



# PORT OF SAN FRANCISCO WATERFRONT LAND USE PLAN 1997 – 2014 REVIEW



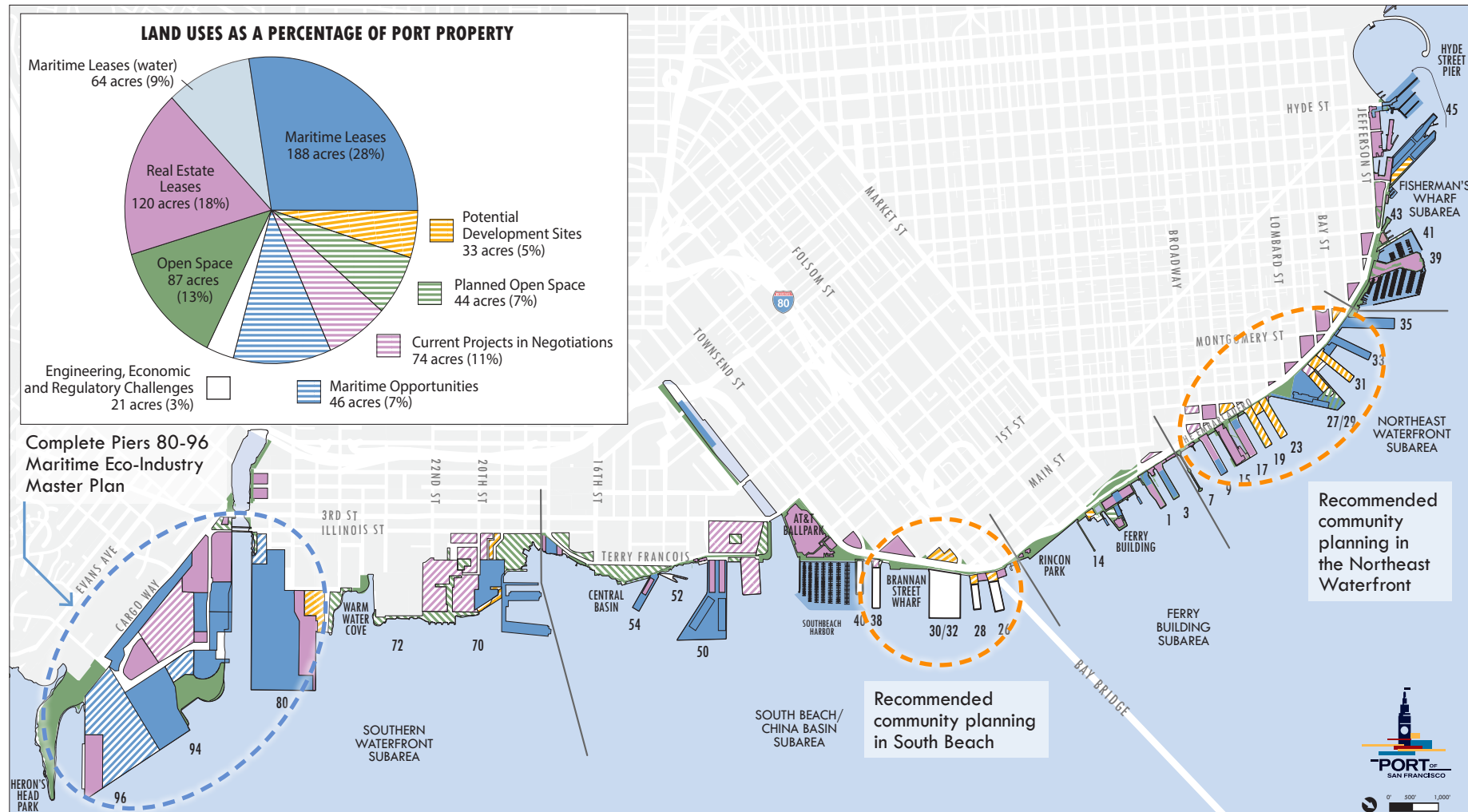
*June 2015*

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# PORT OF SAN FRANCISCO AT A GLANCE

Port lands extend for 7½ miles, from Fisherman's Wharf at the north, to India Basin/ Bayview Hunters Point at the south. This map summarizes the breakdown of Port property by use. Many are not aware of how much land is needed for the Port's 10 diverse maritime and water-dependent industries, or improved for waterfront parks. Further, Port piers and facilities are leased to over 530 different tenants, many small and local businesses. The revenues from Port leases are essential to repair and maintain the waterfront, as the Port does not receive ongoing City or State General Fund funding.

One hundred and forty one acres are planned for new neighborhoods, maritime, and public open space. The orange hatched sites reflect the relatively few remaining opportunities for new development. The white areas mark sites that have engineering, economic or regulatory challenges. The Port Commission has directed further work to complete a Maritime Eco-Industrial Strategy near Cargo Way in the Southern Waterfront. Staff has recommended more community planning for the Northeast and South Beach segments of the Port waterfront.



We invite your comments on the Port's Review of the Waterfront Land Use Plan: [SFPORT.COM/WLUPREVIEW](http://SFPORT.COM/WLUPREVIEW)



## PREFACE

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The Waterfront Land Use Plan (Waterfront Plan) sets forth the policies that govern land use and improvements of property under the jurisdiction of the Port of San Francisco. In August 2014, the Port conducted a comprehensive review of land use changes, development and improvement efforts under the Waterfront Plan and released this report in draft form for public review and comment. The Port has incorporated revisions based on the numerous public comments received to finalize this Review of the Waterfront Land Use Plan, 1997 – 2014.

Beyond documenting land use changes at the Port of San Francisco over the past 18 years, the Port's assessment identified a number of policy needs and challenges that dictated recommendations for a targeted update of the Waterfront Plan. Any such undertaking necessitates a robust public process that maximizes opportunities for citizen involvement. With the support of the Port Commission, Port staff will initiate a public process to update the Waterfront Plan in September 2015. The information in this report will provide a key resource to broaden understanding of the Port of San Francisco to support an update of the Waterfront Plan. It includes information about the Port's relationship to the City and State, the financial framework for improving Port lands, and lessons learned from past efforts.

The process to update the Waterfront Plan will be conducted through regular public meetings of a newly created Waterfront Plan Working Group, and supporting Advisory Teams. Recommendations developed from these bodies, vetted in public meeting discussions, will be forwarded to the Port Commission for its review and ultimate action. All interested citizens are invited to learn and participate so that the Port maintains a solid policy foundation to guide future improvements that uphold its maritime purpose, coupled with a vibrant array of activities for the public use and enjoyment of San Francisco's waterfront. Detailed reports, public meeting information and online comment opportunities for this project are available to the public at [www.sfport.com/wlup](http://www.sfport.com/wlup).

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<sup>1</sup> The Waterfront Plan has been amended several times, up through 2009. The most comprehensive amendments were approved in 2000 to align the Waterfront Plan's policies with the BCDC San Francisco Waterfront Special Area Plan.

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Chapter 5 discusses projects that are currently underway, including new neighborhoods planned for Port property in Mission Bay and in Dogpatch.





## EXECUTIVE SUMMARY

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Today, San Francisco is more united with its waterfront than it has ever been. The number and diversity of uses drew more than 24 million to the Bay's edge in 2013, more than the Waterfront Plan Advisory Board, the original authors of the Waterfront Plan, could have hoped for back in 1997. This renewed waterfront is no simple accomplishment, having required a balancing of interests through each step of the way. Consider for a moment one of our waterfront's most distinguishing characteristics and one of its greatest challenges: industry, commerce and residential neighbors all existing in a harmony of contrasts. Precious few waterfronts around the world offer such an integration of disparate uses.

In 1997, the Port Commission adopted the Port of San Francisco's Waterfront Land Use Plan ("Waterfront Plan"), as recommended by the Waterfront Plan Advisory Board following six years of investigation, research and collaboration. The overarching goal of the Waterfront Plan is to reunite the City with its waterfront.

In 2013, millions of people came to the waterfront for employment, transportation, education, exploration, entertainment, recreation or simply to engage passively with the Bay. The color and diversity of these experiences, connected by generous public open spaces with stunning views of San Francisco Bay are what makes the Port waterfront a unique and world-renowned attribute of a top international city. Yet, the Port remains true to its heritage, preserving both its historic architecture and its working waterfront, dedicated to promoting Bay access to all of its maritime users. Highlights of the 17 years since adoption of the Waterfront Plan include:

- \$1.6 billion in public and private investment guided by the Waterfront Plan
- 63+ acres of waterfront open space
- 19 Port historic resources have been fully or partially rehabilitated

- 7 derelict piers and wharves have been removed from the Bay (Pier 64 removal underway)
- 1,000,000 square feet of new development completed
- 6.3 million square feet of new residential and commercial development is pending
- 22 new acres of waterfront open space is planned

The Port's 2014 Waterfront Land Use Plan Review ("Waterfront Plan Review") presents an assessment of land use improvements and changes that have taken place at the Port, guided by the Waterfront Plan since its adoption in 1997. These experiences inform the Port's outlook as it initiates a public process in Fall 2015 to update the Waterfront Plan.

The Port accomplishments over the past 17 years are a testimony to the vision of the Waterfront Plan Advisory Board. Port staff is indebted to the myriad of generous volunteers including numerous Port Commissioners, the Waterfront Plan Advisory Board members, the Port's advisory groups, City and State agencies, Port tenants and operators, developers, advocates and customers who serve the Port and public today. The quality, diversity and breadth of these accomplishments, the amount of public and private investment in the port area, and the thousands of hours of community volunteerism spent guiding Port development leave no doubt that the Waterfront Plan has been a success.

While the successes are many, the Waterfront Plan is a living document that must continue to adapt to changing conditions and needs. This comprehensive review of the Port's work to improve the waterfront serves as a reference for public conversations to guide the update to the Waterfront Plan.



## CHAPTER 1 THE WATERFRONT THEN & NOW

### THE WATERFRONT THEN



In 1997, following passage of Proposition H, the transformation of the City's waterfront was being revealed. The Port Commission adopted the Waterfront Land Use Plan ("Waterfront Plan") and in 1998, the San Francisco Planning Commission and the Board of Supervisors adopted conforming amendments to the City's Planning Code and Zoning Map and updated the City's General Plan. The Embarcadero Freeway – removed in 1991 – would eventually be completely replaced by The Embarcadero Roadway Project and Herb Caen Way in 2001.

The City set the table for implementation of the Waterfront Plan with its decision to remove the Embarcadero Freeway and to fund and construct a new waterfront boulevard. Removal of the elevated Embarcadero Freeway structure revealed the architecture of the Ferry Building area, but the Port's pier sheds and bulkhead buildings along most of the central and northeast waterfront offered no impetus for the public to visit Port property. The Port's northern waterfront pier sheds were primarily used for maritime operations such as harbor services and excursion uses, or for light industrial warehouse space. Facilities such as Pier 1 were used for parking. Pier 9 was slowly being built out as a multi-tenant space with a mix of office space and maritime use.



*Pier 1 then used for parking and Pier 1 now as Port offices*

Public appreciation of the waterfront was focused on Fisherman's Wharf and Pier 39, which were vibrant then, but not as vibrant as they are today. The City's first area plan for the waterfront – the Rincon Point-South Beach Redevelopment Plan – had sparked a new, emerging neighborhood with the construction of South Beach Harbor, South Beach Park, Delancey Street, and the Steamboat Point housing development. The South Beach area was vastly improved, but was not a major destination for San Francisco residents and visitors. The Mission Bay project had just been approved and work to transform this industrial area was in its nascent stages, starting with light rail service to Caltrain. The port area from the site now occupied by AT&T Ballpark to the Port's southern border was entirely industrial, with a focus on heavy maritime industrial commerce, including Port maintenance facilities. San Francisco Drydock operated ship repair facilities at Pier 70. Pier 80 was a containerized cargo terminal struggling to compete with the Port of Oakland. Much of the southern waterfront area from Piers 90-96 and the adjacent Backlands was unimproved.



## AND NOW

The Port and its partners have made significant strides improving the port area since the adoption of the Waterfront Plan. The Port has enjoyed much success promoting maritime commerce, rehabilitating historic resources, and building parks and open space. Early successes in waterfront development, including Hyde Street Harbor, AT&T Ballpark, the Ferry Building, Pier 1, and Piers 1½-3-5, awakened the public to the waterfront and its benefits beyond Fisherman's Wharf. The public has been most satisfied when a strong community planning process or public site selection process preceded major development efforts, consistent with the implementation process outlined in the Waterfront Plan. However, the Exploratorium at Pier 15 is a successful development that came instead from the City seizing an once-in-a-life-time opportunity.

Today, Herb Caen Way is among the most popular destinations in the City, an urban waterfront edge punctuated with open space, restaurant and retail destinations, maritime operations, museums and commercial



^ Pier 15 Exploratorium then (top) and now (bottom)

< Pier 9 - multi-tenant, mixed-use space



*Pier 43 Promenade then and now*

businesses. Over 6 million passengers transit the Ferry Building to multiple destinations on San Francisco Bay annually. AT&T Ballpark, which opened in 2000, has drawn 4 million visitors to the waterfront each year, and almost 60 million visitors since it opened. Port staff led the effort to relocate Port Maintenance facilities from the ballpark site to Pier 50 Shed D. The Exploratorium at Piers 15-17 opened in 2013, and already enjoys 1.2 million visitors annually. With the international focus of the 34th America's Cup, the volume of people attracted to the Port has grown significantly in the past three years. More than 20 years of planning will culminate in the formal opening of the James R. Herman Cruise Terminal at Pier 27, fronted by the 2½ acre Cruise Terminal Plaza, in September, 2014.

The Embarcadero Historic District, listed on the National Register of Historic Places in 2006, has created a defining character for the northern half of the Port waterfront. The newly registered Pier 70 Union Iron Works Historic District is on the cusp of emerging as its own, distinct industrial and mixed use neighborhood in Dogpatch at the foot of Potrero Hill. Through the public process for individual projects, the Mayor, the Board of Supervisors and general public have a higher level of understanding of the challenges of waterfront development, including high costs triggered by major structural repair needs and historic rehabilitation.

The Port's Southern Waterfront has witnessed dramatic improvement as well. The Port's Piers 92-96 complex is home to an eco-industrial park that has expanded maritime commerce, while providing jobs to local residents and improvements through the Port's Southern Waterfront Beautification Fund. Port creativity and investment in Heron's Head Park, the Eco-Center and the Pier 94 wetlands have created some of the most exciting, natural parks on Port property. Bayview Rise, an



art installation on the unused Pier 90 Grain Silos, is a visionary way to reposition a derelict Port structure and enhance the neighborhood.

In addition to being an entity that oversees complex waterfront development in a heavily regulated environment, the Port is an operating department of the City with an annual operating budget, including annual capital projects and reserves, of \$118 million, with approximately 250 employees. It has become evident since the adoption of the Waterfront Plan that the Port – through its own initiative – can and should be a major contributor to waterfront improvements. The Illinois Street Bridge, the Pier 14 breakwater and public walkway, parks waterfront-wide, and the James R. Herman Cruise Terminal all share a common thread: all were designed and delivered by the Port.

## **WATERFRONT PLAN**

To provide specific direction for the different facets of the Port, the Waterfront Plan establishes five geographic subareas, each with a tailored set of subarea objectives that reflect adjacent neighborhoods and districts, balanced with broader City and regional needs. The Waterfront Plan includes a Waterfront Design & Access Element to address public interest in expanding waterfront open space, protecting historic resources, and promoting strong urban design and architectural excellence.

The voices that developed the Waterfront Plan comprised the Waterfront Plan Advisory Board, a 27 member body appointed by Mayor Art Agnos, the Board of Supervisors and the Port Commission. Representatives included a broad variety of stakeholder perspectives, including maritime interests, residents from diverse waterfront neighborhoods, environmentalists, businesses and open space and recreation advocates. For Waterfront Plan Advisory Board members and Port staff alike,



*Brannan Street Wharf then and now*

the process was an education about the complex laws and policies that govern the waterfront and the physical constraints affecting Port property. The process was a true collaboration rather than a competition among interest groups. The Waterfront Advisory Board concluded that the Port should continue to prioritize maritime industries, but that there were many new opportunities to create a vibrant mix of commercial and public-oriented activities to reunite San Francisco with its waterfront. The Port Commission approved the Waterfront Advisory Board's recommended Waterfront Plan with almost no change in 1997, except to incorporate the Waterfront Plan Design and Access Element.

Subsequent work with the San Francisco Bay Conservation and Development Commission ("BCDC") resulted in amendments to the BCDC Special Area Plan for the San Francisco Waterfront ("Special Area Plan"), along with conforming amendments to the Waterfront Plan in 2000. These amendments were necessary to implement the Waterfront Plan vision for mixed use development opportunities to complement the Port's maritime portfolio, interspersed with major new parks and public access to the Bay provided by new projects.



The Waterfront Plan's overarching objective to *Reunite San Francisco with its Waterfront*, is guided by the following goals:

- **A Working Waterfront** — Reserve lands to meet current and future maritime needs
- **A Revitalized Port** — New investment for waterfront revitalization, new jobs, revenues, and public amenities benefitting the Port, City and State of California
- **Diversity of Activities and People** — A diverse array of maritime, commercial entertainment, civic, open space and recreation activities for San Franciscans and visitors
- **Access Along the Waterfront** — A network of parks, plazas, walkways and open spaces, integrated with transportation improvements to improve public access and enjoyment
- **An Evolving Waterfront, Mindful of its Past and Future** — Respecting and enhancing the waterfront's historic character, while also creating new opportunities
- **Urban Design Worthy of the Waterfront Setting** — Highlighting visual and physical access to the Bay and respecting the waterfront's history and adjacent neighborhoods and districts
- **Economic Access that Reflects San Francisco's Diversity** — Economic opportunities accessible to persons of both sexes and from a representative variety of ethnic and cultural backgrounds



These goals have served as a guide for the myriad projects and activities that have evolved at the Port over the last 17 years. This review examines the Port's progress implementing the Waterfront Plan in the context of these goals.

Chapter 2 of this review describes the Waterfront Plan in more detail, and how Port staff developed a more accurate and nuanced understanding of Port capital investment needs through development of the 10 Year Capital Plan. Where the Waterfront Plan directs how Port lands should be used and improved, the 10-Year Capital Plan and the Port's capital budget process define which priorities and improvement projects are funded and implemented using the Port's limited financial resources.

Given the comprehensive scope of the Waterfront Plan, there have been situations that called for additional planning study to focus on specific sites or issues that required a more fine-grained analysis. In the past 17 years, the Port has produced or supported 21 community planning studies which enable the Port to stay current with new trends and ideas, and to track whether the Waterfront Plan continues to provide the foundation for sound land use planning of the Port. Each of these community planning studies and projects are described in Chapter 4A.

## **WATERFRONT PLAN ACCOMPLISHMENTS**

The adoption of the Waterfront Plan and subsequent amendments approved in 2000 by BCDC and the Port Commission to align agency land use policies were the reward for a period of uncommon cooperation among many stakeholders who for years prior to these efforts had competing visions of how the port area should interface with the City and the Bay.

The years immediately following the adoption of the Port and BCDC

plans yielded major successes. AT&T Ballpark, Pier 1, the Ferry Building, South Beach Park and Rincon Park each show how collaborative public project planning – coupled with attention to detail and cooperation with the public and the Port's regulatory partners – can achieve great success.

Over the past 17 years, the Port, through each of its divisions, and the Port's partners have realized many improvement projects including 123 summarized in this review (see Chapter 4), spread through each of the five Waterfront Plan subareas. Table 1-1 below provides a Port-wide summary of these efforts.



## EVALUATING 7½ MILES OF THE PORT

The Port has undergone transformative change over the last 17 years. Port lands stretch for seven and one-half miles of shoreline and upland property, from Fisherman's Wharf at the north to India Basin at the south, in the Bayview-Hunters Point neighborhood. The projects and changes that have occurred are as diverse as the neighborhoods and districts adjacent to the Port. Port staff has attempted not only to inventory these many different efforts as a result of the Waterfront Plan, but also assess their collective effect of changing the public's understanding of, and relationship with, the Port of San Francisco waterfront.

**Table 1-1 Waterfront Plan Accomplishments**

	NUMBER OF PROJECTS	INVESTMENT
PLANNING	21	-
MARITIME	17	\$160,800,000
OPEN SPACE	19	\$84,865,000
ENGINEERING, MAINTENANCE & SECURITY	18	\$54,669,000
ENVIRONMENTAL PROTECTION & SUSTAINABILITY	16	\$21,337,800
TRANSPORTATION	9	\$29,145,000
REAL ESTATE	14	\$337,600,000
DEVELOPMENT & HISTORIC REHABILITATION	6	\$417,400,000
UNIQUE DEVELOPMENT OPPORTUNITIES	3	\$570,816,000
TOTAL	123	\$1,676,632,800

This report was presented for review and comment by the public, the Port Commission, the City and the Port's regulators in August 2014 and finalized in June 2015. It is intended to provide a reference resource to foster and support ongoing and future public discussions about the Port waterfront. What uses of Port property have been successful? Have the Port's projects over the past 17 years met the goals of the Waterfront Plan? What did the Waterfront Plan not account for that should be accommodated, such as sea level rise? Has the Port been successful in rehabilitating its historic maritime assets? How is the Waterfront Plan functioning for various waterfront neighborhoods? The Port Commission and the public discussion of these and other questions will ensure that the Waterfront Plan remains a relevant document able to guide high-quality, future development, balance uses and continue to shape a vibrant and world-renowned waterfront.

### Public Trust Uses

The focus of waterfront planning from 1990 to 1997 was primarily on uses of the waterfront, including which areas of the waterfront should be reserved exclusively for maritime use. The addition of the Design and Access Element to the Waterfront Plan, and the BCDC Special Area Plan established urban design criteria and a package of BCDC public benefits such as parks, open water basins and removal of Bay fill to complement development of maritime and other, new uses.

There was a general recognition that key maritime functions should be fostered throughout the port area, but due to changes in cargo shipping favoring containerized



*Embarcadero Promenade*

due to changes in cargo shipping favoring containerized cargo, many of the Port's finger piers were no longer needed solely for maritime commerce. There was also consensus that the Port's land west and south of The Embarcadero – the Port's seawall lots created and filled when the City's seawall was initially built – were cut off from the water and should be developed in a manner consistent with surrounding neighborhoods to generate needed revenue to operate and maintain the port area and its growing amount of public space.

The Port's maritime projects have received enthusiastic support, reflecting continued public support for the Waterfront Plan's first two

goals – *A Working Waterfront* and *A Revitalized Port*. The Hyde Street Pier and Pier 45 Fish Processing projects, the James R. Herman Cruise Terminal equipped with shoreside power, expanded ferry service at the Ferry Building, Pier 70 ship repair and maritime industrial uses in the Port's Southern Waterfront have met with the greatest consensus, generating public and private investment that supports well-paid work along the water. The Port's Maritime staff continues to work actively with the Southern Waterfront Advisory Committee and Maritime Commerce Advisory Committee to develop new cargo shipping opportunities for Piers 80 and 94-96, including freight rail and supporting



industrial development. There is continuing unmet demand in a number of maritime sectors. There is frequent demand for large berths for layberthing, which the Port cannot always accommodate. A survey of San Francisco marinas indicates that there is much more demand than capacity for berthing recreational vessels. The Port has launched two water-taxi services – one along the waterfront and the other serving other Bay Area destinations – which the public is beginning to discover.

Restaurants and retail uses are the major revenue-generating, publicly-oriented uses that are 1) consistent with the public trust and 2) permitted on most Port-property. During the past 17 years, the Port and its partners have introduced a broad range of dining options, including Boudin's, Waterfront Restaurant, Waterbar, Epic Roasthouse, Slanted Door, La Mar Cebicheria, Coqueta, Hi Dive, Mission Rock Resort and many others. As a result, dining along the waterfront while enjoying Bay views has become popular throughout the entire 5-mile expanse from Fisherman's Wharf to Dogpatch.

Hotels – another generally recognized public trust use – were banned on Port property within BCDC's jurisdiction by Proposition H in 1990; but the Waterfront Plan permits this use on Port seawall lots outside of BCDC jurisdiction. Hotel Vitale, constructed by Joie de Vivre on City-owned property near the Ferry Building, has demonstrated that hotels can enliven the waterfront. Port efforts on the Broadway lots in the Northeast Waterfront in the early 2000s did not succeed, but developing a hotel on Port property remains a goal of Port staff.

While the public appreciates higher-end developments in the northern waterfront, there is a strong consensus that the Port should provide economic development opportunities that serve a range of income-levels and provide opportunities for business start-ups and non-profits. Consistent with the *Economic Access* goal of the Waterfront Plan, the Port manages 525 leases, many with small, local and non-profit businesses.



Rincon Restaurants

The Port Commission's Southern Waterfront Beautification Policy also promotes local economic development, job training and creation and investment in beautification projects.

The projects that have succeeded most at achieving the Waterfront Plan goal of a *Diversity of Activities and People* have often been for uses that, by their nature, cannot be competitively bid<sup>1</sup>. AT&T Ballpark has brought almost 60 million baseball fans from around the Bay Area and the world to enjoy the Bay, and the Exploratorium project at Piers 15-17 is bringing classrooms of children from the region to see the waterfront and become fascinated about science. It is not possible to hold a public

<sup>1</sup> As further described in Chapter 2, the Waterfront Plan establishes a process whereby the Port and the public will develop a proposed program of uses for a given mixed use development site, and the Port Commission will offer the opportunity through a competitive bidding process, either through a request for proposals or a request for qualifications.



bid for a professional baseball team, a science museum, or a museum of narrative art – these are opportunities a city must pursue for the benefit of residents and the surrounding region.

Most revenue-generating uses, including private office, residential, or local entertainment uses, are not inherently consistent with the public trust, but may be permitted in certain contexts. The Port has more flexibility to consider these uses in the context of rehabilitating historic buildings, when they provide a unique relationship with the Bay (such as AT&T Ballpark), or if they are part of an overall use program that furthers the public trust by providing major maritime functions or major new open space. As demonstrated by the Ferry Building, private office space coupled with publicly-oriented retail uses and maritime berthing has been a formula that has worked for several historic rehabilitation projects. Keys to the success of these projects include public support and understanding of the need for these uses.

At Seawall Lot 337 and Pier 48 in Mission Bay and at Pier 70, the Port and its partners are exploring the full range of uses that make neighborhoods successful, including residential, office, ground floor retail, parks and recreational access to the Bay. The Port's Seawall Lot 337 development partner – an affiliate of the San Francisco Giants – is courting Anchor Brewing for expanded brewing operations in Pier 48. The Port's Pier 70 Waterfront Site development partner, Forest City, is pursuing small scale local production, arts and cultural users, small business incubators, retail and innovation retail, and other publicly-accessible and activating uses to pioneer the area.

## Recommendations

In studying the first 17 years of the Waterfront Plan, Port staff has arrived at high level policy recommendations for the Port Commission, public, Board of Supervisors and Mayor to consider going forward to guide the next generation of waterfront improvements:

- Port staff should continue to pursue maritime opportunities Port-wide such as car import/export at Pier 80, iron-ore export at Pier 96, and continued ship repair at Pier 70. Port staff should consult with BCDC and the public as to whether there are additional, appropriate locations on the waterfront that could accommodate more recreational boating slips, and more locations for layberthing of vessels that balances the need to provide public access.
- Port staff should continue to work with the Office of Economic and Workforce Development, Port development partners and Port tenants to continue promoting broad economic access to Port property, including leasing to local business enterprises and non-profit organizations and fostering skilled and entry-level job opportunities for residents.
- The Port and waterfront neighborhood residents should develop a shared understanding of how unique opportunities that cannot be bid – such as museums or entertainment facilities – can appropriately be considered for Port property.
- To ensure ongoing consideration of public trust interpretations, the Port should continue to engage California State Lands Commission (State Lands) and BCDC staff in early discussions for any proposed development of Port property.

## Parks and Open Space

The Rincon Point-South Beach Redevelopment Area pioneered the concept of planned open space along the City's waterfront. The Waterfront Plan and the BCDC Special Area Plan embrace this notion. The combination of Herb Caen Way and the network of parks the Port is planning and building every five to seven minutes walking distance along the Port area is transforming the City's waterfront into one of the great urban waterfronts in the world. A visit to the Port most mornings, evenings and weekends reveals the public's strong passion for recreation by the Bay, as well as more passive appreciation of the waterfront setting.

The concept in both the Waterfront Plan and the BCDC Special Area Plan – that long-term development would facilitate the delivery of major new open space – has not actually produced planned major waterfront parks. In response, the City placed measures on the ballot and in 2008 and 2012, San Francisco voters generously approved Clean and Safe Neighborhood Parks bonds that included a total of \$68.5 million in funding for parks in the port area. These approvals were the catalyst for development of open space along the entire waterfront, substantially realizing the Waterfront Plan goals of *Access Along the Waterfront* and a *Diversity of Activities and People*.

Many of the new, public open spaces on the waterfront have been designed for passive recreational use or to provide Bay access for water-oriented active recreation opportunities. There are few areas on the Port specifically designed for other types of active or programmed recreation, which represents an opportunity to pursue as staff continues planning the waterfront.

The Port has realized the vision of major open space set forth in the BCDC Special Area Plan with the construction of the Brannan Street

Wharf, Cruise Terminal Plaza and the Pier 43½ Bay Trail. Port staff is working with BCDC to examine new opportunities such as Ferry Plaza behind the Ferry Building and expanded open space in Fisherman's Wharf.

The Blue Greenway Plan, which has resulted in park improvements in Mission Bay, Dogpatch and Bayview, is reconnecting the adjacent Eastern Neighborhoods to a stretch of San Francisco Bay that has been closed off to public access by heavy industrial uses for more than a century. The Blue Greenway Plan includes location-specific park design guidelines, multiple opportunities for recreational water access, and way-finding improvements to connect the Bay Trail through the Port's Central and Southern Waterfront. Heron's Head Park and the Pier 94 wetlands were the original Blue-Greenway parks and established natural



Rincon Park

habitat areas for a broad array of wildlife. The Eco-Center in Heron's Head Park serves as an environmental education center for youth Citywide.

Port staff has just completed design review with BCDC for Crane Cove Park Phase 1, another signature Blue Greenway park that will preserve important historic elements of the Port's ship building industry and ultimately provide a 9 acre urban park setting juxtaposed with active ship repair operations. This effort is allowing the Port to plan open space before the first phase of Pier 70 development and to build the park concurrent with rehabilitation of the 20th Street Historic Core.

Port staff has taken care to listen to the desires and needs of water recreation users while developing its parks, and has also installed or has plans to install access for human-powered water recreation enthusiasts at multiple points along the waterfront. Crane Cove Park will include a sandy beach – one of the few beaches in the port area – to enable human-powered boaters easy access to the Bay. Crane Cove Park will also include children's playground areas.

The addition of 63.5 acres in 20 new or planned Port parks and open space improvements through the entire waterfront are among the Port's greatest achievements since the Waterfront Plan, appreciated and used by the public in increasing numbers. This success has been delivered by Port staff through the City's normal public works contracting process. Port staff is grateful to San Francisco voters for their generosity in funding the vision of waterfront open space.

## Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- Building on the success of the 2008 and 2012 Clean and Safe Neighborhood Park Bonds, Port and City staff should continue to identify more public funding, including General Obligation Bond funding, to deliver waterfront parks in advance of development, where possible.
- Given the strong public demand for active recreation along the waterfront, Port staff should continue consulting with the City's Recreation and Parks Department, State Lands, BCDC and the public to expand the type and programming of recreational activities on Port property.

## Historic Rehabilitation

The Port is now home to two of the City's National Register Historic Districts: the Embarcadero Historic District, recognizing the Seawall, the marginal wharf and the Port's finger piers, and the Union Iron Works Historic District at Pier 70, representing the history of ship repair in San Francisco and the Victorian, WWI and WWII-era industrial buildings that were constructed to support it. These listings on the National Register of Historic Places have enabled Port projects to obtain federal historic tax credits for up to 20% of eligible project costs – the earliest and most significant source of public subsidy to improve the Port, contributing to important early successes such as the Ferry Building, Pier 1, and Piers 1½-3-5. Projects undergo a detailed review by the State Historic Preservation Officer in order to qualify for federal tax credits.

As described in *Urban Design* below, the awards for Port projects that have rehabilitated and adaptively reused the structures are numerous. Even more gratifying is the way local residents and visitors interact with these buildings in the northern waterfront. Port staff looks forward to introducing the general public to Pier 70 in the not-too-distant future: the area is one of the best kept secrets in San Francisco. Port staff is confident that its development partners are ready to meet the high bar for historic rehabilitation set by its partners in the northern waterfront. These efforts are in keeping with the Waterfront Plan's goals of *An Evolving Waterfront, Mindful of its Past and Future* and *Urban Design Worthy of the Waterfront Setting*.

Port regulatory partners including State Lands and BCDC have embraced and facilitated these efforts by allowing uses in historic structures that would not be allowed elsewhere on public trust property in order to generate necessary revenue to help finance costly historic preservation projects.

As described in Chapter 4, in some circumstances, the Port and its development partners have found that rehabilitation costs at some locations are greater than available funding sources. During the process of developing Port finger piers, Port staff has gained a greater understanding of the costs of, and possible approaches to, upgrades of Port piers – a key source of information for the Port's 10 Year Capital Plan. For several years, Port staff has sought entry to a City program to finance historic rehabilitation with private money – the *transferable development rights* (“TDR”) program in the San Francisco Planning Code. The City's 2013 study of the TDR program recommended including potential properties such as Piers 19, 23 and 29, as properties eligible for the TDR program. The prospect for a California Historic Tax



Pier 70 Union Iron Works Historic District - looking down 20th Street from Illinois, 1941

Credit that is currently under consideration in the State Legislature may contribute to the ability to adaptively reuse Port structures that might otherwise be financially-infeasible to redevelop, and would otherwise become derelict structures along the waterfront.



## Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- Port staff should continue conducting site-specific due diligence and analysis about potential costs of rehabilitating Port historic resources at a given location to better inform community planning about feasibility of uses at such sites.
- Port staff should access new sources of public funding for historic rehabilitation where possible such as the proposed California Historic Tax Credit and Port entry to the City's TDR program.

## Waterfront Development

The years immediately following the adoption of the Waterfront Plan and BCDC Special Area Plan amendments yielded major successes, including AT&T Ballpark, Pier 1, the Ferry Building, and Rincon Park, quickly realizing the overarching Waterfront Plan goal of reuniting San Francisco with its waterfront in many locations.

A founding principle of the 1968 Burton Act, which granted the Port to the City, was that the Port should be a self-sustaining enterprise department of the City. This principle has governed California ports since early in the State's history. Given the lack of City and State General Fund support for the Port in 1997, the Waterfront Plan assumed that long-term improvement of Port facilities would rely primarily on private real estate capital.

As mentioned earlier, the main public source of funding available to Port project investment when the Waterfront Plan was adopted was the





federal historic tax credit program. Public benefits – notably public access and open space – were intended to be delivered through development of the Port’s land. The Waterfront Plan Advisory Board assumed that public private partnerships funded by private capital would be the principal means of delivering waterfront improvements. While some projects successfully delivered these benefits, others encountered difficulty or were unable to meet the financial requirements and/or public demand for public benefits.

Controversy regarding waterfront development re-emerged in 2000 with debates about the revitalization of Pier 45 Shed A in Fisherman’s Wharf as a public, Bay-oriented attraction; the design of a hotel at Broadway and The Embarcadero; and the development of a mixed-use recreation facility at Piers 27-31. The public consensus that followed adoption of the Waterfront Plan began to erode, at least in the Northeast Waterfront. In contrast, there was public support in South Beach for the Port’s Bryant Street Piers project, a proposed mixed-use project at Piers 30-32 with a modern two berth cruise terminal. That project, although fully entitled, never proceeded due to higher-than-expected substructure costs.

The Port’s 10-Year Capital Plan – initiated in 2005 – ushered in a new understanding of the Port’s capital backlog. Most of the revenue generated from Port facility leases is required to fund maintenance projects to protect historic structures and meet basic Building Code structural and safety compliance. Funding for long-term historic rehabilitation, seismic upgrades and new public parks relies heavily on private and other public sources.

Port rehabilitation with private capital alone is infeasible in most cases for a number of reasons. The poor condition of Port facilities, many of which are 80-100 years old and are well beyond their useful life,

often requires expensive rehabilitation consistent with Secretary of the Interior Standards for the Treatment of Historic Properties. Virtually the entire port area exists in a liquefaction zone and un-engineered fill was used to fill the seawall lots, often requiring expensive piles to support new construction. A change of use or significant investment in Port facilities typically will trigger facility upgrades and/or geotechnical improvements to meet modern seismic standards. Most Port projects require completely new utility infrastructure and improvements to manage and treat stormwater before it flows to San Francisco Bay. Finally, pile-supported, public open space imposed through the regulatory process – both in the form of major waterfront plazas such as the Brannan Street Wharf and as dedicated public access on the aprons of Port finger piers – has been more costly to construct and maintain than initially estimated. Port planners, the public and City policymakers have come to understand that significant public funding is necessary to rehabilitate and develop a high-quality waterfront due to the high costs of addressing the condition of Port facilities and building on fill or in a marine environment.

Increasingly, Port staff, the public and Port policymakers are seeking sustainable development of the Port’s property. The Port is home to the City’s first LEED<sup>2</sup> Platinum, off-the-grid facility – the Eco-Center in Heron’s Head Park. The Port is pursuing LEED certification for the James R. Herman Cruise Terminal. City law, among the first proposed by Mayor Edwin Lee, now requires construction on public property to achieve a standard of LEED Gold or better. Planning for new neighborhoods at Seawall Lot 337 and Pier 70 is examining best practices to

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2 According to the U.S. Green Building Council, “LEED, or Leadership in Energy & Environmental Design, is a green building certification program that recognizes best-in-class building strategies and practices. To receive LEED certification, building projects satisfy prerequisites and earn points to achieve different levels of certification. Prerequisites and credits differ for each rating system, and teams choose the best fit for their project.”



*Early waterfront development successes included AT&T Ballpark*

realize Eco-Districts in these areas, with strategies such as district-scale energy, stormwater management and water recycling.

While early projects like Pier 1 and the Ferry Building that tiered off of the Waterfront Plan Environmental Impact Report were entitled quickly, many projects have experienced 7 or more years of public planning and entitlement efforts. The risk capital to support this predevelopment process is very expensive, and encourages developers to seek more intensive and profitable uses, which can in turn extend the public process and complicate the regulatory process. In 2009 and 2010, Port staff negotiated possible changes to the Port's Waterfront Plan with State Lands and BCDC that could allow for streamlined review and approval of Port finger pier projects, based on lessons learned from developing Pier 1, the Ferry Building, Piers 1½-3-5 and the Exploratorium. The negotiations were largely successful, but were paused due to the Port's focus on negotiating and delivering the 34th America's Cup.

These conditions have ushered in a new understanding that in order to rehabilitate the waterfront in a manner consistent with public expectations, a combination of local, state, and federal funding is required to complement private investment. This understanding allowed the Port to secure enabling legislation to form Infrastructure Financing Districts ("IFDs") to capture growth in Port property taxes to fund public infrastructure improvements and to obtain voter approval of General Obligation bond funding for parks. While IFDs represent a potentially powerful financing tool to improve the port area, IFDs require development to generate the increase in property value that creates new property tax growth. As the intervening years have demonstrated, Port staff has learned that these financial tools do not always generate sufficient sources of funding to address some waterfront challenges.

#### Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- The Port should continue its efforts to obtain public funding for waterfront improvements by expanding the use of IFDs from specific projects to the entire Port area to finance and maintain new, sustainable public infrastructure along the waterfront through growth in Port property taxes.
- Waterfront neighborhood planning should examine methods to expedite local approval processes where there is public support for this strategy. Options include Port-led programmatic CEQA analysis for a given subarea or entitling project sites (particularly seawall lots) before the Port chooses a development partner, so Port projects can be delivered more quickly and efficiently and in a manner that meets public expectations established through the planning process.

- Port staff should continue efforts to negotiate a streamlined approval process with State Lands and BCDC to allow historic pier rehabilitation projects with leases of up to 30 or 35 years if projects meet identified public trust, historic rehabilitation, maritime and public access criteria. As discussed below, 30-35 year leases of finger piers would allow the Port and its tenants to evaluate and respond to projected sea level rise beyond 2050.

## Transportation

In recent years, transportation has become a primary consideration in planning for Port projects. Neighborhood-scale projects, such as those proposed for Pier 70 and Seawall Lot 337, have the wherewithal to develop transportation solutions to foster biking, walking and transit. Most other Port projects do not have this capacity. As the proposed Warriors project for Piers 30-32 demonstrated, The Embarcadero south of the Ferry Building is already at (and often beyond) capacity.

To achieve the Waterfront Plan goal of *Access Along the Waterfront*, the Port should closely coordinate medium-term and long-range transportation planning with the San Francisco Municipal Transportation Agency (“SFMTA”) and San Francisco County Transportation Authority. Fortunately, the 34th America’s Cup events were seized by City staff as an opportunity to significantly refresh and advance City and regional transportation agency planning and coordination and transportation improvements. SFMTA has continued to build on those efforts through development of the Waterfront Transportation Assessment (“WTA”). The WTA targets transportation planning for the Port waterfront and adjacent upland districts where substantial growth is projected, to identify local and regional transportation strategies to address transportation needs proactively. Recent community discussion with South Beach residents indicate a need to prioritize improvements to The

Embarcadero, particularly increasing service frequency of E-line service between Fisherman’s Wharf and the 4th and King Street Caltrain station. Port staff is proud to be working with SFMTA staff on the Embarcadero Enhancement Project, to develop a concept design for a bikeway that will allow bicyclists and pedestrians to more safely use The Embarcadero and Herb Caen Way.

Other Port streets deserve the same attention, including Cargo Way and Illinois Street in the Southern Waterfront, and for the remaining blocks of Jefferson Street from Jones Street to Powell Street in Fisherman’s Wharf.

### Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- Port and SFMTA staff should collaborate to identify transportation funding for projects such as the E-Line, the Embarcadero Enhancement Project and other transportation improvements that will address congestion on The Embarcadero and allow all modes to move more freely.
- The Port, SFMTA and the Mayor’s Office should collaborate to identify the funding required to reconstruct important Port streets such as Illinois Street, Cargo Way and the remainder of Jefferson Street.
- Port staff will consult with SFMTA staff regarding studies and conceptual plans to seismically strengthen the City’s seawall, so the seawall can continue to protect SFMTA’s transportation investments along the waterfront.





photo credit: Dave Rauenbuehler

Historic F Streetcar on the Embarcadero

## Urban Design

The Waterfront Plan sets a noble goal of *Urban Design Worthy of the Waterfront Setting* – a goal that major waterfront developments have exceeded in almost all circumstances. Waterfront Plan Advisory Board members realized the potential to connect the City with its Bay, and clearly understood the architectural significance of the Port’s historic structures.

The Waterfront Design and Access Element speaks articulately to the relationship between the Port and the City:

*“San Francisco has a unique ‘city pattern’ comprised of several elements: water, hills and valleys, open spaces, streets, and buildings and structures such as the piers. The varying juxtapo-*

*sitions of these elements create the physical and visual image and character of San Francisco. The waters of San Francisco Bay and the Pacific Ocean provide a distinct edge to the City along three sides, and affect the City’s climate and way of life...*

*The waterfront contributes to the City’s pattern in many ways. It is the edge where the City meets the Bay. It provides a comprehensive series of existing or planned open spaces along the waterfront that connect with the City. The Embarcadero roadway serves as one of the City’s most important streets because of its bold design, perimeter location, and ability to accommodate movement along the waterfront...”*

The urban design principles expressed in the Waterfront Design and Access Element examine waterfront form including the Port’s evolving shoreline, City connection areas, public access and open space, views, historic resources and city pattern. It also includes specific design criteria to address each distinct waterfront neighborhood, including architectural details pertinent to each area.

In 1997, no one could have forecast the remarkable architectural and urban design success of virtually every major Port development project since then. Port projects have garnered many awards and recognitions including the 37 listed in Table 1-2.

The City’s design review process for Port projects was created by Planning Code amendments that accompanied the Waterfront Plan which established a Waterfront Design Advisory Committee (“WDAC”), with appointees of the Mayor, Port Director and the Planning Director. Under the Planning Code, WDAC reviews major projects located north of Mission Creek. Recently, at the request of Port staff, the WDAC reviewed the proposed Crane Cover Park Phase 1 at Pier 70, a site outside of WDAC jurisdiction.

The WDAC sits together with the BCDC Design Review Board to consider major Port projects within BCDC jurisdiction. It is a testament to the efforts of sister-City agencies and the public design review process – with the countless hours that Port and BCDC professional design reviewers have volunteered on behalf of the waterfront – that so many Port projects have been recognized with major awards.

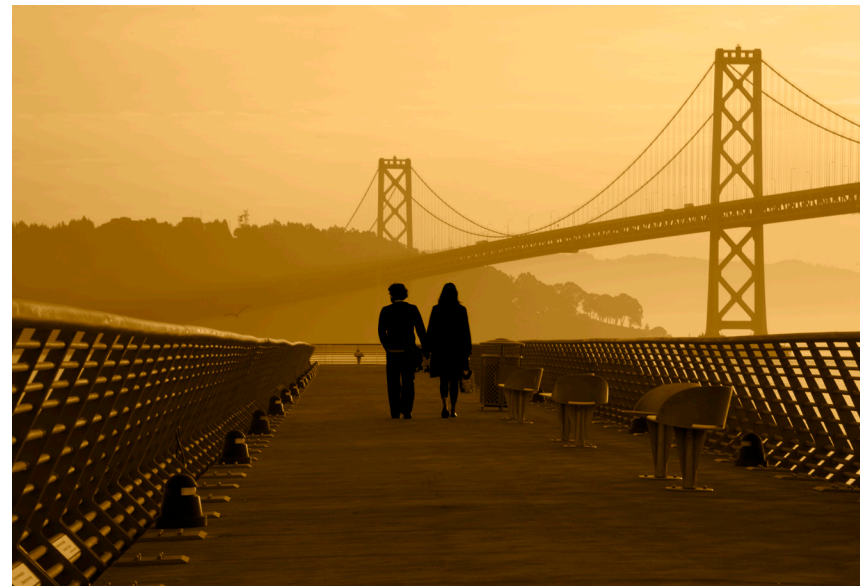
Port staff continues to appreciate its collaboration with the Planning Department in many areas of the waterfront to establish urban design standards. These efforts continue with the help of the Office of Economic and Workforce Development, which convened inter-agency planning efforts with the Port's development partners at Seawall Lot 337 and Pier 70. These interagency efforts will ultimately yield detailed design controls and guidelines to create a strong public realm character as part of developing new neighborhoods in these areas.

In other areas of the waterfront, Port staff has worked quietly to improve the public realm over time through the Bayside History Walk which includes interpretive exhibits of the Port's rich maritime and labor history inside rehabilitated pier bulkhead and shed buildings. Port staff has also implemented a series of projects to enhance The Embarcadero, including decorative banners within the roadway median; banners and commemorative pylons on the east side of The Embarcadero to celebrate the Port's 150th Anniversary; and a series of public art installations south of the Agriculture Building at Pier 14. Port staff has also begun to bring this level of attention to detail to the Port's industrial Southern Waterfront, through the Blue Greenway Planning Process and major public art such as Bayview Rise. With another round of General Obligation bond funding, and resources from major new projects in the Southern Waterfront, Port staff expects to further improve the Southern Waterfront area consistent with Blue Greenway Design Guidelines. Further efforts will need to find ways to create a stronger physical

connection at Lefty O'Doul's Bridge between the Blue Greenway and The Embarcadero.

Public realm improvements in Fisherman's Wharf have been the most dramatic in recent years, with major upgrades to the Pier 43½ Bay Trail, Jefferson Street and Taylor Street. Port and City staff have incorporated design principles from the City's Better Streets Guidelines in the design of these projects.

The west side of The Embarcadero deserves similar attention, which can be delivered through appropriate development of the Port's undeveloped seawall lots. In addition, the Port's partnership with SFMTA on the Embarcadero Enhancement Project is intended to improve the overall public realm, including the west side of The Embarcadero.



**Table 1-2 Port Project Awards**

<p><b>Pier 29 Bulkhead</b></p> <p><b>California Preservation Foundation</b> - Excellence as a Historic Reconstruction 2013</p>	<p><b>Ferry Building</b></p> <p><b>San Francisco Business Times</b> - Real Estate Deals of the Year 2002  <b>Buildings Magazine</b> - Modernization Award 2003  <b>National Trust for Historic Preservation</b> -National Award 2003  <b>SF Heritage</b> - Architectural Heritage Award 2003  <b>State of California</b> - Governor's Award 2003  <b>California Heritage Council</b> - Award 2003  <b>American Society of Civil Engineering (Golden Gate Chapter)</b> - Outstanding Civil Engineering Project of the Year  <b>Robert C. Friese Award</b> for Neighborhood Conservation (Part of "Mid-Embarcadero/South Beach Improvements")  <b>Associated Builders and Contractors</b> - Excellence in Construction (local level) 2003  <b>American Institute of Architects San Francisco</b> - Award Winners 2004</p>
<p><b>Exploratorium</b></p> <p><b>LEED Platinum</b>  <b>American Society of Civil Engineers</b> - Sustainable Engineering Project of the Year 2013  <b>American Society of Civil Engineers</b> - Outstanding Museum/Educational Project in the State of California 2013  <b>San Francisco Business Times</b> - Best Rehabilitation/Renovation 2013  <b>American Institute of Architects</b> - Special Achievement Award 2013  <b>Urban Land Institute</b> - Global Awards for Excellence 2014</p>	
<p><b>Pier 1½, 3, 5</b></p> <p><b>San Francisco Chamber of Commerce</b> - "Ebbie" Award  <b>California Preservation Foundation</b> - California Preservation Award 2006  <b>San Francisco Business Times</b> - Best Historic Rehab 2006  <b>San Francisco Business Times</b> - Best Mixed Use Project Nominee 2006  <b>San Francisco Business Times</b> - Best Office Lease Nominee 2007  <b>San Francisco Business Times</b> - Best Retail Lease Nominee 2007  <b>San Francisco Business Times</b> - Best Retail LeaseNominee 2008  <b>San Francisco Architectural Heritage</b> - Excellence in Architectural Heritage/Adaptive Reuse 2009  <b>San Francisco Beautiful</b> - 2009  <b>Urban Land Institute</b> - Awards for Excellence Nominee 2010</p>	<p><b>Pier 24 Annex</b></p> <p><b>San Francisco Business Times</b> - Best Rehabilitation/Renovation, Finalist 2011</p>
	<p><b>Pier 26 Annex</b></p> <p><b>IIDA Northern California</b> - Notable Award for Work Small 2013</p>
	<p><b>Pacific Bell / AT&amp;T Park</b></p> <p><b>LEED Silver</b>  <b>Sports Business Journal</b> - Sports Facility of the Year 2008</p>
	<p><b>Heron's Head Park</b></p> <p><b>California Coastal Management Program</b> - Outstanding Implementation Program 2001</p>
<p><b>Pier 1</b></p> <p><b>Urban Land Institute</b> - Best Rehabilitation 2001  <b>San Francisco Business Times</b> - Best Rehabilitation/Renovation 2001  <b>Royal Institute of Chartered Surveyors</b> - Best Building Conservation 2001  <b>American Institute of Architects Committee on the Environment</b> - Top 10 Green Projects 2002  <b>Urban Land Institute</b> - Global Awards for Excellence 2014  <b>American Society of Civil Engineers</b> - Sustainable Engineering Project of the Year 2013  <b>American Society of Civil Engineers</b> - Outstanding Museum/Educational Project in the State of California 2013  <b>San Francisco Business Times</b> - Best Rehabilitation/Renovation 2013  <b>American Institute of Architects</b> - Special Achievement Award 2013</p>	<p><b>Eco Center at Heron's Head Park</b></p> <p><b>Environmental Protection Agency</b> - National Achievement in Environmental Justice 2010</p>



## **Waterfront Building Heights**

In light of the attention generated around waterfront building heights, it is appropriate to discuss this issue in the context of waterfront urban design. Several factors are considered in determining urban form in San Francisco. The City's Urban Design Element calls for a graceful step down in height to the water, even in relatively flat areas of the waterfront. But urban design principles also recognize the value of building height and architectural design to mark important districts and transit nodes, to create stirring focal points that highlight a balanced relationship between the large scale of the open water and Bay, and the urban edge. The design, placement and configuration of buildings also should enhance public views, especially to and along the waterfront, which can be experienced serially as one walks through a city, or from key public viewpoints. Good urban design also stresses the human dimension and the importance of designs that create stimulating human activity and enjoyment.

The main focus of the Waterfront Plan was on uses of the waterfront and where these uses should be located. The height limits for most Port property at the time the Waterfront Plan was being formulated had been established in the Planning Code many years before, and for the most part addressed the concerns of participants in the process. Thus, the Waterfront Plan did not propose or establish new height limits for Port property. The Waterfront Plan recognized the value of the historic piers and bulkheads, and the corresponding need to maintain low heights in historic rehabilitation projects. The Planning Code permitted higher heights for some Port seawall lots that stepped down from taller, adjacent downtown heights or provided a transition from Rincon Hill and Telegraph Hill. The Waterfront Design and Access Element included urban design guidance regarding massing and urban form for

some areas of the waterfront, including the Northeast Waterfront. In general, building heights were seen as an element of the project design process that could be evaluated as part of the Waterfront Plan implementation process for individual projects.

As it initiates opportunities for new development projects, Port staff has often reached out to the Planning Department to provide a citywide perspective, especially as relates to urban design. This coordination also has tracked new planning and rezoning initiatives of the City that affect the context and setting for new Port development. The major undertakings to adopt plans and rezoning for Eastern Neighborhoods, Transbay Terminal Area and Rincon Hill all have influenced the Port's understanding and approach to planning new development on Port lands at Pier 70, Piers 30-32 and Seawall Lot 330. The experience and public assessment of development that has taken place as part of the Mission Bay North and South Redevelopment Plans also have provided food for thought for creating a development and open space vision for Seawall Lot 337.

In many areas of the Port, residents have welcomed height increases. The Waterfront Plan implementation process, which involves public project planning in concert with waterfront neighborhood stakeholders, enabled Port staff and residents to discuss heights, development program, parks and public benefits, and economic requirements as part of one conversation, to understand the choices and tradeoffs to arrive at a package that would be most suitable for their particular neighborhoods. Through this approach, Port staff initiated discussions with South Beach residents regarding the height of potential development on Seawall Lot 330 (a site at the foot of Rincon Hill), as part of planning for the Bryant Street Pier project. Early thinking about Rincon Hill suggested that some height would be appropriate for Seawall Lot 330, given higher building heights that were being considered for Rincon

Hill. Ultimately, a portion of the site was rezoned with neighborhood support to 220 feet to allow construction of the Watermark condominiums, with the remainder of the site stepping down to 105 feet.

In Mission Bay, prior to the Port's selection of a development partner for Seawall Lot 337 and Pier 48, residents welcomed a different urban form for the site, preferring smaller, more walkable blocks, a large public open space, and a skyline that would be distinguished from the surrounding Mission Bay neighborhood. With this feedback from its public planning workshops, the Port Commission's competitive solicitation for the site in 2007 suggested up to two slender towers up to 300 feet would be a welcome part of the development of the site. The Port's Pier 70 Preferred Master Plan included site massing analysis at 90 feet – consistent with the height of historic structures on the site – but did not make a final height recommendation because it was not apparent that 90 feet would support an economically feasible development strategy for Pier 70.

In each of these cases, Port staff has relied on a variety of inputs to formulate recommendations regarding proposed heights, including:

- discussions with neighborhood stakeholders;
- urban design deliberations with the Planning Department that factor in the surrounding context and consider San Francisco's skyline from the Bay and other reference points in the City; and
- where applicable, environmental review of proposed heights pursuant to CEQA, including analysis of shade impacts. CEQA allows a variety of different heights to be studied, presenting analysis and impacts associated with each, to provide decision-makers with optimal analysis before selecting a final height limit.



Photo credit: Flickr user Chris Murphy

The discussions about building heights in the northern waterfront have been more fraught. These discussions started with a hotel project that the Port proposed within existing zoning on the Port's Broadway seawall lots. The Port and its partner proposed a project at 65 feet within 84 foot zoning. Many residents considered the 84 foot zoning a remnant of The Embarcadero freeway, and thought a 65 foot project would be inconsistent with the scale of the Northeast Waterfront Historic District. Residents expressed similar concerns when the City rezoned private property, 8 Washington Street (a 2.5 acre site adjacent to the Port's ½ acre Seawall Lot 351), to accommodate a market rate condominium project, with a new swimming and athletic club and open space.

During consideration of the proposed Golden State Warriors pavillion at Piers 30-32, with companion mixed use development at Seawall Lot 330, many members of the public expressed strong opposition to the height of the proposed venue on the pier (which ranged from 135 feet to 125 feet in later designs). The Warriors also proposed increasing the height limit for one tower on Seawall Lot 330 to 170 feet (from 105 feet)—a proposal which drew opposition and was ultimately withdrawn in favor of a code-compliant 105 foot plan.

Local residents and environmental organizations who shared an intense concern about heights in several key instances – during the Broadway Hotel design process, the 8 Washington approval process, and during initial consideration of Piers 30-32 as a site for a Golden Gate Warriors pavilion – forged a coalition to pass Proposition B in June 2014, a measure requiring a public vote for any waterfront height increase on Port property. Proposition B has changed what was primarily a neighborhood planning discussion about appropriate heights into a Citywide discussion with statewide implications, as evidenced by the recent lawsuit that State Lands filed to challenge the measure.

