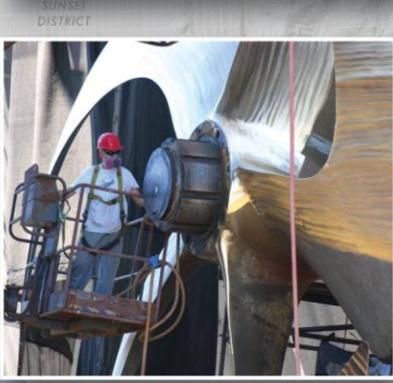
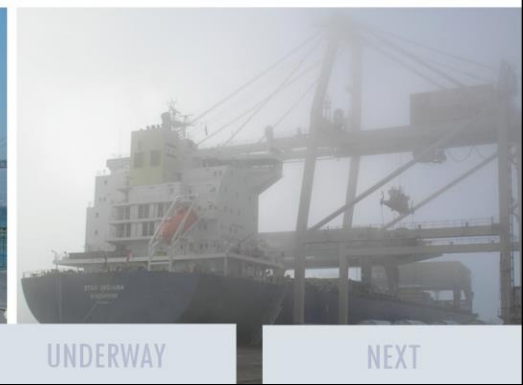


# PORT OF SAN FRANCISCO



- This presentation provides a high level overview of the changes that have taken place along the Port of SF Waterfront
- The partnership between the Port, the Planning Department, San Francisco Bay Conservation and Development Commission, the California State Lands Commission and the public has been fundamental to this transformation
- The Port's 7-1/2 mile waterfront reflects the City's diverse, sometimes eclectic character
- As a result, there's something for everyone along the San Francisco Bay waterfront



ACCOMPLISHMENTS

UNDERWAY

NEXT

- Many people are unaware of how many different maritime industries and water-dependent uses reside at the Port
- The Port of San Francisco has a diverse maritime portfolio with 10 different water-dependent industries and uses, including sailing and water recreation
- As a core mission of the Port, our efforts focus on defining a place for each, with compatible economic, recreational or entertainment uses, and an inter-connected public park and public access program

# TENANT DIVERSITY



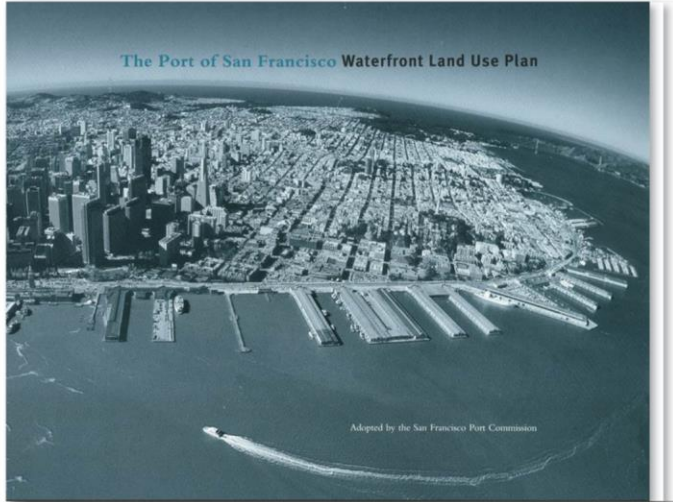
## ACCOMPLISHMENTS

## UNDERWAY

## NEXT

- The Port enjoys a broad array of maritime and commercial tenants, and also functions as a small business incubator for the City.
- These are the Port's top revenue generating tenants, which is important because the Port is a self-supporting enterprise agency of the City with no General Fund support.
- Locations including Fisherman's Wharf, the Ferry Building and AT&T Ballpark draw a total of 24 million visitors to the waterfront each year.
- The Port is also home to the City's two concrete batching plants, which process sand and aggregate that come over Port berths, as well as Recology's Recycle Central facility which handles the City's blue bin recycling and commercial office building recycling.

# REVIEW OF THE WATERFRONT LAND USE PLAN



## What can be improved?

Public comments through Nov. 30

ACCOMPLISHMENTS

UNDERWAY

NEXT

- The Waterfront Plan is the Port's master land use plan. For a significant portion of the waterfront, the Waterfront Plan's policies were aligned with Bay Conservation and Development Commission policies in 2000.
- The Port is charged with reviewing waterfront progress every 5 years. Given the high level of public interest in the Port, Port staff undertook a comprehensive review over the past 17 years, dating back to the adoption of the Waterfront Plan.
- The Waterfront Plan Review Report has been released for public review and comment through November 30<sup>th</sup>.
- This report assesses both projects that succeeded and those that didn't, with a focus on how that informs the Port's direction going forward. What have we learned that should inform an update of the Waterfront Plan? Is this the waterfront the public wants? What can be improved? What lessons can we draw from the Port's 10-Year Capital Plan and the regulatory context to inform the Port's future efforts?
- We include policy questions and next steps to spur this public dialog. The Port is asking for public comments by November 30<sup>th</sup>.

## PIER 43 THEN



## PIER 43 PROMENADE NOW



- We provide these images to illustrate the magnitude of change that has occurred over the last 17 years, from north to south.
- The collaborative efforts of the Port, BCDC, SF Planning Department, and State Lands to support a comprehensive public open space plan enabled the Port to win support from SF voters and public funding to replace derelict piers with grand new public parks and promenades. The Port has delivered these major parks primarily with City funding – usually from voter-approved GO Bonds – for which Port staff and the Commission is very appreciative.
- As part of the Pier 43 Promenade project, the Port removed a 70,000 s.f. dilapidated parking lot to make way for a Bay Trail extension through the heart of Fisherman’s Wharf.

# PIERS 15-17 THEN



# EXPLORATORIUM NOW



ACCOMPLISHMENTS

UNDERWAY

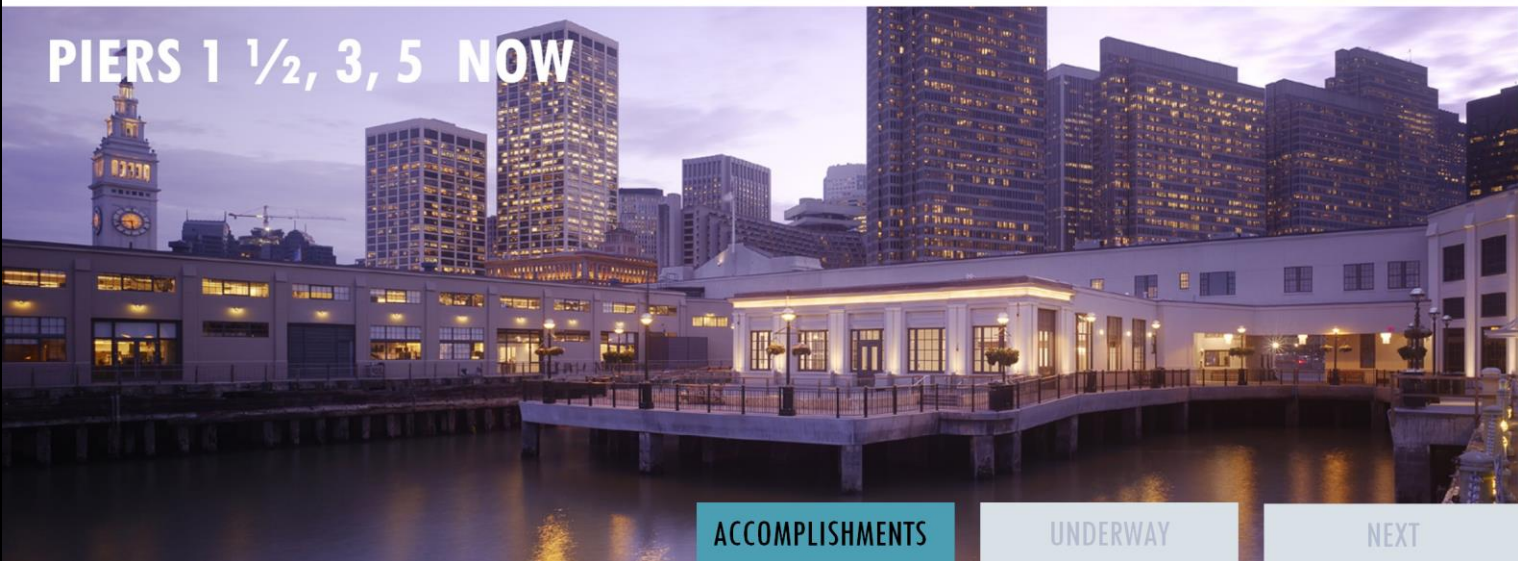
NEXT

- The Waterfront Plan sets forth a policy framework where the Port works with private development partners in public-private partnerships with their own access to funds to deliver major waterfront improvements.
- The vision and dedication of the Exploratorium have created a world-class museum and classroom for families and children, and visitors alike, with 55,000 s.f. of fill removal and perimeter public access around Pier 15.
- Major Port development projects deliver significant public benefits that the Port cannot provide on its own. In this case, it was new maritime facilities for Bay Delta Tug & Tow, and rehabilitation of Piers 15 and 17, which were in an advanced state of deterioration

## PIER 1 ½ THEN



## PIERS 1 ½, 3, 5 NOW



ACCOMPLISHMENTS

UNDERWAY

NEXT

- Piers 1½, 3 and 5 were condemned and were considered a loss until San Francisco Waterfront Partners rescued these unique Embarcadero Historic District structures
- The Bayside History Walk public access in this project also provides Bay views and contemplative space away from The Embarcadero
- Pier 1 converted a parking garage to a showcase to demonstrate how the piers could be rehabilitated for modern uses and still meet the highest preservation standards.
- Together with the Ferry Building and Downtown Ferry Terminal, the Port's headquarters and Piers 1½, 3, and 5 have reestablished the civic heart of the waterfront.

