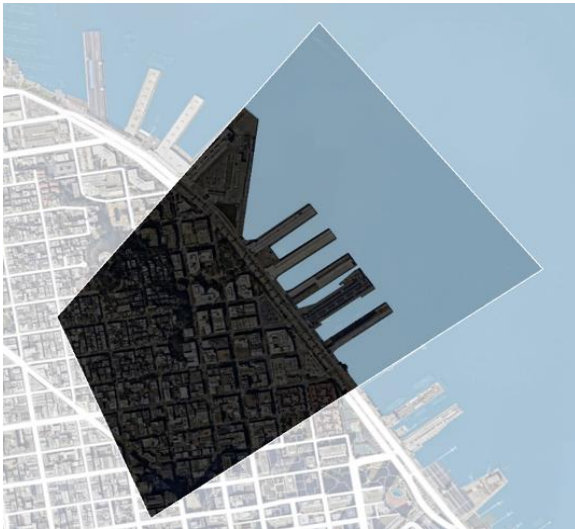


Northeast Waterfront

Subarea 2-1



Subarea Description



Subarea 2-1: Northeast Waterfront

Northeast Waterfront (Subarea 2-1) stretches from the Cruise Terminal (Pier 27-29) down to the Waterfront Restaurant and Café (north of Pier 7). Port property in this subarea includes a series of historic buildings and finger piers, a cruise terminal, bulkhead wharves, and seawall lots. The seawall, bulkhead wharves, and most of the piers of this subarea are part of the Embarcadero Historic District, placed on the National Register of Historic Places and listed in the California Register of Historical Resources in May 2006.

Significant waterfront and tourist attractions of this subarea include the Exploratorium, historic piers, iconic views of the bulkhead buildings, the James R. Herman Cruise Terminal, and multiple restaurants, including the popular Pier 23 Café Restaurant and Bar and Waterfront Restaurant.

Inland portions of this subarea include North Beach, one of the city's densest daytime neighborhoods, with both commercial and residential buildings and land use and many tourist attractions. Part of the subarea also extends into the Financial District and Chinese Mixed-Use District.

The Exploratorium, a popular participatory science museum for all ages is located on Pier 15/17 and includes public areas and displays inside and outside of the museum along the bay, and a café and restaurant accessible from outside the museum. The new Hotel Teatro ZinZanni will be located across the Embarcadero from the Exploratorium between Broadway and Green Streets. Both the Exploratorium and the new Hotel Teatro ZinZanni site are within the Embarcadero Historic District.

In 2014, the James R. Herman Cruise Terminal opened at Pier 27. It serves as the Port's primary cruise terminal and can handle ships with up to 4,000 passengers. Operated in conjunction with the cruise terminal's overflow pier, Pier 35, San Francisco received 85 cruise ships and 280,000 passengers in 2019, with over 105 days in port. The terminal's associated Cruise Terminal Plaza provides 2.5 acres of dedicated public open space. Though the cruise terminal was built at a higher elevation and is not as vulnerable to future flooding, the surround area and access to the city would be inundated.

The Embarcadero Promenade runs along the entire length of the subarea's waterfront, supporting recreational use and foot traffic between tourist attractions. The palm-tree lined Embarcadero roadway is used by local and regional public transit, including Muni bus lines and historic street cars, and Golden Gate Transit. The Embarcadero is also a primary emergency access route in the event of a natural disaster.

Both the Embarcadero and a portion of the residential and commercial neighborhoods are situated on low-lying ground that is underlain by artificial fill over previous open bay areas, mudflats, and wetlands. Much of the surrounding residential area is located on higher ground on bedrock. The higher elevation hills are less vulnerable to seismic activity, sea level rise, and coastal flooding.