Public planning for Seawall Lot 337 and Pier 70 has demonstrated a clear need to increase height limits to enable feasible redevelopment in

these areas. Potential maritime industrial uses in the Port's Southern Waterfront are also likely to require increases above existing height limits in some cases.

Port staff is still contemplating strategies for how best to incorporate neighborhood considerations, neighborhood context, the urban design judgment of the Planning Department, and the analysis afforded by CEQA in potential future rezonings of Port property now that Proposition B has been adopted by voters.

Pursuant to Proposition B, there are a number of ways voters could consider proposed height increases:

1. On a project-by-project basis, such as the Pier 70 rezoning proposed for the Waterfront Site on the November 4, 2014 ballot;
2. For distinct neighborhoods, such as Mission Bay; or
3. For broader areas of the waterfront, such as the area from Mission Creek to Pier 96.

As discussed above, building height is considered as only one element of project design and, if singled out separately from other equally important criteria, compromises the ability to foster high quality urban design. Port staff recommends a dialog with the Planning Department about how best to study and formulate height proposals, when they are needed, for the voters to consider pursuant to Proposition B.

#### Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- The City's WDAC currently has Planning Code jurisdiction to review Port projects north of Mission Creek. A similar review process should be formally extended to the Port's entire waterfront.



- A review process like that of the WDAC should be augmented with additional expertise in historic rehabilitation and other subject-matter expertise that will assist the Port as it reviews planned new neighborhoods at Pier 70 and Seawall Lot 337.
- The west side of The Embarcadero deserves design and public realm enhancements to match the level of improvements on the water-side of The Embarcadero. Similarly, the public realm connection at Lefty O'Doul's Bridge between The Embarcadero and the Blue Greenway needs to be strengthened.
- Port staff recommends a dialog with the San Francisco Planning Department about how best to study and formulate height proposals, when they are needed, for the voters to consider pursuant to Proposition B. Future measures could address height on a project-by-project basis, heights within a distinct neighborhood, or heights in broader areas of the waterfront, such as the area from Mission Creek to Pier 96. The City should be afforded an opportunity to review and comment on waterfront height limits proposed for Port property before initiative ballot measures are submitted for voter consideration. The Port Commission and the Planning Commission may wish to establish a process for such reviews. Voter-approved maximum heights should establish a maximum height envelope for future waterfront development. Subsequent environmental review and urban design analysis (conducted with input from City staff) should establish design controls to implement voter-approved height limits, which could include lower heights at designated areas, subject to final approval by City policymakers after environmental review is complete.

### ***Resiliency and Adaptation***

The Port's seawall from Aquatic Park to Pier 50 was constructed in segments from 1878 to 1926. Virtually the entire Port lies within a liquefaction zone, making Port facilities, including the seawall, prone to major seismic events. Port engineers have concluded that portions

of the seawall and the marginal wharf above it may fail in a large earthquake. Given the important role the seawall plays in providing flood protection to the City, and in protecting key City assets such as The Embarcadero and SFMTA's subway system, the Port must identify design solutions and funding to seismically strengthen the seawall.

Port staff and the public did not understand the implications for climate change to produce sea level rise at the time the Waterfront Plan was adopted, but awareness has increased dramatically since that time. Sea level rise will be a game-changer for the Port and adjoining neighborhoods over the next one hundred years. Initial Port analysis of sea level rise suggests that historic finger pier rehabilitation projects are likely to be flood-proof through 2050-60, and may be extended beyond that date through adaptive management measures. Without major waterfront interventions, such as breakwaters outboard of piers, many Port finger piers are likely to be flood prone by 2070-80. The design and construction of future waterfront improvements to protect neighborhoods adjacent to the Port over the next 30-40 years – such as raising the City's seawall – may not allow the Port to retain most (or all) of its historic pier sheds and/or bulkhead buildings.



Neighborhood-scale development proposals at both Seawall Lot 337 and Pier 70 have factored in plans to elevate portions of these sites and improve the City's shoreline edge in order to address projected sea level rise through 2100. The Port has also initiated preliminary planning efforts with BCDC to address unique areas such as Mission Creek that are likely to be prone to sea level rise first and represent a potential threat to both public and private property in the vicinity.

The Port is leading a City inter-departmental effort to examine seismic risk and conceptual design solutions to strengthen the City's 4-mile seawall. This effort will also examine potential future improvements to the seawall to address sea level rise. The Port also is working with the U.S. Army Corps of Engineers to determine whether there is a federal interest in a project to strengthen the City's seawall, which could lead to substantial federal matching funding for that project. Design efforts to address the seawall and future flood risk to areas inboard of the seawall will be ongoing for the next decade or more. These risks are reminders to the Port and public and underscore the Waterfront Plan goal to recognize that the waterfront is evolving – and that we must be mindful of its past and future.

### Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- The Port should continue seawall seismic risk and sea level rise risk assessment and planning efforts with sister City agencies and regional and federal partners, such as BCDC and the U.S. Army Corps of Engineers. The Port should work with sister City agencies to engage the public regarding design solutions to the seawall and sea level rise and make sure the public understands City efforts in this area. Continued waterfront improvements are critical to secure the shoreline and protect public and private investment in the waterfront.

- Leasing finger piers for more than 35 years without a solution to sea level rise is no longer advisable.

### ***Progress in Waterfront Subareas***

As explained in Chapter 2 of this review, the Waterfront Plan Advisory Board that developed the Waterfront Plan was a broadly representative cross-section of San Franciscans and waterfront stakeholders. The Waterfront Plan Advisory Board recognized that the Port intersects with a series of waterfront neighborhoods, each having a distinct character, setting and needs. Chapter 3 of this review provides a review of improvements, including continuing challenges and opportunities in each of the subareas identified in the Waterfront Plan: 1) Fisherman's Wharf; 2) Northeast Waterfront; 3) Ferry Building; 4) South Beach-China Basin; and 5) Southern Waterfront. Major Port advisory groups for these areas have included:

- the Fisherman's Wharf Advisory Group;
- the Northeast Waterfront Advisory Group, which also advises on Ferry Building subarea projects;
- Rincon Point-South Beach Citizen's Advisory Committee (formed by the San Francisco Redevelopment Agency);
- the Central Waterfront Advisory Group;
- the Southern Waterfront Advisory Committee;
- the Maritime Commerce Advisory Committee; and
- the Piers 30-32 Citizen's Advisory Committee (formed for the Golden State Warriors pavilion project).

As provided in the Waterfront Plan and further described in Chapter 2, Port staff has collaborated with advisory groups in each waterfront

neighborhood, both during project pre-planning to establish preferred uses for an available Port property, and after the Port Commission selects a development partner, to develop a site. Most Port properties require significant entitlement efforts, including more specific design controls for buildings and public realm improvements, environmental review pursuant to the California Environmental Quality Act (“CEQA”), and approvals from State Lands and BCDC, where applicable. Port staff and its development partners have used the Port’s advisory groups to publicly review projects during this entitlement period. This public review is augmented by BCDC design review for projects within the BCDC 100 foot shoreline band, and by design review by the WDAC for projects north of Mission Creek.

The subarea review in Chapter 3 is intended to start a dialogue about Port staff’s proposed approach to refreshing the Waterfront Plan on a subarea basis. Some of these subareas – such as the Ferry Building area and Fisherman’s Wharf – are nearly complete and require improvements at just a few locations. Others – such as Seawall Lot 337 and Pier 70 – have undergone recent, extensive public planning efforts that should be incorporated into the Waterfront Plan. Still others – notably the Northeast Waterfront and South Beach – have been the focus of recent development controversy and would benefit from renewed public planning to re-establish public consensus. In Fisherman’s Wharf, BCDC and the Port<sup>3</sup> are already at work planning additional public realm improvements with Wharf and other waterfront stakeholders.

<sup>3</sup> For more information on the BCDC-Port Planning Process, see Chapter 4A.

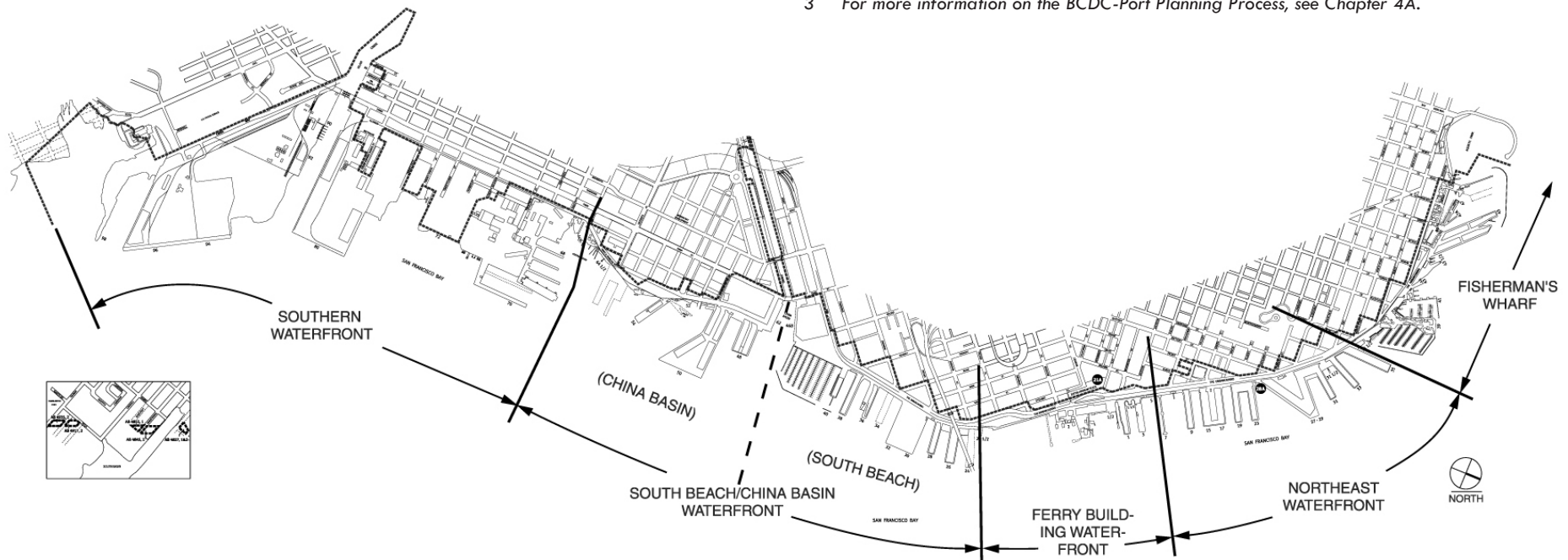




Table 1-3 below shows the variety of projects and total investment in each of the five waterfront subareas.

Chapter 3 includes details of accomplishments in each of the Port's waterfront neighborhoods, including subarea maps showing waterfront improvements made during the 17 years of the Waterfront Plan to date. A timeline summary of these accomplishments for each subarea follow Table 1-3.

#### Recommendations

In Chapter 3, Port staff includes a number of specific recommendations for the Port Commission and the public to consider for each waterfront subarea. Below, Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements.

- Port staff recommends examining the discrete context and needs of each waterfront subarea which may result in refreshing the Waterfront Plan. Future planning must balance statewide and local interests in the Port's property, and public participation in Port planning must involve a variety of waterfront interests. Subarea planning will require a different level of effort and time, depending on the subarea.
- Development projects underway should continue while subarea planning discussions occur.
- The South Beach and Northeast Waterfront neighborhoods are ready for additional, finer grain subarea planning. Port staff is pursuing subarea planning in the Fisherman's Wharf and Ferry Building areas in concert with BCDC and multiple constituents. Public planning for Seawall Lot 337 and Pier 70 has been underway for 7 years, and should continue through the environmental review process. Southern Waterfront constituents are reviewing Port staff implementation efforts to realize new maritime industrial and open space projects in the area.

**Table 1-3 Waterfront Plan Accomplishments by Sub Area**

	FISHERMAN'S WHARF	NORTHEAST WATERFRONT	FERRY BUILDING	SOUTH BEACH/ CHINA BASIN	SOUTHERN WATERFRONT	TOTAL
<b>PLANNING</b>	2	2	-	3	6	<b>13 Projects</b>
	-	-	-	-	-	-
<b>MARITIME</b>	1	4	2	2	3	<b>12 Projects</b>
	\$7,000,000	\$102,300,000	\$20,000,000	\$9,200,000	\$8,300,000	<b>\$160,800,000</b>
<b>OPEN SPACE</b>	1	3	3	5	5	<b>17 Projects</b>
	\$11,300,000	\$17,815,000	\$10,800,000	\$35,200,000	\$9,750,000	<b>\$84,865,000</b>
<b>ENGINEERING, MAINTENANCE &amp; SECURITY *</b>	3	5	1	3	2	<b>14 Projects</b>
	\$5,304,000	\$23,675,000	\$1,645,600	\$17,090,000	\$1,400,000	<b>\$47,469,000</b>
<b>ENVIRONMENTAL PROTECTION &amp; SUSTAINABILITY</b>	3	1	1	3	2	<b>10 Projects</b>
	\$3,371,100	\$5,200,000	\$1,645,600	\$3,721,100	\$7,400,000	<b>\$21,337,800</b>
<b>TRANSPORTATION</b>	2	-	-	1	4	<b>7 Projects</b>
	\$1,400,000	-	-	-	\$27,745,000	<b>\$29,145,000</b>
<b>REAL ESTATE</b>	3	2	-	3	6	<b>14 Projects</b>
	\$23,500,000	\$18,000,000	-	\$14,400,000	\$281,700,000	<b>\$337,600,000</b>
<b>DEVELOPMENT AND HISTORIC REHABILITATION</b>	-	-	4	1	1	<b>6 Projects</b>
	-	-	\$241,400,000	\$100,000,000	\$76,000,000	<b>\$417,400,000</b>
<b>UNIQUE OPPORTUNITIES</b>	-	2	-	2	-	<b>4 Projects</b>
	-	\$213,816,000	-	\$357,000,000	-	<b>\$570,816,000</b>
<b>SUBTOTAL</b>	15 Projects	19 Projects	11 Projects	23 Projects	29 Projects	<b>97 Projects</b>
	\$65,875,100	\$380,806,000	\$273,845,600	\$536,611,100	\$412,295,000	<b>\$1,669,432,800</b>
* ADDITIONAL PORTWIDE SECURITY & MAINTENANCE						<b>\$7,200,000</b>
<b>Total Investment</b>						<b>\$1,676,632,800</b>

Boudin's



Pier 43 Promenade



Jefferson Street Improvements



Capurro's



Pier 43 Arch



Chapel



Taylor Street Improvements

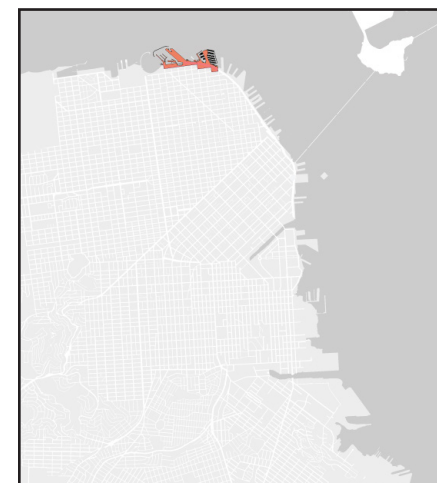


Hyde Street Fishing Harbor

## FISHERMAN'S WHARF SUBAREA ACCOMPLISHMENTS TIMELINE

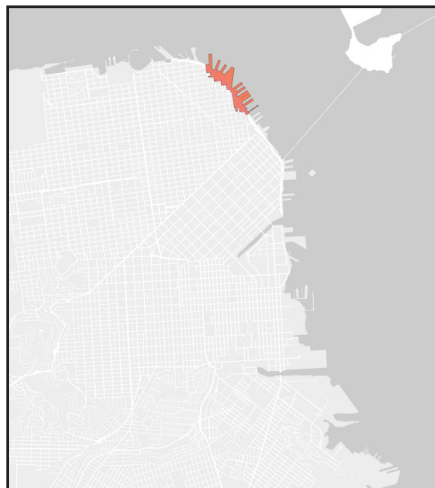
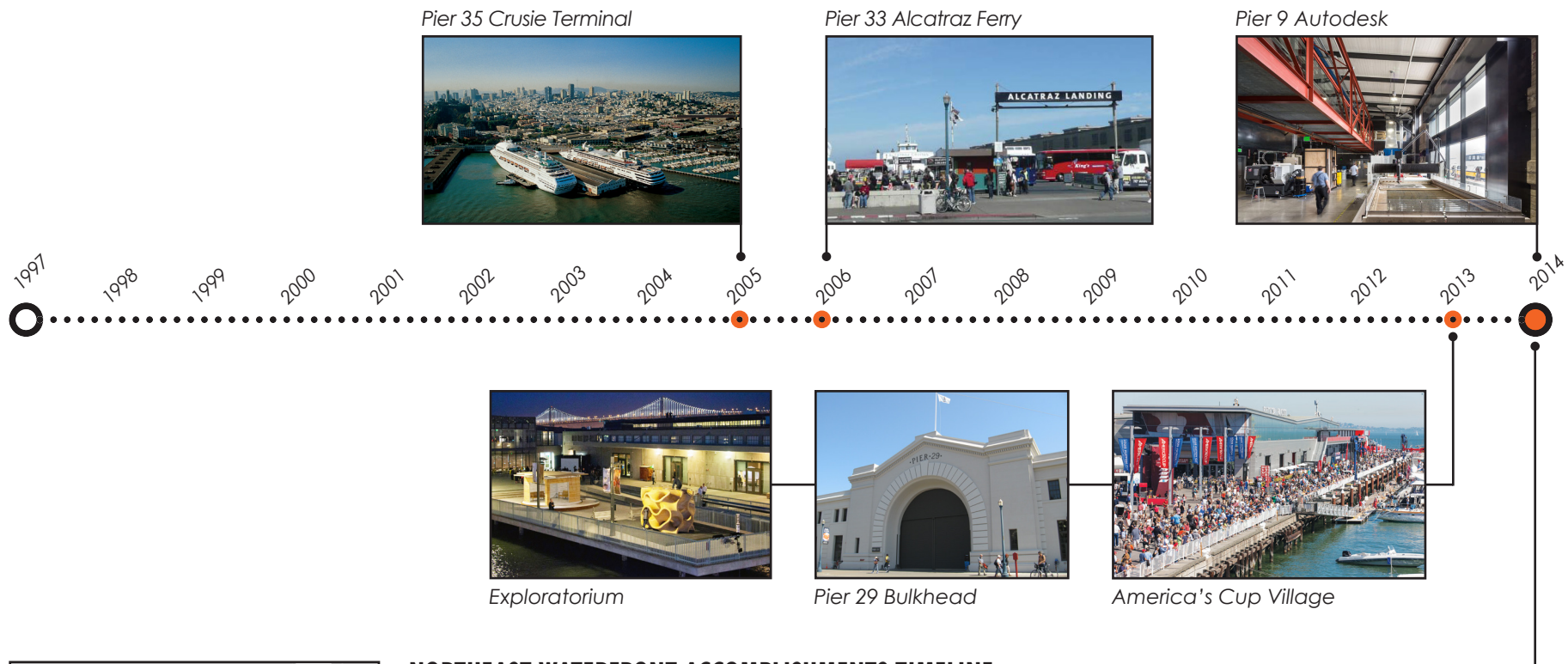
The Fisherman's Wharf Waterfront subarea extends from the swimming club docks at the east end of Aquatic Park to the east side of Pier 39. In the past 17 years, the Port has reinstated Fisherman's Wharf as a major fishing industry center on the west coast, based at Pier 45 and the Hyde Street Fishing Harbor. \$17.7 million has been invested in strategic public works and open space improvements to rebuild Taylor Street and the first phase of Jefferson Street, and create the Pier 43 Promenade. Together with substantial capital investments made by several Port tenant restaurants, and the work of the Fisherman's Wharf Community Business District, Fisherman's Wharf enjoys strong community partnerships that have provided a major facelift for this area.

*More detail about Fisherman's Wharf accomplishments and further planning efforts are provided in Chapter 3. Details on individual projects are profiled in Chapter 4.*



Fisherman's Wharf Subarea Boundary





Northeast Waterfront Subarea Boundary

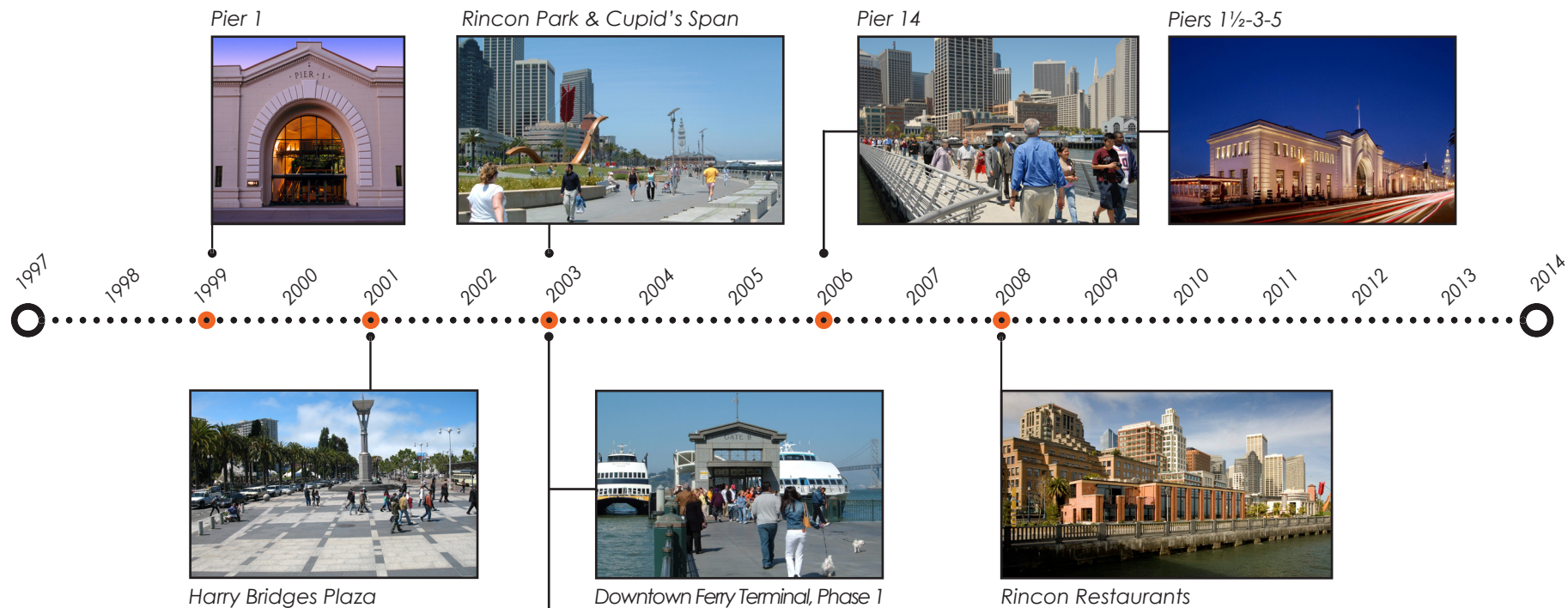
## NORTHEAST WATERFRONT ACCOMPLISHMENTS TIMELINE

The Northeast Waterfront subarea extends from Pier 35 to Pier 7. The Waterfront Plan anticipated that cargo and maritime industrial uses still present in 1997 would relocate given changes in the larger area to mixed residential and office uses. This has been borne out as witnessed by the rehabilitation of Pier 15-17 to provide a new home for The Exploratorium, and the James R. Herman Cruise Terminal and Park, due to open at Pier 27 in September 2014. Other activities, including the 34th America's Cup have attracted growing numbers of people to this part of the waterfront for recreational enjoyment. The historic sheds and bulkhead buildings located between Pier 35 to Pier 9 are the richest segment of the Embarcadero Historic District. Port efforts are now focused on ways to provide public-friendly uses in some of these structures vacated by the America's Cup festivities.

*More detail about Northeast Waterfront subarea accomplishments and further planning efforts are provided in Chapter 3. Details on individual projects are profiled in Chapter 4.*



Pier 27 Cruise Ship Terminal

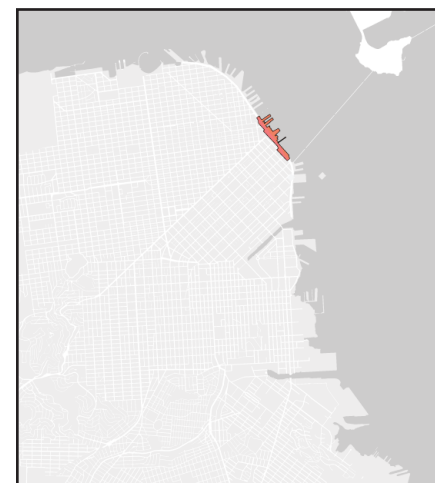


Ferry Building Restoration

### FERRY BUILDING SUBAREA ACCOMPLISHMENTS TIMELINE

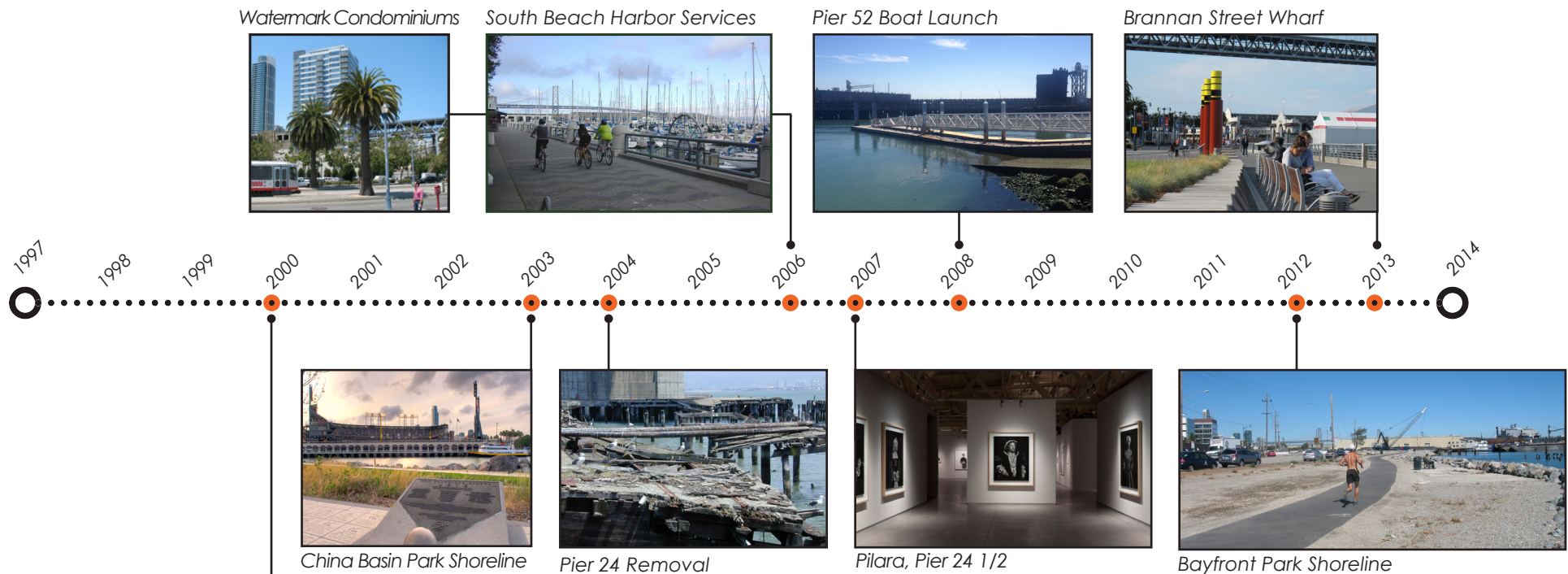
The Ferry Building Waterfront subarea extends from the Pier 5 bulkhead building to Rincon Park. The transformation of this subarea is one of the Port's proudest achievements. As masterful as the vision and skill of the Port's development partners, the historic rehabilitation of the Ferry Building, Pier 1 and Piers 1-1/2, 3, 5 is not solely an architectural success. These projects, together with the expansion of ferry landings at the Downtown Ferry Terminal and the creation of Pier 14 public access pier and Rincon Park, have created a homecoming of sorts. The Ferry Building has become San Francisco's new living room, where San Franciscans, commuters and visitors from around the world are all welcome. Ongoing efforts include work with BCDC to identify additional public benefits, in sync with expansion of ferry facilities sponsored by the Water Emergency Transit Agency.

*More detail about the Ferry Building Waterfront subarea accomplishments and further planning efforts are provided in Chapter 3. Details on individual projects are profiled in Chapter 4.*



Ferry Building Subarea Boundary



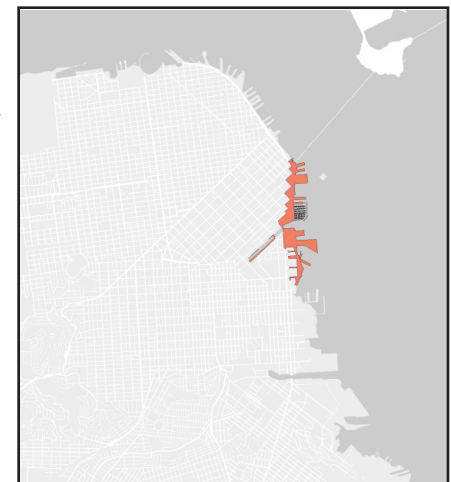


AT&T Park

### SOUTH BEACH / CHINA BASIN SUBAREA ACCOMPLISHMENTS TIMELINE

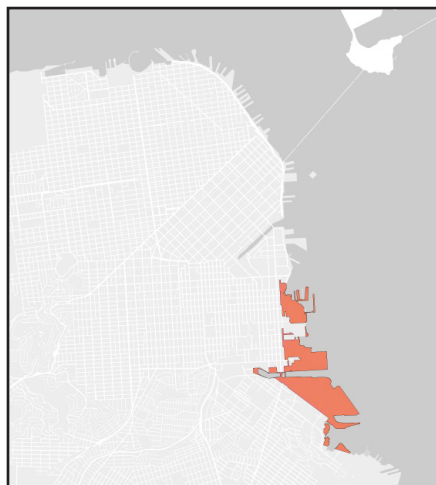
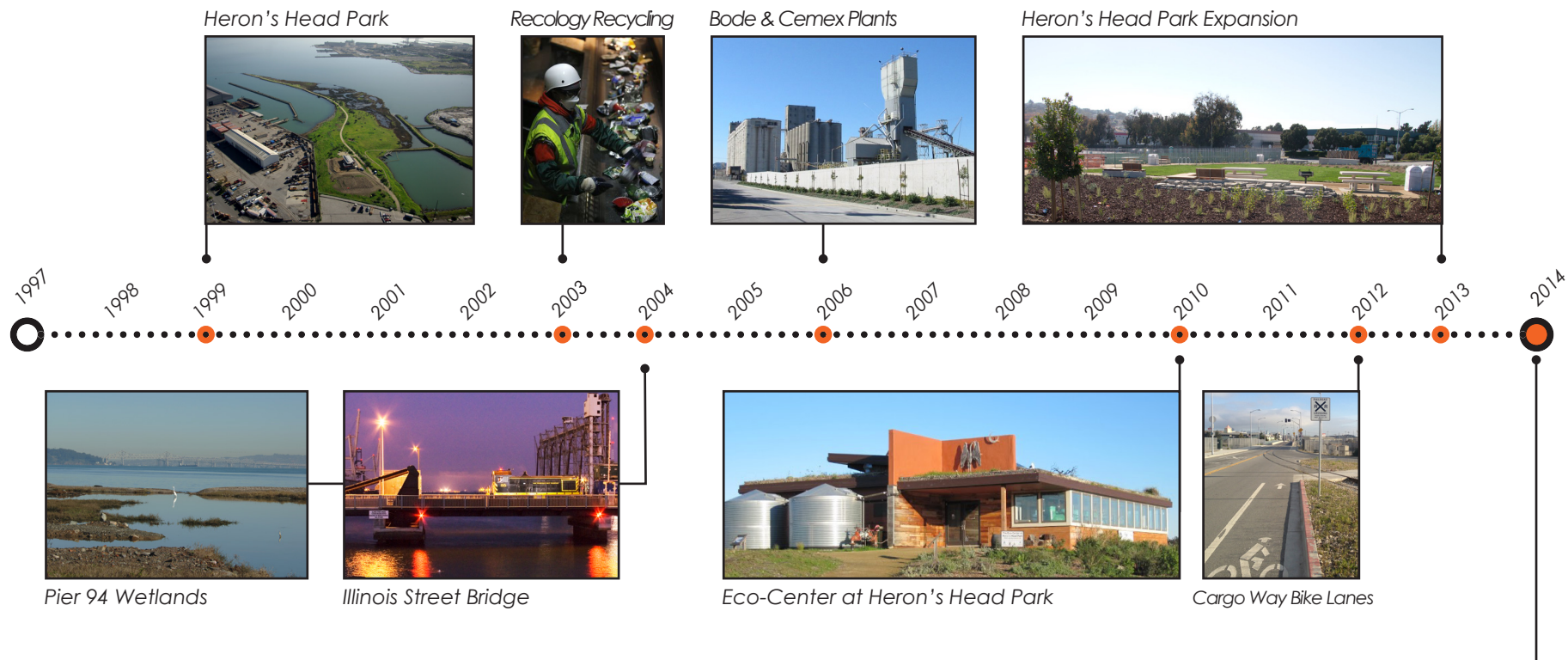
The South Beach/China Basin Waterfront subarea spans China Basin Channel, extending from the Pier 22-1/2 Fireboat Station through Mission Bay to Mariposa Street. Voter approval and construction of AT&T Ballpark, together with new developments in the upland Rincon Hill, South Beach and Mission Bay neighborhoods elevated the profile and desirability of this part of the waterfront. While pier removals and new waterfront public open spaces such as Brannan Street Wharf have improved public access to the Bay, the high cost of seismic and repairs have challenged development projects and the Port's ability to preserve historic piers. Significant community planning efforts have been invested in creating the Blue Greenway, and to define a vision and development strategy for Seawall Lot 337, a development project now underway by the San Francisco Giants that includes major new public parks and historic rehabilitation of Pier 48.

*More detail about the South Beach/China Basin subarea accomplishments and further planning efforts are provided in Chapter 3. Details on individual projects are profiled in Chapter 4.*



South Beach / China Basin Subarea Boundary





Southern Waterfront Subarea Boundary

## SOUTHERN WATERFRONT ACCOMPLISHMENTS TIMELINE

The Southern Waterfront extends from Mariposa Street to India Basin in Bayview Hunters Point. The Southern Waterfront remains the home of the Port's ship repair and cargo maritime industries. The Port has worked closely with the Southern Waterfront Advisory Committee and Maritime Commerce Advisory Committee to define bulk cargo and other business opportunities to further eco-industrial development that has taken place over the past 17 years. At the same time, major City plans and initiatives have provided direction for increasing public open space and water recreational access. The Blue Greenway Planning and Design Guidelines are guiding \$39.5 million in GO Bond fund investments to develop 11 acres of new open space and amenities on Port lands. This includes Crane Cove Park, a major shoreline open space envisioned as part of the Pier 70 Preferred Master Plan and Union Iron Works Historic District at Pier 70.

*More detail about the Southern Waterfront subarea accomplishments and further planning efforts are provided in Chapter 3. Details on individual projects are profiled in Chapter 4.*



Bayview Rise

## **Public Process**

The implementation section of the Waterfront Plan established a process to work with the community to develop a shared vision of uses for development project opportunities prior to competitive bidding to choose to a development partner. The process calls for creation of advisory groups appointed by the Port Director. The Port initially created advisory groups on a project-by-project basis. Those groups eventually evolved into standing committees for the five Waterfront Plan subareas described above.

These groups have included volunteers with a variety of expertise and skills, including maritime, historic rehabilitation and neighborhood representatives, who have helped shape the successes described above and who also participated in the debates that have occurred. The Port has hosted literally hundreds of such advisory group meetings, all open to the public, in every area of the waterfront since 1997.

These advisory forums have provided the public with an opportunity to interface with Port staff and development partners. Chapter 4 of this review provides an overview of Port mixed use development efforts and unique opportunities that succeeded and were built, and more detailed analysis and lessons learned from those projects that did not go forward. These experiences reflect a new reality about the level of public interest in the Port that indicates the need for broader citywide engagement.

In anticipation of developing major sites, including Port efforts to create new neighborhoods at Seawall Lot 337 in Mission Bay and at Pier 70, the Port augments advisory group efforts with public planning processes to develop site uses, open space objectives and design criteria. In both cases, Seawall Lot 337 and Pier 70 will involve construction of whole new public infrastructure systems, and multiple phases of new

development. Port staff worked with members of the public and other waterfront constituents to develop a shared consensus and vision for these former industrial sites before offering the sites for development through a competitive solicitation. The Port's development partners at both locations subsequently engaged robust public outreach as they refined development plans for these new neighborhoods.

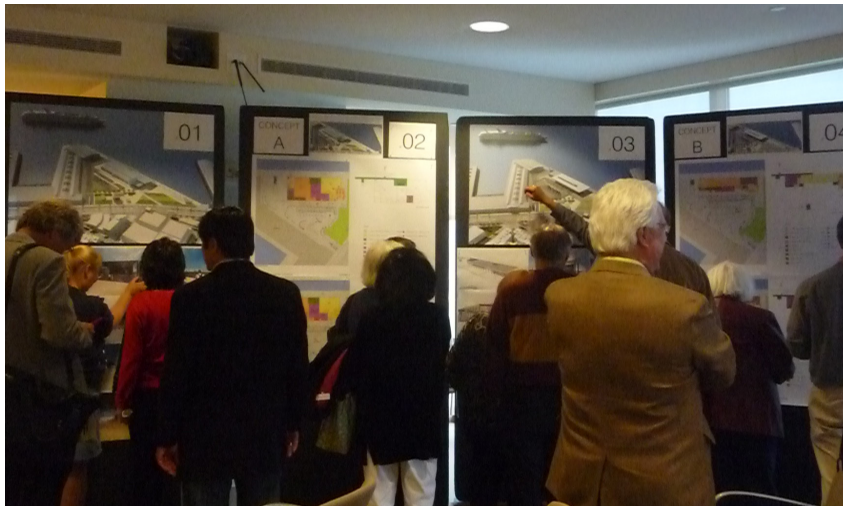
As the Port hosted these planning workshops and meetings, often at Port offices, but sometimes in local neighborhoods, growth and development along the waterfront increased public focus and attention on the Port. Groups and individuals, who previously had not participated in these meetings and planning workshops due to lack of time or because they did not know that they were happening, expressed interest in waterfront planning and development. Controversy often gains more sustained attention than the success of project openings, with the result that most residents hear about the Port when there is a significant debate about development.

As further described in Chapter 4, the Waterfront Plan did not anticipate the number and diversity of unique development opportunities – projects that cannot by their nature be competitively bid – at the Port. The Waterfront Plan does not articulate a process by which these opportunities should engage public review. By definition, these opportunities present themselves without an opportunity to conduct a public bid and subsequent evaluation process.

As a result, several of these opportunities, such as AT&T Ballpark and the Exploratorium, were constructed, but a number of proposals were not developed, including the International Museum of Women, the 34th America's Cup long-term development proposal, and the proposed Golden State Warriors pavilion on Piers 30-32. The Port Commission should consider a clearly articulated public process by which unique but

highly desirable projects – which cannot be competitively bid – can be considered for available Port property.

As suggested in the Urban Design discussion above, Port staff recommends a dialog with the Planning Department about how best to study and formulate height proposals, when they are needed, for the voters to consider pursuant to Proposition B. Final decisions about the heights presented to voters should be made pursuant to a process that City staff and policymakers control. In formulating future ballot measures to comply with Proposition B, policymakers may wish to engage voters on a fuller range of issues than height alone. In the experience of Port staff, open space, affordable housing, sustainability, economic access and transportation access are issues that have resonated with waterfront constituents as important considerations for development of the Port.



In response to Proposition B, Port staff is contemplating different methods for augmenting its waterfront advisory group deliberations with citywide outreach to inform important decisions about the Port. Port staff welcomes suggestions for how to provide access and a voice to those who do not attend planning workshops.

In July 2014, State Lands filed a lawsuit against the City and County of San Francisco requesting that the courts enjoin San Francisco from enforcing Proposition B, based on the legal argument that the State of California conveyed Port property to the City to manage on behalf of the people of the State and, through the 1968 Burton Act and Transfer Agreements, directed the City to manage the Port by and through the Port Commission. The lawsuit argues that Proposition B, by leaving decisions about maximum heights of new development on Port property exclusively to San Francisco voters, excludes the Port Commission – and by extension the California State Lands Commission – from zoning decisions about property held in trust for people of the state. The City Attorney is defending Proposition B from this legal challenge.

This Waterfront Plan review does not attempt any legal judgment about the validity of Proposition B or the lawsuit against it by the State Lands. Port staff offers the observation that residents and stakeholders have been involved in planning for Seawall Lot 337 in Mission Bay and Pier 70 for seven years. Given this level of effort, and the strong support that the process has revealed for development at both sites, more detailed project planning, including environmental review pursuant to CEQA, should continue in these areas, followed by implementation of the first phase of development in these neighborhoods. Extended litigation over Proposition B could, unfortunately, delay these important Port projects.



## Recommendations

Port staff offers the following high level recommendations for use in guiding the next generation of waterfront improvements:

- The Port's local community waterfront advisory group discussions should be augmented with citywide outreach to inform important decisions about the Port. Port staff welcomes suggestions for how to provide access and a voice to those who do not attend planning workshops.
- The Port Commission should consider a clearly articulated process by which unique but highly desirable projects — which cannot be competitively bid — can be considered for available Port property.
- Policymakers may wish to engage voters on a fuller range of issues than height alone. In the experience of Port staff, open space, affordable housing, historic preservation, sustainability, economic access and transportation access are issues that have resonated with waterfront constituents as important considerations for development of the Port.
- The City, State Lands and the original proponents of Proposition B should explore ways to resolve the legal controversy regarding Proposition B in an expedited manner.

## CONCLUSIONS

This review of the Waterfront Plan is provided by Port staff to enable the public, the Port Commission, the City and the Port's regulators to collectively craft a path for the Waterfront Plan that will be a bridge to future successes equal to those the Waterfront Plan has guided over the past 17 years.

Today, San Francisco is more united with its waterfront than it has ever been, with greater and more diverse uses drawing people to the Bay's edge than Waterfront Plan Advisory Board members could have hoped for in 1997. This renewed waterfront is no simple accomplishment, having required a balancing of interests through each step of the way. Consider for a moment one of our waterfront's most distinguishing characteristics and one of its greatest challenges: industry, commerce and residential neighbors all existing in a harmony of contrasts. Today, a South Beach resident might walk from her home to attend a San Francisco Giants game, and between innings, watch from her seat as one of the largest ships in the world is lifted out of the water for repair at the Port's Pier 70 shipyard.

This waterfront unity has come by way of a clear-eyed focus on the Waterfront Plan's goals: *A Working Waterfront, A Revitalized Port, Diversity of Activities and People, Access Along the Waterfront, An Evolving Waterfront, Mindful of its Past and Future, Urban Design Worthy of the Waterfront Setting, and Economic Access that Reflects San Francisco's Diversity.*

The Waterfront Plan has guided over \$1.6 billion in public and private dollars since 1997. More than 63 acres of waterfront open space, including 20 new parks and open space improvements, have been constructed since 1997, consistent with the goals of the Waterfront

Design and Access Element. The Blue-Greenway Plan creates the connective tissue to the Southern Waterfront for the public to appreciate the entire Port. Nineteen Port historic resources have been fully or partially rehabilitated consistent with federal or local historic standards and expectations. Seven derelict piers and wharves have been removed from the Bay (removal of Pier 64 is in progress). Just over one million square feet of new development has been completed in addition to AT&T Ballpark and 134 condominium units at the Watermark. Up to 6.3 million square feet of new residential and commercial development and 22 new acres of waterfront open space is planned in a series of efforts that will be as transformative of the Port's central and southern waterfront as the changes in the northern waterfront and Ferry Building area.

With all of this change, the Port remains a working waterfront, dedicated to promoting Bay access to all of its maritime users. Ship repair at Pier 70 is thriving in a way not seen during the past several decades. The Port has realized its vision of a new cruise terminal and is witnessing a record number of cruise calls. Cargo interest in the Port's southern waterfront for cargoes such as cars and iron ore is strong. Use of the Port's Foreign Trade Zone No. 3 has experienced a surge in volume not seen since WWII. The diversity of recreational activities on the Bay has greatly expanded, and the Port has built or is planning new facilities to support this access Portwide.

While the successes are many, the Waterfront Plan is a living document that must strive to improve and adapt. This report seeks to surface new ideas and concepts that might be woven into revisions and improvements to the Waterfront Land Use Plan. The Port staff analysis in this report grapples with the highest level set of issues, including uses of the port area, historic rehabilitation, open space, waterfront development, urban design, transportation, sea level rise and public process, including preliminary recommendations in each of these areas. These recom-

mendations are collected along with other report recommendations in Exhibit A at the end of this report. These recommendations are offered to the public, the Port Commission, the Board of Supervisors and the Mayor in the spirit of keeping the Waterfront Plan as relevant today as it was when it was adopted, and responsive enough to successfully guide the next generation of waterfront improvements.

The Port has enjoyed strong public participation in all phases of waterfront planning and implementation. Port staff also appreciates the thoughtful engagement and care given to Port waterfront improvement projects by the Port's regulatory partners, including State Lands and BCDP. Over the past 17 years everyone, including the Port, has learned so much from the experience of implementing projects to date, including the need for public as well as private capital to support waterfront upkeep and improvement. Port staff is constantly surprised by the creative and dynamic energy of the Port's development partners and tenants to respond to the promise and challenge of waterfront development.

On the largest scale, Port staff has looked to the shaping of entirely new neighborhoods. For the past seven years, Port staff has enjoyed discrete and detailed planning efforts with sister City agencies including the Planning Department, the Office of Economic and Workforce Development, the City Attorney and the San Francisco Municipal Transportation Agency to create new neighborhoods at Seawall 337 in Mission Bay and at Pier 70. Port staff is confident that planning for these areas will bring welcome enhancements benefitting not just the immediate area but also the broader San Francisco public and the region. Pier 70 is already being revealed to San Francisco residents and will begin to emerge as a new neighborhood in 2016.

In the view of Port staff, the accomplishments highlighted in this review confirm that the flexibility and site-specific planning implementation process provided in the Waterfront Plan continue to be relevant. The bones of the Waterfront Plan are strong, but the details of the Plan need to be refreshed through subarea planning efforts in a few key areas. This waterfront neighborhood planning effort needs to balance statewide and local interests, and will benefit from the participation of State Lands and BCDC.

The Port is a unique organization that plans, delivers and operates waterfront improvements in a variety of ways: through public-private partnerships to develop Port property, real estate and maritime leasing that often involves substantial private investment in Port facilities, and publicly-funded public works projects led by Port staff. The Port enjoys a diverse staff and Commission, with a hands-on approach to improving the waterfront and broad-ranging skills for the job, including engineering, real estate, maritime, finance, planning, development,

maintenance, and security expertise. Port staff is grateful to work in such a beautiful setting, and to work on such unique challenges.

The Port accomplishments over the past 17 years, delivered by development and through the Port's own efforts, are a testimony to the vision of the Waterfront Plan Advisory Board. Staff is indebted to the Waterfront Plan Advisory Board and to their heirs, the Port's advisory groups that serve the Port and public today. The quality, diversity and breadth of these accomplishments, the amount of public and private investment in the port area, and the thousands of hours of community volunteer hours spent guiding Port development leave no doubt that the Waterfront Plan has been a success. The crowds that are drawn to The Embarcadero each weekend and during Fleet Week or on Sunday Streets are an affirmative vote validating this success.







## CHAPTER 2 THE WATERFRONT LAND USE PLAN & THE PORT 10-YEAR CAPITAL PLAN

### OVERVIEW

In 1990, San Francisco voters approved Proposition H, requiring the Port of San Francisco to produce a “waterfront land use plan” to guide development on Port piers and facilities closest to the Bay. The Port convened a Waterfront Plan Advisory Board, appointed by the Mayor, Board of Supervisors, and Port Commission, which went beyond Proposition H to produce a comprehensive plan for all properties owned by the Port. Since its approval by the Port Commission in 1997, the Waterfront Land Use Plan (Waterfront Plan) has been amended occasionally, most recently in 2009.

When the Waterfront Plan was being developed, the Port did not have an established approach for maintaining a capital plan, and thus consideration of deferred maintenance and financial implications of the Waterfront Plan could be only roughly estimated. In 2006, the Port developed a 10-Year Capital Plan which, for the first time, provided a comprehensive profile of Port capital needs. Updated annually, the Capital Plan has continued to improve the quality of its estimation of facility condition, needs and rehabilitation costs. Today, the Capital Plan provides strategic focus for the Port’s capital investments, guided by the Waterfront Plan. The Capital Plan provides an assessment of the Port’s capital needs, the investment required to meet those needs, and a plan to finance a portion of them.

While the Waterfront Land Use Plan is amended infrequently, its companion document, the 10 Year Capital Plan, is updated annually and in multiple public forums. As such, opportunities for public engagement with the Port's strategic planning are many. Distinct from the Port's Capital Plan, in 2005, the Board of Supervisors, in Administrative Code section 3.20, mandated the creation of a City-wide ten-year capital plan. The Port's Capital Plan, as with other City department plans, folds into this document. Each year, following approval by the Port Commission, the Port's Capital Plan is submitted to the City's Capital Planning Committee, a public hearing, for inclusion in the City plan. The Capital Planning Committee reviews and recommends the City plan to the City Administrator who in turn submits the City's plan to the Mayor and the Board of Supervisors. While, in 2011, the City's Capital Planning Committee changed the requirement for annual production of a 10-year capital plan to a biennial requirement, the Port continues to produce the Capital Plan annually for the Port Commission, allowing for maximum public engagement.

Public attendance and commentary at open meetings regarding the Port and City 10-Year Capital Plans have traditionally been light. The Port would like to change this dynamic, and increase the level of public involvement in these processes to increase public understanding of the Port's investments to improve the waterfront.

## THE WATERFRONT LAND USE PLAN

The Waterfront Plan governs long-term use for maritime, commercial, recreational and environmental purposes, with limited areas for residential use, and sets policies for interim, short term uses. The Plan includes a Waterfront Design & Access Element, providing policy direction for urban design and public access, historic preservation and creation of a waterfront open space network along the Port of San Francisco waterfront. As required by Proposition H, the Waterfront Plan defines "acceptable" and "unacceptable" uses. Proposition H also banned the development of hotels on piers. The Waterfront Plan can be found on the Port's website: <http://sfport.com/index.aspx?page=199>



Photo credit: Dave Rauenbuehler

*Diversity on the waterfront: Drydock with AT&T Park in the background*



The call of the Waterfront Plan is to Reunite San Francisco with its Waterfront, guided by the following goals:

- **A Working Waterfront** - Reserve lands to meet current and future maritime needs
- **A Revitalized Port** — New investment for waterfront revitalization, new jobs, revenues and public amenities benefitting the Port, City and State of California
- **Diversity of Activities and People** — A diverse array of maritime, commercial, entertainment, civic, open space, recreation activities for San Franciscans and visitors
- **Access Along the Waterfront** — A network of parks, plazas, walkways and open spaces, integrated with transportation improvements to improve public access and enjoyment
- **An Evolving Waterfront, Mindful of its Past and Future** — Respecting and enhancing the waterfront's historic character, while also creating new opportunities
- **Urban Design Worthy of the Waterfront Setting** — Highlighting visual and physical access to the Bay and respecting the waterfront's history and adjacent neighborhoods and districts
- **Economic Access that Reflects San Francisco's Diversity** — Economic opportunities to persons of both sexes, cultures and ethnicities



*A working waterfront: Bar Pilots at Pier 9*

The Waterfront Plan establishes Port-wide policies as well as site-specific policies for its properties, divided into five geographic subareas:

1. Fisherman's Wharf (Hyde Street Pier to Pier 35);
2. Northeast Waterfront (Pier 35 to Pier 7);
3. Ferry Building (Pier 7 to Rincon Park);
4. South Beach-China Basin (Pier 22-½ to Mariposa Street at the south end of Mission Bay); and
5. Southern Waterfront (Mariposa Street to Pier 98/Heron's Head Park).

The planning process gave first consideration to the land and operational needs of the Port's maritime industries. With 10 different maritime and water-dependent industries, San Francisco has one of the most diverse maritime portfolios in the country, each with industry-specific needs. Once the maritime land requirements had been accounted for, the Waterfront Plan Advisory Board turned its attention to desirable commercial, recreational and other uses that would knit the waterfront together with the City.

Land use controls for Port-owned property were crafted to complement the various upland neighborhoods and districts adjacent to the Port, to provide an attractive transition from the City to the Bay. The waterfront passes through some of San Francisco's most colorful neighborhoods,

which help to imbue waterfront improvements with their own unique character. These waterfront neighborhoods are bound together by a comprehensive network of waterfront public access and open spaces, set by policies of the Waterfront Plan and the BCDC Special Area Plan. The Waterfront Plan also identifies 10 Waterfront Mixed Use Opportunity Zones on specified piers and upland seawall lots where complementary development is directed to provide a mix of maritime, commercial and public-friendly uses and additional public access.

Given the relationships between the waterfront, neighborhoods and broader City needs, the San Francisco Planning Department was integrally involved in developing the Waterfront Plan. In particular, Planning Department urban design staff assisted in the development of



*Public access as part of Pier 1 historic rehabilitation*

the Waterfront Design & Access Element of the Waterfront Plan (Design & Access Element). The Design & Access Element sets the policy framework for the waterfront open space network, historic preservation, urban form and architectural values and guidelines.

The Port Commission's approval of the Waterfront Plan in 1997 led to related actions by the San Francisco Planning Commission and Board of Supervisors in 1998 to update the San Francisco General Plan, and amend the San Francisco Planning Code and Zoning Map to align Port and City land use policies and to establish the City's design review process for Port development projects.

Two years later, following a similar program of work by staff of the Port and BCDC, the Port Commission and BCDC each approved amendments in 2000 to the Waterfront Plan and the Special Area Plan. These actions aligned City, Port and BCDC waterfront policies. The use and development of Port property also is subject to oversight by the California State Lands Commission (State Lands) to ensure that Port development is consistent with the Burton Act and Public Trust Doctrine.

## WHAT IS THE PUBLIC TRUST DOCTRINE?

Upon admission to the United States, California received title to its sovereign tidelands, submerged lands and beds of navigable lakes and rivers within its borders to be held subject to the public trust. With its roots in Roman Law, the public trust doctrine establishes that California holds its "sovereign lands" in trust for public purposes, to promote maritime commerce, navigation and fisheries.

In 1968, the State Legislature enacted the Burton Act authorizing a grant of approximately 7½ miles of the State's sovereign lands along the San Francisco waterfront to the City, as memorialized in a Transfer Agree-

ment. Under the Burton Act, the City, acting through its Port Commission, holds such property in trust for the people of California. According to State Lands' Public Trust Policy:

"Uses of trust lands, whether granted to a local agency or administered by the State directly, are generally limited to those that are water dependent or related, and include commerce, fisheries and navigation, environmental preservation and recreation. Public trust uses include, among others, ports, marinas, docks and wharves, buoys, hunting, commercial and sport fishing, bathing, swimming and boating. Public trust lands may also be kept in their natural state for habitat, wildlife refuges, scientific study, or open space. Ancillary or incidental uses, that is, uses that directly promote trust uses, are directly supportive and necessary for trust uses, or that accommodate the public's enjoyment of trust lands, are also permitted."

Since public trust lands are held in trust for the people of California, restaurants, hotels, and visitor-serving retail have been recognized as appropriate trust uses that further public enjoyment of waterfront areas. Generally, local-serving uses (such as a grocery store) that do not require a waterfront location and private uses (such as housing) are prohibited on public trust property absent state legislation that recognizes exceptions to these principles are appropriate. For short-term, interim use leases (usually less than 10 years), greater land use flexibility is provided. Non-trust uses such as office, non-maritime warehouse storage and light industrial uses are allowed as interim uses, as long as they do not substantially inhibit or preclude use of the facility for a public trust use.

Long-term development projects undergo detailed and rigorous review by the Port and State Lands to determine whether, taken together, the



mix of land uses, design, public access and open space are consistent with public trust principles. BCDC must also find Port projects consistent with the public trust prior to issuing Major Permits pursuant to the Special Area Plan. BCDC has typically relied on State Lands to provide the analysis to support such findings, but BCDC can render its own judgment on public trust consistency.

AT&T Park, the Ferry Building, Pier 1 and other mixed use development and historic rehabilitation projects that have been implemented over the past 15 years each were ultimately found by State Lands, in consultation with the California Attorney General, to be consistent with the public trust. State Lands reviews have not only examined a project's development use program, but also taken into account other factors in making their trust consistency determinations, including project design, preservation of historic maritime structures, degree of public access to, and recreational enjoyment of, the waterfront. Certain projects have sought state trust legislation, where the Port and State Lands defer to the State Legislature to make the ultimate determination of whether a project is consistent with the public trust, including any terms or requirements in support of the determination. In other cases, such as the Watermark condominium development at Seawall Lot 330 and Pier 70, the Port has worked with State Lands to craft state legislation enabling an exchange of the public trust, whereby the public trust is extinguished on some lands that are cut off from the water to allow non-trust development and is impressed on other lands with greater value to the public trust – usually meaning that the lands receiving the trust are closer to the water's edge.