## PIERS 27-29 THEN



## PIER 27-29 NOW



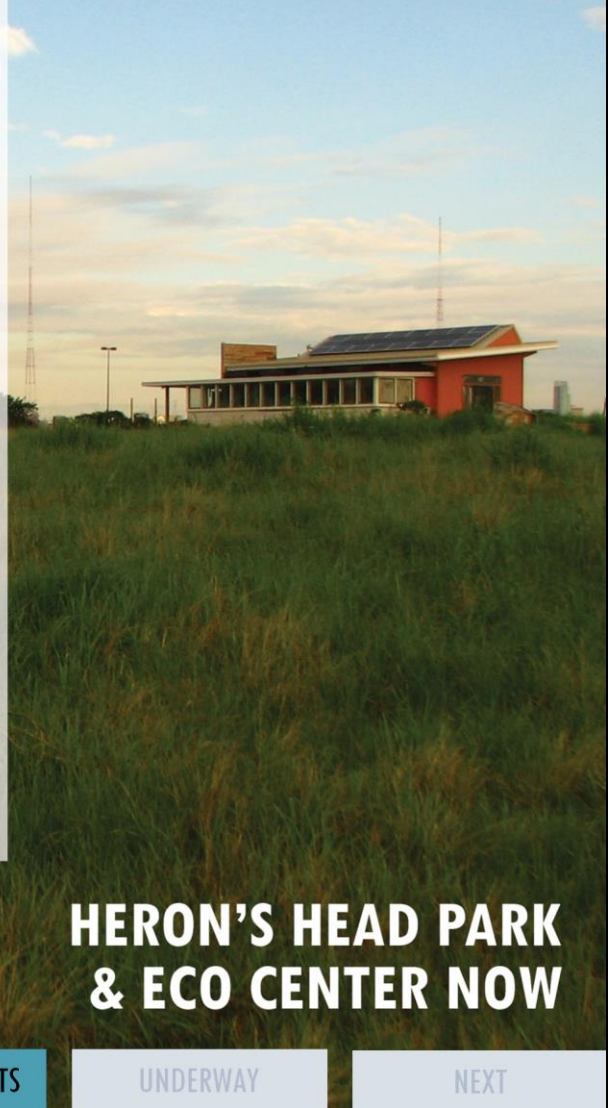
Photo by Jake Tomlinson

ACCOMPLISHMENTS

UNDERWAY

NEXT

- The Port has tried for three decades to develop a modern cruise terminal, and finally succeeded in 2014. Prior efforts involved public-private partnerships, which resulted in successive failures; ultimately, the Port decided to undertake the project as a public works project in conjunction with DPW, an effort that involved Port staff from almost every Port division.
- One lesson learned is that when the Port is seeking to develop very costly public benefits, the cost of these benefits may exceed the ability of public-private partnerships to deliver.
- The transformation of Pier 27 allows the Port to continue to dedicate itself to core maritime cruise industry needs while also providing a place for celebrations and special events (including the 2014 World Series Gala), designed integrally with Cruise Terminal Plaza, our newest public waterfront park



## HERON'S HEAD PARK & ECO CENTER NOW

ACCOMPLISHMENTS

UNDERWAY

NEXT

- Where the northern waterfront has The Embarcadero Promenade and park system, the Port and City have invested significant effort and money to develop the Blue Greenway public open space network in the industrial waterfront, south of AT&T Park
- Because most of the southern waterfront does not have a structured seawall, the Blue Greenway adds to the diversity of public access and environmental settings, for wetlands and natural habitat, and direct access to the Bay for water recreational pursuits

# WATERFRONT TRANSFORMATION

**\$1.6 billion** in public and private investment

**63 acres** of new waterfront open space

**19 historic resources** rehabilitated

**7 derelict piers and wharves** removed from the Bay

**AT&T Ballpark** constructed

**2 new waterfront neighborhoods** planned

**44 new acres** of planned open space

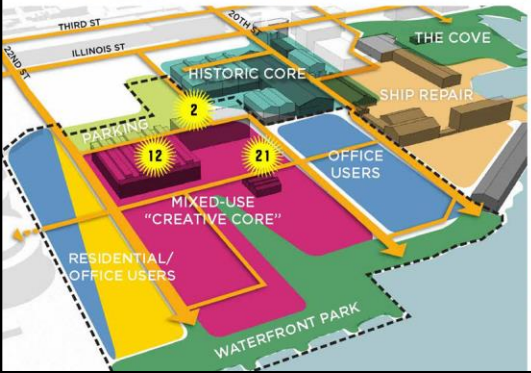
ACCOMPLISHMENTS

UNDERWAY

NEXT

- In the Waterfront Plan Review report, staff reviewed over 120 different waterfront improvement projects of all types, including maritime projects, parks, historic rehabilitation, development projects, environmental protection projects and Port leasing to generate revenues to maintain facilities
- In addition to taking stock of the successes, the report looks at the projects that did not proceed, so staff and the public can draw lessons from these efforts as well

# NEW NEIGHBORHOODS: Pier 70



Proposition F: 72% - 28%



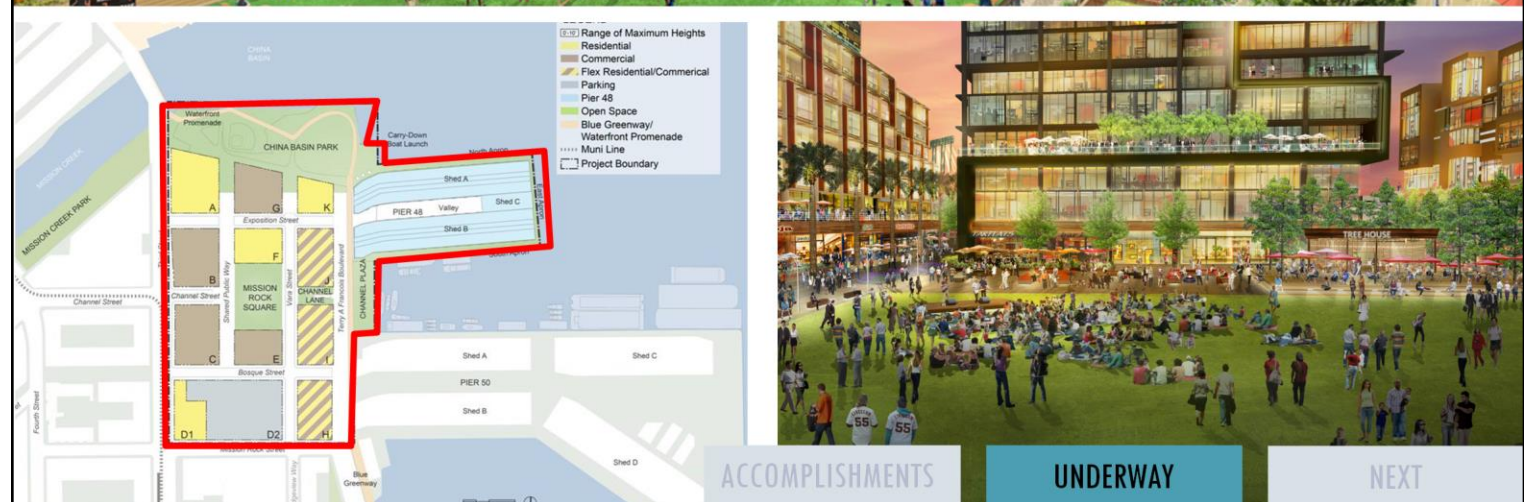
ACCOMPLISHMENTS

UNDERWAY

NEXT

- In 2014, the Port's partner Orton Development, Inc. will start rehabilitation of six important historic resources along 20<sup>th</sup> Street at Pier 70, providing new space for light industrial and office users.
- In 2015, the Port will break ground on the first five acres of Crane Cove Park, which will ultimately be a nine acre regional destination park framing views of ship repair in the Port's Drydock #2.
- The Port is negotiating a lease extension with BAE Systems to retain and foster ship repair and the high paying, skilled jobs it provides in San Francisco.
- Forest City California, the Port's development partner for the remainder of Pier 70, will be proceeding quickly since voter approval of Proposition F, to work with City staff to entitle and develop a new, mixed use commercial and residential neighborhood with entirely new utilities, parks and streets on 28 acres of Pier 70.

# NEW NEIGHBORHOODS: Mission Rock



ACCOMPLISHMENTS

UNDERWAY

NEXT

- The Port is collaborating with Mission Rock LLC, a development subsidiary of the San Francisco Giants, to plan and build a new neighborhood that will complete Mission Bay.
- The current plan calls for a mix of housing and commercial uses, with 7 acres of new parks and a shared parking facility to serve on-site commercial uses and AT&T Ballpark.
- Since this site has no height allowance under the Planning Code, voters will have to approve a height increase in order to allow this new neighborhood to proceed.
- Under state legislation approved for this site, revenues to the Port are dedicated to saving the Port's historic resources.