The shoreline's maritime assets play an important role in disaster response and recovery. Large staging areas are located at Pier 15 / 17 and Pier 27 / 29; assembly areas are located at Seawall Lots 321, 322, 323, and 324, and the Water Emergency Transportation Authority (WETA) berths at Pier 9 and large vessel berths at Pier 19 and 27 can support the evacuation of people from San Francisco to other parts of the Bay Area, as well as transporting emergency personnel and resources to support regional emergency response efforts.

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Baydelta Maritime at Pier 17 and the San Francisco Bar Pilots at Pier 9 are designated Emergency Response Operations Facilities. The San Francisco Bar Pilots serve an essential role in directing the navigation of commercial vessels over 800 gross tons, such as container ships and oil tankers, to ports and commercial docks located throughout the Bay Area, supporting the navigation of over 9,000 vessels through the bay each year. Its location along the northern waterfront is important both for regional trade and emergency response efforts. WETA, also at Pier 9, is responsible for coordinating the water transit response in regional emergencies. Loss of maritime assets or staging areas during an earthquake or due to a coastal flood event would delay evacuation and increase emergency response times following a disaster, such as a large earthquake. This would impact ferry traffic, water-based emergency response, and container ship traffic to the Ports of Oakland and Stockton.

The Pier 19 and 23 sheds are used for storage by the San Francisco Public Utilities Commission and multiple other tenants. Pier 23 Café and the outdoor dining area provides views of the bay and the Cruise Terminal park.

Since 2017, the Port has connected with tens of thousands of community members through the Waterfront Resilience Program. Public feedback collected about the Northeast Waterfront underscores the importance of preserving natural habitats and ecology, maintaining recreation - from parks and bike paths to fishing, historic sites, and tourism - and staying connected to the rest of the city with transportation.

Further feedback highlights additional community priorities, including opportunities to protect and enhance public space and amenities at Pier 27 and improvements to walkability and pedestrian safety. Community feedback related to this subarea is included in the Community-Identified section as part of the Review of Landmarks, Assets, and Services listed below and incorporated in the overall POOCC analysis.

Landmarks, Assets, and Services

Land Use

A multitude of zoning use districts are present. The piers in this subarea are zoned as Industrial District. Inland across the Embarcadero, the area is zoned as Commercial, Downtown Residential, Mixed Residential and Neighborhood Commercial. The subarea also includes a small corner of the Chinatown Mixed Use District. Most of the Residential District is situated at higher elevation on bedrock. There is a wide variety of maritime functions at piers in this subarea. There are piers for cruise ships, harbor services, temporary and ceremonial berths, and inactive/reserve berths. The subarea also includes areas zones as Open Space for recreation.

Community-Identified



- Public space
- Exploratorium
- Pier 27 and opportunities to further develop the area
- Improved walkability and pedestrian safety

Historic and Cultural



- The Embarcadero Historic District
- Jackson Square Historic District
- Seawall and Bulkhead Wharf
- Pier 9 and Pier 9 Bulkhead and Shed
- Pier 15 and Pier 15 Bulkhead and Shed
- Pier 17 and Pier 17 Shed
- Pier 19 and Pier 19 Bulkhead and Shed
- Pier 23 and Pier 23 Bulkhead and Shed
- Pier 29 and Pier 29 Bulkhead and Shed
- Pier 29 Annex (Beltline Building)

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- Fuller Company Glass Warehouse
- United States Appraisers Stores & Immigration Station

Maritime



- Pier 7.5 (marginal wharf)
- San Francisco Bar Pilots, WETA layover berth (Pier 9)
- Aboveground storage tank (Pier 9)
- Exploratorium (Pier 15 / 17)
- Large Vessel Berth (Pier 15 / 17)
- Baydelta Maritime tug escort assist berths (Pier 17)
- Pier 19, lay berth
- Pier 23 Café (Pier 23)
- James R. Herman Cruise Terminal (Pier 27 / 29), includes shoreside power, parking, the Beltline Building, and a grassy open space for outdoor events and recreation.
- Beltline Railroad Complex (Seawall Lots 318)
- Fog City Diner (Seawall Lot 319)
- Seawall Lots 320 (grassy open space), 321 (parking), 322-1 (parking), 323 (parking), 324 (parking)
- ABC-KGO TV Studio (Seawall Lot 322)
- Underground storage tank (3)