## AN URBAN WATERFRONT

As reflected in the Waterfront Plan's core goals above, there is a recognition and embrace of creating an urban waterfront, a place where the public can encounter an evolving mix of uses, attractions and points of interest that reflect San Francisco's diverse and eclectic character. There

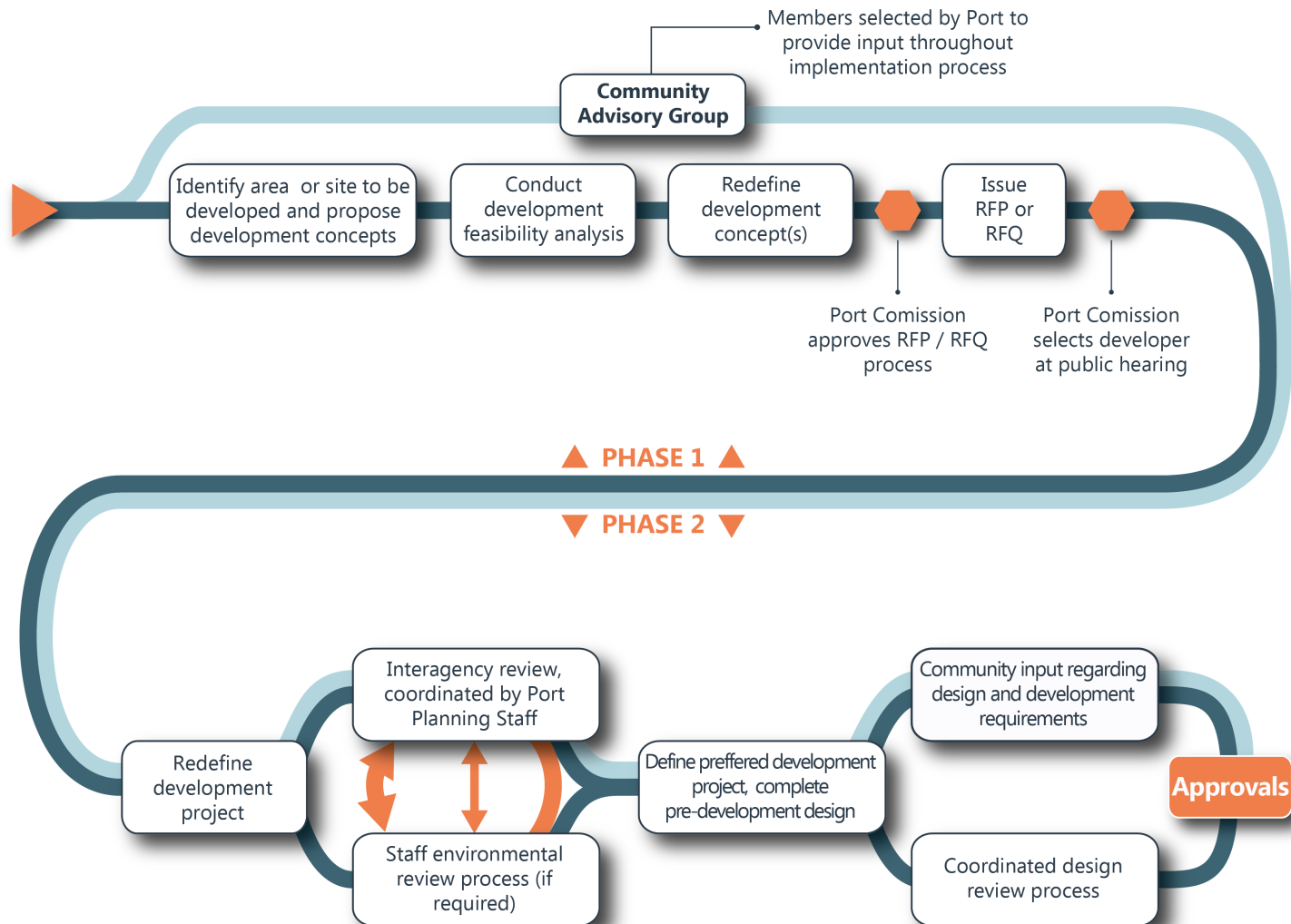


*An urban waterfront, a place where the public can encounter an evolving mix of uses, attractions and points of interest that reflect San Francisco's diverse and eclectic character*

**Figure 2-1**

The Waterfront Plan Advisory Board recommended, and the Port Commission approved, the inclusion of a site-specific development process for major projects in the Waterfront Plan.

## WATERFRONT PLAN IMPLEMENTATION PROCESS



was broad recognition then as there is now that the character and mix of uses in development projects should not be formulaic. The Waterfront Plan was never intended to be prescriptive, with pre-designated uses for specific projects. Instead, the Waterfront Plan Advisory Board believed that each Port property should have a menu of possible “Acceptable Uses” (as required by Proposition H), and that the use program and character of each individual project should be defined through a public engagement process that includes the Port Commission, public stakeholders and government agencies to address the public desires and needs of the time.

Accordingly, the Waterfront Plan Advisory Board recommended, and the Port Commission approved, the inclusion of a site-specific development process for major projects in the Waterfront Plan. This process calls for the creation of community advisory groups appointed by the Port Director to provide a forum for broad stakeholder input prior to soliciting development proposals. Figure 2-1 is a flowchart of the Waterfront Plan’s site-specific development process. The Port has followed this process for the majority of the major waterfront development projects reviewed in this report, which are individually profiled in Chapter 4.

Over the last 15 years, San Francisco and much of its waterfront have been reunited. The Port waterfront has become an important public resource for the City and the Bay Area at large, as well as for the State. While Port maritime and industry were historically the City’s economic driver, today the roles are often reversed. Increasingly, the Port’s resources must be shared to address maritime investment and public demand for other public improvements and priorities. This has created a colorful palette of activities that make San Francisco’s waterfront dynamic and a unique public experience for locals and visitors alike. Chapter 3 highlights the Waterfront Plan’s objectives and properties within each of the Port’s five geographic subareas; the Acceptable Uses; and a map of the various projects and improvements that have occurred in each subarea.

The Port and City are indebted to the members of the Waterfront Plan Advisory Board, whose thoughtful engagement and civic dedication produced a vision that still endures, to provide a great urban waterfront for San Francisco.

Robert Tufts, Chair	George Romero
Kermit Boston	Nan Roth
Arthur Bruzzone	Marina Secchitano
Anne Marie Cervantes	Paul Sedway
Denise Conley	Bob Tibbits
James Eschen	Julia Viera
Patrick Flanagan	Tom Walker
Michael Gallette	Jay Wallace
Lester Gee	Esther “b” Woeste
Robert Hagedorn	Sue Bierman
Carl Hanson	Robin Chiang
Toby Levine	Dennis Herrera
Denise McCarthy	Brian McWilliams
Richard Millet	Jack Morrison
George Mix	Curt Rodby
Jane Morrison	Emily Rodriguez
Stan Moy	Jack Scott
Peter Moylan	



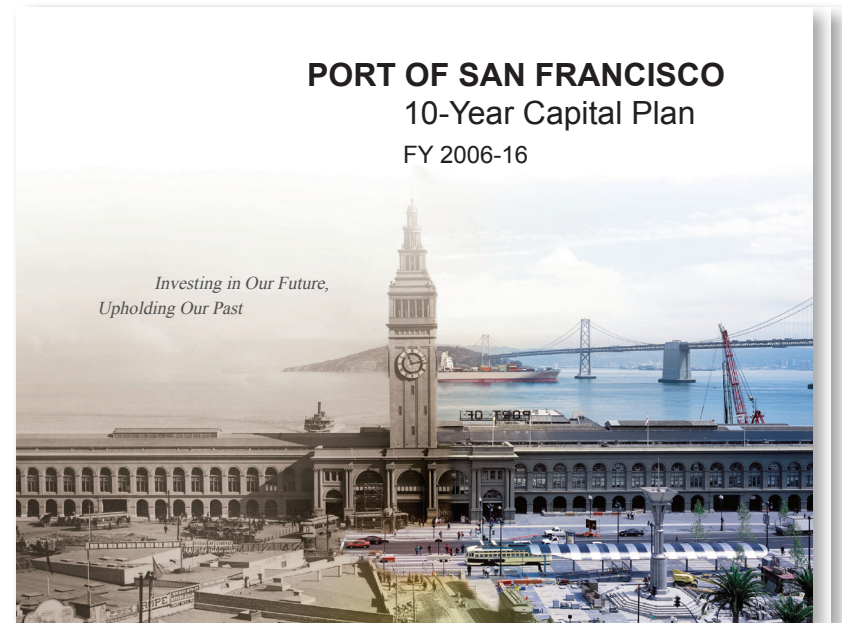
## PORT OF SAN FRANCISCO 10-YEAR CAPITAL PLAN

Along with the Waterfront Land Use Plan, the Port's 10-Year Capital Plan serves as a statement of the Port's values. It is both a strategic planning document, and a reference document, cataloguing the Port's estimated capital need, by facility. It looks toward future sources of funding, long term, and engages a process that evaluates projects for allocation of scarce funding for each two-year capital budget cycle. Each year, project by project, the Port reviews candidate projects, scoring them based on established criteria that take into account public safety, the regulatory environment, financial impacts and consistency with the Port's mission. The scores generated by this process then suggest a list of Port capital projects, prioritized by score, as candidates for funding.

The results of the latest capital planning process, Port's FY 2015-2024 Capital Plan, can be found on the Port's website: <http://sfport.com/index.aspx?page=1545>.

The current Capital Plan identifies a total need of just over \$1.59 billion over the ten-year period, primarily for deferred maintenance and sub-system renewal work required on Port facilities. This \$1.59 billion need is shown in Figure 2-2 and includes:

- Estimated \$544.0 million for capital renewal, which represents the amount needed over the next ten years to maintain facilities in a "state-of-good-repair";
- Estimated \$613.4 million backlog for deferred maintenance and repair of existing facilities; and
- Estimated \$433.1 million for other one-time expenses (e.g. non-cyclical or code-related expenditures).



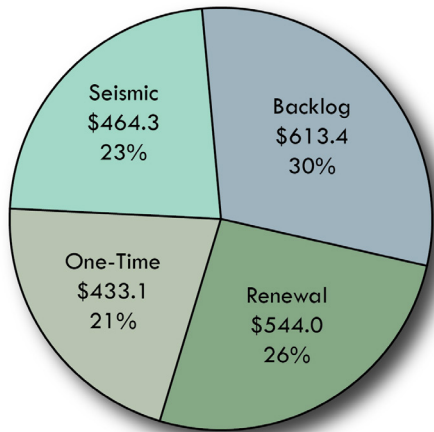
*The Port's first 10-Year Capital Plan, published 2006*

In addition, the Capital Plan includes \$464.3 million for investments in seismic improvements of Port piers, sheds and buildings, which may or may not be required to comply with the Port Building Code during the ten-year period. As such, this conditional seismic expense is itemized separately from the base \$1.59 billion Capital Plan need. If these conditional seismic needs are triggered, the full extent of the Capital Plan needs are \$2.05 billion in 2014 dollars.

The 2014 Capital Plan also identifies a critical need to address seismic and structural needs associated with strengthening the seawall that extends from Fisherman's Wharf to Pier 54, south of China Basin Channel in Mission Bay, and to protect upland areas from storm flooding and sea level rise. The 2015-2024 Capital Plan does not include capital cost esti-

**Figure 2-2**

*Port Capital Need Estimate, 2015-2024  
(\$ millions)*



mates for the seawall, pending the completion of a structural condition study of the seawall, because the Port is just beginning the engineering due diligence to estimate these costs.

## PLAN OF FINANCE

The Capital Plan projects total revenues of \$1.14 billion from existing and potentially new sources that could be available during the ten-year period. This would leave an unfunded repair need (including seismic) of \$921 million. The Plan of Finance, which relies on both internally and externally generated revenue sources, projects funding sources for 58 percent of today's projected need.

Internally-generated funding sources are those sources that are primarily within the Port's control. Internal fund sources for capital projects are

listed below, and together are projected to generate \$419.3 million over the next ten years, or 37 percent of the total financial resources identified in the Port's Plan of Finance:

1. Port capital funds generated by surplus Port lease (and other) revenues that are not spent on Port staffing and annual operations;
2. Port revenue bonds backed by Port lease (and other) revenues; and
3. Port tenant obligations to maintain or improve property as required under Port tenant leases and agreements.

Externally-generated funding sources represent those sources that require some form of partnership with an external party in order to be realized. The Capital Plan projects \$721.5 million to be externally generated over the next ten years presented in the categories below, which represent 63 percent of the total financial resources identified in the Port's Plan of Finance:

1. Public-private partnership development projects (see Figure 2-3);
2. City general obligation bonds (primarily for parks and open space projects);
3. A portion of new property taxes generated by public-private developments within a designated Infrastructure Finance District; and
4. Grants from regional, state and/or federal agencies.

Development projects represent 43 percent of the Port's projected capital funding in the Ten-Year Capital Plan (see Figure 2-3).

## PUBLIC-PRIVATE DEVELOPMENT PROJECTS INCLUDED IN THE CAPITAL PLAN

The location and setting of the Port's land and property assets make them very valuable, but the Port's land value is constrained by the waterfront regulatory setting and the condition of the Port's assets.

Through the public-private development process, the Port, City and general public seek to improve the waterfront to support maritime, public open space, environmental restoration, historic preservation, public

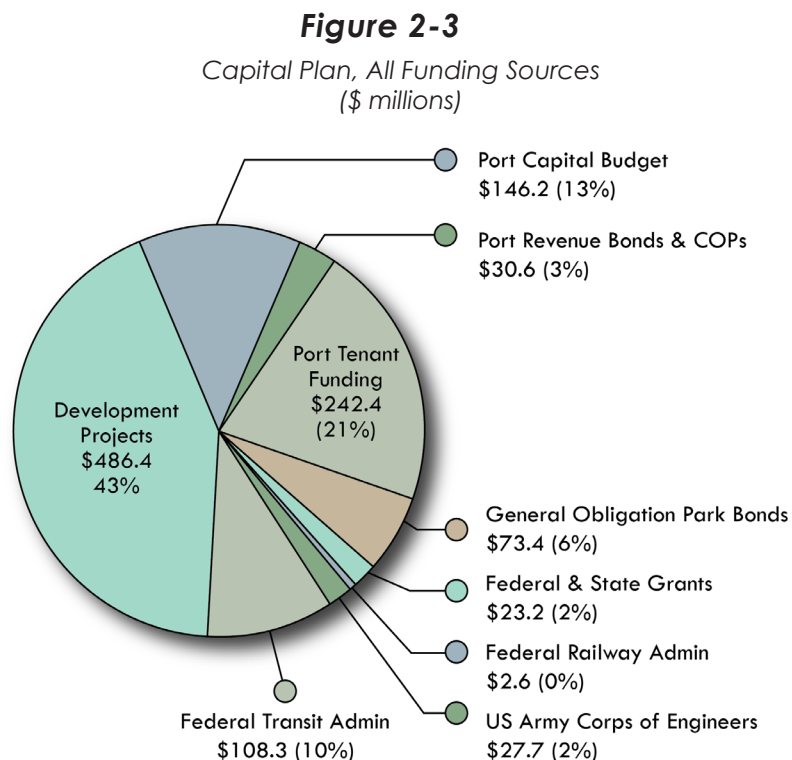
safety needs and improvements, and to address the challenges of climate change. Developers, private businesses and non-profit entities seek to locate new business, commercial and cultural establishments along the waterfront. Because Port and City resources alone cannot support all waterfront needs, public-private development partnerships play a very important role as a means to delivering more capital investments and other public benefits than can be provided through the other sources described above.

The Waterfront Plan sets the vision and land use policies for Port-owned lands. As discussed above, the Waterfront Plan promotes a diverse mix of uses and recognizes the important role that public-private partnership projects play in realizing this character of development.

The Capital Plan identifies five public-private development projects that are anticipated to be initiated and/or completed during the next ten years: Pier 38 Bulkhead Building Rehabilitation Project (TMG Pier 38 Partners, LLC), Pier 70 20th Street Historic Buildings Project (Orton Development Inc.), Pier 70 Waterfront Site Project (Forest City California, Inc.), Seawall Lot 337 and Pier 48 Rehabilitation Project (Seawall Lot 337 Associates, LLC), and Piers 30-32 and Seawall Lot 330 Multi-Purpose Arena and Mixed Use Project (Golden State Warriors, LLC).

On April 21, 2014, the Golden State Warriors announced that they purchased land in Mission Bay for an arena and will no longer pursue a project on Port property. This decision reduces the Port's Plan of Finance by \$165 million, increasing the shortfall to \$1.09 billion<sup>1</sup>.

<sup>1</sup> As a result of the Warriors' decision to move the proposed arena to land in Mission Bay, the Port's next Capital Plan will be adjusted to reflect a reduction in funding available to address Piers 30-32's current condition, unless another source is found in the intervening period to address this need.





Private financing of project elements that provide benefits to the public, whether by reducing the Port's existing backlog of repair needs for its public assets or by producing enhancements that provide direct public benefits, are reflected in the externally-generated funding projections in the Capital Plan. The following types of improvements provided in public-private development projects are included in the Capital Plan:

1. New streets, utilities and sustainable infrastructure;
2. New and/or expanded waterfront parks and public access;
3. Seismic and structural rehabilitation and reuse of historic waterfront buildings;
4. Seismic and other repairs to the seawall; and
5. Sea level rise adaptation improvements.

The Capital Plan is publicly reviewed every year, and thus the capital priorities reflect current values and needs. Every year, Port staff and the Port Commission determine the amount of surplus revenues available to fund capital projects. The capital budget process affords citizens and stakeholders a regular reporting of the various (often competing) public needs, and a public comment process to help inform waterfront investment decisions.

Public-private development projects represent nearly 43 percent<sup>2</sup> of the total funding identified in the Capital Plan, with expenditures divided equally between work to achieve "state-of-good-repair" (\$243.2 million), and a combination of enhancements and seismic work (another \$243.2 million). Development projects represent 36 percent<sup>2</sup> of the funding for state-of-good-repair, the single largest source in the ten-year period of the Capital Plan, and nearly twice the amount provided from the Port's

<sup>2</sup> These figures will be adjusted in the Port's next Capital Plan to reflect reduced funding for Piers 30-32.



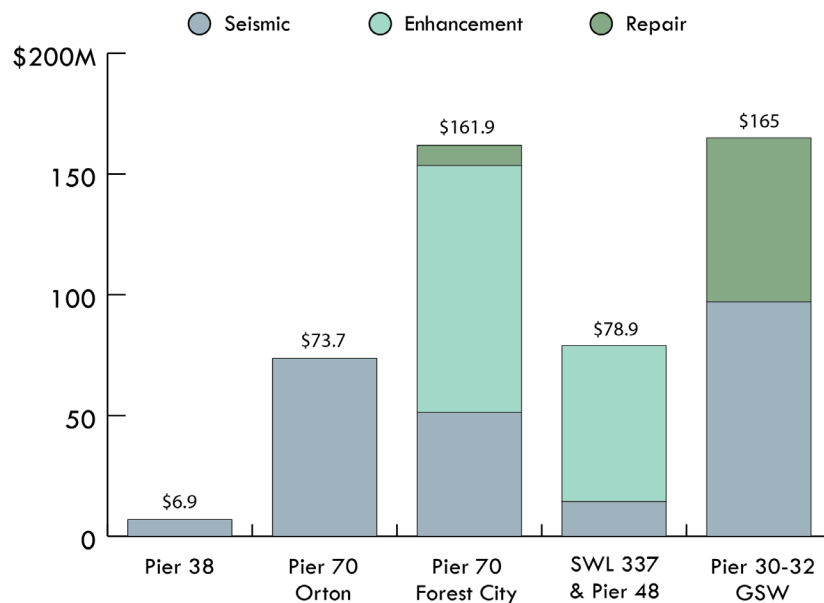
*The Exploratorium's substructure repairs helped reduce Port backlog*

own capital budget and revenue bonds. The vast majority of enhancements that are contemplated are investments in new, publicly-owned parks and infrastructure, largely to support new neighborhoods planned at Seawall Lot 337 and Pier 70 as well as broader City and regional demand for public open space. In several locations a portion of expenditures will also address seismic conditions.

Collectively, these and other development projects described in the Capital Plan remain the principal drivers of potential waterfront improvements, representing 36 percent of the state-of-good-repair funding in this year's plan and 52 percent of the proposed capital enhancements in the ten-year period. Development projects may play a major role in addressing the Port's remaining unfunded repair needs (\$921.0 million).

**Figure 2-4**

*Development Project Allocation of Capital Spending:  
Seismic, Enhancement, and Repair*



The funding projections reflected in the Capital Plan are predicated on the creation of Infrastructure Finance Districts (IFD), which allow a portion of new property tax revenues from new development projects to be captured by the Port to finance new streets, utilities and other publicly-owned infrastructure. IFD financing is very similar to the tools that were used by the former San Francisco Redevelopment Agency to finance the conversion of industrial lands in Mission Bay and Rincon Point-South Beach into the mixed use neighborhoods that exist today.

## CONCLUSIONS OF THE FY 2015-2024 10-YEAR CAPITAL PLAN

Since the first Capital Plan in 2006, the Port has used this document to guide a total in investment of nearly \$196 million dollars in non-developer funding. Still, a persistent gap remains between the Port's available resources and ever growing need. It is a clear challenge, but one the Port has demonstrated it has the fortitude as an institution to meet. While the Capital Plan is a forward looking document, it is our history of continual improvement that has generated opportunity for growth, and leveraged even greater opportunity. The Capital Plan was integral to the Port's issuance of its revenue bonds as well as to the Port's preparations for the 34th America's Cup. It provides a solid framework and confidence-building, holistic view of the Port to interested constituents, as well as to general audiences.

As a road-map, the Capital Plan has enabled stronger application for federal grant funding, and stronger footing for inclusion in future City-sponsored general obligation bonds. The Capital Plan also served a vital role in supporting legislative changes to the Port's ability to develop Seawall Lot 337, Pier 70, and Piers 30-32 by securing tax increment to pay for public infrastructure investments in these proposed development project areas. These and other development projects remain the principal drivers of potential waterfront improvements, representing 36 percent of the state-of-good-repair funding and 52 percent of the proposed capital enhancements in the ten-year period of the FY 2014-2023 Capital Plan.

The next big capital planning challenge for the Port is to involve sister City agencies and regulatory partners in examining the Port's 100-year-old seawall to address its structural stability facing both a seismic event and future sea level rise. The long-range improvements to the City's seawall and marginal wharf will require a coordinated planning and

funding strategy that will need to be reflected in future updates of the Port's Capital Plan. As reliable cost estimates become available and are integrated into the Capital Plan, the Port will be able to plan toward specific goals of securing the future of the key piece of infrastructure protecting the waterfront and City.

Finally, the preliminary success of the Port-BCDC planning study and the Port's desire to reposition its northern waterfront piers for different uses through a public process underscore the need for strong public outreach and comprehensive planning. The Port must always take care to ensure that there is a strong local and regional public consensus regarding the future of one of the most beautiful public waterfronts in the world.



*The next big capital planning challenge for the Port is examining the 100-year-old seawall to address its structural stability.*

#### Recommendation

- The Port should seek greater engagement from the community during the many opportunities for public comment over the course of production of the 10-Year Capital Plan.
- Port staff should continue to search for new sources of funding and other mechanisms to close the persistent gap between resources and capital need.
- As the Port's efforts around teaming with other agencies begin to yield results, with clear cost data on the current and future need of the San Francisco seawall, the Port should integrate this information into the overall need in the 10-Year Capital Plan in order to better make strategic decisions about funding.



## CHAPTER 3 PROJECT SUMMARY BY WATERFRONT PLAN SUB-AREA

1.	FISHERMAN'S WHARF	64
2.	NORTHEAST WATERFRONT	72
3.	FERRY BUILDING	82
4.	SOUTH BEACH / CHINA BASIN	90
5.	SOUTHERN WATERFRONT	104

# FISHERMAN'S WHARF



*The Fisherman's Wharf Waterfront subarea extends from the swimming club docks at the east end of Aquatic Park to the east side of Pier 39.*

In 1995, the Port completed seismic repair of Pier 45 that included improvements to Sheds B and D to create a modern, commercial fish processing center, utilizing funding from the Federal Emergency Management Agency. Five years later, the Port constructed 62 new berths in the Hyde Street Commercial Fishing Harbor with funding from the California Department of Boating and Waterways. Together, these improvements put San Francisco back on the map in the commercial fishing industry. The fishing industry is the historic maritime and cultural identity for Fisherman's Wharf, which draws millions of visitors each year.

Against this maritime backdrop, other private and public projects also have enhanced the vibrancy of Fisherman's Wharf. The opening of an expanded Boudin's Bakery and Café in a portion of the Triangle Parking Lot, coupled with rehabilitation of the Pier 43 Historic Railway Arch have provided new features that complement the Pier 43 Bay Trail Promenade. Through the tireless efforts of Alessandro Baccari, the Fisherman's Wharf Chapel has a new lease on life. Lou's Restaurant and Capurro's Restaurant have undergone substantial improvements, each creating colorful and inviting ground floor activities to complement the public's experience in the Wharf. Fisherman's Wharf remains a lively tourist destination with street performances for visitors worldwide.

A joint BCDC and Port public planning process in 2004 identified opportunities to improve the public realm and address BCDC fill removal needs and many of those changes have been realized. New improvements to the public realm include rebuilding Taylor Street, with widened sidewalks alongside the crab stands. Last year, the Port removed a dilapidated, pile-supported parking lot over the Bay to make way for the Pier 43 Bay Trail Promenade, with integrated plazas at Pier 43 and

Pier 45, opened just in time to view the America's Cup races, as well as Alcatraz Island. The Department of Public Works, in concert with the Planning Department, Port and SFMTA completed the first phase of the Fisherman's Wharf Community Benefit District's vision to improve Jefferson Street, between Hyde and Jones Streets, providing generous sidewalks, café zones and shared lanes for vehicles and bicycles. These improvements have provided a facelift for Fisherman's Wharf, attracting increasing numbers of local residents and visitors who walk, run, bicycle and dine in the area. Public and private investment in the area since the adoption of the Waterfront Plan is over \$65 million.

#### **FISHERMAN'S WHARF WATERFRONT SUBAREA OBJECTIVES**

- Restore and expand Fisherman's Wharf as a working fishing port.
- Attract revenue-generating new uses to help support and subsidize fishing industry and public activities
- Provide space for the existing and expansion needs of other maritime activities at the Wharf.
- Continue to integrate public, commercial, and maritime activities to preserve and enhance the diversity of uses at FW.
- Encourage activities that will facilitate the use of the area by local residents and diminish the Wharf's image as a "tourist-only" attraction.
- Rationalize and enhance the public access and open space program at FW.
- Provide efficiently planned parking and loading facilities to serve Wharf activities.



Capurro's



Pier 43 Arch



Chapel



Taylor Street Improvements



Boudin's



Pier 43 Promenade



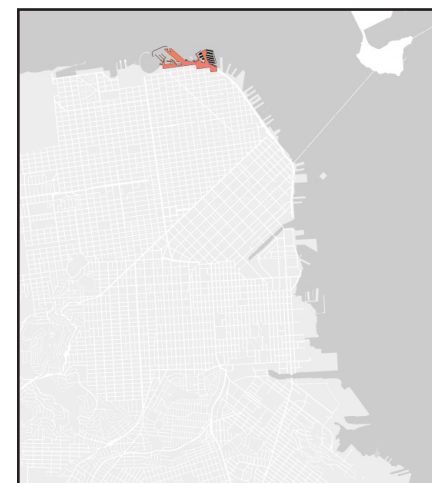
Jefferson Street Improvements



Hyde Street Fishing Harbor

## FISHERMAN'S WHARF SUBAREA ACCOMPLISHMENTS TIMELINE

The Waterfront Plan has guided **\$65,875,100** of investment in Fisherman's Wharf since 1997.



Fisherman's Wharf Subarea Boundary

Current planning in Fisherman's Wharf is focused on the Port-BCDC Special Area Plan Working Group (more details in Chap 4A), which is focused on how to deliver enhanced waterfront public benefits such as open space, public realm improvements and inviting Bay views. This process is examining opportunities to further improve the Wharf area such as a continuation of Jefferson Street improvements east, the potential to eliminate BCDC's 50% fill rule (which can deter seismic upgrades in the area), expanded open space and open water area to complement the Pier 43 Bay Trail Promenade, and enhanced public access and wayfinding through areas like Fish Alley.

In addition to these enhanced public benefits, the Port is focused on the Wharf J9 Seismic Strengthening Project on the north side of Jefferson Street, scheduled for 2014-15. This project will fortify a segment of the waterfront edge in Fish Alley, to make the businesses in this area safer in a seismic event.



*The Port made seismic repairs to Pier 45 to create a modern commercial fish processing center.*

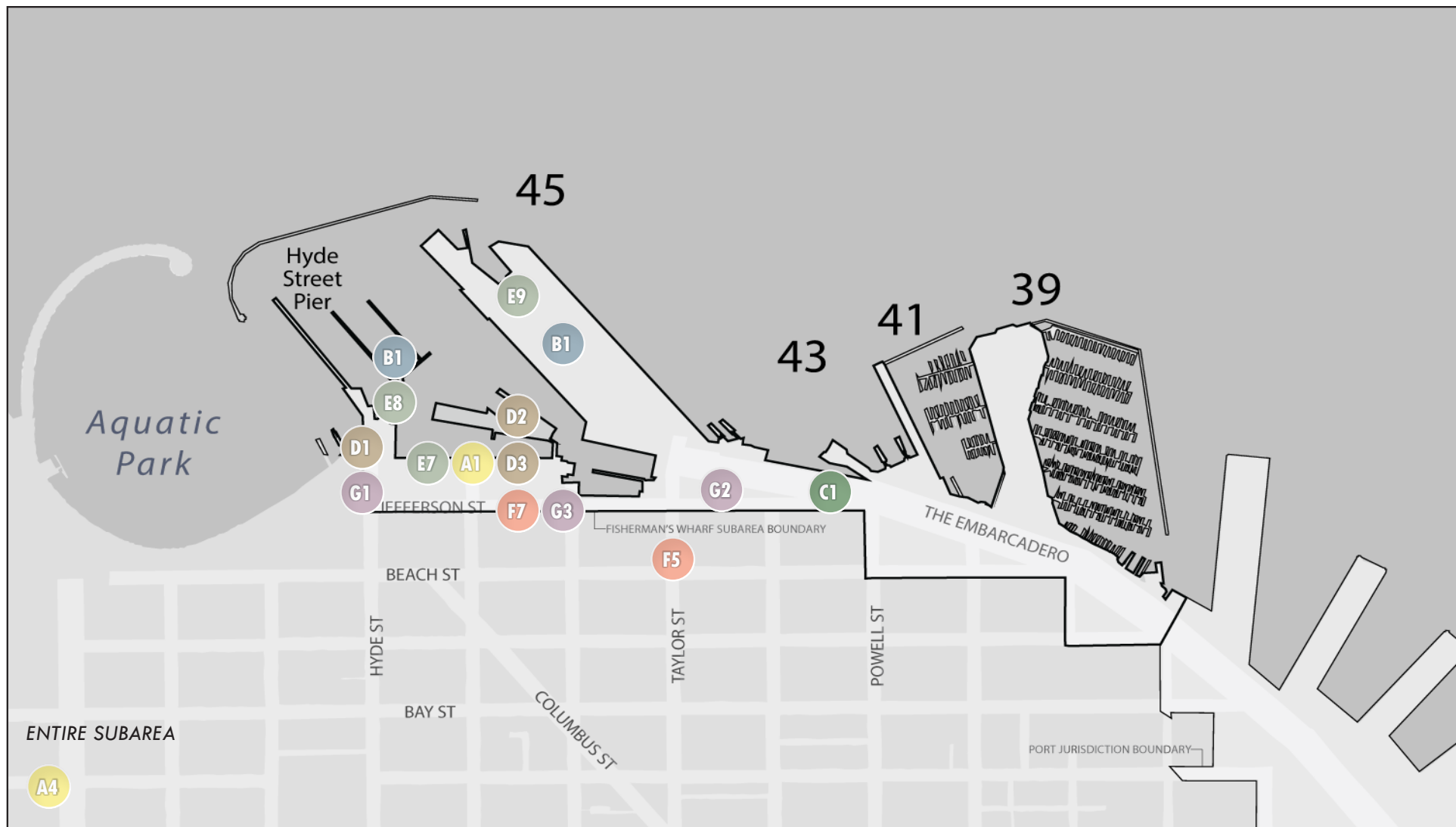
The improvements to return the fishing industry to Pier 45 provide for a future improvement opportunity in Shed A, which is located closest to the intersection of Taylor Street and The Embarcadero. Previous competing proposals for this facility by two development teams, Malrite and Bay Center (see Chapter 4H for details), did not lead to improvement of this facility. When the Port has the staffing capacity and Wharf constituents are ready, the Port could host a community discussion to create a new vision and strategy for Pier 45 Shed A.

The summary of accomplishments in the Fisherman's Wharf area is shown in Table 4-1. Individual projects that have improved the area are profiled in Chapter 4.

#### Recommendations

Port staff offers the following recommendations based on the Port's experience working with the Fisherman's Wharf community:

- The Fisherman's Wharf subarea planning effort that is already underway with the Port-BCDC Working Group should be completed to eliminate the BCDC 50% rule in Fisherman's Wharf, expand open space in the Wharf area and create a new open water basin.
- Port, Planning Department and Department of Public Works staff should coordinate and work with the Fisherman's Wharf Community Business District to identify funding to complete the community's vision for reconstructing Jefferson Street between Jones and Powell Streets.
- When the Port and the community are ready, there should be a community discussion to create a new vision and strategy to improve Pier 45 Shed A.



**Figure 3-1 Fisherman's Wharf Subarea Accomplishments Map**



**Table 3-1 Fisherman's Wharf Subarea Accomplishments**

PROJECT NUMBER	PROJECT NAME	COST
<b>PLANNING</b>		
A1	Waterfront Plan Amendments, Fish Alley	-
A4	Fisherman's Wharf Planning Committee Recommendations	-
<b>MARITIME</b>		
B1	Hyde Street Harbor	\$7,000,000
B1	"Pier 45 Seismic Rehabilitation/ Fishing Industry"	\$14,000,000
<b>OPEN SPACE</b>		
C1	Pier 43 Bay Trail Promenade	\$11,300,000
<b>ENGINEERING, MAINTENANCE &amp; SECURITY</b>		
D1	Port Joint Operations Center- Hyde Street Pier	\$2,304,000
D2	Wharves J7-J8 Repairs	\$1,000,000
D3	Wharf J9 Seawall Repair	\$2,000,000
<b>ENVIRONMENTAL PROTECTION &amp; SUSTAINABILITY</b>		
E7	Wharf J-10 Demolition	\$1,200,000
E8	Hyde Street Harbor Fuel Dock and Water Quality Improvements	\$371,100
E9	Pier 45 Drainage Improvement Project	\$1,800,000
<b>TRANSPORTATION</b>		
F5	Taylor Street	\$1,400,000
F7	Jefferson Street	-
<b>REAL ESTATE</b>		
G1	Capurro's Restaurant	\$1,200,000
G2	Boudin's Restaurant	\$21,300,000
G3	Lou's Fish Shack	\$1,000,000
<b>Total</b>		<b>\$65,875,100</b>

*Note: Each of the above accomplishments is described in the categorized sections presented in Chapter 4.*



# The Fisherman's Wharf Waterfront Acceptable Land Use Table (1,2,3,4)

## Key

- A = Acceptable Use  
E/I = Existing Use/May Continue  
As Interim Use  
X = Accessory Use

	Maritime Uses (5)											Open Spaces/Public Access	Residential Uses	Commercial Uses																																																																																																																																																																																																																																																																																																																																																																																														</
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## Table Notes

- This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development

National Register historic resource. (See Chapters 3 and 5 for further discussion of waterfront regulations.)

- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any



# NORTHEAST WATERFRONT



PHOTO FRANCES KUPERSMITH



*The Northeast Waterfront subarea extends from Pier 35 to Pier 7.*

In 1997, when the Waterfront Plan was adopted, cargo and maritime industrial uses still occupied Piers 15-17, 19 and 23, and 27. But the Waterfront Plan anticipated the eventual relocation of these industries given the changes taking place in the Barbary Coast and foot of Telegraph Hill areas. This gave rise to the Plan's call for maintaining maritime uses that could be managed together with a mix of public-oriented, recreational and commercial uses. Piers 9 to 35 are all in active use, except for Pier 31 which is slated for capital repairs in 2014-15, and represent the most intact, and thus richest, segment of the Embarcadero Historic District. Across The Embarcadero, the Port's Roundhouse Building is a City-designated landmark, and the surface parking lots between Broadway and Union Street are included in the City-designated Northeast Waterfront Historic District.

The Port has been able to collaborate with surrounding neighborhood groups and waterfront stakeholders to achieve major success in this area. The Port upgraded the Pier 35 cruise terminal in 2005 to comply with post-2001 Federal Homeland Security requirements, including new passenger amenities and public access. Pier 35 also underwent major dry rot repairs in 2007-8 to maintain this historic resource. The National Park Service relocated its base of embarkation for excursion trips to Alcatraz Island to Pier 31½, creating a major new visitor attraction that increased pedestrian activity in the Northeast Waterfront.

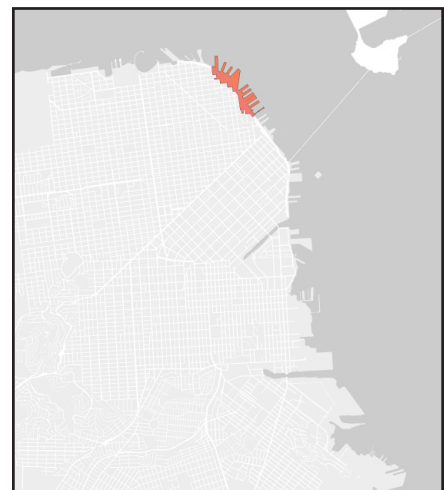
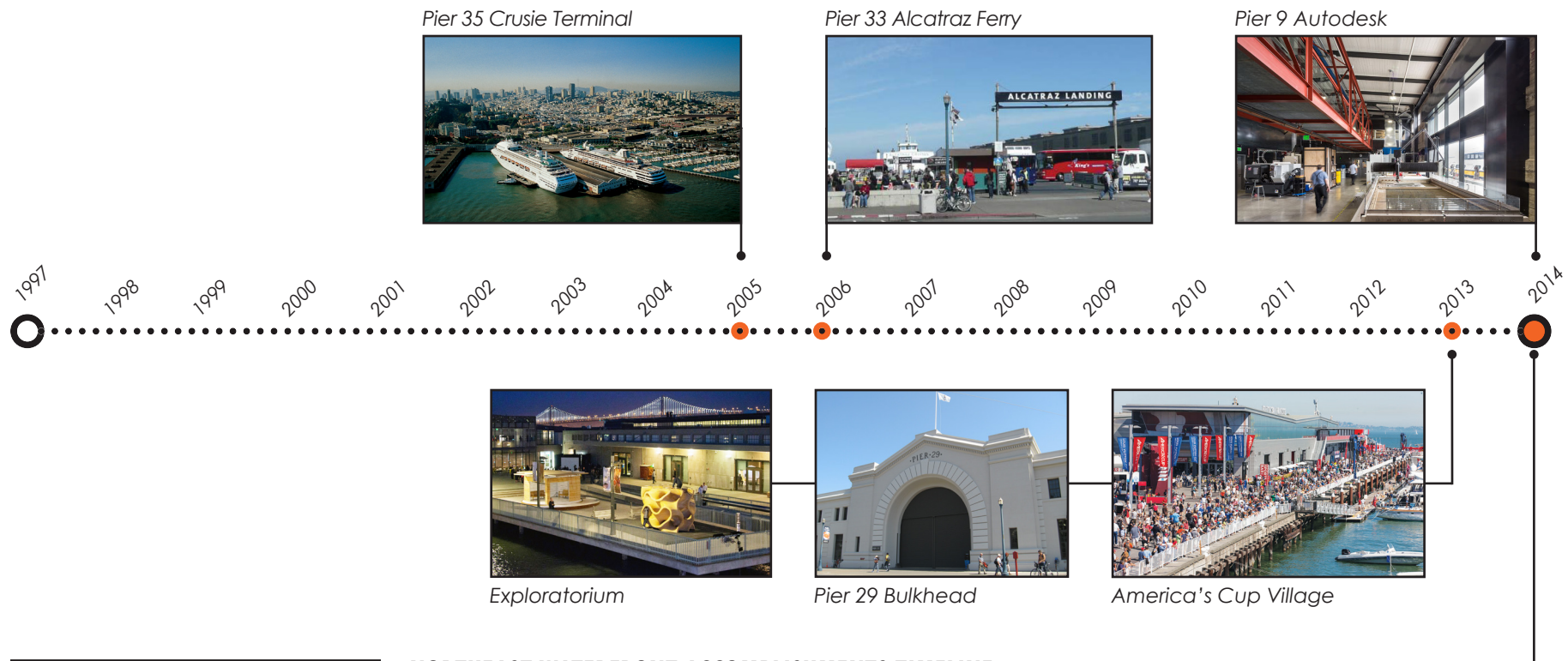
Piers 15 -17, once considered infeasible for development due to the extent of deterioration, have been transformed into The Exploratorium, an interactive science museum that has generated 1.2 million student, family and other visitors since it opened in 2013. The project included the seismic reinforcement and historic rehabilitation of Pier 15, and substantial repairs to Pier 17 which included creating a new base of op-

#### **NORTHEAST WATERFRONT SUBAREA OBJECTIVES**

- Maximize opportunities for the retention of maritime operations
- Activate this area with an array of uses which establish a daytime and nighttime presence, but are not primarily tourist-oriented.
- Protect and enhance the historic maritime character of the area.
- New development should highlight the location of the area as a gateway to the North Beach and Chinatown neighborhoods to the west, and Fisherman's Wharf to the north.
- Provide new public access amenities which highlight newly created points of interest.



Photo © Exploratorium



Northeast Waterfront Subarea Boundary

### NORTHEAST WATERFRONT ACCOMPLISHMENTS TIMELINE

The Waterfront Plan has guided **\$380,806,000** of investment in the Northeast Waterfront since 1997.



Pier 27 Cruise Ship Terminal



*The James R. Herman Cruise Terminal at Pier 27 will welcome its first cruise ships in Fall 2014*

erations for Bay/Delta Tug and Tow, and pier apron improvements that now allow deep berth vessel layberthing along the pier's east face. Next door, at Pier 9, the Port recently leased office space to Autodesk, which has made substantial improvements inside the pier shed. Autodesk technologies and innovation have fostered a collaborative relationship with the Exploratorium offering great opportunities for interactive public access and education experiences.

The Port undertook its largest-ever capital project – the construction of the James R. Herman Cruise Terminal at Pier 27 – in 2012, which was coordinated to also serve the City's efforts to host the 34th America's Cup. After a fire destroyed the Pier 29 Bulkhead in the period leading up to the races, Port staff obtained an insurance settlement and led the intensive work effort necessary to rebuild the Pier 29 Bulkhead – using

original plans from the Port's files – in time for the races. The reconstruction was achieved in record time, met all historic rehabilitation standards and won an historic rehabilitation award. The America's Cup Village at Piers 27-29 capitalized on this preparation and demonstrated that this area can be an inviting public space activated by maritime uses. Over 700,000 sailing spectators filled the newly opened area of these piers to watch Oracle Racing cap its come-from-behind victory over New Zealand in September 2013.

The Port is completing the second phase of cruise terminal construction including installation of a new gangway and reconnection to the Pier 27 shoreside power system. On September 25, 2014, the Port will welcome the Crown Princess as part of the grand opening of the James R. Herman Cruise Terminal. This proud maritime achievement is





*Opportunity sites at Seawall Lots 322-1 and 324*

enhanced by the opening of the Cruise Terminal Plaza, a 2 ½ acre public park called out in BCDC's Special Area Plan, which has been planned integrally with the cruise terminal design. When ships call at San Francisco, the public will marvel at the scale and spectacle of these vessels while resting or recreating in the plaza. When ships are not at berth, the public will be able to take the quarter-mile walk along the Pier 27 edge to view the open Bay at the tip of Pier 27-29.

Since receiving formal notice that the America's Cup Event Authority will not be hosting the 35th America's Cup in San Francisco, the Port is now focused on re-tenanting the piers that supported last year's America's Cup events to generate revenue needed to finance further improvements to Port property. The Port has initiated public discussion regarding a new leasing opportunity for retail operator(s) in the Pier 29 bulkhead building, envisioned to serve regional, international and cruise passenger visitors as well as San Francisco residents. The post-fire

reconstruction has opened a new opportunity for public viewing and appreciation of this newly rehabilitated historic building.

Another important project undergoing public review is an affordable housing project at Seawall Lot 322-1, led by the Mayor's Office of Housing. Given the housing crisis facing the City, it is especially timely to consider this opportunity on Port property – one that will further the Waterfront Plan's goal of Economic Access that Reflects San Francisco's Diversity. The Port has secured State legislation to allow affordable housing development on this beautiful site in the Northeast Waterfront, within walking distance of The Exploratorium.

Improvement of Northeast Waterfront seawall lots to replace surface parking lots offers the most effective way to connect and integrate with Barbary Coast as well as Telegraph Hill, North Beach and Chinatown further upland. Past and current efforts via the Planning Department's Northeast Embarcadero Study, BCDC-Port waterfront planning now underway, and SFMTA's kick-off of The Embarcadero Enhancement Project also reflect a shared City and Port interest to work with the community to improve and better utilize the west side of The Embarcadero.

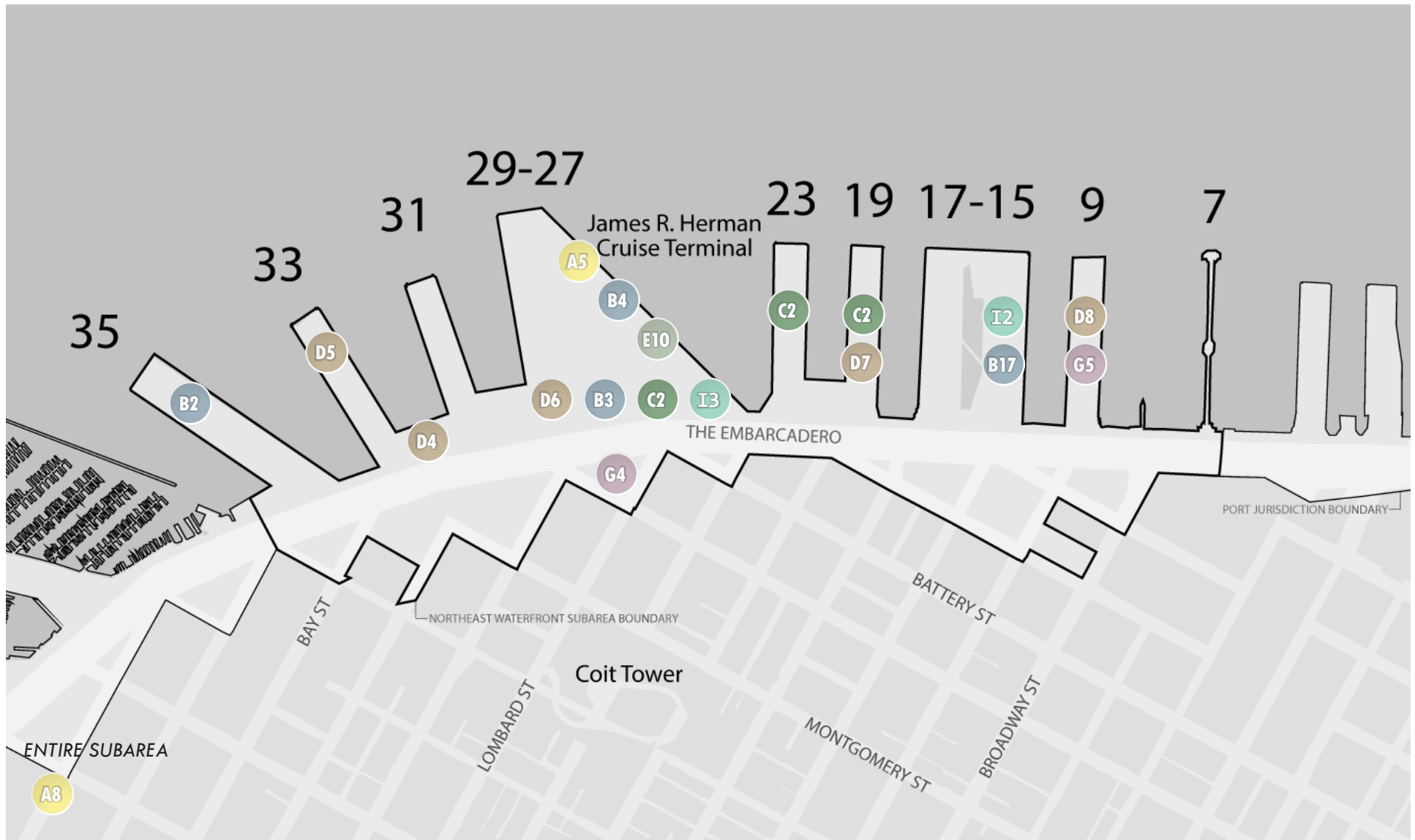
As discussed at length in Chapter 4G, development projects in the Northeast Waterfront have not always been successful. Past efforts to develop the Broadway Hotel Project on Seawall Lot 323, 324 and 322-1 and the Mills Mixed Use Recreation Project at Piers 27-31 (see details in Chapter 4H) did not achieve public consensus on issues including building heights, or garner enough public support to be approved. Given this history, the number of opportunities, and the shrinking time window for financing historic pier rehabilitation, a subarea planning effort that includes BCDC and State Lands may be an appropriate next step.

The summary of accomplishments in the Northeast Waterfront area is shown in Table 4-2. Individual projects to improve the area are profiled in Chapter 4.

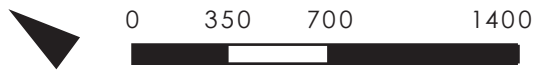
### Recommendations

Port staff offers the following recommendations based on the Port's experience working with the Northeast Waterfront community:

- Port staff recommends a subarea planning effort in the Northeast Waterfront to refresh the Waterfront Plan, if area stakeholders are open to such an effort. BCDC, State Lands and the Planning Department should be invited to participate so the planning effort balances state and local interests. Projects underway in the area, including re-tenanting of pier sheds vacated for the America's Cup, should continue to generate the revenue needed to rehabilitate these facilities.
- For subarea planning to be effective, the Port and neighborhood groups in the Northeast Waterfront should consider setting aside the history of conflict over Port development and avoid prejudging each other's intentions.
- Northeast Waterfront planning should examine methods to further entitle mixed use development opportunity sites and historic finger piers, so Port projects can be delivered more quickly and efficiently.
- Port staff should continue to pursue additional maritime opportunities that complement existing maritime industries in the Northeast Waterfront and are appropriate given Bay conditions and available facilities.
- Port and City staff should continue to pursue public realm improvements to the west side of The Embarcadero to make both sides of The Embarcadero function as a grand boulevard for all modes of transportation.
- Port staff should seek consult with the Northeast Waterfront Advisory Group about whether a boutique hotel is still appropriate for Seawall Lot 324 at Broadway and The Embarcadero, as originally envisioned after adoption of the Waterfront Plan.
- Piers 19 and 23 — vacated to make way for the 34th America's Cup — represent a potential mixed use development opportunity for the Port to discuss with residents and waterfront stakeholders. Development of this site has the potential to open up new Bay views through Pier 19½ and implement public access and new maritime opportunities on surrounding aprons.
- Port staff should consult with the Northeast Waterfront Advisory Group regarding potential uses of Seawall Lots 323, 321 and 314 which are currently used for parking. These sites represent opportunities to reconnect adjacent neighborhoods with the waterfront and to improve the public realm on the west side of The Embarcadero.
- The Port should continue seawall seismic risk and sea level rise risk assessment and improvement efforts to secure the northeast shoreline and protect this most intact segment of the Port's Embarcadero Historic District.
- Port and SFMTA staff should continue to collaborate on transportation improvements to augment the F-line including increasing E-line service, and the Embarcadero Enhancement Project to address congestion on The Embarcadero and support alternative transportation modes.



**Figure 3-2 Northeast Waterfront Subarea Accomplishments Map**





**Table 3-2 Northeast Waterfront Subarea Accomplishments**

PROJECT NUMBER	PROJECT NAME	COST
<b>PLANNING</b>		
A5	Cruise Terminal Advisory Panel	-
A8	Northeast Embarcadero Public Realm Study	-
<b>MARITIME</b>		
B2	Pier 35 Cruise Terminal Improvements	\$4,000,000
B3	34th America's Cup Regatta	-
B4	James R. Herman Cruise Terminal, Phases 1 & 2	\$98,300,000
B17	Exploratorium Pier 15-17 layberth, Bay Delta Headquarters	-
<b>OPEN SPACE</b>		
C2	Crusie Terminal Plaza	\$17,000,000
C2	Pier 23 North Apron	\$653,700
C2	Pier 19 South Apron	\$161,300
<b>ENGINEERING, MAINTENANCE &amp; SECURITY</b>		
D4	Pier 33 1/2 North Bulkhead	\$3,523,000
D5	Pier 33 Roofing Project	\$2,429,000
D6	Pier 29 Bulkead Reconstruction (Fire)	\$15,000,000
D7	Pier 19 Roofing Project	\$1,940,000
D8	Pier 9 Apron Repairs	\$783,000

PROJECT NUMBER	PROJECT NAME	COST
<b>ENVIRONMENTAL PROTECTION &amp; SUSTAINABILITY</b>		
E10	Pier 27 Shorepower	\$5,200,000
<b>REAL ESTATE</b>		
G4	Roundhouse	\$1,500,000
G5	Pier 9 Autodesk	\$16,500,000
<b>UNIQUE DEVELOPMENT OPPORTUNITIES</b>		
I2	Exploratorium	\$205,000,000
I3	34th America's Cup Regatta	\$8,816,000
Total		\$380,806,000

*Note: Each of the above accomplishments is described in the categorized sections presented in Chapter 4.*



# The Northeast Waterfront Acceptable Land Use Table (1,2,3,4)

## Key

- A = Acceptable Use  
E/I= Existing Use/May Continue  
As Interim Use  
X = Accessory Use

	Maritime Uses (5)											Open Spaces/Public Access		Residential Uses		Commercial Uses											Other Uses				
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Pier 35			A	A	A	A	A			A	A		A			A	A		A	X	A			A	E/I	A					
Pier 33, 33½, 31½		A	A	A	A	A	A				A	A	A			A	A		A	X	A		A	E/I	A			E/I			
Seawall Lot 314														A				A		A	A										
Pier 31					A	A							A							X				X							
Sewall Lots 315, 316, 317, 318, 319, 322												A	A	A				A	A		A	A					X				
Pier 27-29, 29½	A		A	A <sup>7</sup>	A	A	A			A	A	A	A				A	A		A	X	A	A			A		A			
Pier 19-23, 23½	A		A		A	A				A	A	A	A				A			A	X	A	A		X			A			
Seawall Lot 320												A																			
Piers 15 and 17	A		A	A	A	A				A	A	A	A				A	A		A	X	A	A		E/I	A		A			
Sewall Lots 321, 323, 324, 322-1												A		A			A	A	A	A	A	A	A				X				
Pier 9, 9½			A		A	A		A		A	A		A				A	E/I			X	A									
Pier 7½													A						A	X	A		A								
Pier 7												A	A																		

\* General Office is an acceptable use in both the historic and non-historic buildings on the bulkhead sites of the piers.

## Table Notes

- This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in the table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
- Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as the mix of uses, project design, any fill requirements, or whether the use is proposed within a National Register historic resource. (See Chapter 3 and 5 for further discussion of waterfront regulations).

- The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. 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 and Other Open Water Areas, pp. 24 and 26.
- Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.
- Historic ships are not allowed at Pier 27, consistent with BCDC Special Area Plan policies.





# FERRY BUILDING



*The Ferry Building subarea extends from the Pier 7 Public Access Pier near The Embarcadero and Broadway, to Rincon Park.*

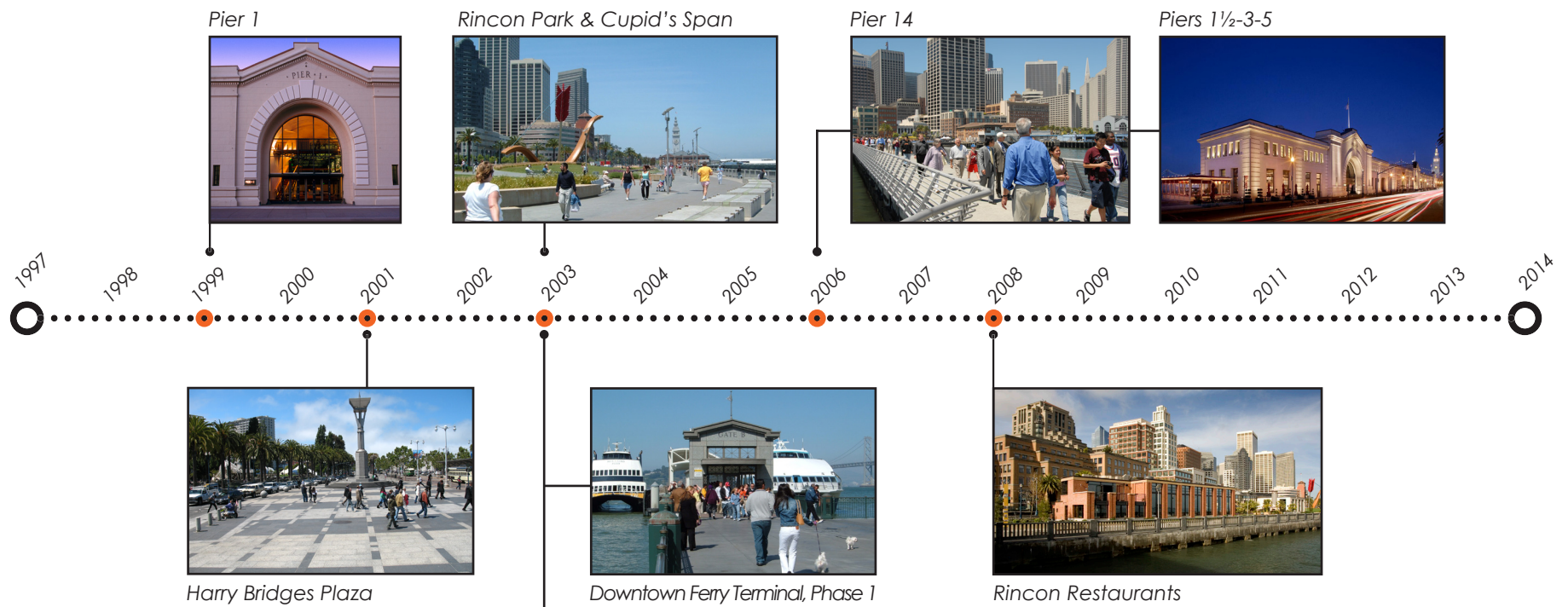
A public desire and priority to restore the civic grandeur of the Ferry Building gained support even before the Waterfront Plan was completed. The project set in motion Port public-private development partnerships to finance not only historic rehabilitation of the Ferry Building, but also Pier 1 and Piers 1½-3-5. All of these projects relied on the Federal Historic Tax Credit program and development of office to finance the improvements, which included new ferry facilities, a public floating dock for water taxis and visiting vessels, and public access. The success of the Ferry Building Marketplace and weekly Farmer's Market, relocation of the Port's headquarters to Pier 1, and active ground floor restaurants and activities fronting on The Embarcadero have provided a welcoming face at the foot of Market Street and Harry Bridges Plaza.