# WATERFRONT PLAN REVIEW

## Next Steps and Opportunities

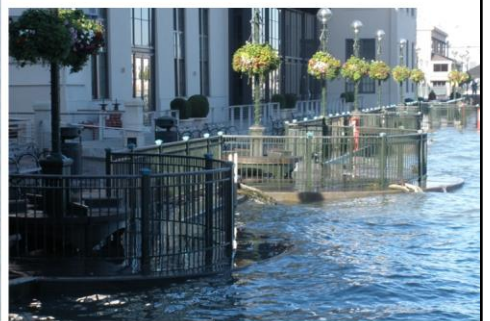
- Waterfront Plan has a strong foundation, but should be updated
- Specific neighborhoods — South Beach and Northeast Waterfront — deserve focused neighborhood planning
- Invite BCDC and State Lands to participate
- Continue projects underway, including two planned neighborhoods
- Key waterfront-wide **issues to address:**

Transportation	Facility Conditions
Environmental Protection	Seismic Risk
Historic Preservation	Sea Level Rise
Open Space	Port Capital Plan/Funding
Affordable Housing	Regulatory Framework
PDR	Remaining Opportunity Sites?

ACCOMPLISHMENTS

UNDERWAY

NEXT



- The Waterfront Plan Review report includes many next steps and preliminary questions for the public to consider. Some pertain to specific areas of the waterfront, and some issues present policy questions that apply Port-wide.
- Given the careful pre-development planning completed with neighborhood and public stakeholders, Port staff recommends that current planned development proposals for Pier 70, and Seawall Lot 337 (Mission Rock) should continue.
- In the South Beach and in the Northeast Waterfront areas, Port staff is recommending further planning to affirm or update acceptable land uses in those neighborhoods. Any such work would need to include the participation of State Lands, BCDC and City Planning
- Other Port –wide policy issues are described in the following slides

# TRANSPORTATION



ACCOMPLISHMENTS

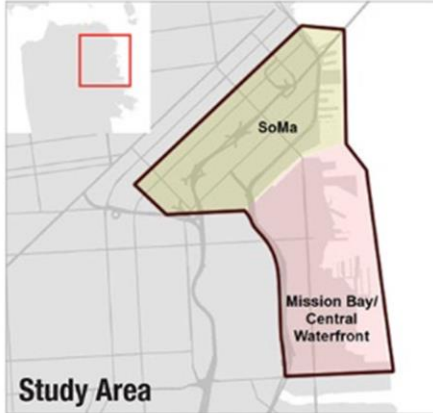
UNDERWAY

NEXT

- The popularity of the waterfront and the City's growth have resulted in increased demand for all transportation modes
- There is a clear recognition by the City that further waterfront improvements must include transportation enhancements
- The Port is promoting water transportation to complement other modes that can reduce congestion on The Embarcadero and other major Port streets

# TRANSPORTATION (near term)

## WATERFRONT TRANSPORTATION ASSESSMENT SFMTA/SFCTA



### SoMa-Mission Bay-Central Waterfront Transportation Needs & Solutions Analysis (WTA Phase 2)

## EMBARCADERO ENHANCEMENT PROJECT SFMTA/Port of SF



## PORT TENANT TRANSPORTATION NEEDS ASSESSMENT Port of SF



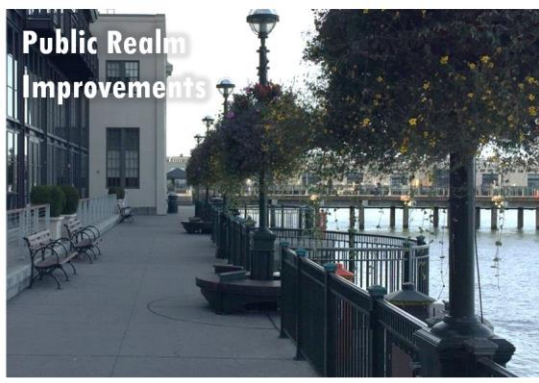
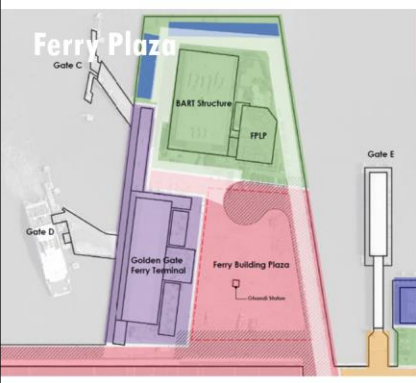
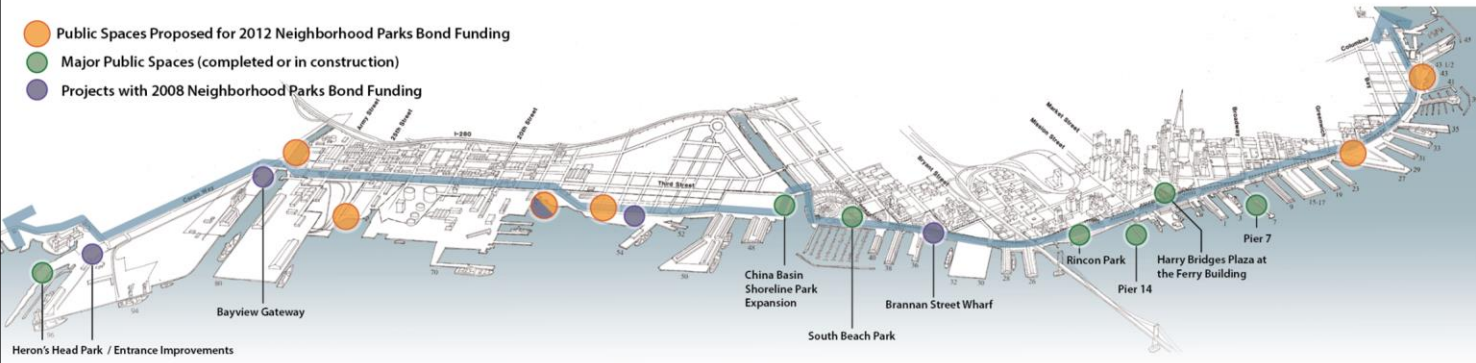
ACCOMPLISHMENTS

UNDERWAY

NEXT

- The City has stepped up efforts via the SFMTA and Transportation Authority's Waterfront Transportation Assessment to better serve planned growth South of Market and in the Eastern Neighborhoods
- The Embarcadero Enhancement Project is a project between the SFMTA and the Port to plan for a protected bikeway along the Embarcadero to address public safety hazards now experienced from combined bike/pedestrian use of the Embarcadero Promenade, and to enhance the public and pedestrian qualities of both sides of The Embarcadero.
- The Port is also surveying its tenants to determine their transportation needs, so it can better represent Port tenant interests in City transportation planning efforts.

# OPEN SPACE



ACCOMPLISHMENTS

UNDERWAY

NEXT

## Open Space

- The Port has invested significant resources to expand the waterfront park and open space network, and water recreation. Port staff recommends continued interagency coordination and stakeholders partnerships to fund and complete the Blue Greenway
- Port should continue to partner with BCDC so that waterfront open space projects are consistent with, or inform updates of the BCDC Special Area Plan
- There is a great opportunity to refresh and upgrade the public realm qualities of Port streets, such as The Embarcadero and Cargo Way, that can deliver major public space benefits
- San Francisco voters have approved two GO bond measures, which have proven the most effective way to finance new waterfront parks. The Port seeks to continue work with the City's Capital Planning committee and Recreation and Parks on future GO Bonds to support new open space projects.

# AFFORDABLE HOUSING



# PDR



- The Port's leasing and development efforts also touch on other critical City land use needs.
- The Port's pier sheds and industrial facilities support a wide range of Production, Repair and Distribution (PDR) light industrial uses that are an important part of the City's thriving and diverse economic base.
- While residential use is constrained on public trust lands, the Port has worked with the State Lands Commission to allow for market and below-market housing in certain locations. (SWL 322-1, Pier 70, Mission Rock/SWL 337)