Disaster Response



- EFWS suction connections (3)
- EFWS cisterns
- WETA Department Operations Center (Pier 9)
- Ferry storage terminal (Pier 9)
- Bar pilot headquarters (Pier 9)
- Water taxi dock (Pier 15)
- Large vessel berth (Pier 15 / 17)
- Bay-Delta Maritime Tugboat Dock (Pier 15 / 17)
- Public access area including Exploratorium (Pier 15 / 17)
- Large vessel (Pier 19)
- Large vessel (Pier 27)
- Staging Area (Pier 27 open grassy area)
- Staging Area (Pier 29 on-pier parking lot)
- Staging Area (Seawall Lot 321, parking lot)
- Staging Area, planned (Seawall Lots 323,324)
- The Embarcadero

Utilities



Water

- AT&T underwater cable
- Buried water supply pipes

Wastewater

- Jackson Transport / Storage Box (wastewater)
- North Shore Force Main (wastewater)

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- North Point Main – Sansome Tunnel (wastewater)
- Buried wastewater and stormwater sewer pipes

Power

- Shoreside power facility (Pier 27)
- Overhead and buried electric power infrastructure

Communications

- Several telecommunication cell sites (e.g. cells on top of buildings or small cell towers on streetlights) are likely distributed throughout the subarea, but specific locations are unknown

Natural Gas

- Buried natural gas supply line infrastructure

Transportation



- The Embarcadero
- Muni F-Line (historic streetcar)
- Muni E-Line (historic streetcar)
- Muni bus stops (33)
- Regional bus stops (9)

Open Space and Ecology



Open Space

- Telegraph Hill / Pioneer Park
- Cruise Terminal Plaza (Pier 27)
- Pier 27 / 29 (end of pier and north apron of Pier 29)
- Pier 23 Café (paved plaza) and north apron
- Pier 19 (south apron)
- Pier 17 Exploratorium (perimeter public access)
- Pier 7 (public pier)
- Bay Trail
- Embarcadero Promenade

Ecology

- San Francisco Bay
- Bay habitat

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Problems, Opportunities, Objectives, Constraints, and Considerations

Problems

- The shoreline in this subarea is constructed on a series of aging seawalls referred to as the Embarcadero Seawall. Rising sea levels, wave hazards, and the continuing possibility of an earthquake put the integrity of the shoreline at risk.
- This subarea provides important maritime and disaster response services that are vulnerable flood hazards, yet vital to efficient disaster response after hazard event occurs.
- This subarea is important for maritime functions, including cruise operations that are not available elsewhere in the region, harbor services that are essential to regional trade, and deep water vessel berthing, with potential impacts on jobs, tourism and the state and regional economy in the event of a major seismic or flood event.
- The subarea includes multiple transportation assets and berths, including a cruise ship terminal; impacts to these assets could cause economic disruptions.
- Flooding of the Embarcadero could impede emergency response and cause major disruption. Prolonged construction activities could impact roadway use by public transit, resident, tourist and commuter traffic, pedestrians and bicyclists.
- Flooding, wave, and/or earthquake damage could lead to significant disruption to this area, leading to loss of jobs, tourism, and tax revenues, causing significant economic disruption to the entire Bay Area.
- Most of this subarea's discussed assets are located on Bay fill making them vulnerable to strong seismic activity.
- Rising sea levels, wave hazards, and the continuing possibility of an earthquake puts the integrity of the finger piers at risk. These piers are particularly unique in this area, as there are few other places where so many piers are still standing next to one another. Impact or loss of historic piers could jeopardize the National Register of Historic Places designations and loss of use of piers.