South of the Ferry Building and Agriculture Building, the Pier 14 Public Access Pier stands atop the Downtown Ferry Terminal breakwater. From this location south to the Pier 22-1/2 Fireboat Station, the waterfront affords expansive bay views, and places for rest and recreation at Rincon Park, created by the former Redevelopment Agency. The plan for the Rincon Park area included space for the Rincon Restaurants – Epic Roasthouse and Waterbar – which were developed by the Port to enliven the Park and allow the public to enjoy Bay Bridge views.

The waterfront development effort to improve Seawall Lot 351, a sliver of Port property used for surface parking to serve the Ferry Building, has proven to be challenging. The site is proposed for consolidation with upland private property, an idea promoted in the Waterfront Plan, as part of the

#### **FERRY BUILDING SUBAREA OBJECTIVES**

- Preserve and restore historic structures on the Ferry Building Waterfront, both to recall the area's historic use and to accommodate new uses.
- Provide maritime facilities for ferry and excursion boats, recreational boats, historic ships, and ceremonial berthing.
- Provide a mix of uses that emphasizes the civic importance of the area, generates waterfront activity and serves San Franciscans and visitors alike.
- Extend the Portwalk through the area, providing more convenient, direct and aesthetically pleasing public access connections to open space areas and the Bay.
- Restore the Ferry Building Waterfront as a major transit center by improving transit access and transfers among water and land transportation modes.
- Provide efficiently planned parking and loading facilities to serve new activities in the area.
- Physically and visually integrate the Ferry Building and environs with their spectacular City and Bay settings.
- Pursue a mix of public and private resources to achieve an appropriate quality and mix of uses.

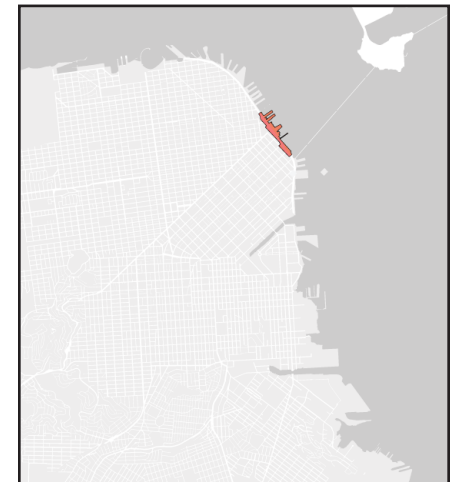


### FERRY BUILDING SUBAREA ACCOMPLISHMENTS TIMELINE

The Waterfront Plan has guided **\$273,845,600** of investment in the Ferry Building subarea since 1997.



*Ferry Building Restoration*



*Ferry Building Subarea Boundary*

proposed 8 Washington Project (details in Chapter 5). At the urging of the Board of Supervisors, the Planning Department produced a Northeast Embarcadero Study to recommend pedestrian/public realm and urban design improvements, which included a recommendation for a building height increase on the private parcel adjacent to Seawall Lot 351. This provided a transition from adjacent upland taller buildings, stepping down to lower heights framing the west side of The Embarcadero, in scale with heights of Embarcadero Historic District piers and bulkhead buildings on the east side of the street. Although the project secured City approvals from the Port, Planning Commission and Board of Supervisors, the Northeast Embarcadero Study did not produce a consensus. A voter referendum placed Proposition C on the ballot to overturn the building height rezoning for the adjacent private site, which was approved in November 2013. The Port is still in a contract with San Francisco Waterfront Partners, LLC for exclusive negotiations for Seawall Lot 351.

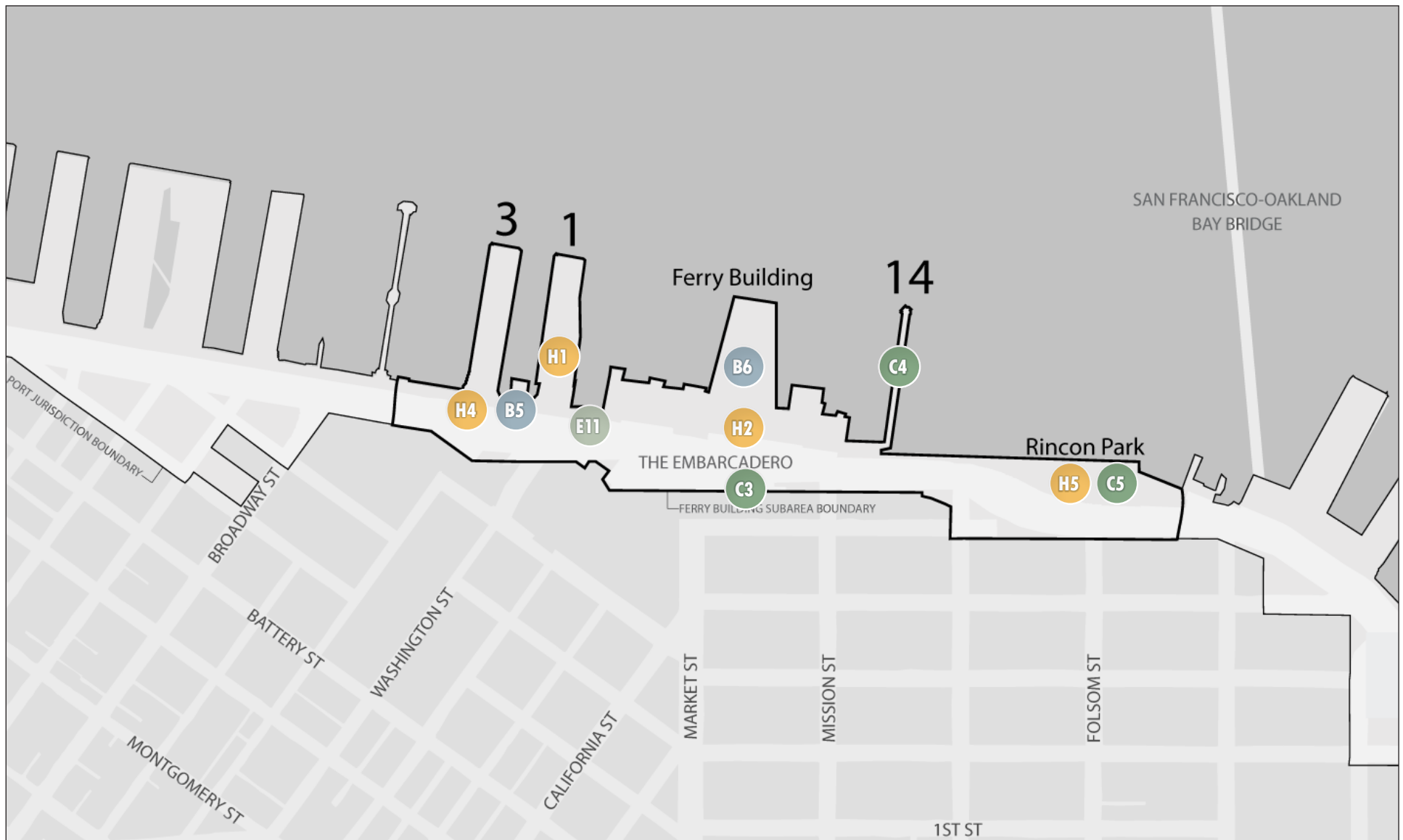
The Ferry Building Plaza and Agriculture Building are the main remaining waterside facilities in need of improvement. The Plaza is home to the Saturday Farmer's Market, enlivened by ferry passengers to and from the Port's Downtown and Golden Gate ferry terminals. Yet, the Plaza itself is not an attractive amenity that supports and responds to adjacent uses such as the ferry terminals, the restaurant building at the end of the plaza, or the Ferry Building itself. Current planning efforts by the BCDC-Port Working Group (details in Chapter 4A,) have flagged the Ferry Building Plaza for landscaped improvement and expanded public bay views, to provide a public benefit befitting of this location. Any improvement also should anticipate more ferry facilities and a new public open space created between the Ferry Building and Agriculture Building, sponsored by the Water Emergency Transit Agency (WETA). This set of improvements, proposed as part of the Downtown Ferry Terminal Phase 2 project, is currently undergoing environmental review (details in Chapter 4B).



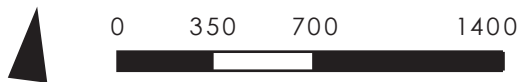
*The Ferry Building Plaza and Agriculture Building are the main remaining waterside facilities in need of improvement.*

The Port is working with WETA to plan these improvements in a manner that anticipates future rehabilitation of the historic Agriculture Building. The high cost of historic rehabilitation will be challenged because the base elevation of the building is lower than the Ferry Building and already suffers occasional winter flooding. Current State legislation being considered to provide a State historic tax credit program, similar to the Federal Historic Tax Credit program, would provide another important funding tool, if approved.





**Figure 3-3 Ferry Building Subarea Accomplishments Map**



The summary of accomplishments in the Ferry Building area is shown in Table 3-3 Individual projects to improve the area are profiled in Chapter 4.

While so much has been accomplished to reestablish the Ferry Building area as a civic gathering place, there is still an opportunity for more improvements. Port staff provides the following recommendations, which will depend on continued engagement with the Ferry Building area and broader community stakeholders.

**Table 3-3 Ferry Building Subarea Accomplishments**

PROJECT NUMBER	PROJECT NAME	COST
<b>MARITIME</b>		
B5	Pier 1 ½ Recreational Berths	-
B6	Downtown Ferry Terminal	\$20,000,000
<b>OPEN SPACE</b>		
C3	Harry Bridges Plaza	\$6,000,000
C4	Pier 14	\$2,300,000
C5	Rincon Park	\$2,500,000
<b>ENVIRONMENTAL PROTECTION &amp; SUSTAINABILITY</b>		
E11	Pier ½ Removal	\$1,645,600
<b>DEVELOPMENT &amp; HISTORIC REHABILITATION</b>		
H1	Pier 1 Historic Rehabilitation	\$54,800,000
H2	Ferry Building Historic Rehabilitation	\$109,000,000
H4	Pier 1½, 3, 5 Historic Rehabilitation	\$65,000,000
H5	Rincon Restaurants	\$12,600,000
Total		\$273,845,600

*Note: Each of the above accomplishments is described in the categorized sections presented in Chapter 4.*

## Recommendations

Port staff offers the following recommendations based on the Port's experience working with the Northeast Waterfront/Ferry Building community:

- Port staff should continue to coordinate and support ongoing efforts for WETA's Downtown Ferry Terminal Phase 2 which is projected to start construction in mid-2015.
- The public and City staff should review and respond to any project changes for the development of Seawall Lot 351 proposed by San Francisco Waterfront Partners.
- Port staff should develop a financially-feasible strategy for the historic rehabilitation of the Agriculture Building which will respond to sea level rise. If the California Legislature adopts the California Historic Tax Credit, the Agriculture Building could be an initial Port candidate for the program.
- BCDC and Port staff should complete the current joint planning process to produce a recommended conceptual design for the Ferry Building Plaza. The conceptual design should be accompanied by a funding and implementation strategy to create attractive and inviting landscape improvements for this important public space.





# The Ferry Building Waterfront Acceptable Land Use Table (1,2,3,4)

## Key

- A = Acceptable Use
- E/I = Existing Use/May Continue As Interim Use
- X = Accessory Use

Key  A = Acceptable Use E/I = Existing Use/May Continue As Interim Use X = Accessory Use	Maritime Uses (5)												Open Spaces/Public Access		Residential Uses	Commercial Uses	Other Uses															
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services	
			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	
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## Table Notes

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- Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- Definitions of land uses are included in Appendix C, Glossary of Terms.
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- Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.



# SOUTH BEACH / CHINA BASIN

*The South Beach/China Basin subarea extends from the Pier 22½ Fireboat Station to Mariposa Street, south of China Basin Channel and inclusive of the Mission Bay waterfront.*

## **South Beach**

City and redevelopment planning efforts in the 1980's and 90's set the path for the land use changes that converted these prior maritime and industrial lands to the Rincon Hill, South Beach and Mission Bay neighborhoods of today, as well as the context for the Waterfront Plan. South Beach Park and Harbor, Steamboat Point and Delancey Street developments all were developed on Port lands as part of the Rincon Point-South Beach Redevelopment Plan, with later improvements in 2007 to construct a new South Beach Harbor Services and Community Facility and Pier 40 improvements.

This transformation created an attractive opportunity that led to proposals for the development of a new ballpark for the San Francisco Giants. Waterfront Plan policies allowed for smaller sports facilities, but required voter approval for larger sports venues seating more than 22,000. The passage of Proposition D in 1997 and opening of AT&T (originally Pacific Bell) Ballpark in 2000 not only has created identity and a vibrancy in South Beach and Mission Bay, it triggered a public discovery of the beauty and ease of walking The Embarcadero Promenade from the Ferry Building to China Basin and beyond. As part of the City efforts to make way for the project, the Port relocated its Maintenance Center from the ballpark site to Pier 50, south of China Basin. Port Maintenance staff built the various maintenance shops that continue to maintain the Port today.

The Waterfront Plan recognized Piers 30-32 and Seawall Lot 337 as major development opportunity sites that should provide amenities

## **SOUTH BEACH/CHINA BASIN SUBAREA OBJECTIVES**

- Preserve and rationalize existing industrial maritime activities in the area.
- Preserve and improve existing maritime uses that provide focal points for public enjoyment of commercial and recreation-oriented maritime activities.
- Promote activities and public access to make the waterfront inviting and safe, and improve the living environment of the new and emerging Rincon Hill, South Beach and Mission Bay neighborhoods.
- Take advantage of proximity to downtown San Francisco by providing attractions for the general public, while respecting the needs of adjacent residents.
- Create an integrated series of public access improvements that extend a shoreline Portwalk through the area, and provide a unifying pedestrian connection between South Beach and Mission Bay at China Basin Channel.
- Establish high standards in the design of new development that give rise to a new architectural identity for the shoreline north of China Basin Channel.

and attractions at the Port, much like redevelopment planning created adjacent new neighborhoods. Fifteen years ago, Piers 30-32 was regarded as one of the best development opportunities. It was seen as a site that could accommodate maritime mixed use development, combined with major public open space and view opportunities in one of the few places within the Embarcadero Historic District where new architecture could be accommodated. Development projects summarized in Chapter 4H include the Bryant Street Pier, which proposed



a modern new cruise terminal, mixed use development and public access on Piers 30-32, and the Watermark condominiums on a portion of Seawall Lot 330. While the project enjoyed strong public support through the entitlement process, including a height limit increase to 220 feet for the Watermark site, pier substructure costs ultimately undermined the economics to improve Piers 30-32. Only the Watermark was completed.

As discussed in detail in Chapter sections 4H and 4I, development proposals have not found success at Piers 30-32 including 34th America's Cup long-term development and the proposed Golden State Warriors arena project. These events have informed the Port and public of the enormous expense and requirements of waterfront revitalization. The Port Commission has directed Port staff to take stock of the challenges and return with a proposed strategy for Piers 30-32. Given the extent of deterioration, use opportunities are limited without triggering expensive repairs and seismic upgrades to the pier and indicate the continuation of surface parking on the pier deck and occasional layberthing along the east pier face, and interim special events subject to case-by-case review until the Port Commission makes a final decision about the disposition of Piers 30-32.

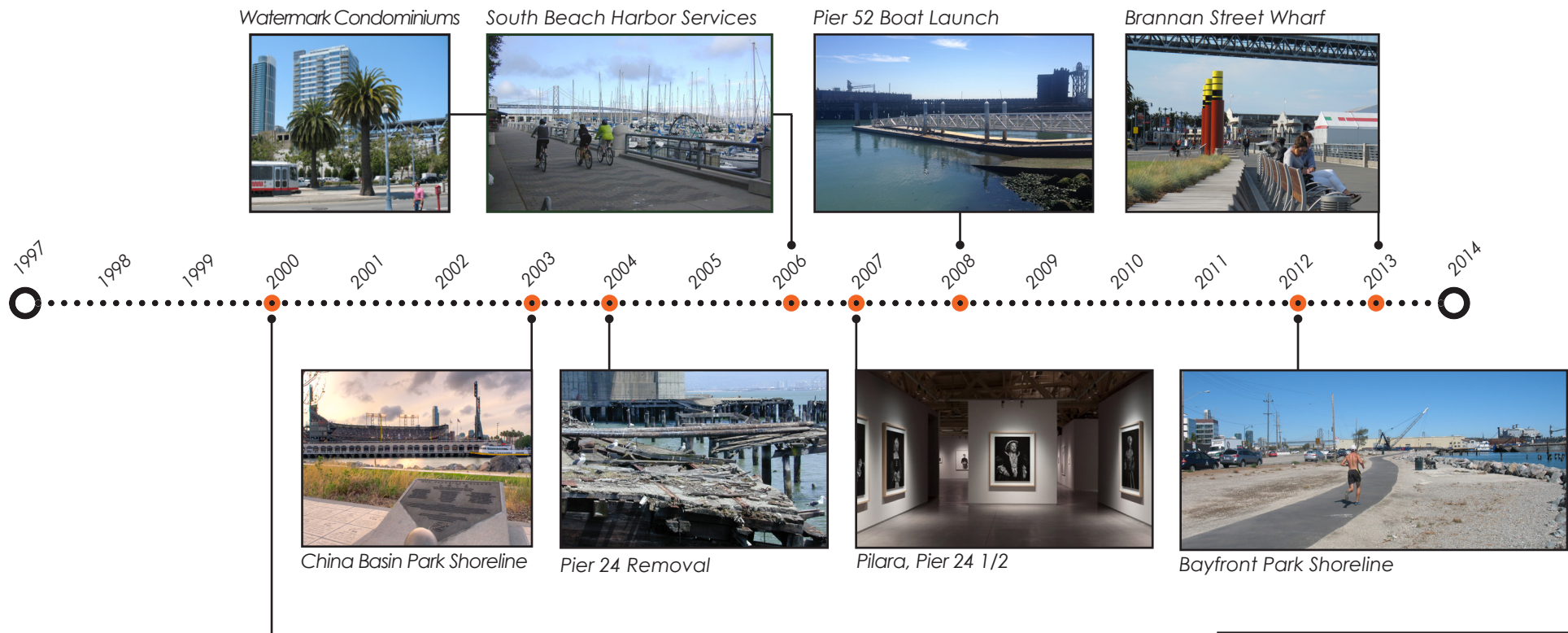
The future use of Seawall Lot 330 also is open. SB 815 and successor state legislation have made this site, like the rest of the Port's seawall lots between Market Street and Mission Bay, available for housing, office or other non-public trust uses, to raise revenue to finance rehabilitation of historic Port piers or to build parks. Similarly, development of the Watermark on a portion of Seawall Lot 330 generated revenues towards the James R. Herman Cruise Terminal at Pier 27, as well as Brannan Street Wharf.

Development of Port lands, together with AT&T Ballpark and new development in South of Market, Transbay Center, Rincon Hill and



Mission Bay, requires commensurate City investment in transportation improvements serving the area. Following on the heels of the transportation strategies implemented pursuant to the People Plan for the 34th America's Cup, the City has formalized strategic transportation planning through the creation of the Waterfront Transportation Assessment (WTA), led by SFMTA. The WTA includes transportation strategies to address existing congested conditions along The Embarcadero and local street network as well as future transportation demand, and includes coordinated strategies with regional transportation agencies. Given the City land use policies on upland as well as Port lands, the City has engaged a more direct and proactive assessment of waterfront transportation conditions and needs than at any other time in the past.

With the help of House Minority Leader Nancy Pelosi, the Port developed a funding strategy to remove condemned Pier 36 that involved a unique partnership with the U.S. Army Corps of Engineers.

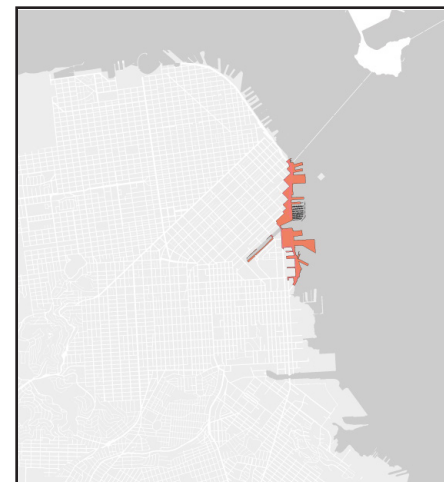


### SOUTH BEACH / CHINA BASIN SUBAREA ACCOMPLISHMENTS TIMELINE

The Waterfront Plan has guided **\$536,611,100** of investment in the South Beach / China Basin subarea since 1997.



AT&T Park



South Beach / China Basin Subarea Boundary





*Efforts are underway to rehabilitate and reopen the Pier 38 bulkhead building which had been closed (along with the pier shed) due to safety and code compliance violations.*

The Port accelerated the construction of the Brannan Street Wharf, a 1.3 acre public park, to complete this effort before the 34th America's Cup—ahead of the schedule required by BCDC's Special Area Plan. Under the Special Area Plan, the Port was required to build the park concurrent with development of Piers 30-32.

The Port has targeted leasing and facility improvements to improve the area in smaller moves as well, to enhance public views and provide activation along The Embarcadero Promenade. The Port removed Piers 24 and 34, both of which had been condemned, to improve bay views, pursuant to the BCDC Special Area Plan fill removal policies. The fireboat station at Pier 22½ remains and the San Francisco Fire Department is pursuing plans to expand and modernize this facility while preserving the historic firehouse structure, a designated City landmark. Bulkhead structures have been leased to tenants that have made substantial improvements and provide a more welcoming face to The Embarcadero. This includes the extraordinary photographic collection curated by Pier 24 Photography in the Pier 24 Annex, open

free of charge and maintained by the Pilara Foundation. Efforts also are underway in partnership with TMG Development Corp to rehabilitate and reopen the Pier 38 bulkhead building which had been closed (along with the pier shed) due safety and code compliance violations.

As Port staff learned during the unsuccessful effort to locate the International Women's Museum in Pier 26 (details in Chapter 4I), the estimated seismic costs to upgrade Piers 26 and 28 are far higher than the costs of buying land, which indicates that development projects at these sites would require significant public subsidy. Port staff, the local neighborhood and the Port Commission need to evaluate whether development of these piers with available sources of public subsidy is financially feasible, or whether another approach – such as continuing to lease these facilities with current uses until pier sheds can no longer be safely occupied – would be a better strategy. At that point, the Port and the public can determine whether saving the Mission-style bulkhead buildings and removing the pier sheds is the right approach.

#### Recommendations

Port staff offers the following recommendations based on the Port's experience working with the South Beach community:

- Port staff should remain involved in and support Waterfront Transportation Assessment planning and implementation efforts, particularly as they relate to transportation management planning for Port development projects and the waterfront. Port and City staff should identify funding options to improve mobility along The Embarcadero.
- Port staff should continue to support efforts to re-open the Pier 38 Bulkhead building and the San Francisco Fire Department's efforts to rehabilitate and modernize the Pier 22½ fire station.





*Seawall Lot 337 on the south side of China Basin Channel, across from AT&T Ballpark, was the subject of a lengthy public planning process.*

- Given the current understanding about the extraordinary expense of pile-supported pier repairs and new utilities and infrastructure, the Port and the local community should evaluate next steps for Piers 30-32. Until the Port Commission makes a decision about the disposition of this site, Piers 30-32 should continue to generate revenue from daily parking and provide periodic layberthing access, including for Fleet Week.
- Port staff and the community should evaluate the financial feasibility of rehabilitating Piers 26 and 28, based on past experience at these sites and current understanding of pier substructure design.

### ***China Basin (Mission Bay)***

South of China Basin Channel in Mission Bay, the Port has focused mainly on maintenance and repair of facilities, public open space and amenities, and planning for the future of Seawall Lot 337. The Port relocated and improved a new base for its Maintenance Division at Pier 50, repaired and rehabilitated Pier 48 following a catastrophic fire in 1996, and conducted strategic repairs to Pier 50 substructure to preserve maritime industrial truck access. These projects alone cost \$25.6 million.

In addition, the Port rebuilt and reinforced the Bayfront Park shoreline, south of Pier 54, where the waterfront changes from a constructed seawall to rip rap boulder embankment. This project was financed by 2012 GO Bond park funds because Bayfront Park Shoreline also is a Blue Greenway open space project that created a public access edge for walking, running, and bicycling. The Bayfront Park shoreline provides the finished Bay shoreline to the future Bayfront Park, which will be improved as part of the Mission Bay South Redevelopment Plan.

Other shoreline park and public access improvements in Mission Bay include China Basin Park, a two acre park on the south side of China Basin Channel, across from AT&T Ballpark, and the Pier 52 Public Boat Launch, the only such facility open to the public that allows bay access by trailered motor boats, as well as kayaks and human-powered watercraft. Collectively these improvements, together with Agua Vista Park, located south of 16th Street, provide 3,775 linear feet of waterfront park and public access space on Port lands in Mission Bay.

To increase understanding and planning responses to climate change and sea level rise, Mission Creek is the subject of a collaborative partnership between the Netherlands Knowledge for Climate Program, BCDC,



Photo courtesy of Seawall Lot 337 Associates

*Proposed Mission Rock Square as part of Seawall Lot 337 development*

City and SPUR to study alternative adaptation strategies to protect against rising tides and storm flooding.

As discussed in Chapter 4A, Seawall Lot 337 was the subject of a lengthy public planning process to define land use and development parameters for this 16 acre site, and the rehabilitation of Pier 48. The Waterfront Plan sets the broad frame, but the Seawall Lot 337 planning process focused on site-specifics, to define the character, balance and arrangement of land uses, density, building heights, scale and urban form, parks and public realm and historic preservation. This site planning as well as the public review of the development concepts submitted in response to the RFQ/RFP process was conducted publicly, to build a level of community understanding needed to support the undertaking. During this process, residents expressed a desire for an urban design response to the site building on lessons learned from Mission Bay. In particular, stakeholders expressed a desire for more compact, walkable blocks, engaging ground floor retail uses, a large open space fronting Mission Creek, and building heights up to 300 feet in some locations.

Unlike projects in the northern waterfront which were built in a single phase, Seawall Lot 337 is planned as a long-term, multi-phase effort requiring whole new public infrastructure systems. The financial structure for this development also is unique; the Port negotiated the provisions of SB 815 with State Lands which were approved by the State Legislature, allowing non-trust uses and longer lease terms for specified Port seawall lots, including Seawall Lot 337. SB 815 enables the Port to pursue the desired mix and density of uses defined during the community planning process and RFQ/RFP process. Development of the site is intended to fund the new streets, infrastructure and parks to support a program that can generate revenues to finance open space and historic pier rehabilitation consistent with the requirements of SB 815. The Port plans to propose the formation of an Infrastructure Financing District (IFD) which, similar to the financing structure in the Mission Bay and South Beach redevelopment plans, enables a portion of net new tax revenues from Seawall Lot 337 development to pay for publicly-owned infrastructure and amenities on Port property.

The Seawall Lot 337 planning process was overseen by a Port Commission committee, and a Seawall Lot 337 Advisory Panel of community stakeholders. The Advisory Panel juried the development concept submittals and recommended developer selection, which was approved by the full Port Commission. Through this process, the Port Commission selected Seawall Lot 337 Associates, LLC, an affiliate of the San Francisco Giants, as the Port's development partner. The Port's objectives for the site included a large waterfront park in the open space program, an intimate neighborhood scale and building heights including two slender towers of up to 300 feet or more. The Giants have led their own community planning outreach that produced a vision for 3.5 million square feet of development with 8 acres of parks and building heights ranging from 160 to 320 feet. There is a public interest in developing the park at the north end of the site as early as possible, which presents financing challenges.



*Lefty O'Doul Bridge connects the Blue Greenway and The Embarcadero*

As summarized above, changes and improvements in the last 15 years have been dramatic, driven by prior redevelopment plans that have created new neighborhoods adjacent to Port lands. The Port's efforts have been to improve its properties to support and strengthen the emerging neighborhood character and relationships while also recognizing City and regional demands. Relative to other subareas, South Beach has a generous array of public parks and public access, and Port efforts are now focused on the Blue Greenway network south of China Basin Channel. These efforts highlight the need to improve Lefty O'Doul Bridge, in order to develop a stronger public connection between Mission Bay and The Embarcadero. At the same time, this area offers more opportunity for architectural expression in new development. Above all, Port and City staff recognizes the need to invest in public transit and related transportation improvements, to provide

better access for all modes in this congested area of the waterfront.

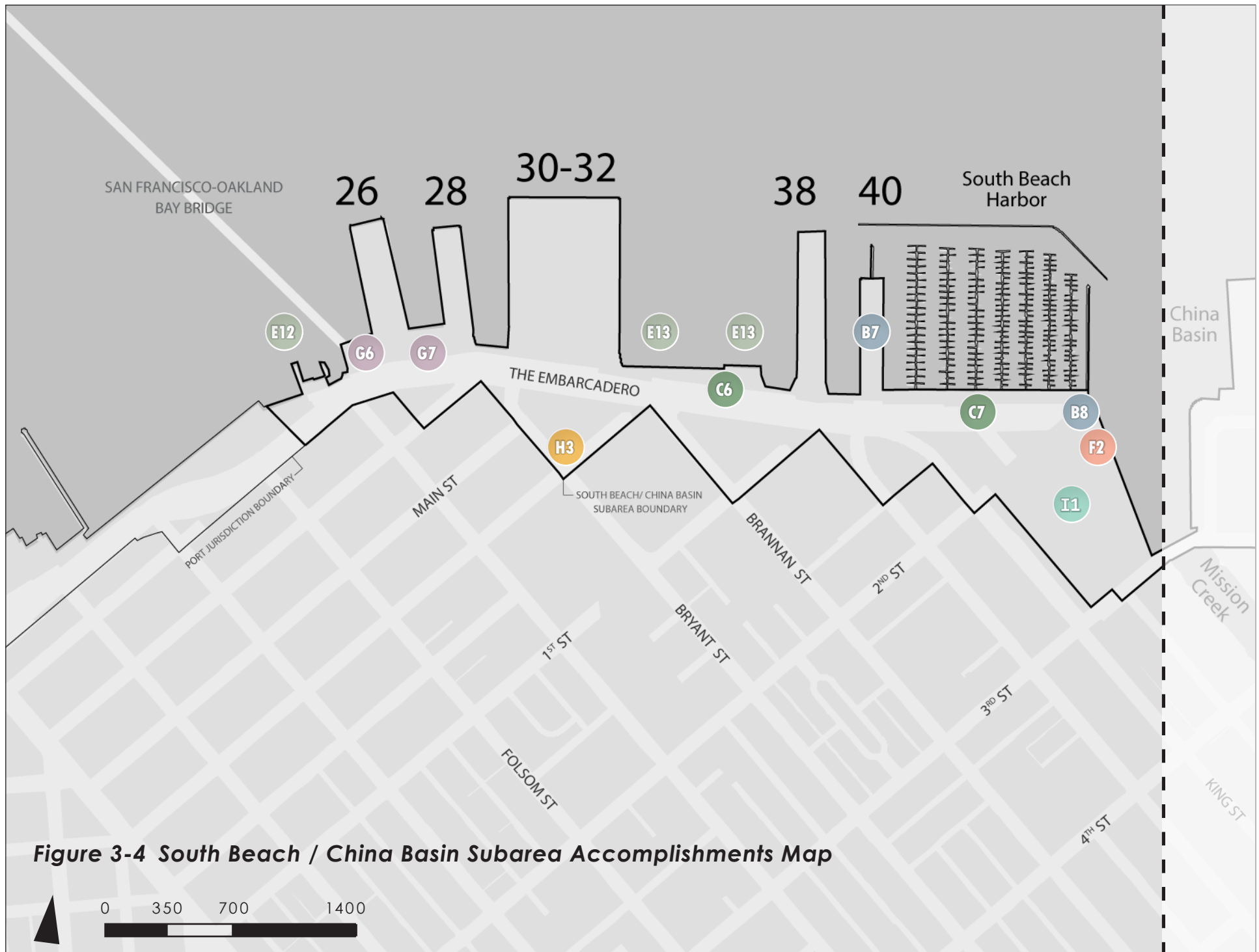
The summary of accomplishments in the South Beach/China Basin area are shown in Table 4-4. More detail on individual projects are profiled in Chapter 4.

### Recommendations

Port staff offers the following recommendations based on the Port's experience working with the Mission Bay community:

- Given the significant community planning efforts invested in creating a vision for Seawall Lot 337, Port staff should continue to support San Francisco Giants' community engagement through the environmental review and project design process, to transform this parking lot into a new neighborhood addition to Mission Bay. This new Mission Bay neighborhood should be designed for small blocks, large open space, and varying heights of up to 300 feet, consistent with the Port's original competitive solicitation. Project due diligence at the site shows a need for piles of up to 300 feet to support new buildings, which means that buildings must be as high — or likely higher — than surrounding Mission Bay buildings.
- Port and City staff should investigate potential General Obligation Bond funding for waterfront parks at Seawall Lot 337 in order to accelerate parks in the first phase of development.
- Port staff should focus further planning efforts on improving the connection between the Blue Greenway and The Embarcadero Promenade, including addressing how best to manage access on the Lefty O'Doul/Third Street Bridge.





**Figure 3-4 South Beach / China Basin Subarea Accomplishments Map**







**Table 3-4 South Beach / China Basin Subarea Accomplishments**

PROJECT NUMBER	PROJECT NAME	COST
<b>PLANNING</b>		
A6	Seawall Lot 337 “Lot A” Planning Process	-
A10	Blue Greenway Planning	-
A16	Adapting to Rising Tides: Mission Creek San Francisco, CA	-
<b>MARITIME</b>		
B7	South Beach Harbor Repairs & Community Facility	\$6,300,000
B8	China Basin Landing	\$2,900,000
<b>OPEN SPACE</b>		
C6	Brannan Street Wharf	\$26,200,000
C7	South Beach Park Playground	\$1,400,000
C9	China Basin Park	\$1,800,000
C10	Pier 52 Boat Launch	\$3,500,000
C11	Bayfront Park Shoreline	\$2,300,000
<b>ENGINEERING, MAINTENANCE &amp; SECURITY</b>		
D9	Pier 48 Seismic Rehabilitation	\$14,200,000
D10	Pier 48 Apron Repairs	\$400,000
D11	Pier 50 Valley Substructure	\$1,400,000
D12	401 Terry Francois Blvd ADA improvements	\$340,000
D18	Pier 50 Emergency Power	\$750,000

PROJECT NUMBER	PROJECT NAME	COST
<b>ENVIRONMENTAL PROTECTION &amp; SUSTAINABILITY</b>		
E12	Pier 24 Fill Removal	\$657,300
E13	Pier 34 Fill Removal	\$851,200
E13	Pier 36 Fill Removal	\$2,212,600
<b>TRANSPORTATION</b>		
F2	China Basin Landing	-
<b>REAL ESTATE</b>		
G6	Pier 24 Annex	\$12,500,000
G7	Pier 26 Annex	\$900,000
G8	Mission Rock Resort	\$1,000,000
<b>DEVELOPMENT &amp; HISTORIC REHABILITATION</b>		
H3	The Watermark	\$100,000,000
<b>UNIQUE DEVELOPMENT OPPORTUNITIES</b>		
I1	Pacific Bell/AT&T Ballpark	\$357,000,000
I3	34th America's Cup Regatta	-
Total		\$536,611,100

*Note: Each of the above accomplishments is described in the categorized sections presented in Chapter 4.*

# South Beach / China Basin Acceptable Land Use Table (1,2,3,4)

## Table Notes

- 1 This table focuses primarily on acceptable long-term uses for the sites described. The Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.
- 2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.
- 3 Definitions of land uses are included in Appendix C, Glossary of Terms.
- 4 Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as 1) pier condition, or extent of proposed repairs in the China Basin segment, 2) the mix of uses, project design or any fill requirements in the South Beach segment, or 3) whether the use is proposed within a National Register historic resource. (See Chapter 3 and 5 for further discussion of waterfront regulations).
- 5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. 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 and Other Open Water Areas in the South Beach segment, pp. 24 and 26.
- 6 Unless otherwise indicated, "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.
- 7 Historic ships are not allowed on the south side of Pier 32, consistent with BCDC Special Area Plan Policies.

\* Refer to discussion of the China Basin Mixed Use Opportunity Area in Chapter 4 for conditions for determining whether a ballpark is an acceptable land use.

\* \* Seawall Lot 337 was previously included within the 1991 Mission Bay Plan which has been rescinded and replaced with the Mission Bay Guidelines. The uses for this site will be re-evaluated by the Port. Portions of Seawall Lots 338-339 under Port ownership are within the Mission Bay South Redevelopment Plan area. See Mission Bay South Redevelopment Plan for acceptable land uses for the portions of Seawall Lots 338-339 within the Mission Bay South Redevelopment Plan area.

A = Acceptable Use  
E/I = Existing Use/May Continue  
As Interim Use  
X = Accessory Use

REFER TO THE MISSION BAY SOUTH REDEVELOPMENT PLAN



# SOUTHERN WATERFRONT





*The Southern Waterfront extends from Mariposa Street, to India Basin in Bayview Hunters Point.*

The Southern Waterfront remains the home of the Port's ship repair and cargo maritime industries. The Port has worked closely with the Central Waterfront Advisory Group (CWAG), Southern Waterfront Advisory Committee (SWAC) and Maritime Commerce Advisory Committee (MCAC) to support and promote new maritime business opportunities. At the same time, the Port also has focused on reimagining Pier 70, in order to save the precious collection of historic buildings here that reflect San Francisco's ship building and manufacturing history, and improve the shore for public access. This hybrid agenda for waterfront improvement also reflects the City's larger efforts to balance industrial and mixed use development demands, and create new public open space, as promoted in the Eastern Neighborhoods and Blue Greenway Plans.

### **Pier 70 and Warm Water Cove**

Since the Waterfront Plan was first adopted in 1997, the Port has been focused on finding a way to preserve and rehabilitate the Union Iron Works and Bethlehem Steel Headquarters buildings on 20th Street, near Illinois Street. Early efforts by AMB Development Inc, and the San Francisco Arts Consortium failed, and informed the Port of the need to develop a clear vision for Pier 70 in its entirety. After a three year public planning process led by the Port in coordination with the Planning Department, the Pier 70 Preferred Master Plan was completed in 2010. These efforts were followed by competitive solicitations to 1) rehabilitate six important historic resources along 20th Street, including Building 113, the Union Iron Works Machine Shop; and 2) develop a 28 acre Waterfront Site, including new site infrastructure, streets and parks, historic rehabilitation, and new development to provide financial support for the whole of Pier 70. In April 2014, the new Union Iron

#### **SOUTHERN WATERFRONT SUBAREA OBJECTIVES**

- Maximize the utilization of existing cargo terminal facilities.
- Pursue financing mechanisms to develop competitively priced maritime support facilities in the S Waterfront.
- Maximize the productivity of Port assets through interim use of property reserved for maritime expansion.
- Development of non-maritime land uses that would be beneficial to the Port and compatible with maritime activities should be considered in areas which are surplus to long-term maritime needs.
- Promote non-maritime activities in and around three historic Union Iron Works buildings to facilitate the revitalization of an area that survives as an example of San Francisco's earliest maritime industry.
- Reserve or improve areas which will provide opportunities for the protection of wildlife habitat and for passive and active recreational uses.
- Enhance the public's appreciation of the waterfront by providing greater opportunities for access in a manner which does not compromise the efficiency of maritime operations.

Works Historic District at Pier 70 was listed on the National Register of Historic Places. On July 22, 2014, the Board of Supervisors approved the lease and related transaction documents with Orton Development, Inc., which will enable Orton to commence work to save the 20th Street Historic Buildings in 2014-15.



*Building 113 at the Union Iron Works Historic District, Pier 70*

The Port is concurrently planning Phase 1 of Crane Cove Park with General Obligation Bond funding approved by San Francisco voters. Crane Cove Park, expected to start construction in 2015, will be a unique open space, including Slipway #4, a contributing resource to the Union Iron Works Historic District – a new seven acre park with a mix of uses overlooking San Francisco Bay and active ship repair operations at Pier 70.

Forest City has been working with the Port for several years to develop a use program for the 28 acre Waterfront Site. Early conceptual design includes a mix of office, market rate and affordable residential, retail and maker uses, centered around high quality, diverse open space and rehabilitation of historic Buildings 2, 12, and 21. Forest City has proposed a ballot measure for the November 2014 election to rezone the site from 40 feet to 90 feet, consistent with some of the conceptual urban design analysis produced by the Port during the Pier 70 Preferred Master Plan process. Port and Office of Economic and Workforce Development staff continue to work with Forest City to realize a financially-feasible vision for the Waterfront Site that can be approved in 2016 and meet the objectives of the Port's competitive offering.



*Warm Water Cove Park*

Finally, the Port and its ship repair operator BAE Systems, San Francisco Ship Repair have made significant investment in Drydock #2, to allow repair of larger, post-Panamax vessels and to install shoreside power to reduce air emissions. The parties are negotiating a new lease for the active ship repair area that will spur required investment to the Port's Drydock #2, preserve ship repair jobs, rationalize industrial use of the site, and provide an opportunity to rehabilitate historic resources within the shipyard. A principal goal of the Pier 70 Preferred Master Plan was to develop a mix of uses that would allow ship repair to continue at the site.

The Port and the Department of Public Works have collaborated to improve Warm Water Park, formerly "Tire Beach", by removing discarded tires and other refuse, planting native plants and installing picnic tables, and hosting periodic park clean up days to keep the area clean.



These coordinated efforts have the promise of marrying maritime industry, public open space, historic rehabilitation and a new, urban mixed use neighborhood in a dynamic waterfront neighborhood over the next decade. Port staff is deeply appreciative of the public support and for the hard work of its partners toward realizing this vision.

The summary of accomplishments in the Southern Waterfront area are shown in Table 4-5. More detail on individual projects are profiled in Chapter 4.

#### Recommendations

Port staff offers the following recommendations based on the Port's experience working with the Southern Waterfront community:

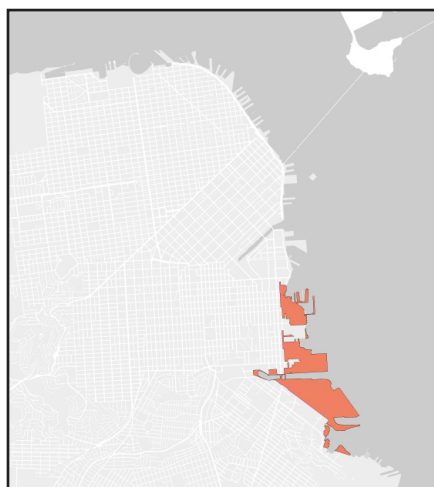
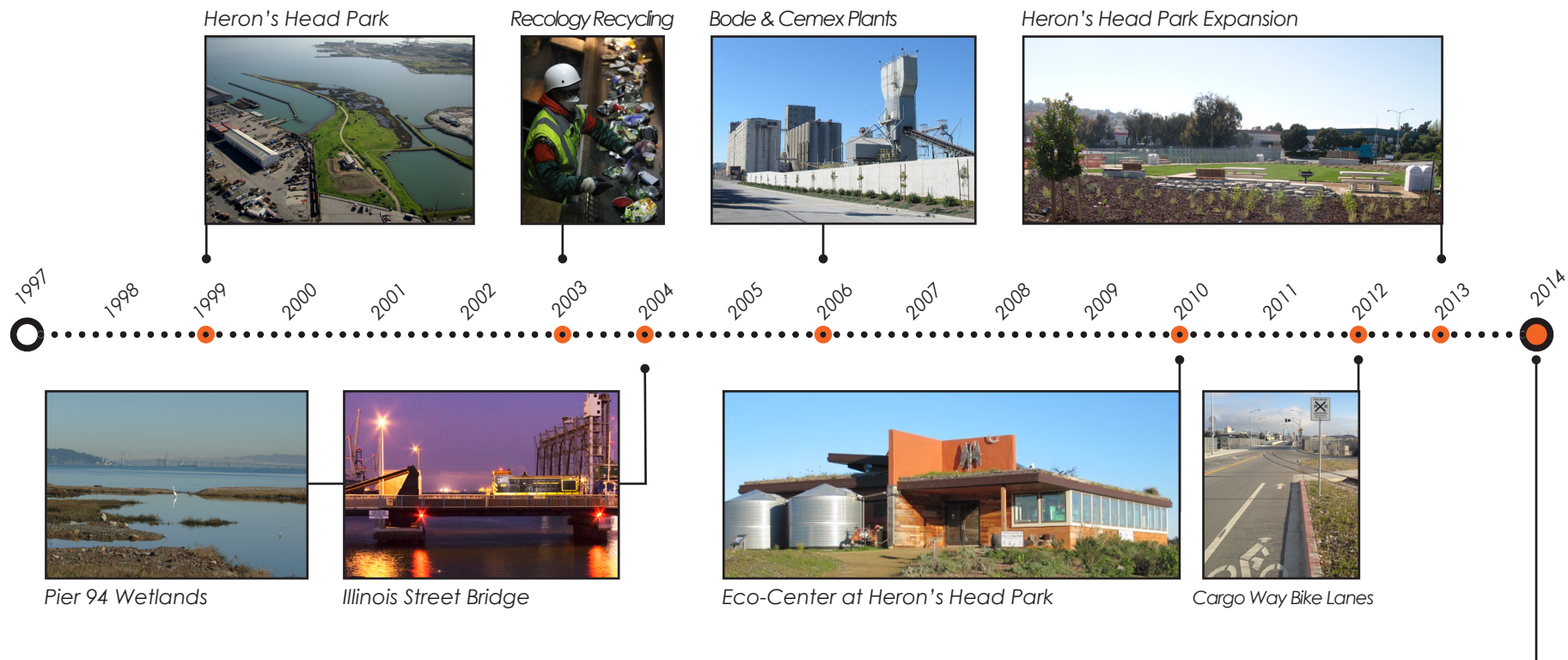
- Master planning in this area is complete. Port and City staff should continue to engage the public regarding conceptual planning for the Pier 70 Waterfront Site with Forest City. Voters will have the opportunity to weigh in on heights for the area in November, 2014.
- Port and City staff should investigate whether General Obligation Bond or other public funding is available to help build major open space in the Waterfront Site earlier than current project phasing will allow.
- Subject to further discussions with the Port's Central Waterfront Advisory Group and area residents, Port and City staff should explore entitling the 20th & Illinois site and the PG&E Hoedown Yard (which the City has an option to purchase and sell for a higher and better use) in a separate process from Forest City's planned Special Use District. Such an effort could complement Orton's planned development of the 20th Street Historic Buildings.

- Port staff should complete negotiations for a new lease with BAE Systems for ship repair. Long-term, the Port should begin planning for the replacement in 15-20 years of its main ship repair facility, Drydock #2.
- After Phase 1 of Crane Cove Park is complete (2016), and the Port has identified funding for Phase 2, Port staff should re-engage the public regarding designs for Phase 2 of the park.

#### ***Western Pacific Property, Pier 80 and Piers 90-96***

The Port has been busy improving maritime commerce in Pier 80 and Piers 90-96 since adoption of the Waterfront Plan. The Port developed the Illinois Street Bridge, providing direct truck and freight rail access to Pier 80 and its cargo terminals at Pier 92-96 south of Islais Creek. In 2005, the Port repositioned Pier 80 from containerized cargo to breakbulk and project cargoes such as steel and wind mills. For Piers 94-96, the Port has converted from container to bulk cargo shipping, a successful transition to support a maritime-based construction materials industry in San Francisco. What has emerged is an Eco-Industrial Park, whereby adjacent tenants (such as concrete batching and sand mining tenants) utilize each other's materials with minimal transportation cost. The area is also home to some of the Port's most successful, native parks and open space.

The Eco-Industrial Park has brought new investment with the construction of two new concrete batching plants at Pier 92, which utilize sand from sand mining operations located on adjacent Port property and import gravel from British Columbia through Pier 96. The Eco-Industrial Park also includes Recycle Central at Pier 96 which handles blue bin recyclables and office paper recycling for the City. The Port's open space efforts in this area of the waterfront have been the largest and most successful to date. With major investments in Heron's Head Park,



*Southern Waterfront Subarea Boundary*

### SOUTHERN WATERFRONT ACCOMPLISHMENTS TIMELINE

The Waterfront Plan has guided **\$412,295,000** of investment in the Southern Waterfront since 1997.



*Bayview Rise*

the Eco-Center and the Pier 94 wetlands interspersed among the Port's industrial tenants, the Port's southern waterfront is a unique mix of maritime industrial uses and open space, providing economic opportunities and recreation to residents in the area. Since the adoption of the Waterfront Plan, the area has seen \$412 million in public and private investment.

The Port has invested substantial public planning in the Southern Waterfront, including the community process focused on the Backlands in 2007. That process concluded with a finding that with the depths of required piles in the area, single-story warehouses on the site would not be financially feasible. Later community planning efforts embraced the Eco-Industrial Park concept as a means of providing economic development opportunities to area residents and to fund beautification efforts. The Port Commission adopted a Southern Waterfront Community Benefits policy and a companion special fund to further the goals of economic access and beautification of the area.

There are major opportunities in the Port's southern waterfront. Port staff is evaluating the feasibility of exporting electric cars from Pier 80 and iron-ore from Pier 96. The Port and the Department of Public Works are examining the feasibility of an asphalt plant with a maritime component at Pier 94 to serve the City's asphalt batching needs, enabling increased recycling of asphalt and fitting into the Eco-Industrial Park theme for the area. Port staff has developed an initial plan for improvements to enable leasing of the Pier 94-96 Backlands that are supported by area waterfront constituents. The former Western Pacific Property east of the Muni Metro storage facility north of Pier 80, is an opportunity site for industrial development and a new waterfront park, consistent with Blue-Greenway Design Guidelines. The Port continues to implement the Blue-Greenway vision for Islais Creek, including Bayview Gateway. The Port has fragments of shoreline property south of Pier 98, including a set of "paper streets" in the footprint of the former PG&E Hunters Point Power Plant site which could be used for a higher and better use.

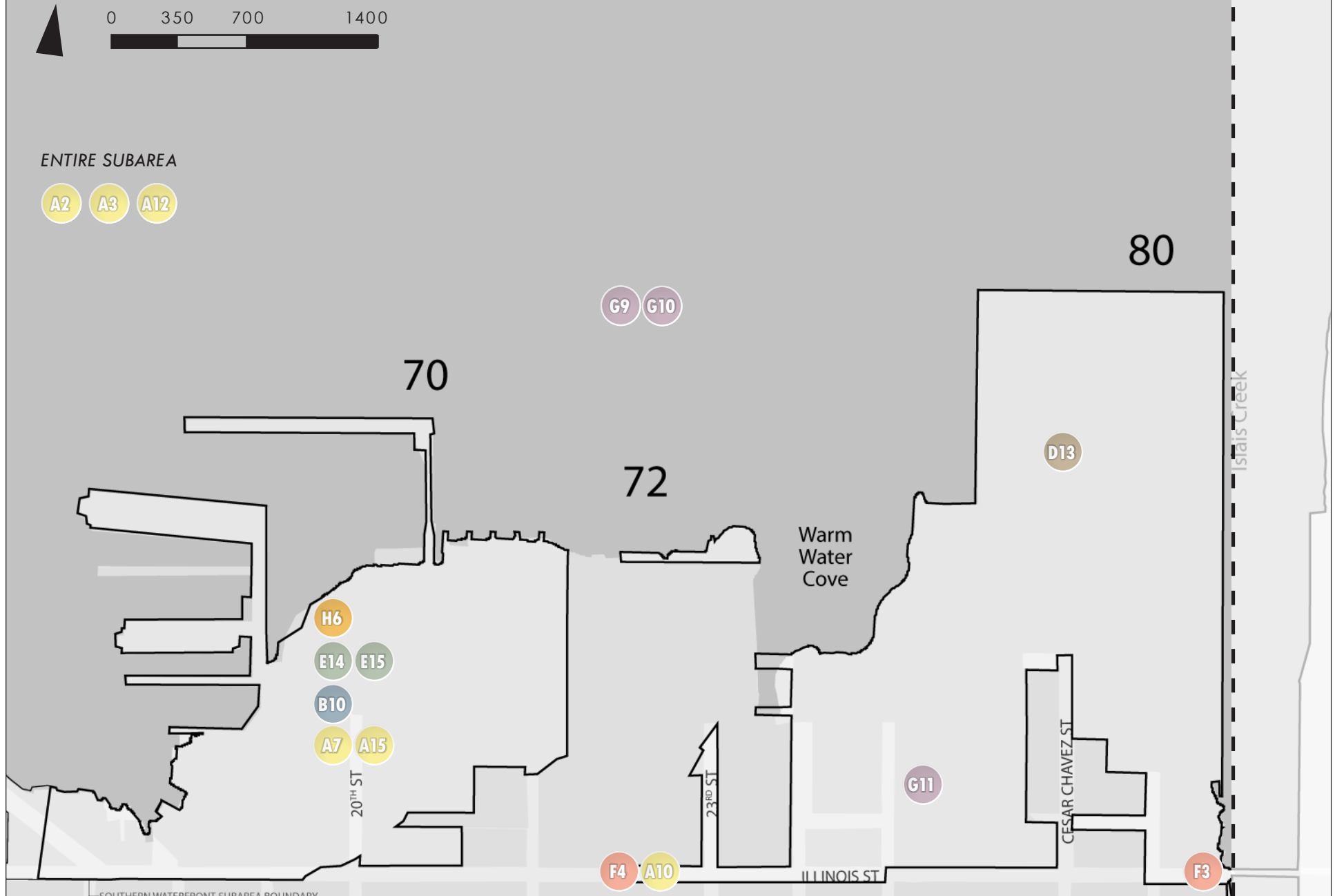
## Recommendations

Port staff offers the following recommendations based on the Port's experience working with the Southern Waterfront community:

- Port staff should continue to market Pier 80 for export of cars and Pier 96 for iron-ore export, with review by the Maritime Commerce Advisory Committee and the Southern Waterfront Advisory Committee (SWAC).
- Port staff should revive planning for the Backlands, including the most recent plan to install paving, utilities and stormwater improvements to enable leasing of the Backlands.
- Port staff should meet with Recology to examine whether it makes sense to re-locate their concrete crushing operation on the Backlands to a northern portion of the Backlands that is an option in the current lease. This move could free up portions of the Backlands for maritime use.
- The Port should continue efforts to secure General Obligation Bond and other funding to complete other open space improvements identified in the Blue Greenway Plan, including Warm Water Cove and open space improvements along Islais Creek, including Tulare Park.
- Port and City staff should collaborate to find funding to upgrade Cargo Way, a major neighborhood arterial, and Amador Street which serves the Port's Eco-Industrial Park.
- Port staff should collaborate with PG&E, SWAC and City staff regarding the highest and best use of the Port's paper streets south of Pier 98, which could be public open space.