# ENVIRONMENTAL PROTECTION AND SUSTAINABILITY

Habitat Restoration

Wastewater and Stormwater

Climate Action

Air Quality

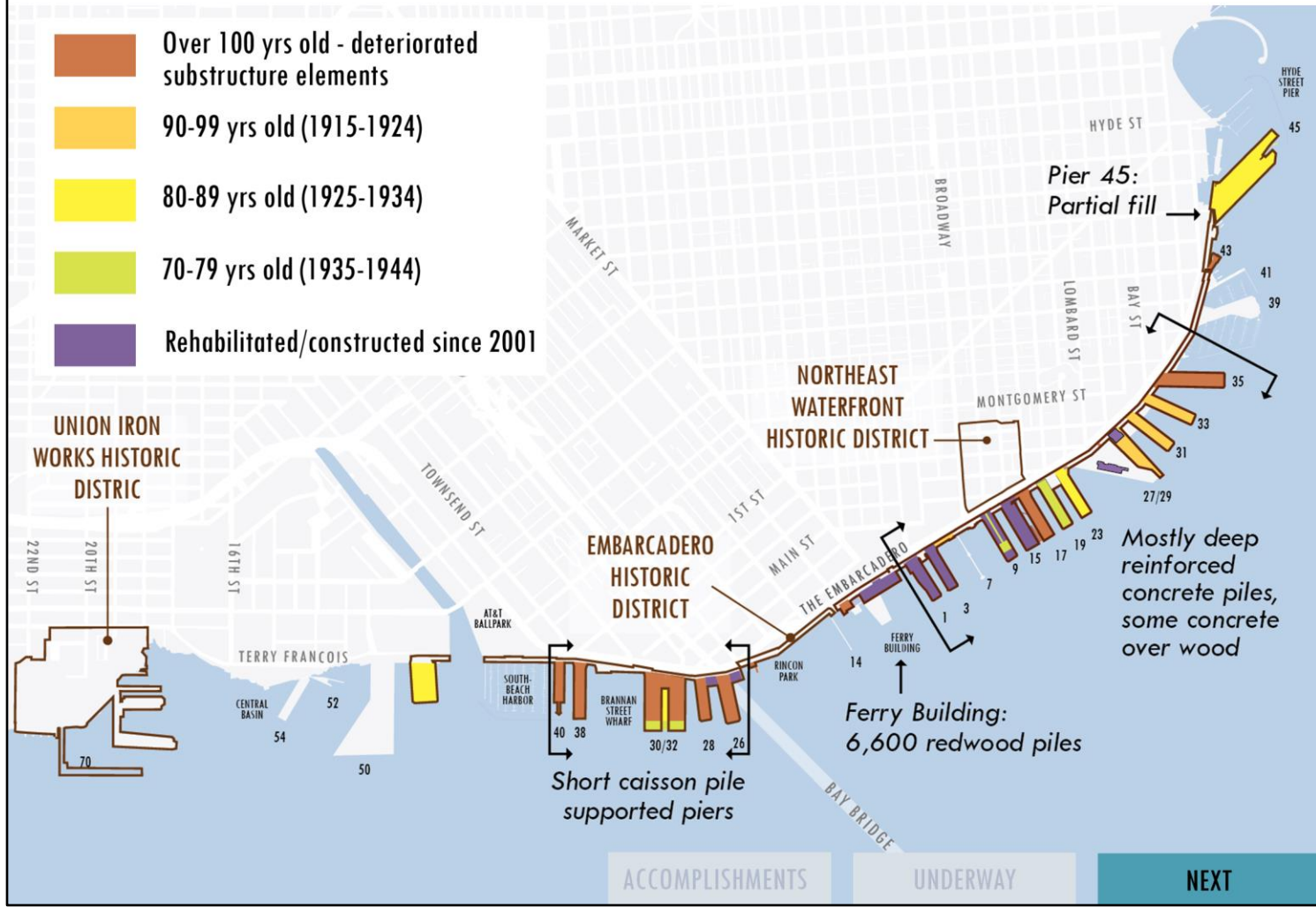
- The Port has collaborated with SFPUC to produce “Stormwater Design Guidelines “ to minimize impact of new development on Bay water quality, and developed an Under-Pier Inspection/Maintenance program to identify repair needs and prevent discharges to the Bay.
- Port staff led the effort to create and protect tidal salt marsh and transition zone habitat at Heron’s Head Park and Pier 94
- The Port has invested over \$10M in shoreside power at the two locations to allow vessels to connect to zero-emissions electric power provided by SFPUC, reducing emissions of air pollutants from cruise and military vessels.
- Port staff have worked with tenants at Piers 1-5 and Pier 96 to install photovoltaic systems.
- These and related efforts will inform utility designs for new Eco-Districts planned at Pier 70 and Seawall Lot 337, as well as other Port development sites.

ACCOMPLISHMENTS

UNDERWAY

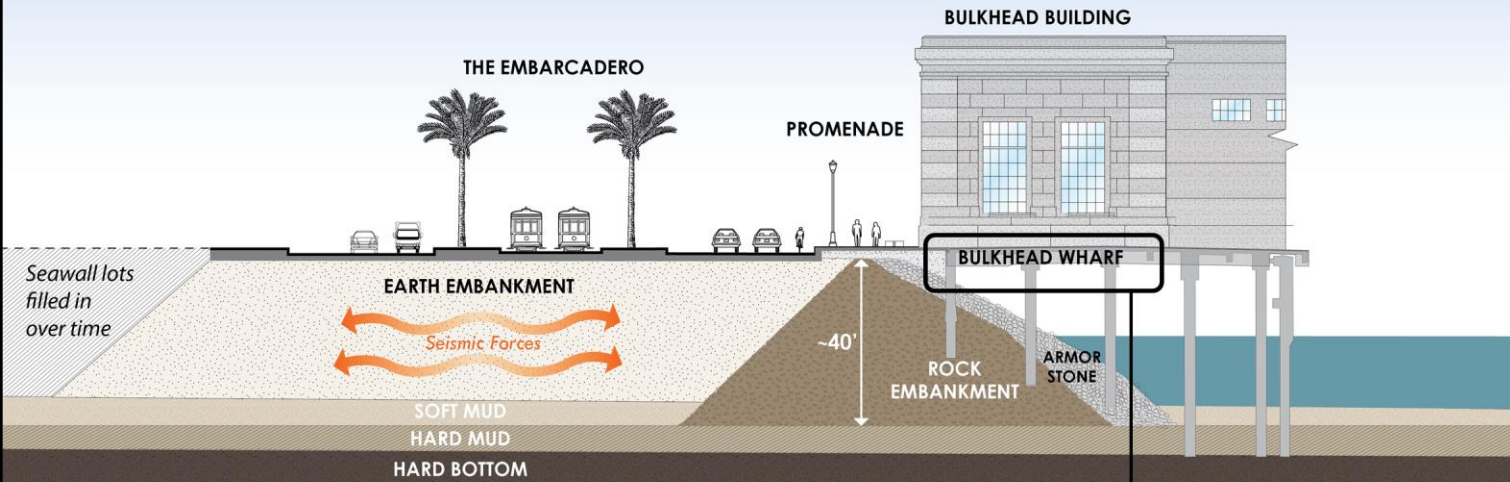
NEXT

# HISTORIC RESOURCES



- The Port has a rich array of historic resources. In 2006, the Port succeeded in listing the Embarcadero Historic District on the National Register, enabling access to federal historic tax credits.
- Construction typologies for piers have evolved over time and at different locations along the waterfront.
- Most of the piers are well beyond their design life span. Older piers that have been exposed to the harsh Bay environment for a century suffer from serious salt water intrusion in piles and substructure elements, creating localized unsafe or restricted uses.
- There is a question about whether poured-in-place caisson piles supporting older piers between the Ballpark and the Bay Bridge can structurally and feasibly support new development. The Port Commission may wish to develop criteria to enable Port staff to prioritize rehabilitation efforts.
- In 2013, the Port listed the Union Iron Works Historic District at Pier 70 on the National Register, paving the way for the Orton Development, Inc. project along 20<sup>th</sup> Street to qualify for historic tax credits, as well as other historic resources within the District.