Opportunities

- Strengthening the Seawall to reduce the potential for damage for after an earthquake and increase flood protection.
- Rehabilitation and preservation of historic and iconic assets for continued commercial uses.
- Enhancement and increased public access and connections and to the Bay shoreline.
- Enhancement of recreation and tourism through improved visual and physical access to the Bay, including increasing tourism by creating structures that improve access to the Bay and restoring degraded historical structures along the Embarcadero to provide further recreational and leisure activities.
- Increased ecological connections to the Bay and new habitat by integrating nature-based features.
- Partnerships with multiple transit agencies to secure and improve critical regional transportation networks and connections.
- Improvement or enhancement of maritime uses along the shoreline.
- Creation of lively visitor attractions and people gathering places that enliven and enhance the vitality of the shoreline and generate revenue for continued repair and maintenance of assets.

Objectives

- Assess and protect area and assets from flooding and seismic risks.
- Strengthen the Seawall for public safety.
- Support a sustainable economy that benefits residents, workers, and industries.
- Protect and improve maritime functions, to maintain the historic character of waterfront, provide essential



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- Immediately implement highest priority disaster response and life safety projects along the Embarcadero Seawall (2018-2026).
- Reduce the risk to disaster response functionality and public safety (including loss of life) and public health from Bay storms and rising water levels, retain staging areas and primary emergency access routes.
- Improve recreation and tourism along the San Francisco waterfront when developing storm risk management project features and separate recreational project features.
- Retain and improve public access when developing project features.
- Remove environmental risks and improve the natural environment (water quality/soil) and ecological value.

harbor services to the region, prevent loss of maritime functions that are not replicated elsewhere in the region, and maintain Port revenue used to sustain public assets that support maritime use and public enjoyment of the shoreline.

- Protect or improve industrial, cultural, and commercial uses (including visitor attractions) to maintain Port revenue used sustain public assets that support maritime use and public enjoyment of the shoreline.
- Reduce the risk to critical public infrastructure and private property damage from strong seismic activity and rising bay water levels.

Constraints

- Avoid and minimize impacts to local and regional transit stations, routes, and connections.
- Must not increase the unmitigated risk of flooding from any source (bay, creek, or surface waters) outside of the subarea.
- Must protect maritime and disaster response functionality.
- Enhancement of recreation and tourism through improved visual and physical access to the Bay, including increasing tourism by creating structures that improve access to the Bay and restoring degraded historical structures along the Embarcadero to provide further recreational and leisure activities.
- Increased ecological connections to the Bay and new habitat by integrating nature-based features.
- Partnerships with multiple transit agencies to secure and improve critical regional transportation networks and connections.
- Improvement or enhancement of maritime uses along the shoreline.
- Creation of lively visitor attractions and people gathering places that enliven and enhance the vitality of the shoreline and generate revenue for continued repair and maintenance of assets.

Considerations:

- **Land use and economic role:** Industrial, economic, and public use of the waterfront and populated urban area with numerous businesses; a high demand area for economic activity, tourism, and public use.
- **Flooding or seismic events:** These events could potentially impact maritime and industrial uses that generate Port revenues used for capital repair and maintenance of Port assets and services, including piers, historic buildings and districts, shoreline flood and seismic risk reduction, open space, public assets, parks, maritime berths and other maritime infrastructure, the Embarcadero Promenade and other utilities and infrastructure.
- **Stakeholder engagement:** Ongoing public outreach by the Port and additional efforts have generated many location-specific comments from the community. There is high public interest in this area, including maintaining the existing character and qualities that are iconic to the City and preserving and restoring historic piers and buildings in this subarea.



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- **Tenants:** The Port leases land to tenants including private companies, City agencies, and the U.S. military. Coordination with all tenants will be important. While the Port owns these lands, many are operated by tenants that invest private capital for infrastructure improvements to the facilities. Management decisions related to addressing the consequences of flooding and planning for future sea level rise adaptation could complicate lease terms and will require additional coordination with tenants.

Community feedback cites protection and enhancement of Pier 27 and improvements to walkability and pedestrian safety as priorities.