**Figure 3-5 Southern Waterfront Subarea Accomplishments Map**









**Table 3-5 Southern Waterfront Subarea Accomplishments**

PROJECT NUMBER	PROJECT NAME	COST
<b>PLANNING</b>		
A2	Southern Waterfront Maritime Industrial Planning	-
A3	Southern Waterfront Final Supplemental Environmental Impact Report	-
A7	Pier 70 Preferred Master Plan	-
A10	Blue Greenway Planning	-
A12	Southern Waterfront Maritime, Industrial and Shoreline Access Planning	-
A15	Union Iron Works Historic District at Pier 70	-
<b>MARITIME</b>		
B10	Pier 70 Drydock #2	\$5,000,000
B11	Pier 94 Dry Bulk Terminal	-
B12	Quint Street Lead Freight Rail Improvements	\$3,300,000
<b>OPEN SPACE</b>		
C12	Bayview Gateway	\$4,700,000
C13	Islais Landing	\$350,000
C14	Pier 94 Wetlands	\$1,000,000
C15	Heron's Head Park	\$3,700,000
C16	EcoCenter at Heron's head Park	-
<b>ENGINEERING, MAINTENANCE &amp; SECURITY</b>		
D13	Pier 80 Shed Roof Replacements	\$1,000,000
D14	Amador Street Extension	\$400,000

PROJECT NUMBER	PROJECT NAME	COST
<b>ENVIRONMENTAL PROTECTION &amp; SUSTAINABILITY</b>		
E14	Pier 70 Shorepower	\$5,700,000
E15	Pier 70 Environmental Risk Management Plan	\$1,700,000
<b>TRANSPORTATION</b>		
F3	Illinois Street Bridge	\$27,000,000
F4	Illinois Street Bicycle Lanes	\$300,000
F6	Cargo Way Bicycle Lanes	\$445,000
F9	Quint Street Lead Freight Rail Improvement	-
<b>REAL ESTATE</b>		
G9	Trans Bay Cable (9.4 Miles of Cable)	\$5,500,000
G10	ZA-1 Embarcadero - Potrero 230kV Cable (3.5 Miles of Cable)	-
G11	Muni Metro East	\$230,000,000
G12	Bode Gravel Company	\$5,000,000
G13	Cemex	\$6,000,000
G14	Recology	\$35,200,000
<b>DEVELOPMENT &amp; HISTORIC REHABILITATION</b>		
H6	Pier 70 20th Street Historic Buildings	\$76,000,000
Total		\$412,295,000

*Note: Each of the above accomplishments is described in the categorized sections presented in Chapter 4.*



## CHAPTER 4 PORT PROJECT ACCOMPLISHMENTS

A.	PLANNING	116
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# Background

The Waterfront Plan establishes the comprehensive policy framework for waterfront land uses, parks and open spaces, historic preservation and design. In addition, the Port carries out detailed planning to address specific sites or areas which are summarized in this section. San Franciscans have always been passionate about the Port waterfront, with a variety of opinions, concerns and competing demands. Waterfront planning efforts therefore focus on active community participation and exchange to build understanding of the opportunities, benefits and requirements to support waterfront improvement projects.

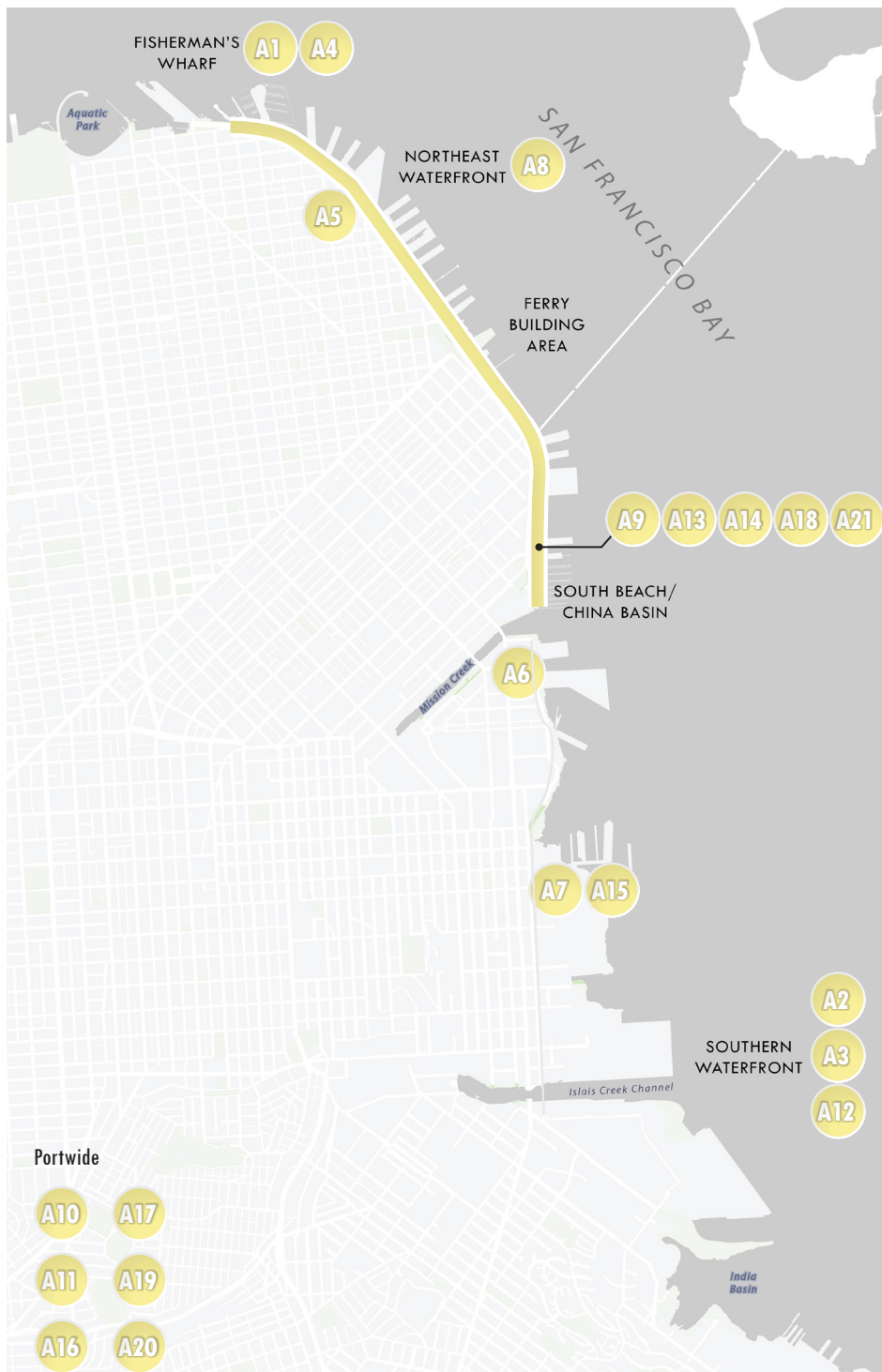
## Planning for Specific Sites, Waterfront Parks, Trails and Public Amenities

The 7½ miles of Port lands include a cross-section of the city's neighborhoods and districts. This, together with the Port's broad mix of commercial and industrial maritime industries, makes for diverse and unique land use combinations and waterfront experiences. However, knitting Port improvements into the fabric of the city requires consideration of many conditions and issues. Port planning projects increasingly entail partnering with other city and public agencies, to address a broad range of needs:

- Expand and enhance the network of waterfront parks, open spaces, and amenities
- Respond to maritime industry needs
- Produce master plans for large, multi-phase development projects
- Promote and expand transportation access and pedestrian enjoyment
- Preserve historic resources
- Establish design guidelines that protect and enhance the historic and public waterfront character

## Site-specific Development Process

The Port also devotes considerable resources to working with neighborhood and regulatory agencies to craft requirements and desired benefits from new development, prior to issuing a request for proposals (RFP) from prospective developers. The Waterfront Plan defines a menu of acceptable land uses for each Port property, but does not dictate the details of development projects. To address those details, the Plan sets forth a community process to define



uses, design features and public benefits included in development project RFPs. Port advisory groups in Fisherman's Wharf, Northeast Waterfront/Ferry Building, Central Waterfront and Southern Waterfront provide key public forums for these discussions. The inclusion of community considerations provide an early-read to prospective developers about public expectations, to help produce development proposals that enhance the waterfront and neighboring area and meet market, regulatory and financial feasibility requirements.

### ***Planning Projects***

Since the Waterfront Plan was adopted, Port and City staff have been as engaged in planning efforts as staff was during the Waterfront Plan process itself. These efforts have refined the Waterfront Plan, set the table for development solicitations at specific sites, laid the foundation for important financial resources (as was the case with the Embarcadero Historic District and the Union Iron Works Historic District), or tackled important issues like transportation which were not addressed during the Waterfront Plan process.

## A1 - Waterfront Plan Amendment – Fish Alley (2001)



In 2001, the Port Commission approved specific Waterfront Plan amendments to recognize the fishing industry history and character of Fish Alley as an Architectural Character District within Fisherman's Wharf. Land use controls also were amended to narrow the range of acceptable uses within the two blocks that comprise Fish Alley, Seawall Lot 302 and 303. The amendments prioritize fishing industry, maritime and support uses for sites closest to the water, and allow a limited number of sites fronting on Jefferson Street for artist, assembly, and entertainment uses.

## A2 - Southern Waterfront Maritime Industrial Planning (2001-2007)

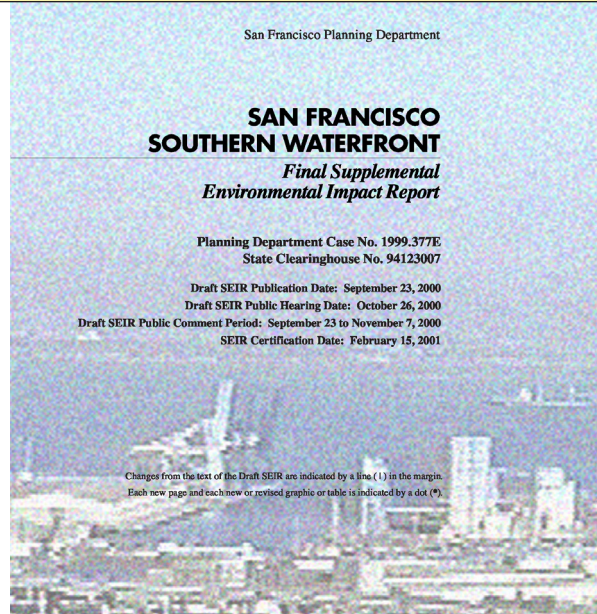
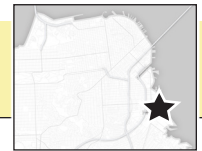


The City's remaining heavy industrial maritime operations are located in southeast San Francisco. San Francisco's dense urban setting dictated the need for community planning and partnerships with the Port's Central and Southern Waterfront and Advisory Committees, former Redevelopment Agency, Bayview Hunters Point Project Advisory Committee and India Basin neighborhood. Beginning in 2001, planning work outlined a strategy for cargo shipping, freight rail improvement, and the "Pier 90-94 Backlands" upland of the terminals to promote eco-industrial development. Piers 92 and 94-96 were targeted for "bulk" cargo import of aggregate and construction materials. This allowed upland concrete plants and construction businesses to locate close to

source materials, reducing industrial truck volumes, and preserving remaining industrial uses and jobs in San Francisco. Additionally, the mix of industrial operations allows tenants to share resources; in many instances; one tenant's waste is a source material for another tenant. The Illinois Street Intermodal Bridge, completed in 2006, provides supporting transportation enhancements to support all these activities. In addition, the use program incorporates natural stormwater management systems, wetlands restoration, and public access amenities to improve environmental quality and neighborhood character. Further information is available at: <http://sfport.com/index.aspx?page=222>



## A3 - Southern Waterfront *Final Supplemental Environmental Impact Report (SEIR) (2001)*



As part of the Southern Waterfront planning efforts, the SEIR analyzed the effects of the Illinois Street Intermodal Bridge (to preserve and improve freight rail access), updates in bulk cargo shipping and construction materials businesses, such as concrete batch plants. The SEIR set a mitigation and environmental framework to incorporate environmental protections, including natural stormwater management to improve Bay water quality, and wetlands restoration that also assists stormwater filtering and provides wildlife habitat enhancement. These, along with dust and vehicle emission reduction measures enabled new industrial business growth that also helped improve neighborhood quality.

## A4 - Fisherman's Wharf *Planning Committee Recommendations (2004)*



The BCDC and Port Commissions joined efforts to revisit unresolved fill removal and public open space objectives in Fisherman's Wharf. They formed a joint committee which led a community planning process resulting in recommendations that lay the groundwork for subsequent projects that produced the Pier 39 Promenade (2013), Taylor Street (2010) and Jefferson Street public realm improvements (2013). Further information is available at: [http://sfport.com/ftp/uploadedfiles/about\\_us/divisions/planning\\_development/FWRRecommendations.pdf](http://sfport.com/ftp/uploadedfiles/about_us/divisions/planning_development/FWRRecommendations.pdf)

## A5 - Cruise Terminal Advisory Panel (2007)



In 2006, Mayor Gavin Newsom directed the creation of a blue ribbon Advisory Panel to evaluate options and recommend a site for the James R. Herman Cruise Terminal, after a prior cruise terminal development at Piers 30-32 was abandoned by the developer. Over the course of a year, the Advisory Panel evaluated site, operational, transportation, environmental, funding and implementation requirements. Pier 27 was recommended as the most cost-effective location to support modern cruise terminal passenger, transportation services and operations. On that basis, the Port undertook efforts that led to the construction of the James R. Herman Cruise Terminal and Cruise Terminal Plaza, which will be completed at Pier 27 in September 2014. Further information is available at: <http://sfport.com/modules/showdocument.aspx?documentid=8135>

## A6 - Seawall Lot 337 “Lot A” Planning Process (2007)



In 2006, the Port Commission committee was formed to oversee a public planning process to define future use and improvement of Seawall Lot (SWL) 337, a 14 acre lot also known as the Giants Lot A parking lot in Mission Bay. A remnant of a former Mission Bay Plan, it was recognized that any development of SWL 337 would require amendments to Port plans, City zoning and height limits. Over two years, the public meetings and workshops reviewed land use, regulatory, public trust, Mission Bay Plan, open space, transportation, and development finance issues. Given the location of SWL 337 and neighborhood desires expressed for Mission Bay, there was strong consensus to support creation of a major public park along China Basin Channel and internal to the project, fine-grained development that should allow one to three slender towers, and historic rehabilitation of Pier 48.

These objectives for new development were incorporated into a rigorous developer selection process, which involved a two-step, Request for Qualifications and Proposals (RFQ/RFP) from developers. The Port Commission created a SWL 337 Advisory Panel which juried both the RFQ and RFP submittals, and ultimately led to the selection of the Giants Mission Rock team by the Port Commission in 2009. Further information is available at: [http://sfport.com/ftp/uploadedfiles/port\\_commission/Port%20Committee%20Report-FINAL.pdf](http://sfport.com/ftp/uploadedfiles/port_commission/Port%20Committee%20Report-FINAL.pdf)  
[http://sfport.com/ftp/uploadedfiles/port\\_commission/April.8.08.CommReport.RFQ%20findings.pdf](http://sfport.com/ftp/uploadedfiles/port_commission/April.8.08.CommReport.RFQ%20findings.pdf)  
<http://sfport.com/index.aspx?page=36>



## A7 - Pier 70 Preferred Master Plan (2010)



The Port initiated a major public process in 2007 in partnership with the Planning Department to define a land use and development framework for Pier 70. Pier 70 is a 65 acre site located south of Mission Bay, east of Illinois Street, and north of 23rd Street and the former Potrero Power Plant. The impetus for the Plan was to save and rehabilitate as many of Pier 70's extraordinary historic structures as possible, which led to the creation and listing of the Union Iron Works Historic District at Pier 70 on the National Register of Historic Places in 2014. The District tells the story of San Francisco's 150 year old ship building and repair industry, and Pier 70's importance in the industrialization of the western United States.

The Master Plan directs locations and parameters for new development that are compatible with continuing Pier 70's ongoing ship repair operations, historic preservation and public open space objectives. The preservation and open space

objectives in the Pier 70 Master Plan require significant economic investment and identified a financing gap between the estimated cost of public benefit improvements and revenue generating development. The Master Plan thus recognized the need to work collaboratively with a private development partner to evaluate different approaches to achieve a program that was economically viable. It was publicly understood that any development per the direction of the Master Plan would require amendments to the Port and City plans, zoning and height limits. The Master Plan supported development solicitations that led to Port and City approvals of the historic rehabilitation of the 20th Street Union Iron Works Buildings by Orton Development Inc., and selection of Forest City for development of a 25 acre site at Pier 70.

Further information is available at: [www.sfport.com/pier70](http://www.sfport.com/pier70).

## A8 - Northeast Embarcadero Public Realm Study (2010)



With direction from the Board of Supervisors, the Planning Department conducted planning to produce guidelines and recommendations to improve the west side of The Embarcadero. The success of the Embarcadero Promenade closest to the water and alongside the historic pier structures contrasts dramatically with the low level of use on the west side of The Embarcadero. The Northeast Embarcadero Public Realm Study (Study) therefore focused on ways to strengthen connections from upland neighborhoods, urban design recommendations for development of the parking lots, and streetscape guidelines. The public process was at times contentious, with many different viewpoints. While the Study reflected the Planning Department's efforts to take all public comments into account along with fundamental principles of good urban planning and design, a consensus on the Study recommendations did not emerge. Given the need to improve the west side of The Embarcadero, the Study's information may still be considered as part of future community planning discussions to improve the Northeast Embarcadero waterfront.

Further information is available at: <http://www.sf-planning.org/index.aspx?page=1662>



## A9 - Embarcadero Promenade Criteria (2011)



The Embarcadero Promenade Design Criteria is a Port staff study to propose design criteria to guide alterations and the placement of public and tenant furnishings and other improvements so that they are organized to enhance pedestrian circulation and enjoyment along the Promenade. This study recognizes that the Promenade is within the boundaries of the Embarcadero Historic District, and that tenant alterations and other proposed improvements must be responsive to their historic setting. The study is pending further work and interagency coordination with the Planning Department and BCDC. Completion of the study is anticipated in [month/year].

## A10 - Blue Greenway Planning (2012)



In 2006, Mayor Gavin Newsom created a Blue Greenway Task Force to establish a vision for the Blue Greenway, a project initiated by the Neighborhood Parks Council (now SF Parks Alliance) and SPUR. The goal was to create the Blue Greenway, to improve and expand the City's public open space network through the City's industrial districts in Southeast San Francisco. Based on that Task Force initiative, in 2008 the Port led a 2½ year public planning process to identify existing and new shoreline open spaces, park connections, and access for water recreation activities. The project required broad interagency and stakeholder participation, including Department of Public Works, SF Parks and Recreation, SFMTA, Office of Community Investment and Infrastructure, SF Arts Commission, Planning Department, ABAG Bay Trail, California State Parks, BCDC, SF Parks Alliance, Bay Access, Potrero Boosters, Dogpatch Neighborhood Association and the Bayview Hunters Point Project Area Committee.

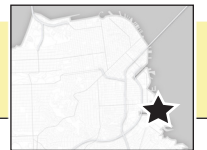
The resulting Blue Greenway Planning and Design Guidelines (Blue Greenway Guidelines) identify park locations, design and program standards, a wayfinding and signage program, and funding allocation for Blue Greenway park projects at the Port of San Francisco. The Blue Greenway Guidelines reflect a public consensus of how to create new public access to the shore, from land and water that reinforces the San Francisco Bay and Water Trails, and compatibly co-exists with the City's remaining industrial businesses and land uses. Further information is available at: <http://sfport.com/index.aspx?page=1433>

## A11 - Port-BCDC Special Area Plan “Working Group” (2013)



BCDC and the Port are working jointly to conduct a public process to produce recommendations on ways to enhance waterfront public benefits. This effort was originated by a requirement for the Port to identify certain types of public benefits as a BCDC condition of the Pier 27 James R. Herman Cruise Terminal project. BCDC and the Port expanded the effort and created a Working Group of stakeholders from diverse waterfront perspectives. The Working Group is taking a comprehensive look to recommend how public benefits can be improved along the waterfront overall. This planning effort is still in process. To date, they have produced preliminary recommendations to improve wayfinding, The Embarcadero Promenade and Ferry Building Plaza public spaces, balancing maritime berthing and public access along piers, public space at the Pier 27-29 Tip, and public open space in Fisherman’s Wharf. Further work on this project will include public workshops and ongoing review by the BCDC and Port Commissions. Further information is available at: <http://sfport.com/index.aspx?page=2217>

## A12 - Southern Waterfront *Maritime, Industrial and Shoreline Access Planning (2014)*



Port Maritime staff manages all aspects of the diverse operational functions of the Port’s 10 different maritime business lines, with special focus on the needs of cargo shipping in the Southern Waterfront. Given broader City land use and economic changes, and public expectations to improve southeast San Francisco, Port cargo operations and marketing efforts must coordinate with a growing number of other needs. The Pier 80 terminal continues to afford general and niche cargo opportunities, including possibly specialty automobile and project cargoes. The Pier 92 and 94-96 terminals continue to be in a strong market position for construction materials including possibly iron ore, which would increase the number of freight rail trains to San Francisco, and the necessity of

coordination with CalTrain peninsula commute service planning. This, together with coordinated light industrial leases managed by Port Real Estate staff, wetlands and habitat management, and implementation of Blue Greenway parks and shoreline access improvements reflects the Port’s multi-faceted, strategic efforts to maintain core maritime industry while knitting into the changing urban fabric of the Dogpatch, Bayview Hunters Point and India Basin neighborhoods.

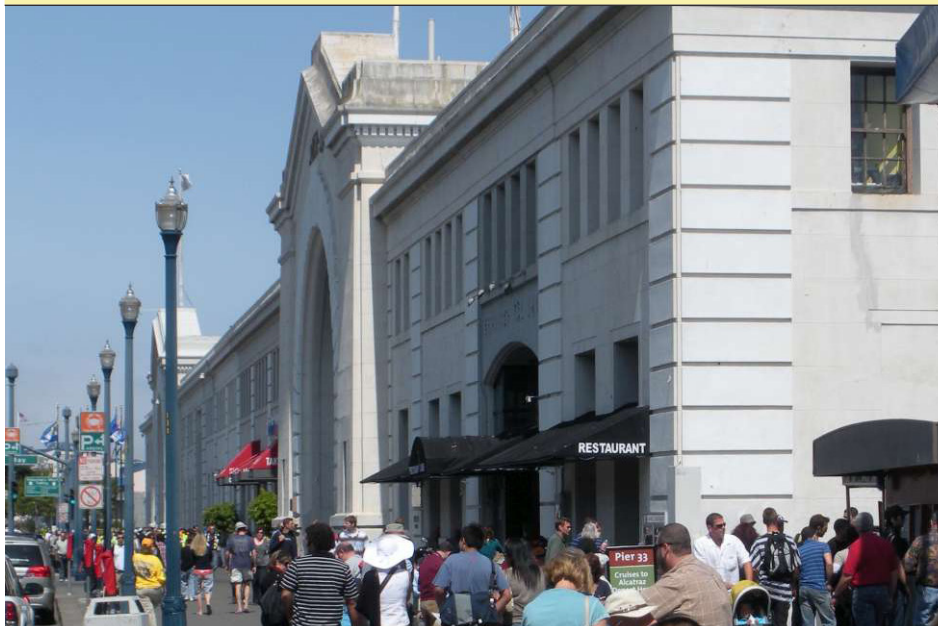


## A13 - Embarcadero Historic District (2006)



In 2000, the Port and BCDC Commissions approved amendments to their respective plans, which included nominating the Port's historic piers, bulkheads and waterfront structures along The Embarcadero for listing on the National Register of Historic Places (National Register). This was a significant milestone that resolved how these resources could be rehabilitated for mixed use development in a manner that also respected BCDC bay fill and public access policies. The Port and BCDC worked with the preservation community and a historic consultant team to prepare the Embarcadero Historic District nomination. In 2006, the State Historical Resources Commission and the National Park Service approved the listing of the Historic District on the National Register. In addition to the recognition bestowed by this honor, National Register status avails access to the Federal Historic Tax Credit Program for Historic Rehabilitation. This program allow developers tax credits for up to 20% of development costs for projects that meet Secretary of Interior Standards for Historic Rehabilitation.

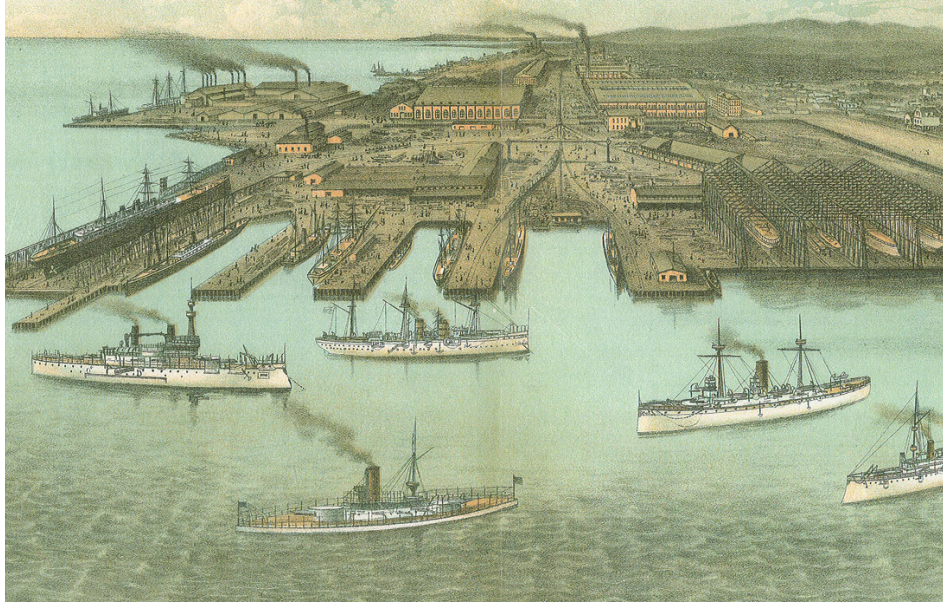
## A14 - Embarcadero Historic District Substructure & Bulkhead Repair Guidelines (2005)



In addition to the Embarcadero Historic District nomination, the Port worked with the preservation community and State Office of Historic Preservation (OHP) to produce the Embarcadero Historic District Substructure and Bulkhead Guidelines. Given that most of the Port's historic structures are about 100 years or older, the frequency and extent of maintenance continues to grow. These Guidelines provide direction on the appropriate repair and rehabilitation protocols and practices for ongoing repairs and maintenance work of pile-supported piers and facilities in the Historic District. The Port received a letter of support from OHP that recognized the importance of these Guidelines as part of the Port's historic preservation stewardship efforts. Further information is available at: [http://sfport.com/ftp/uploadedfiles/about\\_us/divisions/planning\\_development/EmbarcaderoRegisterNominationIntroMaterials.pdf](http://sfport.com/ftp/uploadedfiles/about_us/divisions/planning_development/EmbarcaderoRegisterNominationIntroMaterials.pdf)



## A15 - Union Iron Works Historic District at Pier 70 (2014)



As part of its efforts to develop the Pier 70 Preferred Master Plan, Port staff hired historic consultants to produce a report to nominate the rich collection of historic resources for listing on the National Register as the Union Iron Works (UIW) Historic District at Pier 70. The nomination report identifies and documents the 44 historic resources that contribute to creating the Historic District. The report documents the significance of UIW and Bethlehem Steel, both established at Pier 70, and their role in the nation's maritime history supporting multiple war efforts, as well as in the evolution of industrial architecture in San Francisco. Pier 70 is recognized as the most intact industrial complex west of the Mississippi River that represents the industrialization of the Western United States. The National Park Service approved the listing of the Historic District on the National Register of Historic Places in June 2014.



### A16 - Adapting to Rising Tides: *Mission Creek San Francisco, California (2014)*

The Port is part of a collaboration between the City, BCDC, SPUR and the Netherlands-based Stichting (Foundation) Delta Alliance to analyze future flood risk and develop sea level rise adaptation alternatives for land adjacent to Mission Creek, one of the City's lowest-lying areas. A key objective was to engage an approach that brings local, regional/state and international perspectives. The Foundation's involvement has enabled the City to understand and apply different strategies from the Netherlands to assess how they could address risks of flooding from sea level rise and storms along Mission Creek. Development of adaptation alternatives are based on the findings of a high-level vulnerability assessment. The project also will apply knowledge gained from

BCDC's Adapting to Rising Tides (ART) project in Alameda County to incorporate climate adaptation information from that regional effort and will utilize the most up-to-date sea level rise and future flood risk mapping for the City developed by the San Francisco Public Utilities Commission. Additionally, the project will address associated implementation, finance and governance considerations. The project was initiated in 2013 and the final report is due to be completed in late 2014.

### A17 - CCSF Sea Level Rise Committee: *Draft Guidelines for City Capital Projects (2014)*



The Port is participating in a City interagency effort to assess the potential impacts of climate change on the City. The Port has participated in SF Adapt's Sea Level Rise Committee which developed the report, Draft Guidance for Incorporating Sea Level Rise into Capital Planning in San Francisco: Assessing Vulnerability, Risk and Adaptation ("Draft SLR Guidance"). The Draft SLR Guidance is currently under review by participating City Departments, including the Port Commission, and the City's Capital Planning Committee. It is intended to be a "how to" guide for capital planners, summarizing the current science on sea level rise, and a four step process for incorporating sea level rise into capital planning: 1) Science review; 2) Vulnerability assessment; 3) Risk assessment; and 4) Adaptation planning. Port staff will continue to participate in the Sea Level Rise Committee and other City efforts to plan for sea level rise. The Port is reviewing the Draft SLR Guidance in the context of managing Port infrastructure projects, which also must consider how to integrate climate adaptation measures with seismic and structural repair needs. Further information is available at: <http://sfport.com/modules/showdocument.aspx?documentid=8366>



### A18 - Embarcadero Transportation Task Force (2007)

In 2001, Supervisor Aaron Peskin called upon SFMTA, SF County Transportation Agency, San Francisco Planning Department, Port staff, and waterfront community stakeholders to create a task force to recommend transportation improvements for The Embarcadero corridor. The collaborative effort examined transportation constraints and opportunities from Fisherman's Wharf through Mission Bay, with particular focus on ways to improve Muni public transit

service. The work included hiring consultants to produce the Embarcadero Parking and Transportation Study in 2005. That work supported Task Force lobbying efforts to prioritize enhancements to Muni F-line and E-line, which were included in SFMTA's Transit Effectiveness Program. Further information is available at: [http://www.sfgov.org/site/port\\_page.asp?id=36202](http://www.sfgov.org/site/port_page.asp?id=36202)

### A19 - America's Cup People Plan (2013)



In response to the selection of San Francisco as the host city in 2010 for the 34th America's Cup (AC34), SFMTA led a comprehensive effort to develop a transportation management plan to serve the large crowds attracted to the race events. With support from the Metropolitan Transportation Commission, SFMTA coordinated the participation of all local and Bay Area regional transportation agencies. The resulting AC34 People Plan marshalled a full spectrum of Bay Area public transportation services, coupled with strategic parking management programs that effectively met transportation demand of the events by promoting walking, bicycle and non-automobile options. Further information is available at: <http://www.sfmta.com/projects-planning/projects/americas-cup-34-people-plan>



## A20 - Waterfront Transportation Assessment (2014)



SFMTA has continued its efforts to build upon successes of the America's Cup People Plan by initiating the Waterfront Transportation Assessment (WTA). The WTA focuses on identifying transportation improvements, coordinated with CEQA environmental review transportation analyses, to identify effective, long-term transportation improvements and mitigation measures to address future city growth along the waterfront. Phase 2 of the WTA is expected to be completed by Spring 2015. Further information is available at: <http://www.sfmta.com/projects-planning/projects/waterfront-transportation-assessment-0>

## A21 - Embarcadero Enhancement Project (2014)



photo credit: SFMTA

The San Francisco waterfront has become a very popular public place that has attracted growing volumes of pedestrians and bicyclists on The Embarcadero Promenade. Recent counts indicate that The Embarcadero has become the fourth most traveled cycling corridor in San Francisco. Along with the waterfront's popularity comes increased concerns about public safety. In response, the SFMTA has is leading the Embarcadero Enhancement Project, to produce a design for a bikeway that is separated from moving or parked vehicles and pedestrians. This project launched in July 2014, and is one of the suggested improvements identified in SFMTA's Waterfront Transportation Assessment. Further information is available at:

<http://sfport.com/modules/showdocument.aspx?documentid=8367>

<http://www.sfmta.com/projects-planning/projects/embarcadero-enhancement-project>



Table 4-1 Planning Projects

Project Number	Project Name	Date Finished	Web
<b>Planning Projects</b>			
A1	Waterfront Plan Amendments, Fish Alley	2001	
A2	Southern Waterfront Maritime Industrial Planning	2007	<a href="http://sfport.com/index.aspx?page=222">http://sfport.com/index.aspx?page=222</a>
A3	Southern Waterfront Final Supplemental Environmental Impact Report	2001	<a href="http://www.sfport.com/ftp/uploadedfiles/community_meetings/CTEAC/info/FinalSEIR.pdf">http://www.sfport.com/ftp/uploadedfiles/community_meetings/CTEAC/info/FinalSEIR.pdf</a>
A4	Fisherman's Wharf Planning Committee Recommendations	2004	<a href="http://sfport.com/ftp/uploadedfiles/about_us/divisions/planning_development/FWRrecommendations.pdf">http://sfport.com/ftp/uploadedfiles/about_us/divisions/planning_development/FWRrecommendations.pdf</a>
A5	Cruise Terminal Advisory Panel	2007	<a href="http://sfport.com/modules/showdocument.aspx?documentid=8135">http://sfport.com/modules/showdocument.aspx?documentid=8135</a>
A6	Seawall Lot 337 "Lot A" Planning Process	2007	<a href="http://sfport.com/ftp/uploadedfiles/port_commission/Port%20Committee%20Report-FINAL.pdf">http://sfport.com/ftp/uploadedfiles/port_commission/Port%20Committee%20Report-FINAL.pdf</a>
A7	Pier 70 Preferred Master Plan	2010	<a href="http://www.sfport.com/pier70">www.sfport.com/pier70</a>
A8	Northeast Embarcadero Public Realm Study	2010	<a href="http://www.sf-planning.org/index.aspx?page=1662">http://www.sf-planning.org/index.aspx?page=1662</a>
A9	Embarcadero Promenade Criteria	2011	<a href="http://www.sfport.com/Modules/ShowDocument.aspx?documentid=354">http://www.sfport.com/Modules/ShowDocument.aspx?documentid=354</a>
A10	Blue Greenway Planning	2012	<a href="http://sfport.com/index.aspx?page=1433">http://sfport.com/index.aspx?page=1433</a>
A11	Port-BCDC Special Area Plan "Working Group" Planning	2013	<a href="http://sfport.com/index.aspx?page=2217">http://sfport.com/index.aspx?page=2217</a>
A12	Southern Waterfront Maritime, Industrial and Shoreline Access Planning	2014	<a href="http://www.sfport.com/index.aspx?page=209">http://www.sfport.com/index.aspx?page=209</a>
<b>Historic Preservation Planning</b>			
A13	Embarcadero Historic District	2006	<a href="http://sfport.com/index.aspx?page=295">http://sfport.com/index.aspx?page=295</a>
A14	Embarcadero Historic District Substructure and Bulkhead Repair Guidelines	2005	<a href="http://sfport.com/ftp/uploadedfiles/about_us/divisions/planning_development/EmbarcaderoRegisterNominationIntroMaterials.pdf">http://sfport.com/ftp/uploadedfiles/about_us/divisions/planning_development/EmbarcaderoRegisterNominationIntroMaterials.pdf</a>
A15	Union Iron Works Historic District at Pier 70	2014	<a href="http://sfport.com/index.aspx?page=2130">http://sfport.com/index.aspx?page=2130</a>
<b>Sea Level Rise and Climate Change Planning</b>			
A16	Adapting to Rising Tides: Mission Creek San Francisco, California	2014	<a href="http://www.sf-port.org/modules/showdocument.aspx?documentid=6988">http://www.sf-port.org/modules/showdocument.aspx?documentid=6988</a>
A17	CCSF Sea Level Rise Committee: Draft Guidelines for City Capital Projects	2014	<a href="http://sfport.com/modules/showdocument.aspx?documentid=8366">http://sfport.com/modules/showdocument.aspx?documentid=8366</a>
<b>Transportation</b>			
A18	Embarcadero Transportation Task Force	2007	<a href="http://www.sfgov.org/site/port_page.asp?id=36202">http://www.sfgov.org/site/port_page.asp?id=36202</a>
A19	America's Cup People Plan	2013	<a href="http://www.sfmta.com/projects-planning/projects/americas-cup-34-people-plan">http://www.sfmta.com/projects-planning/projects/americas-cup-34-people-plan</a>
A20	Waterfront Transportation Assessment	2014	<a href="http://www.sfmta.com/projects-planning/projects/waterfront-transportation-assessment-0">http://www.sfmta.com/projects-planning/projects/waterfront-transportation-assessment-0</a>
A21	Embarcadero Enhancement Project	2014	<a href="http://sfport.com/modules/showdocument.aspx?documentid=8367">http://sfport.com/modules/showdocument.aspx?documentid=8367</a>





## Background

The Maritime Division is responsible for managing and marketing a wide array of maritime industries: cruise and cargo shipping, ship repair, commercial and sport fishing, ferry and excursion operations and other harbor services. The division promotes Port maritime facilities to potential and existing customers while ensuring compliance with federal security mandates and providing environmental stewardship. Areas of responsibility include cruise and cargo terminals, ferry terminals, shipyards and dry docks, Fisherman's Wharf and Hyde Street commercial fishing harbors, excursion terminals and harbor service facilities for pilots, tugboats, barges, layberthing and other ship services and South Beach Marina. In FY 2012-13, maritime revenues (excluding maritime revenues such as excursion agreements allocated to the Port's real estate division) were \$14.9 million, or approximately 18.3% of the Port's FY 2012-13 total operating revenues. As of June 30, 2013 the Port held 125 maritime leases representing 99 maritime industry tenants.

Major operational accomplishments of the Maritime Division include:

- Re-establishing San Francisco as a commercial fishing industry center;
- Focusing the Port's Piers 90, 92 and 94 terminals to handle imported construction aggregates and sand mined from the Bay to supply adjacent concrete batching operations in support of the City's construction industry;
- Repositioning the Port's Pier 80 terminal to handle neo-bulk cargoes including steel coils, rebar, structural steel, lumber and project cargoes;
- Building a ferry and Bay excursion network, that served over 4.4 million passengers through the Port's ferry terminals in 2013;
- Managing a 15% increase in the volume of cruise passengers from 2007 to 2013 to support local businesses and the local economy; and
- Serving as home to a broad array of harbor services including bar piloting, tug and tow operations, and barge services.

Consistent with the Waterfront Plan goals of A Working Waterfront and A Revitalized Port, the Port has pursued a broad range of major capital projects since 1997 to enhance the Port's maritime portfolio Portwide.





## B1 - Hyde Street Harbor



The Hyde Street Harbor capital project was a Port-managed project financed in part by a loan from the California Department of Boating and Waterways that resulted in construction of 62 new berths in the Hyde Street Commercial Fishing Harbor adjacent to Pier 45, Sheds B and D. Opened in June 2001, Hyde Street Harbor was built to accommodate the seasonal fishing fleets that deliver herring, squid, salmon and crab to the fish processors at Pier 45. Commercial fishing vessels have top priority for berths at Hyde Street Harbor, but recreational vessels are welcome for up to 10 days a month when space is available. Together with the Port's Pier 45 Fish Processing Center, Hyde Street Harbor propelled San Francisco back on the map as a commercial fishing industry center. Additionally, Hyde Street Harbor is one of three Port water taxi facilities that initiated service in 2012.

**SIZE:** 62 berths

**COMPLETED:** 2000

**COST:** \$21 million



## B2 - Pier 35 Cruise Terminal Improvements



This capital improvement project, funded in part by Transportation Security Administration grants, brought Pier 35 into compliance with new Federal Homeland Security requirements for gating, fencing, and interior and exterior CCTV security camera systems. It also incorporated significant passenger amenities, including new BCDC public access improvements to the welcome and arrival areas of the terminal. These enhancements improved passenger throughput significantly and helped increase the Port's market share of West Coast passenger cruising. Prior to 2005, the Port averaged 81,000 cruise passengers annually. In 2014, the Port will host over 260,000 passengers – a 221% increase over the base year.

**COMPLETED:** 2005

**COST:** \$4 million



## B3 - 34th America's Cup Regatta



The world's most prestigious sailing race, The America's Cup, came to San Francisco for its 34th incarnation with two preliminary regattas in 2012, leading into the 2013 summer of racing with the Louis Vuitton semi-final and America's Cup final regattas. Contesting the oldest trophy in international sports, syndicates from New Zealand, Sweden and Italy raced against the American defender, Oracle Team USA, with three of these syndicates basing their teams on Port property. Boasting the longest America's Cup series with the most lead changes, the ultimate successful defense of the 34th America's Cup is recorded not only as one of the greatest comebacks in the sport of sailing, but in any world class sporting contest. In addition to being broadcast in 130 countries around the globe, the 34th America's Cup regattas drew throngs of people to the Port's waterfront, forcing closure of Piers 23 and 27-29 on the final day of racing due to excessive crowds. All in all, an estimated 700,000 spectators were drawn to the Port's waterfront over the course of the 2013 summer. Like no other event could have, the 34th America's Cup regattas highlighted to the local and international communities alike the singular quality of sailing on San Francisco Bay.

## B4 - James R. Herman Cruise Terminal at Pier 27



In September 2014, the Port will have fulfilled a long-sought goal to develop a modern international cruise ship terminal with sufficient capacity for the increasing size and passenger volumes of new cruise ships. The \$115 million LEED Silver project is financed entirely with Port capital and public funds, designed to provide ample cruise terminal amenities as well as provide a major special event venue and welcoming gateway to the City. The 88,000 square foot terminal building is integrated with a 2½ acre Cruise Terminal Plaza, fronting on The Embarcadero Promenade and providing a gracious entrance to the terminal. The project includes an environmentally-friendly shorepower system and a Ground Transportation Area, enabling all ship provisioning, passenger drop-off and pick up vehicle operations and event parking to be moved off-street, to reduce congestion often generated on The Embarcadero from the Pier 35 cruise terminal. Chapter 4E – Environmental includes a description of the Pier 27 Shoreside Power project.

**COMPLETED:** 2014

**COST:** \$115 million



## B5 - Pier 1½ Recreational Berths



As part of the historic rehabilitation of Piers 1½-3-5 by San Francisco Waterfront Partners, a publicly accessible boat dock was built to provide direct waterside access for visiting recreational boats, free of charge. It is widely used by visiting hand-powered and motorized vessels. Additionally, Pier 1½ is one of three Port water taxi facilities that initiated service in 2012.

**COMPLETED:** 2007

**COST:** Part of overall Piers 1½-3-5 costs

## B6 - Downtown Ferry Terminal



The Port completed the first of two phases to expand the Downtown Ferry Terminal at the Ferry Building to enable a tripling of ferry riders within 30 years. Phase 1 leveraged Federal transportation funds to construct four modern berths at Gates B and E, the public promenade along the east side of the Ferry Building, and the Pier 14 breakwater. The Water Emergency Transportation Authority (WETA) is now pursuing Phase 2, to add up to three new ferry gates, weather-protected areas for queuing, and a new public plaza between the Ferry Building and the Agriculture Building, which also will support emergency staging and evacuation in the event of a major catastrophe. Phase 2, at an estimated cost of \$85 million, will begin as early as 2015 and be completed by 2020.

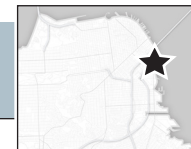
**COMPLETED:** 2003

**COST:** \$20 million (Phase 1)



## B7 - South Beach Harbor Repairs

### Dock Improvements and Community Facility



The former San Francisco Redevelopment Agency made capital improvements to revitalize the South Beach Harbor berths, docks and Pier 40 shed. These improvements included new public access, support of kayak and hand-powered recreational craft, a Bike Hut and a major new facility to serve the boating community. The improved marina features over 700 boat slips, a 640 foot recreational and commercial guest dock, full pump out and support facilities for recreational boaters, and acres of publicly accessible walkways and open space, including a children's playground. Users of the new facility, which was a part of the Rincon Point-South Beach Redevelopment Plan, include permanent berth-holders, visiting recreational vessels, the Bay Area Association of Disabled Sailors, the South Beach Harbormaster staff and the South Beach Yacht Club. Additionally, Pier 40 is one of three Port water taxi facilities that initiated service in 2012.

**COMPLETED:** 2007

**COST:** \$6.3 million

## B8 - China Basin Landing



The Port constructed a ferry landing facility on the north side of China Basin Channel, adjacent to the AT&T Ballpark, to create an alternative water transportation mode to those attending San Francisco Giants baseball games. Ferry service to the ballpark relieves roadway congestion on game days during peak times and is available for other events, as needed. Dependent on ferry and excursion boat capacity, China Basin Landing also provides the opportunity to supply general service to the South Beach and other South of Market neighborhoods.

**COMPLETED:** 2001

**COST:** \$2.9 million



## B9 - Harbor Services



The Port has been pro-active in maintaining a base of harbor services that can co-exist with new, publicly-oriented mixed use development. In 2008, the Port signed a new 10-year lease with Westar Marine Services at Pier 50. The Port also worked with the Exploratorium to ensure the renowned science museum complex at Piers 15-17 also provided for retention and improvement of facilities for Bay Delta Maritime, a tug and tow maritime operator. The state-licensed San Francisco Bar Pilots, who have navigated commercial ships to and from the nine ports within San Francisco Bay and the Delta as well as the Port of Monterey for over 160 years also entered into a long term lease for their headquarters at Pier 9.

**COMPLETED:** 2008

## B10 - Pier 70 Drydock #2



A tripartite agreement between the Port, Princess Cruises, and BAE Systems San Francisco Ship Repair (BAE SFSR) supported a \$5 million investment to upgrade the lifting capacity of the Port-owned Drydock #2. The upgrade secured San Francisco's position as the only ship repair port on the west coast of the United States capable of servicing the largest cruise ships operating in the Pacific Ocean, and provided opportunities for BAE SFSR to work on larger ships with more lucrative repair contracts, employing more skilled union laborers and staff. Within four years of completing this project, shipyard Annual Gross Revenues incremented to \$57.9 million, a 78% increase over base year 2007. In 2010, the Port and BAE SFSR again partnered to dredge the Central Basin access way at a shared cost of \$2.1 million, ensuring that utilization of this valued Port asset continues unhindered. Chapter 4E – Environmental includes a description of the Pier 70 Shoreside Power project.

**COMPLETED:** 2008

**COST:** \$5 million

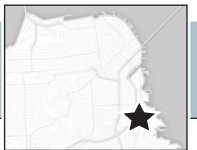
## B11 - Pier 94 Dry Bulk Terminal



The Port's development of Pier 94 transformed a former container yard into an active bulk cargo loading and sand mining complex. In 2001, the Port commissioned a Port Maritime Cargo and Industrial Land Use study, which concluded that dry bulk cargoes such as aggregates and other construction-related materials represented the largest potential growth for the Port's cargo shipping sector. Based on this study, in 2005, the Port closed its year-round container operations at this location, which had an annual container throughput of approximately 530,000 TEUs at that time. Since the opening of the Pier 94 Dry Bulk Complex, the total sand and aggregate tonnage handled at the facility has ranged from 700,000 to 2.2 million tons annually.

**COMPLETED:** 2001

## B12 - Quint Street Lead Freight Rail Improvement



The Quint Street Lead is a freight rail connector that provides access from the Caltrain Peninsula mainline to the Port's maritime cargo terminal facilities in the Southern Waterfront. The Port secured \$2.97 million in Federal Railroad Administration Rail Line Relocation and Improvement grant funds to preserve and improve this freight rail access; the Port will provide an additional \$330,000 in matching funds. The current condition of the connector track limits the frequency, weight and length of trains that can use the track, causing delays. The improvements will allow freight trains to operate at higher speeds and clear the mainline more quickly, reducing delays to Caltrain commuter trains and future high-speed rail trains. The project will enhance safety, livability, and economic development in the Southern Waterfront. Port staff expects to complete this project in 2015.

**COMPLETED:** 2015

**COST:** \$3.3 million



## B13 - Maritime Cargo and Industrial Land Use Studies



The Port Maritime Division manages 12 different maritime industry lines, each with their own operational and financial requirements. Cargo shipping and ship repair are major industrial operations that require special attention, given San Francisco's changing land use and economic needs. In managing existing terminal and drydock operations as well as targeting future maritime cargo opportunities, staff conducts studies to assess San Francisco's cargo and maritime market business trends, and associated industrial land, warehouse, support uses (e.g. barges, tug and tow services) and transportation (including freight rail) needs. These studies guide and inform the Port's maritime marketing efforts to target viable opportunities that can co-exist in a dense urban setting.

**COMPLETED:** 2001 and 2008

## B14 - Maritime Excursion Lease Renewal Policy



The Port Commission approved the Maritime Excursion Lease Renewal Policy to provide Port staff with internal guidelines for review and negotiation of lease renewals with ferry and excursion boat operators. The policy promotes preservation and maintenance of maritime berthing facilities, guidelines to balance against expansion of non-maritime uses that change the maritime functional character, and operational guidelines. Additional information on this policy may be found at: <http://sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%209A%20Excursion%20staff%20report.pdf>

**COMPLETED:** 2010



## B15 - Maritime Industry Preservation Policy



The Port Commission approved the Maritime Industry Preservation Policy to provide special focus on the need to identify and protect the integrity and future use of the Port's berths, particularly for deepwater vessels. Given the age and deterioration of its piers and the integration of an urban mix of uses in new Port development projects, there are competing uses for pier aprons that led the Port Commission to approve this policy to support maritime vessel berthing. Additional information on this policy may be found at: <http://sfport.com/Modules/ShowDocument.aspx?documentid=2242>

**COMPLETED:** 2011

## B16 - Water Taxis



Photo by Flickr user Ed Rhee

In 2012, the Port conducted an RFP process and selected two water taxi operators, Tideline Marine Group and San Francisco Water Taxi. Both companies provide local residents and visitors the opportunity to travel by water along the length of San Francisco's northeast border rather than by vehicle. They each offer two different services with San Francisco Water Taxi providing regularly scheduled "hop-on / hop-off" service along the San Francisco Waterfront. Tideline Marine provides on-call service, primarily from San Francisco to the North and East Bays. Currently, there are three water taxi landing sites on Port property, served by both operators: Pier 1 ½, Pier 40, and Hyde Street Harbor Marina. A fourth water taxi berth will open by the end of 2015 at the Exploratorium's Pier 15.

**COMPLETED:** 2012

## B17 - Exploratorium



The Exploratorium Interactive Science Museum included a major public benefits program that included important maritime improvements as part of the seismic and historic rehabilitation of Piers 15-17. The project required the relocation of the headquarters of Bay Delta Tug and Tow, a long-time harbor services company from Pier 15 to new offices integrated into Pier 17. This included improvements to the Pier 17 apron and dredging to support berthing of Bay Delta's powerful vessels. In addition, the Exploratorium project repaired and improved the east apron for shared public access and a 400 foot long deep vessel berth for temporary and ceremonial vessels that frequent San Francisco, such as for the annual Fleet Week celebrations. On the south side of the project adjacent to Pier 15, the Exploratorium will construct a new water taxi dock.

Table 4-2 Maritime Projects

Project Number	Project Name - Location	Improvement Type/Size	Cost	Date Finished	Web
B1	Hyde Street Harbor	62 berths	\$7,000,000	2000	<a href="http://www.sfport.com/index.aspx?page=150">http://www.sfport.com/index.aspx?page=150</a>
B1	Pier 45 Seismic Rehabilitation/ Fishing Industry	11 acres	\$14,000,000	2000	
B2	Pier 35 Cruise Terminal Improvements	1 cruise ship berth	\$4,000,000	2005	
B3	34th America's Cup Regatta	1 cruise ship berth	-	2013	
B4	James R. Herman Cruise Terminal, Phases 1 & 2	88,000 sf / 1 cruise ship berth	\$98,300,000	2014	<a href="http://sfport.com/index.aspx?page=282">http://sfport.com/index.aspx?page=282</a>
B5	Pier 1 ½ Recreational Berths	dock for recreational vessels and water taxi landing	Included in Pier 1½, 3, 5 Historic Rehabilitation	2007	<a href="http://sfport.com/index.aspx?page=259">http://sfport.com/index.aspx?page=259</a>
B6	Downtown Ferry Terminal	gate B & E, 2 ferry docks	\$20,000,000	2003	<a href="http://sfport.com/index.aspx?page=1782">http://sfport.com/index.aspx?page=1782</a>
B7	South Beach Harbor Repairs & Community Facility	700 boat slips and 640' recreational and commercial dock	\$6,300,000	2007	<a href="http://sfport.com/index.aspx?page=2118">http://sfport.com/index.aspx?page=2118</a>
B8	China Basin Landing	1 ferry landing dock	\$2,900,000	2001	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%209A%20Ferry%20Rates.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%209A%20Ferry%20Rates.pdf</a>
B9	Harbor Services		-	2009	<a href="http://www.sfport.com/index.aspx?page=145">http://www.sfport.com/index.aspx?page=145</a>
B10	Pier 70 Drydock #2	large cruise ship repair	\$5,000,000	2008	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4841">http://sfport.com/modules/showdocument.aspx?documentid=4841</a>
B11	Pier 94 Dry Bulk Terminal			2001	
B12	Quint Street Lead Freight Rail Improvements	freight rail connector	\$3,300,000	2015	<a href="http://www.sf-port.org/modules/showdocument.aspx?documentid=6850">http://www.sf-port.org/modules/showdocument.aspx?documentid=6850</a>
B14	Maritime Industry Preservation Policy		-	2011	<a href="http://sfport.com/Modules/ShowDocument.aspx?documentid=2242">http://sfport.com/Modules/ShowDocument.aspx?documentid=2242</a>
B15	Maritime Excursion Lease Renewal Policy		-	2010	<a href="http://sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%209A%20Excursion%20staff%20report.pdf">http://sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%209A%20Excursion%20staff%20report.pdf</a>
B16	Water Taxi Landings	Taxi landings (1 ½, 38, Hyde Street Harbor)	-	2012	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4630">http://sfport.com/modules/showdocument.aspx?documentid=4630</a>
B17	Exploratorium Pier 15-17 Layberth Bay Delta Headquarters		-		
Total			\$160,800,000		





# OPEN SPACE



## Background

The Waterfront Plan includes the Waterfront Design & Access Element, which sets policies for developing the Port's open space system, protection of view corridors, and preserving the Port's historic resources. The foundation for the Port's waterfront open space network is based on these four policies:

**CONTINUITY** – Develop a continuous waterfront walkway along the Port's 7½ mile waterfront, from Fisherman's Wharf to the Southern Waterfront;

**SEQUENCE** – Create a sequence of major open spaces at 5 to 7 minute walking intervals along the length of the waterfront;

**VARIETY** – Each open space is to be unique, so that the waterfront offers a diversity of recreation opportunities; and

**CONNECTION** – Design open spaces to encourage connections between the City, the waterfront, and San Francisco Bay.

The policies and implementation plan for the Port's public open space system were further refined when BCDC adopted the Special Area Plan in 2000, aligning Port and BCDC policies in the area between Pier 35 and Mission Creek. As part of the 2000 Special Area Plan amendments, the Port agreed to preserve or create several "Open Water Basins", some through the strategic removal of piers, and to add two major parks – the Northeast Wharf Plaza (Cruise Terminal Plaza) at Pier 27 at the foot of Telegraph Hill, and the Brannan Street Wharf at the former Piers 34 and 36 sites, in South Beach.

Since adoption of the Port and BCDC plans, the Port has added 63 acres of new parks and open space amenities in many locations along the 7½ miles of Port waterfront. Most of the new major parks and open spaces in the Waterfront Land Use Plan have been developed. In addition, public access also is created in every major Port development project. For example, the historic rehabilitation of Pier 1 included almost 1.3 acres of waterfront public open space. Chapter 4C quantifies new waterfront parks and public access added in the past 17 years.

From 2006-2012, Port and City staff worked to develop the Blue-Greenway Design Guidelines (details in Chapter 4A) to extend the vision of a network of open space and recreational Bay access through China Basin and the Southern Waterfront. Blue Greenway projects also expand the Bay Trail and Bay Area Water Trail promoted by the Association of Bay Area Governments and BCDC.



## C1 - Pier 43 Bay Trail Promenade



The Pier 43 Promenade project extends The Embarcadero Promenade 880 feet into the heart of Fisherman's Wharf where locals and visitors alike stroll and enjoy spectacular views of Alcatraz Island, the historic Pier 43 Ferry Arch, and arrive at the crossroads of the center of the commercial fishing industry at Pier 45 and the historic crab stands along Taylor Street. The project removed a failing 70,000 square foot pier used as a surface parking lot, and repaired the 110-year old seawall that is hidden below the new promenade. The project also adds flood protection from anticipated sea level rise.

**SIZE:** 2 acres and 520 linear feet of shoreline

**COMPLETION:** 2012

**COST:** \$11.3 million

**PARTNER:** Association of Bay Area Governments, San Francisco Bay Trail

## C2 - Cruise Terminal Plaza



Cruise Terminal Plaza is a major 2 ½ acre park and public plaza designed in concert with the James R. Herman Cruise Terminal at Pier 27. The Plaza fronts on The Embarcadero Promenade and features a nearly one-acre lawn, grand plaza and Bay views. It provides a front row experience of cruise ship arrivals and departures from San Francisco. The plaza design is integral to the Pier 27 public access network, which includes pedestrian access along the entire ¼ mile long pier apron out to a 1.7 acre public access area at the tip of Piers 27-29 when ships are not in port; an additional one-half acre public access area will remain open at the tip of Pier 29 for the public to view cruise operations when a ship is at berth. Upon its opening in September 2014, Cruise Terminal Plaza will realize the public space envisioned in the Port and BCDC plans for this part of the Northern Waterfront. In addition to the Plaza and Pier 27 public spaces, the project will deliver permanent public access on the Pier 19 south apron, and Pier 23 north apron. When cruise ships are in berth at Pier 27, the public will be able to view cruise and passenger activities from the Cruise Terminal Plaza, the Pier 29 tip or from the Pier 23 public access area.



## C3 - Harry Bridges Plaza



Harry Bridges Plaza is the public space directly in front of the Ferry Building between the north and south lanes of The Embarcadero Roadway. It was developed as part of the \$475 million, federally funded Waterfront Transportation Projects to replace the elevated Embarcadero Freeway completed in 2000. In addition to being a grand forecourt to the Ferry Building and Muni F-line historic streetcars, Harry Bridges Plaza serves as an important public gathering place for special events. It features granite paving, two Millennial light sculptures, and F-Line transit shelters.