# THE SEAWALL: CONDITION



## The Great Seawall (1878 – 1915)

### 2014 Seawall Seismic Risk Study

\$425,000 - GHD/GTC Joint Venture

Preliminary Results – May 2015

Final Results – September 2015



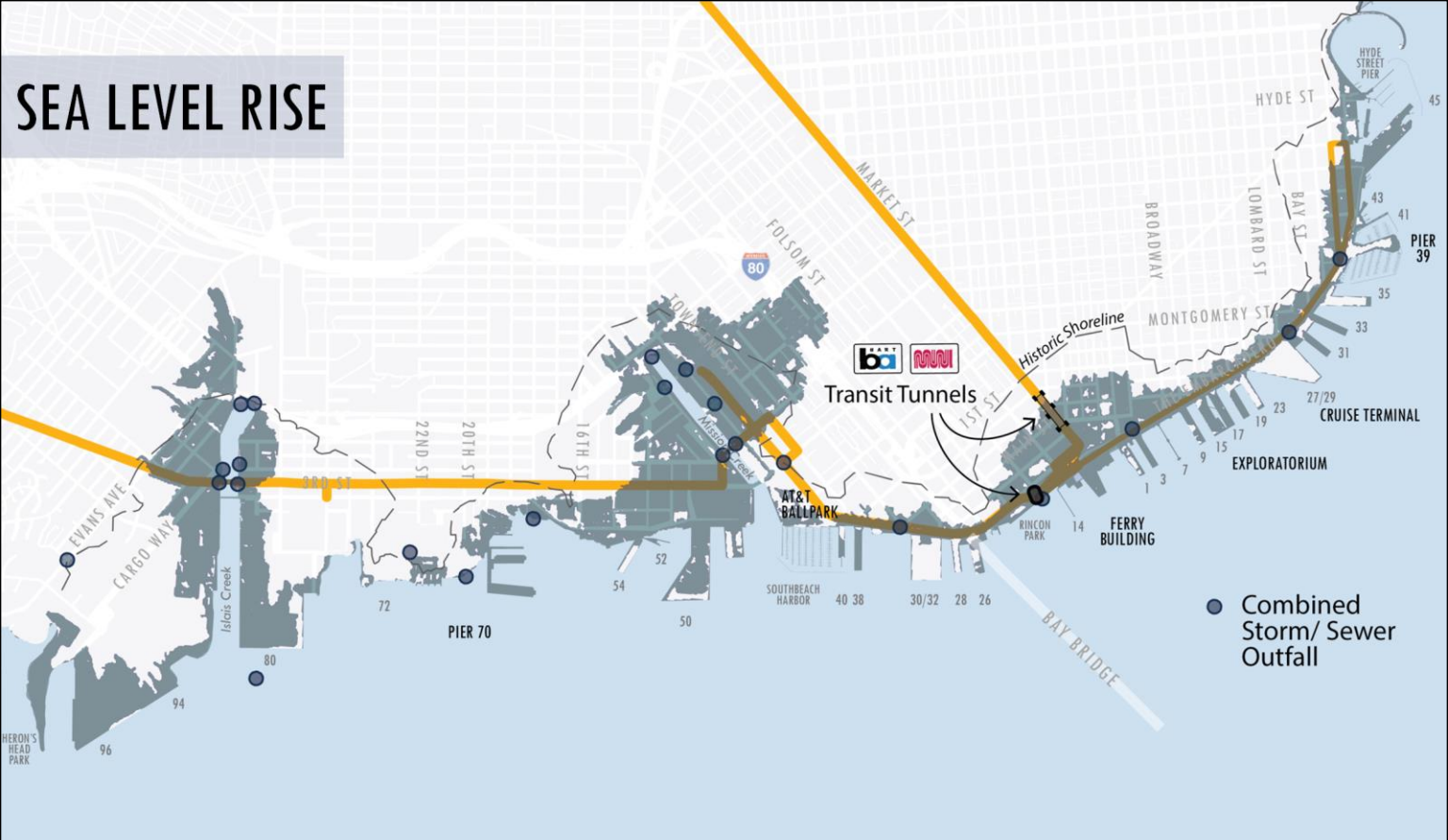
ACCOMPLISHMENTS

UNDERWAY

NEXT

- The Great Seawall spans 4 miles of waterfront from Fisherman's Wharf to Pier 50 in Mission Bay.
- The seawall was built in segments over 37 years, starting in 1879. While construction types changed by location, this slide presents a typical relationship between the seawall, the bulkhead wharf near the Embarcadero (which supports most bulkhead buildings) and the piers.
- The seawall is in generally good condition; the bulkhead wharf is in fair to poor condition based on port engineering substructure assessments.
- In several locations, such as Pier 43½ and the Brannan Street Wharf, the Port has repaired segments of the seawall, including wood portions that were beyond their useful life.
- There is a 3 in 4 chance of a nearby major seismic event in the next 30 years. The Port must keep focus on the maintenance of the Seawall. The Port has initiated a study of the seismic and structural condition of the Seawall and a strategy to protect against movement in a major earthquake, to plan for the seismic safety of the waterfront.

# SEA LEVEL RISE



36" + 100 year flood

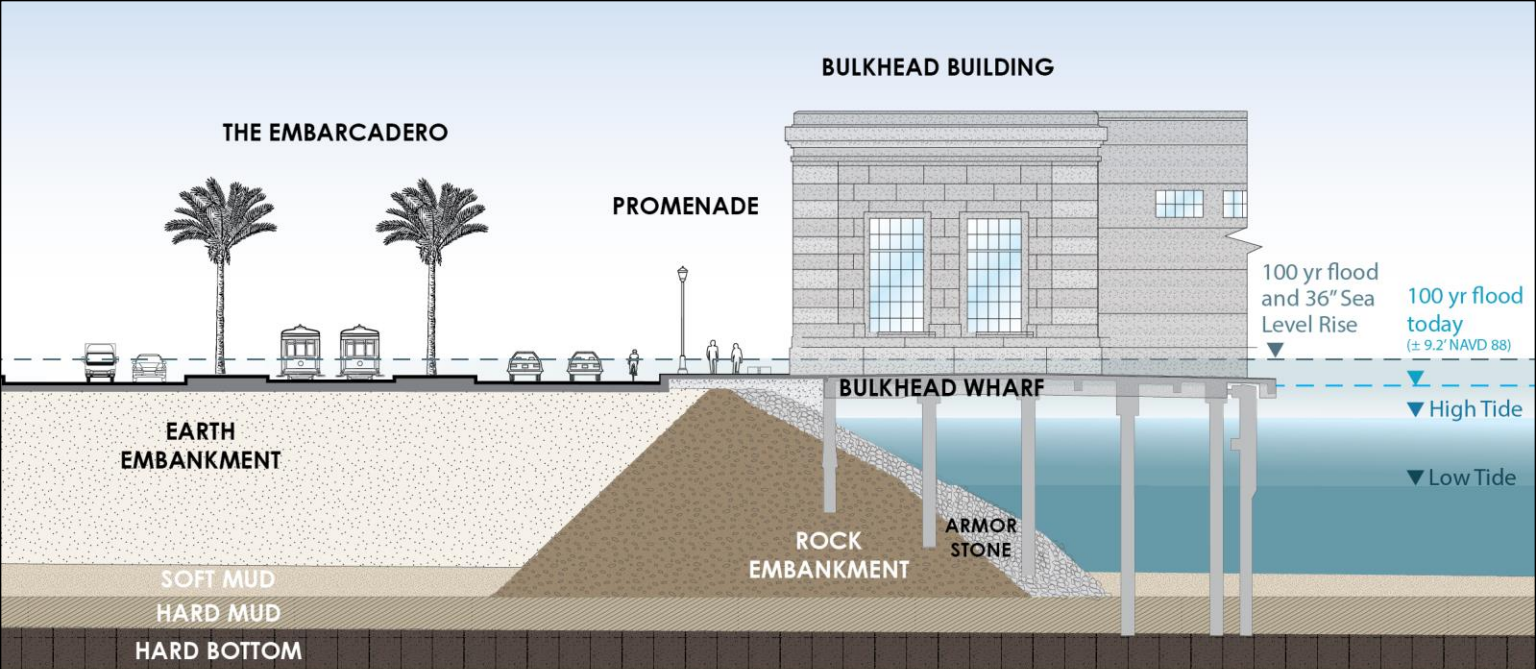
+/- 2100

ACCOMPLISHMENTS

UNDERWAY

NEXT

- The City's new sea level guidance – based on the scientific consensus provided by the National Research Council – assumes a range of potential sea level rise of 5 to 24 inches by 2050 (likely 12") and 17 to 66 inches by 2100 (likely 36").
- Assuming 12 inches of sea level rise by 2050, the City's current shoreline can provide continued flood protection on land with fixes in a few locations such as Mission Creek, Islais Creek, south of the Agriculture Building and Pier 45.
- This map shows the potential effects of 36" of sea level rise with a 100 Year Flood, assuming no improvements to the existing shoreline.
- Because the City relies on a combined sewer system, and regional and City transit infrastructure is exposed to future flood risk, the City cannot allow flooding over the Embarcadero Roadway



# THE GREAT SEAWALL

## SEA LEVEL RISE

ACCOMPLISHMENTS	UNDERWAY	NEXT
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- The Port’s piers range in height from 10.1 feet (NAVD 88) to 13.5 feet (Brannan Street Wharf rail).
- Given this range in height and different wave action in different waterfront locations, the piers are exposed to different degrees of wave overtopping and flooding risk over time. Some piers are exposed to flood risk today – a fact likely to show up on FEMA flood maps when they are complete.
- The Port can work with its partners to examine short flood walls, or raised floor elevations to protect key assets.
- With 36” of sea level rise and a 100 Year Flood, most piers will be flooded – and the seawall will no longer provide flood protection to the Embarcadero.
- An update to the Waterfront Plan should incorporate policies to address sea level rise similar to the Capital Planning Committee’s sea level rise guidance for capital projects.

# Where is the line of defense?

- Planning
- Engineering
- Permitting
- Financing



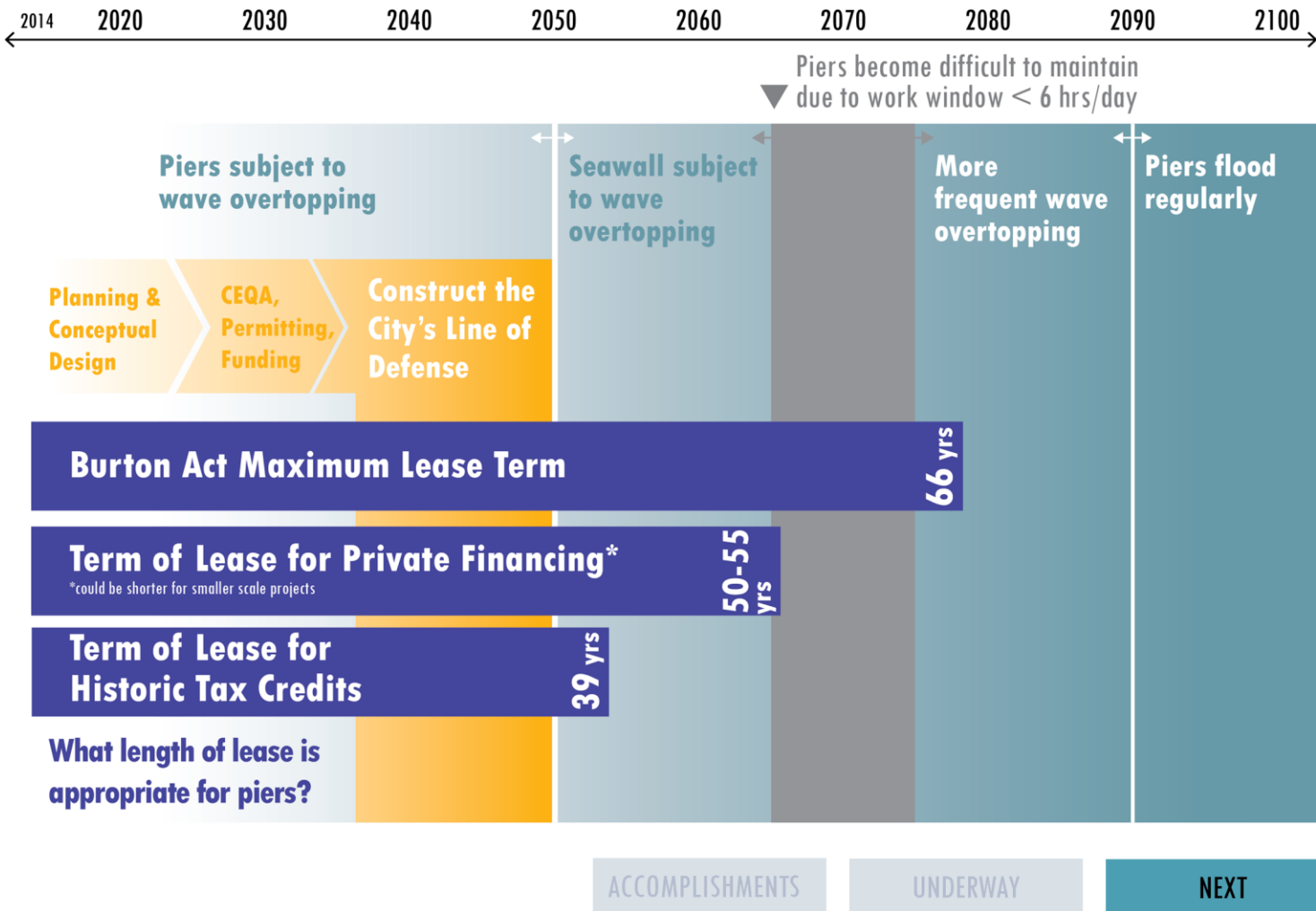
## Who will fund, permit and build the line of defense?



- ACCOMPLISHMENTS
- UNDERWAY
- NEXT**

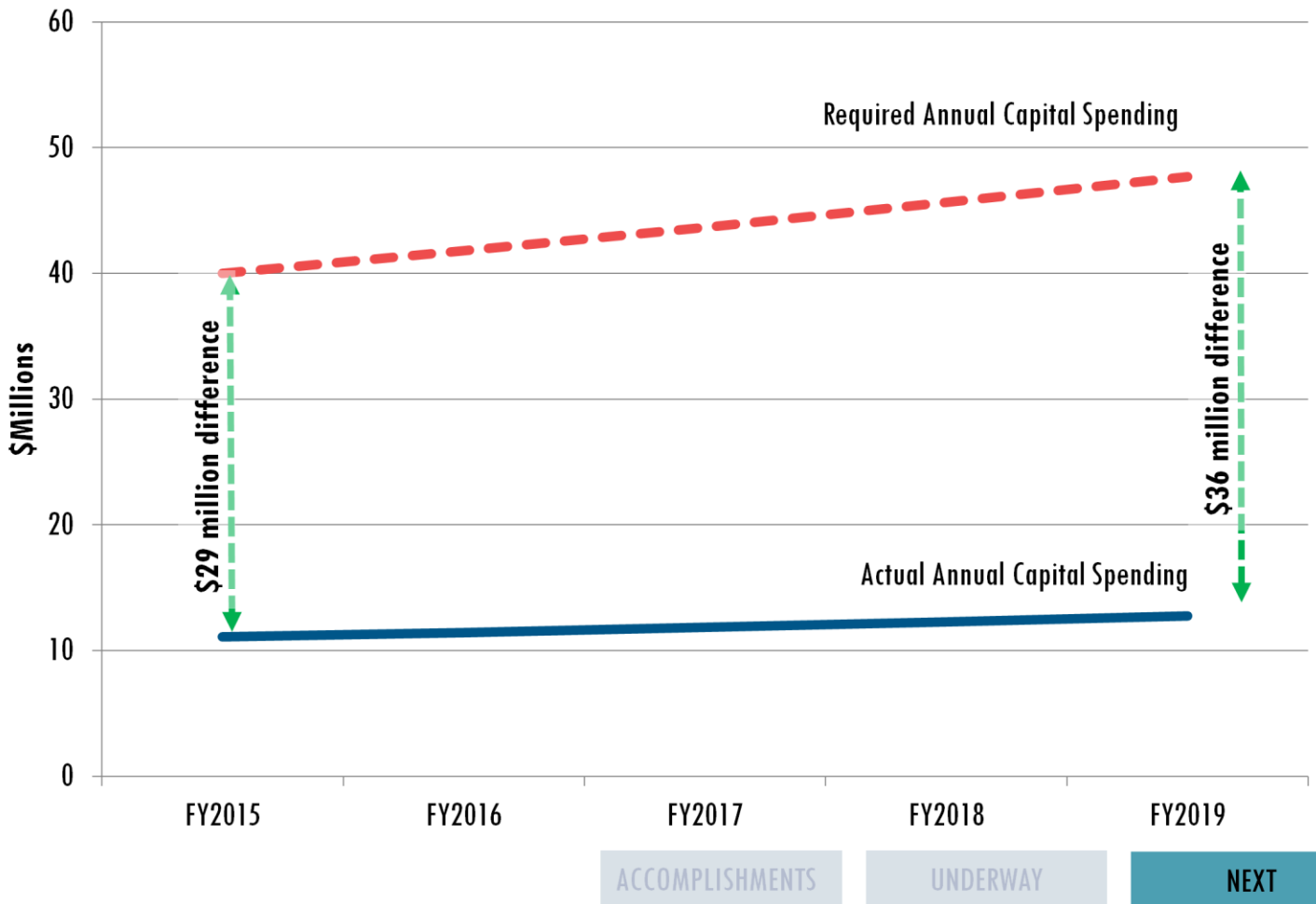
- The City – through joint efforts of DPW, Planning, the Port and Capital Planning – will need to decide where to build a Line of Defense – which may vary by section of the waterfront.
- This effort – while it should inform land use choices made by the Port – is outside the scope of the Waterfront Plan update.
- Choosing where to build the line of defense will be politically challenging. Engineering the project will be less difficult: the State managed a similar feat with the Great Seawall more than 100 years ago.
- The real challenge will be permitting and financing the Line of Defense.

# SEA LEVEL RISE LINE OF DEFENSE



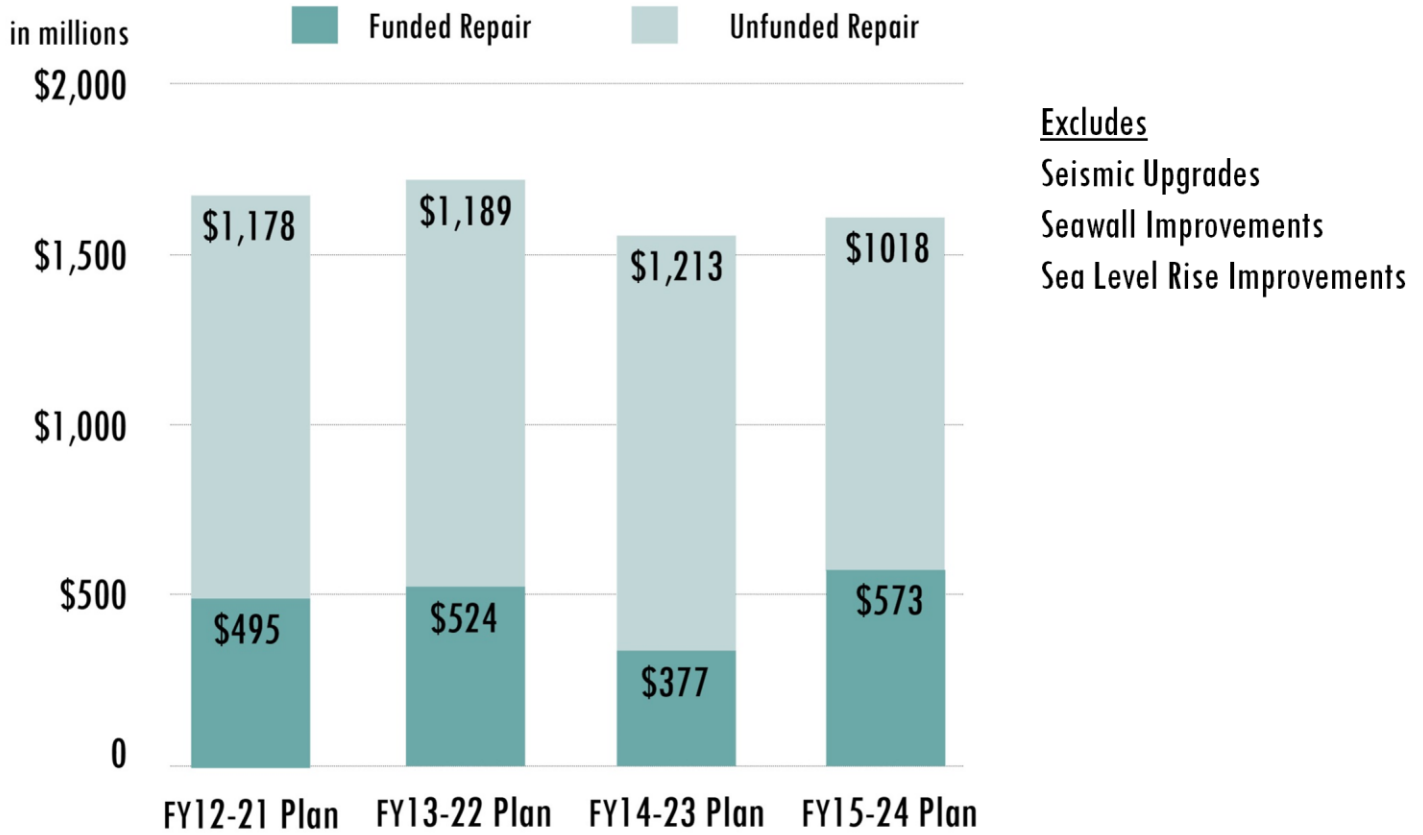
- This slide represents the policy conflicts between rising sea levels, the period when the City may need to construct its Line of Defense and continued leasing of Port finger piers.
- Over time, the piers will be subject to increasing and more frequent exposure to wave overtopping, and then regular flooding.
- Building new structures with a 75 year life and a long-term lease property right could pose an impediment to the City's future Line of Defense.
- One option is to limit leasing of Port historic piers to shorter periods.