**SIZE:** 2 acres

**COMPLETION:** 2000

**COST:** \$6 million

**PARTNERS:** S.F. Municipal Transportation Agency, Department of Public Works, S.F. Arts Commission, Caltrans

## C4 - Pier 14



Pier 14 is a 637-foot public access and recreation pier extending out over the Bay just south of the Ferry Building at the foot of Mission Street. The underlying structure for Pier 14 is a freestanding breakwater completed in 2001 for the Downtown Ferry Terminal to protect ferries from winter storms. The Pier 14 open space runs on top of the breakwater as a walkway over the Bay with dramatic views of the City and the Bay Bridge. Pier 14 is used by a wide variety of people including those who are enjoying the Bay views, including the Bay Bridge Bay Lights, walking or running as part of their exercise circuit, photographing the Bay, the City & the Bay Bridge and fishing for recreation.

**SIZE:** 0.25 acres and 637 foot length pier

**COMPLETION:** 2006

**COST:** \$2.3 million

**PARTNERS:** Coastal Conservancy, Association of Bay Area Governments, San Francisco Bay Trail



## C5 - Rincon Park



Located at the edge of the Rincon Hill neighborhood, Rincon Park is a landscaped park with a grassy knoll that features the “Cupid’s Span” sculpture by Claes Oldenburg and Coosje van Bruggen, bestowed by the late Donald & Doris Fisher, founders of The Gap. Rincon Park was developed by the former San Francisco Redevelopment Agency in concert with two restaurants developed by the Port at the park’s south end, as part of the Rincon Point-South Beach Redevelopment Plan. In addition to expansive Bay views, Rincon Park enjoys sweeping City views from the Ferry Building clock tower to the Bay Lights, the world’s largest LED light sculpture adorning the Bay Bridge.

**SIZE:** 2 acres and 1,100 linear feet of shoreline

**COMPLETION:** 2003

**COST:** \$2.5 million

**PARTNERS:** San Francisco Redevelopment Agency, Donald & Doris Fisher, U.S. EPA

## C6 - Brannan Street Wharf



The Brannan Street Wharf is a new 57,000 square foot open space built over the Bay in the heart of the South Beach neighborhood. Working with BCDC and a citizen advisory committee, the Port developed a park program that includes a 400 foot length neighborhood green with broad views of the Bay Bridge and across to the east bay; a waterside walkway with seating, picnic tables and a shade structure; and interpretive features about the height of the tide and the site’s history. Brannan Street Wharf is one of the major parks included in Port and BCDC plans, located between Piers 30-32 and Pier 38, which required the removal of former Piers 34 and 36. The design remembers its San Francisco waterfront history by taking on the shape of Pier 36 in its original location, and through the interpretive exhibits.

**SIZE:** 1.3 acres and 1,000 linear feet of shoreline

**COMPLETION:** 2013      **COST:** \$26.2 million

**PARTNERS:** U.S. Army Corps of Engineers



## C7 - South Beach Park Playground



South Beach Park was built by the former San Francisco Redevelopment Agency in 1994, in concert with the South Beach Harbor marina. The lawn and public walkways around the marina were designed as public enhancements as part of the Rincon Point-South Beach Redevelopment Plan. In 2006, the Redevelopment Agency further improved the park with a new children's play area, harbor master and marina community building in coordination with the Port. The children's playground, and the adjacent parking lot shared with the ILWU and harbor guests, was constructed in 2000 by the San Francisco Giants.

**SIZE:** Improvements within a 2 acre park

**COMPLETION:** 2006

**COST:** \$1.4 Million

**PARTNER:** San Francisco Redevelopment Agency, San Francisco Giants

## C8 - Embarcadero Promenade



The Embarcadero Promenade stretches for almost three miles, from Pier 45 in Fisherman's Wharf to AT&T Ballpark along China Basin. It is the spine of the Northern Waterfront open space system, connecting many of the Port's major open spaces and visitor destinations with a broad 25 foot wide public corridor that has become the City's new favorite place for strolling, exercise, and viewing the Bay and maritime activities.

**SIZE:** Approximately 7.5 acres and 3 miles of shoreline with a width exceeding 25 feet in many places

**COMPLETION:** in several phases mostly from 1995 to 2000

**PARTNERS:** S.F. Municipal Transportation Agency, Department of Public Works, Caltrans, S.F. Arts Commission



## C9 - China Basin Park

*The following projects consist of the Port's Blue Greenway Projects which is a City-wide project to complete the Association of Bay Area Governments Bay Trail and Bay Area Water Trail from Mission Creek to southern City and County Line.*



China Basin Park is a 2-acre park located on the south shore of the mouth of China Basin Channel. Developed in concert with the Giants Ballpark project, the park features a waterfront walkway, a lawn for picnics, and a junior sized baseball diamond. China Basin Park offers Bay, maritime and recreational views. During Giants games, visitors enjoy the color and sounds of baseball from a distance, including boaters and kayakers celebrating splash home runs. The proposed Mission Rock development on Seawall Lot 337 (Giants parking lot site) would significantly expand China Basin Park and diversify its program of uses.

**SIZE:** 2 acres and 850 linear feet of shoreline

**COMPLETION:** 2003

**COST:** \$1.8 million

**PARTNER:** San Francisco Giants

## C10 - Pier 52 Boat Launch



The Port worked with the boating community and California Department of Boating and Waterways to complete the long-awaited Pier 52 Public Boat Launch, the only facility open to the public for launching trailered boats. The project includes a designated area for boat and trailer parking. The Pier 52 Public Boat Launch provides a floating dock for small and non-motorized vessels, which was further enhanced by the Port in 2013 as part of BCDC approvals for the 34th America's Cup. Pier 52 enjoys a quiet, intimate maritime setting, nestled between the Bayview and Mariposa Boat Clubs, and the historic Pier 52 Rail Ferry dock.

**SIZE:** 2 acres

**COMPLETION:** 2008

**COST:** \$3.5 million

**WEB:** [sfport.com/bluegreenway](http://sfport.com/bluegreenway)

**PARTNER:** California Department of Boating and Waterways



## C11 - Bayfront Park Shoreline



Bayfront Park is planned for future improvement in Mission Bay as part of the Mission Bay Redevelopment Plan. The Port prioritized improvement of the shoreline edge that was closed due to unsafe conditions. The Bayfront Park Shoreline project included the removal of deteriorated piers and wharves and reconstruction of 1,200 linear feet of shoreline to enable the public to walk, run or ride along a mixed use, accessible pathway. The public enjoys expansive views of the Bay as well as views of traditional industrial maritime operations at the Pier 70 drydock facilities. This shoreline improvement is an important first phase of the future Bayfront Park that facilitates the next phase of planning for construction.

**SIZE:** 2 acres 1200 linear feet

**COMPLETION:** 2012

**COST:** 2.3 million

**WEB:**

## C12 - Bayview Gateway



The pending Bayview Gateway Project will create a new public open space along the southern bank of Islais Creek near Cargo Way and 3rd Street, one of the gateways to the Bayview-Hunters Point community. The project will demolish an existing dilapidated timber wharf, rehabilitate the seawall, and transform the asphalt lot into a park with views of the Port's maritime shipping terminals and facilities, and new landscaped walkways and plazas, and interpretative and public art exhibits. Bayview Gateway also will complement and be adjacent to Bayview Rise, the illuminated and animated mural and nighttime lighting public art installation on one of the Port's grain silos at Pier 90.

**SIZE:** 1.25 acres

**COMPLETION:** June 2015

**COST:** \$4.7 million

**WEB:**



## C13 - Islais Landing



The Port worked with the Friends of Islais Creek to support the construction of a public launch facility for kayaks and non-motorized craft on the south side of Islais Creek, west of Third Street. The project included landscaping and shoreline public access improvements.

**SIZE:** ½ acre

**COMPLETION:** 2000

**COST:** \$350,000

**WEB:**

**PARTNERS:** Friends of Islais Creek, San Francisco Public Utilities Commission, S.F. Beautiful, Kayaks Unlimited

## C14 - Pier 94 Wetlands



Pier 94 wetlands is a salt marsh created after a portion of the original Pier 94 fill subsided. It provides rare and valuable habitat in this highly industrialized portion of the Bay shoreline, in full view of adjacent maritime shipping and construction materials operations. In 2006, the Port removed debris, expanded and improved tidal circulation, and placed native bay sand to protect the tidal marsh from storm impacts. This habitat enhancement project was funded by the Port, the San Francisco Bay Natural Resources Trust and the California Coastal Conservancy. The Golden Gate Chapter of the Audubon Society has “adopted” the wetlands at Pier 94, hosting regular volunteer work days and wildlife viewing events and working with volunteers to remove trash and weeds, monitor plants and wildlife, and establish upland native plant habitat adjacent to the wetlands.

**SIZE:** 9 acres      **COMPLETION:** 2006      **COST:** \$600,000

**PARTNERS:** San Francisco Bay Natural Resources Trust, California Coastal Conservancy, Audubon Society, Hanson Aggregates



# C15 - Heron's Head Park



The former “Pier 98” landfill, unused and fenced off from public access for decades, became the Port’s largest open space through a major site cleanup and restoration effort, converting the area to an improved public open space, with native plants and tidal wetlands that provide a wildlife habitat. The aerial profile of this spit of land gave the site its name, Heron’s Head Park, and was made possible with partnerships and funding from the San Francisco Public Utilities Commission, California Coastal Conservancy, and San Francisco Bay Trail funds. Heron’s Head habitat improvement and park construction were opened to the public in 2000. Through ongoing community partnerships that have nurtured physical and program improvements, the Heron’s Head Park now supports trails and native coastal upland plant habitat, healthy tidal salt marsh, over 100 species of birds, and an active environmental education program that serves thousands of students and park visitors each year. In addition to discovering a thriving natural habitat in an unexpected location, visitors also enjoy the quiet and solitude of expansive Bay views and setting.

In 2012, the Port expanded Heron’s Head Park, turning an asphalt-paved parking lot into a landscaped entrance by: a) converting a paved area into a meadow and planter areas; b) organizing the service and parking areas; c) creating a dog run; d) installing picnic tables and seating areas, new lighting and bicycle amenities; e) adding park signage; f) including new sites for public art; g) creating a defined pedestrian circulation area; and h) adding a landscape based storm-water treatment system.

**SIZE:** 23 acres

**COMPLETION:** 2000 and 2012

**COST:** \$3.7 million

**WEB:** [sfport.com/heronsheadpark](http://sfport.com/heronsheadpark)

**PARTNERS:** City and County of San Francisco Department of Recreation and Parks, Youth Stewardship Program



## C16 - Eco-Center



The Port worked with Literacy for Environmental Justice to develop the Eco-Center within Heron's Head Park, San Francisco's first LEED Platinum, zero net energy building that operates off-the-grid. The EcoCenter serves as a demonstration of green building technology with features including a 4.6 kilowatt solar installation, a living roof, rainwater capture in 4,800 gallon tanks, a Living Machine to treat wastewater on-site and native planting. The Eco-Center is home for environmental education programs provided by the Port and the Bay Institute Aquarium Foundation and its partners the A. Phillip Randolph Institute and City College of San Francisco. The Eco-Center provides classroom and community gathering space for residents and children Citywide.

**SIZE:** 3,000 square feet

**COMPLETION:** Earth Day, 2010

**WEB:** <http://www.sfport.com/index.aspx?page=214>

**PARTNERS:** S.F. Department of the Environment, Literacy for Environmental Justice, the Bay Institute Aquarium Foundation, A. Phillip Randolph Institute and City College of San Francisco

**FUNDERS:** San Francisco Department of the Environment, State Coastal Conservancy, State Water Resources Control Board, numerous foundations and private individuals



## C17 - Art, Wayfinding, Interpretation



The Port has developed and continues to expand its open space amenities by providing permanent and temporary public art, site interpretation and wayfinding signage along its open space network. Public art has been installed both by the Port and in coordination with the San Francisco Arts Commission. Permanent pieces are distributed along The Embarcadero as well as in the Southern Waterfront including the recently completed Bayview Rise animated mural project. Temporary Public Art has been located at Pier 14, Aqua Vista Park and at the Exploratorium at Pier 15.

With 7 ½ miles of waterfront, 12 maritime business lines and many waterfront attractions, visitors need orientation and directions to destinations. The Port installed over 20 pedestrian wayfinding signs north of China Basin to Fisherman's Wharf and worked with the Fisherman's Wharf community to add 10 more adjacent to Port property. In the southern waterfront the Port is currently fabricating a system of 10 signs to define and provide information about the Blue Greenway, from China Basin to the Port's southern boundary, with the intent of extending the system to the southern boundary of the City.

## C18 - Bayside History Walk



The Bayside History Walk is the collection of walkways behind and within historic buildings on piers in the Embarcadero Historic District. It provides a quieter walking experience along the Bay edge and often through the Port's historic buildings. The Bayside History Walk has been improved incrementally, as part of pier rehabilitation development projects between Fisherman's Wharf and China Basin.

**SIZE:** intermittently for up to 2 miles

**COMPLETION:** on-going beginning in 2000



# C19 - Interpretive Signage



For over 150 years the Port has played an important role in the events and building of the City. The Port has developed several interpretive programs that add to the public's enjoyment and understanding of the waterfront.

## INTERPRETIVE PROJECTS INCLUDE:

- **Fisherman's Wharf Portwalk** – a 31 panel sign program describing the history and current workings of the fishing industry
- **Pier 14** – an entry pylon describing site history, Bay environment and site events;
- **Brannan Street Wharf** – a 52 foot length interpretive display describing site history, Asian immigration in South Beach, and labor history;
- **Brannan Street Wharf** – three large tidal columns displaying the current height of the tide in the Bay;
- **Heron's Head Park** – a 5 panel display describes the Bay and ecosystems at Heron's Head
- **Port 150th Anniversary Pylons** – 20 large pylons spread along the waterfront describing site related history and interesting waterfront facts;
- **Bayside History Walk** – where the Walk travels through historic buildings, the Port or its partners have added interpretive displays about the site (Piers 1, 3, 9, 15); and
- **Cruise Terminal Plaza** – 16 panel display about cruise ships that visited the Port

**COMPLETION:** on-going

Table 4-3 Open Space Projects

Project Number	Project Name - Location	Size (Acres)	Linear Feet	Date Fished	Cost	Web
C1	Pier 43 Bay Trail Promenade	2	520	2012	\$11,300,000	<a href="http://www.sfport.com/index.aspx?page=1986">http://www.sfport.com/index.aspx?page=1986</a>
C2	Cruise Terminal Plaza	2.5	450	2014	\$17,000,000	<a href="http://sfport.com/index.aspx?page=282">http://sfport.com/index.aspx?page=282</a>
C2	Pier 23 North Apron	0.3	700	2013	\$653,700	
C2	Pier 19 South Apron	0.33	800	2013	\$161,300	
C3	Harry Bridges Plaza	2		2000	\$6,000,000	<a href="http://www.sfport.com/index.aspx?page=1188">http://www.sfport.com/index.aspx?page=1188</a>
C4	Pier 14	0.2	637	2006	\$2,300,000	<a href="http://www.sfport.com/index.aspx?page=1511">http://www.sfport.com/index.aspx?page=1511</a>
C5	Rincon Park	2	1,100	2003	\$2,500,000	<a href="http://www.sfport.com/index.aspx?page=1584">http://www.sfport.com/index.aspx?page=1584</a>
C6	Brannan Street Wharf	1.3	1,000	2013	\$26,200,000	<a href="http://sfport.com/index.aspx?page=262">http://sfport.com/index.aspx?page=262</a>
C7	South Beach Park Playground	2	1,000	2006	\$1,400,000	<a href="http://www.sfport.com/index.aspx?page=60">http://www.sfport.com/index.aspx?page=60</a>
C8	Embarcadero Promenade	10	16,000	2000	-	<a href="http://www.sfport.com/index.aspx?page=1631">http://www.sfport.com/index.aspx?page=1631</a>
C9	China Basin Park	2	850	2003	\$1,800,000	<a href="http://www.sfport.com/index.aspx?page=60">http://www.sfport.com/index.aspx?page=60</a>
C10	Pier 52 Boat Launch	2	500	2008	\$3,500,000	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2008/Item%208A%20Time%20Extension%20Contract%202713%20Pier%2052-54%20Boat%20Launch.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2008/Item%208A%20Time%20Extension%20Contract%202713%20Pier%2052-54%20Boat%20Launch.pdf</a>
C11	Bayfront Park Shoreline	2	1,200	2012	\$2,300,000	<a href="http://www.sfport.com/index.aspx?page=60">http://www.sfport.com/index.aspx?page=60</a>
C12	Bayview Gateway	1.25	250	2015	\$4,700,000	<a href="http://www.sfport.com/Modules/ShowDocument.aspx?documentID=4131">http://www.sfport.com/Modules/ShowDocument.aspx?documentID=4131</a>
C13	Islais Landing	0.5	300	2000	\$350,000	<a href="http://sfport.com/modules/showdocument.aspx?documentid=6137">http://sfport.com/modules/showdocument.aspx?documentid=6137</a>
C14	Pier 94 Wetlands	9	1000	2006	\$1,000,000	<a href="http://www.sf-port.org/index.aspx?page=220">http://www.sf-port.org/index.aspx?page=220</a>
C15	Heron's Head Park	23	2,900	2000 & 2012	\$3,700,000	<a href="http://www.sfport.com/index.aspx?page=210">http://www.sfport.com/index.aspx?page=210</a>
C16	EcoCenter at Heron's head Park	1.08		2010	-	<a href="http://sfport.com/index.aspx?page=214">http://sfport.com/index.aspx?page=214</a>
C17	Art, Wayfinding & Interpretation	-	-	on-going	-	
C18	Bayside History Walk	-	-	2000	-	
C19	Interpretive Signage	-	-	on-going	-	
C20	Pier 84 and Copra Crane			on-going		<a href="http://www.sf-port.org/modules/showdocument.aspx?documentid=6137">http://www.sf-port.org/modules/showdocument.aspx?documentid=6137</a>
Total		63.46	29,207		\$84,865,000	





# ENGINEERING, MAINTENANCE & SECURITY



## Background

The historic piers, bulkheads and related Port facilities were designed, built and maintained by Port harbor engineers, craftsmen and laborers, a tradition of hands-on work that continues today under the management of the Port's Engineering and Maintenance Divisions. More recently, the Port has established a Homeland Security unit to meet the growing day-to-day demands for safety and security services and protections, as well as emergency response planning. Port staff who provide these functions possess a body of knowledge and applied experience with construction and operations in the marine environment to make certain that the Port's seven and one-half mile waterfront and facilities are maintained and safe for the public and Port tenants.

The **PORT ENGINEERING DIVISION** provides project and construction management, engineering design, facility inspection, contracting, code compliance review and permitting services for all of the Port's facilities including piers, structures, buildings, cranes, utilities, public and private development projects, streets and walkways. The Engineering Division oversees approximately \$15 million in capital improvements projects a year. The Engineering Division assists and coordinates with other City Departments to assure an appropriate transition between the City's and the Port's jurisdiction. This includes management of the Port Building Code and Building Permit program which is maintained separately from the City's Department of Building Inspection. The Port conducts building review, permitting and inspection services to ensure safe, compatible and code-compliant construction within the Port's jurisdiction.

The **PORT MAINTENANCE DIVISION** is responsible for maintaining Port facilities and property to provide a positive connection to the other parts of the City. The Port's Maintenance Division carries out many Engineering Division projects. More than 100 skilled crafts-persons are responsible for the preservation and improvement of the Port's fishing harbors, ferry landings, public parks, cargo terminals, piers and other facilities. The overall maintenance performed by the Maintenance Division includes the skilled work of carpenters, electricians, painters, gardeners, pile drivers, plumbers, roofers and general laborers. The Maintenance Division is responsible for keeping its assets accessible and safe to the public and tenants.

The Executive Division includes the **PORT HOMELAND SECURITY UNIT**. With modern changes that attract millions more people to the waterfront, Port staff



must now also manage its facilities to comply with Federal Homeland Security regulations and requirements, and growing day-to-day demands to keep the Port safe and inviting. Port Homeland Security staff is responsible for managing comprehensive plans and procedures to protect Port facilities, in coordination with the City's full array of emergency and disaster planning and response functions. The Homeland Security staff also works with colleagues in all Port divisions to identify various fencing, lighting and other needs, and seeks Federal Homeland Security funding for improvements to protect public safety and comfort.

Port engineering, maintenance and security projects and services are too numerous to itemize in this report. The projects described below provide a sampling of the unique array of projects and services conducted by these Port divisions and include the most significant projects delivered by these divisions over the past 17 years. Most of the projects listed under other categories of this report also were coordinated, managed and/or constructed under the direction of the Engineering and Maintenance Divisions. For example, Chapter 4E – Environmental Protection and Sustainability includes a description of projects to remove fill (pile-supported structures) from the Bay, all of which were directly managed by the Engineering Division.

## D1 - Port Joint Operations Center



The Port secured Homeland Security grant funding to construct an improved emergency response facility that also included new accommodations for the Port's Fisherman's Wharf Harbor Office. These functions had operated out of older structures that had become

deteriorated, including a trailer structure housing the San Francisco Police Department Marine Dive Unit. The project scope included repairs to Wharf J11, demolition of portions of the former structure to accommodate new construction of the facility to house the Port's Fisherman's Wharf Harbor Master Office, San Francisco Police Department Marine Dive Unit, and public restrooms with showers serving Hyde Street Harbor fishermen.

**COMPLETED:** 2012      **COST:** \$2.3 million



## D3 - Wharf J9 Seawall Repair



The Port hired a marine and structural engineering consultant to prepare construction plans to strengthen this segment of the existing wood seawall in Fisherman's Wharf, between Leavenworth and Jones Streets, by installing a concrete stability wall in front of

the existing seawall. The Wharf J9 Seawall provides structural support for the Port's facilities and tenants along Jefferson Street. The work includes repairing approximately 45 wood piles and pile wraps, and replacing any damaged pile caps, stringers and decking and in some areas replacing the asphalt. The Port's Maintenance division will perform the work commencing next year, once permits are secured. **SCHEDULED COMPLETION:** 2015      **COST:** \$2 million



## D2 - Wharves J7 & J8 Repairs



Port Engineering has designed and the Maintenance Division has repaired or replaced (or is in the process of doing so) approximately 100 damaged wood piles throughout Wharves J7 and J8. This project was required to allow for continued use of Scoma's Restaurant and

lockers and support storage for the Port's commercial fishermen.

**COMPLETED:** 2014  
**COST:** \$1 million



## D4 - Pier 33½ North Bulkhead



Over the course of many decades, this bulkhead structure had undergone multiple rounds of alterations, often without permits, to the point where the facility had become unsafe and un-leasable. This project invested Port revenue bond funds for repairs to meet current code and

safety standards and become a leasable asset. Work included structural work to repair the concrete deck, install a new elevator, create new and refurbished restrooms, install a second exit, and upgraded utilities, including the electrical system. Repairs and refurbishment of interior and exterior historic features all were sensitively designed consistent with Secretary of Interior Standards for Historic Rehabilitation. By financing these upgrades with Port funding, the Port has been able to maximize lease revenue from the improved Pier 33½ North Bulkhead. **COMPLETED:** 2013      **COST:** \$3.5 million





## D5 - Pier 33 Roofing Project



The existing Pier 33 roof was beyond its useful life, in disrepair and leaking water onto the interior of the building. The project repaired the roof, windows and other integral parts of the roof system so that the building is water tight. Existing tenants are primarily fish processors. The extensive project scope included repair of historic decking and wooden structural framing members, removal and installation of roofing and flashing, installation of roof drains, rain water leaders, and overflow drains, removal and replacement of monitor glazing, removal and replacement of sheet metal cladding, refurbishment of ventilators, removal and installation of safety ladders, and repair of stucco and painting of all metal surfaces and stucco.

**COMPLETED:** 2008

**COST:** \$2.4 million

## D6 - Pier 29 Bulkhead Fire Restoration



On June 20, 2012, a four alarm fire caused damage to the 164,000 square foot Pier 29 bulkhead and shed building which is a contributor to the San Francisco Embarcadero Historic District. The majority of the fire damage was centralized in the Pier 29 bulkhead building. On June 21, 2012, a declaration of emergency authorized emergency repair, work and contracts to mitigate the unsafe conditions. The Port commenced the emergency response with contracts issued for demolition and reconstruction to Turner Construction; and architectural and engineering services contract with Cregan + D'Angelo Engineers, YEi, Carey & Company, Inc., and Michael Tauber. The building was reconstructed in time for use in the 34th America's Cup in 2013. The project was awarded the 2013 Preservation Design Award for Reconstruction by the California Preservation Foundation and the 2014 California Engineering Excellence Awards – Merit Award by the American Council of Engineering Companies.

**COMPLETED:** 2013

**COST:** \$15 million

## D7 - Pier 19 Roofing Project



The existing Pier 19 roof of the bulkhead and shed buildings were beyond their useful life, in disrepair and leaking water onto the interior of the building. The project repaired the roof, windows and other integral parts of the roof system so the building is water tight for leasing.

**COMPLETED:** 2010

**COST:** \$1.9 million

## D9 - Pier 48 Fire Rebuild



After a 1996 four-alarm fire significantly damaged Pier 48, Port staff worked over multiple years to obtain an insurance settlement to fund repair and replacement of portions of Pier 48. Repairs and code-triggered upgrades occurred in multiple phases through multiple contracts, and included building structural, electrical and seismic work.

**COMPLETED:** 2003

**COST:** \$14.2 million

## D8 - Pier 9 Apron Repairs



The Port's Engineering Division designed a repair project for the Pier 9 apron rehabilitation project and the Port's Maintenance Division completed the repairs. The work scope included replacing the damaged wood piles, pile caps, stringers and decking. In some

areas entire apron sections were demolished and replaced. In other apron areas, only strategic repairs were constructed. The North and South Aprons provide egress to the Port tenants, and also provide berthing and operational functions for specific Pier 9 tenants.

**COMPLETED:** 2008

**COST:** \$780,000

## D10 - Pier 48 Apron Repairs



The Port Engineering division designed the Pier 48 apron repairs and utilized a contractor to repair a 270 foot section of the Pier 48 South Apron (west end). The Work scope included replacing the damaged wood piles, pile caps, stringers and decking, and in some

areas replacing the asphalt. The cost of the repairs was approximately \$400,000. This repaired section of the Pier 48 South Apron functions as egress for adjacent Pier 48 tenants and also allows continued maritime berthing.

**COMPLETED:** 2005

**COST:** \$400,000



## D11 - Pier 50 Valley Substructure



The Port Engineering divisions prepared a repair plan and retained a contractor to repair sections of the Pier 50 Valley substructure, providing vehicular, bicycle and pedestrian access / egress in both directions adjacent to Sheds A and B. The scope also included

topside landscape improvements to the west end entrance to the Pier 50 Valley. The works was completed in 2013. Construction cost was approximately \$1.4 million. Pier 50 Valley functions as the main access to the Port's Maintenance division, the berthing facilities for Westar a major maritime tenant and other large interim leases.

**COMPLETED:** 2013      **COST:** \$1.4 million

## D12 - 401 Terry Francois Blvd ADA improvements



The existing building was accessible only by stairs and the common area restrooms and stairs were out of compliance with Federal Americans with Disabilities Act (ADA) requirements. The project provided accessibility upgrades to the front entrance, Men's and Women's

restrooms on the first floor, and interior stairwells.

**COMPLETED:** 2010  
**COST:** \$340,000

## D13 - Pier 80 Shed Roof Replacements



This project removed and replaced fiberglass skylight panels in the standing seam metal roofs of Sheds A & D at Pier 80. The project installed new panels to make the roof watertight, enabling the Maritime Division to rent the facilities for storage of moving shipping cargo.

**COMPLETED:** 2014  
**COST:** \$1.1 million

## D14 - Amador Street Extension



In order to facilitate more efficient inter-terminal cargo movements, the Port designed and constructed an extension of Amador Street to serve as a service road between Piers 90/92 and 94/96. The Port's Pier 94/96 facility is a bulk import facility that services concrete batch

plants at Pier 92. The Amador Street extension not only reduced the travel length for trucks from a 2.4 mile round trip to a 0.5 mile round trip. This project had multiple benefits, including eliminating hundreds of monthly truck trips closer to the residential community, reducing diesel emission thereby using less energy, and creating new habitat by utilizing landscape swales to treat storm-water run-off from the road.

**COMPLETED:** 2004  
**COST:** \$400,000



## *D15 - Port Terminal Security Improvements*

In 2004 and 2005, the Port implemented safety and security equipment, gates, fences, and related installations to meet U.S. Coast Guard, Maritime Transportation Security Act, and U.S. Customs and Border Protection regulatory requirements at the Pier 35 Cruise Terminal, Pier 80 Cargo Terminal and Downtown Ferry Terminal. At Pier 80, the Port also constructed a security check facility to comply with the Transportation Workers Identification Credential Program.

**COMPLETED:** 2004-5

**COST:** \$4 million

## *D17 - Portwide Hazards Response Capability Upgrades*

The Port installed safety and security equipment to increase Port emergency response capability to natural or human-caused disasters with emergency equipment, including improvements for the Port's Department Emergency Operations Center, and the Building Occupancy Resumption Program to improve property inspection capability in the aftermath of a disaster.

**COMPLETED:** 2007 and 2013

**COST:** \$1.2 million

## *D16 - Portwide Security Fences*

The project scope included replacing substandard fences and constructing new high security fences at multiple Port facilities. The fencing was installed at Pier 80, Pier 90, Pier 94-96, Pier 45C, Pier 27, Pier 50, and Pier 70. This assisted the Port in complying with U.S. Department of Homeland Security and U. S. Coast Guard mandates to improve security at regulated Port facilities under the Maritime Transportation Security Act (MTSA) of 2002.

**COMPLETED:** 2005 and 2012

**COST:** \$2 million

## *D18 - Pier 50 Emergency Power*

The Port installed emergency power at Pier 50, including the Port's Maintenance Center, to increase Port resiliency following a natural or human-caused disaster.

**COMPLETE:** 2013

**COST:** \$750,000 Port Joint Operations Center



**Table 4-4 Engineering, Maintenance and Security Projects**

Project Number	Project Name - Location	Area (Square Feet)	Cost	Date Finished	Web
D1	Port Joint Operations Center- Hyde Street Pier	5,300	\$2,304,000	2012	<a href="http://www.sfport.com/Modules/ShowDocument.aspx?documentid=1339">http://www.sfport.com/Modules/ShowDocument.aspx?documentid=1339</a>
D2	Wharves J7-J8 Repairs	45,000	\$1,000,000	2014	
D3	Wharf J9 Seawall Repair	13,100	\$2,000,000	2015	
D4	Pier 33 1/2 North Bulkhead	6,347	\$3,523,000	2013	<a href="http://sfport.com/modules/showdocument.aspx?documentid=3223">http://sfport.com/modules/showdocument.aspx?documentid=3223</a>
D5	Pier 33 Roofing Project	89,132	\$2,429,000	2008	<a href="http://www.sfport.com/ftp/uploadedfiles/Item11cPier33RoofProjectContractMod.pdf">http://www.sfport.com/ftp/uploadedfiles/Item11cPier33RoofProjectContractMod.pdf</a>
D6	Pier 29 Bulkhead Reconstruction (Fire)	164,000	\$15,000,000	2013	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4375">http://sfport.com/modules/showdocument.aspx?documentid=4375</a>
D7	Pier 19 Roofing Project	92,395	\$1,940,000	2011	<a href="http://www.sf-port.org/Modules/ShowDocument.aspx?documentid=770">http://www.sf-port.org/Modules/ShowDocument.aspx?documentid=770</a>
D8	Pier 9 Apron Repairs		\$783,000	2008	
D9	Pier 48 Seismic Rehabilitation	181,350	\$14,200,000	2003	
D10	Pier 48 Apron Repairs	12,000	\$400,000	2005	<a href="http://www.sfport.com/ftp/uploadedfiles/sfport/meetings/supporting/2004/Item6A(3).pdf">http://www.sfport.com/ftp/uploadedfiles/sfport/meetings/supporting/2004/Item6A(3).pdf</a>
D11	Pier 50 Valley Substructure	24,000	\$1,400,000	2013	<a href="http://sfport.com/modules/showdocument.aspx?documentid=3387">http://sfport.com/modules/showdocument.aspx?documentid=3387</a>
D12	401 Terry Francois Blvd ADA improvements	1,000	\$340,000	2010	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2009/Item%2010A%20Attachment%202.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2009/Item%2010A%20Attachment%202.pdf</a>
D13	Pier 80 Shed Roof Replacements	450,000	\$1,000,000	2014	
D14	Amador Street Extension	85,000	\$400,000	2004	
D15	Port Terminal Security Improvements		\$4,000,000	2005	
D16	Portwide Security Fencing		\$2,000,000	2006	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2006/Item4aPortSecurityFencesAdvertisement.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2006/Item4aPortSecurityFencesAdvertisement.pdf</a>
D17	Portwide Hazards Response Capability Upgrades		\$1,200,000	2007 & 2013	
D18	Pier 50 Emergency Power		\$750,000	2013	
Total		1,168,624	\$54,669,000		





# ENVIRONMENTAL PROTECTION & SUSTAINABILITY



## Background

The Port is an environmentally sensitive area, where land was created by fill placed in the Bay and subject to a long history of intensive commercial and industrial use. The Port's environmental efforts therefore focus on providing a balance of recreational activities and public access, preserving natural resources, and managing potential environmental hazards to protect its workers, the public, and the environment. Since adoption of the Waterfront Plan, the Port has developed environmental policies and programs implemented by a staff of environmental professionals with varying backgrounds in environmental science, industrial hygiene, and regulatory analysis. The environmental staff work within the Port's Engineering, Maintenance, Real Estate, Maritime, and Planning and Development divisions. The Port integrates its environmental management function into all Port operations, from facilities maintenance to leasing and redevelopment, to improved shoreline habitat, appearance, and public access as well as remediating environmental contamination and protecting water quality.



### *E1 - Environmental Risk Management Policy (2007)*

In 2007, the Port Commission adopted an environmental risk management policy and financial assurance requirements for Port tenants with real property agreements. This policy ensures that financial resources are available to address potential environmental risks related to Port tenants' operations. Pursuant to the policy, every new lease and property agreement is reviewed to determine applicability of the Port financial assurance requirements, which may include an environmental oversight deposit and an environmental performance deposit as

warranted. These deposits are used to reimburse Port expenses incurred in the event of regulatory violation, enforcement action, or other costs incurred by the Port as a result of a tenant's failure to meet any of its environmental obligations. In addition to ensuring that the Port has resources to respond to an environmental incident, both Port and tenant benefit from review and consideration of potential environmental risks and in some cases development of risk reduction measures.

### *E2 - Climate Action Plan (2009)*

The Port Climate Action Plan was first produced in 2009 for the FY 2007/08. Each year Port staff analyzes the activities that generate greenhouse gas emissions in addition to other measures of 'sustainability'. This annual project reflects the efforts of the Port as a whole. The analysis includes determination of consumption of electricity, natural gas, vehicle fuels and converting these

consumption measurements into GHG emissions. This calculation examines all Port operations and consumption for which the Port is the account holder, e.g. full service buildings and is also complemented by the Port's support for sustainable alternative transportation that further reduce vehicle emissions.

### *E3 - Stormwater Design Guidelines (2009)*

In 2009 the Port and the San Francisco Public Utilities Commission jointly published the "San Francisco Stormwater Design Guidelines" in response to a Clean Water Act permit requirement. Developed jointly over a 2-year process with extensive public participation, the Design Guidelines apply to areas of San Francisco served by separate storm sewers that discharge directly to local lakes or San Francisco Bay. The Design Guidelines describe methods of designing new and redevelopment projects to reduce both the volume and potential

pollutants in stormwater runoff by emphasizing low impact design. The Design Guidelines offer 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. Redevelopment of Port facilities, ranging in size from the Exploratorium at Pier 15 to the Joint Operations Service building at Hyde Street Harbor has implemented the Stormwater Design Guidelines to beautiful and educational effect.



#### *E4 - Under-pier Utilities Repair Program (initiated 2010)*

The Port maintains a sizable expanse of under pier utility infrastructure to serve 80 marginal wharves and 39 piers, many of which run almost 1,000 feet over water. Under-pier infrastructure encompasses several miles of water, wastewater, fire service, electrical, and communications lines. Under-pier utilities must endure a harsh marine environment, including the corrosive effects of bay water, and the damage inflicted by tidal debris. Damage and deterioration of under-pier utilities can result in the direct discharge of sewage and water into the Bay. The Port has developed a comprehensive strategy to address this infrastructure which involves regular inspections, timely maintenance, and

the relocation of utilities above pier decks when feasible. After completing a condition assessment of these utility systems, the Port initiated the annual under-pier inspection program in 2013. Each year Port plumbers conduct inspections and repairs of wet utilities (water / wastewater) under every pier. The Port also works with tenants with master leases to ensure their compliance with utility maintenance responsibility obligations included in their leases.

#### *E5 - Port of San Francisco Cruise Ship Environmental Award (2011)*

From 2005-2011, the Port sponsored the Cruise Ship Environmental Award program to promote and recognize cruise ships for reducing air emissions and water pollution while operating in San Francisco Bay. Awards were based on a scoring system that evaluated environmental performance in the three categories: Air Emission Reduction, Wastewater Treatment, and Recycling and Disposal Programs for Solid Waste. Cruise ships that exceeded environmental regulations and industry standards were recognized for achieving greater

protection of the air and water quality of the San Francisco Bay Area. The awards program ran from 2005-2011, until new State standards for low-sulfur fuel requirements went into effect. Over the course of this program, 33 different cruise ships operated by all the Port's main cruise lines were awarded.

#### *E6 - Zero Waste Policy (2012)*

The Port Commission adopted a Zero Waste Event Policy that prohibits the sale and distribution of single-use plastic bottles, bags, foodware and the intentional release of balloons for large events (5,000+). The policy requires the use of compostable food ware at such events. This policy informed a new ordinance recently passed that bans the sale and distribution of plastic bottles on City property.

## ENVIRONMENTAL AND SUSTAINABILITY PROJECTS

### *E7 - Wharf J-10 Demolition*



In 2003, the Chief Harbor Engineer declared a public safety emergency and condemned this historic wooden pier and shed located along the water, between Leavenworth and Hyde Streets in Fisherman's Wharf. The dangerous conditions of Wharf J-10 required two Port fishing industry tenants to vacate the facility. The Port sought a CEQA emergency exemption to enable immediate demolition, which was appealed. The Board of Supervisors required an Environmental Impact Report which was completed in 2006. The Port carried out the demolition in 2007, removing 24,000 square feet of bay fill. The demolition was conducted under the review of the Regional Water Quality Control Board to prevent potential pollutant discharge to the Bay. In addition, the project site was subject to an existing clean-up order to ExxonMobil, the former owner/operator

of a petroleum storage and distribution terminal at the site that had contaminated underlying soil and groundwater. After the demolition, ExxonMobil, under Port and Regional Water Quality Control Board oversight, completed extensive remediation of the shoreline and adjacent upland in 2011. ExxonMobil continued monitoring contamination at the site through 2013 to ensure that remediation had been effective.

**COMPLETED:** 2007

**COST:** \$1.2 million

Size: 21,000 square feet

### *E8 - Hyde Street Harbor Fuel Dock and Water Quality Improvements*



In 2001, with funding from the California Department of Boating and Waterways and the San Francisco Department of Environment, the Port added water quality improvements to the Hyde Street Harbor Fuel dock. New double-walled tanks and piping, and a stainless steel "drip pan" beneath the entire fuel dock deck were installed to prevent leaks and recover waste oil. The Port installed bilge-water and sewage pump-out stations to allow appropriate disposal of these wastes. The Port installed a used oil recycling station at the fuel dock and provides free oil-absorbent pads to boaters for use in cleaning up oil as well as collection of used pads. Subsequent structural improvements included installation of seismic expansion joint fittings on all of the waste and fuel piping to ensure resilience of these water quality protections during an earthquake.

**COMPLETED:** 2001

**COST:** \$371,100

## E9 - Pier 45 Drainage Improvement Project



The Pier 45 Drainage Project in Fisherman's Wharf successfully addressed poor water quality that contributed to high bacterial loadings at the adjacent Aquatic Park public beach. The industrial fish processing facility at Pier 45 lacked sufficient infrastructure to contain industrial wastewater discharges to the Bay. A proposal was developed to install infrastructure upgrades that would direct these discharges to the sanitary sewer system. Funding was then secured through the Clean Beaches Initiative grant program of the Regional Water Quality Control Board. Upon completion of the construction, a 12-month water quality monitoring program confirmed moderate improvements in the vicinity of Aquatic Park beach.

**COMPLETED:** 2010

**COST:** \$1.8 million

## E10 - Pier 27 Shorepower



The Pier 27 Shorepower project was a \$5.2 million Port project to provide high voltage, shoreside power to cruise ships calling at Pier 27, allowing them to forego use of diesel generators while at berth. Under an agreement with the San Francisco Public Utilities Commission, zero-emission hydropower is supplied to cruise ships calling at the pier. The Bay Area Air Quality Management District (BAAQMD), the San Francisco Public Utilities Commission and the U.S. Environmental Protection Agency provided funding to support the project, well in advance of State regulations requiring shorepower. The project was the first shorepower project for cruise ships to come online in California when it was activated on October 6, 2010. ENVIRON consultants estimated per-ship emissions reduction of: 140 lbs of diesel PM; 1.3 tons of nitrogen oxides (NOx); 0.87 tons of sulfur oxides (SOx); 19.7 tons of CO<sub>2</sub>. Port staff is currently in the process of quantifying actual reductions based on current and projected system usage.

**COMPLETED:** 2010

**COST:** \$5.2 million



## E11 - Pier ½ Removal



Before



Pier ½ was a 21,000 square foot pier located between the Ferry Building and Pier 1. It outlived its useful life, devolving into disrepair. Pier ½ was removed in 2012 as part of the package of public benefits delivered by the 34th America's Cup project. It had been used as a parking lot for the Ferry Building until it was red-tagged by the Chief Harbor Engineer. The degree of structural deterioration, coupled with BCDC fill removal policies, meant that there was no financially viable repair strategy.

**COMPLETED:** 2012

**COST:** \$1.6 million

**SIZE:** 21,000 square feet

## E12 - Pier 24 Fill Removal



Before

In 2000, BCDC and the Port approved amendments to their respective plans that took a strategic approach to define piers for removal and construction of new parks, to be delivered as part of new waterfront development projects. The amended plan policies called for removal of Pier 24, which had been condemned. Thus, this bay fill removal effort provided water quality environmental benefits, as well as expanding the Bay and enhancing spectacular public views of the Bay Bridge, next to the Pier 22 Fireboat station and Rincon Park.

**COMPLETED:** 2003

**COST:** \$650,000

**SIZE:** 83,500 square feet



## E13 - Pier 34 Fill Removal and Pier 36 Removal



Before

Similar to the Pier 24 removal, Piers 34 (89,600 square feet) and 36 (133,000 square feet) were removed in 2001 and 2012, respectively, to carry out Port and BCDC plan policies. These piers were also both condemned. Their removal not only improved Bay environmental quality and created more water open to the sky but they were the prerequisites for the construction of Brannan Street Wharf in 2013, a public park located south of the Bay Bridge in the Rincon Hill/South Beach neighborhood.

**COMPLETED:** 2001 and 2012

**COST:** \$3,000,000

Size: 222,600 square feet

## E14 - Pier 70 Shorepower



The Pier 70 shorepower project was a \$5.7 million Port-financed project to upgrade high voltage power supplied to the Port's shipyard, under a memorandum of understanding with the San Francisco Public Utilities Commission. This shorepower system allows large ocean-going military, government, and commercial ships with heavy electrical load requirements to plug into onshore power and forego use of ship-board diesel generators. This improvement project was implemented as an air quality mitigation measure for the 34th America's Cup. Under agreement with BAE San Francisco Ship Repair (SFSR), the Port will offset its costs through a 4¢ per kilowatt hour surcharge that SFSR will pass on to its customers that utilize the shorepower system. ENVIRON consultants estimated air emission reductions over a three year period of: 46 tons of Reactive Organic Gasses; 907 tons of Nitrogen Oxides; 22 tons of Particulate Matter; 77 tons of Carbon Monoxide; 78 tons of Sulfur Oxides; and 45,380 tons of Carbon Dioxide.

**COMPLETED:** 2012

**COST:** \$5.7 million

## E15 - Pier 70 Environmental Risk Management Plan



With a \$2.2 million grant from the U. S. Department of Commerce, Economic Development Administration and 10% matching funds from the Port, the Port completed a comprehensive environmental investigation and remedial action plan for the Pier 70 Master Plan Area. This work resulted in an Environmental Risk Management Plan, approved by the San Francisco Bay Regional Water Quality Control Board, in consultation with the San Francisco Department of Public Health in 2014. The Environmental Risk Management Plan provides the Port and its development partners a full characterization of soil, groundwater, and soil gas conditions. Identification of environmental risks from contaminants in soil and a pre-approved “road map” for measures to implement prior to, during, and after development in the area to eliminate or minimize those risks will facilitate safe and sustainable development.

**COMPLETED:** 2014

**COST:** \$1.7 million [confirm]

**PARTNERS:** U.S. Department of Commerce Economic Development Administration, California Regional Water Quality Control Board, San Francisco Department of Public Health.

**WEB:** <http://sfport.com/index.aspx?page=263>

## E16 - Habitat Enhancement and Stewardship



Within the Port’s urban setting, opportunities for habitat restoration are limited, but the unique geography and development history of the southern waterfront has enabled the Port to protect and improve some natural shoreline habitat. The banks of Mission Creek, the northeast shoreline of Pier 94, and the rocky shorelines and tidal salt marsh at Heron’s Head Park, are essential to plants and wildlife, 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 actively support the Port’s habitat improvement efforts. In 2001, the wetland restoration at Heron’s Head Park received the annual California Coastal Management Program award for Outstanding Implementation Project. In the 15 years since Heron’s Head Park was constructed, the Port has consistently invested in environmental education and volunteer programs on site, serving recreational

and educational interests as well as promoting public participation in caring for the park and wetland habitat. The Heron’s Head Park, Pier 94 Wetlands, and Eco-Center projects are all individually profiled in Chapter 4C – Parks and Open Space.

**WEB:** [www.sfport.org/modules/showdocument.aspx?documentid=6310](http://www.sfport.org/modules/showdocument.aspx?documentid=6310) [sfport.com/index.aspx?page=210](http://sfport.com/index.aspx?page=210), [sfport.com/index.aspx?page=219](http://sfport.com/index.aspx?page=219),

**PARTNERS:** California State Coastal Conservancy, Mission Creek Conservancy, Golden Gate Audubon Society, San Francisco Recreation and Parks Department, the San Francisco Bay Trail Project



Table 4-5 Environmental Protection and Sustainability Projects

Project Number	Project Name - Location	Area (Square Feet)	Cost	Date Finished	Web
<b>Portwide Environmental Policies and Programs</b>					
E1	Environmental Risk Management Policy	-		- 2007	
E2	Climate Action Plan	-		- 2009	<a href="http://sfport.com/modules/showdocument.aspx?documentid=7189">http://sfport.com/modules/showdocument.aspx?documentid=7189</a>
E3	Stormwater Design Guidelines	-		- 2009	<a href="http://www.sfport.com/index.aspx?page=311">http://www.sfport.com/index.aspx?page=311</a>
E4	Under-Pier Utilities Repair Program	-		- on-going	
E5	Port of San Francisco Cruise Ship Environmental Award	-		- 2011	
E6	Zero Waste Policy	-		- 2012	<a href="http://www.sfport.com/modules/showdocument.aspx?documentid=3440">http://www.sfport.com/modules/showdocument.aspx?documentid=3440</a>
<b>Environmental and Sustainability Projects</b>					
E7	Wharf J-10 Demolition	19,000	\$1,200,000	2007	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2006/Item5dJ-10CEQA%20findingsstaffreport.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2006/Item5dJ-10CEQA%20findingsstaffreport.pdf</a>
E8	Hyde Street Harbor Fuel Dock and Water Quality Improvements		\$371,100	2001	
E9	Pier 45 Drainage Improvement Project	11,000	\$1,800,000	2010	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2009/Item%2010B%20Pier%2045%20Authorize%20to%20Award.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2009/Item%2010B%20Pier%2045%20Authorize%20to%20Award.pdf</a>
E10	Pier 27 Shorepower		\$5,200,000	2010	<a href="http://www.sfport.com/index.aspx?page=282">http://www.sfport.com/index.aspx?page=282</a>
E11	Pier ½ Removal	26,000	\$1,645,600	2012	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4640">http://sfport.com/modules/showdocument.aspx?documentid=4640</a>
E12	Pier 24 Fill Removal	120,000	\$657,300	2003	
E13	Pier 34 Fill Removal	90,000	\$851,200	2001	
E13	Pier 36 Fill Removal	100,000	\$2,212,600	2012	<a href="http://www.sfport.com/Modules/ShowDocument.aspx?documentid=193">http://www.sfport.com/Modules/ShowDocument.aspx?documentid=193</a>
E14	Pier 70 Shorepower		\$5,700,000	2012	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2009/Item%208B%20Port%20Revenue%20Bond%20supplemental%20item.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2009/Item%208B%20Port%20Revenue%20Bond%20supplemental%20item.pdf</a>
E15	Pier 70 Environmental Risk Management Plan	-	\$1,700,000	2014	
E16	Habitat Enhancement and Stewardship	-		- on-going	<a href="http://sfport.com/modules/showdocument.aspx?documentid=6310">http://sfport.com/modules/showdocument.aspx?documentid=6310</a>
Total		419,800	\$21,337,800		





## Background

The Port has conducted various transportation projects and planning studies to promote and expand access by water as well as land. Ever since the major City efforts to transform The Embarcadero, the Port has continued to work with the City family to add new projects that advance and integrate with the City's transportation system. Waterfront Plan policies that directed Port transportation improvements include:

- Encouraging new recreational boat moorings and other waterborne transportation improvements in conjunction with new commercial and recreational uses
- Supporting multi-modal transportation access for a full range of users, and that advance the City's Transit First policy
- Protecting vital truck routes and freeway and freight rail access necessary to serve the Port's cargo shipping industry
- On-going support for the SFMTA's Waterfront Transportation Assessment that reviews all Port transportation needs and guides future transportation investments in closer coordination with development projects.

Port improvements have upgraded and added ferry facilities, improved rail and truck access in the Southern Waterfront, and reconstructed roadways to serve multiple modes of transportation. To meet the Port's growing visitor population pedestrian and bicycle improvements are included in most every project. The Port is a partner with the San Francisco Municipal Transportation Agency (SFMTA), San Francisco Planning Department (Planning Department) the Department of Public Works (DPW), San Francisco County Transportation Agency (SFCTA) and Metropolitan Transportation Commission (MTC) in the planning, design and construction of many of the projects.





## F1 - Embarcadero Transportation Projects



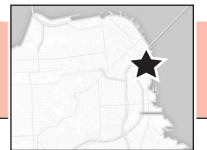
This enormous City infrastructure project was not an outcome of the Waterfront Plan, but a prerequisite. It was an all-City effort led by the office of Chief Administrative Officer Rudy Nothenberg, which involved funding and cooperation of many Federal, State and City agencies. Construction spanned before and after the 1989 Loma Prieta earthquake, resulting in the light rail, Promenade and landscaping amenities that the public enjoys today.

**COMPLETED:** 2000

**COST:** \$700 million

**PARTNERS:** DPW, SFMTA, U.S. Department of Transportation (USDOT), Federal Highway Administration (FHA), Caltrans

## F2 - China Basin Landing



The Port constructed a ferry landing facility on the north side of China Basin Channel, adjacent to the AT&T Ballpark, to avail an alternative water transportation mode to Giants ball games. Ferry service to the ballpark relieves roadway congestion on San Francisco Giants ballgame days during peak times and is available for other events as needed. Dependent on ferry and excursion boat capacity, China Basin Landing also provides the opportunity to provide general service to the South Beach and other South of Market neighborhoods.

**COMPLETED:** 2001

**COST:** \$2.9 Million

**PARTNERS:** Federal Transit Administration



## F3 - Illinois Street Bridge



The Port constructed a multimodal bascule bridge to extend freight rail service from its intermodal rail yard on the south side of Islais Creek to Illinois Street on the north side of the Creek. This bridge provides on-dock freight rail and truck access to the Pier 80 cargo terminal, and an industrial route linked to the Piers 92 and 94-96 terminals that avoids congestion and associated industrial emissions on Third Street, and conflicts with Muni T-line light rail service. The Illinois Street Bridge is truly intermodal, providing lanes on each side for pedestrian and bicycle access, as well as trucks, autos and freight trains.

**COMPLETED:** 2008

**COST:** \$27 million

**PARTNERS:** Catellus Development Corp., SFCTA, USDOT

## F4 - Illinois Street Bicycle Lanes



The Port worked with the SFMTA to lead a community planning process to extend bicycle lanes along Illinois Street, providing a connection between downtown, through Dogpatch, south to the Bayview Hunters Point. The bike lanes filled a gap in the City's bicycle network along the Bay Trail and the Blue Greenway that required planning to coordinate with industrial loading and access needs of businesses in San Francisco's remaining industrial area. The project was the first to pilot reverse-in angled on-street parking to increase safety for all users.

**COMPLETED:** 2009

**COST:** \$300,000

**PARTNERS:** SFMTA



## F5 - Taylor Street



At the center of Fisherman's Wharf, Taylor Street is home to the popular crab pots, fish sellers and historic restaurants. Between Jefferson Street and The Embarcadero, Taylor Street was reconfigured and rebuilt to better accommodate these uses. The sidewalk was widened to improve safety and the pedestrian experience. Taylor Street also was raised to resolve utility problems and new lighting and furnishings were installed.

**COMPLETED:** 2010

**COST:** \$1.4 million

**PARTNERS:** DPW

## F6 - Cargo Way Bicycle Lanes



The City's first bi-directional protected cycletrack was installed on Cargo Way to close a gap in the City's bicycle network. This cycletrack improvement also highlighted and enhanced the Blue Greenway and Bay Trail by improving connections and public access between the downtown and Bayview Hunters Point.

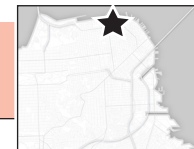
**COMPLETED:** 2012

**COST:** \$445,000

**PARTNERS:** SFMTA, SFCTA, MTC



## F7 - Jefferson Street



Working with the Planning Department and DPW, with support of the Fisherman's Wharf Community Business District and Mayor Edwin Lee, two blocks of Jefferson Street were rebuilt to strengthen the Jefferson Street's identity as the main street of Fisherman's Wharf, between Hyde and Jones Streets. The project widened sidewalks to improve the area and quality of the pedestrian experience, and incorporated traffic calming measures to enable shared use of the street by vehicles, bicycles and loading. Phase 1 was completed in June, 2013 in time for the 34th America's Cup events. Efforts are now underway to improve the remaining three blocks of Jefferson Street as part of Phase 2.

**COMPLETED:** 2013

**COST:** Phase 1 – \$5 million, Phase 2 estimated at \$9 million

**PARTNERS:** DPW, City Planning, SFMTA, Mayor's Office

## F8 - Water Taxis



Photo by Flickr user Ed Rhee

In 2012, the Port conducted an RFP process and selected two water taxi operators, Tideline Marine Group and San Francisco Water Taxi. Both companies provide local residents and visitors the opportunity to travel by water along the length of San Francisco's northeast border rather than by vehicle. They each offer two different services with San Francisco Water Taxi providing regularly scheduled "hop-on / hop-off" service along the San Francisco Waterfront. Tideline Marine provides on-call service, primarily from San Francisco to the North Bay. Currently, there are three water taxi landing sites on Port property, served by both operators: Pier 1½, Pier 38, and Hyde Street Harbor Marina. A fourth water taxi berth is planned to be opened by the end of 2015 at the Exploratorium's Pier 15.

## F9 - Quint Street Lead Freight Rail Improvement



The Quint Street Lead is a freight rail connector that provides access from the Caltrain Peninsula mainline to the Port's maritime cargo terminal facilities in the Southern Waterfront. The Port secured \$3 million in Federal Railroad Administration Rail Line Relocation and Improvement and the Port will provide an additional \$330,000 to preserve and improve this freight rail access. The current condition of the connector track limits the frequency, weight and length of trains that can use the track, causing delays. The improvements will allow freight trains to operate at higher speeds and clear the mainline more quickly, reducing delays to Caltrain commuter trains and future high-speed rail trains. The improvements also will enhance safety, livability, and economic development in the Southern Waterfront.

**COMPLETED:** est. 2015

**COST:** \$3,300,000

**PARTNERS:** DPW, City Planning, SFMTA, Mayor's Office

**Table 4-6 Transportation Projects**

Project Number	Project Name - Location	Cost	Date Finished	Web
F1	Embarcadero Transportation Projects		- 2000	
F2	China Basin Landing		- 2001	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%2013C%20Pedicab%20informational.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2010/Item%2013C%20Pedicab%20informational.pdf</a>
F3	Illinois Street Bridge	\$27,000,000	2008	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4630">http://sfport.com/modules/showdocument.aspx?documentid=4630</a>
F4	Illinois Street Bicycle Lanes	\$300,000	2009	
F5	Taylor Street	\$1,400,000	2010	
F6	Cargo Way Bicycle Lanes	\$445,000	2012	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4719">http://sfport.com/modules/showdocument.aspx?documentid=4719</a>
F7	Jefferson Street		- 2013	
F8	Water Taxis (Piers 1 ½, 40, Hyde Street Harbor)		- 2015	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2008/Item8bIllinoisStBridge.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2008/Item8bIllinoisStBridge.pdf</a>
F9	Quint Street Lead Freight Rail Improvement		- 2015	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2006/Item6aMTABikeLaneAttachment.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2006/Item6aMTABikeLaneAttachment.pdf</a>
Total		\$29,145,000		





## Background

The Port includes more than 834 acres of land along its 7½ miles of waterfront property, including 629 acres of landside property and 205 acres of waterfront property. As of July 2014, there are 525 maritime, commercial and industrial leases of Port property. The Port's Real Estate and Maritime Division staff negotiate and manage leases, which constitute the Port's primary source of revenue to fund Port staffing, operations and capital repairs, improvements and enhancement projects identified through the Port's 10 Year Capital Plan and capital project process. Given the Port's facilities, industrial leases represent the largest proportion of Port leases.