# STRUCTURAL DEFICIT ANNUAL CAPITAL SPENDING



- The Port developed its first 10 Year Capital Plan in 2006, and updates this plan annually to dedicate limited Port resources to required improvements based on criteria that include safety, cultural and natural resources, regulatory requirements, maritime requirements and other factors approved by the Port Commission.
- Despite best efforts to increase capital spending, the Port is still short more than \$30 million annually than it should in order to keep its facilities in a state of good repair – so the condition of Port facilities is continuing to worsen over time.

# HISTORICAL CAPITAL PLAN FUNDING VS. NEED



ACCOMPLISHMENTS

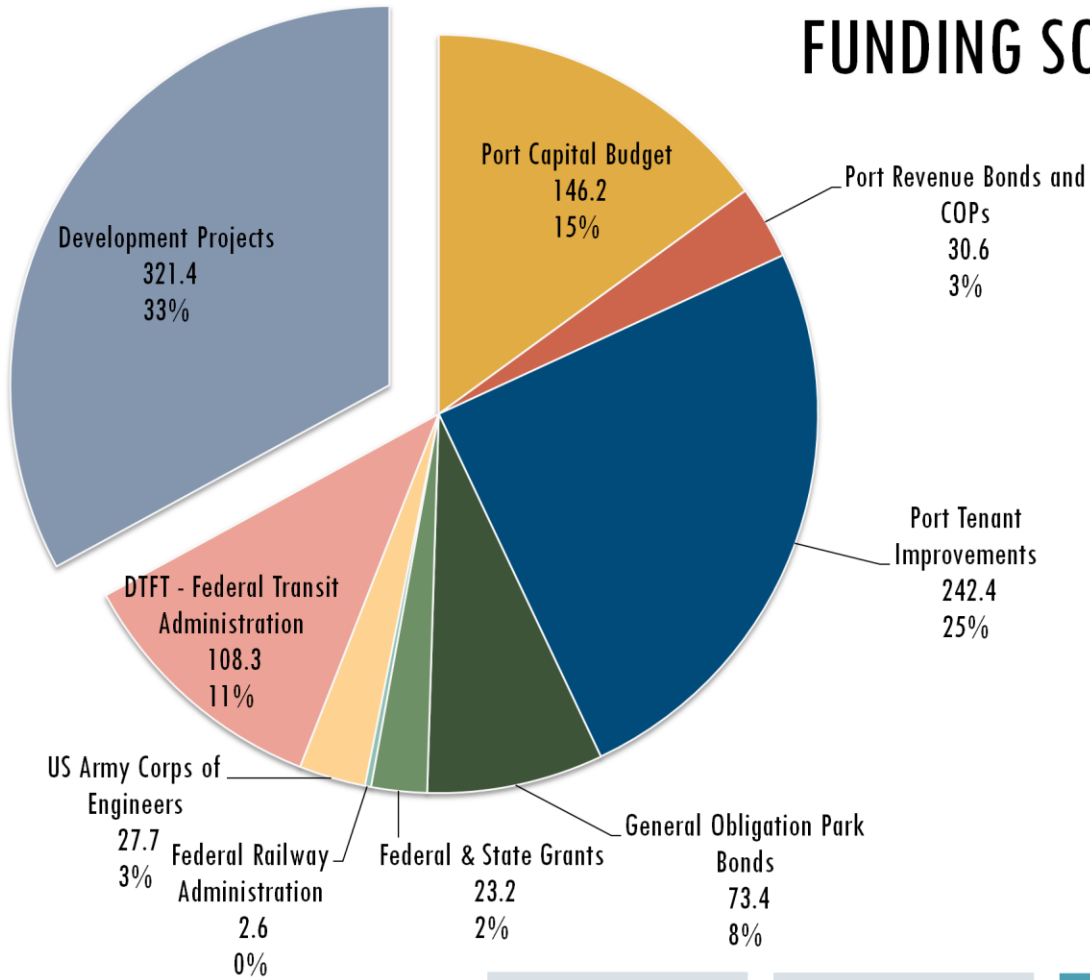
UNDERWAY

**NEXT**

- This chart tracks Port progress in developing a Plan of Finance for capital need with recent iterations of the Plan.
- Despite developing new financial tools – such as infrastructure financing districts to capture tax increment and access to federal historic tax credits – the Port still does not have a fully funded Plan of Finance.
- Major new projects – such as potential seismic strengthening of the Seawall – are not yet included in the 10-Year Capital Plan because the costs of the project are not yet known. The City’s future Line of Defense is beyond the scope of the Port’s 10 Year Capital Plan.

# 10 YR CAPITAL PLAN FUNDING SOURCES

(millions)



ACCOMPLISHMENTS

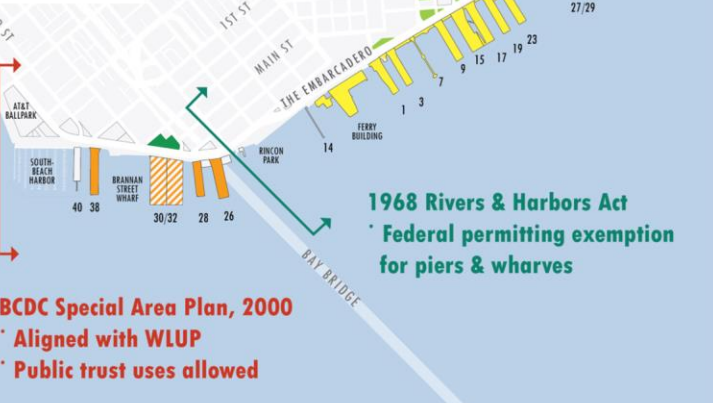
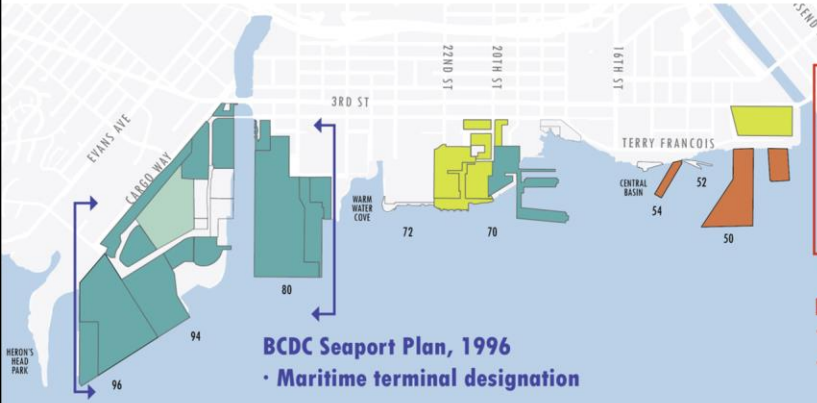
UNDERWAY

NEXT

- Development plays a significant role in addressing the Port’s backlog of capital needs – but not as significant as originally envisioned in the Waterfront Plan.
- More recent Port successes have focused on obtaining new funding – outside of the Port – to pay for capital upgrades.
- Development is likely to comprise a decreasing share of sources over time in addressing the Port’s backlog.
- Projects like strengthening the Seawall are fundamentally public works projects, and do not lend themselves to the Port’s traditional public-private partnership development model.

# PROJECT APPROVAL LEVEL OF DIFFICULTY

Port Leases & maritime leases	City CEQA, zoning, leases	BCDC Bay fill & public access	Water Board Bay fill, piles, & stormwater	State Lands Public Trust & Market Value	Army Corps Bay fill & piles
✓	✓	✓			
✓	✓		✓		
✓	✓			✓	
✓	✓			✓	
✓	✓	✓	✓	✓	* Requires Ballot Measure
✓	✓	✓	✓	✓	* Requires Resource Agency Consultation
✓	✓	✓	✓	✓	* BCDC Plan Amendment
✓	✓	✓	✓	✓	✓ * Requires State Legislation
✓	✓	✓	✓	✓	✓ * BCDC Plan Amendment



**BCDC Seaport Plan, 1996**  
• Maritime terminal designation

**BCDC Special Area Plan, 2000**  
• Aligned with WLUP  
• Public trust uses allowed

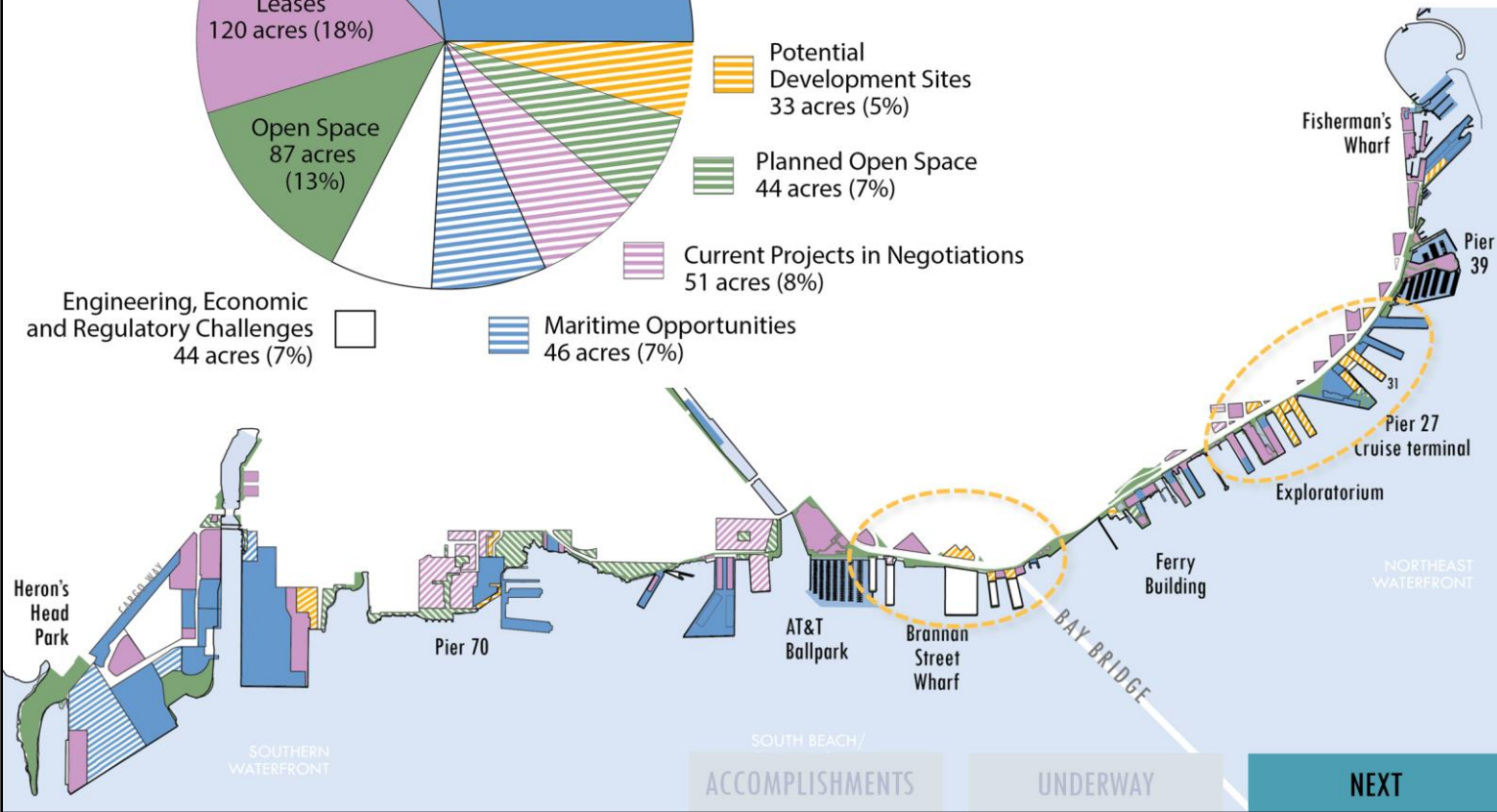
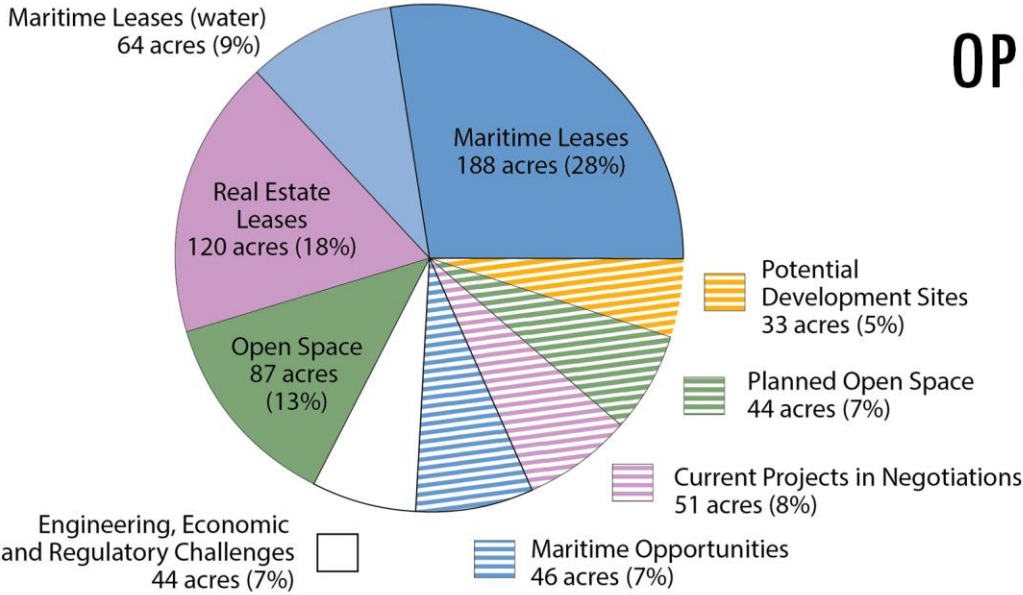
**1968 Rivers & Harbors Act**  
• Federal permitting exemption for piers & wharves



- The regulatory framework governing the waterfront is challenging, with approval usually required by multiple agencies.
- The easiest projects are Port maritime projects, where existing plans designate maritime areas.
- Building on land is generally the next easiest tier of projects, but voter approval is required for height increases.
- The Port has an exemption from federal permitting in the Northern Waterfront, and aligned its plans with BCDC for a section between Mission Creek and Pier 35.
- Outside of these areas, the regulatory framework is clear: don't build in the water, except for water-dependent uses.

# WHAT ARE THE REMAINING OPPORTUNITY SITES?

## LAND USES AS A PERCENTAGE OF PORT PROPERTY



- At the direction of the Port Commission, Port staff mapped those areas of the waterfront have already been developed, or leased for a significant term, and those areas remain unprogrammed.
- Port staff is currently working on projects, including two planned neighborhoods, that represent 8% of Port property. Another 44 acres is designated for open space, particularly along the Blue Greenway.
- Some piers (in South Beach) and land (the Backlands in the Southern Waterfront) face site conditions, economic hurdles and/or regulatory challenges that may severely limit or prohibit significant development.

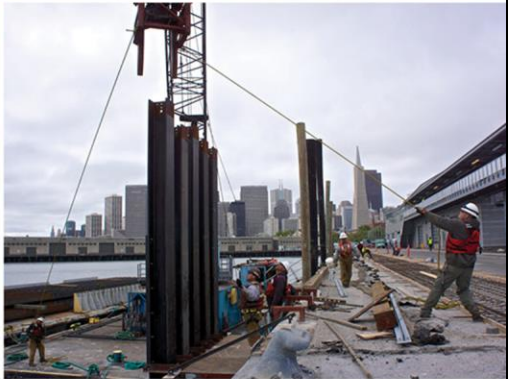
# QUESTIONS

<b>LAND USE / POLICY</b>	How much is left to develop? How can the Port further major City policy goals such as affordable housing and PDR (light industrial) space?
<b>TRANSPORTATION</b>	What transportation improvements are needed to meet Port tenant needs and planned development on and off Port property?
<b>OPEN SPACE</b>	Should we expand the use of waterfront parks to accommodate events and active recreation?
<b>ENVIRONMENT</b>	What types of sustainable infrastructure can support existing facilities, and be included in district-scale planning for Pier 70 and Seawall Lot 337?
<b>HISTORIC RESOURCES</b>	What are the best strategies for pier historic preservation? Full pier rehabilitation? Continued industrial use w/targeted investment? How can the Port prioritize investment to improve the remaining piers?
<b>SEISMIC</b>	What seismic upgrades are required to make the seawall, the bulkhead buildings and the piers resilient?
<b>SEA LEVEL RISE</b>	What targeted improvements are needed to make the current shoreline resilient to 12" of sea level rise? How should the City plan for a Line of Defense to protect against greater levels of sea level rise?
<b>PUBLIC ENGAGEMENT</b>	What is the best way to ensure wide stakeholder input in future Port planning, while balancing statewide and local interests?

- As the Port entertains an update to the Waterfront Plan over the course of the next year or so, we pose a few key questions that should be addressed through the public process.



# WHAT KIND OF PORT DO YOU WANT?



ACCOMPLISHMENTS

UNDERWAY

NEXT

- Staff and the Port Commission appreciate public interest in and support for the Port.
- We are eager to hear the public’s wishes and desires for the waterfront, and to engage in discussion about the serious challenges and opportunities ahead.
- Public comment on the Waterfront Plan Review until November 30.
- Subject to Port Commission approval, opportunities for public engagement in the Waterfront Plan update process starting in 2015.



THANK YOU