Port major accomplishments of the Real Estate Division include:

- Maintaining a diverse lease portfolio that has enabled the Port to have stable revenue during times of economic downturn
- Allowing Port property to serve as incubator space for emerging small businesses in the City
- Meeting the requirements of multiple regulatory agencies in managing leases and tenants including renovations consistent with historic standards

The majority of Port leases are for terms of 10 years or less, although some long-time tenants have had longer terms. These leases are distinguished from development projects managed by the Port's Planning & Development Division, which typically are for very long terms of 66 years to amortize substantial infrastructure and public benefit improvements; development projects are described in Chapters 4H and 4I. Given the Port's facilities, most leases are for industrial uses. However, there is a diverse and eclectic mix of Port tenant businesses, managed by Port Real Estate and Maritime staff. The Port tenants profiled below are examples of businesses that reflect San Francisco's innovative creative energy, environmental advances, a love of food, and have made improvements that enhanced the larger neighborhood with shorter term leases.





## G1 - Capurro's Restaurant



Capurro's, located in Fisherman's Wharf, is the product of a complete rebuild and repositioning effort by the existing long time tenant of this Port location. The Port re-negotiated an existing 66- year lease with the tenant that included a \$1.2 million complete modernization and expansion of the full-service restaurant. The rebuild included a complete interior and exterior renovation of the restaurant space.

**SITE SIZE:** 4,286 square feet

**TERM:** until 2036

**COST:** \$1.2 million

**COMPLETION:** 2004

## G2 - Boudin's Restaurant



Located in Fisherman's Wharf, the Port negotiated a 40-year lease with the tenant that included a complete rebuild, expansion and repositioning of its flagship location, to a 19,891 square feet full service restaurant with ancillary retail space. Boudin's redesign also incorporates a sourdough bakery tour and museum with large windows to let the public see the baking process and learn about the history and current baking operations of Boudin.

**SITE SIZE:** 19,891 square feet

**TERM:** 40 years

**COST:** \$21.3 million

**COMPLETION:** 2005



## G3 - Lou's Fish Shack



Located in Fisherman's Wharf, the project was a substantial rebuild of the interior restaurant and replacement of the exterior façade, which has enhanced patio café dining along Jefferson Street.. The two-story restaurant and entertainment venue underwent \$1,000,000 in core and shell and tenant improvements and focused on improving accessibility between the two floors. The project was required to meet design criteria of the Fish Alley Historic District and meet ADA accessibility requirements to both floors. The façade improvements used repurposed wood and metal to balance the historical style of the area with a contemporary feel. Use: full service restaurant.

**SITE SIZE:** 4,363 square feet

**TERM:** 15 years with one five-year option

**COST:** \$1 million

**COMPLETION:** 2012

## G4 - Roundhouse



MK Think, the current tenant, invested in excess of \$1.5 million in the adaptive reuse and rehabilitation of the 21,237 square foot Belt Railroad Engine House Roundhouse One building, which is listed on the National Register of Historic Places. MK Think is an architectural design firm specializing in insight and invention. The firm integrates research, analysis, design and technical services to provide thoughtful solutions to contemporary issues at the intersection of culture, architecture and the environment. Additionally, the massive wooden train doors were recently replaced in June of 2012.

**SITE SIZE:** 21,237 square feet

**TERM:** 10 years with one 5-year option

**COST:** \$1.5 million

**COMPLETION:** 2006

## G5 - Pier 9 – Autodesk



Autodesk is a 3D software company that creates everything from professional animation software to consumer applications such as Sketchbook. Autodesk opened its showcase office last year at Pier 9. An infill leasing project, Autodesk rehabilitated 30,000 square feet of interior shed space into office space and an extensive workshop, which includes everything from seven high-end 3D printers to a state of the art metal shop. Total investment in core and shell and tenant improvements was \$16,000,000 as well as \$500,000 in public access improvements.

**SITE SIZE:** 30,590 square feet

**TERM:** 10 years

**COST:** \$16.5 million

**COMPLETION:** 2014



## G6 - Pier 24 Annex



The Pilara Foundation is the current tenant at Pier 24 Annex. The tenant expended \$12,500,000 in this adaptive reuse and historic restoration project, to create a museum gallery for an extraordinary photographic collection managed by the Pilara Foundation that is open free to the public. The improvements included complete core and shell and tenant improvements along with public access and substructure improvements. The project was named a finalist in the San Francisco Business Times Real Estate Deal of the Year 2011 for Best Rehabilitation and Renovation Project, Privately funded.

**SITE SIZE:** 27,624 square feet

**TERM:** 10 years

**COST:** \$12.5 million

**COMPLETION:** 2007



## G7 - Pier 26 Annex



IDEO, an internationally respected innovation and design firm, is the current tenant at Pier 26 Annex. In 2012, IDEO expanded into and renovated a nearly 30,000 square foot portion of the Pier 26 Annex Building. The tenant expended in excess of \$900,000 to create a wide range of studio, work and meeting spaces that provide for an eclectic studio/office atmosphere. Private spaces are mixed with open space to create a workplace that is designed to encourage overlap and communal interaction. The studio design also was meant to create a strong visual connection between the IDEO community and the busy pedestrian walkway of The Embarcadero. Award: 2013 IIDA Northern California Notable Award for Work Small

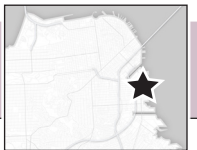
**SITE SIZE:** 29,987 square feet

**TERM:** 5 years with one 5-year option

**COST:** \$900,000

**COMPLETION:** 2011

## G8 - Mission Rock Resort



Mission Rock Resort, formerly known as Kelly's Mission Rock, is located in the Southern Waterfront near the Pier 70 shipyard facility and just across the street from the Mission Bay Development. In 2012, the restaurant was purchased in bankruptcy court by Golden Bear Restaurant Company III. The Port negotiated a new lease for 15 years with one 5-year option with Golden Bear and required the tenant to invest at least of \$1 million dollars in hard construction cost to renovate and reposition this old iconic Southern Waterfront restaurant. The construction work included renovation of both the interior and exterior of the restaurant.

**SITE SIZE:** 13,856 square feet

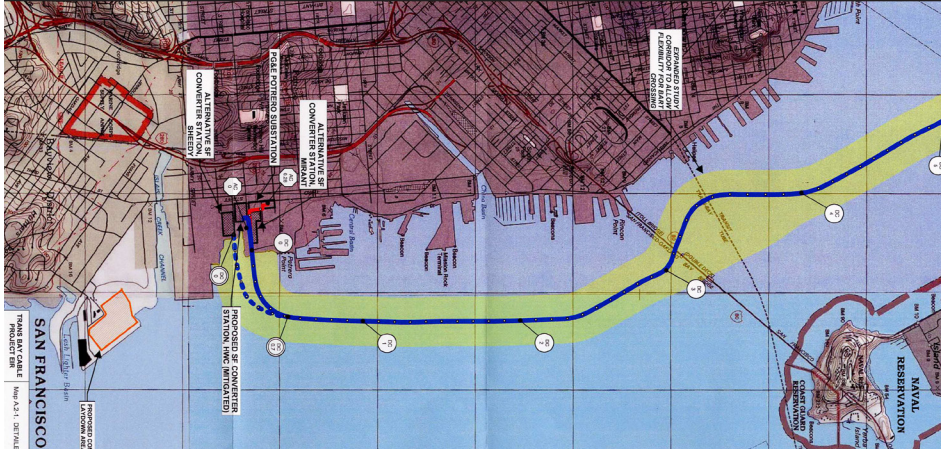
**TERM:** 15 years with one 5-year option

**COST:** \$1 million

**COMPLETION:** 2012



## G9 - Trans Bay Cable



**SITE SIZE:** 5 acres of private waterfront property (Potrero Converter Station)

**TERM:** 29 years with 10 year option (for use of Bay floor)

**COST:** \$80 million (construction cost for Potrero Converter Station)

**COMPLETION:** 2009

In 2007, the Port negotiated an agreement with Trans Bay Cable LLC (“TBC”) for use of 9.4 miles of submerged lands and a small portion of 23rd Street shoreline to install a 53 mile long 400 MW high voltage trans Bay transmission line between Pittsburg, CA and the Potrero Switchyard. This project captures excess electric energy capacity in Pittsburg for use in San Francisco. This new transmission capacity, coupled with other transmission upgrades by PG&E, allowed for the permanent closure of the Potrero Power Plant immediately south of Pier 70. In addition to annual Port rent payments, TBC will pay the Port \$5.5 million to fund new parks and related waterfront improvements over 10 years, and \$28.5 million to the San Francisco Public Utilities Commission for energy efficiency and related programs. TBC substantially improved a 5 acre site immediately south of Port property between 23rd and 24th Streets, including new landscaped pedestrian public space along Illinois Street and 24th Street, and a new converter station to connect with the Potrero Switchyard.

## G10 - ZA-1 Embarcadero-Potrero 230kV Cable

### ZA-1 EMBARCADERO-POTRERO 230kV TRANSMISSION PROJECT

ACTIONS:	2013	2014	2015	2016	2017	2018	2019
<b>OEWD-MOH</b>	Parties enter Term Sheet for ZA-1 Embarcadero - Potrero 230kV Transmission Project, subject to BOS approval	Co-execute License Notice to PG&E of City's Preferred Screen			Exercise Hoedown Yard Option Commercial uses generate Jobs-Housing Linkage Fees		
<b>PORT</b>		After CEQA, enter license, subject to BOS approval Design Review, Potrero Substation Screening			Form IFD over Hoedown Yard		
<b>PG&amp;E</b>		ZA-1 Transmission Project construction starts Design Potrero Substation Screen	Complete construction, ZA-1 operation				Build Potrero Substation Screening
<b>BENEFITS:</b>		\$14.8 million in Pre-paid Rent Two \$7.4 million Installments expected in 2014	Enhance the reliability of electrical service to Downtown San Francisco		\$10 Million IFD* to fund improvements to Potrero Substation Screen \$7 - 8 Million in Jobs-Housing Linkage Fees* \$4 - 7 Million to Potrero HOPE VI*		

**SITE SIZE:** 3 acre Hoedown Yard option site

**TERM:** 40 years with a 26 year option (for use of Bay floor)

**CONSTRUCTION START:** 2014

In 2014, the Port negotiated an agreement with Pacific, Gas and Electric Company (“PG&E”) for use of 3.5 miles of submerged lands to install the ZA-1 Embarcadero-Potrero 230kV Transmission Project. This new transmission capacity provides seismically safe, redundant transmission service to downtown San Francisco and interconnects the City’s 230 kV and 115 kV transmission grids. In addition to a lump sum rent payment to the Port, PG&E agreed to seek funding and approvals to either screen or enclose the Potrero Switchyard between 23rd and 24th Streets along Illinois Street and to provide the City with an option to acquire the 3 acre, PG&E-owned Hoedown Yard at the doorstep of Pier 70. The City, if it acquires the Hoedown Yard, can rezone the site for residential or commercial use, and sell the site via competitive bid to a 3rd party, with the net proceeds going to the Potrero Terrace and Annex HOPE VI rebuild project. Together with the Trans Bay Cable project, this project has the potential to complete the conversion of the central waterfront away from its predominant history as a heavy industrial power generation and distribution site and into an area that can be developed for mixed uses.

## G11 - Muni Metro East



**SITE SIZE:** 13 acres

**TERM:** jurisdictional transfer (perpetual)

**COST:** \$230 million

**COMPLETION:** 2009

In 2001, the Port and the Municipal Railway (now the San Francisco Municipal Transportation Agency) entered into a Memorandum of Understanding for the jurisdictional transfer of 17 acres of Seawall Lot 355 for the construction of Muni Metro East. Muni paid the Port \$29.7 million for the property; the Port was required to spend \$4 million of these proceeds on the Illinois Street Bridge project and to transfer \$4 million in State Highway Improvement Project funding to Muni for the 3rd Street Light Rail Project and MUNI Metro East facility. The Muni Metro East is a \$230 million, 180,000 square foot maintenance facility for Muni Light Rail Vehicles including daily service bays, heavy running repair areas, and a pantograph repair shop. The Port conducted design review of the facility in conjunction with the Arts Commission. The facility includes a 30,000 square foot administrative space, areas for rail operations and maintenance offices, training areas, and exercise, shower, and changing facilities. The 13 acre site is paved and included five miles of test, queuing/distribution, and storage tracks for up to 80 vehicles. SFMTA plans to use the adjacent 4 acre site for future facility expansion.

## G12 - Bode Gravel Company



**SITE SIZE:** 192,072 square feet

**TERM:** 10 years with three 5-year options

**COST:** \$5 million

**COMPLETION:** 2002

In 2002 the Port entered into a maritime-industrial lease with Bode Gravel Company (Bode) for the development and ongoing operation of a concrete batching plant at Pier 92. The term of the lease extends for 10 years with three 5-year options. The premises consist of approximately 192,072 square feet of land. Bode invested in excess of \$5 million in the development of the batching plant, which produces various concrete products used by the construction industry. These materials are essential for the City's ability to meet construction goals for both public infrastructure and private projects. Bode was the first major project implemented to establish an Eco-industrial complex for construction material businesses in the Southern Waterfront. By locating adjacent to the Port's Pier 94 bulk terminal that receive rock and aggregate imports, and a sand mining operation managed by Hansen Aggregates, Bode has immediate access to source materials to manufacture concrete and greatly reduced the need for industrial truck transport of materials. Bode also incorporated on-site stormwater design to capture most of the process water to reuse in producing concrete.



## G13 - CEMEX USA



Similar to the lease with Bode Gravel Company, the Port entered into a maritime-industrial lease with RMC Pacific Materials, which was eventually purchased by CEMEX USA, the current tenant. This leasehold is adjacent to Bode, and also extends for a term of 10 years with three 5-year options. The premises consist of approximately 151,700 square feet of land. Cemex invested in excess of \$6 million in the development of the batching facility. CEMEX also produces concrete for the construction industry. Both the Bode Gravel Company and CEMEX USA leases require the tenants to import bulk aggregate materials by water through the Port's maritime facilities.

**SITE SIZE:** 151,700 square feet

**TERM:** 10 years with three 5-year options

**COST:** \$6 million

**COMPLETION:** 2006

## G14 - Recology



The current lease with Recology at Pier 96 is for approximately 195,281 square feet of shed space and 201,626 square feet of land. The term of the lease extends for 25 years, terminating in 2023. The premises are utilized for Recology's recycling facility and serve as the location where the City's "blue bin" recyclables (paper, glass, aluminum and plastics) are taken to be sorted, packed and exported to various markets for reuse. This facility is a key component to the City's excellent record of recycling and its commitment to achieving zero waste and maximizing land fill diversion. In addition to the blue bin recyclable operations, Recology also operates a concrete recycling center on site.

**SITE SIZE:** 396,907 square feet

**TERM:** 25 years

**COST:** \$35.2 million

**COMPLETION:** 1998



**Table 4-7 Real Estate Projects**

Project Number	Project Name - Location	Size (Square Feet)	Tenant Investment	Date Finished	Term	Web
G1	Capurro's Restaurant	4,286	\$1,200,000	2004	Until 2036	
G2	Boudin's Restaurant	19,891	\$21,300,000	2005	40 Years	
G3	Lou's Fish Shack	4,363	\$1,000,000	2012	15 Years with one 5-year option	
G4	Roundhouse	21,237	\$1,500,000	2006	10 Years with one 5-year option	<a href="http://sfport.com/Modules/ShowDocument.aspx?documentid=2229">http://sfport.com/Modules/ShowDocument.aspx?documentid=2229</a>
G5	Pier 9 Autodesk	30,590	\$16,500,000	2014	10 Years	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4516">http://sfport.com/modules/showdocument.aspx?documentid=4516</a>
G6	Pier 24 Annex	27,624	\$12,500,000	2007	10 Years	<a href="http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2007/Item11bPilaraFamilyFoundation-LeasePier24Annex.pdf">http://www.sfport.com/ftp/uploadedfiles/meetings/supporting/2007/Item11bPilaraFamilyFoundation-LeasePier24Annex.pdf</a>
G7	Pier 26 Annex	29,987	\$900,000	2011	5 Years with one 5-year option	
G8	Mission Rock Resort	13,856	\$1,000,000	2012	15 Years with one 5-year option	
G9	Trans Bay Cable (9.4 Miles of Cable)	-	\$5,500,000	2009	29 years with 10 year option	
G10	ZA-1 Embarcadero - Potrero 230kV Cable (3.5 Miles of Cable)	-	-	2014	40 years with a 26 year option	
G11	Muni Metro East	566,280	\$230,000,000	2009	Jurisdictional transfer	
G12	Bode Gravel Company	192,072	\$5,000,000	2002	10 Years with three 5-year options	<a href="http://sfport.com/modules/showdocument.aspx?documentid=4830">http://sfport.com/modules/showdocument.aspx?documentid=4830</a>
G13	Cemex	151,700	\$6,000,000	2006	10 Years with three 5-year options	
G14	Recology	396,907	\$35,200,000	1998	25 Years	
Total		1,458,793	\$337,600,000			



# MIXED-USE DEVELOPMENT & HISTORIC REHABILITATION

## Background

The Waterfront Plan designates locations for “Waterfront Mixed Use Development”, where historic rehabilitation, improved maritime services, and commercial and recreational development is targeted to complement the Port’s planned parks and public access network. The Waterfront Plan’s goals convey the desire to create an urban waterfront edge that knits into the colorful mix and character of the surrounding neighborhoods. While ship repair and cargo shipping require large tracts of exclusively dedicated land, the Port’s other maritime industries are smaller scale and can be mixed with other uses. Indeed, the continuing effort to support these industries plays a strong role in expressing San Francisco’s rich history, as well as to imbue a waterfront character in Port developments that differentiates them from mixed use projects elsewhere. Fishing, excursions, passenger cruise, harbor services, recreational boating and vessel berthing require less dedicated space and, with careful management, can compatibly co-exist with commercial, recreational and institutional uses, as well as upland residential development.

The Waterfront Plan contemplated public-private development partnerships as a significant element to revitalize the Port. Even before development of the Port’s 10 Year Capital Plan in 2006, it was clear that the Port did not have the financial resources to improve the waterfront on its own. Public-private development partnerships have provided a means to access other capital resources to upgrade and improve maritime facilities and rehabilitate aging piers and bulkhead buildings, as part of developing a new mix of public-oriented uses that have transformed the waterfront over the past 17 years.

Recognizing the many voices and perspectives that must be considered in waterfront development projects, the Waterfront Plan sets forth a site-specific development review process, described in Chapter 2. It involves consulting with Port advisory committees and the public about the objectives and public values that should be sought before the Port Commission authorizes competitive development requests for qualifications or proposals.

This section summarizes the Port’s completed mixed use development projects that have gone through the Waterfront Plan pre-development community review processes during the past 17 years. Projects such as Pier 39 preceded this review period. Other projects discussed in section 4I – Unique Development





Opportunities, such as the Giants Ballpark, the International Museum of Women, the Exploratorium, the 34th America's Cup and the Golden State Warriors pavilion were unique development opportunities that could not, by their nature, be the subject of the competitive bidding process envisioned by the Waterfront Plan. As indicated, not all

development proposals are successful. The discussion below includes Port staff analysis and lessons learned from terminated projects to assist public understanding and consideration for future development opportunities.

## PROJECTS APPROVED FOLLOWING TO THE WATERFRONT PLAN BIDDING AND REVIEW PROCESS:

### *H1 - Pier 1 Historic Rehabilitation*



Pier 1 was the Port's first historic pier rehabilitation project, initiated to provide a new home for the Port's headquarters in order to make way for the subsequent Ferry Building historic rehabilitation. The Pier 1 substructure was repaired by the Port after the Loma Prieta earthquake allowing the project to focus on rehabilitation of the pier shed for office space to house the Port's headquarters and other office tenants. The project includes a retail/café space, public access that encircles the full perimeter of the pier and limited maritime berthing along the pier aprons. The pier was rehabilitated consistent with the Secretary of Interior's Standards for the Treatment of Historic Properties and nominated and listed on the National Register of Historic Places. The project accessed Federal Rehabilitation Tax Credits and was later listed as a contributing structure to the Embarcadero Historic District. The project set a high bar for standards of historic rehabilitation projects that followed, earning AMB Property Corp. (now Prologis) and the Port numerous awards including recognition from the Urban Land Institute and American Institute of Architects.

**COMPLETED:** 2001

**COST:** \$54.8 MILLION



## H2 - Ferry Building Historic Rehabilitation



Photo credit: RBarnes

In 1998, after a public competition, the Port selected a joint venture of Equity Office Properties and Wilson Meany Sullivan to rehabilitate the Ferry Building. San Franciscans passed a special ballot measure to jump start this \$90 million development project in advance of the Waterfront Plan approval. The project includes a ground-floor public market hall totaling approximately 100,000 square feet, with retail shops, restaurants, transportation and public uses. The two upper floors, totaling approximately 170,000 square feet, include office uses, and the Port Commission Hearing Room. With the market hall's variety of local businesses, foods and artisan vendors, the development team created a destination that truly captures San Francisco's unique character achieving international renown. With the addition of the weekly farmers markets and education programs sponsored by Center for Urban Education about Sustainable Agriculture (CUESA), the Ferry Building has again become a community and civic gathering place, and the heart of the Port waterfront.

The restoration and historic rehabilitation of this National Register and City Landmark recreated lost portions of the 600 foot long Nave and restored the historic facades, met Secretary of the Interior's Standards for the Treatment of Historic Properties and utilized Federal Rehabilitation Tax Credits. The project was awarded the National Trust for Historic Preservation National Award and the State of California Governor's Award from the California Heritage Council.

**COMPLETED:** 2003

**COST:** \$109 MILLION





### H3 - The Watermark



**COMPLETED:** 2006  
**COST:** \$100 million

The Watermark is a 22-story, 136-unit luxury condominium tower located across from Piers 30-32 at Bryant Street and The Embarcadero that was completed in 2006. The one-half acre project site was removed from the public trust through State legislation authorizing a trust exchange and was then sold to the Port's development partner, Lend Lease, for total payments to the Port (including a share of sales proceeds of each condominium) of approximately \$30 million. The Watermark was initially conceived as Phase 1 of the larger "Bryant Street Pier" project that was also to include the construction of a new cruise terminal and mixed-use pavilion located across the street on Piers 30-32, as well as the construction of a new public park. The park, Brannan Street Wharf, opened in 2013. The cruise terminal and mixed-use project on Piers 30-32 proved to be financially infeasible and was abandoned by the developer. The new James R. Herman Cruise Terminal at Pier 27, subsequently completed by the Port and set to open in September 2014, owes a good deal of credit to the momentum and planning of the Bryant Street Pier project and seed funding from the proceeds for the sale of The Watermark site.

### H4 - Pier 1½-3-5 Historic Rehabilitation



Pacific Waterfront Partners rehabilitated the historic but condemned bulkhead buildings at Piers 1½ & 3 and added a new office building on a portion of Pier 3, a generous Bayside History Walk public access that meanders through Piers 1½-3-5, and recreational berthing facilities, including a public gangway for water taxi service and visiting motorized and hand-powered vessels. The project includes 60,000 square-feet of office space and 18,000 square-feet of retail space housing restaurants La Mar Cebicheria, Hard Water, Plant Café, and Coqueta. The Piers 1½-3-5 Historic Rehabilitation project was recognized with the California Preservation Award and San Francisco Architectural Heritage's Excellence in Architectural Heritage.

**COMPLETED:** 2006  
**COST:** \$65 million



## H5 - Rincon Restaurants



The Rincon Point-South Beach Redevelopment Plan included a 20,000 square-foot restaurant development site as part of designating Port land to create Rincon Park. The restaurant site is at the south end of Rincon Park along The Embarcadero between Folsom and Harrison Streets. To create restaurant experiences that responded to the market, the site was broken up into two restaurant venues, both operated by Pat Kuleto Restaurant Development & Management Co. EPIC Roasthouse features steak and other grilled meats, and Waterbar features primarily seafood. Each has decks and outdoor space that overlook the Embarcadero promenade and the Bay. The project was developed at a cost of \$12.6 million, much higher than originally scoped due to the pile-supported construction required for these two-story structures. The project underwent extensive architectural design review to integrate it into Rincon Park, and includes an 8,000 square foot outdoor dining piazza that opens onto Rincon Park and the Embarcadero promenade, with spectacular views of the Bay and Bay Bridge. **COMPLETED:** 2008 **COST:** \$12.6 million

## H6 - Pier 70 20th Street Historic Buildings



After a competitive bid process in 2010, the Port selected Orton Development Inc. (ODI) to lease, rehabilitate and operate six historic buildings in the Pier 70 Master Plan area, all contributing resources to the newly created Union Iron

Works Historic District. These buildings are in a severe state of dilapidation and require \$90 million of investment to return them to a state-of-good-repair. This immense investment will be funded by ODI and assisted by a \$24 million loan from the City's Seismic Safety loan program and \$14 million of federal Historic Tax credits. The project includes 267,000 square feet of existing buildings. The project proposes to add up to approximately 70,000 square feet of new space, primarily in mezzanines, created as part of the seismic bracing needed for rehabilitation.

The Port Commission and the Board of Supervisors have approved the lease and project construction is expected to commence in Spring 2015. Once rehabilitated, these historic office and industrial buildings will be used for a range of businesses, including light industrial, technology, life science, office, artisan/artist studios and showrooms, and restaurant uses. The proposed project would also create an indoor lobby/atrium in Building 113, and an outdoor courtyard/venue, both of which would be made accessible to the public.

## H7 - Broadway Hotel Project (1998 – 2005)



In November 1998, the Port issued a request for proposals for development of a first-class, full-service hotel on Seawall Lots 323, 324 and 322-1, plus a City-owned parcel, at the corner of Broadway and The Embarcadero. Three respondents submitted qualifications. In March 1999 the Port Commission invited two respondents to submit proposals for the hotel. Stanford Hospitality, Inc. was the only respondent to submit a proposal, which was for a 410-room hotel.

In August 1999, the Port Commission authorized exclusive negotiations with Stanford Hospitality. Over the course of the next several years, the Port and Stanford Hospitality worked with the Northeast Waterfront Advisory Group and local neighborhood organizations to address community objections to the project as initially proposed. Challenges the project faced included:

- Local residents were concerned about the size of Stanford Hospitality's initial hotel proposal and preferred a smaller, boutique hotel.
- The initial proposal to build to 65 feet on Seawall Lot 324 was viewed by many residents as incompatible with surrounding development and the Northeast Waterfront Historic District, designated in Article 10 of the Planning Code. Residents believed that the then-existing 84 foot zoning

was a remnant of The Embarcadero Freeway and no longer relevant. The Waterfront Design and Access Element recommended building massing on Seawall Lot 324 at 40 feet stepping up to higher heights at the intersection of Broadway and The Embarcadero; there were differing views as to whether the project appropriately responded to this recommendation.

- The effort to assemble multiple parcels separated by Davis Street in a large development created unique challenges. For a period of time, there was a discussion of a pedestrian bridge over Davis Street designed to connect two parts of the hotel. The proposal for a pedestrian bridge over a public street was not endorsed by the Planning Department.
- Assembling Seawall Lot 324 and Seawall Lot 323 to build along this entire stretch of The Embarcadero required vacating the Vallejo Street right-of-way, which was not supported by the Planning Department.

In August 2002 Stanford Hospitality submitted a new, smaller design concept with a hotel on Seawall Lot 324 and a free-standing parking structure with 390 parking spaces on four levels on SWL 322-1, with retail shops on the first floor along Broadway. The hotel included approximately 255 rooms, two restaurants, a lobby bar, gift shop, meeting rooms, a banquet room, a fitness center, a business center and administrative offices. The maximum height of the hotel building was planned at 65 feet. The project also included a waterfront garden on SWL 323 and adjacent land located at the end of Vallejo Street at The Embarcadero.

In 2005, in the final stages of project consideration, the height of the proposed building on The Embarcadero was 58 feet, a height supported by the Planning Commission. The Waterfront Design Advisory Committee had reviewed the project several times and expressed its support of the design. The project had been presented to the Landmarks Preservation Advisory Board Architectural Review Committee and to San Francisco Heritage. A project environmental impact report was completed. While the revised project at this height won some neighborhood support, it failed to achieve broad community consensus. Nego-

tiations between Stanford Hospitality and the Board of Supervisors fell apart as the project headed to the Board of Supervisors. In June 2005, the Board of Supervisors passed legislation rezoning Seawall Lot 322-1 to 65 feet and Seawall Lots 324 and 323 to 40 feet. Stanford Hospitality withdrew from the project.

## ANALYSIS

The effort to develop a project that extended across so many parcels and across two public rights-of-way was too complicated. The pedestrian bridge connecting Seawall Lot 324 and Seawall Lot 322-1 across Davis Street was not supported by the Planning Department. The overall size and scale of the early development concepts presented urban design challenges and concerns about incompatibility with the Northeast Waterfront Historic District. These collective planning, design and ensuing community issues challenged Stanford Hospitality's original development expectations. The iterative process to respond to and revise the project, though supported by an accomplished architectural team, occurred over an extended period of time.

Stanford Hospitality's last iteration of the project – with a hotel on Seawall Lot 324 at 58 feet that incorporated a Vallejo Street view corridor – had the potential to be approved. Had the developer fully committed to this iteration of the project earlier in the public process, it may have been embraced by the public and led to successful project completion.

## LESSONS LEARNED AND RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the Port's experience with the Broadway Hotel project. The site-specific lessons learned by Port staff from this project and recommendations for this area going forward, are presented in Chapter 3, Northeast Waterfront Subarea.

- The duration of the Broadway Hotel project process was exhausting for everyone involved. Port projects that fail to win public trust and support within the first several years have difficulty obtaining required approvals.
- The Port's seawall lots north of Broadway should be developed separately, in a manner consistent with Article 10 of the Planning Code (where applicable) and within height limits that can gain public support. Port staff recommendations for a number of these lots can be found in Chapter 3, in the discussion about the Northeast Waterfront Subarea.



## H8 - Pier 45 Shed A (2000-2001)



In 2000, the Port Commission authorized a request for proposals seeking a qualified for-profit or non-profit firm or group to propose, develop and operate a San Francisco Bay/Maritime-Oriented Public Attraction at historic Pier 45 Shed A in the heart of Fisherman's Wharf.

Based on the analysis and recommendations of Port staff, the Port Commission selected The Malrite Company, who proposed a museum and entertainment space focusing on the history of San Francisco, over a competing respondent – the Bay Center, a proposed non-profit education center focused on the ecology of San Francisco Bay. Both respondents proposed investing more than \$30 million to rehabilitate Pier 45 Shed A. Port staff recommended Malrite as the more financially-feasible proposal, in large part because the Bay Center proposal relied on future fundraising by a non-profit that had yet to be created.

Malrite's proposed project involved the historic rehabilitation of Pier 45 Shed A to provide a public attraction consisting of approximately 25,000 gross square feet of museum/commercial assembly and entertainment space, with ancillary restaurant and retail space, support space for the U.S.S. Pampanito berthed at Pier 45, 3,000 square feet of museum space in Shed A to be

occupied by either the Bay Center Coalition, the California Academy of Sciences or another non-profit entity, and significant new public access.

In November 2000, prior to finalizing lease negotiations between Malrite and the Port, voters approved Proposition R, a non-binding statement of policy of the City and County of San Francisco to create a public educational and interpretive facility at Pier 45, operated by an independent 501(c)(3) non-profit organization, not subsidized by San Francisco taxes. In response to the passage of Proposition R, Malrite terminated its negotiations with the Port Commission in April 2001.

### ANALYSIS

The Bay Center assembled a broad coalition of political support from elected officials, environmental organizations, Fisherman's Wharf businesses and other stakeholders which made it very difficult to negotiate a successful agreement with a for-profit entity proposing a tourist attraction with ancillary uses.

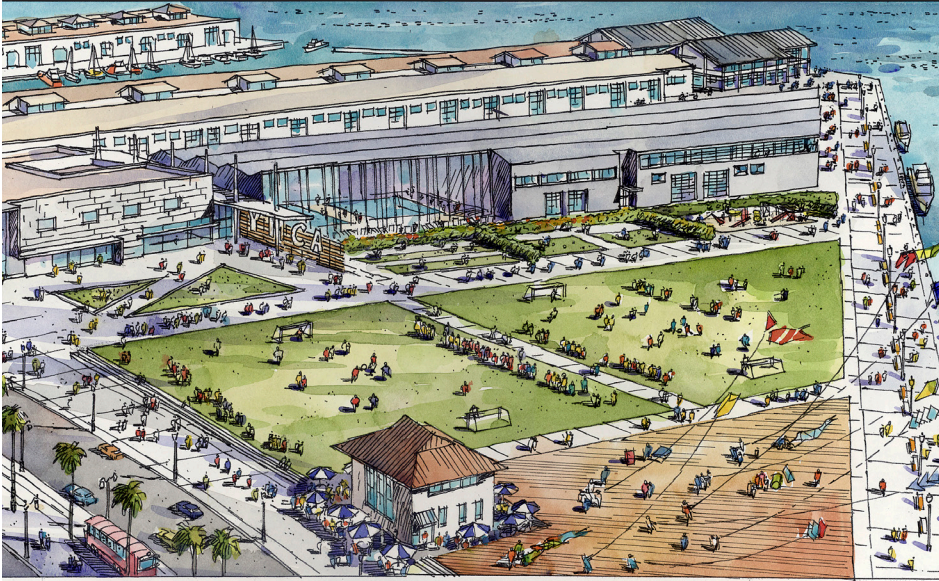
The vision of a Bay Center dedicated to the study of San Francisco Bay prompted Proposition R. The measure's passage signaled there was no real chance of winning approval of a lease between the Port and Malrite at the Board of Supervisors, thus prompting Malrite to terminate its negotiating agreement with the Port.

### LESSONS LEARNED & RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the Port's experience with the Pier 45 Shed A project.

- The original request for proposals — which contemplated a proposal by either a for-profit or a non-profit entity — may have sown the seeds of the controversy that later occurred, by setting up a competition between a non-profit and a for-profit entity.
- Port development solicitations that invite proposals from non-profit organizations should establish as a minimum bid requirement a verifiable endowment or fundraising track record as evidence of financial capacity.

# H9 - Piers 27-31 Mixed Use Recreation Project (2000-2005)



- Historic rehabilitation of the Belt Railroad Office Building and Piers 29, 29½ and 31, with a combination of approximately 165,000 square feet of office space, 125,000 square feet of retail space, 36,000 square feet of restaurants and cafes, and 415 parking spaces;
- A 2.4 acre Northeast Wharf Plaza, consistent with the requirements of the BCDC Special Area Plan;
- A 110,000 square foot indoor “YMCA on the Bay” including an aquatic center, a climbing center, multi-court gymnasium, child play area, simulators to learn windsurfing and sailing, a health and wellness center, conference rooms and locker rooms;
- 116,000 square feet of outdoor recreation, including a skateplaza/BMX Track, recreational courts and fields, an ice rink, a jogging/exercise track, and additional playing areas; and
- A 161,000 square foot marine sports basin with a wave attenuator between Piers 29 and 31, a water taxi landing and a restored berth at Pier 31.

After concluding a public process at its Northeast Waterfront Advisory Group consistent with the Waterfront Plan, the Port issued an amended request for proposals for a mixed use recreation project on Piers 27-31 in 2000. The public planning for the site indicated that the clear-span construction of Pier 27 was suitable for a variety of indoor recreation purposes.

The Port Commission selected Mills Corporation, a retail developer who teamed with the YMCA, over Chelsea Piers, an indoor recreation and entertainment provider. The Port negotiated with Mills Corporation over a five-year period, during which the project was reviewed multiple times each by the Northeast Waterfront Advisory Group, BCDC and State Lands. State Lands provided a public trust consistency determination for the project in 2005. The project never garnered sufficient public support to be approved, despite some public support for the YMCA and outdoor recreation components of the project.

The final project included:

- Demolition of the non-historic Pier 27 Annex building, the non-historic addition to the Belt Railroad Office Building, and the entire non-historic Pier 27 shed;

The Board of Supervisors rejected the Port’s Chapter 29 fiscal feasibility analysis in 2005 by a 9-1 vote. The project was subsequently assigned to Shorenstein Properties LLC and Farallon Capital Management, which investigated potential project alternatives for several years, but never sought project approvals from the Port.

## ANALYSIS

The Port’s selection of Mills Corporation over Chelsea Piers was viewed by members of the northeast waterfront community as a politically-influenced selection. Some members of the public also felt that the initial Mills proposal relied primarily on office and retail as the primary uses, in conflict with the recreation objectives of the Port’s request for proposals. Local residents and interest groups who preferred Chelsea Piers joined forces with local business leaders who were concerned about competition from the retail component of the project, creating an entrenched opposition to the Mills Project that endured throughout project planning.

The final Mills proposal included a strong active recreation component



that responded to the requirements of the Port's amended request for proposals. The YMCA, the broad range of outdoor recreation opportunities and the marine sports basin would have created a unique mix of uses at this site, enlivening the northeast waterfront area. Retail uses in the bulkhead building would have created strong connections to Herb Caen Way and allowed the public to appreciate the architecture of these facilities.

Removal of the non-historic Pier 27 shed would have opened up views of the Bay (as has in fact occurred in connection with the construction of the James R. Herman Cruise Terminal). This combination of shed removal, the planned construction of the Northeast Waterfront Plaza (now Cruise Terminal Plaza) and the outdoor recreation components of the project earned strong staff support from BCDC. The original planning observation – that Pier 27's clear span design afforded an opportunity for a broad array of indoor recreation purposes – did not consider the potential policy benefits of removing the non-historic portion of the Pier 27 shed altogether, or the viability of the Pier 27 berth for cruise ship berthing.

The State Lands public trust consistency determination process was a long, extremely detailed and contentious process. The determination included a core finding that active indoor recreation (within the new building proposed for the YMCA) was not, in and of itself, consistent with the public trust for commerce, navigation and fisheries. The State Lands public trust determination found that the final negotiated project included an array of trust uses that made the project as a whole consistent with the trust.

The final negotiated business terms for the project were among the best ever negotiated by Port staff. The combination of base and percentage rent would have significantly strengthened the Port's balance sheet.

Confronted with a coordinated, funded campaign against the project,

Port staff worked with the developer to create a financially-feasible project that substantially met the objectives of the request for proposals, earned a trust-consistency finding from State Lands and could have been permitted by BCDC. Despite this effort, the project never gained sufficient political support to earn local approvals.

## LESSONS LEARNED & RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the Port's experience with the Piers 27-31 Mixed Use Recreation project.

- The columns that typically support historic sheds make locating courts and playing fields in these sheds infeasible. The high costs of seismic improvements and rehabilitation of historic sheds require other uses – such as office and retail – to support a financially feasible use program that might include some indoor, active recreation. Other indoor recreation uses that do not require a large, open area could be a part of an overall use program in an historic shed.
- The Port should consult with the Recreation and Parks Department to identify other indoor and outdoor active recreation opportunities in the northeast waterfront for the benefit of the public.
- The Port should work with the current leadership of State Lands to re-examine whether active indoor recreation can further the purposes of the public trust. Indoor recreation facilities can attract people to the waterfront and be designed in a manner that provides Bay views. The National Park Service has successfully reused several buildings along Crissy Field by allowing indoor recreation activities such as rock climbing and trampoline jumping.



## H10 - Bryant Street Pier/ Piers 30-32 James R. Herman Cruise Terminal (2000 – 2006)



Photo credit: Jerde Partnership

Following a 1998 Port report that found that both Piers 27-29 and Piers 30-32 were strong candidates for a new cruise terminal, the Port Commission authorized a request for proposals for a mixed-use development at Piers 30-32 and Seawall Lot 330 in which the Port's primary objective was to develop a state-of-the-art James R. Herman cruise terminal facility, with a hotel on Seawall Lot 330. In May 1999, the Port issued a request for proposals and in January 2000, the Port Commission approved the recommendation by Port staff to enter into exclusive negotiations with San Francisco Cruise Terminal, Inc. ("SFCT"), a subsidiary of Bovis Lend Lease.

For a period of time, Bovis Lend Lease contemplated building a project on Piers 30-32 without developing a hotel on Seawall Lot 330. When Piers 30-32 project costs exceeded initial estimates, the developer proposed building a condominium project on Seawall Lot 330 instead of a hotel, necessitating a public trust exchange to relocate the public trust from Seawall Lot 330 to other Port-owned land in the Southern Waterfront. In 2001, the State Legislature passed AB 1389 finding that the development of the proposed mixed use cruise terminal project is consistent with the public trust doctrine and authorizing 325,000 square feet of office and a limited amount of non-trust (e.g., neighborhood-serving) retail to finance the project. The legislation accelerated the required removal date for Pier

36 and the required completion date of the Brannan Street Wharf (adjacent to Piers 30-32 and identified in the BCDC Special Area Plan), and authorized the trust exchange to allow residential development on Seawall Lot 330.

Port staff and SFCT negotiated a three-phase, \$347 million, 16-acre project at Piers 30-32 and Seawall Lot 330 featuring:

- a 22-story condominium tower known as the Watermark with 136 units (16 of which are below market rate units) on Seawall Lot 330, intended to generate proceeds to fund later project phases;
- demolition of Pier 36 and construction of the Brannan Street Wharf, utilizing funds generated from the Watermark and development of Piers 30-32;
- a 100,000 square foot, state-of-the-art international cruise terminal served by an 850 foot long berth along the pier's northern edge and a 1,000 foot long berth along the eastern edge, approximately 325,000 square feet of office space and 195,000 square feet of retail space, and 425 parking spaces, with 35% of Piers 30-32 dedicated to public access.

The Planning Department certified a project environmental impact report in 2002. On March 25, 2003 and July 15, 2003, respectively, the Port Commission and the Board of Supervisors approved the Lease Disposition and Development Agreement (LDDA) and the Purchase and Sale Agreement with SFCT for a portion of Seawall Lot 330. BCDC approved Major Permit No. 5-03 for the project in 2003.

The Watermark was constructed in 2004, which generated \$30 million in proceeds for the Port, which were later used to construct the James R. Herman Cruise Terminal at Pier 27 and the Brannan Street Wharf.

The final, detailed construction cost estimate provided by SFCT in 2006 indicated that the total substructure cost for Piers 30-32, estimated at \$57 million in 2003, had escalated to \$82 million, an increase of 45%. Similarly, the cruise terminal cost, based on the schematic design, was estimated to cost \$42 million in 2003. By 2006, SFCT projected the cost to be \$53 million, an increase of 24%. Brannan Street Wharf costs rose by approximately 37% as well.

Though the revenues to the Port from the sale of condominium units exceeded 2003 projections, they did not cover the increases in project costs. Consequently, the anticipated return from the project fell short of the threshold that SFCT required to initiate phases 2 and 3 of the project. As a result, SFCT did not pay fees required to extend its option rights under the LDDA. During a brief site exploration, DeBartolo Development also found that the project was financially infeasible. The LDDA expired in 2006.

In response, the Mayor Gavin Newsom directed formation of the Cruise Terminal Advisory Panel, which recommended Pier 27 as the preferred location for the James R. Herman Cruise Terminal, which the Port proceeded to construct as a public works project using funding from The Watermark and other Port funds.

## ANALYSIS

The Bryant Street Pier project was a successful project entitlement effort that resulted in the construction of The Watermark, which ultimately provided partial funding for the Brannan Street Wharf and a new cruise terminal at Pier 27 – but more than 20 years after the Port first embarked on the effort to build a new cruise terminal. In this respect, the project largely succeeded in achieving the Port’s initial goals, albeit at a different site. The Port’s Cruise Terminal Environmental Advisory Committee (formed on behalf of the Bovis Lend Lease project) initiated an industry discussion of environmental best practices and led the Port to install a shoreside power system at Pier 27, and later at the Port’s Pier 70 shipyard.

The South Beach neighborhood engaged well with Port project planners throughout the process and embraced the notion of responsible development as a means of delivering desired public benefits, such as the

Brannan Street Wharf. State Lands and BCDC collaborated to help the Port deliver on its vision of a new cruise facility.

The failure to identify the final substructure costs until after LDDA approval was a major oversight: creating certainty about project financial feasibility is an early obligation. While higher than expected costs are a frequent occurrence along the waterfront, and construction costs inflate over time, effective project planning should build in sufficient contingencies so that projects do not fail a financial feasibility test after project approval.

## LESSONS LEARNED AND RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the Port’s experience with the Bryant Street Piers project.

- Port exclusive negotiating agreements should require detailed engineering analysis of project costs to support a Chapter 29 finding of fiscal feasibility. This will help ensure that major program changes are not required to ensure project financial feasibility after project environmental review has commenced.
- There is broad support for Port development that supports core maritime functions.
- The South Beach/Mission Bay neighborhood has historically been supportive of Port efforts to implement the Waterfront Plan. Continuing to foster this relationship will assist the Port in finding solutions to Piers 30-32 and other challenging piers – such as Piers 26 and 28 – in the area.

# H11 - Pier 70 Mixed Use Opportunity Area (2001 – 2002)



In March 2001, the Port issued two requests for proposals (“RFPs”) for development projects within an approximately 16-acre Mixed Use Opportunity Area at Pier 70 in the Southern Waterfront near Illinois and 20th Streets (the entire Pier 70 area is 68 acres). Under the Waterfront Plan, the Pier 70 Mixed Use Opportunity Area was focused on preserving and rehabilitating the Bethlehem Steel Administration Building (Building 101) and the Union Iron Works buildings (including Buildings 102, 104 and 113-114) along 20th Street.

Port staff worked closely with the Pier 70 Community Advisory Group (the “Advisory Group”) to develop Goals and Objectives for each project RFP, which followed previous community-generated vision and land use study of Pier 70. The two development opportunities recognized that revenue-generating uses were necessary to support the economic investment required for historic rehabilitation, and a desire to incorporate arts-related non-profit organization and enterprise. This led the Port Commission to authorize the “Arts Project RFP,” which called for a non-profit arts project of at least 150,000 square feet on 1.5 acres; and the “Mixed Use RFP,” which called for a mixed-use development project on the remaining 12-acres.

At the time of the release of these RFPs, San Francisco was in a period of heightened economic activity and the Port expected a substantial response from the development community, particularly for office uses. However, by the time the Port received responses in June 2001 only two developers submitted proposals, reflecting the comparatively sudden change in the local economic conditions from the fall of the dot-com industry. In August 2001, the Port Commission authorized staff to enter into an exclusive negotiating agreement with AMB Property, L.P. (“AMB”) for development of a Mixed Use Project and with the San Francisco Arts Future Consortium (“SFAFC”) for development of an Arts Project. The AMB proposal included restoration of Building 101, a high priority for the Port, plus preservation of several other valuable historic elements of this unique site. A six-acre shoreline public access area was also designed into the AMB response. The SFAFC proposal focused on a new building with an industrial design in the location proposed in the RFP.

Pursuant to the terms of the negotiating agreements, the parties commenced a 90-day site planning process to achieve optimal development plans for both projects within the Opportunity Area. Due to the complexity of the project, the parties agreed to extend this process for an additional 90 days, until June 12, 2002. At the conclusion of this process, neither Developer submitted a modified proposal.

SFAFC developed two other alternatives to its original proposals, including the full rehabilitation of the historic Building 113 Machine Shop. However, in late May 2002 the SFAFC notified the Port that it elected to terminate its negotiating agreement due to the withdrawal of the largest participant in the consortium entity, the San Francisco Arts Institute.

AMB, which also pursued several months of study and development of alternatives, finally elected not to submit a modified proposal on based on the high cost of developing the shoreline public access area and related amenities. AMB concluded that the limited land area available for development prevented the development of the existing Mixed Use Opportunity Area in



a manner that would satisfy the Port's Conditions of Approval, the Pier 70 Goals and Objectives for the Project and AMB's own development criteria. AMB indicated it would be willing to extend the site planning process if significant additional land were added to the Opportunity Area.

Port staff recommended against adding significant new land to the Opportunity Area and extending the site planning process in order to complete negotiations with San Francisco Drydock, the Port's shipyard operator, and to undertake further study of the entire Pier 70 area. Staff believed that the Port would be in a better position to achieve a successful development partnership for this property if such efforts were taken prior to offering a larger mixed use opportunity area, given the then-market downturn. The Port Commission accepted staff's recommendation, which ultimately led to public planning for the entire Pier 70 area and the publication of the Pier 70 Preferred Master Plan.

## ANALYSIS

The economic downturn of the dot-com bust coincided with the Port's first Pier 70 offering. While the AMB and SFAFC proposals represented interesting opportunities for the Port and the public, the AMB and staff concluded that the original offering was too small. The financial and economic requirements of the desired public benefits exceeded the development financial opportunity, especially during a time when the market and general public were generally unfamiliar with this part of the waterfront. Moreover, there were many unanswered questions

about the future of the rest of Pier 70 that made development planning difficult. As a result, Port staff recommended that the Port carry out more planning to produce a vision and comprehensive framework for improvements within the full 68 acre Pier 70 area. See Chapter 4A for a description of the Pier 70 Preferred Master Plan and public planning process.

## LESSONS LEARNED AND RECOMMENDATIONS

The patience of the Port Commission and staff in waiting to develop Pier 70 was rewarded by the broad public consensus generated during the Pier 70 Preferred Master Plan process, and the subsequent strong development interest in the site as evidenced by the agreement with Orton Development, Inc. to develop the 20th Street Historic Core and the Port's negotiating agreement with Forest City California, Inc. to develop the 28 acre Pier 70 Waterfront Site in 2010 (details in Chapter 5).

**Table 4-8 Development & Historic Rehabilitation Projects**

Project Number	Project Name - Location	Size (Square Feet)	Cost	Date Finished	Web
H1	Pier 1 Historic Rehabilitation	127,692	\$54,800,000	2001	
H2	Ferry Building Historic Rehabilitation	270,000	\$109,000,000	2003	<a href="http://sfport.com/index.aspx?page=196">http://sfport.com/index.aspx?page=196</a>
H3	The Watermark	134 Units	\$100,000,000	2006	
H4	Pier 1½, 3, 5 Historic Rehabilitation	78,000	\$65,000,000	2006	<a href="http://sfport.com/index.aspx?page=259">http://sfport.com/index.aspx?page=259</a>
H5	Rincon Restaurants	20,000	\$12,600,000	2007	<a href="http://www.sfport.com/index.aspx?page=1584">http://www.sfport.com/index.aspx?page=1584</a>
H6	Pier 70 20th Street Historic Buildings	337,000	\$76,000,000	on-going	<a href="http://sfport.com/index.aspx?page=2130">http://sfport.com/index.aspx?page=2130</a>
Total		832,692	\$417,400,000		



# UNIQUE DEVELOPMENT OPPORTUNITIES

*Photo credit: Amy Snyder © Exploratorium*



## Background

The Waterfront Plan contemplated that the Port would pursue public-private development partnerships through competitive, public processes. The Waterfront Plan Advisory Board did not envision the frequency with which unique, desirable proposals for the use of Port property would present themselves. These opportunities – starting with Pacific Bell/AT&T Ballpark – do not allow for competitive bidding in the way imagined by the Waterfront Plan, and so City staff and the public have had to develop new public processes to allow for project review, sometimes with success, and sometimes without success. Sometimes a project that started with one set of assumptions – such as the 34th America's Cup – ended up occurring differently.



# 11 - Pacific Bell/AT&T Ballpark



Photo credit: Dave Rauenbuehler

After conducting a site selection process to evaluate sites both on and off of Port property, the San Francisco Giants (“Giants”) negotiated with the City to build a new ballpark on Port property north of China Basin. Through those negotiations, the Giants drafted and won passage of Proposition D in 1997. Subsequently, the China Basin Ballpark Company developed this \$357 million privately financed baseball stadium for the San Francisco Giants. The ballpark has made the waterfront a center of attention, attracting 4 million attendees per year to the games, plus concerts, college football and other sports, and community benefit events. The project includes a Portwalk that connects from

South Beach Harbor along the north bank of China Basin Channel, and China Basin Park on the southern shore of China Basin Channel. China Basin Channel (McCovey Cove) is extremely popular with boaters and kayakers on game days. To improve transportation, the Port led development of the China Basin Ferry Terminal, which has become a popular mode of transportation to/from the ballpark from Marin County and Oakland/Alameda.

**COMPLETED:** 2000

**COST:** \$357 Million



## 12 - International Museum of Women (2000 – 2004)



In 2002, the non-profit International Museum of Women (“IMOW”) approached the Port with an unsolicited proposal to rehabilitate historic Pier 26 and convert it into a state-of-art museum honoring women all over the world. After the Board of Supervisors adopted a resolution urging the Port to enter negotiations with IMOW, the Port Commission authorized Port staff to enter negotiations in November, 2002. Pier 26 is an approximately 157,000 square foot finger pier located directly beneath the Bay Bridge between Harrison and Bryant Streets on The Embarcadero, including a 121,000 square foot historic pier shed and bulkhead building currently leased to a number of small tenants for maritime and non-maritime warehouse use.

After performing due diligence on the Pier 26 substructure, IMOW estimated a total project cost of \$138 million to seismically strengthen the pier and to construct a 45,000 square foot museum and other museum related uses that could have included a teen center, an auditorium and office space to generate revenue to support project costs. Port staff and IMOW never agreed on market rate financial terms for the project. IMOW was not successful in raising sufficient funding to address the pier substructure requirements, and the negotiating agreement between the parties lapsed.

### ANALYSIS

This project received a waiver to the Port’s competitive development solicitation process, but museum organizers were unable to mount a capital campaign sufficient to fund pier rehabilitation costs.



### LESSONS LEARNED & RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the International Women’s Museum effort:

- Before entering negotiations with a non-profit entity, the Port should require a verifiable endowment or fundraising track record as evidence of financial capacity.
- Pier 26 — and the adjacent Pier 28 — both have a unique pier substructure construction type involving caissons. Port engineers estimate that the substructures of these piers have an estimated remaining life of 10-15 years. Redeveloping these piers with existing sources of public subsidy may not be financially-feasible.



# 13 - The Exploratorium



Photo © Exploratorium

After examining a number of Port sites including Pier 70, the Exploratorium, the museum of science, art and human perception, selected Piers 15 and 17 on The Embarcadero at Green Street as its preferred new waterfront home. The Port Commission and the Board of Supervisors authorized sole source negotiations in June 2005. After a project entitlement, design and negotiation period of 5 years and a 3 year construction period, the Exploratorium relocated from the Palace of Fine Arts in San Francisco to Piers 15 and 17. Piers 15 and 17 are contributing resources within the Embarcadero Historic District.

The Exploratorium is a \$205 million historic rehabilitation LEED Gold, net-zero-energy facility which opened in Spring 2013. The Exploratorium created a 200,000 square foot museum in Pier 15 including a total of 600 exhibits, indoors and out, office space, class room, event spaces and two cafes. In its first year, the museum enjoyed more than 1 million visitors in its new waterfront home.

Pier 15 enjoys full perimeter public access with a functioning 400-foot long deep water maritime berth on the eastern edge. A boat dock will be constructed on the south apron to provide water taxi service, and Baydelta Maritime, a tug & tow operator, was relocated to Pier 17. Pier 17 provides the Exploratorium with space for industrial functions including fabricating exhibits and future expansion area for the museum. In the interim, the Exploratorium subleases some of the space at Pier 17 on a short-term basis.

**COMPLETED:** 2013

**COST:** \$205 Million



# 14 - 34th Americas Cup



Photo credit: Gilles Martin-Raget © ACEA

In February 2010, BMW Oracle Racing, sailing for the Golden Gate Yacht Club (“GGYC” and together, the “Team”), won the 33rd America’s Cup in Valencia, Spain and, as Defender of the America’s Cup, organized the 34th America’s Cup and related activities. The team created the America’s Cup Event Authority, LLC (the “Event Authority”) for purposes of organizing the event and the America’s Cup Race Management (“Race Management”) to adjudicate the event.

The Event Authority conducted a bidding process to host the event, which largely centered on negotiations with the City to hold races in San Francisco Bay, but later included discussions with Newport, Rhode Island. Newport hosted America’s Cup races from 1930 to 1983.

City negotiations, led by the Office of Economic and Workforce Development, but later including the Port, focused on an offer of development rights as a means to reimburse the Event Authority for improvements required and services the City would provide to enable the event in exchange for commitments to hold preliminary AC World Series races, Louis Vuitton Cup races (to determine the Challenger to Oracle Racing), and the 34th America’s Cup in San Francisco.

From late 2010 until the Event Authority’s recent decision not to host the 35th America’s Cup, negotiations and preparations for the event have consumed much of the Port’s attention. In the end, Oracle’s come-from-behind win over Team Emirates New Zealand on September 25, 2013 to capture the 34th America’s Cup was among the great comebacks in sports history. The event justified the hard work and effort of so many Port and City staff.

Given how much has been written about the America’s Cup, this report is not intended to be an exhaustive analysis of the City’s planning for the event, nor is it intended to draw conclusions about whether the City should seek to host international sporting events and under what circumstances the City should spend money as host to such events. Those decisions belong to the Mayor and the Board of Supervisors. Instead, this analysis is intended to briefly examine the impact of the proposed development deal (which did not go forward) and the event itself on the Port. It is clear that the event helped produce or accelerate major changes along the Port’s waterfront.

## HOST AND VENUE AGREEMENT NEGOTIATIONS

The City and the Event Authority initially agreed on a plan to offer Pier 28, Piers 30-32, Seawall Lot 330, and Pier 50 as sites to host the event, with a grant of long-term development rights at Piers 30-32, Seawall Lot 330, and Pier 50 with no base rent or option consideration as a means of repaying an estimated \$150 million in waterfront improvements required to prepare the waterfront for the event. The Board of Supervisors endorsed a Term Sheet based on this plan in October 2010.

City analysis of the Term Sheet proposal indicated significant financial impacts of this plan to the Port, as well as a need to relocate numerous Port tenants, including major maritime tenants and the Port's maintenance facility at Pier 50. The City developed another plan focused in the northern waterfront – the location of most existing foot traffic on The Embarcadero, and ultimately closer to planned racing – which located the America's Cup Village at Piers 27-29 and accommodated the Port's plan to build the James R. Herman Cruise Terminal prior to the event. The publication of the City's northern waterfront plan almost caused event organizers to move the event to Newport, but ultimately became the basis of the Host and Venue Agreement ("Host Agreement") signed by the Event Authority and Mayor Gavin Newsom, and approved by the Board of Supervisors in December 2010.

The Host Agreement also provided for use of Piers 30-32 for team bases and other event-related uses at Piers 19, 19½, 23, 29½ and portions of Pier 80. The Host Agreement assumed that the Event Authority would spend at least \$55 million on waterfront improvements, and provided a formula for long-term development rights at Piers 30-32, Seawall Lot 330, Piers 26 and 28, depending on final Event Authority investment, and marina rights in open water basins next to Rincon Park and the future Brannan Street Wharf park. In late stages of negotiation to secure

the event, the City agreed to offer additional long-term development rights if needed to repay Event Authority investment, including Pier 29 and potentially Piers 19, 19½ and 23.

The final negotiated Lease Disposition and Development Agreement ("LDDA") concluded in early 2012, provided long-term development rights at Piers 30-32 and Seawall Lot 330 rent free in exchange for the Event Authority's initial \$55 million investment. If investment exceeded that amount, the LDDA allowed rent credits against 10 year lease rights to Piers 26 and 28 and a long-term development right to Pier 29, along with potential marina rights. The LDDA included a City pledge to form an infrastructure financing district to fund public improvements associated with future development at long-term development sites. There was no proposed development program for these sites articulated in the LDDA.

Pursuant to the Host Agreement, the City was responsible for managing and securing all regulatory approvals. The land and water improvements triggered required permits from numerous federal, state and local regulatory and policy agencies. The required environmental review of the 34th America's Cup races and the James R. Herman Cruise Terminal at Pier 27 had to be completed in an amazingly short time frame. The level of collaboration, strategic alignment and regulatory solutions that emerged from the public agency review of the project was itself an extraordinary accomplishment. The interagency coordination efforts would not have been possible without the work of additional dedicated staff loaned by the SFPUC and Planning Department. All project permitting, including federal environmental review necessary to support permitting by the U.S. Army Corps of Engineers and the U.S. Coast Guard, as well as use of Golden Gate National Recreational Area lands were completed on time. BCDC approved permits and a Special Area Plan amendment for the event requiring a broad range of improvements to the waterfront. City staff prepared a range of plans for the event





Photo credit: Gilles Martin-Raget © ACEA

including the People Plan (the transportation plan for the event), the Security Plan, the Zero Waste Plan, the Youth Involvement Plan, the Workforce Development Plan, the Ambush Marketing Plan, the Water and Air Traffic Plan, and the Sustainability Plan. There was significant public involvement in all of the project planning and entitlement efforts.

After extremely challenging negotiations yielded one positive vote at the Board of Supervisors, the Event Authority announced its withdrawal from LDDA negotiations, giving up on the proposition of long-term development as a means of financing waterfront improvements. The Port and OEWD subsequently negotiated a plan with the Event Authority whereby the City would fund all necessary waterfront improvements for the event and provide venues rent-free, without long-term development rights. The Port Commission and the Board of Supervisors approved this plan, which the Event Authority executed, and the focus shifted to preparations for the event and racing on San Francisco Bay.

The following improvements were made to Port property or the immediate vicinity:

- The Port and the Department of Public Works managed construction of the cruise terminal on an accelerated basis, including removing the Pier 27 shed and finishing core and shell improvements in time to allow the Event Authority to use the space in early 2013
- The Port and America's Cup Race Management oversaw minor, marginal wharf upgrades to Piers 30-32 to enable strategic placement of tent structures for team industrial bases and cranes to lift AC72 vessels out of the water
- The Event Authority and Race Management designed, and Port staff permitted, the America's Cup Village at Piers 27-29 – including pop-up retail along The Embarcadero, a 9,000 seat venue for concerts and a unique mix of uses open to the public in Pier 29, including the America's Cup museum and a café in the open end of Pier 29 facing the Bay
- Port Real Estate staff relocated 75 Port tenants to other locations (primarily) on Port property, to enable use of northern waterfront venues
- Port Finance staff negotiated a quick insurance settlement and Port Engineering oversaw an emergency rebuild of the Pier 29 Bulkhead building consistent with original building plans after a fire destroyed the bulkhead; the project met Secretary of the Interior Standards and received an historic rehabilitation award
- The Army Corps of Engineers removed Pier 36 utilizing federal and Port funding

- Port Engineering staff oversaw timely construction of the Pier 43 Bay Trail Promenade and the Brannan Street Wharf public open space projects
- Port Maintenance staff prepared the northern waterfront sheds for occupancy by the Event Authority and Race Management, including shed repairs, ADA improvements, exiting, asbestos and lead remediation, painting and new lighting
- Port Maintenance staff rebuilt the Pier 19 south apron as BCDC permitted public access
- The Port managed dredging south of Piers 30-32 to facilitate mooring of AC72s
- The Department of Public Works improved Jefferson Street, between Hyde and Jones Streets to transform it in advance of the event to create expand pedestrian sidewalks and incorporate new bicycle access through Fisherman's Wharf
- Port staff negotiated a funding plan and lease amendments with the Port's ship repair operator to install shoreside power at Pier 70 to enable ships in drydock to turn off their engines while undergoing repair; environmental analysis showed this action fully offset all event-related air emissions
- Port Engineering staff oversaw the removal of Pier ½ consistent with BCDC requirements
- Port Planning staff oversaw the development of pocket parks along The Embarcadero
- San Francisco Municipal Transportation Agency staff oversaw implementation of the People Plan, which afforded excellent public access to the waterfront
- Port and Department of Public Works staff kept the waterfront clean during the event
- Port environmental staff drafted a Port Commission-approved Zero Waste Event Policy for large events on Port property prohibiting the use of single use plastic water bottles and balloons and promoting the use of compostable food ware; Recology helped the Event Authority recycle and compost in accordance with the Zero Waste Event Policy
- The Port and City spent a total of \$31.6 million on capital improvements in advance of the racing; all of this preparation enabled the public to watch the amazing AC72 catamarans racing on San Francisco Bay, hydrofoiling above the waves in the final match

## LESSONS LEARNED AND RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the Port's experience with the 34th America's Cup.

- Race preparations, including building the James R. Herman Cruise Terminal, constructing several Port parks and new public access areas, rebuilding the Pier 29 Bulkhead building, and removal of Pier ½ and the remnants of Pier 64 (currently underway) substantially improved the Port.
- The acceleration of the James R. Herman Cruise Terminal through the CEQA process, BCDC permitting and associated Special Area Plan amendments and construction allowed the Port to bid the project in 2011 — early in the economic recovery and at a time when the Port received a very favorable bid for the project. As a normal public works project, CEQA and BCDC permitting could have collectively taken several years longer than it did, resulting in added project costs.
- BCDC permit requirements for the James R. Herman Cruise Terminal created substantial new — and costly — public access requirements at Piers 19, 23 and 29 that the Port is required to complete within 5-10 years. For the first time, BCDC included more flexible time lines to allow the Port to develop funding sources to pay for these improvements.
- In hindsight, undefined long-term development rights did not seem like the correct way to fund improvements needed to ready the waterfront for racing, and the public was relieved when the long-term development rights were eliminated from the arrangement. It is also conceivable that without the initial offer of development rights, the City would not have been selected to host the event.
- The Port's offer of marina rights in the Rincon Point Open Water Basin and the Brannan Street Wharf Open Water Basin in the Host Agreement was a major conflict with the BCDC Special Area Plan. The Port struggled to correct this problem in negotiations with the Event Authority over the subsequent 13 months.
- For future waterfront events, the City should consider hiring independent firms to produce independent analysis of required event-related improvements and associated costs.
- Working in advance with the community stakeholders, the appropriate city and regional agencies and with strategic marketing has proven, through the People Plan example, that the transportation needs for large special events can be accommodated effectively, with results that meet or exceed the sustainability targets set by the Port.
- The San Francisco Planning Department and the Port's regulatory partners, including State Lands, BCDC, the San Francisco Bay Regional Water Quality Control Board, the U.S. Coast Guard, the U.S. Army Corps of Engineers, and the National Marine Fisheries Service collectively stepped up to deliver needed project approvals on time — exceeding everyone's expectations.



## 15 - Golden State Warriors Piers 30-32 Multi-Purpose Pavilion



Photo credit: Golden State Warriors

In 2012, the City and the Golden State Warriors (GSW) partnered on a proposal to develop and build a premiere sports and entertainment pavilion on the waterfront pursuant to sole source negotiations authorized unanimously by the Board of Supervisors and the Port Commission. The project was proposed at Piers 30-32, south of the Bay Bridge, between the Ferry Building and AT&T Park. GSW proposed to repair and seismically upgrade 13 acres of deteriorating piers to build a multi-purpose venue with private funds and develop Seawall Lot 330 with a mix of residential, hotel and retail uses. The project included open space for public access, while also providing enhanced amenities and maritime facilities for the San Francisco Bay. Total project costs were estimated at over \$1 billion.

The facility was designed to host the Bay Area's NBA basketball team, as well as provide a new venue for concerts, cultural events and conventions, and other prominent events that the City currently cannot accommodate with

existing facilities. The cost of repairing and seismically upgrading Piers 30-32 for these uses was estimated at \$165 million. The City's contribution to project pier substructure costs was capped at \$120 million, with funding to come from project-generated Infrastructure Financing District (IFD) tax increment proceeds, rent credits against the fair market value rent of Piers 30-32 and the fair market land value of Seawall Lot 330. In response to permitting challenges and the expected need for voter approval of the project, in Spring 2014 GSW dropped plans to build at Piers 30-32 and purchased the Salesforce.com site in Mission Bay for their new facility.

Concurrent with the unanimous approval of sole source negotiations, the Board of Supervisors and the Port Commission initiated a public Piers 30-32 Citizen Advisory Committee ("CAC") at the outset to vet the project and make recommendations, which held many full committee and subcommittee meetings and heard from a broad cross-section of the public.

### ANALYSIS

#### **Land Use**

In the wake of terminated negotiations with the America's Cup Event Authority over development of Piers 30-32, and given the success of AT&T Ballpark, Port staff welcomed the proposed use as a publicly-oriented use and believed that the project could afford to tackle the high substructure costs at Piers 30-32 – the principal cause of failure of the Bryant Street Piers Project at the site in 2006.

The design of the facility by Snøhetta was generally recognized as being world class and responded to virtually all comments from Port, Planning Department and BCDC staff. The proposed facility's maritime program included a new fire station to house the San Francisco Fire Department's marine unit, currently housed at Pier 22½ and would have preserved the deep water vessel berth at the east end of the pier. The public nature of the project, with its emphasis on

entertainment and public open space would have enlivened this area of the waterfront. Many residents, however, see the neighborhood as a predominantly residential neighborhood that could not handle the twin pressures of baseball games at AT&T Park and events hosted at GSW's proposed pavilion. Many members of the public viewed the project – which would have required rezoning from 40 feet to approximately 128 feet – as inappropriate for the site, and not in keeping with an established consensus for waterfront heights. Others made a distinction between an open air baseball park with Bay views, and a closed basketball arena, and concluded that a basketball arena could not be a public trust use.

Site due diligence revealed that Piers 30-32 substructure costs exceeded the City's sources to repay the private investment in that public infrastructure. As a result, the project dealt with a clear capital need for the Port, but generated no future base rent.

The GSW proposal responded proactively to projected sea level rise by elevating the pier to deal with projected sea level rise of 55 inches. The GSW planned a LEED Gold facility that sought to comply with the Port's aggressive Zero Waste Event Policy.

There was controversy about the proposal to build mixed use development on Seawall Lot 330 higher than existing heights. In response, the GSW began developing a code compliant project within existing height limits.

The San Francisco Municipal Transportation Agency coordinated a Waterfront Transportation Assessment with the Transportation Subcommittee of the CAC to address transit and related improvements necessary to get people to and from the facility and to avoid seriously exacerbating traffic conditions along The Embarcadero.

The Quality of Life subcommittee of the CAC collaborated with City staff to identify a range of potential services (street cleaning, graffiti removal) and potential funding mechanisms to address impacts of crowds on the South Beach neighborhood.

### **Process**

GSW's initial public announcement of the move to San Francisco, and to Piers 30-32 specifically, surprised members of the South Beach neighborhood.

The CAC and members of the public who attended were frustrated at their inability to discuss other potential sites for the multi-purpose venue. The CAC operated under Brown Act and Sunshine Act public meeting rules that limited CAC interaction with the public and public comment time allocations, and created a stilted format for a project planning forum. By contrast, most Port advisory committees are advisory to Port staff, and allow for an exchange of ideas between CAC members, staff and the public that is more casual and conversational.

GSW committed significant resources and time engaging the public and the Port's regulatory partners. Despite this significant investment, there was a strong sense that the project was being rushed due to the need to open a facility by 2017.

### **Regulatory Approvals**

Early outreach by City staff to State Lands and BCDC staff indicated the need for state legislation to address the consistency of the proposal with the public trust for commerce, navigation and fisheries. The California Legislature adopted AB 1273 setting standards for the facility and making findings of project trust consistency after lengthy negotiations with both State Lands staff and BCDC. The legislative approval of AB

1273 and BCDC hearings on the topic generated significant controversy.

The project required approvals from BCDC and the Army Corps of Engineers. BCDC staff determined that its Special Area Plan would need to be amended to address the height and scale issues raised by the proposed pavilion. The Army Corps of Engineers suggested a 3 to 5 year timeline for permitting new pile installation for the pier substructure. In both cases the approach was different than anticipated based on past projects and added years to the schedule – a fundamental conflict with the project sponsor’s timeline.

## LESSONS LEARNED & RECOMMENDATIONS

Port staff offers the following high level lessons learned and recommendations based on the Port’s experience with the GSW Piers 30-32 Multi-Purpose Pavilion project.

- For high profile projects such as major sports facilities, a public site selection process with clear selection criteria such as cost, availability, transportation access, infrastructure requirements & cost and compatibility with surrounding uses can help build consensus for a selected site, which can then be authorized for sole source negotiations.
- The Waterfront Plan and other adopted Port policies do not include a formal policy articulating how unique development opportunities that are not the product of a development RFP process should be handled through the public process. To address this shortcoming, the Port Commission should consider adoption of a policy articulating how the public process for such unique opportunities should be evaluated, and incorporating it into the Waterfront Plan.
- The Port and the San Francisco Municipal Transportation Agency should

continue to collaborate on the Waterfront Transportation Assessment and related efforts to address current congestion along The Embarcadero. The Port and the Department of Public Works should continue to work with the South Beach and Mission Bay neighborhoods to address quality of life concerns arising from crowds coming to and from AT&T Ballpark.

- Port staff, the public and the Port Commission should evaluate whether the Piers 30-32 designation in the Waterfront Plan as a mixed use development opportunity site is still appropriate. Development may be possible on a portion of the site near The Embarcadero, but is likely financially infeasible for the whole 13 acre site.
- Early consultation with State Lands, BCDC and the Army Corps of Engineers is a key to project success. The Port should consult with State Lands, BCDC and the Army Corps of Engineers about a project proposal before the City authorizes negotiations between the Port and a specific developer for a particular Port site. As the Port learned with the Exploratorium project, amendments to the BCDC Special Area Plan developed through a public planning process are better received than those that arise through planning for specific projects.



**Table 4-9 Unique Development Opportunity Projects**

Project Number	Project Name - Location	Size(Square Feet)	Cost	Date Finished	Web
I1	Pacific Bell/AT&T Ballpark		\$357,000,000	2000	
I2	Exploratorium	220,000	\$205,000,000	2013	<a href="http://sf-port.org/index.aspx?page=264">http://sf-port.org/index.aspx?page=264</a>
I3	34th America's Cup Regatta		\$8,816,000	2013	
Total		220,000	\$570,816,000		





## CHAPTER 5 DEVELOPMENT PROJECTS IN PROGRESS

Port Planning and Development and Real Estate staff are pursuing a range of projects to deliver the next phase of improvements to the waterfront. These projects include two new neighborhoods the Port has been planning for the past seven years, the new Mission Rock neighborhood at Seawall Lot 337 in Mission Bay and Pier 70 in Dogpatch. Pier 70 includes a Port-led effort to develop Crane Cove Park using General Obligation Bond funding approved by voters in 2008 and 2012. These neighborhoods have the potential to attract up to two times the investment the Port has seen over the last 17 years – provided that voter approval for required height increases can be obtained. The Port and the SFMTA recognize the value of strategic transportation planning provided by the Waterfront Transportation Assessment in projecting and accommodating the transportation investments that will address and are possibly integrated within these projects.

Port Planning and Development and Real Estate staff are also working on a series of smaller projects, including Seawall Lot 351, the Pier 38 Bulkhead Project (vacated for safety reasons), a potential agreement with the National Park Service for a potential embarkation point to Alcatraz, and re-tenanting of Pier 29 (vacated for the 34th America's Cup). Port Maritime and Planning and Development staff are also evaluating major shipping opportunities for Pier 80 and Pier 96. These projects have the potential to generate significant private investment in Port property over the next few years.



## 5-1 - National Park Service Alcatraz Landing



The National Park Service (NPS) has approached the Port to consider a permanent land-side home for an NPS welcome center for its many regional destinations in the Golden Gate National Recreation Area while serving as the permanent Alcatraz embarkation site. NPS is seeking a long term property agreement (to be implemented after expiration of its current concession agreement) to eliminate the disruption to park visitors that currently occurs from the periodic relocation of the embarkation site and to provide a venue for park interpretation of Alcatraz and NPS' other destinations. NPS is still considering multiple sites on Port and federal property, including the current Alcatraz landing site at Pier 31½.

**COST:** Unknown

**STATUS:** The National Park Service is leading environmental review pursuant to the National Environmental Policy Act

## 5-2 - Pier 29 Commercial Tenanting



Port staff has been studying the reuse of Pier 29 following the 34th America's Cup and Port staff proposes to re-tenant Pier 29 on an area-by-area basis, rather than pursuing a master developer or master tenant for the whole facility. This approach would allow for experimentation and response to changing market conditions. Port staff proposes to start this process with a Request for Proposals (RFP) for a lease to build-out and operate a "San Francisco Bay Area flavored" retail facility with a single or multiple smaller retail businesses at the Pier 29 Bulkhead Building. The RFP would seek retail operator(s) that can attract local, regional and international visitors and cruise passengers as well as provide retail attractive to San Francisco residents year-round. Activating the Pier 29 Bulkhead Building will enhance the Cruise Terminal area for cruise passengers, the neighboring community and invite the visiting public into this newly rehabilitated historic building.

**COST:** Unknown

**STATUS:** The Port Commission has directed Port staff to conduct community outreach regarding the proposed uses of Pier 29, starting with the bulkhead structure.



## 5-3 - Seawall 322-1 Affordable Housing



The Port and the Mayor's Office of Housing and Community Development are jointly pursuing the feasibility of an affordable housing development at this site. State law permits lifting public trust use restrictions to allow development of affordable housing on this site. The Port Commission has executed a Memorandum of Understanding authorizing the Mayor's Office of Housing and Community Development to solicit a non-profit development partner to enter into a lease with the Port for the proposed affordable housing development. At the Port Commission's direction, the Mayor's Office of Housing staff is conducting community outreach to finalize a solicitation for a non-profit development partner.

**COST:** Unknown

**STATUS:** Mayor's Office of Housing will conduct a solicitation for a non-profit development partner to assist in community outreach and design and deliver the project

## 5-4 - Seawall Lot 351 (8 Washington St.)



Currently a surface parking lot, this 2/3-acre site at The Embarcadero and Washington Street has been part of the proposed 8 Washington project. After conducting a competitive bid process, the Port selected San Francisco Waterfront Partners (SFWP) to develop the site. SFWP proposed to develop Seawall Lot 351 in conjunction with the privately owned 2½ acre adjacent tennis club property for a proposed \$345 million residential-commercial development containing two new waterfront open spaces, a rebuilt swim club and 145 for-sale housing units in two buildings at heights of up to 136 feet along a portion of Drumm Street (not on Port property). The project is the subject of a recently passed legislative referendum rescinding the increase in building height granted by the Board of Supervisors as part of the project's development approvals. There is ongoing CEQA litigation regarding project approvals by both the City and State Lands. SFWP is considering its options to reevaluate the proposed development.

**COST:** Estimated \$345 million

**STATUS:** SFWP is considering its options to reevaluate the proposed development

## 5-5 - Pier 38 Bulkhead Rehabilitation



The Port Commission selected TMG Partners to perform needed repairs to the Pier 38 bulkhead building in order to quickly bring it back into economic use and provide an on-going revenue stream to the Port. TMG's proposed office uses would be oriented to tech and creative tenants on the southern portion of the bulkhead building's first floor and the western portion of the second floor. The northern portion of the bulkhead building's first floor would be used as a restaurant and a portion of the pier shed would include parking spaces and would be available for special events. Maritime reuse of a portion of the pier's north apron as a visitor-serving guest/water taxi dock is proposed with public access through the bulkhead building to the parking area and along a portion of the north apron. TMG estimates approximately \$10 million in investment for the Bulkhead rehabilitation.

**COST:** \$10 million

**STATUS:** Port staff and TMG are negotiating a lease and are about to embark on environmental review pursuant to CEQA.



## 5-6 - Seawall Lot 337 and Pier 48



This 22-acre site is located on the south side of China Basin Channel near AT&T Park, bounded by Third, Terry Francois and Mission Rock Streets, adjacent to the Mission Bay development, and located over almost 250 feet of Bay mud and fill. After the Port completed a community planning process to develop open space, public realm, urban design and related criteria, the Port's development partner, Seawall Lot 337 Associates, an affiliate of the San Francisco Giants, was selected through a competitive process. Working with Port staff, the project has successfully achieved endorsement for a project term sheet from the Port Commission and Board of Supervisors.

The project anticipates development of the Mission Rock neighborhood within Mission Bay with the Pier 48 historic sheds becoming a new brewery for Anchor Brewing and Seawall Lot 337 positioned to be developed with over eight acres of new public open space including a signature waterfront park at the mouth of China Basin, a new neighborhood park, and approximately 3.6 million square feet of urban, transit-oriented mixed uses buildings including retail, light manufacturing, commercial and residential. This undertaking would include construction of entirely new wet and dry utilities, streets and transportation improvements which would rely on creation of an Infrastructure Finance District. Consistent with the community planning process prior to the Port's competitive selection process, the proposal for this area calls for a greater variety of heights and building massing (including height increases) to provide a counterpoint to the uniform urban form of Mission Bay South. Due to the depth of Bay fill on this site, any new development requires pile-supported construction with piles up to 300 feet in length, a significant development cost. The project team is pursuing project entitlements including a thorough environmental review in accordance with CEQA.

**COST:** Estimated \$1.8 billion for all vertical and horizontal improvements

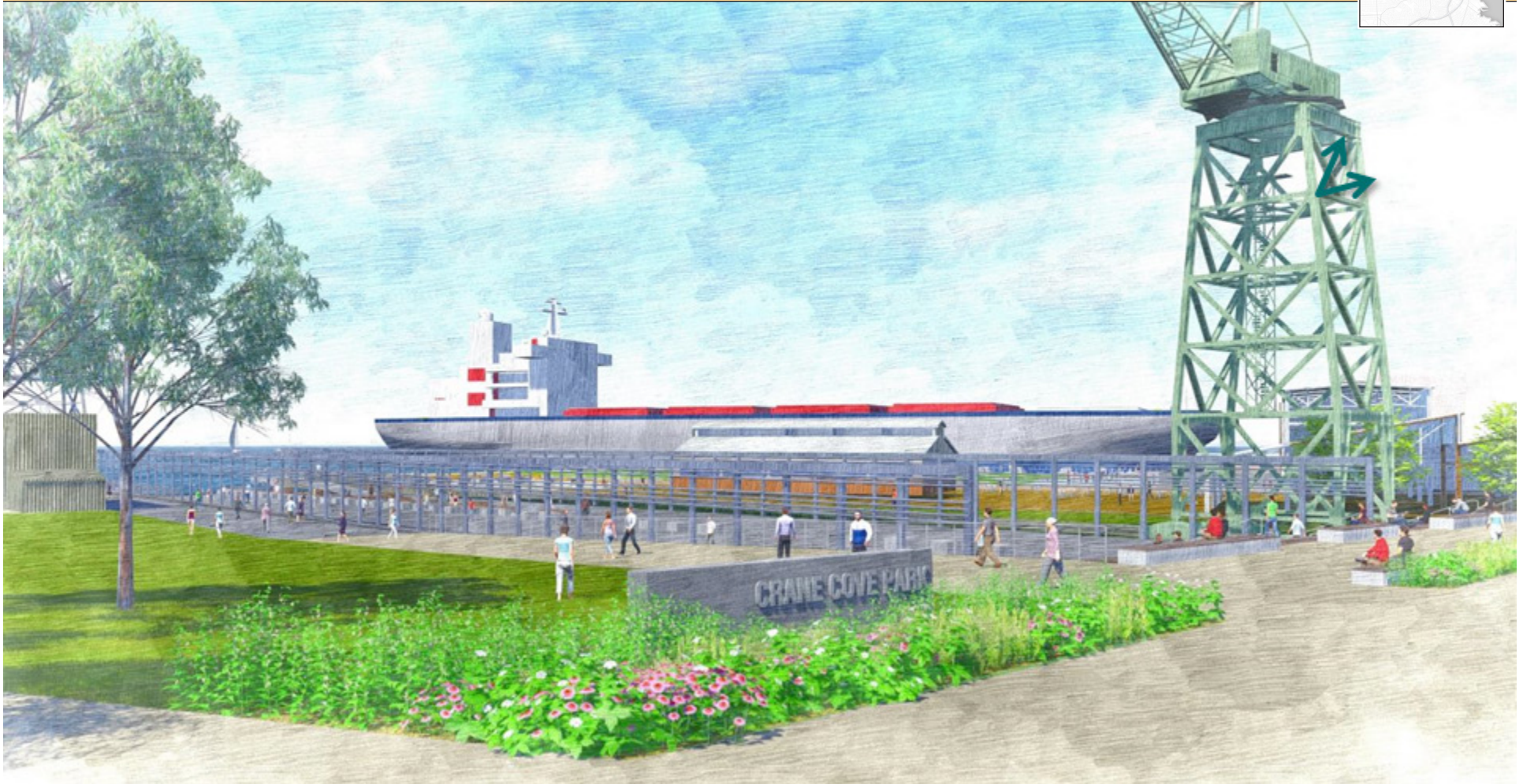
**STATUS:** Undergoing CEQA review; voter approval will be required to provide for a height increase for the site



Image courtesy of Seawall Lot 337 Associates



## 5-7 - Crane Cove Park



Crane Cove Park is a major, nine acre waterfront park planned for Pier 70, fronting on the east side of Illinois Street, between 19th and Mariposa Streets. The park will be constructed in phases and involves a careful design that integrates historic buildings and resources from Pier 70's shipbuilding era, which are included in the Union Iron Works National Register Historic District. At the same time, the park provides green space and direct access for water recreation users, providing close-up views of the Port's 150 year old ship repair operations to the east. The first phase of the park will improve approximately 7 acres and

will include adaptive reuse of historic Slipway 4, including the two cranes, a new sandy boat launch for human-powered craft, landscaping, pathways, plazas, site furnishings and site interpretation. Crane Cove Park will provide a major public park resource for Dogpatch and Potrero Hill, as well as Pier 70. At full build-out, Phases 1 and 2 of the park will encompass 10 acres.

**STATUS:** Phase 1 construction (7 acres) anticipated to be completed in June 2016  
**COST:** \$24.5 million (Phase 1)



## 5-8 - Pier 70 Waterfront Site



WATERFRONT TERRACE  
SOCIAL LAWN



This 28-acre site on the southeastern edge of Pier 70 includes four historic buildings in dilapidated states to be rehabilitated for new uses. The Port is in exclusive negotiations with Forest City over a proposed redevelopment of the site for the construction of approximately 950 residential units, 2.6 million square feet of office, retail and other commercial uses, adaptive reuse rehabilitation of a minimum of four historic buildings, seven acres of recreational and passive open space, and several district parking structures. A term sheet endorsed by the Port Commission and the Board of Supervisors in June 2013 is guiding further refinement of the concept toward the ideal mix of residential and commercial uses, number of phases, and appropriate density. The final concept is subject to environmental review pursuant to CEQA.

Forest City is working with the Port and OEWD on the infrastructure system required to support the proposed concept for development. This infrastructure will update and/or provide new wet and dry utilities, streets and walkways, public transit enhancements, etc. Capital funding is planned to be provided through developer equity which will be repaid with proceeds from IFD financing and Port leases and land dispositions to the extent feasible.

**COST:** Estimated \$1.4 billion (2012 \$) for all vertical and horizontal improvements

**STATUS:** Forest City is seeking voter approval to provide for a height increase for the site from 40 feet to 90 feet, with companion policies for open space, 30% affordable housing and related issues

## 22nd Street and Building 15





## 5-9 - Pier 80 Terminal



The Port has been approached by a large terminal operator and auto processor to facilitate import and export of automobiles through Pier 80. The operation initially would entail importing automobiles from Mexico for northern California distribution by truck, and export of automobiles from local production plants trucked into Pier 80 for export to Asia. The company would additionally bring in combination roll-on/roll-off and container ships for their West Coast to Hawaii service and load both rolling stock and containers for transport to Hawaii. Both the Asia and Hawaii vessels are able to accommodate high & heavy rolling stock such as construction equipment and these cargoes also

will be pursued for shipping through Pier 80. The operator also would handle current cargoes coming into Pier 80, which are breakbulk (primarily steel products) and project cargoes (such as production assembly equipment, energy-producing turbines, tunnel boring machines, windmill parts, etc).

**COST:** Estimates being developed

**STATUS:** Port staff is continuing to explore this opportunity. Next steps include environmental review pursuant to CEQA and Port Commission authorization of negotiations.

## 5-10 - Pier 96 Bulk Terminal



The Port has been approached by iron ore mining companies, who are undertaking mine projects in Nevada and Utah, to develop a cargo terminal to facilitate the export of their product to China and other Asia markets for the production of steel. The Port additionally has received inquiries to facilitate exporting copper concentrate from mine sites in Nevada and Arizona. Iron ore and copper concentrate would be transported to the Port by train via Union Pacific Railroad.

Port staff is pursuing two different methods for transporting and loading these products. One method would be a containerized solution via Pier 80, utilizing existing container cargo infrastructure to load the product onto ships. The second method would be to develop a more traditional-style bulk export facility at Pier 96 utilizing gondola railcars and building storage and conveyance systems for loading the cargo onto ships. A bulk export facility at Pier 96 would incorporate a railcar unloading and conveyance system, a covered storage shed, a covered ship loading conveyance system, and a loop track that allows for trains to efficiently move onto the pier for unloading then back to the rail yard for storage.

The Port has retained an engineering firm to work in conjunction with the San Francisco Department of Public Works to complete a detailed geotechnical analysis of the Pier 96 and rail yard sites and complete a design of the bulk export facility based on their findings. This design will be used to identify a private terminal developer and operator through a competitive bid process or sole-source negotiation.

**COST:** Estimates being developed

**STATUS:** Port staff is working with consultants and the Department of Public Works to complete a conceptual design for iron ore bulk terminal operations. Next steps include environmental review pursuant to CEQA and Port Commission authorization of a competitive bid or sole source negotiations.





## Development Projects In Progress

Project Number	Project Name - Location	Size (Acres)	Current Estimated Cost
5-1	National Park Service Alcatraz Landing		Unknown
5-2	Pier 29 Commercial Tenating		Unknown
5-3	Seawall 322-1 Affordable Housing		Unknown
5-4	Seawall Lot 351 (E Washington St.)	.6	\$345,000,000
5-5	Pier 38 Bulkhead Rehabilitation		\$10,000,000
5-6	Sewall Lot 337 and Pier 48	22	\$1,800,000,000
5-7	Crane Cove Park	7	\$24,500,000
5-8	Pier 70 Waterfront Site	28	\$1,400,000,000
5-9	Pier 80 Terminal		Unknown
5-10	Pier 96 Bulk Terminal		Unknown
Total		57.6	\$3,579,500,000



## EXHIBIT A: SUMMARY OF PRELIMINARY RECOMMENDATIONS

As described in Chapter 1, this report on the 2014 Waterfront Land Use Plan (“Waterfront Plan”) Review presents an assessment of projects, activities and public discourse over the past 17 years since the Plan’s adoption in 1997, including recommendations going forward. Port staff analysis in this report grapples with uses of the port area, historic rehabilitation, open space, waterfront development, urban design, transportation, sea level rise and public process, including preliminary recommendations in each of these areas. These recommendations are presented in Chapters 1 – 4, and are consolidated below to facilitate future public review and discussions. They include actions to continue to attend to the goals of the Waterfront Plan, improve public engage-

ment, and identify new needs and initiatives that might be woven into future updates to the Waterfront Plan.

These preliminary recommendations are offered to the public, the Port Commission, the Board of Supervisors and the Mayor in the spirit of keeping the Waterfront Plan as relevant today as it was when it was adopted, and responsive enough to successfully guide the next generation of waterfront improvements.

PRELIMINARY RECOMMENDATIONS	PROPOSED NEXT STEPS
<b>CHAPTER 1: PUBLIC TRUST USES</b>	
Port staff should continue to pursue maritime opportunities Port-wide such as car import/export at Pier 80, iron-ore export at Pier 96, and continued ship repair at Pier 70. Port staff should consult with BCDC and the public as to whether there are additional, appropriate locations on the waterfront that could accommodate more water recreational opportunities, and more locations for layberthing of vessels that balance the need to provide public access.	Pier 70, Pier 80 and Pier 96 are leasing options that should be reviewed by the Maritime Commerce Advisory Committee, and the Central Waterfront Advisory Group or Southern Waterfront Advisory Committee, as appropriate. CEQA review for Pier 80 and 96 opportunities will be required.  Additional water recreational and layberthing opportunities should be discussed with BCDC and the Maritime Commerce Advisory Committee or the appropriate Port advisory group.
Port staff should continue to work with the Office of Economic and Workforce Development, Port development partners and Port tenants to continue promoting broad economic access to Port property, including leasing to local business enterprises and non-profit organizations and fostering skilled and entry-level job opportunities for residents.	



**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

The Port and waterfront neighborhood residents should develop a shared understanding of how unique opportunities that cannot be bid – such as museums or entertainment facilities – can appropriately be considered for Port property.	The Port Commission could develop a policy describing how these unique, no-bid opportunities will be considered for Port property, subject to review by the Port's advisory groups and hearings at the Port Commission, which could be adopted as an amendment to the Waterfront Plan.
To ensure ongoing consideration of public trust interpretations, the Port should continue to engage California State Lands Commission (State Lands) and BCDC staff in early discussions for any proposed development of Port property.	Port staff should consult with State Lands and BCDC to explore options to improve interagency coordination and communications regarding public trust considerations in the early stages to define project program and site design.
<b>CHAPTER 1: PARKS AND OPEN SPACE</b>	
Building on the success of the 2008 and 2012 Clean and Safe Neighborhood Park Bonds, Port and City staff should continue to identify more public funding, including General Obligation Bond funding, to deliver waterfront parks in advance of development, where possible.	Port staff should consult with the City's Capital Planning Committee regarding General Obligation Bond funding options for waterfront parks. Any such funding proposal would be subject to the normal public review process for general obligation bonds.
Given the strong public demand for active recreation along the waterfront, Port staff should continue consulting with the City's Recreation and Parks Department, State Lands, BCDC and the public to expand the type and programming of recreational activities on Port property.	After Port staff consults with the Recreation and Parks Department, State Lands and BCDC, the Port Commission could hold public hearings to consider options for expanded recreational activities on Port property.
<b>CHAPTER 1: HISTORIC REHABILITATION</b>	
Port staff should continue conducting site-specific due diligence and analysis about potential costs of rehabilitating Port historic resources at a given location to better inform community planning about feasibility of uses at such sites.	For areas that have not been the subject of recent engineering analysis, Port staff should conduct a detailed facility assessment and develop conservative cost estimates for facility upgrade costs prior to offering sites for development.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

Port staff should access new sources of public funding for historic rehabilitation where possible such as the proposed California Historic Tax Credit and Port entry to the City's Transferable Development Rights program.

Port staff will work with the Mayor's Office to evaluate projects such as the Agriculture Building for the California Historic Tax Credit, if adopted by the State Legislature.

Port entry to the City's Transferable Development Rights program would require an amendment to the City's Planning Code approved by the Planning Commission and the Board of Supervisors.

**CHAPTER 1: WATERFRONT DEVELOPMENT**

The Port should continue its efforts to obtain public funding for waterfront improvements by expanding the use of Infrastructure Financing Districts from specific projects to the entire Port area to finance and maintain new, sustainable public infrastructure along the waterfront through growth in Port property taxes.

To form Infrastructure Financing Districts, the Board of Supervisors must adopt an ordinance after CEQA review of the proposed improvements that will be financed is complete. Board of Supervisors resolution 0123-13 establishes guidelines for adoption of these districts, including public outreach requirements.

Waterfront neighborhood planning should examine methods to expedite local approval processes where there is public support for this strategy. Options include Port-led programmatic CEQA analysis for a given subarea or entitling project sites (particularly seawall lots) before the Port chooses a development partner, so Port projects can be delivered more quickly and efficiently and in a manner that meets public expectations established through the planning process.

Port staff should engage discussion of this proposal as part of discussions with waterfront neighborhoods on this and other issues coming out of this 2014 Waterfront Plan Review.

Port staff should continue efforts to negotiate a streamlined approval process with State Lands and BCDC to allow historic pier rehabilitation projects with leases of up to 30 or 35 years if projects meet identified public trust, historic rehabilitation, maritime and public access criteria. As discussed below, 30-35 year leases of finger piers would allow the Port and its tenants to evaluate and respond to projected sea level rise beyond 2050.

Port staff should revisit this topic with State Lands and BCDC and, if support is reaffirmed, develop a streamlined approval process.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS****CHAPTER 1: TRANSPORTATION**

Port and SFMTA staff should collaborate to identify transportation funding for projects such as the E-Line, the Embarcadero Enhancement Project and other transportation improvements that will address congestion on The Embarcadero and allow all modes to move more freely.

The E-line already is included in SFMTA's Transit Effectiveness Program, but funding will be subject to the City's appropriation process, and may be subject to other public processes, including review/funding allocation by the San Francisco County Transportation Authority and the Metropolitan Transportation Commission. The Port is actively working with SFMTA on the Embarcadero Enhancement Project which seeks to produce a conceptual design for a bikeway and public right-of-way improvements by December 2015. If successful, efforts will continue to support CEQA review, and identify funding for implementation.

The Port, SFMTA and the Mayor's Office should collaborate to identify the funding required to reconstruct important Port streets such as Illinois Street, Cargo Way and the remainder of Jefferson Street.

Funding for these projects also will be subject to the City's appropriation process, and may be subject to other public processes, including review/funding allocation by the San Francisco County Transportation Authority and the Metropolitan Transportation Commission.

Port staff will consult with SFMTA staff regarding studies and conceptual plans to seismically strengthen the City's seawall, so the seawall can continue to protect SFMTA's transportation investments along the waterfront.

Port studies and conceptual designs for the seawall should be review by the Port Commission, the Capital Planning Committee and the Board of Supervisors.

**CHAPTER 1: URBAN DESIGN**

The City's WDAC currently has Planning Code jurisdiction to review Port projects north of Mission Creek. A similar review process should be formally extended to the Port's entire waterfront.

Extending WDAC jurisdiction will require an amendment to the Planning Code.

A review process like that of the WDAC should be augmented with additional expertise in historic rehabilitation and other subject-matter expertise that will assist the Port as it reviews planned new neighborhoods at Pier 70 and Seawall Lot 337.

The Port and Planning directors have the flexibility to augment WDAC expertise.



**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

The west side of The Embarcadero deserves design and public realm enhancements to match the level of improvements on the water-side of The Embarcadero. Similarly, the public realm connection at Lefty O'Doul's Bridge between The Embarcadero and the Blue Greenway needs to be strengthened.

Concurrent with planning for Seawall Lot 337, the Port, Department of Public Works and SFMTA should evaluate options for improved connections across Lefty O'Doule's Bridge, subject to public review through the Central Waterfront Advisory Group.

Port staff recommends a dialog with the San Francisco Planning Department about how best to study and formulate height proposals, when they are needed, for the voters to consider pursuant to Proposition B. Future measures could address height on a project-by-project basis, heights within a distinct neighborhood, or heights in broader areas of the waterfront, such as the area from Mission Creek to Pier 96. The City should be afforded an opportunity to review and comment on waterfront height limits proposed for Port property before initiative ballot measures are submitted for voter consideration. The Port Commission and the Planning Commission may wish to establish a process for such reviews. Voter-approved maximum heights should establish a maximum height envelope for future waterfront development. Subsequent environmental review and urban design analysis (conducted with input from City staff) should establish design controls to implement voter-approved height limits, which could include lower heights at designated areas, subject to final approval by City policymakers after environmental review is complete.

Port staff will consult Planning staff to develop recommendations for possible consideration by the Port Commission and the Planning Commission.

**CHAPTER 1: RESILIENCY AND ADAPTATION**

The Port should continue seawall seismic risk and sea level rise risk assessment and planning efforts with sister City agencies and regional and federal partners, such as BCDC and the U.S. Army Corps of Engineers. The Port should work with sister City agencies to engage the public regarding design solutions to the seawall and sea level rise and make sure the public understands City efforts in this area. Continued waterfront improvements are critical to secure the shoreline and protect public and private investment in the waterfront.

Port studies and conceptual designs for the seawall should be reviewed by the Port Commission, the Capital Planning Committee and the Board of Supervisors. Port staff should also engage interagency discussions with City's SF Adapt Subcommittee, Planning Department, BCDC, State Lands, and U.S. Army Corps of Engineers, as well as share these studies and designs with the public.

Leasing finger piers for more than 35 years without a solution to sea level rise is no longer advisable.

This is a current practice of Port staff that could be formalized by a Port Commission policy.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

<b>CHAPTER 1: PROGRESS IN WATERFRONT SUBAREAS</b>	
Port staff recommends examining the discrete context and needs of each waterfront subarea which may result in refreshing the Waterfront Plan. Future planning must balance statewide and local interests in the Port's property, and public participation in Port planning must involve a variety of waterfront interests. Subarea planning will require a different level of effort and time, depending on the subarea.	After considering public comment regarding this Waterfront Plan Review, the Port Commission should make a determination as to whether to pursue subarea planning in certain areas of the waterfront.
Development projects underway should continue while subarea planning discussions occur.	Current projects underway should continue to undergo public review through the Port's advisory groups. Port staff should develop a proposed Citywide outreach strategy to educate the broader public about Port projects.
The South Beach and Northeast Waterfront neighborhoods are ready for additional, finer grain subarea planning. Port staff is pursuing subarea planning in the Fisherman's Wharf and Ferry Building areas in concert with BCDC and multiple constituents. Public planning for Seawall Lot 337 and Pier 70 has been underway for 7 years, and should continue through the environmental review process. Southern Waterfront constituents are reviewing Port staff implementation efforts to realize new maritime industrial and open space projects in the area.	After considering public comment regarding this Waterfront Plan Review, the Port Commission should make a determination as to whether to pursue subarea planning in certain areas of the waterfront.
<b>CHAPTER 1: PUBLIC PROCESS</b>	
The Port's local community waterfront advisory group discussions should be augmented with citywide outreach to inform important decisions about the Port. Port staff welcomes suggestions for how to provide access and a voice to those who do not attend planning workshops.	Port staff should develop a proposed Citywide outreach strategy to educate the broader public about Port projects. For consideration by the Port Commission, subject to public review and comment.
The Port Commission should consider a clearly articulated process by which unique but highly desirable projects – which cannot be competitively bid – can be considered for available Port property.	The Port Commission could adopt a policy describing how these unique, no-bid opportunities will be considered for Port property, subject to review by the Port's advisory groups and hearings at the Port Commission. The Waterfront Plan could be amended to incorporate this new policy.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

Policymakers may wish to engage voters on a fuller range of issues than height alone. In the experience of Port staff, open space, affordable housing, sustainability, economic access and transportation access are issues that have resonated with waterfront constituents as important considerations for development of the Port.

The Port Commission should consider this question and decide whether to direct Port staff to conduct further interagency discussions and public review.

The City, State Lands and the original proponents of Proposition B should explore ways to resolve the legal controversy regarding Proposition B in an expedited manner.

**CHAPTER 2: THE WATERFRONT LAND USE PLAN & THE PORT 10-YEAR CAPITAL PLAN**

The Port should seek greater engagement from the community during the many opportunities for public comment over the course of production of the 10-Year Capital Plan.

Port staff should notify Port advisory groups and other waterfront stakeholders about Port Commission, Capital Planning Committee and Board of Supervisors hearings on the 10 Year Capital Plan, and recommendations for Port Commission approval of funding and implementation of capital projects.

Port staff should continue to search for new sources of funding and other mechanisms to close the persistent gap between resources and capital need.

As the Port's efforts around teaming with other agencies begin to yield results, with clear cost data on the current and future need of the San Francisco seawall, the Port should integrate this information into the overall need in the 10-Year Capital Plan in order to better make strategic decisions about funding.

Within the next several years, Port staff expects to develop information about the projected costs of seismic improvements which can be incorporated in the 10-Year Capital Plan.



**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS****CHAPTER 3 – FISHERMAN’S WHARF**

The Fisherman’s Wharf subarea planning effort that is already underway with the Port-BCDC Working Group should be completed to eliminate the BCDC 50% rule in Fisherman’s Wharf, expand open space in the Wharf area and create a new open water basin.

At the conclusion of the Working Group process, staff expects that the Bay Conservation and Development Commission and the Port Commission will need to hold public hearings to accept comment on potential amendments to the BCDC Special Area Plan.

Port, Planning Department and Department of Public Works staff should coordinate and work with the Fisherman’s Wharf Community Business District to identify funding to complete the community’s vision for reconstructing Jefferson Street between Jones and Powell Streets.

Funding for this project will be subject to the City’s appropriation process, and may be subject to other public processes, including review/funding allocation by the San Francisco County Transportation Authority and the Metropolitan Transportation Commission.

When the Port and the community are ready, there should be a community discussion to create a new vision and strategy to improve Pier 45 Shed A.

The Fisherman’s Wharf Advisory Group and/or the Fishman’s Wharf Community Benefit District could be an appropriate venue to develop a new Pier 45 Shed A vision.

**CHAPTER 3: NORTHEAST WATERFRONT**

Port staff recommends a subarea planning effort in the Northeast Waterfront to refresh the Waterfront Plan, if area stakeholders are open to such an effort. BCDC, State Lands and the Planning Department should be invited to participate so the planning effort balances state and local interests. Projects underway in the area, including re-tenanting of pier sheds vacated for the America’s Cup, should continue to generate the revenue needed to rehabilitate these facilities.

Except where noted below (for projects underway), a sub-area planning effort, if so directed by the Port Commission, involving the Northeast Waterfront Advisory Group and other local and statewide interests could be utilized to address most of the staff recommendations below for the Northeast Waterfront.

For subarea planning to be effective, the Port and neighborhood groups in the Northeast Waterfront should consider setting aside the history of conflict over Port development and avoid prejudging each other’s intentions.

Northeast Waterfront planning should examine methods to further entitle mixed use development opportunity sites and historic finger piers, so Port projects can be delivered more quickly and efficiently.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

Port staff should continue to pursue additional maritime opportunities that complement existing maritime industries in the Northeast Waterfront and are appropriate given Bay conditions and available facilities.	
Port and City staff should continue to pursue public realm improvements to the west side of The Embarcadero to make both sides of The Embarcadero function as a grand boulevard for all modes of transportation.	Discussions of this topic should also be coordinated with The Embarcadero Enhancement Project.
Port staff should consult with the Northeast Waterfront Advisory Group about whether a boutique hotel is still appropriate for Seawall Lot 324 at Broadway and The Embarcadero, as originally envisioned after adoption of the Waterfront Plan.	
Piers 19 and 23 – vacated to make way for the 34th America’s Cup – represent a potential mixed use development opportunity for the Port to discuss with residents and waterfront stakeholders. Development of this site has the potential to open up new Bay views through Pier 19½ and implement public access and new maritime opportunities on surrounding aprons.	
Port staff should consult with the Northeast Waterfront Advisory Group regarding potential uses of Seawall Lots 323, 321 and 314 which are currently used for parking. These sites represent opportunities to reconnect adjacent neighborhoods with the waterfront and to improve the public realm on the west side of The Embarcadero.	
The Port should continue seawall seismic risk and sea level rise risk assessment and improvement efforts to secure the northeast shoreline and protect this most intact segment of the Port’s Embarcadero Historic District.	
Port and SFMTA staff should continue to collaborate on transportation improvements to augment the F-line including increasing E-line service, and the Embarcadero Enhancement Project to address congestion on The Embarcadero and support alternative transportation modes.	Funding for these projects will be subject to the City’s appropriation process, and may be subject to other public processes, including review/funding allocation by the San Francisco County Transportation Authority and the Metropolitan Transportation Commission.

## PRELIMINARY RECOMMENDATIONS

## PROPOSED NEXT STEPS

### CHAPTER 3: FERRY BUILDING

Port staff should continue to coordinate and support ongoing efforts for WE-TA's Downtown Ferry Terminal Phase 2 which is projected to start construction in mid-2015.

The public and City staff should review and respond to any project changes for the development of SWL 351 proposed by San Francisco Waterfront Partners LLC.

Port staff should develop a financially-feasible strategy for the historic rehabilitation of the Agriculture Building which will respond to sea level rise. If the California Legislature adopts the California Historic Tax Credit, the Agriculture Building could be an initial Port candidate for the program.

BCDC and Port staff should complete the current joint planning process to produce a recommended conceptual design for the Ferry Building Plaza. The conceptual design should be accompanied by a funding and implementation strategy to create attractive and inviting landscape improvements for this important public space.

Any project modifications would be subject to review through the Northeast Waterfront Advisory Group, the Port Commission and the Board of Supervisors.

At the conclusion of the Working Group process, staff expects that the Bay Conservation and Development Commission and the Port Commission will need to hold public hearings to accept comment on potential amendments to the BCDC Special Area Plan.

If the Port Commission and BCDC direct staff to proceed with Ferry Building Plaza improvements and funding can be identified, conceptual and schematic designs will be subject to review by the BCDC Design Review Board and the Waterfront Design Advisory Committee.

### CHAPTER 3: SOUTH BEACH/CHINA BASIN

#### *South Beach*

Port staff should remain involved in and support Waterfront Transportation Assessment planning and implementation efforts, particularly as they relate to transportation management planning for Port development projects and the waterfront. Port and City staff should identify funding options to improve mobility along The Embarcadero.

Except where noted below (for projects underway), a sub-area planning effort, if so directed by the Port Commission, involving the South Beach neighborhood and other local and statewide interests could be utilized to address the staff recommendations below for the South Beach/China Basin Waterfront.



**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

Port staff should continue to support efforts to re-open the Pier 38 Bulkhead building and the San Francisco Fire Department's efforts to rehabilitate and modernize the Pier 22½ fire station.	These two projects should continue through the public review process.
Given the current understanding about the extraordinary expense of pile-supported pier repairs and new utilities and infrastructure, the Port and the local community should evaluate next steps for Piers 30-32. Until the Port Commission makes a decision about the disposition of this site, Piers 30-32 should continue to generate revenue from daily parking and provide periodic layberthing access, including Fleet Week and other dignitary, scientific or visiting vessels.	
Port staff and the community should evaluate the financial feasibility of rehabilitating all or only a portion of Piers 26 and 28, based on past experience at these sites and current understanding of pier substructure design.	
<i>China Basin (Mission Bay)</i>	
Given the significant community planning efforts invested in creating a vision for Seawall Lot 337, Port staff should continue to support San Francisco Giants' community engagement through the environmental review and project design process, to transform this parking lot into a new neighborhood addition to Mission Bay. This new Mission Bay neighborhood should be designed for small blocks, large open space, and varying heights of up to 300 feet, consistent with the Port's original competitive solicitation. Project due diligence at the site shows a need for piles of up to 300 feet to support new buildings, which means that buildings must be as high – or likely higher – than surrounding Mission Bay buildings.	This project is undergoing CEQA review. A height increase to enable this development will require voter approval.
Port and City staff should investigate potential General Obligation Bond funding for waterfront parks at Seawall Lot 337 in order to accelerate parks in the first phase of development.	Port staff should consult with the City's Capital Planning Committee regarding General Obligation Bond funding options for waterfront parks. Any such funding proposal would be subject to the normal public review process for general obligation bonds.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

Port staff should focus further planning efforts on improving the connection between the Blue Greenway and The Embarcadero Promenade, including addressing how best to manage access on the Lefty O'Doul/Third Street Bridge.	
<b>CHAPTER 3: SOUTHERN WATERFRONT</b>	
<i>Pier 70</i>	
Master planning in this area is complete. Port and City staff should continue to engage the public regarding conceptual planning for the Pier 70 Waterfront Site with Forest City. Voters will have the opportunity to weigh in on heights for the area in November, 2014.	
Port and City staff should investigate whether General Obligation Bond or other public funding is available to help build major open space in the Waterfront Site earlier than current project phasing will allow.	Port staff should consult with the City's Capital Planning Committee regarding General Obligation Bond funding options for waterfront parks. Any such funding proposal would be subject to the normal public review process for general obligation bonds.
Subject to further discussions with the Port's Central Waterfront Advisory Group and area residents, Port and City staff should explore entitling the 20 <sup>th</sup> & Illinois site and the PG&E Hoedown Yard (which the City has an option to purchase and sell for a higher and better use) in a separate process from Forest City's planned Special Use District. Such an effort could complement Orton Development's planned development of the 20 <sup>th</sup> Street Historic Buildings.	Subject to direction from the Port Commission, Port and City staff could utilize the Central Waterfront Advisory Group and an outreach process to surrounding neighborhood groups as a means of entitling these sites, which would require analysis pursuant to CEQA.
Port staff should complete negotiations for a new lease with BAE Systems for ship repair. Long-term, the Port should begin planning for the replacement in 15-20 years of its main ship repair facility, Drydock #2.	
After Phase 1 of Crane Cove Park is complete (est. 2016), and the Port has identified funding for Phase 2, Port staff should re-engage the public regarding designs for Phase 2 of the park.	Port staff is currently focus on funding and implementation of Phase1. Discussions regarding Phase 2 design/program will be initiated at the Central Waterfront Advisory Committee.

**PRELIMINARY RECOMMENDATIONS****PROPOSED NEXT STEPS**

<i>Warm Water Cove, Western Pacific Property, Pier 80 and Piers 90-96</i>	
Port staff should continue to market Pier 80 for export of cars and Pier 96 for iron-ore export, with review by the Maritime Commerce Advisory Committee (MCAC) and the Southern Waterfront Advisory Committee (SWAC).	The Port Commission should review this cargo market plan, and receive input from the MCAC and SWAC. CEQA review for Pier 80 and 96 opportunities will be required.
Port staff should revive planning for the Backlands, including the most recent plan to install paving, utilities and stormwater improvements to enable leasing of the Backlands.	The Southern Waterfront Advisory Committee and the Port Commission should review conceptual project designs, which will require CEQA review.
Port staff should meet with Recology to examine whether it makes sense to re-locate their concrete crushing operation on the Backlands to a northern portion of the Backlands that is an option in the current lease. This move could free up portions of the Backlands for maritime use.	
The Port should continue efforts to secure General Obligation Bond and other funding to complete other open space improvements identified in the Blue Greenway Plan, including Warm Water Cove and open space improvements along Islais Creek, including Tulare Park.	Port staff should consult with the City's Capital Planning Committee regarding General Obligation Bond funding options for waterfront parks. Any such funding proposal would be subject to the normal public review process for general obligation bonds.
Port and City staff should collaborate to find funding to upgrade Cargo Way, a major neighborhood arterial, and Amador Street which serves the Port's Eco-Industrial Park.	Funding for these projects will be subject to the City's appropriation process, and may be subject to other public processes, including review/funding allocation by the San Francisco County Transportation Authority and the Metropolitan Transportation Commission.
Port staff should collaborate with Pacific, Gas & Electric, the Southern Waterfront Advisory Committee and City staff regarding the highest and best use of the Port's paper streets south of Pier 98, which could be public open space.	









**PORT OF SAN FRANCISCO  
WATERFRONT LAND USE PLAN  
1997 – 2014 REVIEW**

*June 2015*  
[www.sfport.com/WLUP](http://www.sfport.com/WLUP)